

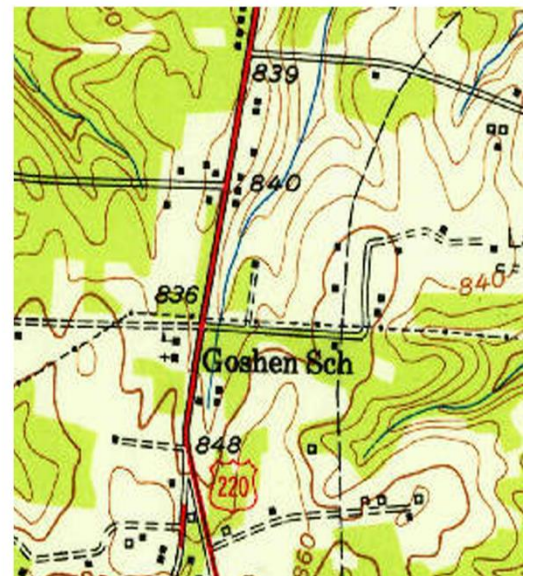


Randleman Road

Corridor Plan



Phase 2



DRAFT

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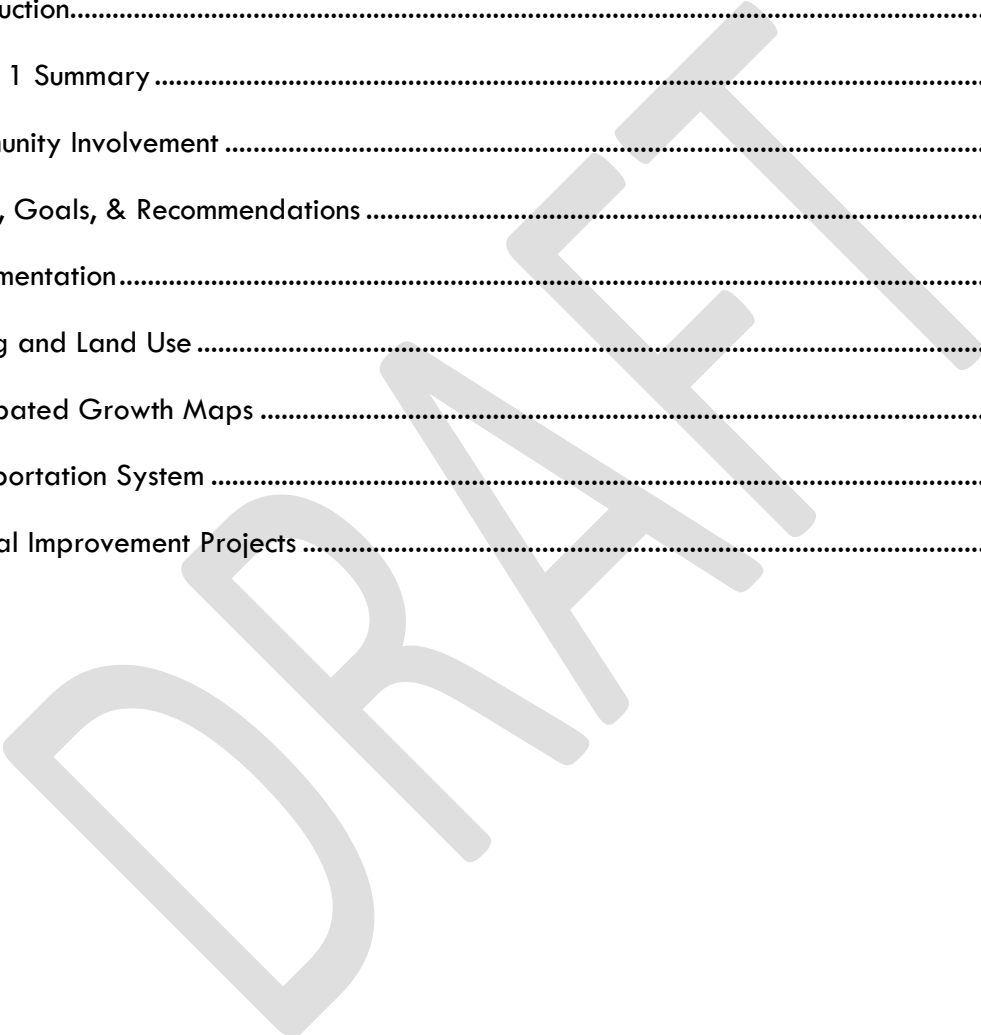
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EXECUTIVE SUMMARY

This Phase 2 of the Randleman Road Corridor Plan covers a section of Randleman Road and the properties adjacent to the road from I-40 to I-85. Randleman Road in its current form is a predominantly car-oriented street, lined with strip-shopping centers, older industrial uses, and a scattering of residential uses. There is a great opportunity to modernize the road, making it safer for a variety of users, getting more investment, and improving the mix of offerings on the corridor while still supporting local businesses. This plan will help provide a guide for how to capitalize on this opportune time for the corridor.

The plan's recommendations are based on the large amount of public input that was received during the process. That input was received during three very well attended public meetings, and in conversations with local business owners and residents from adjacent neighborhoods. The recommendations are broken into four broad areas: Transportation, Safety, Economic Modernization, and Quality of Life

The creation of this plan is part of the implementation of **GSO2040**, the City's Comprehensive Plan. Small area plans like this help bring **GSO2040** to life on a smaller scale by focusing those goals into a smaller geography. The recommendations in this plan are objectives that fit into the framework of the Goals and Strategies of **GSO2040**. These objectives cover the following topics.

- ❖ Increasing the access to non-automobile transportation options, bolstering public transit, and enhancing physical connections to surrounding neighborhoods.
- ❖ Modernizing the commercial corridor to seek investment that is complimentary of existing uses and surrounding neighborhoods.
- ❖ Establishing consistent community dialogue among the various businesses, institutions, and the City.
- ❖ Encouraging non-residential uses to suitable locations within the established **GSO2040** activity centers.
- ❖ Working with residents to establish and maintain a strong communication network that effectively and efficiently navigates available City resources to address corridor issues.

Participation in the planning process was strong, and included online surveys, discussions with area neighborhoods, interdepartmental coordination meetings, and three separate open house opportunities with associated follow-up surveys. The three open houses took place in March 2024, July 2024, and two separate opportunities in September 2024. In total, the open houses had approximately 250 attendees.

HOW TO USE THIS PLAN

Use Guide

This plan is intended to be a resource:

- ❖ For community members and business owners, when advocating for the area.
- ❖ For City staff, when allocating resources for transportation and park improvements, and
- ❖ For decision makers, when considering land use changes and other issues that affect the quality of life and development in the area.

Many of the recommendations will require further study to be carried out, and all will require funding to be implemented fully. By adopting this Plan, the City intends to follow through on key investments and refer to this plan when considering changes to this area and capital investments.

It is also important to note that adopting this plan does not establish funding for any particular recommendation, or put them on a departmental work plan. Different City Departments will carry out the recommendations with varying sources of funding, and this adopted plan can help prioritize and advocate for specific recommendations to get funding. The implementation of the Plan depends on coordinated work between the community, local decision-makers, City Council representatives, and City staff.

This plan is directly connected to the City’s Comprehensive Plan **GSO2040**, and should be used for guidance when a rezoning is proposed along the corridor. In the implementation section of this plan, there are a set of questions titled “Land Use Considerations”. These are to be used to guide considerations for rezoning requests or when recruiting new businesses or uses to the corridor, in addition to the ten questions in **GSO2040**. Specifically, the “Ten Questions to Determine if a Rezoning Request is Consistent with the Comprehensive Plan” on page 74 of **GSO2040**. The two sets of questions act as a guide when considering changes to the area. The policies of this Plan apply more targeted local guidance to the broader goals of **GSO2040**. This includes where best to introduce new uses, at what intensity, and how to create more compatible proposals with the surrounding community. It is important to note, these questions are not a checklist but are designed to help align decisions about land uses with the plan.

Conclusion

A plan is as strong as the will of the residents that it serves. Ideally, this plan will empower community members and decision makers alike, to point to a plan that represents their collective voice. A document that can be used to advocate for funding and assistance for areas, projects, and facilities specific to this corridor. This is a proactive planning document that helps guide future conversations about growth, encourages more community dialogue, and helps the corridor better promote its identity by redefining perceptions.

INTRODUCTION

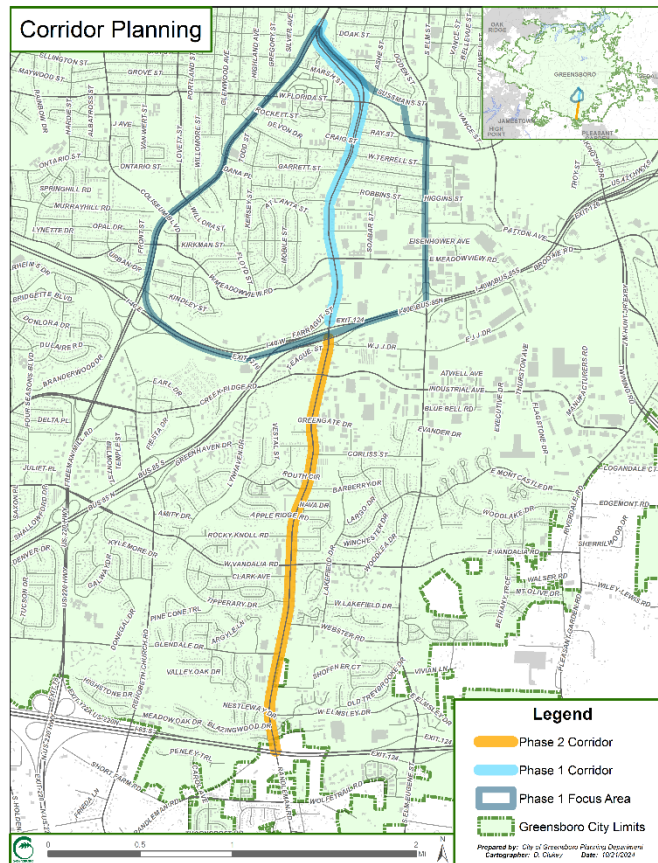
Background

This section is based on the Existing Conditions Report, produced in preparation for a planning process for the southern section of Randleman Road. The Report focuses on the road itself and the properties immediately adjacent to it, which will be the focus of the upcoming plan.

The second phase follows the first set of plans for Randleman Road. The Randleman Road Corridor Plan Phase 1 was adopted in May 2016 and covers the section from the junction with Freeman Mill Road south to I-40. Phase 2 will cover the section from I-40 to the City’s municipal boundary just north of I-85. Although there have been a number of annexations south of this, the plan will focus on the road that is wholly within the Greensboro City limits.

As stated in Phase 1, this Phase 2 Plan has a shared vision for the corridor that both public and private entities can use to guide future growth decisions. The City will use the policies, tools and strategies identified in the Plan to guide implementation activities that support stability in the commercial corridor and the neighborhoods adjacent to Randleman Road.

Like many older commercial corridors, Randleman Road has seen investment cycles that left many properties in a state of disrepair, or without the landscaping required in the current Land Development Ordinance. There is also a lack of consistency in where buildings sit relative to the street, and a high number of curb cuts at inconsistent locations. Because of these factors, a further purpose of the Plan will be to identify areas where public and private investment can make the most difference in bringing vitality back to the corridor.



Map 1

PHASE 1 SUMMARY

[Phase 1](#) of the Randleman Road Corridor Plan was adopted in May of 2016. The plan covered a section of Randleman Road from its beginning at Freeman Mill Road, to the I-40 overpass. The Plan's recommendations focused on improving public perceptions of the corridor, transportation, enhancements, and encouraging reinvestment.

What is a Corridor Plan?

The City of Greensboro has engaged in neighborhood and corridor planning since the late 1970s, allowing property owners, neighbors, and businesses to shape the characteristics and physical features that enhance the living environment and quality of life directly around them.

While a comprehensive plan establishes a broad and long-range vision for the city, Greensboro also recognizes the need for more neighborhood and community-level planning that reflects the special characteristics of smaller, cohesive subareas and corridors. The City supports the development of small area plans consistent with the **GSO2040** Comprehensive Plan policies, but more focused on implementing recommendations tailored to a specific area.

The level of public involvement in a process of small-area planning is equally important as the outcomes of the plan. Through direct outreach with residents in an area, the community's input shapes a shared vision and develops priorities for the future. For example, the [Fleming Road Plan](#) traverses several neighborhoods, each with unique characteristics and needs while connecting those interests through a set of strategies for the entire planned area.

The Randleman Road Phase 2 Plan, like **GSO2040**, is not a regulatory tool that dictates property use. Instead, these are policy documents to guide decision-making for property owners, developers, city departments, and officials. (While the City, property owners, and the public all contribute to deciding property use, the plan itself doesn't guarantee its recommendations will be implemented. However, the plan offers the community a valuable opportunity to shape future decisions and the character of the area.)

GSO2040

GSO2040 is the City of Greensboro's adopted Comprehensive Plan, which serves as the roadmap and guide to a shared vision for the future of the community. Adopted in June 2020, the Plan provides a common touchpoint to align projects, programs, and policies with Greensboro's vision for the future.

The "[Six Big Ideas](#)" provide a framework for the plan, encompassing topics such as land use, housing, transportation, and the environment to facilitate coordinated action across City departments and the community as a whole. To maintain consistency with **GSO2040** and to further its implementation, the Randleman Road Phase 2 Plan is organized around the same Big Ideas.



In addition to providing a policy framework, **GSO2040** also includes Anticipated Growth Maps which spatially illustrate how policies can move the City towards the Vision and Big Ideas. The Future Land Use Map broadly describes land use and designates areas for airport, residential, commercial, industrial, mixed use, or reserve (the map's defined future land use categories). Requests for changes to zoning must consider the full range of uses and activities permissible within those designations. The Future Built Form Map describes how development and land use fit together and designates areas as within an Activity Center, a Place Type, or a Corridor, each with several defined subcategories.

COMMUNITY INVOLVEMENT

March Community Event

Community engagement through this process was instrumental in developing and later refining the vision, goals, and recommendations. The first public event was held on March 21, 2024, with over 70 attendees at the New Goshen United Methodist Church, a historic church along the corridor. Since this was the first public input opportunity, staff's goal was simply to connect with the community and hear from them. Attendees were asked what they saw as challenges, strengths and opportunities for the corridor. Additionally, visioning activities gave attendees an opportunity to describe what they wanted Randleman Road to be far into the future. Some examples of the other activities that were used to solicit feedback can be seen here:

- Origin and Destination Dot Exercise
- Investment Location Lego Exercise
- Connection to **GSO2040**
- Zoning & Land Use Maps
- Transportation/Public Transit
- Code and Zoning Compliance
- Corridor Feedback
- Aspirational Message Board

The feedback received from this event was used to develop the draft goals and recommendations.





Staff and Participants at the March 21 Event

July Community Event

On July 20, 2024 a follow-up event was held again at New Goshen United Methodist Church which attracted approximately 130 attendees. Advertised as a picnic, the event was held outside and was co-planned with the Greensboro Police Department which provided free food. Other City Departments participating included the Code Compliance division of Housing and Neighborhood Development, Greensboro’s Economic Development Office and the Greensboro Department of Transportation.

The aim of this touchpoint was to receive feedback on the draft recommendations that would be the framework of the eventual plan. There was a station for each draft recommendation section as well as for the draft vision statement. Attendees were asked to provide edits or comments to the language and could connect with representatives from other City Departments directly.

Randleman Road Corridor
What do you see for its future?
GREENSBORO NORTH CAROLINA

Please attend this event:
Randleman Road Planning Picnic
Saturday, July 20 • 11 am to 2 pm
New Goshen United Methodist Church
3300 Randleman Rd.

Join us for free food, fellowship, and future plans for Randleman Road! Draft recommendations for the corridor will be available for review.

Questions?
Visit greensboro.nc.gov/RandlemanRoad, email Kelly Larkins at kelly.larkins@greensboro-nc.gov or call 336-312-5739.





Elected Officials, Staff, and Participants at the July 20 Event

September Community Event

Two identical events were held at New Goshen United Methodist Church on September 10 and 11, 2024, which attracted approximately 44 attendees. Advertised as drop-in open houses, these final community events invited attendees back for a final input opportunity that asked for feedback on how the Plan will be implemented. The activities at this event looked to drill down to the specifics of where, when, and how the plan should be implemented.



One activity had attendees prioritize a variety of “jump start” activities, things the City could do in the short term after the plan’s adoption while building momentum for the broader recommendations within the plan. Another focused in on specific intersections, and asked attendees to allocate funding amongst them, but from a limited budget. Ultimately, the last event ensured that the staff accurately captured what residents said from the previous input opportunities and acknowledged that the draft recommendations provided a roadmap of the future that was reflective of what the community wanted.



VISION, GOALS, & RECOMMENDATIONS

VISION

A vision states what we want to see for the corridor’s future. The vision for this plan is as follows:

“Randleman Road is a welcoming gateway to the City and a central connection for a diverse network of surrounding neighborhoods. It is a healthy and vibrant part of the local community that attracts visitors from across the region to enjoy its strong offerings and unique flavor.”

GOALS & RECOMMENDATIONS

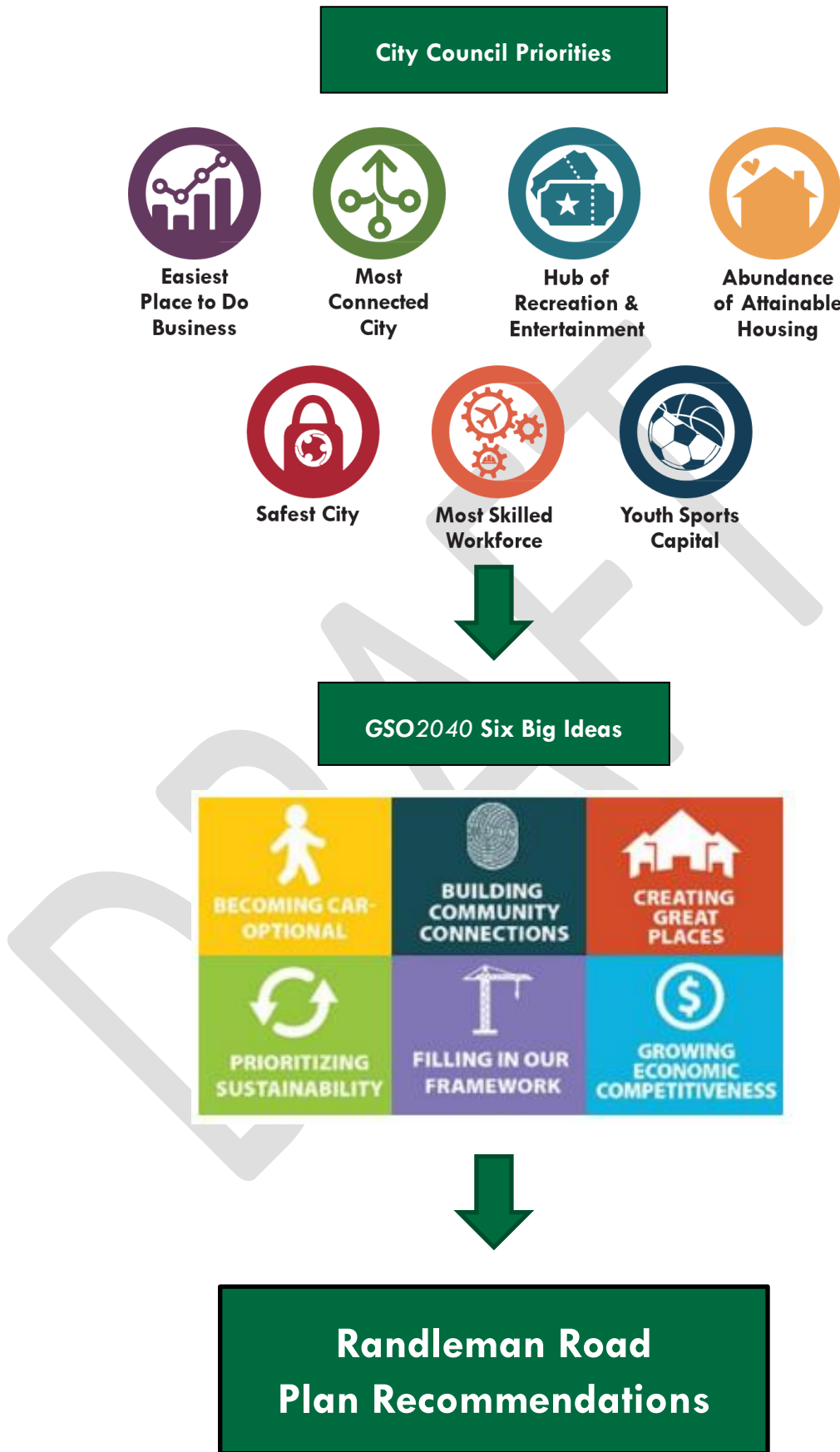
The Randleman Road Phase 2 recommendations are organized under four goal areas: Movement, Modernization, Safety, and Well-Being. These goals represent the groupings that emerged from meetings and conversation with elected officials, residents, business owners, City staff, and community organizations. Recommendations are further organized into sub-areas within each of the four goal areas.

Funding is a crucial component of any project's implementation. The City of Greensboro intends to implement each recommendation as soon as possible. The implementation chapter describes in further detail how the recommendations will be accomplished. The estimated cost to implement a specific recommendation is provided, if known at the time of this plan’s adoption. Funding sources will need to be identified, and funding found for implementation. If a recommendation cost is not provided, further research will be needed. The following Implementation chapter describes how the recommendations will work together, over the short and the long term, to improve the corridor.

CONNECTION TO GSO2040 & COUNCIL PRIORITIES

Each recommendation sub-group implements part of **GSO2040’s** Six Big Ideas as well as Greensboro City Council Priorities. The Six Big Ideas are the framework of the Comprehensive Plan and for each of the specific area plan’s adopted since. While different from most of the Six Big Ideas, several Council Priorities overlap with the recommendations outlined in this Randleman Road Phase 2 Plan. These priorities include focusing on safety, workforce development, ease of doing business, making the city more connected, creating attainable housing, and making the city a hub of recreation, entertainment, and capital of youth sports. An illustration of these connections is found on the following page.





Movement

“Movement” seeks to provide a variety of safe and efficient transportation options for everyone on the corridor. The recommendation supports the Big Ideas of Creating Great Places and Becoming Car-Optional. The goal area also moves forward the City Council’s Priority of making Greensboro the Most Connected City.

What We Heard About Movement:



Movement Recommendations and Sub-Areas

Form and Function: Improving the look and feel of the corridor for residents and travelers. (The Vandalia, Glendale, and Creekridge intersections have been identified as the most likely areas to receive treatments, pending further study).

1. Investigate enhancing City rights-of-way to modernize and provide aesthetically pleasing elements such as plantings, public art, and wayfinding tools. *(Funding: Wayfinding sign and installation = \$9,000 each. Public Art = \$500,000 for the corridor.)*
2. Implement treatments on selected major intersections along the corridor, and evaluate intersection operation with traffic signal timing, bike and pedestrian facilities installations, improved signage, and plantings. *(Funding identified in existing budget.)*

Summary: Modernize City rights-of-way with attractive features such as plantings, public art, and wayfinding tools. Improve major intersections with updated traffic signals, bike and pedestrian facilities, signage, and landscaping. Leverage the trail network to connect Randleman Road to surrounding neighborhoods.



Accessible Mobility: Expand existing transit routes and invest in infrastructure to support diverse transportation options.

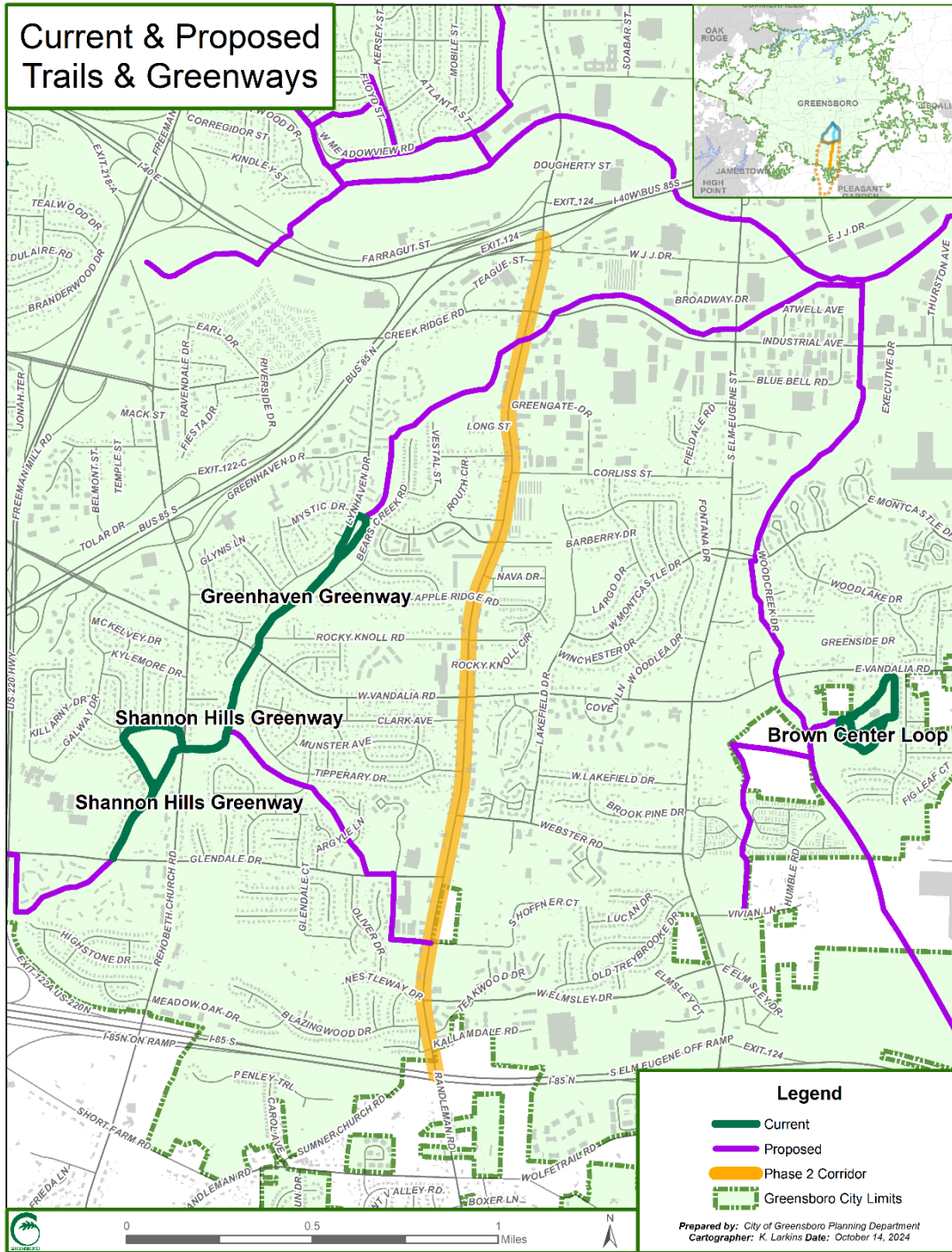
3. Enhance the public transit stops along the corridor and increase service frequencies through a new CrossMax route, including the addition of sheltered stops, ADA accessibility improvements, and the addition of uses at bus stops like rideshare pickups and micro-mobility vehicles. Future enhancements may be identified from the Better Bus Stop Plan currently under development. *(Funding: \$5,000 per bus shelter.)*
4. Improve bicycle accommodations, and where feasible, widen sidewalks to accommodate bicycles and/or implement bicycle lanes as future conditions permit and the community supports the change. *(Funding: \$1.4 million per mile of 10' sidewalk.)*
5. Use the greenway network, as seen on page 17's map, to connect Randleman Road to neighborhoods. *(Funding: \$15 million for construction of greenways shown on the map.)*
6. Repair and replace the existing sidewalk and curb ramps where needed and monitor conditions. *(Funding: \$700,000 per mile of 5' wide sidewalk; \$4,000 per curb ramp.)*

Summary: Enhance public transit stops along the corridor by increasing service frequencies, adding sheltered stops, improving ADA accessibility, and incorporating rideshare pickups and micro-mobility options, with future upgrades guided by the Better Bus Stop Plan. In addition to improving bicycle accommodations by widening sidewalks, adding bike lanes where possible, and connecting Randleman Road to neighborhoods using the trail network.



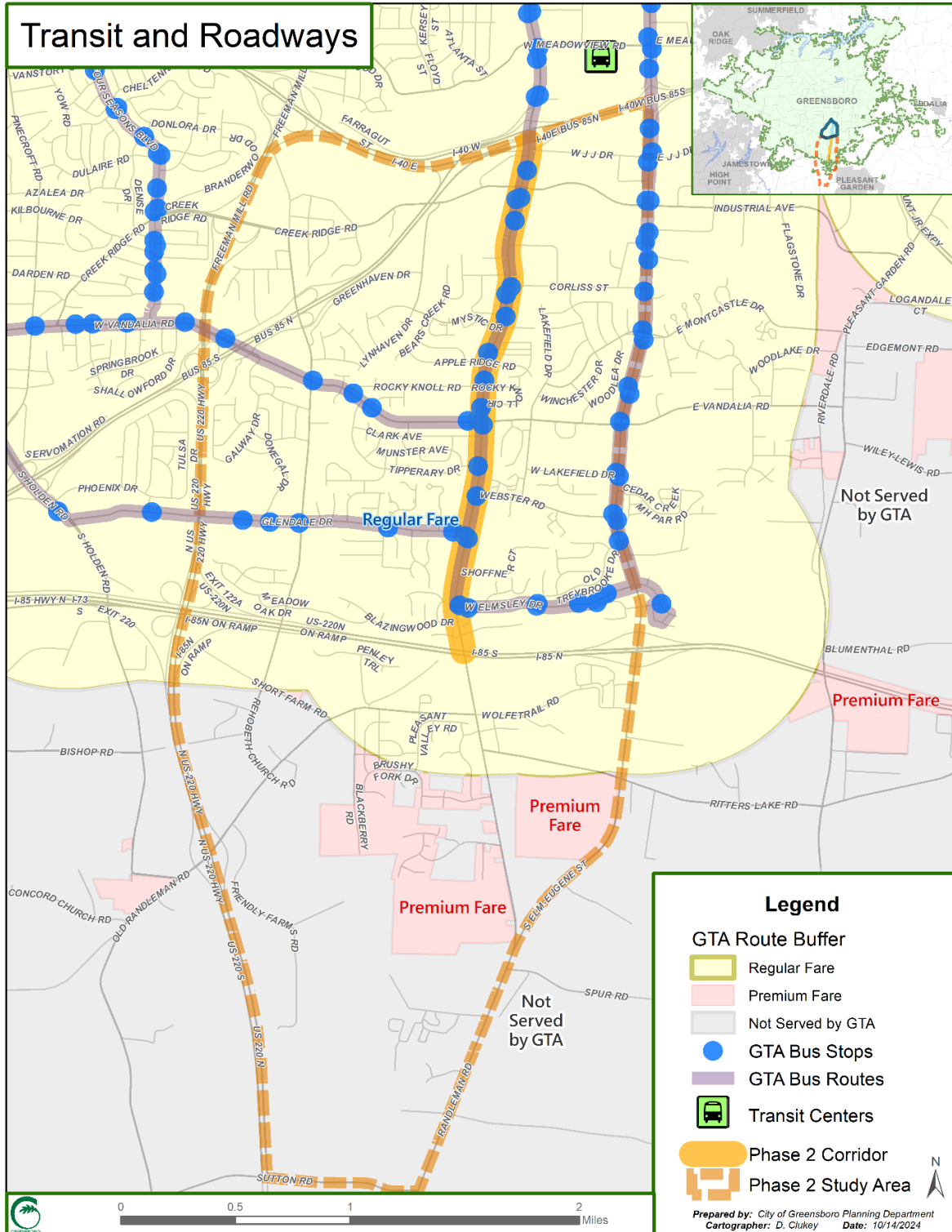
TRANSPORTATION FUNDING

Movement goal recommendations can be funded through several sources. One option is the NCDOT quantitative, needs-based prioritization process, which supports the development of the Transportation Improvement Program. This process is competitive and has successfully secured funding for projects like the Randleman Road improvements between Glendale and Elmsley (construction planned for FY 2026) and various sidewalk projects. Another source is federal funding directed by the Metropolitan Planning Organization (MPO). Though limited and competitive, these funds have supported many City projects over the years, including sidewalk and greenway construction, intersection improvements, GTA buses, and new bus service grants like the CrossMax Purple route. The City and MPO may also seek USDOT discretionary grant awards, a highly competitive source of funding. Finally, sufficient local funding from the City of Greensboro is essential for matching federal grants and for smaller projects that are not well-suited for federal or state funding. Continued community support for future bond referenda is necessary to ensure that the required local funding levels are available to match these federal and state grant opportunities. Also, with a more adequate supply of local bond funds, the City could resume its historical practice of implementing larger projects using 100% locally funded projects.



Map 2

There are current trail networks in proximity to the corridor but none currently within the Phase 2 Corridor boundary. Although, according to the 2018 Bicycle and Pedestrian Plan, these proposed trail network routes are planned to be constructed which would establish trail heads within the corridor and connect to the existing network.



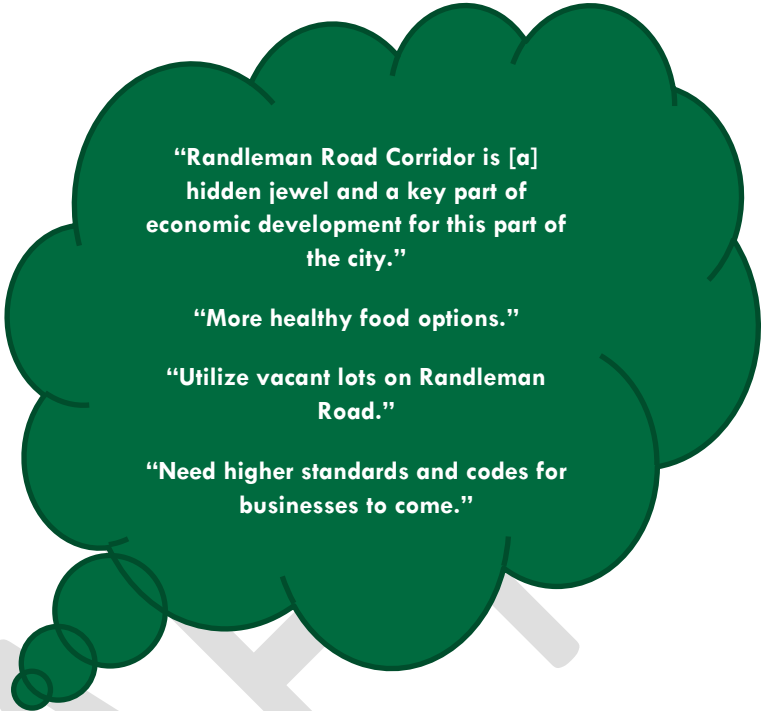
Map 3

Transit use on Randleman Road is consistently among the highest in the City, as is the adjacent service routes on Elm/Eugene Street. Due to this high ridership, coordination of improved transit service and transit oriented development is a valuable resource for revitalizing the corridor.

Modernization

“Modernization” seeks to attract investments to the corridor and make Randleman Road a destination of choice for the surrounding communities. This recommendation implements **GSO2040** Big Ideas of Creating Great Places, Growing Economic Competitiveness, and Filling in Our Framework. The goal area also moves forward the City Council’s Priority of making Greensboro the Safest City, having the Most Skilled Workforce, and making it the Easiest Place to do Business.

What We Heard About Modernization:



Modernization Recommendations and Sub-Areas

Enhanced Enforcement: Invest in and deploy resources at the City and community level to improve code enforcement.

1. Use the new Code Compliance software to track and enforce code violations by repeat offenders. *(Funding: Completed)*
2. Strengthen the community’s ability to use compliance services through in person events and seminars, and distribution of shareable resources (on-line, printed, and/or in person). *(Funding: Establish partnerships with organizations such as East Greensboro Now.)*
3. Increase city funding and expand programs for demolition of abandoned, dilapidated, and deteriorating commercial properties. *(Funding: \$446,000 for identified buildings along corridor.)*

Summary: Utilize the new Code Compliance software to monitor and address repeat code violators while empowering the community through events, seminars, and shareable resources. Increase city funding and expand demolition programs for abandoned, deteriorating commercial properties. (The Code Compliance Division works to improve the appearance of communities and maintain standards of living.)



Incentive Investment: Leverage existing assets and explore new opportunities to attract quality investment to the corridor.

4. Employ retail recruitment strategies to foster reinvestment on vacant and underutilized land to keep up with changing markets and provide goods and services to area residents. *(Funding: Contract in place for \$60,000 for three years.)*
5. Promote incremental development in parking lots and underutilized spaces, including short-term pop-up events and rentable spaces on outparcels. *(Funding: Coordinate technical assistance for local property owners to determine the scope and scale of potential development.)*
6. Connect the corridor’s entrepreneurs with business education opportunities, entrepreneurial classes, mentorship programs, and loan acquisition training. *(Funding: Establish partnerships with organizations such as the Guilford Merchants Association.)*
7. Assist potential investors to assess the feasibility and compatibility of new private development projects. *(Funding identified in existing budget.)*

Summary: Adapt to changing markets, provide local goods and services, and employ retail recruitment strategies to reinvest in vacant and underutilized land. Promotes incremental development in underutilized spaces, supports entrepreneurs with education and mentorship, and assists investors in assessing new development projects.



Smart Growth: Promote balanced and harmonious development patterns along the corridor.

1. Encourage new residential and commercial uses that are supportive and complementary of developing employment. *(Funding identified in existing budget.)*
2. Focus density along the commercial corridor and direct non-single family residential use types into activity centers and limit density east and west of the commercial corridor. *(Funding identified in existing budget.)*

Summary: Promote new residential and commercial developments that support employment growth. It also concentrates density along the commercial corridor, directs non-single-family residential uses to activity centers located at the Vandalia, Glendale, and Creekridge intersections, and limits density to the east and west of the corridor.



Safety

“Safety” captures the need to make the corridor safe, secure, and comfortable for pedestrians, cars, shoppers, business owners, and residents. This recommendation implements **GSO2040** by implementing the Big Idea of Building Community Connections. The goal area also moves forward the City Council’s Priority of making Greensboro the Safest City.

What We Heard About Safety:

“Excessive & continuous noise from commercial areas after 11pm.”

“Large trucks cutting through residential streets.”

“The vehicle speeds and traffic make it feel unsafe.”

“Need a stronger police presence between midnight & 5am; there is too much theft and vandalism.”

Safety Recommendations and Sub-Areas

Peace of Mind: Improve security and public safety through implementation of best practices.

1. Install additional LED street lights in areas without sufficient coverage. Additionally, work with private parking lot owners to help brighten up particularly dark parking lots. *(Funding: Light installation and operation along roadways are covered by existing budget amounts; lights installed on private property range from \$900 to \$4,000 per light depending on style chosen.)*
2. Increase the safety of the road, for both motorists and pedestrians, through implementing Vision Zero or Safe System Approach countermeasures and strategies in strategic locations. Possible countermeasures may include those listed in FHWA’s Proven Safety Countermeasures or identified in the Greensboro Comprehensive Safety Action Plan (CSAP) currently under development. *(Funding: Facility improvements or countermeasures will be determined after safety issues are identified.)*

Summary: Enhance safety; install additional LED street lights in poorly lit areas and collaborate with private parking lot owners to illuminate dark parking lots. Implement safety initiatives Vision Zero and Safe System Approach strategies, using FHWA’s Proven Safety Countermeasures and the developing Greensboro Comprehensive Safety Action Plan.



Crime Reduction: Address quality of life concerns through community collaboration and investment in crime prevention measures.

3. Install license plate readers in targeted areas identified through a comprehensive crime rate analysis. *(Funding: \$45,000 for three intersections.)*
4. Work more closely with commercial landowners and their private security firms for enhanced communication sharing and collaborative remediation of safety issues. *(Funding identified in existing budget.)*
5. Work with commercial landowners to install prohibitive signage on parcels and within parking lots (i.e. Trespassing Letters of Intent, No Littering, Parking Lot Closing Hours, etc.). *(Funding: \$20 per sign.)*

Summary: Install license plate readers in areas with high crime rates, identified through detailed analysis, to enhance surveillance. Additionally, these recommendations emphasize collaboration with commercial landowners and their security firms to improve communication, address safety issues, and install prohibitive signage to deter unwanted activities.



Well-Being

“Well-Being” strives to create a more welcoming, vibrant, and history-rich Randleman Road by prioritizing quality-of-life improvements for residents and visitors. These recommendations implement **GSO2040** Big Ideas of Creating Great Places and Building Community Connections. The goal area also moves forward the City Council’s Priority of making Greensboro the Safest City, a Hub of Recreation and Entertainment, and creating an Abundance of Attainable Housing.

What We Heard About Well-Being:

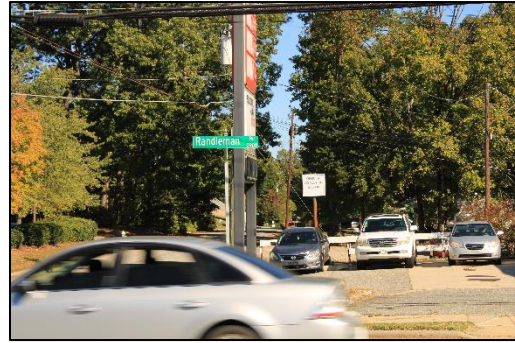


Well-Being Recommendations and Sub-Areas

Foster Sense of Place: Cultivate and enrich the distinct character of the corridor and surrounding communities.

1. Identify areas to implement beautification efforts through decorative plantings and dedication of open space that can be used for City programming. *(Funding: \$5 million for intersection improvements.)*
2. Incorporate and encourage public art opportunities within new developments or on City-owned land. *(Funding: \$500,000 for public art along the corridor.)*
3. Explore purposeful purchases of land to facilitate public improvements in strategic locations. *(Funding identified in existing budget.)*
4. Develop wayfinding and signage infrastructure that directs visitors and residents to historical resources, prominent businesses, and recreational space. *(Funding: \$9,000 for each wayfinding sign and installation.)*
5. Increase fines or other financial penalties for illegal truck parking. *(Funding identified in existing budget.)*

Summary: Enhance the corridor’s appeal and focus on decorative plantings and open spaces for city programming while integrating public art in new developments and publically owned land. Consider strategic land purchases for public spaces, develop wayfinding and signage to highlight key areas, and increase penalties for illegal truck parking.



Connect Resources: Expand community-level resources (i.e., provide free seminars, classes, pop-ups, and other educational opportunities) to empower residents and business owners to maintain the quality of their properties.

6. Increase the community’s use of the Neighborhood Toolkit Program by providing educational information to residential property owners, which helps owners maintain their properties and reduce the impact and duration of community nuisances. *(Funding identified in existing budget.)*
7. Educate commercial property owners about the Vehicle Release Form for junked and abandoned vehicles within commercial parking lots. *(Funding identified in existing budget.)*

Summary: Increase participation in the Neighborhood Toolkit Program by educating residential property owners on property maintenance and reducing community nuisances. It also aims to inform commercial property owners about the Vehicle Release Form for handling junked and abandoned vehicles in parking lots. (The Neighborhood Toolkit Program is a free, City managed tool and maintenance equipment lending program.)



Prioritize Public Health: Address existing gaps in healthcare access and broaden existing City and County resources to preserve public health.

8. Working with public health partners in the local area to explore the possibility of introducing more health institutions to Randleman Road. *(Funding identified in existing budget.)*
9. Connect homeless communities with locally available resources by expanding the service area and working with commercial property owners. *(Funding: \$220,000 for encampment outreach services and litter abatement program.)*
10. Coordinate with the Guilford County Division of Public Health to ensure temporary outdoor vendors adhere to applicable food safety guidelines. *(Funding identified in existing budget.)*

Summary: Collaborate with local public health partners to explore adding more health institutions to Randleman Road and expand services for homeless communities by engaging with commercial property owners. Coordinate with the Guilford County Division of Public Health to ensure temporary outdoor vendors follow food safety guidelines.



IMPLEMENTATION

How to Use This Plan

USE GUIDE

This plan covers the section of Randleman Road from I-40 to I-85 and the adjacent properties. The overall goal of the plan is to reestablish Randleman Road as a thriving commercial corridor that supports a variety of businesses as well as the surrounding communities. Like all the City's small area plans, this plan is an implementation step of the City's Comprehensive Plan, **GSO2040**. The recommendations outlined in the previous section are directly linked to specific elements of **GSO2040** and to our City Council priorities. The plan is intended to be a resource:

- ❖ For City staff when allocating resources for transportation and to improve the adjacent properties;
- ❖ when considering land use changes and other issues that affect the quality of life and development in the area, and
- ❖ for the community when advocating for the area.

This section shows how those policies of the plan will work together to improve Randleman Road. Over many years, Randleman Road evolved from a rural road to a small commuter road and then to a commercial road lined with strip malls and car-oriented retail. When the plan's recommendations are implemented, they will help it evolve into a modern version that meets the needs of today's residents and businesses. This section is broken out into three sections of implementation:

1. *Jump starts.* Relatively simple actions that can have an early impact and build momentum.
2. *Long term projects.* Actions the City will start after Plan adoption that will take longer to achieve due to required higher levels of collaboration and coordination.
3. *Land-use guidance.* These questions should be asked when considering a rezoning request, when evaluating a new land use, or when employing a retail recruitment strategy.

This plan will coordinate and leverage the ongoing efforts of many departments and provide a unified goal to strive towards. Area neighborhoods have worked with city staff for several years to address issues along Randleman Road, such as code compliance, traffic safety, zoning code violations, and the aesthetics, upkeep, and safety of retail areas. Due to this collaboration, many

improvements have been made, including installing crossing signals, crosswalks, LED street lights, and public safety improvements.

Jump Starts

Jump starts are not simple, but they can be implemented relatively quickly, and their impact can be felt soon. They are also generally where the City has more direct control than in some other plan recommendations. The following list of jump starts was presented at the public meetings on September 10 and 11, and the action steps of the objective statements are discussed in the Recommendations section. Meeting attendees were asked to state their two highest and two lowest priorities at the meeting. Those results are below. The jump starts that received the most votes are at the top of the table.

<i>Jump Starts</i>	<i>Higher Priority Votes</i>	<i>Lower Priority Votes</i>
<i>Code Enforcement on Dilapidated Buildings</i>	22	4
<i>Expanded Speeding Enforcement</i>	18	9
<i>Address Overgrowth on Vacant Lots</i>	13	4
<i>Increase Parking Lot Safety</i>	8	4
<i>Sidewalk Repairs</i>	8	9
<i>Better Landscaping Along the Corridor</i>	5	6
<i>Enhanced Corridor Lighting</i>	5	6
<i>Brighten Up Parking Lots</i>	4	10
<i>Roadway Repairs</i>	2	6
<i>Improved Corridor Signage</i>	1	13

While all the Jump Starts will be addressed, the City will first focus on those items that received the highest priority votes. It should be noted that while budget estimates are included in the Recommendations section, no budget is currently allocated to these projects. Many of these are not "one time" efforts, and will take sustained focus and funding to be successful.

Longer-Term Goals

To achieve this plan's Vision significant improvements will need to be made to both the private and public sides of Randleman Road. The road is functional but needs aesthetic and safety improvements to attract and support private investment. Similarly, many adjacent properties need reinvestment and overall the corridor needs additional uses such as residential development, activities for a broader range of residents, and better space utilization to make parcels more pedestrian accessible.

Since the section of Randleman Road that this plan covers is 2.3 miles long, implementation focuses on three critical intersections to develop vital activity centers. These activity centers will anchor future corridor development in a more walkable environment, eventually spur improvements along the

corridor. These intersections are Randleman Road, Creek Ridge Road, Vandalia Road, and Glendale Drive. Many of these improvements will be incremental. As new investment occurs and improvements are made, along with different transportation projects, these intersections will change over time.

These areas should be developed into Neighborhood Activity Centers, creating smaller, walkable areas inside the corridor. **GSO2040** describes Neighborhood Activity Centers, and larger Community Activity Centers, with these characteristics:

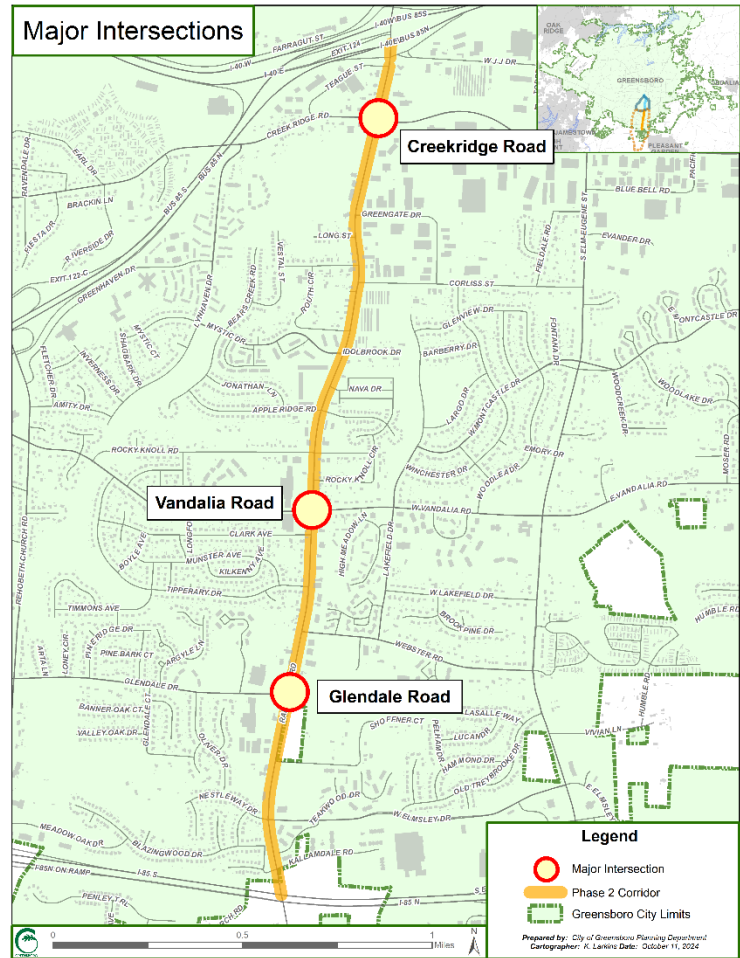
1. Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the service area. A District Scaled Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.
2. Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
3. Buildings and uses are easy to access on foot or by bike. These Centers include safe paths, bike racks, benches and other amenities for non-motorized travelers.
4. These Centers coordinate adjacent site designs and public improvements to provide comfortable sidewalk space for pedestrian movement, curb "bump-out" extensions, street trees/lighting/furniture, sidewalk cafés, and an active pedestrian-friendly environment.

To make these areas into better activity centers, the following efforts will need to be coordinated at a high level. These are not activities that bear fruit in the first few years so it is important that implementation activities start in the short term.

TRANSPORTATION

These intersections (Randleman Road, Creek Ridge Road, Vandalia Road, and Glendale Drive) have already seen basic safety and functional improvements to them, including crosswalks, pedestrian signal timers, and LED street lights. Future enhancements may include decorative crosswalks, pedestrian islands, enhanced transit stops, and other traffic improvements that improve access for a wider variety of users.

Such improvements are not restricted to the public streets and sidewalks. Redesigning parking lots, including public art and plantings, and adding buildings in out-parcels closer to the street will improve the experience of people using these spaces, making them more attractive for people to spend extended periods and creating community gathering space.



Map 4

A DIFFERENT MIX OF USES

Randleman Road has developed over time with various retail and industrial uses. To revitalize the area, the mix of uses should change over time.

- ❖ Retail Recruitment
 - Greensboro has not traditionally worked with retail recruiters, but the pace of replacing businesses that leave the corridor is slow. Retail recruitment will begin with an analysis of the types of businesses that are suited to the market, then work with property owners to recruit businesses that will add variety and vitality to the area.
- ❖ Multi-family Residential
 - Adding small apartment buildings and other multi-family uses along the corridor will add "rooftops" that help attract businesses and will provide a broader range of housing without negative impacts on surrounding neighborhoods.

PUBLIC SPACE AND ART

There is a lack of gathering space along the corridor. Adding small gathering spaces, either commercial or public in ownership, will bring more people to the corridor at different times of day and provide activities for families and a wider range of ages. Along with public art, gathering

space creates the unique sense of place necessary for the long-term success of activity centers and commercial spaces.

Examples

These are a few examples of the type of improvements that bring new vitality to an area while also respecting the area's history and culture.

Desoto Marketplace

This project repurposed a former hardware store into a flexible space that leases to local small businesses. The front parking lot has been reconfigured to include flexible space for gatherings and food trucks, which can be developed further.



Five Points Plaza

[Five Points Plaza](#) is located in Charlotte at the main entrance to Johnson C. Smith University. The area features a small splash pad, a shaded seating area, and an amphitheater. Murals have been painted on small businesses in the area. Their mission states, "Five Points Plaza is an inclusive, welcoming, and vibrant public space that preserves the rich African-American history of the area while creating a sense of place through intentional, diverse programming and events."



Splash Pad and



Small



OTHER EXAMPLES OF RETAIL, OFFICE, AND RESIDENTIAL CORRIDOR INFILL



Land Use Considerations

The City's Comprehensive Plan, **GSO2040**, uses ten questions that form a base of conversation about proposed rezonings and land use changes. The Randleman Road corridor is already considered to be an Urban Mixed Use corridor, so a change to either of the Anticipated Growth Maps is not required. However, the following questions should be part of the consideration for rezoning requests or when recruiting new businesses or uses to the corridor, in addition to the ten questions in **GSO2040**. These are not a checklist but are designed to help align decisions about land uses with the plan.

1. Does the proposed use advance the goals and vision of the Randleman Road Corridor Plan Phase 2?
2. Is the new proposed use oriented to Randleman Road? Will it have a direct, adverse impact on adjacent neighborhoods?
3. Does the proposed use complement and add to existing uses along Randleman Road?
4. Does the proposed use contribute to making the Randleman Road corridor a more pedestrian-friendly environment?
5. Does the proposal help create a Neighborhood Activity Center?
6. Does the proposal include public space, art, or other amenities?

ZONING AND LAND USE

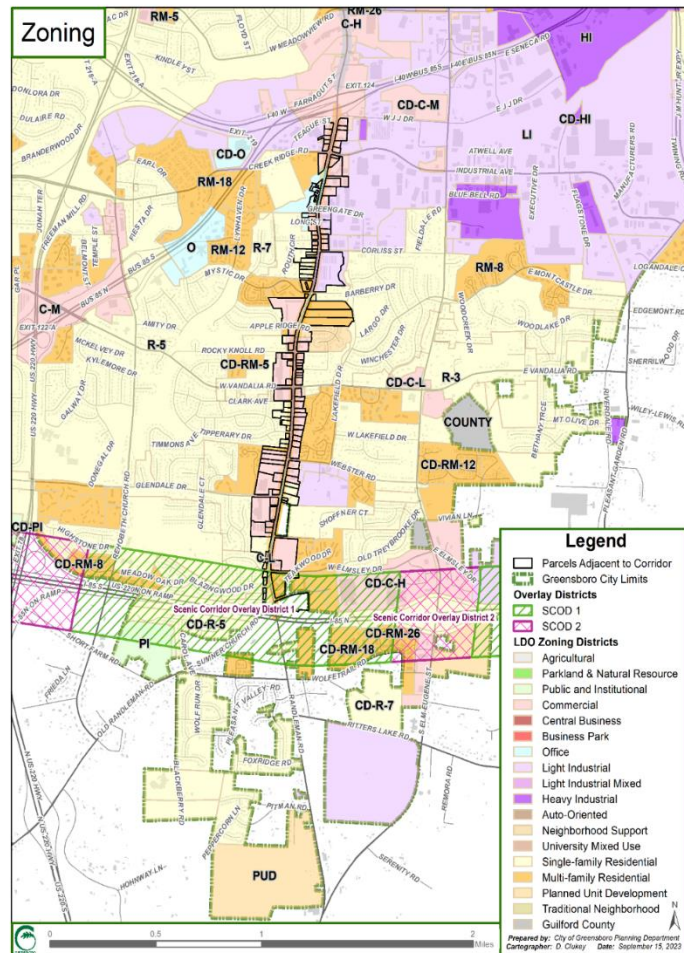
Land Use Maps depict the Planned or Future land use designations that provide general guidance in the density, character and location of land uses in the city based on the **GSO2040** Comprehensive Plan’s vision. Conversely, Zoning Maps follow and implements the Land Use Maps by regulating the development that is allowed today. Zoning is more specific and provides clarity on what specific uses are allowed.

Zoning

The zoning along Randleman Road is predominantly Commercial Medium or Commercial High, many of which have additional Conditions that add additional restrictions. The following descriptions in our Land Development Ordinance describe the purpose behind these districts.

- The Commercial-Medium (C-M) district, is primarily intended to accommodate a wide range of retail, service, office, and multi-family residential uses in a mixed-use environment. The district is typically located along thoroughfares in areas that have developed with minimal front setbacks.
- The C-H, Commercial-High district is primarily intended to accommodate a wide range of high-intensity retail and service developments meeting the shopping and distributive needs of the community and the region and other uses. The district is established on large sites, which are typically located along thoroughfares to provide locations for major developments that contain multiple uses, shared parking and drives, and coordinated signs and landscaping.

On the northern end of the Phase 2 boundary, a significant amount Light Industrial uses are adjacent to the commercial zoned properties. Further south, there’s a higher prevalence of residential uses, predominantly low-density single-family zoning classifications of R-3 and R-5, but with some higher density multi-family developments in the area too. There are a few instances where residential zoning districts directly face the corridor. Some of which are single-family homes on relatively large lots, reflecting the area’s previous, more suburban nature.

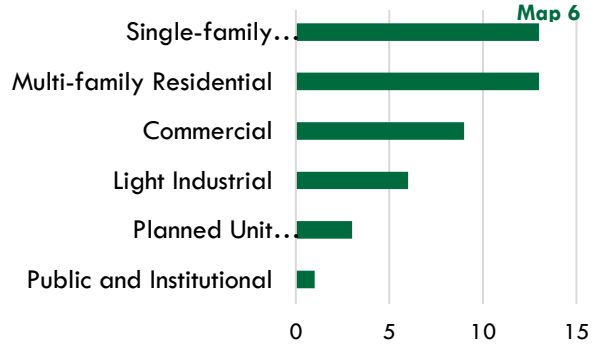
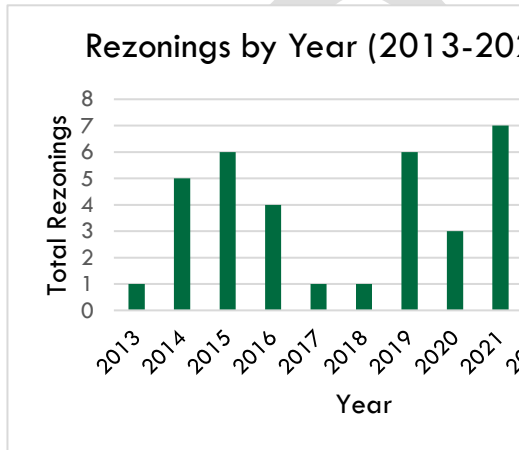
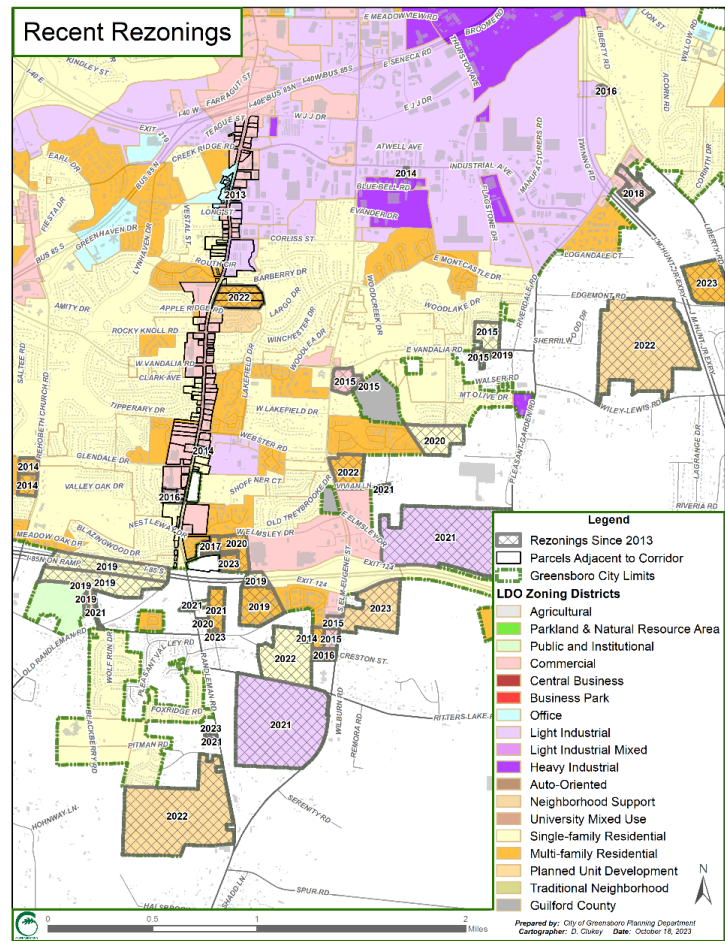


Map 5

Rezoning

Looking at rezonings along the corridor and in the surrounding area gives a broader understanding of the context of land use changes. Within the plan boundary, there have been 45 rezonings over the past 10 years. The highest number of rezonings by type is Single-family Residential with 13, Multi-family residential at 13, and Commercial at nine (9). Seventeen of those rezonings occurred south of I-85, which is outside the plan boundary, and all but one of those required annexation. This trend is showing historically, rezonings are mostly residential and occurring in the southern portion of the Randleman Road corridor where land is most available.

The most active year for rezonings was 2021, with seven (7), followed by



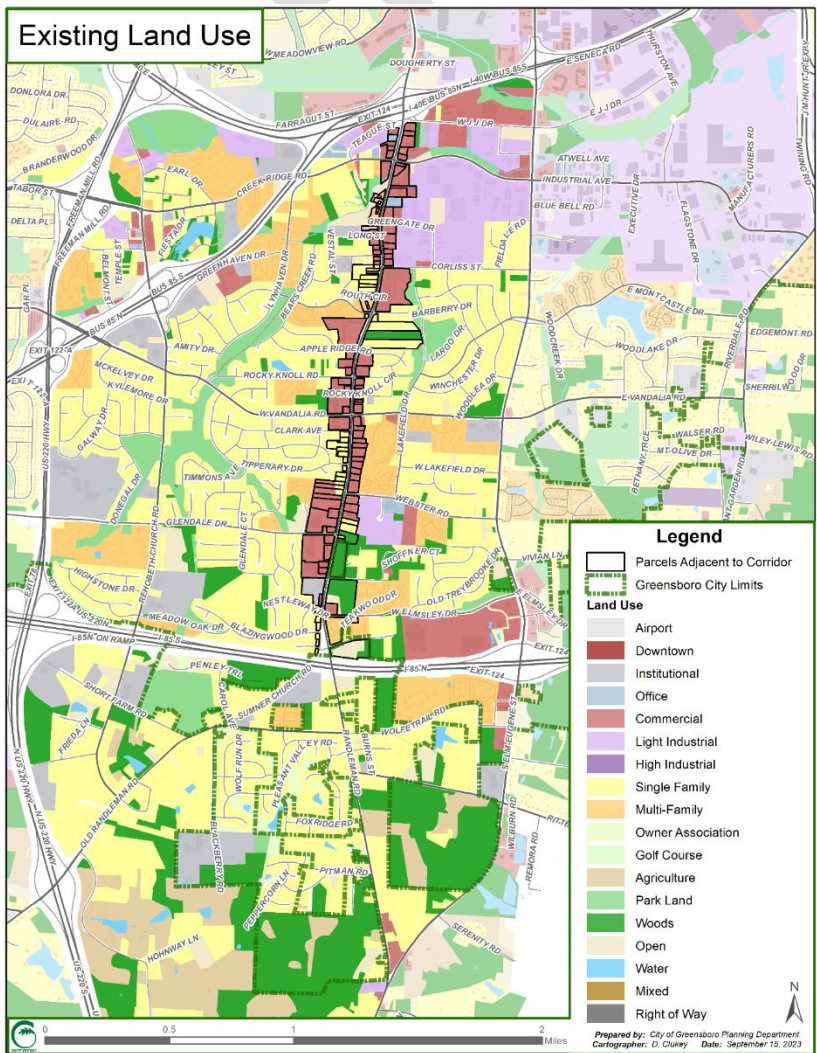
2015, 2019, and 2023 with six (6); 2013, 2017, and 2018 saw the least rezonings, with one (1) each year.

Existing Land Use

The predominant land use classification along the corridor is “Commercial”, but when looking east and west of the corridor, there is a higher representation of “Single-Family” and “Multi-family” designations. Additionally, there is a significant amount of areas designated, as “Woods”. These “Woods” areas are likely to receive the most pressure for rezoning in the future, since they are currently undeveloped and are within a high traffic commercial corridor. It is important to note, areas where the existing zoning does not match the proposed land use, land uses can change without a public hearing process that changes the existing zoning.

ANTICIPATED GROWTH MAPS

The following are the Anticipated Growth Maps from the Comprehensive Plan, **GSO2040**. These maps, when viewed in tandem, illustrate the community's vision and policies. They show what the Comprehensive Plan seeks to preserve, and create, regarding the quality of life in the community. The maps are advisory and work as a system. The **Future Land Use Map** broadly describes land use and designates areas for residential, commercial, industrial, mixed use, or reserve. Requests for changes to zoning must consider the full range of uses and activities permissible within those designations. The **Future Built Form Map** describes how development and land use fit together and designates areas as within an activity center, a place type, or a corridor.



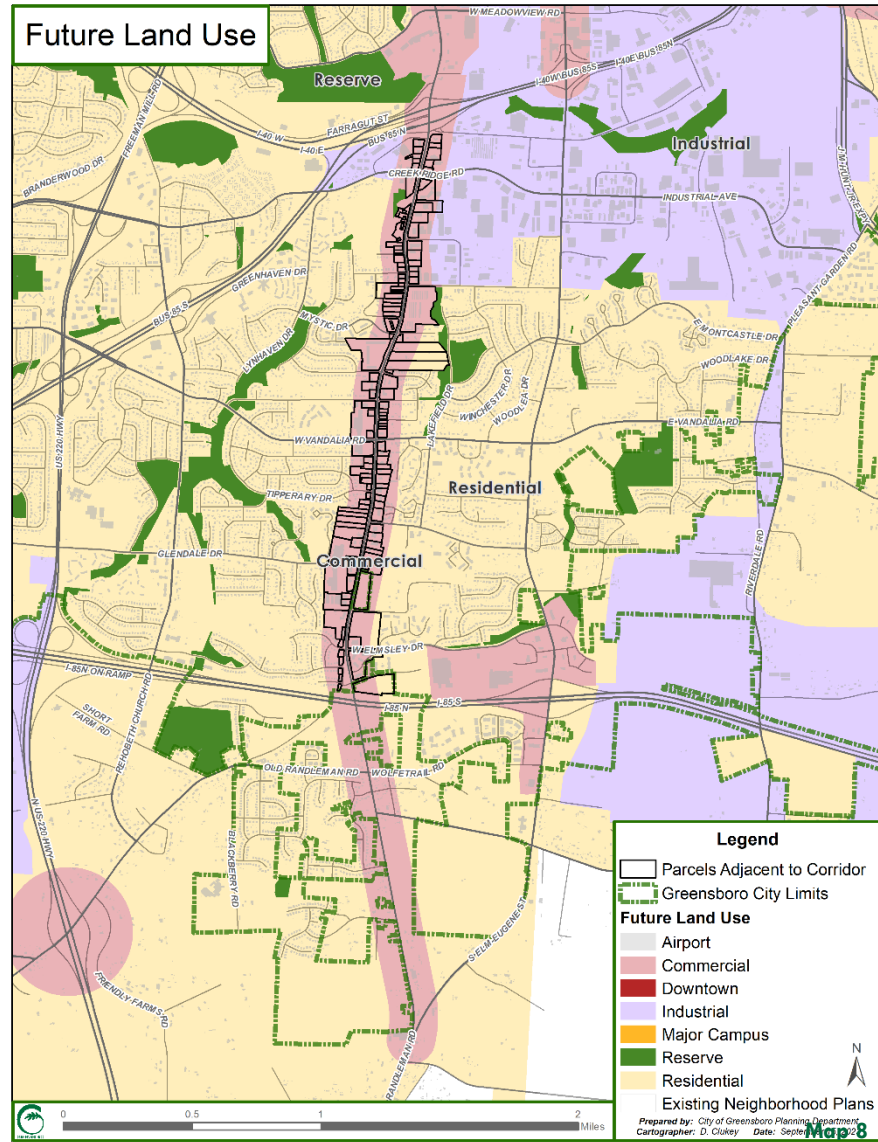
Map 7

FUTURE LAND USE

The **Future Land Use Map** designation along the Randleman Road corridor is Commercial, which is described as follows:

“Commercial includes retail sales, wholesale sales, personal service businesses, professional service businesses, restaurants, entertainment, hotels and hospitality, commercial assembly halls, and event spaces. These can be linear commercial corridors, larger commercial development centers, or a combination. Some also include residential uses and represent an opportunity for denser development, particularly in conjunction with enhanced transit service and mobility hubs.”

The Commercial designation is based on the commercial nature of Randleman Road and is intended to cover parcels that front along Randleman Road. This designation extends graphically into adjacent areas, including residential areas and on side streets. It should be noted that the description of Residential adds that “Many residential areas include commercial corridors, and future development along these corridors should be oriented to the corridor to avoid negative impacts on adjacent residences.”



FUTURE BUILT FORM

The **Future Built Form Map** describes how development and land use fit together and designates areas within a place type, an activity center, or a corridor.

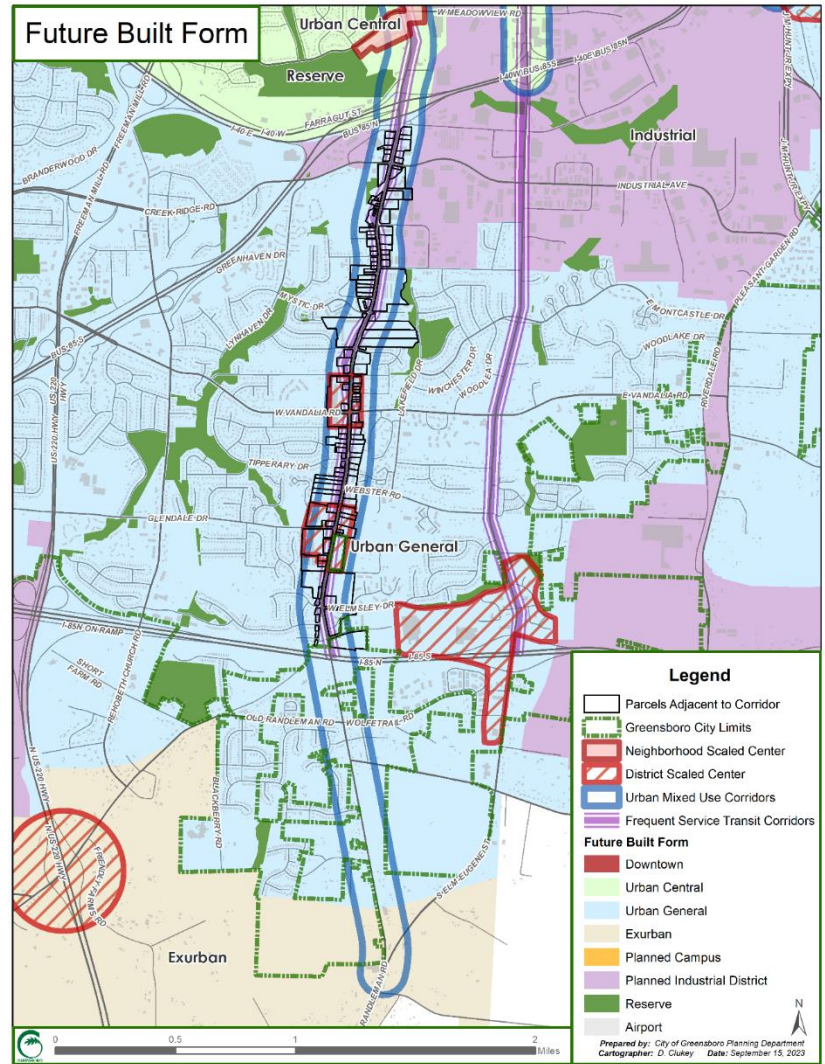
PLACE TYPE

Much of Greensboro is composed of areas that have a consistency of character, identity, or purpose, and that are most often bounded by corridors, natural features, or parks, that create transition or separation from other neighborhoods that may not share the same characteristics. Understanding the underlying character is important to creating new growth that adds value. These underlying characters of areas are identified as Place types in **GSO2040**. Place types are typically defined by their predominant use: residential, institutional, educational, industrial, or planned mixed-use.

Randleman Road is an Urban General place type. This Place Type encompasses the largest area of physical development in Greensboro, which occurred post World War II and reflects the national trends in development patterns of that time. The growth of middle-income families, automobile ownership, single-family home ownership, and changes in retail patterns to shopping centers and malls have contributed to the characteristics of conventional neighborhoods.

Here are some of the characteristic that define the Urban General Place Type, and describe the Randleman Road Corridor:

- Setbacks, building orientation, building materials, height, and scale of residential buildings are considered within the existing neighborhood context.
- New housing helps increase the range of choice and supply and adds additional appropriately-scaled density with: Missing Middle housing; mid-rise multi-family; and high-rise multi-family in Activity Centers and along Mixed-Use Corridors.
- Transitions between neighborhoods and different land uses provide continuity in scale, density, intensity with adjacent uses.



Map 9

- Exterior building materials are durable, sustainable, and contribute positively to the character of the public realm.
- The size and impact of surface parking lots is minimized through landscaping, screening, narrow curb-cuts, and use of glare-free, no-spill lighting.
- New sidewalks contribute to the completion of a sidewalk network.

Using these Place Type characteristics, new growth in this corridor will be focused around the Activity Centers; some of this growth will continue to be car-oriented, but there are opportunities, as evidenced by the input received during this process, for walkable, mixed-use development on larger sites. These walkable, mixed use developments will create more access from surrounding neighborhoods and increase development intensity along existing corridors. This in turn will strengthen transit service and other transportation options along and within the corridor.

CORRIDORS

Corridors are the linear commercial and office developments typically along collector or arterial roadways. They include properties directly fronting on the road and may include properties having primary access to or in immediate proximity to the road. The character and function of the road and the uses within a corridor are highly correlated. Randleman Road is a corridor with several designations as identified in **GSO2040**:

Randleman Road is an Urban (Mixed-Use) Corridor. These corridor types reflect these characteristics:

- Consistency with adopted corridor plans.
- Cross easements are provided for vehicular and pedestrian access.
- They meet the existing need and convenience of the surrounding community.
- Visual clutter and confusion caused by sign proliferation is minimized while maintaining safe and efficient wayfinding for both pedestrians and vehicles.
- Landscaping, sidewalks, lighting, fencing, and building features are located so as to guide pedestrian movement on or through the site. On-site and on-building lighting at entrances and along walkways is maintained at safe lighting levels.

Randleman Road is also a High Frequency Transit Service Corridor down to I-85. These corridor types reflect these characteristics:

- These corridors are suitable for lower required off-street parking requirements.
- They accommodate higher development densities with convenient access to transit stops.
- They are suitable for personal service business, day care, and family support services.
- Employment generating and institutional uses are encouraged where well-served by public transportation.

Lastly, Randleman Road is a Reinvestment Corridor, down to Vandalia Road. These corridor types reflect these characteristics:

- Consistency with adopted corridor plans.

- Uses that support or provide access to employment are prioritized.
- Existing buildings are adapted for reuse.
- Neighborhood support services are accommodated.
- Specific deficiencies, such as lack of access to healthy food, health services, and social services are eliminated.
- Barriers to reinvestment are reduced.
- Displacement is avoided for creative and activity-producing uses such as artist studios, work/live spaces, and galleries.

ACTIVITY CENTERS

There are multiple Activity Centers on the Randleman Road. These are areas that should be strengthened over time and should be the examined first for new investments. Once strengthened, these areas can be connected to improve the corridor as a whole. **GSO2040** describes Activity Centers as follows:

“Ranging in size from a corner business at the intersection of two collector roads to regional shopping centers, activity centers attract people and are often the focus of community, civic, and social or commercial activity. Location, accessibility, size, and the extent and diversity of activities within an activity center influence the nature of economic development opportunities, potential impacts on nearby uses, and the way in which it is enjoyed by the community.”

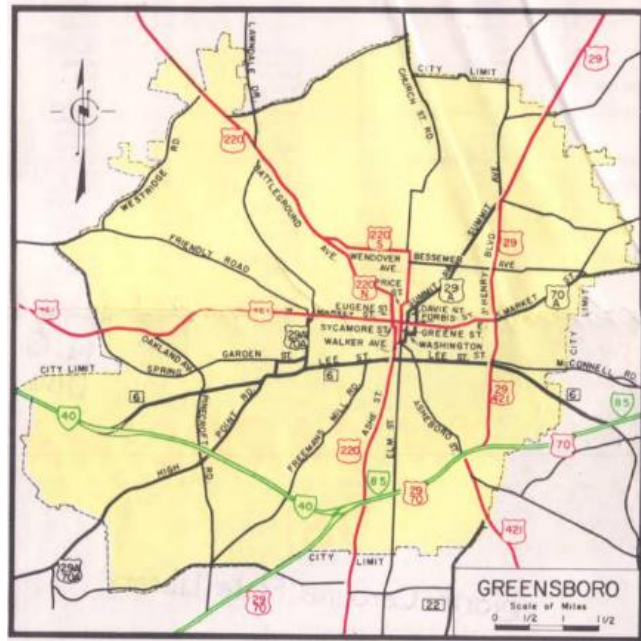
There are three types of activity centers as defined in **GSO2040**. Neighborhood, District, and Regional Scaled Activity Centers. Randleman Road has two District Scaled Activity Centers. These types of activity centers should reflect these characteristics:

- Development (site and buildings) is properly scaled to the needs of residents in the appropriate market area. The scale and types of activities accommodated match the service area. A District Scale Activity Center is physically larger, serves a wider market area, and has a greater breadth of businesses, services, and activities than a Neighborhood Activity Center, and draws vehicular traffic from a larger area, requiring more space for parking, loading, and greater spacing between vehicular access driveways.
- Development adjacent to residential neighborhoods, parks, or other low intensity uses gives consideration to light, traffic, noise, and other potential impacts of the development.
- Buildings and uses are easy to access on foot or by bike. These Centers include safe paths, bike racks, benches and other amenities for non-motorized travelers.
- These Centers coordinate adjacent site designs and public improvements to provide comfortable sidewalk space for pedestrian movement, curb "bump-out" extensions, street trees/lighting/furniture, sidewalk cafés, and an active pedestrian-friendly environment.

TRANSPORTATION SYSTEM

History of the Corridor

Randleman Road began as an unimproved dirt roadway connecting Greensboro to southern Guilford County and Randolph County destinations. Initially a part of Ashe Street, it first became a section of North Carolina Highway 70 that traveled from the Virginia line to South Carolina. Soon afterward, the corridor was signed as US Route 220, which it held until the route was added to run concurrently with Interstate 73. These highways were constructed in the late 1950s as part of the Eisenhower Interstate System. Significant vacant property at the I-40 interchange and large amounts of Right of Way create a considerable gap along Randleman Road's frontage.



The corridor's southern end extends over I-85 and a section of Greensboro's Urban Loop, which opened to the public by 2007. Although there is no access ramp from Randleman Road to the highway, Elmsley Drive connects west to Elm-Eugene Street, which has an interchange onto I-85. This area is a significant retail hub and has the potential for additional growth, particularly with regional businesses.

Today, Randleman Road is listed as a "Major Thoroughfare" in the city's street classification system. It is owned and maintained by the state of North Carolina, which gives the North Carolina



Department of Transportation final approval for any changes or improvements. These are important when considering the range of treatments at the City's disposal for making any recommended changes to the roadway itself.

As defined by the City, Major Thoroughfares like Randleman Road, are roadways designated in the Thoroughfare Plan with the purpose of "to carry through traffic within and through a community and provides a system connecting to Interstate, US highways and part of State and Local system of highways/roadways". Major Thoroughfares distribute medium to high volume of traffic and provide access to residential, commercial and industrial areas. Minimum right-of-way width of 110 feet and street width of 48 feet.

The below table shows how a Major Thoroughfare is compared to other Street Classifications in the City.

Street Classification	Minimum R/W Width	Minimum Street Width	Sidewalk Requirement	Sidewalk Buffer	Designated On-Street Bike Lane Requirement Per Biped Plan
Local	45 ft.	26 ft.	Min. One Side	Min. 3 ft.	Shared Lanes
Collector	60 ft.	40 ft. - 36 ft. (residential)	Min. One Side	Min. 3 ft.	Min. 4 ft. Both Sides
Minor Thoroughfare	80 ft.	36 ft.	Both Sides	5 ft.	6 ft. Both Sides
Major Thoroughfare	110 ft.	48 ft.	Both Sides	Min. 5 ft.	6 ft. Both Sides

Greensboro Street Design Standards

Upcoming Projects

The Greensboro Urban Area Metropolitan Planning Organization (GUAMPO) completed an update to the 2045 Metropolitan Transportation Plan (MTP). The MTP identifies the location and timing of transportation improvements for roads, sidewalks, and bike lanes over the next 20 years. Specifically, four (4) transportation improvements are anticipated within, or in proximity to the study area:



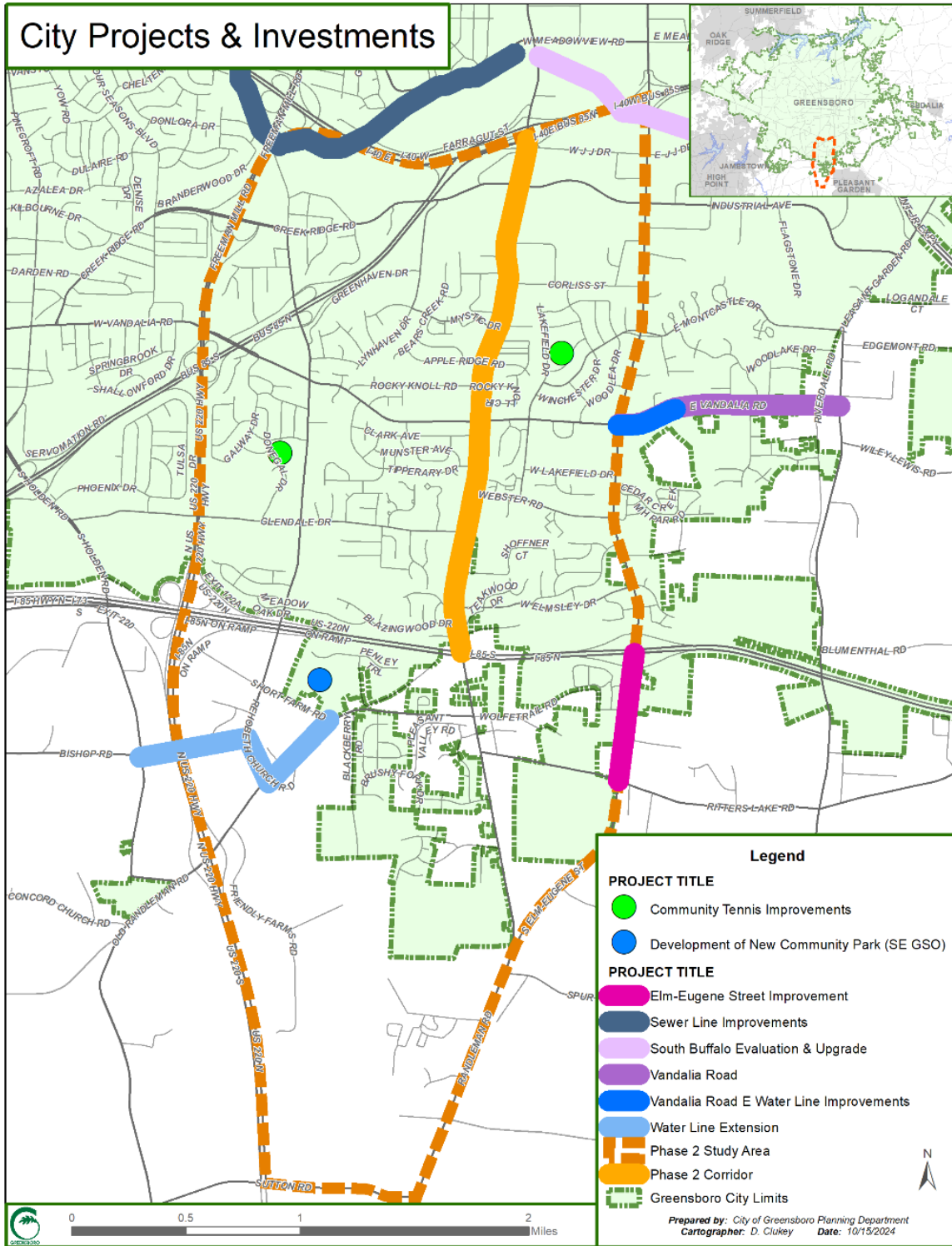
There are two significant upcoming projects at either end of the Phase 2 section:

1. In project I-5965, NCDOT is proposing changes to the interchange with I-40, which need significant changes to be brought up to standards. Several proposals are under consideration, all of which propose changes to the access roads that intersect with Randleman Road. It is currently uncertain how much access will remain from Randleman Road to I-40.
2. Project U-5850 is an NC Department of Transportation project that features road widening near the southern end of the corridor, from Glendale to Elmsley Road. This approximately 0.4 mile section of road is currently one lane in each direction, with a continuous center turn lane and shoulders. This project will increase the width to four lanes in each direction, with a median. Pending an agreement with the City, the project will also include pedestrian and bike facilities, with improved bus stops. In addition to relieving congestion, the project responds to the amount of pedestrian and bike crashes, and to the amount of vulnerable road users, including older adults and those lacking cars.

Transportation Improvement Program		
Project ID	Project Description	Est. Project Start
U-5850	Randleman Rd, from Elmsley Dr to Glendale Dr - Widen to Multi-Lanes	2025
I-5965	US 220/SR 1398 (Freeman Mill R) to US 29/US 70/US 220 in Greensboro. Add lanes, improve SR 1007 (Randleman Rd) and Elm-Eugene St interchanges, and replace Norfolk-Southern railroad bridge overpass east of Elm-Eugene St.	2029 or Later

Greensboro Urban Area Metropolitan Planning Organization 2045 Metropolitan Transportation Planning		
Project ID	Project Description	Est. Project Start
25-29	Vandalia Rd, from Elm-Eugene St to Pleasant Garden Rd - Widen to Multi-Lanes	2025 or Later
35-14	Elm-Eugene St, from I-85 to Ritters Lake Rd - Widen to Multi-Lanes	2035 or Later

CAPITAL IMPROVEMENT PROJECTS



Map 10