

**MINUTES OF BOARD OF COUNTY  
COMMISSIONERS  
OF GUILFORD COUNTY**

Greensboro, North Carolina  
May 15, 2025

The Board of County Commissioners met in a duly noticed regular meeting on May 15, 2025 at 5:30 p.m., in the Commissioners' Meeting Room, 301 W. Market St., Greensboro, North Carolina.

PRESENT: Chairman Melvin "Skip" Alston, presiding; Vice Chairwoman J. Carlvena Foster, Commissioners Brandon Gray-Hill, Mary Beth Murphy, Carly Cooke, Kay Cashion, Frankie T. Jones, Jr., Pat Tillman, and Alan Perdue.

ABSENT: None.

ALSO PRESENT: County Manager Michael Halford; County Attorney Andrea Leslie-Fite; Clerk to Board Robin Keller; Deputy Clerk to Board T'ebony Rosa; Assistant County Manager Victor Isler; Assistant County Manager Erris Dunston; Assistant County Manager Jason Jones; Planning Director J. Leslie Bell; Budget Director Toy Beeninga; members of staff, media, and the public. Virtual participation was made available to members of the public and media partners.

Chairman Alston introduced Grover George, United States Marine Corps Veteran, who would lead the Pledge of Allegiance following the invocation.

**I. INVOCATION**

Board Chaplain Ben Chavis offered the invocation.

**II. PLEDGE OF ALLEGIANCE**

Mr. George led those present in the Pledge of Allegiance.

Taking a point of personal privilege, Chairman Alston recognized National Police Officers Memorial Week and local fallen officers who made the ultimate sacrifice.

Chairman Alston called for a moment of silence.

**III. WELCOME AND CALL TO ORDER**

Chairman Alston offered to amend the agenda to pull the resolution recognizing the organizers and participants in May's Youth Mental Health Awareness forum.

C.      [2025-271 RESOLUTION RECOGNIZING ORGANIZERS AND PARTICIPANTS IN THE YOUTH MENTAL HEALTH AWARENESS FORUM HELD ON MAY 2, 2025](#)

Legislation Text

Vice Chairwoman Foster welcomed those present and read the resolution into the record.

Angela Jimenez, City of High Point Housing Authority CEO, thanked the community for hosting the first Youth Mental Health Summit.

Jadyen Morgan, youth panelist, shared the importance of the summit to communicate with our younger generations.

Aamij Welch, youth panelist, thanked the Commissioners for taking the first step in hearing the issues. He shared that a good mental state helps us to build upon our successes.

Vice Chairwoman Foster spoke to Mr. Welch's lived experiences and how he overcame personal adversity.

Chairman Alston introduced speakers from the floor.

**IV.      [SPEAKERS FROM THE FLOOR](#)**

Speaker 1 - Dr. Jane Foy, Oak Ridge resident, voiced concerns regarding the Transco Pipeline safety record. She urged the Board to require Transco to replace old pipes and offer pre- and post- construction of landowners' wells.

Speaker 2 - Joanna Pendleton, representative of the Guilford County School workers, spoke to teachers' fair pay needs. She spoke to the school system's current staffing crisis. She spoke to challenges with General Assembly funding.

Speaker 3 - Gail Dunham expressed frustrations with ongoing funding for the Town of Summerfield and shared hopes of preserving the town.

Speaker 4 - Mike Kennedy, Beyond Sports co-founder, voiced support of Title One students in sports and academics. He spoke in support of approving the schools requested budget.

Speaker 5 - Dr. Edwena Miles, Guilford County science teacher, noted that the job of a teacher is unsustainable due to salary caps and limitations.

Speaker 6 - Andrew Willis, Greensboro resident, voiced concern regarding plans to expand the Transco Pipeline.

Speaker 7 - Tessa Pendley, spoke to the price our students and families pay due to a lack of funding.

Speaker 8 - Margaret Rowlett spoke in opposition to the pipeline expansion. She thanked the Board for dialing in on the questions shared by the citizens. She shared that the most concerning safety issue is the entire pipeline. She voiced concern about relying on the Federal government regulators and inspectors to protect us.

Speaker 9 - Aidan Loretz thanked the Board for meeting with Transco contractors. He shared that corporate executives are trying to line their pockets. He voiced opposition to Transco as it negatively impacts property owners. He spoke to no benefits to this project but jeopardized health and climate change. He highlighted the threat to groundwater safety and private watersheds that are not federally protected. He also shared the reduced NC Department of Environmental Quality (DEQ) review period.

Speaker 10 - Marcia Foutch voiced concern regarding Transco Pipeline's misinformation on employment opportunities, public outreach meetings, and Federal Energy Regulatory Commission (FERC) meaning. She commended Commissioner Murphy for the line of questioning during the work session. She urged the Board to consider a resolution in opposition to the pipeline.

There being no additional speakers, Chairman Alston closed that portion of the meeting

## **V. PRESENTATIONS**

### **A. 2025-260 RECOGNIZE HHS-DSS TRANSPORTATION EMPLOYEE JAMES HUNTLEY AS DRIVER OF THE YEAR FOR STATE OF NC BY THE NORTH CAROLINA PUBLIC TRANSPORTATION ASSOCIATION**

Recognize HHS-DSS Transportation employee James Huntley as Driver of the Year for State of NC by the North Carolina Public Transportation Association.

#### [Legislation Text](#)

Commissioner Carly Cooke recognized Mr. James Huntley for winning the statewide transportation competition and receiving the Driver of the Year award.

Commissioner Cooke thanked Mr. Huntley for all the great work they provided, especially for our most vulnerable populations.

Jairous Gurley, Social Services Deputy Director, thanked the Board for the recognition and acknowledged the transit operators and staff.

### **B. 2025-267 PROCLAIM MAY 2025 AS MENTAL HEALTH AWARENESS MONTH IN GUILFORD COUNTY**

Proclaim May 2025 as Mental Health Awareness Month in Guilford County.

#### [Legislation Text](#)

Commissioner Kay Cashion welcomed Behavioral Health Director Debra Mack, Assistant County Manager Victor Isler, Emergency Services Director Jim Albright, and Social Services Director Sharon Barlow to receive this year's proclamation declaring May as Mental Health Month in Guilford County.

Director Mack thanked the Commissioners for their awareness of the mental health needs and their ability to raise awareness and put it into action. She welcomed everyone to their first event in High Point this Saturday. She noted that they will have several providers at First Baptist Church on Main Street.

## **VI. CONSENT AGENDA**

Chairman Alston introduced the consent agenda. He opened the floor for any items to be pulled for separate consideration. Hearing none, he entertained a motion.

**Motion was made by Vice Chairwoman J. Carlvena Foster, and seconded by Commissioner Carly Cooke, to adopt the consent agenda.**

**VOTE: Motion carried 9 - 0**  
**AYES: Melvin "Skip" Alston, J. Carlvena Foster, Alan Perdue, Pat Tillman, Frankie T. Jones, Jr., Kay Cashion, Carly Cooke, Mary Beth Murphy, Brandon Gray-Hill**  
**NOES: None**

### **A. BUDGET AMENDMENTS**

#### **1. 2025-258 BUDGET AMENDMENT: REALIGNMENT OF FY2024-25 JUVENILE CRIME PREVENTION COUNCIL (JCPC) FUNDING**

Approve attached revision to the FY 2024-25 Juvenile Crime Prevention Council (JCPC) funding plan for additional discretionary funding from the North Carolina Department of Public Safety (NC DPS) and local external funding; and approve General Fund budget amendment to increase Coordinated Services in the amount of \$43,810 to reflect the addition of \$43,810 in Federal/State funds.

[Legislation Text](#)

[BR - Community Service and Resituton 4.16.25](#)

[BR - Guilford County Teen Court Program](#)

[BR - Junior-Senior Life Skills](#)

[BR - Operation Excel 4.22.25](#)

[Discretionary fund award - CSR](#)

[Discretionary fund award - Junior Senior](#)

[Discretionary fund award - Operation Xcel](#)

[Discretionary fund award - Teen Court](#)

[Guilford County Funding Plan FY 24-25 4.24.25 \(002\)](#)

**B. CONTRACTS**

1. 2025-206 SAFER OUTCOMES DE-ESCALATION TRAINING CONTRACT

Approve the contract in substantial form with Crisis Consulting Group, the contract will be effective beginning May 15, 2025 and ending September 30, 2026 in the amount of \$256,288, for de-escalation training for Sheriff's Deputies and Detention Center Officers.

[Legislation Text](#)

[PE FINAL CONTRACT \(revised\) - 90007212 CRISIS CONSULTANT GROUP INC.](#)

2. 2025-235 TYLER ENTERPRISE PERMITTING AND LICENSING SYSTEM CONTRACT EXTENSION RENEWAL

Approve, in substantial form, a one (1) year renewal, from 07/01/2025 to 06/30/2026, of the current maintenance and service contract between Guilford County and Tyler Technologies Inc. for \$210,222.

[Legislation Text](#)

[Tyler Technologies 90000806 Fy26 renewal quote \(BOC\)](#)

[Tyler Bid Waiver](#)

3. 2025-257 APPROVE HHS-DSS CONTRACT ADJUSTMENT FOR AGING & ADULT SERVICES

Approve contract increase with Emmanuel Senior Enrichment Center of \$15,000 for total contract of \$211,045.

[Legislation Text](#)

4. 2025-243 APPROVE PURCHASE OF IDEXX MEDICAL SUPPLIES

Approve the sole source purchase of medical supplies from Idexx Distribution Corp. for a not-to-exceed annual amount of \$100,000 with four (4) possible renewals, as

authorized by G.S. 143-129 (e) (6), which provides that formal bidding requirements do not apply when a needed product is available from only one (1) source or supply.

[Legislation Text](#)

[Bid Waiver IDEXX](#)

**C. MISCELLANEOUS**

**1. 2025-254 APPROVE FY2025-2026 PROPERTY AND EXCESS WORKERS' COMPENSATION INSURANCE**

Authorize County staff to (1) take all necessary actions to execute agreements with Arthur J. Gallagher Risk Management Services LLC to bind excess workers' compensation insurance coverage for Guilford County for July 1, 2025 through June 30, 2027 and property insurance coverage for Guilford County for July 1, 2025, through June 30, 2026, and (2) to reimburse Arthur J. Gallagher Risk Management Services LLC in an amount not to exceed \$848,450 for insurance premiums paid binding coverage for FY26, pending adoption of the FY26 budget and following the start of the new fiscal year and (3) to reimburse Arthur J. Gallagher Risk Management Services LLC in an amount not to exceed \$249,868 for excess workers' compensation insurance premium paid binding coverage for FY27, pending adoption of the FY27 budget and following the start of the FY27 fiscal year.

[Legislation Text](#)

**2. 2025-251 TAX COLLECTION AND BEVERAGE LICENSE REPORTS FOR MONTH ENDING APRIL 30, 2025**

Accept and approve the tax collection report and beverage licenses issued for month ending April 30, 2025.

[Legislation Text](#)

[401C All Guilford 4-30-2025.pdf](#)

[Bev 4-30-2025 Detail.pdf](#)

**3. 2025-252 PROPERTY TAX REBATES AND RELEASES FOR MONTH ENDING APRIL 30, 2025**

Accept and approve property tax rebates and releases for the month ending April 30, 2025.

[Legislation Text](#)

[April 2025 NCVTS Pending Refund Report.pdf](#)

[April 2025 Rebates and Releases.pdf](#)

4. 2025-255 5310 ENHANCED MOBILITY OF SENIORS & INDIVIDUALS WITH DISABILITIES PROGRAM FEDERAL TRANSIT ADMINISTRATION GRANT APPLICATION

Approve 5310 Enhanced Mobility of Seniors & Individuals with Disabilities Program grant request for \$35,000 with associated County match of \$35,000 within current operating budget.

[Legislation Text](#)

[Section 5310 Application Form FY 2025\\_UPDATE](#)

5. 2025-256 5307 FEDERAL TRANSIT ADMINISTRATION FY2025 GRANT APPLICATION

Approve 5307 Urbanized Area Grant Program request for \$234,198 with an associated County match of \$58,550 within current operating budget.

[Legislation Text](#)

[SimpliGov Grant Pre-Approval](#)

6. 2025-250 RECOMMENDED ALLOCATION OF GUILFORD COUNTY JUVENILE CRIME PREVENTION COUNCIL (JCPC) FUNDS AND ANNUAL CERTIFICATION FOR FY 2025-2026

Approve the Guilford County Juvenile Crime Prevention Council's (JCPC) recommended allocation, annual certification, and funding plan to be adopted with the FY 2025-26 annual budget and authorize staff to execute any program agreements for agencies approved by the state through NC Department of Public Safety (NCDPS).

[Legislation Text](#)

[2021-2026 prior years Vs current requests rev 04.01.25](#)

[FY25-26 Funding Recommendation to BOC](#)

[FY25-26 RFP - Final](#)

[JCPC Admin Program Application for Certification - Guilford - FY 25-26](#)

[FY25-26 Guilford County Funding Plan 04.23.25](#)

7. 2025-245 APPROVAL OF MINUTES

Consider and approve the following draft meeting minutes:  
05/01/2025 BOC Work Session  
05/01/2025 BOC Regular Meeting

[Legislation Text](#)

[dmwsx050125](#)

[dmx050125](#)

## **VII. PUBLIC HEARINGS**

- A. 2025-198 LEGISLATIVE HEARING TO CONDITIONALLY REZONE PROPERTY LOCATED AT 209 E SHERATON PARK ROAD FROM AG, AGRICULTURAL TO CZ-LI, CONDITIONAL ZONING-LIGHT INDUSTRIAL: CASE #24-02-PLBD-00073

Conduct required legislative hearing to approve/deny the rezoning of approximately 48.76 acres, located at 209 E Sheraton Park Road (Guilford County Tax Parcel #142734 in Sumner and Fentress Township) approximately 2,923 feet east of Randleman Road from Agricultural (AG) to Conditional Zoning-Light Industrial, CZ-LI, (Ref. Case #24-02-PLBD-00073). If approved an associated land use classification change in the Southern Area Plan from Rural Residential to Light Industrial is needed, as presented herein, with the rezoning request to include the following use and development conditions:

Use Conditions - Permitted uses shall include all uses allowed in the LI, Light Industrial Zoning District, except for the following: (1) Homeless Shelter; (2) Country Club with Golf Course; (3) Golf Course; (4) Swim and Tennis Club; (5) Amusement or Water Park, Fairgrounds; (6) Auditorium, Coliseum or Stadium; (7) Go Cart Raceway; (8) Shooting Range, Indoor; (9) Daycare Center in Residence (In-Home) 12 or less; (10) Daycare Center (Not-In-Home); (11) Fraternity or Sorority (University or College Related); (12) Bank or Finance without Drive Through; (13) Bank or Finance with Drive Through; (14) Furniture Stripping or Refinishing (including Secondary or Accessory Operations); (15) Kennels or Pet Grooming; (16) Motion Picture Production; (17) Pest or Termite Control Services; (18) Research, Development, or Testing Service; (19) Studios Artist and Recording; (20) Garden Center or Retail Nursery; (21) Manufactured Home Sales; (22) Cemetery or Mausoleum; (23) Truck Stop; (24) Beneficial Fill Area; (25) Bus Terminal and Service Facilities; (26) Taxi Terminal; (27) Construction or Demolition Debris Landfill, Minor; (28) Land Clearing & Inert Debris Landfill, Minor; (29) Recycling Facilities, Outdoor; (30) Laundry or Dry-Cleaning Plant Laundry; (31) Dry-Cleaning Substation

Development Conditions - (1) A vehicular connection to the Grey Bridge Neighborhood shall not be permitted, unless gated access is required by the Fire



Department for emergency access; (2) All non-emergency access to the site shall be limited to Sheraton Park Road; (3) A vegetative buffer shall be provided and maintained as generally depicted in the landscape buffer concept plan attached hereto and incorporated by reference; (4) Hours of operation shall be limited to the hours between 7:00 a.m. and 6:00 p.m.; (5) The maximum number of tractor-trailer spaces shall be set at no more than 587 (max. of Phase 1 and 2 combined) as accepted by the Planning Board at the legislative hearing on February 12, 2025.

If the decision to deny the rezoning request is overturned, the rezoning will be deemed approved, and a land use classification change in the Southern Area Plan from Rural Residential to Light Industrial will be required.

[Legislation Text](#)

[00-209 E Sheraton Park Road \\_Appeal Application](#)

[01-Revised App WITH ADDED CONDITION 2-12-25 v2 - Signed](#)

[MAP-Zoning](#)

[MAP1-Aerial](#)

[MAP-1000](#)

[MAP-2000 8x11](#)

[MAP-Adjacent Properties\\_1](#)

[MAP-Adjacent Properties\\_2](#)

[MAP-Topo](#)

[3-NC Business Search](#)

[2- Updated - Transportation Tech Memo-Email](#)

[2- Updated - Sheraton Park Road - Trip Gen Memo 11-20-24](#)

[2a - NCDOT Email](#)

[5-Staff Report\\_00073-BCC](#)

[7-Landscape Planting Yard Requirements](#)

[8-Permitted Use Table Updated thru 10-7-24-LI](#)

[GC PLAN BRD 2-12-25 MINUTES](#)

## [E. Sheraton Park Rd Handout](#)

## [E. Sheraton Park Rd Handout 2](#)

## [10 BCC Decision Matrix](#)

Chairman Alston requested for staff to provide an overview of the item.

Planning Director Leslie Bell introduced the agenda item. He noted that the property was duly posted and noticed for the public hearing. He reviewed the request to rezone the property from AG to CZ-LI and outlined the associated conditions. He noted that the applicant requested a revision to the application to add an additional 75-foot buffer.

Director Bell reviewed the applicant's request to amend the application to remove the following uses as allowed to include heliport, manufacturing light, trucking or freight terminal. He recognized the applicant's attorneys in the audience. He displayed graphical representations and schematic drawings of the parcel. He spoke to the applicant's request to add an additional 75-foot planting yard/buffer along the northwest border of the property.

Chairman Alston opened the floor for proponents.

Attorney Mike Fox, Tuggle Duggins law firm representing the applicant, referenced the materials distributed to the Board.

Chairman Alston requested an electronic version for display purposes.

The Board took a five (5) minute recess at 7:00 p.m. to load the presentation.

The Board reconvened at 7:05 p.m.

Director Bell noted a correction on the last two (2) presentation slides. He stated that it is an additional twenty-five (25) feet added to the initial existing fifty (50) feet, making it a total of a seventy-five (75) foot buffer. The Board noted the corrections to the staff's notes.

Chairman Alston requested the Clerk to reset the clock to allow the presentation to be loaded online for those watching at home to be able to participate in the presentation.

Attorney Fox restarted his presentation, indicating the requested amended buffer to total 75 feet. He reviewed the community input sessions. He noted that in response to the community concerns they eliminated thirty-one (31) allowable usages. He shared that they also agreed to limit access to Sheraton Park Road. He noted, however, that the Fire Departments asked us to reserve the right to make a second entrance.

Attorney Fox shared that they agreed to limit hours of operations and offer a gated site with twenty-four (24) hours of on-site security. He noted that while not required to conduct a traffic impact study, they will present one later in the presentation. He noted that in regards to the size

of the project, they are limited to the first two (2) phases of the proposal. He noted Tab 2 in the handouts show an analysis of a similar facility.

Attorney Fox thanked the County staff in working through concerns, and at the end they agreed to recommend the project for approval as this site is not great for private usage as it does have some perking issues. He noted very light industrial would be an appropriate use and fit into the area. He discussed a concern raised at the Planning Board regarding spot zoning. He noted that spot zoning is not illegal per se. He shared that they do not believe that this is spot zoning, and in the court cases litigated the largest parcel was fifty (50) acres and this property is forty-nine (49) acres.

Attorney Fox noted that the property is actually near similar use properties. He noted everything identified in red or purple is industrial use and there are over sixty (60) parcels in a two and a half (2 ½) mile radius zoned light industrial. He noted that it is anticipated that industrial growth will expand down the 421 corridor as water and sewer are expanded down 421. He shared that in 2019, the legislature revised the statewide zoning laws to include consistency statements. He asked Philip Williams, The Carroll Companies Senior Vice President of Industrial Development, to present the need and benefits of the project.

Senior VP Williams shared that this project is not truck parking but rather trailer parking and storage, or outside storage. He noted that there is a demand for heavier and heavier parking requirements. He shared that fleet management access to this space will be through relationships with leases with companies that need to stage their fleets. He shared that this type of project is in demand and attracts more industrial projects to the community.

John Davenport, Jr., Davenport World CEO, spoke to the traffic impact study completed for the project. He provided an overview of the project and he noted that the project is a low-traffic generator. He shared that they reviewed the quality of the pavement structure, and the surrounding roads met the Department of Transportation's (DOT) requirements. He noted that they met with Pleasant Garden town officials who expressed concerns with truck access to 421. He noted that while there are not a lot of trucks, trucks are moving through the town of Pleasant Garden. He noted that they considered the volume.

Attorney Fox shared that they are sensitive to the concerns of the communities regarding truck traffic. He shared that they commit to encouraging through lease agreements as well on their website agreeable truck routes.

Attorney Fox referenced at the Planning Board hearing, there were four (4) speakers with three (3) opposed and one (1) in favor. He advised that the neighbor's comments in support of the project are reflected in the packet provided.

There being no other proponents, Chairman Alston opened the floor for Opponents.

Mayor Dean Maddox of Pleasant Garden noted the materials provided. He shared that the Fire Department does not have any historic data as to the traffic incidents in this area. He spoke to comments shared to the Planning Board. He noted that it was reported that the trailers would be

empty until needed. He noted that if the containers are not empty, it makes a difference to Fire Departments responding to potential fires on the property. He shared recent dialogue with the Fire Chief that no conversations have been had to discuss potential public safety concerns.

Mayor Maddox shared that as a member of the Metropolitan Planning Organization (MPO), they reviewed the emails from the NCDOT district engineer, noting that based on the observations on a nearby area of the proposed site the roadway is capable. He spoke to the recent pipe replacement project, and the emails referencing the section that was recently repaired.

Mayor Maddox spoke to the interchange of Neely Road. He shared that the population of Pleasant Garden is near this area. He shared the likelihood of large trucks using Neely Road to reach the 421 interchange which do not have sufficient road coverage to support the wide turns of these large vehicles.

Kim Rayle, Pleasant Garden Mayor Pro-Tem, noted that the proposal is not consistent with the area plan. She noted that both their citizens and elected officials are not in support of the development. She noted that while this property is not within the town limits, it does border their boundaries. She noted that this is located on a two-lane secondary road leading to the mobile home community. She noted that Toyota was provided 1800 acres and they have plenty of space for trailer storage.

Mayor Pro-Tem Rayle noted that the proposed usage will not bring a benefit to the community as it will not provide additional jobs. She expressed concerns about the use of jack brakes and the noise they make, impacting the serenity of the community. She noted that this proposed use will be detrimental to the community. She noted that the property had been undeveloped since the year 2000 when it was purchased. She noted that she later learned that all the soil was removed and allegedly sold, damaging the land. She urged the Board to consider the 7-0 vote from the Planning Board.

Attorney Lynn Gullick expressed opposition and noted that the zoning request is spot zoning. She noted that the current plan is not consistent with the past or future Unified Development Ordinance (UDO). She noted that the uses available are outlined in the red notebook on tab 7 (Permitted Use Schedule – Not Excluded by Application).

Chairman Alston opened the floor for Proponent Rebuttal.

Attorney Fox noted that any environmental questions are not relevant to this process. He noted that any project must go through the Planning Board before permitting is approved. He shared that the purpose of the stormwater retention is that you cannot let any extra water that cannot flow onto your adjourn landowner's property. He noted that they feel that it is not a concern or a requirement in this matter. He shared that there is no intent to store hazardous materials on the property, and that concern would be addressed through the lease requirements.

Attorney Fox clarified that the property does not perk well for any large business or residential, which is regardless of any soil removal. He explained that this site is not suitable for residential

or business development. He noted that you must look at the property size when considering spot zoning, and with all the referenced things we feel like this is consistent with the UDO.

There being no other Proponent speakers in rebuttal, Chairman Alston opened the floor for Opponent Rebuttal.

Attorney Gullick shared that it looks like spot zoning and is spot zoning. She advised that if approved, we set the stage for poor zoning, as this is on a residential street. She noted that other properties on Randleman Road - even the Amazon location - are appropriate, but this property is placed in a residential and farm community. She shared that the rezoning should be denied. She highlighted that the individuals on that street and in the surrounding area should expect consistent zoning.

There being no other Opponent speakers in rebuttal, the public hearing was closed.

Chairman Alston asked the County Attorney for clarification as to how to accept the modifications as presented.

County Attorney Andrea Leslie-Fite noted that the Board can accept the modifications tendered by the applicant regarding the buffer footage prior to the formal request, hence two motions for Board action.

Chairman Alston requested further clarification of spot zoning.

Attorney Leslie-Fite reviewed the legal requirements in determining spot zoning. She provided the North Carolina legal case law definition to include singling out, or reclassification of, a relatively small tract owned by a single person, and surrounded by a much larger area that is uniformly zoned. She advised that a relatively small tract is dependent upon the comparable surrounding tracts. She noted that this parcel consists of approximately forty-seven (47) acres. She highlighted the factors for Board consideration.

**Motion was made by Commissioner Carly Cooke, and seconded by Commissioner Pat Tillman, to accept the modifications to the rezoning application as presented by staff.**

**VOTE: Motion carried 9 - 0**

**AYES: Melvin "Skip" Alston, J. Carlvena Foster, Alan Perdue, Pat Tillman, Frankie T. Jones, Jr., Kay Cashion, Carly Cooke, Mary Beth Murphy, Brandon Gray-Hill**

**NOES: None**

**Motion was made by Commissioner Carly Cooke, and seconded by Commissioner Frankie T. Jones, Jr., to conduct the required legislative hearing to approve/deny the rezoning of approximately 48.76 acres, located at 209 E Sheraton Park Road (Guilford County Tax Parcel #142734 in Sumner and Fentress Township) approximately 2,923 feet east of Randleman Road from Agricultural (AG) to Conditional Zoning-Light Industrial, CZ-LI, (Ref. Case #24-02-PLBD-00073). If approved an associated land use classification change**

**in the Southern Area Plan from Rural Residential to Light Industrial is needed, as presented herein, with the rezoning request to include the following use and development conditions:**

**Use Conditions - Permitted uses shall include all uses allowed in the LI, Light Industrial Zoning District, except for the following: (1) Homeless Shelter; (2) Country Club with Golf Course; (3) Golf Course; (4) Swim and Tennis Club; (5) Amusement or Water Park, Fairgrounds; (6) Auditorium, Coliseum or Stadium; (7) Go Cart Raceway; (8) Shooting Range, Indoor; (9) Daycare Center in Residence (In-Home) 12 or less; (10) Daycare Center (Not-In-Home); (11) Fraternity or Sorority (University or College Related); (12) Bank or Finance without Drive Through; (13) Bank or Finance with Drive Through; (14) Furniture Stripping or Refinishing (including Secondary or Accessory Operations); (15) Kennels or Pet Grooming; (16) Motion Picture Production; (17) Pest or Termite Control Services; (18) Research, Development, or Testing Service; (19) Studios Artist and Recording; (20) Garden Center or Retail Nursery; (21) Manufactured Home Sales; (22) Cemetery or Mausoleum; (23) Truck Stop; (24) Beneficial Fill Area; (25) Bus Terminal and Service Facilities; (26) Taxi Terminal; (27) Construction or Demolition Debris Landfill, Minor; (28) Land Clearing & Inert Debris Landfill, Minor; (29) Recycling Facilities, Outdoor; (30) Laundry or Dry-Cleaning Plant Laundry; (31) Dry-Cleaning Substation**

**Development Conditions - (1) A vehicular connection to the Grey Bridge Neighborhood shall not be permitted, unless gated access is required by the Fire Department for emergency access; (2) All non-emergency access to the site shall be limited to Sheraton Park Road; (3) A vegetative buffer shall be provided and maintained as generally depicted in the landscape buffer concept plan attached hereto and incorporated by reference; (4) Hours of operation shall be limited to the hours between 7:00 a.m. and 6:00 p.m.; (5) The maximum number of tractor-trailer spaces shall be set at no more than 587 (max. of Phase 1 and 2 combined) as accepted by the Planning Board at the legislative hearing on February 12, 2025.**

**If the decision to deny the rezoning request is overturned, the rezoning will be deemed approved, and a land use classification change in the Southern Area Plan from Rural Residential to Light Industrial will be required.**

<b>VOTE:</b>	<b>Motion carried 9 - 0</b>
<b>AYES:</b>	<b>Melvin "Skip" Alston, J. Carlvena Foster, Alan Perdue, Pat Tillman, Frankie T. Jones, Jr., Kay Cashion, Carly Cooke, Mary Beth Murphy, Brandon Gray-Hill</b>
<b>NOES:</b>	<b>None</b>

Chairman Alston opened the floor for discussion.

Commissioner Jones spoke to the site limitations, noting that if the prior owner could have developed the property, they would have, but did not. He spoke to traffic concerns. He stated that this Board and the State of NC have approved significant funding to the expansion of water to Pleasant Garden Road, and if we have concerns around trucks coming, I have concerns for other

truck traffic for the community development. He noted that the comments he received were for first responder access and the buffer. He noted that what we heard tonight it was addressed and would also consider a further buffer for impacted adjoining property owners. He shared that he recognized that the hours of operation are improvements.

Commissioner Jones noted that as you balance limited use of land, the site layout and the property mitigation, given the limited use of the site. He noted that we are growing as a county, and if you look at a use that supports the growth of the county, growth was consistently sent to Randleman and Highways 73 and 421. He shared consideration of an additional four (4) way stop. He noted that for self-storage or other light industrial, it would be more appropriate, even if they generated more traffic, did not seem consistent with the opposition for this rezoning. He spoke to the improvements added through the amendments and offered his support.

Commissioner Perdue spoke to first responder use, to passenger vehicles, and to tractor-trailer traffic. He highlighted tandem trailers driving on country roads being different than a single trailer. He mentioned how the tractor-trailer must maneuver when turning left onto Randleman Road from East Sheraton Park Road, and a lack of a turning lane onto opposing traffic. He spoke to the noise that could upset the nearby horse farm. He identified the lack of nearby industry as indicated on the map.

Commissioner Cashion questioned the UDO spot zoning definition.

Director Bell noted that the County does not define spot zoning rather, the state does.

Commissioner Cashion noted that the definition seemed to be a matter of perception.

Commissioner Cashion noted the definition of spot zoning seems to be a spot or a spot, regardless of the size of the parcel. She shared that she is uncomfortable with this usage to rezone from AG. She shared that she would not be in support.

Commissioner Murphy questioned the applicant's completion of a traffic impact study and whether the Board can take it into consideration.

Director Bell noted a list of considerations in NCGS §160D as it relates to a reasonableness for a rezoning as it relates to an amendment. He mentioned that you can look at the size and physical conditions of the area to be rezoned, the benefits and detriments to the surrounding landowners, the development that would be permissible under the proposed amendment, and one that is taken in the public interest.

Commissioner Murphy noted that Director Bell did not mention traffic, but based on her recollection, traffic is considered a part of the technical review process.

Director Bell confirmed that it is a function of the NC DOT.

Commissioner Murphy acknowledged the concerns of the residents, but it is not within the scope of consideration to consider traffic.

Commissioner Murphy said she is trying to understand the extent of the small area plan, and other properties listed as light industrial are they also in the small area plan.

Director Bell noted that the majority of those properties are in the Southern Area Plan. He advised that once you go west of 421, the majority of that would be in the Southern Area Plan.

Attorney Fox noted that we did not draw a radius to compare to the small area plan.

Director Bell noted that Pleasant Garden is in the Southern Area Plan.

Commissioner Murphy shared considerations of the definitions of light industrial, noting that one of the requirements included adequate public utilities.

Attorney Fox noted that the only public utility would be electricity.

Commissioner Tillman shared that he found it of note that this property had become a homeless encampment, which was negatively impacting the community, and that the property has very limited capacity. He sees that the property will become a blight if nothing is done.

Chairman Alston clarified that the intended purpose is trailer parking, not the truck. He confirmed that there would be 24/7 security and proper lighting that would not be intrusive.

Commissioner Tillman questioned how many days a week the property would be open.

Attorney Fox shared that they would be open seven (7) days a week.

Commissioner Alston questioned the maximum capacity.

Attorney Fox confirmed that for Phase 1, there will be approximately 224 spaces, and for Phase 2, another 363 spaces, for a total of 587 spaces.

Attorney Leslie-Fite emphasized the reasonableness and consistency statements for Board consideration on whether to approve or deny the rezoning request.

**Motion was made by Commissioner Carly Cooke, and seconded by Commissioner Frankie T. Jones, Jr., to approve the zoning map amendment to conditionally rezone property located at 209 E. Sheraton Park Road (Guilford County Tax Parcel# 142734) from AG to CZ-LI, as presented herein:**

**While the amendment is inconsistent with the Southern Area Plan recommendation of Rural Residential, this rezoning request, however, is consistent with Objective 1.5 of the Future Land Use Element of the Comprehensive Plan, which states, "Recognize and respect the unique characteristics of Guilford County's unincorporated and emerging communities."**

**Additionally, Objective 2.3 of the Comprehensive Plan's Transportation Element encourages Guilford County to "Identify existing development regulations or standards**



related to transportation/distribution that require change to better position Guilford County to compete in a national and global economy."

and

Although inconsistent with the Southern Area Plan recommendation, the amendment is reasonable because: 1) Existing Light Industrial zoning is approximately 1.1 miles (from 4100 Randleman Rd) and 1.5 miles (from 5200 Davis Mill Rd) from the subject parcel; 2) The UDO required minimum "Type A" landscape planting yard (buffer) requirements for the LI district are being exceeded by the applicant, effectively mitigating visual impacts; 3) Use conditions reduce both the number and intensity of potential uses allowed while development conditions limit hours of operation and vehicular access to the adjoining Grey Bridge neighborhood; and, 4) The existing adjacent Woodlake Wastewater discharge facility east of the parcel will also help mitigate impacts of potential uses considered as part of this Conditional Light Industrial rezoning request.

Further, while the applicant presented a Trip Generation Technical Memorandum for a Sheraton Park Road Trailer Parking Site dated April 12, 2024 (which has since been revised and dated November 20, 2024), this motion to approve does not include approval of all three (3) phases (710 tractor-trailer spaces at complete build) as presented in the revised application dated October 8, 2024. This condition was approved by the Planning Board and consented to by the applicant, in writing, at the Planning Board's February 12, 2025 legislative hearing. Thus, approval of this request includes the added condition that the maximum number of tractor-trailer spaces be reduced and not exceed 587 (max. of Phases 1 and 2 combined thereby reducing the number of two-way daily trips of predominantly truck traffic from 128 to 106 per the applicant's Technical Memorandum) for this proposed use.

As part of staff analysis of the Trip Generation Technical Memorandum submitted by the applicant, staff identified the following three potential routes to the subject parcel from a four-lane highway that could be used:

- The shortest route is from the 1-85 interchange at Randleman Road, approximately 2.7 miles from the site.
- The other two routes are from I-73 at the Randleman Road interchange, approximately 3.8 miles, and at the NC Highway 62 interchange, approximately 4.6 miles from the subject parcel.

While this may not be exhaustive of all possible routes, the maximum number of tractor-trailer spaces shall be set at no more than 587 (max. of Phase 1 and 2 combined). Eliminating Phase 3 of this proposed use as part of this consideration will allow time for actual trip generation data to be gathered and re-evaluated as part of a potential subsequent rezoning request initiated by the property owner. The conditional rezoning will fulfill an emerging community need in the county.

**This recommendation to approve the conditional rezoning from Agricultural (AG) to Conditional Zoning Light Industrial (CZ-LI) includes a Southern Area Plan amendment to change the land use classification from Rural Residential to Light Industrial.**

Director Bell requested a friendly amendment regarding the language pertaining to the **I-85 interchange at Randleman Road** should include South Elm-Eugene Street since the road splits, and the **I-73 at the Randleman Road interchange** should read **Old Randleman Road**.

Commissioner Cooke accepted the friendly amendment.

**VOTE: Motion carried 7 - 2**  
**AYES: Melvin "Skip" Alston, J. Carlvana Foster, Pat Tillman, Frankie T. Jones, Jr., Carly Cooke, Mary Beth Murphy, Brandon Gray-Hill**  
**NOES: Alan Perdue, Kay Cashion**

The Board took a recess at 8:32 p.m.

The meeting reconvened when Chairman Alston called the meeting to order at 8:49 p.m.

#### **VIII. COUNTY MANAGER'S FY 2025-26 BUDGET PRESENTATION**

##### **A. 2025-262 COUNTY MANAGER'S FY 2025-26 BUDGET MESSAGE**

Receive the County Manager's FY 2025-26 budget message, to be filed with the Clerk to Board for public inspection, and schedule a public hearing on the Manager's FY 2025-26 Recommended Budget and proposed economic development incentive grants for June 5, 2025 at 5:30PM in the Commissioners Chamber, located on the second floor of the Old County Courthouse, 301 W. Market Street, Greensboro, NC.

#### **Legislation Text**

County Manager Michael Halford noted that full budget books have been provided to the Board as well as the recommended budget work session dates.

County Manager Halford began his presentation by reviewing the County's purpose and core values. He noted that as you consider the system and all the items that happen in the background are analogous to our airline system. He shared that similar to our airline system, there are a lot of complexities, intentionality, and multi-systems dependent on trust and confidence in the systems.

County Manager Halford noted that like a plan, there are some constraints on what we can and cannot do. He shared that some of the parameters include protecting service performance and operational resiliency improvements made possible by our compensation plan. He spoke to shoring up our county functions, to ensuring property support of mandates and to maintaining current education operating funding and the \$2B capital model.

County Manager Halford noted maintaining county services with no personnel reductions, and spoke to continuing enhancements to the County's physical and cyber security. He shared a reduced reliance on fund balance to support recurring expenses to balance the budget. He considered the use of bond model flexibility to protect the County's ability to provide and enhance other services for our residents and limit change in property tax rate to provide predictability and stability for our residents and businesses.

County Manager Halford noted his budget recommendation:

- Expands Child Services by twenty-six (26) additional positions.
- Expands funding for Foster Care placement costs.
- Adds eight (8) positions in Social Services to support Food and Nutrition Services application processing.
- Adds three (3) positions in Social Services to process applications to connect children and families to daycare services.
- Allocates \$464M for Guilford County Schools, an increase of \$32M over the total allocation in FY2024/25.
- Allocates \$31.4M for Guilford Technical Community College (GTCC), an increase of \$2.1M over the total allocation in FY 2024-25.

County Manager Halford recognized that the proposal does not come near the request of the Schools and GTCC, however, their request would remove funding from 75% of the County's departments.

County Manager Halford noted that the budget also includes:

- Additional twenty-four (24) positions to support four (4) additional peak demand units for EMS.
- Offers Fire district tax rate increased for thirteen (13) districts.
- Funds public safety asset plans with recurring revenue, including regular vehicle replacements, major equipment, etc.
- Shifts county security services from contracted services to full-time county positions.
- Adds eight (8) additional positions for Animal Control and stabilizes part-time funding.
- Expands support of the Continuum of Care by adding three (3) additional positions to allow the County to serve as the lead agency.
- Reduces the fund balance by \$15.3M; noting that we will shift \$34M of extra capacity in our school funding model.

County Manager Halford reported that his recommended budget maintains the tax rate at 0.7305 per \$100 of assessed value and recommends a General Fund budget of \$841,683,000.

County Manager Halford concluded his presentation by noting that the recommended budget has been placed on file with the Clerk's Office for public consideration.

Discussion took place regarding scheduling the upcoming budget work sessions and notice requirements.

## **IX. HEALTH AND HUMAN SERVICES UPDATE**

### **A. 2025-248 DHHS - DSS & CHILD SUPPORT MANDATED PERFORMANCE MEASURES**

Receive quarterly data regarding the mandated performance measures as outlined in the Memorandum of Understanding between Guilford County's DSS & Child Support departments and NCDHHS.

[Legislation Text](#)

[Child Support MOU \(3rd QTR\) FY 25](#)

[MOU Requirement Informational Grid](#)

[Quarterly MOU Benchmark Results January February March 2025](#)

[Quarterly Med Benchmark Results January February March 2025](#)

Sharon Barlow, DSS Director, provided an update on their quarterly benchmarks. She noted that they are meeting all their requirement benchmarks with the exception of two (2) of their Medicaid re-enrollments, falling under 98%, and have submitted a waiver. She noted that they are waiting on their March waiver.

Rosanne Wiley-Hayes, Child Support/Court Service Director, reported that for this quarter, they are meeting all their benchmarks.

## **X. COMMISSIONER LIAISON REPORTS**

Commissioner Gray-Hill shared his attendance at the Animal Advisory Board, and they are working on revising their bylaws and setting their future goals. He shared that he is looking forward to working with the volunteers.

Commissioner Cashion shared her recent work with the Continuum of Care's *Gathering in Guilford*. She shared her event participation where she was the closing speaker. She shared her attendance at the Homelessness Taskforce and several National Association of Counties (NACo) committee meetings.

Commissioner Cooke noted her recent attendance at her Piedmont Triad Regional Council (PTRC) meeting and concerns with reductions in federal Housing and Urban Development (HUD) funding.

Commissioner Murphy shared her recent attendance at the Parks Board meeting and work with the consultant who is supporting the county. She shared that the plan is not quite yet complete but hopes to have it ready for an August work session. She noted that the pool facilities will be open Memorial Day weekend.

Vice Chairwoman Foster shared her attendance at the High Point Economic Development Corporation meeting hosted by Echo Labs. She noted that the High Point Furniture Market went very well.

Commissioner Jones shared his recent attendance at the Greensboro Sports Foundation and its upcoming events. He highlighted that Guilford County is serving as a host for teams prepping for the FIFA World Cup.

#### **XI. COMMENTS FROM COUNTY MANAGER/COUNTY ATTORNEY**

##### **A. 2025-238 3RD QUARTER INVESTMENT REPORT**

Receive quarterly investment report.

#### **Legislation Text**

#### **Quarterly Investment Report for 03312025 - Final05152025 ADA**

The Board received the report for informational purposes.

#### **XII. COMMENTS FROM COMMISSIONERS**

Commissioner Murphy thanked staff for supporting the County's hosting of the Moldova delegation.

Commissioner Tillman shared his attendance at the Sports Foundation and the economic impact of sports tourism. He extended congratulations to all our recent graduates.

Commissioner Jones spoke to the Southside Reunion activities and to Cone Health President and CEO Mary Jo Cagle's retirement celebration at the Tanger Center. He recognized Dudley High School and other local teams participating in the state track championship meet at NC A&T State University this week and offered them support.

Vice Chairwoman Foster shared her attendance at a scholarship luncheon recognizing local seniors, a High Point luncheon event, and her recent attendance at the swearing-in ceremony for Judge Lisa Johnson-Tonkins.

Chairman Alston echoed congratulations to Judge Johnson-Tonkins.

#### **XIII. HOLD CLOSED SESSION PURSUANT TO N.C.G.S. §143-318.11 FOR THE PURPOSE OF CONSULTING WITH THE COUNTY ATTORNEY.**

There was no closed session held for this agenda.

#### **XIV. ADJOURN**

**There being no further business, the meeting adjourned with unanimous consent at 9:35 p.m.**

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Melvin “Skip” Alston  
Chairman

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Robin Keller  
Clerk