

COMPREHENSIVE PLAN



CITY OF GOLDSBORO
NORTH CAROLINA



PARSONS HARLAND BARTHOLOMEW & ASSOCIATES, INC.

**Comprehensive Plan
for the
City of Goldsboro, North Carolina**

**City of Goldsboro
Planning and Community Development Department**

**Prepared by
Parsons Harland Bartholomew & Associates, Inc.
Richmond, VA
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Acronyms and Abbreviations

AFB	Air Force Base
BEA	US Bureau of Economic Analysis
CBD	Central Business District
CDBG	Community Development Block Grant
CHAS	Comprehensive Housing Affordability Strategy
CPD	Community Planning and Development (HUD)
DGDC	Downtown Goldsboro Development Corporation
ENCHA	Eastern North Carolina Housing Authority
GHA	Goldsboro Housing Authority
GMPA	Goldsboro Metropolitan Planning Area
GT	Global Transpark
GTP	Goldsboro Thoroughfare Plan (NCDOT)
HOME	The Home Investments Partnership
HUD	US Department of Housing and Urban Development
NCDOT	North Carolina Department of Transportation
OSPL	North Carolina Office of State Planning

SECTION I: Introduction

I.1 Overview The City of Goldsboro is located in Wayne County in North Carolina's southeastern plain region and is the home to Seymour Johnson Air Force Base. The City is located approximately 55 miles southeast of Raleigh. US 70 is the major transportation link for Goldsboro, providing an east/west link with the rest of the state.

Prior to 1960 the City of Goldsboro was a relatively compact community. However, since that time residential development has scattered throughout the surrounding area and has transformed the rural periphery into a mixed suburban/rural settlement. Growth in the next 25 years is not expected to be as high and is expected to infill undeveloped land within the metropolitan area. Portions of the downtown area are in need of rehabilitation and some of the new development, especially businesses, should be directed and encouraged to remain or relocate to this area. Although development is encouraged, careful thought needs to be given in the preservation of the significant historic and natural areas within and adjacent to the urbanized area. One of the major goals to be considered by this plan is to direct growth into designated areas in the periphery and downtown so as to provide a more efficient, economical, and desirable urban area.

This plan is intended to guide future growth of the city and its periphery over the next 25 years. It is the centerpiece document for coordinating the efforts of city, county, and state agencies, in facilitating and supporting sound development.

The plan consists of a land use plan and policies; housing and economic recommendations; major roads and transportation recommendations; and utility and community facility recommendations.

1.2 Scope of Study This study is an update of the previous Comprehensive Plan (prepared in 1989) and will address a 25-year timeframe for an area larger than that identified in the 1989 Plan. The timeframe and larger area coincide with the transportation plan currently being prepared by the North Carolina Department of Transportation (NCDOT) for the Goldsboro Metropolitan Planning Area (GMPA). The 1989 Plan studied the city proper, and an area that extended four miles from the city limits. The area studied in this update of the Comprehensive Plan has been expanded east, further into Wayne County (see Figure I-1).

1.3 Brief History of Goldsboro The City of Goldsboro, situated in the heart of the eastern North Carolina's bright leaf tobacco belt, developed mainly as a transportation center for the region's agricultural industry. In 1838, the railroad tract from Wilmington, NC to Waynesboro, VA was completed, and the Goldsborough Railroad Station was established. The station bears the name of Matthew T. Goldsborough, assistant engineer of the Wilmington and Waynesborough Railroad. A hotel was opened near the station and a small town soon began to develop.

In 1847, Goldsboro was incorporated. Soon after, city residents convinced the county voters that the county seat should be located in Goldsboro. In 1850, a county courthouse was built, and a town plan was prepared incorporating Center and Walnut streets as the main axes for a grid pattern of streets.

Goldsboro's importance as a transportation center increased in 1856 when the North Carolina Railroad connected Goldsboro to Charlotte, and again in 1858 when the railroad was completed from Goldsboro to Beaufort. As a consequence, Goldsboro was situated on two significant rail corridors.

Prior to the mid-1950's, Goldsboro was primarily an agriculturally oriented city. In 1956, the US Air Force reactivated a former World War II airfield, and was named Seymour Johnson Air Force Base. The reactivation caused a change in employment characteristics and prompted development in the service and industrial sectors. There have been periodic fluctuations in military population, but in recent years the population has been more stable. Seymour Johnson Air Force Base currently has over 12,000 active military members and their dependents, and 6,000 civilian/contractor employees (Fourth Fighter Wing, Public Affairs, 1998).

In 1993, Goldsboro was ranked as the best small community to live in, according to a nationwide survey prepared by *Money Magazine*, and the City received nationwide exposure as a good place to work and live. The city received high marks for its overall quality of life, job growth, and low cost of living.

SECTION 2: Economic and Population Forecasts

This section documents the methodology and findings for preparing the socioeconomic update for Goldsboro. The primary purpose of this update is to establish the most current population and employment trends, with particular emphasis on growth in the study area defined for the Goldsboro Metropolitan Planning Area (GMPA).

The results of this update indicate that population and employment growth within the GMPA will continue more rapidly than was predicted in the 1989 Comprehensive Plan. However, both rates are anticipated to decline slightly as the population matures and the North Carolina economy slows in the 2010's and 2020's.

2.1 Summary of Population Forecasts Four recent studies have been used to establish population and/or economic trends. These studies and additional sources used to establish these trends include:

1. Goldsboro Thoroughfare Plan, NCDOT, 1996.
2. Wayne County Population Estimates, North Carolina Office of State Planning (OSPL), 1998.
3. City of Goldsboro Population Estimates, OSPL, 1998.
4. Wayne County Population Projections, OSPL, 1998.
5. North Carolina Employment Projections, Bureau of Economic Analysis (BEA), 1995.

Each of these sources were reviewed for geographic comparability and for anticipated growth trends. The one geographic constant was Wayne County.

Population projections for this plan have been based on projections used by the North Carolina Office of State Planning for State for budgeting purposes. Growth rates were applied to the 1990 US Census population in the GMPA and 1992 NCDOT field study population estimates and both were projected, in annual increments, to the year 2025. These projections were also developed for the GMPA, Goldsboro (within its 1999 boundaries), and Wayne County. The population projection for the GMPA was compared with the population projection currently being prepared by the NCDOT and was found to be compatible.

The 1990 Census block groups, within the GMPA, were selected as the best baseline figures for the current population. Table 2-1 indicates a population of just under 93,000 is expected in the study area by the year 2025.

Year	GMPA	Wayne County
2000	80,099	116,027
2010	85,835	123,351
2025	92,991	132,384

Source: North Carolina Office of State Planning.

2.2 Summary of Employment Forecasts Two sets of employment statistics were used as baseline figures. The first set was obtained by a 1992 field survey and economic modeling of projections of the GMPA by the NCDOT. The second set of figures was obtained from the US Census (for the City of Goldsboro and Wayne County) and US Bureau of Economic Analysis (BEA) and shift-share analysis was used to obtain employment changes.

Table 2-2 below summarizes nonagricultural employment projections for the GMPA (using NCDOT 1996 figures), City of Goldsboro, and Wayne County.

Year	GMPA	City of Goldsboro	Wayne County
2000	33,341	24,231	64,803
2025	41,548	29,456	78,776

Source: North Carolina Department of Transportation, 1996, 1990 US Census, and US Bureau of Economic Analysis.

2.3 Demographic History and Current Population Estimates Population and economic growth in the City of Goldsboro and Wayne County followed a slow but steady course through this century. In 1970, the population of Goldsboro started to show a decline, but has rebounded in the 1980s and 1990s.

The 1990 US Census recorded that 40,709 people lived in the Goldsboro city limits, making it the fourteenth largest city in North Carolina. The OSPL estimated that the 1997 population was approximately 48,400 and ranked Goldsboro the fifteenth largest in the state.

Part of the city's past increase in population can be attributed to Seymour Johnson Air Force Base being incorporated within the city limits in 1977 and later, in 1981, the start of a ten-phase annexation program that was concluded in 1996. The annexation was of areas to the north and northeast of the City. Table 2-3 notes the changes in population between 1990 and 1997. The total estimated growth in population for Goldsboro, between 1990 and 1997, was 7,647 (or 18.8 percent). This growth included 4,664 people living in annexed areas. The remaining growth, 2,983 people, was due to net migration and natural growth.

Table 2-3. Population Ranking by City in North Carolina

1990		1997 Estimate			
1.	CHARLOTTE	395,934	1.	CHARLOTTE	516,341
2.	RALEIGH	212,092	2.	RALEIGH	266,530
3.	GREENSBORO	183,894	3.	GREENSBORO	203,342
4.	WINSTON-SALEM	143,485	4.	WINSTON-SALEM	172,763
5.	DURHAM	136,612	5.	DURHAM	159,030
6.	FAYETTEVILLE	75,850	6.	FAYETTEVILLE	113,406
7.	HIGH POINT	69,428	7.	CARY	80,751
8.	ASHEVILLE	61,855	8.	JACKSONVILLE	73,746
9.	WILMINGTON	55,530	9.	HIGH POINT	73,322
10.	GASTONIA	54,725	10.	ASHEVILLE	68,133
11.	ROCKY MOUNT	49,961	11.	WILMINGTON	64,513
12.	GREENVILLE	46,305	12.	GASTONIA	62,204
13.	CARY	44,397	13.	ROCKY MOUNT	57,340
14.	GOLDSBORO	40,709	14.	GREENVILLE	55,877
15.	BURLINGTON	39,498	15.	GOLDSBORO	48,356
16.	CHAPEL HILL	38,711	16.	CONCORD	45,349
17.	WILSON	36,930	17.	CHAPEL HILL	43,898
18.	JACKSONVILLE	30,398	18.	BURLINGTON	42,911
19.	KANNAPOLIS	29,709	19.	WILSON	41,103
20.	HICKORY	28,474	20.	KANNAPOLIS	35,693

Source: US Census and North Carolina Office of State Planning, 1998.

Annexation and the inclusion of Seymour Johnson Air Force Base caused the area of the City to expand from 21.02 square miles in 1990 to 24.66 square miles by 1997. This represents a 17.4 percent increase in area. Included in Table 2-4 are the details of the population and land area increase.

Table 2-4. Goldsboro Population and Annexation Changes

Population					Land Area (Sq. Mi.)	
1990	1997	Total Growth	Pop. Annex.	Net Migration & Growth	1990 Limits	Annex. Areas 1990-97
40,709	48,356	7,647	4,664	2,983	21.02	3.65

Source: North Carolina Office of State Planning, 1998

The 1990 US Census figures reported 104,666 people in Wayne County. The North Carolina Office of State Planning estimates that the population in Wayne County in 1997 was approximately 113,182 (or an 8.1 percent increase).

The most recent estimate of the population for the GMPA comes from NCDOT's *1996 Goldsboro Thoroughfare Plan (GTP)*. NCDOT estimated the population to be 65,989 in 1992 based on a field Survey (NCDOT, 1996). The 1990 US Census population of block groups within the GMPA had an estimated population of 71,545 in 1990. It should be noted that the boundaries of the block groups do not follow exactly the boundaries of the GMPA. The difference in the 1990 population estimated between the 1990 Census and the 1996 GTP can be attributed to the difference between the block area's boundary and the methodology used to collect the data.

2.4 Population Projection to 2025 Most of the available population projections are primarily based on population growth within the city limits of Goldsboro or for Wayne County. Limited data is available for the GMPA. The 1996 NCDOT study and the 1990 US Census data from the block groups have been used as a starting point for projecting the 2025 population.

The OSPL's projected natural growth and net migration rates for Wayne County were applied to the base population numbers for the GMPA. The OSPL uses a cohort-survival method to project population figures to 2020. By using the OSPL population growth rates and making certain assumptions in regards to growth within the GMPA, a projection of the 2025 population was made.

The assumptions made in this projection include:

- **Similar Population Groups** The population group in the GMPA and Wayne County are a similar mix of age, race and gender, which all factor into determining natural growth. The estimated population of the GMPA is 68 percent of the total Wayne County population.

- **Net Migration** Since the GMPA is the major center of employment, people will tend to move into this area. For estimating the net migration rate for the GMPA, it is assumed that the net migration rate would be slightly higher for the GMPA than the county as a whole. For the purposes of this study, the initial net migration growth rate for the GMPA is assumed to be 0.10 percent higher than that of Wayne County. The net migration rate will fall from an estimated 0.58 percent per annum in 1992 to a 0.28 percent per annum by the year 2025.
- **Growth Rate** It has been assumed that the natural growth rate will decrease as the overall population matures. This assumption is based on the fact that as the population gets older, people will have fewer children and there will be more deaths. The OSPL has estimated that the median age of the county will increase from 35.2 years old in April 2000 to 39.7 years old in April 2020.
- **Net Migration Rate** The net migration rate will slightly decrease as land and employment opportunities decrease. As people move into the area, they will be using land and the availability of this land will decrease slightly over time. The rate of job creation will also decrease slightly over time as indicated by employment forecasts.
- **Projection to 2025** The Office of State Planning has not prepared a population estimate beyond 2020 for Wayne County. Therefore it has been assumed that his trend will continue through the year 2025.

Table 2-5 and Figure 2-1 reflect the results of the population projections to the year 2025. Using the 1990 Census data as base data, the estimated population will be 79,200 in 1999 and approximately 93,000 by 2025. Using the 1992 NCDOT field survey data as a basis, the estimated population would be approximately 71,400 in 1999 and approximately 83,900 by 2025. In order to plan for an adequate capacity in infrastructure and services, the higher projection of 92,991 will be used for this study.

For purposes of comparison, the population projections for Wayne County and the current city limits of Goldsboro have been projected to the year 2025. For the county, the population is estimated to be approximately 114,800 in 1999 and projected to be 132,400 by 2025.

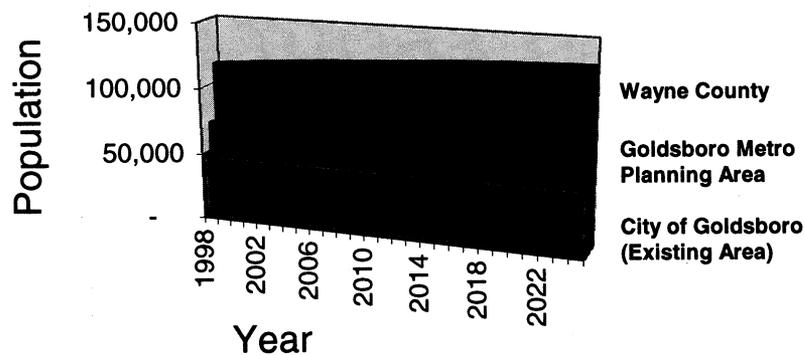
Table 2-5 Population Projection for GMPA

	1990	1992	1999	2000	2010	2020	2025
GMPA Est. Using 1990 Census Data	71,545	73,179	79,200	80,099	85,835	90,522	92,991
GMPA Est. Using 1992 Field Survey Data	----	65,989	71,418	72,229	77,401	81,628	83,854
Wayne County Projection	104,666	106,846	114,837	116,027	123,351	129,365	132,384
Current City Limits Projections	40,709	No Data	48,451	48,476	48,729	48,979	49,093
Annual GMPA Natural Growth Rate	0.55%	0.55%	0.55%	0.55%	0.33%	0.25%	0.24%
Annual Wayne Co. Natural Rate	0.55%	0.55%	0.55%	0.55%	0.33%	0.25%	0.24%
Annual City Limits Natural Growth Rate	0.55%	0.55%	0.55%	0.55%	0.33%	0.25%	0.24%
Annual GMPA Net Migration Rate	0.59%	0.59%	0.59%	0.59%	0.29%	0.29%	0.28%
Annual Wayne Co. Net Migration Rate	0.49%	0.49%	0.49%	0.49%	0.37%	0.22%	0.22%
Annual City Limits Net Migration	0.44%	0.44%	0.44%	0.44%	0.31%	0.22%	0.22%

The North Carolina Office of State Planning is the source for Wayne County growth rate estimates. Population Estimates for the state are not available beyond the year 2020. GMPA growth rate estimates were prepared by Parsons Harland Bartholomew and Associates.

The population within the current city limits has also been projected to the year 2025. This estimate does not include any areas annexed that would be annexed in the future. The estimated population for 1999 is 48,451 and projected to be 49,093 by 2025.

Figure 2-1: Population Projections



2.5 Current Employment In recent years employment growth in Goldsboro and Wayne County has been steady. Since 1997, employment has grown by 3.2 percent (Department of Labor, 1998). Government is a major employer, followed by manufacturing, service and trade industries. Table 2-6 denotes employment by industry and changes between the Census years 1980 and 1990. In both the City and County, substantial growth has occurred in the categories of trade and other non-agricultural industries, and a drop in the number of people employed in the service sector.

Table 2-6 Labor Force Statistics

Employment Sector	Goldsboro						Wayne County					
	1980		1990		% Change 1980-1990		1980		1990		% Change 1980-1990	
	Total	Percentage	Total	Percentage			Total	Percentage	Total	Percentage		
Agricultural, Forestry, Fisheries, and Mining	208	1.3%	280	1.7%	34.6%		2,317	4.3%	2,133	4.0%		-7.9%
Construction	423	2.6%	490	3.0%	15.8%		2,318	4.3%	2,825	5.3%		21.9%
Manufacturing	2,363	14.8%	2,615	15.7%	10.7%		9,725	17.9%	10,331	19.3%		6.2%
Transportation, Communications, and Utilities	388	2.4%	400	2.4%	3.1%		1,709	3.1%	1,945	3.6%		13.8%
Wholesale/Retail Trade	2,002	12.5%	2,778	16.7%	38.8%		7,466	13.7%	9,826	18.4%		31.6%
Finance, Insurance, and Real Estate	397	2.5%	554	3.3%	39.5%		1,317	2.4%	1,759	3.3%		33.6%
Services	6,760	42.3%	5,121	30.8%	-24.2%		19,341	35.6%	13,569	25.4%		-29.8%
Government	2,907	18.2%	3,507	21.1%	20.6%		8,523	15.7%	8,855	16.6%		3.9%
All Other Non-Agricultural	530	3.3%	864	5.2%	63.0%		1,597	2.9%	2,176	4.1%		36.3%
Labor Force	23,628		31,165		31.9%		71,643		79,988			11.6%
Persons 16+ yrs. old	14,669		20,429		39.3%		45,377		54,634			20.4%
Persons in Labor Force	62.1%		65.6%		5.6%		63.3%		68.3%			7.8%
Percent in Labor Force												
Employment	11,065		14,155		27.9%		40,148		47,169			17.5%
Civilian Labor Force	10,124		13,102		29.4%		37,472		44,564			18.9%
Employed	8.5%		7.4%		-12.5%		6.7%		5.5%			-17.1%
Unemployment Rate												

Source: 1980, 1990 US Census Bureau

Seymour Johnson Air Force Base plays a vital role as an employment center for both the City and County. In addition to having nearly 5,000 active duty military personnel, the installation also employs nearly 1,000 civilians (4th Fighter Wing, Public Affairs, 1998). Besides Seymour Johnson Air Force Base and the state mental hospitals, there are several large industries located in Wayne County (Table 2-7).

Table 2-7: Major Agriculture, Construction, Manufacturing, and Service Employers in Goldsboro Area

Name of Employer	Industry Description	Est. Employment
Franklin Baking Co.	Bakery Products	700
Georgia-Pacific Corp	Lumber	500
Excell Linde Of Carolina Inc	Manufacturing	375
The Standard Products Co	Manufacturing	700
Wampler-Longacre	Agric., For. & Fishing	275
Goldsboro Hog Farms Inc	Agric., For. & Fishing	400
Sleepy Creek Farms Inc	Agric., For. & Fishing	300
T A Loving Company (A Corp)	Construction	300
Mega Force Staffing Services Inc	Services	350
Wal-Mart Stores Inc	Retail Trade	350

Source: North Carolina Department of Commerce and the North Carolina Economic Security Commission, 1998.

2.6 Employment Forecast Two methods were used to generate the employment forecast for Goldsboro. The first involved using the employment forecast prepared by NCDOT for 2015 and projecting these figures to the year 2025. This method assumes that employment growth patterns will stay relatively constant for the ten-year period beyond the year 2015. The second method involved using shift-share analysis and the employment forecast for the State of North Carolina prepared by the US Bureau of Economic Analysis (BEA). As employment within the State changes, it is assumed that employment within the GMPA will also change.

Method I -- Forecast Based on NCDOT 2015 Forecast This forecast is based on the initial employment projections prepared by the NCDOT for the year 2015. In Table 2-8 the employment projections for the GMPA are presented. The 1992 employment figures were based on a field survey of the places of employment and number of employees by NCDOT. The employment categories are different from those used by the Bureau of Census or Bureau of Economic Analysis.

Table 2-8: Employment Forecast

Employment Classification	Year 1992	Year 2015	Year 2025
	NCDOT Field Survey	NCDOT Projection	Same % of Sector Growth
Retail-Wholesale Trade	5,014	6,634	7,137
Highway Retail	1,892	3,318	3,841
Office	8,694	9,534	9,766
Services	8,636	10,863	11,533
Industrial	6,452	8,601	9,271
Total	30,688	38,950	41,548

Source: North Carolina Department of Transportation, 1996 and Parsons HBA, 1998.

The categories tend to focus on transportation relationships to industries and non-agricultural sectors of the local economy. At the time of the survey, a total of 30,688 people were employed within the GMPA. The resulting employment-to-population percentage was 47 percent for the GMPA. However, not all the people working in the GMPA live in the GMPA. For the purposes of this study, it is assumed that this is offset by the fact that not all people living in the GMPA work within the GMPA.

Using the population projection of 92,991 by the year 2025, the employment-to-population percentage would increase from 43 percent to 44 percent, and the annual employment growth rate would be a little more than 0.65 percent. For comparison, the annual growth rate estimated for North Carolina by the Bureau of Economic Analysis (BEA) for the same period is 42 percent (BEA, 1995).

This method is more geographic specific than using shift-share analysis; however, it assumes that employment trends will stay relative constant beyond the year 2015. It is important, however, to note that labor is mobile; for example, some people living outside the GMPA might work inside the GMPA. Additionally, the analysis excludes most of the home-based employment, such as small-scale farming. A projected distribution of jobs by sector by Traffic Zone is displayed in Appendix C.

Method 2 – Employment Shift-Share Analysis Forecast Based on BEA The more common approach in making employment forecasts is the shift-share analysis method. This method assumes that the locality will share similar shifts in sectors of the economy to that of the State's economy. The employment figures for both Goldsboro and Wayne County have been used for this forecast.

The employment estimates for Goldsboro and Wayne County are compared with the North Carolina employment sectors, see Table 2-9. Based on these shares of employment, a projection of employment can be made based on selected estimates from the Bureau of Economic Analysis from 1995 (the last year projections were made).

The findings of both methods show that economic growth will continue to be strong in the coming years and will decline slightly beyond the year 2010.

Table 2-9 Shift Share Analysis of Employment

Sector	1990			2000			2025		
	Goldsboro	Wayne Co.	NC State (x 1,000)	Goldsboro	Wayne Co.	NC State (x 1,000)	Goldsboro	Wayne Co.	NC State (x 1,000)
All-Industry Total	20,429	54,634	3,894	24,231	64,803	4,619	29,456	78,776	5,615
SELECTED INDUSTRIES									
Agriculture, Forestry, Fishing and Mining	280	2,133	96	147	1,123	77	105	800	55
Construction	490	2,825	238	554	3,194	269	665	3,833	323
Manufacturing	2,615	10,331	877	2,647	10,458	888	2,604	10,289	873
Transportation, Comm., & utilities	400	1,945	170	467	2,272	199	555	2,699	236
Wholesale and Retail Trade	2,778	9,826	824	3,296	11,657	977	3,979	14,073	1,180
Finance, Insurance, and Real Estate	554	1,759	220	636	2,021	252	802	2,545	318
Services	5,121	13,569	812	7,425	19,673	1,177	10,906	28,897	1,728
Government	9,821	16,320	615	11,595	19,268	726	13,195	21,927	826
Self-Employed/Private households	630	3,168	31	600	3,015	30	474	2,381	23

Source: US Bureau of Census 1991 and US Bureau of Economic Analysis. Analysis and forecast for Goldsboro and Wayne County

Was prepared by Parsons HBA, 1998.

SECTION 3: Land Use Policies and Plan

3.1 Land Use Policies The following section discusses the general land use policies that should be followed in the implementation of the Land Use Plan. These policies are intended to serve as land use planning guidelines for decision-makers.

3.1.1 General Growth Policies

1. The Neuse and Little River are natural barriers to most types of urban development. The floodplains of these rivers and their tributaries should be developed only in selected areas for flood-protected industrial uses.
2. Seymour Johnson Air Force Base establishes a compatible “edge” for the urban area on the southeast. The base and its attendant flight zones also serve as a barrier to growth to the southeast. Significant urban growth should not be encouraged beyond the base.
3. Encourage urban growth to the north and the northeast. Land is available, contiguous residential development has already occurred, and opportunities exist for well-designed urban growth with sewer and water services.
4. Residential uses in the southwest consist of scattered subdivisions. While each subdivision is urban in character, the overall pattern of development does not result in urban densities. A growth management plan is recommended for these areas, with emphasis on the consolidation of future growth into several neighborhoods.

5. Residential uses in the Rosewood Sub-Area consist of scattered subdivisions. While each subdivision is urban in character, the overall pattern does not result in urban densities. Sewer and water facilities outside the census-designated places may not be practical. Future growth should be limited to the census-designated places and should be served by sewer and water facilities. A growth management plan for this area is recommended with emphasis on the consolidation of future growth into several neighborhoods.
6. Soil characteristics and water table limitations will restrict future residential growth to low densities in rural areas.
7. Encourage "infill" development throughout the City, where sewer and water facilities are already available. Full use of existing sites already provided with these facilities should be encouraged.
8. Wherever possible, similar compatible uses should be grouped or consolidated. Areas with mixed residential, commercial, and industrial uses should be gradually consolidated through private sector and public controls. New uses should be grouped into planned areas, avoiding scattered commercial and industrial uses in present or future residential or rural agricultural areas.
9. Higher densities for townhouses and garden apartments should only be encouraged where developers are willing to dedicate land for open space, neighborhood parks, parkways, or floodplains. The dedicated open spaces, neighborhood parks, parkways, or floodplains should be located to balance the impact of increased densities resulting from townhouse and garden apartment development.
10. Agricultural uses should be encouraged to continue in areas to the southeast, preserving agricultural land uses around existing development nodes.
- II. The City should continue to develop a policy of selective urbanization and annexation, to maximize the area's economic potential. Urban services should be planned in advance of development, and delivered at the time development takes place.

3.1.2 Residential Area Policies

1. The I003 area offers Goldsboro an opportunity to develop a planned community. This area should receive a high priority for public investment and should be planned in line with national standards.
2. Encourage and plan for the development of sound residential neighborhoods in the I003 area, with a flexible range of alternatives for developers. Extend sewer and water services.
3. Residential area recreational facilities should be developed in conjunction with future subdivisions.
4. Avoid the intrusion of new uses, which are incompatible or reduce the viability of residential areas.
5. Preserve and strengthen those areas of the City which are in sound physical condition.
6. Encourage rehabilitation or redevelopment of those areas of the City where upgrading is needed, with the provision of technical assistance and support of rehabilitation or redevelopment, when justified.
7. Provide, where possible, financial incentives to assist in accomplishing rehabilitation or redevelopment objectives.
8. Assist, where possible, with the installation, upgrading, or replacement of public improvements needed for rehabilitation or redevelopment.
9. Provide monitoring of housing conditions through appropriate public and private programs including enforcement of City codes affecting housing and residential development.
10. Continue to provide high-quality public services in residential areas through a program of replacement or rehabilitation of aging public facilities and upgrading of inadequate facilities.
11. Seek to reduce or limit incompatible uses or activities, which adversely impact residential areas, especially in the older residential areas.

3.1.3 Commercial Area Policies

1. Provide design standards and appropriate land areas for business development and redevelopment.
2. Encourage commercial growth in well-designed new areas and revitalized older commercial areas so as to prevent commercial scattering, mixed-use areas and strip commercial development.
3. The commercial areas along Berkeley Boulevard (US 13) should be gradually modernized with improved internal traffic circulation, landscaping, an improved pedestrian atmosphere, and interior rehabilitation.
4. Provide for exclusive office and research areas that create a positive image for the City and, in turn, engender additional development of similar facilities. A prime location for this type development is in the Wayne Memorial Drive (NC 1556) area.
5. Buffer existing and future business uses from adjacent residential uses.
6. The commercial strip areas in the City should be monitored and efforts should be made to help stabilize these areas. Commercial extensions should not be encouraged, and existing areas should be consolidated, updated, and improved.
7. Provide adequate levels of convenient goods and services in neighborhoods without detracting from community and regional commercial districts.

3.1.4 Downtown Policies

1. Create a positive investment climate and strengthen the downtown's position as a center for office, financial, governmental, and specific retail uses.
2. Encourage development of restaurants, civic, and cultural activities to enhance entertainment possibilities in the downtown area.
3. Encourage major financial institutions to remain, expand, and locate in the downtown area.
4. Encourage renovation, rehabilitation, and redevelopment of public and private buildings, facilities, and spaces.

5. Where feasible, the City should provide financial incentives and supporting facilities for redevelopment.

3.1.5 Industrial Development Policies

1. Industrial development in the Goldsboro area should take place within the greater north-south corridor along US 117, Arrington Bridge Road (NC 1915), and to the west along US 70.
2. Sites within the Goldsboro area adequately served by highways and/or utilities should be identified and reserved for future industrial use. Mechanisms for this reservation should be established.
3. As a community investment policy, urban services and/or utilities should be extended to industrial sites as development takes place.
4. Industrial sites should be well designed and attractive. Open storage and loading areas should be screened.

3.1.6 Urban Design Policies

1. Emphasize design improvement for new development in commercial and industrial areas that includes landscaping, location of parking and loading areas, building placement, ingress and egress/entrance and exit points, and buffering of adjacent residential uses.
2. Encourage high-quality design and a positive visual appearance along entrances to the City, particularly along major roads leading into the City from the east and west.
3. Preserve and enhance the Neuse River, Little Rivers floodway, and portions of the flood fringe areas for use by all residents, as open space, recreational use, institutional use, and limited private use.
4. Consider ordinance revisions that will improve signage and graphic design within commercial areas.
5. Maintain public infrastructure elements such as sidewalks, curbs and gutters, street tree plantings, and street pavement as an incentive for residential and commercial improvements.

6. Encourage the rehabilitation or removal of deteriorating commercial and industrial structures, and provide incentives for continuing maintenance.

3.1.7 Transportation Policies

1. Four-lane route, US 13 to the south, should be developed to connect to Interstate 95 with Goldsboro.
2. Provide a transportation system, which maximizes mobility, accessibility, efficiency and safety.
3. Provide a comprehensive street and highway network to serve the needs of the City and the surrounding urbanizing fringe area, as development takes place.
4. Plan for a street system, which will concentrate major traffic flow on major routes and only utilize local streets for local access.
5. Require new development and redevelopment proposals to coordinate with existing and proposed street systems.
6. Establish needs in advance of development and reserve rights-of-way so as to benefit both the public and the property developers.

3.1.8 Community Facility Policies

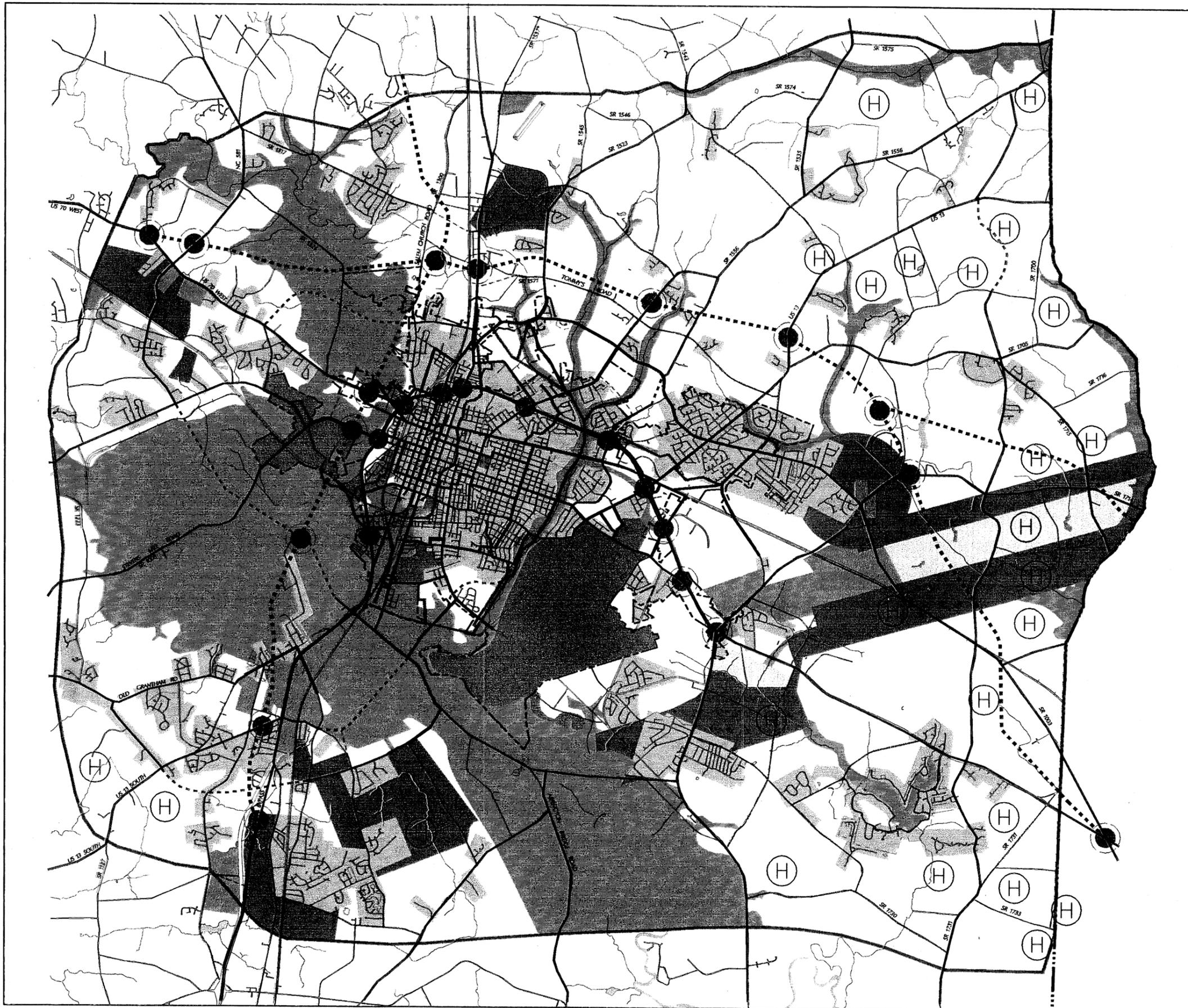
1. Provide for major open spaces that address the recreational needs of the community and provide for breaks in continued urban patterns.
2. Plan for the preservation of the open space character of the Neuse River corridor, as a major open space resource of the City.
3. Provide a trail system along Stony Creek branch and Little River, with separate trails for hiking and jogging; bikes; and where appropriate, equestrian trails. In some instances, these trails could connect to subdivision trails and the public and/or private trails provided by the developer.
4. New residential developments should provide, wherever feasible, recreational facilities in the form of pools, clubhouses and tennis courts.

5. Neighborhood parks should be developed in conjunction with public schools as a cooperative joint-use venture for school use and for year-round recreational programs run by the City.

3.2 The Land Use Plan The land use plan serves as a general guide for future growth and development of the Goldsboro urbanizing area. The plan must consider several factors that are fixed parameters. The first of these is the existing land use pattern, which has to be accepted because, for the most part, these land uses will be in existence during the life of the plan. Some minor changes may be realized, but a majority of the existing uses will be retained. Second, physical restraints cannot be ignored. The floodplains, topography as it affects sewage systems, and soil conditions have limitations to septic tanks and building foundations. Third and finally, the directions of growth in the City reflect the local marketplace and the individual choice of homebuyers, business leaders and industrialists. The land use plan attempts to provide a guide for future land use development within the parameters established by the foregoing conditions. These conditions, which are physical in nature and can be graphically portrayed, have been illustrated on Figure 3-1.

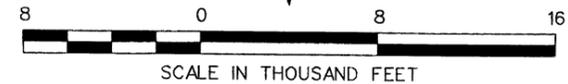
The Land Use Plan is purposely general in nature as it attempts to set forth the basic framework for orderly development. The plan identifies major use areas for new growth and for gradual rebuilding of existing areas. The land use plan is intended to provide general guidance, to be used with the City's zoning and subdivision ordinances as the specific tools for the plan's implementation. Other plans, such as those for transportation, utilities, and community facilities provide a supportive framework to the plan.

The Land Use Plan recognizes the existing land use pattern, the physical limitations of the area, and the real estate market conditions. In addition, it gives consideration to sound planning principles based upon economic viability of private development, the cost effectiveness of public facilities, protection of the environment, and urban design standards. New residential areas should be proposed in locations that can be adequately served by sewer and water systems as well as other municipal services. Existing sound residential areas should be protected and the scattering of residential uses in a pattern that would economically prevent the provision of urban services should be avoided. Similarly, adequate sites for all types of commercial uses, at optimum locations in terms of highways and major thoroughfares, should be provided in the plan. Strip commercial development should be avoided or consolidated. Prime industrial sites within the urban area should be reserved and not preempted by a few, small, scattered structures. Optimum sites with



LEGEND

-  FLOODPLAINS
-  PUBLIC FACILITIES
-  DEVELOPED LAND
-  ZONED FOR INDUSTRIAL USE
-  ZONED FOR 20,000 SF MINIMUM LOT SIZE RESIDENTIAL
-  ZONED FOR 30,000 SF MINIMUM LOT SIZE RESIDENTIAL
-  EXISTING WATER DISTRIBUTION SYSTEM
-  EXISTING SEWAGE COLLECTION SYSTEM
-  IMPROVED FREEWAY
-  PROPOSED FREEWAY
-  IMPROVED ARTERIAL STREET
-  PROPOSED ARTERIAL STREET
-  IMPROVED INTERCHANGE
-  PROPOSED INTERCHANGE
-  HOG FARM
-  GMPA BOUNDARY



City of Goldsboro, North Carolina
Draft Comprehensive Plan

Figure 3-1
Constraints and
Opportunities Map

high visibility should be identified for office uses. Additionally, historic preservation, redevelopment, and urban design must be woven into the land use plan.

The Land Use Plan has a design for the year 2025. The population projection indicates that the GMPA will have a population of 92,991 by the year 2025, which represents an increase of 25,737 (or 38.3 percent) from the 1992 base year population. Assuming an estimated average household size of 2.25 persons, a total of 15,464 new dwelling units will need to be accommodated by the Land Use plan. The 15,464 total number of new dwelling units accounts for the decrease in household size from 2.55 reflected in 1992 to 2.25 projected for the planning period 1992 to 2025. Approximately 11,580 acres will be required to accommodate the projected residential development (see Table 3-1). The acres listed for each density of housing are shown on the Land Use Plan (Figure 3-2) within each sub-area.

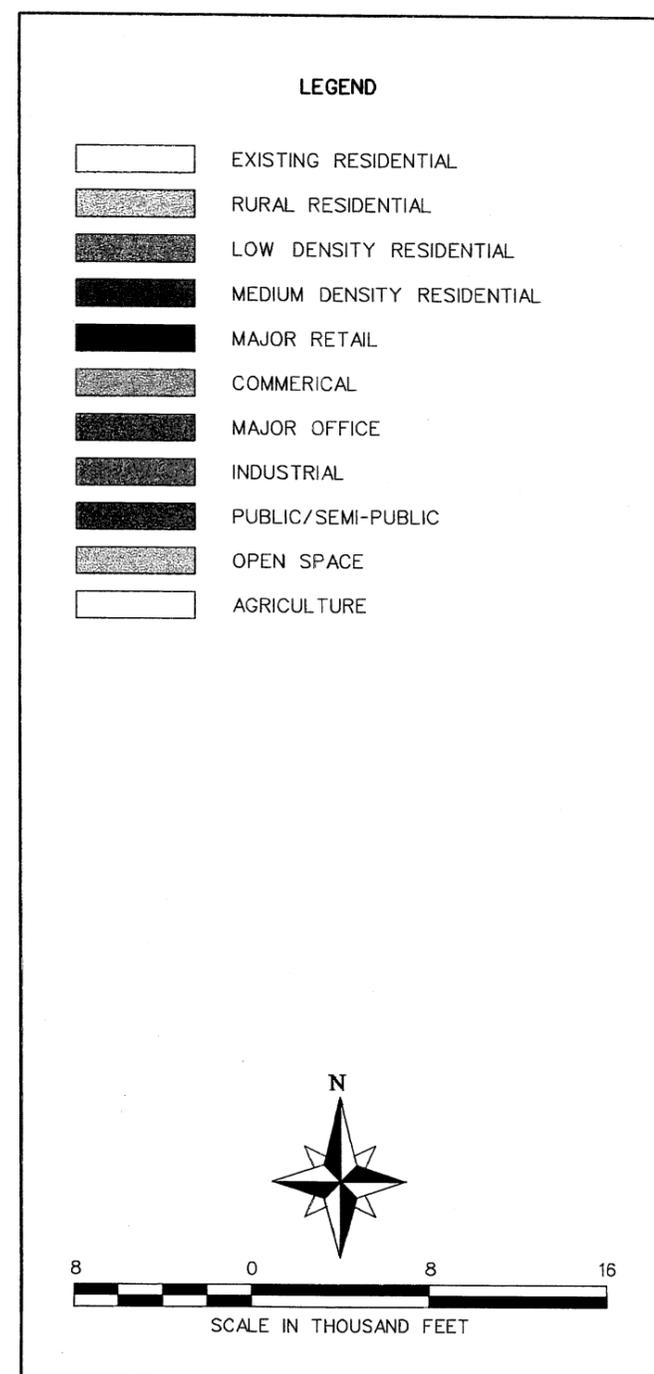
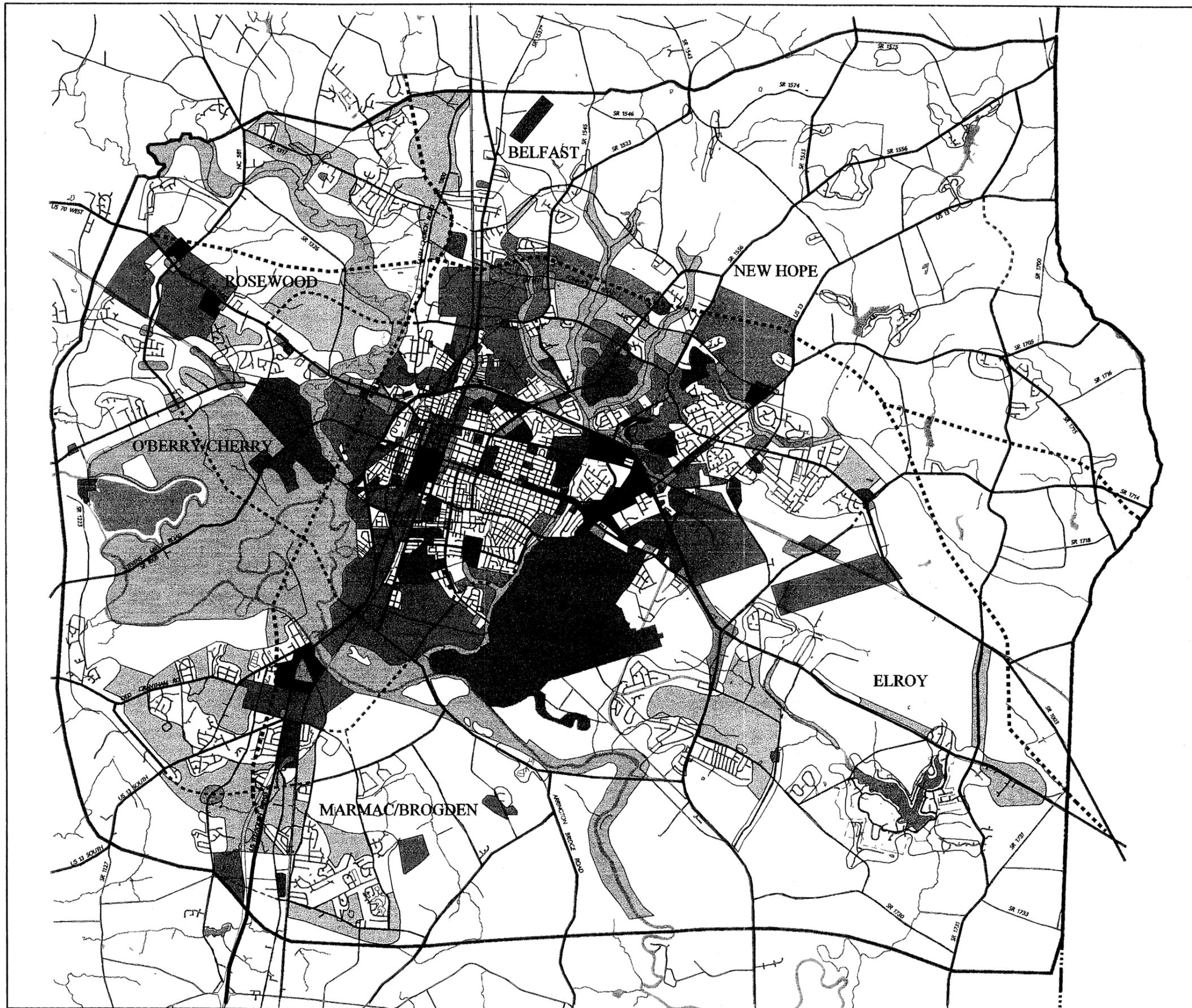
Planning Sub Area	Projected Number of New Dwelling Units	Density	Acres on Plan	Number of New Dwelling Units Plan Can Accommodate
Goldsboro	1,956	LDR	447	1,974
		MDR	270	
New Hope	4,179	RDR	1,070	4,196
		LDR	1,193	
		MDR	185	
Mar Mac/ Brogden	2,431	RDR	2,431	2,431
Rosewood	993	RDR	993	993
Belfast	3,508	RDR	1,659	3,507
		LDR	924	
Elroy	2,227	RDR	2,227	2,249
		LDR	11	
O'Berry / Cherry	170	RDR	170	170
Total	15,464			15,520

RDR - Rural Density Residential 1 Dwelling Unit per Acre

LDR - Low Density Residential, 2 Dwelling Units per Acre

MDR - Medium Density Residential

Source: Parsons HBA 1999



City of Goldsboro, North Carolina
Draft Comprehensive Plan

Figure 3-2
Land Use Plan

In addition to residential land requirements, the Land Use Plan includes a requirement for 618 acres of retail use; 1,009 acres for commercial use; 697 acres for office use; 4,185 acres for industry and 1,860 acres of public use (see Table 3-2). Table 3-2 and the Land Use Plan (Figure 3-2) show the expected distribution of land uses within each sub-area.

Table 3-2: Land Use Plan Designations by Sub-Area

Planning Sub-Area	Major Retail	Major Commercial	Major Office	Major Industrial	Public	Open Space	Agriculture
Goldsboro	610	667	139	2,801	812	843	17
New Hope	47	123	137	190	185	425	26,786
Mar Mac	183	103	0	989	138	2,730	11,371
Rosewood	100	95	0	949	554	769	2,644
Belfast	0	142	231	574	118	1,162	5,420
Elroy	1	312	183	1,206	91	464	16,978
O'Berry / Cherry	0	165	0	593	266	4,091	3,451
Total on Plan	941	1,607	690	7,302	2,164	10,484	66,667
Total Required	618	1,009	697	4,185	1,860	-	-

Source: Parsons HBA, 1999

The major land use patterns that have occurred within the area during the past ten years will, to a greater extent, carry into the future. The retail shopping patterns on Berkeley Boulevard will be repeated in several new areas. Residential growth into the 1003 and New Hope Areas will continue and probably accelerate. As citizens' expectations for urban services, and especially for sewer and water facilities, increase in the future, the construction of isolated residences in outlying areas will gradually diminish. New office space will appear in the more popular areas, principally to the north in the 1003 area and to the east in the vicinity of Spence Avenue, Cuyler Best Road (NC 1565), and Berkeley Boulevard. New industries will seek large sites in outlying areas with high visibility, and the abandonment of older structures along the historic railroad corridor will continue. The filtering up of housing accommodations will mean that the smaller and less valuable residences will gradually be removed. New housing types, which are becoming more popular throughout the country, will emerge in Goldsboro in the form of townhouses, garden apartments, and condominiums. Recreational facilities will be developed in conjunction with larger residential developments. New entrants into the housing market will seek value, quality, efficiency, and privacy in their living places. Attention needs to be given in encouraging the development of the downtown area. In the last ten years progress has been made in improving the image of the downtown area. Many of the older commercial/industrial buildings in the City will be remodeled in accordance with changing trends in architecture, advertising, and design.

3.2.1 Proposed Land Use Classifications The Land Use Plan was prepared to provide various amounts of residential, retail, commercial, major office, industrial, public, open space, and agricultural growth to the study area. Acreage assignments to each land use were based on future economic activity and population growth as previously discussed. The Land Use Plan will accommodate the anticipated growth of 15,504 dwelling units; 2,297 acres of retail/commercial; 690 acres of major office; 7,302 acres of industry; 2,164 of public use; 10,484 acres of open space; and 66,607 acres of agricultural use. See Figure 3-2.

The proposed land use plan divides the study area into 11 land use classifications. There are four residential categories; one showing existing residential and three proposed residential use (rural, low-density and medium-density). Rural residential includes residential development at a density of less than one dwelling unit per acre, low density residential includes residential development at a density of one to two dwelling units per acre, and medium density residential includes residential development at a density of four or more dwelling units per acre.

Planning densities represent the gross density proposed for an area and do not indicate minimum lot sizes set forth in zoning districts. A planning gross density of one dwelling unit per acre does not suggest a one-acre lot minimum. Therefore, the densities in these planned areas are gross planning densities and do not represent the lot sizes. The rural density residential areas should be zoned for 20,000 square foot lots and the low-density residential should be zoned for 16,000 to 12,000 square foot lots. The medium-density residential should be zoned for 9,000 square foot lots with 4,500 square feet per dwelling unit for two and multiple family units.

The Land Use Plan attempts to show future desired land uses on a major scale. The plan does not seek to identify every small commercial or public use that exists within the present study area.

Categories on the plan are as follows:

1. Existing Residential. This includes all residential developed areas within the study area, regardless of density. In the rural areas, this designation is general and there are vacant lots within the existing residential areas, since the plan attempts to show major concentrations of residential development.
2. Rural Residential. These are areas that are to be developed with large lot single-household residences (20,000 to 40,000 square feet per lot). There would, of course, be other compatible uses within these residential areas such as well-designed schools, churches, and other public or quasi-public uses.

3. Low-Density Residential. These areas are to be used for residences and public uses with lots ranging in size from 12,000 to 16,000 square feet.
4. Medium-Density Residential. These are areas that should have densities ranging from two to four or more units per acre and lot sizes of from 9,000 square feet.
5. Major Retail. This category attempts to identify the locations of major retail facilities that contain large stores. It should be recognized that these are not the only areas for which retail would be permitted in the plan.
6. Commercial. This is the largest and all-inclusive commercial category on the plan. It includes a wide range of commercial uses including general business, retail, offices, and service uses. The plan does not attempt to show small, scattered, commercial parcels.
7. Major Office. This designation is shown on the plan to denote areas that should be set aside exclusively for future office parks. The plan suggests that these areas be reserved and developed as office parks without the intrusion of other commercial activities.
8. Industrial. This includes the full range of light and heavy industrial uses. In some instances, this category covers older existing industrial areas. In other instances, it includes areas that should be set aside and reserved "clean" industrial activities and industrial parks.
9. Public/Semi-public. This category identifies larger tracts of land set aside for public and semi-public uses including schools, parks, public buildings, and institutional uses. Due to the scale of the plan, no attempt was made to show all of the public and semi-public uses on small parcels.
10. Open Space. This category includes all the areas within the floodways that should not be developed for urban purposes.
11. Agricultural. This category includes all farmland and farmhouses and vacant land in the outlying areas. It is anticipated that residences will be built in these areas in the future. The intent of the plan is to suggest that these areas should not be developed with major subdivisions.

The City should continue to allow mobile homes in mobile home parks and on individual lots in the residential areas designated zoned RM-9 and RMSF-9. Mobile home subdivisions, where individual lots are purchased for each unit should also be zoned RM-9 or RMSF-9.

There are several areas on the plan indicated for Industrial. Within these areas there should be area reserved for clean industrial. These areas should be zoned to exclude commercial, so that these prime sites are not preempted by small lot commercial uses, drive-ins, and other similar uses.

Proposed sites for schools, parks, and public buildings are purposely not shown on the plan. The selection of these sites requires detailed studies, plans, and negotiations. In the case of small parks, it is anticipated that recreational facilities will be incorporated into each development. Also, the floodways and portions of the floodway fringes can be set aside as open space. The transfer of development rights should continue to be used, allowing the developer to have the same number of total units on a tract.

3.3 Sub-Area Land Use Plans The area embraced by the Comprehensive Plan includes the City of Goldsboro plus the surrounding metropolitan planning area. This large area has been divided into seven study areas for the following land use analysis.

The following is a review of the Land Use Plan proposals for each of the seven study areas, with the appropriate land use policies reviewed for each area along with land use proposals.

3.3.1 New Hope - 1003 Sub-Area The New Hope-1003 Sub-Area will be the most important growth area in Goldsboro during the next 25 years. The long-range plan for Goldsboro suggests that a greater part of the area's residential growth, about 27 percent, would take place within this important area during the next twenty-five years.

The study area boundary consists of the Wayne County boundary on the east, Tommy's Road on the north, and Patetown Road (NC 1523) on the west. The south boundary consists of the US 70 Bypass and Howell's Branch, which generally parallels Country Day Road (NC 1569). New Hope Road (NC 1003) traverses the center of this area, extending from Patetown Road. A greater part of this area is currently used for agricultural use. The existing residential community is centered on the US 13 – New Hope Road intersection and along New Hope Road to the east. These areas represent the predominant urban use for the area. There are also some scattered, smaller residential developments. The most significant institutional uses include the hospital and the community college on Wayne-Memorial Drive.

Land Use Policies

1. Encourage urban growth to the north and the northeast. Land is available, contiguous residential development has already occurred, and opportunities exist for well-designed urban growth with sewer and water services.
2. Higher densities for townhouses and garden apartments should only be allowed where developers dedicate land for open space, neighborhood parks, greenbelts, or floodplains. Townhouses and garden apartments should be located adjacent to open spaces to balance density.
3. The City should continue to pursue a policy of selective urbanization and annexation to maximize the area's economic potential. Urban services should be planned in advance of development and delivered at the time development takes place, as a tool of City planning - and not as a "response" to private investment initiatives.
4. The New Hope-1003 Sub-Area offers Goldsboro an opportunity to develop a planned community. This area should have a high priority for public investment and should be planned in line with national standards.
5. Encourage and plan for the development of sound residential neighborhoods in the New Hope-1003 Sub-Area, with a flexible range of alternatives for developers. Extend sewer and water services to support these residential areas.
6. Parks and recreational facilities should be developed in conjunction with future subdivisions.
7. Provide design standards and appropriate land areas for business development and redevelopment.
8. Channel commercial growth into well-designed new areas and revitalized older commercial areas so as to prevent scattered commercial development, mixed use areas, and strip commercial development.
9. The commercial areas along Berkeley Boulevard should be gradually modernized with improved internal traffic circulation, landscaping, improved pedestrian atmosphere, and interior rehabilitation.

10. Provide for exclusive office/research park areas that create a positive image for the City and in turn engender additional development of such facilities. A prime area for this type of development is in the Wayne Memorial Drive area.

11. Buffer existing and future business uses from adjacent residential uses.

Land Use Proposals

The City of Goldsboro and Wayne County have an opportunity to create what could be one of North Carolina's finer suburban communities in the New Hope-1003 Sub-Area. The importance of planning for this area cannot be overemphasized, especially in terms of it serving as a tool of economic growth. This area, developing in a similar manner as has occurred in the US 13 area, could create an area that would be most attractive to new entry industries and middle management. If this area can remain predominantly residential with offices, institutional uses, and grouped commercial uses, a truly fine "planned community" could be created.

The land use analysis has provided a very important basis for future planning in this area. The analysis indicates that the entire study area cannot be fully used for normal urban purposes. More importantly, if a significant number of subdivisions begin to develop to the north of Tommy's Road, the New Hope-1003 Sub-Area will not realize appropriate densities so as to provide normal urban services. Thus the opportunity exists to: (1) develop the 1003 area at reasonable urban densities; (2) provide urban services at affordable cost; (3) provide a higher level of urban services; and (4) create a well-designed suburban community.

The opportunity in this area is unique since the area is relatively undeveloped and unspoiled. Traveling along New Hope Road from Central Heights Road (NC 1709) on the east, to Patetown Road on the west, there are limited commercial uses, other than the small commercial grouping at US 13. The existing residential areas centered on US 13 and New Hope Road are well-planned residential areas - a compliment to the developers. Commercial uses are on the threshold of creeping out US 13 and Wayne-Memorial Drive.

The planned residential uses shown on the land use plan cover a total of 2,448 acres. Existing single-family residential of low-density should continue to dominate the area. It is anticipated that townhouses and apartments would be interspersed among the residential areas. Most of the residential growth will take place along the north and south sides of New Hope Road.

Convenience commercial areas are shown at the major street and highway intersections. There are three such centers along US 13: one near the bypass, one at New Hope Road and one at Tommy's Road. It is anticipated that commercial uses will develop on the US 70 Bypass in the vicinity of the intersection of Best Road-Spence Avenue. The plan recommends the extension of Best Road to Hare Road (NC 1570), out to Tommy's Road, and a commercial area is shown at this location. A commercial area is expected at Hare Road and Tommy's Road. Wayne Memorial Drive should not be developed with convenience commercial uses. All such uses in this area should be concentrated at the intersection of New Hope Road and Wayne Memorial Drive, and the intersection of Wayne Memorial Drive and Tommy's Road. A fairly large commercial area is expected to develop on the four corners of the intersection of Patetown Road and Tommy's Road. The new commercial areas shown on the land use plan would range in size from 10 to 15 acres and would provide convenience commercial services for the people living within the study area, including such uses as groceries, drugs, hardware, personal and automotive services.

One of the most important recommendations is the proposed office and institutional area along Wayne Memorial for most of its length through the study area, from Country Day Road to a point north of New Hope Road. The institutional land use includes the existing hospital and community college. These uses occupy a large site on the east side of the road. A trend of office and medical facilities land use is already beginning along Wayne Memorial Drive. Limited retail or service commercial uses have located within this proposed office area, and an opportunity exists to create what could be an extremely fine, well-designed and attractive office, research, and institutional area. Major office land use is classified as the west side of Wayne Memorial Drive, north and south of New Hope Road and on the east side south of New Hope Road.

The character of this office and institutional area would include large open spaces with relatively low building coverage, extensive landscaping, screened and landscaped parking and service areas, and low profile signage. The character of this area could be seriously damaged by the presence of a few intense commercial uses with signs, large extensive lighting, bright colors and high traffic activity.

3.3.2 Mar Mac/Brogden Sub-Area This is one of the larger study areas within the entire GMPA containing approximately 28 square miles, or approximately 20 percent of the GMPA. The north and east boundaries of this area are the Neuse River with the GMPA boundary providing the south and west boundaries..

This area is unique in that it consists of a series of small to medium subdivisions that are separated by fairly short distances. It is characteristic of suburban developments taking place in rapidly growing areas. However, in most urban areas, as development continues the intervening vacant tracts are eventually filled and a continuous urban development results.

Land Use Policies

1. Residential uses in the southwest, consist of scattered subdivisions. While each sub-division is urban in character, the overall pattern does not result in urban densities. Large-lot zoning for this area is needed to concentrate future growth into several neighborhoods.
2. Higher densities for townhouses and garden apartments should be allowed only when developers dedicate land for open space, neighborhood parks, parkways, or floodplains. Townhouses and garden apartments should be located adjacent to open spaces to balance density.
3. The City should continue to develop an annexation program, to maximize the area's economic potential. The City should pursue a policy of selective urbanization and annexation. Urban services should be planned in advance of development and delivered at the time development takes place, as a tool of City planning - and not as a "response" to private investment initiatives.
4. Parks and recreational facilities should be developed in conjunction with future subdivisions.
5. Provide design standards and appropriate land areas for business development.
6. Channel commercial growth into well-designed areas so as to prevent commercial scattering, mixed-use areas, and strip commercial development.

Land Use Proposal

The plan suggest that, rather than a continuation of leapfrogging of residential developments, consolidation of intervening areas among existing subdivisions take place during the next 25 years. This would be far more preferable to a continued scattered trend of subdivisions for several reasons. First, it would provide a more urban environment that would support various types of urban services such as recreational facilities, shopping, but more importantly, the long-term possibility for the provision of an urban type of sewer and water system. Urban type utility systems

cannot be economically provided at densities of less than one dwelling unit per acre. Economies of utilities are accomplished where densities exceed two and one-half dwelling units per acre.

Twenty-one percent of the estimated urban growth of the GMPA is predicted to take place in the Mar Mac/Brogden Sub-Area. The plan suggests a filling in of the Mar Mac/Brogden Sub-Area with rural density residential. The Mar Mac/Brogden Sub-Area is proposed to have 2,431 acres of rural density residential which would accommodate 2,431 dwelling units. The plan recommends rural density residential based on available services and also recommends concentrating the development rather than a continued scattering of subdivisions. Residential development along US 117 south to Brogden and possibly to Dudley is expected to continue. The planning for this area discourages scattered residential developments by infilling around existing development.

The plan also recommends that the Mar Mac/Brogden Sub-Area would contain a commercial center that is a continuation of the facility at the intersection of US 117 and Old Mt. Olive Highway (NC 1926). Additional retail activity in the area is expected to take place around this major center. Industrial development is anticipated to continue in this area on the property between J. P. Stevens and Celotex.

The presence of the City's wastewater treatment facility and the proximity of the Air Force Base is anticipated to discourage development along Arrington Bridge Road.

3.3.3 Goldsboro Sub-Area Most of the existing urban development within the GMPA exists within the Goldsboro Sub-Area. The area, for the most part, consists of Goldsboro proper. This area is almost totally developed for urban purposes, with the exception of some undeveloped land in the south sector in the vicinity of Slocumb Street, Westbrook Road (NC 1919), and Arrington Bridge Road.

Land Use Policies

1. Encourage "in-fill" development throughout the City where sewer and water facilities are already available, maintaining neighborhood quality through regulations and capital investment. The increasing cost of infrastructure mandates full use of existing sites already provided with these facilities.
2. Similar compatible uses should be grouped or consolidated, wherever possible. Areas with mixed residential, commercial, and light industrial uses should be gradually consolidated

through private sector and public controls. New uses should be grouped into planned areas, avoiding the scattering of commercial and industrial uses into present or future residential or agricultural areas.

3. Avoid the intrusion of new uses which are incompatible or reduce the viability of residential areas.
4. Preserve and strengthen those areas of the City that are in sound condition.
5. When justified, encourage rehabilitation or redevelopment of those areas of the City where upgrading is needed with the provision of technical assistance and support of rehabilitation or redevelopment.
6. Provide, where possible, financial incentives to assist in accomplishing rehabilitation or redevelopment objectives.
7. Assist, where possible, in installation, upgrading, or replacement of public improvements needed for rehabilitation or redevelopment.
8. Provide monitoring of housing conditions through appropriate public and private programs including enforcement of City codes applicable to housing and residential development.
9. Continue to provide high-quality public services in residential areas by a program of replacement or rehabilitation of aging public facilities and upgrading of inadequate facilities.
10. Seek to reduce or limit incompatible uses or activities that adversely impact residential areas, especially in the older residential areas.
11. The commercial areas along Berkeley Boulevard should be gradually modernized with improved internal traffic circulation, landscaping, improved pedestrian atmosphere, and interior rehabilitation.
12. Create a positive investment climate and strengthen the Downtown's position as a center for office, financial, government, and specific retail uses.
13. Encourage development of restaurants, civic, and cultural activities to enhance entertainment possibilities in the downtown area.

14. Encourage major financial institutions to remain, expand, and locate in the downtown area.
15. Encourage renovation, rehabilitation, and redevelopment of public and private buildings, facilities, and spaces.

Land Use Proposals

Existing residential development dominates the land use pattern within the Goldsboro Sub-Area. These residential areas represent a significant percent of the total housing stock within the urban area and an investment of significant magnitude. The future quality and viability of the community will be directly dependent upon the community's ability to retain the quality of these areas.

Overall policies for urban growth within the Goldsboro Sub-Area suggests that this study area will receive 13 percent of the residential growth during the planning period. This means that an additional 1,956 dwelling units would be required. See Appendix D for a listing of required dwelling units by Traffic Zone. There will also be considerable "filtering up", with the demolition of less desirable dwelling units, resulting in a significant number of replacement units over the planning period, and the conversions of older, larger homes to apartment units. Several large tracts are available for residential development, including land between Stony Creek, Ash Street, N. Claiborne Street, and Royall Avenue (NC 1560). This area is recommended for medium-density residential use. Also recommended for medium-density residential use is an area on the north side of Royall Avenue, just east of Wayne Memorial Drive. To the south, a tract of land on the north and south sides of Harris Street is recommended for medium-density residential. Another area of low-density residential provides infill around existing residential development north of Slocumb Street, just west of the Air Force Base. It is anticipated that new residential developments will take place throughout the City as a part of the normal process of replacement and infill. Small, older units will gradually be removed and new units will be built as in-fill or replacement.

Commercial uses in the Goldsboro Sub-Area, while highly visible, really are limited to several locations and street corridors. It is important that these commercial areas do not gradually extend into residential areas. It is also important that the desirability of residences abutting these commercial areas be maintained. This means that buffers, screening, proper location of dumpsters, loading areas, night activity, night lighting, noise and trash be carefully regulated. An excessive expansion of commercial areas within the Goldsboro Sub-Area will diminish the quality of the commercial areas. In many cities where commercial uses have spread out, it is found that

there is not enough economic demand for floor space. Thus, as commercial space has increased in the absence of population growth, vacancies increase, maintenance decreased, and the result is the lowering of the quality of the entire community. This in turn lowers the values and rents of commercial property and in turn gradually decreases the value of many adjacent residential properties.

Strong emphasis should be made to restrict commercialization within the Goldsboro Sub-Area during the next 25 years to those areas shown on the plan. Commercial areas include the central business district, the major retail areas that extend north along Berkeley Boulevard from the Air Force Base to US 70 Bypass and then west along the Bypass to Stony Creek and the office areas along Spence Avenue and Ash Avenue. Commercial areas exist and are proposed on both sides of Wayne Memorial Drive, north of Royall Avenue; on the east side of Wayne Memorial Drive, north of Ash Street; and along William Street (US 117 Business), north and south of the US 70 Bypass interchange. Commercial uses are also permitted in most industrial areas.

Commercial uses should not intrude into the existing residential or office areas on Ash Street, more specifically on the north side between Herman Street and Madison Avenue and on the south side between Herman Street and Stony Creek Park.

A greater part of the older industrial uses in GMPA are located within the Goldsboro Sub-Area including the areas north of downtown along the railroad tracks on Center Street and on William Street. Included in the Land Use Plan there are several large tracts of industrial use located on the periphery of the Goldsboro Sub-Area. A large tract of industrial use is located on either side of NC 581, west of US 117. Industrial use also extends south from Elm Street along US 117 and then eastward along Dixie Trail. On the east side of the Goldsboro Sub-Area, a smaller industrial tract is located north of the railroad tracks along Parkway Drive. There is a large industrial tract located on either side of 11th Street (SR 1555) north of the US 70 Bypass. It should be noted that this industrial tract extends northward into the Belfast Sub-Area and loops back around southward, back into the Goldsboro Sub-Area northwest of the US 70 Bypass and US 117. It should be noted that the industrial area south of Dixie Trail and along Westbrook Road and Arrington Bridge Road has soil problems and scattered flooding potential. These areas cannot be used for all types of industrial development but would be suitable for certain types of industrial uses that require major open space of storage and other non-covered industrial activities.

A new area of approximately 400 acres is recommended for industrial use is centered at the intersection of US 70 Bypass and NC 581. This area is bounded on the north by US 70 and it extends down to the Southern railroad tracks. The area has an excellent location and high visibility from the Bypass. The APV Baker plant exemplifies the type of industrial development that should take place within this valuable industrial area.

Urban Design Policies

Urban design proposals, within the well-developed and established Goldsboro Sub-Area, should deal with improving existing conditions rather than urban design for newly developing areas.

Urban design should be both participatory as well as regulatory. In recent years property owners in major commercial areas have carried out voluntary programs of improvements consisting of developing entrance features, logos, theme banners, boulevard tree planting, area wide building improvements, screening of service and parking areas, promoting historic preservation, and elimination of open storage and old storage structures. The voluntary improvements have been coupled with various regulatory measures.

The major thrust of urban design within the Goldsboro Sub-Area consists of three main areas: (1) the appearance of commercial areas; (2) the appearance of industrial areas; and (3) the improvement of the interface between residential and nonresidential uses. The gradual improvement in the appearance of the Goldsboro area's commercial areas can be realized through both regulatory and voluntary programs. The commercial areas within the Goldsboro Sub-Area generally represent small parcels that are high visibility, each with their own access and parking. Exceptions to this are, of course, the larger shopping center groupings along Berkeley Boulevard and Ash Street. These commercial parcels should be carefully designed. This is accomplished through four major areas of urban design: (1) its location, placement, architecture and maintenance of the building and associated structures; (2) the use of plant materials within parking and loading areas to provide appropriate screening; (3) landscaping of all areas not used for building, parking, loading, access, etc.; and (4) the quality of appurtenances - signs, fencing, loading areas, loading docks, trash, dumpsters and outside structural elements, such as cooling equipment.

The improvement of industrial areas is significantly different since those areas usually consist of large tracts of land. By their very nature, they have significant amounts of exterior storage and activity. The important objective is to obtain reasonable appearances from the major thoroughfares and streets within the industrial areas. Where appropriate, outdoor industrial

activities should be screened from the major routes. It would be neither practical nor logical to beautify the interior of these areas.

Finally, the interface between residential/commercial uses and residential/industrial uses becomes extremely important. Voluntary buffering does not usually succeed; therefore, it is necessary for the City to adopt and enforce regulations dealing with buffering. These regulations would relate to lighting, hours of operation, attendant noise, and other factors that adversely affect adjacent residential uses. While there are certain transitional uses between commercial and residential, such as public and semipublic uses which tend to provide an appropriate buffer within residential or commercial areas and low-level office uses. However, it is not always possible to locate these uses as a buffer. This is off-set by the fact that commercial and low-level office uses tend to have a lesser adverse effect on adjacent residential property.

In many communities, the existing urban patterns are not always the most desirable or logical; as they represent years of uncontrolled and unregulated development. They must be accepted and their appearance improved to reasonable standards through regulatory measures and urban design controls.

3.3.4 Rosewood Sub-Area The Rosewood Sub-Area centers on US 70 on the west side of the urban area and is bounded on the north and east by the Little River and on the south by the Southern Railway. The predominate urban areas within this sector include the US 70 commercial corridor and the small community of Rosewood on NC 581. The area along US 70 is characterized by residential uses and entrances to subdivisions. A rather large, scattered residential area extends along the main highway and, to some extent, south of the highway along Perkins Mill Road (NC 1242) and O'Berry Center Road (NC 1243). In the urbanized area of Rosewood, there is a small concentration of commercial uses, several churches, a few subdivisions to the south on NC 581, and a new residential area to the southwest along Old Smithfield Road (NC 1007).

Land Use Policies

- I. Sewer and water facilities outside the census designated places may not be practical. Future growth should be limited to the census designated places served by sewer and water facilities. A growth management plan for this area is needed to concentrate future growth into several neighborhoods.

2. City should continue its annexation program, to maximize the area's economic potential. The City should pursue a policy of selective urbanization and annexation. Urban services should be planned in advance of development and delivered at the time development takes place, as a tool of City planning - not as a "response" to private investment initiatives.
3. Residential area recreational facilities should be developed in conjunction with future subdivisions.
4. Provide design standards and appropriate land areas for business development and redevelopment.
5. Channel commercial growth into well-designed new areas.
6. The commercial areas along US 70 should be monitored and efforts should be made to stabilize these areas. Commercial scattering should be discouraged, and existing areas should be consolidated.
7. Industrial development in the area should take place to the west along US 70.
8. Industrial sites served by highways and/or utilities should be identified and reserved for industrial uses. Mechanisms for this reservation should be established.
9. Urban services and/or utilities should be extended to industrial sites as development takes place (as a community investment policy).
10. Industrial sites should be well designed and attractive. Open storage and loading areas should be screened.

Land Use Proposals

The US 70 corridor will be important to Goldsboro's future, in terms of industrial development. The plan recommends that a significantly large area, extending 1,500 feet north of the highway and from the highway south to the Southern Railway tracks, be reserved for industrial development. Residential uses should be precluded from this area and large frontages should not be developed with small, scattered commercial development. Industries should be encouraged to locate in the area and encouraged to have attractive showcase fronts that access US 70. These sites all have the advantage of fronting on the US 70 corridor, with future improved access to Interstate 95. All of

the area should be preserved to the extent possible for clean industrial and research along the highway frontages, with heavy industrial uses to the south along the Southern Railway tracks.

One of the major goals of this area is to avoid scattered strip commercial developments.

Commercial activities should be restricted to the first two miles west of the Little River along US 70.

Rosewood is expected to receive approximately six percent of the GMPA growth and the plan shows 993 acres for rural density residential to accommodate this growth. New rural residential land use is recommended east and west of Claridge Nursery Road (NC 1326) along the new proposed road. Rural residential is also recommended south of US 70 and north of the railroad tracks.

Urban Design Standards

Recommended design standards should include: 100-foot setbacks with landscaping; limited signs for industrial uses; limited use of billboards; office uses on larger tracts of land, subsidiary to industrial activities; access on 1,000-foot centers; and surface parking, drives in side yards and loading areas located to the rear of structures.

The residential developments along US 70 should not consist of single lots with direct access to the highway. Rather, all access should be to subdivisions with as few entrances to the highway as reasonably possible with the remaining land ownership patterns.

3.3.5 Belfast Sub-Area The Belfast Sub-Area is bounded by the Little River on the west and Patetown Road on the east. The area extends south to the US 70 bypass. The major thoroughfare to this area is US 117 which generally follows the alignment of the Seaboard Coastline Railroad. The Goldsboro-Wayne Municipal Airport is located in the north end of the sub-area.

US 117 North is characterized by a concentration of commercial and industrial uses from the US 70 Bypass north to the small community of Belfast, a distance of approximately two miles.

Several existing residential areas exist within this sub-area. These include the Belfast community, located north of Tommy's Road along US 117 and a larger residential area along Salem Church Road (NC 1300) adjacent to the Little River.

Land Use Policies

1. Similar compatible uses should be grouped or consolidated, wherever possible. Areas with mixed residential, commercial, and industrial uses should be gradually consolidated through private sector and public controls. New uses should be grouped into planned areas, avoiding scattered commercial and industrial uses into present or future residential or rural agricultural areas.
2. The City should develop an annexation program, to maximize the area's economic potential. The City should pursue a policy of selective urbanization and annexation. Urban services should be planned in advance of development and delivered at the time development takes place, as a tool of City planning - not as a "response" to private investment initiatives.
3. The commercial strip areas in the City should be monitored and efforts should be made to help stabilize these areas. Commercial extensions should not be encouraged, and existing areas should be consolidated, updated and improved.
4. Industrial development in the area should take place within the greater north-south corridor along US 117.
5. Industrial sites adequately served by highways and/or utilities should be identified and reserved for industrial uses. Mechanisms for this reservation should be established.
6. Urban services and/or utilities should be extended to industrial sites as development takes place (as a community investment policy).
7. Industrial sites should be well designed and attractive. Open storage and loading areas should be screened.

Land Use Proposals

The land use plan suggests that future residential growth in the Belfast Sub-Area accommodate 23 percent of the anticipated growth. This would result in 3,508 units. The plan allows for 924 acres of low-density residential development and 1,659 acres of rural density residential development. The majority of this growth is anticipated to take place within or adjacent to the existing major residential areas (along Salem Church Road, Buck Swamp Road (NC 1317), and Tommy's Road.).

The plan suggests new industrial developments take place on the north side of Patetown Road and east of US 117 and that considerably larger areas be set aside to the east and west of US 117 south of Belfast. This proposed industrial area has access to I-95 to the north on US 117 and can be provided with rail service to the west side by the Seaboard System.

Urban Design Standards

The greatest problem in the Belfast Sub-Area is the appearance of older commercial and industrial structures. The area consists of a mixed land use pattern, a mixture of older buildings that have not been well maintained, uses with excessive outside storage, minimal property maintenance, unsurfaced parking and loading areas, and a poor appearance in general. The amortization and removal of many smaller existing old buildings would be appropriate. New structures should follow normal zoning setbacks. Design standards should call for the screening and closure of all storage areas. Where visible from the highway or public streets, surfaces of off-street loading areas should be paved. Required exterior maintenance of all buildings should be enforced. Much of the poor appearance of this area could be ameliorated by the removal of inappropriate signs and the placement of large tree masses to soften the "rusty" look of this area.

3.3.6 **Elroy Sub-Area** This sub-area is bounded by the Atlantic and East Carolina Railway on the north, Seymour Johnson Air Force Base and the Neuse River on the west and the metropolitan area boundary on the south and the Wayne County line on the east. US 70 is the major transportation route through this area and contains existing commercial uses from Berkeley Boulevard out to and including the intersection of NC III. Some residential development has taken place in the small community of Elroy and there have been two larger groupings of residential developments along NC III. One of these is centered along Sheridan Forest Road (NC 1961) and the other is in subdivisions along Spring Bank Road (NC 1960), Rouse Street (NC 1775) and Scott Street (NC 1764).

Land Use Policies

1. Agricultural uses should be encouraged to continue in areas to the southeast of Seymour Johnson Air Force Base, preserving agricultural land uses around existing development nodes.
2. North of the airfield approach departure zone, encourage exclusive office and research areas along US 70. It can create a positive image for the City and stimulate additional development of such facilities. This commercial area lies within the airfield approach/departure zone so

Aircraft Installation Compatibility Use Zone recommendations for noise mitigation in buildings should be followed.

3. The commercial strip areas along US 70 should be monitored and efforts should be made to help stabilize this area. Existing areas should be consolidated, updated and improved.
4. Industrial sites served by highways and/or utilities along US 70 should be reserved for industrial uses. Mechanisms for this reservation should be established.
5. Urban services and/or utilities should be extended to industrial sites as development takes place (as a community investment policy).
6. Industrial sites should be well designed and attractive. Open storage and loading areas should be screened and located to the rear of the developments.

Land Use Proposals

A major proposal of the land use plan is to reserve a large office area between US 70 Bypass and the Atlantic and East Carolina Railway tracks east of Berkeley Boulevard and west of Oak Forest Road (NC 1711). This area contains nearly 100 acres and would provide good visibility along the highway for office developments. It is also fairly close to the general areas where new office developments are taking place within Goldsboro. This area currently includes a church, an import distribution business, and Southeastern Labs.

The area of the Wayne County Industrial Park, between US 70 Bypass and the east of Oak Forest Road should continue to be developed and expanded. The industrial users can locate closer to the airfield approach/departure zone because they are not as affected by aircraft noise as most other users. These areas are generally in locations where significant growth is taking place within Goldsboro, so encouragement of industrial development can help avoid future conflicts between other uses and airfield operations.

New residential development should be rural residential. Over 2,000 acres are shown as infill to existing residential development. New commercial development is anticipated to take place in the vicinity of the intersection of US 70 and NC 111, but it should be low intensity commercial uses because it is located within the airfield accident potential zone.

Urban Design Standards

The design standards for the office and industrial area should include a minimum setback from the highway of 100 feet, a landscaped strip of 20 feet, and no freestanding signs. Minimum site development areas should be ten acres and all buildings should have a finished architectural frontage where they face US 70. Heavy industrial uses and open storage areas should be screened, with these uses more clearly situated to the east along Thoroughfare Road (NC 1712) and the railroad tracks. Access to this area should only be accomplished by way of Oak Forest Road and Thoroughfare Road.

3.3.7 O'Berry/Cherry Sub-Area Located on the west side of the bypass, the O'Berry/Cherry Study Sub-Area is bounded by the Southern Railway on its northern edge, the Little River and Neuse River on the east and south.

Land Use Proposals

This area is virtually all in agriculture, vacant, or open space use at the present time with the exception of the extension of the hospital facilities south of the railroad tracks along Stevens Mill Road (NC 1008) and the North Carolina Power and Light Company facilities and reservoir. A greater part of this area is in the floodway. It is anticipated that no significant residential growth will take place along the main Stevens Mill Road through this area. However, two small areas of rural residential growth are recommended, both along Old Smithfield Road near the intersection with NC 581.

SECTION 4: Housing and Downtown Revitalization

4.1 Introduction Maintaining and improving housing and continued downtown revitalization are extremely important in creating a viable urban environment. All communities should provide adequate, safe housing in a suitable environment for citizens regardless of income level, age, or race. Healthy central city areas are also important to a community as they represent a significant tax base, influence the ability to attract new business and industry, and often serve as a community's cultural center. This section summarizes the housing and downtown revitalization efforts and plans for the City of Goldsboro.

4.2 Housing Overview The 1990 Census counted 14,345 housing units in the city limits of Goldsboro, an increase of almost 25 percent since 1980. Renter occupied units in 1990 accounted for 8,033 units (60 percent of occupied units), while owner-occupied units totaled 5,390 (40 percent of occupied units). These figures are almost reversed in Wayne County, where approximately 63 percent of the occupied housing units are owner-occupied. The North Carolina owner occupancy rates were similar to Wayne County. The presence of military personnel assigned to Seymour Johnson Air Force Base for relatively short periods of time contributes to the higher rental activity within the City. The 1990 Census identified 922 vacant units in Goldsboro, for a vacancy rate less than seven percent. This figure is similar to the 1990 vacancy ranges of both Wayne County and North Carolina. Over 38 percent of the City's housing stock was built prior to

1960. The percentage of homes built prior to 1960 in the County is approximately 31 percent and 30 percent for the State.

4.3 Goldsboro Consolidated Housing Plan The Goldsboro Consolidated Housing Plan is part of Housing and Urban Development (HUD) Community Planning and Development (CPD) formula grant program. The plan provides for Goldsboro's housing and community needs, and is designed to meet the needs of low- and moderate-income families. The Consolidated Plan serves as the single document meeting the planning and submission requirements for the state to receive the HUD funds.

The 1997 Consolidated Plan calls for \$650,000 of Federal Community Development Block Grant (CDBG) funds for housing rehabilitation, home ownership assistance, demolition and clearance, job creation, and public services. The Consolidated Plan also proposes to use \$409,000 in The Home Investments Partnership (HOME) funds for home ownership assistance, housing rehabilitation, and community housing development organization assistance. Major elements of the Goldsboro Consolidated Plan are described in the following subsections.

4.3.1 Affordable Housing Needs The Consolidated Plan reports that many low- and very low-income families cannot afford the cost of home ownership. The Board of Realtors estimates that the average price of a home in Goldsboro is \$81,800. A family earning the median yearly income of \$31,600 can typically only afford a home costing \$72,000. Families making 80 percent of the Median Family Income (MFI) can only afford a \$55,000 home. Very low-income families making 50 percent of the MFI could afford only a \$31,000 home.

The majority of very low-income families, including some elderly owners, are living in substandard housing and are experiencing excessive cost burdens (paying more than 30 percent of income for housing). Families with 51-80 percent of MFI are mainly renters. While problems of housing conditions and cost burden are not as great for this group, about one-third of them have both substandard housing and excessive cost burden. About 17 percent of moderate-income families (81-95 percent of MFI) experience substandard housing conditions, and 12 percent have excessive cost burdens.

4.3.2 Homeless Needs The 1997 Consolidated Plan estimates that there are 123 homeless persons in Goldsboro, including 14 families, 9 youth, and 86 single adults. The city has 22 organizations providing support services and shelter to homeless people. Of those organizations, most providing housing for the homeless classify themselves as shelters. Most shelters do not

provide facilities to meet the special needs of families with small children. Only a small amount of the housing available is classified as transitional. Almost three out of four organizations provide "day" services only.

Based on information provided by Comprehensive Housing Affordability Strategy (CHAS) and "point-in-time" surveys conducted in March 1995, the city has identified several priority homeless needs including:

- Access to transportation services for homeless people to meet medical needs, obtain educational support, and get to jobs and other day-to-day activities.
- More transitional housing.
- Support services to assist homeless people's progress from shelters to permanent housing.

4.3.3 Public and Assisted Housing Needs Goldsboro has 1,405 public housing units. Of this total, 1,225 units are owned and operated by the Goldsboro Housing Authority (GHA), while the Eastern North Carolina Housing Authority (ENCHA) operates the remaining 180 public housing units. The GHA's current vacancy rate is about 1.0 percent but has averaged 2.7 percent the past year. ENCHA's current vacancy rate is nearly 4.0 percent, with an average of 2.0 percent during the past year. Currently, 217 families are on waiting lists for public housing units.

The city also has 829 public assisted units. The GHA manages 201 Section 8 certificates and 36 vouchers. There are 593 assisted units in 7 rental housing projects. A total of 104 households are waiting for Section 8 housing. The majority of these (86) are waiting for 2- and 3-bedroom households.

A total of 321 eligible households are waiting for public and assisted housing. This represents a nearly 75-percent increase of the list reported in the 1994 CHAS, even though 44 assisted units were added to the stock during the interim period.

4.3.4 Lead-Based Paint Because of a lack of accurate information on how many houses occupied by low- and moderate-income families are contaminated with lead-based paint, Goldsboro assumes that any unit built before 1980 has the possibility of containing some level of lead-based paint. Sixty percent of the 11,106 units built before 1980 are rental units. Because the number of renters among low- and very low-income families is high, the city assumes that these households are the most likely to be subject to lead-based paint hazards. To ensure lead-based

paint hazards are found and abated in units built before 1980, the city will inform the residents of the following:

- That their property may contain lead-based paint;
- The hazards of lead-based paint;
- The symptoms and treatment of lead poisoning;
- The precautions to be taken to avoid lead poisoning; and
- The importance and availability of blood-lead level screening for children under 7 years old.

4.3.5 Community Development Needs The city has identified several high priority community development needs. Many of these programs are ongoing and the money is needed to continue the programs. Approximately \$70,000 is needed to cover the cost for transportation services for low- and very low-income people. Another \$250,000 is needed to continue providing substance abuse services; \$150,000 for youth services; and \$375,000 for neighborhood facilities. The city would like to allocate \$500,000 for commercial-industrial rehabilitation; \$150,000 for other businesses; and \$150,000 for technical assistance.

Some of the specific needs that organizations identified at a meeting sponsored by the city include:

- Renovations to a nonprofit day care center;
- Acquisition and renovation of a small apartment building to be used for transitional housing for women recovering from substance abuse;
- Renovation of a vacant downtown building for startup businesses; and
- Creation of an afterschool enrichment program for children from lower income neighborhoods.

4.3.6 Housing and Community Development Strategy The following is a summary of the housing priorities established by the 1997 Goldsboro Consolidated Plan.

Priority I Rehabilitate substandard owner- and renter-occupied housing, particularly those occupied by low-income elderly and families. To accomplish this, the city will:

- Provide deferred loans to help rehabilitate housing occupied by lower income homeowners and tenants.

- Encourage landlords, assisted by city loans, to lease their housing units to very low-income families or elderly persons receiving Section 8 rental assistance.

Priority 2 Encourage more home ownership for low- and moderate-income families by:

- Providing downpayment assistance for deferred second mortgage loans.
- Renovating substandard houses located in older neighborhoods for low- and moderate-income families.
- Encouraging community housing development organizations to acquire and renovate or build five houses a year for modest-income owner families.

Priority 3 Increase the supply of transitional and permanent housing for the homeless by:

- Assisting homeless providers in developing more transitional and permanent housing for homeless people with special needs.
- Helping agencies that serve special populations to locate decent, affordable, and secure permanent housing.
- Working with homeless providers to develop a continuum of care service to meet the needs of homeless persons.

4.3.7 Non-housing Community Development Priorities The following is a summary of the non-housing community development priority established by the 1997 Goldsboro Consolidated Plan.

Priority 1 Unemployment rates are nearly double in neighborhoods with higher concentrations of low-income people. The city wants to increase small business and job opportunities for them in the next 5 years by:

- Making available \$500,000 for the acquisition and improvement of buildings for 10 small businesses.
- Providing up to \$150,000 for 5 to 10 small business loans.
- Providing \$150,000 to support nonprofit programs that foster economic self-sufficiency of lower income persons through education and job training.

Priority 2 Establish after school and summer enrichment programs. The city plans over the next 5 years to:

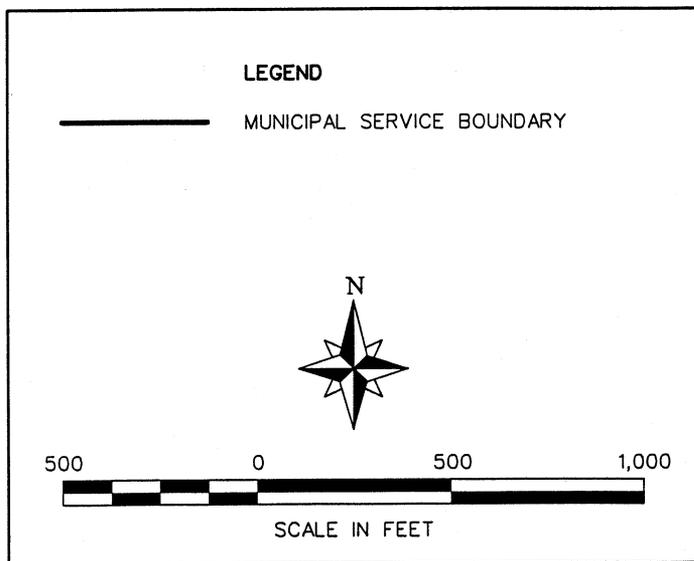
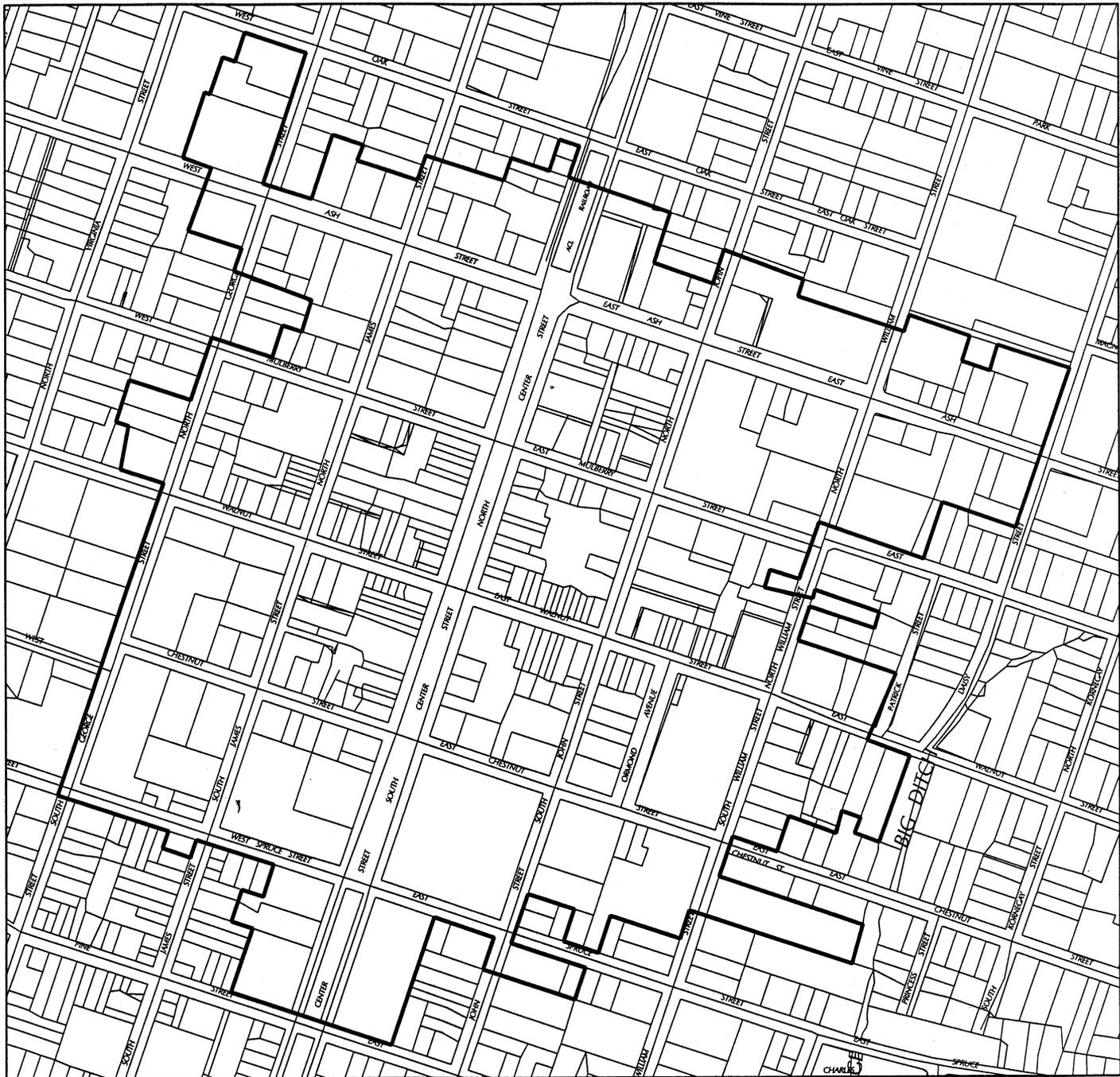
- Make available \$150,000 for afterschool and summer enrichment programs for low-income youth.
- Provide \$100,000 for programs that improve adult family education skills.

4.3.8 Antipoverty Strategy Goldsboro is committed to reducing the number of families living below the poverty level. The city will work to move families out of poverty to self-sufficiency by using nonprofit agencies such as the Wayne Uplift Resource Center, which helps coordinate public services for welfare families; and WAGES, a community action agency that helps unemployed people find jobs and high school dropouts to earn their diplomas. The city also plans to encourage the local school system and community college to support adult basic education programs.

Goldsboro will allocate \$250,000 throughout the next 5 years to agencies that work to help low-income families become more self-sufficient or provide education and job programs designed to break the cycle of poverty.

4.4¹ Downtown Revitalization Downtown Goldsboro has traditionally functioned as the “heart” of the community, and its health and character are reflective of the City’s values, history, and future. While malls and strip shopping centers play a part in the City’s retail climate, downtown is still an important center for retail and office development. The downtown is the window to the community and is often the way the community is judged by visitors. It should have a sense of place and offer a positive environment. The information that follows, summarizes Goldsboro’s current downtown revitalization efforts.

4.4.1 Downtown Goldsboro Development Corporation The City of Goldsboro and the Downtown Goldsboro Development Corporation (DGDC) have been making progress in supporting the development of the downtown area. The DGDC is a 503(c) non-profit organization that receives support through a tax assessment from properties with a Municipal Service Tax District (Figure 4-1). DGDC assists businesses in downtown by providing leadership and support dedicated to the improvement of downtown. The DGDC works with the downtown businesses and property owners to facilitate a positive and vibrant community. Significant DGDC programs include:



City of Goldsboro, North Carolina
Draft Comprehensive Plan

Figure 4-1
Municipal Service
District

Facade Incentive Grant Program This program provides grants for facade improvements to business owners in the downtown area. The program is designed to encourage good urban design and preserve the historic character of downtown Goldsboro.

Street Furniture The DGDC supports streetscape improvements through the purchase of street furniture, such as Neo-traditional benches. These types of improvements help create an inviting public environment.

Goldsboro Downtown Visions The DGDC offers building facade, open space, and public right-of way design assistance through the North Carolina Community Activism and Design Outreach (NC CAN DO). NC CAN DO is an outreach program offered by NC State University School of Design. Business and property owners meet with NC CAN DO designers to develop computer images that illustrate design improvements.

Events DGDC hosts a variety of special occasion, promotional, and entertainment type of events to generate and maintain interest and focus in the downtown.

Historic Tax Credit DGDC serves as a local clearinghouse for information pertaining to Historic Preservation and Historic Tax Credits that are available for restoration projects.

4.4.2 North Carolina Main Street The North Carolina Department of Commerce, Division of Community Assistance operates the North Carolina Main Street Program. This program is designed to provide assistance to local downtown development agencies by helping them identify redevelopment issues and opportunities. In 1994, a North Carolina Main Street resource team produced a report for the DGDC that summarizes the downtown revitalization issues faced by the City of Goldsboro. The recommendations of the study focused on four areas: Economic Restructuring, Design, Promotion, and Organization. Major recommendations of this study are summarized below:

Economic Restructuring Economic restructuring projects should include:

- Development of the Paramount Cultural Complex, use of the City Plaza area, and provision of an active farmer's market;
- Promotion of the Edwards Building renovation through the DGDC newsletter, public presentations, and open houses, thereby stimulating interest in other potential downtown projects;

- Cooperation between the DGDC, the City, and the Historical Association to help eliminate blight and stabilize neighborhoods adjacent to the downtown area; and,
- Marketing of the DGDC vision statement for downtown improvements.

Design Elements of fresh design might include:

- Identify one entity to take responsibility for keeping downtown streets and sidewalks clean.
- Develop a packet describing all of the incentives available to support building rehabilitation and, if necessary, create additional incentives to encourage investment.
- Encourage the use of benches in areas where people should or do congregate, and strategically place new planters in key areas (City Hall, the Courthouse, and the Paramount).
- Meet with city, county, and private interests to address the development of additional parking lots.
- Replace the Bradford Pears along Center Street with more appropriate landscaping; the planting of new trees should follow a carefully thought-out plan.
- Develop a new planting scheme at the intersections of Walnut and Center Streets.

Promotion Key to successful change are innovations such as:

- Develop a piece of “art” or “logo” that can be used to represent downtown Goldsboro, a design that people will start to remember and identify with Goldsboro.
- Publicize all milestones.
- Promote special events.
- Use unified signage (with the new logo) to announce property availability or rehabilitation activity.

Organization The board of the DGDC must decide what outcomes, both long- and short-term, it wants to accomplish. It then must set priorities and focus on those areas it can reasonably address. Once the desired outcomes (goals) are agreed upon, the board should assign each goal to one of its committees and have that committee develop a work plan, identifying how each goal will be achieved. Progress should be monitored frequently to make sure that intended outcomes

are being achieved. Public participation should be strongly encouraged to take part in this process.

4.4.3 Accomplishments The DGDC has helped to generate a significant amount of redevelopment interest in downtown Goldsboro. During the past ten years, it is estimated that over \$26 million dollars have been invested in downtown. Public investment accounts for approximately \$22.4 million, while private investment totaled \$3.2 million. Seventy-nine buildings were renovated during this time period and eighty-six building facades were redone. A net of seventy new businesses moved into downtown and another twenty-eight businesses expanded. Net jobs expanded by 565 positions.

SECTION 5: Major Street and Traffic Plan

5.1 Introduction One of the most important elements of a community is its major thoroughfare system. The movement of people and goods is efficiently accomplished within the GMPA by a system of highways maintained by the City and the NCDOT. The highway and major street system within the GMPA represents a tremendous investment by all levels of government.

There is a basic relationship between land use and streets. The various types of land use generate varying levels of traffic which use the adjacent and interconnecting street system. Conversely, the improvements to major thoroughfares will often stimulate development of unimproved property. A modern thoroughfare system should concentrate most traffic movements on the major streets and provide sufficient capacity to accommodate the anticipated traffic volumes. The City of Goldsboro through its street plan and design standards can greatly influence the quality of its major street system and the ability of the system to function properly. The underlying concept of a traffic system is that it provides a functional layout of streets which permits travel with directness, ease, and safety. There are basically four categories of streets:

- Local streets are low volume, low speed streets designed to provide access to abutting land. Traffic volumes are usually less than 2,000 vehicles per day, the streets normally have only two moving lanes, parking may be permitted on one or both sides, and speed limits are usually 35 miles per hour or less. They should be designed to discourage through traffic. Access to these

streets from abutting parcels is normally unrestricted. Pine Street is an example of this type of street.

- Collector streets, or minor thoroughfares, have low to moderate traffic volumes and they collect traffic from local streets and carry it to arterial streets. Collector streets have volumes ranging from 2,000 to 4,000 vehicles per day and have two moving lanes. Speeds on these streets are usually from 30 to 40 miles per hour and driveway access is moderately restricted. Audubon Avenue north of Ash Street is an example of a collector street.
- A major street or arterial street is a continuous moderate to high volume road designed to carry major travel within the community. Major streets should surround and not penetrate residential neighborhoods. Commercial uses should be located along these routes or at intersections of two major streets. Access should be controlled along major streets. Volumes on these routes are usually 5,000 to 20,000 vehicles and laneage will vary from two to four through lanes with left-turn lanes at appropriate locations. Parking is generally prohibited on these routes and the speed limits range from 35 to 50 miles per hour. Ash Street is a typical major street.
- Freeway or Expressway is a limited access route that is the highest type of road within the Goldsboro area major streets system. This is a high volume route with over 20,000 vehicles per day and four to six lanes divided. Speed limits are 55 or 65 miles per hour and access is prohibited except at interchanges. US 70 Bypass is an example of a freeway.

The last thoroughfare plan for the Goldsboro area was the *1996 Goldsboro Thoroughfare Plan* prepared by NCDOT in 1996. This section of the Comprehensive Plan is based on the information contained in that plan.

5.2 Problem Areas The *1996 Goldsboro Thoroughfare Plan* identifies several thoroughfares that are no longer efficiently or safely accommodating traffic. These problems include capacity deficiencies, network deficiencies, and locations with high accident rates. Each of these problem areas is discussed below.

5.2.1 Capacity Deficiencies The following capacity deficiencies have been noted.

- **US 117 North** All the two lane sections from NC 111 north to Airport Road (NC 1537) exceed the practical capacity.
- **US 70** From the Little River eastward to the US 70 Bypass Interchange is over capacity.
- **NC 518** The section from Cherry Hospital to US 117 is currently at capacity.

- **US 13** From Royall Avenue north to New Hope Road there is a high level of congestion.

5.2.2 Network Deficiencies A good network of streets will have an adequate number of radials, loops, cross-towns, and bypasses. Some of the major network problems addressed in the thoroughfare plan include:

- deficiency for serving north-south travel through the downtown area;
- lack of a completed radial road tying Berkeley Boulevard to the southwest portion of the planning area;
- access to the Wayne County Community College location on Wayne Memorial Drive;
- congestion on US 117 near the Neuse River Bridge;
- better east-west crosstown facilities;
- better bypass facilities.

The Town of Walnut Creek needs a third entrance to help with internal circulation and allow for future expansion.

5.2.3 Accidents Records of traffic accidents assist in defining problem areas and often pinpoint a deficiency such as poor design, inadequate signage, ineffective parking layout, or poor sight distance. Accident patterns developed from an analysis of accident data can lead to remedial action that reduces the number of accidents.

Both the severity and number of accidents should be considered when investigating accident data. The severity of every accident is measured with a series of weighting factors developed by NCDOT Division of Highways. In terms of these factors, a fatal or incapacitating accident is 47.7 times more severe than one involving only property damage, and an accident resulting in minor injury is 11.8 times more severe than one with only property damage (NCDOT, 1996).

Table 5-1, High Accident Locations, lists all the intersections in the GMPA with 10 or more accidents within 200 feet of the intersection in a two year period, and it shows the corresponding average severity index for each accident, as well as the most frequent type of accident that have occurred at these intersections. The average severity index for all accidents in North Carolina last year was 10.3. For the 49 locations shown for the Goldsboro Area, it was also 10.3. The US 70 Bypass, Ash Street, and William Street were the sites with the most accidents (NCDOT, 1996).

Table S-1: High Accident Locations

Priority Number	Accident Location	Severity Index	Total Accidents	Most Frequent Type
1.	US 70 & Spence & Best	9.42	46	Rear End
2.	Berkeley & Cashwell	7.90	38	Angle
3.	US 70 & Berkeley	10.04	33	Left Turn
4.	US 70 & US 117	10.04	27	Rear End
5.	Jefferson & Ash	9.37	27	Left Turn
6.	Spence & Ash	6.57	26	No Trend
7.	US 70 & SR 1711	15.80	25	Angle
8.	William & Ash	11.20	23	Angle
9.	Berkeley & Ash	8.80	22	Rear End
10.	Herman & Ash	8.24	20	Angle
11.	US 70 & Wayne Memorial	5.53	20	Rear End
12.	Berkeley & New Hope	6.43	20	Rear End
13.	Lockhaven & Wayne Mem.	1.91	20	Angle
14.	James & Ash	15.04	18	Angle
15.	Center & Ash	502	18	Backing Up
16.	George & Ash	14.29	17	Angle
17.	Berkeley & Grave	12.31	16	Angle
18.	US 70 & William	8.33	16	Rear End
19.	11 th & Wayne Memorial	6.66	16	No Trend
20.	Patetown & William	4.39	16	Left Turn
21.	US 70 & NC III	8.24	15	Rear End
22.	US 117 & George	13.65	15	Rear End
23.	John & Ash	5.83	15	Angle
24.	11 th & William	9.45	15	Left Turn
25.	Elm & Slocumb	8.76	14	No Trend
26.	Best & Ash	19.05	14	Angle
27.	US 70 & SR 1731	26.68*	13	Angle
28.	NC III & SR 1571	22.50	13	Rear End
29.	Lionel & Ash	9.35	13	Left Turn
30.	Slocumb & Ash	11.56	12	Rear End
31.	US 70 & SR 1719	13.79	12	Angle
32.	Harris & Slocumb	8.54	12	Left Turn
33.	Berkeley & Langston	11.66	11	Rear End
34.	US 70 & NC 581	10.87	11	Angle
35.	US 13 & SR 1705	9.25	11	Left Turn
36.	Neal & William	2.65	11	Rear End
37.	Hooks River & William	7.58	11	Rear End
38.	Center & Walnut	8.37	11	Backing Up
39.	US 70 & Elizabeth	19.03	10	Angle
40.	Cashwell & Spence	6.43	10	Rear End
41.	Dixie & Slocumb	12.73	10	Left Turn
42.	Daisy & Ash	6.43	10	Rear End
43.	George & Holly	10.05	10	Rear End
44.	Royall & Spence	6.43	10	Rear End
45.	Royall & Wayne Memorial	4.62	10	Left Turn
46.	NC 55 & Breazeale	12.73	10	No Trend
47.	US 117 & SR 1915	12.73	10	Angle
48.	US 117 & SR 1926	8.24	10	Rear End
49.	US 117 & US 13	20.84*	10	Ran Off Road

Source: NCDOT, 1996

* Indicates a fatality

5.3 Recommendations In order to meet the needs of a growing demand on the transportation system, both construction and non-construction projects should be considered. If feasible and effective, non-construction should be considered first due to its relative cost savings.

5.3.1 Non-Construction Solutions to Consider In some instances, the best approach to solving traffic deficiencies is through non-construction projects or activities. Some examples of these non-construction projects which can increase capacity of the existing traffic system are listed below.

- Control of access increases capacity where as large volumes of turning traffic reduces the capacity, such as strip commercial development. US 70 between Ash Street and NC III is a good example of such development. As new development occurs, it would be beneficial to attempt to reduce or limit the number of curb cuts. As the remainder of the land along US 70 develops, the transportation network would benefit from restriction of future entrance driveways and combining of existing entrance driveways.
- Removing on-street parking would improve existing traffic capacity. Prior to removal of on-street parking, the excess or deficiency of parking in the immediate area affected must be considered.
- One-way streets would increase the capacity of the facilities by up to 50 percent. One-way pairs have the additional benefit of increasing the safety of the facilities involved.
- Signal systems on Ash Street, Berkeley Boulevard, and Wayne Memorial Drive should be coordinated to provide for better progression. Improving the progression of the traffic by improving the traffic signal phasing and coordination allows traffic to move faster and provides a capacity increase. The City, in conjunction with the NCDOT, has identified a need to upgrade the existing traffic control equipment to improve the efficiency and safety of traffic flow.
- Carpool, vanpool, or public transit programs would process the same number of person-trips while decreasing the number of vehicle-trips and congestion.
- Bicycling is increasing in popularity as a mode of transportation and decreases demand on roads.
- Altering work hours so that the beginning and ending times are staggered, can reduce travel in the peak hour. The resulting peak period would be less congested, but last longer. Therefore, the total traffic carrying ability of an existing street can be increased.

- Non-construction alternatives will improve operation of the existing system, but they alone cannot accommodate the long-term traffic growth in the area.

5.3.2 Proposed Construction Projects The following section discusses the major construction projects recommended in the 1996 Goldsboro Thoroughfare Plan (see Figure 5-1). The discussion is organized in sections that describe how the recommendations relate to each of the seven study areas. Only freeways and major thoroughfares that have recommendations of major widening or proposed new alignments are discussed. Appendix F of this report contains a detailed listing of all thoroughfares of the plan including: street name, reference points, existing roadway and right-of-way widths, capacities, present and future traffic volumes, and recommended design year cross sections and right-of-ways.

5.3.2.1 Goldsboro Sub-Area US 13, a major urban radial, runs concurrent with existing US 70 Bypass and US 117 for 14.2 miles. It is a controlled access freeway from its eastern interchange with US 70 to NC 581. The entire remaining sections in the Goldsboro Sub-Area need to be widened to multi-lanes in the future.

Spence Avenue needs to be widened to six lanes from Royall Avenue to US 70 Bypass.

Berkeley Boulevard will approach its practical capacity within the next several years. However, this is a major commercial shopping area in Goldsboro, and widening would not be economically feasible. Higher levels of congestion are likely to be tolerated in this area. It also provides access to one of the three gates to Seymour Johnson Air Force Base.

Bunche Drive is cross-town route that, when extended to Crump Street and in conjunction with Elm Street and Berkeley Boulevard, will function as a way to circumvent the central business district to the south and ease congestion on Ash Street.

Elm Street serves a similar function to Bunche Drive and should be widened to three lanes between George Street and Jefferson Avenue, and five lanes between Stony Creek Parkway (NC 2046), and Berkeley Boulevard.

George Street functions in a grid street environment and carries traffic within the central business district. It is also signed US 70 Business from Grantham Street to Elm Street. Widening to three lanes is recommended. As congestion increases beyond the capacity of three lanes, consideration should be given to converting to a one-way pair with James Street from Grantham Street to Elm Street.



LEGEND

EXISTING	PROPOSED	
		FREEWAY
		MAJOR
		MINOR
		INTERCHANGE
		ONE WAY STREET
		CITY LIMIT

SOURCE:
NORTH CAROLINA DEPARTMENT OF TRANSPORTATION,
1996.

N

8 0 8 16
SCALE IN THOUSAND FEET

City of Goldsboro, North Carolina
Draft Comprehensive Plan

Figure 5-1
Recommended
Thoroughfare Plan

John Street (NC 1925) is proposed as a one-way pair with William Street. See the George Street discussion for an explanation of this recommendation.

Royall Avenue is a cross-town central business district thoroughfare that is experiencing large traffic increases due to new commercial development. Five lanes is recommended from Wayne Memorial Drive to Berkeley Boulevard. Railroad tracks closely parallel the edge of pavement to the south, making right-of-way acquisition difficult. In addition to the widening improvements, the intersections with Berkeley Boulevard, US 70 Bypass, and Central Heights Road need to be improved. More lanes are needed under the bridge, and the offset on each side of the railroad tracks of Central Heights Road and Royall Avenue needs to be addressed.

Slocumb Street is a major north-south central business district thoroughfare that has a terminus at one of the three gates to Seymour Johnson Air Force Base. This street needs to be improved to three lanes.

The proposed relocation of Country Day Road eliminates an offset intersection at New Hope Road and improves traffic movement from NC 111 to Wayne Memorial Drive.

Stony Creek Parkway is a new street that will provide for a continuous and more direct route for US 13 between the central business district and Seymour Johnson Air Force Base. Access will be greatly improved to this area, and travel times will be reduced while relieving congestion on the existing US 70 Bypass.

When combined with the Stony Creek Parkway, Westbrook Road and Extension will provide for a continuous and more direct route for US 13 between the central business district and Seymour Johnson Air Force Base. Access will be greatly improved to these areas and travel times will be reduced while relieving congestion on the existing US 70 Bypass. Five lanes are recommended.

William Street is proposed to be a one-way pair with John Street. See the discussion of George Street for further explanation.

5.3.2.2 New Hope Sub-Area US 70 Bypass is a proposed freeway intended to route east-west through traffic around the Goldsboro metropolitan area. The Global Transpark Connector is a proposed four-lane freeway that is part of a network of roadway projects being planned to provide quick and direct access to the Global Transpark (GT), a major industrial/transportation center being developed by the State of North Carolina, north of Kinston.

US 70 is an east-west major thoroughfare serving as a bypass of the central business district. Proposed interchanges at Oak Forest Road (SR 1711) and Ash Street will extend the control of access. The interchange where US 13 meets US 70 Bypass at Royall Avenue needs to be replaced to accommodate the seven lanes of US 13. Also the offset intersections in this vicinity, Royall Avenue and Central Heights Road, need to be re-aligned.

NC III is an important north-south intra-county street that is experiencing above average traffic growth. The segment of this street from US 70 to Old III Highway (SR 1710) is currently being widened.

Peele Road (NC 1706) is a major north-south thoroughfare that when combined with Beston Road (NC 1719) and True Vine Road (NC 1568) runs the entire length of the eastern portion of the planning area. This will be an important street in the future as this portion of the planning area develops.

Wayne Memorial Drive is a major arterial with a proposed interchange with the new US 70 Bypass. Wayne Memorial Hospital and Wayne Community College are located adjacent to this road. Future traffic indicates a need for five and six lanes.

New Hope Road is a major arterial route that, when combined with Fedelon Trail (NC 1306) and its extension will function as an access road between the two US 70 Bypasses. New Hope Road needs to be widened to three and four lanes from NC III to Parkstown Road (NC 1702).

Cuyler Best Road is a major arterial leading into the central business district of Goldsboro from the New Hope area. The proposed relocation eliminates an offset intersection at New Hope Road. NCDOT traffic projections warrant widening this street to five lanes.

Parkstown Road is a major arterial route from the east that is proposed to interchange with the new US 70 Bypass.

The proposed relocation of Millers Chapel Road (SR 1713) eliminates an offset intersection at New Hope Road and improves traffic movement from the new US 70 Bypass to the existing US 70 Bypass and NC III.

5.3.2.3 Belfast Sub-Area A new alignment for the US 117 Relocation has been identified within the Belfast Sub-Area. Environmental documentation has been completed and right-of-way acquisition has begun. The proposed four-lane freeway will cross the Little River west of the

intersection of N. George Street and A Street. It will pass northward into the Belfast area to an interchange with Proposed US 70, then continuing northwestward past the airport. Ultimately the new US 117 freeway will continue north and south through the entire County.

The final alignment for the US 70 Bypass has been defined within the Belfast Sub-Area. Environmental documentation is complete and right-of-way acquisition has begun. This is a proposed four-lane freeway which is intended to relieve congestion on the existing bypass and to accommodate future growth in Wayne County, north of the City. An interchange is planned at US 117 Business as well as at the new US 117 when it is completed in the area.

US 117 Business North is a fast developing corridor that functions as a major radial route into the Goldsboro Central Business District from the north. NCDOT traffic projections indicate that it will need to be widened even with the construction of US 117 Relocation. Previous alternatives for the US 117 Relocation were located to serve this desire but interchanging in the area of US 70 and existing US 117 proved cost prohibitive.

5.3.2.4 Rosewood Sub-Area NC 581 is a radial roadway that runs north into the Rosewood area from the O'Berry/Cherry area. The importance of this roadway will increase in the future when it becomes part of the southern bypass around Goldsboro. Ultimately, all sections of NC 581 within the Rosewood area are proposed to be widened to four and five lanes.

5.3.2.5 O'Berry/Cherry Sub-Area US 117 Relocation, a proposed four-lane freeway, passes through the O'Berry/Cherry Sub-Area, between the existing US 117/US 13 and Stevens Mill Road. This new four-lane freeway is intended to relieve congestion on the existing bypass and to accommodate future growth in Wayne County. Within the O'Berry/Cherry Sub-Area, the new alignment runs from a point south of the intersection of US 117 and US 117 Alternate northward to new interchanges at NC 581 and US 70. Interchanges at US 13 and with a proposed connector between Arrington Bridge Road and NC 581 are also planned. Environmental documentation has been completed and right-of-way acquisition and construction are underway.

NC 581 is a radial roadway that runs west from the Goldsboro Sub-Area into the O'Berry/Cherry Sub-Area. At the intersection with Old Smithfield Road, it turns northward and continues into the Rosewood Sub-Area. The importance of this roadway will increase in the future when the proposed connector is completed linking the intersection with Old Smithfield Road to Arrington Bridge Road. That link will make the north-south section of NC 581 part of the southern bypass. All sections of NC 581 within the O'Berry/Cherry Sub-Area are proposed to be widened to four and five lanes.

5.3.2.6 Mar Mac/Brogden Sub-Area The recently completed Southern Connector, in conjunction with NC III and Arrington Bridge Road, completes a southern bypass of Goldsboro from US 70 to US 13/US 117. Two lanes were built within the right-of-way, which can accommodate future expansion. Arrington Bridge Road is the major east-west thoroughfare in the southern part of the Mar Mac/Brogden Sub-Area. It will be part of a southern bypass when the westward extension to NC 581 is completed. Widening to five lanes is recommended on the section from US 13/US 117 to the new southern connector.

Old Grantham Road (NC 1219) needs to be four lanes from Sandhill Drive (SR 1131) to US 117.

Providence Church Road (NC 1220) provides for east-west movement in the Brogden and Genoa communities, and in conjunction with Pecan Road (SR 1918) connects to Arrington Bridge Road and the Southern Connector for better access to US 13 and US 117 across the southern part of the planning area.

Pecan Road (NC 1918) provides for east-west movement in the Brogden and Genoa Communities, and in conjunction with Providence Church Road, it connects to Arrington Bridge Road.

5.3.2.7 Elroy Sub-Area The section of US 70 from Ash Street to NC III is a commercial strip development with many driveway cuts. Six lanes are recommended here with service roads between the two interchanges.

The recently completed southern connector intersects NC III within the Elroy Sub-Area and creates a corridor that functions as a southern bypass of Goldsboro.

SECTION 6: Water and Sanitary Sewer Systems

6.1 Introduction A reliable supply of fresh water and adequate capacity for wastewater disposal are necessary for the economic well-being of the community as well as for public health. This section describes the existing water supply and wastewater disposal systems within the GMPA and summarizes future needs, and plans underway to improve and expand the systems.

6.2 Existing Utility Systems The City of Goldsboro currently provides treated potable water for domestic and fire use to private and public customers within the City, and to the Fork Township Sanitary District. The City also provides water, on an emergency basis, to Wayne County water districts and Seymour Johnson Air Force Base. All water is drawn from the Neuse River, and the Little River for emergencies, and treated at the City of Goldsboro Water Treatment Plant located on the Little River, north of US 70. Wastewater is collected from private and public sources within and around the City and conveyed to the City of Goldsboro Wastewater Treatment Plant located immediately west of Seymour Johnson AFB. After treatment, the wastewater is discharged into the Neuse River at a point near the wastewater treatment plant.

In 1997, the water treatment plant provided 2.3 trillion gallons of potable water through 12,783 metered and non-metered connections. That was an average of 6.5 million gallons per day (mgd). The highest single day water demand in 1997 was just under 9.3 million gallons. While the City is allowed to regularly withdraw up to 15 mgd from the Neuse River (up to 6 mgd from the Little River in emergencies), the treatment process is functionally limited to 12 mgd and is permitted at that

level. The wastewater treatment plant treats an average of 8.1 mgd of sewage collected from 10,419 private and public connections. Goldsboro is undertaking or planning a number of water and sanitary sewer utility system improvements designed to meet increases in demand anticipated during the planning period.

6.3 Anticipated Water System Demand and Improvements Based on water demand projections in the current Local Water Supply Plan for the City, dated September 9, 1998, the potable water supply to will need to reach approximately 8.34 mgd by 2025. The population to be served by that time is expected to reach almost 70,000. Anticipated future water sales contracts in Wayne County water districts will add 0.5 mgd to average daily demand. The water treatment plant will be able to meet the increased average daily demand with its current capacity to produce 12 mgd and should operate well within the state requirement for system capacity to exceed demand by at least 20%. Also based on past experience, peak single day demand can be expected to exceed average daily demand by approximately 3.0 mgd in 2025. Because the peak demand will approach the 12 mgd capacity of the treatment system, the City is planning to increase the capacity to 14 mgd by 2010 through improvements at the existing plant.

6.4 Anticipated Sewage Treatment System Demand and Improvements According to the Local Water Supply Plan, the Goldsboro wastewater treatment plant processes an annual average of 8.1 mgd and is designed and permitted to treat up to 10.1 mgd. Flow to the plant sometimes exceeds its capacity and discharge permit, so the surplus is held in basins for later treatment. Due to rising population, acquisition of the Wayne County Genoa Wastewater Treatment Plant, and connection of the towns of Fremont and Eureka, flow to the plant is expected to increase. To accommodate the rising demand, the City is in the process of increasing the capacity of the plant to 17.8 mgd by constructing two aeration basins at the plant.

A portion of the wastewater that reaches the plant and is treated is actually rain water and ground water that leaks into the collection system during and after wet weather. This added flow, called inflow and infiltration (I/I), can be reduced through pipeline repairs and other measures. Because locating leaks is difficult and repairing them is expensive, major I/I reductions in the short-term are not expected. For planning purposes, I/I reductions achieved in the existing system will likely be offset by expansion of the overall system. Therefore, I/I reduction is not expected to dramatically reduce the volume of wastewater that must be treated.

Treated wastewater discharged to the Neuse River contains nitrogen which is a nutrient that can encourage algae growth downstream. Because one of the constraints to wastewater treatment plant capacity is the ability of the receiving river to accommodate nitrogen, alternative methods of discharge are under study. Two pilot projects are planned. One mgd of treated wastewater is planned for irrigation use at the City golf course and on 114 acres of farmland. Also, an artificial wetland constructed on a 40 acre site will be flooded with treated wastewater to determine the amount of flow that can be accommodated. Once the treatment capability of constructed wetlands is determined, the feasibility of using additional areas for nutrient reduction of treated wastewater will be examined.

6.5 Existing Water and Sanitary Sewer Systems The capacities of the fresh water supply and wastewater disposal systems affect land use trends and planning for population growth within each of the seven sub-areas. Because of the lay of the land and major existing features, such as the Neuse River and Seymour Johnson Air Force Base, extension and expansion of utilities in some areas is more likely to be needed than in others. Protection of public health and cost effective improvement of service to key residential, commercial, and industrial growth areas requires that priorities be established and that system expansions be coordinated with the Land Use Plan. How the City should manage its response to growth in demand for utility services during the planning term is discussed for each sub-area in the following paragraphs.

6.5.1 Goldsboro Sub-Area The Goldsboro Sub-Area includes most of the land within the City limits and Seymour Johnson Air Force Base. Relatively small areas of the City are included in the outlying sub-areas; Mimosa Park and Batson Lots are assigned to the New Hope Sub-Area, NC 111 area and US 117 North are in the Belfast Sub-Area, Cherry Hospital area is in the Rosewood Sub-Area, Washington Park, Colonial Terrace, and Neuse Heights are in the O'Berry/Cherry Sub-Area, and Greenwood and Meadow Lane School area is in the Elroy Sub-Area. Areas of the outlying sub-areas are also included within the Goldsboro Sub-Area; Pleasant View, Pine Haven, and an area between SR 1300 and the Little River are included on the north, areas north of the Regional Vocational Rehabilitation Center and between US 117 and the Neuse River are added to the west, and the land flanking Westbrook Road is included to the south.

There are 199 miles of pipe in the sanitary sewer system ranging in size from 6 to 42 inches in diameter. The system is not inter-connected with the storm drainage systems, but portions are over 100 years old and some areas have flaws which allow storm water and ground water to leak

into the pipes and fittings. Plans are being prepared to address storm water inflow and groundwater infiltration.

6.5.2 New Hope Sub-Area The New Hope Sub-Area lies to the northeast of Goldsboro, in an arc between the Atlantic & East Carolina Railroad tracks on the east and a line formed by Wayne Memorial Drive on the west. Residential development is occurring along New Hope Road between Central Heights Road and Millers Chapel Road, and on scattered sites further to the north and northeast. City water mains in the sub-area run along New Hope Road from Wayne Memorial Drive to Ervin Drive, and north along Wayne Memorial Drive to New Hope Road. To the north, beyond Tommy's Road lies the Belfast-Patetown Water District. To the northeast and east, beyond Tommy's Road and the City limit, lies the Eastern Wayne Water District. Sanitary sewer collectors do not extend beyond the City limits into the sub-area, but mains extend north and northeast toward the New Hope Sub-Area along Reedy Branch and Central Heights Road.

6.5.3 Belfast Sub-Area The Belfast Sub-Area lies to the north of Goldsboro forming a triangle between Wayne Memorial Drive on the east and the Little River on the west. Residential development is occurring on sites relatively close to established developed in the area. City water mains extend north along Wayne Memorial Drive into the Belfast Sub-Area, and along NC III and US 117 to the City limit. City sanitary sewer mains serve areas within the City limit along NC III and US 117.

6.5.4 Rosewood Sub-Area The Rosewood Sub-Area occupies the area west of the Little River and north of the CSX Railroad tracks. City water mains currently serve the southern corner of the sub-area by extending to the O'Berry Center along NC 581 and branching southwestward along SR 1008.

6.5.5 O'Berry/Cherry Sub-Area The O'Berry/Cherry Sub-Area lies west of Goldsboro between the CSX Railroad tracks on the north and the northern course of the Neuse River. City water and sanitary sewer systems do not currently extend into the sub-area.

6.5.6 Mar Mac Sub-Area The Mar Mac/Brogden Sub-Area occupies the area south of the Neuse River and southwest of Arrington Bridge Road. Two City water mains extend southward and cross the Neuse River along US 117 and Arrington Bridge Road. The US 117 line extends to Genoa Road (NC 1927) and branches along Old Grantham Road and Old Mt. Olive Highway. The Arrington Bridge Road main turns southwestward along Pecan Road.

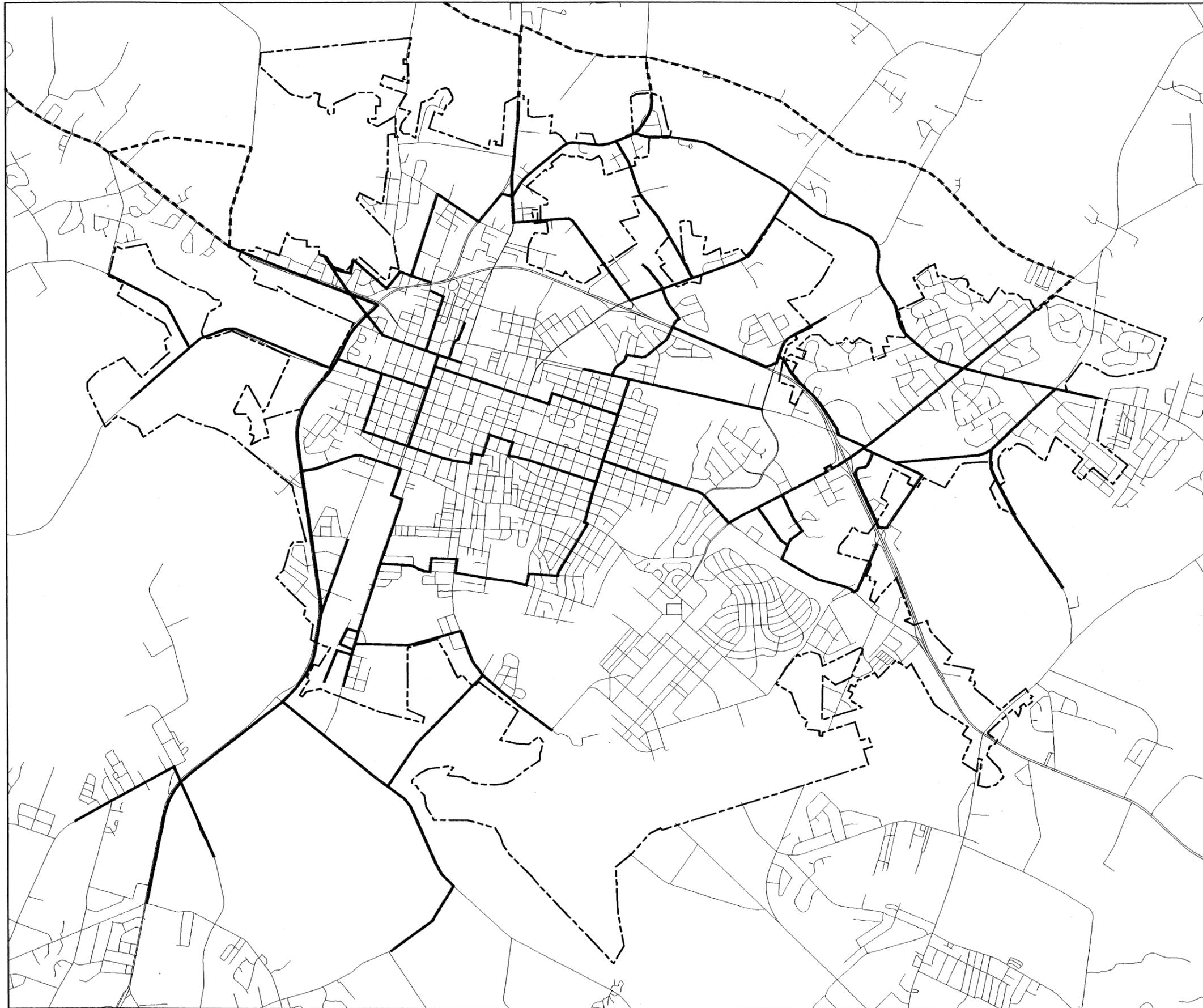
6.5.7 Elroy Sub-Area The Elroy Sub-Area lies southeast of Seymour Johnson Air Force Base and is bounded on the west by Arrington Bridge Road and on the north by the Atlantic & East Carolina Railroad tracks.

6.6 Proposed System Expansions During the planning period, portions of the utility systems may need to be extended for various reasons. Existing developed areas relying on septic disposal systems may need to be connected to protect public health. The City of Goldsboro is expected to take ownership of the Wayne County Genoa Wastewater Treatment Plant, which is a short distance west of the City Plant. The Genoa Plant will likely be closed, and the flow routed to the City Plant via a new force main. New development may occur close to existing main water and sanitary sewer lines and seek to connect to the systems. The towns of Fremont and Eureka may connect via force main to the City sanitary sewer system, extending new lines across previously unserved land, encouraging development at a higher density along the route. And, the City may extend water and sanitary sewer mains as part of a strategy to guide new development to areas where public services can most effectively be delivered. Where water supply mains exist in the area, portions may be acquired by the City. Because some existing lines may be undersized for current standards, replacement lines may be necessary to ensure adequate pressure and flow. The following sections describe, in general terms, alternative ways that the water distribution and sanitary sewer systems could be extended into the sub-areas to accommodate service needs created by these factors.

6.6.1 Goldsboro Sub-Area All of the Goldsboro Sub-Area is served by the existing water distribution system (see Figure 6-1). However, some of the piping is old and of smaller sizes than is desirable for effective service. One corrective measure in progress is the ongoing replacement of existing 2-inch diameter pipes with 6-inch diameter pipes. Most have been replaced. However, some 2-inch pipes remain.

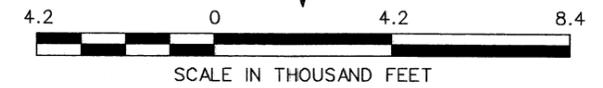
With the exception of the extreme northwest corner, flanking Salem Church Road, the Goldsboro Sub-Area is served by the existing sanitary sewage collection system (see Figure 6-2). No extensions or major changes to the existing system are known to be needed or are recommended.

6.6.2 New Hope Sub-Area Extension of the City water distribution system to serve new development in the New Hope Sub-Area can follow several routes (see Figure 6-1). The 16-inch main at the intersection of Wayne Memorial Drive and New Hope Road can be extended northeastward along Wayne Memorial Drive to Tommy's Road. The 16-inch main along US 13 can



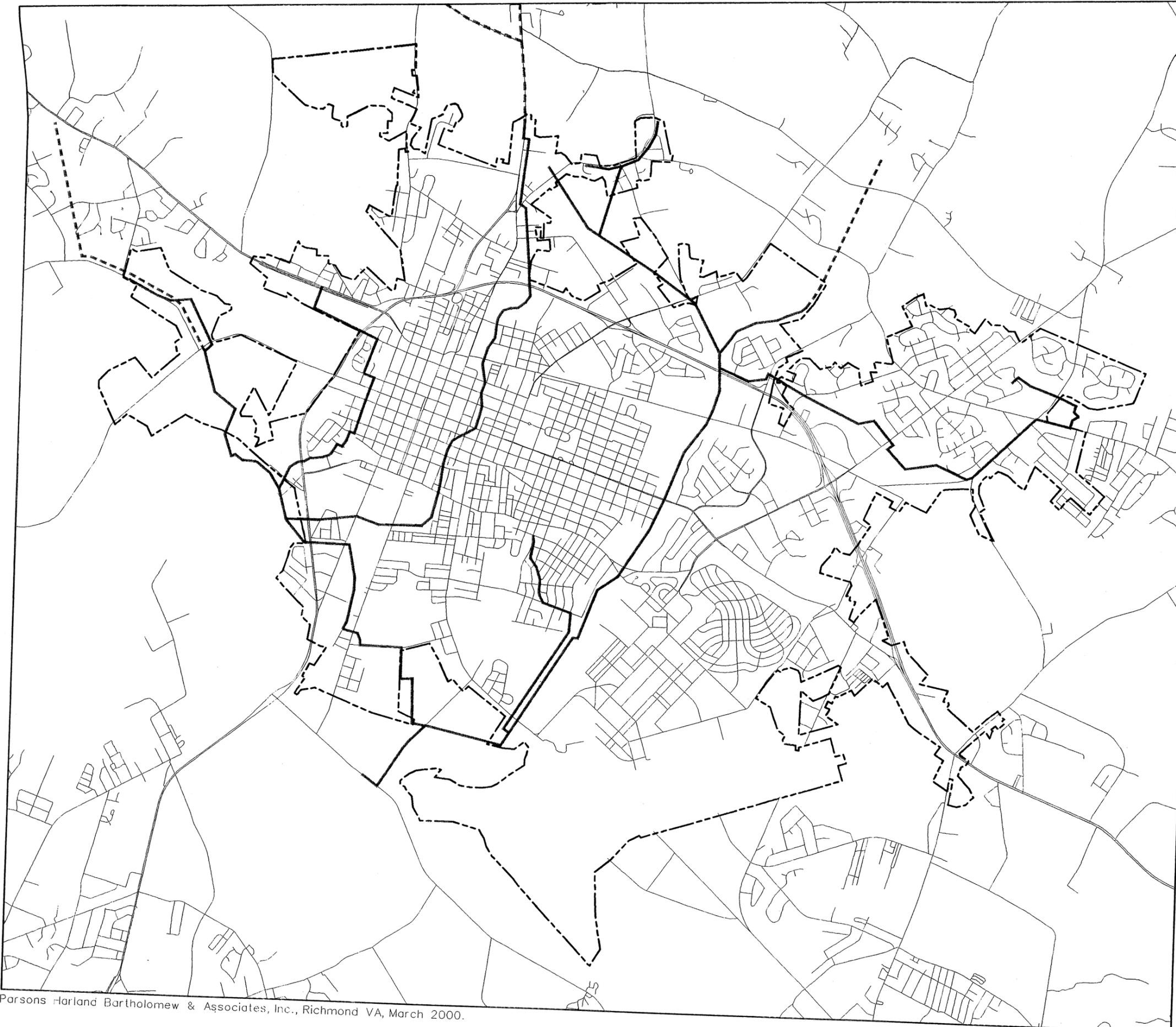
LEGEND

- CITY LIMIT
- EXISTING WATER DISTRIBUTION MAIN
- - - PROPOSED EXTENSION



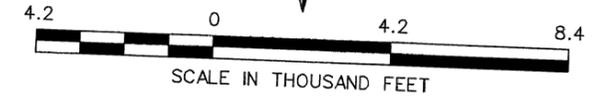
City of Goldsboro, North Carolina
Draft Comprehensive Plan

Figure 6-1
City Water
Distribution Mains



LEGEND

- CITY LIMIT
- EXISTING SANITARY SEWER MAIN
- - - PROPOSED EXTENSION



**City of Goldsboro, North Carolina
Draft Comprehensive Plan**

**Figure 6-2
City Sanitary
Sewer Mains**

be extended northeastward along that route also to Tommy's Road. Those two extensions can then be cross-connected by a new main along Tommy's Road.

Extension of sanitary sewer mains into the New Hope Sub-Area can be accomplished using a combination of gravity and force mains (see Figure 6-2). Within the Reedy Branch watershed, which lies between Wayne Memorial Drive and Hare Road, the land generally rises toward Saulston. Sanitary sewer mains extended into this watershed can rely partly or entirely on gravity flow to reach the existing system. Sanitary sewer extensions further northeastward to the vicinity of Saulston, or anywhere in the eastern portion of the sub-area, would require new pump stations and force mains to move the wastewater over the divide that separates the Bear Creek watershed from the Stony Creek watershed. Unused capacity in the pump station and 15-inch force main that currently extends service to the City limit along US 13 could support some additional customers in that area. Use of these facilities to capacity would increase flow into the gravity main along Billy Branch. Because the collector into which it connects, is near or at capacity, a parallel collector would need to be added to realize the full capacity of the system.

6.6.3 Belfast Sub-Area Expansion of the City water distribution system into the Belfast Sub-Area can be achieved by extending the existing 10-inch main northward along US 117, the 12-inch main northward along NC 111, and the existing 16-inch main northeastward along Wayne Memorial Drive (see Figure 6-1). These three mains would subsequently be cross-connected with a new main that follows Tommy's Road and continues west along Belfast Road (NC 1313) to serve new development along Salem Church Road.

Extensions of City sanitary sewer mains into the Belfast Sub-Area can employ gravity mains for a considerable distance north along NC 111 and US 117 and/or up Stony Creek and Howell Branch (see Figure 6-2). The land continues to rise to the north and a combination these four alternatives can be developed to efficiently accommodate growth. New collectors may be installed along the US 117 corridor to connect the Pikeville and Fremont systems. The point of connection would be at the point where Patetown Road crosses Howell Branch. West of the CSX Railroad tracks, the land slopes westward into the Little River watershed. Sanitary sewer lines installed to serve new development in the Salem Church Road area would most easily be served by a new pump station and force main routed back to the US 117 collector. The alternative, routing a new gravity main southward to the existing system at US 70 West, would likely involve a pump station and force main as well as considerable trenching along the eastern edge of the Little River.

6.6.4 Rosewood Sub-Area The City water distribution system could readily be extended into the Rosewood Sub-Area by installing new mains westward along US 70 to NC 581 to serve new industrial development surrounding the intersection of those two roads. A connection between the City system and the Fork Water District system exists along NC 581 near Cherry Hospital. The valve is normally closed, but can be opened to provide City water to the York system when needed. A branch could also be extended northward along Claridge Nursery Road to serve new residential development. This line could loop back to US 70 along the extension of Fedelon Trail when it is completed to US 70 (see Figure 6-1).

Extension of City sanitary sewer in the Rosewood Sub-Area beyond the Little River can best be accomplished by installing a new gravity main along the creek that parallels US 70 then turns south and west around the O'Berry Center (see Figure 6-2). This alignment would connect to the existing 21-inch gravity main near east of where NC 581 crosses the Little River.

6.6.5 O'Berry/Cherry Sub-Area Extension of the City the water distribution and sanitary sewer systems further into the O'Berry/Cherry Sub-Area is not likely to be needed during the planning term due to the low level of growth anticipated for the sub-area.

6.6.6 Mar Mac Sub-Area Expansion of the City the water distribution and sanitary sewer systems in the Mar Mac Sub-Area is not likely to be needed during the planning term due to the low level of growth anticipated for the sub-area.

6.6.7 Elroy Sub-Area Expansion of City water distribution and sanitary collection systems in the Elroy Sub-Area is not expected to be required during the planning term, because the anticipated growth in the sub-area is expected to consist entirely of large-lot rural residential development.

SECTION 7: Parks and Recreation

7.1 Parks and Recreation Overview Providing recreational opportunities is an important function of local government. Adequate park and recreation facilities contribute to the community's image and the well being of its citizens. A park and recreation plan is a major element of a planning program and should be used as a guide for long-range decision-making. Parks serve three main purposes:

- they provide areas for recreational activities;
- they create open spaces within the urban pattern; and
- they set aside scenic and natural areas not appropriate for normal urban uses.

Parks and public open spaces serve as areas of open relief in the urban pattern, as they reduce densities and offer contrast with the man-made elements of the urban scene. Open spaces have also shown to be valuable in having a beneficial effect on surrounding property. Not only do they stabilize or raise property values, they improve the very character and unity of urban areas. Herman Park, located in the center of Goldsboro, is an excellent example of this important interrelationship.

Communities have historically assumed the responsibility of providing space for active and passive recreation within the community, usually providing facilities for all age groups and various interests. However, an important element in outdoor recreation is private endeavors including

individual initiatives, voluntary groups, and commercial enterprises. Outdoor recreation starts in the backyard and extends to trips beyond the community. When people do use publicly-owned land or facilities, they often patronize private businesses to prepare for the activity. Outdoor recreation, unlike public services such as police protection, cannot be the sole responsibility of government. General access to the outdoors and basic facilities should be made available by the City for everyone, but the more specialized facilities are among the things that must be paid for by the individuals who wish to use them.

Recognizing the public role in parks and recreation, national standards for parks have been developed which recommend one acre of park land for each 100 persons in the community. Approximately one-half of this total space should consist of close-at-hand neighborhood facilities, located within a one-half mile walking distance of the residences to be served. These local neighborhood facilities should vary in size from five to ten acres. The remaining one-half of the park and recreational acreage of the community should be in large parks. These large parks generally should be in excess of 50 acres in size and include a wide range of large facilities such as picnic areas, athletic fields, nature preserves, botanical gardens and scenic areas.

7.2 Goldsboro Master Park Plan The most recent Master Park Plan for the City of Goldsboro, *Toward 1990, A Plan for Goldsboro Parks and Recreation*, was prepared in 1980. The City had a total park acreage at that time of 167 acres, 118 acres of which were devoted to six larger park facilities. Herman Park with 22 acres, Berkeley Park with 30 acres, Mina Weil Park at 23 acres, Fairview Park at 17 acres, H. V. Brown Park at 13 acres, and Peacock Park at 12 acres comprise the six larger facilities. Although the 1980 Master Park Plan recommended the acquisition of over 284 acres of park land, the only significant change to the City's park inventory has been the acquisition of a 142 acre golf course located in the southwest portion of the City, just east of John Street.

The population of the Goldsboro Metropolitan Planning Area is expected to increase to approximately 93,000 by 2025. Based on national standards, a total park and recreation system of 873 acres within the GMPA area should be provided. At present, the City is providing 311 acres of park space. Thus, there is a need for 562 acres of park land in order to meet national standards.

The amount of park and recreation land needed to meet national standards for each sub area is shown in Table 7-1. Based on existing inventory, significant park and recreation space shortages will occur in the Goldsboro, New Hope, Belfast, and Elroy sub-areas by the year 2025. The

Mar Mac Sub-Area (which contains the recently acquired municipal golf course) is the only sub area that meets national standards for parks and recreation space.

Table 7-1: Park and Open Space Needs, GMPA

Sub Area	2025 Population		Existing Acres	Needed Acres
	Projection	Acres/100		
Goldsboro	29,968	300	148	152
New Hope	15,231	152	20	132
Mar Mac	12,646	126	142	(-16)
Rosewood	4,033	40	0	40
Belfast	11,114	111	1	110
Elroy	11,904	119	0	119
O'Berry/Cherry	2,495	25	0	25
Totals	87,391*	873	311	562

Does not include persons who live at Seymour Johnson AFB.

The 1980 Master Park Plan proposals included additions of the municipal golf course, 10 acres to Berkeley Park, 12 acres to Fairview Park, 10 acres to Peacock Park and 10 to Quail Park. A series of neighborhood park facilities were also proposed, including a large open space of 70 to 90 acres along Stoney Creek. The above proposed acquisitions total approximately 284 acres, 278 short of total estimated demand for 2025. A significant portion of this acreage could be provided in large passive open space corridors along water bodies such as the Neuse River, Little River, Stoney Creek, West Bear Creek, and Poplar Branch. The remaining acreage could be provided in neighborhood facilities either through public neighborhood parks or in recreational facilities developed as a part of larger subdivisions.

As the GMPA continues to grow, so will the community's demand for adequate parks and recreation facilities. The existing Master Park Plan is almost twenty years old and does not address recent annexation or areas within the GMPA but outside of the City limits. It is therefore recommended that Goldsboro undertake a Master Park Plan update.

APPENDIX A: Bibliography

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& Recreation.* March, 1980

APPENDIX B: Persons and Agencies Consulted

AGENCY	PERSONS CONSULTED
City of Goldsboro	<p>Al Harrell Planner Planning and Community Development Department</p> <p>Don Chatman, AICP Director Planning and Community Development Department</p> <p>Karen Brashear Director Public Utilities</p> <p>Julie Wade Planner Planning and Community Development Department</p> <p>Terry Gallimore City Engineer</p> <p>Neil Bartlett Director Recreation and Parks Department</p>

AGENCY	PERSONS CONSULTED
City of Goldsboro, cont'd.	<p>Linda Bullock Coordinator Community Development Department</p> <p>Jeff Cooke Planning Technician Planning and Community Development Department</p>
Wayne County	<p>William Sullivan County Manager</p> <p>Bob Smithwick Director of Economic Development Economic Development Department</p> <p>Connie Price Planning Director Planning Department</p> <p>Jo Anne Thompson Assistant Director Economic Development Department</p> <p>Al Gilligan Mapping Technician</p> <p>Bill Troutman Wayne County School Board</p> <p>Edward Coltrain Wayne County Water District</p>
North Carolina Department of Transportation	Rhett Fussell Urban Area Coordinator
North Carolina Office of the Governor Office of State Planning	William Tillman State Demographer
Seymour Johnson Air Force Base	Ed Ellis Community Planner 4 th Civil Engineering Squadron

**APPENDIX C:
Employment
Projections,
2025**

Appendix C: Employment Projections, 2025

Zone #	Industry	Retail	Highway Retail	Office	Service	Special Generator*	Special Generator**	Total
1	18	39	39	245	145	-	-	485
2	38	58	16	18	538	-	-	669
3	12	32	10	49	85	-	-	188
4	13	7	12	26	48	-	-	106
5	-	13	8	32	65	-	-	117
6	124	94	12	37	14	-	-	281
7	266	134	87	563	594	-	-	1,643
8	131	81	125	209	89	-	-	635
9	379	111	21	24	20	-	-	555
10	284	162	96	13	106	-	-	660
11	26	43	32	26	41	-	-	167
12	4	12	43	44	386	-	-	489
13	(1)	172	89	89	119	-	-	468
14	-	-	-	-	-	-	-	-
15	-	-	-	-	-	-	-	-
16	-	-	-	-	-	-	-	-
17	-	-	-	23	168	-	-	191
18	68	98	16	-	18	-	-	200
19	29	199	13	8	16	-	-	264
20	299	271	19	78	205	-	-	871
21	9	52	3	(2)	-	-	-	63
22	204	176	50	251	182	-	-	863
23	210	16	13	13	31	-	-	283
24	19	185	8	14	197	-	-	423
25	-	17	8	9	8	-	-	42
26	110	207	20	32	20	-	-	388
27	50	305	40	112	29	-	-	536
28	35	65	205	28	490	-	-	823
29	-	60	67	-	464	-	-	591
30	-	-	-	-	1,360	-	-	1,360
31	145	835	340	-	261	-	-	1,580
32	6	42	18	53	78	-	-	198
33	67	75	77	282	88	-	-	589
34	157	1,400	611	212	670	-	-	3,049
35	11	67	86	72	89	-	-	326
36	-	10	14	-	30	-	-	54
37	832	-	4	-	-	-	-	836
38	103	-	-	-	-	-	-	103
39	2	70	9	-	9	-	-	90
40	221	83	54	4	72	-	-	434
41	-	-	16	-	-	-	-	16
42	(2)	-	-	-	9	-	-	7
43	595	126	32	82	158	-	-	993
44	132	44	127	43	93	-	-	439
45	69	78	133	38	59	-	-	376
46	542	20	16	8	52	-	-	637
47	590	158	315	79	149	-	-	1,290
48	118	115	63	39	101	-	-	437
49	921	376	-	24	67	-	-	1,387

Appendix C: Employment Projections, 2025

Zone #	Industry	Retail	Highway Retail	Office	Service	Special Generator*	Special Generator**	Total
50	-	31	92	16	-	-	-	139
51	123	29	40	83	76	-	-	352
52	49	8	-	8	15	-	-	79
53	-	-	62	32	797	-	-	891
54	-	-	-	-	-	-	-	-
55	-	-	-	-	-	-	-	-
56	-	-	39	(1)	(1)	-	-	37
57	218	45	225	272	78	-	-	838
58	29	10	77	23	151	-	-	291
59	(1)	18	14	-	15	-	-	47
60	5	37	-	-	66	-	-	108
61	92	602	-	-	172	-	-	866
62	777	70	57	26	26	-	-	956
63	3	28	59	38	194	-	-	322
64	15	89	44	-	29	-	-	177
65	50	46	14	8	40	-	-	159
66	1	-	-	-	-	-	-	1
67	4	16	-	16	1	-	-	37
68	16	-	-	-	-	-	-	16
69	315	13	7	-	(1)	-	-	335
70	166	-	-	-	-	-	-	166
71	(1)	4	8	-	(1)	-	-	10
72	13	20	-	8	83	-	-	124
73	-	-	-	-	-	-	-	-
74	586	89	152	13	71	-	-	911
75	192	37	19	-	28	-	-	275
76	3	1	4	-	7	-	-	15
77	-	-	-	-	-	-	-	-
78	(32)	-	-	(29)	-	-	-	(61)
79	-	-	-	-	-	1,495	-	1,495
80	-	-	16	8	-	1,123	-	1,147
81	47	81	26	16	67	-	-	237
82	(1)	-	-	5	43	-	-	47
83	182	66	47	8	27	-	-	329
84	29	25	44	9	40	-	-	148
85	-	19	9	16	20	-	-	63
86	115	24	63	13	37	-	-	252
87	(1)	7	39	-	-	-	-	46
88	-	-	14	-	-	-	-	14
89	-	15	-	6	-	-	-	21
90	-	-	-	-	-	-	-	-
91	-	-	-	200	-	-	-	200
92	-	-	-	-	-	-	-	-
93	-	-	-	65	-	-	-	65
94	-	-	-	-	-	-	-	-
95	-	-	-	384	-	-	1,000	1,384
96	-	-	-	1,000	-	-	-	1,000
97	(1)	1	-	-	(1)	-	-	(1)
98	-	-	-	-	-	-	-	-

Appendix C: Employment Projections, 2025

Zone #	Industry	Retail	Highway Retail	Office	Service	Special Generator*	Special Generator**	Total
99	-	13	1	-	31	-	-	46
100	-	2	-	-	-	-	-	2
101	4	7	(1)	-	-	-	-	10
102	-	-	-	-	-	-	-	-
103	7	5	-	-	(4)	-	-	8
104	-	-	-	-	-	-	-	-
105	-	-	-	-	-	-	-	-
106	-	-	-	-	-	-	-	-
107	-	-	-	-	(1)	-	-	(1)
108	-	-	-	-	-	-	-	-
109	-	-	-	-	-	-	-	-
Total	9,838	7,567	4,139	5,118	9,527	2,618	1,000	39,806
Active Duty Military Employees								3,900
Grand Total								43,706

APPENDIX D:
Dwelling Unit
Projections,
2025

Appendix D: Dwelling Unit Projections, 2025								
Zone #	Excellent Houses	Above Average	Average	Below	Poor	Special	Total	District
1	4	29	195	92	-	-	320	Goldsboro
2	-	59	304	237	5	-	605	Goldsboro
3	-	34	350	113	4	-	501	Goldsboro
4	-	41	250	681	15	-	987	Goldsboro
5	-	10	107	198	7	-	322	Goldsboro
6	-	2	34	196	3	-	235	Goldsboro
7	-	2	143	61	9	-	214	Goldsboro
8	-	2	70	74	3	-	149	Goldsboro
9	-	1	56	72	-	-	129	Goldsboro
10	-	-	40	80	-	-	120	Goldsboro
11	-	2	53	56	2	-	113	Goldsboro
12	-	211	277	172	-	-	660	Goldsboro
13	-	12	184	393	-	-	589	Goldsboro
14	-	79	175	37	-	-	291	Goldsboro
15	-	1	489	144	-	-	634	Goldsboro
16	-	98	123	9	-	-	230	Goldsboro
17	-	38	113	34	7	-	192	Goldsboro
18	-	22	181	60	-	-	263	Goldsboro
19	-	-	1	-	-	-	1	Goldsboro
20	-	-	2	-	-	-	2	Goldsboro
21	-	2	81	69	-	-	152	Goldsboro
22	-	4	72	75	8	-	159	Goldsboro
23	5	-	56	32	-	-	93	Goldsboro
24	-	3	67	41	2	-	113	Goldsboro
25	-	-	15	312	-	-	327	Goldsboro
26	1 ¹	11	162	95	1	-	270	Goldsboro
27	-	40	58	41	-	-	139	Goldsboro
28	142	174	209	1	-	-	526	Goldsboro
29	-	27	72	36	-	-	135	Goldsboro
30	-	-	-	-	-	-	-	Goldsboro
31	-	63	15	38	-	-	116	Goldsboro
32	46	39	125	1	-	-	211	Goldsboro
33	1	8	299	149	-	-	457	Goldsboro
34	-	2	259	126	-	-	387	Goldsboro
35	-	6	106	39	-	-	151	Goldsboro
36	-	-	19	495	-	-	514	Goldsboro
37	-	-	194	28	-	-	222	Goldsboro
38	-	1	5	2	-	-	8	Goldsboro
39	-	-	2	2	-	-	4	Goldsboro
40	-	1	89	53	2	-	145	Berry O'Cherry
41	-	-	10	68	-	-	78	Berry O'Cherry
42	-	2	11	4	-	-	17	Berry O'Cherry
43	-	5	-	-	-	-	5	Goldsboro
44	-	-	3	17	-	-	20	Goldsboro
45	-	3	64	23	-	-	90	Goldsboro
46	-	71	100	90	-	-	261	Goldsboro
47	325	483	102	24	1	-	934	Belfast
48	-	-	56	152	44	-	252	Goldsboro
49	125	155	151	59	5	-	495	Belfast
50	155	391	367	62	1	-	976	Belfast
51	-	71	170	45	1	-	287	Belfast

Appendix D: Dwelling Unit Projections, 2025								
Zone #	Excellent Houses	Above Average	Average	Below	Poor	Special	Total	District
52	-	38	174	50	1	-	263	Belfast
53	62	56	92	17	-	-	227	Belfast
54	-	116	188	18	-	-	322	New Hope
55	229	390	309	99	-	-	1,026	New Hope
56	1	11	171	63	1	-	247	New Hope
57	103	48	505	47	-	-	703	Goldsboro
58	1	41	370	52	1	-	465	Goldsboro
59	62	105	218	109	-	-	494	New Hope
60	246	214	379	144	-	-	982	Goldsboro
61	64	113	91	125	2	-	395	New Hope
62	-	7	100	238	5	-	350	Elroy
63	-	15	156	257	13	-	441	Elroy
64	-	91	101	90	-	-	282	Elroy
65	4	39	525	529	4	-	1,101	Elroy
66	-	23	200	632	-	-	855	Elroy
67	1	2	98	59	2	-	162	Elroy
68	-	25	84	213	1	-	322	Mar Mac
69	-	1	8	211	1	-	221	Mar Mac
70	-	107	123	470	-	-	700	Mar Mac
71	-	423	1,153	488	1	-	2,066	Mar Mac
72	1	11	76	165	2	-	255	Mar Mac
73	-	9	19	39	-	-	67	Mar Mac
74	-	49	397	73	-	-	519	
75	-	1	170	114	4	-	289	Mar Mac
76	-	107	277	246	1	-	631	Mar Mac
77	-	152	125	275	-	-	552	Mar Mac
78	-	1	19	21	1	-	42	Berry O'Cherry
79	-	-	3	14	-	-	17	Reserved
80	-	-	-	-	-	-	-	Reserved
81	-	12	302	168	1	-	482	Reserved
82	-	-	1	2	1	-	4	Reserved
83	3	158	430	82	-	-	673	Reserved
84	-	37	285	90	-	-	412	Berry O'Cherry
85	-	87	138	190	-	-	415	Berry O'Cherry
86	-	10	127	51	-	-	188	Reserved
87	-	233	158	37	-	-	428	Reserved
88	284	593	498	103	4	-	1,482	Belfast
89	-	222	30	22	1	-	275	Belfast
90	-	-	-	1,573	-	-	1,573	
91	-	-	-	-	-	791	791	
92	-	-	-	-	-	-	-	
93	-	-	125	-	-	-	125	
94	-	-	-	-	-	-	-	
95	-	-	-	-	-	-	-	
96	-	-	-	-	-	-	-	
97	406	371	187	56	-	-	1,019	Elroy
98	155	348	200	25	2	-	729	Elroy
99	62	86	144	57	2	-	351	Elroy
100	-	-	13	8	-	-	21	New Hope
101	-	2	125	34	7	-	168	New Hope
102	-	6	147	102	5	-	260	New Hope

Appendix D: Dwelling Unit Projections, 2025									
Zone #	Houses	Excellent	Above Average	Average	Below	Poor	Special	Total	District
103	2	67	345	115	10	-	539	New Hope	
104	-	398	49	60	1	-	508	New Hope	
105	-	11	121	35	1	-	168	New Hope	
106	38	794	192	44	-	-	1,068	New Hope	
107	-	526	254	93	2	-	874	New Hope	
108	77	19	125	336	1	-	559	New Hope	
109	-	8	84	27	1	-	120	New Hope	
Total	2,603	8,387	16,296	13,054	199	791	41,330		