



Town of Clayton
SPECIAL JOINT MEETING
Clayton Town Council & Planning Board
Wednesday, September 22, 2021 @ 6:00 PM
~~BB&T Room – The Clayton Center~~

ROOM CHANGE: Council Chambers

BELOW PLEASE FIND ADDITIONAL INFORMATION REGARDING PROCUEURES FOR IN-PERSON MEETINGS:

- ALL persons attending must wear a mask.
- We will be following proper social distancing at all times.
- Hand sanitizer will be available.

1. CALL TO ORDER

- a. Town Council Will Call Meeting to Order
- b. Planning Board Will Call Meeting to Order

2. COMPREHENSIVE GROWTH PLAN

- a. Review Public Engagement to Date
Presenters: Patrick Pierce - Economic Development Director, Ben Howell - Planning Director and Jake Petrosky - Stewart Engineering

POTENTIAL ACTION: None - Informational Only

- b. Review and Discuss Draft Comprehensive Growth Plan
Presenters: Same as above
[DRAFT Clayton Comp Growth Plan](#)

POTENTIAL ACTION: None - Informational Only

- c. Review Proposed Approval Timeline and Next Steps
Presenters: Same as above

POTENTIAL ACTION: None - Informational Only

3. ADJOURNMENT

- a. Town Council Will Adjourn the Meeting
POTENTIAL ACTION: Motion to Adjourn
- b. Planning Board Will Adjourn the Meeting
POTENTIAL ACTION: Motion to Adjourn



ThinkCLAYTON.

2045 Comprehensive Growth Plan

Draft September 9, 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 Merritt, Chair
George “Bucky” Coats, Vice-Chair
Steven Powers
James Moore
Marty Bizzell
Travis Avery
Lisa Begley
James Lipscomb
Michael Grannis

Planning Board

Andria Archer
Steven Powers
George “Bucky” Coats
James Moore
James Lipscomb
Brian Tiede
Lisa Begley

Town Staff

Rich Cappola, Interim Town Manager
Ben Howell, 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 and other stakeholders owners that participated in the development of the 2045 Comprehensive Growth Plan.

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Think CLAYTON.

THINK. LAND USE & HOUSING.

THINK. DOWNTOWN.

THINK. MOBILITY.

THINK. NATURAL RESOURCES.

THINK. PARKS AND TRAILS.

THINK. ECONOMIC GROWTH.

THINK. SERVICES & INFRASTRUCTURE.

THINK. ARTS & CULTURE.

Think. HOME.



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.



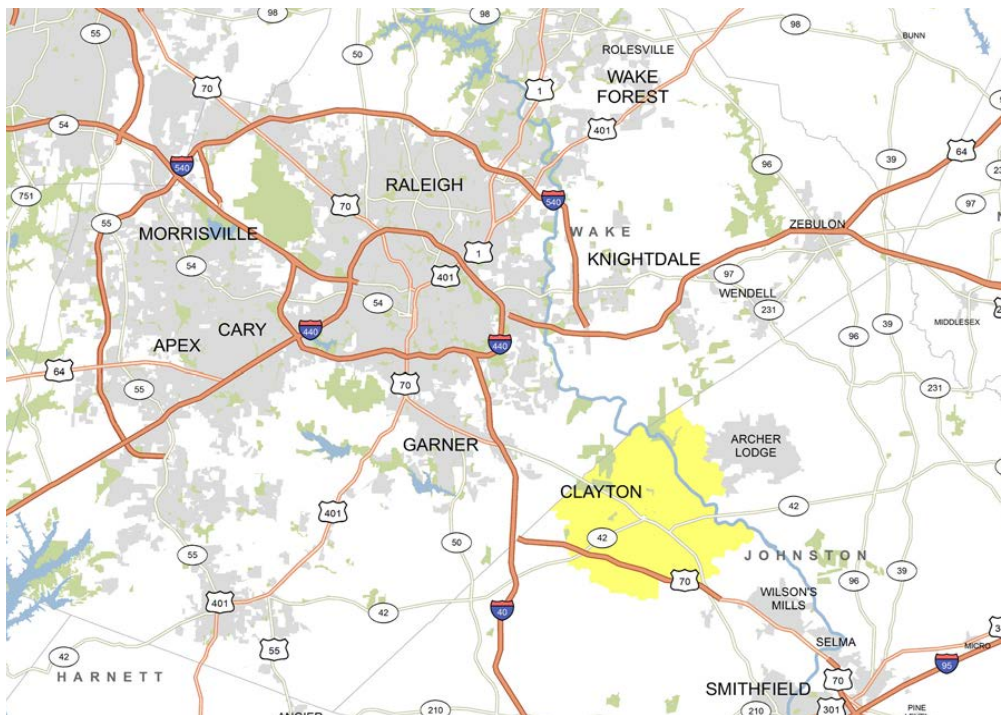
The vision for the Town of Clayton includes a thriving town where growth contributes to the quality of life enjoyed by long-time residents and newcomers alike; easy access but with an atmosphere that feels smaller than it is; a system of parks and greenways that connect people and places; neighborhoods 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 Highway 70. The Clayton Bypass provides direct access to I-40 and Downtown Raleigh. I-540 will soon be complete between I-40 and Holly Springs improving access to the Research Triangle Park and Durham.

The Town's population has grown by 54% from 2010 to 2020. The Town has built a variety of new facilities and infrastructure 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 Winston Pointe and East Village, Clayton is a place where individuals prosper, families thrive, and businesses grow.



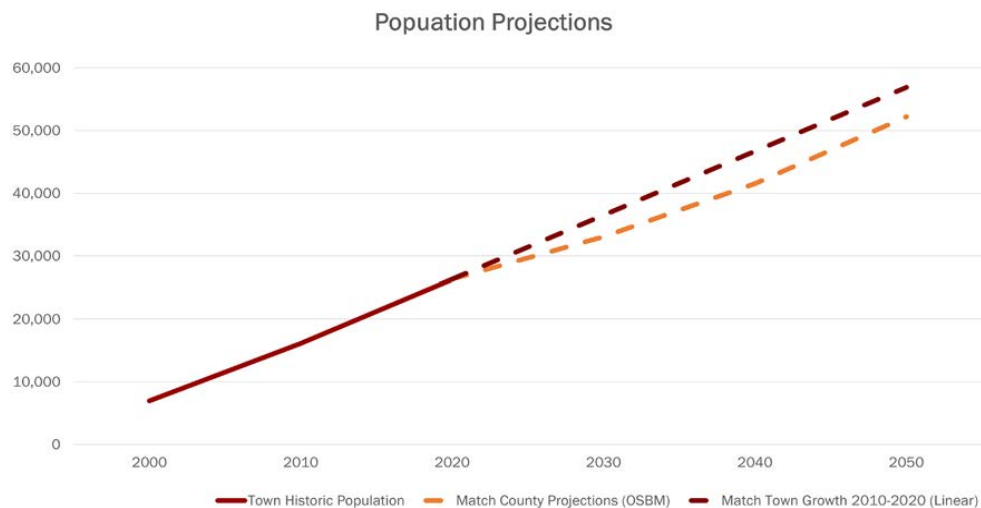
Source: ESRI Date: 2015

Clayton Tomorrow

The population of 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?

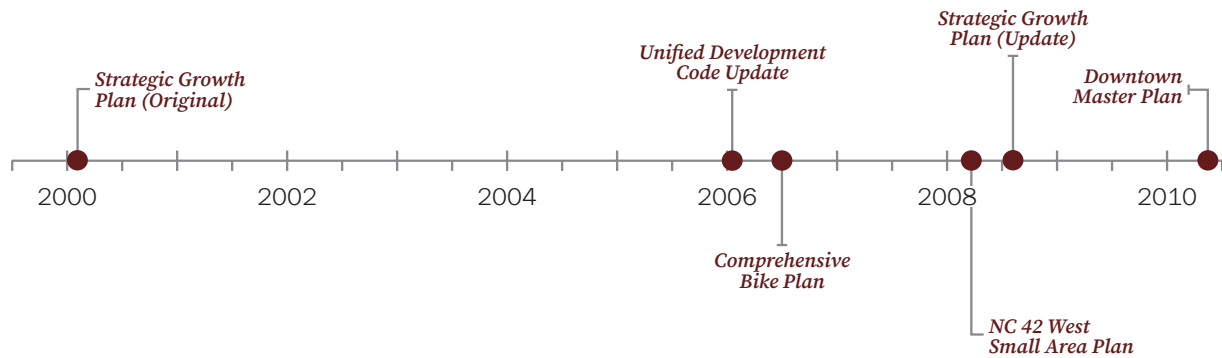
These are all important questions that deserve careful thought. This plan will help the community answer some of these questions and keep Clayton on a path to proactively manage growth in a way that results in a stronger and more prosperous community.



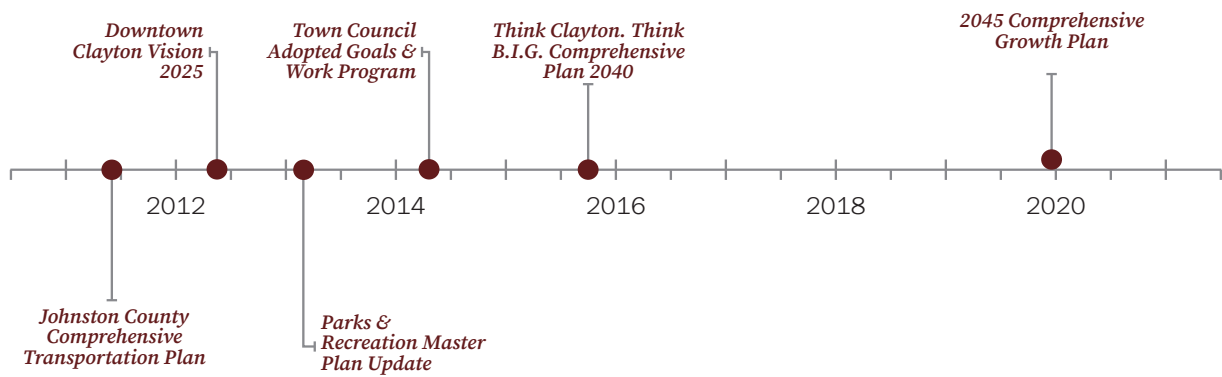
Sources: 2020 US Census, North Carolina Office of State Budget and Management (OSBM)

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 completion of the 2015 plan. It also builds on previous efforts such as the Economic Development Strategic Plan and Parks and Recreation Master Plan and 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

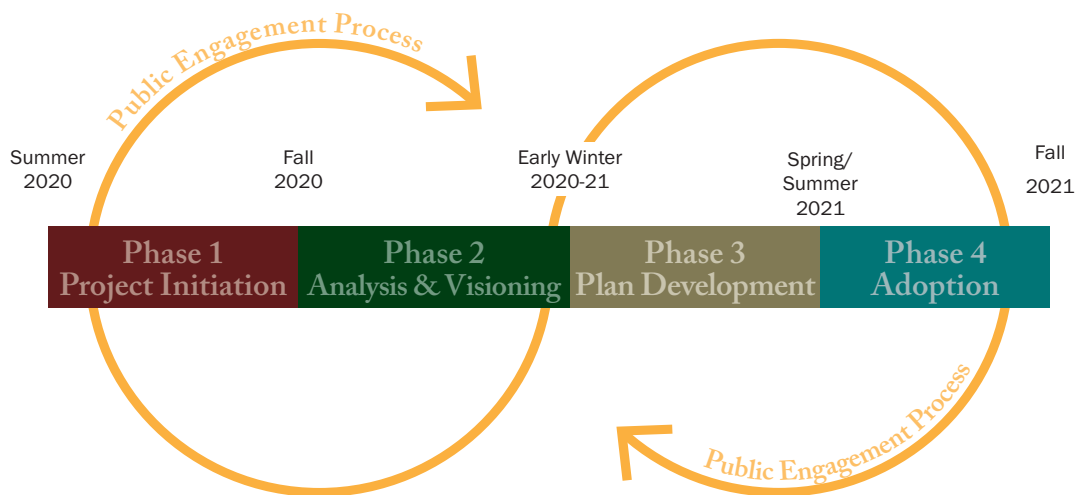


*transform communities into **Great PLACES.***

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 and 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 during Phase Three. The final phase of the process consisted of merging all plan components into a single comprehensive document and presenting the plan to the public, planning board and town council.



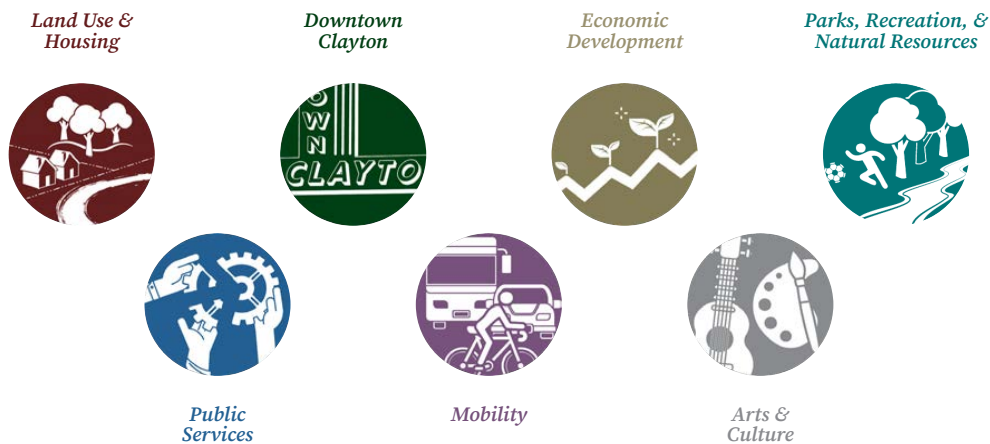
Public Engagement Events

- » Public Workshop, November 10, 2020
- » Virtual Meeting Recording, December 8, 2020
- » Walking Tour, December 11, 2020
- » Public Open House, October, 2020 (Date TBD)

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. This Plan 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 9 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 rezoning 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 for feedback from the community to maximize engagement opportunities for the community

Steering Committee

The Town Council appointed a Steering Committee comprised of residents, business owners, and members of appointed boards. The Steering Committee met six times throughout the project to provide their valuable perspective on the community's strengths and needs and steer the direction and content 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 were represented, and more. The lively conversations focused on what people valued about Clayton, their goals for the Town, and what priority issues should be addressed with this Plan.

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.

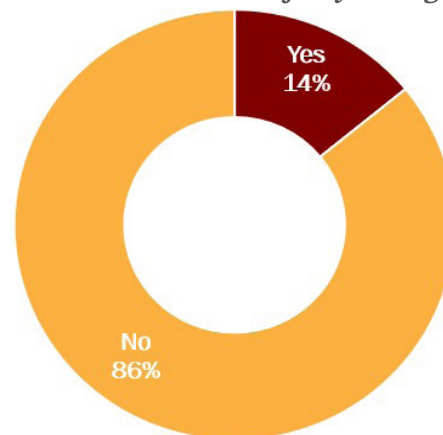
Survey

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

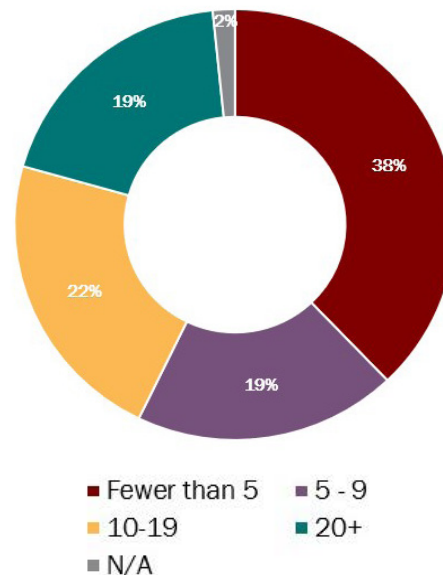
Survey Results

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?

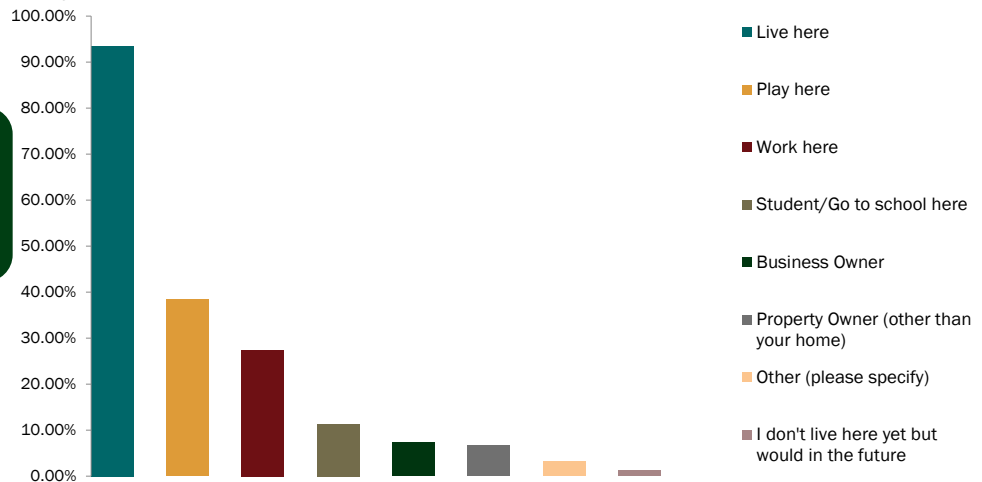


How many years have you lived, worked, or owned property in Clayton?



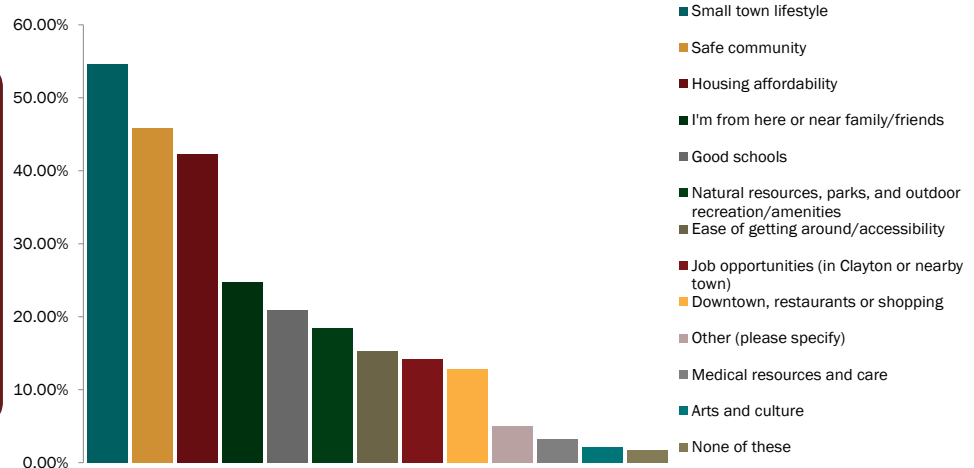
How do you relate to Clayton?

Over 90% of respondents lived in Clayton



What are your 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?

1



2



3



What is your vision for Clayton?

Housing that reflects a wide range of income levels and preferences

Clayton: Small town feel with big town opportunities.

Small enough to know your neighbors yet a decent size to draw in new business

A diverse community with a thriving historic downtown and ample employment opportunities.

Flourishing community with well planned green areas and schools



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%)



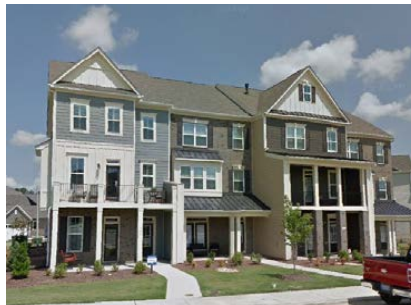
2. Small homes with common yard (42%)



3. Duplexes and similar (23%)



4. Alley-accessed townhomes (19%)

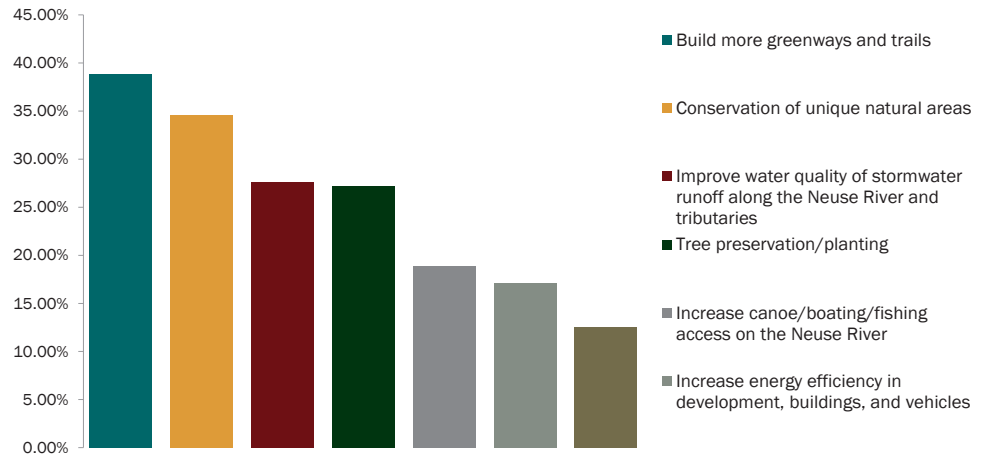


5. Driveway-accessed townhomes (18%)



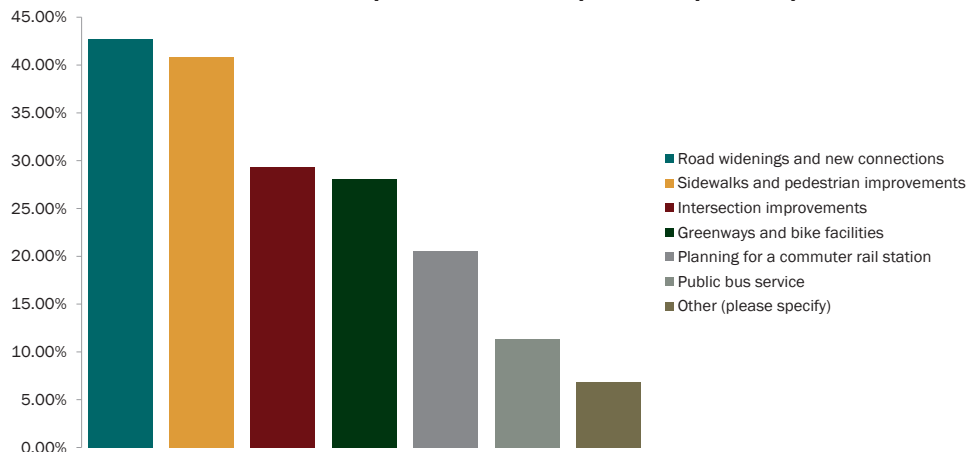
Environmental Priorities:

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



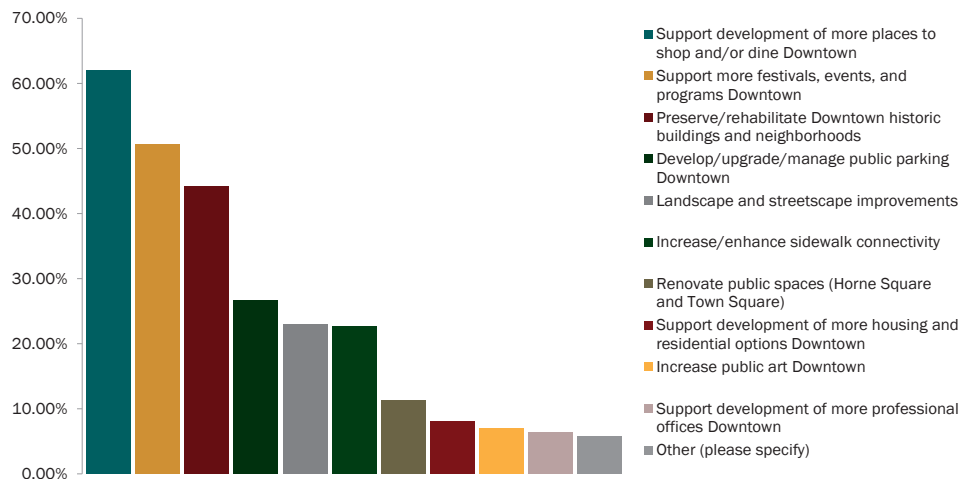
Transportation Priorities:

1. Road widenings and connections
2. Sidewalks and pedestrian improvements
3. Intersection improvements



Downtown Priorities:

1. More places to shop/dine
2. More events and programming
3. Historic preservation



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 meets 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 home.
- NR-1: Protect and enhance Clayton's 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 in Clayton.
- 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: Support the conservation and reuse of water.
- SI-4: Coordinate the timing and location of electric utilities to minimize cost and service disruptions.
- SI-5: Encourage undergrounding of overhead utilities and co- location of utilities to reduce aesthetic impacts.
- SI-6: Continue to provide support for solid waste service.
- SI-7: Coordinate with local, regional, state, and federal agencies to ensure consistency among plans and policies, identify and resolve conflicts, and promote cooperation.
- SI-8: Ensure the capacity of emergency services and public safety operations keeps pace with recent and anticipated growth.
- SI-9: Support the Clayton Library.



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.

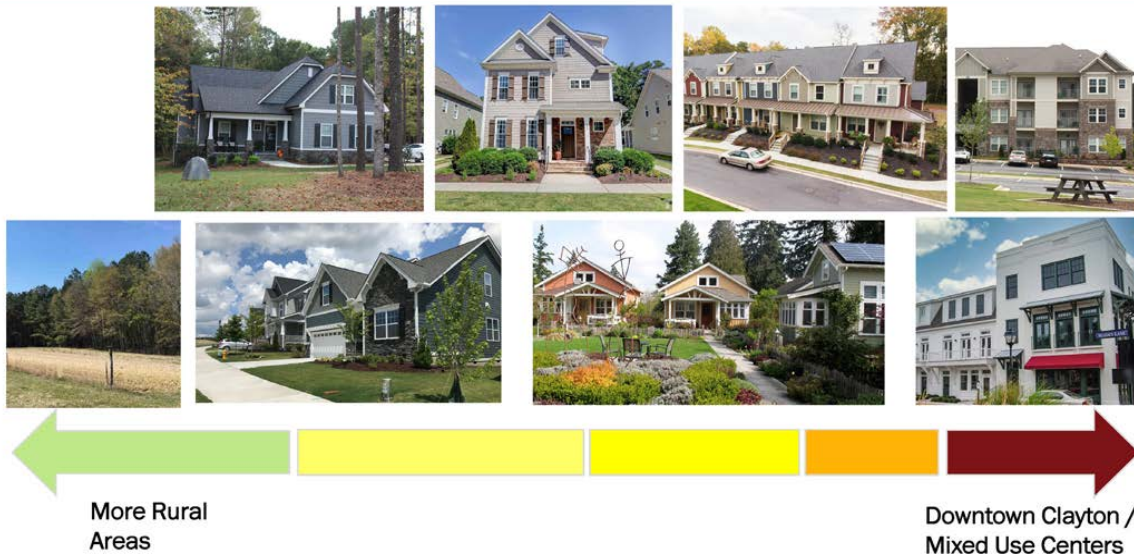
People continue to move to Clayton for many reasons including its affordability, small-town lifestyle, high quality schools and sense of safety. There are a variety of housing types with prices ranging from estate housing to townhouses and apartments that are available to accommodate Clayton's diversifying 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 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 rezoning requests.

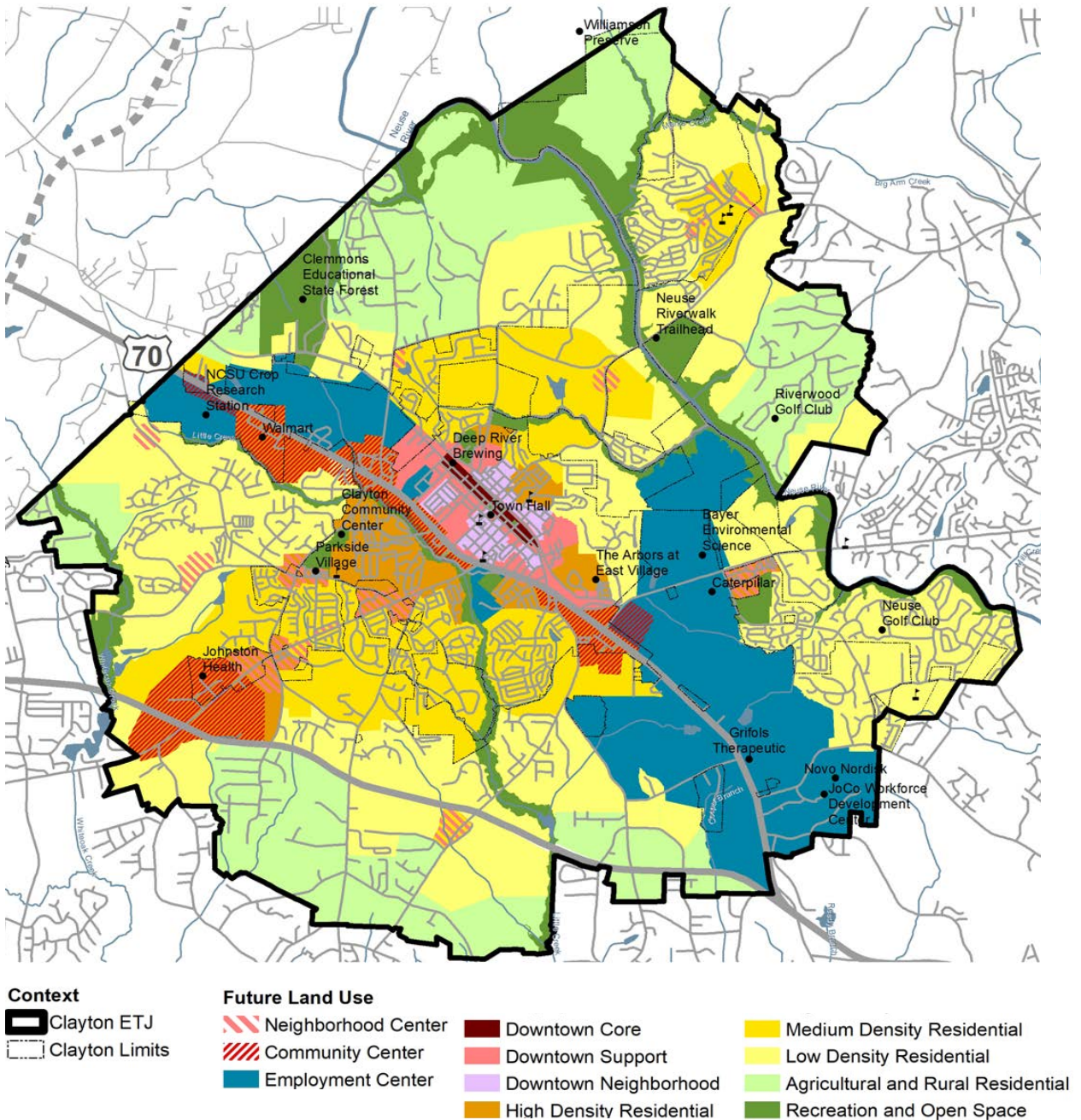
The Clayton Transect



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 less developed 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, max of 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, max of 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. Max of 100% attached units
- **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*:** ≤20 units/acre
- **Unit Type:** High density single family detached homes, townhomes, apartments, mixed use buildings with live/work units. Up to 100% of Attached Units.

DC

Downtown Core (DC)



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. Up to 100% of Attached 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. Up to 100% of Attached Units.
- **Open Space:** Typically 5-10% including tree save, plazas and amenities



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. Up to 100% of Attached Units.
- **Open Space:** Typically 5-10% including tree save, plazas and amenities



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.



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 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.

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.
- » 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.



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.

- » 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 have 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.

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.



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.

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
 - » US 70 Bus / NC 42 East
 - » US 70 Bus / Western Gateway (near Wake County)
 - » ECIA (East Clayton Industrial Area)
 - » US 70 Bypass 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.



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.)

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

- » 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 meets 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 work with developers to provide a range of quality housing types within developments.

Strategy LU 3.1.2

Within larger development 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.



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.

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

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

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

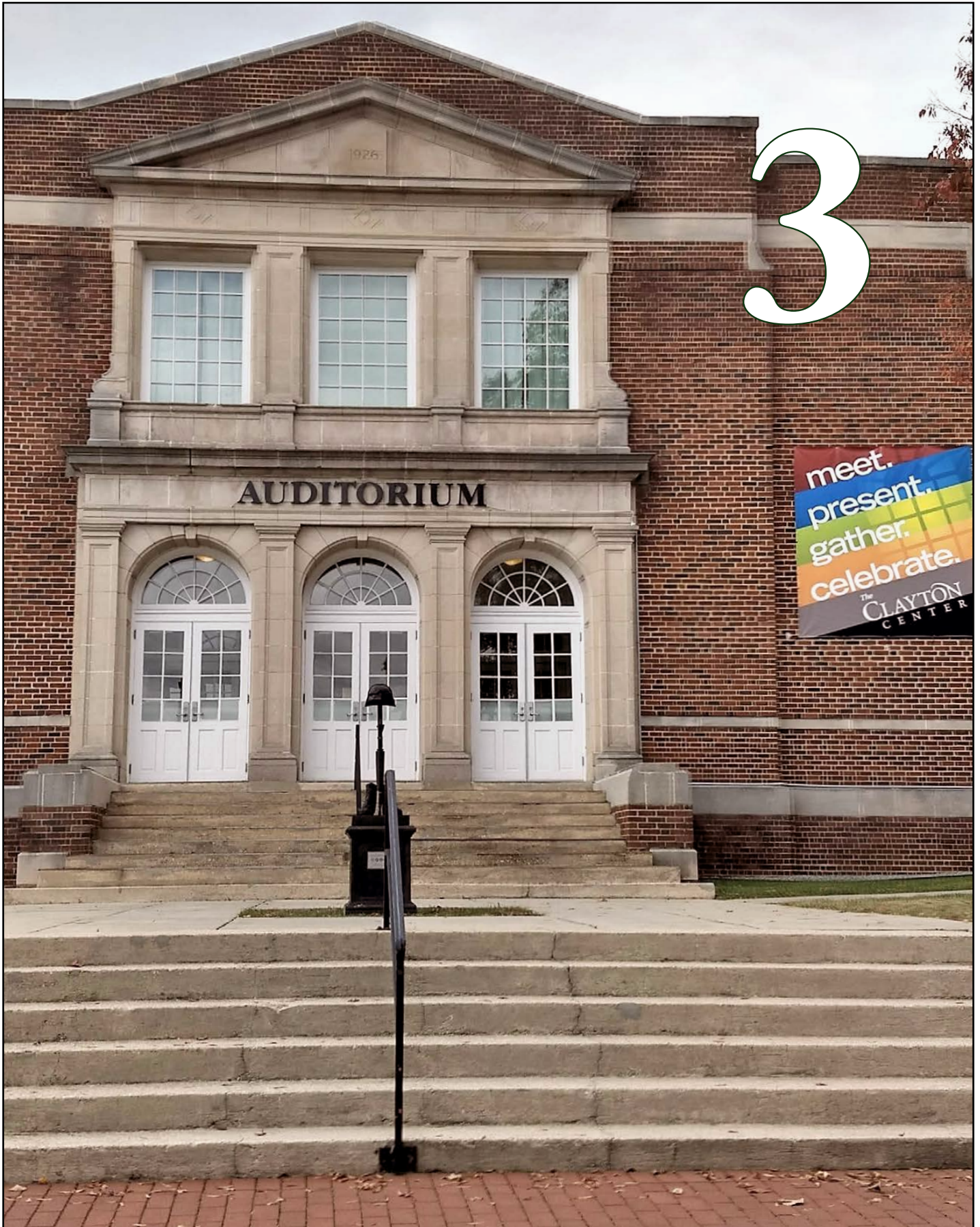
Implement code enforcement activities aimed at reducing or eliminating blighted areas of Town.

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. Suggested code change includes a tiered approach to attached unit allowance with Conditional Zoning:

- 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) could be required for higher percentages*



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 entire Town. 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 Growth 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 area 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

Encourage the use of federal and state historic Utilize Economic Development Strategy as a toolbox for recommendations to improve downtown.

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

- » Tax incentives/abatelements
- » 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 Downtown 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.
- » Consider available on-street and off-street parking as well as opportunities for shared parking.



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.

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.

Strategy DT 2.1.3

Encourage the use of federal and state historic tax credits for renovation projects in the downtown



Goals and Recommendations (cont.)

area. And explore additional methods and funding sources for preservation of historic landmarks in Downtown Clayton.

- » 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 (Insert link).

Strategy DT 2.1.4

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

- » Partner with the Clayton Historic Association (CHA)
- » 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.

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

Street maintenance, sidewalk improvements, etc.

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.
- » Any streetscape improvement planned will need to balance parking, pedestrian comfort with street and sidewalk improvements. Necessary utility upgrades and moving power lines underground 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.

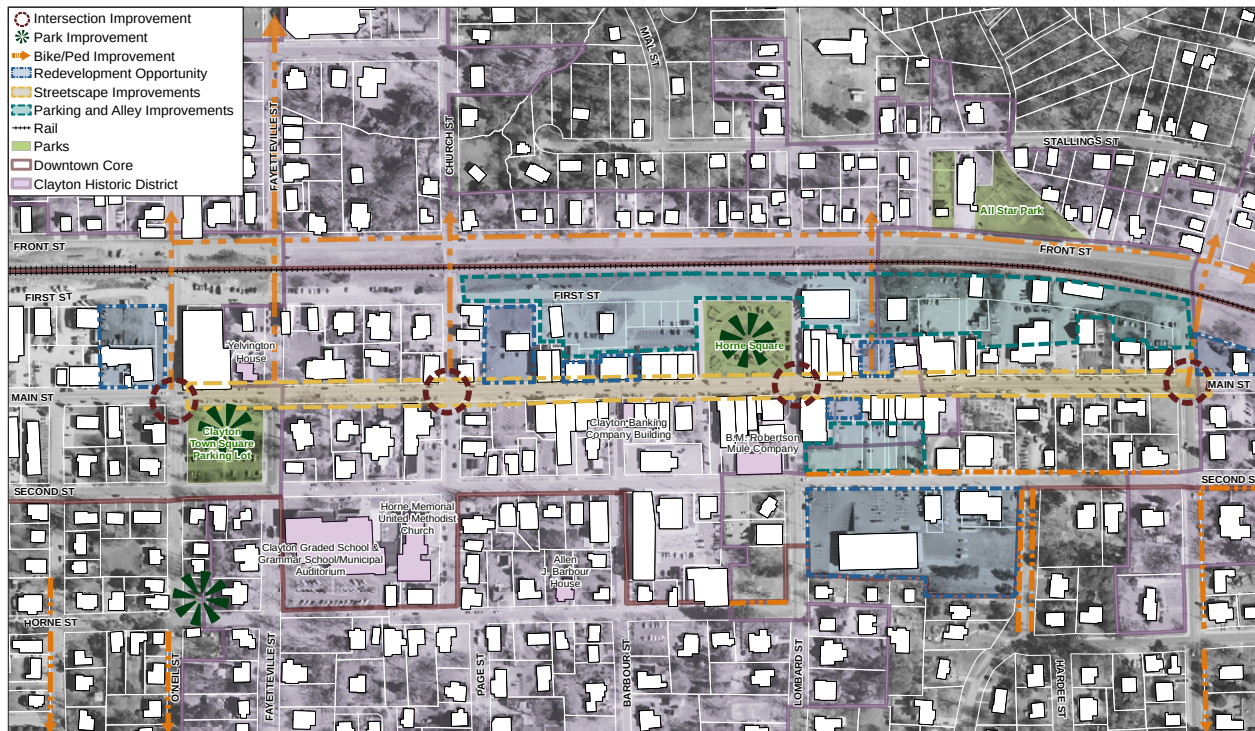
Policy DT 3.5

Consider additional parking to accommodate infill and redevelopment.

Strategy DT 3.5.1

Improve and utilize potential parking areas identified in the Downtown Improvements Map.

Downtown Improvements Map



The Downtown Improvements Map above identifies key bicycle and pedestrian improvements needed downtown including filling sidewalk gaps and improving pedestrian crossings. It also identifies potential redevelopment opportunities, parking and public space improvements.

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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.

Policy ED 1.2

Preserve and develop prime industrial land for employment growth.

Strategy ED 1.1.2

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

Strategy ED 1.1.3

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

Strategy ED 1.1.4

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

Strategy ED 1.1.5

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 1.1.6

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

Maintain an updated Strategic Economic Development Plan.

Policy ED 1.5

Follow Recommendations from current Strategic Development Plan.

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 1.1.7

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 1.1.8

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 1.1.9

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 1.1.10

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

Policy ED 3.2

Promote Downtown Clayton as a regional tourism destination.

Strategy ED 1.1.11

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

Strategy ED 1.1.12

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

Policy ED 3.3

Support entrepreneurship and existing small businesses.

Strategy ED 1.1.13

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.



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, shown on the Parks and Greenways System Map must be built to town standards.
- » Public/Spine 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 min. of 20ft wide if adjacent fences are 4ft or lower in height; otherwise a minimum of 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 establish a "trail-friendly" character for the Town

Strategy PR 1.5.1

Create website and marketing materials.

Strategy PR 1.5.2

Update trail guides to include newly completed greenway segments and access points.

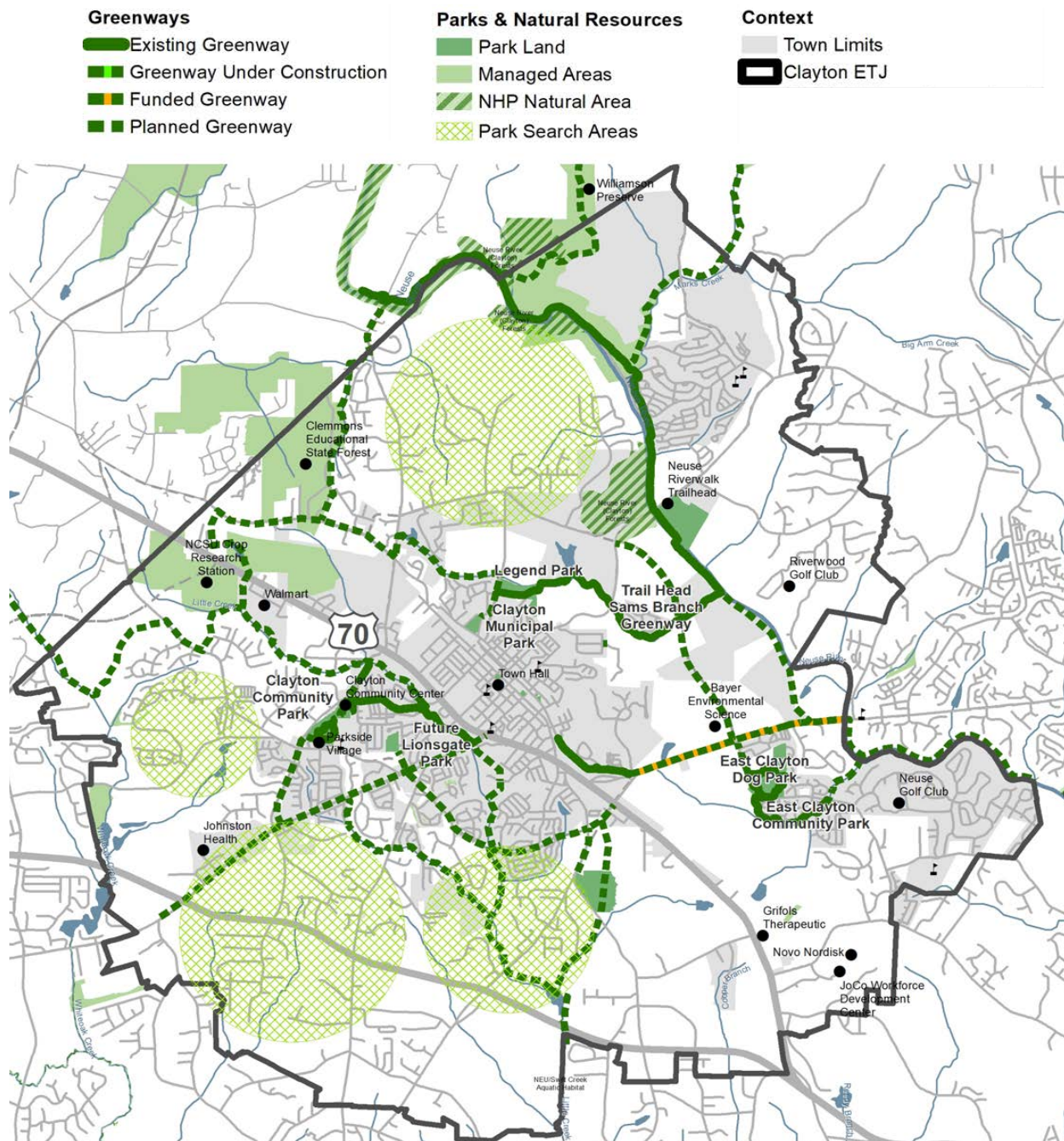
Strategy PR 1.5.3

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, etc.

Strategy PR 1.5.4

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

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.

Policy PR 2.2

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

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

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.
- » Install at least one bench, one water fountain, and restroom facilities at every park.

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 under-served 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

Review development proposals for opportunities 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

Regularly update and implement 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 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 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 allow for more flexibility on lot size but require higher open space amounts.
- » Consider requiring new commercial and mixed use developments to include 1-2 open space types 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.

Strategy PR 3.3.2

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

- » Continue to promote 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

Pursue key public space improvements downtown including:

- » Make improvements to the Clayton Town Square by creating a permanent stage for events.
- » Redesign Horne Square into an active, inviting space with seating and shade that prioritizes people over cars.
- » Consider the creation of a pocket “art” park, historical marker or facilities (bench, fence, water fountain, sidewalks, etc.) on town owned land at the old water tower site located at the intersection of O’Neil St and Horne St.

Strategy PR 3.4.3

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 Clayton’s 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, un-protected 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.



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 Requirements

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. Recommended open space requirements 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 all projects over 20-50 acres. This map should show tree canopy or stands of mature trees, areas high in biodiversity (see NR1.1), and other significant features.

- » Consider requiring an Existing Resource Map (ERM) as part of the technical or administrative review process for all Conditional Zoning or Open Space Subdivision submittals.
- » 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), proposed access points and adjacent conserved areas.
 - Consider requiring the Existing Resource Map (ERM) to be created by an approved professional (i.e. a biologist, landscape architect, environmental engineer, or conservation planner) based on existing GIS data and a site walk (preferably occurring in the spring).
 - The site analysis could be required to be submitted to planning staff prior to sketch plan review and prior to any clearing. The developer and/or the design

firm shall review plans with staff to determine 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.



Goals and Recommendations (cont.)

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.

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

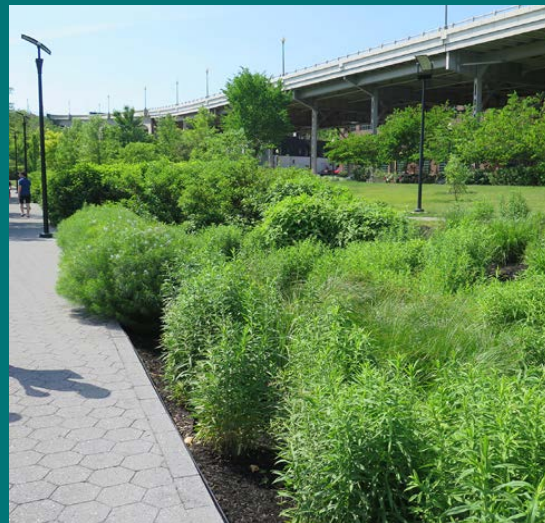
Support innovative site and street design that reduces the impact of the built environment on water quality.

» 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.

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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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 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.

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.

Goal SI 3 Support the conservation and reuse of water.

Policy SI 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 3.2

Continue to enforce stormwater ordinances in coordination with Johnston County.

Strategy SI 3.2.1

Ensure flows are based on population projections and development activity.

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.

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.

Graphics / callout:

- **Graphic showing current uses and capacity of water and wastewater sources. Note future capacity with new WWTP.**



Goals and Recommendations (cont.)

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 entities.

Strategy SI 7.1.1

Support and facilitate coordination of planning with Johnston County Schools 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 remains adequate 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 Clayton Library

Policy SI 9.1

Plan for continued growth of the Clayton Library

Strategy SI 9.1.1

Plan for the expansion or replacement of the Clayton Library

- » Consider expansion on site or replacement as part of new mixed-use building downtown.



Insert caption for Clayton Library photo



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

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

Strategy M 1.1.4

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 1.1.5

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.

Add for graphic or callout:

- **TIP Projects**
- **Connections to Greenway**
- **Planned regional transit lines**

Strategy M 1.1.6

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. See Roadway Priorities Map and Table.

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 (neighborhood) commercial areas.

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”.

Strategy M 1.3.1

Adopt a Complete Streets policy that supports the NCDOT 2019 Complete Streets policy and applies to any 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.

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.

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.)

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 disperses 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 UDO 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 (widening, intersection improvements, turn lanes, etc.) through the Traffic Impact Assessment process for larger developments.

Strategy M 2.1.2

Require new developments to include:

- » 1) An interconnected system of streets.
- » 2) Stub streets for future connections to adjacent parcels where there is potential for future development that is compatible with the developing uses.
- » 3) Street connections that tie into existing adjacent stub streets.
- » 4) 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 location 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 way-finding and map signage on active transportation facilities. (See specific recs for Downtown)

Strategy M 3.2.2

Require new facilities to install bollards at trail-heads 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.

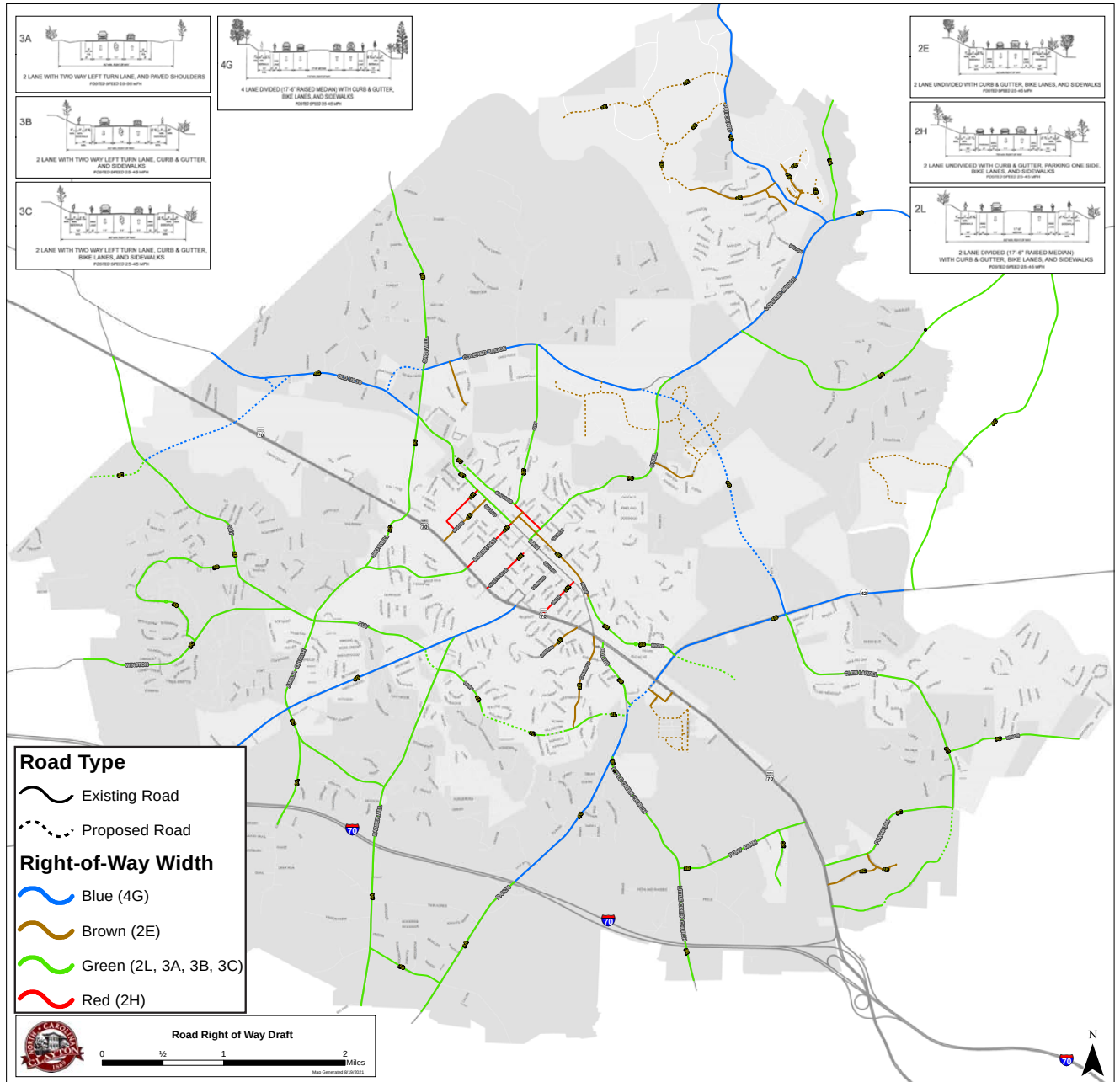
Strategy M 3.3.2

Address priority ADA issues identified in the ADA Transition Plan.

Strategy M 3.3.3

Coordinate with partners to improve ADA-compliant pedestrian facilities across the railroad tracks.

Right of Way Map



Note: Map update underway to fix discrepancies in new location alignments between this map and the Roadway System Map and incorporate recommendations from the Steering Committee.

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

Road Segment	Current condition	Current ROW	ROW required	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 extension) 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 required	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

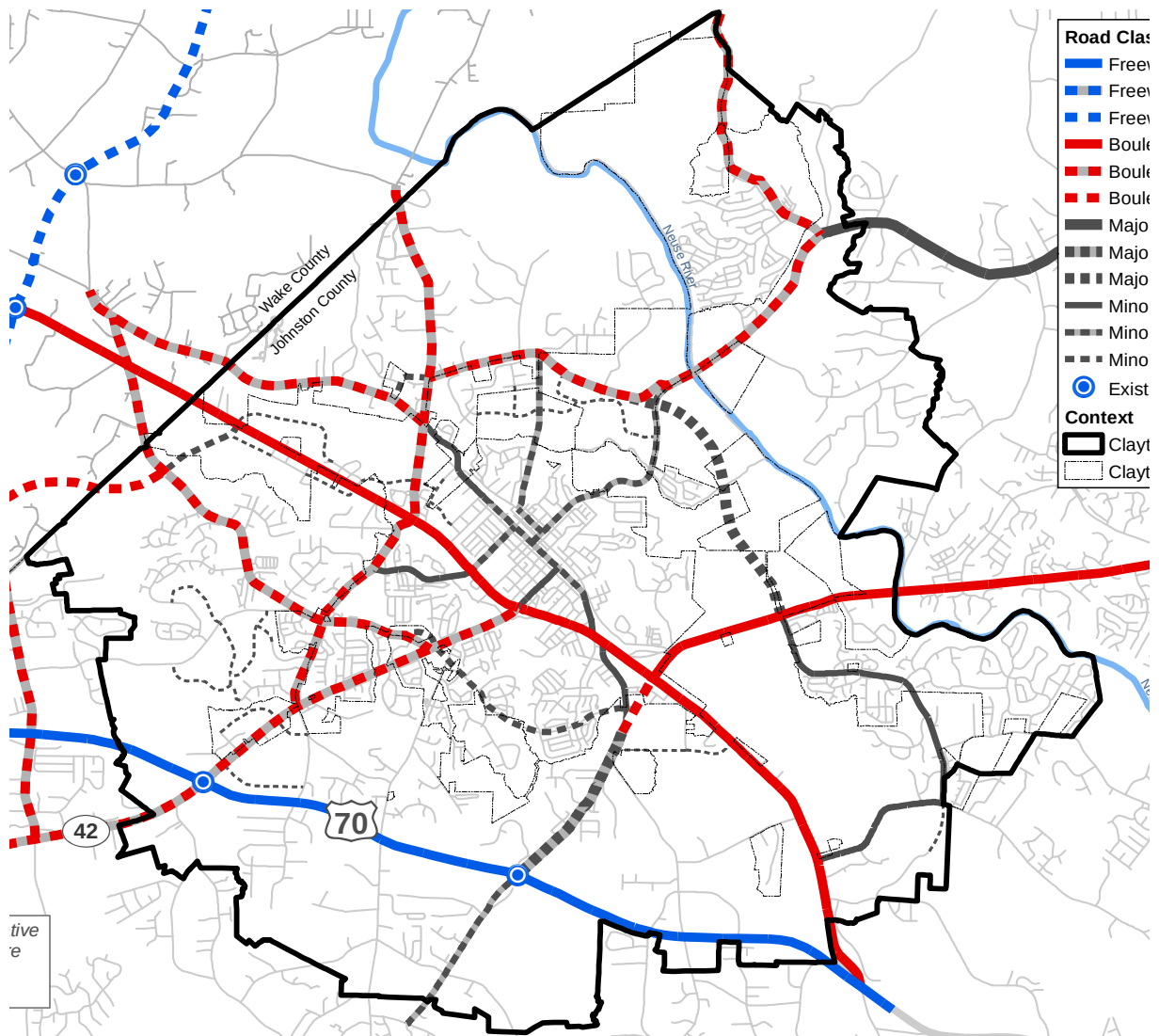
Future Right of Way and Cross Section Table (3 of 4)

Road Segment	Current condition	Current ROW	ROW required	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 Church 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 required	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

Roadway System Map



Note: Map update underway to fix discrepancies in new location alignments between this map and the ROW map



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 in Clayton

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.

Strategy AC 1.1.2

Expand the number and type of public art 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.

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 1.2.2

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



A concert at Town Square

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.





Think ACTION

The Implementation Plan is currently under development.

ThinkCLAYTON.
2045 Comprehensive Growth Plan

