

**Town of Swansboro  
Board of Commissioners  
September 23, 2025, Regular Meeting Minutes**

In attendance: Mayor William Justice, Mayor Pro Tem Jeffrey Conaway, Commissioner Pat Turner, Commissioner Joseph Brown, Commissioner Douglas Eckendorf and Commissioner Tamara Pieratti.

\*\*\*\*\*

**Call to Order/Opening Prayer/Pledge**

The meeting was called to order at 6:00 pm and Mayor Justice led the Pledge of Allegiance. Mayor justice took a moment for housekeeping items, asking attendees to maintain decorum by refraining from clapping or cheering, to keep to a strict 3-minute time limit for comments during the first public comment section, and to save comments pertaining to the public hearing for that portion of the meeting. He requested that everyone refrain from personal attacks or accusations, noting that several unjustified attacks had been levied at board members. He also asked board members and the public to silence their phones and refrain from phone use during the meeting.

**Public Comment**

Citizens were offered an opportunity to address the Board regarding items listed on the agenda. No comments were made.

**Adoption of Agenda and Consent Items**

On a motion by Mayor Pro Tem Conaway, seconded by Commissioner Eckendorf, the consent items below and the agenda as amended to move item *VI a. Interlocal Agreement for IT Services* to consent and remove items *VI b Monthly Financial Report as of August 31, 2025*, *VI c Future Agenda Topics*, and *closed session* from the agenda were unanimously approved.

- August 12, 2025, Regular Meeting Minutes
- August 12, 2025, Closed Session Minutes
- August 26, 2025, Regular Meeting Minutes
- August 26, 2025, Closed Session Minutes
- Accepting the Public Beach and Coastal Waterfront Access Funds and Adopting a Grant Project Ordinance for the Replacement of Main Street Dock
- Budget Ordinance Amendment #2026-2
- Tax Refund Request
  - O'Dell, Kyle Douglas & Catherine Leigh      \$108.01      Tag Surrender
  - Geddes, Derek Kenneth      \$3.46      Tag Surrender
  - Skrabacz, Richard Wayne & Robin Erickson      \$27.16      Over Assessment
- Interlocal Agreement for IT Services

## **Public Hearing**

*CAMA Future Land Use Map Amendment for parcels on W. Corbett Avenue from RA to Suburban Town Center*

Planner Rebecca Brehmer, explained the structure for the two related public hearings, noting they would open each hearing separately but allow the board to deliberate and vote on both after closing both hearings.

Planner Brehmer presented the application from Flybridge Swansboro LLC to amend the future land use map for tax parcels ID 019494 and 027733 from Rural Agricultural (RA) designation to Suburban Town Center designation. She noted this was the second application submittal for this request - the first was denied by the Board of Commissioners at their February 25, 2025, meeting. The Planning Board recommended denial at their September 2, 2025, meeting by a 6-0 vote. The parcels comprise approximately 38 acres located across from the intersection of West Corbett Avenue and Belgrade Swansboro Road.

Kyle Fountain, attorney with Lanier Fountain and Ceruzzi, located in Jacksonville, North Carolina, representing Flybridge Swansboro LLC, introduced the development team as part of the presentation in support of the proposed amendment and rezoning for the parcels on W. Corbett Avenue. The team included several experts: Brad Schuller, a land planner from Paramount Engineering; Corey Mabus, the Vice President of Construction with Carolina Commercial Contractors; Tim Clinkscales, an engineer from Paramount Engineering who contributed as the engineer for the project; and Reinhold Stephenson, a traffic engineer with DRMP specializing in matters related to traffic. Fountain voiced his gratitude for the opportunity to present and thanked everyone for their time and consideration. The team collectively provided insights into the benefits and plans for the proposed development, addressing various aspects such as engineering, construction, and traffic management associated with the Flybridge project.

Brad Schuller of Paramount Engineering presented the proposed amendment, explaining that although the CAMA plan currently designates the site as Rural Agricultural, the surrounding area along NC 24 has experienced substantial commercial growth. He noted existing commercial zoning on both sides of the property and nearby developments such as office/warehouse uses, a planned commerce park, Bojangles, Team Chevrolet, and an attorney's office. Schuller emphasized the site's strategic location on a major commercial corridor near a signalized intersection with water and sewer access, making it better suited for higher-intensity development. He outlined how the revised concept aligns with CAMA goals by promoting balanced growth, walkable mixed-use development, and environmental protection. Key updates include preserving over 16 acres (42%) as open

space to protect wooded areas and wetlands, removing one multifamily building and one commercial outparcel, and designing stormwater facilities that exceed state standards by 50%. The plan also incorporates sidewalks along NC 24 to connect with existing walkways, supporting pedestrian access and mixed-use connectivity.

Corey Mabus, representing Flybridge Swansboro and Carolina Commercial Contractors, presented a comprehensive overview of the housing needs and economic benefits Flybridge aims to address. According to Mr. Mabus, there existed a substantial rental housing shortage in Onslow County, currently estimated at 5,031 units. Mr. Mabus noted that the median family income in the Jacksonville Metropolitan Statistical Area (MSA) was \$80,807. Flybridge proposes a project with a median rent of \$1,500/month, a figure positioned as attainable for households earning \$60,000/year, approximately 75% of the area median income. Mr. Mabus emphasized that the project would cater to workforce housing needs without relying on subsidies, indicating the development's target demographic includes teachers, first responders, young adults, retirees, and working families.

Highlighting the economic viability and quality of the project, Mr. Mabus detailed that Flybridge would be established as a 4-star community, offering high-quality housing with strong finishes and amenities, yet not falling into the luxury or subsidized housing categories. He stressed that the planned development would not become a Section 8 designated housing project.

Mr. Mabus also addressed concerns about potential impacts on the local school system. Drawing from national data, he noted that about 13% of households living in multifamily units have school-aged children. Applying this average, Flybridge anticipated about 40 households among the proposed 300 units to have children, spread across various grade levels rather than straining one particular school. The presentation indicated that the new Eastern Middle and Elementary Schools, scheduled to open by 2029, were intended to alleviate capacity issues at existing Swansboro schools through planned redistricting measures. Currently, Swansboro Elementary was projected to operate at 16% under capacity, supporting the argument that the area can accommodate additional families without immediate strain.

On the economic impact front, Mr. Mabus projected that the Flybridge development would significantly boost local revenues by generating permit fees that were expected to be more than double the annual forecasted revenues for the town. He quantified the development's contribution to Swansboro's tax base, estimating it at an 8.15% increase, which he asserted surpasses the combined growth of the past three years. Mr. Mabus

concluded by conveying that Flybridge aligns with the town's strategic goals and economic vision, portraying the project as a meaningful investment poised to spur local economic development while also fulfilling significant housing shortfalls.

The public hearing was opened at 6:46 pm, for comments on both public hearing items.

During the public comment period, thirty-two citizens voiced opposition to the Flybridge proposal, citing concerns about infrastructure limitations, growth impacts, and preserving Swansboro's small-town character. Key issues included the ONWASA wastewater treatment plant nearing capacity and relying on a single lengthy pipeline with no upgrades anticipated before 2030, as well as fears of an unsustainable population increase given over 1,450 housing units already planned in nearby Hubert. Opponents also criticized proposed rent levels as unaffordable for many single-income workers, raised environmental concerns, and warned of increased traffic congestion—particularly with Queens Creek bridge repairs in the future—while questioning whether the projected \$200,000 annual tax revenue would adequately support additional demands on police, EMS, schools, and infrastructure. In contrast, three citizens expressed favorable or neutral views, noting benefits such as ADA-accessible housing to better integrate disabled residents, the need for multifamily options for aging populations transitioning from single-family homes, and improved housing accessibility overall. Some comments also questioned the clarity of the land use plan and expressed skepticism about compatibility with Swansboro's character, particularly regarding the inclusion of three-story buildings, which are uncommon in the town. The following individuals spoke:

- Lauren Brown, 504 Greenfield Place
- Jake Brown, 314 N. Plantation Lane
- Meredith Meilleur, 220 River Reach Drive
- Steven Land, 902 Morganser Drive
- Ed Binanay, 222 Elm Street
- Elaine Sioufi, 717 Phillips Drive
- Ralph Kohlmann, 60 Pickett Court
- Wayne Herbert, 102 Oyster Bay Road
- Jeff Brooks, 114 Oyster Bay Road
- Craig Powell, 703 Hibiscus Court
- Laurent Meilleur, 220 River Reach Drive
- Susan Gasperson, 223 Walnut Street
- Frank Cizerle, 303 River Reach Court
- Jamie Petani, 2102 Holly Hills Court
- Ashleigh Gardner, 101 Longwood Drive

- Jody Seratin, 110 Oyster Bay Road
- Anne Shuller, 140 Front Street
- Lee Shuller, 140 Front Street
- Robert Gasperson Jr., 223 Walnut Street
- Tim Peters, 210 Pigeon Lane
- Todd Gardner, 304 Limbaugh Lane
- David Epperson, 246 Channel Marker Loop
- Clayton New, 11 Creekside Woods
- Francis Corbett, 158 Dr. Corbett Road
- Michael Chase, 303 Baffle Court
- Constance Crocker, 111 Jones Road
- Doug Rogers, 406 Elm Street
- Cyndy Gibbs, 204 Venice Court
- John Hunnings, 81 Pickett Way
- Keith Walsh, 149 Hawkins Landing
- Joyce Johnson, 195 Peninsula Manor Lane
- Rachel Lovejoy, 210 Knightheds Drive
- Mike Guthrie, 210 Knightheds Drive
- Jennifer Ketner, 114 Water Street
- Tom Pieratti, 708 Meeting Park Lane

Mayor Justice shared his remarks prior to concluding the hearing. He reiterated his previous stance as the deciding vote against the project, stating that nothing had changed his viewpoint. Mayor Justice shared that he had received a phone call sharing negative feedback from Raleigh regarding the project. Additionally, he highlighted the lack of planned road improvements for the next decade, referencing his involvement with development committees. He emphasized his duty to represent the interests of the citizens.

The public hearing was closed at 8:54 pm.

#### *Zoning Map Amendment to rezone parcels on W. Corbett Avenue from RA to B-1 Conditional Zoning*

Rebecca Brehmer briefly introduced the companion rezoning request for the same 38.92 acres from RA to B-1 Conditional Zoning for the proposed multifamily and commercial project. The timeline and planning board recommendation were the same as the CAMA amendment, except the developer withdrew the first rezoning application at the February meeting rather than receiving a denial.

The concept plan showed 300 apartments (reduced from 324) and 5 commercial outparcels (reduced from 6). Requirements included a 6-foot wooden fence along residentially zoned properties, buildings set back over 90 feet from existing homes, and any structures over 35 feet were subject to 200-foot setback from the corridor.

[Since both hearings were conducted together, the public comment and presentations described above applied to both the CAMA amendment and rezoning.]

A motion was made by Mayor Pro Tem Conaway, seconded by Commissioner Turner, to deny Resolution 2025-R11 for the CAMA Future Land Use Map Amendment and Ordinance 2025-O8 for the Zoning Map Amendment.

Before voting, board members shared their thoughts on the Flybridge proposal: Commissioner Jeffrey Conaway explained that he had cross-referenced the petition signatories with his election voters and found significant overlap. He felt this made his decision to oppose the project clear.

Commissioner Pat Turner acknowledged Flybridge's presentation but stated her vote would prioritize what Swansboro citizens want and need.

Commissioner Doug Eckendorf expressed conflict between supporting growth and respecting the overwhelming citizen opposition. He emphasized the need to consider future generations while acknowledging the current residents' concerns.

Commissioner Joe Brown defended his support for the project, citing the need for tax revenue and infrastructure improvements. He expressed frustration with personal attacks he had received and reiterated his belief that Flybridge could benefit Swansboro but stated that he would vote with the majority of the board.

Commissioner Tamara Pieratti noted that while many opposed the project, there were also supporters who felt intimidated to speak out. She emphasized the need to manage inevitable growth and suggested that many questions about the project had been answered.

Mayor Justice called for a vote upon completion of the discussion and the motion carried 4:1 for denial of Resolution 2025-R11 for the CAMA Future Land Use Map Amendment and Ordinance 2025-O8 for the Zoning Map Amendment.

Ayes: Conaway, Turner, Eckendorf, Brown

Noes: Pieratti

### **Public Comment**

Francis Corbett of 125 Dr. Corbett Road commended the board for its recent decision and urged members to rewrite the town's land use plan, stating it was unclear and was

originally developed with excessive reliance on outside consultants rather than local input. She expressed concern about proposed state legislation that could remove local authority over planning decisions and encouraged the board to oppose such measures. Additionally, Ms. Corbett highlighted school capacity challenges based on her experience as a former principal and stressed the need for proactive traffic solutions, specifically advocating for a bypass around Swansboro and direct engagement with the Department of Transportation.

### **Adjournment**

On a motion by Mayor Pro Tem Conaway, seconded by Commissioner Turner, the meeting adjourned at 9:17 pm.

# Regular Meeting September 23, 2025



1

1. Please turn cell phones to "off" or "vibrate".

2. The Board offers the public three opportunities to speak during the meeting:

A comment period is offered at the beginning and end of the meeting. Please note that a separate opportunity is provided for those items requiring a public hearing.

Public Hearing(s) – There are 2 public hearings scheduled for this meeting.

2



## PUBLIC COMMENT

Citizen opportunity to address the Board for items listed on the agenda.  
*(Not for Public Hearing Items)*

3

## AGENDA AND CONSENT ITEMS

**Action Needed:** *Motion to Adopt the Agenda as prepared (or amended) and approval of the Consent Items*

4

# PUBLIC HEARING

## CAMA Future Land Use Map Amendment for parcels on W. Corbett Avenue from RA to Suburban Town Center

Flybridge Swansboro LLC has submitted an application for a future land use map amendment. The amendment proposed would change the sites located at Tax Parcel ID 019494 and 027733 from a RA (rural/agricultural) designation to a Suburban Town Center designation.

### ***Recommended Action:***

- 1. Hold a public hearing***
- 2. Motion to approve or deny Resolution 2025-R11 for proposed amendment to the CAMA Land Use Plan Map, changing the site from a RA (rural/agricultural) designation to a Suburban Town Center designation.***

**Presenter: Rebecca Brehmer, CFM, CZO – Town Planner**

5

# PUBLIC HEARING

## Zoning Map Amendment to rezone parcels on W. Corbett Avenue from RA to B-1 Conditional Zoning

Flybridge Swansboro LLC seeks a conditional rezoning for +/- 38.92 acres on parcels of land identified as Tax Parcel ID 019494 and 027733, from RA (Residential/Agricultural) to B-1 CZ (Business Conditional Zoning) to develop a proposed multi-family and commercial project.

### ***Recommended Action:***

- 1. Hold a public hearing***
- 2. Motion to approve or deny Ordinance 2025-O8 for conditional rezoning of Tax Parcel ID 019494 and 027733, from RA (Residential/Agricultural) to B-1 CZ (Business Conditional Zoning).***

**Presenter: Rebecca Brehmer, CFM, CZO – Town Planner**

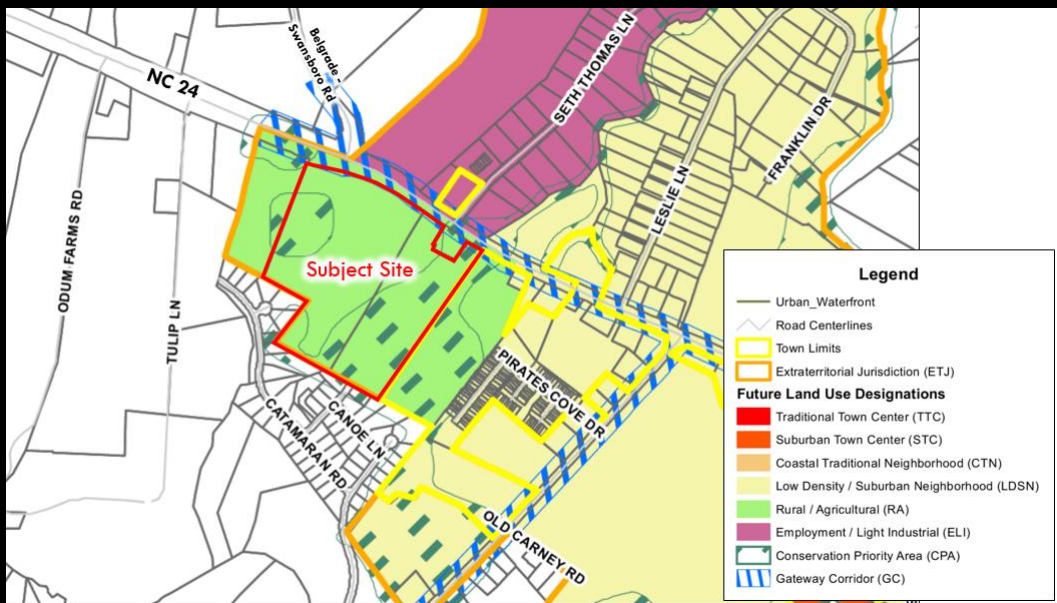
6

## SITE MAP



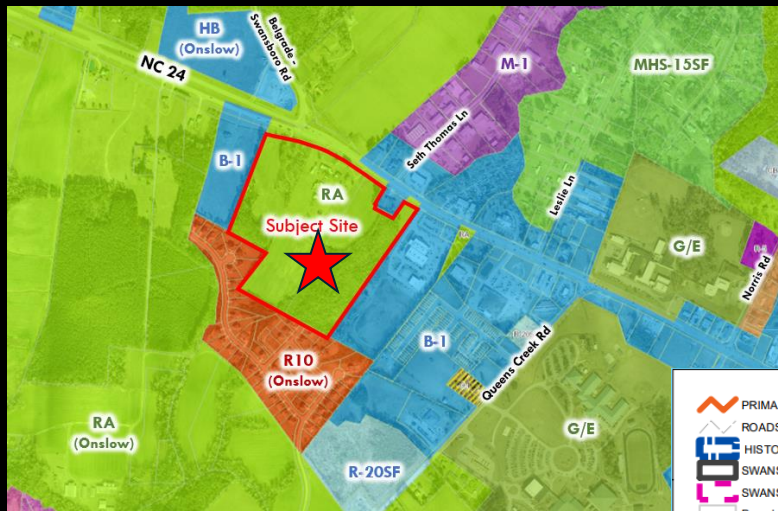
7

## CAMA FUTURE LAND USE PLAN



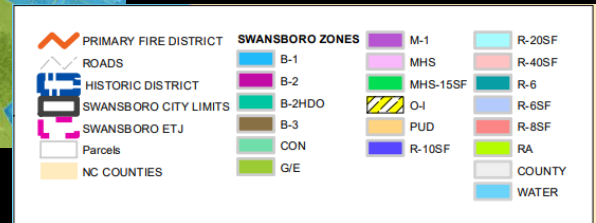
8

# ZONING MAP



Presenter: Rebecca Brehmer,  
Projects/Planning Coordinator, CFM, CZO

## Town Limits Map



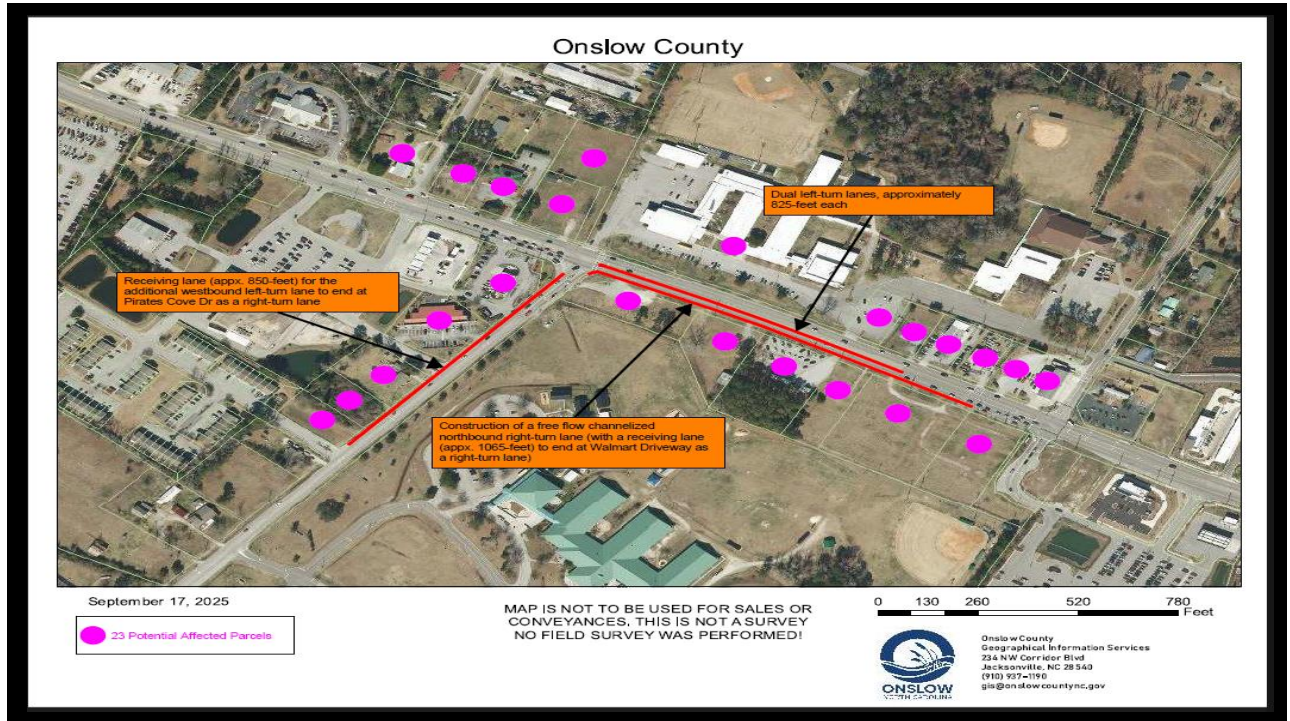
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# CONCEPT PLAN



10



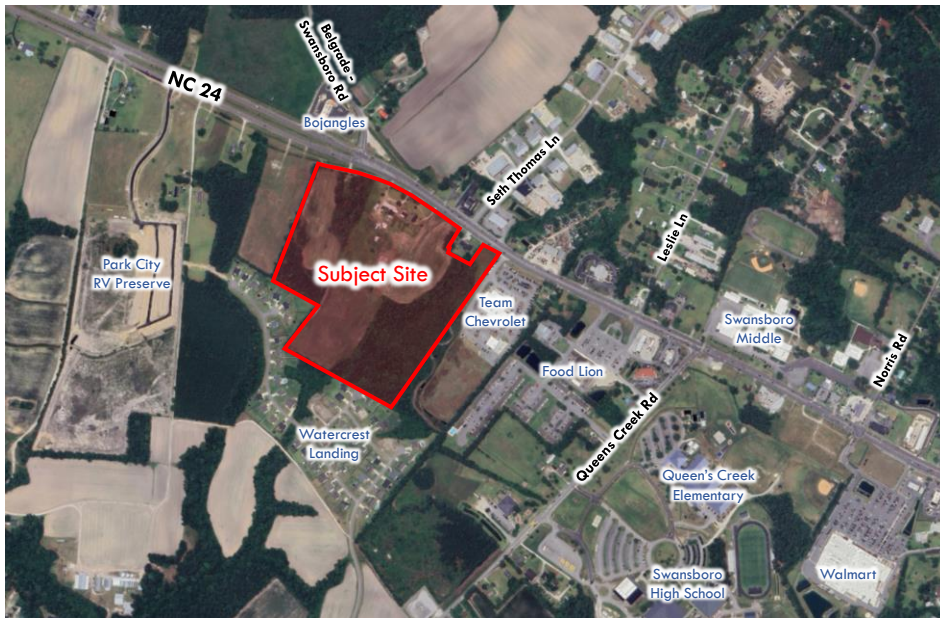


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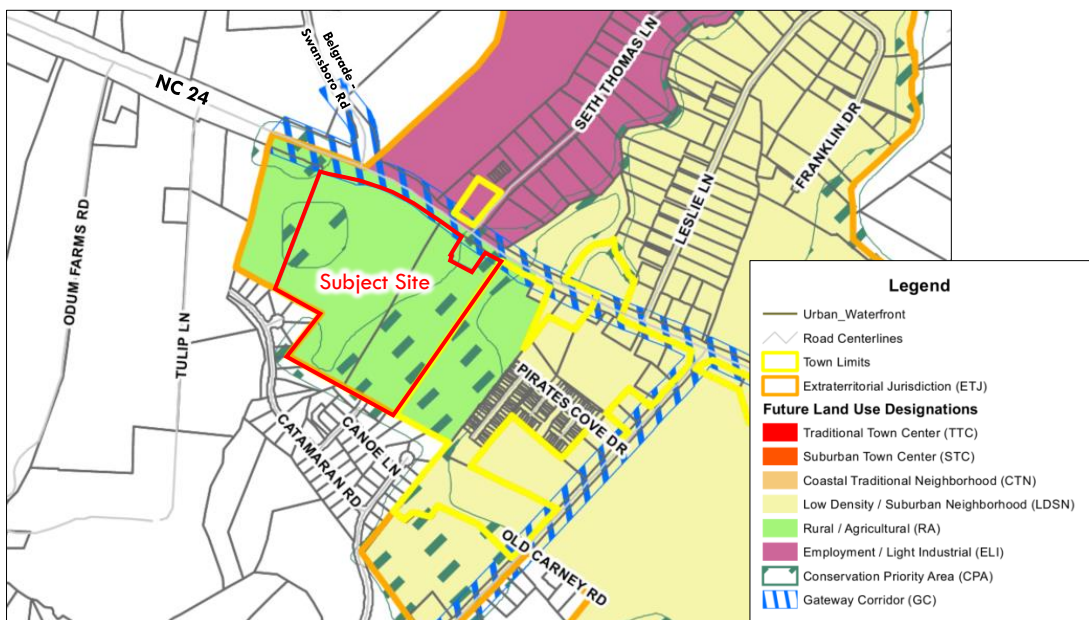
12

## Subject Site



13

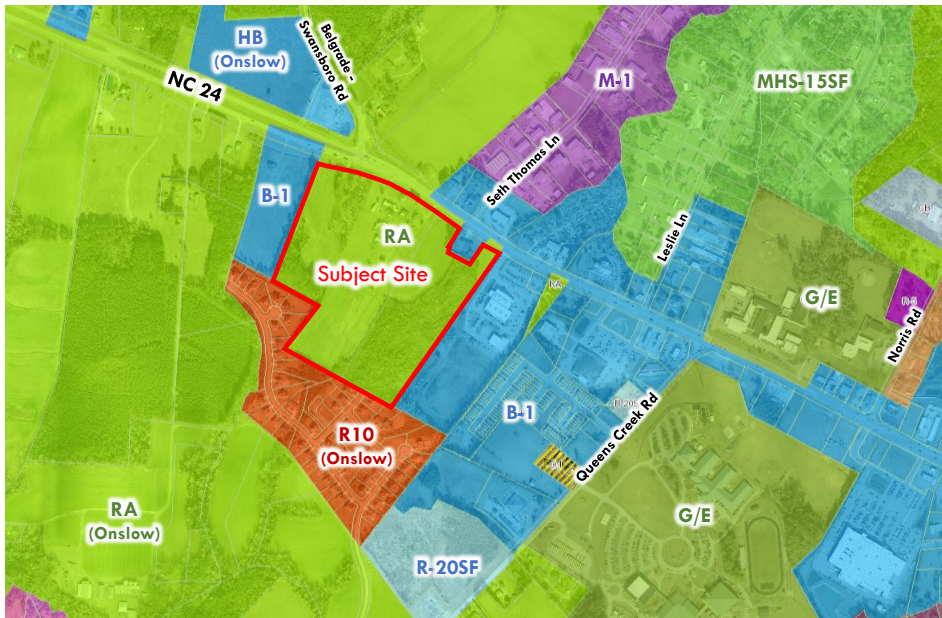
## Subject Site – Future Land Use



14



## Subject Site - Zoning



15

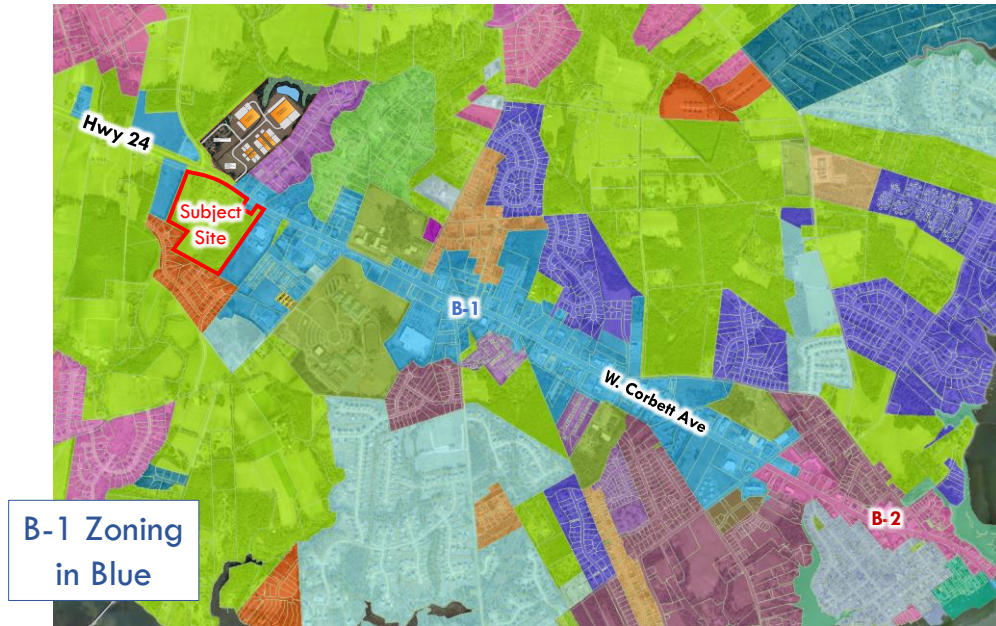
## Subject Site - Zoning



16

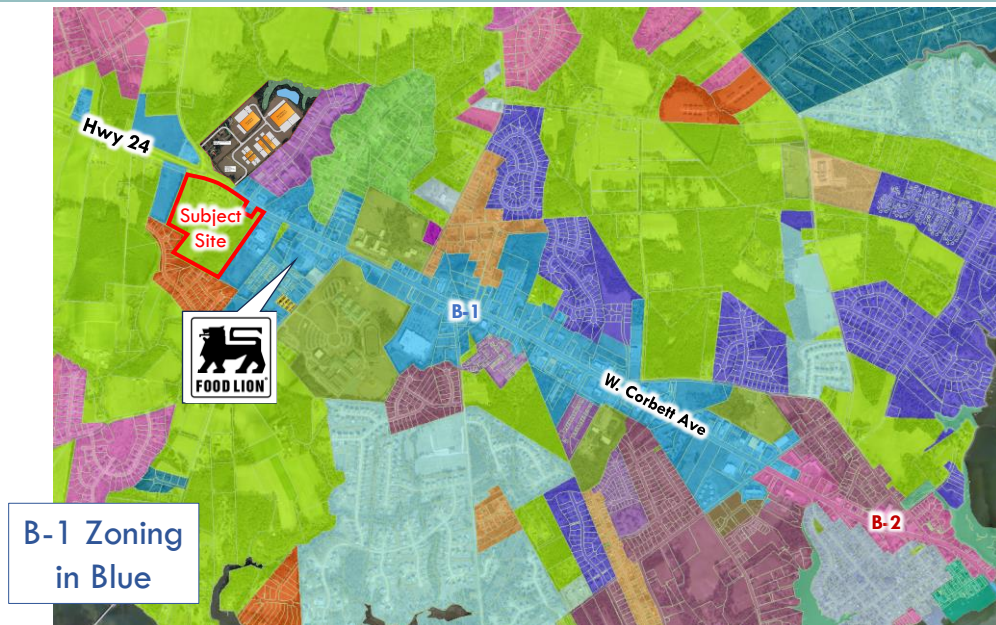


## Subject Site - Zoning Along Corbett Ave



17

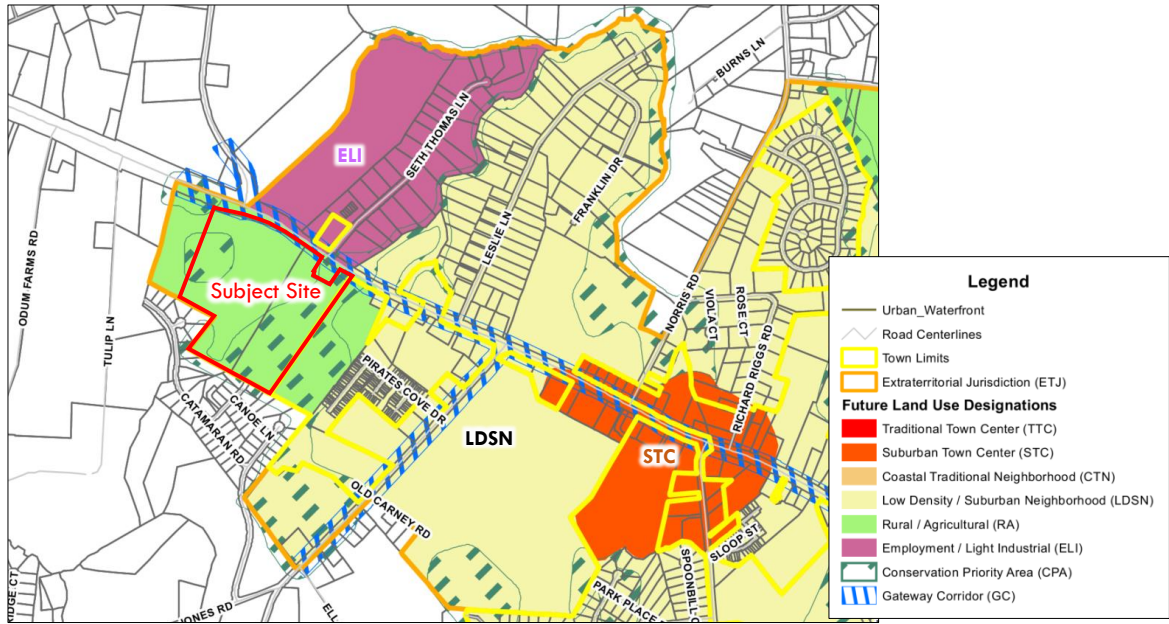
## Subject Site - Zoning Along Corbett Ave



18

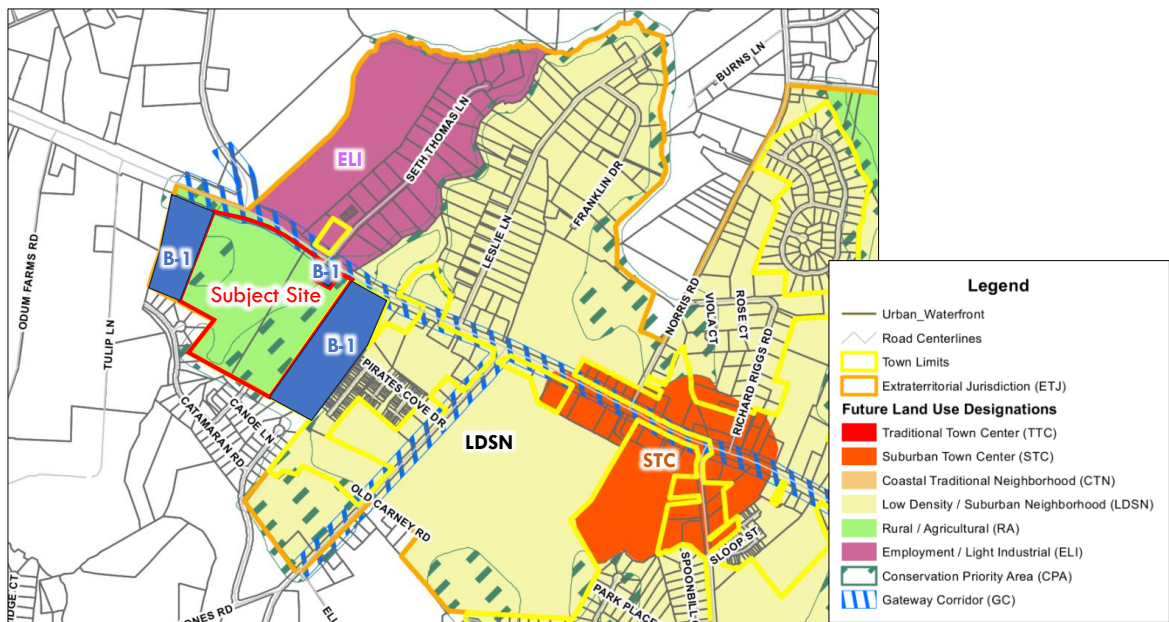


## Future Land Use Map



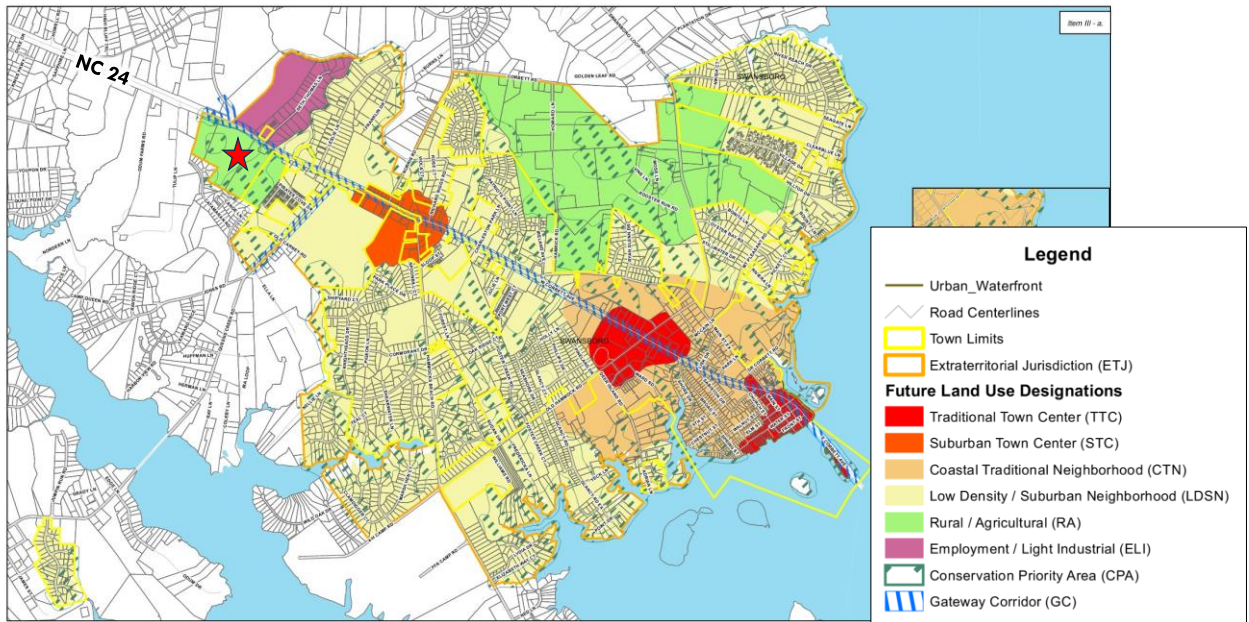
19

## Future Land Use Map



20

## Subject Site – Future Land Use



21

## Future Land Use Map Amendment

**5**

### RURAL / AGRICULTURAL (RA)

Respect for agricultural lands was determined to be an important character of the Swansboro area. Rural views and working farms were once a major component of the landscape. Contrary to common conception, farms are not idyllic gardens or "neighborhoods waiting to develop" but are an almost industrial-type use where soil is worked and food/products are grown and harvested by large machines. Higher, flatter, drier areas are often the first to be consumed by development, and that has occurred in Swansboro, even as recently as the construction of the new high school. Preservation of existing agricultural areas was therefore prioritized with the creation of a FLU designed to protect these landscapes.

**CHARACTER**

Residential structures are typically separated from each other by large yards and/or working farms that may contain industrial-style structures like pole barns or large metal sheds. Farm equipment and machinery is likely to be found stored outside either year-round or in between jobs. Landscaping is often sparse and generally is subservient to the uses on the farms.

**ACCESS AND CIRCULATION**

Characterized by rural roads with ditches and very little accommodation for pedestrians. Additional right-of-way may be reserved if the road is a rural thoroughfare, or likely to be widened and improved in the future.

Example of a rural thoroughfare

Agricultural field

### RURAL / AGRICULTURAL (RA)

Agricultural land generally occurs outside the town limits but is within the town's ETJ. Though there are working farms, rural residential and agritourism activities may occur here. Water and sewer infrastructure are typically not available.

22

## Future Land Use Map Amendment


**5**

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*Example of a rural farmstead*



*Agricultural field*

5: Swansboro 2041-2042 for Fall 2020

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23

## Future Land Use Map Amendment


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*Agricultural field*

5: Swansboro 2041-2042 for Fall 2020

#### OTHER CONCERNS

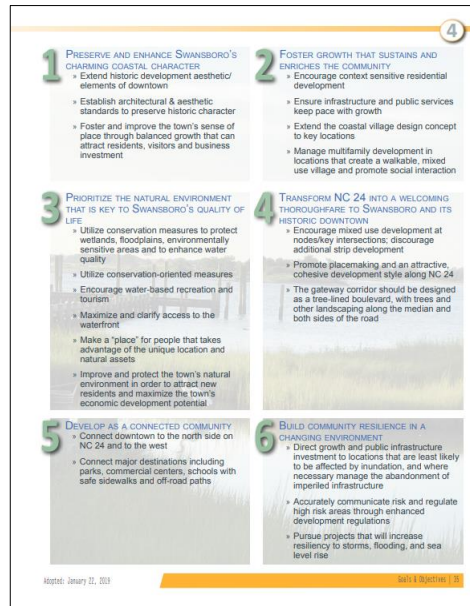
The lower density of development in RA will quickly consume land in this area when it is developed and may inadvertently displace residential demand and development to just outside the town's ETJ. This may be exacerbated by the availability of water and sewer services, and potentially lower lot size requirements. The Town should coordinate with the County and ONWASA to avoid this outcome.

Additionally, a restriction on density within the town which provides municipal services ( i.e. - parks, streets, water, sewer, police, etc.) may consume a large amount of land and return a lower amount of revenue (property taxes) that is used to support those municipal services. Generally speaking, higher density lots will provide greater return on investment (property taxes) to support the services that the town provides.

24



## Future Land Use Map Amendment



25

## Concept Plan



26

## Concept Plan

Preservation of  
Land



27

## Concept Plan

Preservation of  
Land  
(approx. 42%)



28

## Concept Plan



29

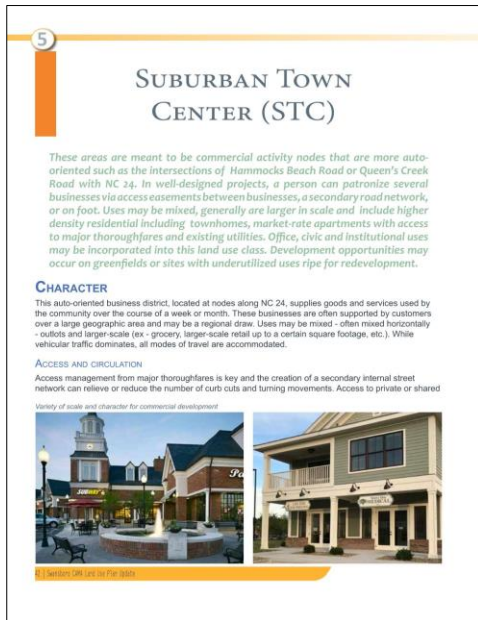
## Concept Plan



30



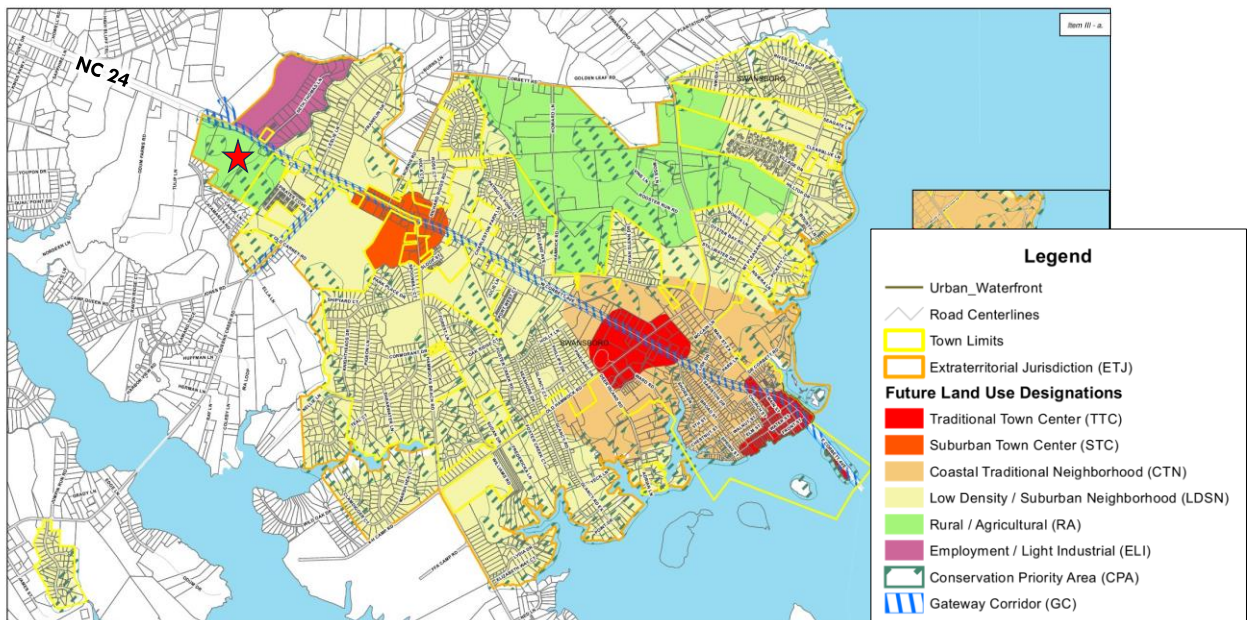
## Future Land Use Map Amendment



- Auto-oriented business district located at nodes along NC 24.
- Development opportunities on greenfields or underutilized sites.
- Commercial services that supply the community and larger geographic area.
- Mix of uses including higher density residential including market-rate apartments with access to major thoroughfares and existing utilities.
- Access to several businesses via easements, sidewalks, or a secondary road network.
- Secondary internal street network to reduce curb cuts and turning movements along the major thoroughfare.
- Sidewalks throughout the development.

31

## Subject Site – Future Land Use



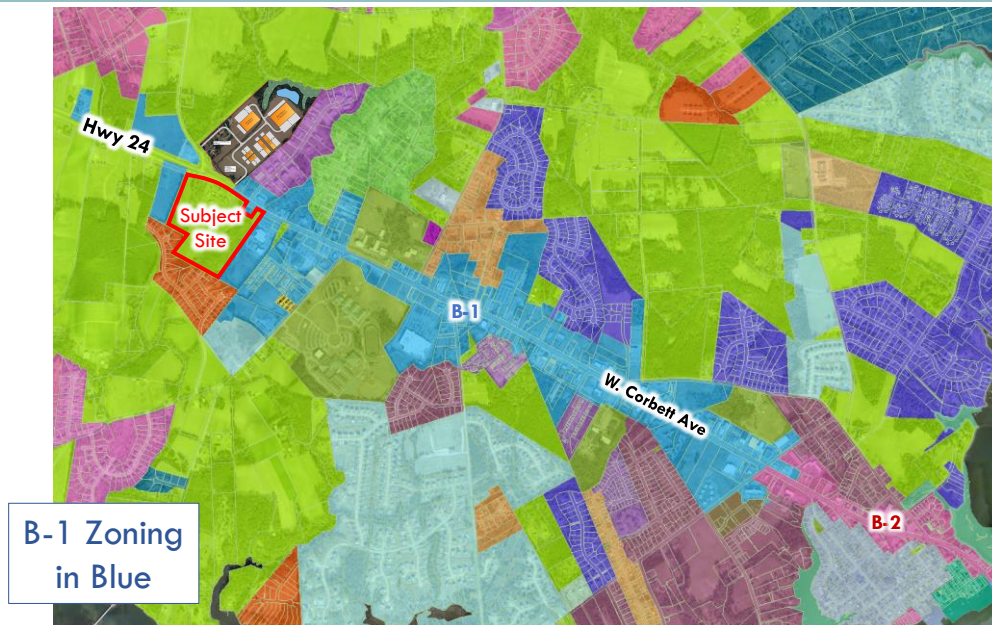
32

## Concept Plan



33

## Subject Site - Zoning Along Corbett Ave

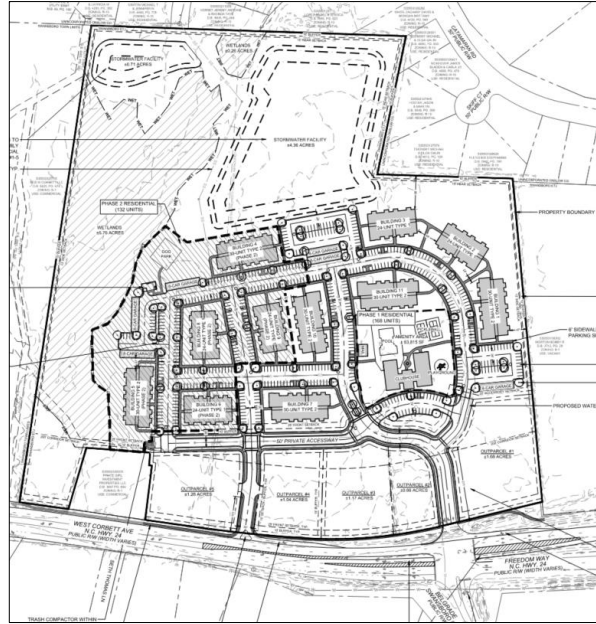


34



## Concept Plan

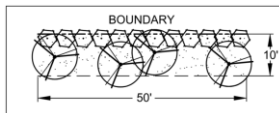
Plan reviewed by the  
TRC and revised  
accordingly



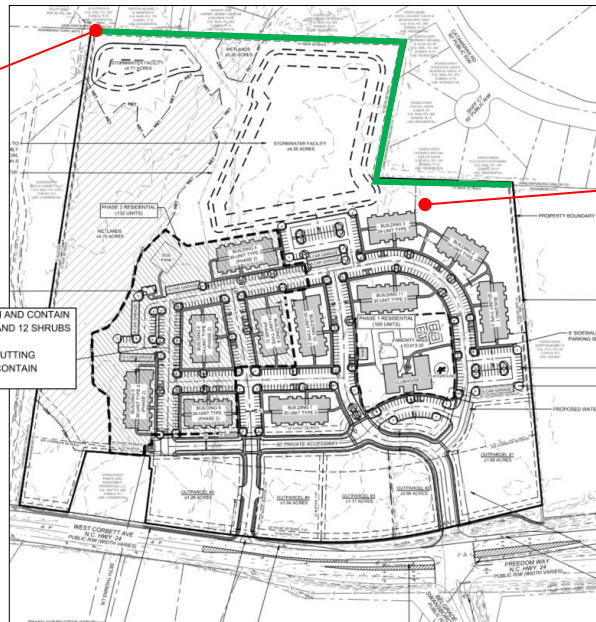
35

## Concept Plan

**Required Buffer**  
-Includes 6' wooden  
fence along  
residential zoning



THE REQUIRED BUFFER SHALL BE A MINIMUM OF 10' IN WIDTH AND CONTAIN AT LEAST 2 CANOPY TREES OR FOUR UNDERSTORY TREES, AND 12 SHRUBS FOR EVERY 50 LINEAR FEET.  
THE BUFFER SHALL INCLUDE A 6' WOODEN FENCE WHERE ABUTTING RESIDENTIALLY ZONED PROPERTY, EXCEPT IN AREAS THAT CONTAIN EXISTING WETLANDS.

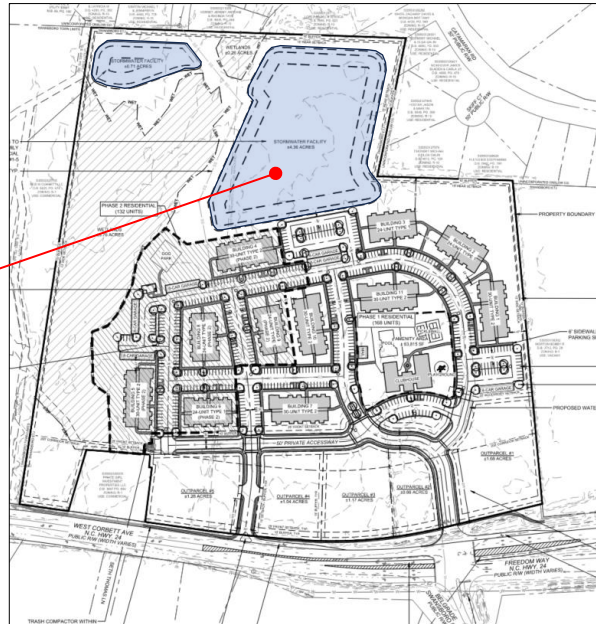


**Proposed  
buildings setback  
90+ feet**

36

## Concept Plan

- Proposed stormwater facilities to exceed NCDEQ State water quality standards (pollutant runoff) by 50%.
- Pond designed to control up to and including the 100-year 24-hour storm (11.6 inches in 24 hours – NOAA data for Swansboro)

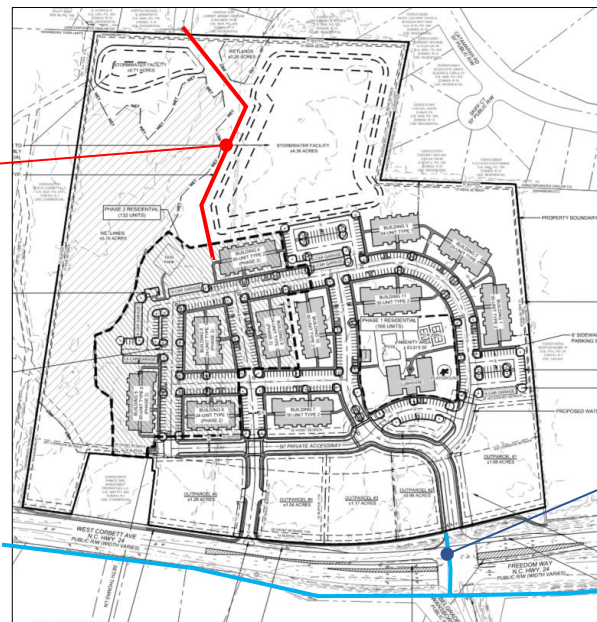


Impervious is  $\approx 15.52$  acres (40% of the site)

37

## Concept Plan

Proposed sewer connection from Watercrest Landing (ONWASA)

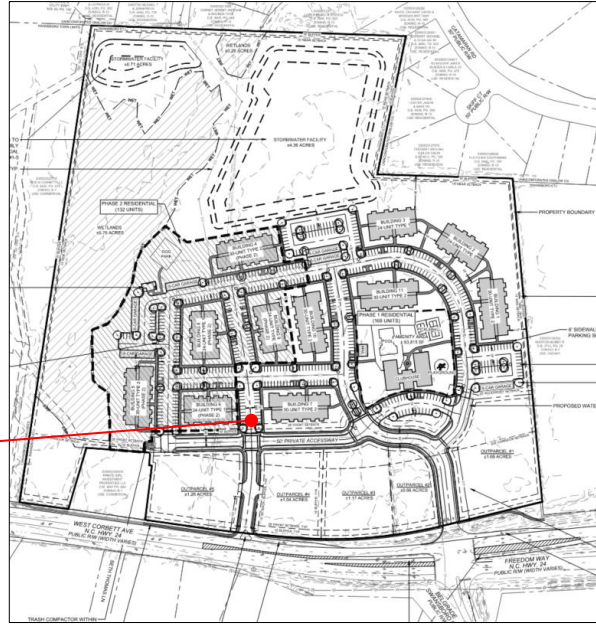


Proposed water connection (ONWASA)

38

## Concept Plan

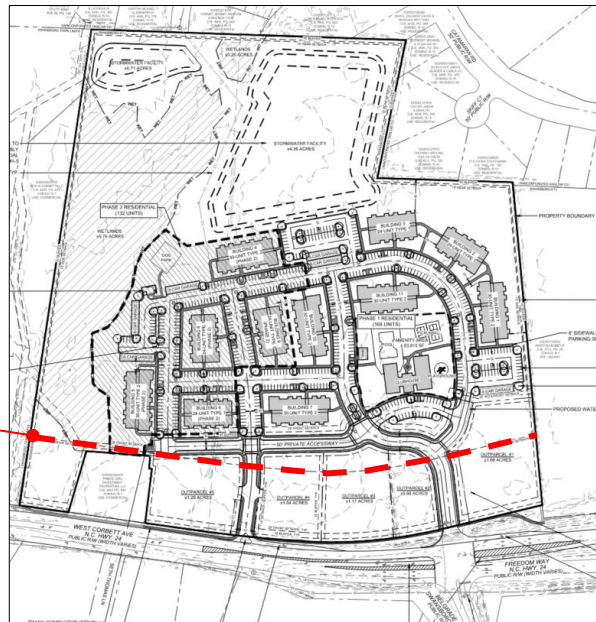
Drive aisles aligned  
to provide better  
emergency access



39

## Concept Plan

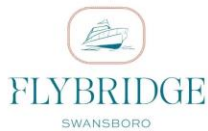
200-foot setback for  
buildings exceeding  
35 feet in height  
(40-foot max building  
height)



40



## Building Elevation



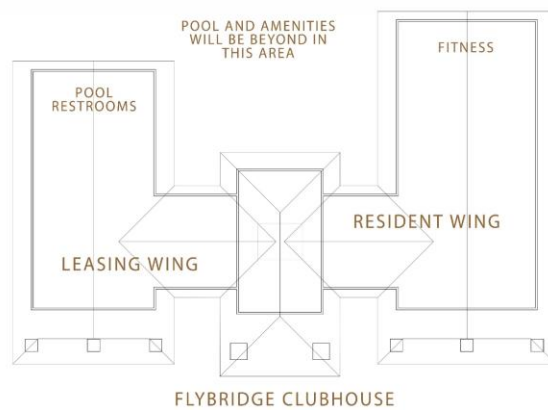
**SCHEMATIC ELEVATION  
FLYBRIDGE SWANSBORO  
SEPTEMBER 27, 2023**



41



**REVISED CLUBHOUSE  
SCHEMATIC FRONT ELEVATION  
JULY 21, 2025**



**DESIGN INSPIRATION**

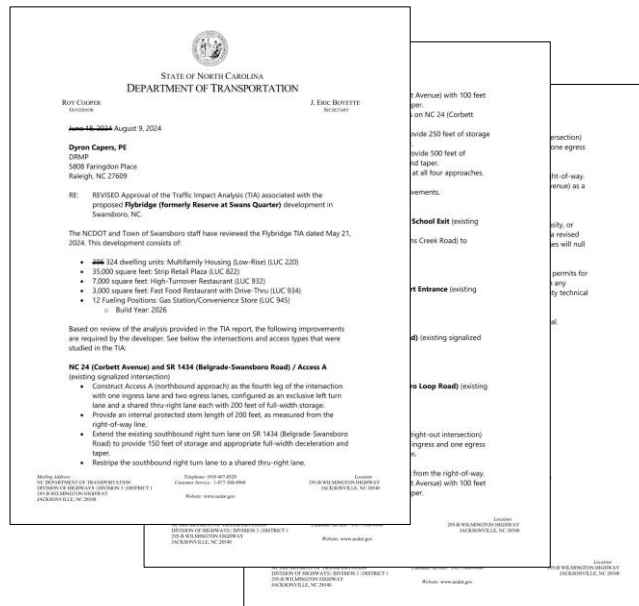


**FLYBRIDGE CLUBHOUSE**

42

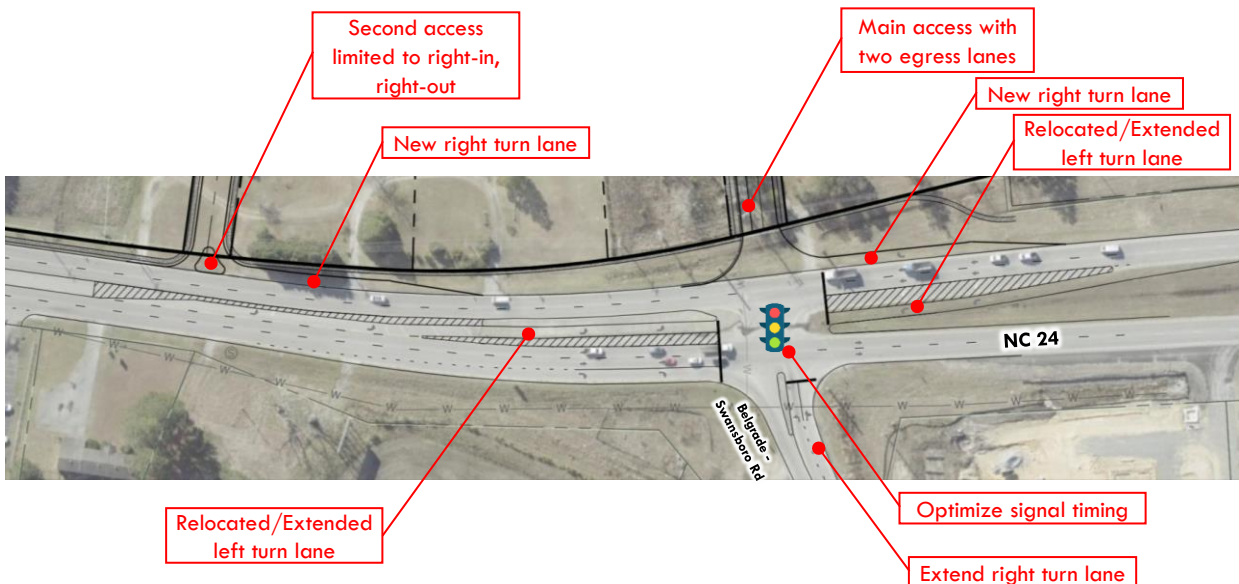
## Traffic Impact Analysis

TIA reviewed and approved by NCDOT



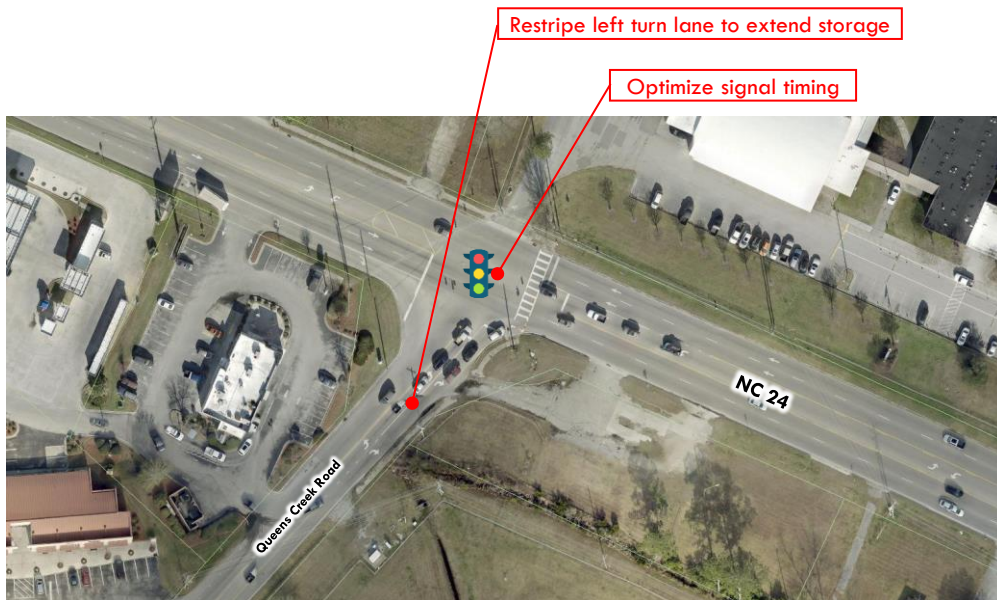
43

## Notable Roadway Improvements



44

## Notable Roadway Improvements



45

## Housing Gap – Onslow County

Overall Rental Housing Gaps – State of North Carolina (2024 to 2029) (CONTINUED)									
County	Number of Units Needed by Household Income Level						Total Rental Gap		
	<30%	31%-50%	51%-80%	81%-120%	121%-150%	151%+	Total Units	Share of State	Gap to Renter Household Ratio
Nash	341	74	220	355	452	214	1,656	0.5%	12.8%
New Hanover	3,611	1,856	1,518	1,609	1,596	630	10,820	3.4%	24.1%
Northampton	35	21	12	20	16	8	112	<0.1%	6.4%
Onslow	1,419	589	514	830	1,120	559	5,031	1.6%	18.3%
Orange	2,474	962	1,031	1,243	1,275	572	7,557	2.3%	31.3%
Pamlico	6	2	25	25	28	15	101	<0.1%	10.8%

Cited: North Carolina Housing Supply Gap, Bowen National Research

4. The FY 2025 median family income is estimated as follows:

Area	ACS <sub>2023</sub> 1-Year Estimate	Inflation Factor	FY 2025 Area MFI Estimate
Jacksonville, NC MSA	\$74,795	1.0804	(\$74,795 * 1.0804) = <b>\$80,807</b>

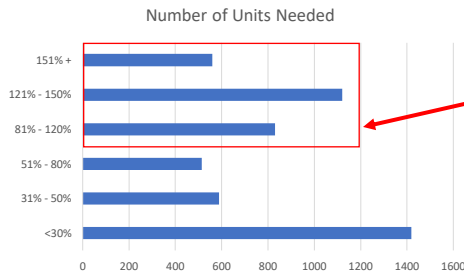
5. In keeping with HUD policy, the median family income estimate is rounded to the nearest \$100:

Area	Unrounded FY 2025 MFI Estimate	Rounded FY 2025 MFI Estimate
Jacksonville, NC MSA	\$80,807	<b>\$80,800</b>

Cited: [FY 2025 Income Limits Documentation System - Median Income Calculation for Onslow County, North](#)

46

## Who We Serve –



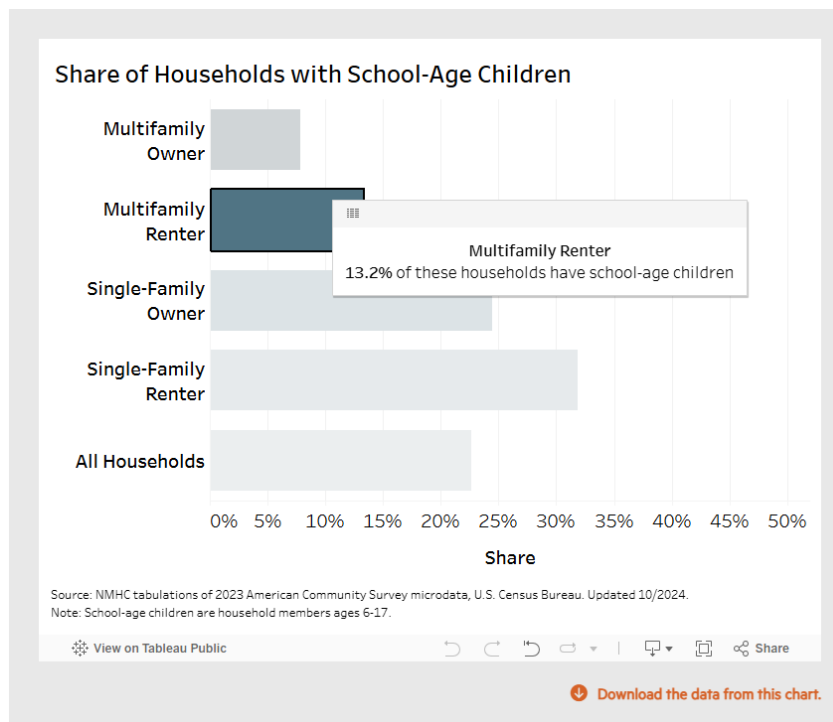
Flybridge isn't subsidized housing. It's attainable housing - designed for the 2,509 households in Onslow County earning between 75% and 150% of AMI who are currently priced out of the market.

### Who They Are:

- Teachers, First Responders, and early-career professionals
- Military and public sector workers
- Dual-income households priced out of luxury, but not eligible for subsidy

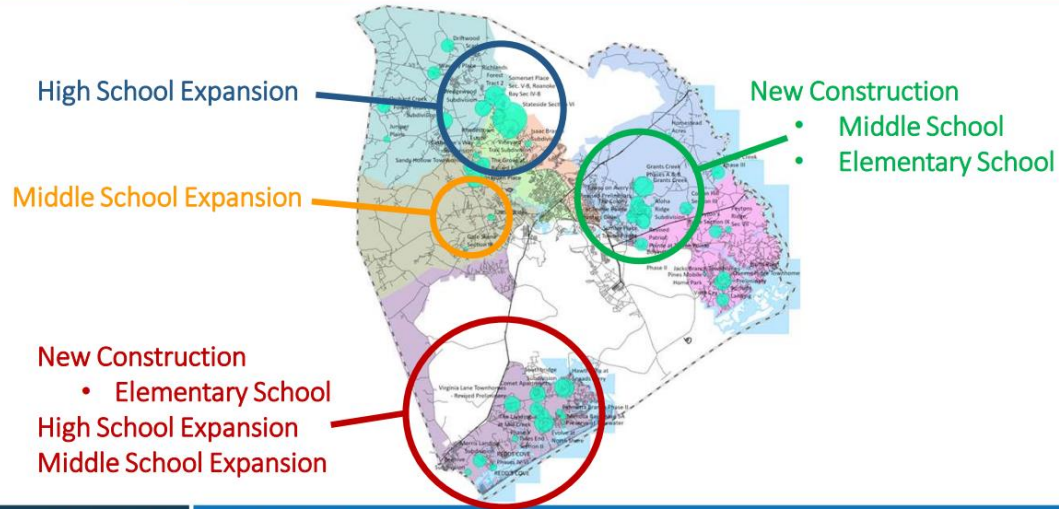
Using HUD's 30% affordability rule:  
 $\$1,500 \div 0.30 = \$5,000/\text{month income}$   
 $\$5,000 \times 12 = \$60,000/\text{year}$

47



48

## Onslow County Planned Home Construction



OCS

ONSLow  
COUNTY  
SCHOOLS

25

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## Prospective Construction Plan and Timeline

Prospective Projects	Projected Investment*	Site	Targeted Design Start Date	Targeted Construction Start Date	Targeted Substantial Completion
New School Project – Southern Elementary	\$49,818,000	Ongoing	ASAP	5/2025	5/2027
Virtual School and Educational Support Center	\$35,425,000	N/A	Ongoing	5/2025	5/2027
School Bus Garage and Support Center	\$29,030,000	Ongoing	ASAP	7/2025	7/2027
School Nutrition Distribution and Support Center	\$6,047,000	Ongoing	ASAP	7/2025	7/2027
Land Acquisition for Future Construction	TBD	Ongoing	N/A	N/A	N/A
New School Project – Eastern Middle	\$63,871,000	7/2025	6/2026	5/2027	5/2029
Dixon Middle School Expansion	\$12,005,000	N/A	7/2026	7/2027	7/2029
Dixon High School Expansion and Renovation Phase I	\$48,500,000	N/A	5/2026	5/2027	6/2029
Southwest Middle School Expansion	\$17,300,000	N/A	5/2028	5/2029	5/2031
New School Project – Eastern Elementary	\$58,497,000	7/2027	6/2028	5/2029	5/2031
Dixon High School Expansion and Renovation Phase II	\$36,790,000	N/A	7/2028	7/2029	7/2031
Richlands High School Expansion	\$31,116,000	N/A	5/2030	5/2031	5/2033
Eastern North Carolina Regional Skills Center Expansion	TBD	N/A	TBD	TBD	TBD
Total Investment	\$388,399,000				

OCS

ONSLow  
COUNTY  
SCHOOLS

26

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## Attendance Zone Realignment

- Woodland Elementary is scheduled to open for the 2025-2026 school year which will require a new school attendance zone
- The addition of a new attendance zone will allow us to address overcapacity issues at Swansboro Elementary and several other elementary schools
- Only elementary schools are affected. The middle and high school your child attends will not change
- These changes would not be until the 2025-2026 school year

51

## Important Notes

- The proposed attendance zone realignment effect on Swansboro Elementary's operational capacity:

<u>Before</u>	<u>After</u>
94%	84%

The middle and high school your child attends will not change

The potential realignment would be effective beginning with the 2025 - 2026 school year

52

# Alignment with Swansboro’s Strategic Goals

<b>1. Connected Community</b> Flybridge sits at a lit intersection, with infrastructure in place and walkable design. We’re making offsite traffic improvements that support townwide connectivity.	<b>2. Protecting the Natural Environment</b> We’re preserving over 42% of the site as natural space, protecting all wetlands and oversizing our BMPs. This is smart, responsible infill – built with long-term stewardship in mind.
<b>3. Sense of Place</b> Flybridge fits Swansboro – local architect, scaled design, and housing for the people who power this town. Our commercial parcels activate the corridor and invite investment	<b>4. Business Growth &amp; Physical Expansion</b> We’re delivering 5 commercial outparcels and 300 attainable homes. Infrastructure is ready, and we’re positioned to support annexation and long-term growth.

53

## Multifamily Permitting Fees

Building Permit Fees		
Multi-Family Total Sq Ft		330000
MF Permit Fee	0.6per SF	\$ 198,000.00
Plumbinbg Fee	0.13per SF	\$ 42,900.00
Mechanical Fee	0.13per SF	\$ 42,900.00
Electrical Fee	0.13per SF	\$ 42,900.00
Sprinkler Fee	0.07per SF	\$ 23,100.00
TOTAL		\$ 349,800.00

Cite: Town of Swansboro, Permitting Fee Schedule

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MOST PROBABLE CASE SCENARIO							
CURRENT ASSESSMENT DATA & TAX ESTIMATE							
Year	2024	2025	2026	2027	2028	2029	2030
Lien Date	1/1/2024	1/1/2025	1/1/2026	1/1/2027	1/1/2028	1/1/2029	1/1/2030
Multifamily Value	\$889,897	\$889,897	\$2,850,000	\$26,250,000	\$52,500,000	\$52,500,000	\$57,750,000
Outparcel Value	\$0	\$0	\$0	\$2,700,000	\$5,400,000	\$5,400,000	\$5,940,000
<b>Total RE Value</b>	<b>\$889,897</b>	<b>\$889,897</b>	<b>\$2,850,000</b>	<b>\$28,950,000</b>	<b>\$57,900,000</b>	<b>\$57,900,000</b>	<b>\$63,690,000</b>
<b>Value Per UNIT</b>	<b>\$2,966</b>	<b>\$2,966</b>	<b>\$9,500</b>	<b>\$96,500</b>	<b>\$193,000</b>	<b>\$193,000</b>	<b>\$212,300</b>
Effective Tax Rate	0.6550%	0.6616%	1.0050%	1.0151%	1.0252%	1.0355%	0.9837%
Ad Valorem Tax	\$5,829	\$5,887	\$28,643	\$293,857	\$593,591	\$599,527	\$626,506
Special & Direct	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL TAXES</b>	<b>\$5,829</b>	<b>\$5,887</b>	<b>\$28,643</b>	<b>\$293,857</b>	<b>\$593,591</b>	<b>\$599,527</b>	<b>\$626,506</b>
<b>TOTAL TAXES PER UNIT</b>	<b>\$19</b>	<b>\$20</b>	<b>\$95</b>	<b>\$980</b>	<b>\$1,979</b>	<b>\$1,998</b>	<b>\$2,088</b>

**Swansboro = \$206,870/year**  
**(0.35%)**

Cite: Ryan – Property Tax Report for Flybridge Development

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### TOWN OF SWANSBORO BUDGET ORDINANCE FISCAL YEAR 2025/2026

**BE IT ORDAINED** by the Board of Commissioners of the Town of Swansboro, North Carolina that the following ordinance be adopted to make appropriations and raise revenue for the current operations of the Town of Swansboro for fiscal year beginning July 1, 2025 and ending June 30, 2026.

**SECTION 1.** It is estimated that the following revenues will be available in the General Fund for fiscal year beginning July 1, 2025 and ending June 30, 2026:

Ad Valorem Tax	\$2,539,378
Ad Valorem Tax prior years	\$10,000

<b>\$206,870.00</b>	<b>8.15%</b>
<b>\$2,539,378.00</b>	

Cite: Town of Swansboro, FY 2025/2026 Fiscal Year Budget Ordinance

56

Budget Year	Approved Budget		
2021 - 2022	\$ 1,854,122.00	\$ - Difference	% Change
2022 - 2023	\$ 2,352,648.00	\$498,526.00	27% Property Tax Reassessment (January 1, 2022)
2023 - 2024	\$ 2,467,679.00	\$115,031.00	5%
2024 - 2025	\$ 2,502,239.00	\$34,560.00	1%
2025 - 2026	\$ 2,539,378.00	\$37,139.00	1%

Cite: Town of Swansboro, FY 2021 through 2026 Fiscal Year Budget Ordinance

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58



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## Flybridge – Next Steps



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## BUILDING ELEVATION



SCHEMATIC ELEVATION  
**FLYBRIDGE SWANSBORO**  
 SEPTEMBER 27, 2023



63

## Public Hearing

Comments

64



## COMMON SENSE **SWANSBORO**

Presenter: Lauren Brown

65

### Concerns from an ONWASA Customer



Source: [ONWASA Website](#)

66



# Static Data + High Growth = Risk

WWTP Capacity

**80%**

June 2024

WW Treatment

**~111%**

2015 - 2024

Hydraulic Model

**2020**

Sources: ONWASA ACFR; ONWASA Board Meeting 03/21/24

67

## Development Standards



Nature-based Stormwater Strategies such as permeable pavement, cisterns and rain gardens promote infiltration and rainwater reuse. These techniques reduce stormwater runoff even on high density development sites.

Source: [NC Coastal Federation](#)

68

# Swansboro Deserves Reliability & Sustainability

- Capacity Assurance
- Contingency Plan
- System Efficiency
- Modern Standards

## Vote NO to Flybridge



69



Presenter: Jake Brown

70

# Swansboro and Hubert Growth Last 4 Years



71

## Subdivisions Recently Constructed or Approved and Pending Construction in Swansboro and Hubert from 2021 - 2025

Name	Location	Housing Units	Housing Types	Acreage	Township
Cotton Hill Section IV	Riggs Road	47	Single Family Homes	167.09	White Oak
Vista Cay	Vista Cay Dr	115	Single Family Homes	101.11	Swansboro
Royal Valley MHP Expansion	221 Riggs Road	5	Mobile Home		Swansboro
Queen's Bluff	Queen's Creek Road (need address/location)	33	Single Family Homes	15	Swansboro
Jacks Branch Phase II	111 Queens Haven Road	50	Townhomes	5.03	Swansboro
Sanders Phase 1A	Intersection of Bear Creek Rd & Stewart Point Rd	82	Single Family Homes	69.64	Swansboro
Bluff's Point RBO Tract	Between 266 and 274 Nellie Lane	2	Single Family Homes	2.92	Swansboro
Scott's Branch	265 Smallwood Road	36	Townhomes	5.93	Swansboro
West End Village Condominiums	133 Norris Road	36	Townhomes	2.09	Swansboro
Pine Tops	April Lane & Belgrade Swansboro Road	60	Single Family Homes	72.22	Swansboro
American Way MHC - MHP Expansion	127 Hubert Blvd	155	Mobile Home	40.72	Swansboro
American Way MHC - RV Park	127 Hubert Blvd	48	Mobile Home	40.72	Swansboro
Peytons Ridge, Sec VII	Cooke Drive	44	Single Family Homes	49.31	White Oak
Peyton's Ridge Section IX	Aria Lane	64	Single Family Homes	80.78	Swansboro
Jack's Branch Townhomes	Smallwood Rd	97	Townhomes	9.75	Swansboro
Cotton Hill Section III	132 Uzzell Rd	67	Single Family Homes	109.07	White Oak
Surfside Landing	764 Queens Creek Rd	192	Single Family Homes	85.35	Swansboro
Jacks Branch Townhomes	Smallwood Rd	97	Townhomes	9.75	Swansboro
Queens Ridge Townhomes - Preliminary	Queens Creek Road	102	Townhomes	15.37	Swansboro
Boyington Place Phase II	Boyington Place Drive	126	Townhomes	30.43	White Oak

72

# Annual Development Report

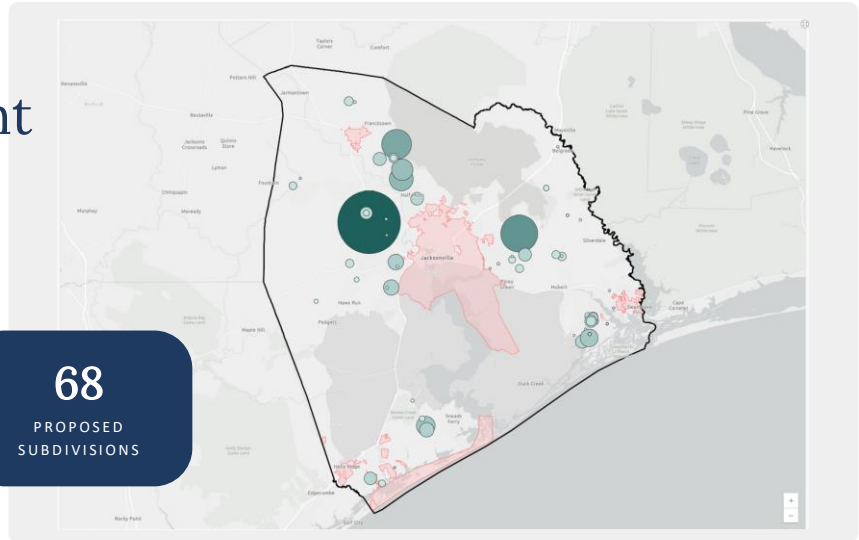
2024

**3,282**

PROPOSED LOTS

**68**

PROPOSED SUBDIVISIONS



73

# Annual Development Report

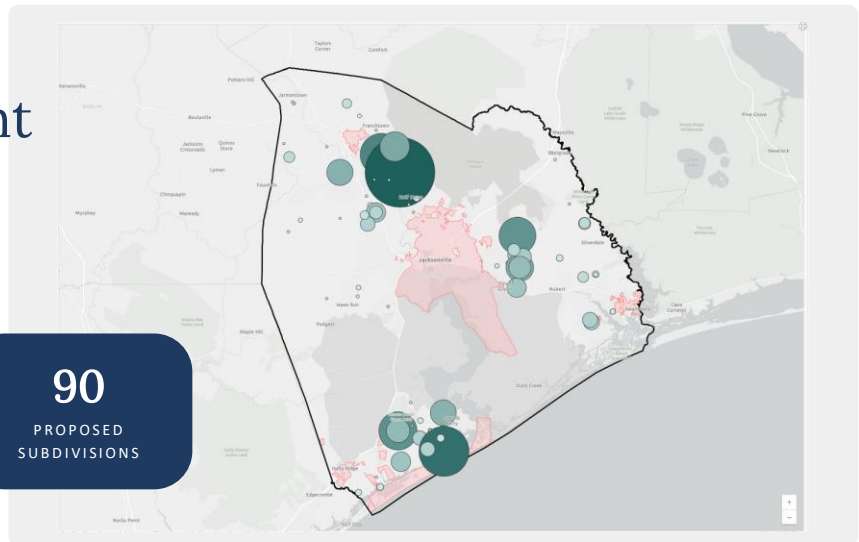
2023

**6,277**

PROPOSED LOTS

**90**

PROPOSED SUBDIVISIONS



74



# Annual Development Report

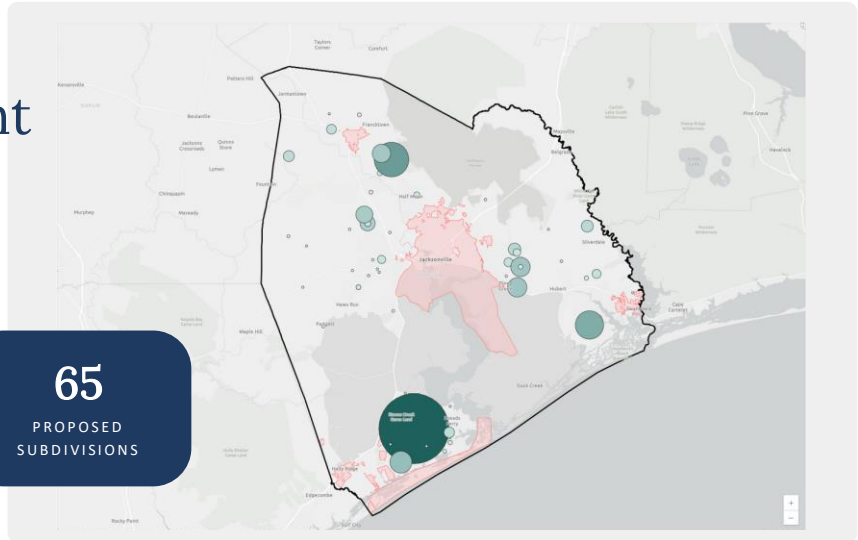
2022

**3,488**

PROPOSED LOTS

**65**

PROPOSED SUBDIVISIONS



75

**Thank You**

76



## COMMON SENSE **SWANSBORO**

77

Inf

ry

of Life

Over

**Fails CAMA Land Use Plan**

**=**

**Denial of Application**

Presenter: Meredith Meilleur

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## Who is Flybridge For?

Teachers

Police Officers

Fire Fighters

Nurses

First Responders

Essential Workers

Retirees

People Building Houses

Transient Workers

Tourism Related Employees

Restaurant Workers

Military

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## Pitfalls of Renting

Renting leaves less money to save for a down payment.

Renting often costs more than a fixed-rate mortgage.

Renting doesn't build a credit history.

Renting has no tax benefit.

Renting doesn't build equity.



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## According to Indeed.com

	Annual Salary	Monthly	30% (not including utilities)
Teacher in Onslow County (avg)	\$ 39,945	\$ 3,328	\$ 999
RN at Onslow Memorial (avg)	\$ 67,761	\$ 5,647	\$ 1,694
Swansboro Police Officer (avg)	\$ 44,725	\$ 3,727	\$ 1,118
Swansboro Firefighter (avg)	\$ 39,351	\$ 3,279	\$ 983

81

## According to US Census Bureau (Swansboro)

- Average Age 43
- Over age of 65 22%
- Veterans 19%
- Employment Rate 57.8%  
with 30% being either in education or health care/social services
- Work from home 18%
- Average commute to work 22 minutes

82



## According to US Census Bureau (Swansboro)

	Annual	Monthly	30%
Non-family household income	\$34,328	\$2,860	\$858
Family household income	\$81,031	\$6,753	\$2,026

- Median rent \$1,380
- Homeownership rate 71.5%
- Occupied Housing Units 1,546
  - One bedroom 0.9%
  - 2 or 3 bedrooms 55.7%
  - 4 or more bedrooms 43.4%

83



84

## Housing Needs Assessment

A comprehensive study, done by a town **NOT** by a developer, would evaluate current and future housing requirements and include:

1. Demographic and Population Analysis
2. Existing Housing Stock Evaluation
3. Affordability and Market Conditions
4. Special Housing Needs (e.g., workforce, seniors, veterans)
5. Future Demand Projections
6. Community Input and Policy Context

85

## Results of Housing Needs Assessment

- Supply-and-demand gaps.
- Gap analysis by income level and housing type.
- Policy recommendations such as incentives, zoning changes, or rental caps.
- Implementation plans ensuring projected needs are met responsibly.

This process ensures development is **data-driven** and aligned with the long-term vision of the town, rather than relying solely on a developer's assertion that demand exists.

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## This is a turning point for Swansboro.

Tonight, you have the opportunity to set a course that ensures our town grows in a way that protects what we cherish most.

A course that gives our children, and all who wish to join this amazing community, the same chance we've had—to own a home, to raise a family, and to enjoy the natural beauty that makes Swansboro so extraordinary.

Please vote No to Flybridge

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## PUBLIC HEARING

CAMA Future Land Use Map Amendment for parcels on W. Corbett Avenue from RA to Suburban Town Center

Flybridge Swansboro LLC has submitted an application for a future land use map amendment. The amendment proposed would change the sites located at Tax Parcel ID 019494 and 027733 from a RA (rural/agricultural) designation to a Suburban Town Center designation.

### ***Recommended Action:***

- 1. Hold a public hearing***
- 2. Motion to approve or deny Resolution 2025-R11 for proposed amendment to the CAMA Land Use Plan Map, changing the site from a RA (rural/agricultural) designation to a Suburban Town Center designation.***

**Presenter: Rebecca Brehmer, CFM, CZO – Town Planner**

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# PUBLIC HEARING

## Zoning Map Amendment to rezone parcels on W. Corbett Avenue from RA to B-1 Conditional Zoning

Flybridge Swansboro LLC seeks a conditional rezoning for +/- 38.92 acres on parcels of land identified as Tax Parcel ID 019494 and 027733, from RA (Residential/Agricultural) to B-1 CZ (Business Conditional Zoning) to develop a proposed multi-family and commercial project.

### ***Recommended Action:***

- 1. Hold a public hearing***
- 2. Motion to approve or deny Ordinance 2025-08 for conditional rezoning of Tax Parcel ID 019494 and 027733, from RA (Residential/Agricultural) to B-1 CZ (Business Conditional Zoning).***

**Presenter: Rebecca Brehmer, CFM, CZO – Town Planner**

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# NEW BUSINESS/NON-CONSENT

## Interlocal Agreement for IT Services

The Town of Swansboro and Onslow County Government are proposing to enter into an agreement for the provision of IT Services. The Town currently uses a third-party vendor for service, but that contract expires on September 30, 2025.

***Recommended Action: Motion to approve the Interlocal Agreement for IT Services with Onslow County.***

**Presenter: Jon Barlow – Town Manager**

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# NEW BUSINESS/NON-CONSENT

## Financial Report

**Presenter: Sonia Johnson – Finance Director**

91

### **TOWN OF SWANSBORO FINANCIAL REPORT (AS OF AUGUST 31, 2025)**

REVENUES

EXPENDITURES

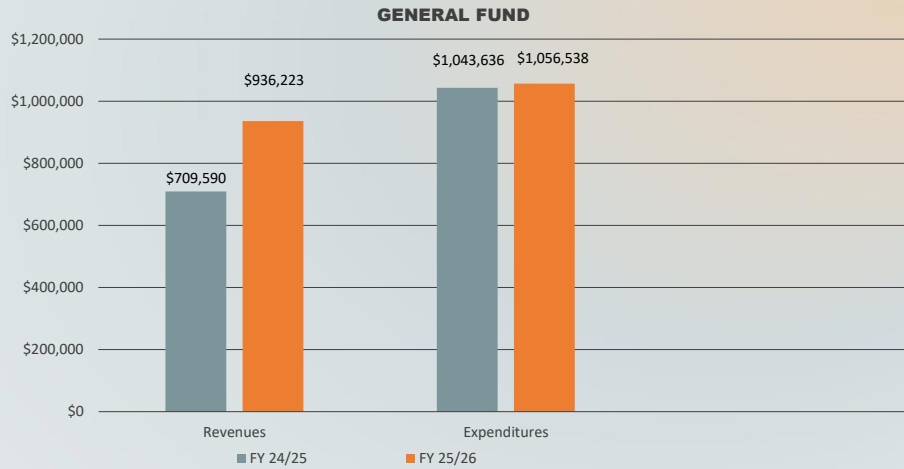
LOAN PAYMENTS

INVESTMENTS

GRANTS

92

**TOWN OF SWANSBORO  
REVENUES/EXPENDITURES  
TWO YEAR COMPARISON  
(AS OF AUGUST 31, 2025)**



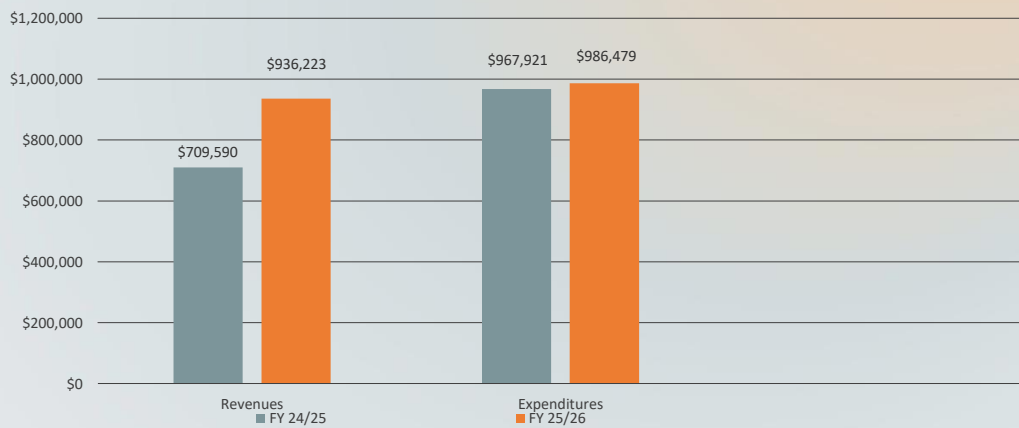
**ENCUMBRANCES INCLUDED**  
Total Excess of Revenues Over Expenditures **(\$120,315)**

93

**TOWN OF SWANSBORO  
REVENUES/EXPENDITURES  
TWO YEAR COMPARISON  
(AS OF AUGUST 31, 2025)**

**(ACTUAL)**

**GENERAL FUND**



**(ENCUMBRANCES NOT INCLUDED)**  
Total Excess of Revenues Over Expenditures **(\$50,256)**

94

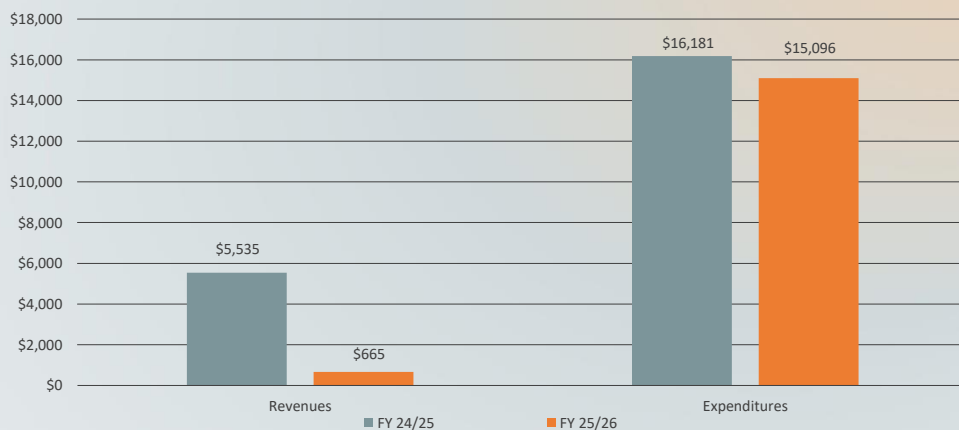
DEPT.	BUDGET	YTD ACTUAL	(PURCHASE ORDERS) ENCUMBERED BALANCE	SPENT % August 31, 2025
NON DEPARTMENTAL	538,824	205,635	225	38.2%
GOVERNING BODY	297,004	8,590	1,100	3.3%
ADMIN SERVICES	445,135	64,780	3,940	15.4%
FINANCE	337,748	45,300	975	13.7%
LEGAL	59,300	-	-	0.0%
PUBLIC BUILDINGS	288,335	26,363	3,049	10.2%
FIRE	1,607,343	256,959	21,168	17.3%
PERMITTING	301,128	41,968	893	14.2%
PLANNING	92,066	13,866	-	15.1%
POLICE	1,429,971	161,813	15,763	12.4%
PUBLIC WORKS-STREETS	840,983	38,166	3,098	4.9%
POWELL BILL-STREETS	126,580	2,176	1,335	2.8%
PARKS & RECREATION	566,367	49,573	14,860	11.4%
DOWNTOWN FACILITIES	108,451	27,565	840	26.2%
FESTIVALS & EVENTS	154,689	39,464	2,114	26.9%
EMERGENCY MANAGEMENT	12,000	4,264	700	41.4%
<b>TOTAL</b>	<b>7,205,924</b>	<b>986,479</b>	<b>70,059</b>	<b>14.66%</b>

\*\*

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**TOWN OF SWANSBORO  
REVENUES/EXPENDITURES  
TWO YEAR COMPARISON  
(AS OF AUGUST 31, 2025)**

**STORMWATER ENTERPRISE FUND**

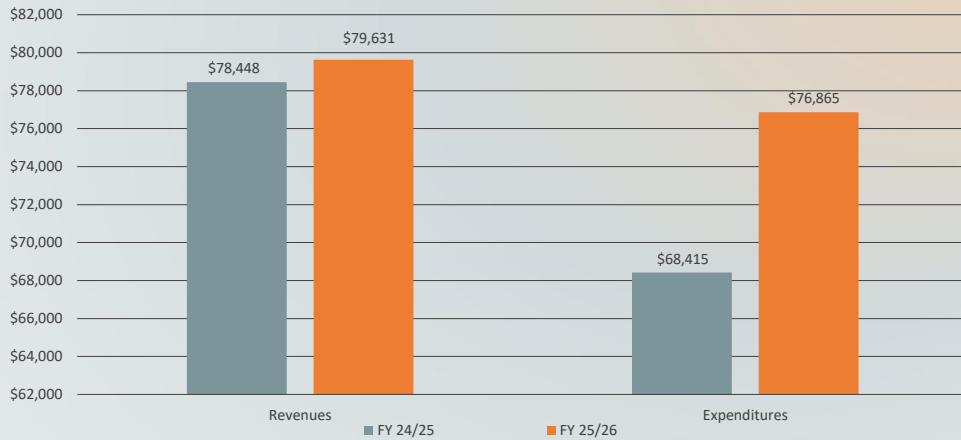


**ENCUMBRANCES INCLUDED**  
Total Excess of Revenues Over Expenditures **(\$14,431)**

96

**TOWN OF SWANSBORO  
REVENUES/EXPENDITURES  
TWO YEAR COMPARISON  
(AS OF AUGUST 31, 2025)**

**SOLID WASTE ENTERPRISE FUND**



**ENCUMBRANCES INCLUDED**  
Total Excess of Revenues Over Expenditures- **\$2,766**

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**TOWN OF SWANSBORO  
LOAN REPORT  
(AS OF AUGUST 31, 2025)**

Item	Principal Balance	Interest Rate	End Date	Annual Debt Service
<b>Town Hall/Tanker</b>	\$241,087	2.69	03/21/2028	\$84,724
<b>Fire Truck</b>	\$92,139	2.08	11/01/2026	\$47,512
<b>Sleeping Quarters</b>	\$50,000	2.43	12/14/2026	\$26,823
<b>Vehicles(Police &amp; Fire Department) &amp; Software</b>	\$22,955	1.84	7/15/2026	\$23,377
<b>Cab Tractor/Dump Truck</b>	\$208,276	4.82	4/3/2029	\$58,491
<b>Jet Vac Truck, Police Vehicle, (2) Fire Chief Vehicles</b>	\$570,000	4.40	12/31/2029	\$129,183
<b>Total Debt</b>	<b>\$1,184,457</b>			<b>\$370,110</b>

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**TOWN OF SWANSBORO  
CASH & INVESTMENTS REPORT  
(AS OF AUGUST 31, 2025)**

**CASH & INVESTMENTS**

BANK	BALANCE	INTEREST RATE
First Citizens Bank	\$589,059	.10%
NC CMT-General	\$5,523,570	4.22%
TD Bank (SCIF Funds for EOC & Sidewalks)	\$9,711,577	4.18%

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**GRANT UPDATE**

	Budget	YTD Expenditures	Encumbrances	Unencumbered
American Rescue Plan Act Fund	\$1,102,599	\$1,064,939	\$37,660	\$0.00
Swansboro Bicentennial Park Boardwalk Extension	\$386,650	\$384,314	\$0	\$2,336
Emergency Operation Center	\$9,629,045	\$65,478	\$0	\$9,563,567
Emmertton School Repairs	\$499,000	\$299,504	\$0	\$199,496
Stormwater Master Plan	\$400,000	\$256,343	\$0	\$143,657
Total Outstanding Grants	\$12,017,294	\$2,070,578	\$37,660	\$9,909,056

100

Any Questions

?

101

## NEW BUSINESS/NON-CONSENT

### Future Agenda Items

Future agenda items are shared for visibility and comment. In addition, an opportunity is provided for the Board to introduce items of interest and subsequent direction for placement on future agendas.

***Action Needed:*** Discuss and provide any guidance.

**Presenter: Alissa Fender, MMC – Town Clerk**

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# PUBLIC COMMENT

Citizen opportunity to address the Board.

103

# MANAGER'S COMMENTS

Town Manager  
Jonathan Barlow

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## BOARD COMMENTS

Mayor William Justice  
Mayor Pro Tem Jeffrey Conaway  
Commissioner Douglas Eckendorf  
Commissioner Joseph Brown  
Commissioner Patricia Turner  
Commissioner Tamara Pieratti

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## CLOSED SESSION

*Recommended Action: Motion to enter closed session pursuant to NCGS 143-318.11 (a) (3) To consult with an attorney employed or retained by the public body in order to preserve the attorney-client privilege between the attorney and the public body, which privilege is hereby acknowledged; and (5) to establish, or to instruct the public body's staff or negotiating agents concerning the position to be taken by or on behalf of the public body in negotiating the price and other material terms of a contract or proposed contract for the acquisition of real property by purchase, option, exchange, or lease.*

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ADJOURN