Town of Clayton
Town of Clayton Planning Board Agenda
Monday, October 25, 2021 @ 6:00 PM
Town Council Chambers

https://www.youtube.com/TownofClaytonNC

IN PERSON TOWN COUNCIL / ADVISORY BOARD MEETING PROCEDURES

- **ALL persons attending must wear a mask.**
- We will be following proper social distancing at all times.
- Hand sanitizer will be available, both in the lobby and council chambers.
- Podium/microphone will be sanitized after each speaker.

**Face Masks May Be Removed When Speaking.*

1. CALL TO ORDER

2. ADJUSTMENT OF THE AGENDA

3. CONSENT AGENDA

a. Draft Minutes

- September 27, 2021

Clayton Planning Board - 27 Sep 2021 Draft Minutes

POTENTIAL ACTION: Approval of Minutes

b. Adoption of 2022 Planning Board Meeting Schedule

Planning Board 2022 Meeting Schedule

POTENTIAL ACTION: Approval of 2022 Planning Board Meeting Schedule.

4. INTRODUCTION OF NEW STAFF

5. OLD BUSINESS

a.

- Clayton 2045 Comprehensive Growth Plan

Staff Report - Clayton 2045 Comprehensive Growth Plan
Draft_Clayton_Growth_Plan_Report_20211020_reduced
List of Change from PB review of Draft Plan_915Version_2021_10_20
Clayton_Appendix_20210929_reduced

POTENTIAL ACTION: Approve / Deny Clayton 2045 Comprehensive Growth Plan recommendation to Town Council.

6. NEW BUSINESS

a.

- Unified Development Code Text Amendment: Section 155.500 Resource Conservation Areas

Staff Report - 2021-126-OA - RCA Steep Slopes Section 155.500
Existing UDC Text 155-500 Resource Conservation Areas

Section 155.502 - Text Amendment Option 1
Section 155.502 - Text Amendment Option 2
Section 155.502 - Text Amendment Option 3
Section 155.502 - Text Amendment Option 4
Section 155.502 - Text Amendment Option 5
Map of Slope Areas in Clayton Planning Jurisdiction
Town Council Public Hearing Newspaper Ad

POTENTIAL ACTION: Approve / Deny Unified Development Code Text Amendment: Section 155.500 Resource Conservation Areas recommendation to Town Council.

7. PLANNING DIRECTOR'S REPORT

8. INFORMAL DISCUSSION AND PUBLIC COMMENT

9. ADJOURN

Town of Clayton
Planning Board Minutes
September 27, 2021 @ 6:00 P.M.
Council Chambers

BOARD MEMBERS PRESENT:
Andria Archer
George "Bucky" Coats
James Lipscomb
Stephen Powers
Jeffrey Spence
Kevin Lee

STAFF PRESENT:
Ben Howell, Planning Director
Dede Bumgarner, Zoning Administrator
Chrissy Freeman, Clerk to the Board
Michael Grannis, Council Member

MEMBERS ABSENT:
James Moore
Lisa Begley

1 CALL TO ORDER

a) Planning Board Chair Archer called the meeting to order at 6:00 p.m. Board Members Moore and Begley were absent from this meeting.

2 ADJUSTMENT OF THE AGENDA

3 ADMINISTRATION OF OATH(S)

a) Clerk to the Board, Chrissy Freeman, administered the Oath of Office to Planning Board Members:

- Kevin Lee
- Jeffrey Spence

4 APPROVAL OF MINUTES

a) Draft Minutes
- August 23, 2021

ACTION: Approval of Minutes

Motion: Board Member Powers
Second: Board Member Coats
Vote: Unanimous

5 COMPREHENSIVE GROWTH PLAN WORK SESSION

a)

The Board had a discussion and asked questions about the Comprehensive Growth Plan.

ACTION: **Informational Only**

6 ADJOURN

a)

With there being nothing further the meeting was adjourned at 7:14 p.m.

Motion: Board Member Powers
Second: Board Member Spence
Vote: Unanimous

_____
Andria Archer, Chair

ATTEST:

_____
Chrissy Freeman, Clerk to the Board

TOWN OF CLAYTON
PLANNING BOARD
2022 MEETINGS

January 24, 2022

February 28, 2022

March 28, 2022

April 25, 2022

May 23, 2022

June 27, 2022

July 25, 2022

August 22, 2022

September 26, 2022

October 24, 2022

November 28, 2022

December 20, 2022

Meetings are held on the FOURTH Monday of the month at 6:00 p.m. in the Council Chambers in Town Hall located at 111 East Second Street, unless otherwise noted.*

In according with NC GS 143-318.10, this is an official meeting of the board and is open to the public.

ADOPTED BY THE TOWN OF CLAYTON PLANNING BOARD: OCTOBER 25, 2021

WWW.TOWNOFCLAYTONNC.ORG

Town of Clayton
Planning Department
111 E. Second Street, Clayton, NC 27520
P.O. Box 879, Clayton, NC 27528
Phone: 919-553-5002
Fax: 919-553-1720

Planning Board, October 25, 2021
Town Council, November 1, 2021
Town Council Public Hearing, November 15, 2021

STAFF REPORT

Project Name: Clayton Comprehensive Growth Plan Update

Applicant: Town of Clayton

Public Noticing:

- Newspaper ad for Town Council Public Hearing published November 3 and November 10

REQUEST: Request to adopt the Clayton Comprehensive Growth Plan Update.

STAFF ANALYSIS AND COMMENTARY:

Overview

The town has been working with a consultant on the Growth Plan Update since 2020. Development of the Growth Plan Update included forming a Steering Committee that met 6 times, holding a number of public events and providing in-person and online public engagement opportunities, including several stakeholder meetings and an online survey. The Growth Plan Update includes 7 sections focusing on land use (including the future land use map), downtown, economic development, parks recreation and natural resources, public services and infrastructure, mobility, and arts and culture. The Plan also includes an Action/Implementation Plan that includes priority actions that can be taken in the next 1-10 years to advance the recommendations in the Plan. The final Draft Plan is provided as Attachment 1, a list of changes from the September draft plan to the final Draft plan is included as Attachment 2, and the Plan Appendices are provided as Attachment 3.

The Planning Board is asked to review the Plan and recommend approval to the Town Council. The Town Council is scheduled to discuss the Plan on November 1st, and will hold a Public Hearing on the Plan on November 15th.

CONSIDERATIONS

- The Planning Board shall make a recommendation to Town Council. The Town Council shall make a final decision regarding adopting the Comprehensive Growth Plan Update.

STAFF RECOMMENDATION:

- Staff is recommending ***approval*** of the Comprehensive Growth Plan Update.

ATTACHMENTS:

1) October 20, 2021 Draft Plan
2) List of Changes from September Draft Plan to October Draft Plan
3) Draft Plan Appendices (To Be Provided At Meeting)



Think CLAYTON.

2045 Comprehensive Growth Plan

Draft October 20, 2021

With assistance from:

Acknowledgements

Thank you to all the organizations and individuals who committed their time, energy and resources to this effort. This plan would not have been possible without the support of many throughout the process.

Town Council
Jody McLeod, Mayor
Jason Thompson, Mayor Pro-Tem
Michael Grannis, Councilman
Art Holder, Councilman
Avery Everett, Councilman
Bobby Bunn, Councilman

Planning Board
Andria Archer
Steven Powers
George "Bucky" Coats
James Moore
James Lipscomb
Brian Tiede
Lisa Begley
Michael Grannis (Ex-Officio Member)

Town Staff
Rich Cappola, Interim Town Manager
Ben Howard, Planning Director
Jeff Caines, Senior Planner
Dede Bumgarner, Zoning Administration Officer
Lori Bryant, Development Services Coordinator
Josh Cotten, Code Enforcement Officer
Scott Barnard, Parks & Recreation Director
Matthew Sutphin, Deputy Fire Chief
Dale Medlin, Electric Systems Director
Susan Locklear, Stormwater Engineer
Ethan Poppe, Utilities Compliance Technician
Joshua Baird, Engineering Director
Patrick Pierce, Economic Development Director
Blake Mills, Public Services Director
Lee Barbee, Deputy Town Manager/Fire Chief
Joy Garretson, Library Director
Pam Baumgartner, Historian
Greg Tart, Police Chief
Dolores Gill, Deputy Town Manager
Matt Moore, GIS Technician
Michael Tutwiler, GIS Coordinator
Byron Poelman, Distribution & Collection System Superintendent
Nathanael Shelton, Public Information Officer
Catherine White, Public Information Intern
Nadar Aboulhosn, Video Communications Specialist

Steering Committee
Marty Bizzell
Nathan Evans
Ava Evans
Michael Grannis
Andria Merritt
H. Dean Penny
Jim Perricone
Sara Perricone
Patrick Pierce
Michael Sims
Christi Thompson
Dana Wooten

Special Thanks
A special thanks to the citizens, business owners, and other stakeholders that participated in the development of the 2045 Comprehensive Growth Plan.

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Think Clayton.

Think. Land Use & Housing.
Think. Downtown.
Think. Economic Development.
Think. Parks, Recreation and Natural Resources.
Think. Public Services & Infrastructure.
Think. Mobility.
Think. Arts & Culture.

Think. Action.


1

Think CLAYTON

A thriving, diverse community. Small town ambiance. Quality housing choices. Easy access. Shops, dining, parks and schools. Vibrant downtown. Successful businesses that locate, value and invest in community.

The vision for the Town of Clayton includes a thriving town where growth contributes to the quality of life enjoyed by long-time residents and newcomers alike; easy access but with an atmosphere that feels smaller than it is; a system of parks and greenways that connect people and places; neighborhoods with a variety of quality living options; a town that offers opportunities for people to live, create, shop and eat; a bustling and historic downtown, and businesses that are successful, growing, and investing in the community.

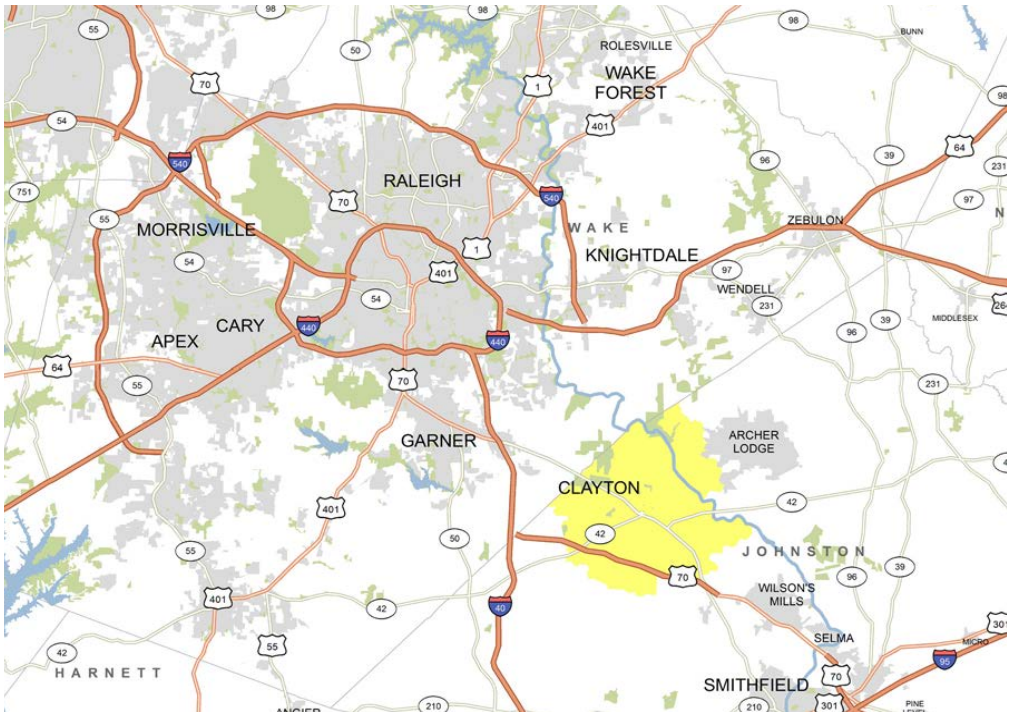
The Comprehensive Growth Plan advances the ideas described in the Vision. It is organized by themes that expand on the vision and provide specific goals, objectives and strategies necessary to facilitate implementation.

Clayton Yesterday and Today

Clayton looks much different than it did 20 years ago. Major employers have opened state-of-the-art facilities within the Town's Planning Area. Johnston UNC Health Care operates a growing, full-service hospital at the intersection of NC 42 West near US 70. US 70 provides direct access to I-40 and Downtown Raleigh.

In the near future US 70 will be designated as I-42 providing industry and residents improved access to two of the nation's primary arteries, I-95 and I-40. I-540 will soon be complete between I-40 and Holly Springs , better connecting Clayton, the Research Triangle Park, and Durham.

The Town's population has grown by 63% from 2010 to 2020. A variety of new facilities have been built and infrastructure expanded to serve the growing population. Clayton is now a unique combination of old and new. From new and renovated buildings in the historic Downtown to new neighborhoods like Academy Pointe and East Village, Clayton is a place where individuals prosper, families thrive, and businesses grow.



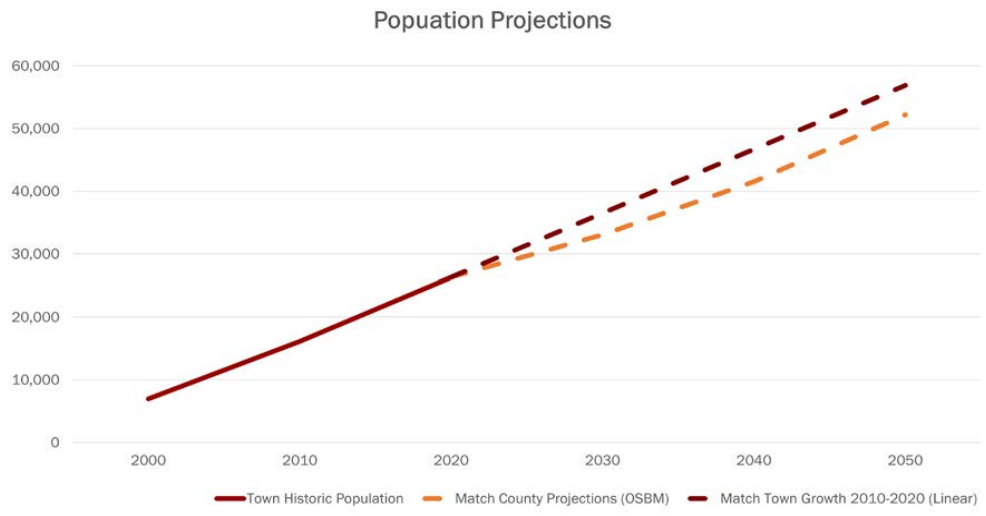
Source: ESRI Date: 2015

Clayton Tomorrow

Clayton has grown by more than 275% from 2000 to 2020 to a current population of 26,307. If current projections maintain, the Town could exceed 50,000 by 2050.

Where will people live? What steps can the Town take to ensure quality development? How will growth impact the region's resources? Can the existing systems of infrastructure support additional people, housing, jobs and cars?

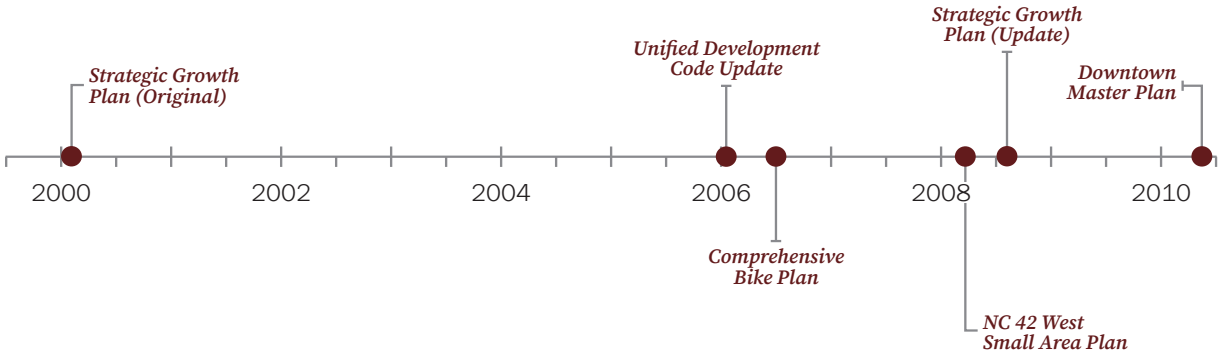
These are all important questions that deserve careful thought. This plan will help the community answer some of these questions and keep Clayton on a path to proactively manage growth in a way that results in a stronger and more prosperous community.



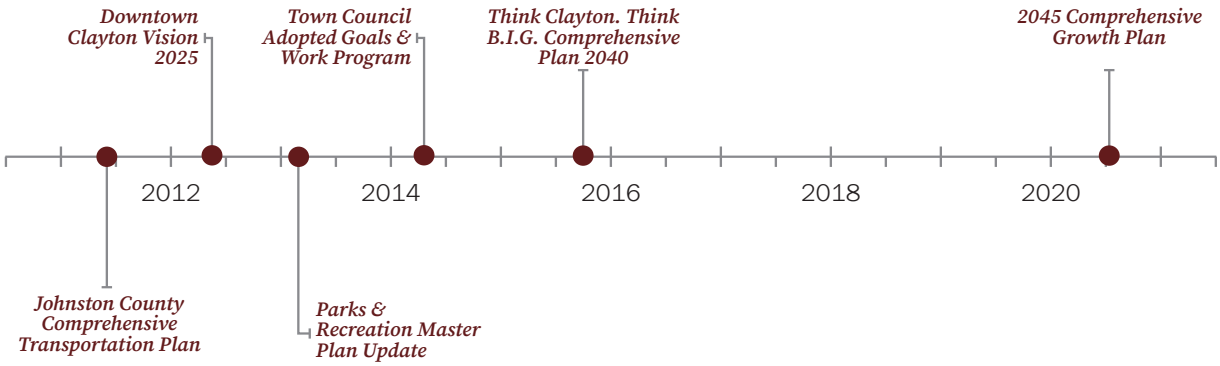
Sources: 2020 US Census, North Carolina Office of State Budget and Management (OSBM)

Previous Plans

The Town has a long-standing tradition of preparing plans and making investments to proactively manage growth, take advantage of opportunities and deal with challenges within the community. The most recent effort, the 2040 Comprehensive Plan, was completed in 2015. The goals and recommendations identified in that plan has shaped growth and development, served as a blue print for a parks and greenway system and infrastructure that supports an active downtown and strong employment base. This plan recognizes that a lot has been accomplished since adoption of the 2015 plan. It also builds on previous efforts such as the Economic Development Strategic Plan and Parks and Recreation Master Plan. This plan outlines the next steps to ensure that as Clayton grows it continues to be defined by the values that make it a unique, inviting and prosperous place.



Great PLANS

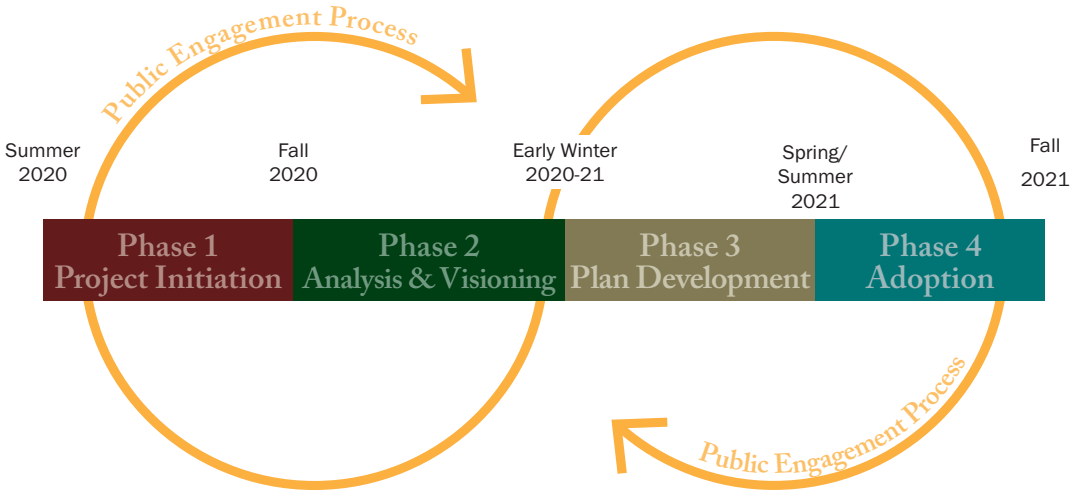


transform communities into Great PLACES.

Plan Development

The process to update Clayton's Comprehensive Plan was divided into four phases. The first phase focused on project initiation tasks such as data collection, a review of existing plans and a kick-off meeting with a study area tour. During Phase Two, the consultant team inventoried existing conditions in the study area to provide an overview of issues and opportunities to be considered in subsequent phases. Phase 2 also included public meetings and a community survey.

Based on the results of the previous phases, a set of recommendations and strategies that support the concepts were developed in Phase Three. The final phase of the process consisted of a merger of all plan components into a single comprehensive document and presenting the plan to the public, planning board and town council.



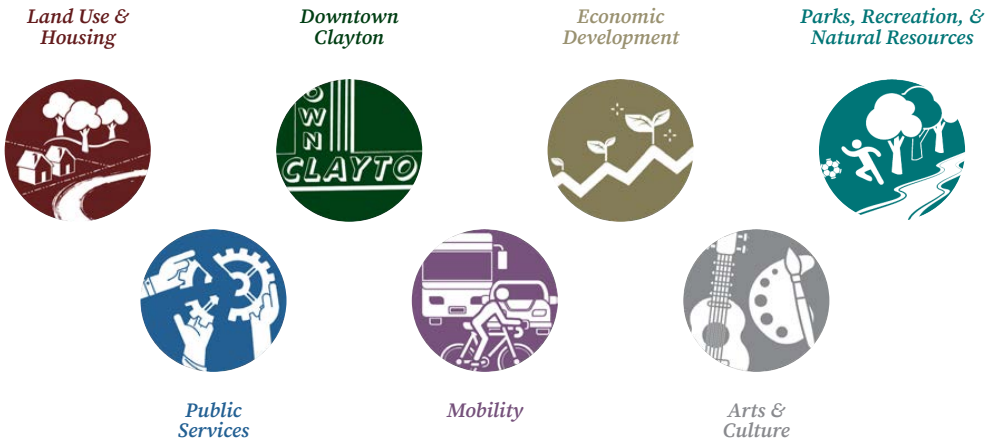
Public Engagement Events

- Public Workshop, November 10, 2020
- Virtual Meeting Recording, December 8, 2020
- Walking Tour, December 11, 2020
- Public Open House, October, 7, 2021

How to Use this Plan

This Comprehensive Plan provides the basis for Clayton's regulations and policies that guide its physical development. The Plan establishes priorities for public action and direction for complementary private decisions. It provides a flexible framework that can be updated, revised, and improved upon over time to stay relevant to the issues the Town must confront as well as the opportunities the Town chooses to pursue. It serves as a tool to evaluate new development proposals, and direct capital improvements and to guide public policy in a manner that ensures that Clayton continues to be a premier community within the Research Triangle region of North Carolina.

This Plan is made up of the following 7 elements. Within each element are narrative statements that describes guiding values of how Clayton should grow. There are also goals that serve as the overarching principles toward which the Town will direct effort. The goals were derived primarily from public, staff and stakeholder input. Supporting each of the goals are policies and strategies. The strategies provide a specific action or recommendation to achieve an identified goal or objective. The plan also includes a Future Land Use Map and designated character areas that should guide zoning decisions and development design.



Public Engagement

Thorough community engagement is a vital component of making a plan that supports and advances community priorities. The process featured a variety of formats to collect feedback from the community and maximize engagement opportunities.

Steering Committee

The Town Council appointed a Steering Committee comprised of residents, business owners, and members of appointed advisory boards. The Steering Committee met six times throughout the project to provide their valuable perspective on the community's needs and to steer the direction of the plan.

Stakeholder Interviews

A series of hour-long interviews were conducted with stakeholder groups in Phase One of the project. These groups featured property and business owners, real estate professionals, nonprofit and community group members, education and healthcare representatives, elected officials and Town staff. The lively conversations focused on what people valued about Clayton, their goals for the Town, and what priority issues this plan should address.

Public Meetings

Public meetings were held during the analysis phase of the workshop in Fall 2020. Due to COVID-19 restrictions, both in-person and virtual meetings were held. At the meetings, community members were able to give real time feedback on what they see in their community.

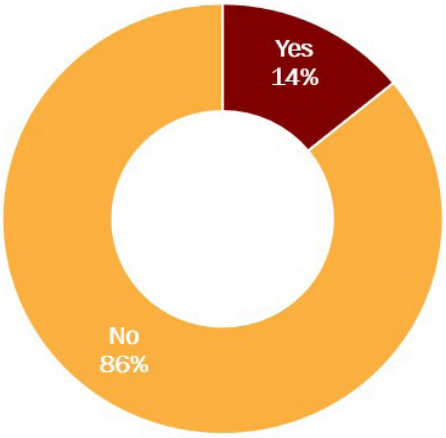
Survey

The largest engagement opportunity was the community survey, which covered a broad range of topics from vision, to housing preference, to city budget priorities. They survey ran in Fall 2020 and received over 2,300 responses.

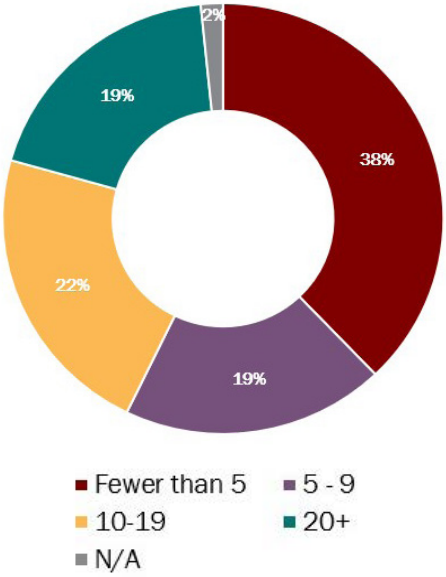
Survey Results

The following is an overview of the survey responses that helped inform the Plan recommendations. In total, 2,346 people took the survey, or the equivalent of 9.4% of the 2020 Clayton municipal population. The survey was primarily distributed online, and was also promoted at public meetings.

Did you participate in the planning process for the 2015 Growth Plan five years ago?

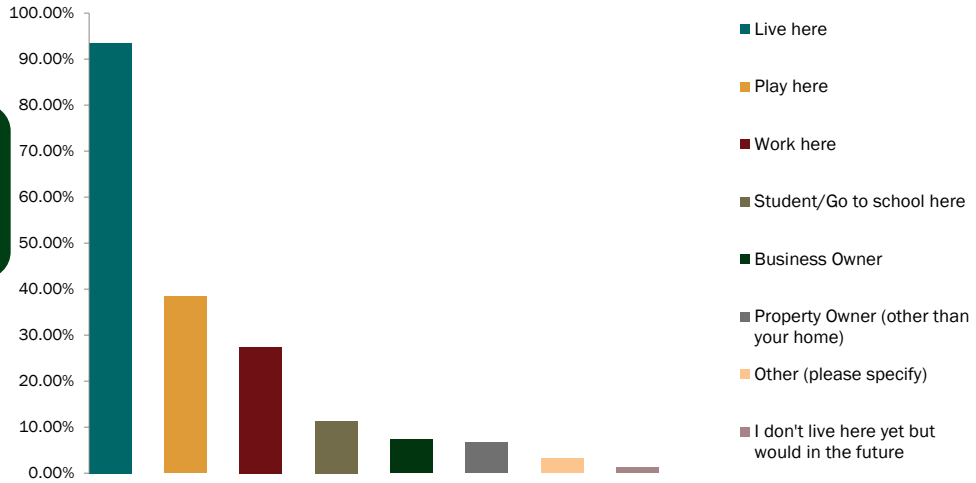


How many years have you lived, worked, or owned property in Clayton?



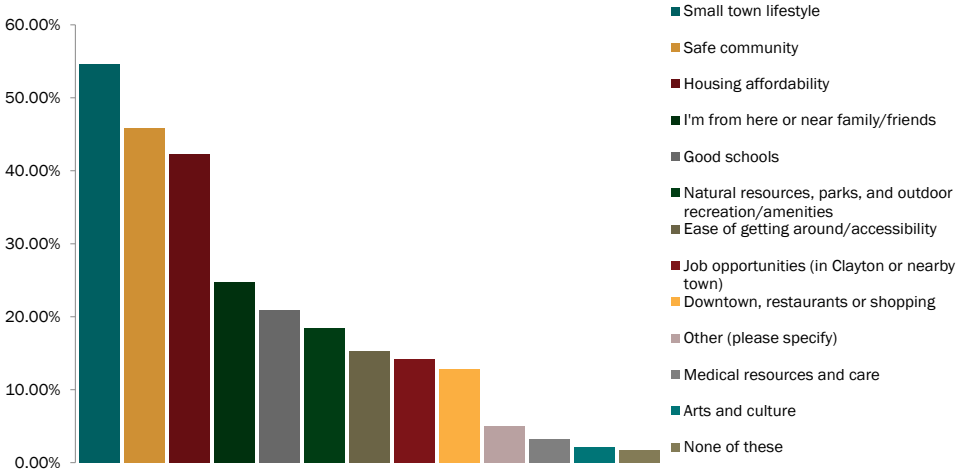
How do you relate to Clayton?

Over 90% of respondents lived in Clayton



What are you top three reasons for being in Clayton?

1. Small town lifestyle
2. Safe community
3. Housing affordability



What are your top three concerns for the future of Clayton?



What is your vision for Clayton?



Providing a range of housing types for various incomes and ages was a goal in the previous growth plan. A greater diversity of types can help increase housing availability and affordability. Select the two moderate density types below that most appeal to you.

1. Small lot single family homes (60%)



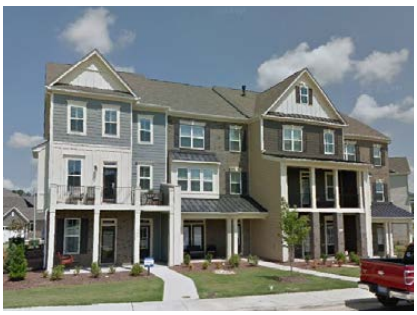
2. Small homes with common yard (42%)



3. Duplexes and similar (23%)



4. Alley-accessed townhomes (19%)

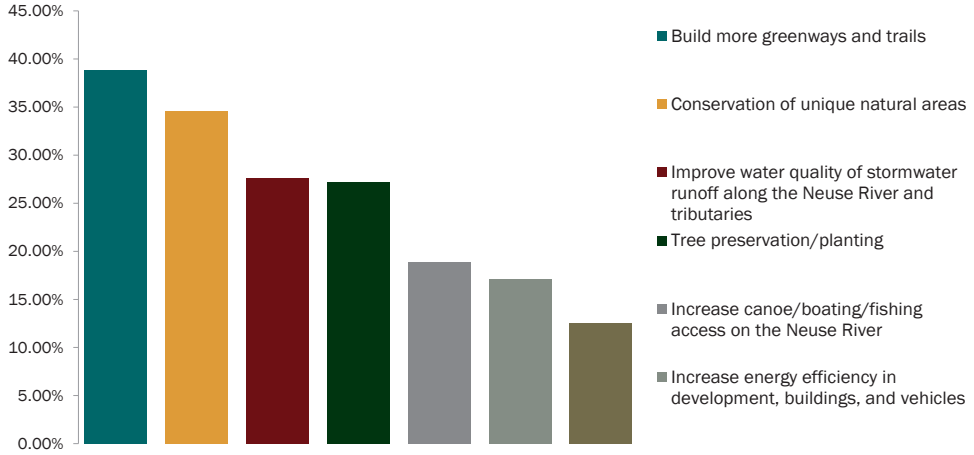


5. Driveway-accessed townhomes (18%)



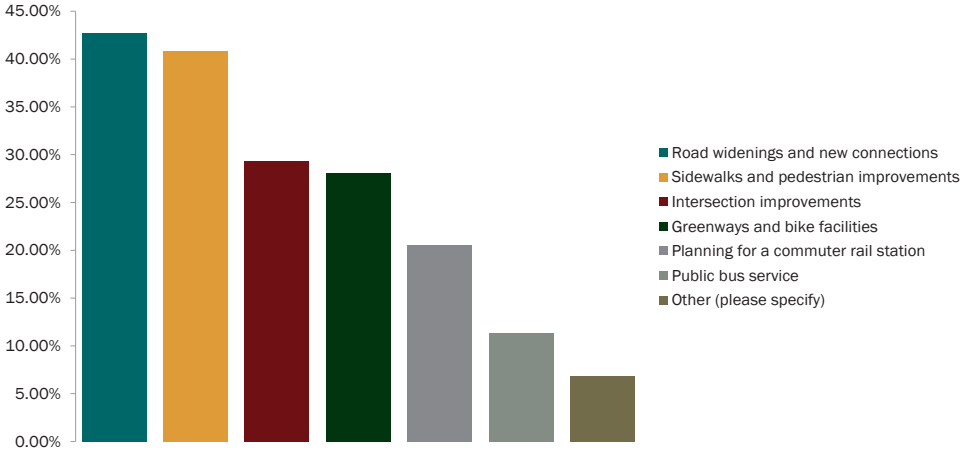
Environmental Priorities:

1. Building greenways and trails
2. Conservation
3. Improve water quality of stormwater runoff



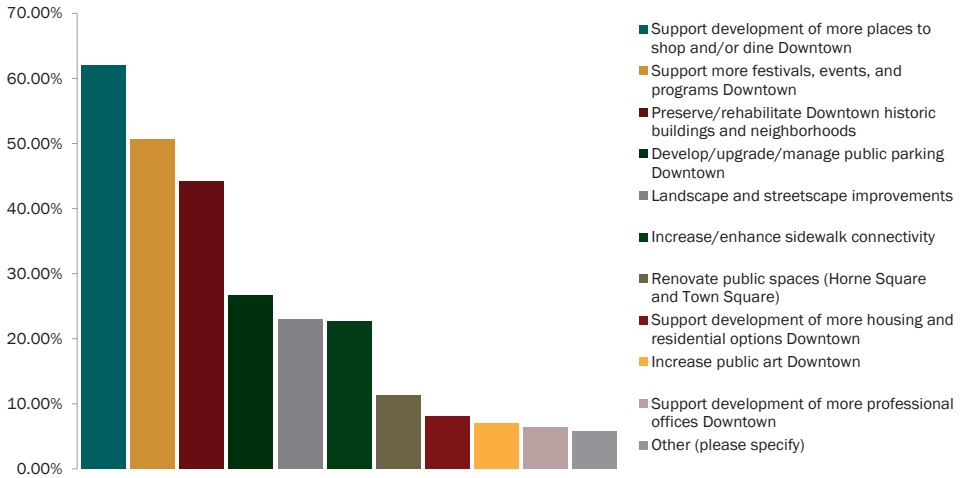
Transportation Priorities:

1. Road widenings



Downtown Priorities:

1. More places to shop/dine



Vision

"Clayton is a thriving, diverse community with a small town ambiance that is home to individuals and families seeking choices in quality housing with easy access to shopping, dining, parks, recreation and schools, anchored by a vibrant downtown, and with growing businesses that value locating and investing in a connected community."



Goals

Land Use & Housing

LU-1: Preserve Clayton's character while allowing for growth and development in appropriate areas.
LU-2: Provide a sense of place and enhance aesthetics along major corridors and in new developments.
LU-3: Encourage a range of housing types and lot sizes that will meet the needs of various income levels, family sizes, and ages.
LU-4: Provide safe, sound, and well-maintained housing and neighborhoods.

Downtown

D-1: Promote quality adaptive re-use and infill development projects Downtown while preserving historic character.
D-2: Protect and preserve Downtown Clayton's historic character.
D-3: Make access to and movement within Downtown safer and more efficient for all users.

Mobility

M-1: Develop and maintain a multimodal transportation system.
M-2: Support interconnected street systems that efficiently disperses vehicular traffic.
M-3: Support system user safety and prioritize bike and pedestrian activity.

Parks & Natural Resources

PR-1: Support the development of Clayton as a regional destination for recreation and trail-based tourism.
PR-2: Develop the Neuse River corridor as a greenway and blueway with multiple access points for hiking, biking and paddling.
PR-3: Provide all Clayton residents convenient access to a park within a 10-minute walk of their residence.
NR-1: Protect and enhance natural resources.
NR-2: Protect water quality and quantity.

Economic Growth

ED-1: Increase opportunities for companies that provide well-paid jobs.
ED-2: Continue promoting Clayton for new businesses and residents regionally and beyond.
ED-3: Support Downtown Clayton as an economic asset.

Arts & Culture

AC-1: Expand arts and culture offerings.
AC-2: Support and market Clayton as a regional destination for arts and culture.

Services and Infrastructure

SI-1: Invest in utility infrastructure that supports land use patterns envisioned by the Future Land Use Map.
SI-2: Ensure adequate water and sewer capacity to support quality development.
SI-3: Coordinate the timing and location of electric utilities to minimize cost and service disruptions.
SI-4: Encourage undergrounding of overhead utilities and co- location of utilities to reduce aesthetic impacts.
SI-5: Continue to provide support for solid waste service.
SI-6: Coordinate with local, regional, state, and federal agencies to ensure consistency among plans and policies, identify and resolve conflicts, and promote cooperation.
SI-7: Ensure the capacity of emergency services and public safety operations keeps pace with recent and anticipated growth.
SI-8: Support the Clayton Library.


2

Think Land Use and Housing



Clayton will grow in a way that maintains its character while accommodating new opportunities for quality growth and development. The development pattern balances the social, economic and environmental interests of Clayton residents and maximizes return on investment. Land use decisions support Downtown Clayton's development as the social, civic and cultural center of town.

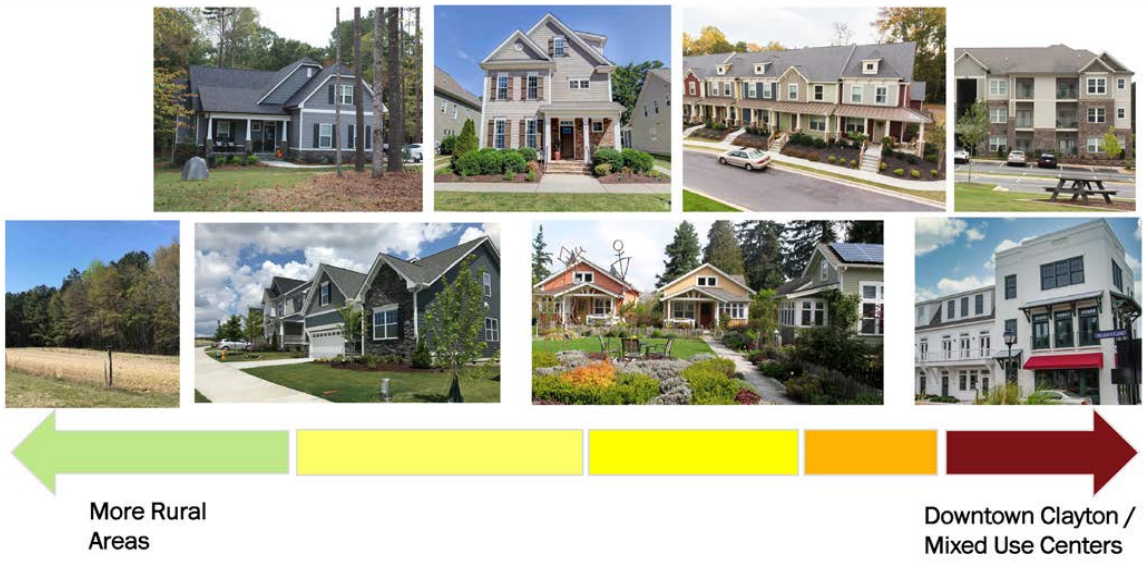
People continue to move to Clayton for many reasons including its affordability, small-town lifestyle, high quality schools and sense of safety. There are a variety of housing types with prices ranging from estate housing to townhouses and apartments that are available to accommodate Clayton's diversifying population. Families continue to build wealth and retirees are able to age in-place. New housing is developed in a way that is sensitive to the natural environment.

Future Land Use Map Overview

The Future Land Use Map categorizes land into eleven character areas. Each character area is described in subsequent pages and includes allowable uses, intensity, building types and development design. The future land use map is based on availability of infrastructure, the character of existing development and input received from the steering committee, members of elected and appointed boards, staff and the public.

The Future Land Use Map should inform infrastructure investment decisions and be utilized by staff, the planning board and town council when evaluating proposed developments and zoning requests.

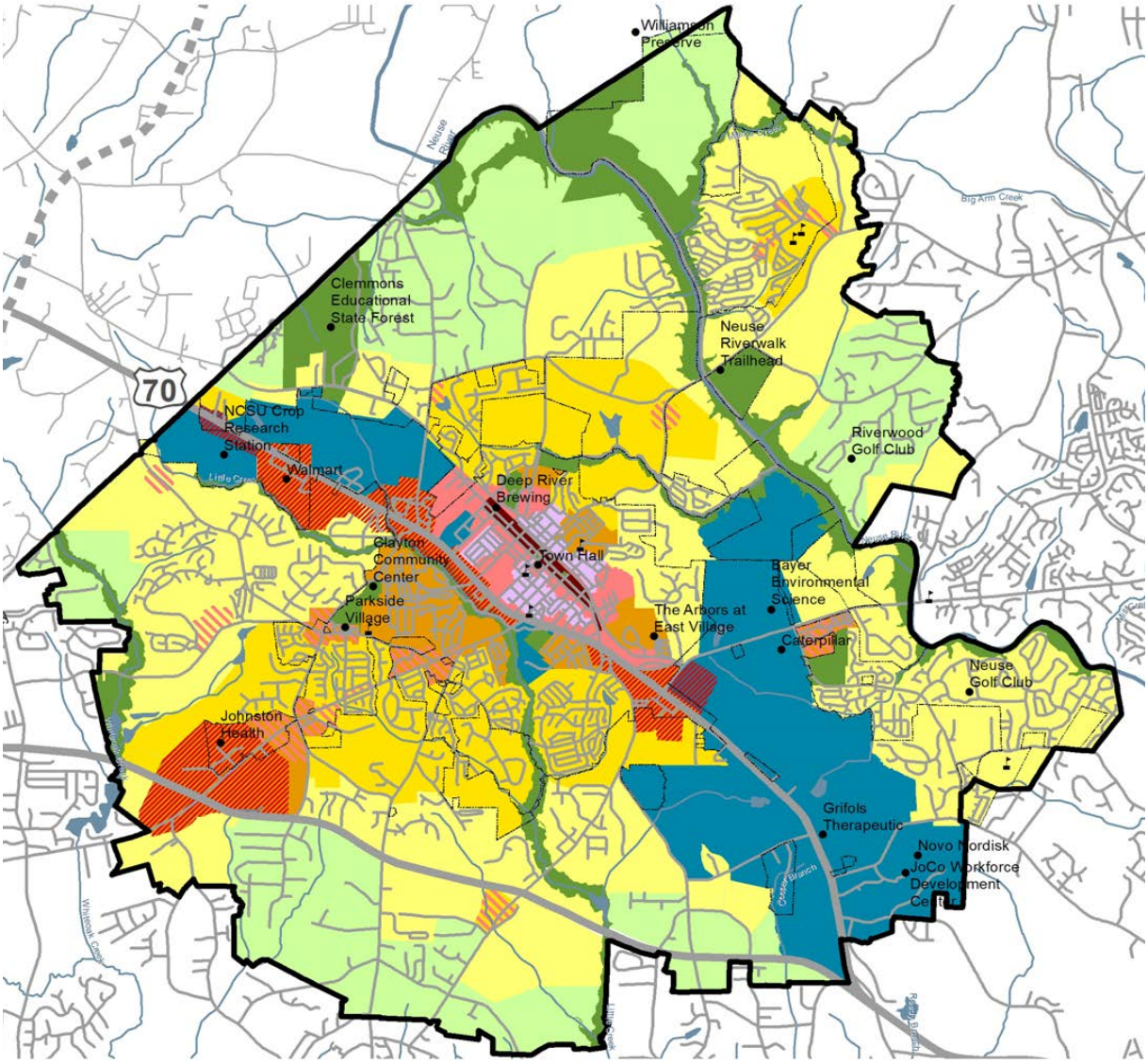
The Clayton Transect



A transect is an urban planning tool that defines a series of zones that transition from town or city centers to sparsely populated rural areas. The graphic above illustrates the transect envisioned in the Future Land Use map on the following page. The Clayton Future Land Use Map identifies a set of character areas that vary by the intensity and types of land uses allowed. The map along with policies and recommendations in the Land Use & Housing chapter of this plan attempt to encourage a pattern development that reinforces and the character of more developed areas of town and provides a transition to more suburban and lower density areas. More intense residential and commercial uses should be focused in and near Downtown and planned mixed-use areas such as Neighborhood and Community Centers. Employment Centers will also have more intense non-residential development. Less intense residential areas illustrate the transition between areas with greater access to major roads, other infrastructure and services and more isolated areas where lower density development is envisioned.

Future Land Use Map

The Future Land Use Map is a conceptual representation of the development pattern that supports leaders' and residents' desires for the future of the town. The map is descriptive, not prescriptive, conveying the community's desires for the future and the flexibility needed to accommodate opportunities.



Description of Future Land Uses

Eleven land use categories are depicted on the Future Land Use Map. Each category is intended to indicate a predominant land use—or set of uses—as well as relative intensity and shared design features that define the character of the category. A brief description of each category is provided below. Each is consistent with the community's ideas and vision for the future development pattern. Furthermore, these descriptions do not propose a change to existing development within each category; instead, they suggest a direction for moving forward.

Residential Land Uses

ARR Agricultural/Rural Residential (ARR)



The predominate existing land uses include low-density residential uses, as well as large tracts of agricultural land. The rural character in these areas can be retained by encouraging only low-intensity uses and context-sensitive rural design. Single family residential at gross densities up to two units per acre are appropriate. Most of these areas rely on septic systems for wastewater treatment, have a limited road network, with some areas within the water supply watershed. These areas are primarily located outside of existing sewer service areas and may or may not have sewer service in the future. Large lots are required if new development is not connected to sewer. Conservation subdivisions, which are subdivisions with smaller lots and more open space, are encouraged if new development is connected to sewer.

- **Gross Residential Density*:** ≤2 units/acre
- **Unit Type:** Single family detached homes
- **Open Space:** Larger lots if on septic systems, minimum of 30+% open space** if lots are under 20,000 square feet and development is connected to town sewer. Open space should primarily be passive and consist of sensitive natural features such as floodplain, wetlands, riparian areas, steep slopes, mature forests, habitat areas, and viewsheds.

LDR Low Density Residential (LDR)



Areas designated as Low-Density Residential are intended to remain predominantly suburban in character and provide for low-density, single-family residential development on smaller lots than those in Rural Residential areas. However, a mix of residential housing types may occur under a conditional zoning district to support conservation of open space, as long as a gross density of 3 units per acre is not exceeded.

- **Gross Residential Density*:** ≤3 units/acre
- **Unit Type:** Mostly single family detached homes, generally less than 25% attached units
- **Open Space:** Minimum of 25%**. Open space should be a mix of preserved natural features with passive recreation such as greenways and trails and more formal or developed open space such as common greens, playgrounds or sports fields.

**Gross Residential Density is defined as the number of dwelling units divided by the total project area without subtracting areas devoted to open space, road right-of-ways, parks or similar public use and infrastructure areas.*

***Open Space minimums suggested for new developments over a minimum size or number of units. Does not apply to existing development.*

MDR Medium Density Residential (MDR)



The Medium Density Residential area is comprised predominantly of neighborhoods with housing units that are more urban in character and in closer proximity to commercial services and centers. This area provides a transition from the more suburban areas of the Town to more developed areas. The density of development in this area will vary based on the presence of utilities, topography and environmental features. This designation is applied to land which is developed, or is to be developed, at a density that is generally between three and five units per acre.

- **Gross Residential Density*:** 3-5 units/acre
- **Unit Type:** Single family detached homes, generally less than 50% attached units
- **Open Space:** Minimum of 20%**. Open space should be a mix of preserved natural features with passive recreation such as greenways and trails and more formal or developed open space such as common greens, plazas, playgrounds or sports fields.

HDR High Density Residential (HDR)



The High Density Residential area provides for housing near major transportation corridors, existing commercial areas, and Downtown. These areas have a connected street network, adequate pedestrian and bicycle facilities, and are served by public water and sewer. High Density Residential includes all housing types while providing higher-density development than the other residential categories. In some places, HDR serves as a transition between commercial uses and lower-density residential uses. In other instances, it accompanies neighborhood commercial uses such as a grocery store or services in established or growing areas of Town.

- **Gross Residential Density*:** ≤10 units/acre, with higher densities allowed as part of planned developments that are walkable to commercial areas.
- **Unit Type:** Single family detached homes, townhomes and apartments.
- **Open Space:** Minimum of 10%**. Open space should be a mix of preserved natural features with passive recreation facilities, buffers to existing development and more formal or developed open space such as common greens, plazas, and/or playgrounds.

DN Downtown Neighborhood (DN)



The Downtown Neighborhood area is comprised of primarily single-family residential uses with some house-scale multifamily and townhomes permitted. The Downtown Neighborhood category is designed to retain established downtown neighborhoods and maintain their historic character while allowing some flexibility of housing types. Downtown Neighborhood districts are found adjacent to Downtown Support areas. In the Downtown Neighborhood, streets are connected and have pedestrian facilities.

- **Gross Residential Density*:** ≤9 units/acre
- **Unit Type:** Primarily single family with some house-scale multifamily structures.
- **Open Space:** Minimum of 10%**. Open space should be a mix of preserved natural features with passive recreation facilities and more formal or developed open space such as common greens, plazas, and/or playgrounds.

Mixed-Use and Nonresidential Land Uses

DS Downtown Support (DS)



The Downtown Support area provides for housing options and non-residential uses located in close proximity to the Downtown Core, often providing a transition to the Downtown Neighborhood or other lower intensity character areas. The Downtown Support category is designed to allow a variety of medium to higher-density housing types in tandem with smaller-scale retail and office uses that support and foster growth of the Downtown Core. Higher-density development should be directly bordering the Downtown Core, along 2nd Street, or along US 70. The Downtown area should have a connected street network with short block lengths, a grid-style street system, access via alleys between public streets, and wide sidewalks.

- **Gross Residential Density*:** ≤25 units/acre
- **Unit Type:** High density single family detached homes, townhomes, apartments, mixed use buildings with live/work units.

DC Downtown Core (DC)



The Downtown Core applies to the area where the highest-density commercial, employment, residential and other uses are located. It fosters an urban environment characterized by a sensitive blending of carefully preserved older structures, high-quality and context-sensitive new construction, and public spaces all working together and integrated with surrounding neighborhoods. The Downtown Core includes a variety of uses including commercial services (restaurants, retail, professional services, and entertainment), office, high-density residential, upper-story apartments, and older homes renovated to accommodate commercial uses. This area provides a connected grid-style street network with alley access, future transit opportunities and pedestrian friendly sidewalks, safe crossings and streets with on-street parking and slow speeds.

- **Gross Residential Density*:** ≤30 units/acre
- **Unit Type:** Apartments, condos, mixed use buildings with live/work units.

NC Neighborhood Center (NC)



A Neighborhood Center is generally located near concentrations of existing or planned residences, and areas with access to major thoroughfares and utilities. These areas incorporate neighborhood-serving commercial uses including grocery stores, retail establishments, restaurants and services. A limited amount of office, civic and institutional uses are also appropriate. Higher-density residential including small-lot, single-family, townhouses and apartments should be located in close proximity to shopping and service destinations to provide more walking opportunities to internal and external pedestrian facilities and destinations. The scale of the Neighborhood Center varies depending on the market demand, competition, and context, however typical Neighborhood Centers have a service area of one to two miles and less than 70,000 square feet of non-residential.

- **Gross Residential Density*:** ≤10 units/acre with higher densities allowed within walking distance to downtown and/or access to transit services.
- **Unit Type:** High density single family detached homes, townhomes, apartments, mixed use buildings with live/work units.
- **Open Space:** Typically 5-10% including tree save, plazas and amenities

CC Community Center (CC)



Compared to the Neighborhood Center category, a Community Center typically serves a larger population and includes a typical trade area of three-to-six miles, and is located adjacent to major thoroughfares or situated at a major intersection. A Community Center includes at least one major anchor such as a grocery store or retailer and incorporates community-serving commercial uses and opportunities for office, civic, and institutional uses. Multi-family housing opportunities may be integrated as part of a mix of uses. As with Neighborhood Centers, apartments and townhouses should be located in close proximity to shopping and services. All portions of the development should be accessible by both a convenient road network and a system of sidewalks or greenways.

- **Gross Residential Density*:** ≤12 units/acre, with higher densities allowed within walking distance to downtown and/or access to transit services.
- **Unit Type:** High density single family detached homes, townhomes, apartments, mixed use buildings with live/work units.
- **Open Space:** Typically 5-10% including tree save, plazas and amenities

EC Employment Center (EC)



Clayton's Employment Center Areas are designated on the Future Land Use Map to provide locations for primary employment and economic development opportunities. The Employment Centers are located along a major transportation corridor, and have adequate levels of infrastructure along with access to rail and parcels large enough to accommodate future employment growth. Uses encouraged in Employment Centers include but are not limited to, industrial, warehouse, office, research and development, tech-flex, hospital, renewable energy, recycling, fabrication, assembly, and technology. Employment Center land uses may also include a limited amount of supporting commercial uses, such as restaurants and convenience retailers to serve employees. However, these uses should only be situated where not in conflict with existing employment land uses and should not be built in such a way as to jeopardize the use of those lands most suitable for office or industrial development.

ROS Recreation and Open Space (ROS)



The Recreation and Open Space designation applies to parks, public recreational areas, conservation areas and floodplains. Uses include active and passive recreation (including trails and greenways), wildlife management, environmental restoration/ mitigation/preservation, and educational uses. Structures that support or are associated with the intended uses shall be permitted. The primary use of land shown under this designation should be recreation, open space, or conservation.

Land Use and Housing Goals and Recommendations

GOAL LU 1

Preserve Clayton's character while allowing for growth and development in appropriate areas.

Policy LU 1.1

Manage future growth and encourage quality development through the implementation of the Comprehensive Plan, the Unified Development Code (UDC), and other plans and regulations adopted by the Town Council.

Strategy LU 1.1.1

Review development proposals for consistency with the Future Land Use Map.

Strategy LU 1.1.2

Support residential development at varying densities based on the Future Land Use Map, associated character area descriptions and other relevant plans (i.e. Downtown Master Plan, Small Area Plans, etc.).

Strategy LU 1.1.3

Review and update the Unified Development Code within 1-2 years to ensure consistency with the Goals, Policies and Strategies of the Comprehensive Growth Plan.

- Review the existing General Design Guidelines (2006) and incorporate applicable updates into the Unified Development Code.

Strategy LU 1.1.4

Consider expansion of ETJ based on population growth and land use trends.

Policy LU 1.2

Encourage developments which incorporate high-quality design and enhance the quality of life for existing and future residents of the Town.

Strategy LU 1.2.1

Encourage high-quality design in commercial and mixed-use development.

- Buildings should be oriented toward public streets where feasible.



Commercial and mixed-use development should integrate plazas and/or parks. These areas can provide outdoor dining and gathering spaces for events. Precedent Image from Birkdale Village in Huntersville, NC. Image Source: Stewart.

- Landmark features such as cupolas, steeples, towers, special roofs, or chimney forms should be utilized for significant buildings, centers or transportation hubs to provide points of orientation.
- Pedestrian connections should be made between parking lots, building entrances and other destinations on sites.
- Open space and plazas should be integrated into developments and edges of these features should be given special attention through building design and/or landscaping.
- Screening and landscaped buffers should be used to minimize visibility of service areas, utilities and parking lots and to transition between new development to existing residential land uses.
- Street trees should be located along street frontages. Additional landscaping, including trees, decorative grasses, flowers and shrubs should be located near entries and along building foundations.

Strategy LU 1.2.2

Encourage high-quality design in residential projects.

- New developments should contain attractive streets including a planting strip with street trees and sidewalks.
- New developments should be designed to preserve a significant amount of open space. Open space should be located to preserve significant trees, riparian areas, views and environmental constraints such as steep slopes, wetlands and floodplains (also see Nat. Resources recs.)
- Higher density developments should be designed with adequate on-street parking. Narrow lots should be designed with alley loaded access. Apartments should have shared parking lots that are shielded from the street.
- Screening and landscaped buffers should be used to minimize visibility of service areas, utilities and parking lots and to transition between new development to existing residential land uses.



New neighborhoods should have well designed streets, with sidewalks and street trees and adequate width to accommodate on-street parking where needed. Precedent Image from Bedford in Raleigh, NC. Image Source: Stewart.

Policy LU 1.3

Encourage non-residential land uses in areas consistent with the Future Land Use Map.

Strategy LU 1.3.1

Ensure the scale of non-residential uses are consistent with the Future Land Use Map.

- Larger scale non-residential uses and mixed-use developments should be located in Employment Centers, Community Centers and the Downtown Core.
- Encourage smaller-scale mixed-use development and commercial uses in Neighborhood Centers and the Downtown Support areas.

Strategy LU 1.3.2

Create and implement small area plans to attract infill development and redevelopment to areas identified as Neighborhood and Community centers on the Future Land Use Map.

- Future Small Area Plans needed include:
  - Update of Downtown Master Plan (including eastern and western gateways)
  - US 70 Bus / NC 42 East
  - US 70 Bus / Western Gateway (near Wake County)
  - ECIA (East Clayton Industrial Area)
  - US 70 Bypass / Future I-42 Corridor (including an update of the NC 42 Interchange Area Small Area Plan and the Ranch Rd Area)

Goals and Recommendations(cont.)

Policy LU 1.4

Encourage new businesses and non-residential development in Employment Centers designated on the Future Land Use Map.

Strategy LU 1.4.1

Encourage a mix of non-residential land use in Employment Centers including industrial, warehouse, office, research and development, tech-flex, renewable energy, recycling, fabrication, assembly, and technology uses.

Strategy LU 1.4.2

Discourage residential subdivisions in prime industrial locations including larger parcels in Employment Centers with good access to roads or rail.

Strategy LU 1.4.3

Allow for integration of compatible uses in Employment Centers including commercial development as a supporting use.

See Economic Development Chapter for more specifics.

Policy LU 1.5

Protect and enhance the historic downtown character while promoting quality redevelopment and infill.

Strategy LU 1.5.1

Implement the Goals, Policies and Strategies of the Downtown Chapter of this Plan.

Policy LU 1.6

Promote location and intensity of development that mitigates impacts to the transportation network and leads to reduced vehicle trips and/or shorter trip lengths, enhanced circulation, and increased public safety.

Strategy LU 1.6.1

Focus growth in and near Community Centers, Neighborhood Centers and Downtown.

» Higher density near mixed-use areas defined on the Future Land Use Map and along corridors with existing and planned transit can reduce vehicular trips by promoting internal pedestrian circulation and encouraging transit trips.



Novo Nordisk pictured above and Grifols (not pictured) are located along US 70 Business in Clayton's Planning jurisdiction. The area on either side of US 70 Business is identified as an Employment Center on the Future Land Use map. New businesses and non-residential development is encouraged in this area to take advantage of existing water and sewer infrastructure and access to highways, diversity the tax base, as well as provide jobs to residents.

Strategy LU 1.6.2

Require vehicular interconnectivity between existing and future adjacent development.

Strategy LU 1.6.3

Require development to integrate sidewalks internally and provide pedestrian connections to existing and future adjacent development and/or destinations.

Strategy LU 1.6.4

Prohibit isolated, mid-block or strip commercial development which negatively impacts existing infrastructure, has poor circulation, and inadequate access.

GOAL LU 2

Provide a sense of place and enhance aesthetics along major corridors and in new developments.

Policy LU 2.1

Encourage the redevelopment or adaptive reuse of under-utilized commercial development.

Strategy LU 2.1.1

Conduct a small area plan or corridor study for US 70 Business to identify opportunities for redevelopment, transportation improvements and aesthetic improvements.

» Special emphasis should be placed on the US 70 / NC 42 East Area and the Town's western gateway.

Policy LU 2.2

Pursue public improvements and utilize regulatory standards to preserve or enhance aesthetics within and adjacent to the main corridors in town.

Strategy LU 2.2.1

Identify primary and secondary gateway locations into town, and establish a highly visible gateway design which reflects Clayton's brand.

Strategy LU 2.2.2

Utilize the Thoroughfare Overlay District to enhance the aesthetic appearance of businesses along the corridor.

Strategy LU 2.3.1

Review the Thoroughfare Overlay District and the Downtown Overlay District for necessary updates to ensure that regulations support Town character, enhance aesthetics along the roadways, and support successful commercial development.

Policy LU 2.3

Utilize landscaping to enhance the visual appeal and pedestrian comfort and safety along new streets.

Strategy LU 2.3.1

Require street trees and a minimum planting strip width in new developments in most commercial and residential zoning districts.



US 70 Business is home to a variety of commercial developments of different ages and sizes. A small area plan is suggested that would study redevelopment potential along the corridor and make recommendations to improve the Town's key gateways. Image of Clayton Village Shopping Center. Image Source: Stewart.

Goals and Recommendations(cont.)

» Consider alternative standards for very low density residential development.

Strategy LU 2.3.2

Update the Town's roadway cross-sections to incorporate requirements and standards for planting strips, sidewalks and landscaped medians.

GOAL LU 3

Encourage a range of housing types and lot sizes that will meet the needs of various income levels, family sizes, and ages.

Policy LU 3.1

Encourage a range of housing types based on the availability of infrastructure, proximity to services and amenities, and compatibility with existing development as described in the Future Land Use map.

Strategy LU 3.1.1

Review development proposals for consistency with the Future Land Use Map and negotiate with developers to provide a range of quality housing types within developments.

Strategy LU 3.1.2

Within larger developments, encourage higher density housing types to be located in those areas with closest proximity to services, amenities, and infrastructure.

» Allow higher density developments in the Downtown Core and in the Downtown Support area.

» Allow medium to high density townhomes and apartments in High Density Residential, Neighborhood Center and Community Center areas.

» Allow for house-scale multi-family structures in the Downtown Neighborhood character area and as a defined percentage of new homes in LDR and MDR areas (See LU-3.1.4 for more detail).

Strategy LU 3.1.3

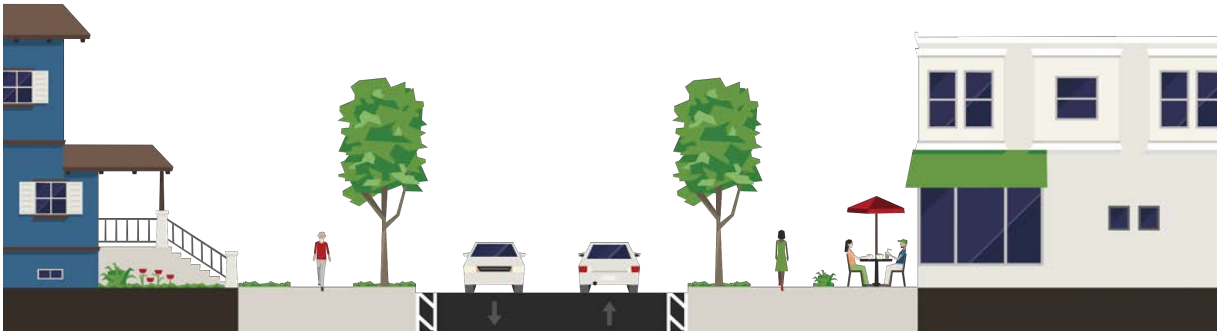
Consider adjustments to the Unified Development Code (UDC) to allow for a higher density development in certain areas.

» Consider making townhomes and apartments a permitted use in certain zoning districts.

» Townhomes and apartments could be permitted in B-1 and B-2 zoning districts and/or a new zoning district that would allow for well-designed structures as a component of new development in planned Neighborhood Center (NC) or Community Center (CC) mixed-use areas.

» Consider creation of a Mixed Residential district that would allow higher density housing types (including smaller lot homes and townhomes and apartments with increased standards) by right in certain areas of town.

» Consider allowances for higher density development if certain conditions exist or standards are met.



Attractive streets were identified as a high priority during the 2020 Town Council Retreat and through the Comprehensive Growth Plan survey. The Town's roadway cross-section standards should be updated to specify standards for planting strips, sidewalks and medians.

» Conditions could include proximity to downtown, within walking distance and with accessible walking route to commercial areas, near existing or future transit.

» Consider alllowing Accessory Dwelling Units (ADUs) by-right with defined dimensional criteria and/or supplemental design standards.

Strategy LU 3.1.4

Encourage or require a mix of lot sizes (2+) in some areas

- Target areas could be HDR, MDR, and LDR areas and associated zoning districts.
- This could be tied to the existing Open Space Subdivision option.
- Criteria could be established related to minimum acreage and minimum variations.

Strategy LU 3.1.4

Encourage a range of housing types and styles through the Conditional Zoning process.

- Consider modifications to the UDC that establish a tiered approach to mix of housing types.

GOAL LU 4

Provide safe, sound, and well-maintained housing and neighborhoods.

Policy LU 4.1

Reduce the number of substandard dwelling units and maintain quality housing.

Strategy LU 4.1.1

Inspect deteriorated and dilapidated housing, and provide uniform standards to maintain quality housing through the Town's Code Enforcement Program.

Strategy LU 4.1.2

Reduce the number of substandard dwelling units through rehabilitation and demolition activities.

Strategy LU 4.1.3

Seek federal, state and local funding for the rehabilitation or demolition of substandard housing.

Strategy LU 4.1.4

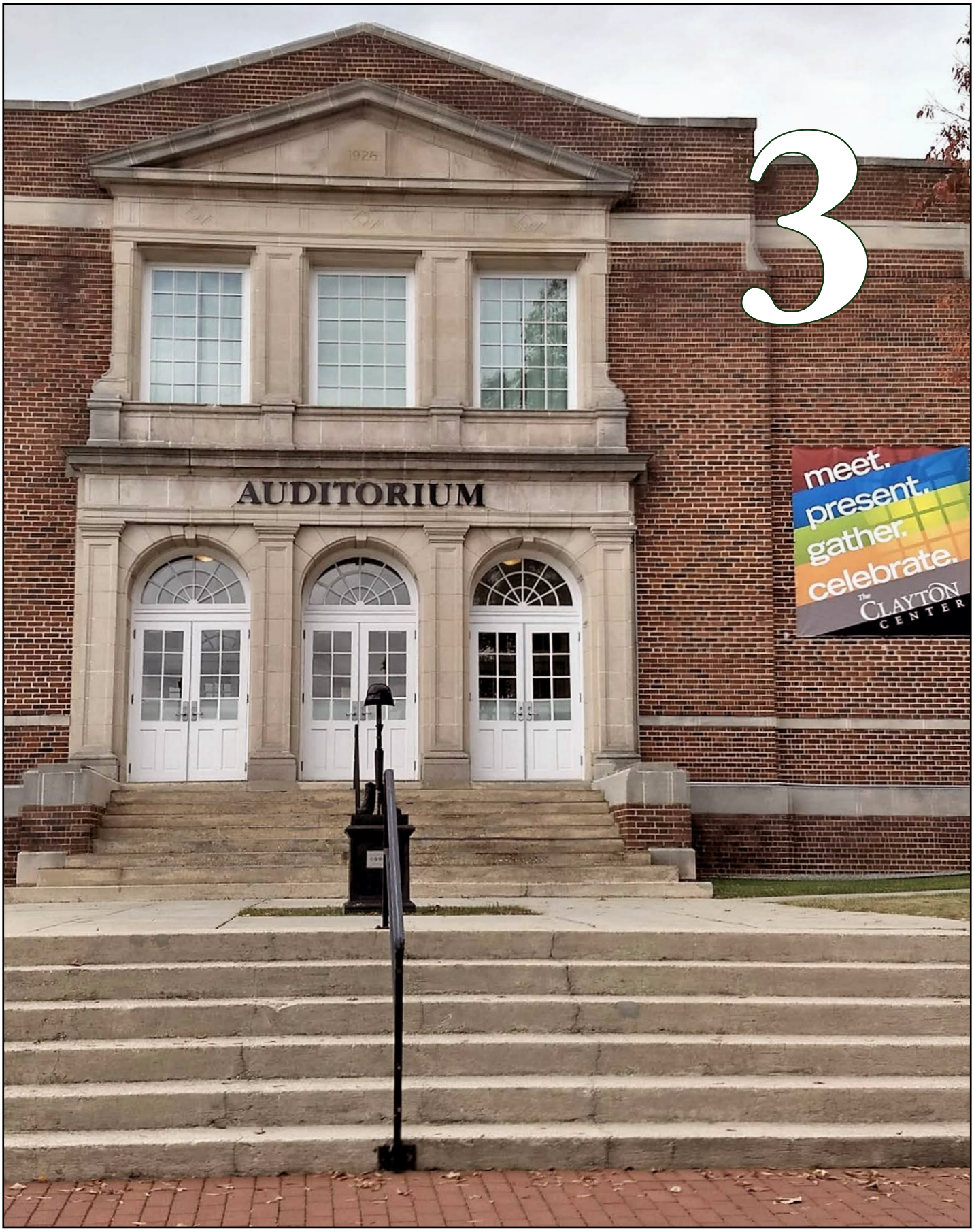
Implement code enforcement activities aimed at reducing or eliminating blighted areas of Town.

Housing Variety: Why, Where, and How

During the development of the Comprehensive Plan participants conveyed a need to maintain housing affordability and encourage housing variety while maintaining high standards for new development. In order to accomplish this, modifications to the Unified Development Code (UDC) could be made to clarify the maximum percentage of attached housing units allowed in new development based on the Future Land Use Map. Steps could be taken to make it easier to build attached housing where it makes sense, and the Open Space Subdivision option could be utilized to provide flexibility in some zoning districts while ensuring compatibility with existing residents.

Open Space Subdivisions currently allow for up to 50% attached units. Attached unit allowances should be tiered based on Future Land Use area. The conditional zoning process or code changes could encourage or require development in line with the following ranges:

- Low Density Residential (LDR): Up to 25-33% Attached units
- Medium Density Residential (MDR): Up to 50% Attached units
- High Density Residential (HDR), Mixed-Use Areas (CC & NC), and Downtown (DC & DS): Up to 100% Attached units
- *Special Use Permit (SUP) or Conditional Zoning could be required for higher percentages.*


3
AUDITORIUM
meet.
present.
gather.
celebrate.
The CLAYTON CENTER

Think Downtown



Clayton's historic Downtown is a great asset to the community and functions as the social, civic and cultural center of town. Activity and investments downtown will benefit the entire community. One of the goals of the 2020 Economic Development Strategic Plan is to "Build on a charming and historic downtown through redevelopment and placemaking" and the recommendations in the Comprehensive Plan elaborate on this effort. The need for quality infill and redevelopment is balanced with the desire to respect the historic character of certain areas of Downtown. They also address the physical conditions of Downtown, and seek to make access to and within the area safer and more enjoyable for all users, so that it may continue to be active and lively.

Recommendations regarding Downtown as an economic engine can be found in the economic development section of this document.

Goals and Recommendations

Goal DT 1

Promote quality adaptive re-use, and infill development projects Downtown while preserving historic character.

Policy DT 1.1

Utilize and enhance the existing regulations, design review and approval process to promote attractive, compatible development Downtown.

Strategy DT 1.1.1

Continue to use the Unified Development Code (UDC) to set standards for the design of development and consider modifications to encourage flexibility while preserving the character of different parts of Downtown.

- Regulate signage, setbacks, dimensional requirements, parking and street improvements for new development by utilizing the Downtown Overlay District.

Strategy DT 1.1.2

Consider changes to the extent of the Downtown Overlay and/or additional modifications to promote a development pattern in the Downtown Core as described in the Future Land Use Map.

- Re-examine boundaries of Downtown Overlay to meet the goals of Downtown.
- Consider modifications to the requirement for active uses on the ground floor facing Main Street. Active uses remain a goal, but providing some flexibility to meet current market demand could encourage reuse or redevelopment. Allowing for a percentage of frontage to be active uses and/or allowing for new construction to be built in a way to allow for future conversion may be beneficial.
- Consider changes to the development review and permitting process to encourage innovation and dialog between property owners, developers, town staff, citizens and the town council.
  - For example, the current process requires a site plan for outdoor seating. This is the same level of detail required with a complete redevelopment. Alternatives that could be considered include administrative approvals, conditional zoning, and/or form-based zoning.

Downtown Future Land Use Character Areas

The Future Land Use Map includes three different character areas for properties within and surrounding Downtown Clayton (Downtown Core, Downtown Support, and Downtown Neighborhood). These areas call for slightly different types and intensities of infill and redevelopment. **The Downtown Neighborhood character area** is meant to preserve established downtown neighborhoods while allowing for some residential infill. **The Downtown Core** is centered along Main Street. In this are historic structures should be preserved, but infill and redevelopment can be a variety of uses, including multi-story mixed use development. The design of buildings and sites should reinforce and extend the historic building pattern of the existing core with primary entrances on the street and parking lots accessed via alleys. The **Downtown Support area** is a flexible district that includes a mix of developed and undeveloped properties within walking distance to the Downtown Core. The Downtown Support area provides for housing options and non-residential uses located in close proximity to the Downtown Core, often providing a transition to the Downtown Neighborhood or other lower intensity character areas. The Downtown Support category is designed to allow a variety of medium to higher-density housing types in tandem with smaller-scale retail and office uses that support and foster growth of the Downtown Core.

Strategy DT 1.1.3

Encourage the use of and regularly update the General Design Guidelines policy manual.

- Consider incorporating design elements from the Design Guidelines Manual into the Unified Development Code (UDC) that are allowed by state law to be regulated.
- Utilize the future Downtown Master Plan to refine character areas and zoning districts and define necessary code changes. Design elements to be addressed include:
  - Streetscape standards
  - Driveway spacing
  - Parking lot design and location
  - Setback standards
  - Nonresidential building massing
  - Blank wall requirements
  - Location of mechanical equipment
  - Incorporating balconies
  - Signage standards
  - Buffering
  - Lighting
  - Transparency
  - Pedestrian entrance and pass-through requirements

Policy DT 1.2

Utilize existing resources and partners to continue to improve Downtown Clayton's economy and aesthetics.

Strategy DT 1.2.1

Enhance the aesthetic quality of Downtown through the continuation of the Downtown Façade and Site Element Improvement Grant Program, building rehabilitation, and code enforcement.

Strategy DT 1.2.2

Support the Downtown Development Association in its duties, activities, and events.

Strategy DT 1.2.3

Continue to coordinate with the Chamber of Commerce and downtown businesses on events, improvement and priorities downtown.

Facade Grant

The Clayton Downtown Development Association administers the facade grant program, which provides up to $2,500 per facade to local businesses to make upgrades to their building's exterior. The Clayton Façade Grant Program is well utilized, and has contributed to twelve projects Downtown In fiscal years 2019-2020 and 2020-2021 combined. Expanding the availability of the facade grant program to all businesses within the Downtown Core and Downtown Support future land use character areas would allow this program to expand its reach.



A before and after of a project completed using facade grant funds on E Main Street. Image via *downtownclayton.blogspot.com*.



Goals and Recommendations (cont.)

Strategy DT 1.2.4
Continue to conduct Downtown market analysis and property inventories to determine the best opportunities for infill and redevelopment in Downtown Clayton. Recruit small businesses to Downtown based on market analysis.

Strategy DT 1.2.5
Utilize Economic Development Strategy as a toolbox for recommendations to improve Downtown.

Strategy DT 1.2.6
Explore the establishment of a "Social District" before or during the update of the Downtown Master Plan.

Policy DT 1.3
Support adaptive re-use of under-utilized sites and buildings to revitalize Downtown.

Create resources to make the redevelopment process Downtown approachable for those wishing to redevelop property. Provide informational resources for people wishing to open businesses or develop properties downtown.

Strategy DT 1.3.1
Update the Downtown Master Plan to better address recommendations in this Plan, emerging issues, needed pedestrian connections, open space improvements, and parking.

» Emerging issues and opportunities include the need to formalize parking and access to existing development and redevelopment along the railroad and potential development west of downtown.

Strategy DT 1.3.2

Conduct a review of existing Town ordinances to determine barriers and potential solutions to redevelopment of existing structures and sites downtown. Pay special attention to:

» Stormwater requirements

» Parking requirements

Strategy DT 1.3.3

Research and recommend a modified development approval process for key Downtown Areas, such as those within the Downtown Core or existing Downtown Overlay zoning district. Meet with the development community in a round table format to gather input on current process obstacles.

Components of a Vibrant Downtown



Strategy DT 1.3.4

Study the potential for public/private partnerships for parking improvements Downtown. This could include the study of new surface parking lots, improvements to existing lots, and/or the evaluation of a potential parking deck.

Strategy DT 1.3.5

Identify, research, and consider matching funds for grants and incentives available to support Downtown redevelopment including the following:

- » Tax incentives/abatements
- » Incentive grants for projects that meet goals
- » Crowd-funding/local fundraising
- » State and National grant programs
- » Public-private partnerships
- » Parking requirement reduction

Policy DT 1.4

Increase residential activity and promote mixed-use projects in Downtown.

Strategy DT 1.4.1

Provide incentives to projects which utilize upper stories for residential uses, increase residential density, and/or enhance the commercial character in the Downtown Core.

Strategy DT 1.4.2

Update Future Land Use Map and zoning districts to allow for increased residential density in key downtown locations.

- » Modifications could include allowances for certain types of attached housing without a special use permit in the Downtown Core and/or Downtown Support areas.

Strategy DT 1.4.3 Strategy D1.4.3

Study parking requirements for downtown residential uses to determine potential for efficiencies.

- » Compare current parking requirements to peer towns.



The Massey-Sanders-Vinson-Tew House built in 1912, is an example of a historic structure with distinct architectural features in downtown Clayton. Encouraging renovation and reuse of historic structures can preserve landmark buildings downtown.

- » Consider available on-street and off-street parking as well as opportunities for shared parking.

Goal DT 2

Protect and preserve Downtown Clayton's historic character.

Policy DT 2.1

Preserve and protect Clayton's historic landmarks.

Strategy DT 2.1.1

Apply to re-survey the Town's national register historic district to include structures that previously did not qualify.

Strategy DT 2.1.2

Establish and apply project planning criteria that require evaluation and mitigation of adverse impacts to historic resources for all town capital projects.

Goals and Recommendations (cont.)

Strategy DT 2.1.3

Encourage the use of federal and state historic tax credits for renovation projects in the downtown area. And explore additional methods and funding sources for preservation of historic landmarks.

- » Encourage the use of State or Federal standards for rehabilitation of historic structures. For more information see the Secretary of Interior Standards for Rehabilitation here.

Strategy DT 2.1.4

Consider a larger role for the Town of Clayton and/or partner organizations in historic preservation.

- » Establish a formal agreement between CHA and Town of Clayton via the Hocutt-Ellington Memorial Library.
  - » Plan for adequate staffing and space for programming, management and storage of archival, historically-significant materials.
- » Partner with the Clayton Historic Association (CHA) to establish a local register of historic landmarks and designate landmarks within Clayton.
  - » Maintain the inventory of local landmarks in Town databases to be used during development decision-making.
- » Consider establishing a local historic district and commission. This could include designation of a local historic overlay district in Downtown Clayton for all or part of the National Register defined Clayton Historic District.

Policy DT 2.2

Ensure new development is compatible with existing historic areas.

Strategy DT 2.2.1

Encourage development in the Downtown Neighborhood area that preserves existing neighborhood character.

- » New residential development should reference the existing context and be of similar mass and scale.

Existing Downtown Neighborhood Character



Residential home along South Lombard Street. Source: Google Streetview.

New development in historic neighborhoods in Downtown Clayton should include design features that reinforce the character of the area. Design features that should be encouraged include:

- Single-family homes or house-scale multifamily units
- Three stories maximum
- Setbacks that match existing averages along a block frontage
- Front porches
- Garages and/or carports located on the side or rear of the home and/or recessed behind the front façade of the home
- Side or rear parking for larger buildings
- Streetscapes should include a sidewalk buffered from the street by a planting strip
- Tree preservation should be prioritized

Goal DT 3

Make access to and movement within Downtown safer and more efficient for all users.

Policy DT 3.1

Encourage pedestrian safety, comfort, and connectivity throughout the Downtown streetscapes and open spaces.

Strategy DT 3.1.1

Increase investment in fixing existing sidewalks, growing the sidewalk network and pedestrian safety improvements, including additional crosswalks and ADA ramps.

Strategy DT 3.1.2

Incorporate the concepts from the Clayton Downtown Streetscape Plan when planning improvements for Main Street and parallel roadways.

- A key finding from the Downtown Streetscape Plan included that improvements to the pedestrian realm are possible in the existing right-of-way however more study will be needed to determine a preferred alternative.
- The design of streetscape improvements will need to balance parking, pedestrian comfort with street and sidewalk improvements. Necessary utility upgrades and moving power lines underground also need to be factored in to any streetscape project.

Policy DT 3.2

Improve pedestrian and vehicular wayfinding signage into Downtown and incorporate the Downtown wayfinding signage into a broader town-wide signage plan.

Strategy DT 3.2.1

Update Downtown wayfinding signage for:

- Public Parking
- Civic buildings
- Local and state trails
- Destinations such as historic resources and public parks
- "Minute-walk" language to encourage exploration.



Pedestrian oriented wayfinding signs such as this one from the Swamp Rabbit Trail in Greenville, South Carolina are recommended for assisting visitors navigating the Mountains to Sea Trail way through Downtown Clayton.

Policy DT 3.3

Improve pedestrian and bicycle connections from Downtown from existing neighborhoods, parks, and activity centers.

Strategy DT 3.3.1 Prioritize pedestrian improvements, especially along Main Street, identified in the Downtown Improvements Map and the ongoing Bike and Pedestrian Plan. Coordinate with NCDOT on Main Street improvements.

Strategy DT 3.3.2

Improve pedestrian facilities and crossings between the current terminus of the Sam's Branch Greenway, MST/ECG, Municipal Park, and Main Street, through the Downtown Core to the existing Front Street Multi-use Path.

Strategy DT 3.3.3

Support opportunities to increase safe pedestrian connections between the Downtown Core and nearby neighborhoods. These include connections over the railroad tracks or other transportation corridors.

Goals and Recommendations (cont.)

Strategy DT 3.3.4

New development should adhere to and replicate the existing historic block pattern. This can be reinforced through block side standards in future UDC updates.

Policy DT 3.4

Monitor and manage parking supply.

Strategy DT 3.4.1

Conduct a Parking Study for Downtown Clayton.

» Consider potential locations, need and funding options for additional surface parking lots, shared parking and/or a parking deck Downtown.

Strategy DT 3.4.2

Manage existing parking.

» Consider changes to time limits, meters and/or enhanced enforcement of existing parking ordinances.

Strategy DT 3.4.3

Regularly evaluate and suggest revisions to parking regulations.

» The Planning Department should work with the Parking Task Force to address this need.

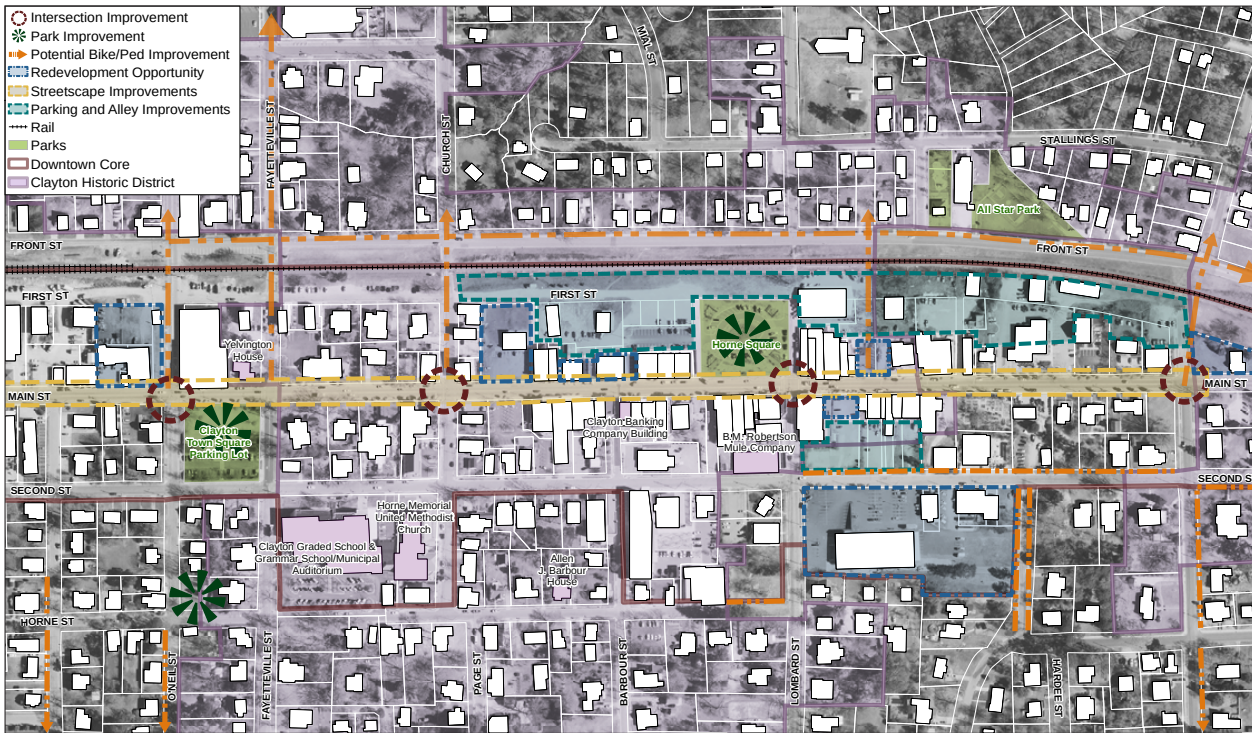
Strategy DT 3.4.4

Evaluate mechanisms to fund the creation and maintenance of new or improved parking in the downtown area, wayfinding and safety improvements.

Policy DT 3.5

Support alternative modes and emerging transportation technologies downtown including micro-transit, golf cart parking, EV Parking, scooters, etc.

Downtown Improvements Map



The Downtown Improvements Map above was created early in the Growth Plan process based on feedback from the public and stakeholder interviews. Potential improvements needed downtown were identified including filling sidewalk gaps and improving pedestrian crossings. It also identifies potential redevelopment opportunities, parking and public space improvements. These improvements need to be refined during the Downtown Master Plan update and through further study.


4

Think Economic Development



These recommendations further the goals set out in the 2020 Strategic Economic Development Plan while also reflecting input heard throughout the planning process. The town's charge in the face of its recent and predicted future growth are to harness the momentum and resources in a way that benefits its residents and maintains a strong financial base for the town. The recommendations continue the Strategic Plan's goals of attracting jobs, leveraging Downtown, building up community amenities and assets, and investing in infrastructure to support all this activity. If progress is made on these goals incrementally Clayton's economy will become stronger and more sustainable.

Goals and Recommendations

Goal ED 1 Increase opportunities for companies that provide well-paid jobs.

Policy ED 1.1

Partner with Johnston County Economic Development, the Clayton Chamber of Commerce, ElectriCities, and the Research Triangle Regional Partnership to market Clayton as a premier destination for employers.

Strategy ED 1.1.1

Establish regular meetings with these or other groups to discuss economic development and coordinate on marketing materials.

Strategy ED 1.1.2

Continue progress with Grifols, Johnston Community College (JCC) and other partners on Project Goodwill; an effort to build a JCC Clayton campus - a key workforce development asset for existing and future companies.

Policy ED 1.2

Preserve and develop prime industrial land for employment growth.

Strategy ED 1.2.1

Protect and market existing industrial areas including the existing biopharma district.

Strategy ED 1.2.2

Protect industrial land uses by encouraging compatible uses within and near the Employment Center areas identified on the Future Land Use Map.

Strategy ED 1.2.3

Support the biotech and pharmaceutical cluster through marketing and recruitment efforts.

Strategy ED 1.2.4

Develop an incentive policy to assist with recruiting target industries.

Policy ED 1.3

Identify and position available sites and buildings for potential investors or employers.

Strategy ED 1.3.1

Maintain an inventory of available sites and non-residential buildings within the Town and ETJ.

» Provide detailed information in a format to enable the county economic development website to advertise the most recent and complete information about the buildings and sites in Clayton

Policy ED 1.4

Implement and regularly update the Strategic Economic Development Plan.

Policy ED 1.5

Continue business retention efforts and support existing commercial corridors.

Strategy ED 1.5.1

Continue business retention and expansion strategy to engage with existing businesses to support existing operations and expansions.

Strategy ED 1.5.2

Increase employment and redevelopment opportunities along key corridors including 70 Bus and NC 42 and at 70 Bypass interchanges.

Goal ED 2 Continue promoting Clayton for new businesses and residents regionally and beyond.

Policy ED 2.1

Develop an identity and marketing strategy that promotes the Town's unique and distinctive qualities including Downtown, arts and recreation.

Strategy ED 2.1.1

Develop a branding plan to formalize Clayton's image and marketing strategy. The plan should include, but not be limited to, standardization of Town documents and marketing materials, signage and events.

Policy ED 2.2

Market economic data to potential investors and businesses.

Strategy ED 2.2.1

Develop a public dashboard of recent economic data and available sites compared to competitor jurisdictions.

Goal ED 3 Support Downtown Clayton as an economic asset.

Policy ED 3.1

Build on the success of existing Downtown events and increase Downtown programming for residents and visitors alike.

Strategy ED 3.1.1

Make Downtown Clayton an evening and weekend destination by increasing the amount of businesses operating outside of normal office hours Make sure lighting at night is sufficient in public parks, parking areas, and streets.

Strategy ED 3.1.2

Work with Clayton Downtown Development Association to increase regular programming and events for all ages.

Policy ED 3.2

Promote Downtown Clayton as a regional tourism destination.

Strategy ED 3.2.1

Partner with organizations such as Visit JoCo to advertise Downtown Clayton as a historic, artistic, destination.

Strategy ED 3.2.2

Create tourism draws such as walking tours that feature Clayton's unique offerings.

Strategy ED 3.2.3

Evaluate additional services for visitors and tourists. This could include a Visitors Center, Welcome Center or kiosk.

Policy ED 3.3

Support entrepreneurship and existing small businesses.

Strategy ED 3.3.1

Follow Strategic Plan recommendations for supporting small businesses through programmatic support.



Events downtown such as the Harvest Festival, pictured above, bring thousands of visitors to Clayton. These events support local businesses and contribute revenue to the town in the form of sales tax.


5

Think Parks, Rec, & Natural Resources



Clayton is and will remain the premier community for active families. The Town provides a wide variety of park and recreation facilities and programs to people of all ages, abilities and skill levels. The local greenway system connects Downtown and neighborhoods to the Mountains to Sea Trail/ East Coast Greenway enhancing quality of life and making Clayton a destination for hikers and nature enthusiasts. Additionally, residents and visitors alike enjoy safe and easy access to the Neuse River. Recommendations in this chapter build on previous efforts to connect the parks system, enhance recreational opportunities and encourage tourism. This Plan also outlines how new development should respect Clayton's unique natural resources including forested floodplains, steep slopes, and water quality in the Neuse River and Swift Creek.

Goals and Recommendations

Goal PR 1 Support the development of Clayton as a regional destination for recreation and trail-based tourism.

Policy PR 1.1

Increase the number of safe connections to Downtown and surrounding neighborhoods from the Mountains-to-Sea Trail (MST) / East Coast Greenway (ECG).

Strategy PR 1.1.1

Install wayfinding signage for trail route from Wake County to East Clayton Community Park.

Strategy PR 1.1.2

Improve pedestrian crossings along trail route through downtown.

Strategy PR 1.1.3

Study potential on-street bicycle facility improvements between Municipal Park and the existing multi-use path along Front Street. This could include signage, striping and/or a two-way cycle track with vertical bollards.

Policy PR 1.2

Coordinate with the county and other partners to identify the preferred alignment, design and fund the construction of the Mountains to Sea/East Coast Greenway Trail through the Town's planning area and between its current terminus in Clayton and Smithfield.

Strategy PR 1.2.1

Participate in a feasibility study to finalize the proposed alignment and conduct preliminary design of the MST/ECG from the NC 42E bridge over the Neuse River southward to the Town of Smithfield.

Strategy PR 1.2.2

Contribute staff time and potentially funds, along with other partners to determine future alignment of the MST/ECG (NC State Parks, Johnston County, non-profits and private industry).

Strategy PR 1.2.3

Seek agreements to play a role in maintaining portions of the Mountains to Sea Trail near the Clayton Planning Area.

Policy PR 1.3

Review development proposals within the vicinity of planned or constructed greenways for trail connections and contributions to the greenway system.

Strategy PR 1.3.1

Work with landowners and developers to identify potential trail connections and require the dedication of trail easements and the construction of segments of planned greenways.

- Candidates for greenway connections include:
  - Those shown on the Parks and Greenways System Map or Pedestrian Plan
  - Riparian corridors
  - Potential high-traffic pedestrian connectors between new housing developments and key destinations such as downtown, shopping centers and recreational facilities.

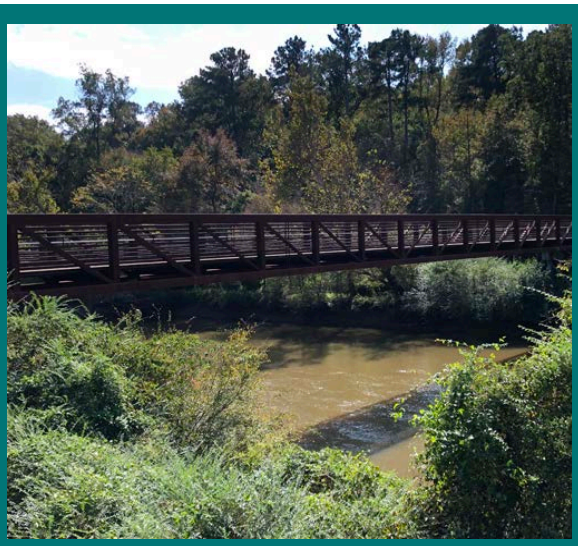
Strategy PR 1.3.2

Ensure that new greenways that are part of the public greenway system or are used to meet minimum recreation and open space standards are built to Town standards.

- Spine greenways (existing and planned public greenways shown on the Parks and Greenways System Map) must be built to town standards.
  - Publicly owned and maintained greenways should be a minimum of 12ft wide and meet Town asphalt and base thickness standards.
  - Easement width must include any associated stormwater management features (e.g. – ditches, level spreaders, ponds, etc.) and be a mininum of 20-30ft wide.
  - All other greenways, including private used to meet recreational requirements, should be minimum of 10ft wide.
- For town to maintain greenways they must be built to Town standards.
- Additional spur connections to be maintained by HOAs are encouraged but should be limited to short segments internal to new subdivisions.

The Mountains to Sea Trail and East Coast Greenway

The Mountains to Sea Trail (MST) is a designated trail that traverses greenways and footpaths 1,200 miles from Clingmans Dome in the Great Smoky Mountains to Jockey's Ridge on the Outer Banks. The Clayton River Walk on the Neuse and recently completed Sam's Branch Greenway have been designated as part of the MST. These sections of greenway have also been designated as part of the 2,500 mile East Coast Greenway (ECG) that stretches from Maine to Florida. These trails provide residents a way to embark on outdoor activities and are also a draw to regional tourists. Improving signage and facilities of the MST through Downtown and making the future link to Smithfield are important next steps that can build Clayton's identity as a "Trail Town, USA."



Policy PR 1.4

Implement, maintain and refine the greenway system as depicted in the Parks and Greenways System Map in the Growth Plan or current bicycle or pedestrian plan.

Strategy PR 1.4.1

Prioritize funding for greenway projects that address gaps in the greenway system.

Strategy PR 1.4.2

Update the Parks and Greenways System Map in the Growth Plan as needed based on future studies, completion of greenway projects and private development approvals.

Strategy PR 1.4.3

Annual review and revision of the greenway system map by the Parks and Recreation Advisory Board and bring to Council to update.

Strategy PR 1.4.4

Establish a repavement interval for existing greenways.

» For MST/ECG section of greenway along the Neuse River widen to 12 ft during repaving due to high levels of use.

Policy PR 1.5

Promote awareness of Clayton's recreational amenities and embrace opportunity become a "Trail Town."

Strategy PR 1.5.1

Update website and marketing materials.

» Update trail guides to include newly completed greenway segments, access points, and mileage of trails.

Strategy PR 1.5.2

Install trail user amenities such as bicycle repair or tire filling stations, water bottle refill stations, permanent restroom facilities with plumbing, ADA accessible parking and access points at every trailhead, benches, wayfinding, lighting, etc.

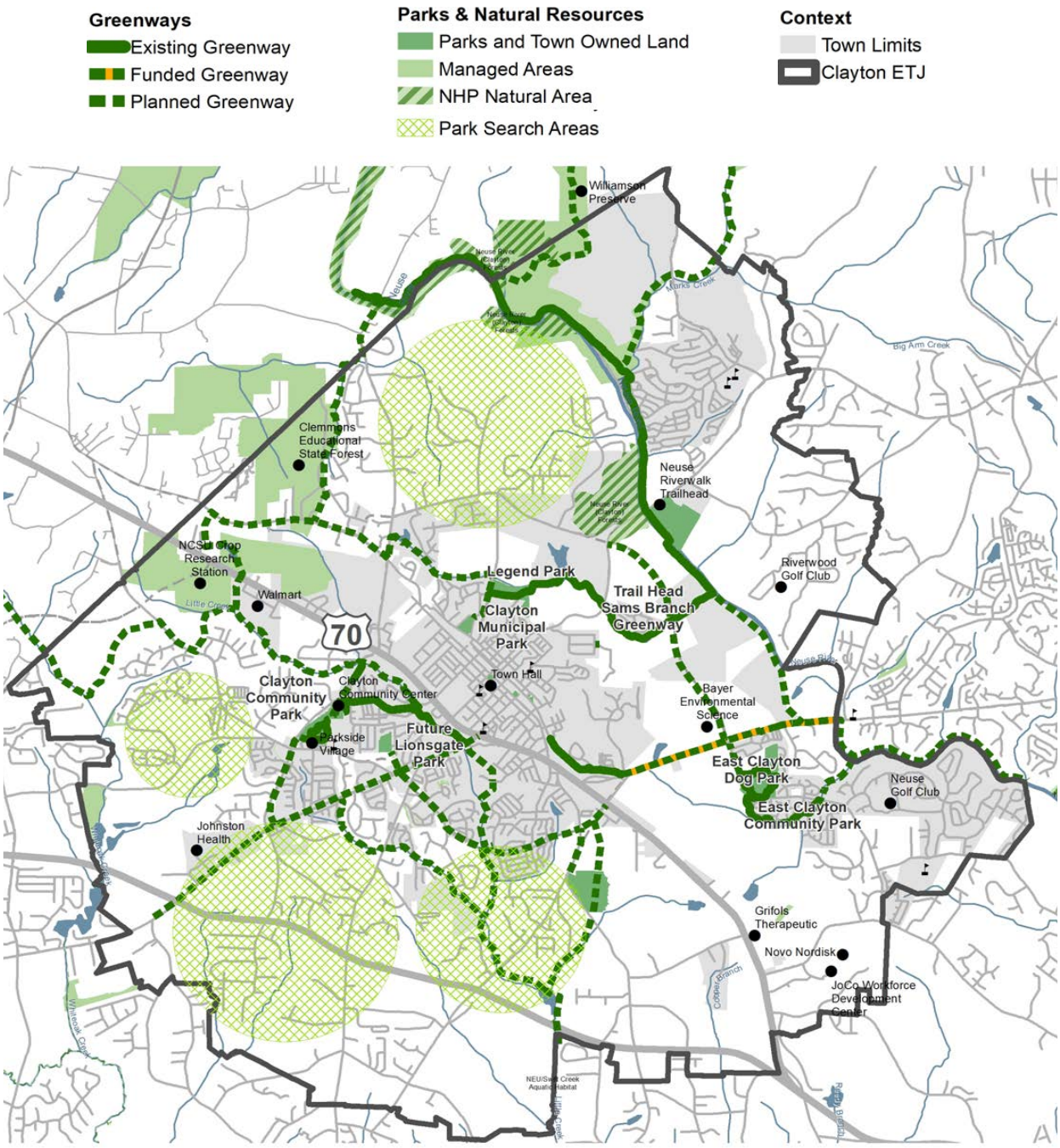
Strategy PR 1.5.3

Establish a greenway user count program and study economic impact of facilities

Strategy PR 1.5.4

Continue to support a parks police officer and identify ways to ensure all users feel safe when using greenways and parks.

Clayton Parks & Greenways System Map



The Parks & Greenways System Map above shows existing and planned greenways as well as existing parks, publicly owned lands and park search areas.

Goals and Recommendations (cont.)

Goal PR 2 Develop the Neuse River corridor as a greenway and blueway with multiple access points for hiking, biking and paddling.

Policy PR 2.1

Increase public canoe, kayak and fishing access to the Neuse River.

Strategy PR 2.1.1

Partner with Johnston County and NC Wildlife Resources Commission to enhance/formalize and manage the NC 42 paddling access

- » Also consider improvements for formal small craft boat launches at Shotwell Road and Covered Bridge Road

Strategy PR 2.1.2

Coordinate with the county and other entities on creating a new, formal access at Fire Dept. Road and/or at the Johnston County Water Treatment Plant in Wilson's Mills.

Strategy PR 2.1.3

Improve areas for bank fishing in partnership with NC Wildlife Resources Commission.

- » Candidate locations include areas near the river and access points.

Strategy PR 2.1.4

Coordinate with Johnston County to create and maintain an online map showing public access points for recreation on the Neuse River.

Strategy PR 2.1.5

Coordinate with COR and Wake County on maps and signage and wayfinding for trails and blueways.

Goal PR 3 Provide all Clayton residents convenient access to a park within a 10-minute walk of their residence.

Policy PR 3.1

Develop and enhance active and passive recreation facilities that serve local neighborhoods and attract regional users.

Strategy PR 3.1.1

Acquire land for active and passive recreational facilities in park search areas on the Parks and Greenways System Map (on page 46).



Image via Neuse River Adventures, a local business that recognizes the economic opportunities for eco-tourism in Clayton.

Goals and Recommendations (cont.)

Strategy PR 3.1.2

Continue to make improvements to existing parks.

- Complete projects included in the Park Bond.
- Consider improvements at other parks during Parks & Recreation Plan updates and as part of annual budgeting process.

Strategy PR 3.1.3

Create a comprehensive GIS inventory of public, semi-public, and private recreational facilities, and fill gaps with new facilities for areas with underserved residents.

- This inventory should include passive recreational facilities, such as conservation easements that are publicly accessible and private open space areas that are in residential subdivisions and are accessible.

Strategy PR 3.1.4

Coordinate with landowners, private development and other entities on opportunities and incentive options to provide greenways and parkland that meet the needs identified in this plan and/or the Parks and Recreation Master Plan.

Strategy PR 3.1.5

Coordinate with Johnston County Schools to determine opportunities for joint-use agreements for sports fields and other recreational amenities.

Strategy PR 3.1.6

Coordinate with Johnston County during the acquisition of new school sites.

- Acquire additional acreage for co-use, parks and recreation space
- Establish shared use agreements so that those facilities can be used during off school hours.

Strategy PR 3.1.7

Prioritize connecting all parks, libraries, squares, and schools to bicycle and pedestrian facilities.

Policy PR 3.2

Implement and regularly update the Parks and Recreation Master Plan.

Strategy PR 3.2.1

Update the Parks and Recreation Master Plan every 5 years or whenever the town experiences 10% growth, whichever comes first.

- Facility priorities and Programming recommendations should be refined in the next Parks and Recreation Master Plan update. The plan should build on the level-of-service analysis conducted and recommendations made as part of the Growth Plan.
- As part of the update of the Parks and Recreation Master Plan update plans for land-banked park land.

Policy PR 3.3

Increase the amount of integrated, usable, high-quality, and connected open space in new developments.

Strategy PR 3.3.1

Modify zoning code to increase open space requirements and to require the preservation of meaningful, usable open space in new developments.

- Consider minimum open space requirements for base zoning districts (R-10, R-8, R-6). A minimum of 10% is suggested, but higher amounts are preferable. This could incentivize the use of the existing Open Space Subdivision option that allows for more flexibility on lot size but require higher open space amounts.
- Consider requiring new commercial and mixed use developments to include a minimum amount of open space depending on size.
  - -<25 Acre = Require one small open space type in the form of a plaza, active use area (patio), amenity center, common green, pocket park or linear park/greenway.

» -25-50 Acres = Require one small open space type and 1 medium open space type in the form of a plaza, square, amenity center, green, linear park/greenway or neighborhood park.

Specific modifications to open space requirements, design guidelines and incentives should be determined during the UDC update.

Strategy PR 3.3.2

Consider incentives to encourage conservation design in areas with high value natural resources.

» Consider changes to incentivize the use of Open Space Subdivisions (OSS) as a development alternative to conventional subdivisions in areas with sensitive natural resources.

» Enhance Open Space Subdivision standards to encourage the protection of additional open space and tree canopy.

» Current OSS standard requires 12.5% open space. A requirement of 15-30% open space is recommended based on land use character area.

» Consider prioritizing open space types. Priorities are listed in NR 1.1.2.

Policy PR 3.4

Improve and increase Downtown public spaces.

Strategy PR 3.4.1

Downtown public spaces should be of superior quality and designed according to the principles of placemaking, where people of all stages of life and ability can safely gather.

Strategy PR 3.4.2

Study potential public space improvements downtown including improvements to Clayton Town Square, Horne Square, and All Star Park and the creation of a pocket park to serve nearby neighborhoods.

Strategy PR 3.4.3

Consider beautification improvements along the NC Railroad corridor downtown.

Strategy PR 3.4.4

When making development decisions, consider the uses of properties at the edges of public spaces. These properties should be active, with uses that complement and integrate with the adjacent public space such as ground-floor active uses and upper-story balconies or terrace space.

Goal NR 1 Protect and enhance natural resources.

Policy NR 1.1

Preserve key natural areas while accommodating new development.

Strategy NR 1.1.1

Continue to discourage development in Primary Resource Conservation Areas (PRCAs), which include floodplains, protected stream buffers, slopes above 20% of at least 5,000 square feet contiguous areas, slopes above 15% within 100ft of blue line streams, and wetlands.

Strategy NR 1.1.2

Encourage the conservation of Secondary Resource Conservation Areas (SRCAs) as passive recreational amenities into the design of new developments.

» SRCAs include areas of high biodiversity (identified on the NCDENR Biodiversity and Wildlife Habitat Assessment), Natural Heritage Natural Areas, mature forest, unprotected riparian areas (up to 150 ft away from perennial streams), rock outcrops, vernal pools, seeps, heath bluffs, other steep slopes, vistas, and other unique natural features, and areas within 150ft of existing or planned greenways.

Open space priorities should be refined and specified in future updates to the UDC.

Goals and Recommendations (cont.)

Policy NR 1.2

Preserve and enhance the Town's tree canopy and other green infrastructure.

Strategy NR 1.2.1

Consider requirements or incentives for tree preservation in certain zoning districts.

- » Tree canopy provides aesthetic, environmental and economic benefits to the Town. In addition, loss of trees due to new development was mentioned as a significant concern during from the public during the development of the Growth Plan.
- » Consider updating the UDC to require the preservation of a portion of existing tree canopy in new developments.
  - » The requirement could vary based on existing site conditions, acreage or zoning districts.
  - » Incentives could be included for preservation of "heritage trees" which are mature specimens of native tree species over a certain size threshold.

Strategy NR 1.2.2

Conduct an inventory of street trees and heritage trees (old-growth) on publicly owned lands. Create a tree planting master plan for street right-of-ways and publicly owned lands.

Strategy NR 1.2.3

Consider the incorporation of green infrastructure elements into town-funded plans and projects. These elements should address tree canopy and stormwater enhancements needed in the study areas.

Strategy NR 1.2.4

Encourage the use of native plants and limit the spread of invasive species.

- » Encourage the use of native plants in town projects and in private development.
- » Update the UDC to prohibit the inclusion of any plant on a landscaping plan that includes a species identified on the NC Invasive Plant Council invasive species list.
- » Work with public and private partners to address invasive species.

Open Space Recommendations

Parks, common greens and preserved natural areas can help provide gathering areas for residential and commercial developments. They also can preserve unique natural or historic features and increase property values. It is recommended to consider changes to open space requirements for certain types of larger-scale developments. Exact requirements and incentives should be determined during future updates of the Unified Development Code (UDC). Recommended open space by Future Land Use Character Area:

- ARR: 30% (only required if sewer service is provided and smaller lots are proposed)
- LDR: 25%
- MDR: 20%
- HDR: 10-15%
- Commercial / Mixed Use Areas: 5-10%



Open space can provide gathering spaces for community events, increase property values and preserve unique natural areas.

Policy NR 1.3

Preserve high quality, connected open space.

Strategy NR 1.3.1

Support and encourage protection of connected and intact habitats and corridors by locating passive recreation areas adjacent to PRCA and SRCAs on adjacent parcels.

Strategy NR 1.3.2

Consider requiring an Existing Resources Map (ERM) for larger development projects (i.e. over 20-50 acres), in certain FLU character areas or zoning districts. This map should show tree canopy or stands of mature trees, areas high in biodiversity (see NR1.1), and other significant natural features.

- The Existing Resource Map (ERM) should include existing tree lines, location of forests and heritage trees, topography at two feet intervals, lakes, streams, floodplain, stream buffers, historic sites, slope analysis (0-10%, 10-15%, 15-20%, >20%), areas high in biodiversity, designated Natural Heritage Natural Areas (NHNAs), and adjacent conserved areas.
  - The site analysis could be required to be submitted to planning staff prior to sketch plan review and prior to any clearing. The map can be helpful for designers, staff and boards to understand the best areas for potential open space preservation and tree save.

Strategy NR 1.3.3

Support the Johnston County Green Infrastructure Plan by encouraging integrated, usable, high quality and connected open space in new developments.

Goal NR 2 Protect water quality and quantity.

Policy NR 2.1

Protect water quality and quantity in the Neuse River and major tributaries.

Strategy NR 2.1.1

Encourage the use of best practices in sedimentation control and the design and construction of stormwater control measures in new development.

Strategy NR 2.1.2

Ensure enforcement of stormwater requirements by funding adequate permitting and inspection staff.

Strategy NR 2.1.3

Consider more restrictive impervious surface limitations in the Water Supply Watershed and in watersheds with federally endangered species.

Strategy NR 2.1.4

Inventory and monitor 10/70 rule. Consider allocation of impervious surface carefully and reserve 70% of the remaining allocation for non-residential development and employment centers.

Strategy NR 2.1.5

Consider the implementation of a stormwater utility fee based on impervious surface amounts or other measure of density.

- This fee would allow for funding of projects to upgrade drainage infrastructure and retrofit areas with inadequate infrastructure.

Goals and Recommendations (cont.)

Policy NR 2.2

Support Low-Impact Development (LID) strategies.

Strategy NR 2.2.1

Encourage new development to mimic the natural, pre-development runoff characteristics of sites including peak runoff flows, water storage and infiltration.

Strategy NR 2.2.2

Support innovative site and street design that reduces the impact of the built environment on water quality.

- Low impact development techniques that should be supported include:
  - Limiting areas of disturbance and discouraging mass grading (especially in Medium Density Residential, Low Density Residential and Rural Residential).
  - Clustering dwellings to the degree that soils and/or available water and sewer infrastructure allows .
  - Exceeding requirements for riparian buffers.
  - Innovative, green stormwater infrastructure that allows infiltration and filtering of pollutants.
  - Incorporating pervious pavements, rain gardens, bio-swales, stormwater planters and other features in new development.
  - Consider incentives and/or develop LID stormwater manual or other educational materials to support innovative site design.

Policy NR 2.3

Support the local agricultural economy.

Strategy NR 2.3.1

Continue to support the farmers market.

Strategy NR 2.3.2

Evaluate provisions for Urban Agriculture during future updates of the Unified Development Code (UDC).

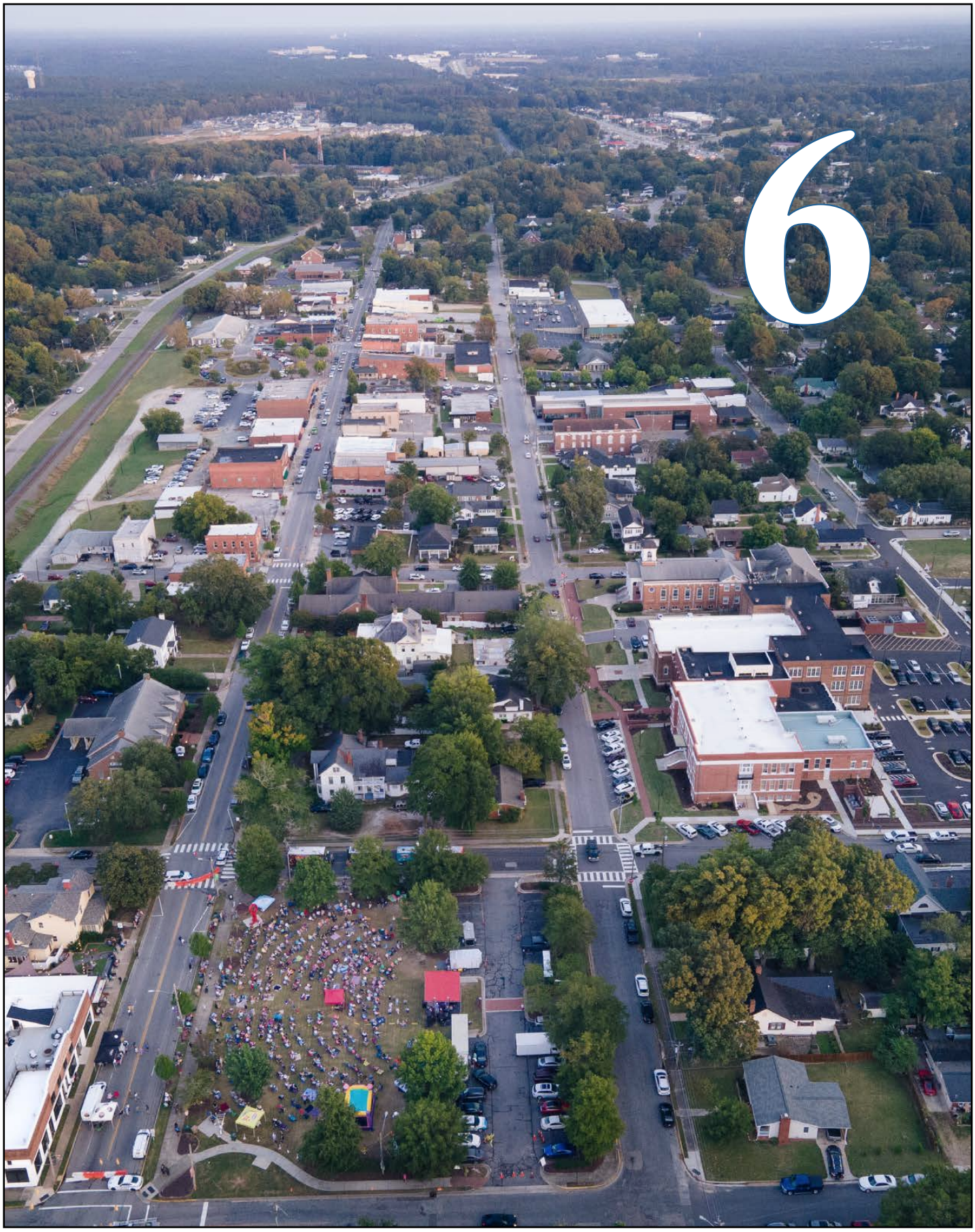
Low Impact Development (LID) Strategies

Encouraging Low Impact Development (LID) strategies in new developments and public projects can help address and mitigate stormwater impacts. Bioswales, rain gardens, stormwater planters, pervious pavements, disconnected impervious surfaces and green ("living") roofs can help increase the retention of stormwater and improve infiltration rates. This can improve water quality in streams and the Neuse River and decrease the impacts of new development.



Planted bioswale border of a park.

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6

Think Services & Infrastructure



Services and infrastructure provided by the Town of Clayton needs to be expanded to keep pace with growth. Residents and businesses will have access to reliable water, sewer, electric and solid waste services within town limits. Clayton's growth will be encouraged where adequate infrastructure exists to support the influx of residents and employers and reduce costs of services. In conjunction with its partners, the Town will seek to provide quality services and facilities to citizens. From schools to the library, to police and fire service, residents feel safe, secure and supported in all areas of Town.

Goals and Recommendations

Goal SI 1 Invest in utility infrastructure that supports land use patterns envisioned by the Future Land Use Map.

Policy SI 1.1

Consolidate water and sewer utility infrastructure where appropriate.

Strategy SI 1.1.1

Periodically review existing infrastructure for potential efficiency improvements and consolidation opportunities.

Policy SI 1.2

Ensure utility and broadband capacity exists to facilitate continued industrial, commercial, and residential growth.

Strategy SI 1.2.1

Complete the new wastewater treatment plant and associated transmission improvements.

Strategy SI 1.2.2

Create a Water and Sewer Masterplan that reinforces the goals set out in the Future Land Use Map.

Strategy SI 1.2.3

Ensure economic development needs are clear in utility and broadband capacity and expansion conversations.

Strategy SI 1.2.4

Enhance marketing of our electric system's capacity and reliability to development community.

Goal SI 2 Ensure adequate water and sewer capacity to support quality development.

Policy SI 2.1

Require that adequate water and sewer infrastructure be available to support development.

Strategy SI 2.1.1

Review future development to ensure that necessary infrastructure (a) is available or will be in place when development occurs; (b) is funded; or (c) is addressed by a developer through performance guarantees.

Strategy SI 2.1.2

Track water/wastewater allocation approvals for proposed developments.

Strategy SI 2.1.3

Require annexation to connect to the Town's water or wastewater system.

» Review and clarify language in UDC .

Policy SI 2.2

Plan for adequate future water and wastewater needs.

Strategy SI 2.2.1

Coordinate closely with Johnston County and the City of Raleigh to ensure the Town's estimates of future wastewater needs and flows based on population projections, development activity, and wastewater generation estimates are met.

Strategy SI 2.2.2

Implement and update the Five-Year Local Water Supply Plan as required by the State of North Carolina.

Strategy SI 2.2.3

Study capacity of water and sewer infrastructure as a component an update for the Downtown Master Plan.

Strategy SI 2.2.4

Plan strategically for personnel needs to maintain water and sewer operations.

Policy SI 2.3 Support the conservation and reuse of water.

Strategy SI 2.3.1

Support innovative site and street design that reduces the impact of the built environment on water quality including exceeding requirements for riparian buffers and incorporating pervious pavements, rain gardens, bio-swales, stormwater planters and other features in new development.

Policy SI 2.4

Continue to enforce stormwater ordinances.

Strategy SI 2.4.1

Ensure flows are based on population projections and development activity.

Goal SI 3 Plan for maintenance and replacement of governmental facilities.

Strategy SI 3.4.1

Regularly study building maintenance and replacement needs for public facilities that provide key services.

Goal SI 4 Coordinate the timing and location of electric utilities to minimize cost and service disruptions.

Policy SI 4.1

Improve electric service to accommodate growth in a timely manner.

Strategy SI 4.1.1

Encourage new development to utilize the Town's electric system.

Goal SI 5 Encourage undergrounding of overhead utilities and co- location of utilities to reduce aesthetic impacts.

Policy SI 5.1

To the extent feasible, require underground utility networks in new developments in Town's service area.

Strategy SI 5.1.1

Where significant work in existing rights-of-way will occur, pursue underground or buried lines where existing overhead lines are presently located.

Water and Wastewater Capacity

Water is purchased from Johnston County Utilities and primarily comes from the water treatment plant located on the Neuse River in Wilson Mills. The county system includes other municipal water systems. Additional water capacity for Clayton and the county as a whole will be needed to sustain growth over the long-term. The Town has been proactive in planning for additional wastewater capacity. Currently the Little Creek Water Reclamation Facility is permitted to accept up to 2.5 MGD of wastewater. Inter-local agreements exist with Johnston County and the City of Raleigh for wastewater treatment that provide additional capacity. The Town is currently in the process of building a new wastewater treatment plant along the Neuse River. The facility will have a capacity of 6 MGD.

Goals and Recommendations (cont.)

Goal SI 6 Continue to provide support for solid waste service.

Policy SI 6.1
Support and encourage the collection of waste and recycling of materials.

Strategy SI 6.1.1
Coordinate with waste service providers to provide adequate solid waste facilities for development.

Strategy SI 6.1.2

Continue to provide yard waste pick-up to residents within Town limits to reduce yard waste in landfills.

Goal SI 7 Coordinate with local, regional, state, and federal agencies to ensure consistency among plans and policies, identify and resolve conflicts, and promote cooperation.

Policy SI 7.1

Facilitate communication between the Town and other governmental and educational entities.

Strategy SI 7.1.1

Support and facilitate coordination of planning with Johnston County Schools and other educational entities (i.e. JCC, charter schools, etc.) for the location and development of public educational facilities to support both existing and future population growth.

Strategy SI 7.1.2

Coordinate with Johnston County Schools by tracking approved developments.

Strategy SI 7.1.3
Coordinate and assist Johnston County with the five-year updates to the Multi-Jurisdictional Hazard Mitigation Plan.

Strategy SI 7.1.4
Operate the Emergency Operation Center for conducting emergency services during major storm events and other natural or human-caused disasters.

- » Consider updates to the EOC to improve monitoring of events and response to hazards.

Strategy SI 7.1.5 Coordinate with Johnston County to plan for expansion of the Town's Extraterritorial Jurisdiction (ETJ) boundary.

Goal SI 8 Ensure the capacity of emergency services as population increases.

Policy SI 8.1

Plan for building and personnel needs for essential emergency services and public safety operations.

Fire and EMS

Strategy SI 8.1.1

Hire personnel as needed to maintain adequate fire response based on the 2018 Fire Department Study

- » Update the 2018 fire study regularly (at least every 5 years)

Strategy SI 8.1.2

Plan for, design and fund training facilities and stations to maintain emergency services. Priorities include:

- » Emergency Services Training Facility: There is a potential to partner with Archer's Lodge to enhance their facility.
- » New Fire Stations: Priorities are a new Southwest Fire Station and a North Side Fire Station. Study needs and coordination opportunities on the Southeast Side.

Strategy SI 8.1.3

Incorporate facilities needs into future budgets and the Capital Improvement Plan (CIP).

Police

Strategy SI 8.1.4

Continue a proactive approach to maintaining adequate public safety personnel including officers, management and administrative staff.

Strategy SI 8.1.5

Support the Police Department's training needs by constructing a new fire range.

Strategy SI 8.1.6

Address the need for additional police substations.

- The Police Department has recently transitioned from 3 patrol districts to 5 to better serve different areas of Clayton's jurisdiction.
- Priorities for additional substations to improve response time include:
- North side: Call volume is increasing in the Riverwood and depending on traffic response time goals can be difficult to maintain.
- Southwest side: Public safety needs are increasing near the NC 42 West area near the hospital and along the US 70 Bypass.

Policy SI 8.2

Consider opportunities for co-location of facilities for new police and fire stations, as well as, opportunities to partner with neighboring jurisdictions who may be in need of similar services in the area.

Goal SI 9 Support the Hocutt-Ellington Memorial Library

Policy SI 9.1

Plan for continued growth of the Hocutt-Ellington Memorial Library, including addition of professional staff, increased programming to meet the needs of all segments of the town's population, and expansion of the library's physical facilities to meet programming, informational, and technology needs

Strategy SI 9.1.1

Improve staffing, programming and consider the expansion, renovation or replacement of the library.

- Staffing:
  - Professionalize workforce and employ best practices in technology use and lending, resource lending, and program offerings.
  - Build Continuing Education program requirements for staff.
  - Create additional management positions to align with best practices and create page/Intern position system to employ local high school and college students.
- Programming:
  - Expand outreach to Clayton citizens.
  - Continue comprehensive children's programming spanning ages 0-18.
  - Build more programming possibilities for adults ages 19-55 and for seniors (55+).
  - Increase digital literacy programming and programming for special populations.
  - Increase programming related to Clayton's history.
- Building:
  - Renovate the Clayton Library facility to increase safety and functionality of the current building.
  - Expand current building, create new mixed-use building downtown, or leverage partnerships to build a functional building that meets the needs of Clayton's growing population.
  - Consider expansion opportunities and needs of Clayton's History Room.



The Hocutt-Ellington Memorial Library serves as a hub for the community. During the stakeholder interviews for the Growth Plan Library staff conveyed a need for additional staff and space for growing programs.


7

Think Mobility



The transportation network is a vital component of any town and as Clayton grows and develops, the transportation network will be enhanced to maintain mobility for all citizens. The Town will continue to enforce high standards of infrastructure design and construction, maintain existing roads and sidewalks and work with local and regional agencies to identify and implement roadway and transit improvements and enhance the active transportation network. Active transportation facilities like sidewalks and greenways paths that connect trip generators, such as schools and grocery stores, allow for greater transportation options and assist in reducing traffic congestion and parking demand. A fully realized multi-modal mobility network for Clayton supports the overall vision of a connected community with easily accessible amenities for everyone.

Goals and Recommendations

Goal M 1 Develop and maintain a multimodal transportation system.

Policy M 1.1

Continue to coordinate with Regional, State and Federal Agencies to improve Clayton's transportation network.

Strategy M 1.1.1

Coordinate with Johnston County to determine shared priorities for long range transportation projects.

Strategy M 1.1.2

Partner with the Capital Area Metropolitan Planning Organization (CAMPO) to identify and seek funding for roadway, pedestrian, bicycle, and transit priorities during the Metropolitan Transportation Plan 2050 planning process and beyond.

Strategy M 1.1.3

Support the conversion of US 70 to I-42.

Strategy M 1.1.4

Establish coordination protocol with NCDOT, NCDOT Rail Division, and North Carolina Railroad to cooperate on future priorities.

Strategy M 1.1.5

Continue to partner to identify opportunities for bus rapid transit (BRT) and commuter rail service (CRT)

» Partner with GoTriangle, Johnston County Area Transit System, the Capital Area Metropolitan Planning Organization, NCDOT Rail Division and the North Carolina Railroad (NCRR) to identify locations and acquire right-of-way for stations, transit stops, and park and ride lots to support the Garner-Clayton BRT, Hillsborough-Clayton CRT, and future Clayton-Selma CRT extension.

Strategy M 1.1.6

Work with GoTriangle and Johnston County Area Transit System to identify additional regional employers and trip generators that Clayton residents can connect to using bus service, BRT, or CRT.

TIP Projects

There are a number of transportation projects that will impact Clayton's planning area that are programmed in the 2020-2029 State Transportation Improvement Program (STIP) including:

- NC 42 East Widening (Under Construction)
- NC 42 East Greenway (CY 2028)
- NC 42 West Widening (CY 2029
- Extension of Ranch Road (CY 2022)
- Clayton Signal System Upgrade (CY 2025)
- Future NC-540 (North of I-40) (CY 2026)
- Rail Line Grade Separation at Shotwell Rd (CY 2029)
- Bus Rapid Transit Service Morrisville to Clayton (CY 2028)

Strategy M 1.1.7

Develop one or more stations in Clayton that would serve as a multimodal hub for BRT, commuter rail, and Amtrak.

» Consider study of locations downtown, in the vicinity of NC 42 East/70 Business, and the East Clayton Industrial Area.

Policy M 1.2

Plan for the construction of priority road improvements, sidewalks, greenways, bike facilities, and transit facilities.

Strategy M 1.2.1

Support the completion of funded TIP projects and work with partners to identify funding for other priority road improvement projects.

Strategy M 1.2.2

Identify pedestrian and greenway improvement priorities in the on-going Pedestrian Plan that is funded via the NCDOT Pedestrian Planning Grant program.

Strategy M 1.2.3

Create a new Mobility Plan for Clayton that refines plans for roadway expansion, new location roads, transit services, greenways and evaluates on-road bicycle facility opportunities.

- The plan should build on recommendations in this plan and incorporate previous Johnston County plans and projects, and currently funded TIP projects.
- Incorporate existing and planned bicycle and pedestrian facilities into an updated Bike and Pedestrian Network Map for Clayton that identifies connections to regional networks and destinations such as existing or future schools, parks, greenways and commercial areas.
- Evaluate transit opportunities, including micro-transit and emerging technologies

Strategy M 1.2.4

Partner with the County to establish a transportation enhancement fund to alleviate congestion.

Policy M 1.3

Promote the development of "Complete Streets" in appropriate locations.

Strategy M 1.3.1

Adopt a Complete Streets policy that supports the NCDOT 2019 Complete Streets policy and applies to new location or roadway improvements projects to ensure pedestrian and bicycle facilities are included.

Strategy M 1.3.2

Revise and simplify the Town's current cross section standards

- Revise the 40 existing street cross sections to 10 or less preferred sections that continue to address multimodal travel needs while simplifying the roadway design process for developers.
- Update the UDC to specify standards for residential streets, including when on-street parking and alleys are required.

Strategy M 1.3.3

Continue to review planned road improvement projects and planned developments and advocate for adequate pedestrian and bicycle facilities that support the Pedestrian Plan and future transportation plans.

Complete Streets



Portland Oregon, source: NACTO

By 2030 nearly half the state's population will be in age ranges where driving is either not an option or a diminishing option (*NCDOT*). Applying NCDOT's Complete Streets Policy will help create streets for all users. Complete Streets policies require all streets to be planned and designed to consider all users' safety and accessibility, no matter their age and ability. Complete streets prioritize sidewalks, bicycle facilities, and safe crossings in accordance with the street's context and function.

Goals and Recommendations (cont.)

Policy M 1.4

Prioritize the maintenance of town-owned streets and sidewalks.

Strategy M 1.4.1

Maintain an inventory and condition assessment of town-owned streets and sidewalks.

Strategy M 1.4.2

Dedicate funds annually for maintenance of town-owned streets and sidewalks.

Goal M 2 Support interconnected street systems that efficiently disperse vehicular traffic.

Policy M 2.1

Continue to evaluate and mitigate potential impacts of new or future development on existing and future roadway infrastructure through updates to the UDC and policy changes.

Strategy M 2.1.1

Continue to require Traffic Impact Analyses (TIA) for development projects which meet or exceed the established trip count thresholds. Current requirement is for projects that generate at least 100 vehicle trips at peak hour.

- Require off-site transportation improvements (widenings, intersection improvements, turn lanes, etc.) through the Traffic Impact Assessment process for larger developments.

Strategy M 2.1.2

Require new developments to include:

- An interconnected system of streets.
- Stub streets for future connections to adjacent parcels where there is potential for future development that is compatible with the developing uses.
- Street connections that tie into existing adjacent stub streets.
- Adequate street width to accommodate on-street parking, typically needed if lots are less than a quarter acre.

Strategy M 2.1.3

Promote access management by requiring non-residential developments on adjacent parcels with compatible uses to connect service streets and parking lots to minimize the number of driveway curb cuts onto adjacent roadways.

Who Maintains Our Roads?

The North Carolina Department of Transportation maintains many of the main roads in Town including US 70, NC 42, Main Street and secondary roads like Amelia Church Rd, Guy Rd, O'Neil Street and many more. The Town of Clayton maintains 90 miles of roads inside the municipal limits. The Town's Capital Improvement Program (CIP) includes over $1 million per year for road maintenance ($5.5 million is planned to be spent in the next 5 years).



Most neighborhood streets are owned and maintained by the Town of Clayton.

Policy M 2.2

Preserve right-of-way for future road widening and new roads.

Strategy M 2.2.1

Through coordination with new developments, NCDOT, and regional planning updates (MTP and CTP), maintain the Roadway System map which identifies the ultimate right-of-way width and preferred cross-section for each facility.

Strategy M 2.2.2

Continue to refine plans for new location thoroughfares and collectors and assess priorities for long-term roadway projects through further study.

Strategy M 2.2.3

Support new UDC requirements for right-of-way dedication for widening and new location roads within new developments.

Strategy M 2.2.4

Study potential roadway connections for new collector streets to relieve traffic and provide access for desired development.

Goal M 3 Support system user safety and prioritize bike and pedestrian activity.

Policy M 3.1

Prioritize vehicular safety issues and take steps to make improvements with NCDOT and the County.

Strategy M 3.1.1

Monitor crash hotspots and traffic safety issues in coordination with NCDOT, County, local police and sheriffs' offices.

Strategy M 3.1.2

Draft a hotspots map and apply a prioritizing system to rank projects and improvements.

Strategy M 3.1.3

Work with NCDOT, CAMPO, Property Owners, and the County to fund improvements.

Policy M 3.2

Promote bicycle and pedestrian network user safety and knowledge.

Strategy M 3.2.1

Improve crosswalks downtown and develop wayfinding and map signage on active transportation facilities. (See specific recs for Downtown)

Strategy M 3.2.2

Require new facilities to install bollards at trailheads to prevent vehicular access

Strategy M 3.2.3

Include appropriate pedestrian level lighting that is dark sky friendly and energy efficient on pedestrian facilities downtown and on major trail segments.

Strategy M 3.2.4

Promote safe cycling and driving habits through educational events and materials housed on Town and Parks' websites.

Strategy M 3.2.5

Promote safe cycling and driving habits by hosting bike safety clinics for all ages.

Strategy M 3.2.6

Partner with NCDOT and Public Works to properly sign and maintain MUTCD standard signage or pavement markings for active transportation facilities.

Policy M 3.3

Create an equitable transportation system and enhance options for mobility challenged populations.

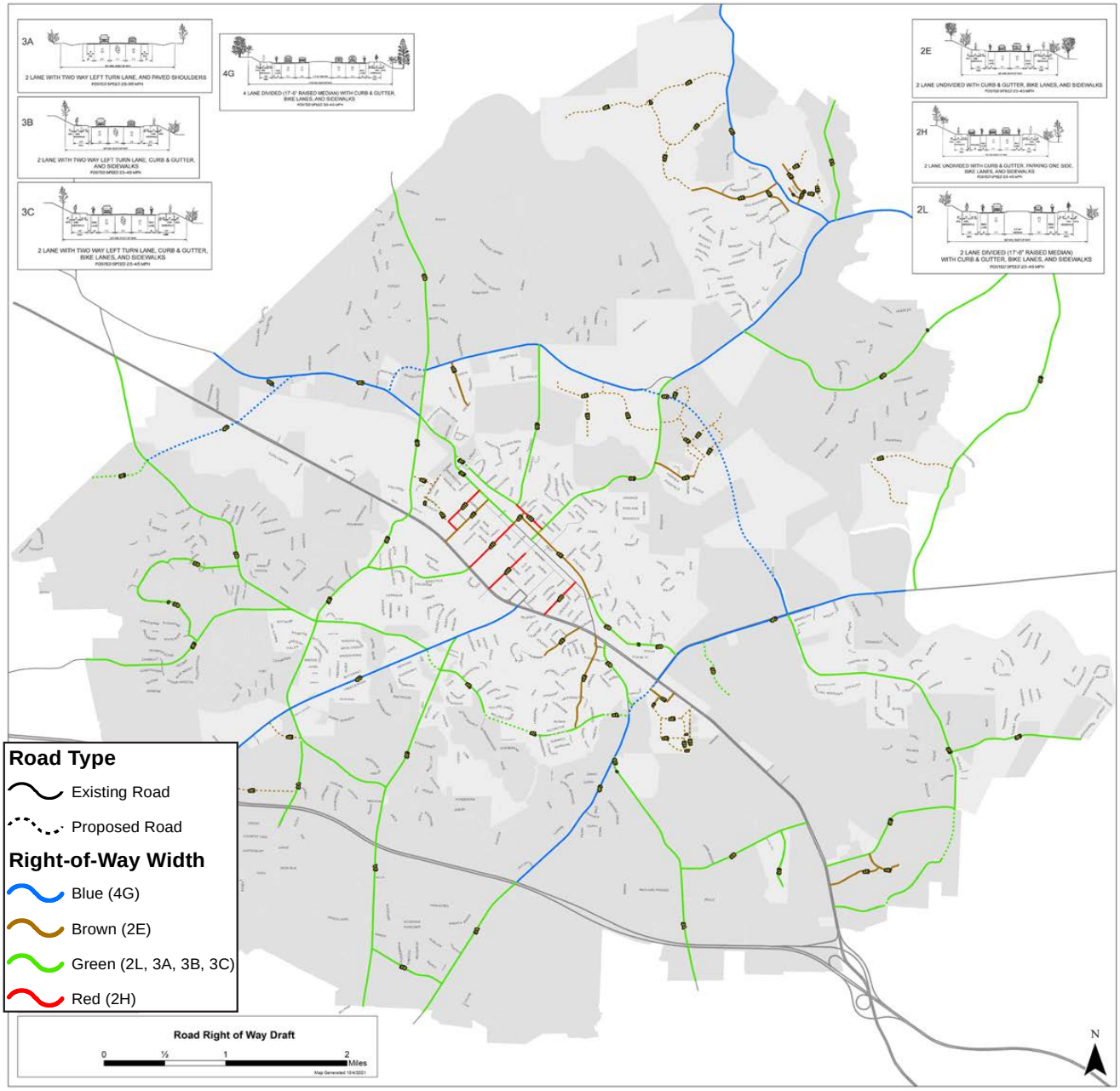
Strategy M 3.3.1

Create a safe route to school for all students to their zoned school (within a 2-mile network distance), including crosswalks with activated signals where traffic signals exist.

Strategy M 3.3.2

Address priority ADA issues identified in the ADA Transition Plan.

Roadway System Map



The Roadway System map identifies future right of way widths for key roadways in the Town of Clayton's planning jurisdiction. See the Appendix for detailed recommendations.

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8

Think Arts & Culture



Clayton is a regionally-recognized arts, culture, and event destination that attracts visitors to its many galleries, studios, and events Downtown and beyond. The Town integrates art into new developments and uses art installations to define its entryways. Clayton works with its artist community to promote and expand cultural offerings in town, while in turn attracting visitors.

Goals and Recommendations

Goal AC-1 Expand arts and culture offerings.

Policy AC 1.1

Support a strong public art presence and implement strategies to enhance and expand public art in Downtown.

Strategy AC 1.1.1

Coordinate with Clayton Visual Arts, Public Arts Advisory Board, and Downtown Development Association to enhance existing or establish new public art and art-related events in the Downtown.

- » Continue to support the growth and development of the Clayton Sculpture Trail program.
- » Emphasize the newly created Downtown Mural Program to increase vibrancy in Downtown Clayton.

Strategy AC 1.1.2

Expand the number and type of public are displays through allowing elements of the public realm (public buildings, streetscapes, sewer manholes, transformers, bike racks, etc) which are owned and maintained by the Town to serve as canvasses for local arts.

Strategy AC 1.1.3

Explore new public and private funding opportunities for public art.

Policy AC 1.2

Encourage public art in new development in and gateways to Clayton.

Strategy AC 1.2.1

Identify key gateways to Town for potential public art installations. These include on US 70, when entering Downtown, and at town entry points along the ECG/MST.



A concert at Town Square

Strategy AC 1.2.2

Consider ways to incentivize public art in large new development. Amend the UDC to allow developers unable to meet certain site requirements to include public art as a design alternative. Prioritize larger-scale mixed use and nonresidential development.

» For example, allow for a percent reduction in open space required in exchange for art.

Strategy AC 1.2.3

Require public art in all new city-led park projects.

Goal AC-2 Support and market Clayton as a regional destination for arts and culture.

Policy AC 2.1

Develop a marketing strategy that celebrates Clayton as a destination for arts and culture, targeted at tourists and people looking to relocate to Clayton.

Strategy AC 2.1.1

Prepare marketing materials to distribute to partners such as Visit JoCo and other tourism bureaus.

Strategy AC 2.1.2

Circulate information about public art events and opportunities widely within Town, including the library and local schools.

Keeping Arts in Clayton

The arts are a well-documented tool for encouraging the revitalization of traditional downtowns, and Clayton's Downtown exemplifies this. The arts have long been a staple in downtown Clayton, having helped establish its status as a regional arts center. Arts have also had an economic impact on Clayton that should be preserved. As Downtown Clayton's success continues, it will be crucial to retain the arts presence in the area. Art studios, galleries, and similar facilities can be at-risk of being priced out of successful downtowns, as has been seen in cities large and small around the country. In the coming years, the needs of the arts communities should be considered when making decisions regarding the future of Downtown. Identifying current stakeholders, establishing partnerships, and inviting feedback from this vibrant community will help preserve and expand Clayton's arts presence as Downtown continues to grow.




9
main street
COMMUNITY GARDEN
Welcome To Snoopy's Playground
WELCOME TO THE GARDEN

Think Action

The following table identifies priority actions that can be taken in the next 1-10 years to advance recommendations of the 2045 Comprehensive Growth Plan.

Land Use & Housing Implementation

Goal	Implementation Steps	Responsible Party	Time-Frame	Cost
GOAL LU 1 Preserve Clayton's character while allowing for growth and development in appropriate areas.	Evaluate rezoning requests based on Comprehensive Growth Plan and FLU Map	Planning Department Planning Board Town Council	Ongoing	N/A
	UDC Update	Planning Department	Near-term	$150,000
	Ensure adequate staffing in Planning Department » Consider the addition of a dedicated long-range planner position	Planning Department Town Council	Near-term	~$80,000-90,000 including salary and benefits
GOAL LU 2 Provide a sense of place and enhance aesthetics along major corridors and in new developments.	Small Area Plans » US 70 / NC 42 W » Update of Downtown Master Plan » US 70 Business / NC 42 E » US 70 Business Western Gateway	Planning Department Economic Development Other Departments	Near-term and Mid-term	Varies
GOAL LU 3 Encourage a range of housing types and lot sizes that meets the needs of various income levels, family sizes, and ages.	Study alternative for Special Use Permits for attached housing in some districts. Could be administrative approval with design standards or conditional zoning.	Planning Department	Pair with update of UDC	N/A
	Additional UDC updates to encourage a greater mix of housing, including: » Encourage or require a mix of lot sizes in some districts. » Consider allowing accessory dwelling units (ADUs) by-right with defined design criteria.	Planning Department	Pair with update of UDC	N/A

Time-Frame Key: Near-term = 1-2 Years, Mid-term = 2-3 Years, Long-term = 3-5 Years

Downtown Implementation

Goal	Implementation Steps	Responsible Party	Time-Frame	Cost
GOAL D 1 Promote quality adaptive re-use and infill development projects Downtown while preserving historic character.	Update Downtown Master Plan (Could include parking and wayfinding plan)	Planning Department Economic Development	Near-term	$100,000
GOAL D 2 Protect and preserve Downtown Clayton's historic character.	Re-survey the Town's national register historic district to update inventory of historic structures	Planning Department Clayton Historical Association	Mid-term	$25,000
GOAL D 3 Make access to and movement within Downtown safer and more efficient for all users.	Continue to monitor and evaluate Downtown parking regulations	Planning Department Economic Development Downtown Parking Task Force	Ongoing	Minimal / Staff Time
	Partner with private land owners to increase parking supply downtown.	Planning Department Economic Development Downtown Parking Task Force	Mid-term	More study needed
	Crossing pedestrian improvements Downtown	Planning Department Engineering Department	Design - Near-term Construction - Mid-term	Varies
	Implement recommendations from Pedestrian Plan (ongoing)	Planning Department Engineering Department	Mid-term and Long-term	Pending completion of Pedestrian Plan
	Consider taking over ownership and maintenance of Main Street from NCDOT	Planning Department Engineering Department Public Services Town Administration	Long-term	Additional ongoing maintenance costs
	Main Street Streetscape Upgrade (Full project is $24m but there are steps that could occur to refine designs, cost estimates and phasing options.)	Planning Department Economic Development Engineering Department Public Services Downtown Development Association Electric Department	Refine design and phasing - Mid-term Construction - Long-term	Design ($250,000) Construction ($24m)

Time-Frame Key: Near-term = 1-2 Years, Mid-term = 2-3 Years, Long-term = 3-5 Years

Economic Development Implementation

Goal	Implementation Steps	Responsible Party	Time-Frame	Cost
GOAL ED 1 Increase opportunities for companies that provide well-paid jobs.	Maintain inventory and market available sites and buildings.	Economic Development Department	Ongoing	$5k-10k annually
	Encourage compatible uses in defined Employment Centers.	Economic Development Department Planning Department Planning Board & Town Council	Ongoing	N/A
	Develop an incentive policy to assist with recruiting target industries.	Economic Development Department	Near-term	More Study Needed
	Update the Strategic Economic Development Plan.	Economic Development Department	Long-term	$30,000
GOAL ED 2 Continue promoting Clayton for new businesses and residents regionally and beyond.	Develop a branding plan to formalize Clayton's image and marketing strategy.	Economic Development Department Public Information Officer	Mid-term	$30,000
	Develop a public dashboard of recent economic data and available sites compared to competitor jurisdictions.	Economic Development Department	Mid-term	$10,000
GOAL ED 3 Support Downtown Clayton as an Economic Asset.	Build on existing Downtown events and increase Downtown programming.	Downtown Development Association Economic Development Planning Department Chamber of Commerce	Ongoing	$25,000
	Consider the designation of a "Social District" to allow for open containers	Downtown Development Association Economic Development	Short-term	

Time-Frame Key: Near-term = 1-2 Years, Mid-term = 2-3 Years, Long-term = 3-5 Years

Parks and Natural Resources

Goal	Implementation Steps	Responsible Party	Time-Frame	Cost
GOAL PR 1 Support the development of Clayton as a regional destination for recreation and trail-based tourism.	Improve routes, wayfinding and crossings to Downtown and surrounding neighborhoods from the Mountains-to-Sea Trail (MST) / East Coast Greenway (ECG).	Planning Department Economic Development Engineering Parks and Recreation	Near-Term (Design) Mid-Term (Construction)	More Study Needed
	Coordinate with the county and other partners to study and extend the MST to Smithfield.	Parks and Recreation Planning Department Engineering	Near-Term	More Study Needed
	Expand the greenway network.	Parks and Recreation Planning Department Engineering Recreation Advisory Board Planning Board and Town Council Private Development	Ongoing	Varies
	Improve guides and website materials for greenways and access points	Parks and Recreation Economic Development Planning Department	Near-Term	<$10,000
GOAL PR 2 Develop the Neuse River corridor as a greenway and blueway with multiple access points for hiking, biking and paddling.	Enhance/formalize and manage the NC 42 paddling access.	Parks and Recreation Engineering	Mid-Term	More Study Needed
	Create a new, formal river accesses and improve areas for bank fishing.	Parks and Recreation Engineering NC Wildlife Resources Commission	Long-Term	More Study Needed
	Create and maintain an online map showing public access points for recreation on the Neuse River.	Parks and Recreation Planning Department Johnston County	Near-Term	Minimal / Staff Time
GOAL PR 3 Provide all Clayton residents convenient access to a park within a 10-minute walk of home	Continue to make improvements to existing parks including the completion of Park Bond Projects and basic amenities.	Parks and Recreation	Ongoing	Minimal / Staff Time

Time-Frame Key: Near-term = 1-2 Years, Mid-term = 2-3 Years, Long-term = 3-5 Years



Parks and Natural Resources

Goal	Implementation Steps	Responsible Party	Time-Frame	Cost
GOAL PR 3 Provide all Clayton residents convenient access to a park within a 10-minute walk of home	Acquire land for active and passive recreational facilities in park search areas on the Parks and Greenways System Map.	Parks and Recreation Planning Department Recreation Advisory Board Town Council	Long-Term	Varies
	Coordinate with Johnston County, Wake County and City of Raleigh on parks and recreation needs.	Parks and Recreation Johnston County	Ongoing	N/A
	Update the Parks and Recreation Master Plan	Parks and Recreation Recreation Advisory Board	Long-Term	$100,000
	Modify zoning code to increase the amount of open space in new developments. Options for requirements and incentives are included in PR 3.3.1 and 3.3.2.	Planning Department Parks and Recreation Planning Board Town Council	Near-Term	Included in UDC Update
	Pursue key public space improvements downtown	Parks and Recreation Downtown Development Association Economic Development	Mid-Term	Varies / More Study Needed
GOAL NR 1 Protect and enhance Clayton's natural resources.	Update UDC to require or incentivize steps to preserve key natural areas.	Planning Department Parks and Recreation Planning Board Town Council	Near-Term	Included in UDC Update
	Conduct an inventory of street trees and heritage trees (old-growth) on publicly owned lands.	Parks and Recreation Planning Department	Long-Term	Minimal / Staff Time
	Encourage the use of native plants and limit the spread of invasive species.	Parks and Recreation Planning Department Citizen Volunteers	Ongoing	Minimal / Staff Time
GOAL NR 2 Protect water quality and quantity.	Ensure enforcement of stormwater requirements by funding adequate staff.	Engineering	Mid-Term	Cost of hiring additional staff
	Monitor and reconsider allowances for impervious surface in water supply watersheds.	Engineering	Ongoing	Minimal / Staff Time
	Consider options to fund long-term maintenance of stormwater infrastructure.	Engineering Planning Board Town Council	Long-Term	More Study Needed
	Support innovative site and street design through UDC updates.	Planning Department Engineering	Mid-Term	Minimal / Staff Time

Services and Infrastructure Implementation

Goal	Implementation Steps	Responsible Party	Time-Frame	Cost
GOAL SI 1 Invest in utility infrastructure that supports land use patterns envisioned by the Future Land Use Map.	Create a Water and Sewer Masterplan.	Engineering Utilities Planning Department Economic Development	Mid-Term	$200,000
GOAL SI 2 Ensure adequate water and sewer capacity to support quality development.	Track water/wastewater allocation approvals for proposed developments.	Engineering Utilities	Ongoing	N/A
	Require annexation to connect to the Town's water or wastewater system.	Planning Department Engineering Utilities	Ongoing	N/A
Goal SI 3 Plan for maintenance and replacement of governmental facilities.	Study and fund building maintenance and replacement needs for public facilities that provide key services.	Engineering Public Services Town Administration	Near-Term	Varies
GOAL SI 4 Coordinate the timing and location of electric utilities to minimize cost and service disruptions.	Improve electric service and encourage new development to utilize the Town's electric system.	Electric	Ongoing	N/A
GOAL SI 6 Continue to provide support for solid waste service.	Hire additional personnel or contractors as needed.	Public Services	Mid-Term	More Study Needed
GOAL SI 7 Coordinate with local, regional, state, and federal agencies to ensure consistency among plans and policies, identify and resolve conflicts, and promote cooperation.	Coordinate with Johnston County on planning for schools and hazard mitigation.	Planning Department Town Administration Fire & Police	Ongoing	N/A
GOAL SI 8 Ensure the capacity of emergency services and public safety operations keeps pace with recent and anticipated growth.	Hire personnel and plan for, design and fund facilities.	Fire & Police Town Administration	Ongoing	Varies
GOAL SI 9 Support the Hocutt Ellington Memorial Library.	Plan for adequate staffing, promotion and the expansion or replacement of the Clayton Library	Library Staff Town Administration	Short-Term / Mid-Term / Long-Term	More Study Needed

Time-Frame Key: Near-term = 1-2 Years, Mid-term = 2-3 Years, Long-term = 3-5 Years



Mobility Implementation

Goal	Implementation Steps	Responsible Party	Time-Frame	Cost
GOAL M 1 Develop and maintain a multimodal transportation system.	Coordinate with Johnston County and the Capital Area Metropolitan Planning Organization (CAMPO) to determine priorities and secure funding for transportation improvements.	Planning Department Economic Development Engineering Public Services Johnston County CAMPO	Ongoing	N/A
	Study locations for future BRT or commuter rail stations.	Planning Department Economic Development Engineering Public Services Johnston County CAMPO	Mid-Term	Include as part of Mobility Plan or Downtown Plan
	Create a new Mobility Plan for Clayton	Planning Department Engineering Economic Development Public Services	Mid-Term	$150,000
	Partner with the County to study options and establish a transportation enhancement fund to alleviate congestion.	Planning Department Engineering Economic Development Public Services Town Administration Town Council	Long-Term	More Study Needed.
	Prioritize the maintenance of town-owned streets and sidewalks	Engineering Public Services Town Administration Town Council	Ongoing	$1-1.4 million per year
	Revise the Town's current cross-section standards	Planning Department Engineering Public Services	Near-Term	$25,000
GOAL M 2 Support interconnected street systems that efficiently disperses vehicular traffic.	Continue to require traffic impact analysis for new large developments.	Planning Department Engineering Public Services	Ongoing	N/A
	Promote connectivity and access management in new developments.	Planning Department Engineering Public Services	Ongoing / Coordinate with UDC Update	N/A
	Preserve right-of-way for future roads and widenings based on the Roadway System Map.	Planning Department Engineering Public Services	Ongoing / Coordinate with UDC Update	N/A
GOAL M 3 Support system user safety and prioritize bike and pedestrian activity.	Monitor crash hotspots and safety issues	Engineering Fire and Police	Ongoing	N/A
	Improve bicycle and pedestrian safety	Planning Department Engineering Fire and Police	Ongoing	Varies



Arts and Culture Implementation

Goal	Implementation Steps	Responsible Party	Time-Frame	Cost
GOAL AC 1 Expand arts and culture offerings in Clayton.	Coordinate with Clayton Visual Arts, Public Arts Advisory Board, and Downtown Development association to expand public art.	Public Arts Advisory Board Town of Clayton Economic Development	Ongoing	Varies
GOAL AC2 Support and market Clayton as a regional destination for arts and culture.	Identify key gateways for public art installations and/or beautification.	Planning Department Public Arts Advisory Board Economic Development	Mid-Term	Include with small area plans.
	Consider ways to incentivize public art in new development.	Planning Department Public Arts Advisory Board Planning Board	Mid-Term	Pair with UDC Update
	Develop policy for including/requiring public art in large town-led building or park projects.	Planning Department Public Arts Advisory Board Town Administration	Long-Term	To be determined (i.e. 1% of Project Budgets)

Time-Frame Key: Near-term = 1-2 Years, Mid-term = 2-3 Years, Long-term = 3-5 Years

ThinkCLAYTON.

2045 Comprehensive Growth Plan

Clayton Growth Plan Update

Updates to the Draft Growth Plan(since 9/15 version)

General Updates

- Throughout: Updated call outs and captions. Minor text edits for clarity.
- Page V: Updated text to match chapter headings.

Think Land Use & Housing

- Page 18: Changed description of attached units under Low Density Residential Future Land Use character area to be "generally less than 25% attached units"
- Page 18-21:
    - Changed description of attached units under Medium Density Residential Future Land Use character area to be "generally less than 50% attached units"
    - Removed "Max of 100% attached units" under High Density Residential. Not needed.
    - Changed Downtown Support Gross Density from 20 units/acre to 25 units/acre based on potential for small-scale infill that is greater than 20 units/acre.
    - For DS, DC, NC and CC removed "Up to 100% of Attached Units" as it is implied.
- Page 22-23:
    - Added strategy LU 1.1.4: Consider expansion of ETJ based on population growth and land use trends.
    - Strategy LU 1.3.2: Added that Downtown Master Plan should address eastern and western gateways to downtown.
- Page 27:
    - Added strategy to LU3.1.3: Consider creation of a Mixed Residential district that would allow higher density housing types (including smaller lot homes and townhomes and apartments with increased standards) by right in certain areas of town.
        - *Note: Currently there is no proper mixed use district or a zoning district that allows for higher density housing types without requiring a special use permit. This could be seen as a disincentive to locate apartments and townhomes where they make sense.*
    - Added: During UDC rewrite consider allllowing ADUs by right with defined dimensional design criteria and/or supplemental standards.

Think Downtown

- Page 31: Added a new strategy: Explore the establishment of a "Social District" before or during the update of the Downtown Master Plan.
    - *Note: HB890 recently passed and will allow cities and towns to allow drinking alcohol on sidewalks and public areas in designated "Social Districts".*
- Page 34: Added recommendations related to the library's potential role in preserving local history.
- Page 35: Changed DT 3.1.1 from "Street maintenance, sidewalk improvements, etc." to "Increase investment in fixing existing sidewalks, growing the sidewalk network and pedestrian safety improvements, including additional crosswalks and ADA ramps."
- Page 36: Deleted Policy DT 3.5 "Look for additional parking to accommodate infill and redevelopment." Added strategy instead: DT 3.4.4 "Evaluate mechanisms to fund the creation and maintenance of new or improved parking in the downtown area, wayfinding and safety improvements."
    - *Note: DT 3.5 as written was a duplicate of DT 1.3.4. New source of funding needed for downtown improvements including parking.*
- Page 37: Added new policy DT 3.5: Support alternative modes and emerging transportation technologies downtown including micro-transit, golf cart parking, EV Parking, scooters, etc.

Think Economic Development

- Page 40-41:
    - Added Strategy ED 1.1.2: Continue progress with Grifols, Johnston Community College (JCC) and other partners on Project Goodwill; an effort to build a JCC Clayton campus - a key workforce development asset for existing and future companies.
    - Combined ED 1.4 and 1.5 (implement and update the Strategic Economic Development Plan)
    - Changed Policy 1.5 to: Continue business retention efforts and support existing commercial corridors. Added two strategies (ED 1.5.1 and 1.5.2):
        - Strategy ED 1.5.1: Continue business retention and expansion strategy to engage with existing businesses to support existing operations and expansions.
        - Strategy ED 1.5.2: Increase employment and redevelopment opportunities along key corridors including 70 Bus and NC 42 and at 70 Bypass interchanges.
    - Added Strategy ED 3.2.3: Evaluate additional services for visitors and tourists. This could include a Visitors Center, Welcome Center or kiosk.

Think Parks, Recreation, & Natural Resources

- Page 44:
  - Strategy PR 1.3.2:
    - Defined the term "Spine greenways" to be existing and planned public greenways shown on the Parks and Greenways System Map)
    - Edited text for required greenway easements
  - Policy PR 1.5: edited policy and strategies
    - Included new strategy: Continue to support a parks police officer and identify ways to ensure all users feel safe when using greenways and parks.
- Page 47:
  - Policy PR 2.2 converted to a Strategy (2.1.4)
  - Added Strategy 2.1.5: Coordinate with COR and Wake County on maps and signage and wayfinding for trails and blueways.
- Page 48:
  - Strategy PR 3.1.2: Changed second strategy from "Install at least one bench, one water fountain, and restroom facilities at every park." To be more general: "Consider improvements at other parks during Parks & Recreation Plan updates and as part of annual budgeting process."
  - Strategy PR 3.1.4: Changed "Review development proposals for opportunities…" to "Coordinate with landowners, private development and other entities on opportunities…"
    - Also added mention of "incentive options"
- Page 49:
  - Strategy PR 3.3.1: Added note about specifics related to open space requirements should be determined during the UDC update and include design guidelines and incentives.
  - Strategy PR 3.4.2: Simplified text to read: Study potential public space improvements downtown including improvements to Clayton Town Square, Horne Square, and All Star Park and the creation of a pocket park to serve nearby neighborhoods.
  - Added Strategy 3.4.3: Consider beautification improvements along the NC Railroad corridor downtown. (Strategy 3.4.3 became 3.4.4)
- Page 50-51:
  - Call out box on Open Space: Added sentence that specified exact requirements and incentives should be determined during future updates of the UDC.
  - Strategy NR 1.3.2: Simplified strategy recommending an Existing Resources Map for larger-scale developments. Noted that it could only be for larger developments in certain areas or zoning districts. Details should be worked out with the UDC update.
- Page 52:

- Added bullet about low impact development and site design: Consider incentives and/or develop LID stormwater manual or other educational materials to support innovative site design.
- Added policy and strategies related to support for the local agricultural economy (Policy NR 2.3 and associated strategies.)

Think Services & Infrastructure

- Page 57:
  - Changed Goal SI 3 from goal to policy: Support Conservation and Reuse of Water
  - Changed Policy on innovative site and street design to a strategy.
  - Added new Goal SI 3: Plan for maintenance and replacement of governmental facilities.
  - Policy SI 3.2: Deleted reference to Johnston County due to changes in stormwater enforcement recently. (Town now enforces this)
  - Deleted Strategy SI 3.2.1. "Ensure flows are based on population projections and development activity." Not necessary.
- Page 58:
  - Policy SI 7.1 and associated strategies: Mentioned charter schools.
- Page 59:
  - Added recommendations related to staffing, programming and building needs for the Library.

Think Mobility

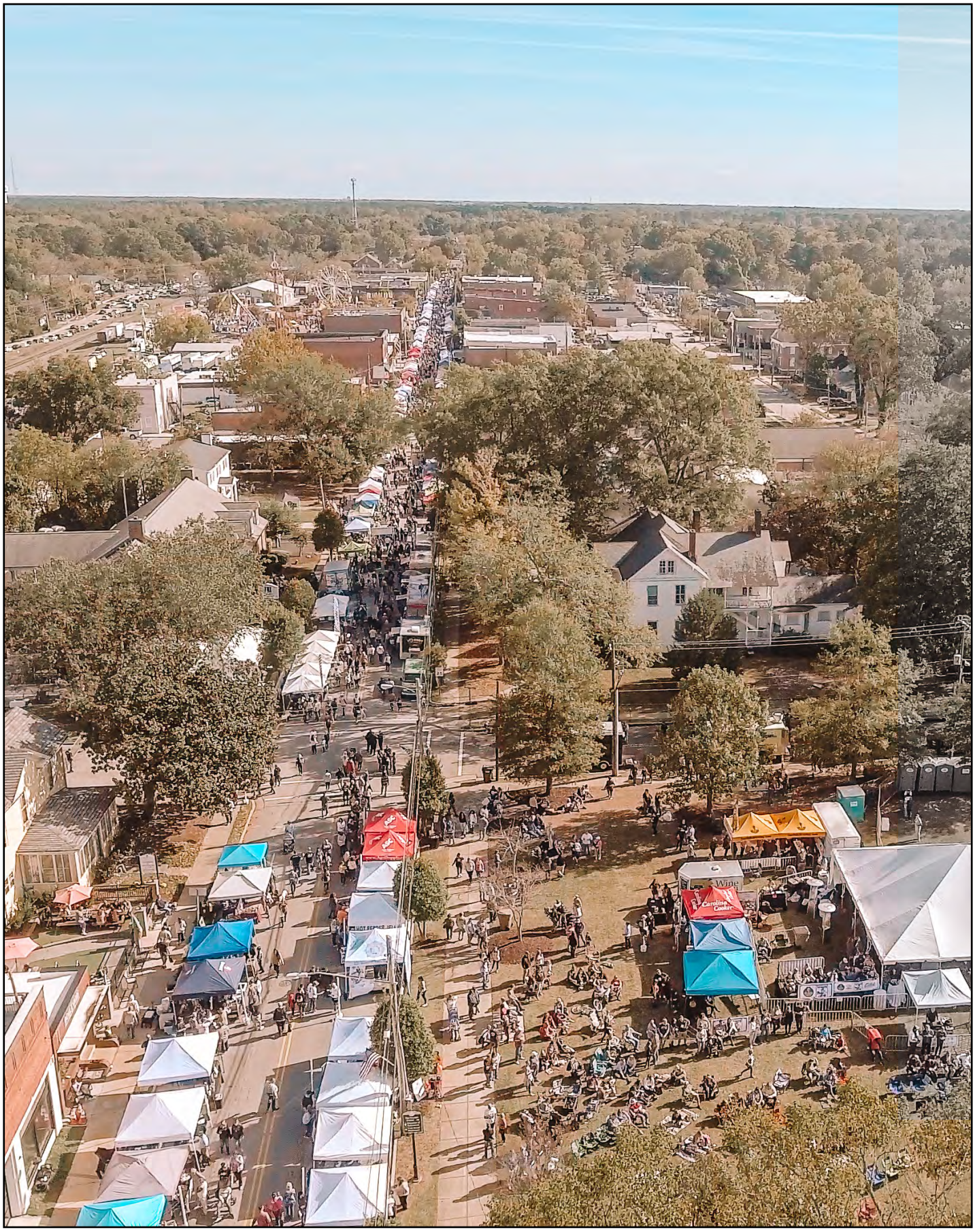
- Page 62:
  - Added a new Strategy 1.1.3: Support the conversion of US 70 to I-42.
  - Removed reference to Roadway Priority Map and Table. Replaced with Roadway System Map and Future Right of Way and Cross Section Table (table now in appendix).
- Page 66/71: Retitled Right Of Way Map to be Roadway System Map. Removed Roadway System Map on page 71.

Think Arts & Culture

- Page 74: Added recommendation to continue sculpture trail and support mural program.

Think Action

- Page 72: Added Implementation Plan


Wine
Carolina Cooker

Appendix

State of the Town v

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Clayton's Parks and Recreation xl

Roadway System Map and Future Right of Way and Cross Section Table. . xliv

Community Survey. xlix


DEEP RIVER
FM 102.9

Think CLAYTON

State of the Town

The Town of Clayton has grown from 3,103 people in 1970 to an estimated 26,307 people in 2020. People continue to move to Clayton for a variety of reasons. Families choose Clayton because of its housing affordability, high quality schools, and abundant recreational activities. Retirees choose Clayton because of its safe, small-town charm and urban amenities. Employers choose Clayton because of its business-friendly environment and convenient access to Raleigh, I-40, and I-95. Clayton's arts-centric community and vibrant downtown also contribute to the Town being a community of choice for residents and businesses alike.

Overview

The Clayton 2045 Comprehensive Growth Plan is updating and replacing the 2040 Clayton Comprehensive Plan adopted in 2015. The process to develop the Clayton 2045 Comprehensive Growth Plan was designed to provide opportunities for residents, elected officials, town staff, civic groups and other entities to come together to discuss community issues and values. The planning process resulted in a community-led vision and strategic direction forward for the Town to ensure that Clayton remains a community of choice for future generations.

Study Area

Clayton is located southeast of Raleigh on the western edge of Johnston County, North Carolina. The study area is 46 square miles (29,455 acres) which includes the Town's current corporate limits (13.8 square miles / 8,822 acres) and extraterritorial jurisdiction (ETJ). While residents and businesses located in the ETJ do not play taxes to the Town of Clayton, the Town is responsible for land use decisions (zoning approvals and building permits) within their extraterritorial jurisdiction.

Purpose of this Report

The purpose of this report is to document and analyze the existing characteristics of Clayton to gain an understanding of the current issues that the Town is facing and potential impacts on future growth and development in the Town.

Major themes of this report include:

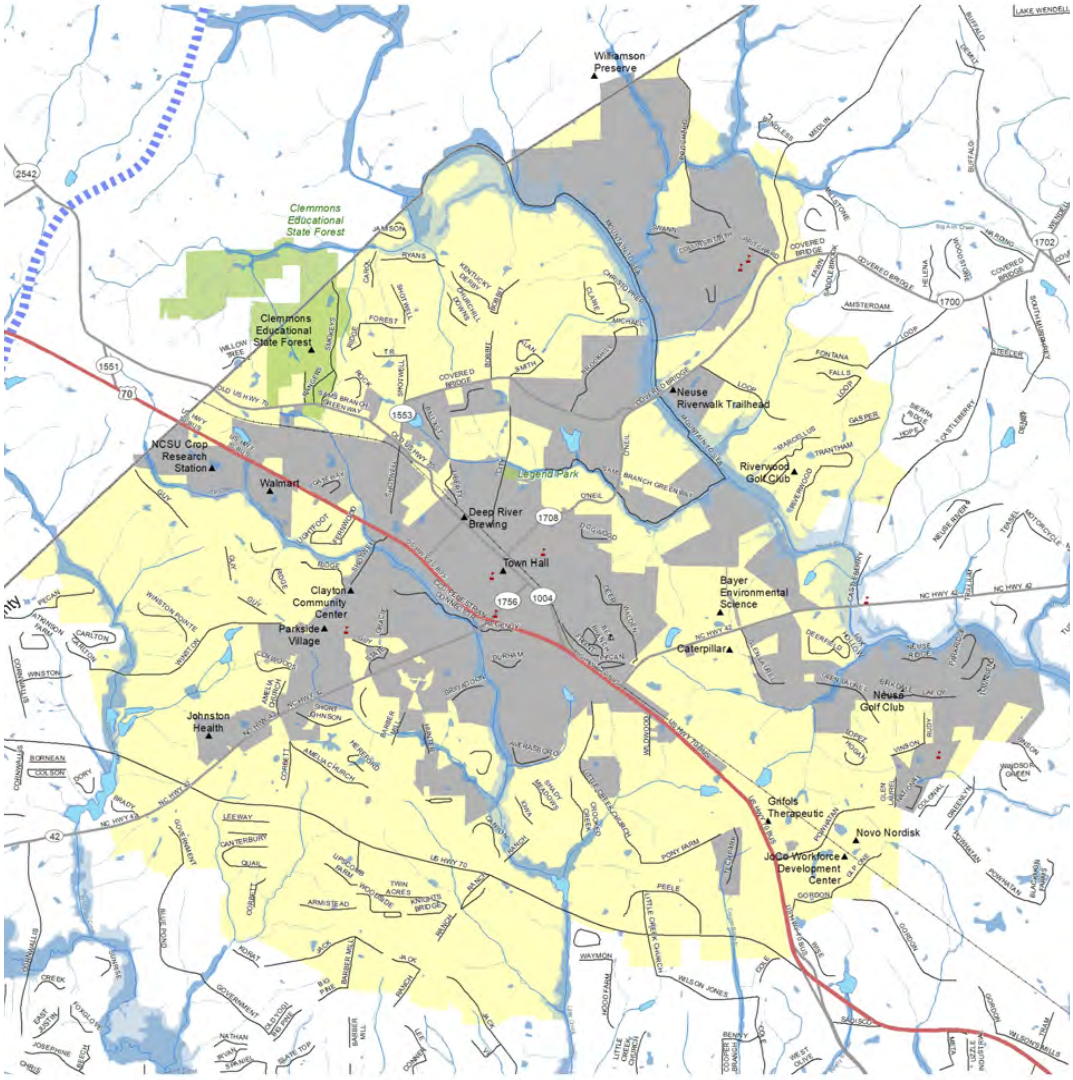
- Clayton's population is growing rapidly
- Growth is projected to continue
- Minority populations and "young families" (age cohorts 0-19 and 35-44) are increasing
- Infrastructure and public services need to be expanded to keep pace with increasing demand

Data Collection and Research

The Clayton 2045 Comprehensive Growth Plan is informed by existing plans, reports, policies and regulations. In addition, the project team analyzed data and created maps to further examine existing conditions in the study area. Much of the information is based on 2019 data, which was the most recent year for which data was available at the time of analysis. The following topics are included in the analysis: demographics, housing and economic conditions, Downtown, land use, environment and natural resources, transportation, utilities, and community facilities, services, and parks.

In addition to data collected for mapping purposes, the team also gathered information through reviewing relevant documents, interviewing key stakeholders, touring the study area, conducting a town-wide survey, and conversing with Town staff.

STUDY AREA


Williamson Preserve
Clemmons Educational State Forest
Clemmons Educational State Forest
Neuse Riverwalk Trailhead
NCSU Crop Research Station
Walmart
Legend Park
Deep River Brewing
Riverwood Golf Club
Town Hall
Clayton Community Center
Parkside Village
Bayer Environmental Science
Caterpillar
Neuse Golf Club
Johnston Health
Grifols Therapeutic
Novo Nordisk
JoCo Workforce Development Center
Clayton Limits
Clayton ETJ
Points of Interest
Schools
Interstate
US Highways
Secondary Highv
Future NC 540
Roads
Rail
Lake/Pond
Stream/River
Flood Zone
Wetlands
Parks

Clayton's Population

Population Growth

Historical Population Growth

The Town of Clayton has grown from 3,103 people in 1970 to an estimated 26,307 people in 2020. This represents an overall increase of 848% and translates to an average 4% annual growth rate in the last fifty years. Growth really picked in rate after 2000. Clayton grew faster than the rest of Johnston County in the past 20 years, growing 106% since 2000 compared to Johnston County's 75% according to the US Census. This is even faster than the larger Raleigh-Cary MSA growth over the same two decades.

	2000	2010	2020	
Clayton	6,973	18,118	26,307	106%
	123,327	169,681	215,999	75%
	797,071	1,130,490	1,420,300 (est.)	78%

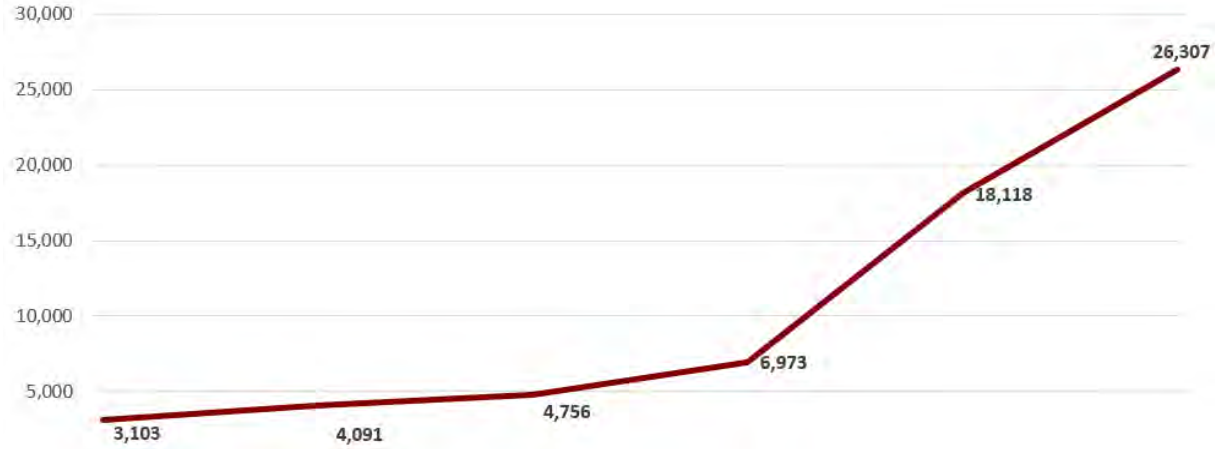
Source: Decennial Census

Population Projections

Clayton is located in the Piedmont Atlantic mega-region, defined the urban area stretching from Birmingham, Alabama to Atlanta, Georgia then following the 85 corridor to Charlotte and Raleigh, NC. The relatively low cost of living and high quality of life in the Southeast is projected to continue to lead to increases in population. According to projections by American City Business Journals, the Raleigh metro area is projected to be the third-fastest growing metro area in the next 25 years, after Austin, TX metro area and Cape-Coral-fort Myers, FL area (Triangle Business Journal). The Capital Area MPO estimates that the population of the Research Triangle Region will grow by 1.2 million people in the next 30 years. Part of the comprehensive planning process includes an analysis of various demographic projections and the development of custom projections for the Town and its Study Area to be utilized for planning purposes moving forward.

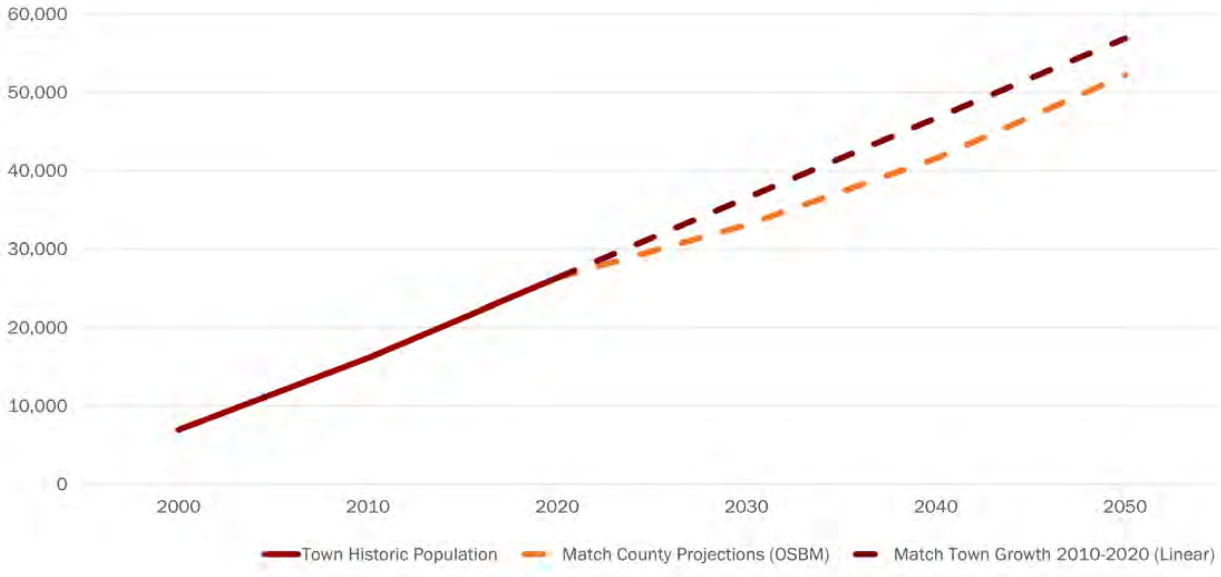
The graph opposite illustrates different population projections. The graph includes a projection based on the NC Office of State Budget and Management (OBSM) county projections and a linear growth projection based on a continuation of historic trends. The projections are very similar, both projecting the population of the town to exceed 50,000 people by 2050. It is likely towards the end of the projection period the linear growth rate will diminish due to lack of land availability.

Historical Population Growth



Historical Population Growth within municipal limits (Source: American Community Survey, Decennial Census)

Population Projections



Sources: 2020 US Census, North Carolina Office of State Budget and Management (OSBM)

Race & Ethnicity

Clayton is becoming more racially diverse. As shown in the table, the share of residents identifying as White Alone dropped 8% since 2000, while the shares of residents who identify as Black or American Indian have gone up.

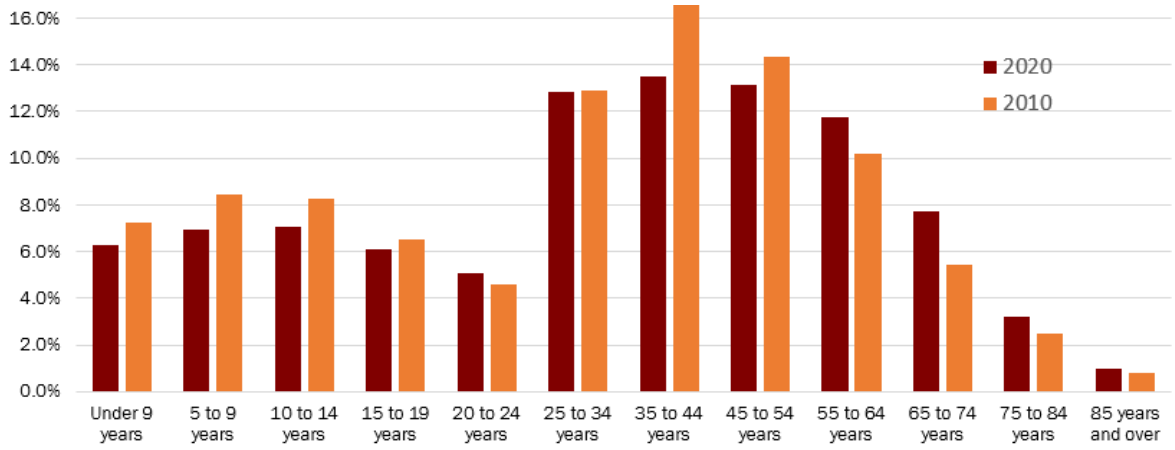
Residents identifying as being of Hispanic origin has also increased significantly in the past decade, from 9.4% of the municipal population in 2010 to 14.3% of the population in 2019. In the same time period, the Hispanic population in the Raleigh MSA has only grown from 9% to 10%.

	2000	2010	2019	Percent Change 2000-2019
White Alone	72%	69%	64%	-8%
Black or Aftrican American	20%	22%	26%	+6%
American Indian or Alaska Native	0%	0%	2%	+2%
Asian	1%	1%	1%	-
Native Hawaiian or Pacific Islander	0%	0%	0%	-

Age

Between 2010 and 2019 the median age increased by two years from 35.6 to 37.2. Between 2000 and 2010 there has been an increase in most age brackets under 55 years, except for residents between 20-34. This Is indicative of Clayton's growth as a place for families with children of all ages.

Age Cohorts



Source: American Community Survey, Decennial Census

X

Households

There are an estimated 13,796 households in the study area, an increase of 104% since 2000. The average household size in Clayton is 2.67, slightly lower than Johnston County (2.70) but higher than the North Carolina average (2.48). Clayton's trend of attracting young families with school-aged children is consistent with most neighboring suburban communities within the Raleigh metropolitan region, and the percentage of family households (two or more related householders) has held steady around 75% in the past two decades.

	2000	2010	2019	2025*
Total Households	6,763	10,049	13,796	11,369
Family Households	75%	73%	72%	72%

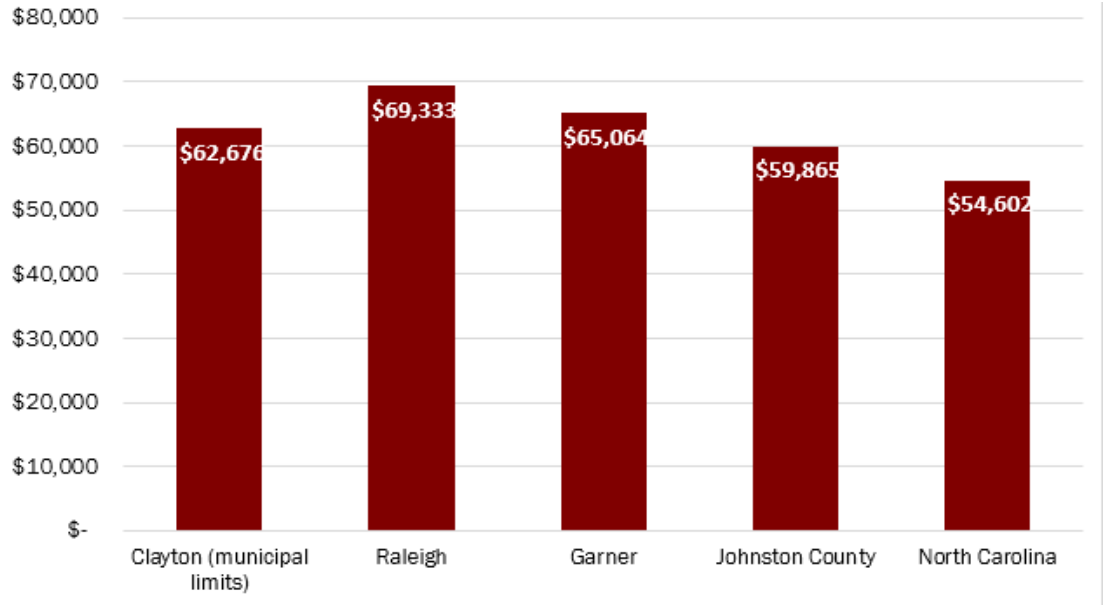
*Data for Study Area, *Denotes Projection*

Source: American Community Survey, Decennial Census, Esri

Income & Poverty

The median household income in Clayton is $62,767 as of 2019, which is an increase from $58,837 in 2015. Clayton has a higher median household income than Johnston County ($50,132) and North Carolina ($46,450). Similarly, the poverty rate (persons living below poverty level) in Clayton (10.9%) is lower than both Johnston County (17.2%) and North Carolina (16.8%).

Median Household Income 2019



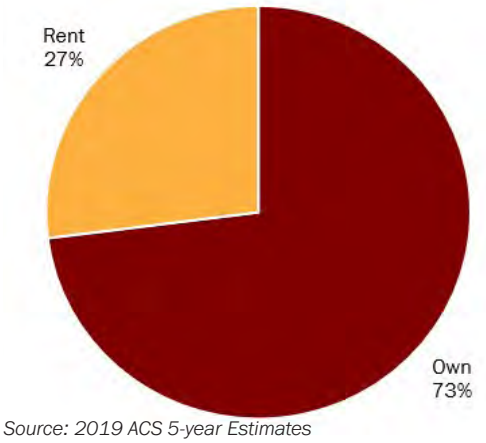
Source: 2019 ACS 5-year Estimates

Housing Units

Clayton has grown as a result of its reputation of quality of life and housing that is relatively affordable compared to the greater region. The number of housing units with Clayton's municipal boundaries and ETJ is 12,060, 7,352 of which are within the municipal limits. Clayton's housing unit vacancy rate is 7.7% compared to North Carolina's rate of 14.3%. Single-family detached homes remain the predominant housing type in Clayton, however attached housing, in the form of townhomes and other multi-unit structures, are increasingly becoming a part of the housing mix. Per Town data, there are over 6,000 approved housing units as of late 2020.

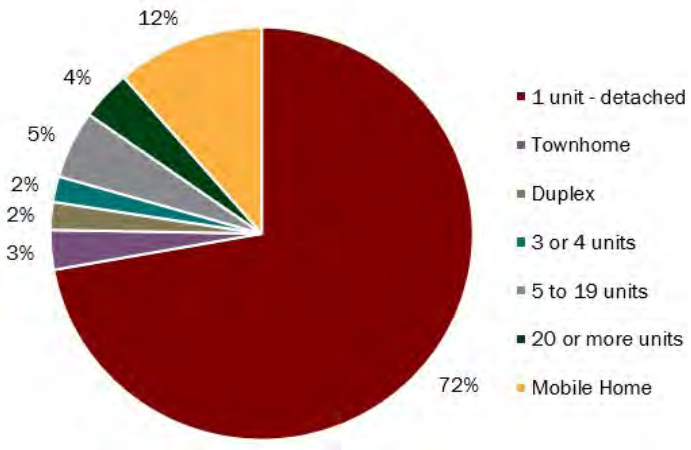
Clayton's median home values have historically been higher than than those in surrounding Johnston County. As Clayton grows, its median home value has risen more rapidly than Johnston County's. The median home value for Clayton was $192,200 in 2019. This is still lower than the median price of $249,000 in 2019 for the larger Raleigh MSA, which partially explains Clayton's popularity.

Housing Tenure



Source: 2019 ACS 5-year Estimates

Housing by Type



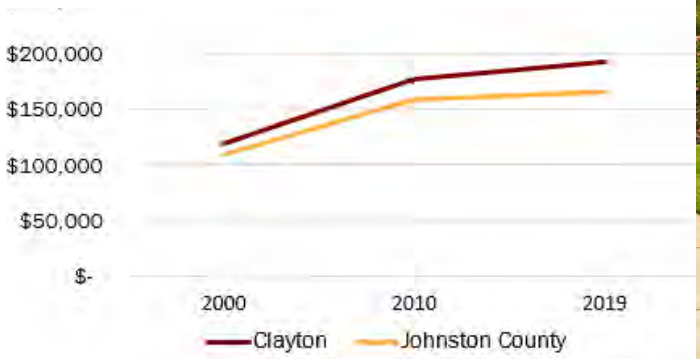
Source: 2019 ACS 5-year Estimates



Median Home Value

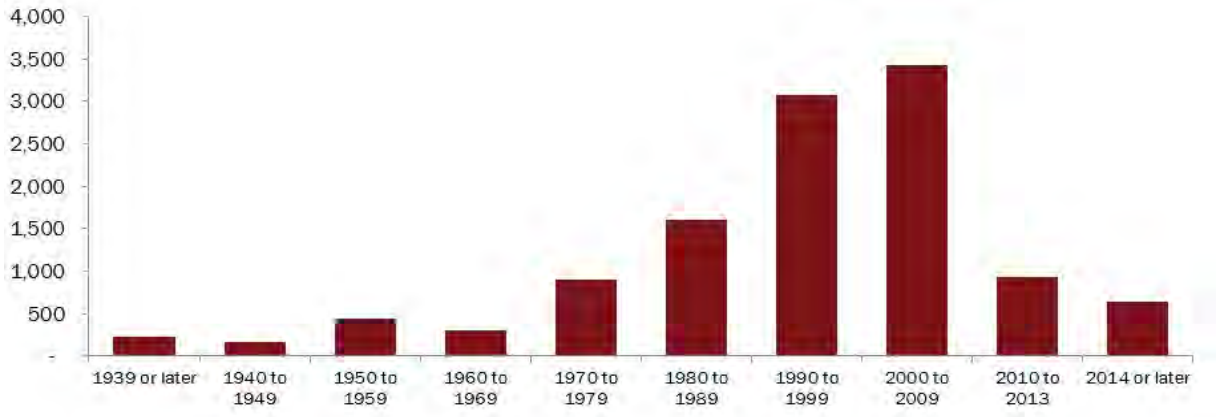
	2000	2010	2019
Clayton	$119,100	$177,038	$192,900
Johnston County	$108,800	$159,000	$165,100
Raleigh MSA	not available	$231,439	$249,800

Source: 2010, 2019 ACS 5-year Estimates, 2000 Decennial Census. Adjusted for inflation.





Housing by Year Built



Source: 2019 ACS 5-year Estimates

Clayton's Economy

The Town of Clayton is prospering with lower poverty rates and higher income levels compared to Johnston County and State averages. Compared to neighboring jurisdictions Clayton offers a high-quality, yet affordable, living option, whilch in part contributed to the 48% population increase from 2010-2020. The following figure compares Clayton's competitive position in the Raleigh area to other area and peer jurisdictions.

Demographic Comparison to Peer Jurisdictions

Jurisdiction	Population 2010	Population 2019	Total pop.increase	% pop. increase	Housing Units	Vacant Units	Median Home Value	Poverty Rate	2010 Median HHI	2019 Median HHI	% HHI change	Pop. with a Bachelors Degree
Clayton	**16,116**	**24,887**	**8,771**	**54%**	**7,352**	**7%**	**$192,900**	**9%**	**$50,282**	**$62,059**	**23%**	**8.4%**
Fuquay-Varina	17,937	28,109	10,172	57%	9,157	4%	$232,100	8%	$59,423	$74,618	26%	7.8%
Garner	25,745	32,213	6,468	25%	12,074	6%	$175,400	11%	$60,366	$61,873	2%	13.1%
Holly Springs	24,661	34,874	10,213	41%	10,964	3.3%	$283,700	4%	$85,000	$104,822	23%	22.7%
Knightdale	11,401	17,264	5,863	51%	5,966	4.5%	$183,000	3%	$71,922	$70,376	-2%	24.4%
Smithfield	10,966	11,619	653	6%	5,341	11.9%	$140,700	21%	$35,867	$51,326	43%	9.0%
Apex	37,476	61,212	23,736	63%	17,816	4.0%	$307,800	5%	$90,709	$105,404	16%	18%
Matthews	27,198	31,071	3,873	14%	12,265	4.0%	$249,200	6%	$70,742	$78,971	12%	19.3%
Wake Forest	30,117	37,641	7,524	25%	14,605	5.0%	$285,000	6%	$69,222	$88,394	28%	19.6%
Johnston County	168,878	209,339	40,461	24%	79,849	7.9%	$165,100	12.5%	$49,745	$59,865	20%	22.9%
NC	9,271,178	10,264,876	993,698	11%	4747943	14.3%	$165,900	14%	$45,570	$53,855	18%	10.3%

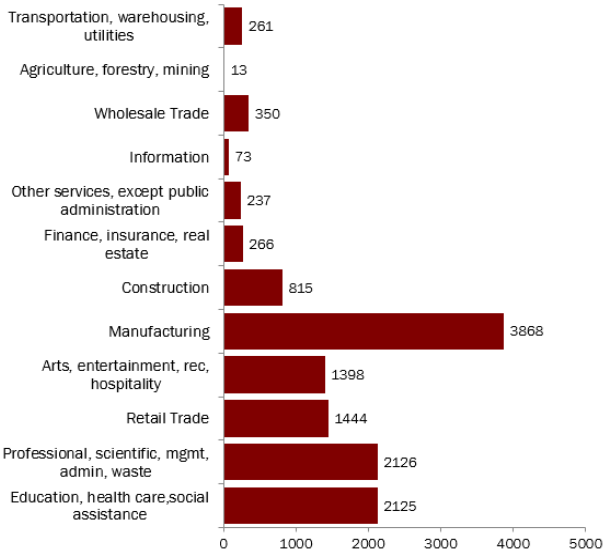
Employment

According to the U.S. Census Bureau, there were over 12,976 estimated jobs in the Study Area in 2018 (Census on the Map). As noted below manufacturing constituted the greatest share of jobs in Clayton.

Major Employers

According to the North Carolina Department of Commerce, three of Johnston County's largest private-sector employers are located in Clayton's jurisdiction: Novo Nordisk, Grifols Therapeutics, Inc., and Caterpillar, Inc.

Employment by Sector



Source: 2018 Census on the Map

Johnston County Top Employers

Rank	Company	Industry	Employees
1	Johnston County Public Schools	Education	1000+
2	Johnston Health	Health care and Social Services	1000+
3	Grifols Theraputics Inc	Manufacturing	1000+
4	County of Johnston	Public Administration	1000+
5	Novo Nordisk Pharmaceutical	Manufacturing	1000+
6	Asplundh Tree Expert Co Inc	Administrative and Support and Waste Management and Remediation Services	1000+
7	Food Lion	Retail	500-999
8	Wal-Mart Inc	Retail	500-999
9	Caterpillar Inc	Manufacturing	500-999
10	Johnston Technical Institute	Education	500-999

Source: NC Commerce, 2019

Employment Inflow/Outflow

According to 2018 Census data, there are an estimated 12,976 total jobs at places of employment within Clayton's ETJ. 11,566 of these positions are filled by in-commuters and the remaining 1,110 jobs are held by residents. Over 14,415 residents of Clayton commute outside of the Town limits for employment. A large number of these commuters are traveling to areas just outside the town limits, including the employment area southeast of Clayton near the intersection of US 70 and US 70 Business. Others are traveling to Garner, Smithfield, Raleigh and the Research Triangle Park. The median commute time in 2019 was 30.4 minutes, which is just slightly higher than the average commute time of 29 minutes in 2015. More insight into traffic patterns can be found in the Transportation section of this report.

Inflow/Outflow



Source: 2018 Census on the Map, Statistics for ETJ (Study Area)



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Clayton's Character

Clayton's character is changing. While the small-town charm of Clayton will always be reflected in the historic Downtown, periods of unprecedented growth have noticeably altered the Town's landscape. But with this growth comes new energy and the opportunity to continue to reinforce Clayton as a welcoming and unique destination in the greater Raleigh region.

Downtown

The heart of Clayton's character is found in its downtown. The Town's small-town appeal and southern hospitality is captured in its historic storefronts along Main Street. Since the mid 2000s, the Town has made a concerted effort to revitalize and reinvigorate Downtown through a variety of strategic investments and initiatives. These efforts include the Downtown Façade Grant program, Clayton Downtown Redevelopment Incentive Grant, and a variety of public sector infrastructure improvements Horne Plaza and the Clayton Center Parking Lot renovation. Private investment in Downtown has grown from a few offerings to include over a dozen bars and restaurants including Jones Lunch, Clayton Steakhouse, Deep River Brewing Company, Manning's Restaurant and new arrivals including Boulevard West, First Street Tavern and Revival 1869.

Key to a successful downtown is having residents living within walking distance of downtown services and amenities. New residential developments including the Arbors at East Village, the Walk at East Village, and Academy Pointe along with recent and ongoing renovations of upper floors are increasing the number of people that live proximate to Downtown. Front Street Extension and multi-purpose trail along with Sam's Branch Greenway and various sidewalk installations are increasing walking and biking access to Main Street.

Events

From the Clayton Music and Harvest Festival to the Main Street Community Garden, Downtown Clayton is the center of community events and the Town's identity. Thousands of attendees participate in Downtown events throughout the year. The following list details the largest of the reoccuring events with attendance estimates:



5k in Downtown Clayton

- Clayton Music & Harvest Festival – 20,000
- Christmas Parade – 8,000 – 10,000
- Town Square Concert Series – average of 1,100 per concert (5,500 per year)
- Christmas Village & Tree Lighting – has increased each year since moved to Main Street – now exceeds 5,500
- Clayton Shindig – 1,000

Arts Community

Another key aspect of Clayton's character is its focus on the arts. In 2006, the old Clayton Elementary and Clayton High schools was renovated into a state-of-the-art performance and conference center. The Clayton Center, which currently houses Town Hall, the Cultural Arts Center, and the Conference Center, is a popular destination for both locals and visitors alike. On average, over 120,000 people visited the Clayton Center to attend concerts and events per year. The historic auditorium presents a diverse array of nationally touring performances. The common spaces double as a gallery that hosts rotating art shows. In addition, the Public Art Advisory Board and Clayton Visual Arts, Inc. actively support public art and programming in the Town. Among their most noteworthy accomplishments are the following:

Public Art Advisory Board:

- Clayton Center Mural by Dorothy Dembosk
- Annual Downtown Sculpture Trail
- Sam's Branch Greenway Butterfly Garden

Clayton Visual Arts:

- Rotating Art Displays at the Clayton Center
- Annual Clayton Sculpture Trail
- Christmas in Clayton
- Art After Dark



Mural, via Town of Clayton



Clayton Center Mural



A Downtown concert, via Town of Clayton.

Clayton's Built Environment

The Town of Clayton is well positioned to attract quality growth and development over the coming decades. Moving forward, it will be necessary for the Town to make land use decisions that continue to maintain and improve the quality of life for all residents. Although the Town has invested heavily in the infrastructure investments necessary to support additional growth, the location and land use mix of future growth will determine whether or not the Town receives a return on these infrastructure investments. Recent studies on costs of services indicate that certain land uses, particularly some types of residential uses, consume more government services (schools, emergency services, parks and recreation, etc.) than they provide in revenue via taxes. Non-residential land uses, including commercial, industrial, and agricultural land uses result in a net surplus in revenue when compared to the cost of services they consume. Accordingly, balancing residential growth with non-residential growth will be important to maintaining a healthy tax base and providing services. Likewise, managing the pace of growth and its intensity in some areas, while promoting density and a mix of uses in others, will be essential to protecting the Town's character and increasing the livability and attractiveness of the Town to potential residents and employers.

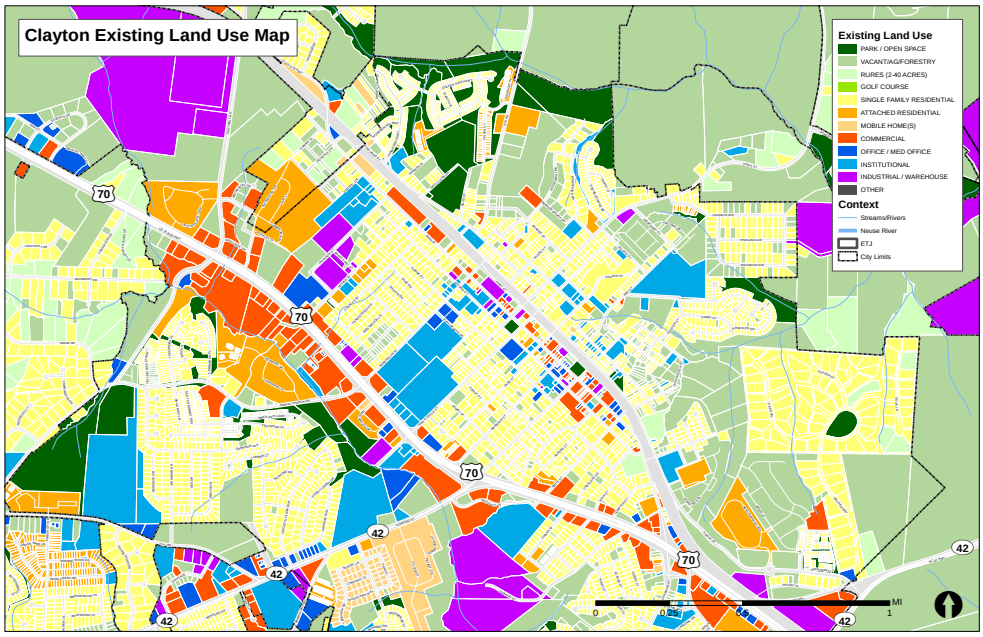
Cost of Services

Many non-residential land uses, including commercial, industrial, and agricultural land uses result in a net surplus in revenue when compared to the cost of services they consume.

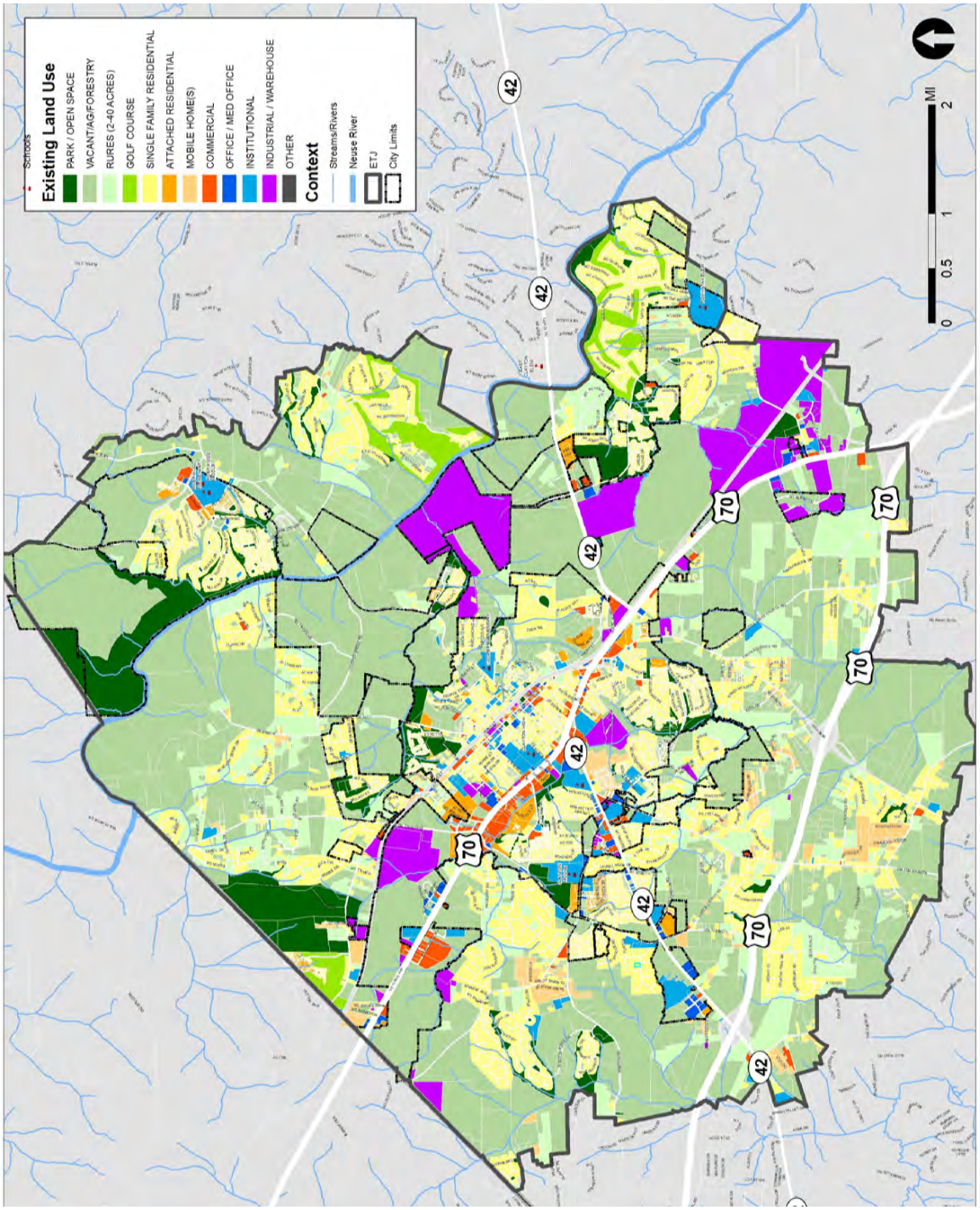
Existing Land Use

The map on the opposite page shows existing Land Use. This inventory was derived from Johnston County 2020 Tax Data. Trends are described on page 18.

Existing Land Use Map - Downtown Detail View



Existing Land Use Map



Residential Land Uses

Residential land uses occupy approximately 31% of land area and 61% of market value within the study area. Single-family homes are the most significant residential land use, occupying 19% of the total land area within the study area, yet representing 49% of total market value of real estate in the study area. Attached residential (duplexes, apartments, townhomes) represent 6% of land area.

Non-Residential Land Uses

Non-residential land uses, such as commercial, office, or industrial land, account for 9.2% of land within the study area. Industrial land has grown from 3.7% to 5% of the land area since the 2015 Comprehensive Plan was completed. Nonresidential land uses remain concentrated along US 70, Downtown, Us 42 East, and US 42 West.

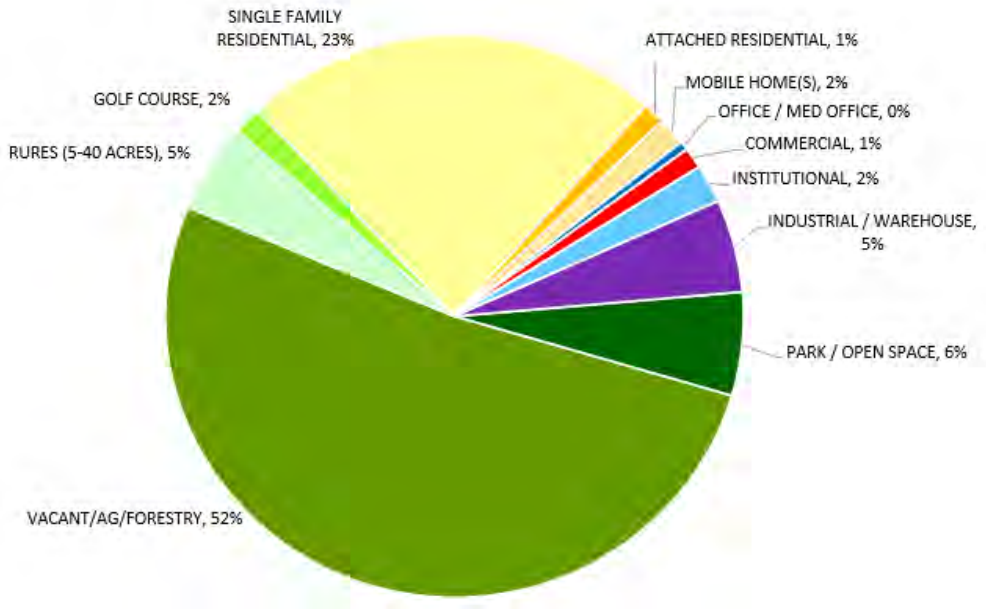
Commercial land uses make up about 7% of the property value in the Study Area. This includes active retail uses, restaurants, and services but not industrial or office. The amount of land devoted to commercial uses has grown significantly since 2015.

Major industrial land uses in the study area include the Carolina Distribution Center on Shotwell Road, the Caterpillar plant and testing facility on NC 42 east, and the bio-tech hub anchored by Novo Nordisk and Grifols, as well as other significant manufacturing facilities in the vicinity of Powhatan Road and US 70, including Automatic Rolls, which produces over 2 million buns a day for companies like McDonald's. Bayer Crop Science also has a presence on NC 42 East, to the northeast of Downtown.

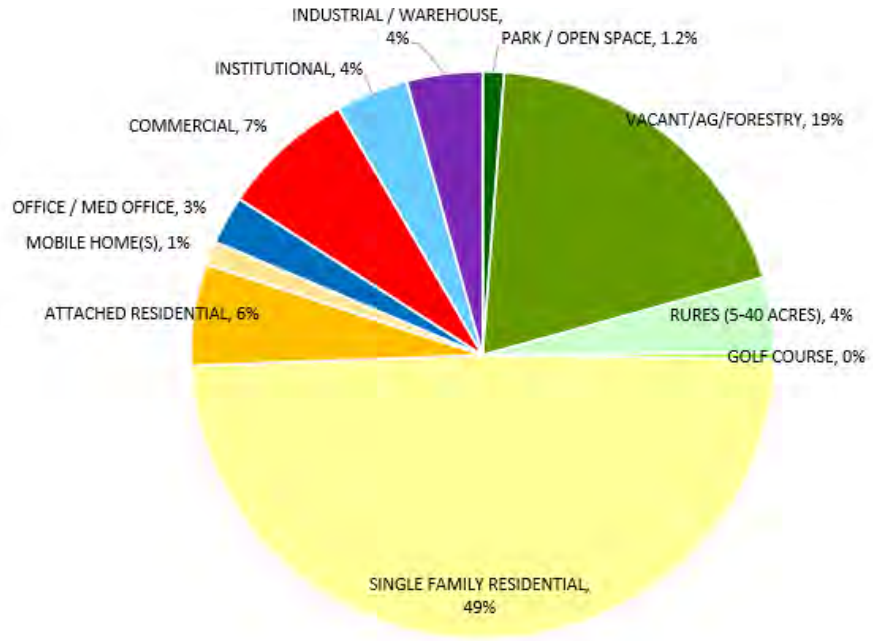


Grifols Therapeutics is located along US 70 Business in the southeast corner of Clayton's Planning Area

Existing Land Use by Land Area



Existing Land Use by Value



Zoning

The Town of Clayton's Unified Development Code (UDC) includes a description of zoning districts and overlay districts that regulate the use of property for the purposes of protecting public health, safety, and the general welfare of the community. Every district has standards that specify development density, building height, and dimensional requirements. The majority of land (60%) in the Study Area is located in the Residential Estate (RE) zoning district. This district allows residential uses with minimum lot size requirements of 20,000 square feet (with public water and sewer), 30,000 square feet (with public water and septic), and 40,000 square feet (with well water and septic). The UDC also allows Open Space Subdivisions that allow smaller lot sizes if a portion of the site is reserved for recreation and open space.

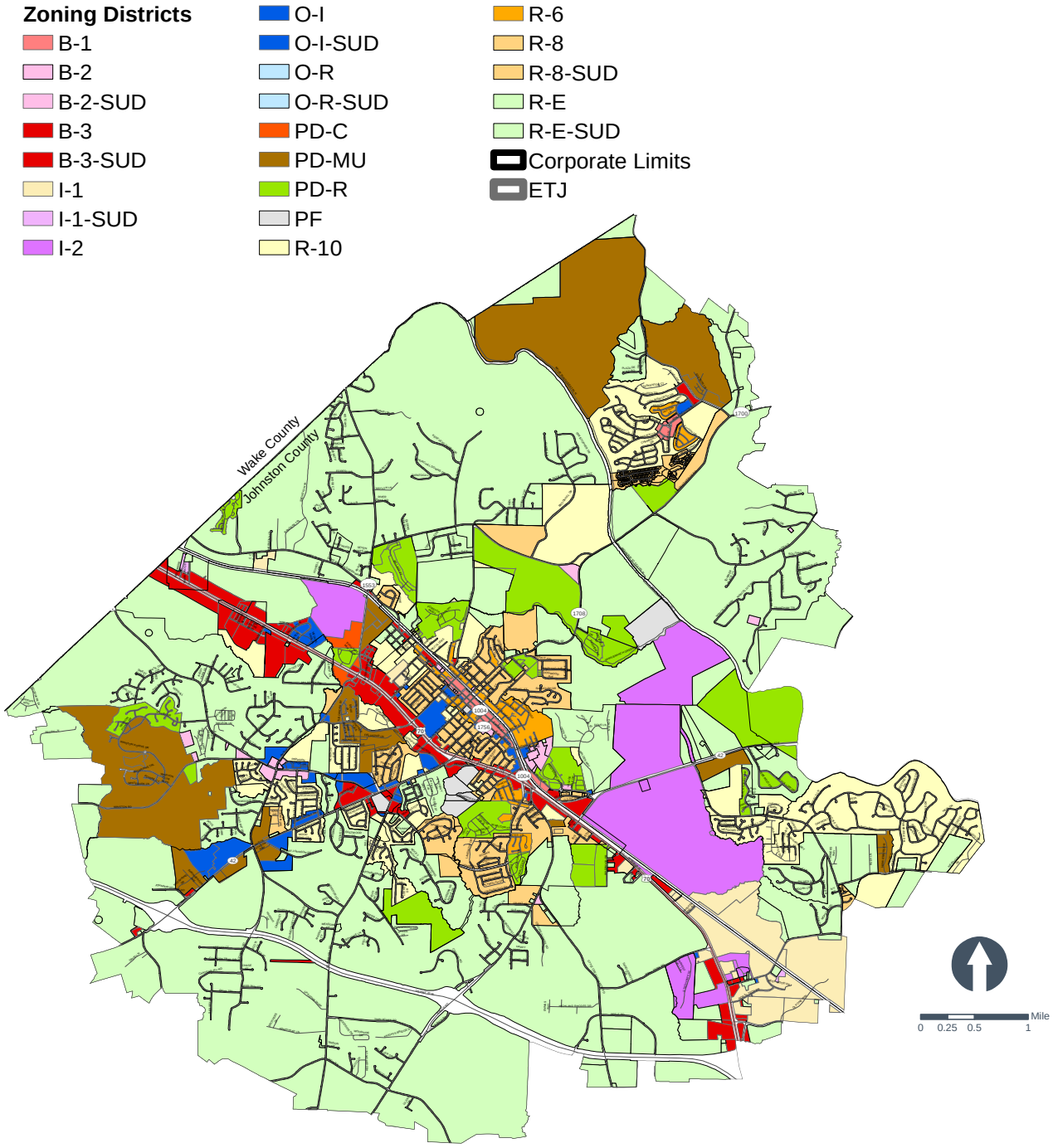
Higher-density residential zoning districts and planned mixed-use zoning districts constitute the second largest percentage of land area. Single-Family Residential districts (R-10, R-8, and R-6) are located adjacent to Downtown, along Covered Bridge Road, along Glen Laurel Road, in the Riverwood area, and southwest of Downtown along NC 42, Barber Mill Road and Amelia Church Road.

Zoning districts that allow commercial uses are primarily concentrated along US 70 Business, Downtown, and NC 42. Industrial zoning districts are primarily located along NC 42 East and in the Powhatan Road area in the vicinity of US 70 Business and US 70 bypass.

The table below includes a breakdown of zoning categories and the land area associated with each.

Zoning District	Description	Acres 2020	Percentage 2011	Percentage 2020	Change Since 2011
R-E	Residential Estate	16,480	62.49%	60%	-2.5%
R-10	Single-Family Residential-10	2,375	9.45%	9%	-0.5%
R-8	Single-Family Residential -8	1,101	4.04%	4%	-
R-6	Single-Family Residential-6	220	0.82%	1%	-
O-R	Office-Residential	.4	0.00%	<1%	-
O-I	Office-Institutional	327	0.89%	1.2%	-
B-1	Central Business	60	0.23%	<1%	-
B-2	Neighborhood Business	115	0.42%	<0.5%	-
B-3	Highway Business	335	2.41%	2.5%	-
I-1	Industrial-Light	713	1.51%	2.6%	+1%
I-2	Industrial-Heavy	1,517	5.68%	5.5%	-
PD-R	Planned Development-Residential	1,431	2.95%	5.21%	+2.3%
PD-C	Planned Development-Commercial	45	0.16%	<0.5%	-
PD-MU	Planned Development-Mixed Use	2,244	8.94%	8.2%	-0.7%
Total		27,457			

Clayton Zoning Map (2020)



Land Supply & Approved Development

To better understand the potential for future growth in the Town of Clayton study area, the project team developed an inventory of available and underutilized land based on 2019 tax parcel data. It is based on the ratio of buildings value to land value to estimate which parcels are likely to be considered for redevelopment. This inventory is collectively known as the land supply.

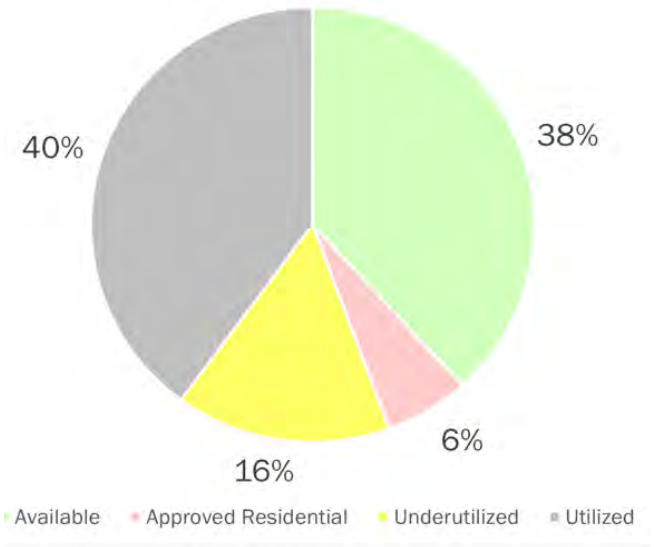
As a component of this effort, the team also collected information on protected land—areas permanently protected for recreation or conservation purposes; built land—areas not likely to experience any additional development; and pending developments—developments that have been proposed or approved and are in different stages of the permitting or construction process.

- Available land refers to land without significant structures that is currently undeveloped or used for forestry or agriculture. This accounts for 38% of the study area.
- Underutilized land refers to land that is likely to redevelop based on the ratio of building value to land value (less than 0.75.) Underutilized parcels are more likely to redevelop or accommodate additional development. It includes large parcels with one home that could be subdivided in the future and parcels that have older structures of low value on lots with high value that may lead to redevelopment opportunities. Underutilized land accounts for 16% of the study area.
- Utilized land is land unlikely to develop based on the ratio of building to land value. These parcels are unlikely to experience redevelopment and account for 40% of the land in the study area.

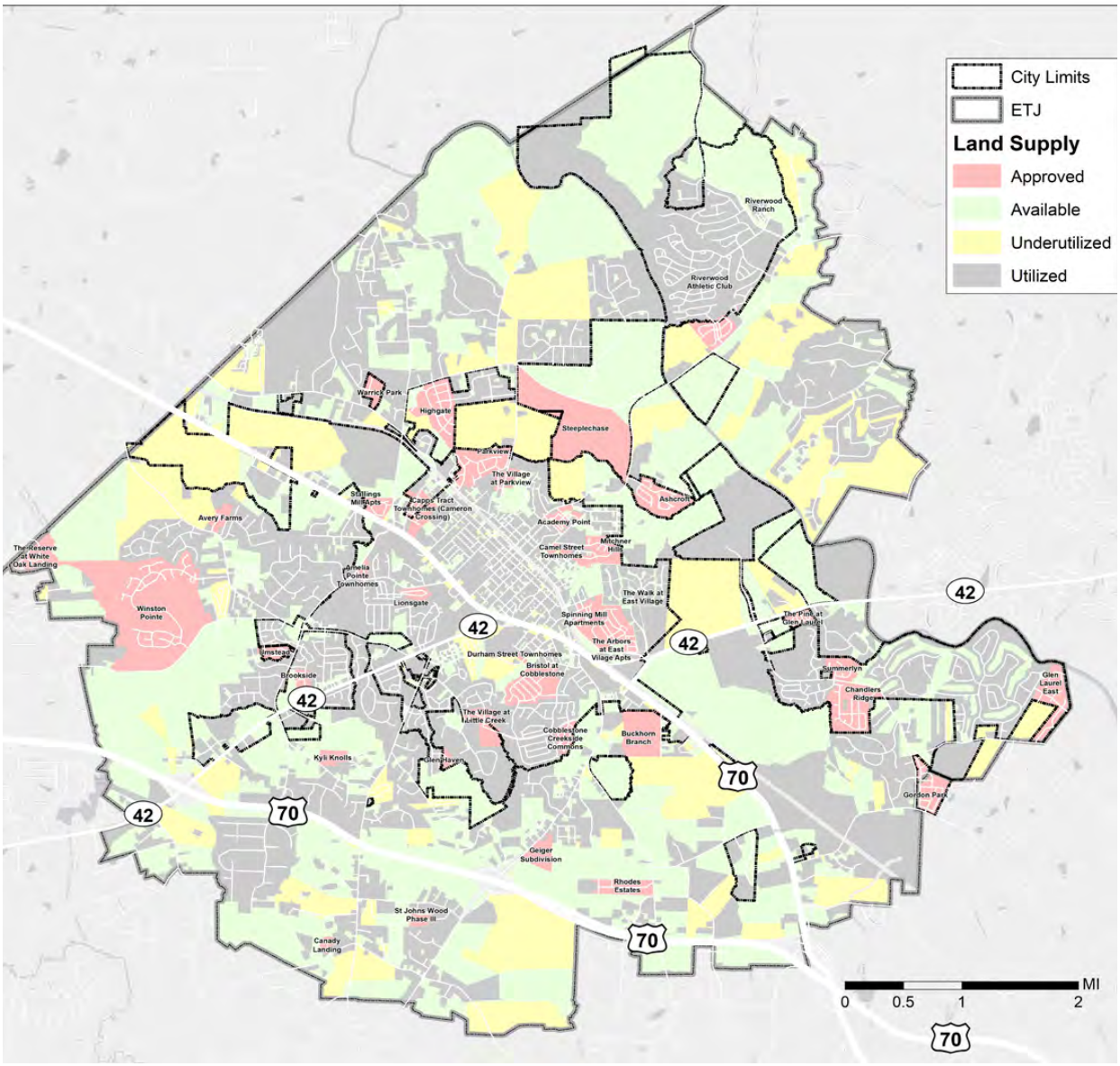
In total, 53% of land in the study area is classified as available or underutilized. Currently this land may be used for agricultural purposes, but could be developed under current regulations. Also, a portion could be difficult to develop due to required setbacks and environmental constraints (i.e., regulated stream buffers and wetlands), but the remainder could develop or redevelop in the next few decades.

In total, 6% of the total land area is part of approved or pending developments. There are roughly 6,000 housing units approved but not yet built on these properties.

Land Supply



Land Supply Map



Source: Tax parcel data and Town of Clayton

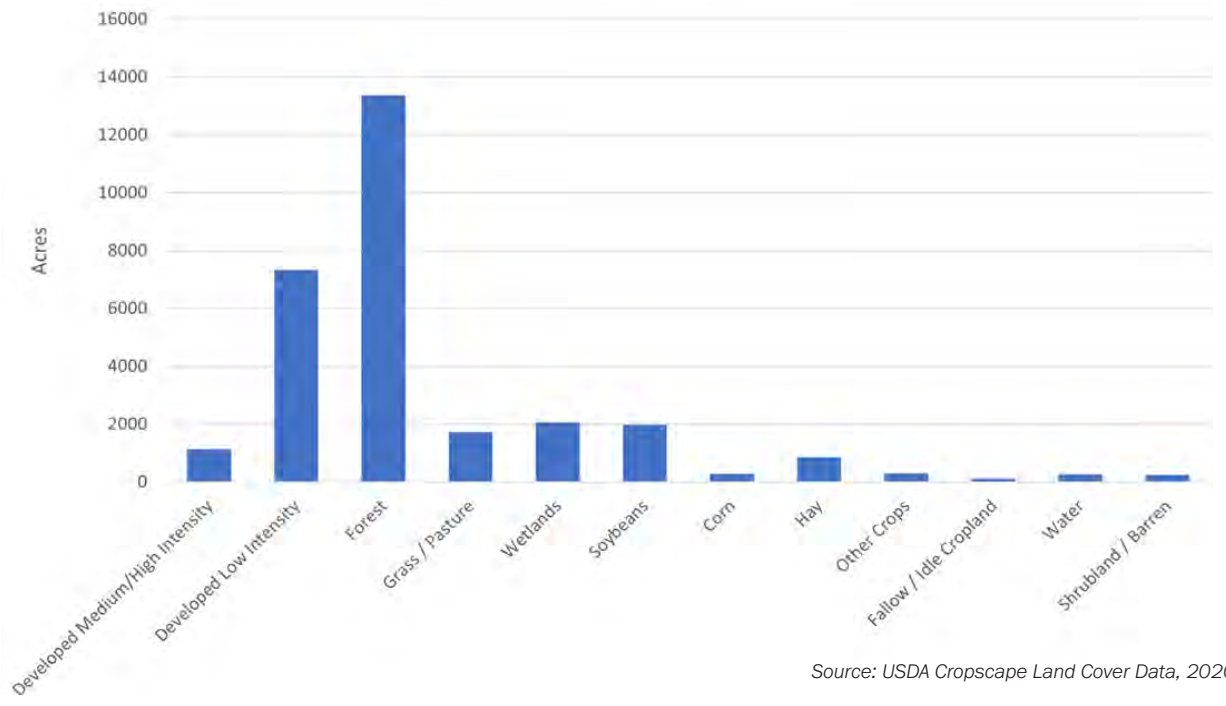
Clayton's Natural Environment

The Town of Clayton is located on the eastern edge of the Northern Outer Piedmont and the western edge of the Rolling Coastal Plain. The fall line, which passes through the Study Area (Clayton's ETJ), is the gradual transition between the low hills and ridges of the Piedmont and the gentler slopes of the Coastal Plain. West of this fall line streams with moderate gradients and gravel bottoms are predominate, whereas streams with sandy bottoms are more common east of the fall line. This is due to the underlying geology of the region. In the Piedmont the geology is comprised of older metamorphic and igneous rocks, whereas the Coastal Plain geology is comprised of younger sedimentary rocks deposited when the ocean floor covered this area three million years ago.

Land Cover

Land Cover can be defined as the "physical state of the land" and includes categories that describe "the quantity and type of surface vegetation, water and earth materials". Categories include forest, pasture, wetlands or developed. Whereas the existing land use discussion in previous sections of this report documents how people are using the land. Note that a one to one comparison of land use and land cover categories is problematic, as even though a parcel with a predominant land use of residential may have multiple land cover types on the parcel (i.e. a large parcel with a developed portion, a forested portion and an agricultural portion).

An analysis of land cover was conducted for the 2040 Growth Plan. As of that analysis 43% of the study area was forested, with large portions either developed or in agriculture. The majority of forested areas were located in riparian areas, with large patches located along Whiteoak Creek, Little Creek, the Neuse River, and along unnamed tributaries that drain to these larger streams. Clemmons Education State Forest, along Garner Road, near the Wake/ Johnston County line is also part of a large swath of forest that stretches northeast to the Neuse River and beyond. This area includes a large floodplain along Beddingfield Creek near the river and also a few large conservation easements managed by the Triangle Land Conservancy.



Source: USDA Cropscape Land Cover Data, 2020

Significant Features and Endangered Species

Clayton's close proximity to the Neuse River and location in the transition zone between the piedmont and the coastal plain have led to some areas in the Study Area to be high in biodiversity and home to unique natural communities (collections of plant and animal species). Important habitats include bottomland forests near the river, heath bluffs, riparian areas and streams.

Part of the forest along the Neuse River from Covered Bridge Road to the Wake County line has been designated as a Significant Natural Area by the North Carolina Natural Heritage Program (NCNHP). This area, called the Neuse River (Clayton) Forests site, is composed of Dry-Mesic Oak-Hickory Forest and Mesic-Mixed Hardwood Forest (Piedmont Subtype). This area includes rare, high-quality, sizable stands of these natural communities.

It is likely that there are examples of Piedmont/Coastal Plain Heath Bluff along the Neuse in the study area. This natural community is found on steep, north facing slopes and bluffs, and is marked by flora, such as Catawba rhododendron, mountain laurel and galax, which are common to higher elevation ecosystems. Other important natural communities, including Pine Flatwoods, Longleaf pine forests, and Carolina bays, may also occur in the study area.

Based on a review of the Biodiversity/Wildlife Habitat assessment conducted by the NCNHP, areas with the highest biodiversity include the forests adjacent to the Neuse River as well as the tributaries to Little Creek and Whiteoak Creek south and west of US 70 Business. Areas with the highest biodiversity near Downtown include the areas adjacent to Sam's Branch and the unnamed tributary that drains most of Downtown and travels northeast to Sam's Branch. The Parks and natural resources map shows areas with high biodiversity as well as Natural Heritage Program Natural Areas.

Many rare and endangered animals have been known to occur in Johnston County and could potentially occur in the Clayton study area. Rare aquatic species that have been documented in nearby watersheds include mussels: Dwarf wedgemussel (Federally listed as endangered), Roanoke slabshell, eastern lampmussel, and triangle floater; and fish: Least brook lamprey, Carolina madtom, Neuse River waterdog, pinewoods shiner, and Roanoke bass. Rare terrestrial species include the eastern fox squirrel, red-cockaded woodpecker, bald eagle, Swainson's warbler, Kentucky warbler, pine-barrens treefrog and the North Carolina spiny crayfish. Many other common species are present in larger patches of habitat, including game species such as wild turkey and white-tailed deer, and non-game species such as bobcat, gray fox, blue heron and osprey. In addition, two anadromous game fish have spawning areas in the study area. Every spring, American Shad and Striped Bass migrate from the Atlantic Ocean up the Neuse River and its tributaries to spawn.



Neuse River Waterdog, via NCSU School of Natural Resources

Previous Plans

Watershed Planning

The Wake-Johnston Collaborative Local Watershed Plan, and the subsequent Neuse 01 Regional Watershed Plan conducted by the NC Ecosystem Enhancement Program (EEP) in cooperation with Wake and Johnston Counties assessed the health of watersheds in the area and recommended steps to preserve and restore water quality. Included in the studies were the subwatersheds that cover the Town of Clayton. Key findings included the following:

Subwatersheds in Clayton are below the 10% impervious surface threshold (Little Creek= 6.9%, Mill Creek-Neuse River = 2.1%, Poplar Creek-Neuse River = 2.5%, Whiteoak Creek = 5.3 %), beyond which leads to significantly degraded water quality.

Subwatershed findings and recommendations include:

- Poplar Creek-Neuse River:
  - Fish consumption advisory due to Polychlorinated Biphenyls (PCBs)
  - Impaired for aquatic life due to turbidity and tremendous amounts of sedimentation
  - Need for better stormwater controls/ BMPs to offset impacts of development
  - Little Creek:
    - Impaired for aquatic life
    - Under high development pressure
    - Erosion & Sedimentation prevention should be strictly enforced
    - Need for WWTP reroute to Neuse
    - Non-point source stormwater runoff is likely cause of impairment.
  - Mill Creek-Neuse River:
    - Impaired for aquatic life due to turbidity and tremendous amounts of sedimentation
    - Need for better stormwater controls/ BMPs to offset impacts of development
  - Whiteoak Creek:
  - Supporting uses
  - 15% of streams have minimal or no forested riparian buffer.
    - All watersheds have lost forest cover between 1992 and 2006 (Little Creek = -20.7%, Mill Creek-Neuse River = - 19.2%, Poplar Creek-Neuse River = -16.6%, Whiteoak Creek = -17.7%) and have increased in impervious surface.
    - Many streams have inadequate forest cover in riparian areas (within 50 feet of streams)
    - Development effects from I-540 extension may further impact water quality
    - Buffer, stream, fish passage, as well wetland preservation, restoration, and enhancement opportunities exist in the Study area

Johnston County Natural Resource Initiative

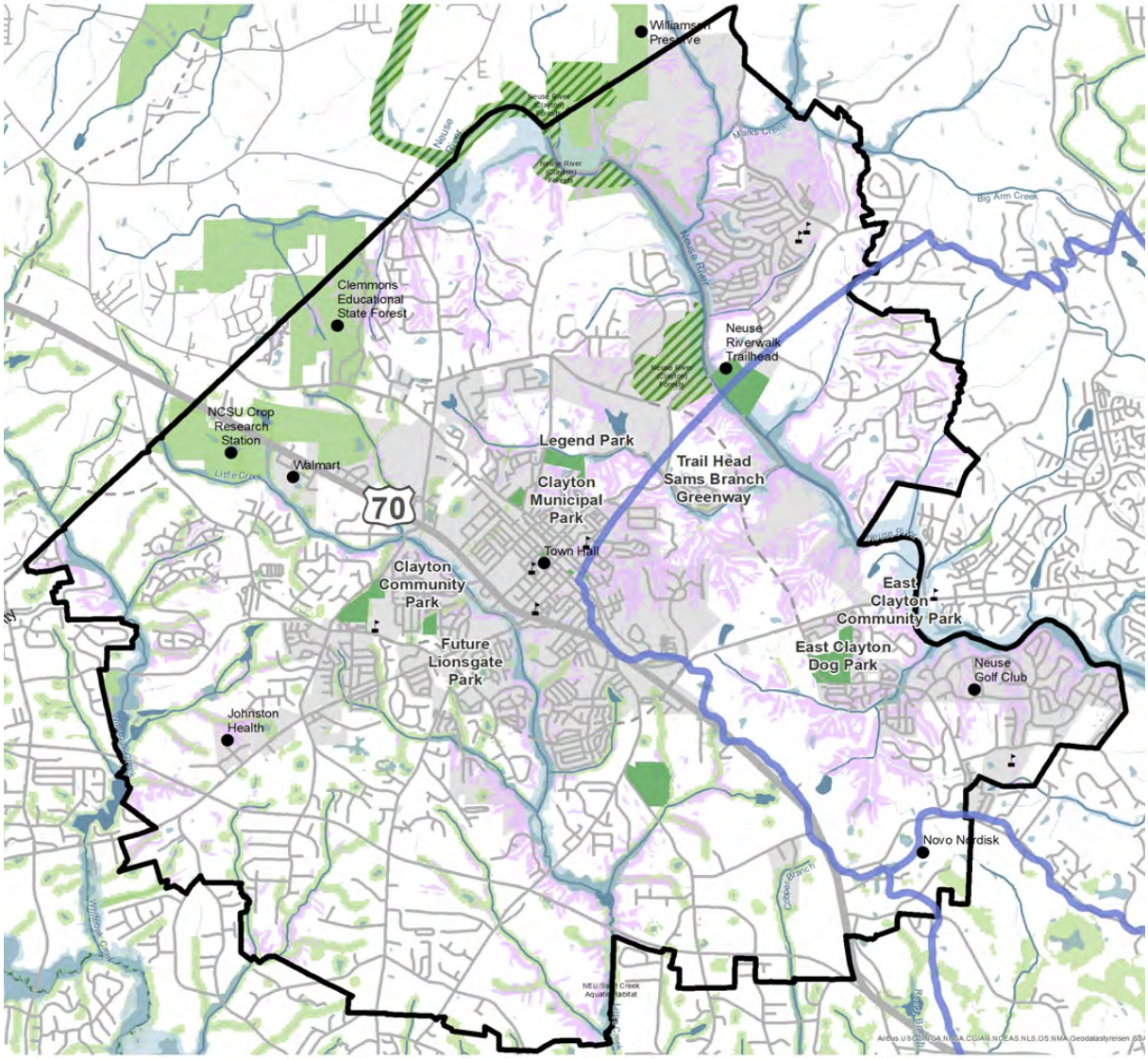
The Johnston County Natural Resource Initiative was a collaborative effort to assess the state of Johnston County's natural resources and provide direction on how to protect key features and work toward a network of green infrastructure. The effort was funded by a grant from the U.S. Department of Agriculture Forest Service (USFS) and participants included county and municipal governments, non-profits and state agencies. Key findings included:

- Population growth is a primary driver of land use change in the County.
- Water quality is declining due to increases in impervious surface and reductions in tree canopy.
- Urban forests and tree canopy provide many ecological services including filtering air pollutants, reducing stormwater runoff and erosion, improving water quality, creating wildlife habitat and increasing property values.
- Maintaining or increasing the Town of Clayton's and the Town of Smithfield's urban tree canopy and limiting impervious surface coverage (ISC) would have significant monetary benefits.

Summary of Natural Resource Issues

Overarching natural resource issues for the Town of Clayton are similar to those in growing counties around the Triangle Region. Maintaining water quality, tree canopy, and a system of open space that provides recreational opportunities while protecting biodiversity, is critical to quality of life, environmental health, and economic health. Many people move to Clayton because it has the amenities of a growing Downtown as well as a development pattern that provides more "elbow" room than other competing towns. The Town is blessed by its proximity to the Neuse River and has potential to leverage the river as an amenity for local residents, as well as for recreational tourism. The Mountains to Sea trail and East Coast Greenway along the Neuse River could be complimented by connections to Downtown and natural areas and draw visitors from near and far. Maintaining the distinction between a "town" atmosphere in Downtown Clayton and other more developed centers of activity, while preserving open space and healthy interconnected ecosystems, through well- designed development in more suburban and rural areas, will be important to maintaining the qualities that attract new residents and visitors.

Parks and Natural Resources Map



Clayton's Transportation System

Since completion of the 2008 Strategic Growth Plan, a number of improvements have been made to Clayton's transportation network. This includes the completion of the US 70 Bypass; the widening of NC 42 East from US 70 Business to Glen Laurel Road; and the construction of the Front Street Extension. In addition the Clayton Riverwalk and Sam's Branch Greenway have added 6.8 miles of greenway. Additional multi-use trails along Front Street and in private developments have added 2 miles of trails to the network.

As Clayton continues to grow, the Town will need to continue to pursue funding for transportation projects in order to address congestion issues at key intersections, improve connectivity and mobility issues, and provide options for multiple modes of travel.

Major Roadways

Clayton is bisected by US 70 Business. This four-lane, divided facility is the work horse of Clayton's roadway network. US 70 Business carries 37,500 cars per day (down from 45,000 in 2008). The US 70 Bypass, also known as the Clayton Bypass, is a four-lane freeway south of the Town that was constructed in 2008 and draws regional travel (on the order of 35,500 cars per day). Other major roadways include NC 42, which connects the US 70 Bypass to Downtown, US 70, and continues to the City of Wilson, NC; Main Street/Old Garner Road, which parallels US 70 and connects Downtown Clayton to Garner; Guy Road, which serves as a primary east-west arterial on the south side of Clayton; Shotwell Road, which serves as a major route into Wake County; Amelia Church Road, which connects US 70 Business to Shotwell Road and NC 42; Covered Bridge Road, which connects Riverwood, Prichard Road and Archer's Lodge to O'Neil Street and Downtown Clayton; and Pritchard Road, which turns into Smithfield Road in Wake County and provides a route from North Clayton to the US 64 Bypass. Key statistics for these and other major roadways are included in the table below.

Commuting Patterns

Building on the data in the Employment Inflow/Outflow section, a look at changes in commute patterns indicate that there are more people that are employed in the study area and live elsewhere than in 2014. A reduction in those outcommuting has occurred. Many workers commute to Raleigh. Other major commuting destinations include Smithfield, Cary, RTP, Garner, Wilson, Rocky Mount, and Goldsboro.

Commuting Patterns 2014

- 9,059 employed in Clayton area, live outside
- 17,488 live in Clayton area, employed outside
  - 2,125 employed in Clayton area, live in Clayton area

Commuting Patterns 2018

- 11,566 employed in Clayton area, live outside
- 14,415 live in Clayton area, employed outside
  - 1,410 employed in Clayton area, live in Clayton area

Planned Projects

Roadways

Transportation planning in Clayton is conducted by the Town in cooperation with the Capital Area Metropolitan Planning Organization (CAMPO) and the North Carolina Department of Transportation's (NCDOT) Transportation Planning Branch. In the past few years there have been a number of planning efforts that have sought to improve mobility in the Town of Clayton. The Comprehensive Transportation Plan (CTP) serves as the regional multi-modal transportation vision plan. CAMPO produces a Metropolitan Transportation Plan (MTP) that identifies funded projects with a 30 year time horizon. Projects that score well in a statewide prioritization process get funded in the State Transportation Improvement Program (STIP).

Average Daily Traffic Map



Draft State Transportation Improvement Program (STIP) 2020-2029

The Capital Area MPO 2045 Metropolitan Transportation Plan (MTP) includes a number of roadway improvements, off-road bicycle projects and on-road bicycle improvements in the study area. There are a number of projects funded in the 2025, 2035 and 2045 horizon years. Note that these horizon years are not reflective of demand, but an anticipated time frame when funds would be available. Many of these project are funded in the most recent draft STIP. Projects considered funded in the CAMPO 2045 MTP in 2025 and 2035 include the following highway projects:

- 2025
  - NC 42 East Widening, 2-4 lanes (Glen Laurel Rd to Buffalo Rd)
  - Ranch Road Extension (New Location South of US 70 Business to Ranch Road)
  - NC 540 (west of I-40)
- 2035
  - NC 42 West Widening, 2-4 lanes (Amelia Church Rd to I-40)
  - NC 540 (I-40 South to US 64 Bypass)
  - I-40 Managed Lanes and Widening
  - Shortwell Road Widening (Main Street to Old Baucom Rd)
  - East Garner Road Widening, 2-4 lanes (Rock Quarry Rd to Shotwell Rd)
  - US 70 Widening, 4-6 lanes (I-40 to NC 42)
  - NC 42 Widening, 2-4 lanes (John Adams Rd to I-40)
  - White Oak-Guy Rd Connector (White Oak Rd to Guy Rd)
  - North Connector (2 lanes, NC 42 East to Covered Bridge Road)

Draft State Transportation Improvement Program (STIP) 2015-2025

TIP ID	PROJECT NAME	DESCRIPTION	COST (MILLIONS)	RIGHT OF WAY YEAR	CONSTRUCT. YEAR
R-3825B	NC 42 EAST WIDENING	GLEN LAUREL ROAD TO BUFFALOE RD	$44,400	COMPLETE	UNDER CONSTRUCTION
R-3410	NC 42 WEST WIDENING	NC 50 TO US 70 BUSINESS WIDENING	$76,059	2027	2029
U-6223	EXTENSION OF RANCH RD	US 70 BUSINESS/NC 42 TO RANCH RD	$8,419	2021	2022
U-5943	CLAYTON SIGNAL SYSTEM	UPGRADE SIGNAL SYSTEM	$2,205	2023	2025
R-2829	FUTURE NC-540	EASTERN WAKE FREEWAY / TRIANGLE EXPRESSWAY SOUTHEAST EXTENSION (RALEIGH OUTER LOOP), I-40 TO US 64 / US 264 BYPASS. FREEWAY ON NEW LOCATION.	$652,900	2025	2026
EB-6016	NC 42 GREENWAY	FROM EAST FRONT STREET TO GLEN LAUREL RD	$1,510	2027	2028
EB-6017	NC 42 GREENWAY FROM FOX RIDGE RD TO NEUSE RIVER BRIDGE	FROM FOX RIDGE RD TO NEUSE RIVER BRIDGE	$497		2028
P-5743	NS/NCRR RAIL LINE	CONSTRUCT GRADE SEPARATION AT SR 1553 (SHOTWELL ROAD). CLOSE EXISTING AT-GRADE CROSSING IN CLAYTON.	$14,100	2027	2029
TO-6166	BUS RAPID TRANSIT SERVICE	BUS RAPID TRANSIT SERVICE, MORRISVILLE TO CLAYTON. CONSTRUCT INFRASTRUCTURE, PURCHASE VEHICLES, AND ESTABLISH SERVICE.	$115,001	2025	2028

CAMPO 2040 Metropolitan Transportation Plan Roadway Projects

The current Johnston County Comprehensive Transportation Plan (CTP) which includes the study area was adopted by the Town on October 3, 2011 and subsequently by CAMPO and NCDOT. It includes long-term highway, transit, bicycle and pedestrian recommendations. These recommendations are mostly unfunded and are limited to major facilities.

The roadway element recommends a number of roads to be improved to a boulevard section, which typically includes a four-lane, median-divided facility. These recommendations suggest improvements to the following:

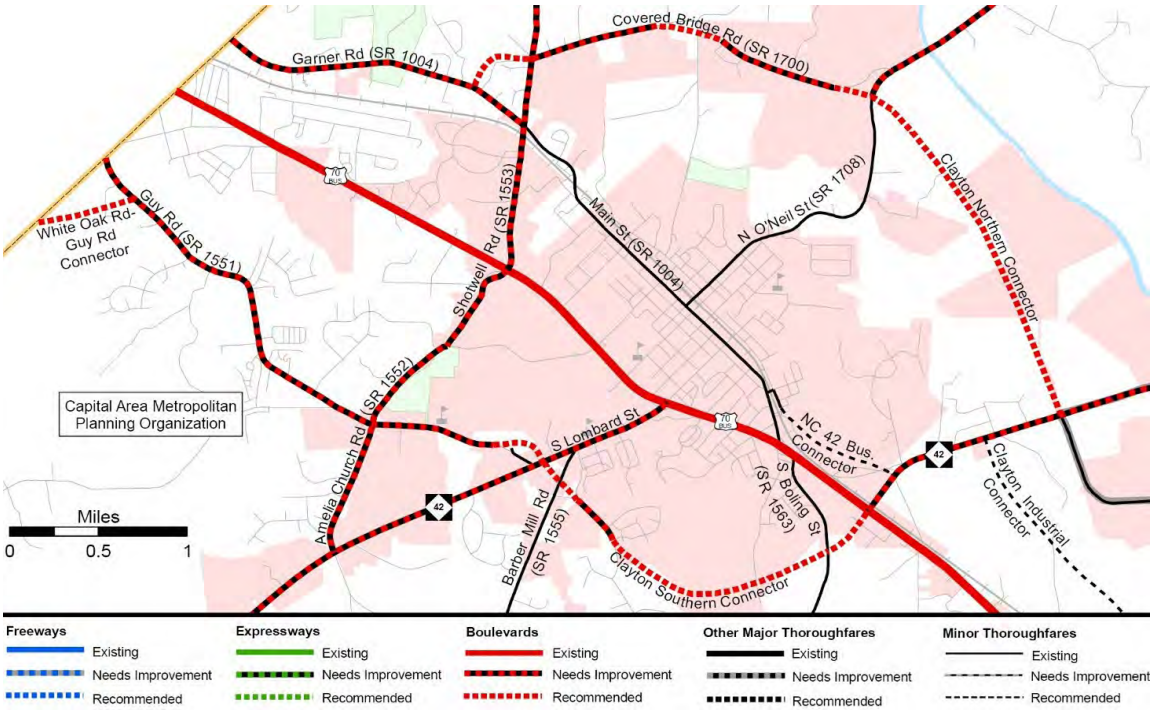
- Garner Road (Wake County line to Shotwell Road)
- Portions of Covered Bridge Road

Johnston County CTP Highway Element (Clayton Inset)

- Lombard Street (south of US 70 Business)
- Guy Road (Wake County line to realignment near South Lombard Street)
- NC 42 (Throughout Clayton's Study area)
- Amelia Church Road (US 70 Business to South Lombard Street)
- Shotwell Road (US 70 Business to Wake County line)

The following are new location roadways that are also included in the plan:

- Clayton Northern Connector (Covered Bridge Road to NC 42 East)
- Clayton Industrial Connector (NC 42 East to Powhatan Road)
- Clayton Southern Connector (Guy Road Realignment to US 70 Business/NC 42)
- White Oak Road Connector (White Oak Road in Wake County to Guy Road)



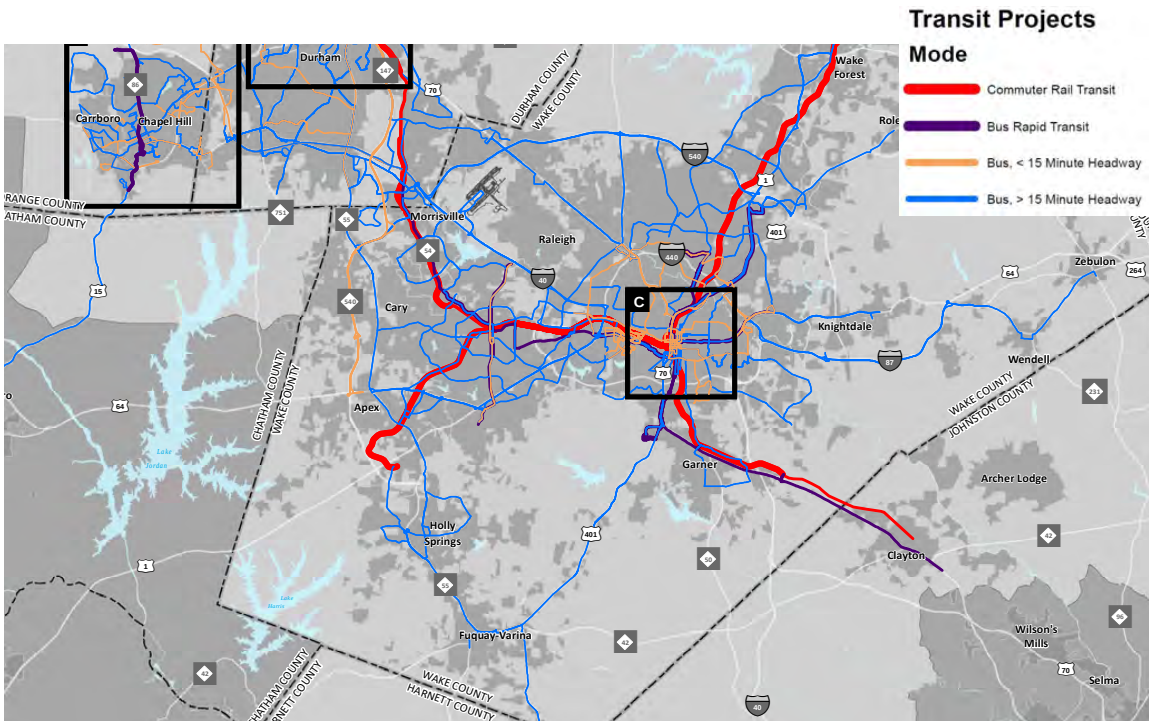
Public Transportation and Rail

Long range plans envision a graduated approach to transit service in the Town. The first phase would include an express bus route from Downtown Raleigh to Downtown Clayton. This express bus service would likely be similar to the express route on the US 64 corridor north of the study area that currently serves Knightdale, Wendell, and Zebulon. There are also plans in the 2045 Metropolitan Transportation Plan (MTP) from the Capital Area MPO for Bus Rapid Transit and Commuter Rail Transit to Clayton.

Fixed guideway (rail) service between Raleigh and Clayton would utilize the rail corridor currently owned by North Carolina Railroad and operated by Norfolk Southern. Freight trains utilize the rail corridor daily.

This commuter rail service was first examined during the EastTrans study, undertaken by the CAMPO. This effort considered the feasibility of commuter rail between Raleigh and towns along the Norfolk Southern rail line to the east. Knightdale, Wendell, and Zebulon, and along the North Carolina Railroad rail line to the southeast, including Garner, Clayton, Smithfield, Selma, and Goldsboro. Details for this service are still being studied, but if supported locally and planned for, future service could provide additional commuting and travel options for residents as well as have a potential impact on the type of development possible near Downtown areas and other stations along the corridor. The map below shows the potential transit service.

Adopted Transit Routes from the CAMPO 2045 MTP



Planned Connections

Long range improvements are outlined in the 2013 Parks and Recreation Plan, the Johnston County Comprehensive Transportation Plan, the Town of Clayton Comprehensive Bicycle Plan and the 2040 Growth Plan. The 2013 Parks and Recreation Plan outlines proposed greenways. The CTP recommends improving on-road conditions for cyclists on a number of major roads through the Town. It also includes multi-use path recommendations that mirror those included in other Town planning documents. A pedestrian plan for the town is currently underway. Recent accomplishments include the completion of the Sam's Branch Greenway into Downtown from the Neuse River Greenway. The Town of Clayton is one of the few towns that lie along the East Coast Greenway and the Mountains to Sea Trail. This presents an opportunity for the town to be a hub for outdoor recreation and take advantage of regional tourism.

Planned route for the Mountains to Sea Trail and East Coast Greenway



Clayton's Parks System

Clayton aims to be the "The Premier Community for Activie Families". Previous planning efforts emphasize parks and recreation as an integral asset to the town. The Parks and Recreation Comprehensive Plan Update from 2013 inventories existing facilities and identifies improvements for access, accessibility, economic functions, and awareness of the parks and recreation offerings of the town. It also contained an ambitious catalogue of desired land acquisitions for parks space and greenway connections. Recent accomplishments and projects underway include:

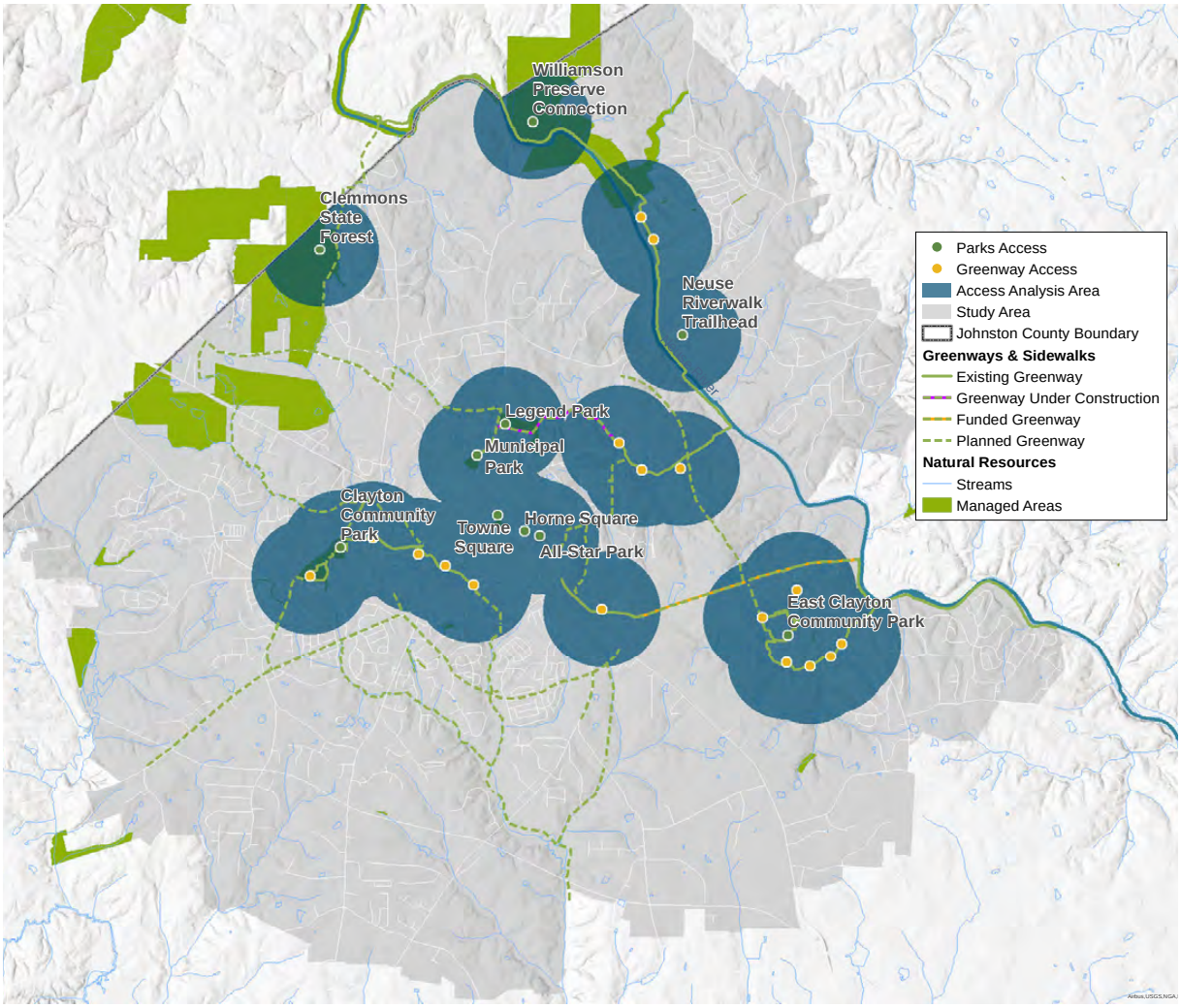
- $18 Million Parks Bond passed in 2019. Funds have been earmarked for improvements to a number of parks including Municipal Park, East Clayton Community Park (including the new Harmony Playground), Clayton Community Park, the Community Center, All-Star Park, Town Square and Horne Square. The bond also includes funds for mountain bike trails.
- The Sam's Branch Greenway Extension was recently completed. This section of greenway connects the Sam's Branch Greenway Trailhead near O'Neil Street with Legend Park and eventually will connect to Municipal Park and Downtown Clayton.
- The newly opened Williamson Preserve, a Triangle Land Conservancy property, along the Neuse River north of town is a great amenity and town owned land nearby is planned to have hiking and biking trails
- Harmoney playground is now open. It is one of the first universal access playgrounds in the areas.

There are 145 acres of town owned land in existing parks and 10 miles of greenway in the study area. A parks and greenways level of service analysis was conducted to determine areas served by existing parks and those areas that are underserved. The analysis showed that 39% of the population in the Clayton ETJ has access to a park or public greenway trailhead within 1/2 mile. This analysis was utilized to develop park search areas shown in the Parks and Natural Resources chapter of the Growth Plan.

Parks Access Analysis

	Population 2020	Median HHI 2020	Minority Population	Median Age	Poverty Rate	Population over 65 years
Clayton Study Area	36,923	$66,173	36.0%	34.4	8.5%	12.6%
Parks Access Analysis Area	14,457	$61,503	39.1%	37.8	9.9%	13.5%

Parks and Greenways Level of Service



Clayton's Utilities, Services, and Facilities

The Town owns and operates an electric distribution system, a water distribution system, and a wastewater treatment facility, in addition to providing solid waste service to single-family residents. In recent years, significant investments have been made to ensure that infrastructure keeps pace with growth. Growth projections indicate that additional planning and capital investments will be necessary to continue to adequately serve current and future residents and businesses. Recent development of significant areas on the north side of Town have led to the construction of a new North side electric substation, recent interconnects with the City of Raleigh sewer system and investment in a new wastewater treatment plant. Additionally, as the utility demand expands it will be essential to continue to work with Johnston County to ensure adequate water supply and maintain adequate water storage. Consolidating pump stations to maximize efficiency and identifying opportunities for water reuse will also be important to the future of Clayton's utility systems.

Water and Sewer System Statistics

STATISTIC	2008	2013	2020
Population Served (Water)	16,096	17,635	27,495
Water Meter Connections	5,693	6,275	9,224
Length of Water Distribution Lines (Miles)	104	112	142
Water Storage Capacity (MGD)	0.8	1.8	1.8
Average Daily Water Use (MGD)	2.298	2.229	3.43
Average Annual Daily Wastewater Discharge (MGD)	1.504	1.721	1.635

Electric

The Town of Clayton is a Public Power Community. As a member of the North Carolina Eastern Municipal Power Agency (NCEMPA), the Town owns a portion of power generating units operated Duke Energy and provides electricity to citizens in the Town's service area. Duke Power also provides power and maintains street lights in a portion of the Study area. Operators estimate 80% of the Town is served by Clayton Public Power, with Duke serving the rest. The Town added a major substation in 2016 with a 50 MW capacity to serve new growth on the north side of Town.

Water

The Town's water system includes 136 miles of distribution lines and currently serves 23,229 people. A third water tank was constructed in October of 2013, raising the Town's storage capacity to 1.8 million gallons. Average daily water use fluctuates based on seasonal variations, but ranges from 3.3 MGD in December to 4.8 MGD in March. Industrial land uses constitute the largest consumers of water in the Town, followed by residential.

Water is purchased from Johnston County Utilities; however, there are additional connections to Smithfield, Harnett County and the City of Raleigh water systems that can be activated if demand exceeds capacity of the Johnston County water treatment plant, located on the Neuse River in Wilson Mills. The Town also has an agreement with Johnston County that will enable the purchase of additional water as needed.

Interviews during the project showed that water and sewer facilities would need improvements in order to support significant growth in different areas of town, including downtown.

Wastewater

The Town's primary wastewater treatment has undergone two expansions, but is nearly at capacity and cannot be expanded. Currently the Little Creek Water Reclamation Facility is permitted to accept up to 2.5 MGD. The Town is currently in the process of building a new wastewater treatment plant along the Neuse River. The facility will have a

capacity of 6 MGD.

Average daily flow collected in the Town's system is 1.635 MGD. Inter-local agreements exist with Johnston County and the City of Raleigh for wastewater treatment that provide additional capacity. The Town has an agreement with Johnston County for 1.4 MGD of capacity at the Smithfield WWTP and with the City of Raleigh for 1 MGD of capacity at their WWTP northwest of Clayton in Wake County. The Town currently utilizes 0.951 MGD of the permitted capacity at the County-owned facility and 0.347 of the capacity at the City of Raleigh-owned treatment plant. This connection will be constructed in 2015 using USDA Rural Development Grant funds.

Currently the Town maintains 37 pump stations. The Town is currently studying the benefits of constructing regional pump stations that could result in a more efficient transmission system and open new areas for growth.

Emergency Management

Fire

The Fire Department currently serves 53+ square miles of the Town and those living in the Claytex Fire District from two stations, with a total population approaching 40,000. The Town has agreements with Archer's Lodge, Cleveland, Wilson Mills and Garner to assist in providing service to certain areas within Clayton's jurisdiction. The Department is on track to answer 3,000 calls in 2021, which is up from the 800 calls annually in the previous plan. The Clayton/Claytex Fire District has various vulnerabilities within it, including but not limited to industrial buildings, the Neuse River, train tracks, and continuous residential and commercial development. Each of these vulnerabilities require specialty rescue training and equipment in the event of an emergency.

Stakeholders representing the Fire Department discussed the need for additional personnel in the short-term, and additional stations and a training facility to keep up with increasing demand. Stakeholders noted that demand is increasing on 42 West near the hospital, on the north side near Riverwood, and the bypass area. Connector roads are needed to make these areas more accessible. The Department's insurance rating is affected by the response time it take to get to the outer limits of the service area. The distance is not particularly far, but traffic impedes the trucks during calls. Future growth in the north, south and west areas of town will significantly impact service demand.

Police

The Clayton Police Department operates out of one central facility, the Clayton Law Enforcement Center. The Department received approximately 28,653 calls in 2020; the majority of these calls were traffic-related incidents. According to the Clayton Police Department Annual Report:

- The number of violent crimes reported decreased by two from 2019. Robbery offenses decreased by 50% from 8 reported instances to 4.
- The number of Property Crimes increased by 100 incidents. This increase is primarily due to an increase in larceny from 431 incidents in 2019 to 516 incidents in 2020.
- In 2020, officers of the Clayton Police Department investigated 878 traffic accidents, which in an 11.85% decrease from 2019. During interviews, police representatives estimated that all of the top 10 crash sites in the Clayton are along 70 business.

During stakeholder interviews, police representatives mentioned that they will need to add personnel in the future to keep up with increasing demand. The department currently has the same number of patrol officers that they had 15 years ago despite a population increase of about 15,000 people during the same period. A study is

currently being done, and until official numbers are released, representatives estimated that the force could use an additional five to ten personnel.

Stormwater

Johnston County has implemented Stormwater and Erosion Control programs on behalf of the Town of Clayton since 2008 and 2014, respectively. With the tremendous amount of development occurring within the Town Limits and the ETJ, The Town recognized the need for the Stormwater and Erosion Control programs to be administered by Town staff. The Town of Clayton Stormwater Ordinance and the Town of Clayton Soil Erosion and Sedimentation Control Ordinance became effective January 1, 2021.

The purpose of the Stormwater Program is to protect, maintain and enhance the public health, safety, environment and general welfare by establishing minimum requirements and procedures to control the adverse effects of increased post-development stormwater runoff and nonpoint and point source pollution associated with new development and redevelopment. It has been determined that proper management of construction- related and post-development stormwater runoff will minimize damage to public and private property and infrastructure; safeguard the public health, safety, and general welfare; and protect water and aquatic resources.

The purpose of the Erosion Control Program is to regulate certain land-disturbing activities to control accelerated erosion and sedimentation in order to prevent the pollution of water and other damage to lakes, watercourses, and other public and private property by sedimentation.



Schools

The Johnston County School System operates 8 facilities in Clayton, accounting for approximately 20% of the 36,112 students in the Johnston County school system. The following table provides additional details on the type and enrollment statuses of these schools.

Clayton Existing School Facilities

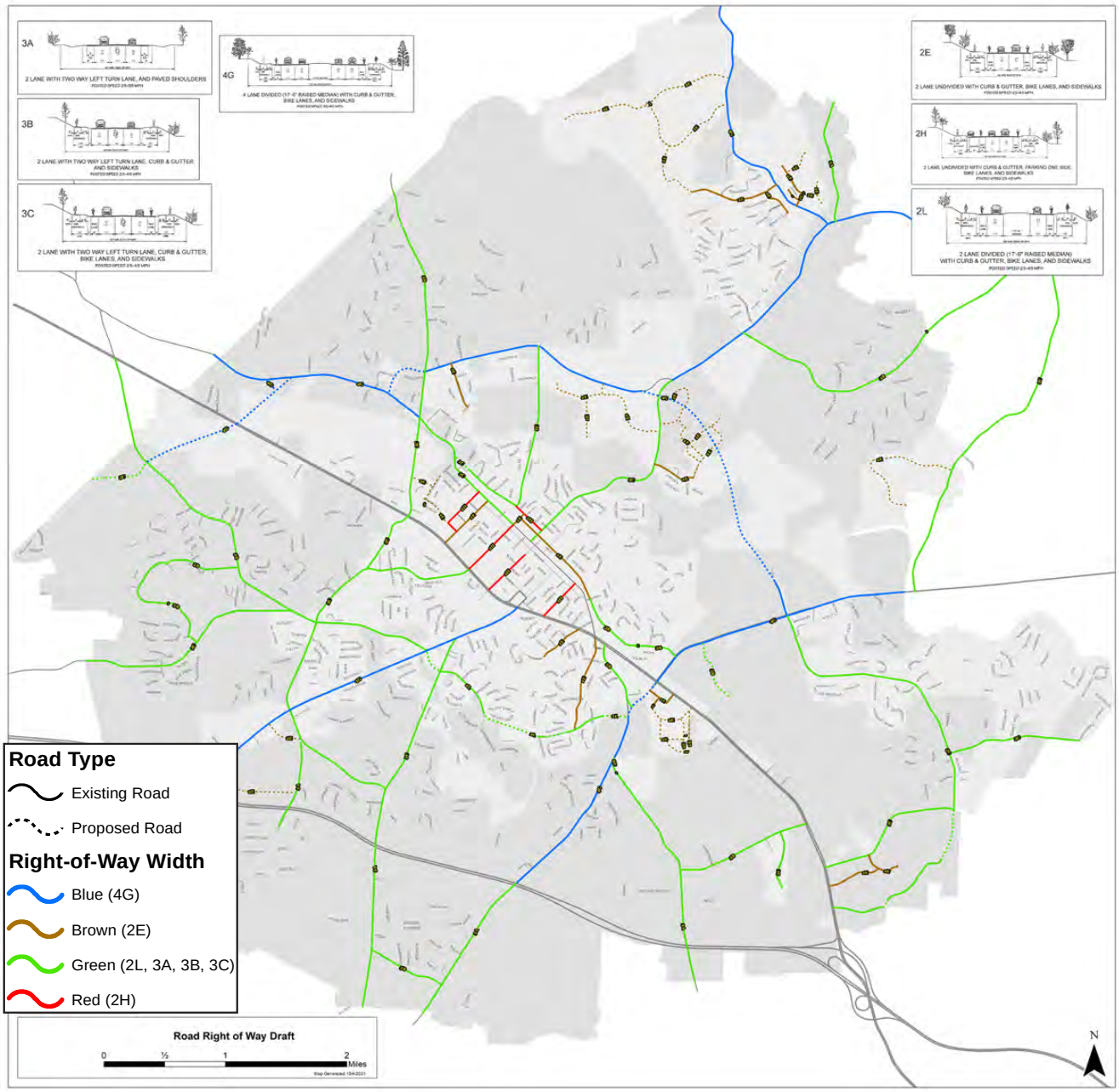
School	2013-2014 Enrollment	2021-2022 Enrollment	Capacity
Cooper Academy	600	650	500
East Clayton Elementary	568	612	740
Powhatan Elementary	589	650	886
Riverwood Elementary	851	840	886
West Clayton Elementary	956	850	900
Clayton Middle	794	575	750
Riverwood Middle	1,164	1,270	1,186
Clayton High	1,500	2,050	2,000
Total:	7,022	7,497	

Johnston County Schools projects continued enrollment growth through 2028. To ensure quality instruction, this means that certain schools will be capped to prevent overcrowding. Capped schools will continue to enroll students who live within the attendance area, but may not accept students who live outside of the attendance area. In addition to the existing facilities, one middle school (Powhatan) is planned to accommodate existing and forecasted growth in the western part of Johnston County.

During interviews, school representatives expressed that school capacity is not keeping pace with demand, as evidenced by the enrollment numbers in the chart above.

Roadway System

Roadway System Map



Future Right of Way and Cross Section Table (1 of 4)

Road Segment	Current condition	Current ROW	ROW	Preferred State	Cross section	Map color
Old US 70 - County line to Shotwell	2 lane (45 MPH)	60'	110'	4 lane median w/ bike, sidewalk, C&G	4G	Blue
Main St - Shotwell Rd to Robertson Rd	2 lane (35-45 MPH)	60', 50' after Moore St	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Stallings St - Main St (new extesion) to City Rd	Undeveloped/2 lane (35-45 MPH)	60'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Stallings St - City Rd to O'Neil St	2 lane (25-35 MPH)	60'	75'	2 lane w/ parking (one-side), sidewalk, C&G	2H	Red
West Gateway (new) - Old US 70 to Guy Rd	Undeveloped	0'	110'	4 lane w/ bike, sidewalk, C&G	4G	Blue
White Oak Rd/Guy Rd Connector	Undeveloped	0'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Shotwell Rd - County line to Covered Bridge Rd	2 lane (45 MPH)	60'	80'	2 lane w/ center left, sidewalk, C&G	3B	Green
Shotwell Rd - Covered Bridge Rd to Amelia Church Rd	2 lane w/ various left/ right turns (35-45 MPH)	60-80'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
CBR Ext (new) - Shotwell to Old US 70	Undeveloped	0'	110'	4 lane median w/ bike, sidewalk, C&G	4G	Blue
City Rd - Covered Bridge Rd to Stallings	2 lane (45 MPH)	60'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
S Moore St - Main St to BUS 70	2 lane (25 MPH)	42-60'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Atkinson St - Main St to S Moore St	2 lane (25 MPH)	50-60'	75'	2 lane w/ parking (one-side), sidewalk, C&G	2H	Red
Robertson St - Main St to BUS 70	2 lane (35 MPH)	50'	75'	2 lane w/ parking (one-side), sidewalk, C&G	2H	Red
Robertson St - Main St to Stallings St	2 lane (25 MPH)	50'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Fayetteville St - BUS 70 to Horne St	2 lane (25 MPH)	60'	75'	2 lane w/ parking (one-side), sidewalk, C&G	2H	Red
Front St - Central St to Robertson St	2 lane (25-35 MPH)	50'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Front St Ext - Central St to NC 42 E	2 lane w/ some MUP (35 MPH)	60'	80'	2 lane w/ center left, sidewalk, C&G	3B	Green
Smith St - BUS 70 to Main St	2 lane (25 MPH)	50'	75'	2 lane w/ parking (one-side), sidewalk, C&G	2H	Red

Future Right of Way and Cross Section Table (2 of 4)

Road Segment	Current condition	Current ROW	ROW	Preferred State	Cross section	Map color
Pritchard Rd - County line to Covered Bridge Rd	2-5 lanes w/ various left/ right turns (45 MPH)	60-100' (est)	110'	4 lane median w/ bike, sidewalk, C&G	4G	Blue
Loop Rd - CBR to CBR	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	80'	2 lane w/ center left, sidewalk, C&G	3B	Green
Medlin Rd - Country line to Covered Bridge Rd	2 lane (45 MPH)	60' (est)	80'	2 lane w/ center left	3A	Green
Covered Bridge Rd - Archer Lodge to Northern Connector	2 lane w/ various left/ right turns (45-55 MPH)	60-80'	110'	4 lane w/ bike, sidewalk, C&G	4G	Blue
Collinsworth Dr - Athletic Club Blvd to Waterfield Dr	2 lane (25 MPH)	50'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Waterfield Dr - Collingsworth Dr to Swann Trail	2 lane (25 MPH)	50'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Swann Trail - Pritchard Rd to Waterfield Dr (see note)	2 lane (25 MPH)	50'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Riverwood Ranch Blvd - Pritchard Rd to Stetson Ln/future RWR roads	2 lane (25 MPH)	50'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
N O'Neil Rd - Northern Connector to Main St	2 lane w/ various left/ right turns (25-55 MPH)	60'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Northern Connector - Covered Bridge Rd to NC 42E	Undeveloped, 2 lane	0', 180' CAT to NC 42E	110'	4 lane median w/ bike, sidewalk, C&G	4G	Blue
Castleberry Rd - NC 42E to Covered Bridge Rd	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Glen Laurel Rd - NC 42E to Powhatan Rd	2-5 lanes w/ various left/ right turns (45 MPH)	60'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Glen Laurel Rd Ext (new) - Powhatan Rd to GLP One/Gordon Rd/ BUS 70	2 lane w/ various left/ right turns (45-55 MPH)	0', 80-150' (est)	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Vinson Rd - Glen Laurel Rd to Heathgreen Dr/ ETJ boundary	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green

Future Right of Way and Cross Section Table (3 of 4)

Road Segment	Current condition	Current ROW	ROW	Preferred State	Cross section	Map color
Powhatan Rd - BUS 70 to ETJ Boundary	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Pony Farm Rd - BUS 70 to Little Creek Church Rd	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	80'	2 lane w/ center left, sidewalk, C&G	3B	Green
Little Creek Church Rd - Ranch Rd to Pony Farm Rd	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	80'	2 lane w/ center left, sidewalk, C&G	3B	Green
Little Creek Chruch Rd - Pony Farm Rd to ETJ Boundary	2 lane (45 MPH)	60' (est)	80'	2 lane w/ center left	3A	Green
Ranch Rd - BUS 70 to US 70/I-42 interchange	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	110'	4 lane median w/ bike, sidewalk, C&G	4G	Blue
Ranch Rd - US 70/I-42 interchange to ETJ Boundary	2 lane w/ various left/ right turns (45-55 MPH)	60'	80'	2 lane w/ center left	3A	Green
Southern Connector (new) - Ranch Rd to Barber Mill Rd	Undeveloped, 2 lane w/ various left/right turns (25-45 MPH)	60' (Dairy Rd), 100'	80'	2 lane median w/ bike, sidewalk, C&G	2L	Green
Guy Rd - Barber Mill Rd (incl ext) to BUS 70	2 lane w/ various left/ right turns (45-55 MPH)	60'	80'	2 lane w/ center left, sidewalk, C&G	3B	Green
NC42 W - BUS 70 to ETJ Boundary	2 lane (35-45 MPH)	100'	110'	4 lane w/ bike, sidewalk, C&G	4G	Blue
Amelia Church Rd - BUS 70 to Barbour Mill Rd	2-5 lanes w/ various left/ right turns (45 MPH)	60'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Barbour Mill Rd - NC 42W to Amelia Church Rd	2-5 lanes w/ various left/ right turns (45 MPH)	60-90'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Barbour Mill Rd - Amelia Church Rd to ETJ Boundary	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	80'	2 lane w/ center left	3A	Green
Corbett Rd - Amelia Church Rd to Lee Way	2 lane w/ various left/ right turns (45-55 MPH)	60' (est)	80'	2 lane w/ center left	3A	Green

Future Right of Way and Cross Section Table (2 of 4)

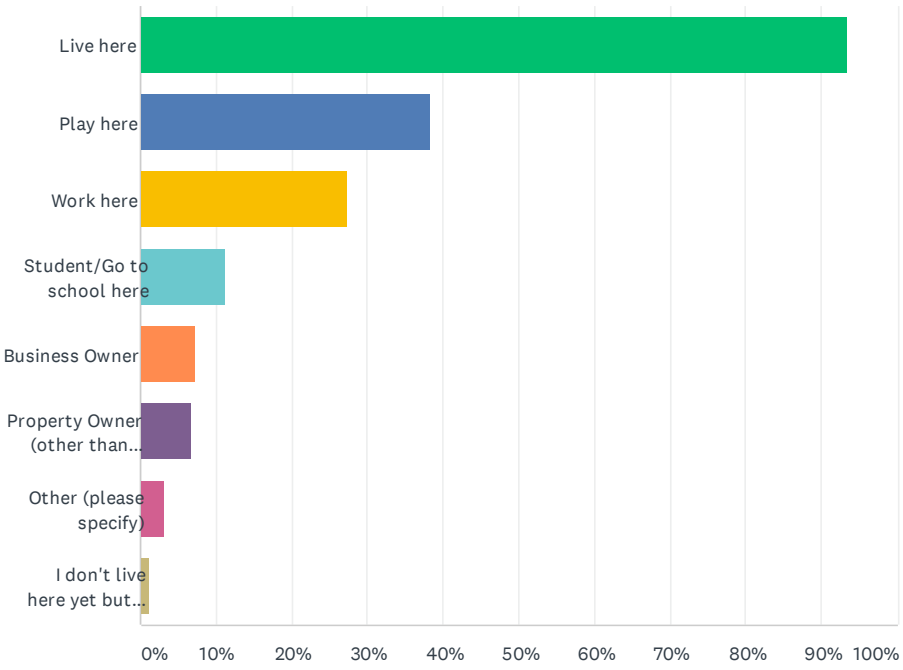
Road Segment	Current condition	Current ROW	ROW	Preferred State	Cross section	Map color
Winston Rd - Guy Rd to ETJ Boundary	2 lane w/ various left/ right turns (45-55 MPH)	60'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
Valley Dr/Winston Pointe Dr/Winston Pointe Club Blvd - Guy Rd to Winston Rd	2 lane (25-45 MPH)	50'	80'	2 lane w/ center left, sidewalk, C&G	3B	Green
Durham St - BUS 70 to Clayton Area Ministries	2 lane (25 MPH)	50-60'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Champion St - BUS 70 to Southern Connector	2 lanes (25-35 MPH)	60'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
South Tech Park Ln - Pony Farm Rd to end of road	2 lanes (25-35 MPH)	60'	80'	2 lane w/ center left, bike, sidewalk, C&G	3C	Green
North Tech Dr - BUS 70 to Best Wood Dr	2 lane (25 MPH)	50'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Best Wood Dr - Powhatan Rd to JCWDC	2 lane (25 MPH)	50'	60'	2 lane w/ bike, sidewalk, C&G	2E	Brown
Jack Rd - Government Rd to Ranch Rd	2 lane w/ various left/ right turns (45-55 MPH)	60'	80'	2 lane w/ center left, sidewalk, C&G	3B	Green

Community Survey

The following are the raw results of the survey, excluding the 100+ pages of open-ended responses. For complete results including the open-ended responses, contact Town of Clayton Planning Department.

Q1 How do you relate to Clayton? (choose all that apply)

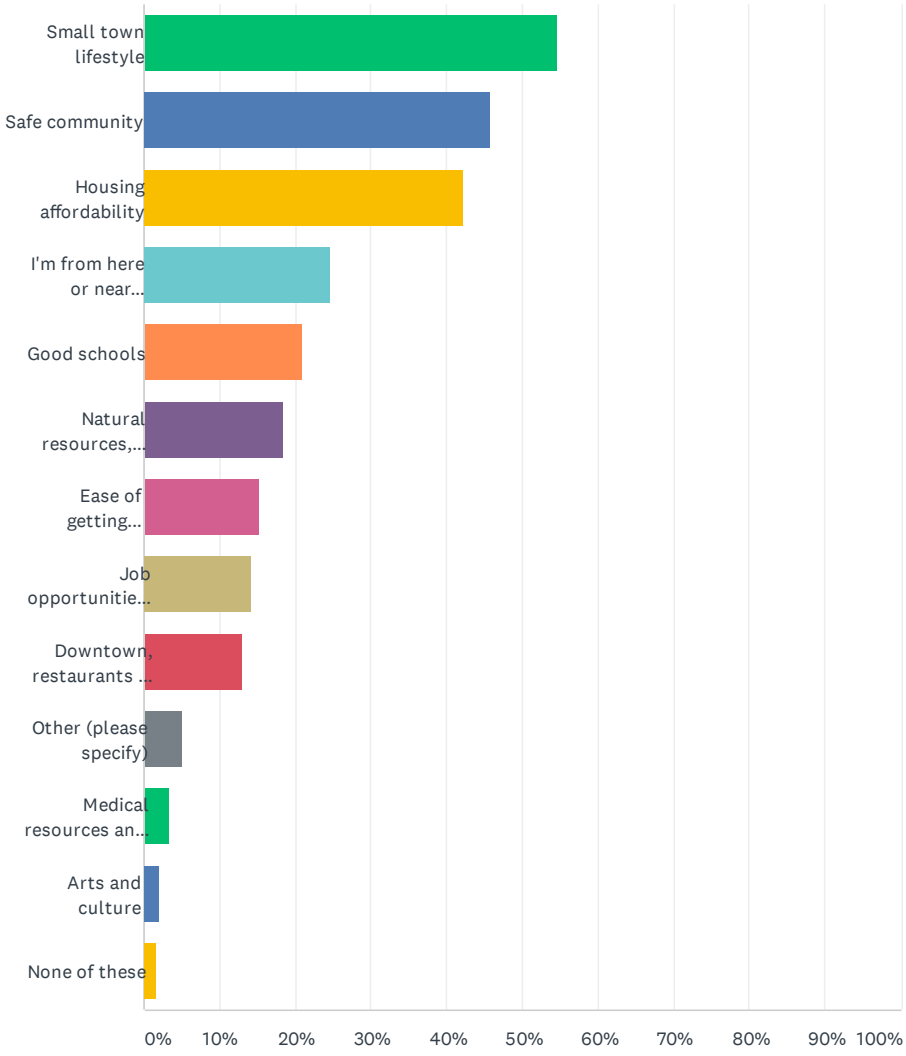
Answered: 2,342 Skipped: 4



ANSWER CHOICES	RESPONSES	
Live here	93.47%	2,189
Play here	38.39%	899
Work here	27.41%	642
Student/Go to school here	11.36%	266
Business Owner	7.30%	171
Property Owner (other than your home)	6.70%	157
Other (please specify)	3.12%	73
I don't live here yet but would in the future	1.24%	29
Total Respondents: 2,342		

Q2 What are your top three reasons for being in Clayton? (choose up to three)

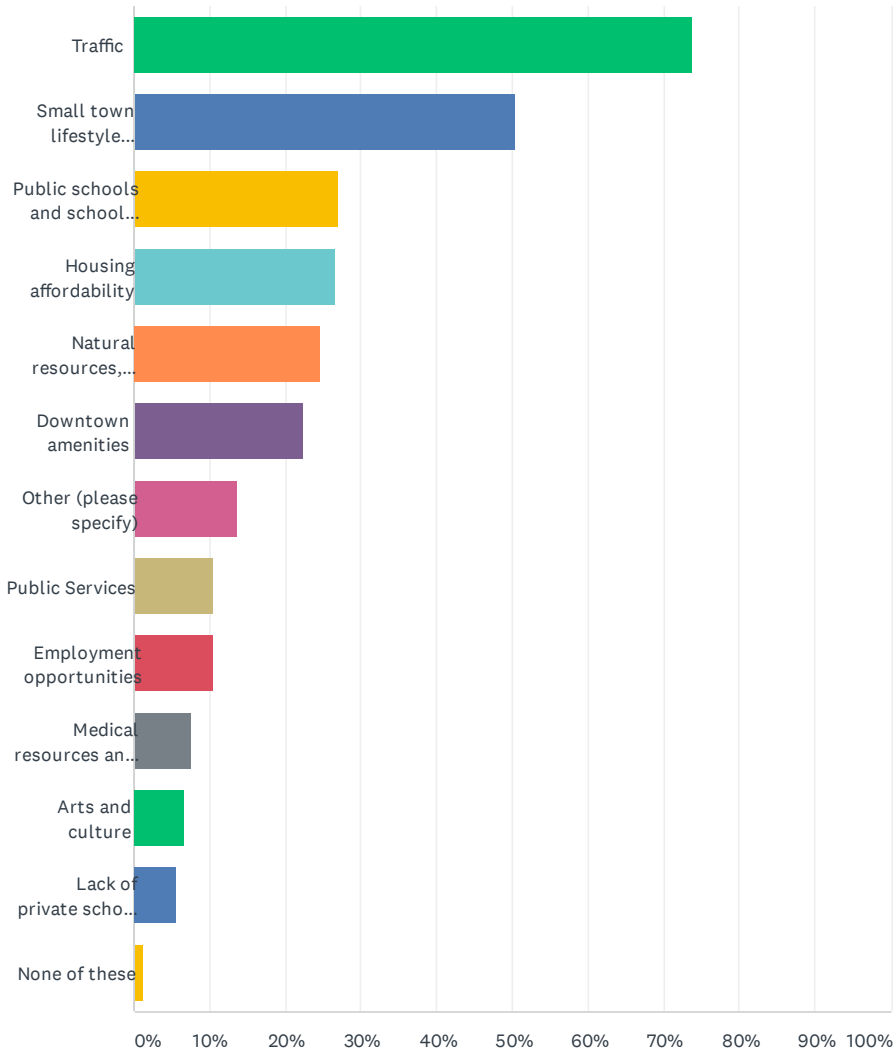
Answered: 2,346 Skipped: 0



ANSWER CHOICES	RESPONSES	
Small town lifestyle	54.56%	1,280
Safe community	45.91%	1,077
Housing affordability	42.28%	992
I'm from here or near family/friends	24.77%	581
Good schools	20.93%	491
Natural resources, parks, and outdoor recreation/amenities	18.41%	432
Ease of getting around/accessibility	15.30%	359
Job opportunities (in Clayton or nearby town)	14.15%	332
Downtown, restaurants or shopping	12.87%	302
Other (please specify)	4.99%	117
Medical resources and care	3.28%	77
Arts and culture	2.17%	51
None of these	1.75%	41
Total Respondents: 2,346		

Q3 What are your top three concerns for the future of Clayton?

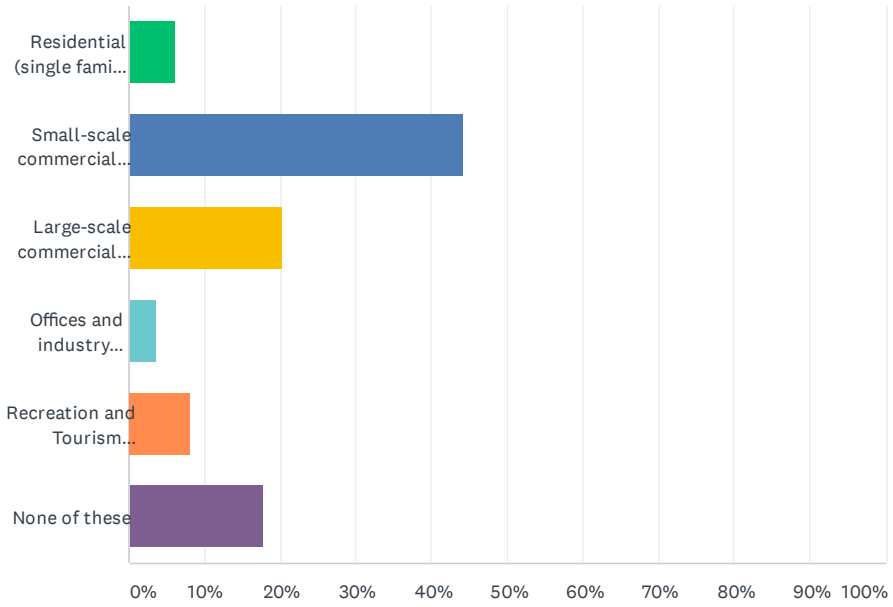
Answered: 2,346 Skipped: 0



ANSWER CHOICES	RESPONSES	
Traffic	73.87%	1,733
Small town lifestyle changing	50.51%	1,185
Public schools and school options	27.07%	635
Housing affordability	26.56%	623
Natural resources, parks, and outdoor amenities	24.64%	578
Downtown amenities	22.38%	525
Other (please specify)	13.60%	319
Public Services	10.49%	246
Employment opportunities	10.44%	245
Medical resources and care	7.46%	175
Arts and culture	6.73%	158
Lack of private school options	5.58%	131
None of these	1.24%	29
Total Respondents: 2,346		

Q4 What type of development would you like to see more of in Clayton?

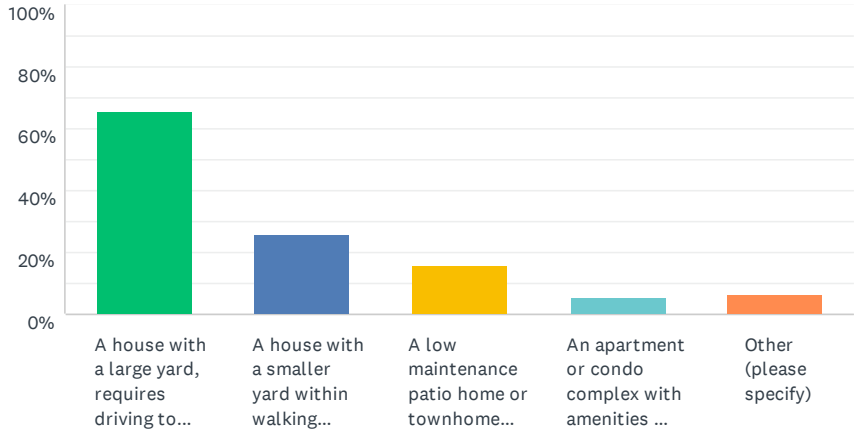
Answered: 2,285 Skipped: 61



ANSWER CHOICES	RESPONSES	
Residential (single family and multi family homes)	6.08%	139
Small-scale commercial development (including boutique shops and restaurants, like in Downtown or downtown Riverwood)	44.11%	1,008
Large-scale commercial development (larger shopping centers, chain stores, hotels, etc)	20.22%	462
Offices and industry (manufacturing, employment, health offices)	3.54%	81
Recreation and Tourism (hotels, sports complexes, conference centers)	8.18%	187
None of these	17.86%	408
TOTAL		2,285

Q5 If you were looking to relocate in Clayton, what housing options would interest you? (Please select every option that applies)

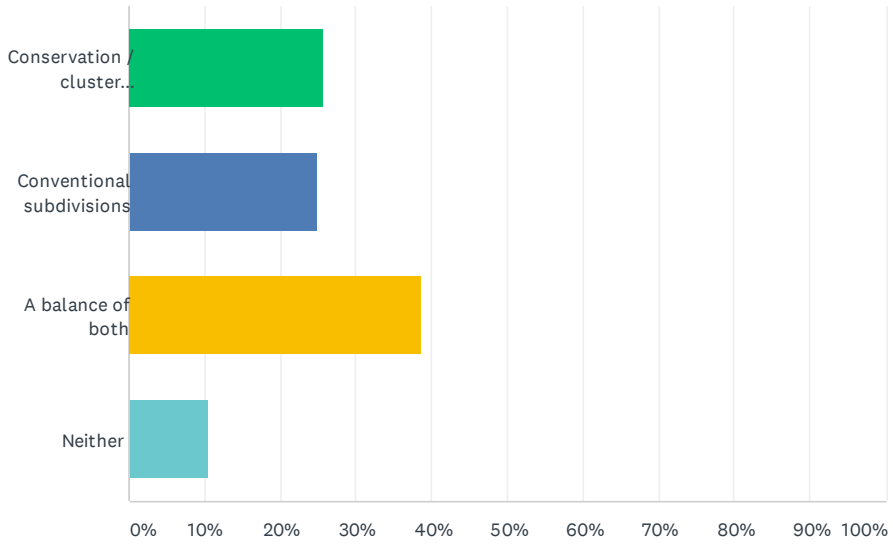
Answered: 2,245 Skipped: 101



ANSWER CHOICES	RESPONSES	
A house with a large yard, requires driving to shopping, parks, and services	65.66%	1,474
A house with a smaller yard within walking distance of a park or school	26.15%	587
A low maintenance patio home or townhome within walking distance of shopping or services	16.08%	361
An apartment or condo complex with amenities or near shopping and services	5.43%	122
Other (please specify)	6.55%	147
Total Respondents: 2,245		

Q6 Based on the graphic above, I think the town should encourage...

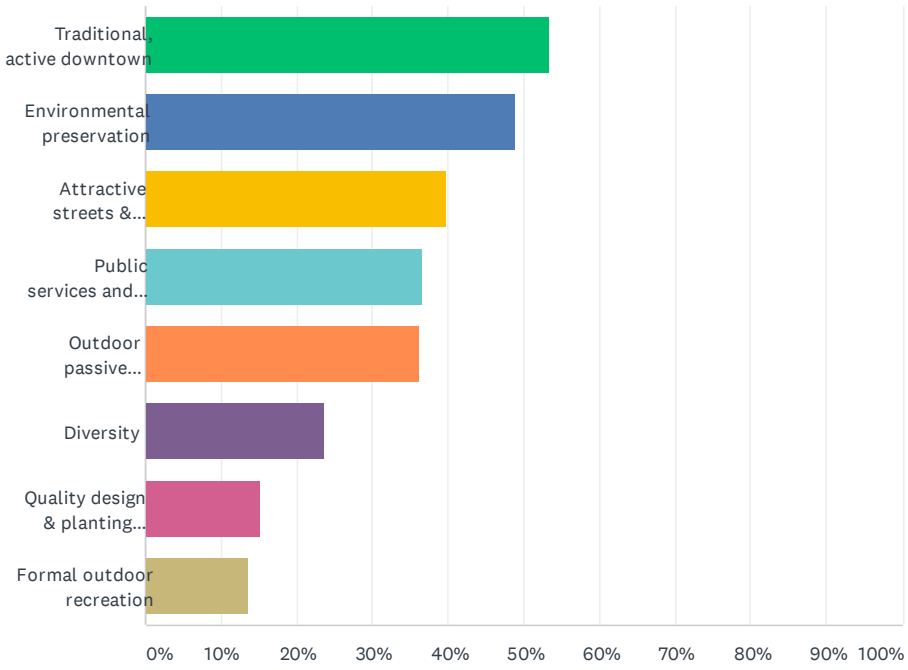
Answered: 2,137 Skipped: 209



ANSWER CHOICES	RESPONSES	
Conservation / cluster subdivisions	25.74%	550
Conventional subdivisions	24.99%	534
A balance of both	38.79%	829
Neither	10.48%	224
TOTAL		2,137

Q7 What do you value most in a community? (choose three)

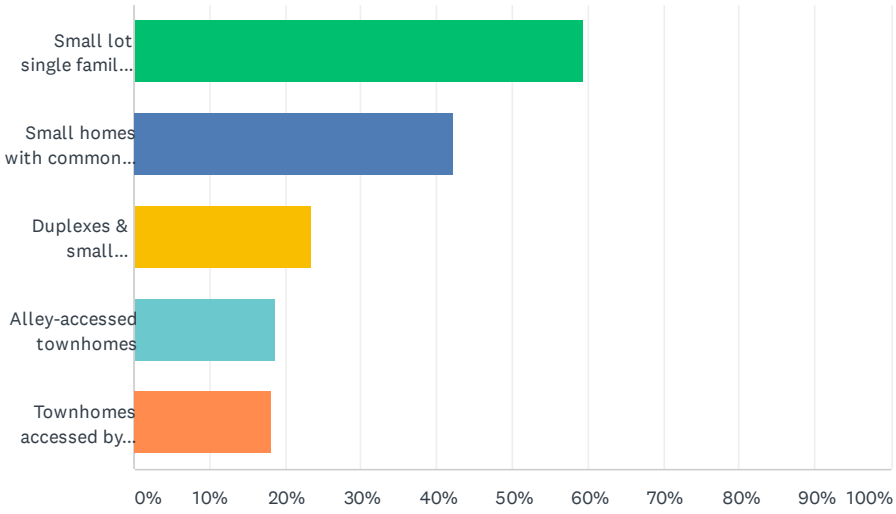
Answered: 2,146 Skipped: 200



ANSWER CHOICES	RESPONSES	
Traditional, active downtown	53.36%	1,145
Environmental preservation	49.02%	1,052
Attractive streets & public spaces	39.70%	852
Public services and schools	36.63%	786
Outdoor passive recreation	36.25%	778
Diversity	23.58%	506
Quality design & planting standards	15.33%	329
Formal outdoor recreation	13.56%	291
Total Respondents: 2,146		

Q8 Providing a range of housing types for various incomes and ages was a goal in the previous growth plan. A greater diversity of types can help increase housing availability and affordability. Select the two moderate density types below that most appeal to you.

Answered: 2,146 Skipped: 200



ANSWER CHOICES	RESPONSES	
Small lot single family homes	59.51%	1,277
Small homes with common yard	42.26%	907
Duplexes & small multifamily homes	23.39%	502
Alley-accessed townhomes	18.69%	401
Townhomes accessed by driveway	18.27%	392
Total Respondents: 2,146		

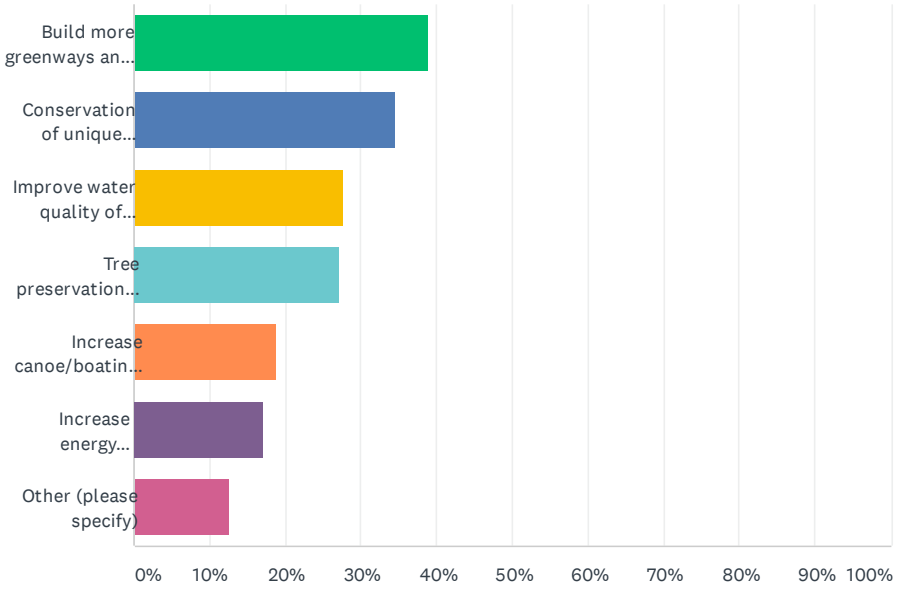
Q9 What is your overall vision for the Town of Clayton?

Answered: 1,513 Skipped: 833



Q10 Environmental Priorities: "I would be willing to dedicate more taxes and public fees to..." (choose up to 2)

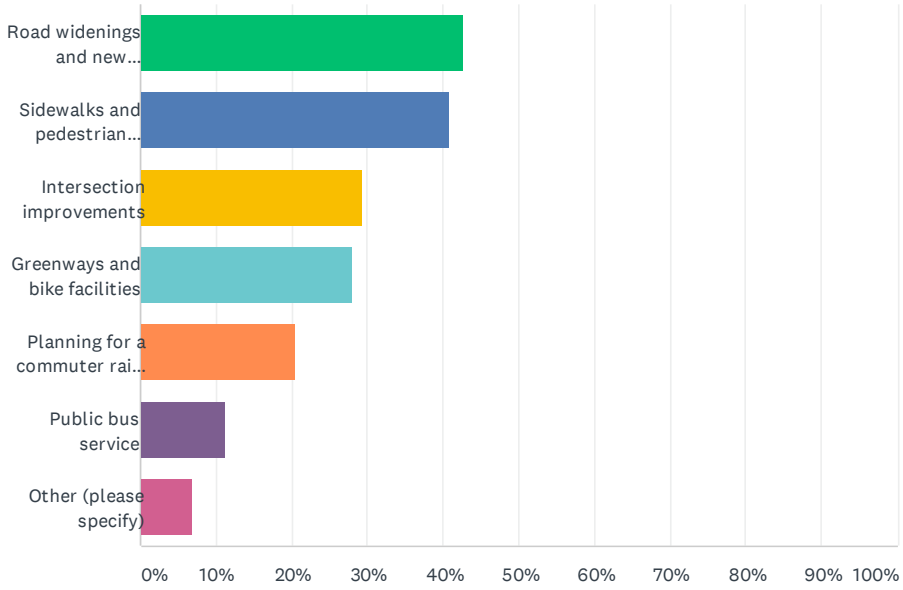
Answered: 1,952 Skipped: 394



ANSWER CHOICES	RESPONSES	
Build more greenways and trails	38.83%	758
Conservation of unique natural areas	34.53%	674
Improve water quality of stormwater runoff along the Neuse River and tributaries	27.56%	538
Tree preservation/planting	27.15%	530
Increase canoe/boating/fishing access on the Neuse River	18.90%	369
Increase energy efficiency in development, buildings, and vehicles	17.06%	333
Other (please specify)	12.55%	245
Total Respondents: 1,952		

Q11 Transportation Priorities: "I would be willing to dedicate more taxes and public fees to..." (choose up to two)

Answered: 1,952 Skipped: 394



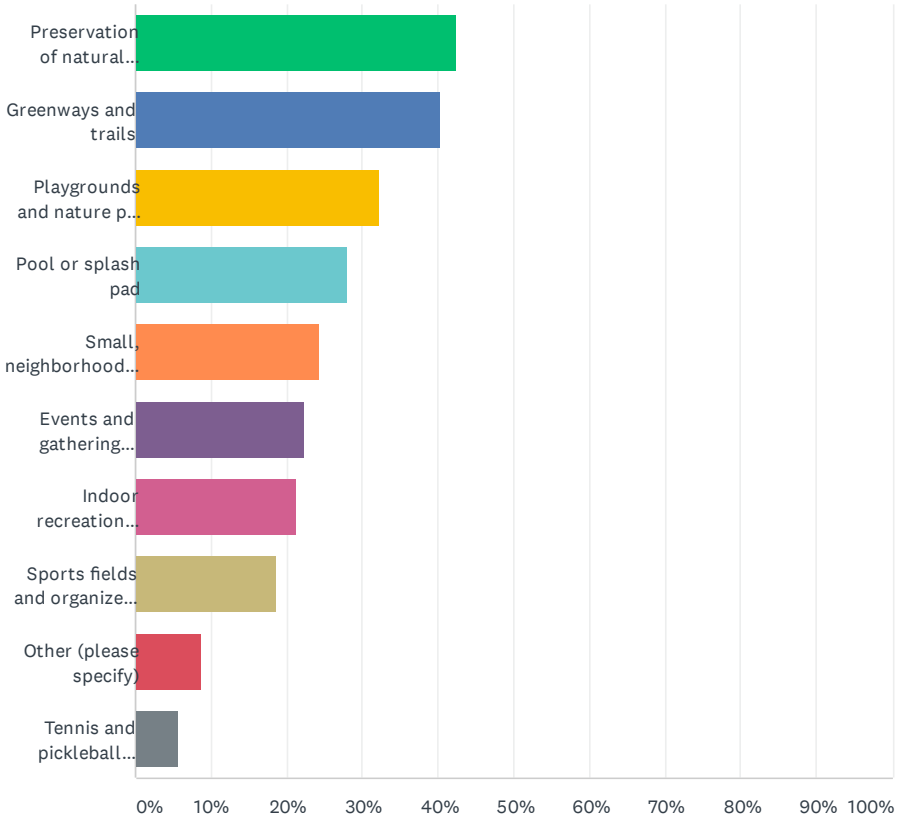
ANSWER CHOICES	RESPONSES	
Road widenings and new connections	42.73%	834
Sidewalks and pedestrian improvements	40.83%	797
Intersection improvements	29.35%	573
Greenways and bike facilities	28.07%	548
Planning for a commuter rail station	20.54%	401
Public bus service	11.32%	221
Other (please specify)	6.86%	134
Total Respondents: 1,952		

Q12 Is there a specific location that needs improvements or a transportation project that is a priority for you?

Answered: 1,405 Skipped: 941

Q13 Parks & Amenities Priorities: "I would be willing to dedicate more taxes and public fees to.." (choose up to three)

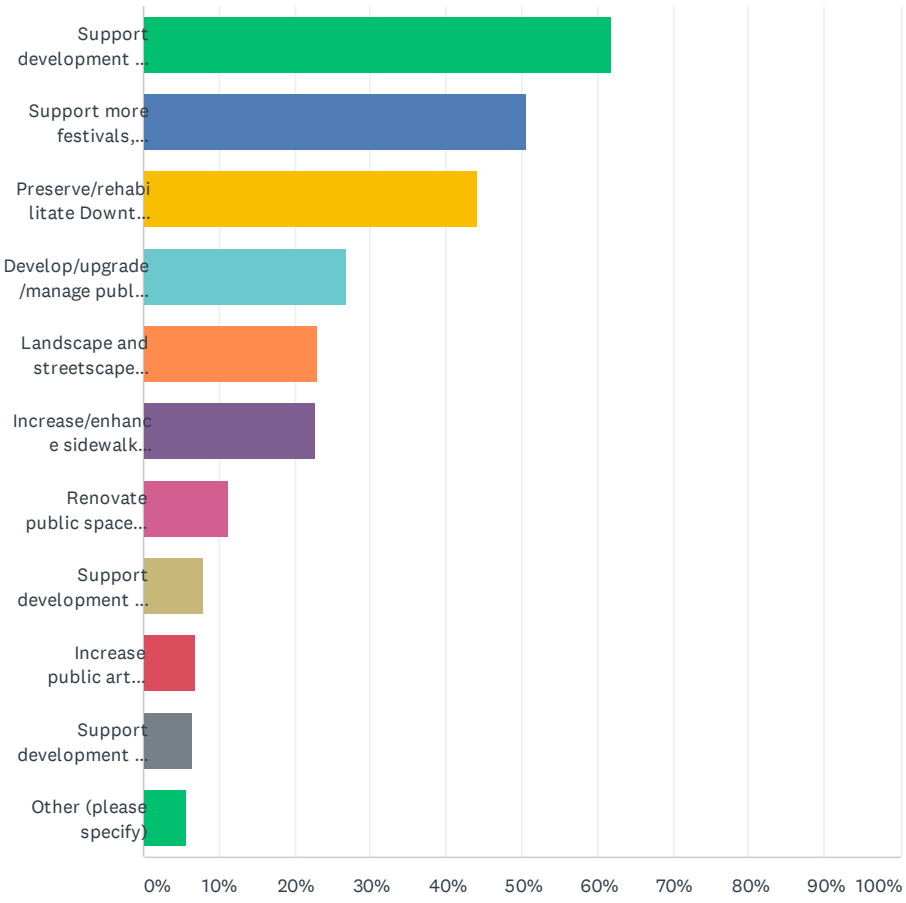
Answered: 1,952 Skipped: 394



ANSWER CHOICES	RESPONSES	
Preservation of natural areas for passive recreation	42.52%	830
Greenways and trails	40.37%	788
Playgrounds and nature play areas	32.22%	629
Pool or splash pad	28.13%	549
Small, neighborhood parks	24.18%	472
Events and gathering spaces	22.28%	435
Indoor recreation space and programs	21.31%	416
Sports fields and organized recreational leagues	18.70%	365
Other (please specify)	8.81%	172
Tennis and pickleball courts	5.58%	109
Total Respondents: 1,952		

Q14 What are your top priorities for Downtown? (choose three)

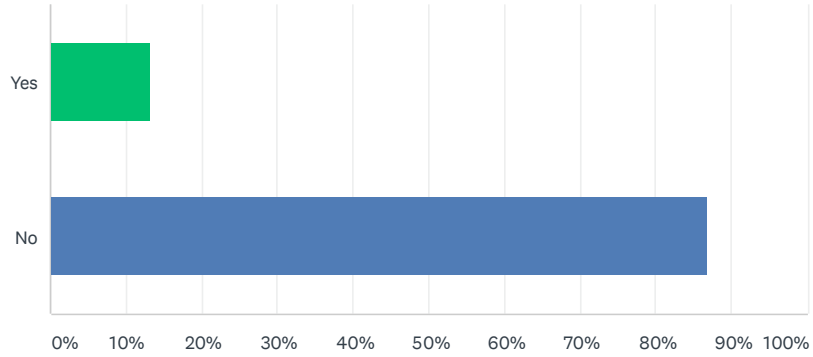
Answered: 1,952 Skipped: 394



ANSWER CHOICES	RESPONSES	
Support development of more places to shop and/or dine Downtown	61.99%	1,210
Support more festivals, events, and programs Downtown	50.67%	989
Preserve/rehabilitate Downtown historic buildings and neighborhoods	44.21%	863
Develop/upgrade/manage public parking Downtown	26.69%	521
Landscape and streetscape improvements	23.00%	449
Increase/enhance sidewalk connectivity	22.75%	444
Renovate public spaces (Horne Square and Town Square)	11.32%	221
Support development of more housing and residential options Downtown	7.99%	156
Increase public art Downtown	6.92%	135
Support development of more professional offices Downtown	6.45%	126
Other (please specify)	5.69%	111
Total Respondents: 1,952		

Q15 Did you participate in the planning process for the 2015 Growth Plan five years ago?

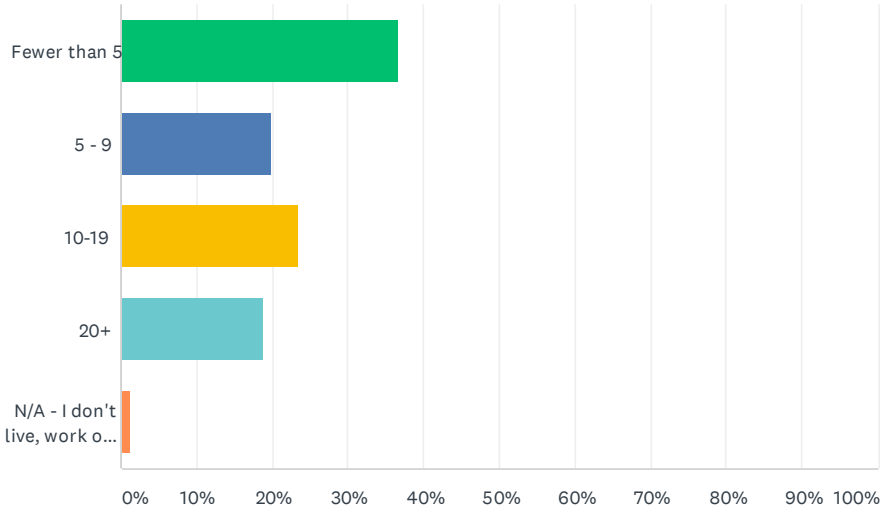
Answered: 1,927 Skipped: 419



ANSWER CHOICES	RESPONSES	
Yes	13.18%	254
No	86.82%	1,673
TOTAL		1,927

Q16 How many years have you lived, worked or owned property in Clayton?

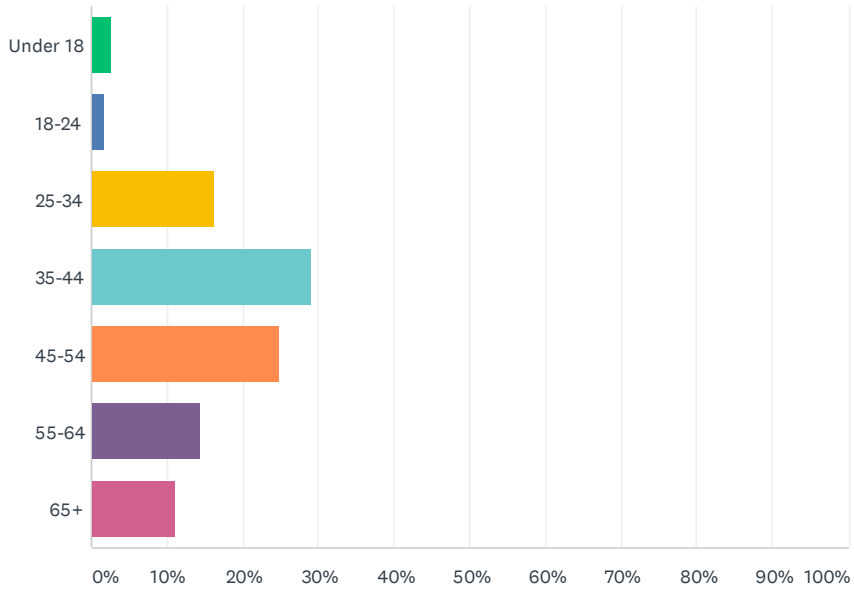
Answered: 1,936 Skipped: 410



ANSWER CHOICES	RESPONSES	
Fewer than 5	36.57%	708
5 - 9	19.83%	384
10-19	23.45%	454
20+	18.90%	366
N/A - I don't live, work or own in Clayton right now, but may in the future	1.24%	24
TOTAL		1,936

Q17 How old are you?

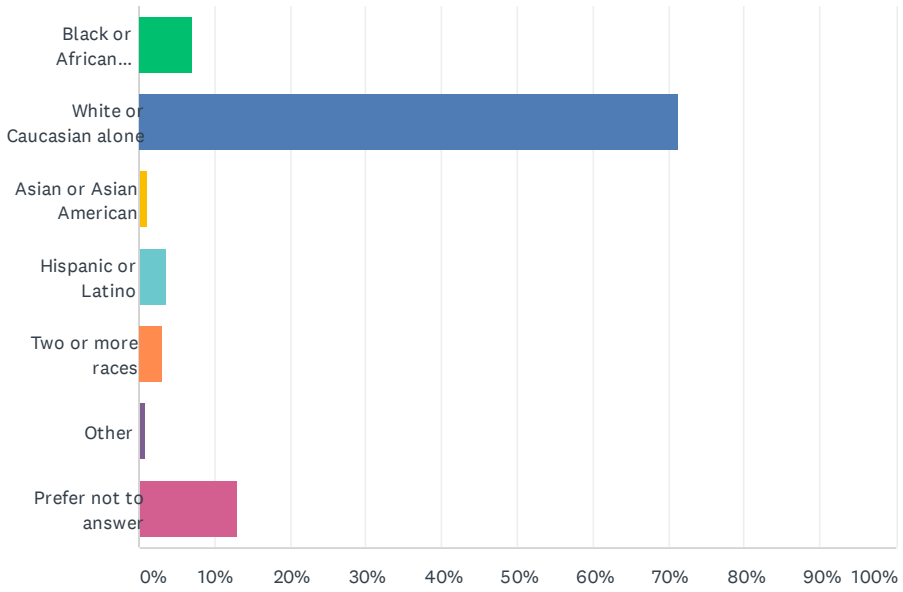
Answered: 1,931 Skipped: 415



ANSWER CHOICES	RESPONSES	
Under 18	2.69%	52
18-24	1.66%	32
25-34	16.26%	314
35-44	29.05%	561
45-54	24.86%	480
55-64	14.34%	277
65+	11.13%	215
TOTAL		1,931

Q18 Please specify your race

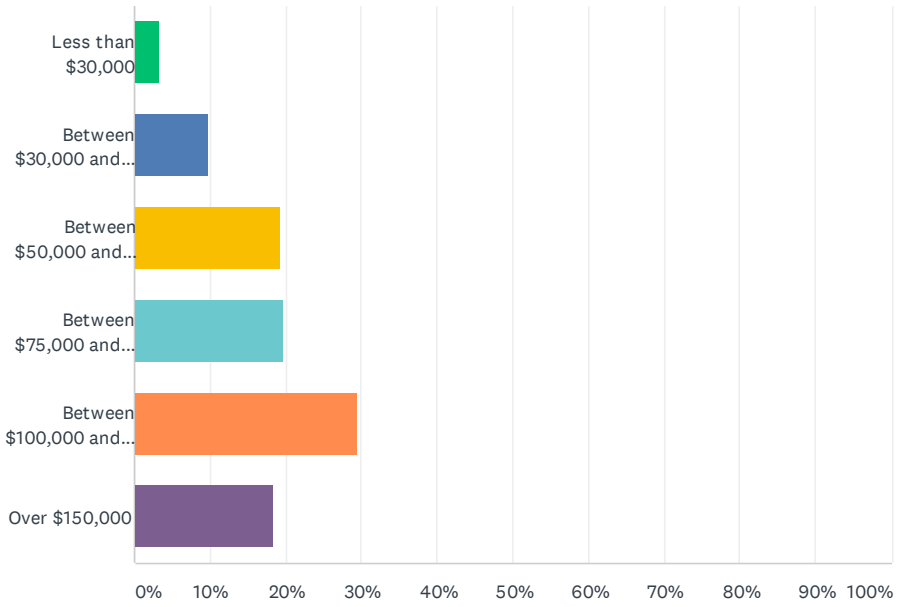
Answered: 1,935 Skipped: 411



ANSWER CHOICES	RESPONSES	
Black or African American	7.18%	139
White or Caucasian alone	71.37%	1,381
Asian or Asian American	1.03%	20
Hispanic or Latino	3.51%	68
Two or more races	3.05%	59
Other	0.93%	18
Prefer not to answer	12.92%	250
TOTAL		1,935

Q19 Please indicate your total yearly household income

Answered: 1,874 Skipped: 472



ANSWER CHOICES	RESPONSES	
Less than $30,000	3.31%	62
Between $30,000 and $49,999	9.82%	184
Between $50,000 and $74,999	19.26%	361
Between $75,000 and $99,999	19.69%	369
Between $100,000 and $150,000	29.56%	554
Over $150,000	18.36%	344
TOTAL		1,874

ThinkCLAYTON.

2045 Comprehensive Growth Plan

Town of Clayton
Planning Department
111 E. Second Street, Clayton, NC 27520
P.O. Box 879, Clayton, NC 27528
Phone: 919-553-5002
Fax: 919-553-1720

Planning Board, October 25, 2021
Town Council Public Hearing, November 15, 2021

STAFF REPORT

Application Number: 2021-126-OA
Project Name: Resource Conservation Area – Steep Slopes Text Amendment

Applicant: Town of Clayton

Public Noticing:
Newspaper ad for Town Council Public Hearing will be published November 3rd and November 10th

REQUEST: Request to amend the Unified Development Code Title XV, §155.502. This amendment seeks to revise the Resource Conservation Area section of the Unified Development Code regarding steep slopes. Staff has provided five different text amendment options for the Planning Board to consider.

SECTIONS PROPOSED FOR AMENDMENT:

The following section of Title XV, Chapter 155, is proposed for amendment:

- Article V, Section 500 – Resource Conservation Areas

STAFF ANALYSIS AND COMMENTARY:

Overview
The proposed text amendment(s) would modify the definition and requirement for protection of Steep Slopes as Resource Conservation Areas in the Unified Development Code. As currently written, the definition and requirement for protection of steep slopes can be difficult to administer, and there have been two variances recently submitted for projects related to the protection of steep slopes. Engineering staff have reviewed the section and the requirements, and have provided several text options for amending this section to clarify the requirements or even remove the requirement altogether. All text amendment options would reorganize and provide minor clarifications throughout the Resource Conservation Areas section of the Unified Development Code. Other changes are listed below:

- Option 1: Minor revisions to clarify steep slope definition;
- Option 2: Require steep slopes to be protected if directly connected to 100-year floodplain, wetlands or stream buffer(s) and at least 5,000 square feet of contiguous area in size;

- Option 3: Require steep slopes to be protected if within 100 feet of 100-year floodplain, wetlands or stream buffer(s);
- Option 4: Require steep slopes to be protected if directly connected to 100-year floodplain, wetlands or stream buffer(s) by a width of at least 20 feet;
- Option 5: Remove steep slopes from Resource Conservation Areas (no protection required)

The five options are provided as Attachments 1-5, with changes shown in underline and ~~strikethrough~~. A map has also been provided as Attachment 6 showing the areas in the Town of Clayton Planning Jurisdiction where there are 25% or greater slopes.

Approval Criteria:

- **Consistency with remainder of the Chapter**
  The request is consistent with the remainder of Chapter 155.

- **Novelty of the request**
  The request does not represent novel changes to the Code. The code is being revised to clarify and/or revise requirements around protection of steep slopes.

CONSIDERATIONS

- The Planning Board shall make a recommendation on the text amendment to Town Council. The Town Council shall make a final decision regarding revisions to the Town Code.

STAFF RECOMMENDATION:

- Staff recommends that the Planning Board recommend one of the 5 text amendment options to the Town Council for Public Hearing.

ATTACHMENTS:

1) Existing UDC Text: 155.500 – Resource Conservation Areas
2) Strikethrough Text Amendment Option 1
3) Strikethrough Text Amendment Option 2
4) Strikethrough Text Amendment Option 3
5) Strikethrough Text Amendment Option 4
6) Strikethrough Text Amendment Option 5
7) Map of Slope Areas in Clayton Planning Jurisdiction
8) Town Council Public Hearing Newspaper Ad

ARTICLE 5: NATURAL RESOURCE PROTECTION

CONTENTS:

§ 155.500 RESOURCE CONSERVATION AREAS 1
§ 155.501 WATERSHED PROTECTION 4
§ 155.502 STREAM BUFFERS 8

§ 155.500 RESOURCE CONSERVATION AREAS

(A) **DEFINED**

(1) All resource conservation areas shall be unoccupied or predominately unoccupied by buildings or other impervious surfaces. Unoccupied or predominately unoccupied by buildings or other impervious surfaces shall mean that not more than 5% of the area of any resource conservation area shall be occupied by such surfaces.

(2) Resource conservation areas shall be identified on plats as being permanently set aside from development, except passive uses pursuant to this Ordinance. No resource conservation area shall be counted towards lot area required by §§ 155.200 through 155.204, with the exceptions for stream buffers pursuant to G.S. §143-214.23A. This shall not preclude the platting of lots in such areas, provided that adequate lot area outside the resource conservation area is provided to meet the minimum lot area requirements of §§ 155.200 through 155.204.

(3) No resource conservation area shall be counted towards the recreation and open space requirements as set forth in §§ 155.200 through 155.204, with the exceptions for stream buffers pursuant to G.S. §143-214.23A, except developed greenway or greenway-access or water-access facilities may be counted provided they are developed to the standards of this Ordinance.

(B) **DETERMINATION OF RESOURCE CONSERVATION AREAS**

The following are considered resource conservation areas and shall be unoccupied or predominately unoccupied by buildings or other impervious surfaces.

(1) The 100-year floodplain

(2) Stream buffer areas

(3) Slopes above 25% of at least 5,000 square feet contiguous area; and

(4) Jurisdictional wetlands under federal law () that meet the definition applied by the United States Army Corps of Engineers.

RESOURCE CONSERVATION AREAS SHOWN ON PLAT

All resource conservation areas shall be shown on any preliminary or final plat approved after January 1, 2006.

(C) **PERMITTED USES OF RESOURCE CONSERVATION AREAS**

Uses of resource conversation areas may include the following:

(1) Conservation areas for natural, archeological or historical resources;

(2) Meadows, woodlands, wetlands, wildlife corridors, game preserves, or similar conservation-oriented areas;

(3) Agriculture, horticulture, silviculture or pasture uses, provided that all applicable best management practices are used to minimize environmental impacts;

(4) Walking or bicycle trails;

(5) Easements for drainage, access, and underground utility lines;

(6) Other conservation-oriented uses compatible with the purposes of this chapter;

(7) Public infrastructure projects and supporting facilities.

(D) **PROHIBITED USES OF RESOURCE CONSERVATION AREAS**

Use of resource conservation areas may not include the following:

(1) L; Stormwater Control Measures

(2) Roads, parking lots and impervious surfaces, except as specifically authorized; and

(3) Golf courses, agricultural and forestry activities not conducted according to accepted best management practices.

(E) **OWNERSHIP AND MAINTENANCE**

(1) **Ownership**

Resource conservation areas shall be accepted and owned by one of the following entities:

(a) Land conservancy or land trust. The responsibility for maintenance shall be borne by a land conservancy or land trust.

(b) Homeowners association. A homeowners association representing residents of the subdivision shall own the resource conservation areas. Membership in the association shall be mandatory and automatic for all homeowners of the subdivision and their

successors. The homeowners' association shall have lien authority to ensure the collection of dues from all members. The responsibility for maintenance shall be borne by the homeowner's association.

(c) Private landowner. A private landowner may retain ownership of the resource conservation areas. The responsibility for maintenance shall be borne by the private landowner.

(2) **Maintenance**

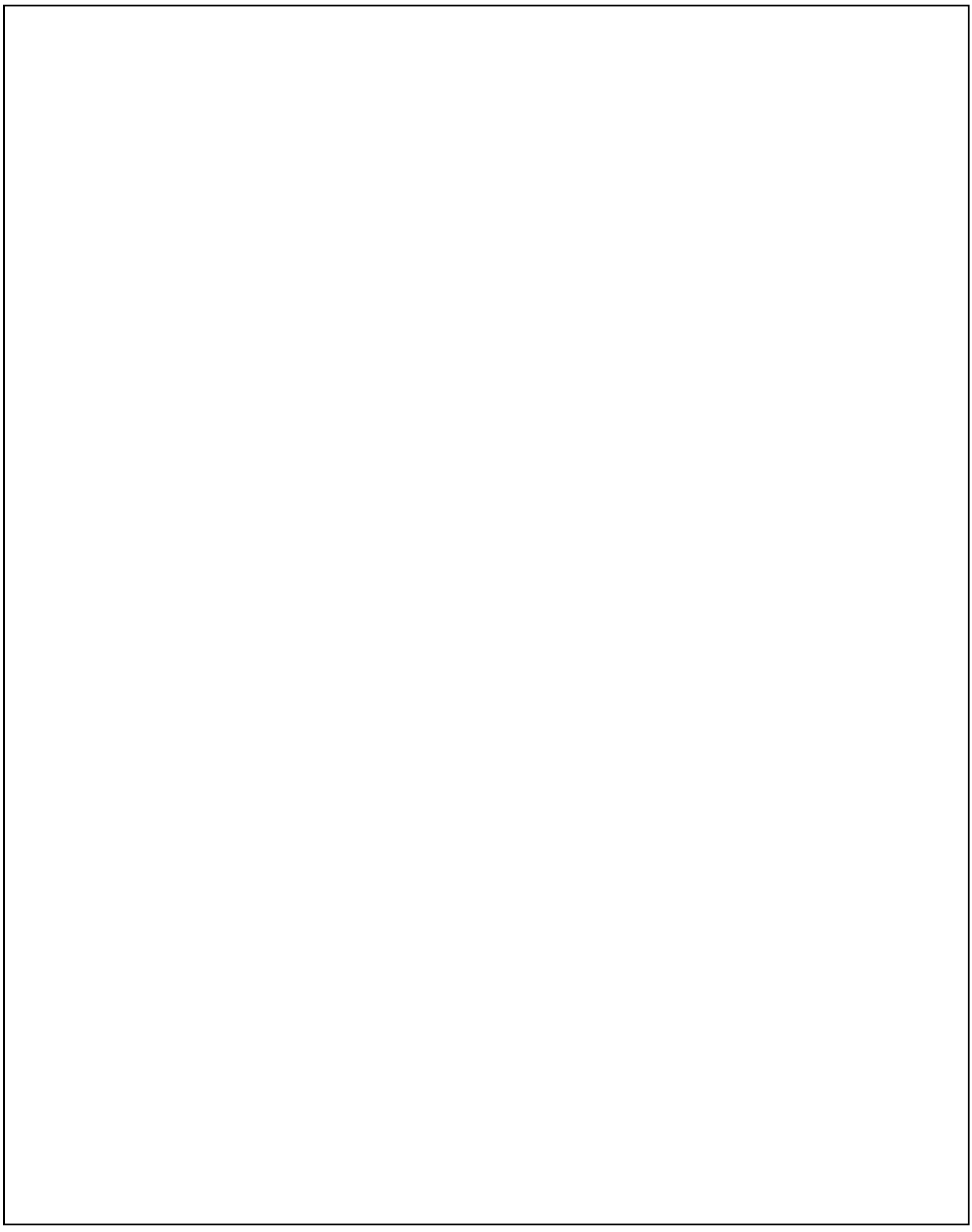
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(3) **Legal Instrument for Permanent Protection**

(a) Resource conservation areas shall be protected in perpetuity by a binding legal instrument that is recorded with the deed.

(b) The instrument for permanent protection shall include clear restrictions on the use of the of resource conservation area. These restrictions shall include all restrictions contained in this section, as well as any further restrictions the applicant chooses to place on the use of the resource conservation areas. Where appropriate, the instrument shall allow for stream or habitat restoration.

(Ord. 2005-11-02, passed 11-21-05)



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ARTICLE 5: NATURAL RESOURCE PROTECTION

CONTENTS:

§ 155.500 RESOURCE CONSERVATION AREAS 1
§ 155.501 WATERSHED PROTECTION ..... **Error! Bookmark not defined.**~~4~~
§ 155.502 STREAM BUFFERS ..... **Error! Bookmark not defined.**~~9~~

§ 155.500 RESOURCE CONSERVATION AREAS

(A) **DETERMINATION OF RESOURCE CONSERVATION AREAS**

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(2) Stream buffer areas

(3) Natural steep slopes defined as slopes 25% (4:1) or greater ~~above 25%~~ of at least 5,000 square feet contiguous area; and

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~~(3)~~(2) No resource conservation area shall be counted towards the recreation and open space requirements as set forth in §§ 155.200 through 155.204, with the exceptions for stream buffers pursuant to G.S. §143-214.23A~~,~~; ~~except~~ developed greenway, ~~or~~ greenway-access or

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(C) **RESOURCE CONSERVATION AREAS SHOWN ON PLAT**

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~~(D)~~(E) **PROHIBITED USES OF RESOURCE CONSERVATION AREAS**

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(Ord. 2005-11-02, passed 11-21-05)

ARTICLE 5: NATURAL RESOURCE PROTECTION

CONTENTS:

§ 155.500 RESOURCE CONSERVATION AREAS 1
§ 155.501 WATERSHED PROTECTION ..... **Error! Bookmark not defined.**~~4~~
§ 155.502 STREAM BUFFERS ..... **Error! Bookmark not defined.**~~9~~

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(Ord. 2005-11-02, passed 11-21-05)

ARTICLE 5: NATURAL RESOURCE PROTECTION

CONTENTS:

§ 155.500 RESOURCE CONSERVATION AREAS 1
§ 155.501 WATERSHED PROTECTION ..... **Error! Bookmark not defined.**~~4~~
§ 155.502 STREAM BUFFERS ..... **Error! Bookmark not defined.**~~9~~

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(3) Natural steep slopes defined as slopes 25% (4:1) or greater ~~above 25% of at least 5,000 square feet contiguous area~~ within 100 feet of one of the above features; and

(4) Jurisdictional wetlands under federal law that meet the definition applied by the United States Army Corps of Engineers.

~~(A)~~(B) **DEFINED**

~~(1) All resource conservation areas shall be unoccupied or predominately unoccupied by buildings or other impervious surfaces. Unoccupied or predominately unoccupied by buildings or other impervious surfaces shall mean that not more than 5% of the area of any resource conservation area shall be occupied by such surfaces.~~

~~(2)~~(1) Resource conservation areas shall be identified on plats as being permanently set aside from development, except passive uses pursuant to this Ordinance. No resource conservation area shall be counted towards lot area required by §§ 155.200 through 155.204, with the exceptions for stream buffers pursuant to G.S. §143-214.23A. This shall not preclude the platting of lots in such areas, provided that adequate lot area outside the resource conservation area is provided to meet the minimum lot area requirements of §§ 155.200 through 155.204.

~~(3)~~(2) No resource conservation area shall be counted towards the recreation and open space requirements as set forth in §§ 155.200 through 155.204, with the exceptions for stream buffers pursuant to G.S. §143-214.23A~~,~~; ~~except~~ developed greenway, ~~or~~ greenway-access or

water-access facilities may be counted provided they are developed to the standards of this Ordinance.

~~(B)~~(A) ~~**DETERMINATION OF RESOURCE CONSERVATION AREAS**~~

~~The following are considered resource conservation areas and shall be unoccupied or predominately unoccupied by buildings or other impervious surfaces.~~

~~(4)~~(1) ~~The 100-year floodplain~~

~~(5)~~(1) ~~Stream buffer areas~~

~~(6)~~(1) ~~Slopes above 25% of at least 5,000 square feet contiguous area; and~~

~~(7)~~(1) ~~Jurisdictional wetlands under federal law () that meet the definition applied by the United States Army Corps of Engineers.~~

(C) **RESOURCE CONSERVATION AREAS SHOWN ON PLAT**

All resource conservation areas shall be shown on any preliminary or final plat approved after January 1, 2006.

~~(C)~~(D) **PERMITTED USES OF RESOURCE CONSERVATION AREAS**

Uses of resource conversation areas may include the following:

(1) Conservation areas for natural, archeological or historical resources;

(2) Meadows, woodlands, wetlands, wildlife corridors, game preserves, or similar conservation-oriented areas;

(3) Agriculture, horticulture, silviculture or pasture uses, provided that all applicable best management practices are used to minimize environmental impacts;

(4) Walking or bicycle trails;

(5) Easements for drainage, access, and underground utility lines;

(6) Other conservation-oriented uses compatible with the purposes of this chapter;

(7) Public infrastructure projects and supporting facilities.

~~(D)~~(E) **PROHIBITED USES OF RESOURCE CONSERVATION AREAS**

Use of resource conservation areas may not include the following:

(1) ~~I;~~ Stormwater Control Measures

(2) Roads, parking lots and impervious surfaces, except as specifically authorized through the appropriate governing body (DEQ, USACE, ect); and

(3) Golf courses, agricultural and forestry activities not conducted according to accepted best management practices.

~~(E)~~(F) **OWNERSHIP AND MAINTENANCE**

(1) **Ownership**

Resource conservation areas shall be accepted and owned by one of the following entities:

(a) Land conservancy or land trust. The responsibility for maintenance shall be borne by a land conservancy or land trust.

(b) Homeowners association. A homeowners association representing residents of the subdivision shall own the resource conservation areas. Membership in the association shall be mandatory and automatic for all homeowners of the subdivision and their successors. The homeowners' association shall have lien authority to ensure the collection of dues from all members. The responsibility for maintenance shall be borne by the homeowner's association.

(c) Private landowner. A private landowner may retain ownership of the resource conservation areas. The responsibility for maintenance shall be borne by the private landowner.

(2) **Maintenance**

Resource conservation area maintenance is limited to removal of litter, dead tree and plant materials and brush. Natural water courses are to be maintained as free-flowing and devoid of debris. Stream channels shall be maintained so as not to alter floodplain levels. Unless otherwise specified by the Town Council, maintenance is limited to insuring that there exist no hazards, nuisances or unhealthy conditions.

(3) **Legal Instrument for Permanent Protection**

(a) Resource conservation areas shall be protected in perpetuity by a binding legal instrument that is recorded with the deed.

(b) The instrument for permanent protection shall include clear restrictions on the use of the of resource conservation area. These restrictions shall include all restrictions contained in this section, as well as any further restrictions the applicant chooses to place on the use of the resource conservation areas. Where appropriate, the instrument shall allow for stream or habitat restoration.

(Ord. 2005-11-02, passed 11-21-05)

ARTICLE 5: NATURAL RESOURCE PROTECTION

CONTENTS:

§ 155.500 RESOURCE CONSERVATION AREAS 1
§ 155.501 WATERSHED PROTECTION ..... **Error! Bookmark not defined.**~~4~~
§ 155.502 STREAM BUFFERS ..... **Error! Bookmark not defined.**~~9~~

§ 155.500 RESOURCE CONSERVATION AREAS

(A) **DETERMINATION OF RESOURCE CONSERVATION AREAS**

The following are considered resource conservation areas and shall be unoccupied ~~or predominately unoccupied~~ by buildings or other impervious surfaces unless permitted below.

(1) The 100-year floodplain

(2) Stream buffer areas

(3) Natural steep slopes defined as slopes 25% (4:1) or greater ~~above 25% of at least 5,000 square feet contiguous area~~ that are directly connected to one of the above features by a width of at least 20 feet; and

(4) Jurisdictional wetlands under federal law that meet the definition applied by the United States Army Corps of Engineers.

~~(A)~~(B) **DEFINED**

~~(1) All resource conservation areas shall be unoccupied or predominately unoccupied by buildings or other impervious surfaces. Unoccupied or predominately unoccupied by buildings or other impervious surfaces shall mean that not more than 5% of the area of any resource conservation area shall be occupied by such surfaces.~~

~~(2)~~(1) Resource conservation areas shall be identified on plats as being permanently set aside from development, except passive uses pursuant to this Ordinance. No resource conservation area shall be counted towards lot area required by §§ 155.200 through 155.204, with the exceptions for stream buffers pursuant to G.S. §143-214.23A. This shall not preclude the platting of lots in such areas, provided that adequate lot area outside the resource conservation area is provided to meet the minimum lot area requirements of §§ 155.200 through 155.204.

~~(3)~~(2) No resource conservation area shall be counted towards the recreation and open space requirements as set forth in §§ 155.200 through 155.204, with the exceptions for stream buffers pursuant to G.S. §143-214.23A~~,~~; ~~except~~ developed greenway, ~~or~~ greenway-access or

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(C) **RESOURCE CONSERVATION AREAS SHOWN ON PLAT**

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~~(C)~~(D) **PERMITTED USES OF RESOURCE CONSERVATION AREAS**

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(1) Conservation areas for natural, archeological or historical resources;

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(4) Walking or bicycle trails;

(5) Easements for drainage, access, and underground utility lines;

(6) Other conservation-oriented uses compatible with the purposes of this chapter;

(7) Public infrastructure projects and supporting facilities.

~~(D)~~(E) **PROHIBITED USES OF RESOURCE CONSERVATION AREAS**

Use of resource conservation areas may not include the following:

(1) ~~L;~~ Stormwater Control Measures

(2) Roads, parking lots and impervious surfaces, except as specifically authorized through the appropriate governing body (DEQ, USACE, ect); and

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~~(E)~~(F) **OWNERSHIP AND MAINTENANCE**

(1) **Ownership**

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(a) Land conservancy or land trust. The responsibility for maintenance shall be borne by a land conservancy or land trust.

(b) Homeowners association. A homeowners association representing residents of the subdivision shall own the resource conservation areas. Membership in the association shall be mandatory and automatic for all homeowners of the subdivision and their successors. The homeowners' association shall have lien authority to ensure the collection of dues from all members. The responsibility for maintenance shall be borne by the homeowner's association.

(c) Private landowner. A private landowner may retain ownership of the resource conservation areas. The responsibility for maintenance shall be borne by the private landowner.

(2) **Maintenance**

Resource conservation area maintenance is limited to removal of litter, dead tree and plant materials and brush. Natural water courses are to be maintained as free-flowing and devoid of debris. Stream channels shall be maintained so as not to alter floodplain levels. Unless otherwise specified by the Town Council, maintenance is limited to insuring that there exist no hazards, nuisances or unhealthy conditions.

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(Ord. 2005-11-02, passed 11-21-05)

N

25% Slope and Area >= 5,000 Square Feet
Streams
ETJ Boundary
Clayton Town Limits
Streets
Town of Clayton
Planned
NC DOT
Under Construction
Private

0 0.5 1 2 3 Miles

PUBLIC NOTICE

In accordance with NC GS 160D-601(a), the Clayton Town Council will hold a public hearing on Monday, November 15, 2021, at 6:00 PM in the Council Chambers at the Clayton Center, 111 E Second Street, to consider the following amendment to the Unified Development Code:

- **2021-126-OA Resource Conservation Areas Ordinance Amendment, proposed to amend Title XV, Chapter 155, Section 500 – Resource Conservation Areas. Copies of the proposed amendment are available in the Planning office, the Town Clerk's office, and on the Town's website for review by the public.**

The public is invited to attend.

Ben Howell, Planning Director
919-553-5002

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The Johnstonian Newspaper

Please advertise on the following dates:
November 3, 2021
November 10, 2021

Affidavit of publication required.