



Town of Clayton
Town Council Work Session Minutes
Monday, November 3, 2025 at 3:00 PM
Rotary Room, Town Hall
111 E. Second Street

Council Present:

Mayor Jody McLeod
Mayor Pro Tem Michael Sims
Council Member Andria Archer
Council Member Porter Casey
Council Member Ruth Anderson
Council Member Gretchen Williams

Staff Present:

Rich Cappola, Town Manager
Jim Cauley, Town Attorney
Heidi Holland, Town Clerk
Dolores Gill, Deputy Town Manager
Robert McKie, Jr., Finance Director
David Ranes, Fire Chief
Nathanael Shelton, Communication Director
Conrad Olmedo, Planning Director
Kinsey Holton, Assistant Engineering Director
Todd Riddick, Interim Parks and Recreation Director

Council Absent:

None

Pursuant to N.C. General Statute § 143-318.10(e), these minutes provide a general summary of the Town Council Work Session meeting and do not represent a verbatim transcript.

1 CALL TO ORDER

- a) Mayor McLeod called the meeting to order at 3:05 p.m.

2 ADJUSTMENT OF THE AGENDA

- a) No adjustments were made.

Adoption of Agenda as Presented

RESULT:	CARRIED 5-0
MOVER:	Andria Archer
SECONDER:	Michael Sims
YES:	Michael Sims, Andria Archer, Porter Casey, Ruth Anderson, and Gretchen Williams
NO:	None

3 STAFF INTRODUCTIONS AND RECOGNITIONS

4 ITEMS FOR DISCUSSION

- a) 3:00-3:40 p.m.
Parks and Recreation Follow-Up Study Update
Presenters: Sara Burroughs, Sage Consulting and Todd Riddick, Interim Parks and Recreation Director

Mr. Riddick introduced Sara Burroughs of Sage Consulting, who presented an overview of an evaluation of Town-owned properties to determine how well they meet current and future community needs. Ms. Burroughs emphasized the importance of recognizing initiatives already undertaken by the Town, including efforts to improve river access, expand greenway connectivity, and address special population needs. She reviewed highlights from the adopted master plan and noted many of the concepts shown in diagrams were directly derived from community input.

Ms. Burroughs explained the analysis involved applying the master plan goals to specific Town-owned properties to assess the balance, location, and distribution of facilities throughout the community. She reviewed a property diagram and described how a distribution review was used to identify opportunities and gaps in recreational and open space amenities.

Several focus areas were discussed. Area Two, the Weyerhaeuser property, was described as having significant stream buffers and steep topography, which influenced the types of uses that would be appropriate for the site. Area Three, Clayton Community Park, was identified as a strong candidate for a dog park due to available acreage, with an opportunity to connect to the existing sidewalk system. Area Four, the Little Creek Church Road site of approximately 66 acres, was noted for its access from two roadways and unique site features, including streams that would require buffering.

Area Five, the former Legend Park site, was discussed as a managed and controlled site with limitations on potential uses. Conceptual ideas included open space, an observation platform, and a proposed parking area to support access. Area Eight, the Loop Road site, was highlighted as one of the Town's greatest assets for meeting recreational needs. The site includes a farm pond and flood-prone areas and is affected by Brownfield restrictions. Ms. Burroughs explained further coordination with Brownfields staff would be required, including development of a concept plan, a sampling plan, and likely renegotiation of a Brownfield agreement. Potential concepts for the site were shared, including the allocation of operational space and consideration of adding a fishing feature.

Ms. Burroughs shared next steps, which included refining the concepts, completing cost assessments, and preparing a summary of findings. She answered questions regarding partnerships with private property owners and businesses, stating such agreements are common but require careful consideration of safety, access, and appropriate buffer areas.

5 BREAK

- a) 3:40 - 3:45 p.m.

6 ITEMS FOR DISCUSSION

- a) 3:45 - 4:00 p.m.
Boating and Fishing Ramp Collaboration Discussion
Presenter: Todd Riddick, Interim Parks and Recreation Director

Mr. Riddick and Austin Cross, Grant Coordinator, presented information related to a proposed boating and fishing collaboration. The project focused on improving public

access to the river for activities such as paddling, kayaking, fishing, water sports, and related programs.

It was explained Johnston County had acquired the 42/Castleberry property, which is located outside the Town limits and ETJ. As part of a proposed agreement, Johnston County is partnering with the North Carolina Wildlife Resources Commission to design and construct a boating access area on the site. The Wildlife Resources Commission would be responsible for the design and construction of a small boating ramp for cartop vessels such as kayaks and canoes, along with a parking area and fishing pier. Johnston County would fund the boating access area and be responsible for major repairs and long-term maintenance, including sediment removal, board replacement, and shoreline stabilization. The County's request of the Town would be limited to routine grounds maintenance, such as trash collection and mowing.

Council discussion included clarification regarding the specific intended uses of the proposed dock and considerations related to flooding and site limitations. It was stated any partnership between the Town and County would be formalized through a memorandum of understanding clearly defining responsibilities, with no financial obligation to the Town. The educational benefits of providing river access to East Clayton Elementary School were also discussed, particularly as an opportunity for outdoor learning experiences for students.

Mr. Riddick stated initial design work had already begun and finalizing the memorandum of understanding would allow more detailed studies to proceed. It was stated the property would remain under County ownership and would not be annexed into the Town.

It was consensus of Council to move forward with finalizing the necessary documents with Johnston County to advance the project.

b) 4:00 - 4:20 p.m.

UDOTA-2-25

Presenter: Conrad Olmedo, Planning Director

Mr. Olmedo presented the fifth round of Unified Development Ordinance (UDO) text amendments, identified as UDOTA 2-25. He stated this round included 24 total changes, consisting of both substantive and editorial updates, with corresponding UDO redline references provided in the summary table. The proposed amendments were presented to the Planning Board on October 27, 2025, and the item was scheduled for a public hearing for potential adoption at the November 17, 2025 Council meeting.

Mr. Olmedo provided an overview of the proposed changes, organized by UDO chapters, and reviewed key items from the summary table. He stated several changes were citizen-driven, including revisions related to urban archery, and the Planning Board had engaged in significant discussion on this topic, particularly regarding alignment with North Carolina General Statutes. He stated staff had contacted the North Carolina Wildlife Resources Commission for further clarification related to urban archery regulations.

Discussion was held regarding the proposed change from "structural soil" to "supportive soil." Mayor Pro Tem Sims explained supportive soil is intended to allow

uncompacted soil conditions suitable for vegetation, while structural soil includes rock and is designed to support pavement and loading. Mr. Olmedo stated requiring structural soil could significantly increase landscaping costs, potentially by nearly one million dollars, and the intent was to ensure soil used for planting adequately supports vegetation without unnecessary expense. At the Planning Board meeting, concerns were raised that the term "supportive soil" could be vague or open-ended, and staff was directed to further refine the language.

Stormwater ordinance updates were also reviewed. Mr. Holton provided background on the revisions, noting they built upon discussions from the October 6, 2025 work session and were intended to ensure consistency with state requirements and Division of Environmental Quality (DEQ) guidance. He explained revisions included clarifying terminology, aligning "built-upon area" standards with the DEQ manual, and clarifying applicability across different development types. A key addition was a requirement for homeowner's associations to establish escrow accounts for long-term stormwater maintenance, funded initially by developer contributions, to ensure funds are available for future repairs without the need for special assessments. Discussion clarified private entities would also be subject to these escrow requirements.

Mr. Holton stated following the Planning Board meeting, minor corrections were made to the stormwater section, including revising references from "local government" to "Town of Clayton" and making grammatical and typographical updates. Additional clean-up was performed to improve clarity and consistency throughout the ordinance.

There was discussion regarding the relocation of public notice provisions from the UDO to the UDO Procedures Manual. Mr. Olmedo explained state statutes require certain notice procedures and placing these details in the manual provides greater administrative flexibility while still meeting or exceeding statutory requirements. It was stated the Town currently uses a 300-foot notification radius for adjacent property owners.

Additional discussion addressed the potential for reviewing how other municipalities define and apply soil standards similar to supportive soils, as well as confirmation that urban archery language had undergone prior legal review when initially adopted in 2015 and remains aligned with state law.

Mr. Olmedo shared the next steps, including the scheduled public hearing on November 17, 2025, after which the UDO would be revised in accordance with the approved text amendments and posted on the Town's website.

- c) 4:20 - 4:50 p.m.
CivicPlus Agenda and Next Request PRR Presentation
Presenter: Heidi Holland, Town Clerk

Ms. Holland stated last year staff received feedback from residents that our agendas and minutes were difficult to find on our website. After discussions with the Communication Department, it was decided to explore a solution through CivicPlus, our current website provider. She introduced the new agenda and public records software.

Next Request, the public records portal, would replace our current iCompass portal and provide citizens with a public-facing request portal with more manageability.

Training on both the agenda and public records request software would be held at the December 17, 2025 Department Head meeting with a go live date of January 5, 2026.

- d) 4:50 - 5:00 p.m.
Advisory Board Appointments
Presenter: Heidi Holland, Town Clerk

Ms. Holland shared the upcoming Advisory Board recommendations to fill 29 vacancies on all the Town's advisory boards. She shared the number of vacancies to fill for each board as well as how many applications were received. It was consensus of Council to move forward with the recommended names. This would be voted on at the regular meeting on November 17, 2025.

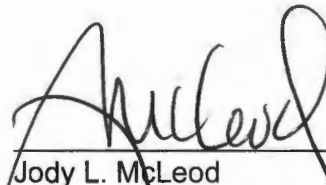
7 ADJOURNMENT

- a) With nothing further, the meeting was adjourned at 4:38 p.m.

Motion To Adjourn

RESULT:	CARRIED 5-0
MOVER:	Ruth Anderson
SECONDER:	Porter Casey
YES:	Michael Sims, Andria Archer, Porter Casey, Ruth Anderson, and Gretchen Williams
NO:	None

Duly Adopted by the Town Council on Monday, May 18, 2026 while in regular session.



Jody L. McLeod
Mayor

ATTEST:



Heidi L. Holland, MMC, NCCMC
Town Clerk

