



Town of Clayton
Planning Board and Downtown Development Advisory Board Joint
Meeting Agenda
Monday, June 24, 2024 @ 6:00 PM
Town Council Chambers

THE TOWN OF CLAYTON PLANNING BOARD REGULARLY SCHEDULED MEETING
FOR JUNE 24, 2024, HAS BEEN CANCELLED.

THE PLANNING BOARD AND DOWNTOWN DEVELOPMENT ADVISORY BOARD WILL BE HOLDING A JOINT MEETING TO DISCUSS THE TOWN OF CLAYTON DOWNTOWN MASTER PLAN. WHILE THE PUBLIC MAY ATTEND, NO PUBLIC COMMENT WILL BE RECEIVED AT THIS TIME. THERE WILL BE NO ACTION CONDUCTED BY EITHER BOARD AT THIS JOINT MEETING.

1. INTRODUCTION AND MEETING OVERVIEW

- a. *Presenter:* Conrad Olmedo, Planning Director

2. DOWNTOWN MASTER PLAN DISCUSSION

- a. Town of Clayton Downtown Master Plan
Presenter: Conrad Olmedo, Planning Director
Dan Lambert, Director, McAdams
[Clayton Downtown Plan \(2024-06-14 Working Draft\)](#)
[00-Cover+TOC](#)
[01-Intro](#)
[02-Master Plan](#)
[03-Implementation \(Working\)](#)
[04-Appendix](#)
[04-A-Town History](#)
[04-B-Inventory+ Analysis](#)

3. PLANNING DIRECTOR UPDATE

- a. Comprehensive Transportation Plan Update
Presenter: Conrad Olmedo, Planning Director
[Clayton CTP Phase 2 Informational Flyer Final](#)
[Clayton CTP Phase 2 Handout FINAL DIGITAL](#)
[Clayton CTP Phase 2 Social Media Graphics-04](#)
[Clayton CTP Phase 2 Social Media Graphics-05](#)

4. END OF MEETING

- a. *Presenter:* Conrad Olmedo, Planning Director



DRAFT - JUNE 2024
ANTICIPATED ADOPTION (AUGUST 2024)

CLAYTON DOWNTOWN PLAN

Clayton, North Carolina

ACKNOWLEDGMENTS

TOWN OF CLAYTON

Mayor + Town Council

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

Planning Board

James Moore, Chair	Jodie Dupree, Vice Chair
Ronald Williams	Kevin Lee
Derrick Applewhite	James Lipscomb
Daniel Gleason	Mike Surasky
Anita Bland	Jeffret R. Spence (Alternate)

Downtown Development Advisory Board

Christi Thompson, Chair	Matthew Kagel, Vice Chair
Dan Barbour	Erin Belcher
John David Millican	Paul Auclair
Greg Adamson	Lila Rieber
Katie Spalding	Joel Tew
Marty Kornegay	Andre Walden (Alternate)

Town Staff

Rich Cappola, Town Manager
Dolores Gill, Deputy Town Manager
Lee Barbee, Deputy Town Manager
Conrad Olmedo, AICP, CZO / Planning Director
Bruce Venable, CZO, Planner II
Patrick Pierce, Economic Development Director
Lydia Davis, Economic Development Specialist
Joshua Baird, PE, CFM, Town Engineer
Michael Tutwiler, GISP, GIS Manager
Steven Langston, Cultural Arts Director
Cathy Marraccini, Box Office Manager
Catherine White, Communication + Marketing Specialist

Town of Clayton Advisory Boards

Parks and Recreation Advisory Board
Hocutt-Ellington Memorial Library Advisory Board
Public Art Advisory Board
Fire Advisory Board

Special Thanks to North Carolina Railroad



ACKNOWLEDGMENTS

CONSULTANT TEAM

Dan Lambert, Director, Landscape Architecture McAdams - Project Manager + Urban Design

Alexandria Bunker, McAdams - Design + Plan Coordinator

Grayson Maughan, McAdams - Planner

Austin Bowman, McAdams - Planner

Michael Duval, McAdams - Civil Engineer + Infrastructure + Utilities

Luke Johnson, McAdams - Civil Designer + Infrastructure + Utilities

Jason Epley, AICP, Benchmark Planning - President + Principal Planner

Dan Douglas, Director of Urban Design, Benchmark Planning -

Laurie Jackson, Partner + Architect, Maurer Architecture - Building Resources

Kathleen Rose, CCIM, CRE, President + CEO, Rose Associates Southeast - Market Analysis

Daniel Bellot, Data Analyst, Rose Associates Southeast - Market Analysis

Jay McInnis, PE, Director of Project Development, DRMP (Ramey Kemp Associates) - Transportation Planning

Devyn Teates, PE, Project Development Project Manager, DRMP (Ramey Kemp Associates) - Transportation Planning



TABLE OF CONTENTS

01 INTRODUCTION

PROJECT INITIATION + PURPOSE
PLAN PROCESS
PREVIOUS PLANS

02 DOWNTOWN PLAN

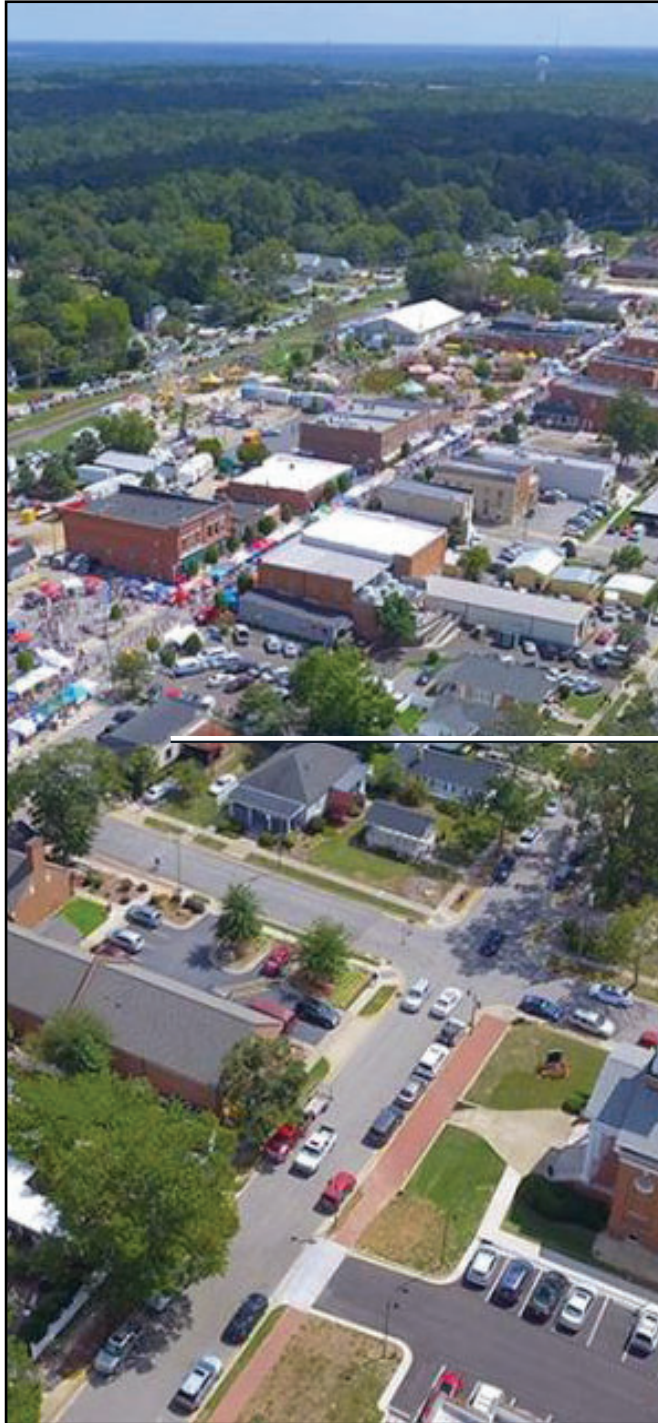
COMMUNITY VALUES
THE DOWNTOWN PLAN
DOWNTOWN PLAN HIGHLIGHTS
RECOMMENDATIONS

03 IMPLEMENTATION

IMPLEMENTATION STRATEGIES
ACTION ITEMS
ACCOUNTABILITY

04 APPENDIX

TOWN HISTORY
INVENTORY + ANALYSIS
COMMUNITY ENGAGEMENT
OPPORTUNITY SITE + REDEVELOPMENT
TRANSPORTATION + TRAFFIC - TURNING MOVEMENT VOLUMES
MARKET + REAL ESTATE STUDY
HISTORIC RESOURCES STUDY



01 INTRODUCTION

IN THIS CHAPTER

PROJECT INITIATION + PURPOSE

PLAN PROCESS

PREVIOUS PLANS

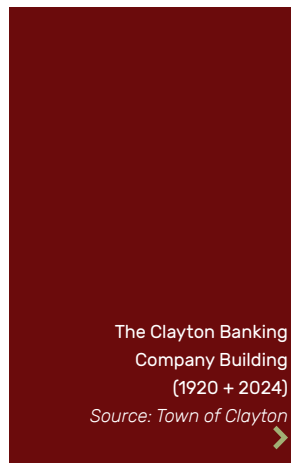


PROJECT INITIATION + PURPOSE

This plan represents a comprehensive and collaborative effort between the Town of Clayton residents, business owners, stakeholders, Town staff, and elected officials. The purpose and intention of this Comprehensive Master Plan is to direct the growth and design of the Downtown Clayton commercial district in a way that fosters future redevelopment, preserves critical historic and cultural resources, emphasizes activity and amenity, and works to improve the quality of life for residents and visitors alike. The proposed Plan is in compliance with the Town's

newly established Unified Development Code ("UDC") and the previously adopted Clayton 2045 Comprehensive Growth Plan, making recommendations that work to accomplish the positive aims of this plan. The Downtown Master Plan identifies public projects that will enhance the Downtown area as it is developed to meet future predicted growth and considers and takes advantage of several trends that create more favorable urban living areas, resulting in a more vibrant Downtown core. The Plan identifies existing conditions, cultural resources, market analysis, current and future policy measures, opportunities, and constraints. Paired with a comprehensive

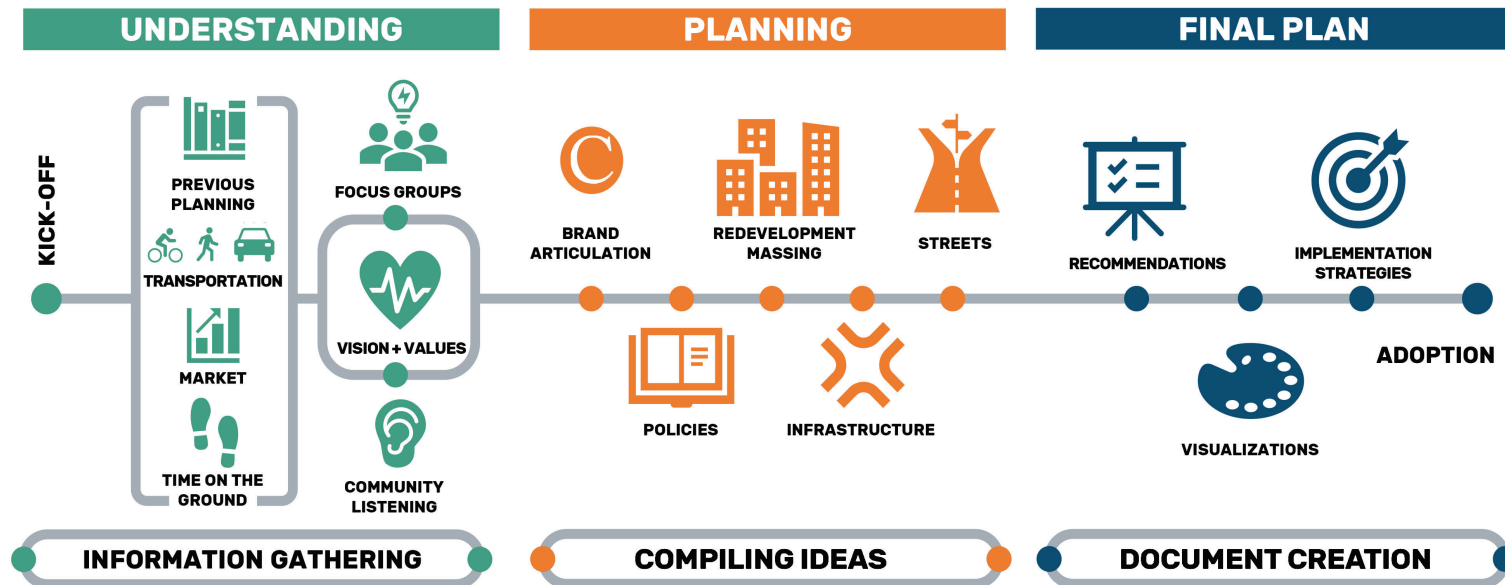
public engagement focus, the priorities of Clayton's residents and Downtown stakeholders have emerged and are the basis informing the direction of this Master Plan and the action items that will bring the vision herein to fruition. The public engagement efforts taken led to many great conversations and revelations that reinforce that each measure in the Master Plan reflects the values and visions of the Town and its residents. This Downtown Master Plan reflects continued positive leveraging of the innovation and momentum for positive change that Clayton has been cultivating in recent years. This plan helps guide the Town of Clayton in managing change well and in positioning Downtown for continued success.





PROJECT PROCESS

This plan reflects a collection of efforts and the recommendations and implementation strategies that were derived as a result. The process that was followed to get to the creation of this document is graphically outlined below:



PREVIOUS PLANS

Over the years, the Town of Clayton's Planning Department has been responsible for numerous guiding documents that help to manage land use, zoning, and infrastructure as Clayton grew in population and complexity. The department has been responsible for developing zoning ordinances, comprehensive plans, master plans and small area plans, transportation + parking plans, and historic preservation plans amongst others.

For this Downtown Master Plan process, the project team began by conducting a review of the most recent of these plans including the following reports which considered the downtown, economic development and land use:

- › Downtown Master Plan (2010)
- › Johnston County Transportation Plan (2011)
- › Parks + Recreation Comprehensive Plan (2013)
- › Clayton Economic Development Strategic Plan (2020)
- › Think Clayton – 2045 Comprehensive Growth Plan (2021)
- › Clayton Pedestrian Plan (2022)
- › Downtown Strategic Vision (2023)
- › Clayton On the Move: Comprehensive Transportation Plan (2024)



PROGRESS

Critical information from each of these plans has informed the Downtown Master Plan update and can be found throughout this document in the areas where they relate to the context of the Downtown Master Plan. Here are a few highlights of understanding gleaned from the review of these prior plans:

- Downtown Clayton has worked diligently to incorporate design guideline criteria in new developments and to foster adaptive reuse of historic properties.
- Many goals of the prior Downtown Master Plan have been achieved and implemented over the last 13 years.
- Efforts at Public/Private Partnerships have been fruitful but renewed connections are advisable.
- Progress with the Railroad has been difficult but recent changes in their leadership and efforts by Town representatives at cooperative outreach may help.
- Parks + Recreation has made significant investment into downtown active open space and greenway connections.
- Transportation recommendations including improved parking lots, improvements along the railroad corridor on Front Street, structured parking, and pedestrian cross access improvements such as pedestrian alleyways and improved crossings using different materials such as pavers, have all been slow in implementation, but progress has been made in changing traffic patterns.
- The proposed realignment at Central Street remains unacted upon.
- Design for streetscape improvements has been acquired but remains unacted upon
- New sidewalk construction has been limited to areas where damage or underground excavation required replacement.
- Gateway signage has been installed at the east end of Main Street but not in other Downtown approach locations.
- Economic investments have been strong and commercial vacancy is down significantly.



2010 DOWNTOWN MASTER PLAN

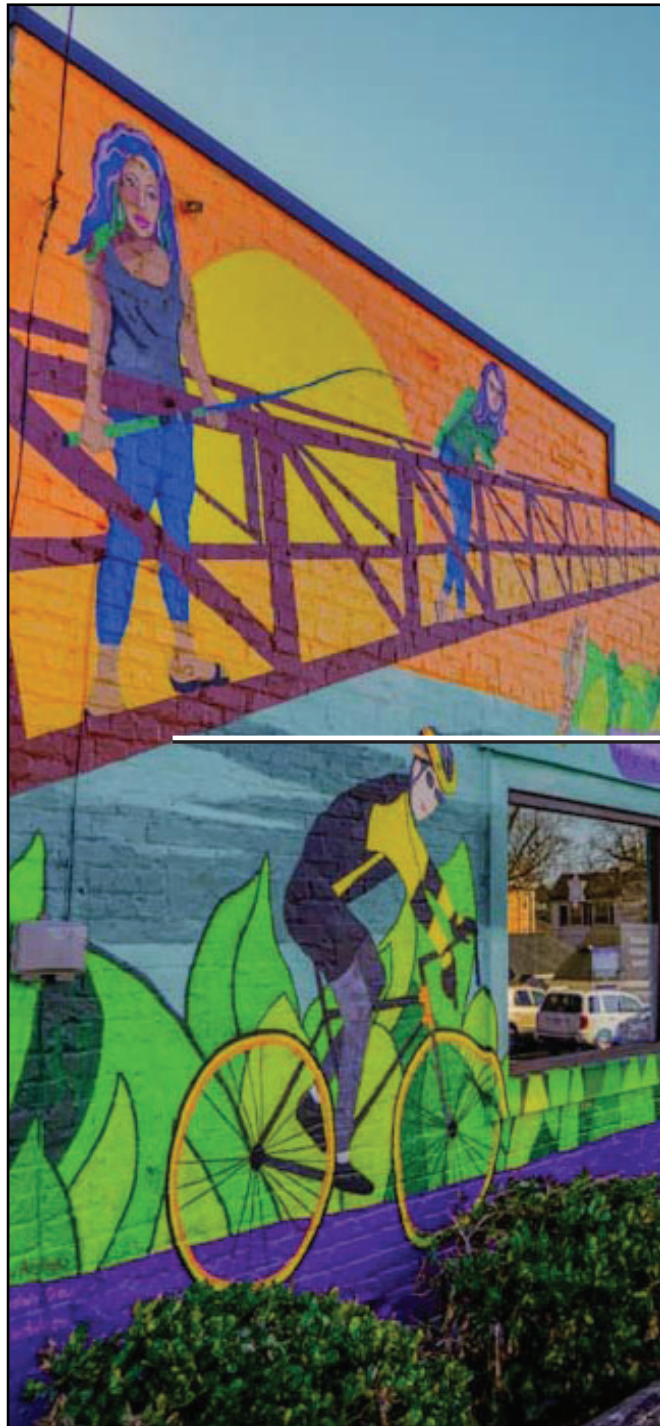
Elements of the 2010 Clayton Downtown Master Plan have come to fruition including:

- › Reached Goals of Downtown Vacancy Reduction
- › Establishment of Improved Ordinance Text - Newly Adopted Unified Development Ordinance (UDO)
- › Establishment of a Downtown Overlay District
- › Incorporation of Public Art Programs
- › Expanded Festival and Event Programming
- › Branding and Marketing Campaigns (Think Clayton)
- › Redevelopment Partnerships to Get New Businesses Off the Ground and Established.

While many of the suggested redevelopment options, parking consolidation, gateway features, and other recommended physical elements of the 2010 plan were not implemented, the establishment of design guidelines, restrictive code language, and the efforts of the Downtown Development Advisory Board have created an environment that has a strong economic impact and has been able to maintain a familiar character for Downtown that aids in establishing Downtown Clayton as a desirable place to live, work, recreate, and to do business.



2010 Downtown Master Plan Map / Town of Clayton and OBS



02 DOWNTOWN PLAN

IN THIS CHAPTER

VISION STATEMENT
COMMUNITY VALUES
THE DOWNTOWN PLAN
DOWNTOWN PLAN HIGHLIGHTS
RECOMMENDATIONS



VISION STATEMENT

DOWNTOWN CLAYTON IS OUR PLACE

It's where we make memories, share our cultures, and dare to be creative. It's where we celebrate our history and where we find opportunity to grow **TOGETHER.**

COMMUNITY VALUES

Recent trends in the direction of Downtown Clayton paired with the sentiments of stakeholders and the public led to the development of a series of guiding values for this Downtown Plan.

ENRICH QUALITY OF LIFE + CREATE MEMORABLE EXPERIENCES

CELEBRATE CULTURE + CREATIVITY

PRESERVE + CELEBRATE HISTORIC RESOURCES

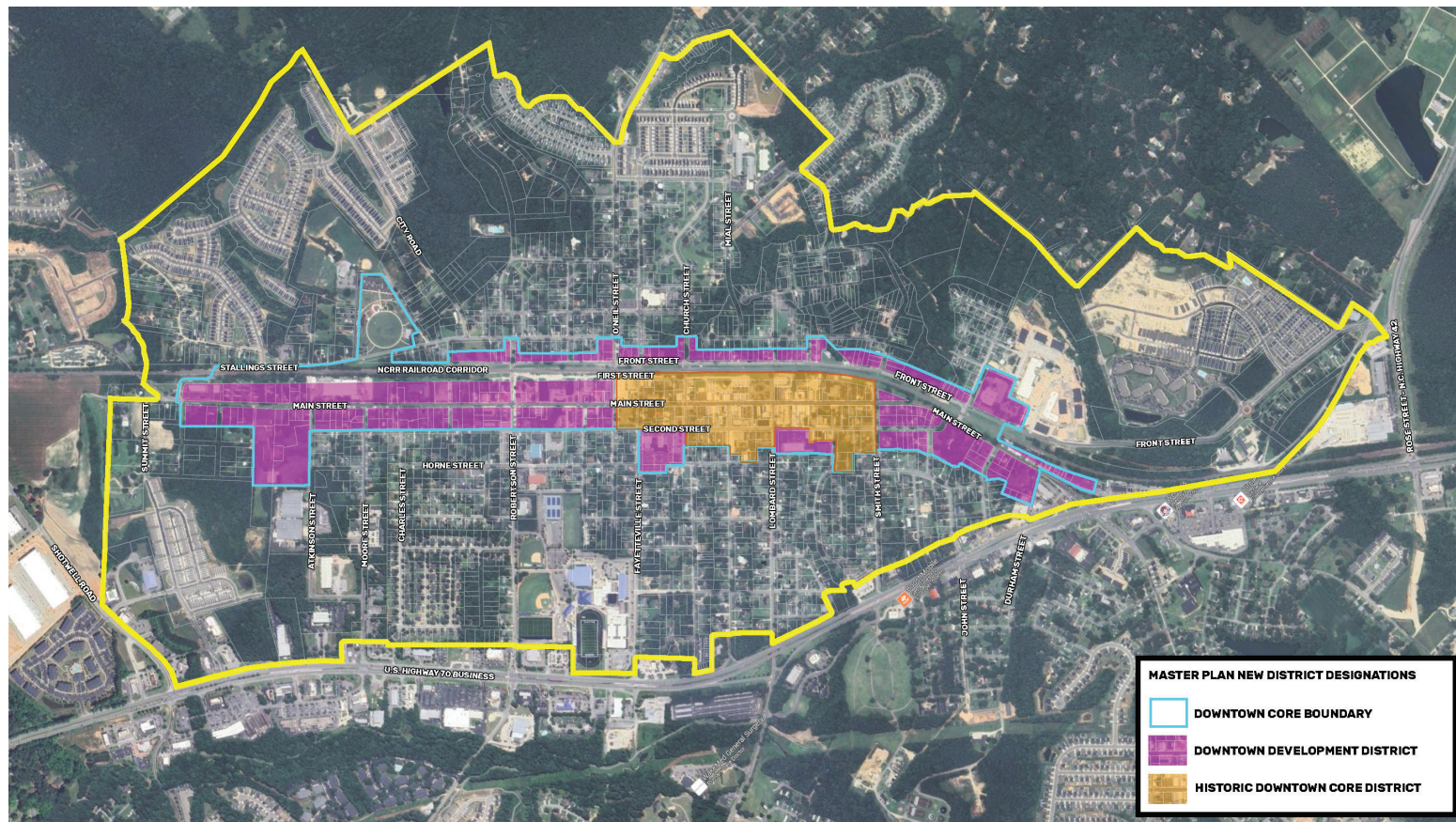
ENHANCE THE LOCAL ECONOMY

Each of the conclusions and recommendations of this Downtown plan have one or more of these values at their core. Implementation strategies, action items, future policies and standards will be more successful if they maintain these values as their driving principles..



THE DOWNTOWN PLAN

After developing a thorough understanding of existing conditions, hearing and processing the public's input, expressed values, and vision for Downtown Clayton, a Plan for the Downtown Core has taken shape. In this section, we delve in to what that Downtown Plan entails, from Future Land Use and Zoning, to the understanding of Opportunity Sites for development or redevelopment, to a review of the ordinance language recently adopted as a part of the Town's Unified Development Ordinance (UDO). The result is an ability to put form into the summary, recommendations, and proposed implementation strategies to bring these plan elements into fruition.





DOWNTOWN PLAN HIGHLIGHTS

Here is a summary of the primary elements of the Downtown Plan that will be highlighted in the recommendations to follow.

REVISED FUTURE LAND USE MAP

RECOMMENDED REVISIONS TO THE 2045 LAND USE GROWTH PLAN

TRAFFIC, TRANSPORTATION + PARKING

RECOMMENDATIONS FOR REVISED TRAFFIC PATTERNS, ROAD DIETS + MULTI-MODAL TRANSPORTATION + PARKING

BICYCLE + PEDESTRIAN IMPROVEMENTS

ACTIVE TRANSPORTATION + STREETSCAPE ENHANCEMENTS FOR MAIN, FIRST AND SECOND STREETS + CONNECTING ROADS

DOWNTOWN EVENTS + PROGRAMMING

RECOMMENDED EXPANSIONS TO THE SLATE OF DOWNTOWN EVENTS + PROGRAMMING OF PUBLIC SPACES

RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE TEXT

RECOMMENDED POLICY REVISIONS FOR INCLUSION IN THE PROPOSED UNIFIED DEVELOPMENT ORDINANCE TEXT

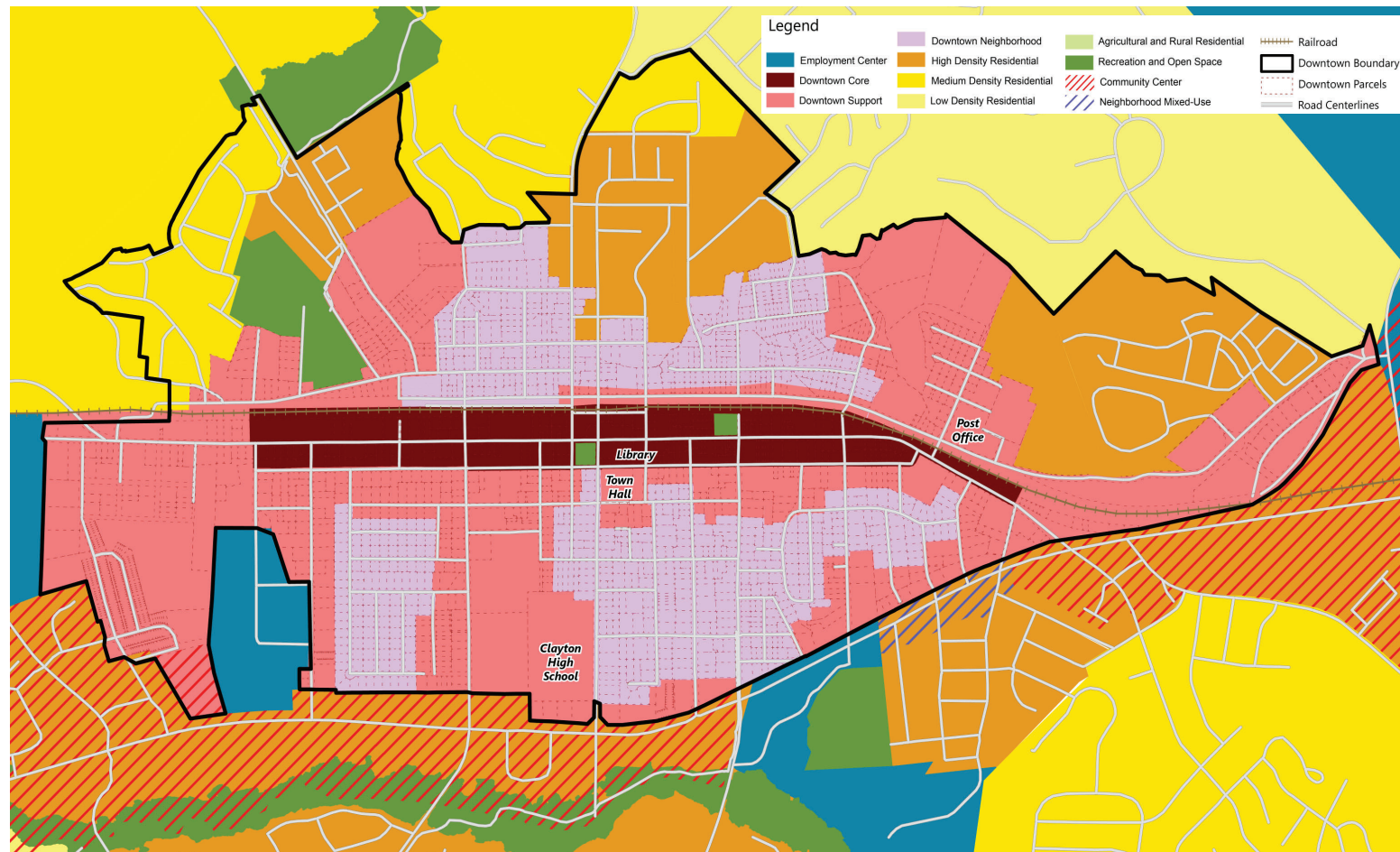
DOWNTOWN MANAGEMENT + FUNDING

RECOMMENDATIONS FOR CONTINUED DOWNTOWN MANAGEMENT + POSSIBLE ADDITIONAL FUNDING SOURCES



2045 FUTURE LAND USE MAP (AS ADOPTED)

Represented below is the 2045 Future Land Use Map from the Think Clayton - 2045 Comprehensive Growth Plan adopted in November of 2021. A simplification of zoning classifications and a revised downtown boundary were both incorporated as a part of the recently completed and adopted Unified Development Ordinance (UDO).





FUTURE LAND USE + ZONING

INTRODUCTION

As the Downtown Plan was being prepared, the Town was in the process of preparing an overhaul to its Unified Development Ordinance (UDO) called Codify Clayton. The Codify Clayton initiative was undertaken to modernize and simplify the Town's current development code. The UDO was adopted by the Town in April of 2024 and is the basic set of laws used by the Town to protect public health and safety, property values, and sensitive environmental resources. In addition, the UDO addressed recommendations from the 2045 Comprehensive Growth Plan. The 2045 Future Land Use Map and Codify Clayton code updates were evaluated as part of the Downtown Plan process.

2045 Future Land Use Map

The 2045 Future Land Use Map (FLUM) identifies five different future land use categories within the downtown study area. The categories include the following: Downtown Core, Downtown Support, Downtown Neighborhood, Employment Center, and Recreation/Open Space. Also, the downtown study area is surrounded by land designated as High Density Residential, Medium Density Residential, Low Density Residential, and Community Center future land uses. The summary of each category is outlined below.

Downtown Core (DC)

The Downtown Core applies to the area where the highest-density commercial, employment, residential and other uses are located. It fosters an urban environment characterized by a sensitive blending of carefully preserved older

structures, high quality and context-sensitive new construction, and public spaces all working together and integrated with surrounding neighborhoods. The Downtown Core includes a variety of uses including commercial services (restaurants, retail, professional services, and entertainment), office, high-density residential, upper-story apartments, and older homes renovated to accommodate commercial uses. This area provides a connected grid-style street network with alley access, future transit opportunities and pedestrian friendly sidewalks, safe crossings and streets with on-street parking and slow speeds

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.

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.

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.

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.

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.

Low Density Residential (LDR)

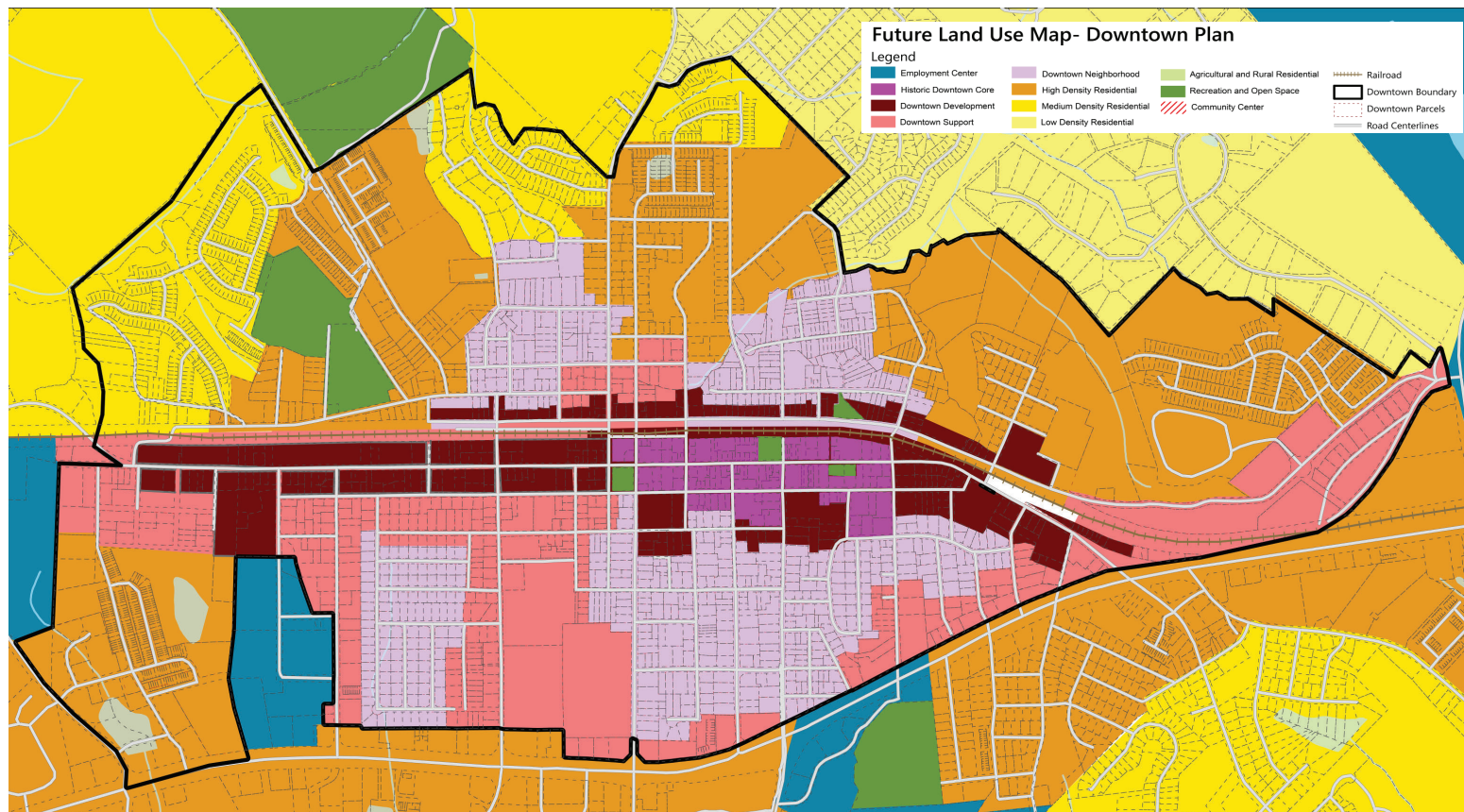
Areas designated as Low-Density Residential are intended to remain predominantly suburban in character and provide for low-density, single-family residential development on smaller lots than those in Rural Residential areas. However, a mix of residential housing types may occur under a conditional zoning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



FUTURE LAND USE MAP RECOMMENDATIONS

Based on the market research and input received during the planning process, a number of changes are recommended for the 2045 Future Land Use Map. The changes are intended to provide more focus on expanding the Downtown Core while protecting the treasured character of the current heart of downtown. The recommendations include:

- › FLUM - 01. Revisit and refine areas designated as Downtown Support
- › FLUM - 02. Expand Downtown Core area
- › FLUM - 03. Replace the Downtown Core designation with a new pair of designations; the Historic Downtown Core and Downtown Development





ZONING MAP RECOMMENDATIONS

As noted in the background research, the core of downtown was mostly zoned B-1 (Central Business). However, there are a number of other districts in the study area that include; O-1 (Office-Institutional), B-2 (Neighborhood Business) B-3 (Highway Business), Single Family Residential (various), and Planned Development – Residential. In addition to these base zoning districts, a downtown overlay zoning district was in place that covered a significant portion of the study area.

The Codify Clayton effort identified three new zoning districts and applied them to portions of the downtown study area. The new zoning districts include the Downtown Core (DTNC), Downtown Transitional (DTNT), and Downtown Neighborhood (DTNN). The Downtown Core district (DTNC) was implemented as part of the code updating and adoption process. The DTNC replaced the B-1 district, while the Downtown Overlay was eliminated.

Downtown Plan recommendations for zoning changes include:

- › **ZONM - 01.** Expand the area considered to be the Downtown Core
- › **ZONM - 02.** Replace the Downtown Core (DTNC) zoning district, dividing it into the Downtown Development District (DTDD) and the Historic Downtown Core District (HDCD) per the Downtown Plan

The new zoning districts shall be applied in a way to align with the recommended changes to the 2045 FLUM future land use category for the Downtown Core. This will ensure that future development in this area will conform with the vision of strengthening the core of downtown Clayton. Definitions for these new districts can be found below:



Historic Downtown Core

The western boundary of the Downtown Core is recommended to be extended as shown in the Downtown Plan graphic at the start of this section, converting portions of the Downtown Support and Downtown Neighborhood future land use categories all the way to the eastern boundary at Stallings Street/Irondale Drive. This western expansion would change the 2045 FLUM designation from Downtown Support and Downtown Neighborhood to a new classification of Downtown Development district (See description in this section). A number of properties in this western area of Downtown are continuing to change ownership and are being used for commercial, office, multifamily, and some remaining single family uses. The areas are well connected and are becoming more aligned with the central downtown core and offer opportunity for densifying Downtown over time without compromising the character of the Historic Downtown Core district.

The Historic Downtown Core district is the central focus and the heart of downtown as we know it today. It is recommended this district is to be applied to areas bounded by O'Neil Street to the west, First Street to the north, Smith Street to the east, and the northern half of lots fronting Second Street from O'Neil Street to Smith Street and the southern half of lots fronting Second Street between Church Street and Lombard Street, and from Smith Street

to the grocery lot (Compare Foods) halfway between Lombard Street and Hardee Street. The intent of establishment of this district is to preserve the character of the area to the extent possible through incentivizing adaptive re-use of existing historic buildings, restrictions on new construction or redevelopment to a maximum height of three stories with a preference for two-story or three-story vertical mixed-use with the traditional mix of residential or office over commercial retail, restaurant, bar or entertainment uses at street level. Architectural standards are recommended along with code language amendments to the UDO to establish an architectural review process specific to the Historic Downtown Core district with the intent of new development fitting the vernacular and character of the existing architecture in the district. It is also recommended that a program of branding, distinct signage, and marketing of the Historic Downtown Core district become a priority for economic development functions within the Town.

Downtown Development

The Downtown Development district is the remainder of the expanded Downtown Core outside of the Historic Downtown Core district. It is recommended to be applied to areas from Irondale Drive and West Stallings Street to the west, along West Stallings Street and Front Street to the north including Municipal

Park and parcels fronting Front Street from its north-south running segment to the west to Mill Street at its eastern end including the U.S. Postal building at the intersection of Central Street and East Front Street complete with its associated parking lots. It is also recommended to include parcels south of the railroad corridor along East Main Street up to and including the current Robinson Animal Hospital parcel on the north side of East Main and including parcels from Durham Street to Smith Street along the south frontage of East Main Street including parcels fronting Second Street between Smith Street and Main Street. It is recommended to also encompass the grocery parcel at the intersection of Second Street and Lombard Street as well as the Town Hall complex at Second Street between Fayetteville Street and Church Street. It is recommended that the eastern stretch include parcels fronting Main Street on both sides from O'Neil Street to Stallings Street/Irondale Drive as well as parcels fronting Second Street on its north side for that same length.

The Downtown Development district is recommended to allow significantly more density and maximum building heights than the Historic Downtown Core or adjacent High-Density Residential, Downtown Support and Downtown Neighborhood designations. It is recommended to allow maximum building heights that can reach six stories and to



write language in the code to incentivize three-story to six story vertical mixed-use and/or residential development. The intent is to accommodate the anticipated growth in population looking for a more urbanized setting while being closer to the character of Clayton that makes it so unique and desirable. By allowing this “concave” development pattern of higher-density urban mixed-use surrounding a lower-density Historic Downtown Core essentially protects that character while allowing for the volume of new residents that will help Downtown to continue to thrive into the future.

Downtown Support

As described above, areas of Downtown Support are recommended for conversion to higher-density Downtown Development district. In addition to those converted areas, the Downtown Support category is recommended to be reduced and replaced with High Density Residential in three areas within the downtown study boundary. One area is located south of West Main Street encompassing Cameron Crossing and adjacent area. The area, while it provides support to downtown, is not likely to include very many non-residential uses and is more closely aligned with the High Density Residential (HDR) future land use classification. Although there is an area adjoining the Cameron Crossing that is more aligned with Highway 70. This area should be converted to

Community Center on the 2045 FLUM.

High Density Residential is also recommended for two areas that are located northeast of the railroad. One of the areas is north of Stallings Street adjoining the Municipal Park. This area will most likely remain residential. The other area across the railroad includes the residential areas surrounding the post office and the post office itself. The area is best suited for residential growth, and while the post office serves the community and supports downtown, designating that parcel as downtown support may not be the most suitable long-term designation.

Another area of Downtown Support future land use extends along East Front Street. This stretch of Downtown Support is recommended to be converted to the Downtown Neighborhood category except for parcels immediately fronting Front Street which are recommended to become a part of the Downtown Development district. It is also recommended that sections of the Downtown Support category to the west and east of the Downtown Core Character District be converted to Downtown Development designation to encompass areas that are expected to continue supporting downtown through more intensive uses, and are already considered by many to be in downtown. These areas include businesses such as the

Deep River Brewing Company to the west and Vinson’s Pub and Eatery to the east. It is important that strong pedestrian connections, visual connections, and other linkages be made to these areas as they are vital to supporting the Downtown Core. As described in subsequent recommendations, these areas are a significant part of downtown’s overall identity.

The final area northeast of the railroad that is recommended for Downtown Support expansion is the area adjacent to Front Street, which includes its intersections with O’Neil Street and Fayetteville Street. The area extends northeast to Whitaker Street and the northeastern edge of the High Density Residential area along Hinton Street. The area is also bounded by Kildee Street and Church Street. Northeast of the railroad, this area has the greatest opportunity to influence downtown in the long-term with its stronger connectivity and physical characteristics. Areas along the eastern road frontage and southeast of Central Street on East Main Street are also recommended for conversion from Downtown Core to Downtown Support on the 2045 FLUM. While this area is a part of the overall downtown, it is not envisioned as part of the Downtown Core future land use category.



TRAFFIC TRANSPORTATION + PARKING

INTRODUCTION

Ease of travel through a community can make residents and visitors feel more connected. If it is simple to travel from point A to point B within a community, people are more likely to visit an area, which leads to more success for local businesses and events. A successful transportation network should provide multiple modes of transportation, like biking and walking, to make shorter trips more convenient without the need to get into a car. Additionally, travelers should feel safe during their trip, whether in a vehicle or on foot. The recommendations below strive to create a successful and safe transportation network in downtown Clayton.

VEHICULAR TRAFFIC

Based on the traffic counts collected in January 2023, some intersections have enough turning volumes to warrant the construction of turn lanes. Due to the existing development and on-street parking, in most of these instances there is not enough room along Main Street to construct turn lanes without sacrificing on-street parking or displacing businesses. Some turn lanes can be provided, recommendations for which are indicated below:

- › TTPK - 01. Add a 75-foot eastbound left-turn lane on Main Street at Robertson Street
- › TTPK - 02. Add a 100-foot westbound left-turn lane on Main Street at Robertson Street
- › TTPK - 03. Add a 125-foot eastbound left-turn lane on Main Street at O'Neil Street
- › TTPK - 04. Add a 125-foot westbound right-turn lane on Main Street at O'Neil Street
- › TTPK - 05. Add a 50-foot westbound left-turn lane on Main Street at Smith Street

These turn lane storage lengths are based exclusively on traffic volumes and do not take queuing into consideration. It is recommended the Town staff analyze the queuing at intersections downtown to confirm the recommended storage lengths will accommodate the queuing seen during peak hours.

The existing two-lane cross section on the roads downtown will help to foster the close-knit community feel residents want to maintain for downtown Clayton. Additionally, the two-lane cross section allows for shorter crosswalk distances, which means pedestrians will have shorter distances to travel when crossing the roads in downtown Clayton. For these reasons, the following is recommended:

- › TTPK - 06. Do NOT widen the roads in downtown Clayton in the future.

The Downtown Core would see indirect vehicular transportation improvements by turning Main Street into a more complete street. Also, the posted speed limit on Main Street is currently 25 miles per hour (mph) from Moore Street to US 70 Business. With the recent development of West End and with added residences in the vicinity, the following is recommended:

- › TTPK - 07. Reduce the speed on Main Street to 25 mph from Stallings Street to Moore Street, especially once sidewalk is constructed. The reduced



speed limit will help with creating a sense of arriving in Downtown Clayton and slower vehicle speeds will give drivers more reaction time to stop for pedestrians who are crossing the road.

- › **TTPK - 08.** Develop Main Street into more of a 'Complete Street'

The Downtown Core is bisected by the North Carolina Railroad (NCRR), an active rail corridor for both freight and passenger rail service. There are currently six (6) at-grade vehicular crossings of the rail and one grade-separated underpass crossing. Conversations with NCRR have indicated that they would be willing to enter into agreement for certain Town improvements along and within their right-of-way in exchange for a reduced number of at-grade rail crossings. Of the six (6) at-grade crossings (Stallings Street, Robertson Street, O'Neil Street, Fayetteville Street, Church Street and Central Street), three happen within 725 feet of each other (O'Neil Street, Fayetteville Street, and Church Street) and of those three streets, only one continues farther north than a third of a mile before terminating. That street is O'Neil Street. For those reasons, the following is recommended:

- › **TTPK - 09.** Close the North Carolina Railroad crossing at Fayetteville Street.
- › **TTPK - 10.** Close the North Carolina Railroad crossing at Church Street.

TRANSIT

GoTriangle has studied the feasibility of providing commuter rail on existing railroads from Durham to Garner. An extension of the commuter rail corridor east of Garner to Clayton and Selma was considered. However, the commuter rail will receive funding as part of a tax approved in Durham and Wake Counties, so the extension to Selma was analyzed, but is not funded since this portion is in Johnston County. The Town staff and residents have expressed support for an extension of commuter rail service to Clayton. If commuter rail comes through Clayton, a station should be considered at Horne Square. The following is recommended in preparation for that possibility:

- › **TTPK - 11.** Establish infrastructure + allowed use for commuter rail stop in Historic Downtown Core District (HDCD).

As part of the Wake Bus Rapid Transit (BRT) improvements, the Southern Corridor is proposed to travel from NC 42 at US 70 Business into downtown Raleigh. BRT operates with similar travel times and reliability as light rail but can travel with the flexibility of a bus, since the BRT is not confined to a rail track. The BRT Southern Corridor would provide a transit option from Clayton, traveling through Garner, to downtown Raleigh. To facilitate the widest variety of options and possibilities for multi-modal transportation in Downtown, the following is recommended:

- › **TTPK - 12.** Pursue inclusion in Southern Corridor BRT Study and consider designation of streets for dedicated BRT service.



PARKING

The location and design of parking areas should create a safe and convenient network for vehicle circulation and parking. On-street parking can negatively impact pedestrian and driver safety by blocking the view of pedestrians who may be crossing the road and by introducing drivers who may stop suddenly or pull out into traffic from a parking space. Removing the on-street parking from one side of Main Street would likely improve pedestrian and driver safety on Main Street. It is recommended to:

- › **TTPK - 13.** Remove on-street parking from one side of Main Street where feasible.

If a portion of the on-street parking is removed from Main Street, it needs to be replaced elsewhere. A potential location to place off-street parking is along Front Street, which is within the railroad right of way. The Town is seeking to create an agreement with the North Carolina Railroad (NCRR) and Norfolk Southern (NS) to pave Front Street to utilize for parking. It is recommended to:

- › **TTPK - 14.** Establish agreement with NCRR to allow Front Street parking and pedestrian improvements.
- › **TTPK - 15.** Design + Construct Front Street parking and pedestrian improvements.

Barbour Street, between Second Street and Main Street, is very narrow and only allows for one-way traffic. Even though Barbour Street is narrow, on-street parallel parking is still permitted. Removing the parking from this block of Barbour Street is likely to have negligible impact on the parking inventory in Town since it is estimated that only four to five vehicles can park on this block of Barbour Street. It is recommended to:

- › **TTPK - 16.** Remove on-street parking from Barbour Street between Second Street and Main Street.

BICYCLE + PEDESTRIAN IMPROVEMENTS

INTRODUCTION

The 2022 Town of Clayton Pedestrian Plan identified numerous opportunities and challenges in the Downtown bicycle + pedestrian environment. Those same concepts were bolstered through the Downtown Plan process and its findings. Based on the public engagement, there is a strong desire to improve facilities for pedestrians and cyclists in downtown Clayton. Currently, the roads in downtown Clayton are more focused on vehicular traffic and can be improved to better balance vehicle, pedestrian, and bicycle traffic.

BICYCLE + PEDSTRIAN IMPROVEMENTS RECOMMENDATIONS

Pedestrian facilities, like sidewalks and crosswalks, should connect all modes of transportation since the start and end of most trips are completed on foot. If possible, sidewalks should be provided on both sides of roads to make walking convenient and safe. There should be no gaps in sidewalk and pedestrian facilities. These facilities should provide continuous access to the full extent of downtown Clayton. The existing sidewalk gaps in downtown Clayton should be filled to provide dedicated pedestrian facilities on Main Street from Stallings Street to US 70 Business. Other roads providing access



to Main Street should also provide continuous sidewalk access. Sidewalks are missing from 2nd Street, Ellington Street (which is blocked by parking spaces), Robertson Street, and Stallings Street.

Intersection designs can be pedestrian oriented by providing pedestrian corners at street crossings (see example in picture below). Pedestrian refuges can also be provided at crosswalks if parallel parking is limited to one side; with the current pavement allotment there is not enough room for parking on both sides plus a center refuge.

To improve pedestrian safety further at signalized intersections, pedestrian signal heads should be installed at all signalized intersections. Additionally, the Town should request all traffic signals allow for a Leading Pedestrian Interval (LPI). This will allow push activated pedestrian signal heads to give a walk indication for four seconds before vehicles have a green signal, which will give pedestrians a head start to cross the road before potential vehicle conflicts are introduced. A formal request to add an LPI at signalized intersections would need to be sent to NCDOT.

Recommendations in the pedestrian plan that apply to downtown Clayton include, but are not limited to:

- **BKPD - 01.** Parking Lane/Enhancement Zone: curb extensions, parklets, bicycle corrals, etc. can be constructed in the pavement width typically used for on-street parallel parking.
- **BKPD - 02.** Pedestrians at Signalized Intersections: install pedestrian signal heads, provide adequate pedestrian crossing time.
- **BKPD - 03.** Priority Project #1: Robertson Street Sidewalk Gaps and Crossing Improvements from Clayton High School to Main Street.
- **BKPD - 04.** Priority Project #2: Main Street Pedestrian Improvements from Moore Street to Central Street.
- **BKPD - 05.** Priority Project #7: East Coast Greenway Complete Downtown Clayton Feasibility Study

Pedestrian connections from major parking areas to Main Street should be provided. Below is a list of connections to consider, as opportunities arise:

- **BKPD - 06.** Connecting First Street to Main Street, between Fayetteville Street and Church Street
- **BKPD - 07.** Connecting First Street to Main Street, between Church Street and Horne Square
- **BKPD - 08.** Connecting parking at the Clayton Center to Main Street
- **BKPD - 09.** Connecting Second Street to Main Street, between Lombard Street and Smith Street

Additional recommendations to improve the Downtown pedestrian and bicycle environment include:

- **BKPD - 10.** Pedestrian railroad crossings should also be improved, particularly at O'Neil Street and Church Street. Based on the September 24, 2020 traffic counts at the railroad crossings, these two intersections are the most used by pedestrians.
- **BKPD - 11.** A grade separated pedestrian rail crossing should also be considered, which has been analyzed in the past by the Town. There is potential



and desire to construct a greenway tunnel to connect Main Street to the East Coast Greenway, which would create a designated rail crossing for greenway traffic.

- **BKPD - 12.** Ahead of constructing a greenway tunnel under the railroad, pedestrian facilities should be constructed to connect the tunnel to the existing sidewalk on Main Street at Robertson Street.

When providing bicycle and pedestrian facilities, access to major destinations should be considered. Some of the main walking attractions in Clayton are:

- Downtown Clayton (Main Street)
- Clayton High School
- Town Hall and The Clayton Center
- Hocutt-Ellington Library
- US Post Office on Front Street
- Municipal Park

It is recommended that:

- **BKPD - 13.** Consistent sidewalk access should be provided to each of these destinations above, as well as other main attractions in Clayton that are within walking distance of the public parking provided downtown.
- **BKPD - 14.** Opportunities to close sidewalk gaps should be explored as funding becomes available. For example, the sidewalk gap on Stallings Street from Crawford Parkway to McCullers Street is approximately 900 feet long, and if funding becomes available for sidewalk construction, closing this gap would provide a more direct connection to the residents on Crawford Parkway to Municipal Park.



The following pedestrian environment recommendations are recommended to be advanced within the Downtown streetscape specifically:

MAIN STREET STREETScape:

NEAR TERM

- **MSNT - 1.** Implement Pedestrian Intersection Guidance at Signalized Intersections
- **MSNT - 2.** Implement Pedestrian Traffic Signal Enhancements
- **MSNT - 3.** Study Main Street Corridor for Potential to Incorporate Mid Block Crossings under the NCDOT Action Plan

LONG TERM:

- **MSLT - 1.** Implement Parking Lane / Enhancement Zone Concept Throuhgout
- **MSLT - 2.** Remove On-Street Parking from One Side of Main Street and Incorporate a Dedicated Bike Lane or Cycle Track

OTHER DOWNTOWN PEDESTRIAN / STREETScape IMPROVEMENTS:

NEAR TERM

- **ODNT - 1.** Incorporate Funding for Sidewalk Gap Closures + Crossing Improvements
- **ODNT - 2.** Establish Priority List of Sidewalk Gap Closures + Crossing Improvements
- **ODNT - 3.** Seek Alternative Funding Sources for On-Street Connections to Area Greenways + East Coast Greenway Completion through Downtown Greenway Completion
- **ODNT - 4.** Form Active Transportation Advisory Committee (ATAC) + Include Downtown Representation
- **ODNT - 5.** Become Designated as a Walk Friendly Community
- **ODNT - 6.** Contract Planning + Design Services for an Integrated Branding, Signage + Wayfinding System
- **ODNT - 7.** Erect Decorative / Protective Fencing Along Rail Corridor Along First Street + Front Street for Full Length of Downtown Corridor from Atkinson Steet to Central Street Restricting Crossings
- **ODNT - 8.** Improve Pedestrian Facilities at Railroad Crossings Including Controlled Access Control Measures
- **ODNT - 9.** Contract, Plan, Design + Implement Sidewalk Connection Improvements Between Main Street and Major Parking Areas

LONG TERM:

- **ODLT - 1.** Implement Sidewalk Gap Closures + Crossing Improvements on Robertson + O'Neil Streets
- **ODLT - 2.** Implement East Coast Greenway Completion through Downtown Greenway Connection
- **ODLT - 3.** Implement + Construct Integrated Branding, Signage + Wayfinding System



DOWNTOWN EVENTS + PROGRAMMING

INTRODUCTION

The Downtown Plan process repeatedly unearthed, from differing sources, the indisputable fact that Clayton's residents and visitors alike LOVE the variety of festivals, events, and Downtown programming available. It is an area where Clayton has excelled. There is one issue at hand in this category and that is, given the success of existing programs, of course, the people want more! Here are some areas where Downtown events + programming can be enhanced to draw more people even more often.

DOWNTOWN IMPROVEMENTS (GENERAL)

Clayton's programming is currently limited by areas that can be assigned to various events and some of the missing facilities to improve the quality and likelihood of events being hosted Downtown. Recommendations for Downtown that improve possibility for, quantity + quality of Downtown events and programming are as follows:

NEAR TERM

- › **DENT - 1.** Identify Preferred Location for Construction of a Permanent Public Restroom Building for Year-Round Event and Public Use
- › **DENT - 2.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction, Maintenance, and Security Patrol of Permanent Public Restroom Building and Related Infrastructure
- › **DENT - 3.** Develop Road Closure Plan for Large Events and Enter Agreement with NCDOT to Allow Regular Downtown Street Closures

LONG TERM

- › **DELT - 1.** Contract, Plan, Design + Construct Permanent Public Restroom Building + Related Infrastructure

FARMERS' MARKET

Clayton's Farmers' Market has seen success with the one complaint being its susceptibility to weather and its restricted access to power and light which could expand its offerings and hours. Recommendations for improvement of the Farmers' Market are below:

NEAR TERM

- › **DENT - 4.** Identify Preferred Location for Permanent Pavilion Structure(s) for Year-Round Market Use
- › **DENT - 5.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction of Permanent Pavilion Structure(s) and Infrastructure
- › **DENT - 6.** Study Vendors from Current + Prior Farmers' Markets and Identify Gaps in Offerings to Customers

LONG TERM

- › **DELT - 2.** Actively Seek a Variety of Vendors, Craftsmen, Artisans + Artists to Contract Spaces at the Farmers' Market
- › **DELT - 3.** Contract, Plan, Design + Construct Farmers' Market Pavilion Structure(s) + Infrastructure



CLAYTON CONCRET SERIES + FAMILY MOVIE NIGHT

The Clayton Concert series has become a regular draw for visitors and currently has a slate of four shows running from May 17th through the summer with the last show scheduled for September 6th. The concerts are slated between other events on a calendar showing 18 events in total on 17 separate weeks. That means that 34 weeks of the year have no event scheduled. This allows for a greatly expanded schedule of concerts to be planned.

Recommendations for expansion of the Clayton Concert Series and setting the environment in which artists would like to participate and make a stop in Clayton a part of their touring can be found below:

NEAR TERM

- › **DENT - 7.** Identify Preferred Location for Construction of Permanent Stage/Bandshell Structure for Year-Round Performance Event Use
- › **DENT - 8.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction of Permanent Stage/Bandshell Structure and Related Infrastructure
- › **DENT - 9.** Identify Available Location for Expanded Concert Series Including Different Venues at Different Scales
- › **DENT - 10.** Work with Other Series Such As Family Movie Night to Fill Empty Slots in Schedule with Regular Functions
- › **DENT - 11.** Work with Cultural Arts Department and The Clayton Center to Book Complimentary Performance Events

LONG TERM:

- › **DELT - 4.** Contract, Plan, Design + Construct Permanent Stage/Bandshell Structure + Related Infrastructure
- › **DELT - 5.** Actively Seek Larger and More Frequent Events through Targeted Marketing Campaigns



RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE (UDO) TEXT

INTRODUCTION

The recently adopted Codify Clayton: Unified Development Ordinance (UDO) was developed concurrently to this Downtown Plan but made it to the finish line sooner, being adopted in November of 2023 and being implemented January 2, 2024. As a result, the recommendations of this Downtown Plan have not been fully incorporated into the UDO regulatory and guidance text. A series of amendments will have to be crafted, reviewed, and voted upon for adoption to codify the proposed regulatory, policy, and guidance changes recommended in the Downtown Plan. The following sections of UDO text will require revising to meet the recommendations in this plan:

1.8 REVIEW AUTHORITIES

To establish authority for enforcement of architectural guidelines in the Historic Downtown Core District (HDTC), a review board and its review authority and process needs to be established within section 1.8.

1.11 VESTED RIGHTS

For properties entitled to lesser densities, particularly in the newly established Downtown Development

2.2 APPLICATION SUMMARY TABLES

Include new district classifications in all application process language including any variation specific to the new districts and their criteria

2.3 APPLICATION TYPES

Include new application type for Historic Downtown Core Architectural Review including procedures, policies, forms and fees

2.4 REVIEW PROCEDURES

Include review procedure(s) for Historic Downtown Core Architectural Review

3.2 CONVENTIONAL ZONING DISTRICTS

Add language for two new zoning districts, Downtown Development District (DTDD) and Historic Downtown Core District (HTDC), and revisit language for Downtown Core (DTNC) with it being parsed into two new districts.

3.4 GENERAL DIMENSIONAL STANDARDS

Add language for two new zoning districts, Downtown Development District (DTDD) and Historic Downtown Core District (HTDC), and revisit language for Downtown Core (DTNC) with it being parsed into two new districts.

3.8 ZONING MAP

Revise Zoning Map to reflect Future Land Use Map recommendations from the Downtown Plan including two new classifications.



RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE (UDO) TEXT

[CONTINUED]

CHAPTER 5 NONCONFORMITIES

Revise each section within this chapter to reflect the restrictive requirements of the new Historic Downtown Core District (HDTC) such that it incentivizes the redevelopment of properties that do not match the intended preserved and enhanced character of the district.

6.2 DESIGN STANDARDS + GUIDELINES

Add a new subsection establishing the architectural and design standards and guidelines for the new Historic Downtown Core District (HDTC) and Downtown Development District (DTDD)

6.3 THROUGH 6.18

Revise each section's language to establish the design standards and guidelines for these elements in the new Historic Downtown Core District (HDTC) and Downtown Development District (DTDD)

CHAPTER 7 VIOLATIONS

Revise the sections in this chapter to add significant disincentives to nonconformance within the Downtown as well as to establish preferred paths of transition to new zoning through enforcement of declared violations.



DOWNTOWN MANAGEMENT + FUNDING

INTRODUCTION

Some measures identified as areas in need of addressing through recommendations include management policy level actions that must be decided upon at the level of Town Council and Administration. These include such items as internal studies of facilities, organizations, and procedures as well as the establishment of new positions, roles, and accountability measures for staff, boards, and elected officials. Other items will require a deliberate action in the realm of seeking funding through a variety of means. Those items that fall under these categories can be found in the listing below:

MANAGEMENT

Based on the

FUNDING

Based on the



03 IMPLEMENTATION

IN THIS CHAPTER
IMPLEMENTATION STRATEGIES
ACTION ITEMS
ACCOUNTABILITY

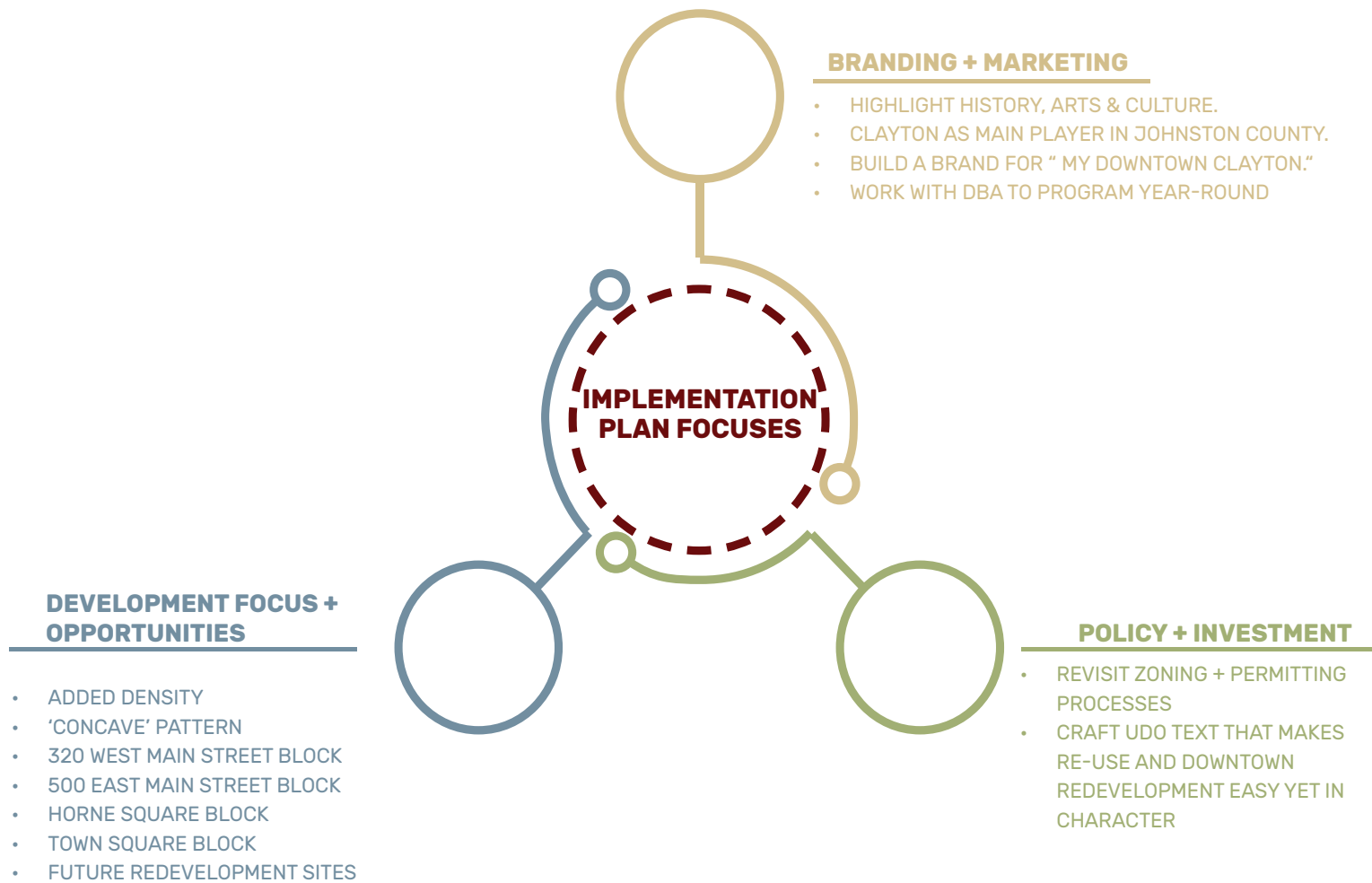


IMPLEMENTATION

This plan's vision and recommendations result directly from an extensive information gathering process involving community input, staff input, analysis of existing conditions. An implementation plan with prioritized action items is the final step in bringing the master plan vision to reality. Implementation is not a linear process but an ongoing iterative process that will rely on funding investments. Feasibility studies, master plans, phasing plans, and business plans are some of the intermediate steps the Town will have to assume to understand the full order of magnitude costs. In addition, effective implementation strategies are based on highly collaborative processes that span across the various Town Departments, community leaders, strategic partners, and elected officials.

Action items are prioritized as short-term, mid-term, long-term or ongoing. Action items receiving higher priority are those supported by significant community input or are items that have been delayed or postponed in the past but have significant bearing on accomplishing the recommendations of this plan. Each action item indicates a responsible party to foster accountability within the Department. Furthermore, priority projects may change or evolve into new possibilities over the ten-year planning horizon based on community needs or other related opportunities. For this reason, additional prioritization criteria has been established and is described in the appendix, which the staff can use to evaluate for implementation.







IMPLEMENTATION MATRIX

Each of the reviewed implementation strategies for Downtown Clayton was evaluated for how it fits into the focuses of Branding + Marketing, Policy + Investment, and Development Focus + Opportunities. It is important to consider all of the Plan's recommendations moving forward; however, over the next five years, the following priorities should be the focus. The Implementation Matrix that follows further defines the recommended strategies.

IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Focus Development in the Downtown High-Density Core The 2045 Comprehensive Growth Plan established a vision for the linear expansion of downtown along the east and west ends of Main Street. As this Plan was being developed, through analysis and public input, the opportunity to grow downtown from within and expanding to the north and south came to the forefront. While it is important to continue making connections east and west, the more focused growth over the next 10 to 20 years should be concentrated within the downtown core while preserving the character of the Downtown Core Character District as recommended in the Master Plan section. This refined focus will encourage a greater level of development density and activity in the edges and perimeter of the expanded Downtown Core of Clayton. Establishing the right future land use and regulatory environment will help encourage more people living downtown, more people working downtown, and more overall activity in the core.		
	Update the 2045 Future Land Use Map to redefine Downtown Core as the Downtown Core Character District and the Downtown High-Density Core, Downtown Support, and other categories as recommended.	Upon adoption of the new development regulations, apply the new Downtown Core zoning districts to areas identified as Downtown Core in this Plan, replacing the B-1 and Downtown Overlay districts as recommended.	Revisit zoning successes at UDO update and look for expansion of downtown districts to match continued growth rates. Incorporate policies of incentivization where progress has been lacking.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Establish a Downtown Influence Area, similar to the study boundary, that expands beyond the Downtown Core to ensure property owners and businesses in the Downtown Support and Downtown Neighborhood areas remain connected to the Downtown Core.	Establish a Millage Increment District (MID) that corresponds to the Downtown Influence Area and takes advantage of funding potential for Downtown specific projects.	Codify funding of continued Downtown improvements through the continued use of MID funds. Expand their application to Downtown adjacent areas as needs arise and urban growth boundaries expand.
	Incorporate Downtown Clayton Master Plan recommendations in current UDO adoption and revision process or make amendments to reflect these recommendations if the UDO has achieved approval at the time this plan is approved.	Develop revised downtown design guidelines and design review authority for both the overall Downtown Core and more specifically/more restrictively for the Downtown Core Character District.	Create “Destination Downtown” branded and programmed movement to encourage relocation to Downtown with Downtown serving as the amenity for all of Clayton. Visitors, residents & employees all drive demand.
	As a part of UDO outreach, hold additional focus groups with downtown business owners to identify additional regulatory barriers to creating and maintaining businesses in downtown and implement changes as practical .	Revise UDO to include simplification of regulatory process to incentivize redevelopment including bonus density and reduced parking requirements where practicable.	Establish a paid position within the Town of “Downtown Liaison”, an employee whose role is to aid businesses through the permitting, redevelopment, and construction/renovation processes.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Establish Use, Access + Improvement Agreement with North Carolina Railroad (NCRR) to allow proposed First Street and Front Street Improvements. Include provision of closing one or more vehicular crossings of the rail.	Fund, design, and construct parking, railroad protection fence, and pedestrian sidewalk and trail plans along First and Front Streets. Aid in drafting use agreements with adjacent business as they redevelop.	Develop a Pedestrian Connectivity Master Plan for Clayton that enhances connectivity and walkability Town-wide.
	Perform traffic study of effects of closure of each of the downtown railroad crossings to determine which one or two can be closed permanently to vehicular access.	Implement closure of preferred crossing(s) with aid of NCRR and NCDOT.	Develop 25-year horizon parking plan in preparation for losing First Street parking to NCRR reclaiming their right-of-way for future rail expansion.
	Lobby for a commuter rail stop in Downtown Clayton somewhere in the stretch of First Street from Robertson Street to Lombard Street.	Develop an RFQ for design of a mixed-use commuter rail station and associated parking on parcels not belonging to NCRR.	Attain funding for construction of the commuter rail with assistance from CAMPO, the State of NC and available Federal funds. Construct the station.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
DEVELOPMENT FOCUS + OPPORTUNITIES	Improve and Connect the Main Street Corridor Although the focus (of the overall recommendations) is on the Downtown Core, the entire Main Street corridor and its success is important to the future of the entire downtown. Specifically, the Main Street corridor, including the Downtown Support and Downtown Core areas, should include a high degree of pedestrian connectivity through sidewalks and safe crosswalks, and visual connectivity through public art, banners, street lighting, and related improvements. The recommendations of the corridor section of the master plan should be implemented as outlined below.		
	Develop an action item list for pedestrian realm improvements utilizing the recommendations of the 2022 Pedestrian Plan. Begin with those providing the most safety to pedestrians.	Incorporate priority projects from the pedestrian improvement action item list into annual CIP budget planning.	Construct two of the priority action items in the ped plan each year for the next ten years after which develop a new pedestrian priority plan.
	Establish budget item to begin funding of Main Street + Second Street streetscape improvements	Fund, design, and construct streetscape improvements on Main Street.	Fund, design, and construct streetscape improvements on Second Street and connecting blocks to Main Street.
	Establish budget item to begin funding of Downtown Pedestrian Connectivity improvements.	Fund, design, and construct Downtown Pedestrian Connectivity improvements.	Fund, design, and construct Downtown Pedestrian Connectivity improvements in Downtown Influence Area and beyond where practical.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
DEVELOPMENT FOCUS + OPPORTUNITIES	Develop Horne Square and Town Square Opportunity Sites The Master Plan identifies a number of sites for development in the Downtown Core. While each site should be encouraged for redevelopment, a particular focus should be on the Town's public squares; Horne Square and Town Square. Each of these sites provide opportunities to bring more people and activity downtown to create a more vibrant area. The development of these sites will help fill the market demands for housing, office, and supporting commercial uses downtown. The redevelopment also provides an opportunity to redesign the public squares to provide enhanced amenities to meet the community's desires for more places to gather and enjoy the downtown. In addition, the sites provide the opportunity for the Town to meet growing demands for office space and the public's needs for a new library. Finally, as more detailed planning moves forward, plans should consider how the Horne Square site can be leveraged to support a future commuter rail platform.		
	Develop a final space needs to study and determine if the Town's expanding office needs can be met on the Town Square opportunity site.	Retain consultants for design and construction documents for the preferred alternative for Town Hall expansion or relocation.	Fund and construct preferred alternative for Town Hall expansion or relocation.
	Prepare a space needs and feasibility study for the potential relocation and construction of a new library association with the Horne Square and Town Square sites.	Retain consultants for design and construction documents for the preferred alternative for Town Library expansion or relocation.	Fund and construct preferred alternative for Town Library expansion or relocation.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
BRANDING + MARKETING	Expand Amenities, Festivals, Events + Entertainment Options The Master Plan identifies a need to establish more reasons to be drawn Downtown and the current events, festivals and facilities, while well-received, could benefit from a revisiting and injection of new life. This will entail an expanded programming effort to grow those things which currently draw people Downtown for brief interludes, and taking them to a level of value and/or frequency to assure potential residents that there will “always be something to do” in Downtown Clayton.		
	Study attendance at regular festivals and public hosted events as well as those provided by Downtown businesses including interviews of attendees to identify what program items hold the most potential and interest.	Establish an expanded event plan in partnership with Downtown businesses to establish a regular weekly and annual rhythm to Downtown events.	Fund a full time event and program coordinator position to facilitate continued frequency, variety, and innovation in future events held Downtown.
	Perform a feasibility study for permanent locations for the Farmers’ Market. Include viability of permanent market structures as done in other communities (Raleigh, Charlotte, Monroe, etc.)	Retain consultants for public engagement, design, and construction documents for the implementation of a permanent Farmers’ Market location	Fund and construct preferred alternative for the preferred permanent Farmers’ Market location.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
BRANDING + MARKETING	Quality of Life Enhancements + Paired Marketing Campaign The Master Plan identifies a need to establish a greater quality of life draw to make all of Downtown Clayton the “amenity” for potential residents to relocate to Downtown and become core Downtown residents. This will entail establishing an image of what it means to live and thrive in “My Downtown Clayton” for those who will choose to live Downtown.		
	Study the possibility for establishment of a Downtown Social District to allow free movement of bar and restaurant patrons in the spaces between locales with their beverages of choice. Define the area for consideration and solicit public input on the concept and location.	Petition the State Alcohol Bureau of Control for permission to establish the preferred district and establish it as a part of the Town’s UDO.	Revisit successes and issues on a five year interval including possibility for expanding or contracting the area based on data accrued..
	Retain marketing consultants for creation of a targeted marketing campaign aimed at drawing new residents to Downtown Clayton.	Launch targeted marketing campaign on multiple media formats and incorporate it as a part of visible branding Town-wide.	Annually revisit and evolve the marketing campaign as new developments, programming, events, or other quality of life improvements take shape over time.



MAKING THE CONNECTION

Five land uses and product types were identified to support the targeted opportunity areas. The estimated capacity considers a targeted downtown capture rate within the county over a ten-year period, based on estimated job and population growth.

TYPE OF DEVELOPMENT DEMAND	ESTIMATED MARKET CAPACITY	TARGETED CAPTURE (JOHNSTON COUNTY)
Residential	50-100	10%
Retail/F + B	160,769 SF	25%
Office/Medical	42,600 SF	25%
Lodging	50 rooms	20%

Note: assumes impacts on parking, road improvements and parks + open space

The Town of Clayton is “well-studied”. Several plans have been completed from 2020 – 2023 including:

- Clayton Economic Development Strategic Plan (2020)
- Think Clayton – 2045 Comprehensive Growth Plan (2021)
- Downtown Strategic Vision (2023)

The 2020 Strategic Plan and 2023 Strategic Vision are both focused on and managed through the Economic Development department. The 2021 Comprehensive Plan is focused on and managed through the Land Planning department. However, they are not mutually exclusive. The Downtown Master Plan attempts to connect these plans with concept plans at opportunity sites that can be quantified and measured through development projects that will encourage private investment and result in tangible economic impacts for Clayton and its downtown. The Design Team consider each opportunity site based on the key goals and elements identified:



ECONOMIC DEVELOPMENT STRATEGIC PLAN: 4 GOALS	DOWNTOWN VISION: 5 PILLARS	THINK CLAYTON 2045 GROWTH PLAN 7 ELEMENTS*	DOWNTOWN MASTER PLAN CONNECTION
Grow jobs for Clayton through recruitment, existing business development, and small business and entrepreneurial support.	Market Analysis (Retail)	Downtown Clayton	Destination Downtown – the amenity for all of Clayton. Visitors, residents & employees all drive demand.
Build on a charming and historic downtown through redevelopment and placemaking.	Design	Arts + Culture	Arts & Culture are key Economic Drivers for downtown.
Build Clayton’s sense of community and quality of life with amenities, placemaking, branding.	Tourism + Promotion	Economic Development	Focus on Entrepreneurs & Tourism. Create an “18-hour place” from coffee to cocktails and after dinner events, including infrastructure & policies to support it.
Develop the infrastructure necessary to improve quality of life in Clayton and facilitate continued business.	Economic Vitality	Parks, Recreation + Natural Resources	Connect Greenways, Parks & Open Space to the downtown.
--	Policy + Administration	Land Use + Housing	Provide Alternative Housing options in downtown ~ beyond single family homes or apartments (e.g. townhomes, condos, ADUs).
--		Mobility	Improve Mobility and safety for all modes ~ auto, bikes & pedestrians.

*Excludes Public Services



04 APPENDIX

IN THIS CHAPTER

TOWN HISTORY

INVENTORY + ANALYSIS

TRANSPORTATION + TRAFFIC - TURNING MOVEMENT VOLUMES

COMMUNITY ENGAGEMENT - STAFF + STAKEHOLDER MEETING NOTES

MARKET + REAL ESTATE STUDY

HISTORIC RESOURCES STUDY



04-A

TOWN HISTORY

IN THIS SECTION
TOWN HISTORY



HISTORY

Clayton, North Carolina, is a culturally significant town with a rich history that dates to the early 18th century. Its story is marked by growth, change, and a deep sense of community.

The area that is now Clayton was originally inhabited by indigenous peoples, including the Tuscarora and Saponi tribes. In the early 1700s, European settlers began to establish themselves in the region. The Town was established based on the roads cut by North Carolina royal Governor William Tryon's troops around 1770 as they marched from New Bern to Hillsborough against the Regulator Movement. The Regulators were a group of North Carolina colonists who were frustrated with issues like corrupt local officials, high taxes, and a lack of representation in colonial government. In 1770, tensions came to a head at the Battle of Alamance, where Tryon's forces clashed with the Regulators. Tryon emerged victorious, and many Regulator leaders were arrested or executed. This event marked a significant moment in pre-Revolutionary American history and highlighted the growing discontent with British colonial rule in the lead-up to the American Revolution. Prior to its incorporation, the area was known as "Stallings' Station" due to the creation of a railroad depot in 1853 along the North Carolina Railroad. The depot was located within the home of local resident Mrs. Sarah Stallings and, thus, "Stallings' Station." At



▲ Main Street (1916) / Town of Clayton

the time, Stallings' Station consisted of several small stores which served the area.

The Town of Clayton was incorporated in 1869. The town is believed to have been named after a prominent local family, that of John Clayton, who was an active and respected North Carolina politician in the late 18th century.

Clayton's early economy was primarily agricultural, with tobacco and cotton farming being significant industries. The arrival of the railroad in the late 1800s played a pivotal role in the town's growth, connecting it to larger markets and facilitating trade. This transportation link led to the establishment of a bustling depot, which became a focal point for commerce and social activities. Businesses that flourished in the Town included: lumber mills, a brick kiln, a cotton gin, a gristmill, a sawmill, tobacco

warehouse, cotton mills and a turpentine distillery. In the early 1900's, Clayton became a major market for cotton, watermelon, and tobacco. Notably, Clayton was cited as the best cotton market in North Carolina.

Throughout the 20th century, Clayton continued to grow and evolve. It was officially incorporated as a town in 1869, and by the mid-20th century, it had become a thriving community with a diverse range of businesses and services. The town's proximity to Raleigh, the state capital, also contributed to its growth as people sought a quieter lifestyle while still being accessible to urban amenities.

However, financial losses were felt in the Town of Clayton as well as the rest of the United States when the Great Depression occurred, and this greatly impacted the Town's economy. As this was happening, Clayton was in the middle of and experiencing a 40-year decline in population, i.e., from approximately 1910 to 1950. Three of Clayton's cotton mills eventually closed in the early 1960s as the need for cotton's was reduced. In the mid-1970's, farming in the area was also starting to be phased out as an economic force in Clayton due to the area's shift from agriculture to industrial work and towards a more service and trades-oriented economy. In that same era, Clayton saw significant expansion in residential and commercial development. The construction of major



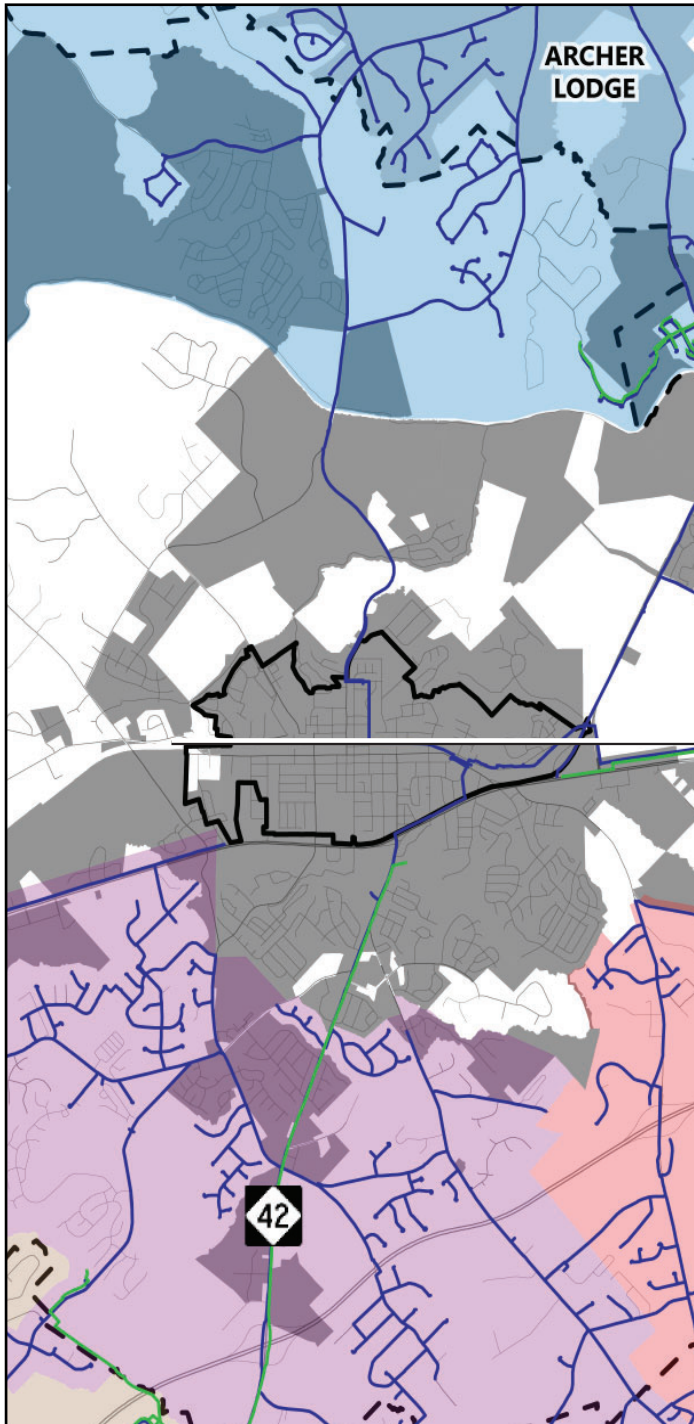
highways, such as Interstate 40 and US Route 70, had made the town even more accessible and attractive to newcomers. The population steadily increased, and Clayton transformed into a suburban community while retaining its small-town charm.

Today, Clayton is known for its vibrant community spirit, excellent schools, and a thriving arts scene. The town hosts numerous events and festivals throughout the year, fostering a strong sense of belonging among its residents. Clayton's historic downtown district has been revitalized, preserving its architectural heritage while offering modern amenities and a welcoming atmosphere for visitors and residents alike. Many of the historic buildings and neighborhoods within the Clayton Historic district are on the National Register of Historic Places, and include the:

- Clayton Banking Company Building
- Clayton Graded School and Clayton Grammar School-Municipal Auditorium
- Clayton Historic District
- Cleveland School
- Ellington-Ellis Farm
- Walter R. and Eliza Smith Moore House
- Sanders-Hairr House
- Stallings-Carpenter House

Clayton has a history that reflects the broader trends of growth and change in the American South. From its agricultural roots and railroad-driven development to its modern identity as a

thriving suburban community, Clayton's history is a testament to its resilience and adaptability. As it continues to grow and evolve, Clayton remains a place where the past and the present coexist harmoniously, creating a unique and vibrant town for generations to come.



04-B

INVENTORY + ANALYSIS

IN THIS CHAPTER

EXISTING PLANS + DEVELOPMENT ORDINANCE

EXISTING LAND USE

EXISTING BUILDING INVENTORY

ZONING

DEVELOPMENT OPPORTUNITIES

REAL ESTATE AND MARKET

TRAFFIC, TRANSPORTATION + PARKING

PUBLIC SPACES + STREETSCAPES

ENVIRONMENTAL CONSTRAINTS

COMMUNITY SERVICES

ENGAGEMENT

KEY TRENDS



PREVIOUS PLANS

Over the years, the Town of Clayton's Planning Department has been responsible for numerous guiding documents that help to manage land use, zoning, and infrastructure as Clayton grew in population and complexity. The department has been responsible for developing zoning ordinances, comprehensive plans, master plans and small area plans, transportation + parking plans, and historic preservation plans amongst others.



For this Downtown Master Plan process, the project team began by conducting a review of the most recent of these prior plans including

the following reports which considered the downtown, economic development and land use:

- › Downtown Master Plan (2010)
- › Johnston County Transportation Plan (2011)
- › Parks + Recreation Comprehensive Plan (2013)
- › Clayton Economic Development Strategic Plan (2020)
- › Think Clayton – 2045 Comprehensive Growth Plan (2021)
- › Clayton Pedestrian Plan (2022)
- › Downtown Strategic Vision (2023)

Critical information from each of these plans has informed the Downtown Master Plan update and can be found throughout this document in the areas where they relate to the context of the Downtown Master Plan. Here are a few highlights of understanding gleaned from the review of these prior plans:

- › Downtown Clayton has worked diligently to incorporate design guideline criteria in new developments and to foster adaptive reuse of historic properties.
- › Many goals of the prior Downtown Master Plan have been achieved and implemented over the last 12 years.
- › Efforts at Public/Private Partnerships have been fruitful but renewed connections are advisable.
- › Progress with the Railroad has been difficult but recent changes in their leadership

- › different materials such as pavers, have all been slow in implementation, but progress has been made in changing traffic patterns.
- › The proposed realignment at Central Street remains unacted upon.
- › Design for streetscape improvements has been acquired but remains unacted upon
- › New sidewalk construction has been limited to areas where damage or underground excavation required replacement.
- › Gateway signage has been installed at the east end of Main Street but not in other Downtown approach locations.
- › Economic investments have been strong and commercial vacancy is down significantly.



2010 DOWNTOWN MASTER PLAN MAP

Elements of the 2010 Clayton Downtown Master Plan have come to fruition including goals of downtown vacancy reduction, establishment of improved ordinance text, establishment of a Downtown Overlay District, incorporation of public art programs and expanded festival and event programming, branding and marketing campaigns, and a couple of redevelopment partnerships to get new businesses off the ground and established.

While many of the suggested redevelopment options, parking consolidation, gateway features, and other recommended physical elements of the 2010 plan were not implemented, the establishment of design guidelines, restrictive code language, and the efforts of the Downtown Development Advisory Board have created an environment that has a strong economic impact and has been able to maintain a familiar character for Downtown that aids in establishing Downtown Clayton as a desirable place to live, work, recreate, and to do business.

✓ 2010 Downtown Master Plan Map / Town of Clayton and OBS





- › and efforts by Town representatives at cooperative outreach may help.
- › Parks + Recreation has made significant investment into downtown active open

- › space and greenway connections.
- › Transportation recommendations including improved parking lots, improvements along the railroad corridor on Front Street,

structured parking, and pedestrian cross access improvements such as pedestrian alleyways and improved crossings using

✓ 2010 Downtown Master Plan (Partial) / Town of Clayton







INVENTORY + ANALYSIS

This chapter provides an overview of the existing physical conditions in and around Downtown Clayton. By analyzing existing land uses, transportation conditions, environmental constraints, and community services, we can better understand how each of these factors has shaped, and will continue to shape downtown Clayton over the next 20 years. While the majority of this chapter focuses on Downtown Clayton, several elements have been highlighted outside the downtown boundary or further focused in on the downtown core.

✓ Clayton Downtown Main Street / Town of Clayton





LAND USE

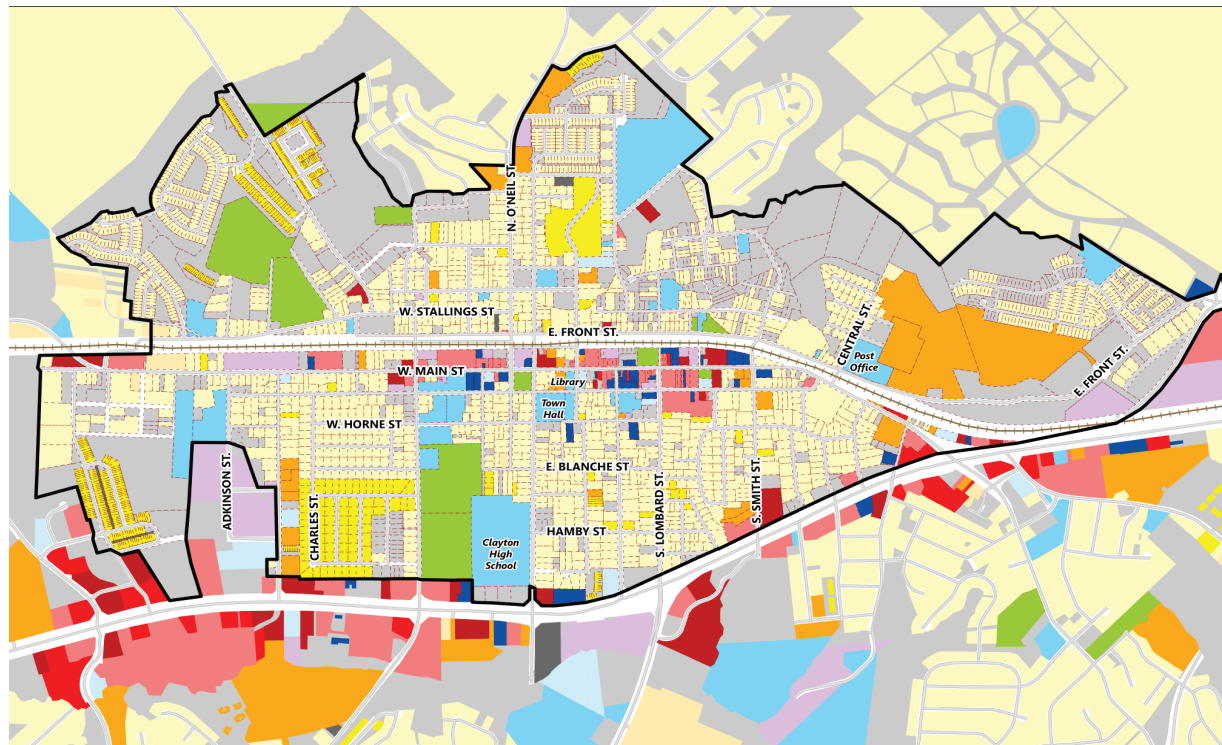
This section of the assessment is focused around the use of land within the downtown study area. Land uses include parking, specific land use typologies (commercial, residential, etc.), and current zoning.

EXISTING LAND USE

The map illustrates the existing land use of parcels downtown in their current state. This assessment showed that 38% of the land in Downtown can be classified as unoccupied/vacant. This includes parcels dedicated to parking but do not contain any structure. 30% of the area in Downtown is occupied by Single Family Detached Homes. Only 6.6%

of the land area in Downtown Clayton is occupied by Civic, Community, or Institutional Uses. The commercial, industrial, and office uses in Downtown are mostly concentrated along Main Street, with another commercial concentration along Business 70. Residential and vacant properties consume the edges of Downtown. The breakout of the individual land use typologies are illustrated on the following pages.

Existing Land Use



Legend

Land Use Type

- Entertainment/ Restaurant
- Commercial Retail
- Commercial Service
- Office
- Civic/ Community/ School
- Medical Services
- Light Industrial
- Heavy Industrial
- Single Family Detached
- Single Family Attached
- Multi-Family
- Mobile Home
- Parks/ Recreation
- Utility/ ROW
- Vacant/ Parking

----- Railroad

□ Downtown Boundary

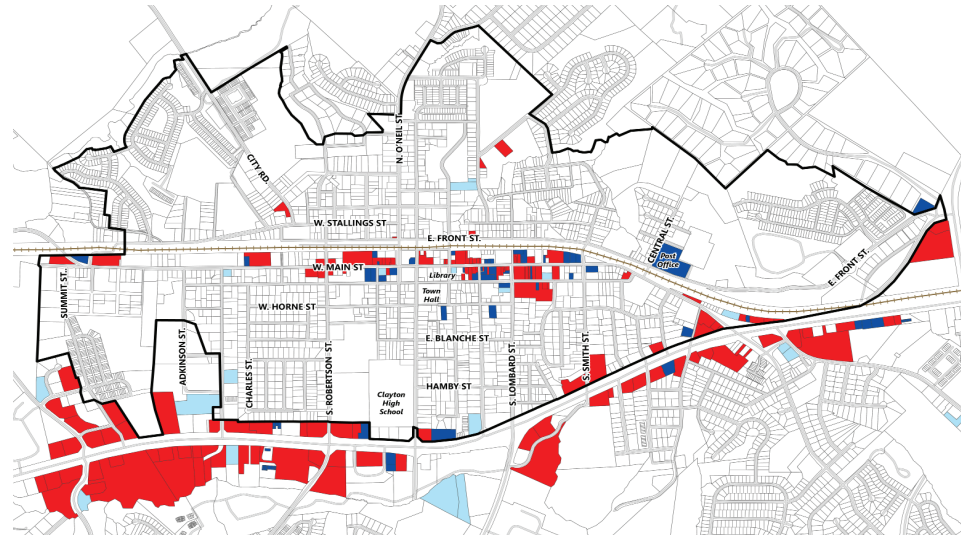


COMMERCIAL ORIENTED USES

Commercial oriented uses includes buildings that are not public, civic, or residential. This includes retail stores, restaurants, offices, service industries, and medical offices. Commercial business are shown in red, office uses in blue, and medical services in light blue.

Legend

■ Commercial	+++++ Railroad	— Road Centerlines
■ Office	 Downtown Boundary	 Parcels
■ Medical Services		

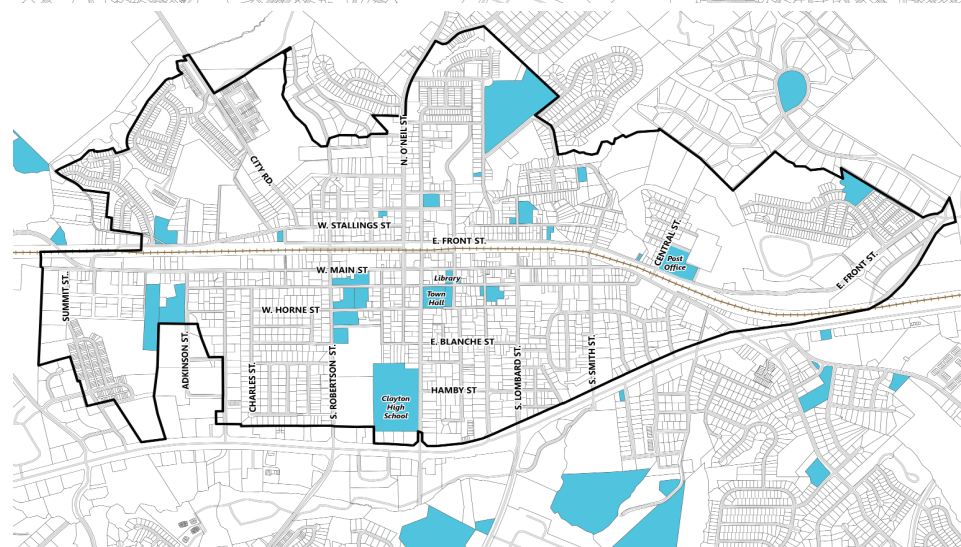


CIVIC AND INSTITUTIONAL LAND USES

Civic and Institutional land uses are buildings and parcels that have a public or organizational uses. These uses include government buildings, churches, community centers, clubs/organizations, and schools (public and private). Within Downtown Clayton there are several civic/institutional land uses spread out. Large concentrations of these uses include the blocks containing the fire department, emergency medical services building, and the high school as well as the blocks with the Town Hall and Library properties.

Legend

■ Government, Schools, Churches, Community Centers	+++++ Railroad	— Road Centerlines
 Downtown Boundary	 Parcels	





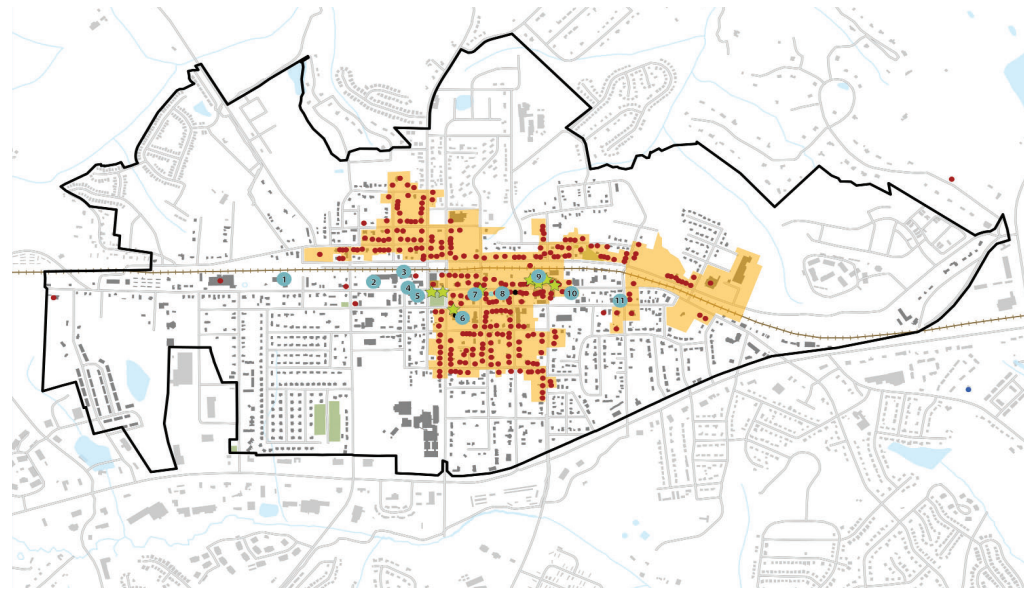
EXISTING BUILDING INVENTORY + ANALYSIS

HISTORIC AND CULTURAL SITES

The central portion of Downtown Clayton is within a historic district. The Historic district includes portions of the downtown commercial core as well as some of the residential neighborhoods to the north and south of the railroad. The historic district serves to help preserve the history and architecture of buildings while promoting their continued use. The Clayton Historic District is listed as part of the National Register of Historic Places as of 2010.

The map to the right illustrates historic structures based on their status on the National Register of Historic Places. There are more than 300 buildings and sites within Downtown Clayton which are considered historic.

The map also highlights cultural and arts facilities within Downtown Clayton which help sustain the history, culture, and vibrancy of downtown.



Historic and Cultural Sites

Legend

Historic Resources Status

- National Register Building
- Surveyed Building
- Determined Eligible
- Historic District

Arts and Entertainment

- 1 Clayton School of Dance
- 2 Monster Batting Cages
- 2 Ragland Productions
- 4 Right Angles Framing and Art
- 5 Epic Ave
- 6 The Clayton Center
- 7 Hocutt-Ellington Memorial Library
- 8 Brick and Mortar Events
- 9 Clayton Farm and Community Garden

Arts and Entertainment

- 10 Clayton School of Creative Arts
- 11 Heart 2 Hands Art Gallery



ZONING

There are various zoning classifications in and around Downtown Clayton which reflects the diverse land uses within the same area. The mix of allowable uses has helped to shape the growth of Downtown. Main Street is largely zoned B-1 : Central-Business which comprises the core of downtown. This district is intended to create a central business district and town center by allowing a range of commercial, retail, service, office, institutional, public, cultural, and entertainment uses. Downtown Clayton also has zone B-2: Neighborhood Business which partially surrounds the B-1 district and emphasizes more small scale commercial and service. B-3: Highway Business is largely concentrated around Business 70 and a few parcels along the edges of the B-1 district.

As represented in the existing land use analysis, the majority of land in Downtown outside of the central business district is single family residential. There are three residential districts within the downtown area, R-8 which is the primary designation at 31% of the land in Downtown, consists of 8,000 sq ft lots. 20% of land is zoned R-6 with slightly smaller lot sizes at 6,00sqft. And 17% of the total downtown land is zoned R-10, which also covers the north western side of Downtown. As you move away from

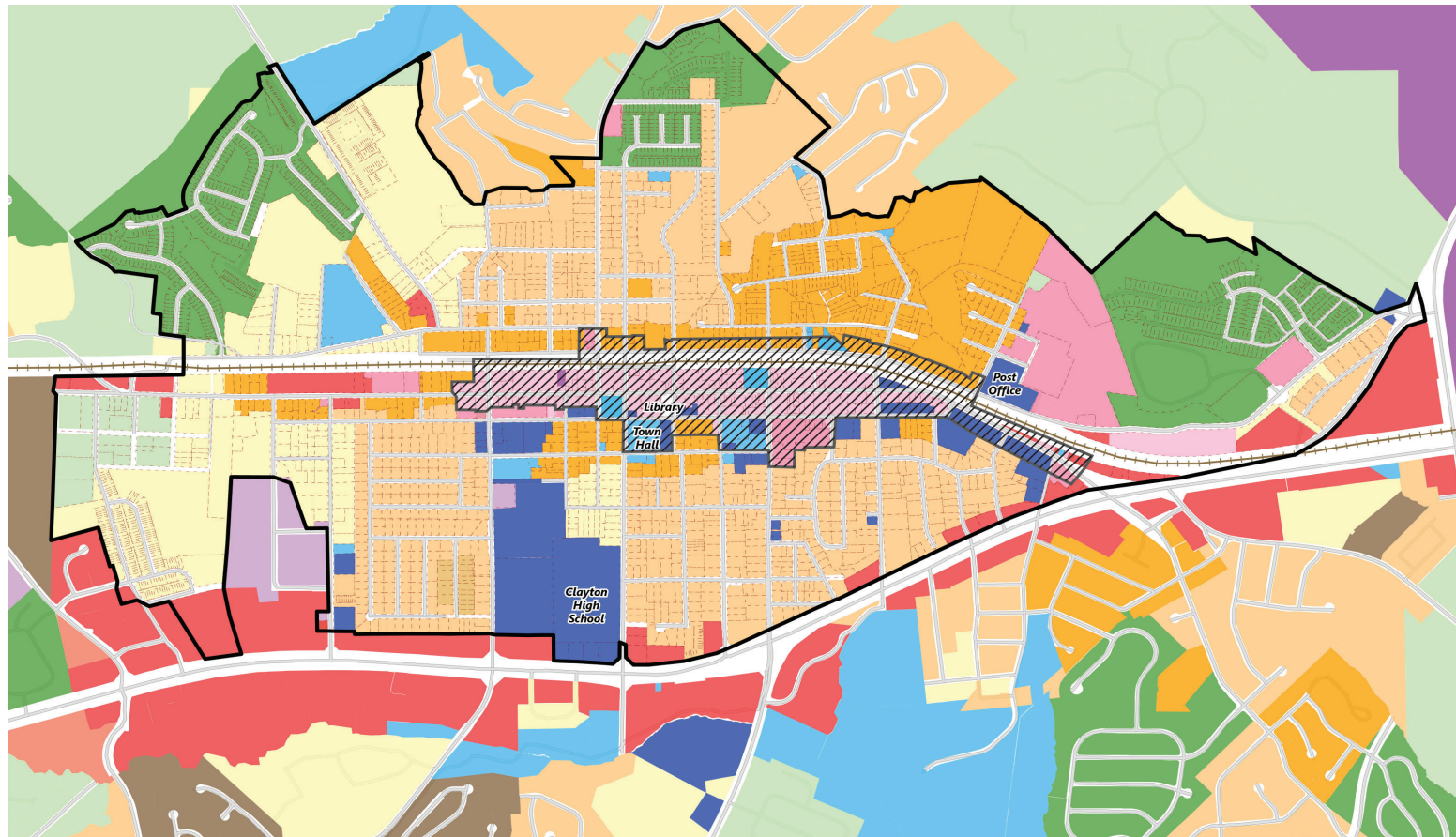
Downtown there are more R-E zoned parcels which define the lowest density residential developments which are intended to provide for a more rural character with more open space.

Office and Institutional zoning is the next highest zoning category covering 10% of land in Downtown. The majority of the land within this category is part of Clayton High school property. The O-I zone is intended to be located along major roadways and serve as a buffer between commercial and residential uses.

There are only a couple industrially zoned parcels in Downtown Clayton: I-1: Industrial Light and I-2: Industrial Heavy. I-1 uses include warehouses and wholesaling industries that do not provide a nuisance to nearby residents and businesses. While I-2 does include a broader range of industrial uses, the only parcel zone for this is adjacent to the railroad.

The PF: Public Facilities zone applies to the publicly owned and operated land such as government administration, public parks, public libraries, and recreation areas. These uses are generally concentrated around the central business district or within residential areas. The Town of Clayton has used to have Planned Development Districts as well (PD-C, PD-MU, PD-R). However, these have since been transferred to Conditional Zoning Districts

with the previous use begin considered grandfathered. None of these districts are within the Downtown Clayton Boundary.



Zoning Map

Legend

CC	RHD	Railroad	Downtown District
PUB	RMD	Downtown Boundary	
DTN	RLD	Downtown Parcels	
NCM	RLL	Road Centerlines	
LID			
HID			
OFI			
PD-C			
PD-MU			
PD-R			





DEVELOPMENT OPPORTUNITIES

There are several factors that contribute to the development and redevelopment potential of a site: land value as a total percentage of the parcel, property ownership, tax exemptions, and current projects. These base analysis can provide insight to the Town and developers to quickly identify which properties or assemblage of properties will meet the project goals.

LAND VALUE AS A PERCENTAGE OF THE TOTAL VALUE

This analysis, sometimes called a resistance to change analysis, identifies properties where the land is significantly more valuable than any building or improvement on the site. Parcels marked in dark green have a land value that is 100% of the total value which typically indicates vacant land or a parking lot. These properties often provide the greatest opportunity for new development.



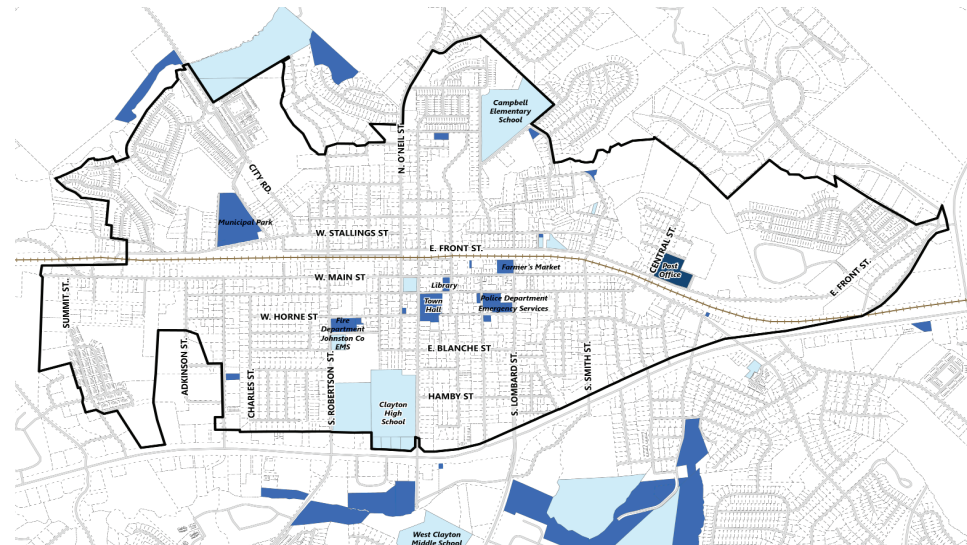
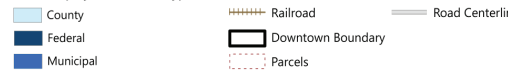


GOVERNMENT OWNERSHIP

There are several parcels within downtown Clayton which are owned by a government entity. The land uses that are associated with these properties include: public schools, public hospitals, town hall and government offices, emergency services (EMS, Fire, Police), and municipal and county owned parks. The government owned properties are fairly concentrated in the south-central of downtown.

Legend

Ownership by Government Type

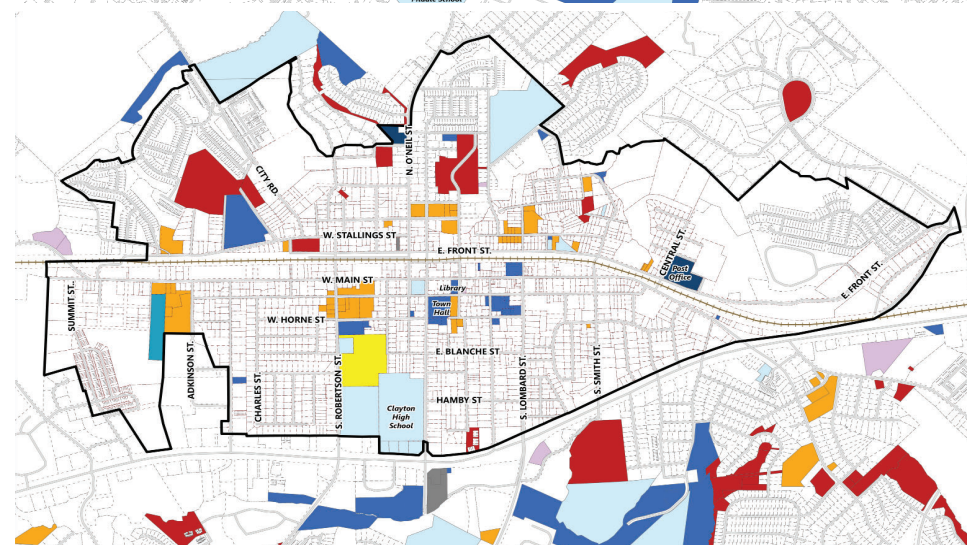
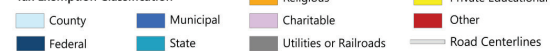


TAX EXEMPTIONS

The parcels highlighted in this map have some form of the following tax exemption: government, religious, charitable, educational, utility, or other. Religious tax exemptions are the most prevalent within downtown Clayton followed by governmental exemptions. Tax exemptions can be an important tool for incentivizing development in downtown, but they also impact the tax base available for public improvements.

Legend

Tax Exemption Classification





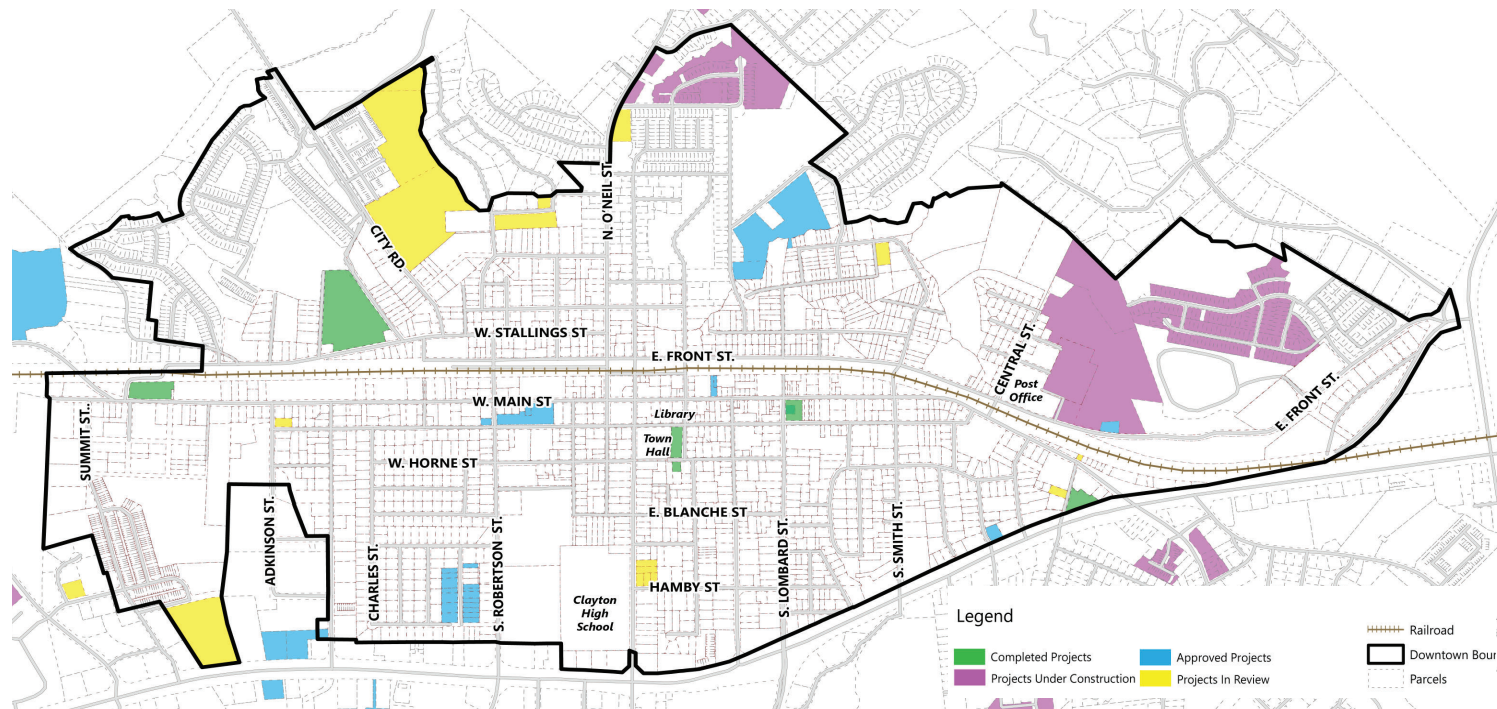
CURRENT PROJECTS

There are several ongoing development project in and around Downtown Clayton. The colors used on the map correspond to the stage of development that each project is within: In Review, Approved, Under Construction, and Completed. The most recently completed projects include the Clayton municipal park, West End mixed use development, Horne Memorial UMC Expansion and playground, remodel of 401 E. Main Street, and renovation of Smithfield's Chick and BBQ.

Most of the larger development projects are occurring on the outer edges of downtown. These projects are largely multi-family housing development projects such as the Spinning Mill Apartments to the east and Academy Pointe to the north of Downtown.

Within downtown there are also several multi-family town-home development projects approved and in the review phase. Some of these projects are Candlewood Town-homes (30 duplexes), Ridgecrest Townes (128 units), and Camel Street Town-homes (62 units). These projects will bring additional density into downtown and foster further development pressure.

✓ Current Projects

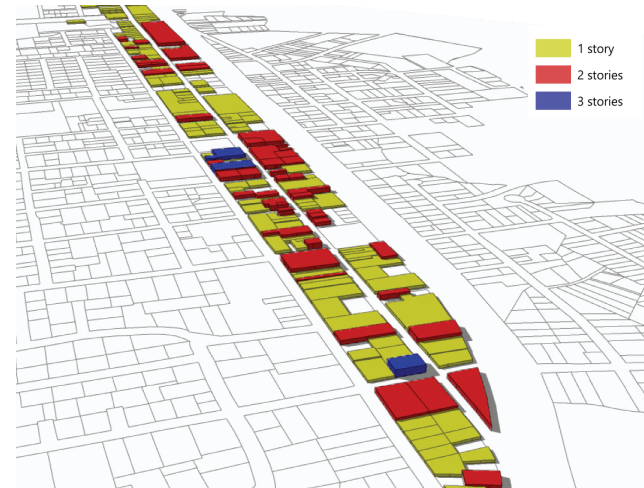




BUILDING HEIGHTS

When analyzing development and land use downtown, another factor to consider is density. Density can be looked at from both a building footprint to lot ratio as well as building height. The graphic on the right illustrates building heights along the Main Street corridor. Yellow parcels indicate where buildings are only 1 story tall, red parcels represent 2 story structures and blue represents 3 stories. Although the tallest buildings along Main are 3 stores, the majority of structures are only 1 story tall. One way in which density along the core of downtown could be increased is through encouraging more development and redevelopment to be 3 stories. This would maintain the small town feel of downtown while providing more opportunities for growth.

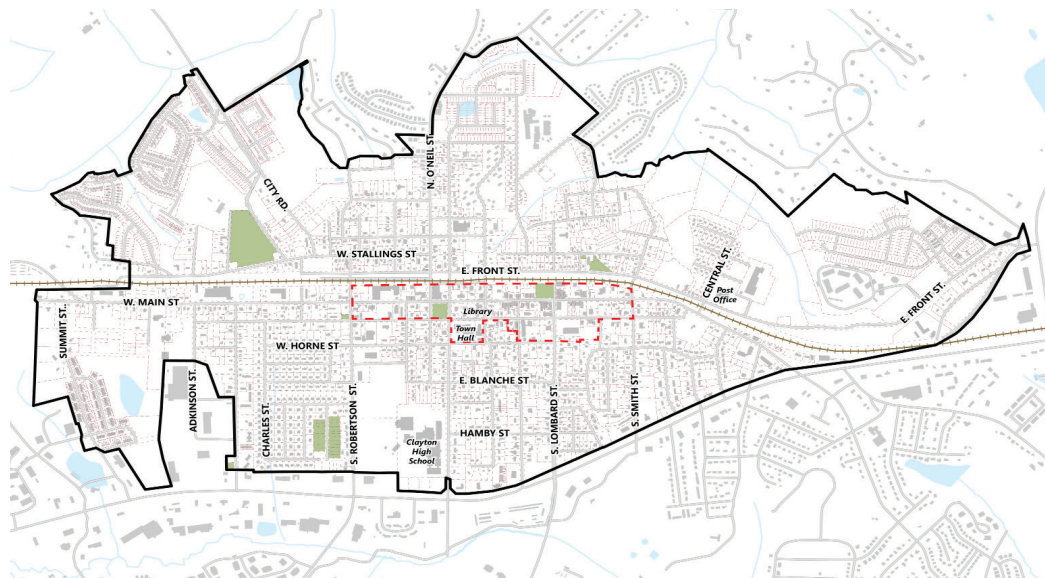
Building Height



PRIMARY FIRE DISTRICT

The town of Clayton currently has a primary fire district within the downtown core, stretching from South Robertson St to S. Smith St and from the railroad to Horne Street. Within this district there are additional development regulations which prohibit wood frame structures from being built, altered, or repaired without an additional permit. This limits new wood frame projects to areas outside of the primary fire district boundary.

Primary Fire District





TRANSPORTATION

While the Town of Clayton has appropriate ordinances related to transportation that support growth and maintain the character of Downtown, the ordinance listed below could be revised to better prepare for the future growth of Downtown Clayton.

§155.401.B.8

"In the downtown overlay district, there shall be no off-street parking requirements for non-residential development as specified in this section."

Although there seems to be plenty of parking available now, based on the type of development the Town is looking to attract to Downtown Clayton, this ordinance could lead to a parking shortage. It may be advantageous to consider adding a fee in lieu requirement, based on the land uses parking demand. The fee collected could help the Town fund the construction and maintenance of new designated parking and way-finding, such as new parking lots along Front Street and signage to point out parking areas.

REAL ESTATE AND MARKET ANALYSIS

Rose Associates partnered with the McAdams team to provide real estate and economic development analysis to support land use in completing the Clayton Downtown Master Plan. The Plan is intended to provide a comprehensive vision for long-term success and provide strategies that will form a resilient foundation through short-term disruptions and market cycles.

The plan includes strategies that are not intended to be rigid and inflexible. Markets evolve and change over time and faster than ever. Our analyses and forecasting of market data includes demographic, economic, employment, tourism, and real estate. It is both art and science. It is crafted by an experienced team of experts with a long track record of successful projects. Our work is designed to accommodate a range of market driven opportunities for housing and commercial uses in the downtown over the next 10+ years.

Simultaneously to the Master Plan effort, a Downtown Strategic Vision report was compiled by Downtown Strategies to provide short-term revitalization strategies over the next five years.

Downtown
Strategic Vision
1-5 years

Downtown
Master Plan
5-15 years

APPROACH

The approach includes evaluating the current realities of the downtown environment in the context of local and regional market dynamics and identifying future real estate and economic development opportunities. Finally, metrics are included to track progress, to determine if both short-term and long-term strategies are successfully moving in the right direction.

The community is informed on the underlying cause and effect of location decisions on real estate markets and economic development. A combination of methodologies is utilized in developing an understanding of the current market dynamics utilizing a variety of public and proprietary resources in our analysis. These include:

Economic Base Analysis is used to understand the regional economy and determine real estate demand. The underlying theme suggests that for every (basic) job that is created, a multiplier effect increases overall employment (both basic and non-basic), thus increasing both population and income within an area benefiting from such job growth. The corresponding growth (or decline) in jobs, population and income drive demand for commercial and residential uses of real estate.



Central Place Theory (CPT) is utilized to evaluate land use feasibility and identify trade areas. The underlying theme of CPT is that the location decision of commercial establishments is driven by maximizing forces. CPT suggests that certain locations are more desirable than others, primarily due to the location of existing establishments that are already attracting business activity. This means that there are central places with varying degrees of magnitude that attract customers. It can also be used for certain types of non-traditional housing, such as senior or student housing, whose locations are dependent upon central places, such as a university or hospital. The fundamental theme of CPT is that commercial locations are spatially interdependent.

Highest & Best Use is used to determine the most appropriate use of land, given the underlying economic base. It is site specific for targeted new development opportunities. Highest & Best Use, as defined in The Dictionary of Real Estate Appraisal, is:

The reasonably probable and legal use of vacant land or an improved property, which is physically possible, appropriately supported, financially feasible, and that results in the highest value. The four criteria Highest & Best

Use must meet are legal permissibility, physical possibility, financial feasibility, and maximum profitability.

Measuring Success. Understanding market dynamics begins with current reality, leading to strategies for success. The goal of any plan should be action and implementation, measured to determine when and where to allocate funding for future Capital Improvement Projects (CIP). Key Performance Indicators (KPI) and Return On Investment (ROI) are measurement tools to gauge how successful the Plan has been in achieving specific goals and objectives.

KPIs are a forward-looking predictor of end performance, whereas ROI is used as a backward-looking informer of future budget allocation decisions. ROI is a long-term game. While KPIs are incredibly important to help gauge short-term performance and optimization decisions, they shouldn't be confused with ROI. Consider KPI metrics vs. ROI measurement in terms of reading a book. KPIs tell you what happens after each chapter, whereas ROI tells you what happened after the conclusion of the entire story.

Data Sources:

- US Census Bureau
- US Bureau of Economic Analysis
- US Housing + Urban Development (HUD)
- CCIM Site To Do Business
- ESRI
- CoStar
- Triangle Realtors Association
- Redfin
- Rent Café
- VisitNC

PREVIOUS PLANS

We began by conducting a review of the prior plans including the following reports which considered the downtown, economic development and land use:

- Downtown Master Plan (2010)
- Clayton Economic Development Strategic Plan (2020)
- Think Clayton – 2045 Comprehensive Growth Plan (2021)

Current Situation

Future Opportunities

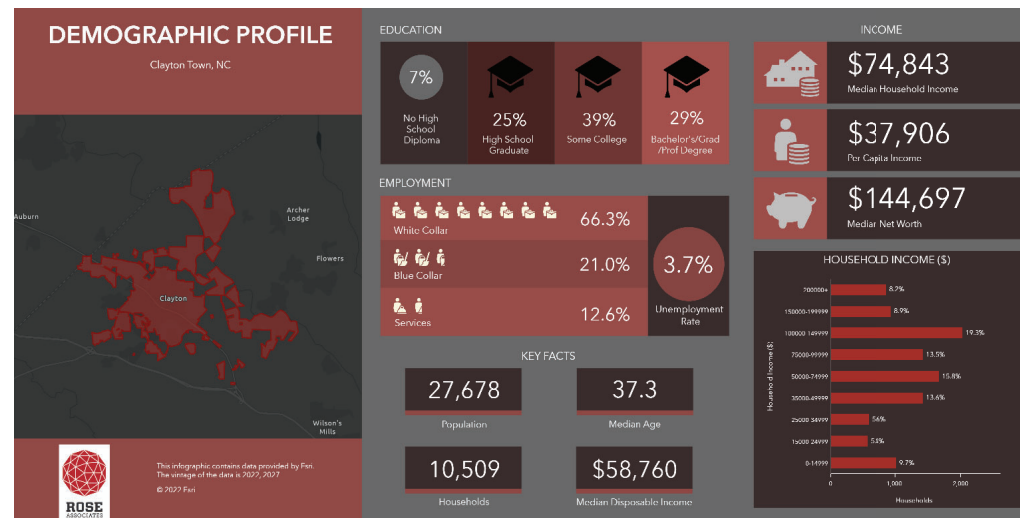
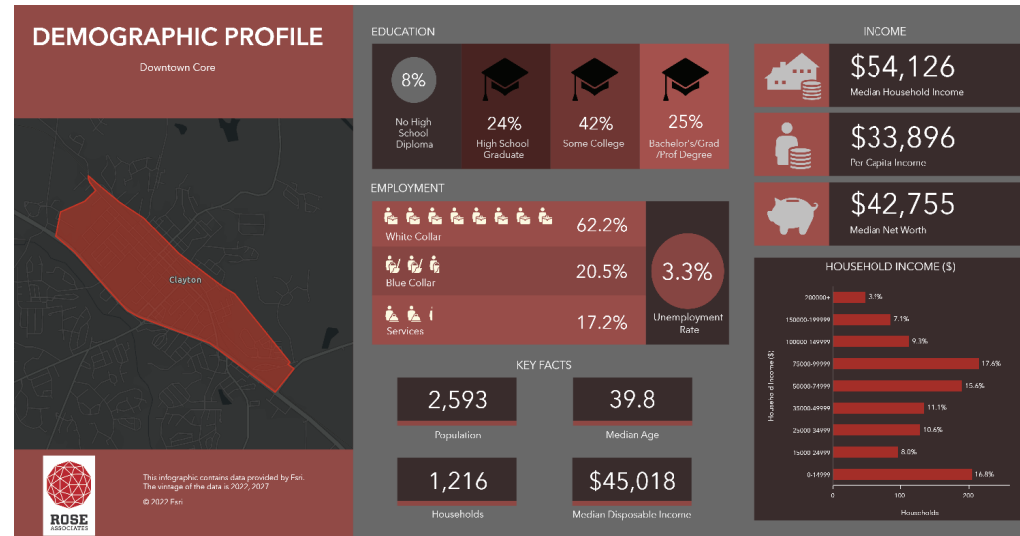
Metrics for Progress



DEMOGRAPHIC + ECONOMIC DATA

According to the 2020 US Census, Johnston County is the fastest growing county in NC over the last decade. It ranked 12th in population among 100 NC Counties. It grew by 27.9% from 2010 to 2020 (215,999). Since then, the population has grown by another 13,475, or 6.24%. Johnston County and Clayton is part of the fast-growing Raleigh metropolitan area, the second largest metropolitan area in North Carolina, according to the state's office of management and budget.

The profile of the Town of Clayton indicates a balanced mix of socioeconomic factors that make up its population. And when comparing this data with the downtown, some differences began to emerge. We discover that Clayton is a fast growing and strong market playing a key supporting role in the Raleigh metro story. Downtown is older, more diverse, less affluent, and slower growing than the overall Town and surrounding areas. This is largely due to the neighborhoods of older and/or historic homes in and around the downtown, and the limited new development that has occurred in the downtown compared to the surrounding areas.





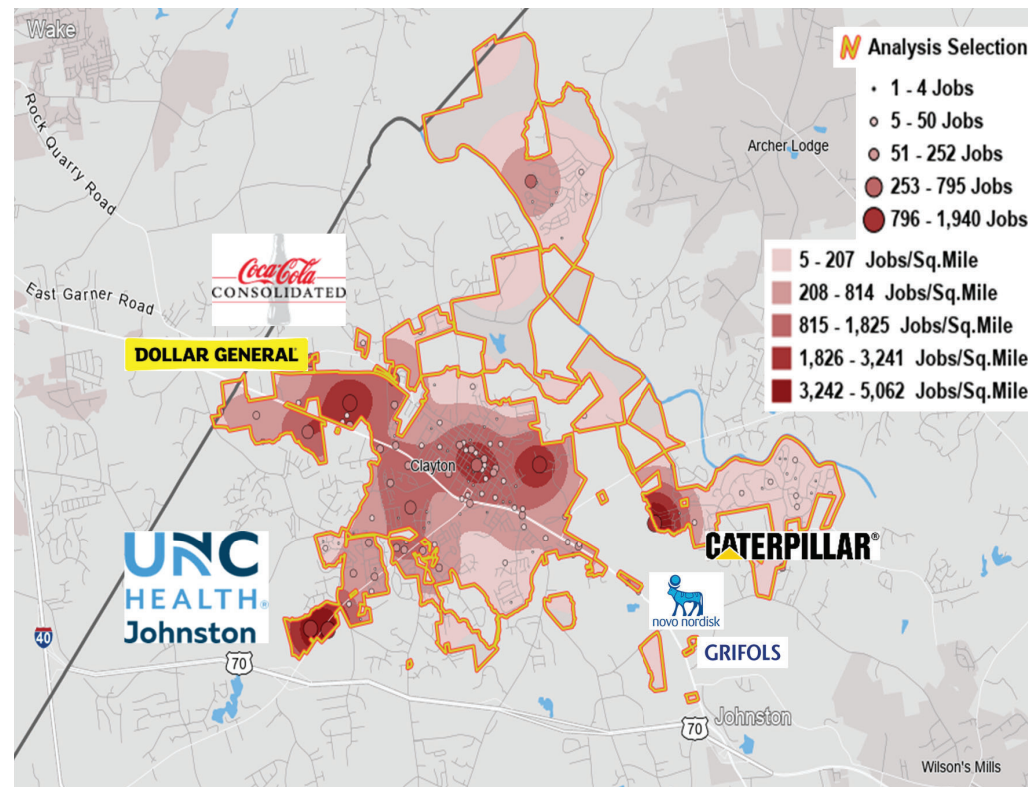
Geography	2010 Population	2022 Population	% Growth
Johnston County	168,874	229,474	36%
Town of Clayton	17,385	27,678	117%
Downtown Clayton	1,711	2,593	52%

▲ Population Growth / Source: US Census; ESRI

Since 2010, downtown Clayton has made great strides in creating a place that includes The Clayton Center entertainment and event venue, and a sculpture trail making Clayton a cultural center within Johnston County. Clayton is also now a manufacturing and healthcare hub. The concentration of employment in and around the downtown and along the Highway 70 corridor, include the UNC Health hospital and major employers such as Coca-Cola, Caterpillar and biomedical company Novo-Nordisk.

This job growth together with other employment in the Raleigh region has resulted in the evolution of Clayton from a bedroom community of commuters to a center of commerce, with primary central activity centers. Therefore, Clayton is evolving in a new way and must create its own identity within the county and compete with other fast-growing communities around the Raleigh metro region.

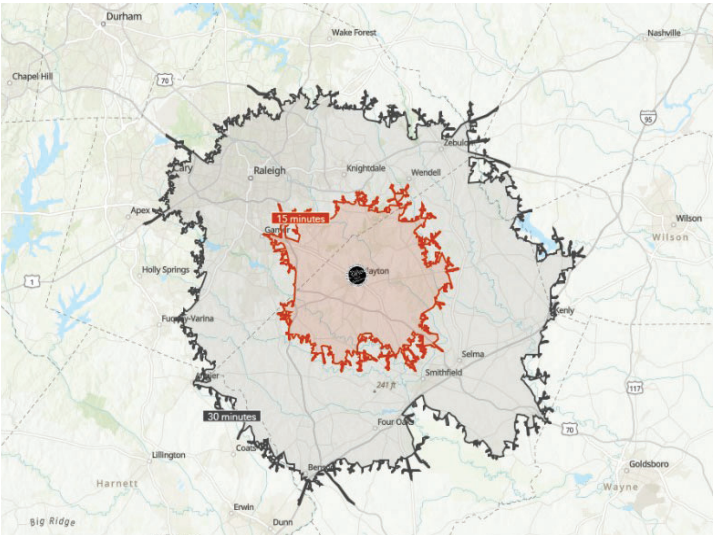
▼ Job Concentration



Source: Bureau of Labor Statistics; Rose Associates



The centers of influence in Clayton and the Raleigh metro assist in determining the primary and secondary trade areas for downtown. Rather than a radius around a point or a cell phone cluster around a popular shopping destination – the decision for most activities of daily life center around mobility and the time it takes to travel there. In rethinking mobility options, one must consider car, train or air travel, in addition to walking, biking or some other form of micro wheeled mobility. For most local trips this includes up to a 15-minute drive, while longer trips are the focus for commuting to work, shopping for larger consumer goods or attending regional sports/entertainment venues.



Population by Commute Distance

2022 DATA	15-MINUTE DRIVE	30-MINUTE DRIVE*
Population	127,685	788,624
Daytime Population	127,685	788,624
Median Age	36.8	35.7
Median HH Income	\$82,204	\$72,674
Average HH Income	\$105,266	\$99,145
Average spent Healthcare	\$7,150	\$6,656
Average spent Food @ Home	\$6,079	\$5,868
Average spent Food away from Home	\$4,334	\$4,175
Average spent Entertainment/Recreation	\$3,669	\$3,449

*Average Commute Time

Whether for local trips or commuting to work, Clayton’s reach includes a large and affluent population. Aside from housing and shelter, the top annual consumer spending categories per household in Clayton include:

- Healthcare
- Food at Home
- Food away from Home
- Entertainment/Recreation

Each of these top-ranking categories were close to, or on par with, national averages.



REAL ESTATE ASSESSMENT

Review of real estate inventory highlights the current conditions within the market, which are reflective of both past trends and present market cycles.

COMMERCIAL SUPPLY

Data from Costar includes office, retail and multifamily housing (4+ units). As of September 2022, the data indicates a robust multifamily apartment market throughout the region, with smaller inventories of vacant available office and retail space in Johnston County and Clayton. When compared to Johnston County and two other adjacent submarkets in the Raleigh Region, Clayton's competitive position becomes apparent as an affordable option for an apartment or commercial space.

Since the time of this September 2022 study, office demand has dropped sharply to roughly 40% of pre-COVID demand. Hybrid or fully-remote work situations have become commonplace indicating that this trend will become a long-term factor if not a permanent one. It is recommended that 40% reduction in demand be taken into consideration when determining mix of uses in vertical mixed-use recommendations.

✓ Real Estate Inventory

METRICS	JOHNSTON COUNTY SUBMARKET	SOUTHEAST/ SOUTH SUBMARKET	NORTHEAST/EAST SUBMARKET	CLAYTON SUBMARKET	COSTAR RALEIGH MARKET
Multifamily Inventory	3,400 units	5,438 units	5,865 units	2,934 units (+4.5%)	112,463 units
Multifamily Vacancy	6.7% (+2.3%)	4%{+1.1%}	8.4% (+6.5%)	4.6% (+0.2%)	6.5% (+1.5%)
Multifamily Market Rent	\$1,426 (+6.9%)	\$1,467 (+8.0%)	\$1,571 (+13.1%)	\$1,351 (+6.5%)	\$1,574/unit (+9.2%)
Office Inventory	2,470,000 SF	2,048,000 SF	1,239,000 SF	971,000 SF (1.3+)	77,210,000 SF (+1.1%)
Office Vacancy	2.2% (-2.1%)	2.2% (+0.1%)	2.7% (+0.2%)	1.0% (-5.3%)	8.5% (+0.1%)
Office Market Rent	\$20.74 (+1.9%)	\$23.76 (+2.8%)	\$23.66 (+2.7%)	\$22.81 (+2.7%)	\$28.16 (+3.0%)
Retail Inventory	8,833,000 SF	5,594,000 SF	6,300,000 SF	2,300,000 SF (+7.3%)	77,159,000 SF (+1.0%)
Retail Vacancy	2% (-0.4%)	1.0% (-3.7%)	4.1% (+0.7%)	1.2% (-0.7%)	2.6% (-0.9%)
Retail Market Rent	19.19 (+8.6%)	\$23.06 (+9.0%)	\$19 (+9.3%)	\$19.93 (+7.9%)	\$24.35 (+9.7%)



HOUSING SUPPLY

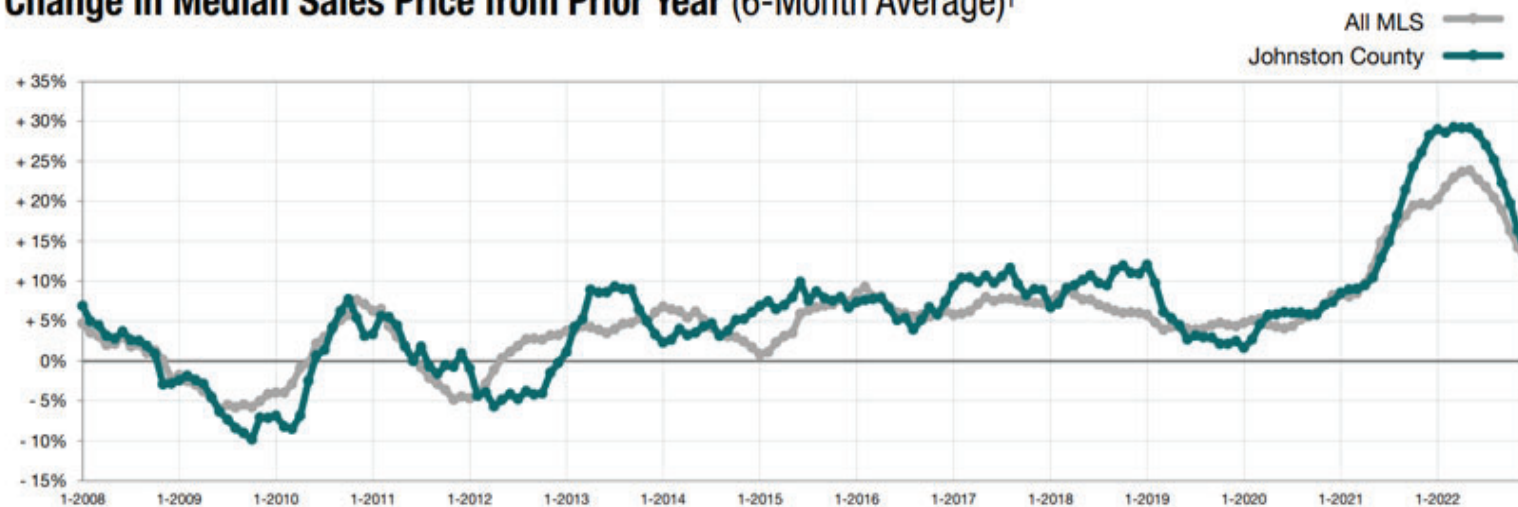
As of July 2022, US Census estimates that 56,753 new privately owned housing units had been approved in North Carolina at an estimated value of \$13.4 million, second behind only Florida for the entire Southeast region. Johnston county is one of 31 Counties in North Carolina to enjoy strong housing growth, influenced by the strong Raleigh triangle region. However, during last quarter of 2022, home sales and prices began to decline due to rising interest rates and a looming threat of recession.

JOHNSTON COUNTY

According to the U.S. Department of Housing and Urban Development (HUD), there were 2,080 new single-family permits issued in Johnston County from January through August 2022. Sales of existing single-family homes totaled 3,698 for the same period.

According to the Triangle Realtor Association MLS (multiple listing service), the median home sales price for Johnston County in August was \$370,950, up 27.2% year over year. By December, prices declined to \$364,900.

Change in Median Sales Price from Prior Year (6-Month Average)[†]



[†] Each dot represents the change in median sales price from the prior year using a 6-month weighted average. This means that each of the 6 months used in a dot are proportioned according to their share of sales during that period



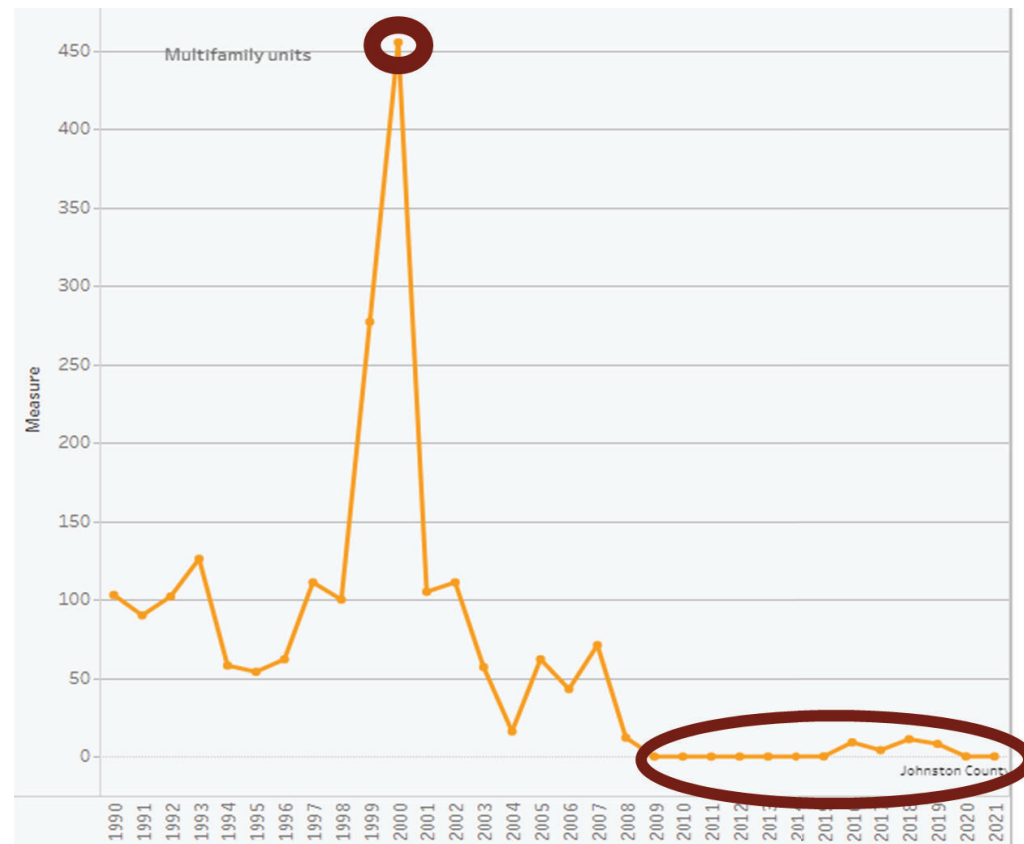
CLAYTON HOUSING MARKET TRENDS

According to Redfin, in December 2022, Clayton home prices were up 8.0% compared to last year, selling for a median price of \$343K. On average, homes in Clayton sell after 46 days on the market compared to 39 days last year. There were 60 homes sold in December this year, down from 117 last year.

And after their peak in 2000, apartment construction fell flat in 2008, just prior to the recession. There were no multifamily projects permitted in Johnston County in 2022 according to HUD.

According to Rent Café, the average rent for an apartment in Clayton is \$1,563, with an average size of 1,057 square feet. This compares to an average rate in Raleigh of \$1,630. The cost of rent varies depending on several factors, including location, size, and quality.

While there was little permitting activity in the multi-family sector, since the last data point on this associated study data (2021), multi-family construction starts have sharply risen in the vicinity of the downtown core. Demand for apartments in the region is at an all-time high indicating that a larger demand for multi-family residential should be a consideration for recommendations from the Downtown Master Plan.



Multifamily apartment permits



Clayton Apartment Rents ~ Rent Café 2022



FUTURE MARKET DEMAND

Based on estimated growth, Clayton's current market share and a recommended downtown capture rate within the county, product demand over a 10-year period is estimated:

POPULATION GROWTH + EMPLOYMENT GROWTH X MARKET SHARE + CAPTURE = DEMAND

Geography	2010 Population	2022 Population	% Growth
Johnston County	168,874	229,474	36%
Town of Clayton	17,385	37,678	117%
Downtown Clayton	1,711	2,593	52%

Type of Development Demand	Estimated Market Capacity	Targeted Capture (Johnston County)
Residential	50-100 units/year	10%
Retail/F & B	160,769 s.f.	25%
Office/Medical	77,260 s.f.	25%
Lodging	50 rooms	20%
<i>Note: assumes impacts on parking, road improvements and parks/open space</i>		



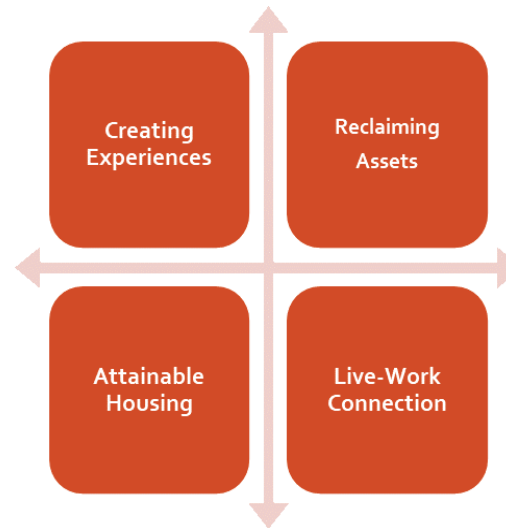
CREATING EXPERIENCES

CURRENT SITUATION

Experiencing downtown involves both getting there and being there. Adding to the experience are the design elements noted in providing attractive gateways, streetscapes and building façade and signage detail. Not only should it be a visually appealing and an inviting trip from a design perspective, downtown also must have places to visit and events to attend. Getting people to downtown is a marketing and tourism proposition.

The tourism industry is comprised of various sectors that house, feed, transport, and entertain visitors. There are five primary sectors within the tourism industry: 1) lodging; 2) transportation; 3) entertainment, recreation and activities; 4) food & beverage; and 5) retail. Each sector covers a broad range of fields, providing a distinct variety of goods and services. While separate from one another, they can often overlap and work in conjunction to create one complete and comprehensive hospitality experience.

According to the 2021 annual report by VisitNC, Johnston County ranked 28th in total spending among the 100 North Carolina Counties. Spending in the county grew 40.5% year over year, led by food & beverage (\$90.98m) followed by transportation (\$55.87m), lodging (\$51.96m),



recreation (\$33.39m) and retail (\$23.26m) for total spending of \$255.47 million dollars. There are fifteen outdoor and recreational attractions in the county and Clayton leads several of the top tourism attraction categories.

The success of the lodging market is dependent on demand drivers, which include attractions, events, and large employers, including hospitals and universities. One area of note are the cultural and historic features of the downtown. The Clayton Center provides events and cultural experiences for all ages. The Sculpture Trail highlights works of art along a guided walk. The county has partnered with OutdoorNC as 2023 is marked as "The Year of Trails" and

promotes several theme-based trail packages. Often these activities result in multi-day/ weekend stays which increases the visitor dollars spent per guest. In addition, downtown's historic features of both commercial and residential structures have broad historical appeal. The local brewery, Deep River Brewing attracts hundreds of visitors each week. And there are farms and several wedding venues in and around Clayton that provide additional economic benefit to the downtown. Collectively, Clayton attracts over 100,000 visitors annually.

There are five area hotels that include "Clayton" in their marketing to attract these visitors, however, only one limited-service hotel is physically located in the town of Clayton, along with a Bed & Breakfast in the downtown.

OPPORTUNITIES

- Create a Marketing Plan (Every 5 years). A collective effort to market Clayton's attractions, events, shops and restaurants in downtown would help elevate the number and length of visits leading to demand for additional lodging facilities. This may include traditional hotels, Bed & Breakfast inns and local homes via short term rentals such as VRBO and AirBnB. This will also help with the long-term stability of local shops and restaurants, by attracting a fluctuating stream of visitors.
- Create a Visitor Guide (Annually). Through



the marketing plan, create a budget to fund projects such as a digital and print visitor guide that can be distributed through the Chamber of Commerce, City Hall and local hotels and businesses.

- Complete Legislation to collect Local Room Tax (Annually). Johnston County collects a 3% rooms tax and many of the local municipalities collect a 2% room tax, which are redistributed at the local level to fund tourism, marketing and some limited projects. Clayton does not receive the benefit of a local room tax, as approval by the local elected officials. The next step in the collection of the local 2% room tax has yet to be introduced into legislation. Given the level of economic impact that these visitors create, the additional revenue from this source is currently forfeited.
- Consider a Lodging Market Study.

Whether contracted with the town, or in collaboration with local developers, a lodging market study would provide insights into the current and future opportunities for adding additional lodging in downtown Clayton.

- Create a Geocaching Trail. What is geocaching? Geocaching is a modern outdoor treasure hunting adventure, where participants use a set of coordinates and GPS or mobile device to locate containers known colloquially as “caches” hidden all over the world. Each cache contains, at a minimum, a logbook for players to sign, but more exciting are the swag and tradable materials concealed within. Objects of equal or greater value can be traded, trackable items tagged, and/or collectibles awarded in special circumstances (i.e., first to find, completing a GeoTour, etc.). For

more information and where to download the app, visit [Geocaching 101](#).

LOCAL IMPACTS

Tourism is an important economic development pillar that supports employment in the five sectors above, increases the wealth of an area through spending, and leads to investments in the community through shopping, dining and recreation. The result is additional jobs and tax revenue for the community.

Job Creation. Tourism provides an economic stimulus by allowing for diversification and expansion of employment in all five tourism sectors and improves local income potential.

Property Tax Revenue. Supporting the addition of retail and restaurant space, creates additional property tax revenue for renovation, redevelopment and new development projects.



Local Room Tax Revenue. If legislation is passed to collect a local room tax, a hotel demand study would provide insight into how much of this revenue may be captured for Clayton. It could provide a source of funding for downtown staff and/or projects.

Sales Tax Revenue. The addition of visitors increases sales for local merchants and restaurants, thus raising the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Retail + Restaurants, Lodging (Hotels, Inns + Short Term Rentals), and Entertainment / Recreation.

RECLAIMING ASSETS

CURRENT SITUATION

Downtown includes some buildings and places that are neglected, obsolete or demand attention. These include buildings whose future highest and best use may no longer include the current use. These assets (land + buildings) are reflected in the opportunity sites identified within the downtown Master Plan. Johnston County's focus on economic development is primarily dedicated to manufacturing and other large-scale employment. Clayton enjoys strong educational attainment and income to attract investment.

Short-term revitalization and long-term asset management requires both intellectual and financial capital brought by local and regional entrepreneurs. Entrepreneurism can be cultivated in several forms.

There are currently 388 business and approximately 3,003 employees working in the downtown, compared to a population of 2,593 who live there. Downtown retail and restaurant businesses are dependent upon a minimum threshold of both residents and the daytime population of visitors and employees to be successful.

According to a 2022 study by [Regus](#), it highlights "five things that the stats can't ignore

EMPLOYMENT TO RESIDENT HOUSING SUMMARY	JOHNSTON COUNTY	DOWNTOWN CORE
Total Businesses	5,957	388
Total Employees	52,285	3,003
Total Resident Population	229,474	2,593
Employee/Resident Population Ratio	0.23	1.16
Annual Estimated Average Employment Growth	2,044	117
Average Annual Estimated Housing Demand	1,635	94

ESTIMATED POPULATION GROWTH TO RESIDENT HOUSING	JOHNSTON COUNTY	DOWNTOWN CORE
2022 Total Population	229,474	2,593
2027 Estimated Total Population	250,964	3,142
Projected Added Population	21,490	549
2022-2027 Average HH Size	2.71	2.13
Estimated Housing Unit Demand (2022-2027)	7,930	258
Average Annual Estimated Housing Demand	1,586	52



coming out of the pandemic”:

- › 88% of employees want to embrace hybrid working
- › Over 50% of digital nomads are in need of reliable Wi-Fi
- › 80% of our workforce is in danger of burning out
- › Automation can free managers up to focus on what matters, reducing workloads by 69%
- › Over 75% say cutting commuting is the key to sustainability

The majority of these workers are white collar jobs that work in office or retail environments – or work from home. Clayton residents are predominantly employed in white collar jobs, and as noted many of these employees commute to jobs in other areas of the region.

The dynamics of “work from home” (WFH) as a result of the pandemic have changed the face of the office market. However, a vibrant entrepreneurial ecosystem results in demand for workspaces that support new business ventures. These are supported by small office and retail space.

OPPORTUNITIES

- › Add Office Product (1-10 years). Based on the growth and supply projections from 2022, a 10-year estimate of office space demand totals approximately 77,000 square

feet of new office space, suggested as a target to capture county demand. Given previously mentioned COVID era factors on office demand, a more realistic number is a 40% reduction from that total coming to a more measured 46,200 square feet of office space taken over in that 10-year time frame.

Offering alternative shared/flexible space and live-work environments, along with reliable broadband access will be important considerations to bring new residents and employees to downtown. Together they would support restaurants and business to create an environment from “coffee to cocktails” supporting an “18-hour” place.

- › Renovation vs. New Construction (1-10 years). The space offerings in and around the downtown area are currently limited. The cost to construct and finish new space will result in lease rates that may be significantly higher than current market lease rates within the downtown. The most competitive strategy would be to create policies and incentives that support renovations of existing buildings to keep costs consistent with market rents and build rental rates over time to subsequently support additional new construction. Older and unique buildings provide the differentiating space that entrepreneurs are looking for.
- › Continue to invest in making Wi-Fi available in your Downtown to all citizens. Downtown

Clayton has access to multiple providers of high-speed internet including 1 Gbps options. Downtown also has complete 5G Ultra Capacity coverage for mobile internet services. Making access to these services affordable for all citizens is of critical importance for long-term growth and stability.

LOCAL IMPACTS

Small business and entrepreneurship is an important economic development pillar that supports employment, increases the wealth of an area, leads to improvements and investment in the community. The result is additional jobs, per capita income, and tax revenue for the community.

Job Creation. Small business provides an economic stimulus by allowing for diversification and expansion of employment in the technology and professional services sectors and improves local income potential.

Property Tax Revenue. Supporting the addition of office space creates additional property tax revenue.

Local Room Tax Revenue. A growing entrepreneur ecosystem provides growth of small business that often leads to visitors attending meetings, seminars and capital funding events.



Sales Tax Revenue. The addition of employees and their visitors increases sales for local merchants and restaurants, thus raising the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Office / Flex Space, Restaurants, and Lodging (Hotels, Inns + Short Term Rentals).

ATTAINABLE HOUSING

CURRENT SITUATION

The town of Clayton has approximately 11,246 housing units, according to 2022 US Census estimates. Of the housing units, 66.4% area owner occupied and 27% are renter occupied, leaving approximately 6.6% vacant/seasonal. The average household size in 2022 in Clayton was 2.62 persons.

According to the American Community Survey (ACS) data 2016–2020, the downtown core has 1,076 housing units. 58.1% of homes are single family detached homes, with only 5.9% detached townhomes. Other housing types include duplexes (11.3%) and small multifamily complexes (23.3%) of up to 50 units. The housing stock is aging with 77% of the homes built prior to 2000, including historic homes, and 23% built since 2000.

With the estimated increasing growth in local employment and population, additional

demand for housing has resulted in several new subdivisions in Clayton. Many of these subdivisions have filled the void for middle income or “missing middle” households. Housing is the first and most expensive annual household consumer spending category, followed by food. The long-term challenge, as housing costs continue to rise in the region, is providing attainable housing for the majority of residents in lower income brackets in service related employment (retail, restaurants, lodging) who are priced out of the home buying or rental market due to fluctuating/rising interest rates, and economic or employment cycles.

OPPORTUNITIES

- › Add New Housing Product (1-10 years). Housing demand is driven by two dynamics: employment growth and population growth – which will continue to increase with more migration to the Carolinas. Annual demand ranges between 52-94 housing units per year. Providing incentives for adding supply for downtown housing above retail and historic renovations in surrounding neighborhoods will assist in maintaining affordability. Incorporating mandated percentages of affordable housing as a part of new residential and mixed-use development through language in the UDO is a means to guarantee some level of affordable, workforce housing is a part of

future growth within the Downtown.

- › Target Markets for all Generations (1-10 years). Encourage opportunities to provide housing that attracts all generations, including young professionals, families, empty nesters and seniors who seek a walkable downtown environment, or who wish to live close to their business. They often seek similar product types apart from growing families who desire larger homes and lots, and seniors who may need a care setting from independent living to skilled nursing care. recent projects in the area (The Walk and Carolina Overlook) have provided some of this type of housing but more will be needed as a percentage of the overall new residential development in the region to maintain availability options for all generations.
- › Diversification of Housing Product/Price (1-10 years). A competitive advantage of the downtown is its existing inventory of historic homes in the surrounding neighborhoods. Housing supply could be expanded to include product types to meet today’s consumer demands for walkable neighborhoods close to downtowns, smaller homes, limited maintenance and access to public open space. In addition to single family homes, also include incentives and policies for townhomes, patio homes, accessory dwelling units (ADUs) and lofts/ apartments to provide a wider range of



sizes, styles and needs to accommodate a variety of target markets.

LOCAL IMPACTS

Housing is the result of economic development efforts which create demand for new product to support new employees, many of whom are first introduced to Clayton as a visitor. Added housing increases the wealth of an area, through additional per capita income for spending locally and added property tax revenue.

Job Creation. Housing provides both construction employment and service employment such as retail and professional services to service new households.

Property Tax Revenue. Supporting the addition of new housing, creates additional property tax revenue.

Local Room Tax Revenue. As families move into the area, they are often visited by traveling family members and friends, who enjoy introducing them in their new town.

Sales Tax Revenue. The addition of these new residents and their visitors increases sales for local merchants and restaurants, thus raising

the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Housing, Retail, and Office.

LIVE-WORK CONNECTION

CURRENT SITUATION

As noted above, the result of the pandemic has changed commuting patterns as employees demand flexible work schedules to include both home and office options. Educational resources for job training and workforce development are critical for those changing career paths. And as a result, many are focused on opportunities to provide a work-life balance.

Quality of Life is a subjective term, depending on each perspective. For major employers, it includes an educated workforce that can find the desired housing and lifestyle within a reasonable commuting distance. For existing or relocating residents, this includes childcare and education, access to parks and recreation facilities, accessible shopping and dining, and a vibrant arts, culture and entertainment scene. Altogether these make up the culture of a community and such experience that a place creates, all of which promotes health and well-being. Many of these qualities should be integrated into a seamless experience for those living, working and visiting the downtown. Connecting people and places are what create

a resilient environment.

- › Economic Prosperity
- › Health + Well Being
- › Education + Opportunity
- › Arts + Culture

The desire for additional shopping, dining and entertainment experiences was overwhelmingly communicated by participants in the public engagement process. A retail gap analysis completed within the *2023 Downtown Strategic Vision* identified categories of retail, including food and dining opportunities.

Aside from housing and healthcare, the top three consumer spending categories for 2022 in Clayton were:

- › Food at Home - \$62,021,640
- › Food away from Home - \$43,737,597
- › Entertainment & Recreation- \$37,227,487

OPPORTUNITIES

Add Additional Retail and Restaurant Space (1-10 years). Based upon estimated job and employment growth, adding to consumer spending, estimated demand for an additional 160,769 s.f. of retail/dining space could be added in the downtown over the next ten years. While grocery stores were identified, there are few opportunities to provide the typical prototype with parking in the downtown core. However, specialty food tenants such as a butcher shop, baker and small provisions



company could fill the niche for this category, in a unique downtown setting.

Add Additional Parking. This is more specifically addressed by the transportation experts on the Master Plan team. However, adequate and accessible parking for both employees and customers is a common complaint and a critical component to a successful downtown. Creative management and shared parking between uses with different peak hours reduces the need for vast parking lots and monolithic garages, however, a parking study should be undertaken to determine the future date range in which consolidation of parking into one or more structured options should be considered and for which the Town can begin to plan for in budget and land acquisition.

Make connections to parks and greenways. We learned from the pandemic the importance of the outdoors and open space. This is true for both residents and employees who wish to have access to fresh air, sunshine and the benefits of exercise. In keeping with the 2022 Pedestrian Plan, sidewalks, trails, and greenways should all be improved and the network expanded to provide the best and most options for residents and visitors to utilize multi-modal options including bike and ped.

LOCAL IMPACTS

Quality of Life and the Live-Work connection





is qualifying factor for housing and job growth. This is the boast that makes efforts in real estate and economic development a differentiating position. Added economic activity from each of these key market trend efforts increases the wealth of an area, through additional household income for families, talent attraction for employers and added revenue to the town's fiscal budget.

Land Uses/Real Estate Product Types include Housing, Retail, Office, Entertainment, Civic Uses, and Public Open Space.





TRANSPORTATION ANALYSIS

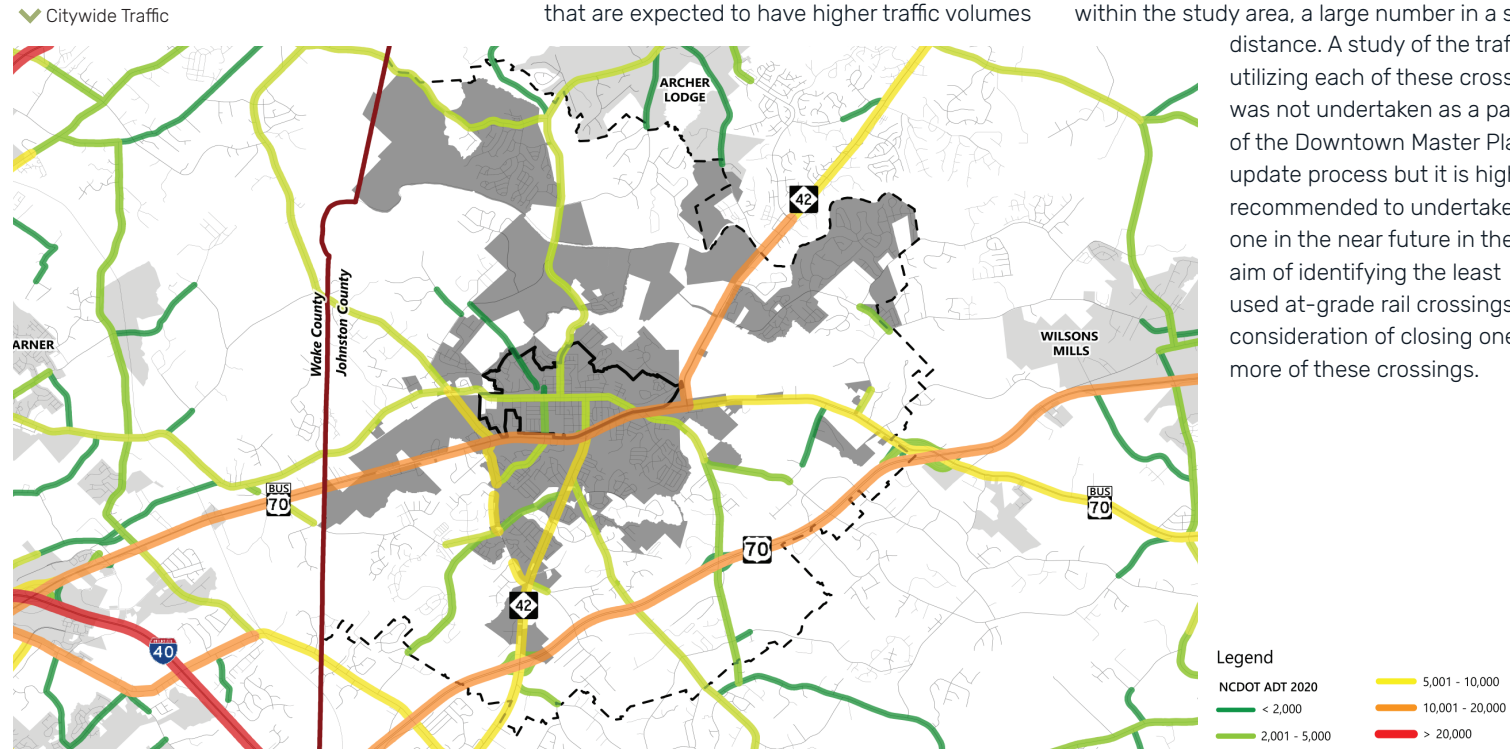
Transportation analysis is essential to understanding how people, goods, and services move in and around the Town of Clayton. Within this section we analyzed traffic volumes, vehicular safety, roadway ownership and maintenance, trucking routes, and pedestrian and bicycle connectivity.

Roadway Facilities

Main Street is the main roadway through downtown Clayton. Main Street is approximately two miles long and extends from west of Old US 70 to US 70 Business. There are many roadway choices to enter downtown Clayton from the greater regional area, including US 70 Business, Robertson Street, O'Neil Street, Fayetteville Street, Lombard Street, and Old US 70. These are the roadways that are expected to have higher traffic volumes

because they provide connections to the surrounding areas and neighborhoods. Many of the roads in the study area allow for on-street parking, with one lane of travel per direction. Most of the intersections in the study area do not provide exclusive turn lanes.

The North Carolina Railroad (NCRR) bisects the north and south portions of Clayton's Downtown. There are six at-grade crossings within the study area, a large number in a short distance. A study of the traffic utilizing each of these crossings was not undertaken as a part of the Downtown Master Plan update process but it is highly recommended to undertake one in the near future in the aim of identifying the least used at-grade rail crossings for consideration of closing one or more of these crossings.



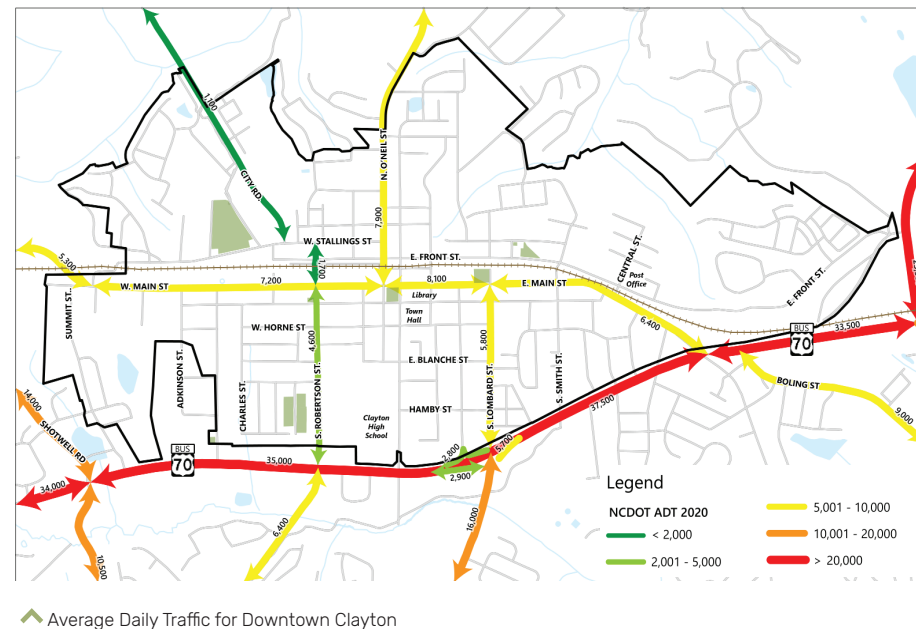


EXISTING TRAFFIC VOLUMES

DAILY TRAFFIC

Interstate 40, US 70, US 70 Business, and NC 42 are the primary highways providing regional access to the Town of Clayton. The North Carolina Department of Transportation (NCDOT) reported Interstate 40 carried between 60,000 and 92,000 vehicles a day between Wake County and Johnston County in 2021. US 70 and US 70 Business carry between 20,000 and 42,000 vehicles a day east of Interstate 40, near Clayton. NC 42 carried approximately 26,000 vehicles per day, and provides access from Clayton to the eastern portions of Johnston County and Wilson. While Interstate 40 and US 70 do not provide direct access to Downtown Clayton, they are both within a ten-minute drive of downtown and provide regional access to Clayton for residents and businesses.

Daily traffic volumes in Downtown Clayton were examined, based on NCDOT 2021 data. This data shows Main Street carries up to 9,900 vehicles per day. Other roads in downtown have lower reported volumes, with North O'Neil Street carrying approximately 8,700 vehicles per day, South Lombard Street carrying approximately 6,400 vehicles per day, and South Robertson Street carrying approximately 5,000 vehicles per day. Based on this information, the existing two-lane cross section on the roads in Downtown Clayton is adequate to handle average daily traffic.



PEAK HOUR TRAFFIC DATA

Turning movement data was collected at seven intersections on Main Street in downtown Clayton on January 10, 2023. Below is the list of the study intersections that had traffic counted from 6:00 AM – 7:00 PM:

- Main Street and Robertson Street
- Main Street and O'Neil Street
- Main Street and Fayetteville Street
- Main Street and Church Street
- Main Street and Barbour Street
- Main Street and Lombard Street
- Main Street and Smith Street

The traffic data was collected for 13 hours to capture both peak hours. This included counting all vehicles, trucks, bicycles, and pedestrians that passed through the intersections during the data collection. The morning peak hour was observed to be from 7:00 – 8:00 AM and the afternoon peak hour to be from 4:45 – 5:45 PM. A figure of the turning movement volumes is included in the Appendix.

The most heavily traveled intersection according to the data collected is the



intersection of Main Street and O'Neil Street. This is likely because O'Neil Street is one of the main roadways leading to communities northeast of Clayton such as Archer Lodge.

TRANSIT

Previously, Clayton had a Clayton-Raleigh Express (CLX) bus route operated by GoTriangle. The CLX route was provided to mitigate traffic congestion during Phase II of the "Fortify" I-40-440 widening project. Since completion of the widening project, no further funding has been provided for the CLX bus route, so the route was eliminated. Although a fixed transit route is not available in Clayton, Johnston County Area Transit (JCATS) offers on demand transit for a minimal cost.

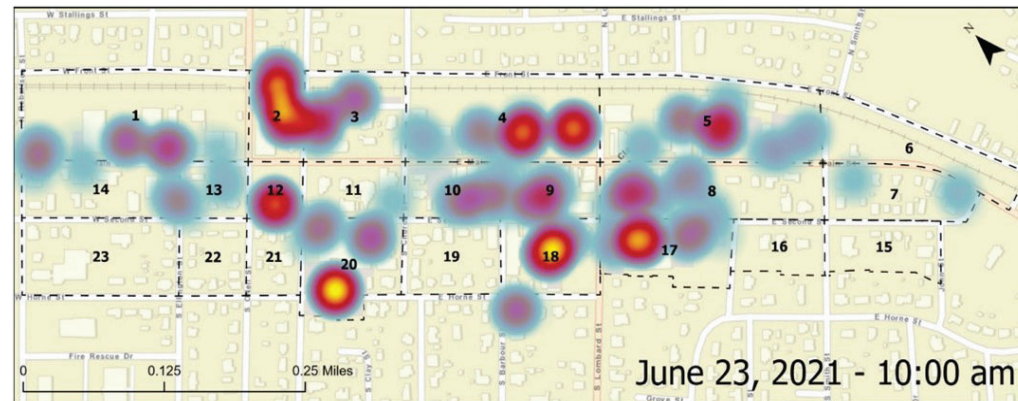


A Bus Rapid Transit (BRT) system from Garner to Clayton is currently being studied for feasibility as is a commuter rail that would include a stop at a new platform or station in Downtown Clayton. Rail transit is already a part of the landscape in Clayton as an Amtrak service passenger train passes through on the NCRR rails multiple times each day. The jump to a commuter rail option for Clayton is not a far one.

PARKING

In downtown Clayton, there are a few options for residents and visitors to park their vehicles. Free on-street parking is permitted along most of Main Street from Robertson Street to Second Street and along most other roads in

the study area. According to a parking inventory completed by the Town in 2021, there are approximately 300 off-street public parking spaces available within downtown Clayton. In addition to the public parking, multiple businesses provide private parking lots that can be used by their customers. Based on the 2021 parking inventory, the most popular parking areas are between O'Neil Street and Fayetteville Street and between Church Street and Lombard Street. The main driver of the popularity of these locations is the gravel parking lots along First Street, as well as the paved parking lot at Horne Square. Recent agreements with private property owners have resulted in a strong shared-use parking lease environment.



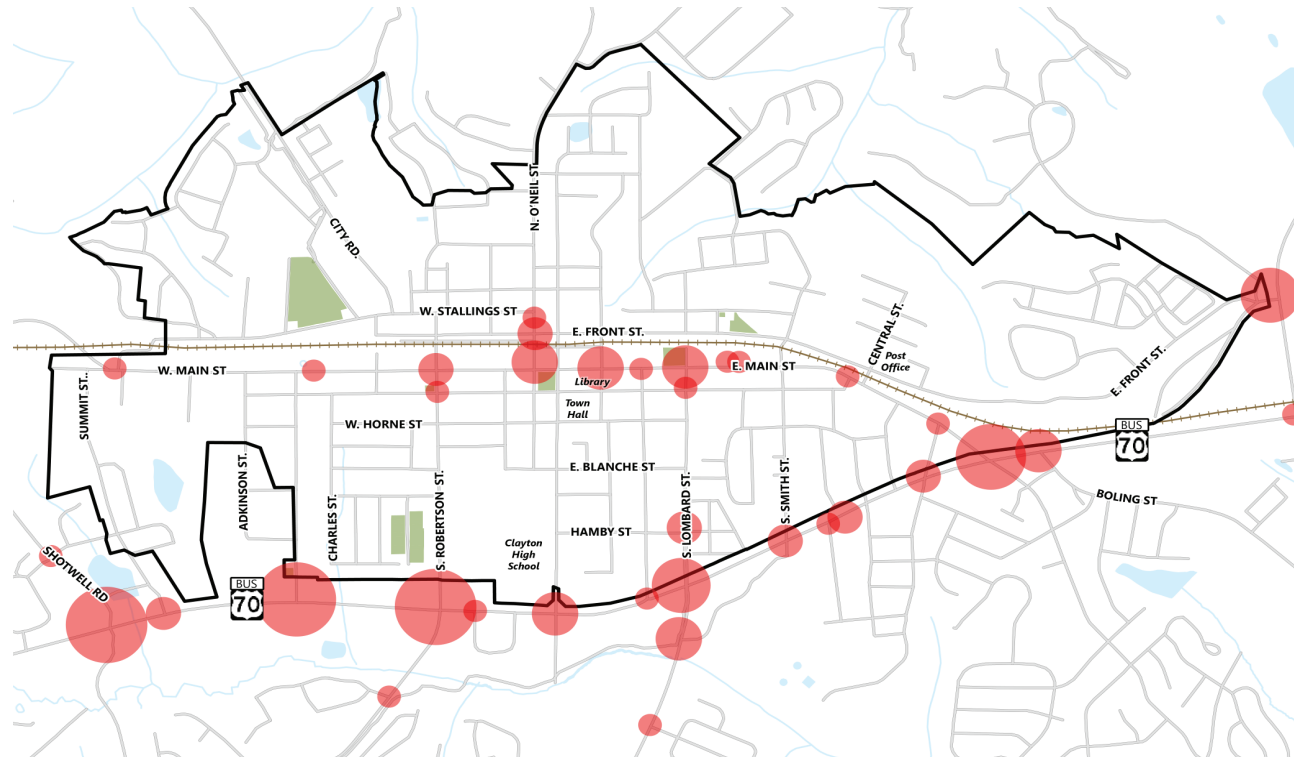
Total Cars in Parking Lots: 532

▲ Parking Utilization Heat Map/ Source: Town of Clayton



VEHICULAR CRASHES

From January 1, 2017 through December 31, 2021, a total of 61 crashes were reported at the intersection of US 70 Business and Main Street. None of these crashes were fatal, and approximately 77% of the total crashes were property damage only. This is the intersection in the study area with the most reported crashes. The intersection with the next most reported crashes is Main Street and O'Neil Street, with 37 reported crashes, none of which were fatal and approximately 81% involved property damage only. No fatal accidents have been reported within or near the study area in the past ten years.



Vehicular Crashes by Intersection

Legend

- Hydrology
- Road Centerlines
- Railroad
- Parks
- Downtown Boundary

Total Crashes 2015-2019

- 5 to 9
- 10 to 19
- 20 to 29
- 30 to 39
- 40 to 49
- 50 and above

0 500 1,000 2,000 Feet





BICYCLE + PEDESTRIAN FACILITIES

Although downtown Clayton draws a lot of foot traffic, the existing sidewalks are not continuous on Main Street from Robertson Street to US 70 Business. If pedestrians travel off Main Street, there are not always sidewalks provided on both sides of the road. For example, some blocks of Second Street do not offer sidewalk on both sides of the road. Other blocks, like Robertson Street between Second Street and Main Street, offer no sidewalks, even though pedestrian counts indicate the intersection of Robertson Street and Main Street is highly traveled by pedestrians. There are also limited options for pedestrians to cross the railroad tracks that parallel Main Street through downtown Clayton. There are sidewalks crossing the railroad on O'Neil Street, Fayetteville Street, Church Street, and Central Street, although some of these pedestrian rail crossings are in need of improvement and do not meet Americans with Disabilities Act (ADA) design standards. The Town currently has an NCDOT sponsored Complete Streets project underway that will upgrade multiple sidewalk ramps within the Town limits.

There are no dedicated on-street bicycle facilities through downtown Clayton. Nearby, there is a greenway that offers bicycle and pedestrian access as well as a connector trail that brings greenway riders into Downtown, the Cross Clayton Connector. Sam's Branch Greenway can be accessed from City Road

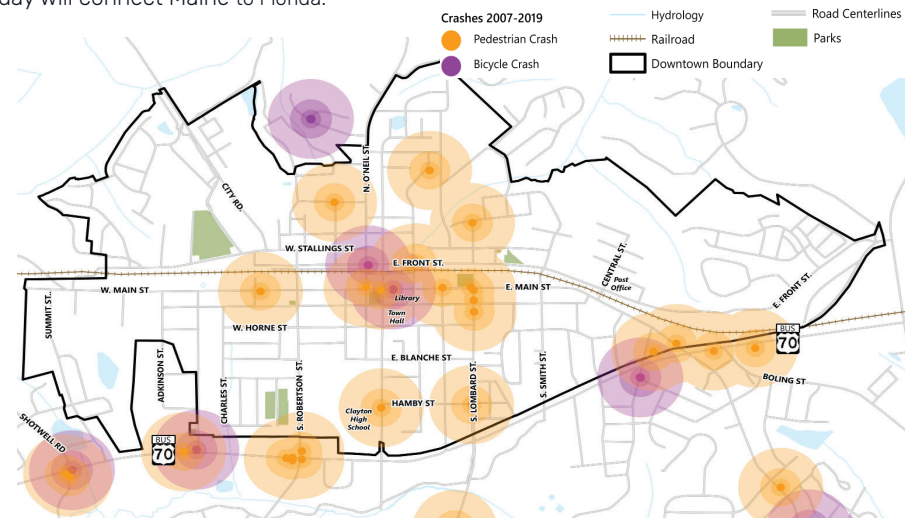
or N. O'Neil Street and provides access to over 30 miles of trail from Clayton to Falls Lake Dam in Raleigh, including the Clayton River Walk on the Neuse River. Main Street is also currently part of the East Coast Greenway, which connects Main to Florida. The recently completed Pedestrian Plan shows an alternative routing for the East Coast Greenway on Front Street, rather than utilizing Main Street.

Sam's Branch Greenway connects downtown to the Clayton River Walk on the Neuse River. This trail is part of the North Carolina Mountain to Sea Trail which connects Clayton to Raleigh. Clayton's section of trail is also part of the 2,500 mile East Coast Greenway which one day will connect Maine to Florida.



BIKE AND PEDESTRIAN CRASHES

From January 1, 2017 through December 31, 2021, a total of three pedestrian crashes were reported within the project study area. One of the pedestrian crashes occurred at the intersection of Main Street and Lombard Street where the motorist turned left, hitting a pedestrian crossing the other street. The other crashes involved a pedestrian who darted out into the road and one unknown cause.





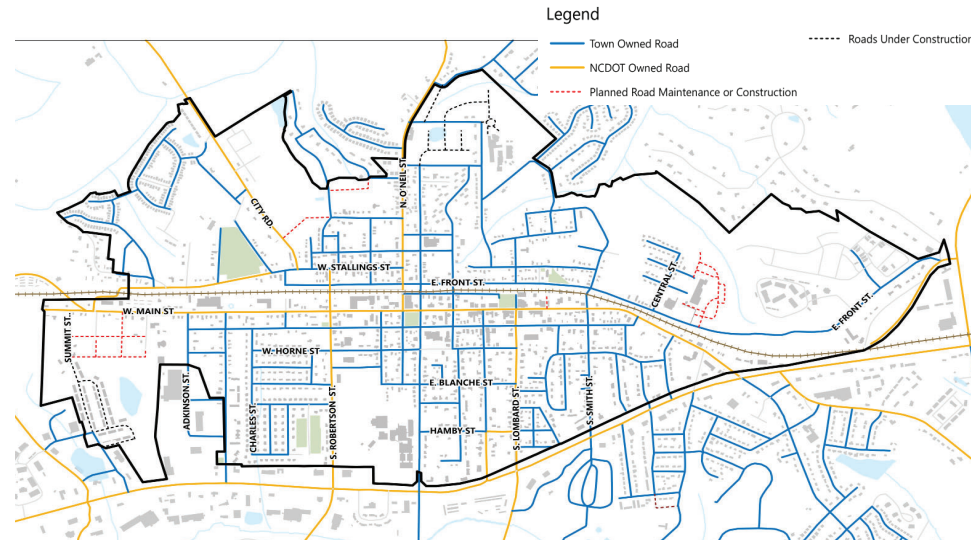
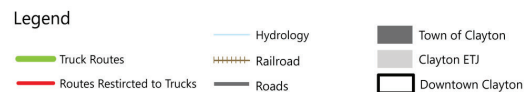
STREET OWNERSHIP

Street Ownership is important to consider as it impacts which entity is responsible for maintaining, improving, funding, and regulating roads within Downtown. Roads highlighted in blue on the map are owned by the Town of Clayton. It is easiest to make streetscape improvements along these roads as they are not required to meet NCDOT standards, such as for signage. However, roads that are maintained by NCDOT (in orange) may have additional funding sources.

There are several roads shown on the map that are currently under construction or have planned maintenance. These include the Cameron Crossing subdivision, extension of West 2nd Street and West Horne Street to Summit Street, a new connection between City Road and West Barnes Street, and between Starmount Road and Gordon Street, Academy Pointe roads, and a new road behind the Clayton Spinning Mill.

TRUCK ROUTES

The map to the right illustrates major trucking routes in relation to Downtown Clayton. Within Downtown, trucking is listed as prohibited on major roadways. However, proximity to US 70 and Interstate 40 are attractive to businesses that require trucking.





MULTI-MODAL TRANSPORTATION ROUTES

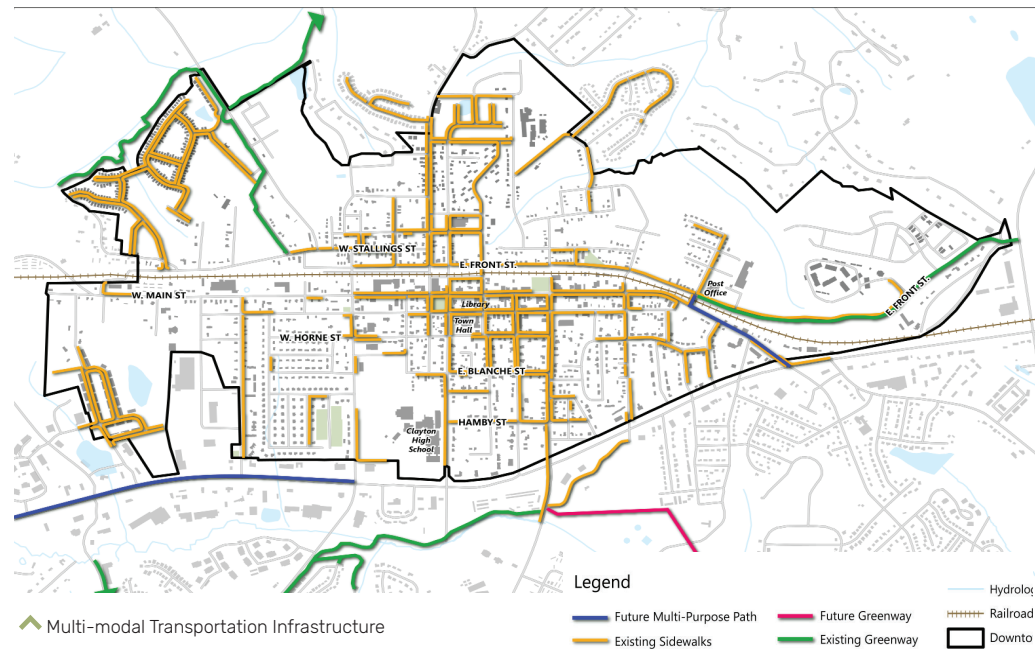
In keeping with the 2022 Clayton Pedestrian Plan, there are several improvements that could be made in regards to pedestrian and bicycle infrastructure in order to improve connectivity and safety. Sam's Branch Greenway runs north from City Rd with connections down into the Municipal park and another greenway runs south along Little Creek. The Cross Clayton Connector connects the two greenways to downtown.

Downtown Clayton has a fairly expansive sidewalk network with a higher concentration around the central core and eastern side of downtown. Especially along Main Street which serves as the commercial core of downtown, gaps in the sidewalk network should be filled.

There are no designated bike lanes or paths within downtown outside of the greenways. Bicycle infrastructure should be considered along the heaviest trafficked routes or on key connectivity routes to ensure that it is a safe mode of travel.

STREETSCAPE ANALYSIS

The primary streets that serve Downtown Clayton are Main Street, First Street, and Second Street, where Town Hall, the Library, and several other civic and neighborhood commercial uses can be found. These streets travel primarily along a northwest to southeast



axis. Opposite the railroad from the core of downtown, Front Street serves as the primary route of travel and access to railroad crossing streets. A 2019 study looked at the Main Street streetscape in downtown for possible improvements to enhance the pedestrian environment and to reduce pedestrian and vehicular conflicts. It included recommendations such as chicaning of the road and widening of sidewalks to allow outdoor dining.



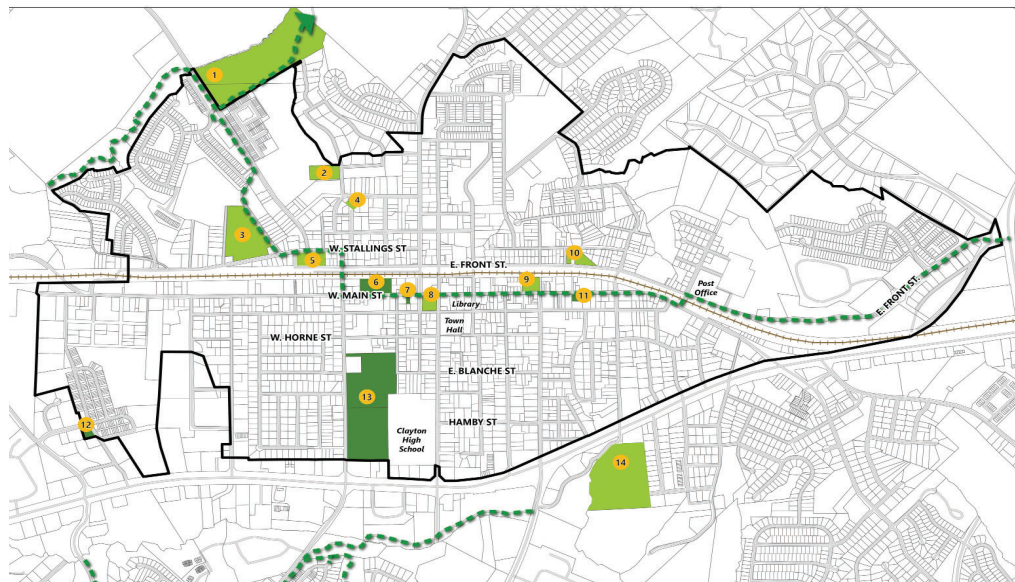


PUBLIC SPACES + STREETSCAPES

PARKS + RECREATION

There are several parks and recreational facilities located in Downtown Clayton. The properties identified on the map include both private and public recreational facilities which are called out by the color of the parcel. Private facilities include gyms and commercial recreational facilities such as the Clayton Spinning Mill. Public facilities include community parks such as the recently opened Clayton Municipal Park and recently renovated Donald "Clyde" Sinclair Park, cemeteries, and greenways. Although they are not designed for recreation, cemeteries have been noted on this map as they occupy preserved open space within and around the Downtown. When analyzing parks and recreational facilities is it important to identify not only what areas exist but also what gaps are present. As illustrated on the map, the greenway sits on both the northern and southern ends of town and connects to Downtown via the Cross Clayton Connector. Greenways can provide safe access routes between neighborhoods and local parks as well as serve to connect the community.

**Clayton Parks and Recreation
Department offers opportunities for
youth and adult sports leagues, special
events, and year round programming for
all age groups.**



Legend

- Public Access Parks and Rec
- Private Access Recreation
- Greenway

- | | | |
|-----------------------------|---------------------------------|---------------------------------|
| 1 Legend Park | 6 Indoor Batting Cages | 11 Main Street Community Garden |
| 2 Clayton Swim Club | 7 Axe Throwing | 12 Clayton Fitness |
| 3 Municipal Park | 8 Town Square | 13 Clayton High School Fields |
| 4 Horne Cemetery | 9 Horne Square | 14 Maplewood Cemetery |
| 5 Stallings Street Cemetery | 10 Donald "Clyde" Sinclair Park | |

STREETSCAPE ANALYSIS

The primary streets that serve Downtown Clayton are Main Street, First Street, and Second Street, where Town Hall, the Library, and several other civic and neighborhood commercial uses can be found. These streets travel primarily along a northwest to southeast axis. Opposite the railroad from the core of downtown, Front Street serves as the primary route of travel and access to railroad crossing streets.

A 2019 study looked at the Main Street streetscape in downtown for possible improvements to enhance the pedestrian environment and to reduce pedestrian and vehicular conflicts. It included recommendations such as chicaning of the

roadway to create significant pockets of widened sidewalk space, relocation, and concentration of portions of the on-street parking, and enhanced connections and improvements to both First and Second Streets that would work in conjunction with the changes on Main Street. The recommendations were a result of observations of existing conditions on Main Street in the categories of Pedestrian Safety, Pedestrian Comfort, Downtown Business Needs, and Town Needs. The majority of the issues present in the 2019 plan still exist today and still need to be addressed.

◀ Parks + Recreation / Source: Town of Clayton

✓ Existing Main Street Streetscap





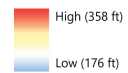
ENVIRONMENTAL CONSTRAINTS

TOPOGRAPHY

Downtown Clayton is fairly flat topographically with only around 180ft elevation change throughout the area. Main Street sits along a ridge, with the highest points near the Horne Cemetery and Town Hall. The topography leads water to drain to the North into the Neuse River tributaries and South of Downtown into Little Creek.

Legend

Elevation



Hydrology

Railroad

Downtown Boundary

2ft Contours

Road Centerlines

FLOOD ZONES

There are no active flood zones within Downtown Clayton due to the higher topography. However, storm water management best practices should be implemented in Downtown to improve water quality and minimize flood risks in the rest of Town.

Regional stormwater solutions should be pursued today to more easily allow potential future development to proceed without issue.

Legend

Flood Zone



Hydrology

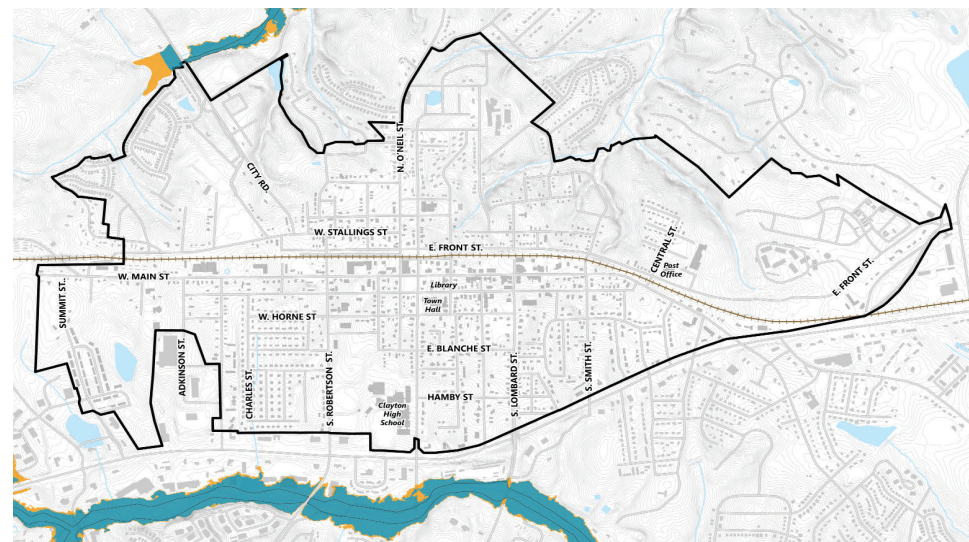
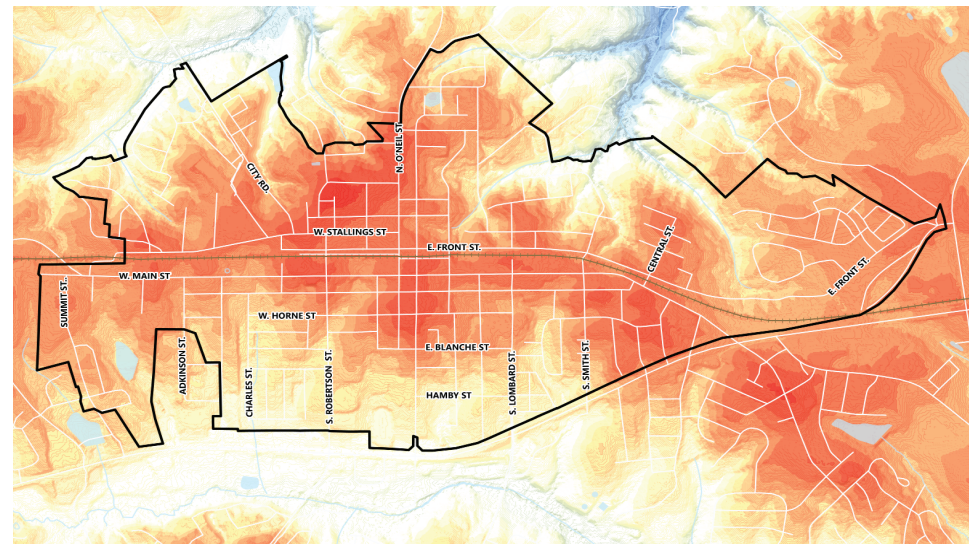
Railroad

Downtown Boundary

2ft Contour

Building Footprint

Road Centerline



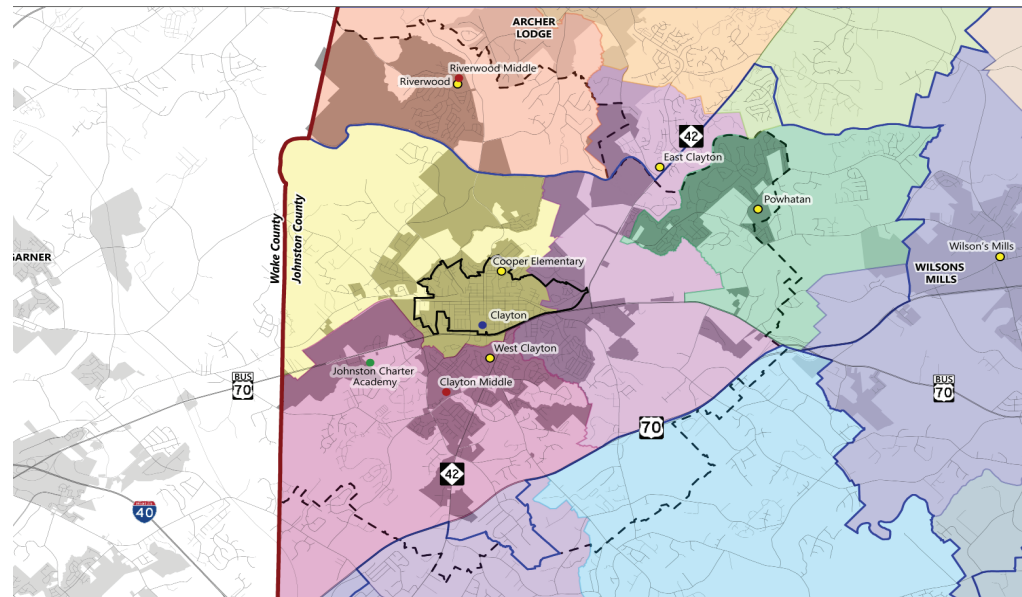


COMMUNITY SERVICES

Schools, Emergency Services, and Utilities all play a vital role in the success of a downtown. This analysis looked into the current services provided in the downtown area in order to better understand their influences on future growth and development.

SCHOOLS

The map to the right shows the Johnson County school districts and the location of schools within and around Clayton. The majority of Downtown Clayton residents are within the Cooper Elementary service area. However, the south eastern part of downtown, past the intersection of Main and Business 70 is within the East Clayton Elementary service area. Downtown Clayton is also within the Riverwood Middle School District and the Clayton High School District. Clayton High School is the only school located within the downtown area.



Legend

● Elementary School	High School Districts	Polenta	Wilson's Mills	Hydrology
● Middle School	ELEMENTARY SCHOOL DISTRICTS	West Smithfield	Riverwood	Railroad
● High School	West Clayton	East Clayton	River Dell	Roads
● Charter School	Cleveland	Powhatan	Thanksgiving Area	Clayton
		Cooper	Selma	Clayton ETJ

Clayton High School enrolled 2,050 students for the 2021-2022 school year with a 90% graduation rate

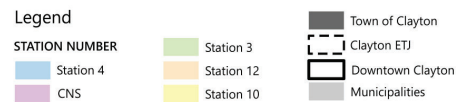
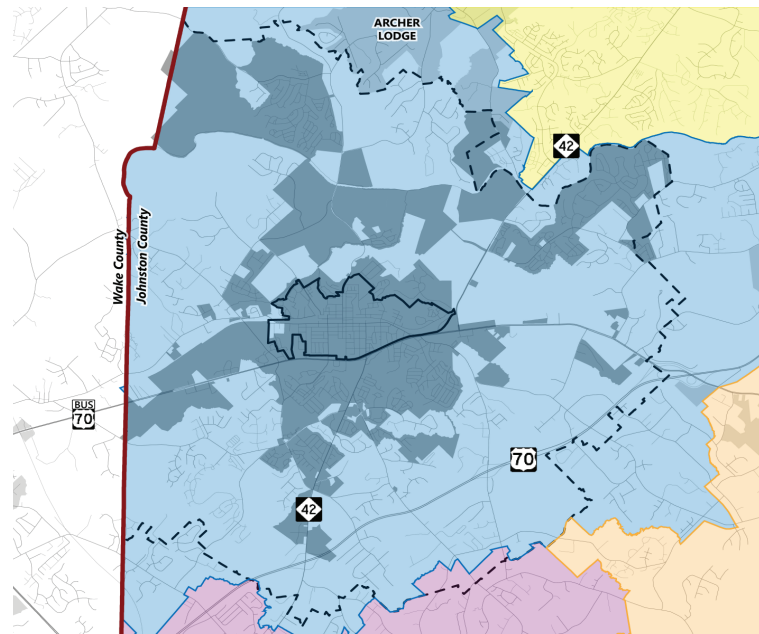




PUBLIC SAFETY

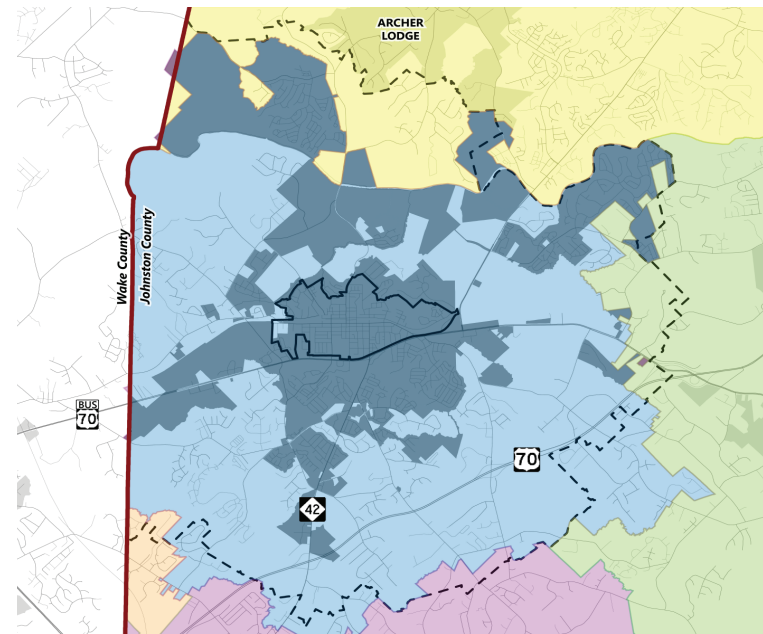
EMS Service

The Emergency Management Division of Johnson County is divided into service areas by station. The County operates out of 15 stations and has a fleet of 23 ambulances and other response vehicles. All of the Town of Clayton and its ETJ are within the Station 4 District.



Fire Service

Fire Service in the Town of Clayton is provided by the Clayton Fire Department. Clayton Fire Department serves both the Clayton District (Town limits of Clayton) and the Claytex District (suburban/rural unincorporated areas around the Town). The service area is shown in Blue on the below map. The Clayton Fire Department responds to more than 2,500 incidents annually and operates out of two stations: one in Downtown Clayton and the other located at 800 NC Hwy 42 East.





PUBLIC UTILITIES

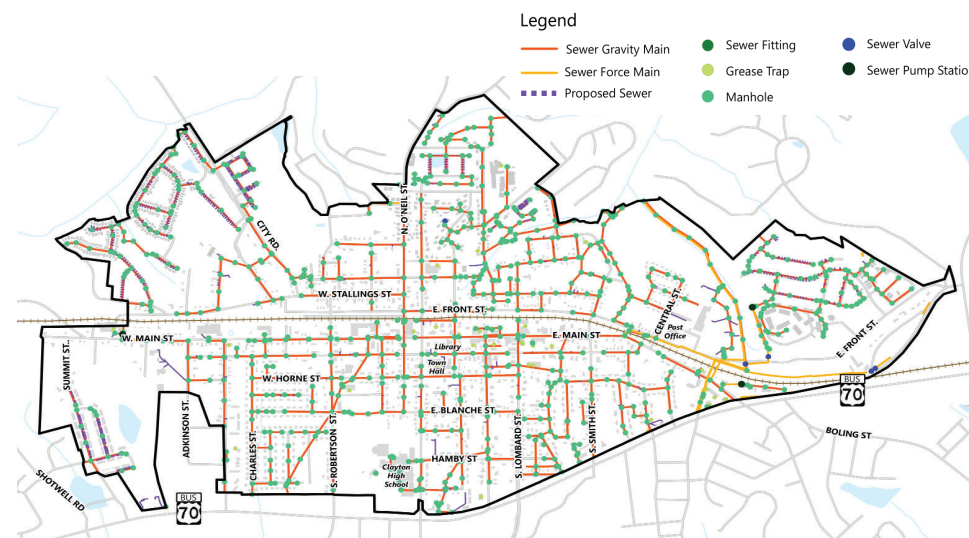
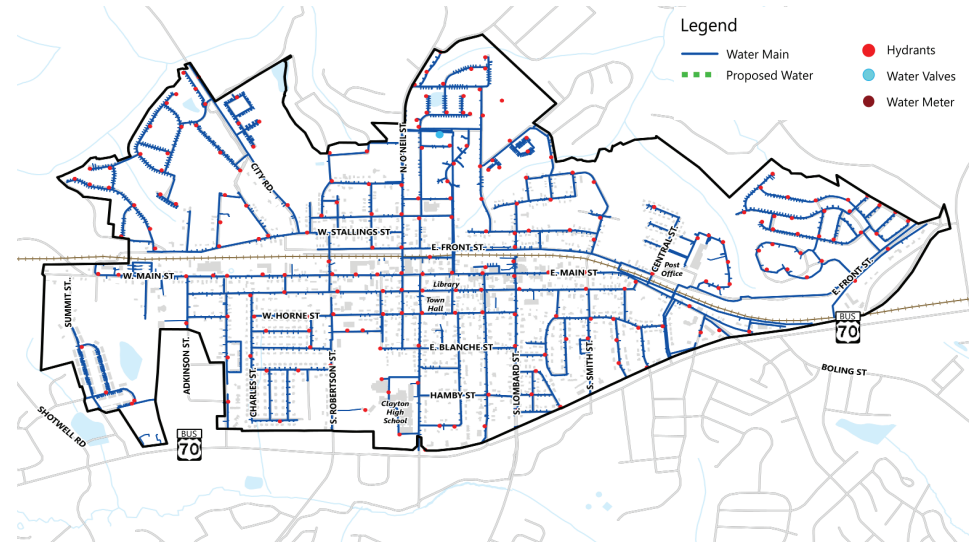
The Town of Clayton Water Resources Department provides public water and sewer service throughout Town. The department maintains more than 146 miles of water lines and 173 miles of sewer lines to residents and business owners in the Town. The maps include both existing infrastructure and proposed new lines. Thorough water and sewer system studies should be a part of planning efforts for the 10-year time frame to come. Any system deficiencies found should be included in CIP planning over the next 5 years to facilitate future development in the 10-year time frame and beyond.

Water Service

As shown on the map to the right, water is readily available in all of Downtown Clayton through an extensive system of water lines, valves, and hydrants. The Town of Clayton purchases its water from Johnson County Public Utilities whose treatment plant is outside of the Town of Wilson Mills. Water in the county is mainly sourced by the Neuse River.

Sewer Service

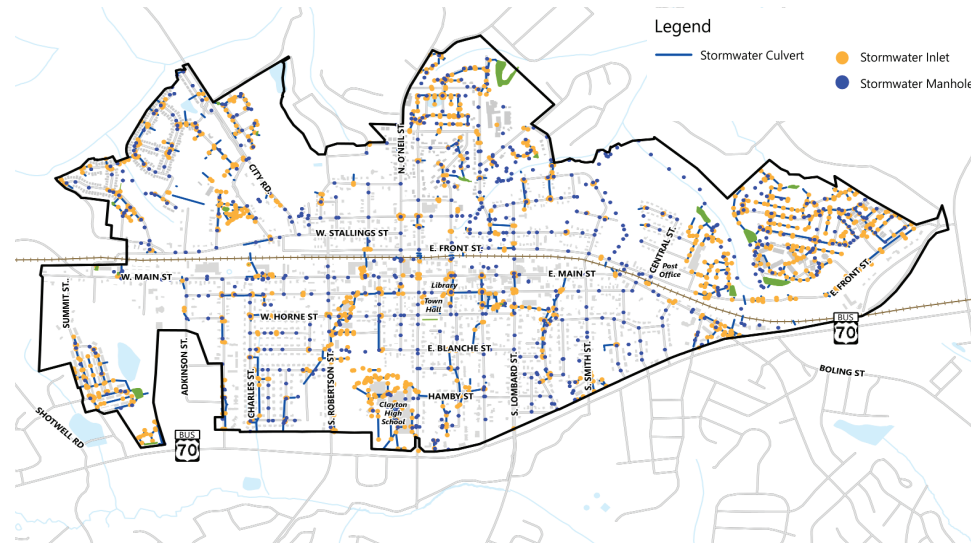
Sewer service is also available throughout the Downtown area. Sewer lines throughout Town are buried under the ground in the public right of way and under easements. Treatment of Wastewater in the City takes place at the Sam's Branch Water Reclamation Facility (SBWRF) which treated 590,356,692 gallons from July 2021-June 2022. The Town of Clayton also sends wastewater to Raleigh and Johnson County when the capacity at SBWRF is reached.





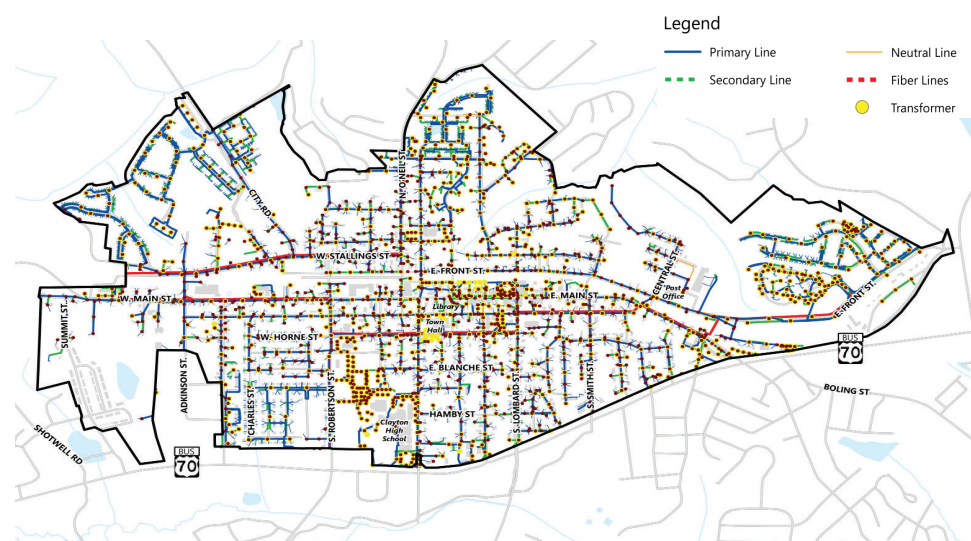
Stromwater Infrastructure

The map to the right illustrates the current stormwater infrastructure in Downtown Clayton. The engineering department is responsible for designing and monitoring storm water infrastructure in the town. Stormwater management is important to the town as drainage into storm drains and inlets can pollute the Town's water source. As density in downtown increases and impervious surfaces expand, there is a higher amount of storm water run-off going into the system. Through implementing storm water management infrastructure, the town can better support growth and prevent pollution.



Electric Service

Clayton Public Power provides public electricity service within the Town via its own electric system. The town's electric distribution service in Downtown Clayton is illustrated on the map. Power is supplied through the Sheraon Harris Nuclear Power Plant which the Town of Clayton owns a percentage of. The Town first began providing service to residents and commercial businesses in 1913 and has continued to provide electricity since in order to ensure residents have a reliable source of energy.





04-C

COMMUNITY ENGAGEMENT

IN THIS CHAPTER
COMMUNITY ENGAGEMENT
KEY TRENDS



COMMUNITY ENGAGEMENT

Introduction

During the development of the Plan, community input was gathered in a variety of ways to help guide the recommendations of the Downtown Master Plan. The community engagement methods included small group listening sessions, outreach at the Harvest Fest, an online survey, and public meetings held at Town Hall. Each of these provided opportunities for the community to provide their thoughts and ideas about the future of downtown. A summary of the input received during the process is provided below.

Staff + Stakeholders Meetings September 12-13, 2022

On September 12 – 13, small groups of subject matter experts and downtown stakeholders were interviewed to gain a better understanding of the key issues and challenges concerning downtown and future opportunities. The meetings were held at Town



Hall and included property owners, business owners, developers, department heads, elected officials, volunteer board members, arts community, public library, tourism staff, economic development experts, and others. The consulting team also participated in a downtown tour to observe existing conditions and see firsthand some of the identified issues and opportunities. In addition, the consulting team held additional meetings with the North Carolina Railroad Company and other property owners outside of the first two meeting dates. The key issues identified during the listening sessions focused on public facilities, transportation, parking, housing, infrastructure, and downtown management. Raw notes from those workshop sessions can be found in the Appendix.

Public Facility Ideas Town Hall and Library

As the Town of Clayton continues to experience growth, the Town's needs for additional staffing and resources are growing and expanding. As a result of the growth, the Town is outgrowing its facilities at Town Hall and the Library. The need to expand and grow public facilities presents an opportunity for the Town to leverage public investments in such a way as to encourage private investment in downtown. The development of new facilities can help drive the redevelopment of properties and public spaces, creating amenities to attract more people downtown, which in turn will help

create demand in the private sector for new businesses.

Public Space Design

While Town Square and Horne Square provide places for public gathering and enjoyment, they are also underutilized. Interviewees often commented that a redesign of each square could help activate the spaces on a more regular basis. New designs for the squares can include more creating places for people to gather and socialize, helping to make downtown more vibrant and fun.

Farmers' Market

During the meetings, participants reported the need for a covered building/structure to support the growing farmer's market. The market has continued to increase in popularity and is outgrowing its current location and facilities.

Permanent Festival Infrastructure

The desire for more festivals continues to be a growing challenge. There is a need for more infrastructure to support more regular festivals and events. Several of the meeting participants mentioned the need for a stage(s), bathrooms, storage, strategically located support infrastructure for electricity, water, and similar utility needs.



Transportation Input

Almost everyone that was interviewed was concerned about pedestrian safety in downtown. The ability to safely cross Main Street was the most commonly mentioned issue within that topic. Meeting participants discussed short-term opportunities to improve crosswalk areas and long-term solutions that included a new streetscape design for Main Street. As part of the safe pedestrian crossing topic, interviewees often mentioned heavy trucks utilizing Main Street. The heavy trucks create a safety issue where the corners are tighter in downtown, and they also create noise and vibration impacts for people that are walking, sitting, or dining close to the street.

Many people also mentioned the barriers to connect to downtown from adjacent neighborhoods. Some of the streets have adequate sidewalks, and like in the core of downtown, some streets present challenges, especially at the railroad crossing on the north side of downtown.

In general, some interviewees mentioned the need to improve gateways and entrances into downtown, including some enhancements to the existing wayfinding system.

Another transportation related topic included the potential for a commuter rail station location in downtown. While, such a project

is down the road, participants pointed out the need to develop a plan now to begin preparing for the potential of a developing a commuter rail station in downtown. Below are the major transportation needs and concerns that were repeated throughout the public engagement process:

- Divert through trips from downtown Clayton.
- Provide more transportation options:
 - Improved sidewalk connectivity
 - Safe routes for bicycle traffic
 - Transit for local trips (like a trolley)
 - Transit for trips to the greater RTP area (like a commuter rail)
- Improve traffic patterns.
- Widen roads.
- Provide easier access to downtown, whether via vehicle or active transportation.
- Increase parking.
- Provide more crosswalk locations.
- Provide more accessibility for wheelchair users for parking, on sidewalks, and getting into stores.
- Provide a parking garage or more off-street parking.

Parking Concerns

One of the main issues in almost every downtown is parking. During the meetings, it was often pointed out that many of the spaces on Main Street were occupied by employees or business owners all day. Several of the meeting

participants inquired about conducting a short term one-to-two-week parking inventory to identify the frequency and location of where vehicles were parked for extended periods of time. This brief analysis would help clarify the extent and location of issue. In addition to on-street parking opportunities in downtown, interviewees inquired about potential off-street parking improvements and increase supply of those spaces. Several people mentioned the potential to utilize areas adjacent to the railroad. Many of the people interviewed suggested that separate areas for employee parking be identified so that prime customer parking areas would remain open for visitors.

Housing Opportunities

As housing needs and access is growing in the region, opportunities should be developed in downtown. Several mentioned a need for apartments in downtown and more single-family options close to downtown. Stakeholders also mentioned the need for live





work options with housing above retail shops.

Infrastructure Summary

Although there is a desire to see more development in the downtown, there are some infrastructure constraints, especially related to stormwater compliance. Many recent projects in downtown that were proposed for undeveloped sites with no preexisting paved or impervious surfaces were unable to make it through the stormwater permitting requirements. There are significant requirements for the handling of stormwater on “green” sites that make it difficult to meet on a smaller downtown parcel that may be much easier to construct in a suburban setting with more land to handle stormwater. This will be a challenge for any new construction on those undeveloped sites. However, any properties that already have a structure or impervious surface can be redeveloped without meeting many of those requirements. In addition to the stormwater infrastructure constraint, the water and wastewater collection systems are aging and will need to be upgraded in the future.

Downtown Management

Currently, it is not the responsibility of one organization or person to be in charge of the management of downtown. In the past, there has been a staff person in charge to manage work of the non-profit downtown group and projects and initiatives in downtown.

Today, several Town staff split time to keep things moving forward. While those efforts are working, ideally, one individual would be responsible for the downtown. Some mentioned that the work of the downtown organization could be supported by a **downtown municipal service district [under discussion]** to help fund projects, programs, and services within the downtown.

Related to the management of downtown is the regulatory environment that influences what gets developed where, what it looks like, and how it functions. During the interviews, signage regulations, outdoor cafes, parking, and zoning were mentioned as sometimes being unclear or perceived to be in the way of redevelopment. There was also some discussion about the downtown fire district and its impact on potential upper story residential uses.

Key Themes from the Listening Sessions

Seven key themes emerged as the initial listening sessions were concluded. The identified issues and challenges were captured as follows.

Prepare for Rapid Growth

The Town is growing and population projections are not showing any signs of slowing down any time soon.

Update Public Facilities

As a result of the growth, there is a need for an expanded library and town hall. There is also a need for a farmer’s market venue with a more formalized space and structure.

Improve the Public Realm

The redesign of the two squares and a new Main Street streetscape will help activate and continue the growth and development of downtown. This should include support infrastructure including public restrooms.

More Residents Living Downtown

There are a number of planned apartments and housing options around the downtown. Additional opportunities should be explored for creating housing in downtown.

Commuter Rail

Where is the best location for a commuter rail station in Clayton? Where is the best opportunity for a return on investment?

Direction of Future Growth

Opportunities are emerging on Second, First, and Front Streets with the east and west ends of Main Street needing improved pedestrian connections to expand downtown.

Regulatory Reform

It is important to make it straightforward to develop, open a business, or plan an event in downtown.



Harvest Festival

October 29, 2022

At the Town’s annual Harvest Fest, a display was setup at the Town of Clayton booth to receive community input on the Downtown Master Plan. Over 60 people were engaged during the event, helping to raise awareness about the downtown planning process and to receive input on ideas, likes, and dislikes related to downtown. People that stopped by also had the opportunity to ask questions about the process and discuss potential solutions.

The primary purpose for this early stage of public engagement is to raise awareness of the plan’s development, and to “take the temperature” of local residents as to what their core community values are as well as to better understand the elements of downtown that are most important to them and their interaction with their downtown. Results of that exercise are as follows:



Community Values

The following tallies from a dot exercise held at the Harvest Festival resulted in an enhanced understanding of the community values most important to Clayton’s residents:

Entertainment + Recreation	56 Votes
Culture + Arts	52 Votes
Historic Preservation	52 Votes
Economic Vitality	40 Votes
Equity + Inclusion	31 Votes
Health + Wellness	30 Votes
Universal Design + Access	20 Votes
People + Community	11 Votes

The results show that Clayton is about enjoyable experience, celebrating heritage, and

staying economically strong going forward.

Streets + Connectivity

Visitors were asked to do the same exercise to identify what elements are street level are of most concern for them:

Parking + Access	47 Votes
Buses, Bikes + Rail	47 Votes
Streetscape Improvements	45 Votes
Roads + Traffic	37 Votes
Lighting + Safety	19 Votes
Branding + Wayfinding	11 Votes

The results show parking, multi-modal transit, improved pedestrian environment, and traffic to be of primary importance to residents.



Future Downtown Clayton

The final of the three dot exercises held at the Harvest Festival looked at those downtown elements that they'd most like to see more of through implementing this plan:

Bars + Restaurants	83 Votes
Parks, Plazas + Greenways	56 Votes
Fun + Entertainment	50 Votes
Public Art + Culture	39 Votes
Education Opportunities	21 Votes
Homes + Apartments	6 Votes
Technology	6 Votes

In keeping with the Community Values results, the folks in Clayton are about experiences and outdoor activity. Programmable spaces and urban open spaces might be welcome additions to the future downtown plan.



Public Input Workshop

December 14, 2022

A public input workshop was planned and held at Town Hall on the evening of December 14th. Unfortunately, turnout was incredibly low due to concurrently scheduled local events. As a result, the workshop was rescheduled with a significant advertisement and outreach effort to ensure better turnout.

Public Input Workshop

February 28, 2023

The rescheduled public input workshop was held at Town Hall on the evening of February 28th. Attendance was much better the second

time. Meeting participants heard presentations about the public survey results, the downtown market analysis, and the key planning themes that emerged during the listening sessions. An opportunity was also provided for meeting attendees to talk about their ideas for opportunities in downtown. At each meeting, experts in transportation, economic development, urban design, architecture, and planning were in attendance to answer questions and discuss concepts. A total of 50 people participated in the public meeting.





Online Community Survey November, 2022

As part of the Town of Clayton Downtown Master Plan process, a community survey was conducted throughout the month of November (2022). During that time, more than 1,000 people (1,089 total) participated in the community survey. The following paragraphs provide details on the responses received from residents, business owners, and others affiliated with Downtown Clayton.

Affiliation with Clayton

Just over half of those who took the community survey live within the Town of Clayton, and almost half live outside of the Town in Johnston County. About 12% work within the Town, while about 5% own a property downtown and 2% own a business downtown. Those who selected "none of the above" were asked to provide additional information and many of these shared that they live just outside of the Town / have a Town address / go to Town schools / utilize all of Town's commercial and personal amenities. The vast majority either lived in Clayton for years, live close-by, or work in or near Clayton.

Age of Respondents

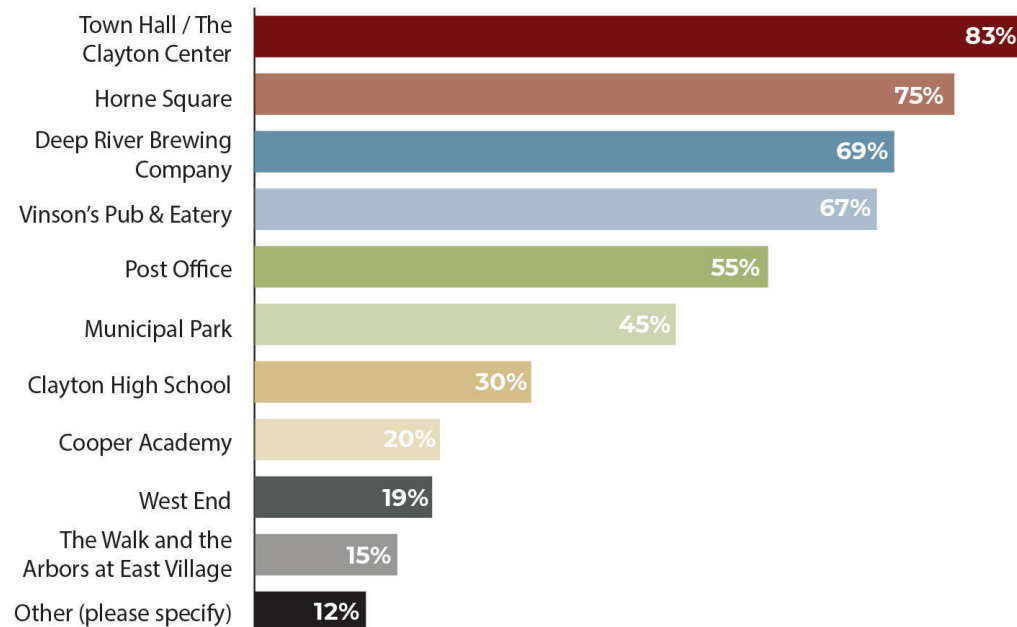
Almost half of the survey respondents (44%) are between the ages of 36 and 50. Just over one-quarter are between the ages of 25 and 35, and approximately 21% are between the

ages of 51 and 65. Only about 30 respondents are between the ages of 18 and 24 and just 3 people under the age of 18 took the survey. About 7% of participants are over the age of 65 years old. Interestingly, this survey had a larger participation rate from 20 to 40 year olds than an average community survey.

Which of these places do you consider to be part of Downtown Clayton?

Most people who took the community survey consider Town Hall, Horne Square, Deep River

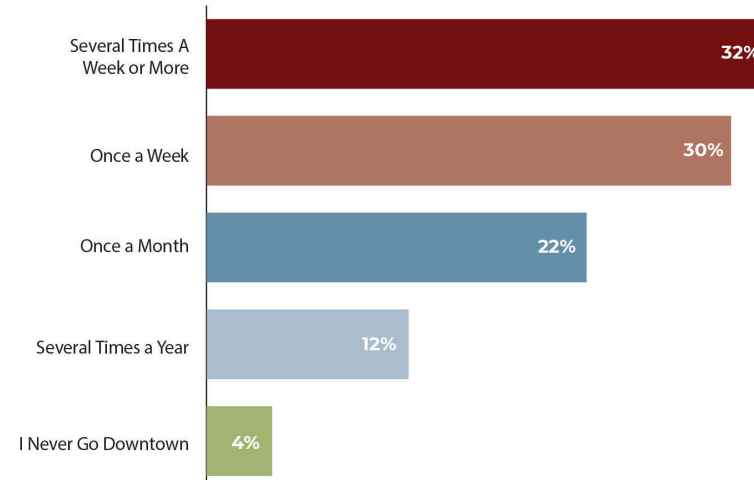
Brewing Company, and Vinson's Pub and Eatery to be within Downtown Clayton. There is less assurance about other listed spaces. Survey respondents had the opportunity to write in responses to this question as well and there were a range of places and boundaries described as Downtown Clayton. The top responses were Manning's Restaurant, Boulevard West Coffee Shop, Main Street, Clayton Steak House, Crawford Cookshop, and Lee's Produce.





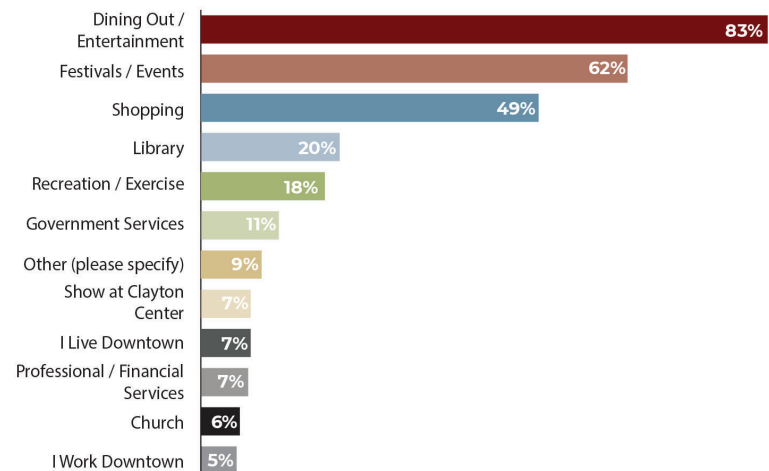
How often do you visit Downtown Clayton?

The majority (62%) of survey respondents visit Downtown Clayton at least once per week. About 22% visit once per month and 12% visit several times a year. About 4% of survey respondents never go downtown. When asked why they do not go downtown, many respondents shared that there is not enough safe parking, there is not much to do, there is a need for better restaurants, and it is too crowded/ there's too much traffic.



What are your primary reasons for visiting Downtown?

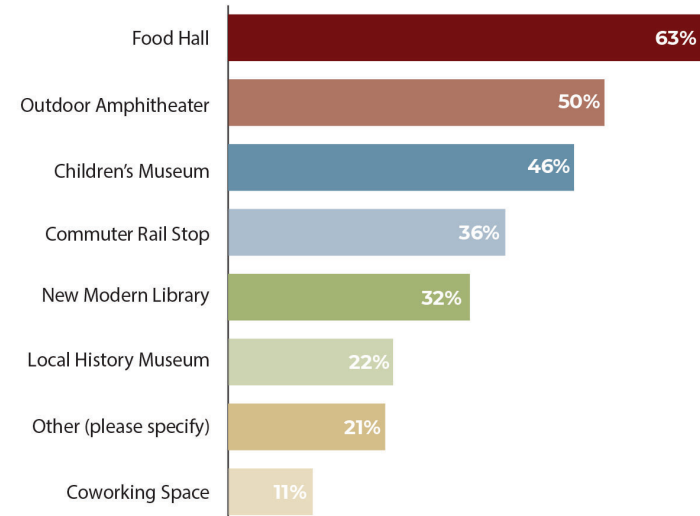
Most people who took the community survey visit Downtown Clayton to dine out / seek entertainment, or to attend festivals and events. About half of survey respondents also visit downtown to go shopping. About 95 respondents selected "other" and the most repeated reasons included for personal services and errands, school / day care / or musical lessons, and the farmer's market. Additional repeated responses include to walk around, visit coffee shops, drive through, visit the post office, visit friends, and get drinks.





Are there any locations that you would like to see located Downtown?

When asked about things survey respondents would like to see downtown, almost two-third of respondents selected “food hall.” Approximately half of those who took the survey would also like to see an outdoor amphitheater / performance area with stage or a children’s museum / active play area. About one-third of respondents are interested in a commuter rail stop and a new modern library. A couple hundred people also selected “other” and the top requests spelled out here include more restaurants, additional local stores, activities / entertainment, a park or recreational area, more bars, better parking, and family-friendly places to explore.



What would make you want to visit downtown more often?

The table below lists all of the things that ten or more survey respondents said would make them visit downtown more frequently. The number one request was for a larger variety of restaurants. This was followed by a greater variety of shopping and entertainment, as well as improved parking facilities and things for kids to do. Generally speaking, requests centered around adding more attractors and improving existing facilities and appearances.

# OF RESPONSES	WHAT WOULD MAKE THEM VISIT
402	More Restaurant Options
228	A Larger Variety of Shops / Businesses
215	More Entertainment
127	A Parking Deck / More Parking
91	Things for Kids to Do
48	Bar / Drinking Establishments
41	Parks / Recreation
28	Another Coffee Shop
27	Aesthetic Improvements
27	Improve Traffic Flow or Widen Roads
25	Improve Pedestrian and Bike Connections
24	Better Business Hours
23	A Bakery / Dessert / Bagel Shop
16	A Bigger Library (more programming, better hours)
14	Less Development / Construction
14	A Gathering Space



What is your favorite thing about downtown?

The most common “favorite thing” about Downtown Clayton is its small-town feel / charm / atmosphere. This is followed by its restaurants and bars, shops and businesses, festivals and events, and walkability. All responses which were stated by more than 15 respondents are shown in the word cloud (in a summarized manner). Additional top favorites not shown in the word cloud include the library, entertainment, Deep River Brewery, the ease of parking, and Main Street Jewelry.



Tell us your least favorite thing about downtown.

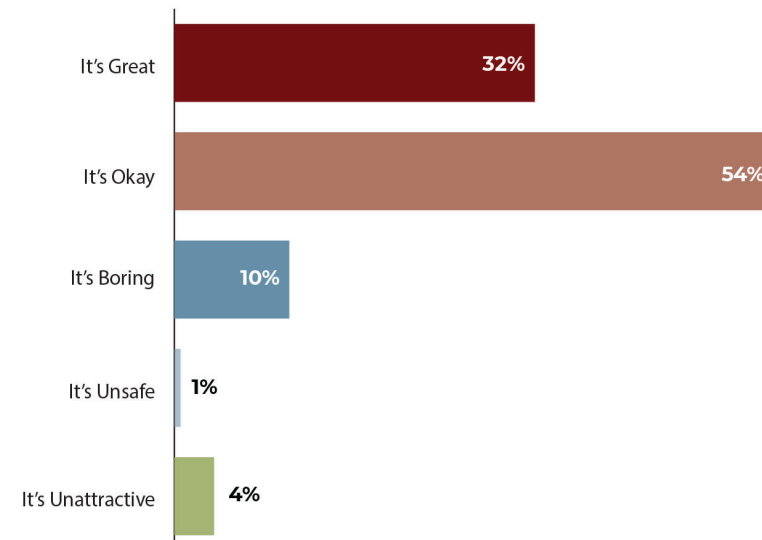
The word cloud below lists the least favorite things that were described by ten or more survey respondents. By far, the parking situation was listed as the least favorite element of downtown. Additional things that people do not like are the lack of variety of things to do, the amount of traffic in and around downtown, the overall appearance, and the pedestrian environment.





What is your overall perception of downtown?

Just over half of those who took the community survey feel that downtown is okay. About one-third of respondents think that it's great and about 10% think it's boring. Very few people find Downtown Clayton to be unsafe or unattractive. Almost 100 people provided comments on this question and many stated that downtown has a lot of potential but it could be improved; that it is moving in the right direction; there are a range of aesthetic improvements which could be made (building face lifts, greenery, etc.); and that there is not a lot to do downtown.



If you had an opportunity to live downtown, would you?

Just over half of those who took the community survey would not consider living in Downtown Clayton. About 27% might consider living downtown, and about 22% would consider living downtown. Respondents were able to provide comments on this question and almost 500 did so. The most common comments included people preferring larger lots and bigger homes than are available downtown (140 responses); some would enjoy being able to walk to everything (57 responses); some feel downtown is too crowded or too trafficked (40 responses); some already have a home elsewhere (38 responses); some feel utilities are too expensive (34 responses); that there isn't enough to do downtown yet (27 responses); that it wouldn't work for their family or current life stage (23 responses); and that they already live downtown (21 people) or close-by (19 people).

How easy or difficult is it for you to park downtown?

Almost half of survey respondents think it is easy to park in Downtown Clayton. Almost 36% of respondents find parking difficult, while between 7% and 10% find it either very easy or very difficult to park downtown. Almost 150 respondents also submitted comments related to this question and the most often-repeated comments were that it depends on the day and time of day, and that it is only difficult when there are festivals or events going on. About ten people stated that more parking is needed, while some specified that they typically walk over or that it depends on where you are going. Some also commented that the streets are too narrow or traffic is too heavy for parallel parking and that there is a need for handicap spaces. A number of comments also centered around it depending on the location you are trying to park in.



What do you think about paving sections of First Street and adding parking areas along the railroad corridor behind Main Street businesses?

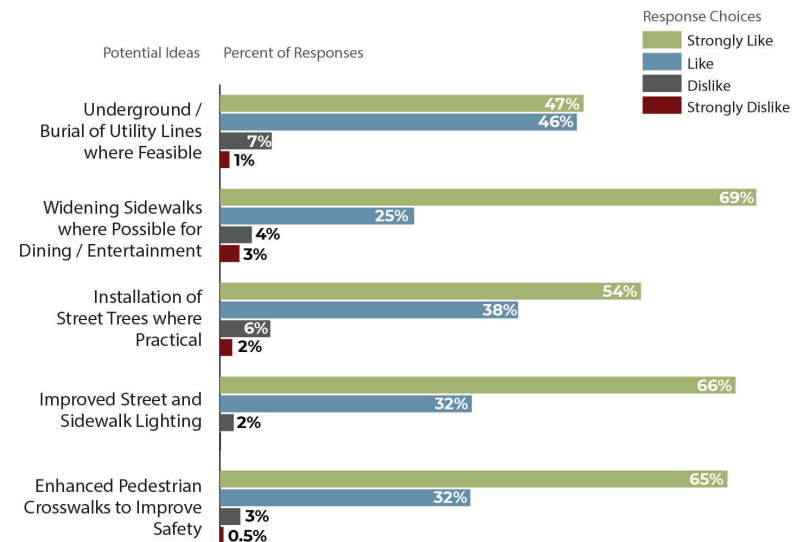
The vast majority of respondents (91%) feel that it is a good idea to pave sections of First Street and add parking areas along the railroad corridor behind Main Street businesses. Less than 100 people selected that this is “not needed.” About 90 respondents submitted comments related to this question and these generally reiterated their response to this idea. The most frequent comment was that there isn’t a need for this parking now, but it could exist if there is greater business and restaurant growth in the future. Other common refrains include that it is already used for parking and doesn’t need to be paved, that it should maintain some greenery / trees, that it would be good if it gets parking off Main Street, and that they are not sure about this idea. Some general

The Master Plan will consider the design, appearance, safety, and function of Main Street. Please tell us your preference.

Almost everyone who took the community survey either likes or strongly likes the idea of burying utility lines where feasible (93%), widening sidewalks for outdoor dining and entertainment areas (94%), installing street trees where practical (92%), improving street and sidewalk lighting (98%), and enhancing pedestrian crosswalks (97%). The graphic above displays exactly how favorable each option is on a scale from “strongly like” to “strongly dislike.” Many respondents added comments to this question but they generally explained their reasoning for selecting their answers and there were not a lot of repeated comments.

What is your experience as a pedestrian in downtown?

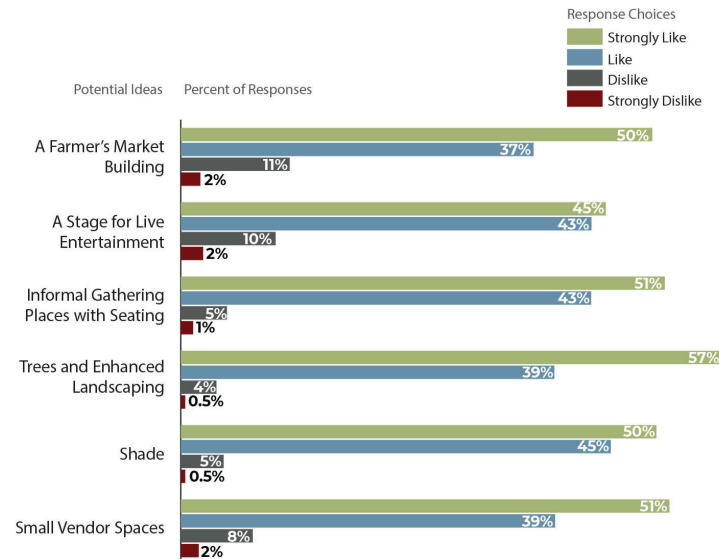
A little over half of those who participated in the community survey said that they enjoy walking in downtown. A little over a third of respondents are cautious when crossing intersections, and about 6% feel unsafe as a pedestrian in downtown. Only 4% of respondents have never walked in downtown. More than 100 respondents submitted comments related to this question and more than half of them focused on the difficulty crossing the street, or seeing pedestrians crossing the street. Many stated a need for more, well-marked pedestrian crossings, slowing down traffic, reducing traffic, improving sidewalk connectivity, and enhancing aesthetic elements to enrich the pedestrian experience.





The Master Plan will consider the design, appearance, and function of public spaces. Please tell us your preference for improvements to these spaces.

Most of those who participated in the community survey either like or strongly like the ideas of a farmer's market (87%), a stage for live entertainment (88%), informal gathering places with seating (94%), trees and enhanced landscaping (96%), shade (95%), and small vendor spaces (90%). The graphic above displays exactly how favorable each option is on a scale from "strongly like" to "strongly dislike." Approximately 40 people submitted comments related to this question but they generally reiterated or expanded on their responses; very few comments were repeated.



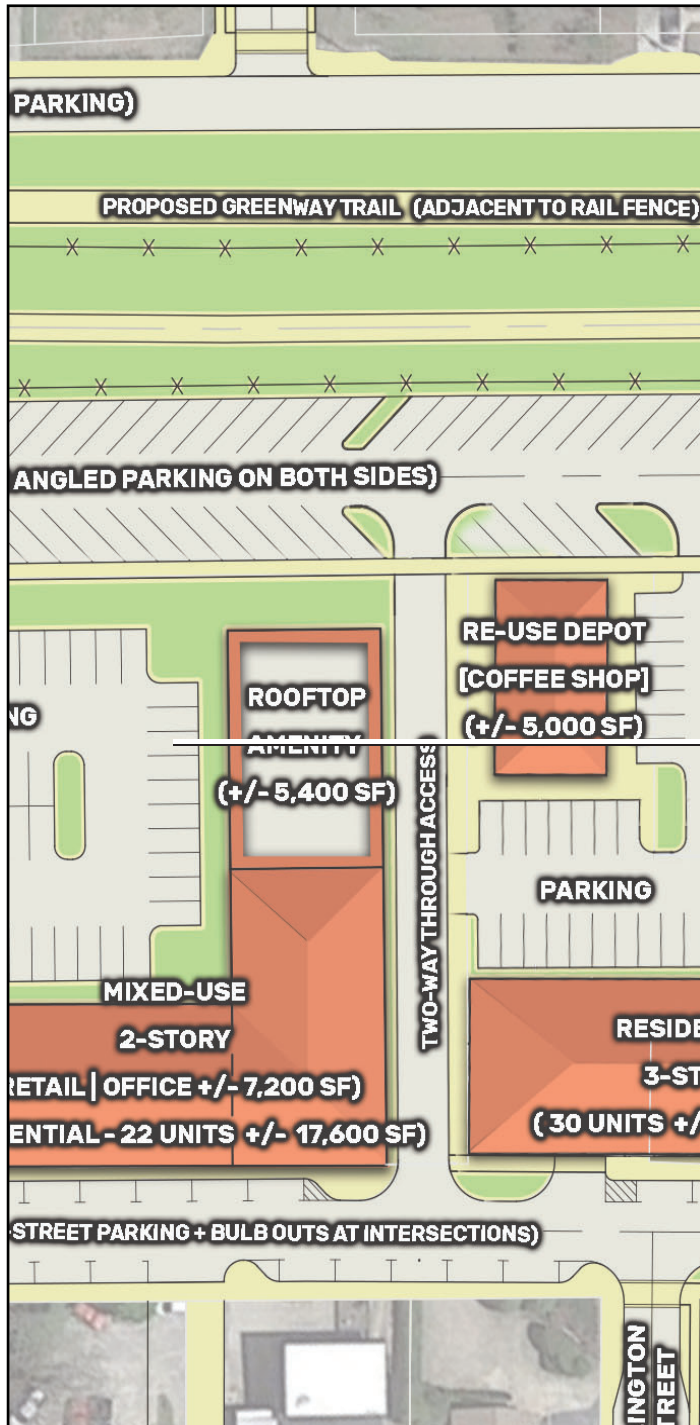
Would you support the creation of a Social District in the Downtown Clayton business district?

The majority of survey respondents (80%) would support the creation of a Social District within the Downtown Clayton business district. About 200 people selected would not support the creation of a Social District. About 90 respondents submitted comments related to this question and these generally expanded on their responses. The most common comments included concerns about this ruining the family atmosphere or posing public safety concerns; and that it would depend on the details and location. Many people were in support of the idea but others were worried about the logistics of it.

Do you think the downtown commercial area should be expanded outside of its current boundary?

About two-thirds of those who participated in the community survey feel that Downtown Should be expanded outside of its current boundary. Approximately one-third of respondents do not feel that way. 90 people submitted comments on this question. More than one-third of these were people who were not certain, mostly because they weren't sure of the current boundary. Additional common comments include that West End and Deep River should be included; that as long as it stays small and remains largely historic, small businesses; and that the focus should be on filling existing empty buildings and needs within the current boundary first. Additional less-frequently repeated comments focused on explaining people's responses.





04-D OPPORTUNITY SITES + REDEVELOPMENT

IN THIS CHAPTER
OPPORTUNITY SITE + REDEVELOPMENT CASE STUDIES



OPPORTUNITY SITES + REDEVELOPMENT

Introduction

The market analysis identified the opportunity to capture new office, retail, and residential demand in downtown. As part of the background research, properties that could absorb some of the new demand were identified, specifically where land was potentially available or where the value of the land was much greater than what was built on it. The properties were narrowed down by the location of potential sites and properties in relationship to town-owned properties that could be leveraged to help generate private investment in downtown. In addition, concentration of properties with single ownership were also considered.

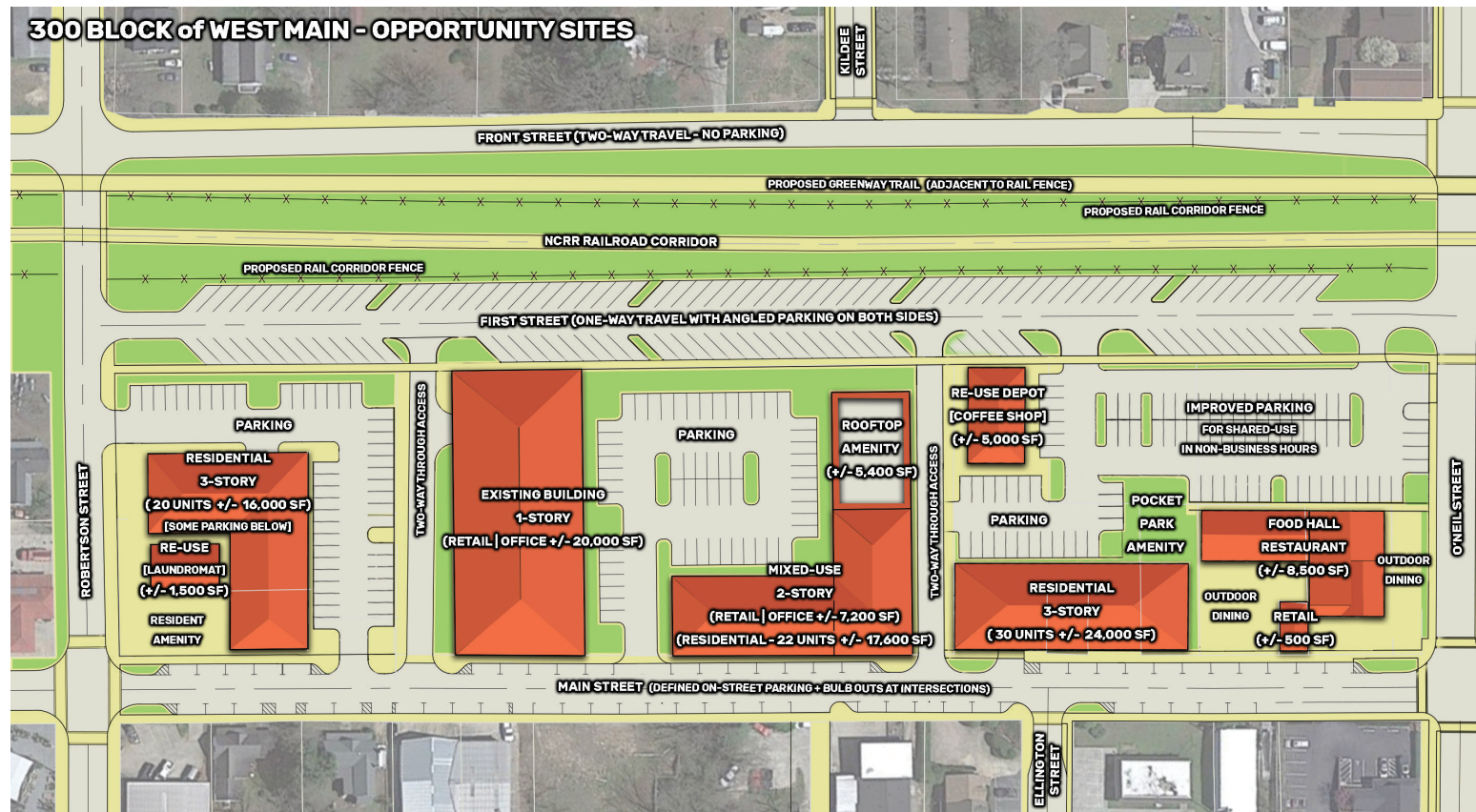
While there are many development and redevelopment opportunities within the downtown study area, conceptual development scenarios and options were focused on four sites in downtown. The first two sites are focused around Horne Square and Town Square. The concepts examine ways that the Town can leverage its resources to stimulate private investment for these two areas. The third site is at the near western edge of the downtown core located at 320 West Main Street on the property where the batting cages are located. A property owner was open for this site to be evaluated for redevelopment opportunities. The fourth site is located along

the 500 block of East Main Street on a site where a property owner is proposing a conceptual development.

320 West Main Street Block

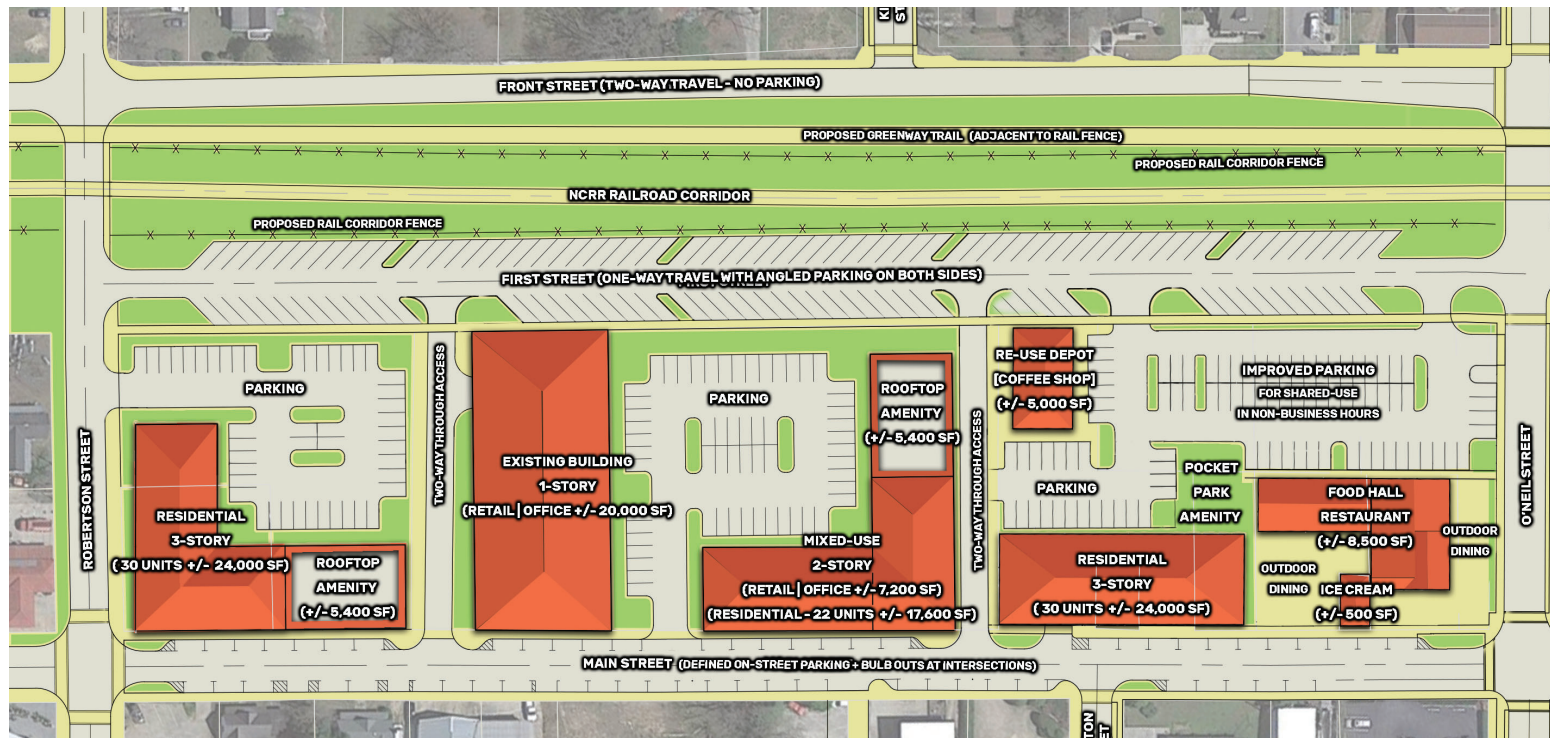
This opportunity site is 2.15 acres and presents an opportunity to extend the core of downtown along West Main Street. The two options created for this property include a focus on reuse and an option focused on redeveloping the entire site.





Concept One – Reuse Focus

In this concept, the existing 20,000 square foot building is preserved and can include a variety of retail/entertainment or office type uses. A centralized parking area with 58 spaces is created to serve the existing building and a new L-shaped building designed to front on West Main Street. The new structure would include ground floor retail and mostly upper story residential units with a rooftop amenity. This concept also envisions the potential for parking within the railroad right-of-way.



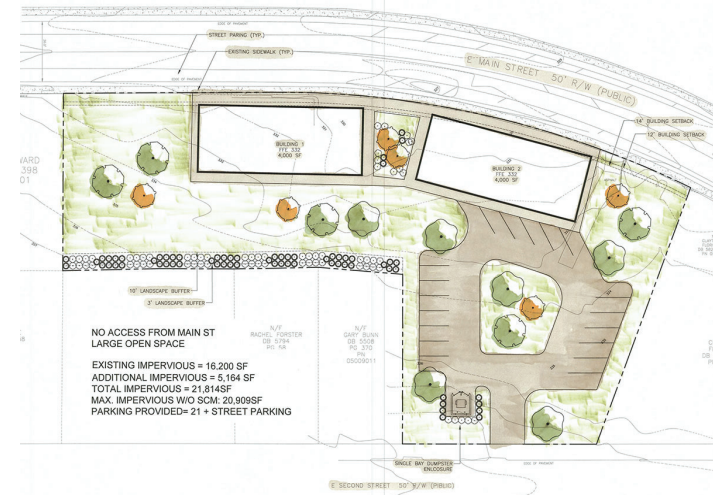
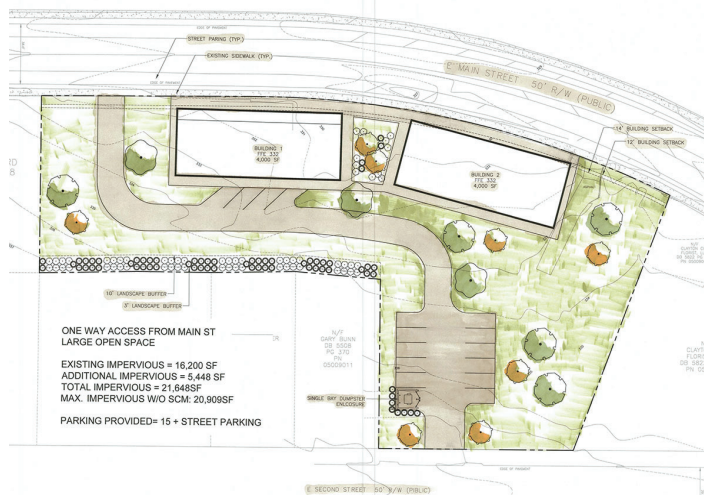
Concept Two – New Construction

The new construction option envisions two new L-shaped mixed-use buildings with ground floor retail/office and upper story residential units. The design reinforces the street frontage along West Main Street to help fill the storefront gap on this segment of Main Street. The parking is located in the rear of the property and can be supported by future parking in the railroad right-of-way as negotiated.



500 East Main Street Block

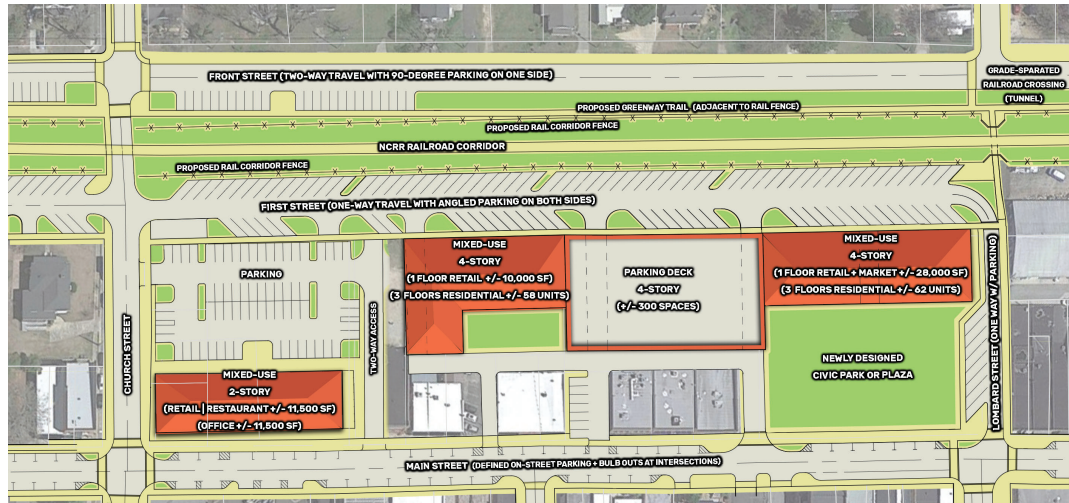
During the master plan process, a property owner along East Main Street presented conceptual plans for activating the southeastern end of the downtown core. The proposed concept envisions two 4,000 square foot office buildings that front East Main Street with two alternative parking layouts. As displayed, the two buildings are aligned with street front, which helps reinforce the desired urban form downtown; however, the opportunity for multi-story mixed-used is not addressed in the current layout. While this development would provide new office space, it may be more beneficial to the downtown as a whole if more property were acquired to develop a larger mixed-use project in that area of downtown.





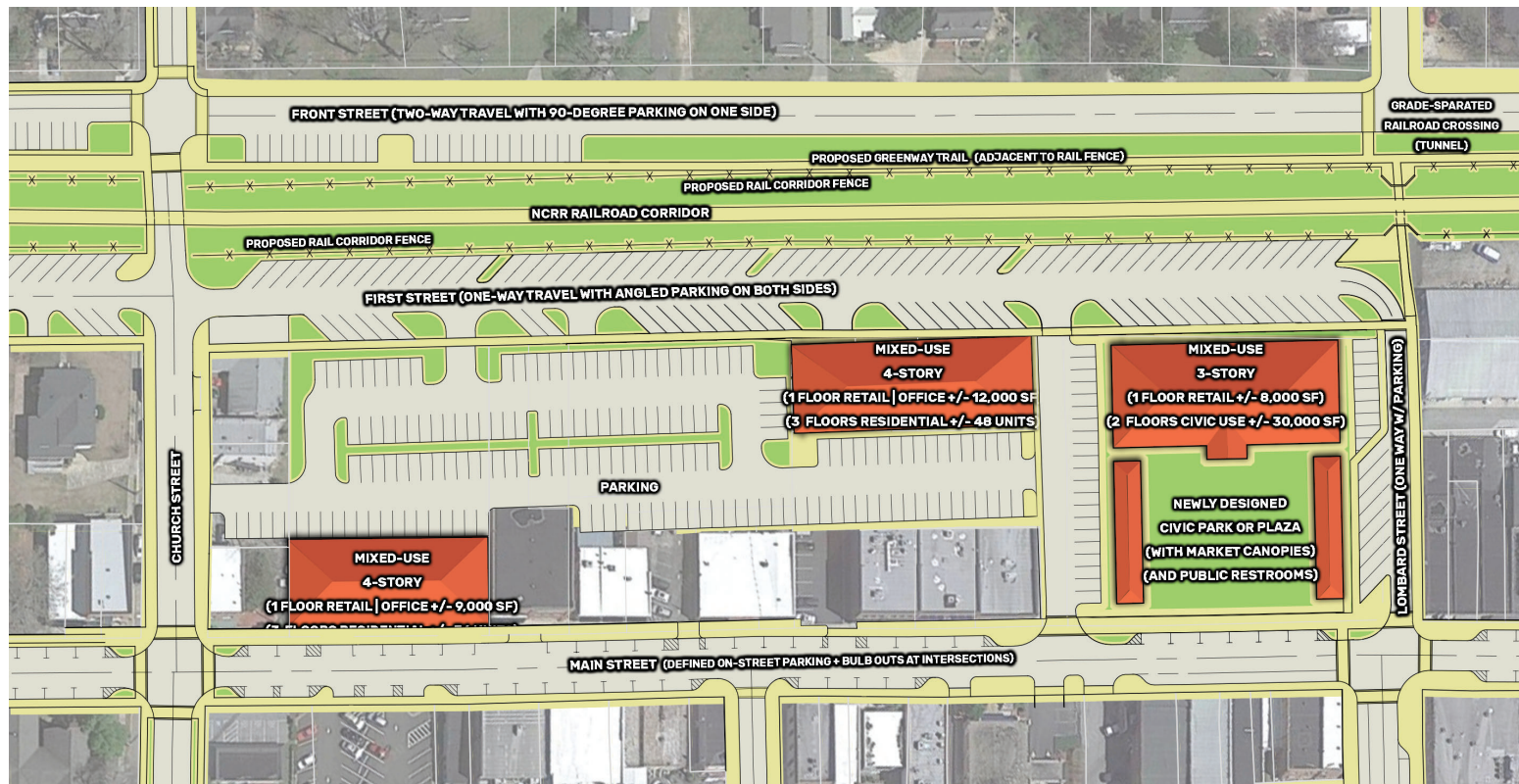
Horne Square Block

The survey and interviews highlighted the need for more opportunities and redevelopment of existing public spaces in downtown. The town-owned Horne Square is located next to an unimproved crushed stone/gravel parking area that is connected to Church Street along the railroad by First Street, which is also unimproved. Three conceptual redevelopment options were created for this area: Concept One – Commuter Rail Focus; Concept Two – Housing Focus; and Concept Three – Horne Square Focus.



Concept One – Commuter/Passenger Rail Focus

The regional planning organizations and partners with GoTriangle have identified Clayton as a potential commuter rail stop in the future. One of the conceptual options is the establishment of a commuter rail platform and new development adjacent to Horne Square. In this concept, an elegant entryway is created from the commuter rail platform through a mixed-use building that frames a redesigned Horne Square, opening up into the heart of downtown. This new four-story mixed-use building adds the residential density and activity envisioned for the downtown core with apartments over retail and a potential market hall. The development on Horne Square and redevelopment in this area will be supported by a four-story 300-space parking deck on a portion of the unimproved parking area and an existing paved parking area. The parking deck would be potentially funded by a commuter rail contribution from GoTriangle, new taxes from the redevelopment, hourly/daily users, and parking agreements with private residential. This new parking structure will serve downtown visitors, apartment/residential occupants, and commuter rail users. As part of this concept, First Street would be improved and would include an additional 50 spaces of on-street parking. In total, this concept supports 120 new apartments, which could be more if greater than 4 stories are allowed, 12,000 square feet of new retail on Horne Square, a 300-space parking deck, and 50 new on-street parking spaces.



Concept Three – Horne Square Focus

The North Carolina Railroad Company (NCRR) owns most of the right-of-way that is occupied by First Street to the railroad. The previous two concepts included options with an improved First Street and new on-street parking in this area as well. While these are all good options, the Town will need to negotiate with NCRR to lease or improve the street in this area. Not knowing the future of those negotiations, a third option was explored for this area that focused on Horne Square and does not include First Street and on-street parking improvements in the railroad right-of-way.

This concept identifies market hall/event space and the location of a new library facility on Horne Square in response to public input and desires for a new library and market hall/event space in downtown. The new library is positioned to front onto Horne Square with two market hall/event space wings



that extend along the edges of Horne Square to create a redesigned square and public space on East Main Street. On-street parking would surround the site on East First Street and North Lombard Street.

The unimproved parking lot in this concept becomes a four-story mixed-use building with 12,000 square feet of retail/office space and 48 residential units. This concept also envisions significant changes on Main Street included the conversion of the convenience store parking lot at 208 East Main Street into a four-story mixed-use building with 9,000 square feet of retail on the ground floor fronting main street and 36 residential units above. This would fill a major gap in the street frontage. In order to support parking needs of the redevelopment, a well-connected surface parking lot would be established where the current convenience store is located back to the edge of the railroad right-of-way along First Street.

This concept includes a 30,000 square foot new library, two 2,000 square foot market/event space structures/buildings, 84 new residential units, 9,000 square feet of Main Street retail space, 12,000 square feet of retail/office space, 155 new off-street parking, and 40 on-street spaces. Although not needed to support these uses directly, if parking agreements can be reached with NCRR in the railroad right-of-way, an additional 75 spaces could be created.

Concept Three – Horne Square Focus

The North Carolina Railroad Company (NCRR) owns most of the right-of-way that is occupied by First Street to the railroad. The previous two concepts included options with an improved First Street and new on-street parking in this area as well. While these are all good options, the Town will need to negotiate with NCRR to lease or improve the street in this area. Not knowing the future of those negotiations, a third option was explored for this area that focused on Horne Square and does not include First Street and on-street parking improvements in the railroad right-of-way.

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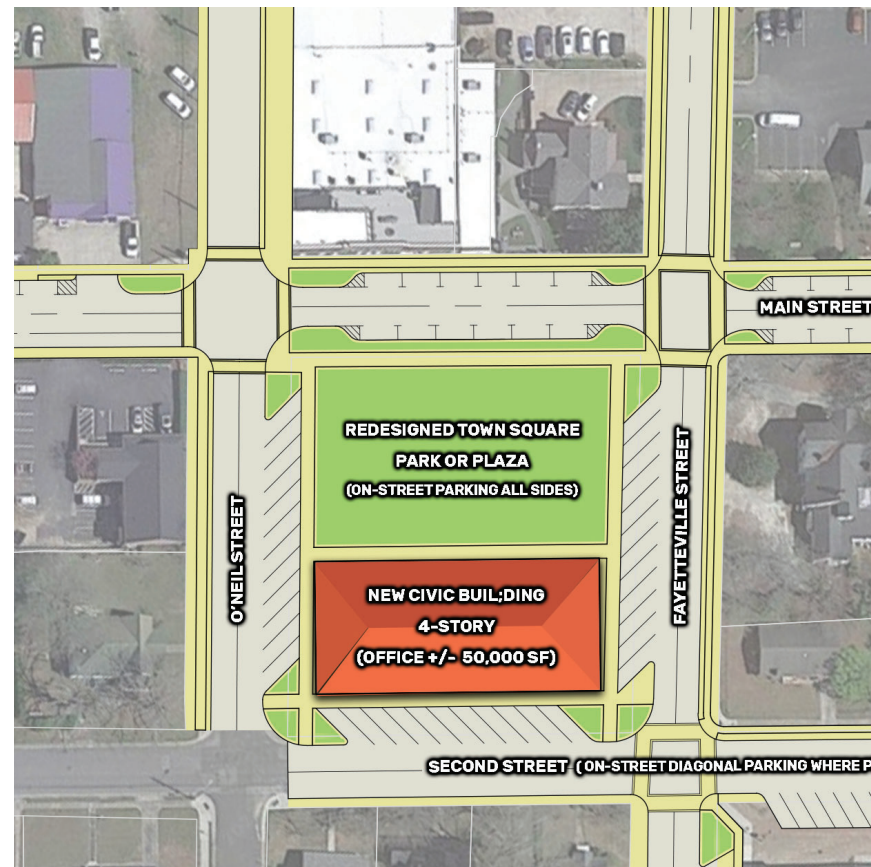
Town Square Block

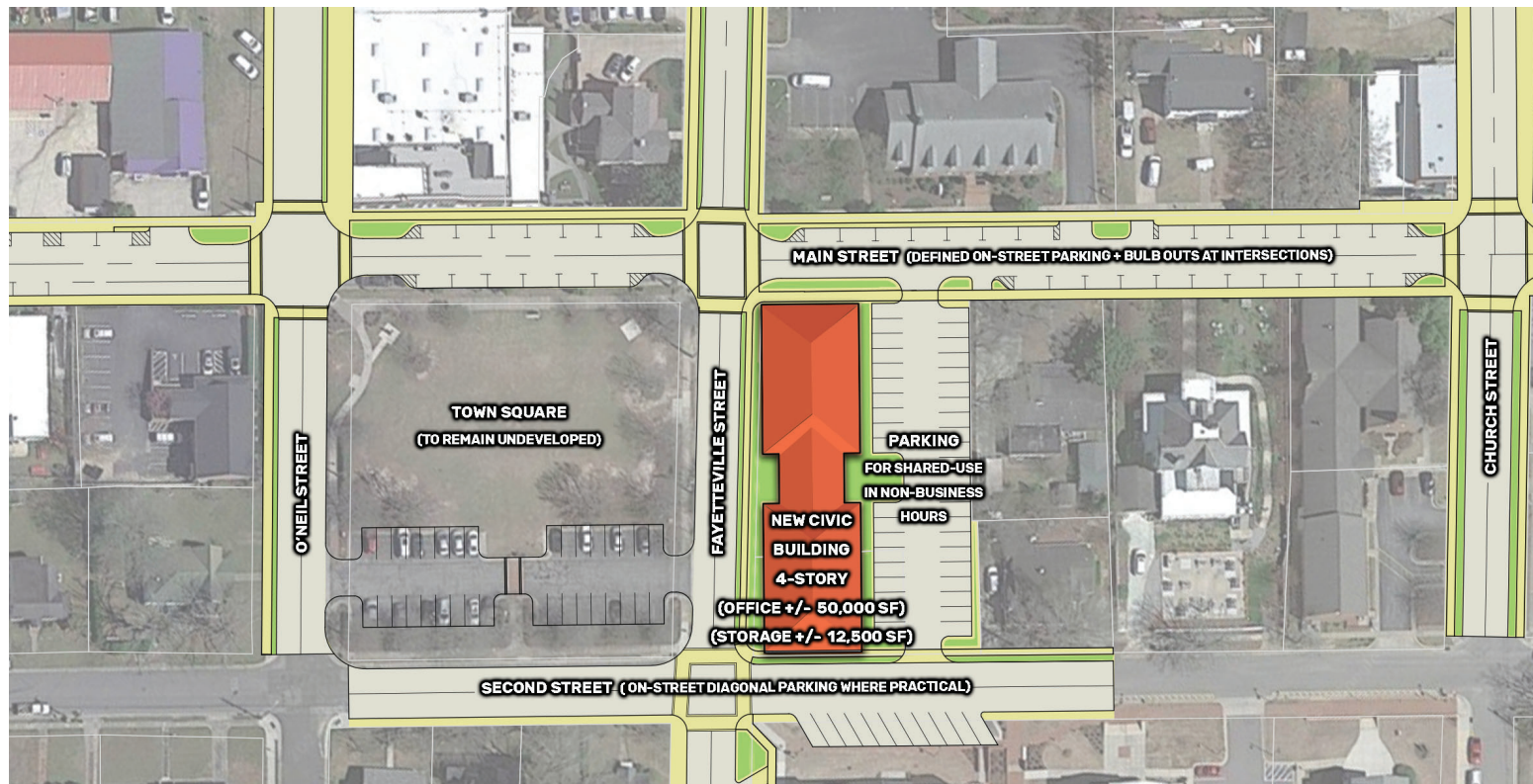
While the Horne Square Block opportunities focused on private investment, the Town Square options focus on locating civic uses on or adjacent to the Town Square. The concepts are in response to the desire for a new library location and the Town's office space needs. Concept One is similar to the Horne Square concepts by constructing a new structure on the existing Town Square. Concept Two identifies the opportunity to develop property that is across Fayetteville Street for the civic uses. As an important note, due to deed restrictions related to the existing library, if a new library is created, the existing library can potentially be utilized for the storage and display of special / revolving library collections, a history focused collection, and the location of a small gift shop with café space.

Concept One – Develop on the Square

In this option, a new four-story building is constructed within the existing parking area. It helps frame the square, giving structure to the open space area. Anchoring this end of West Second Street with a new public building filled with employees and visitors creates the opportunity to activate the green space with more informal activities and places for people to gather throughout the week. This will also help generate more activity along the west end of Main Street.

The new civic building can be occupied by a new library and history museum on the first two floors and include a 37,000 square foot basement for additional storage space. Also, the first floor can include a large patio or porch area that serves as a stage for events on the green. Town offices can occupy the top two floors of the building, which would be approximately 25,000 square feet, to meet some of their expansion – keeping it in close proximity to Town Hall. The 34 parking spaces in the parking lot would be replaced by 52 on-street parking spaces surrounding the Town Square.





Concept Two – Develop Adjacent to the Square

This option also envisions the construction of a new civic focused building; although, it is located across Fayetteville Street. The location maintains close proximity to the Town Hall and still provides the foot traffic to help activate the Town Square throughout the week. Also, the location of the building on this site still helps to frame the Town Square.

In this option, a new four-story 50,000 square foot building is displayed. This would include 25,000 square feet of library space with the opportunity for approximately 12,000 square feet of storage in a potential basement. The town offices would be located in the area of the building on the corner closest to Town Hall, taking up the remaining 25,000 square feet of space. The existing parking lot at the Town Square is not displaced in this option, and approximately 35 spaces can be accommodated on the new site.



DRAFT - JUNE 2024
ANTICIPATED ADOPTION (AUGUST 2024)

CLAYTON DOWNTOWN PLAN

Clayton, North Carolina

ACKNOWLEDGMENTS

TOWN OF CLAYTON

Mayor + Town Council

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

Planning Board

James Moore, Chair	Jodie Dupree, Vice Chair
Ronald Williams	Kevin Lee
Derrick Applewhite	James Lipscomb
Daniel Gleason	Mike Surasky
Anita Bland	Jeffret R. Spence (Alternate)

Downtown Development Advisory Board

Christi Thompson, Chair	Matthew Kagel, Vice Chair
Dan Barbour	Erin Belcher
John David Millican	Paul Auclair
Greg Adamson	Lila Rieber
Katie Spalding	Joel Tew
Marty Kornegay	Andre Walden (Alternate)

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Town of Clayton Advisory Boards

Parks and Recreation Advisory Board
Hocutt-Ellington Memorial Library Advisory Board
Public Art Advisory Board
Fire Advisory Board

Special Thanks to North Carolina Railroad



ACKNOWLEDGMENTS

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TABLE OF CONTENTS

01 INTRODUCTION

PROJECT INITIATION + PURPOSE
PLAN PROCESS
PREVIOUS PLANS

02 DOWNTOWN PLAN

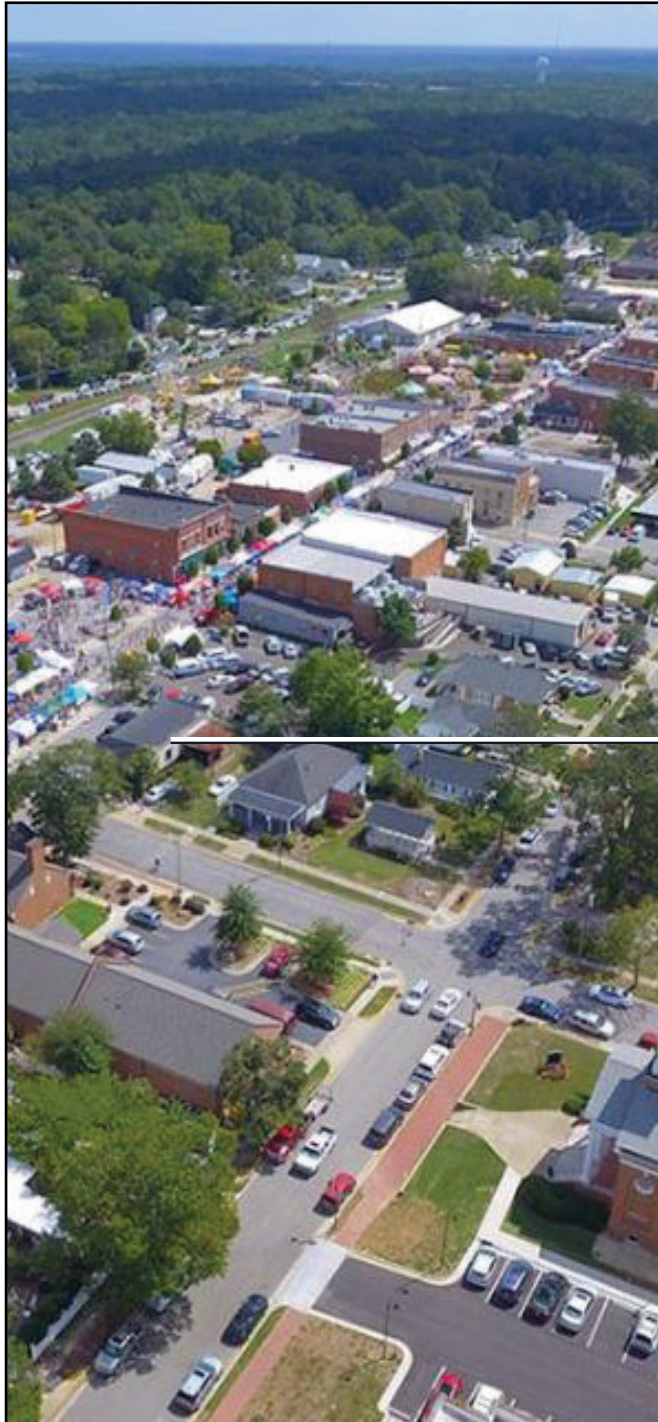
COMMUNITY VALUES
THE DOWNTOWN PLAN
DOWNTOWN PLAN HIGHLIGHTS
RECOMMENDATIONS

03 IMPLEMENTATION

IMPLEMENTATION STRATEGIES
ACTION ITEMS
ACCOUNTABILITY

04 APPENDIX

TOWN HISTORY
INVENTORY + ANALYSIS
COMMUNITY ENGAGEMENT
OPPORTUNITY SITE + REDEVELOPMENT
TRANSPORTATION + TRAFFIC - TURNING MOVEMENT VOLUMES
MARKET + REAL ESTATE STUDY
HISTORIC RESOURCES STUDY



01 INTRODUCTION

IN THIS CHAPTER

PROJECT INITIATION + PURPOSE

PLAN PROCESS

PREVIOUS PLANS

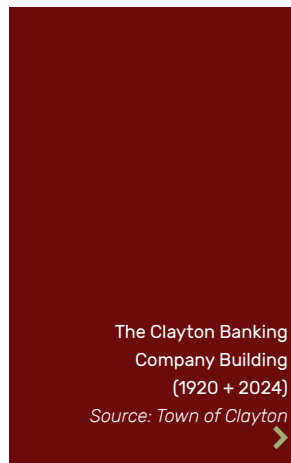


PROJECT INITIATION + PURPOSE

This plan represents a comprehensive and collaborative effort between the Town of Clayton residents, business owners, stakeholders, Town staff, and elected officials. The purpose and intention of this Comprehensive Master Plan is to direct the growth and design of the Downtown Clayton commercial district in a way that fosters future redevelopment, preserves critical historic and cultural resources, emphasizes activity and amenity, and works to improve the quality of life for residents and visitors alike. The proposed Plan is in compliance with the Town's

newly established Unified Development Code ("UDC") and the previously adopted Clayton 2045 Comprehensive Growth Plan, making recommendations that work to accomplish the positive aims of this plan. The Downtown Master Plan identifies public projects that will enhance the Downtown area as it is developed to meet future predicted growth and considers and takes advantage of several trends that create more favorable urban living areas, resulting in a more vibrant Downtown core. The Plan identifies existing conditions, cultural resources, market analysis, current and future policy measures, opportunities, and constraints. Paired with a comprehensive

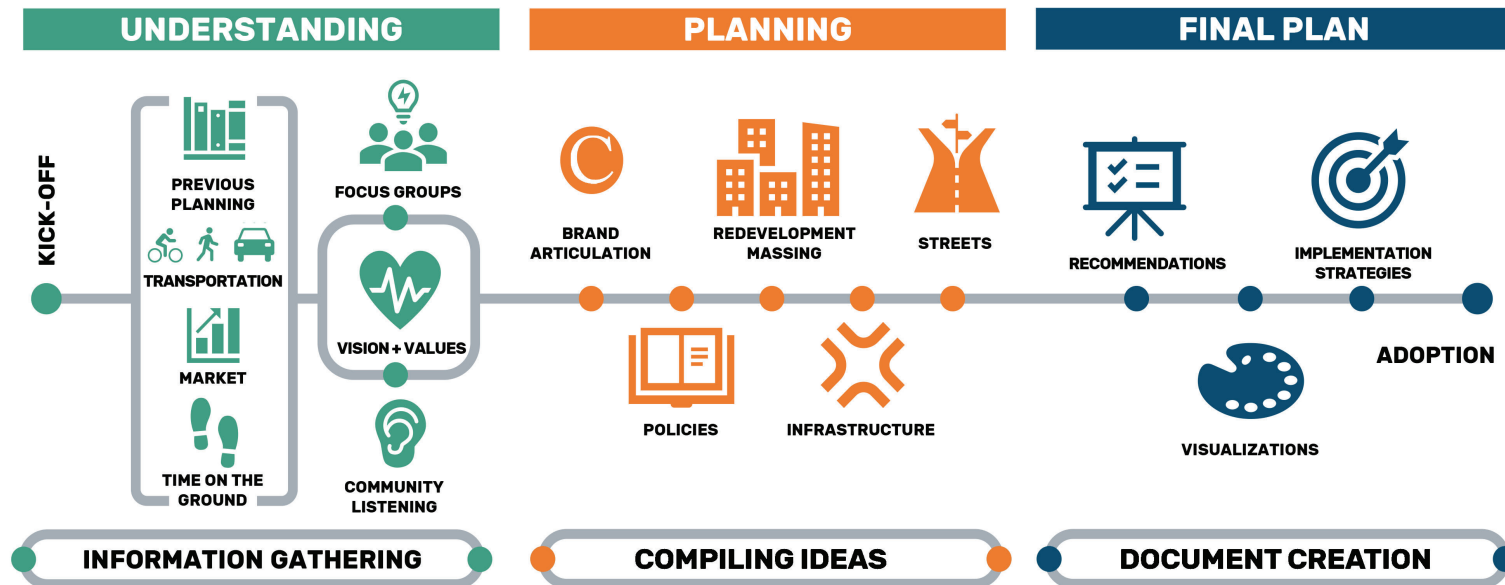
public engagement focus, the priorities of Clayton's residents and Downtown stakeholders have emerged and are the basis informing the direction of this Master Plan and the action items that will bring the vision herein to fruition. The public engagement efforts taken led to many great conversations and revelations that reinforce that each measure in the Master Plan reflects the values and visions of the Town and its residents. This Downtown Master Plan reflects continued positive leveraging of the innovation and momentum for positive change that Clayton has been cultivating in recent years. This plan helps guide the Town of Clayton in managing change well and in positioning Downtown for continued success.





PROJECT PROCESS

This plan reflects a collection of efforts and the recommendations and implementation strategies that were derived as a result. The process that was followed to get to the creation of this document is graphically outlined below:



PREVIOUS PLANS

Over the years, the Town of Clayton's Planning Department has been responsible for numerous guiding documents that help to manage land use, zoning, and infrastructure as Clayton grew in population and complexity. The department has been responsible for developing zoning ordinances, comprehensive plans, master plans and small area plans, transportation + parking plans, and historic preservation plans amongst others.

For this Downtown Master Plan process, the project team began by conducting a review of the most recent of these plans including the following reports which considered the downtown, economic development and land use:

- › Downtown Master Plan (2010)
- › Johnston County Transportation Plan (2011)
- › Parks + Recreation Comprehensive Plan (2013)
- › Clayton Economic Development Strategic Plan (2020)
- › Think Clayton – 2045 Comprehensive Growth Plan (2021)
- › Clayton Pedestrian Plan (2022)
- › Downtown Strategic Vision (2023)
- › Clayton On the Move: Comprehensive Transportation Plan (2024)



PROGRESS

Critical information from each of these plans has informed the Downtown Master Plan update and can be found throughout this document in the areas where they relate to the context of the Downtown Master Plan. Here are a few highlights of understanding gleaned from the review of these prior plans:

- Downtown Clayton has worked diligently to incorporate design guideline criteria in new developments and to foster adaptive reuse of historic properties.
- Many goals of the prior Downtown Master Plan have been achieved and implemented over the last 13 years.
- Efforts at Public/Private Partnerships have been fruitful but renewed connections are advisable.
- Progress with the Railroad has been difficult but recent changes in their leadership and efforts by Town representatives at cooperative outreach may help.
- Parks + Recreation has made significant investment into downtown active open space and greenway connections.
- Transportation recommendations including improved parking lots, improvements along the railroad corridor on Front Street, structured parking, and pedestrian cross access improvements such as pedestrian alleyways and improved crossings using different materials such as pavers, have all been slow in implementation, but progress has been made in changing traffic patterns.
- The proposed realignment at Central Street remains unacted upon.
- Design for streetscape improvements has been acquired but remains unacted upon
- New sidewalk construction has been limited to areas where damage or underground excavation required replacement.
- Gateway signage has been installed at the east end of Main Street but not in other Downtown approach locations.
- Economic investments have been strong and commercial vacancy is down significantly.



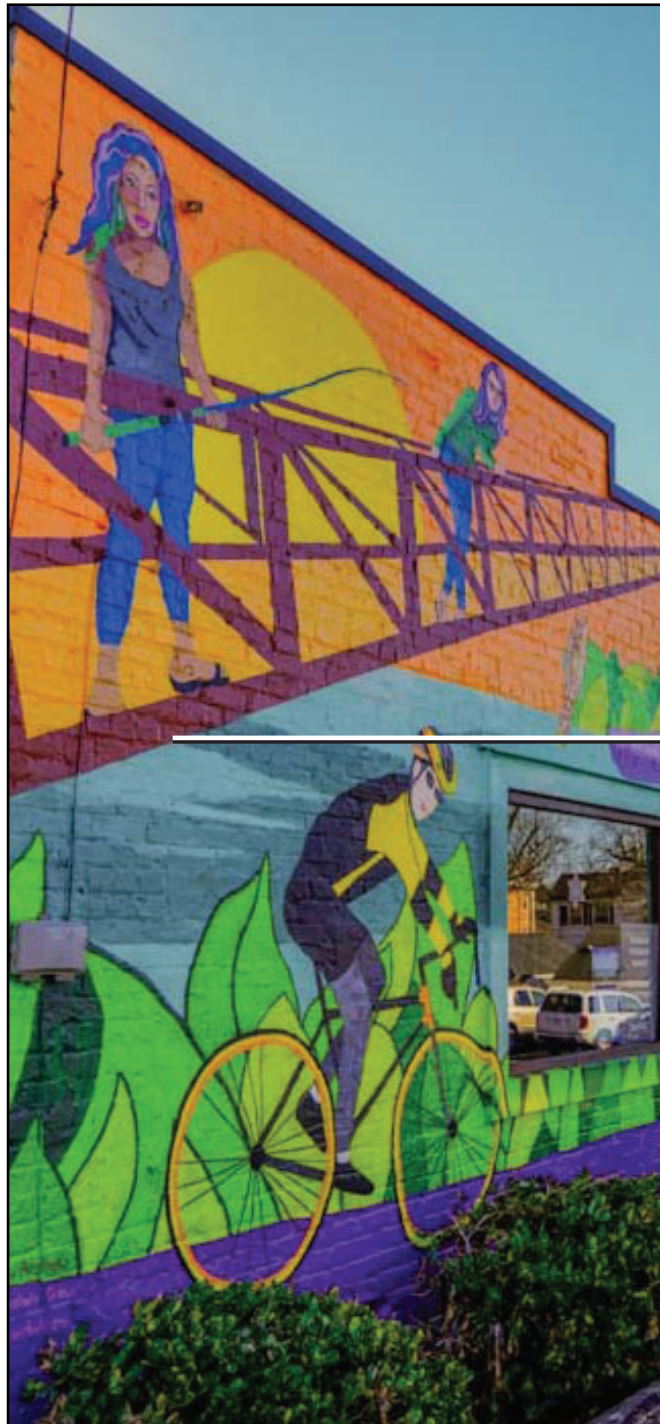
2010 DOWNTOWN MASTER PLAN

Elements of the 2010 Clayton Downtown Master Plan have come to fruition including:

- › Reached Goals of Downtown Vacancy Reduction
- › Establishment of Improved Ordinance Text - Newly Adopted Unified Development Ordinance (UDO)
- › Establishment of a Downtown Overlay District
- › Incorporation of Public Art Programs
- › Expanded Festival and Event Programming
- › Branding and Marketing Campaigns (Think Clayton)
- › Redevelopment Partnerships to Get New Businesses Off the Ground and Established.

While many of the suggested redevelopment options, parking consolidation, gateway features, and other recommended physical elements of the 2010 plan were not implemented, the establishment of design guidelines, restrictive code language, and the efforts of the Downtown Development Advisory Board have created an environment that has a strong economic impact and has been able to maintain a familiar character for Downtown that aids in establishing Downtown Clayton as a desirable place to live, work, recreate, and to do business.





02 DOWNTOWN PLAN

IN THIS CHAPTER

VISION STATEMENT
COMMUNITY VALUES
THE DOWNTOWN PLAN
DOWNTOWN PLAN HIGHLIGHTS
RECOMMENDATIONS



VISION STATEMENT

DOWNTOWN CLAYTON IS OUR PLACE

It's where we make memories, share our cultures, and dare to be creative. It's where we celebrate our history and where we find opportunity to grow **TOGETHER.**

COMMUNITY VALUES

Recent trends in the direction of Downtown Clayton paired with the sentiments of stakeholders and the public led to the development of a series of guiding values for this Downtown Plan.

ENRICH QUALITY OF LIFE + CREATE MEMORABLE EXPERIENCES

CELEBRATE CULTURE + CREATIVITY

PRESERVE + CELEBRATE HISTORIC RESOURCES

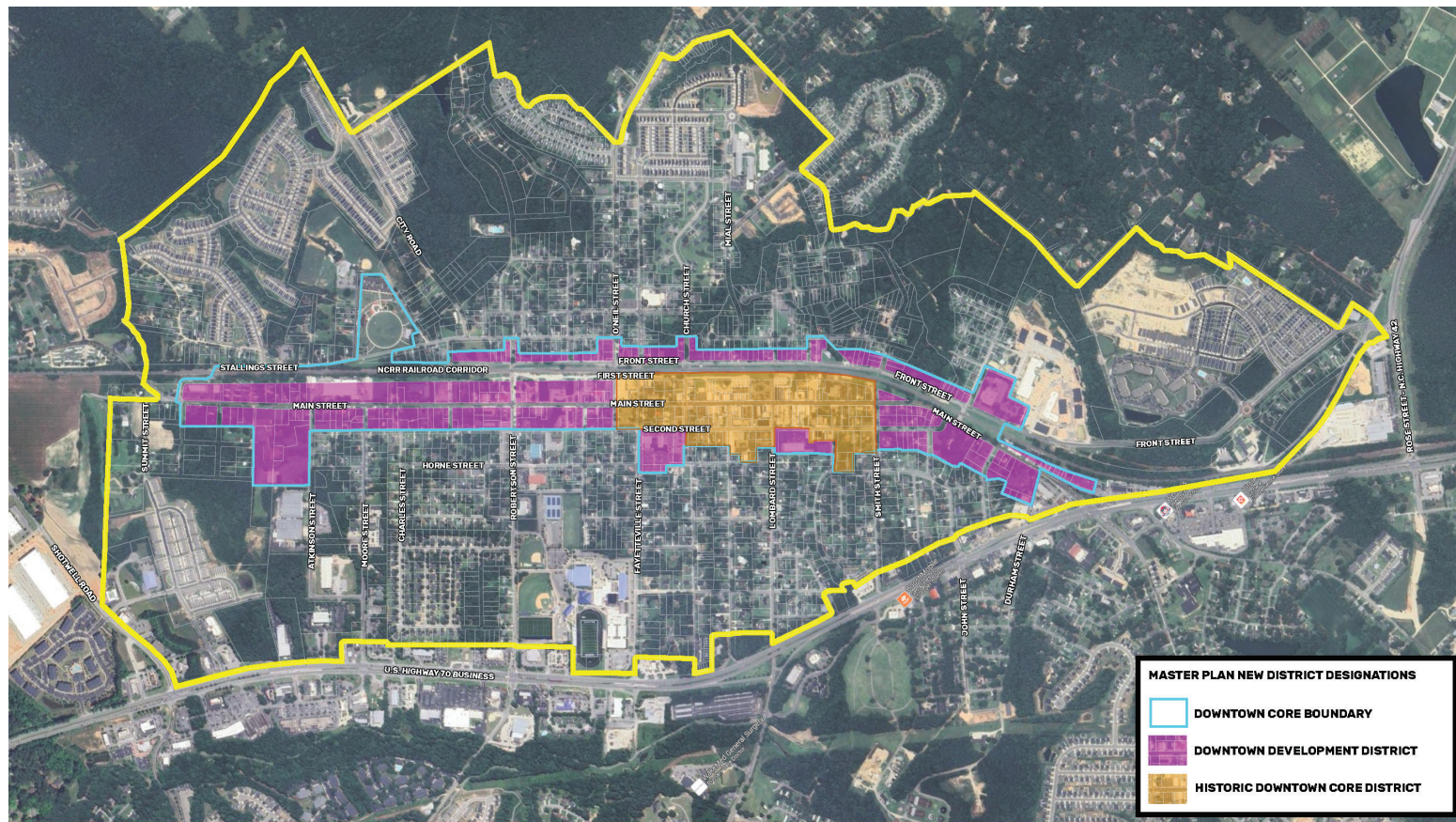
ENHANCE THE LOCAL ECONOMY

Each of the conclusions and recommendations of this Downtown plan have one or more of these values at their core. Implementation strategies, action items, future policies and standards will be more successful if they maintain these values as their driving principles..



THE DOWNTOWN PLAN

After developing a thorough understanding of existing conditions, hearing and processing the public's input, expressed values, and vision for Downtown Clayton, a Plan for the Downtown Core has taken shape. In this section, we delve in to what that Downtown Plan entails, from Future Land Use and Zoning, to the understanding of Opportunity Sites for development or redevelopment, to a review of the ordinance language recently adopted as a part of the Town's Unified Development Ordinance (UDO). The result is an ability to put form into the summary, recommendations, and proposed implementation strategies to bring these plan elements into fruition.





DOWNTOWN PLAN HIGHLIGHTS

Here is a summary of the primary elements of the Downtown Plan that will be highlighted in the recommendations to follow.

REVISED FUTURE LAND USE MAP

RECOMMENDED REVISIONS TO THE 2045 LAND USE GROWTH PLAN

TRAFFIC, TRANSPORTATION + PARKING

RECOMMENDATIONS FOR REVISED TRAFFIC PATTERNS, ROAD DIETS + MULTI-MODAL TRANSPORTATION + PARKING

BICYCLE + PEDESTRIAN IMPROVEMENTS

ACTIVE TRANSPORTATION + STREETSCAPE ENHANCEMENTS FOR MAIN, FIRST AND SECOND STREETS + CONNECTING ROADS

DOWNTOWN EVENTS + PROGRAMMING

RECOMMENDED EXPANSIONS TO THE SLATE OF DOWNTOWN EVENTS + PROGRAMMING OF PUBLIC SPACES

RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE TEXT

RECOMMENDED POLICY REVISIONS FOR INCLUSION IN THE PROPOSED UNIFIED DEVELOPMENT ORDINANCE TEXT

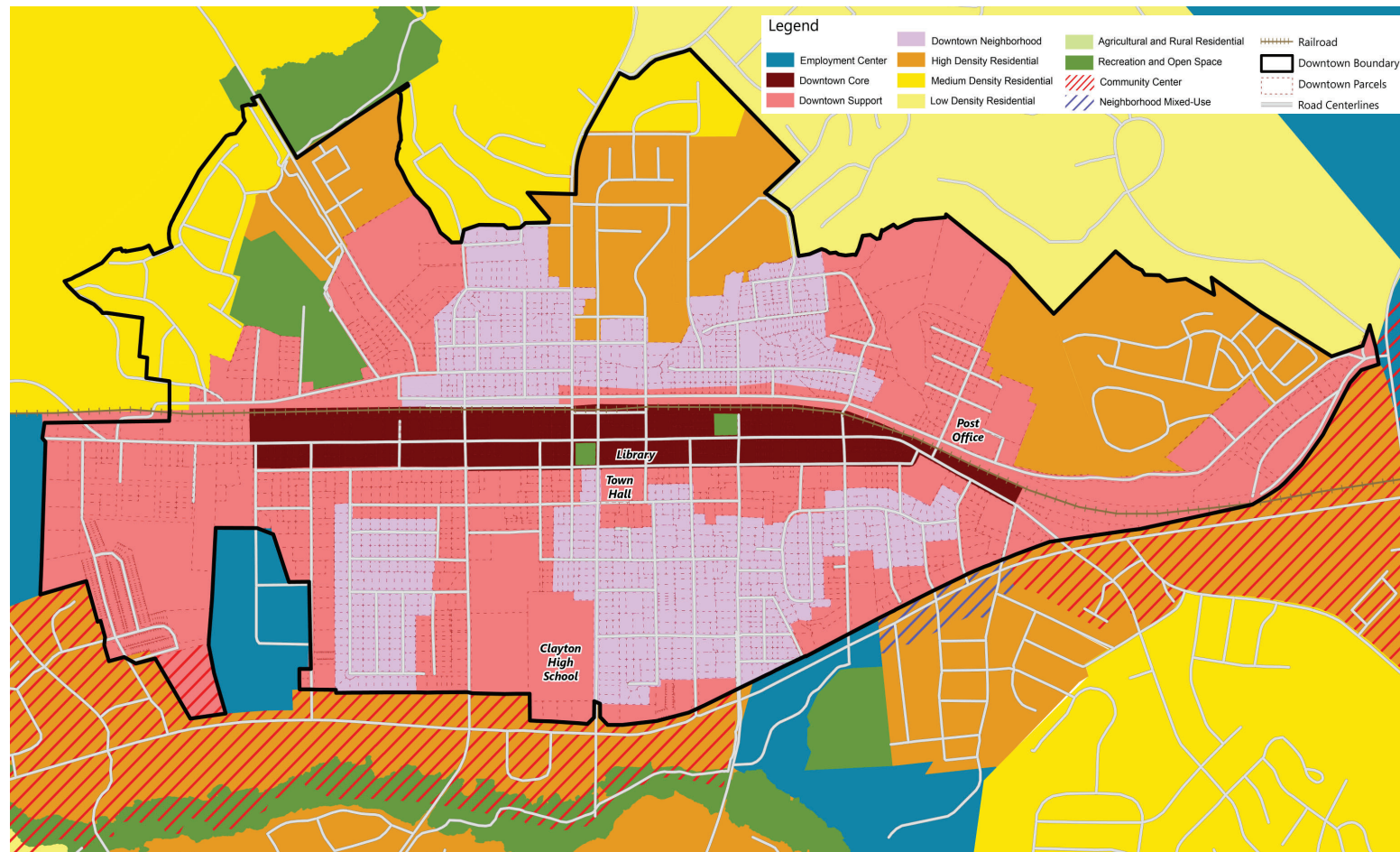
DOWNTOWN MANAGEMENT + FUNDING

RECOMMENDATIONS FOR CONTINUED DOWNTOWN MANAGEMENT + POSSIBLE ADDITIONAL FUNDING SOURCES



2045 FUTURE LAND USE MAP (AS ADOPTED)

Represented below is the 2045 Future Land Use Map from the Think Clayton - 2045 Comprehensive Growth Plan adopted in November of 2021. A simplification of zoning classifications and a revised downtown boundary were both incorporated as a part of the recently completed and adopted Unified Development Ordinance (UDO).





FUTURE LAND USE + ZONING

INTRODUCTION

As the Downtown Plan was being prepared, the Town was in the process of preparing an overhaul to its Unified Development Ordinance (UDO) called Codify Clayton. The Codify Clayton initiative was undertaken to modernize and simplify the Town's current development code. The UDO was adopted by the Town in April of 2024 and is the basic set of laws used by the Town to protect public health and safety, property values, and sensitive environmental resources. In addition, the UDO addressed recommendations from the 2045 Comprehensive Growth Plan. The 2045 Future Land Use Map and Codify Clayton code updates were evaluated as part of the Downtown Plan process.

2045 Future Land Use Map

The 2045 Future Land Use Map (FLUM) identifies five different future land use categories within the downtown study area. The categories include the following: Downtown Core, Downtown Support, Downtown Neighborhood, Employment Center, and Recreation/Open Space. Also, the downtown study area is surrounded by land designated as High Density Residential, Medium Density Residential, Low Density Residential, and Community Center future land uses. The summary of each category is outlined below.

Downtown Core (DC)

The Downtown Core applies to the area where the highest-density commercial, employment, residential and other uses are located. It fosters an urban environment characterized by a sensitive blending of carefully preserved older

structures, high quality and context-sensitive new construction, and public spaces all working together and integrated with surrounding neighborhoods. The Downtown Core includes a variety of uses including commercial services (restaurants, retail, professional services, and entertainment), office, high-density residential, upper-story apartments, and older homes renovated to accommodate commercial uses. This area provides a connected grid-style street network with alley access, future transit opportunities and pedestrian friendly sidewalks, safe crossings and streets with on-street parking and slow speeds

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.

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.

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.

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.

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.

Low Density Residential (LDR)

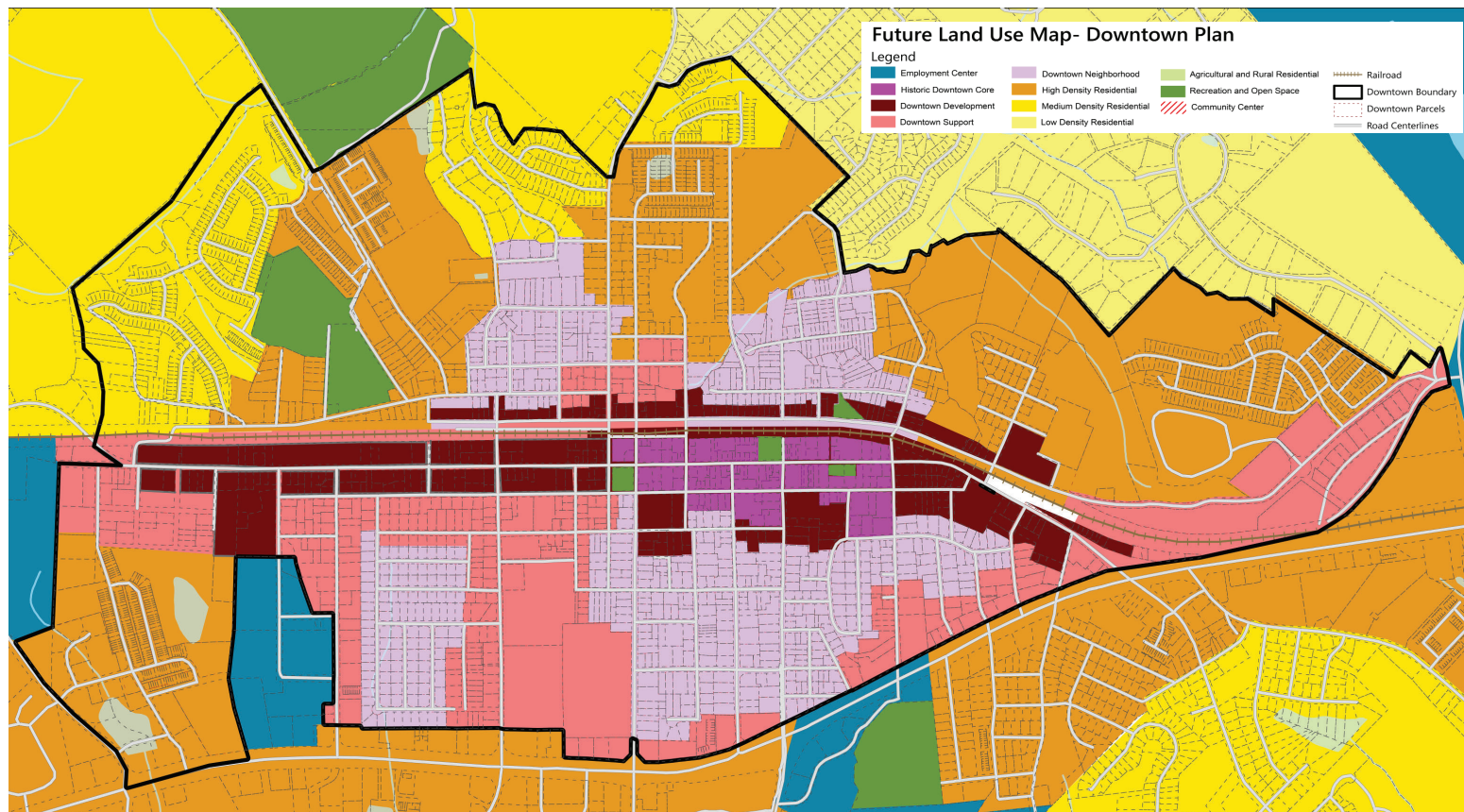
Areas designated as Low-Density Residential are intended to remain predominantly suburban in character and provide for low-density, single-family residential development on smaller lots than those in Rural Residential areas. However, a mix of residential housing types may occur under a conditional zoning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



FUTURE LAND USE MAP RECOMMENDATIONS

Based on the market research and input received during the planning process, a number of changes are recommended for the 2045 Future Land Use Map. The changes are intended to provide more focus on expanding the Downtown Core while protecting the treasured character of the current heart of downtown. The recommendations include:

- › FLUM - 01. Revisit and refine areas designated as Downtown Support
- › FLUM - 02. Expand Downtown Core area
- › FLUM - 03. Replace the Downtown Core designation with a new pair of designations; the Historic Downtown Core and Downtown Development





ZONING MAP RECOMMENDATIONS

As noted in the background research, the core of downtown was mostly zoned B-1 (Central Business). However, there are a number of other districts in the study area that include; O-1 (Office-Institutional), B-2 (Neighborhood Business) B-3 (Highway Business), Single Family Residential (various), and Planned Development – Residential. In addition to these base zoning districts, a downtown overlay zoning district was in place that covered a significant portion of the study area.

The Codify Clayton effort identified three new zoning districts and applied them to portions of the downtown study area. The new zoning districts include the Downtown Core (DTNC), Downtown Transitional (DTNT), and Downtown Neighborhood (DTNN). The Downtown Core district (DTNC) was implemented as part of the code updating and adoption process. The DTNC replaced the B-1 district, while the Downtown Overlay was eliminated.

Downtown Plan recommendations for zoning changes include:

- › **ZONM - 01.** Expand the area considered to be the Downtown Core
- › **ZONM - 02.** Replace the Downtown Core (DTNC) zoning district, dividing it into the Downtown Development District (DTDD) and the Historic Downtown Core District (HDCD) per the Downtown Plan

The new zoning districts shall be applied in a way to align with the recommended changes to the 2045 FLUM future land use category for the Downtown Core. This will ensure that future development in this area will conform with the vision of strengthening the core of downtown Clayton. Definitions for these new districts can be found below:



Historic Downtown Core

The western boundary of the Downtown Core is recommended to be extended as shown in the Downtown Plan graphic at the start of this section, converting portions of the Downtown Support and Downtown Neighborhood future land use categories all the way to the eastern boundary at Stallings Street/Irondale Drive. This western expansion would change the 2045 FLUM designation from Downtown Support and Downtown Neighborhood to a new classification of Downtown Development district (See description in this section). A number of properties in this western area of Downtown are continuing to change ownership and are being used for commercial, office, multifamily, and some remaining single family uses. The areas are well connected and are becoming more aligned with the central downtown core and offer opportunity for densifying Downtown over time without compromising the character of the Historic Downtown Core district.

The Historic Downtown Core district is the central focus and the heart of downtown as we know it today. It is recommended this district is to be applied to areas bounded by O'Neil Street to the west, First Street to the north, Smith Street to the east, and the northern half of lots fronting Second Street from O'Neil Street to Smith Street and the southern half of lots fronting Second Street between Church Street and Lombard Street, and from Smith Street

to the grocery lot (Compare Foods) halfway between Lombard Street and Hardee Street. The intent of establishment of this district is to preserve the character of the area to the extent possible through incentivizing adaptive re-use of existing historic buildings, restrictions on new construction or redevelopment to a maximum height of three stories with a preference for two-story or three-story vertical mixed-use with the traditional mix of residential or office over commercial retail, restaurant, bar or entertainment uses at street level. Architectural standards are recommended along with code language amendments to the UDO to establish an architectural review process specific to the Historic Downtown Core district with the intent of new development fitting the vernacular and character of the existing architecture in the district. It is also recommended that a program of branding, distinct signage, and marketing of the Historic Downtown Core district become a priority for economic development functions within the Town.

Downtown Development

The Downtown Development district is the remainder of the expanded Downtown Core outside of the Historic Downtown Core district. It is recommended to be applied to areas from Irondale Drive and West Stallings Street to the west, along West Stallings Street and Front Street to the north including Municipal

Park and parcels fronting Front Street from its north-south running segment to the west to Mill Street at its eastern end including the U.S. Postal building at the intersection of Central Street and East Front Street complete with its associated parking lots. It is also recommended to include parcels south of the railroad corridor along East Main Street up to and including the current Robinson Animal Hospital parcel on the north side of East Main and including parcels from Durham Street to Smith Street along the south frontage of East Main Street including parcels fronting Second Street between Smith Street and Main Street. It is recommended to also encompass the grocery parcel at the intersection of Second Street and Lombard Street as well as the Town Hall complex at Second Street between Fayetteville Street and Church Street. It is recommended that the eastern stretch include parcels fronting Main Street on both sides from O'Neil Street to Stallings Street/Irondale Drive as well as parcels fronting Second Street on its north side for that same length.

The Downtown Development district is recommended to allow significantly more density and maximum building heights than the Historic Downtown Core or adjacent High-Density Residential, Downtown Support and Downtown Neighborhood designations. It is recommended to allow maximum building heights that can reach six stories and to



write language in the code to incentivize three-story to six story vertical mixed-use and/or residential development. The intent is to accommodate the anticipated growth in population looking for a more urbanized setting while being closer to the character of Clayton that makes it so unique and desirable. By allowing this “concave” development pattern of higher-density urban mixed-use surrounding a lower-density Historic Downtown Core essentially protects that character while allowing for the volume of new residents that will help Downtown to continue to thrive into the future.

Downtown Support

As described above, areas of Downtown Support are recommended for conversion to higher-density Downtown Development district. In addition to those converted areas, the Downtown Support category is recommended to be reduced and replaced with High Density Residential in three areas within the downtown study boundary. One area is located south of West Main Street encompassing Cameron Crossing and adjacent area. The area, while it provides support to downtown, is not likely to include very many non-residential uses and is more closely aligned with the High Density Residential (HDR) future land use classification. Although there is an area adjoining the Cameron Crossing that is more aligned with Highway 70. This area should be converted to

Community Center on the 2045 FLUM.

High Density Residential is also recommended for two areas that are located northeast of the railroad. One of the areas is north of Stallings Street adjoining the Municipal Park. This area will most likely remain residential. The other area across the railroad includes the residential areas surrounding the post office and the post office itself. The area is best suited for residential growth, and while the post office serves the community and supports downtown, designating that parcel as downtown support may not be the most suitable long-term designation.

Another area of Downtown Support future land use extends along East Front Street. This stretch of Downtown Support is recommended to be converted to the Downtown Neighborhood category except for parcels immediately fronting Front Street which are recommended to become a part of the Downtown Development district. It is also recommended that sections of the Downtown Support category to the west and east of the Downtown Core Character District be converted to Downtown Development designation to encompass areas that are expected to continue supporting downtown through more intensive uses, and are already considered by many to be in downtown. These areas include businesses such as the

Deep River Brewing Company to the west and Vinson’s Pub and Eatery to the east. It is important that strong pedestrian connections, visual connections, and other linkages be made to these areas as they are vital to supporting the Downtown Core. As described in subsequent recommendations, these areas are a significant part of downtown’s overall identity.

The final area northeast of the railroad that is recommended for Downtown Support expansion is the area adjacent to Front Street, which includes its intersections with O’Neil Street and Fayetteville Street. The area extends northeast to Whitaker Street and the northeastern edge of the High Density Residential area along Hinton Street. The area is also bounded by Kildee Street and Church Street. Northeast of the railroad, this area has the greatest opportunity to influence downtown in the long-term with its stronger connectivity and physical characteristics. Areas along the eastern road frontage and southeast of Central Street on East Main Street are also recommended for conversion from Downtown Core to Downtown Support on the 2045 FLUM. While this area is a part of the overall downtown, it is not envisioned as part of the Downtown Core future land use category.



TRAFFIC TRANSPORTATION + PARKING

INTRODUCTION

Ease of travel through a community can make residents and visitors feel more connected. If it is simple to travel from point A to point B within a community, people are more likely to visit an area, which leads to more success for local businesses and events. A successful transportation network should provide multiple modes of transportation, like biking and walking, to make shorter trips more convenient without the need to get into a car. Additionally, travelers should feel safe during their trip, whether in a vehicle or on foot. The recommendations below strive to create a successful and safe transportation network in downtown Clayton.

VEHICULAR TRAFFIC

Based on the traffic counts collected in January 2023, some intersections have enough turning volumes to warrant the construction of turn lanes. Due to the existing development and on-street parking, in most of these instances there is not enough room along Main Street to construct turn lanes without sacrificing on-street parking or displacing businesses. Some turn lanes can be provided, recommendations for which are indicated below:

- › TTPK - 01. Add a 75-foot eastbound left-turn lane on Main Street at Robertson Street
- › TTPK - 02. Add a 100-foot westbound left-turn lane on Main Street at Robertson Street
- › TTPK - 03. Add a 125-foot eastbound left-turn lane on Main Street at O'Neil Street
- › TTPK - 04. Add a 125-foot westbound right-turn lane on Main Street at O'Neil Street
- › TTPK - 05. Add a 50-foot westbound left-turn lane on Main Street at Smith Street

These turn lane storage lengths are based exclusively on traffic volumes and do not take queuing into consideration. It is recommended the Town staff analyze the queuing at intersections downtown to confirm the recommended storage lengths will accommodate the queuing seen during peak hours.

The existing two-lane cross section on the roads downtown will help to foster the close-knit community feel residents want to maintain for downtown Clayton. Additionally, the two-lane cross section allows for shorter crosswalk distances, which means pedestrians will have shorter distances to travel when crossing the roads in downtown Clayton. For these reasons, the following is recommended:

- › TTPK - 06. Do NOT widen the roads in downtown Clayton in the future.

The Downtown Core would see indirect vehicular transportation improvements by turning Main Street into a more complete street. Also, the posted speed limit on Main Street is currently 25 miles per hour (mph) from Moore Street to US 70 Business. With the recent development of West End and with added residences in the vicinity, the following is recommended:

- › TTPK - 07. Reduce the speed on Main Street to 25 mph from Stallings Street to Moore Street, especially once sidewalk is constructed. The reduced



speed limit will help with creating a sense of arriving in Downtown Clayton and slower vehicle speeds will give drivers more reaction time to stop for pedestrians who are crossing the road.

- › **TTPK - 08.** Develop Main Street into more of a 'Complete Street'

The Downtown Core is bisected by the North Carolina Railroad (NCRR), an active rail corridor for both freight and passenger rail service. There are currently six (6) at-grade vehicular crossings of the rail and one grade-separated underpass crossing. Conversations with NCRR have indicated that they would be willing to enter into agreement for certain Town improvements along and within their right-of-way in exchange for a reduced number of at-grade rail crossings. Of the six (6) at-grade crossings (Stallings Street, Robertson Street, O'Neil Street, Fayetteville Street, Church Street and Central Street), three happen within 725 feet of each other (O'Neil Street, Fayetteville Street, and Church Street) and of those three streets, only one continues farther north than a third of a mile before terminating. That street is O'Neil Street. For those reasons, the following is recommended:

- › **TTPK - 09.** Close the North Carolina Railroad crossing at Fayetteville Street.
- › **TTPK - 10.** Close the North Carolina Railroad crossing at Church Street.

TRANSIT

GoTriangle has studied the feasibility of providing commuter rail on existing railroads from Durham to Garner. An extension of the commuter rail corridor east of Garner to Clayton and Selma was considered. However, the commuter rail will receive funding as part of a tax approved in Durham and Wake Counties, so the extension to Selma was analyzed, but is not funded since this portion is in Johnston County. The Town staff and residents have expressed support for an extension of commuter rail service to Clayton. If commuter rail comes through Clayton, a station should be considered at Horne Square. The following is recommended in preparation for that possibility:

- › **TTPK - 11.** Establish infrastructure + allowed use for commuter rail stop in Historic Downtown Core District (HDCD).

As part of the Wake Bus Rapid Transit (BRT) improvements, the Southern Corridor is proposed to travel from NC 42 at US 70 Business into downtown Raleigh. BRT operates with similar travel times and reliability as light rail but can travel with the flexibility of a bus, since the BRT is not confined to a rail track. The BRT Southern Corridor would provide a transit option from Clayton, traveling through Garner, to downtown Raleigh. To facilitate the widest variety of options and possibilities for multi-modal transportation in Downtown, the following is recommended:

- › **TTPK - 12.** Pursue inclusion in Southern Corridor BRT Study and consider designation of streets for dedicated BRT service.



PARKING

The location and design of parking areas should create a safe and convenient network for vehicle circulation and parking. On-street parking can negatively impact pedestrian and driver safety by blocking the view of pedestrians who may be crossing the road and by introducing drivers who may stop suddenly or pull out into traffic from a parking space. Removing the on-street parking from one side of Main Street would likely improve pedestrian and driver safety on Main Street. It is recommended to:

- › **TTPK - 13.** Remove on-street parking from one side of Main Street where feasible.

If a portion of the on-street parking is removed from Main Street, it needs to be replaced elsewhere. A potential location to place off-street parking is along Front Street, which is within the railroad right of way. The Town is seeking to create an agreement with the North Carolina Railroad (NCRR) and Norfolk Southern (NS) to pave Front Street to utilize for parking. It is recommended to:

- › **TTPK - 14.** Establish agreement with NCRR to allow Front Street parking and pedestrian improvements.
- › **TTPK - 15.** Design + Construct Front Street parking and pedestrian improvements.

Barbour Street, between Second Street and Main Street, is very narrow and only allows for one-way traffic. Even though Barbour Street is narrow, on-street parallel parking is still permitted. Removing the parking from this block of Barbour Street is likely to have negligible impact on the parking inventory in Town since it is estimated that only four to five vehicles can park on this block of Barbour Street. It is recommended to:

- › **TTPK - 16.** Remove on-street parking from Barbour Street between Second Street and Main Street.

BICYCLE + PEDESTRIAN IMPROVEMENTS

INTRODUCTION

The 2022 Town of Clayton Pedestrian Plan identified numerous opportunities and challenges in the Downtown bicycle + pedestrian environment. Those same concepts were bolstered through the Downtown Plan process and its findings. Based on the public engagement, there is a strong desire to improve facilities for pedestrians and cyclists in downtown Clayton. Currently, the roads in downtown Clayton are more focused on vehicular traffic and can be improved to better balance vehicle, pedestrian, and bicycle traffic.

BICYCLE + PEDSTRIAN IMPROVEMENTS RECOMMENDATIONS

Pedestrian facilities, like sidewalks and crosswalks, should connect all modes of transportation since the start and end of most trips are completed on foot. If possible, sidewalks should be provided on both sides of roads to make walking convenient and safe. There should be no gaps in sidewalk and pedestrian facilities. These facilities should provide continuous access to the full extent of downtown Clayton. The existing sidewalk gaps in downtown Clayton should be filled to provide dedicated pedestrian facilities on Main Street from Stallings Street to US 70 Business. Other roads providing access



to Main Street should also provide continuous sidewalk access. Sidewalks are missing from 2nd Street, Ellington Street (which is blocked by parking spaces), Robertson Street, and Stallings Street.

Intersection designs can be pedestrian oriented by providing pedestrian corners at street crossings (see example in picture below). Pedestrian refuges can also be provided at crosswalks if parallel parking is limited to one side; with the current pavement allotment there is not enough room for parking on both sides plus a center refuge.

To improve pedestrian safety further at signalized intersections, pedestrian signal heads should be installed at all signalized intersections. Additionally, the Town should request all traffic signals allow for a Leading Pedestrian Interval (LPI). This will allow push activated pedestrian signal heads to give a walk indication for four seconds before vehicles have a green signal, which will give pedestrians a head start to cross the road before potential vehicle conflicts are introduced. A formal request to add an LPI at signalized intersections would need to be sent to NCDOT.

Recommendations in the pedestrian plan that apply to downtown Clayton include, but are not limited to:

- **BKPD - 01.** Parking Lane/Enhancement Zone: curb extensions, parklets, bicycle corrals, etc. can be constructed in the pavement width typically used for on-street parallel parking.
- **BKPD - 02.** Pedestrians at Signalized Intersections: install pedestrian signal heads, provide adequate pedestrian crossing time.
- **BKPD - 03.** Priority Project #1: Robertson Street Sidewalk Gaps and Crossing Improvements from Clayton High School to Main Street.
- **BKPD - 04.** Priority Project #2: Main Street Pedestrian Improvements from Moore Street to Central Street.
- **BKPD - 05.** Priority Project #7: East Coast Greenway Complete Downtown Clayton Feasibility Study

Pedestrian connections from major parking areas to Main Street should be provided. Below is a list of connections to consider, as opportunities arise:

- **BKPD - 06.** Connecting First Street to Main Street, between Fayetteville Street and Church Street
- **BKPD - 07.** Connecting First Street to Main Street, between Church Street and Horne Square
- **BKPD - 08.** Connecting parking at the Clayton Center to Main Street
- **BKPD - 09.** Connecting Second Street to Main Street, between Lombard Street and Smith Street

Additional recommendations to improve the Downtown pedestrian and bicycle environment include:

- **BKPD - 10.** Pedestrian railroad crossings should also be improved, particularly at O'Neil Street and Church Street. Based on the September 24, 2020 traffic counts at the railroad crossings, these two intersections are the most used by pedestrians.
- **BKPD - 11.** A grade separated pedestrian rail crossing should also be considered, which has been analyzed in the past by the Town. There is potential



and desire to construct a greenway tunnel to connect Main Street to the East Coast Greenway, which would create a designated rail crossing for greenway traffic.

- **BKPD - 12.** Ahead of constructing a greenway tunnel under the railroad, pedestrian facilities should be constructed to connect the tunnel to the existing sidewalk on Main Street at Robertson Street.

When providing bicycle and pedestrian facilities, access to major destinations should be considered. Some of the main walking attractions in Clayton are:

- Downtown Clayton (Main Street)
- Clayton High School
- Town Hall and The Clayton Center
- Hocutt-Ellington Library
- US Post Office on Front Street
- Municipal Park

It is recommended that:

- **BKPD - 13.** Consistent sidewalk access should be provided to each of these destinations above, as well as other main attractions in Clayton that are within walking distance of the public parking provided downtown.
- **BKPD - 14.** Opportunities to close sidewalk gaps should be explored as funding becomes available. For example, the sidewalk gap on Stallings Street from Crawford Parkway to McCullers Street is approximately 900 feet long, and if funding becomes available for sidewalk construction, closing this gap would provide a more direct connection to the residents on Crawford Parkway to Municipal Park.



The following pedestrian environment recommendations are recommended to be advanced within the Downtown streetscape specifically:

MAIN STREET STREETScape:

NEAR TERM

- MSNT - 1. Implement Pedestrian Intersection Guidance at Signalized Intersections
- MSNT - 2. Implement Pedestrian Traffic Signal Enhancements
- MSNT - 3. Study Main Street Corridor for Potential to Incorporate Mid Block Crossings under the NCDOT Action Plan

LONG TERM:

- MSLT - 1. Implement Parking Lane / Enhancement Zone Concept Throuhgout
- MSLT - 2. Remove On-Street Parking from One Side of Main Street and Incorporate a Dedicated Bike Lane or Cycle Track

OTHER DOWNTOWN PEDESTRIAN / STREETScape IMPROVEMENTS:

NEAR TERM

- ODNT - 1. Incorporate Funding for Sidewalk Gap Closures + Crossing Improvements
- ODNT - 2. Establish Priority List of Sidewalk Gap Closures + Crossing Improvements
- ODNT - 3. Seek Alternative Funding Sources for On-Street Connections to Area Greenways + East Coast Greenway Completion through Downtown Greenway Completion
- ODNT - 4. Form Active Transportation Advisory Committee (ATAC) + Include Downtown Representation
- ODNT - 5. Become Designated as a Walk Friendly Community
- ODNT - 6. Contract Planning + Design Services for an Integrated Branding, Signage + Wayfinding System
- ODNT - 7. Erect Decorative / Protective Fencing Along Rail Corridor Along First Street + Front Street for Full Length of Downtown Corridor from Atkinson Steet to Central Street Restricting Crossings
- ODNT - 8. Improve Pedestrian Facilities at Railroad Crossings Including Controlled Access Control Measures
- ODNT - 9. Contract, Plan, Design + Implement Sidewalk Connection Improvements Between Main Street and Major Parking Areas

LONG TERM:

- ODLT - 1. Implement Sidewalk Gap Closures + Crossing Improvements on Robertson + O'Neil Streets
- ODLT - 2. Implement East Coast Greenway Completion through Downtown Greenway Connection
- ODLT - 3. Implement + Construct Integrated Branding, Signage + Wayfinding System



DOWNTOWN EVENTS + PROGRAMMING

INTRODUCTION

The Downtown Plan process repeatedly unearthed, from differing sources, the indisputable fact that Clayton's residents and visitors alike LOVE the variety of festivals, events, and Downtown programming available. It is an area where Clayton has excelled. There is one issue at hand in this category and that is, given the success of existing programs, of course, the people want more! Here are some areas where Downtown events + programming can be enhanced to draw more people even more often.

DOWNTOWN IMPROVEMENTS (GENERAL)

Clayton's programming is currently limited by areas that can be assigned to various events and some of the missing facilities to improve the quality and likelihood of events being hosted Downtown. Recommendations for Downtown that improve possibility for, quantity + quality of Downtown events and programming are as follows:

NEAR TERM

- › **DENT - 1.** Identify Preferred Location for Construction of a Permanent Public Restroom Building for Year-Round Event and Public Use
- › **DENT - 2.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction, Maintenance, and Security Patrol of Permanent Public Restroom Building and Related Infrastructure
- › **DENT - 3.** Develop Road Closure Plan for Large Events and Enter Agreement with NCDOT to Allow Regular Downtown Street Closures

LONG TERM

- › **DELT - 1.** Contract, Plan, Design + Construct Permanent Public Restroom Building + Related Infrastructure

FARMERS' MARKET

Clayton's Farmers' Market has seen success with the one complaint being its susceptibility to weather and its restricted access to power and light which could expand its offerings and hours. Recommendations for improvement of the Farmers' Market are below:

NEAR TERM

- › **DENT - 4.** Identify Preferred Location for Permanent Pavilion Structure(s) for Year-Round Market Use
- › **DENT - 5.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction of Permanent Pavilion Structure(s) and Infrastructure
- › **DENT - 6.** Study Vendors from Current + Prior Farmers' Markets and Identify Gaps in Offerings to Customers

LONG TERM

- › **DELT - 2.** Actively Seek a Variety of Vendors, Craftsmen, Artisans + Artists to Contract Spaces at the Farmers' Market
- › **DELT - 3.** Contract, Plan, Design + Construct Farmers' Market Pavilion Structure(s) + Infrastructure



CLAYTON CONCRET SERIES + FAMILY MOVIE NIGHT

The Clayton Concert series has become a regular draw for visitors and currently has a slate of four shows running from May 17th through the summer with the last show scheduled for September 6th. The concerts are slated between other events on a calendar showing 18 events in total on 17 separate weeks. That means that 34 weeks of the year have no event scheduled. This allows for a greatly expanded schedule of concerts to be planned.

Recommendations for expansion of the Clayton Concert Series and setting the environment in which artists would like to participate and make a stop in Clayton a part of their touring can be found below:

NEAR TERM

- › **DENT - 7.** Identify Preferred Location for Construction of Permanent Stage/Bandshell Structure for Year-Round Performance Event Use
- › **DENT - 8.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction of Permanent Stage/Bandshell Structure and Related Infrastructure
- › **DENT - 9.** Identify Available Location for Expanded Concert Series Including Different Venues at Different Scales
- › **DENT - 10.** Work with Other Series Such As Family Movie Night to Fill Empty Slots in Schedule with Regular Functions
- › **DENT - 11.** Work with Cultural Arts Department and The Clayton Center to Book Complimentary Performance Events

LONG TERM:

- › **DELT - 4.** Contract, Plan, Design + Construct Permanent Stage/Bandshell Structure + Related Infrastructure
- › **DELT - 5.** Actively Seek Larger and More Frequent Events through Targeted Marketing Campaigns



RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE (UDO) TEXT

INTRODUCTION

The recently adopted Codify Clayton: Unified Development Ordinance (UDO) was developed concurrently to this Downtown Plan but made it to the finish line sooner, being adopted in November of 2023 and being implemented January 2, 2024. As a result, the recommendations of this Downtown Plan have not been fully incorporated into the UDO regulatory and guidance text. A series of amendments will have to be crafted, reviewed, and voted upon for adoption to codify the proposed regulatory, policy, and guidance changes recommended in the Downtown Plan. The following sections of UDO text will require revising to meet the recommendations in this plan:

1.8 REVIEW AUTHORITIES

To establish authority for enforcement of architectural guidelines in the Historic Downtown Core District (HDTC), a review board and its review authority and process needs to be established within section 1.8.

1.11 VESTED RIGHTS

For properties entitled to lesser densities, particularly in the newly established Downtown Development

2.2 APPLICATION SUMMARY TABLES

Include new district classifications in all application process language including any variation specific to the new districts and their criteria

2.3 APPLICATION TYPES

Include new application type for Historic Downtown Core Architectural Review including procedures, policies, forms and fees

2.4 REVIEW PROCEDURES

Include review procedure(s) for Historic Downtown Core Architectural Review

3.2 CONVENTIONAL ZONING DISTRICTS

Add language for two new zoning districts, Downtown Development District (DTDD) and Historic Downtown Core District (HTDC), and revisit language for Downtown Core (DTNC) with it being parsed into two new districts.

3.4 GENERAL DIMENSIONAL STANDARDS

Add language for two new zoning districts, Downtown Development District (DTDD) and Historic Downtown Core District (HTDC), and revisit language for Downtown Core (DTNC) with it being parsed into two new districts.

3.8 ZONING MAP

Revise Zoning Map to reflect Future Land Use Map recommendations from the Downtown Plan including two new classifications.



RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE (UDO) TEXT

[CONTINUED]

CHAPTER 5 NONCONFORMITIES

Revise each section within this chapter to reflect the restrictive requirements of the new Historic Downtown Core District (HDTC) such that it incentivizes the redevelopment of properties that do not match the intended preserved and enhanced character of the district.

6.2 DESIGN STANDARDS + GUIDELINES

Add a new subsection establishing the architectural and design standards and guidelines for the new Historic Downtown Core District (HDTC) and Downtown Development District (DTDD)

6.3 THROUGH 6.18

Revise each section's language to establish the design standards and guidelines for these elements in the new Historic Downtown Core District (HDTC) and Downtown Development District (DTDD)

CHAPTER 7 VIOLATIONS

Revise the sections in this chapter to add significant disincentives to nonconformance within the Downtown as well as to establish preferred paths of transition to new zoning through enforcement of declared violations.



DOWNTOWN MANAGEMENT + FUNDING

INTRODUCTION

Some measures identified as areas in need of addressing through recommendations include management policy level actions that must be decided upon at the level of Town Council and Administration. These include such items as internal studies of facilities, organizations, and procedures as well as the establishment of new positions, roles, and accountability measures for staff, boards, and elected officials. Other items will require a deliberate action in the realm of seeking funding through a variety of means. Those items that fall under these categories can be found in the listing below:

MANAGEMENT

Based on the

FUNDING

Based on the



03 IMPLEMENTATION

IN THIS CHAPTER
IMPLEMENTATION STRATEGIES
ACTION ITEMS
ACCOUNTABILITY

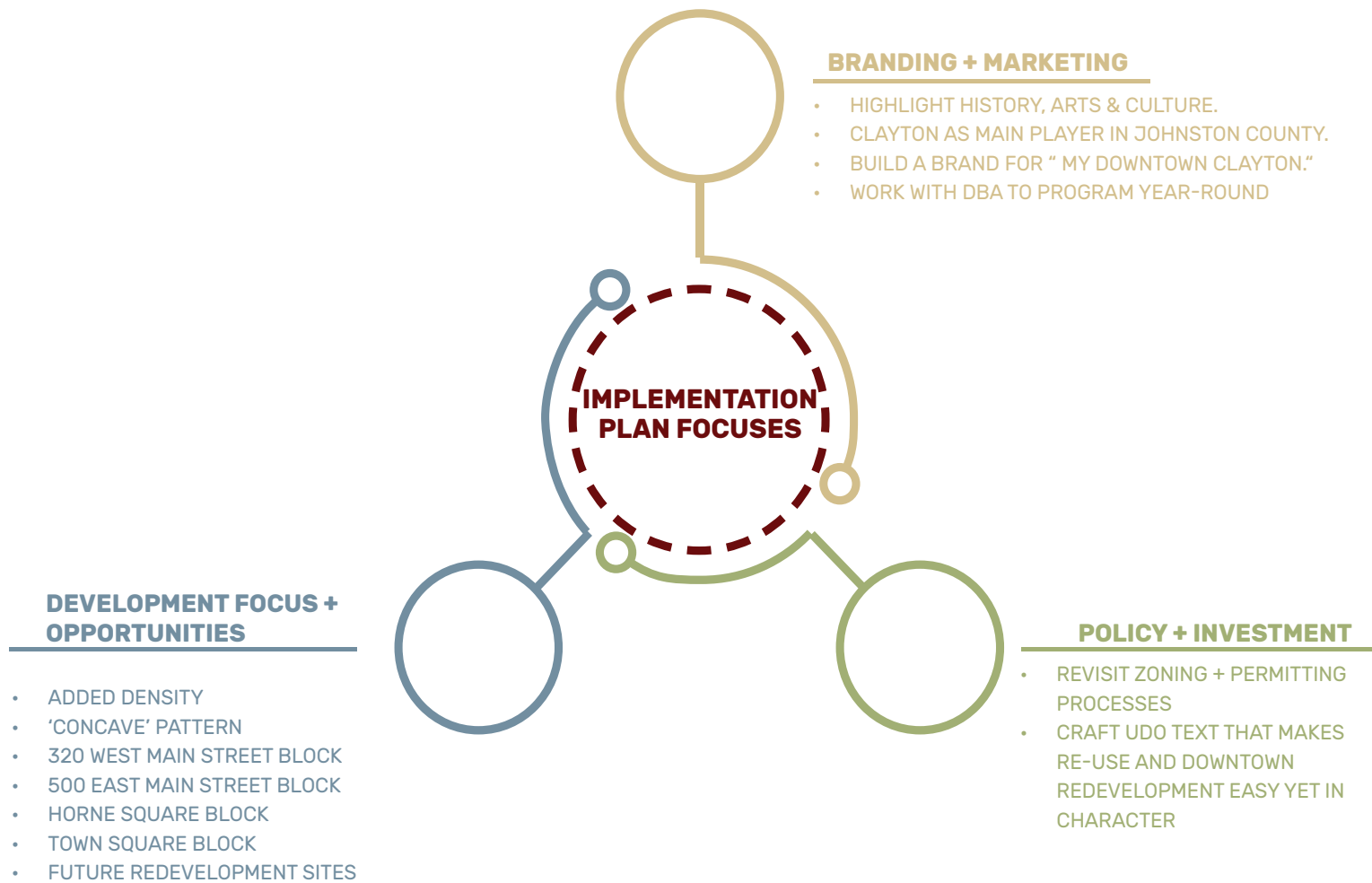


IMPLEMENTATION

This plan's vision and recommendations result directly from an extensive information gathering process involving community input, staff input, analysis of existing conditions. An implementation plan with prioritized action items is the final step in bringing the master plan vision to reality. Implementation is not a linear process but an ongoing iterative process that will rely on funding investments. Feasibility studies, master plans, phasing plans, and business plans are some of the intermediate steps the Town will have to assume to understand the full order of magnitude costs. In addition, effective implementation strategies are based on highly collaborative processes that span across the various Town Departments, community leaders, strategic partners, and elected officials.

Action items are prioritized as short-term, mid-term, long-term or ongoing. Action items receiving higher priority are those supported by significant community input or are items that have been delayed or postponed in the past but have significant bearing on accomplishing the recommendations of this plan. Each action item indicates a responsible party to foster accountability within the Department. Furthermore, priority projects may change or evolve into new possibilities over the ten-year planning horizon based on community needs or other related opportunities. For this reason, additional prioritization criteria has been established and is described in the appendix, which the staff can use to evaluate for implementation.







IMPLEMENTATION MATRIX

Each of the reviewed implementation strategies for Downtown Clayton was evaluated for how it fits into the focuses of Branding + Marketing, Policy + Investment, and Development Focus + Opportunities. It is important to consider all of the Plan's recommendations moving forward; however, over the next five years, the following priorities should be the focus. The Implementation Matrix that follows further defines the recommended strategies.

IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Focus Development in the Downtown High-Density Core The 2045 Comprehensive Growth Plan established a vision for the linear expansion of downtown along the east and west ends of Main Street. As this Plan was being developed, through analysis and public input, the opportunity to grow downtown from within and expanding to the north and south came to the forefront. While it is important to continue making connections east and west, the more focused growth over the next 10 to 20 years should be concentrated within the downtown core while preserving the character of the Downtown Core Character District as recommended in the Master Plan section. This refined focus will encourage a greater level of development density and activity in the edges and perimeter of the expanded Downtown Core of Clayton. Establishing the right future land use and regulatory environment will help encourage more people living downtown, more people working downtown, and more overall activity in the core.		
	Update the 2045 Future Land Use Map to redefine Downtown Core as the Downtown Core Character District and the Downtown High-Density Core, Downtown Support, and other categories as recommended.	Upon adoption of the new development regulations, apply the new Downtown Core zoning districts to areas identified as Downtown Core in this Plan, replacing the B-1 and Downtown Overlay districts as recommended.	Revisit zoning successes at UDO update and look for expansion of downtown districts to match continued growth rates. Incorporate policies of incentivization where progress has been lacking.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Establish a Downtown Influence Area, similar to the study boundary, that expands beyond the Downtown Core to ensure property owners and businesses in the Downtown Support and Downtown Neighborhood areas remain connected to the Downtown Core.	Establish a Millage Increment District (MID) that corresponds to the Downtown Influence Area and takes advantage of funding potential for Downtown specific projects.	Codify funding of continued Downtown improvements through the continued use of MID funds. Expand their application to Downtown adjacent areas as needs arise and urban growth boundaries expand.
	Incorporate Downtown Clayton Master Plan recommendations in current UDO adoption and revision process or make amendments to reflect these recommendations if the UDO has achieved approval at the time this plan is approved.	Develop revised downtown design guidelines and design review authority for both the overall Downtown Core and more specifically/more restrictively for the Downtown Core Character District.	Create "Destination Downtown" branded and programmed movement to encourage relocation to Downtown with Downtown serving as the amenity for all of Clayton. Visitors, residents & employees all drive demand.
	As a part of UDO outreach, hold additional focus groups with downtown business owners to identify additional regulatory barriers to creating and maintaining businesses in downtown and implement changes as practical .	Revise UDO to include simplification of regulatory process to incentivize redevelopment including bonus density and reduced parking requirements where practicable.	Establish a paid position within the Town of "Downtown Liaison", an employee whose role is to aid businesses through the permitting, redevelopment, and construction/renovation processes.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Establish Use, Access + Improvement Agreement with North Carolina Railroad (NCRR) to allow proposed First Street and Front Street Improvements. Include provision of closing one or more vehicular crossings of the rail.	Fund, design, and construct parking, railroad protection fence, and pedestrian sidewalk and trail plans along First and Front Streets. Aid in drafting use agreements with adjacent business as they redevelop.	Develop a Pedestrian Connectivity Master Plan for Clayton that enhances connectivity and walkability Town-wide.
	Perform traffic study of effects of closure of each of the downtown railroad crossings to determine which one or two can be closed permanently to vehicular access.	Implement closure of preferred crossing(s) with aid of NCRR and NCDOT.	Develop 25-year horizon parking plan in preparation for losing First Street parking to NCRR reclaiming their right-of-way for future rail expansion.
	Lobby for a commuter rail stop in Downtown Clayton somewhere in the stretch of First Street from Robertson Street to Lombard Street.	Develop an RFQ for design of a mixed-use commuter rail station and associated parking on parcels not belonging to NCRR.	Attain funding for construction of the commuter rail with assistance from CAMPO, the State of NC and available Federal funds. Construct the station.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
DEVELOPMENT FOCUS + OPPORTUNITIES	Improve and Connect the Main Street Corridor Although the focus (of the overall recommendations) is on the Downtown Core, the entire Main Street corridor and its success is important to the future of the entire downtown. Specifically, the Main Street corridor, including the Downtown Support and Downtown Core areas, should include a high degree of pedestrian connectivity through sidewalks and safe crosswalks, and visual connectivity through public art, banners, street lighting, and related improvements. The recommendations of the corridor section of the master plan should be implemented as outlined below.		
	Develop an action item list for pedestrian realm improvements utilizing the recommendations of the 2022 Pedestrian Plan. Begin with those providing the most safety to pedestrians.	Incorporate priority projects from the pedestrian improvement action item list into annual CIP budget planning.	Construct two of the priority action items in the ped plan each year for the next ten years after which develop a new pedestrian priority plan.
	Establish budget item to begin funding of Main Street + Second Street streetscape improvements	Fund, design, and construct streetscape improvements on Main Street.	Fund, design, and construct streetscape improvements on Second Street and connecting blocks to Main Street.
	Establish budget item to begin funding of Downtown Pedestrian Connectivity improvements.	Fund, design, and construct Downtown Pedestrian Connectivity improvements.	Fund, design, and construct Downtown Pedestrian Connectivity improvements in Downtown Influence Area and beyond where practical.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
DEVELOPMENT FOCUS + OPPORTUNITIES	Develop Horne Square and Town Square Opportunity Sites The Master Plan identifies a number of sites for development in the Downtown Core. While each site should be encouraged for redevelopment, a particular focus should be on the Town's public squares; Horne Square and Town Square. Each of these sites provide opportunities to bring more people and activity downtown to create a more vibrant area. The development of these sites will help fill the market demands for housing, office, and supporting commercial uses downtown. The redevelopment also provides an opportunity to redesign the public squares to provide enhanced amenities to meet the community's desires for more places to gather and enjoy the downtown. In addition, the sites provide the opportunity for the Town to meet growing demands for office space and the public's needs for a new library. Finally, as more detailed planning moves forward, plans should consider how the Horne Square site can be leveraged to support a future commuter rail platform.		
	Develop a final space needs to study and determine if the Town's expanding office needs can be met on the Town Square opportunity site.	Retain consultants for design and construction documents for the preferred alternative for Town Hall expansion or relocation.	Fund and construct preferred alternative for Town Hall expansion or relocation.
	Prepare a space needs and feasibility study for the potential relocation and construction of a new library association with the Horne Square and Town Square sites.	Retain consultants for design and construction documents for the preferred alternative for Town Library expansion or relocation.	Fund and construct preferred alternative for Town Library expansion or relocation.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
BRANDING + MARKETING	Expand Amenities, Festivals, Events + Entertainment Options The Master Plan identifies a need to establish more reasons to be drawn Downtown and the current events, festivals and facilities, while well-received, could benefit from a revisiting and injection of new life. This will entail an expanded programming effort to grow those things which currently draw people Downtown for brief interludes, and taking them to a level of value and/or frequency to assure potential residents that there will “always be something to do” in Downtown Clayton.		
	Study attendance at regular festivals and public hosted events as well as those provided by Downtown businesses including interviews of attendees to identify what program items hold the most potential and interest.	Establish an expanded event plan in partnership with Downtown businesses to establish a regular weekly and annual rhythm to Downtown events.	Fund a full time event and program coordinator position to facilitate continued frequency, variety, and innovation in future events held Downtown.
	Perform a feasibility study for permanent locations for the Farmers’ Market. Include viability of permanent market structures as done in other communities (Raleigh, Charlotte, Monroe, etc.)	Retain consultants for public engagement, design, and construction documents for the implementation of a permanent Farmers’ Market location	Fund and construct preferred alternative for the preferred permanent Farmers’ Market location.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
BRANDING + MARKETING	Quality of Life Enhancements + Paired Marketing Campaign The Master Plan identifies a need to establish a greater quality of life draw to make all of Downtown Clayton the “amenity” for potential residents to relocate to Downtown and become core Downtown residents. This will entail establishing an image of what it means to live and thrive in “My Downtown Clayton” for those who will choose to live Downtown.		
	Study the possibility for establishment of a Downtown Social District to allow free movement of bar and restaurant patrons in the spaces between locales with their beverages of choice. Define the area for consideration and solicit public input on the concept and location.	Petition the State Alcohol Bureau of Control for permission to establish the preferred district and establish it as a part of the Town’s UDO.	Revisit successes and issues on a five year interval including possibility for expanding or contracting the area based on data accrued..
	Retain marketing consultants for creation of a targeted marketing campaign aimed at drawing new residents to Downtown Clayton.	Launch targeted marketing campaign on multiple media formats and incorporate it as a part of visible branding Town-wide.	Annually revisit and evolve the marketing campaign as new developments, programming, events, or other quality of life improvements take shape over time.



MAKING THE CONNECTION

Five land uses and product types were identified to support the targeted opportunity areas. The estimated capacity considers a targeted downtown capture rate within the county over a ten-year period, based on estimated job and population growth.

TYPE OF DEVELOPMENT DEMAND	ESTIMATED MARKET CAPACITY	TARGETED CAPTURE (JOHNSTON COUNTY)
Residential	50-100	10%
Retail/F + B	160,769 SF	25%
Office/Medical	42,600 SF	25%
Lodging	50 rooms	20%

Note: assumes impacts on parking, road improvements and parks + open space

The Town of Clayton is “well-studied”. Several plans have been completed from 2020 – 2023 including:

- Clayton Economic Development Strategic Plan (2020)
- Think Clayton – 2045 Comprehensive Growth Plan (2021)
- Downtown Strategic Vision (2023)

The 2020 Strategic Plan and 2023 Strategic Vision are both focused on and managed through the Economic Development department. The 2021 Comprehensive Plan is focused on and managed through the Land Planning department. However, they are not mutually exclusive. The Downtown Master Plan attempts to connect these plans with concept plans at opportunity sites that can be quantified and measured through development projects that will encourage private investment and result in tangible economic impacts for Clayton and its downtown. The Design Team consider each opportunity site based on the key goals and elements identified:



ECONOMIC DEVELOPMENT STRATEGIC PLAN: 4 GOALS	DOWNTOWN VISION: 5 PILLARS	THINK CLAYTON 2045 GROWTH PLAN 7 ELEMENTS*	DOWNTOWN MASTER PLAN CONNECTION
Grow jobs for Clayton through recruitment, existing business development, and small business and entrepreneurial support.	Market Analysis (Retail)	Downtown Clayton	Destination Downtown – the amenity for all of Clayton. Visitors, residents & employees all drive demand.
Build on a charming and historic downtown through redevelopment and placemaking.	Design	Arts + Culture	Arts & Culture are key Economic Drivers for downtown.
Build Clayton’s sense of community and quality of life with amenities, placemaking, branding.	Tourism + Promotion	Economic Development	Focus on Entrepreneurs & Tourism. Create an “18-hour place” from coffee to cocktails and after dinner events, including infrastructure & policies to support it.
Develop the infrastructure necessary to improve quality of life in Clayton and facilitate continued business.	Economic Vitality	Parks, Recreation + Natural Resources	Connect Greenways, Parks & Open Space to the downtown.
--	Policy + Administration	Land Use + Housing	Provide Alternative Housing options in downtown ~ beyond single family homes or apartments (e.g. townhomes, condos, ADUs).
--		Mobility	Improve Mobility and safety for all modes ~ auto, bikes & pedestrians.

*Excludes Public Services



04 APPENDIX

IN THIS CHAPTER

TOWN HISTORY

INVENTORY + ANALYSIS

TRANSPORTATION + TRAFFIC - TURNING MOVEMENT VOLUMES

COMMUNITY ENGAGEMENT - STAFF + STAKEHOLDER MEETING NOTES

MARKET + REAL ESTATE STUDY

HISTORIC RESOURCES STUDY



04-A

TOWN HISTORY

IN THIS SECTION
TOWN HISTORY



HISTORY

Clayton, North Carolina, is a culturally significant town with a rich history that dates to the early 18th century. Its story is marked by growth, change, and a deep sense of community.

The area that is now Clayton was originally inhabited by indigenous peoples, including the Tuscarora and Saponi tribes. In the early 1700s, European settlers began to establish themselves in the region. The Town was established based on the roads cut by North Carolina royal Governor William Tryon's troops around 1770 as they marched from New Bern to Hillsborough against the Regulator Movement. The Regulators were a group of North Carolina colonists who were frustrated with issues like corrupt local officials, high taxes, and a lack of representation in colonial government. In 1770, tensions came to a head at the Battle of Alamance, where Tryon's forces clashed with the Regulators. Tryon emerged victorious, and many Regulator leaders were arrested or executed. This event marked a significant moment in pre-Revolutionary American history and highlighted the growing discontent with British colonial rule in the lead-up to the American Revolution. Prior to its incorporation, the area was known as "Stallings' Station" due to the creation of a railroad depot in 1853 along the North Carolina Railroad. The depot was located within the home of local resident Mrs. Sarah Stallings and, thus, "Stallings' Station." At



▲ Main Street (1916) / Town of Clayton

the time, Stallings' Station consisted of several small stores which served the area.

The Town of Clayton was incorporated in 1869. The town is believed to have been named after a prominent local family, that of John Clayton, who was an active and respected North Carolina politician in the late 18th century.

Clayton's early economy was primarily agricultural, with tobacco and cotton farming being significant industries. The arrival of the railroad in the late 1800s played a pivotal role in the town's growth, connecting it to larger markets and facilitating trade. This transportation link led to the establishment of a bustling depot, which became a focal point for commerce and social activities. Businesses that flourished in the Town included: lumber mills, a brick kiln, a cotton gin, a gristmill, a sawmill, tobacco

warehouse, cotton mills and a turpentine distillery. In the early 1900's, Clayton became a major market for cotton, watermelon, and tobacco. Notably, Clayton was cited as the best cotton market in North Carolina.

Throughout the 20th century, Clayton continued to grow and evolve. It was officially incorporated as a town in 1869, and by the mid-20th century, it had become a thriving community with a diverse range of businesses and services. The town's proximity to Raleigh, the state capital, also contributed to its growth as people sought a quieter lifestyle while still being accessible to urban amenities.

However, financial losses were felt in the Town of Clayton as well as the rest of the United States when the Great Depression occurred, and this greatly impacted the Town's economy. As this was happening, Clayton was in the middle of and experiencing a 40-year decline in population, i.e., from approximately 1910 to 1950. Three of Clayton's cotton mills eventually closed in the early 1960s as the need for cotton's was reduced. In the mid-1970's, farming in the area was also starting to be phased out as an economic force in Clayton due to the area's shift from agriculture to industrial work and towards a more service and trades-oriented economy. In that same era, Clayton saw significant expansion in residential and commercial development. The construction of major



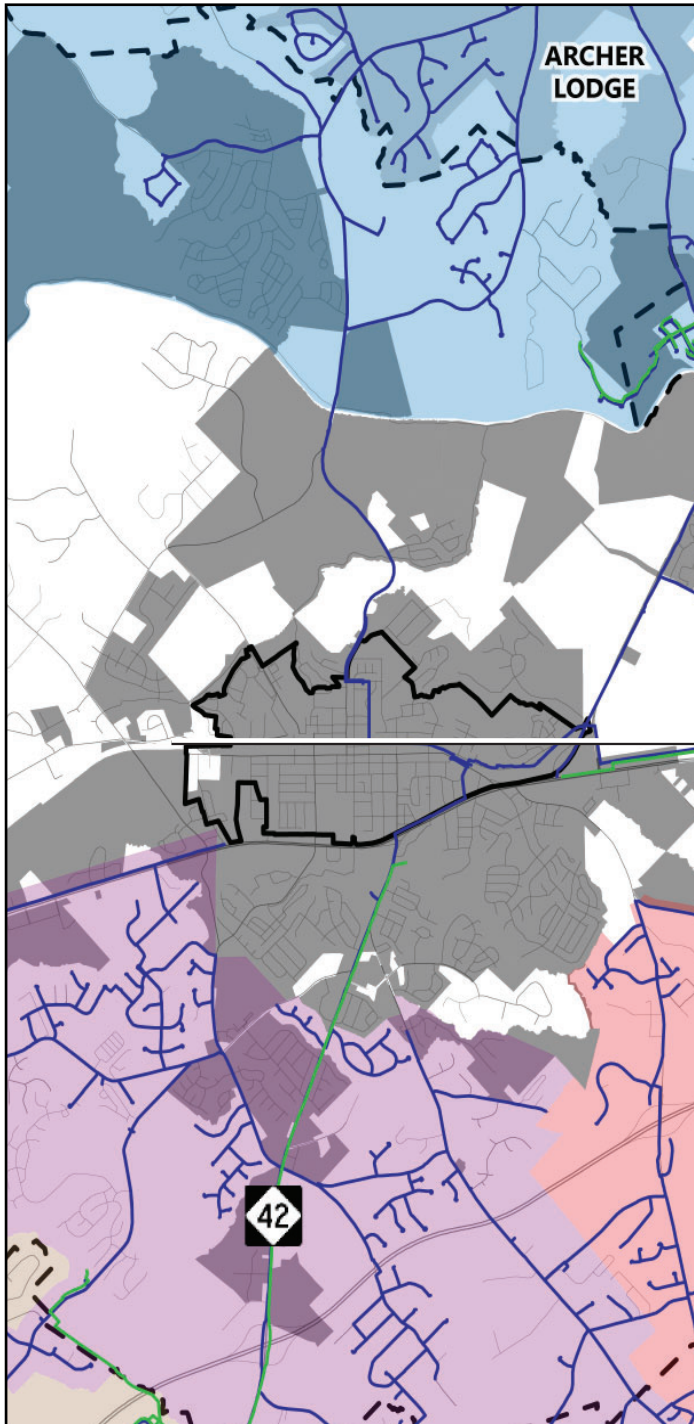
highways, such as Interstate 40 and US Route 70, had made the town even more accessible and attractive to newcomers. The population steadily increased, and Clayton transformed into a suburban community while retaining its small-town charm.

Today, Clayton is known for its vibrant community spirit, excellent schools, and a thriving arts scene. The town hosts numerous events and festivals throughout the year, fostering a strong sense of belonging among its residents. Clayton's historic downtown district has been revitalized, preserving its architectural heritage while offering modern amenities and a welcoming atmosphere for visitors and residents alike. Many of the historic buildings and neighborhoods within the Clayton Historic district are on the National Register of Historic Places, and include the:

- Clayton Banking Company Building
- Clayton Graded School and Clayton Grammar School-Municipal Auditorium
- Clayton Historic District
- Cleveland School
- Ellington-Ellis Farm
- Walter R. and Eliza Smith Moore House
- Sanders-Hairr House
- Stallings-Carpenter House

Clayton has a history that reflects the broader trends of growth and change in the American South. From its agricultural roots and railroad-driven development to its modern identity as a

thriving suburban community, Clayton's history is a testament to its resilience and adaptability. As it continues to grow and evolve, Clayton remains a place where the past and the present coexist harmoniously, creating a unique and vibrant town for generations to come.



04-B

INVENTORY + ANALYSIS

IN THIS CHAPTER

EXISTING PLANS + DEVELOPMENT ORDINANCE

EXISTING LAND USE

EXISTING BUILDING INVENTORY

ZONING

DEVELOPMENT OPPORTUNITIES

REAL ESTATE AND MARKET

TRAFFIC, TRANSPORTATION + PARKING

PUBLIC SPACES + STREETSCAPES

ENVIRONMENTAL CONSTRAINTS

COMMUNITY SERVICES

ENGAGEMENT

KEY TRENDS



PREVIOUS PLANS

Over the years, the Town of Clayton's Planning Department has been responsible for numerous guiding documents that help to manage land use, zoning, and infrastructure as Clayton grew in population and complexity. The department has been responsible for developing zoning ordinances, comprehensive plans, master plans and small area plans, transportation + parking plans, and historic preservation plans amongst others.



For this Downtown Master Plan process, the project team began by conducting a review of the most recent of these prior plans including

the following reports which considered the downtown, economic development and land use:

- › Downtown Master Plan (2010)
- › Johnston County Transportation Plan (2011)
- › Parks + Recreation Comprehensive Plan (2013)
- › Clayton Economic Development Strategic Plan (2020)
- › Think Clayton – 2045 Comprehensive Growth Plan (2021)
- › Clayton Pedestrian Plan (2022)
- › Downtown Strategic Vision (2023)

Critical information from each of these plans has informed the Downtown Master Plan update and can be found throughout this document in the areas where they relate to the context of the Downtown Master Plan. Here are a few highlights of understanding gleaned from the review of these prior plans:

- › Downtown Clayton has worked diligently to incorporate design guideline criteria in new developments and to foster adaptive reuse of historic properties.
- › Many goals of the prior Downtown Master Plan have been achieved and implemented over the last 12 years.
- › Efforts at Public/Private Partnerships have been fruitful but renewed connections are advisable.
- › Progress with the Railroad has been difficult but recent changes in their leadership

- › different materials such as pavers, have all been slow in implementation, but progress has been made in changing traffic patterns.
- › The proposed realignment at Central Street remains unacted upon.
- › Design for streetscape improvements has been acquired but remains unacted upon
- › New sidewalk construction has been limited to areas where damage or underground excavation required replacement.
- › Gateway signage has been installed at the east end of Main Street but not in other Downtown approach locations.
- › Economic investments have been strong and commercial vacancy is down significantly.



2010 DOWNTOWN MASTER PLAN MAP

Elements of the 2010 Clayton Downtown Master Plan have come to fruition including goals of downtown vacancy reduction, establishment of improved ordinance text, establishment of a Downtown Overlay District, incorporation of public art programs and expanded festival and event programming, branding and marketing campaigns, and a couple of redevelopment partnerships to get new businesses off the ground and established.

While many of the suggested redevelopment options, parking consolidation, gateway features, and other recommended physical elements of the 2010 plan were not implemented, the establishment of design guidelines, restrictive code language, and the efforts of the Downtown Development Advisory Board have created an environment that has a strong economic impact and has been able to maintain a familiar character for Downtown that aids in establishing Downtown Clayton as a desirable place to live, work, recreate, and to do business.

✓ 2010 Downtown Master Plan Map / Town of Clayton and OBS





- › and efforts by Town representatives at cooperative outreach may help.
- › Parks + Recreation has made significant investment into downtown active open

- › space and greenway connections.
- › Transportation recommendations including improved parking lots, improvements along the railroad corridor on Front Street,

structured parking, and pedestrian cross access improvements such as pedestrian alleyways and improved crossings using

✓ 2010 Downtown Master Plan (Partial) / Town of Clayton







INVENTORY + ANALYSIS

This chapter provides an overview of the existing physical conditions in and around Downtown Clayton. By analyzing existing land uses, transportation conditions, environmental constraints, and community services, we can better understand how each of these factors has shaped, and will continue to shape downtown Clayton over the next 20 years. While the majority of this chapter focuses on Downtown Clayton, several elements have been highlighted outside the downtown boundary or further focused in on the downtown core.

✓ Clayton Downtown Main Street / Town of Clayton





LAND USE

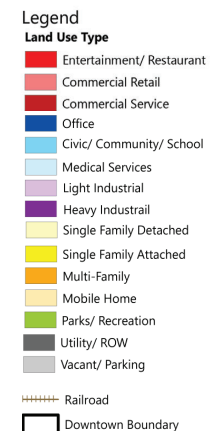
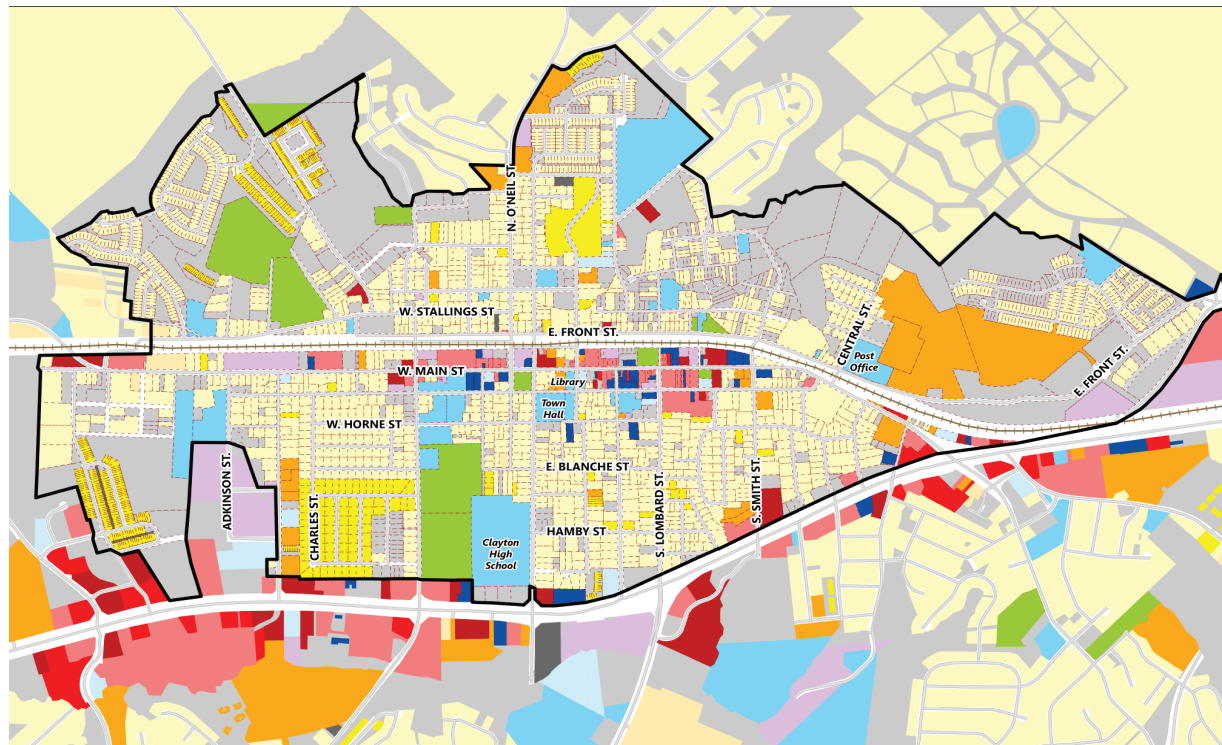
This section of the assessment is focused around the use of land within the downtown study area. Land uses include parking, specific land use typologies (commercial, residential, etc.), and current zoning.

EXISTING LAND USE

The map illustrates the existing land use of parcels downtown in their current state. This assessment showed that 38% of the land in Downtown can be classified as unoccupied/vacant. This includes parcels dedicated to parking but do not contain any structure. 30% of the area in Downtown is occupied by Single Family Detached Homes. Only 6.6%

of the land area in Downtown Clayton is occupied by Civic, Community, or Institutional Uses. The commercial, industrial, and office uses in Downtown are mostly concentrated along Main Street, with another commercial concentration along Business 70. Residential and vacant properties consume the edges of Downtown. The breakout of the individual land use typologies are illustrated on the following pages.

Existing Land Use



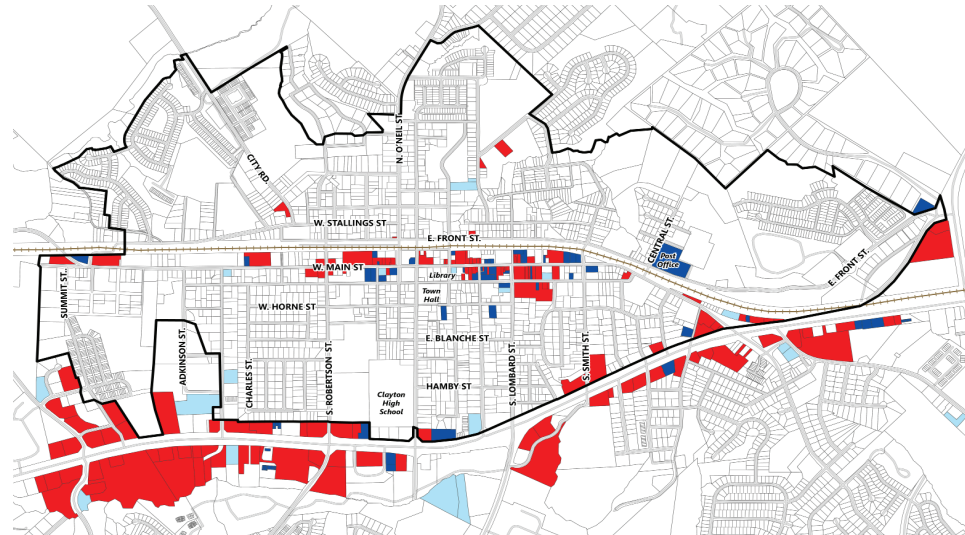


COMMERCIAL ORIENTED USES

Commercial oriented uses includes buildings that are not public, civic, or residential. This includes retail stores, restaurants, offices, service industries, and medical offices. Commercial business are shown in red, office uses in blue, and medical services in light blue.

Legend

■ Commercial	+++++ Railroad	— Road Centerlines
■ Office	 Downtown Boundary	 Parcels
■ Medical Services		

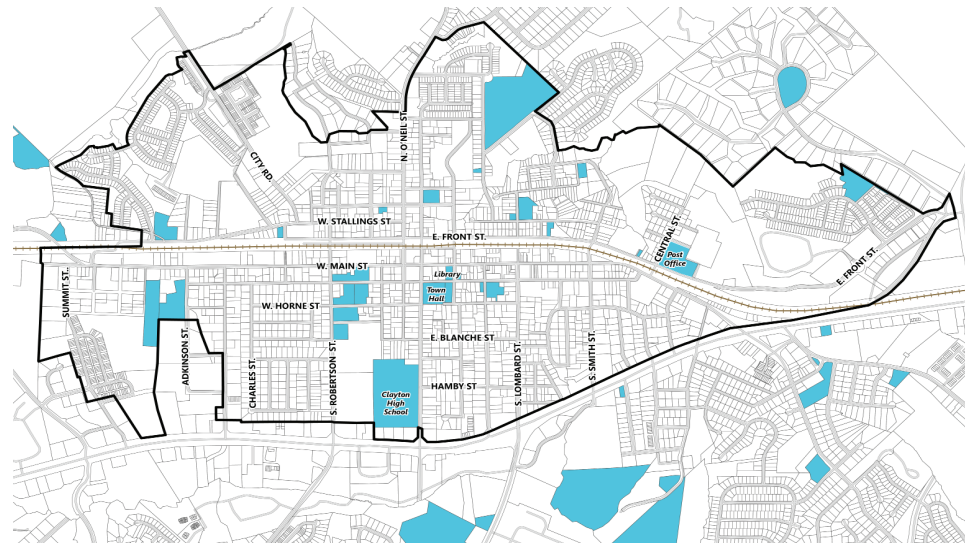


CIVIC AND INSTITUTIONAL LAND USES

Civic and Institutional land uses are buildings and parcels that have a public or organizational uses. These uses include government buildings, churches, community centers, clubs/organizations, and schools (public and private). Within Downtown Clayton there are several civic/institutional land uses spread out. Large concentrations of these uses include the blocks containing the fire department, emergency medical services building, and the high school as well as the blocks with the Town Hall and Library properties.

Legend

■ Government, Schools, Churches, Community Centers	+++++ Railroad	— Road Centerlines
 Downtown Boundary	 Parcels	





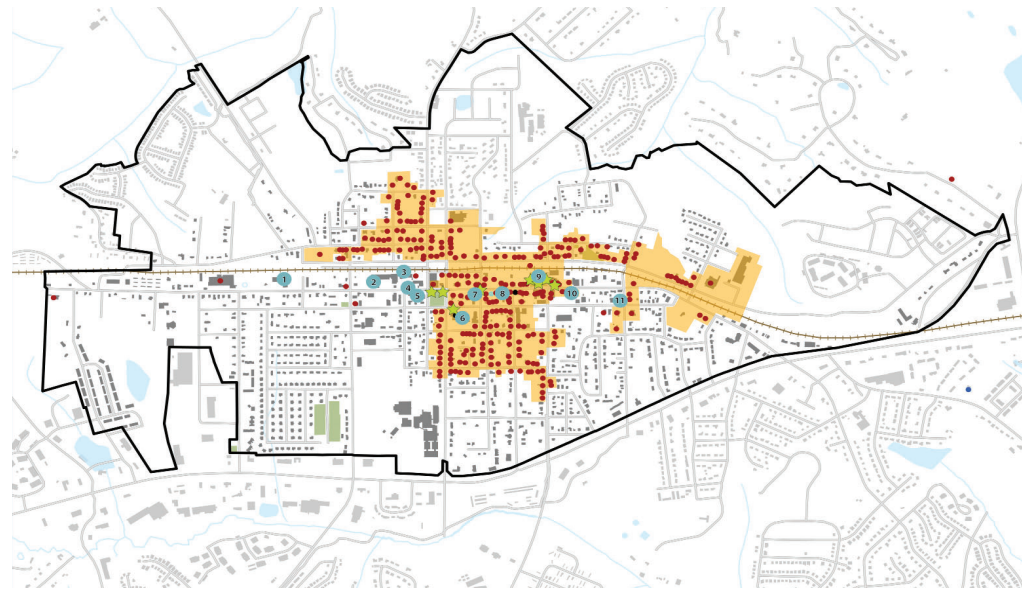
EXISTING BUILDING INVENTORY + ANALYSIS

HISTORIC AND CULTURAL SITES

The central portion of Downtown Clayton is within a historic district. The Historic district includes portions of the downtown commercial core as well as some of the residential neighborhoods to the north and south of the railroad. The historic district serves to help preserve the history and architecture of buildings while promoting their continued use. The Clayton Historic District is listed as part of the National Register of Historic Places as of 2010.

The map to the right illustrates historic structures based on their status on the National Register of Historic Places. There are more than 300 buildings and sites within Downtown Clayton which are considered historic.

The map also highlights cultural and arts facilities within Downtown Clayton which help sustain the history, culture, and vibrancy of downtown.



Historic and Cultural Sites

Legend

Historic Resources Status

- National Register Building
- Surveyed Building
- Determined Eligible
- Historic District

Arts and Entertainment

- 1 Clayton School of Dance
- 2 Monster Batting Cages
- 2 Ragland Productions
- 4 Right Angles Framing and Art
- 5 Epic Ave
- 6 The Clayton Center
- 7 Hocutt-Ellington Memorial Library
- 8 Brick and Mortar Events
- 9 Clayton Farm and Community Garden

- 10 Clayton School of Creative Arts
- 11 Heart 2 Hands Art Gallery



ZONING

There are various zoning classifications in and around Downtown Clayton which reflects the diverse land uses within the same area. The mix of allowable uses has helped to shape the growth of Downtown. Main Street is largely zoned B-1 : Central-Business which comprises the core of downtown. This district is intended to create a central business district and town center by allowing a range of commercial, retail, service, office, institutional, public, cultural, and entertainment uses. Downtown Clayton also has zone B-2: Neighborhood Business which partially surrounds the B-1 district and emphasizes more small scale commercial and service. B-3: Highway Business is largely concentrated around Business 70 and a few parcels along the edges of the B-1 district.

As represented in the existing land use analysis, the majority of land in Downtown outside of the central business district is single family residential. There are three residential districts within the downtown area, R-8 which is the primary designation at 31% of the land in Downtown, consists of 8,000 sq ft lots. 20% of land is zoned R-6 with slightly smaller lot sizes at 6,00sqft. And 17% of the total downtown land is zoned R-10, which also covers the north western side of Downtown. As you move away from

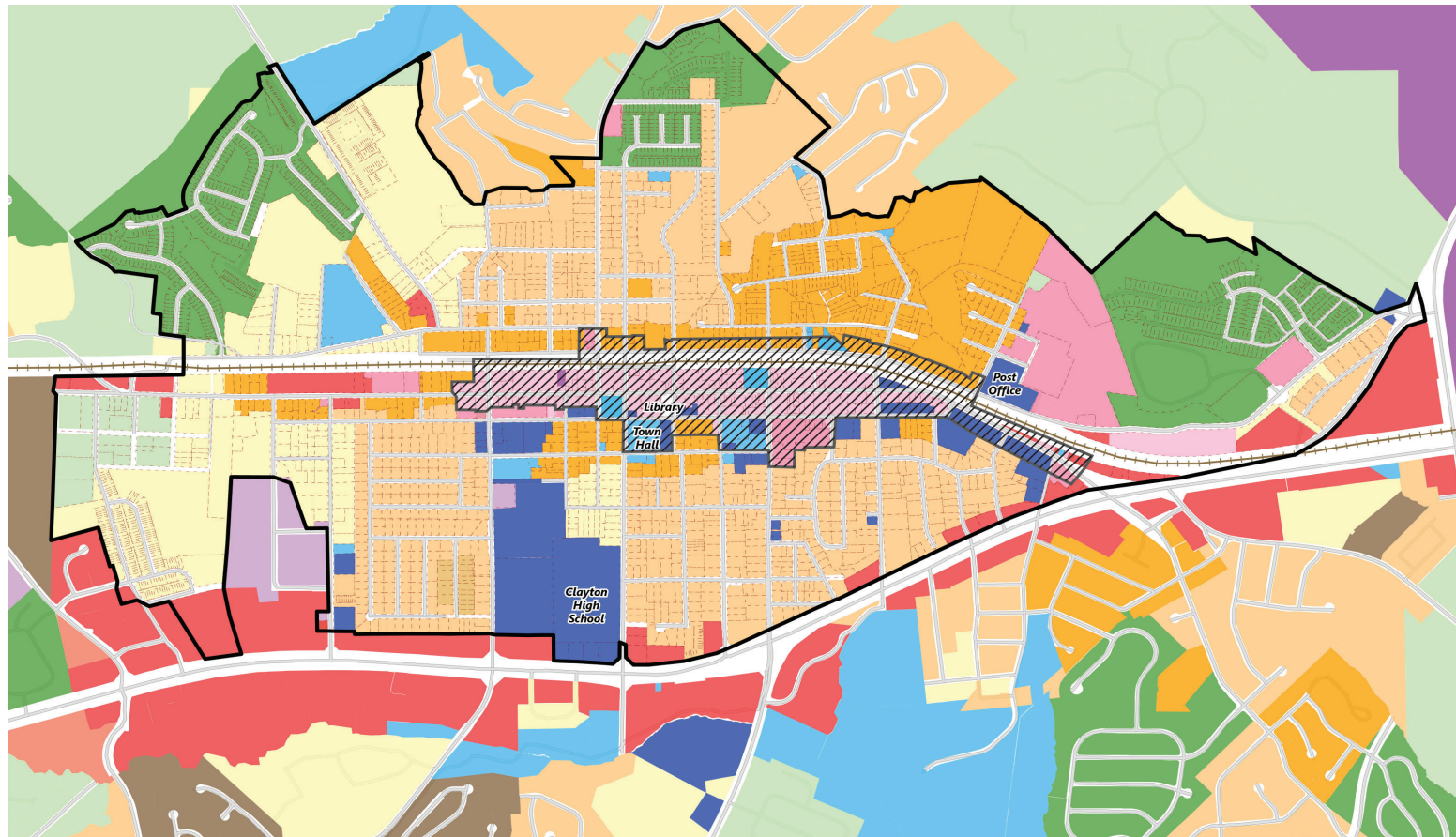
Downtown there are more R-E zoned parcels which define the lowest density residential developments which are intended to provide for a more rural character with more open space.

Office and Institutional zoning is the next highest zoning category covering 10% of land in Downtown. The majority of the land within this category is part of Clayton High school property. The O-I zone is intended to be located along major roadways and serve as a buffer between commercial and residential uses.

There are only a couple industrially zoned parcels in Downtown Clayton: I-1: Industrial Light and I-2: Industrial Heavy. I-1 uses include warehouses and wholesaling industries that do not provide a nuisance to nearby residents and businesses. While I-2 does include a broader range of industrial uses, the only parcel zone for this is adjacent to the railroad.

The PF: Public Facilities zone applies to the publicly owned and operated land such as government administration, public parks, public libraries, and recreation areas. These uses are generally concentrated around the central business district or within residential areas. The Town of Clayton has used to have Planned Development Districts as well (PD-C, PD-MU, PD-R). However, these have since been transferred to Conditional Zoning Districts

with the previous use begin considered grandfathered. None of these districts are within the Downtown Clayton Boundary.



Zoning Map

Legend

CC	PD-C	RHD	Railroad	Downtown District
PUB	PD-MU	RMD	Downtown Boundary	
DTN	PD-R	RLD	Downtown Parcels	
NCM	RLL		Road Centerlines	
LID				
HID				
OFI				





DEVELOPMENT OPPORTUNITIES

There are several factors that contribute to the development and redevelopment potential of a site: land value as a total percentage of the parcel, property ownership, tax exemptions, and current projects. These base analysis can provide insight to the Town and developers to quickly identify which properties or assemblage of properties will meet the project goals.

LAND VALUE AS A PERCENTAGE OF THE TOTAL VALUE

This analysis, sometimes called a resistance to change analysis, identifies properties where the land is significantly more valuable than any building or improvement on the site. Parcels marked in dark green have a land value that is 100% of the total value which typically indicates vacant land or a parking lot. These properties often provide the greatest opportunity for new development.



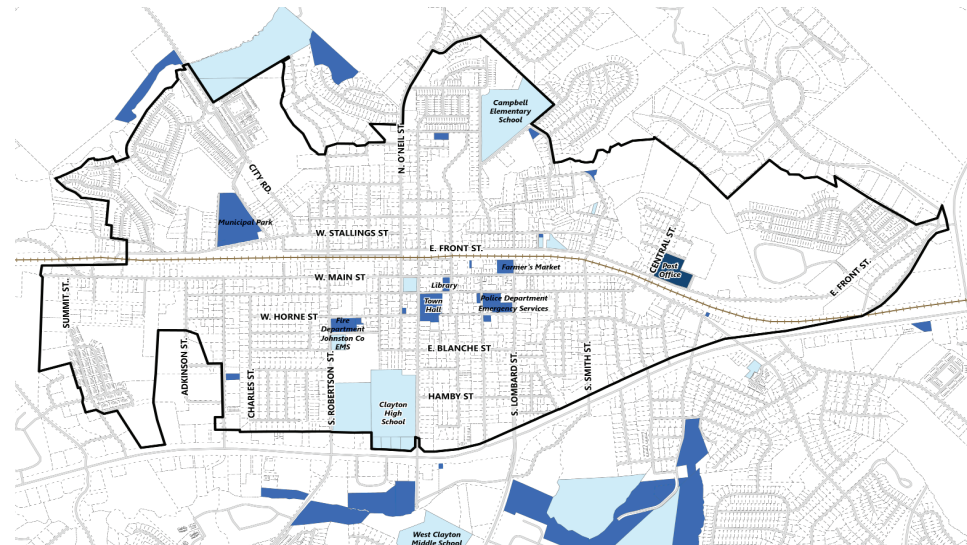
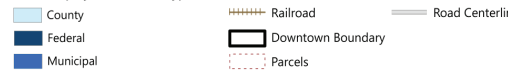


GOVERNMENT OWNERSHIP

There are several parcels within downtown Clayton which are owned by a government entity. The land uses that are associated with these properties include: public schools, public hospitals, town hall and government offices, emergency services (EMS, Fire, Police), and municipal and county owned parks. The government owned properties are fairly concentrated in the south-central of downtown.

Legend

Ownership by Government Type

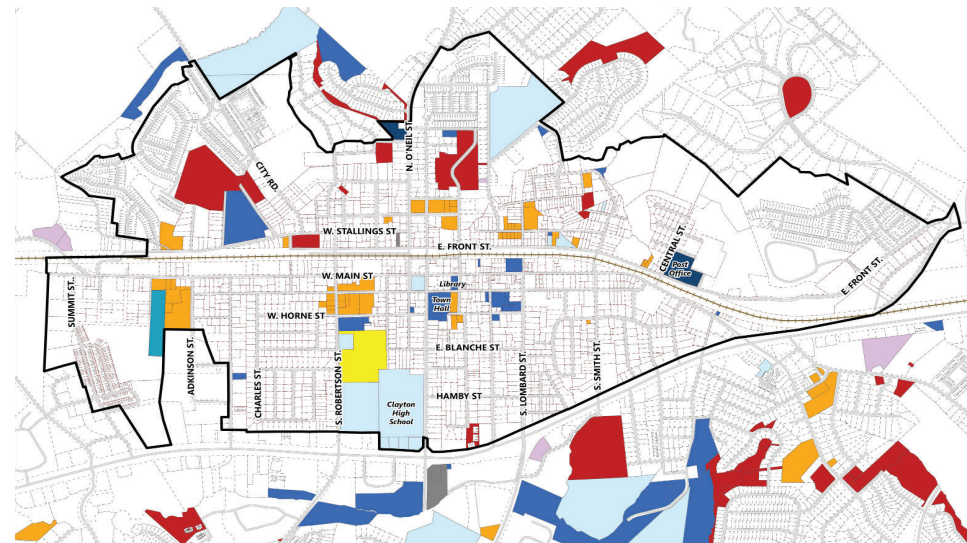
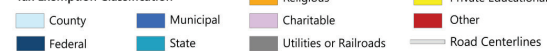


TAX EXEMPTIONS

The parcels highlighted in this map have some form of the following tax exemption: government, religious, charitable, educational, utility, or other. Religious tax exemptions are the most prevalent within downtown Clayton followed by governmental exemptions. Tax exemptions can be an important tool for incentivizing development in downtown, but they also impact the tax base available for public improvements.

Legend

Tax Exemption Classification





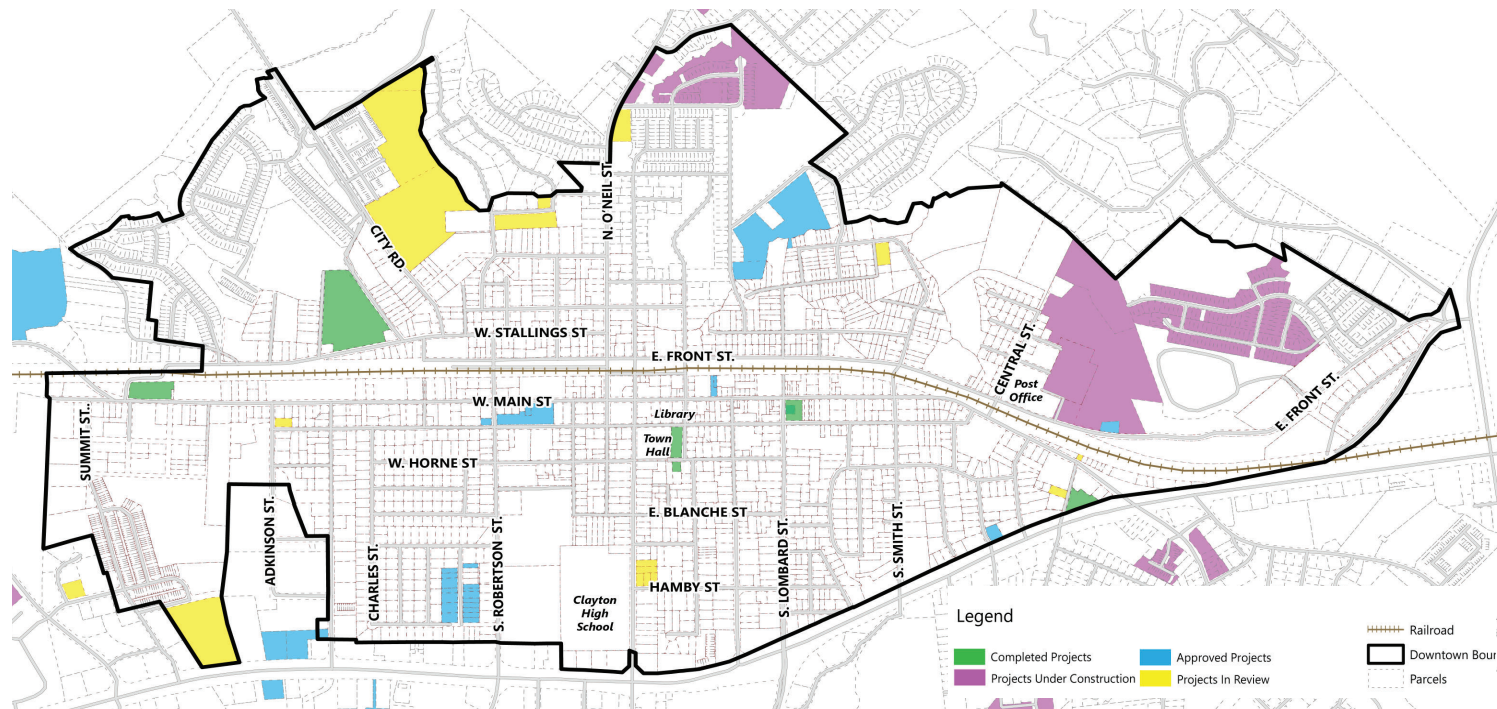
CURRENT PROJECTS

There are several ongoing development project in and around Downtown Clayton. The colors used on the map correspond to the stage of development that each project is within: In Review, Approved, Under Construction, and Completed. The most recently completed projects include the Clayton municipal park, West End mixed use development, Horne Memorial UMC Expansion and playground, remodel of 401 E. Main Street, and renovation of Smithfield's Chick and BBQ.

Most of the larger development projects are occurring on the outer edges of downtown. These projects are largely multi-family housing development projects such as the Spinning Mill Apartments to the east and Academy Pointe to the north of Downtown.

Within downtown there are also several multi-family town-home development projects approved and in the review phase. Some of these projects are Candlewood Town-homes (30 duplexes), Ridgecrest Townes (128 units), and Camel Street Town-homes (62 units). These projects will bring additional density into downtown and foster further development pressure.

✓ Current Projects

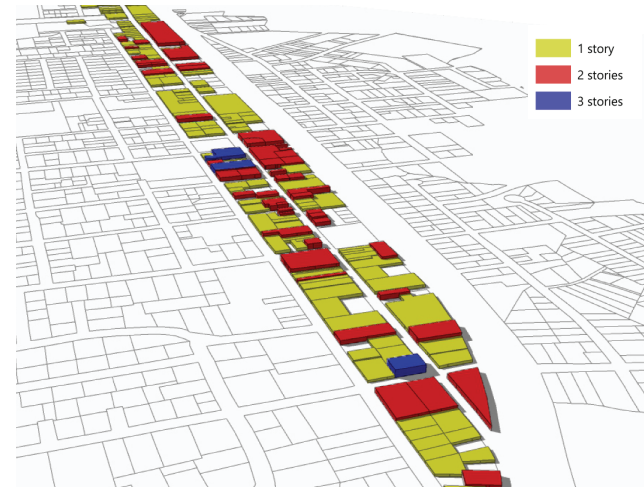




BUILDING HEIGHTS

When analyzing development and land use downtown, another factor to consider is density. Density can be looked at from both a building footprint to lot ratio as well as building height. The graphic on the right illustrates building heights along the Main Street corridor. Yellow parcels indicate where buildings are only 1 story tall, red parcels represent 2 story structures and blue represents 3 stories. Although the tallest buildings along Main are 3 stores, the majority of structures are only 1 story tall. One way in which density along the core of downtown could be increased is through encouraging more development and redevelopment to be 3 stories. This would maintain the small town feel of downtown while providing more opportunities for growth.

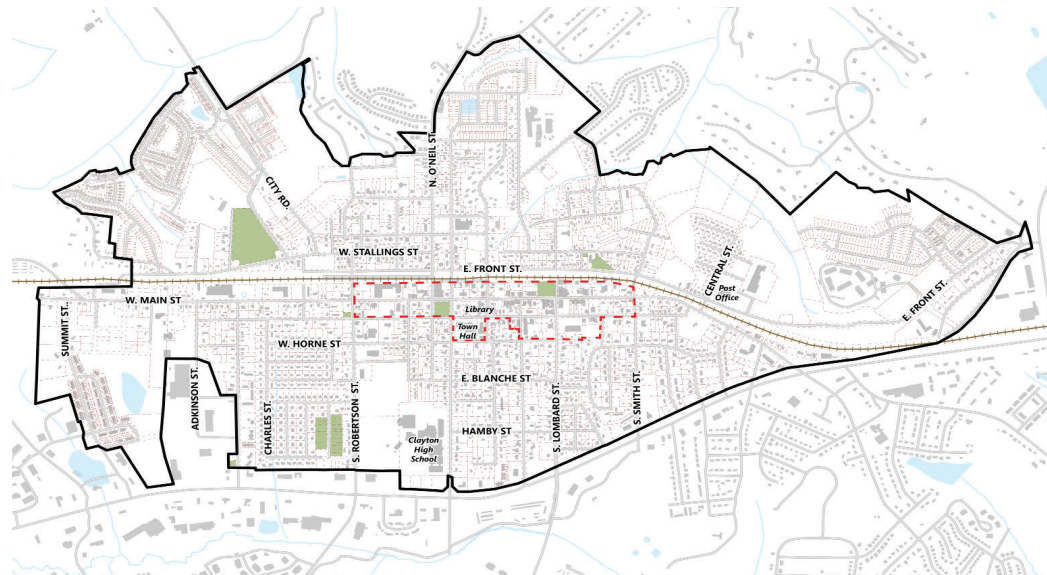
Building Height



PRIMARY FIRE DISTRICT

The town of Clayton currently has a primary fire district within the downtown core, stretching from South Robertson St to S. Smith St and from the railroad to Horne Street. Within this district there are additional development regulations which prohibit wood frame structures from being built, altered, or repaired without an additional permit. This limits new wood frame projects to areas outside of the primary fire district boundary.

Primary Fire District





TRANSPORTATION

While the Town of Clayton has appropriate ordinances related to transportation that support growth and maintain the character of Downtown, the ordinance listed below could be revised to better prepare for the future growth of Downtown Clayton.

§155.401.B.8

"In the downtown overlay district, there shall be no off-street parking requirements for non-residential development as specified in this section."

Although there seems to be plenty of parking available now, based on the type of development the Town is looking to attract to Downtown Clayton, this ordinance could lead to a parking shortage. It may be advantageous to consider adding a fee in lieu requirement, based on the land uses parking demand. The fee collected could help the Town fund the construction and maintenance of new designated parking and way-finding, such as new parking lots along Front Street and signage to point out parking areas.

REAL ESTATE AND MARKET ANALYSIS

Rose Associates partnered with the McAdams team to provide real estate and economic development analysis to support land use in completing the Clayton Downtown Master Plan. The Plan is intended to provide a comprehensive vision for long-term success and provide strategies that will form a resilient foundation through short-term disruptions and market cycles.

The plan includes strategies that are not intended to be rigid and inflexible. Markets evolve and change over time and faster than ever. Our analyses and forecasting of market data includes demographic, economic, employment, tourism, and real estate. It is both art and science. It is crafted by an experienced team of experts with a long track record of successful projects. Our work is designed to accommodate a range of market driven opportunities for housing and commercial uses in the downtown over the next 10+ years.

Simultaneously to the Master Plan effort, a Downtown Strategic Vision report was compiled by Downtown Strategies to provide short-term revitalization strategies over the next five years.

Downtown
Strategic Vision
1-5 years

Downtown
Master Plan
5-15 years

APPROACH

The approach includes evaluating the current realities of the downtown environment in the context of local and regional market dynamics and identifying future real estate and economic development opportunities. Finally, metrics are included to track progress, to determine if both short-term and long-term strategies are successfully moving in the right direction.

The community is informed on the underlying cause and effect of location decisions on real estate markets and economic development. A combination of methodologies is utilized in developing an understanding of the current market dynamics utilizing a variety of public and proprietary resources in our analysis. These include:

Economic Base Analysis is used to understand the regional economy and determine real estate demand. The underlying theme suggests that for every (basic) job that is created, a multiplier effect increases overall employment (both basic and non-basic), thus increasing both population and income within an area benefiting from such job growth. The corresponding growth (or decline) in jobs, population and income drive demand for commercial and residential uses of real estate.



Central Place Theory (CPT) is utilized to evaluate land use feasibility and identify trade areas. The underlying theme of CPT is that the location decision of commercial establishments is driven by maximizing forces. CPT suggests that certain locations are more desirable than others, primarily due to the location of existing establishments that are already attracting business activity. This means that there are central places with varying degrees of magnitude that attract customers. It can also be used for certain types of non-traditional housing, such as senior or student housing, whose locations are dependent upon central places, such as a university or hospital. The fundamental theme of CPT is that commercial locations are spatially interdependent.

Highest & Best Use is used to determine the most appropriate use of land, given the underlying economic base. It is site specific for targeted new development opportunities. Highest & Best Use, as defined in The Dictionary of Real Estate Appraisal, is:

The reasonably probable and legal use of vacant land or an improved property, which is physically possible, appropriately supported, financially feasible, and that results in the highest value. The four criteria Highest & Best

Use must meet are legal permissibility, physical possibility, financial feasibility, and maximum profitability.

Measuring Success. Understanding market dynamics begins with current reality, leading to strategies for success. The goal of any plan should be action and implementation, measured to determine when and where to allocate funding for future Capital Improvement Projects (CIP). Key Performance Indicators (KPI) and Return On Investment (ROI) are measurement tools to gauge how successful the Plan has been in achieving specific goals and objectives.

KPIs are a forward-looking predictor of end performance, whereas ROI is used as a backward-looking informer of future budget allocation decisions. ROI is a long-term game. While KPIs are incredibly important to help gauge short-term performance and optimization decisions, they shouldn't be confused with ROI. Consider KPI metrics vs. ROI measurement in terms of reading a book. KPIs tell you what happens after each chapter, whereas ROI tells you what happened after the conclusion of the entire story.

Data Sources:

- US Census Bureau
- US Bureau of Economic Analysis
- US Housing + Urban Development (HUD)
- CCIM Site To Do Business
- ESRI
- CoStar
- Triangle Realtors Association
- Redfin
- Rent Café
- VisitNC

PREVIOUS PLANS

We began by conducting a review of the prior plans including the following reports which considered the downtown, economic development and land use:

- Downtown Master Plan (2010)
- Clayton Economic Development Strategic Plan (2020)
- Think Clayton – 2045 Comprehensive Growth Plan (2021)

Current Situation

Future Opportunities

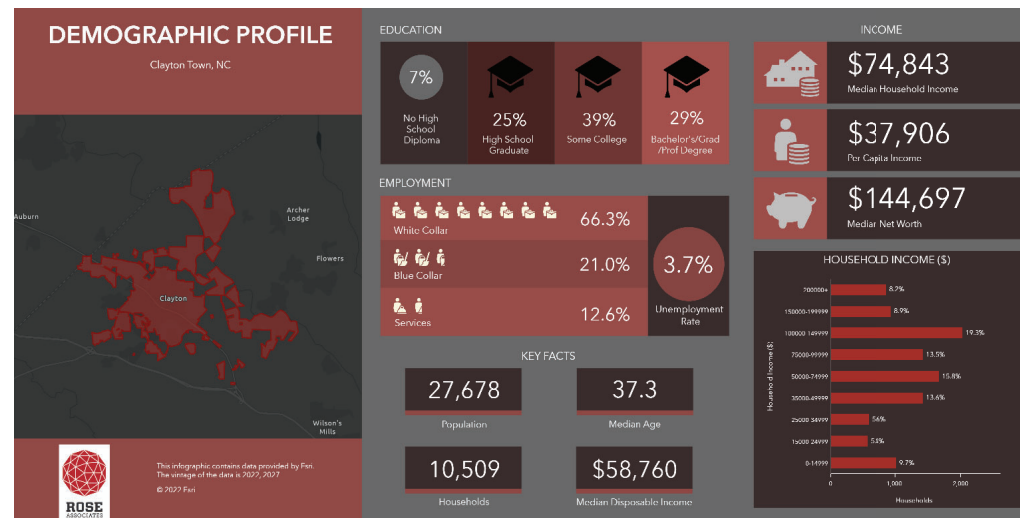
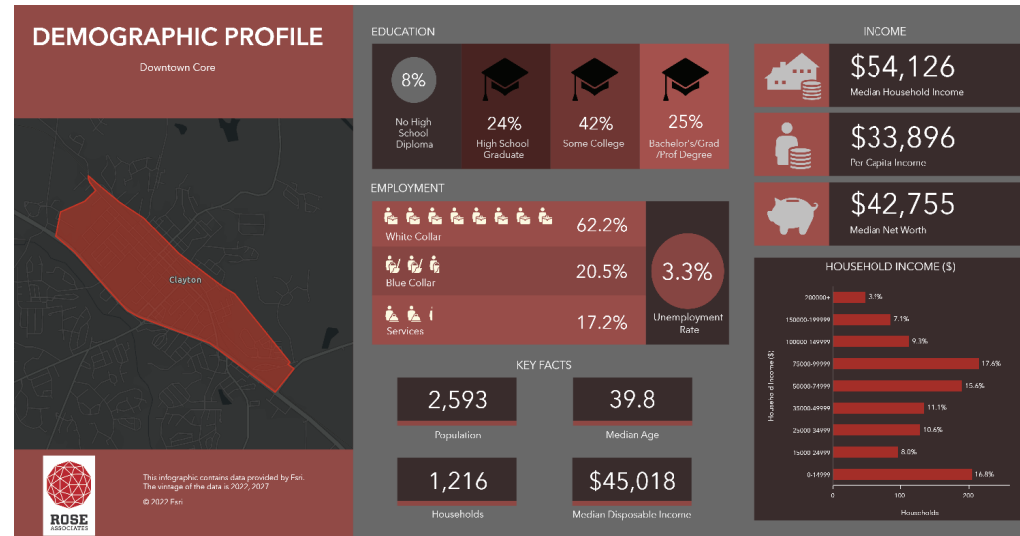
Metrics for Progress



DEMOGRAPHIC + ECONOMIC DATA

According to the 2020 US Census, Johnston County is the fastest growing county in NC over the last decade. It ranked 12th in population among 100 NC Counties. It grew by 27.9% from 2010 to 2020 (215,999). Since then, the population has grown by another 13,475, or 6.24%. Johnston County and Clayton is part of the fast-growing Raleigh metropolitan area, the second largest metropolitan area in North Carolina, according to the state's office of management and budget.

The profile of the Town of Clayton indicates a balanced mix of socioeconomic factors that make up its population. And when comparing this data with the downtown, some differences began to emerge. We discover that Clayton is a fast growing and strong market playing a key supporting role in the Raleigh metro story. Downtown is older, more diverse, less affluent, and slower growing than the overall Town and surrounding areas. This is largely due to the neighborhoods of older and/or historic homes in and around the downtown, and the limited new development that has occurred in the downtown compared to the surrounding areas.





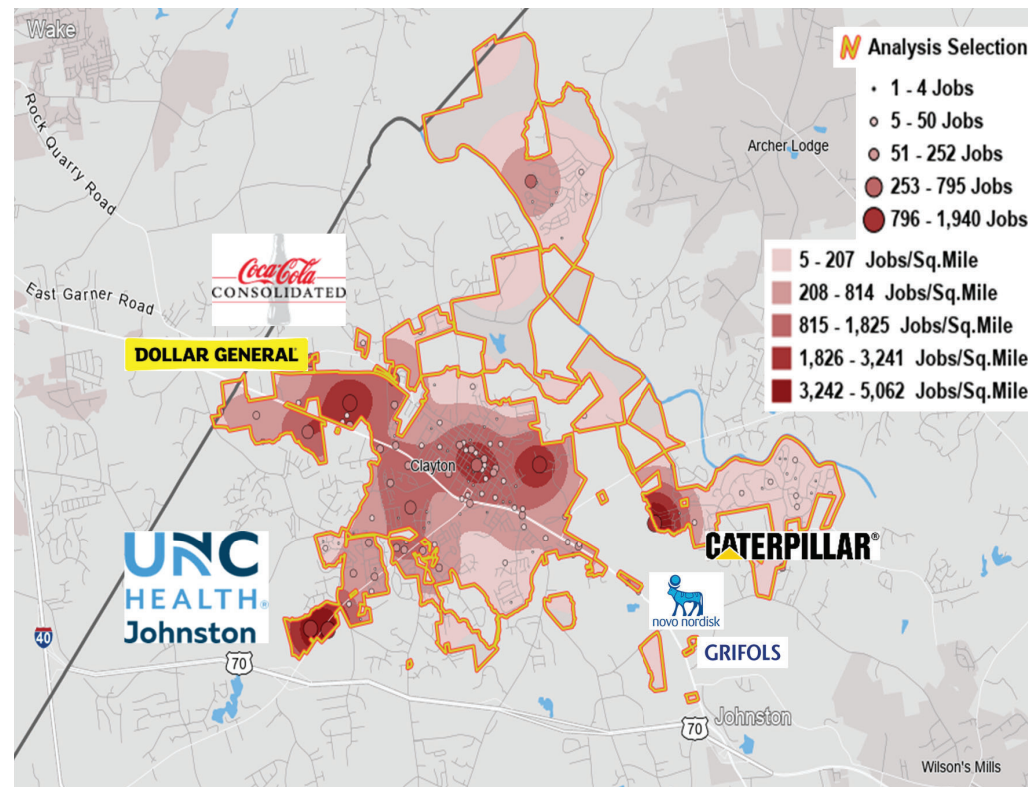
Geography	2010 Population	2022 Population	% Growth
Johnston County	168,874	229,474	36%
Town of Clayton	17,385	27,678	117%
Downtown Clayton	1,711	2,593	52%

▲ Population Growth / Source: US Census; ESRI

Since 2010, downtown Clayton has made great strides in creating a place that includes The Clayton Center entertainment and event venue, and a sculpture trail making Clayton a cultural center within Johnston County. Clayton is also now a manufacturing and healthcare hub. The concentration of employment in and around the downtown and along the Highway 70 corridor, include the UNC Health hospital and major employers such as Coca-Cola, Caterpillar and biomedical company Novo-Nordisk.

This job growth together with other employment in the Raleigh region has resulted in the evolution of Clayton from a bedroom community of commuters to a center of commerce, with primary central activity centers. Therefore, Clayton is evolving in a new way and must create its own identity within the county and compete with other fast-growing communities around the Raleigh metro region.

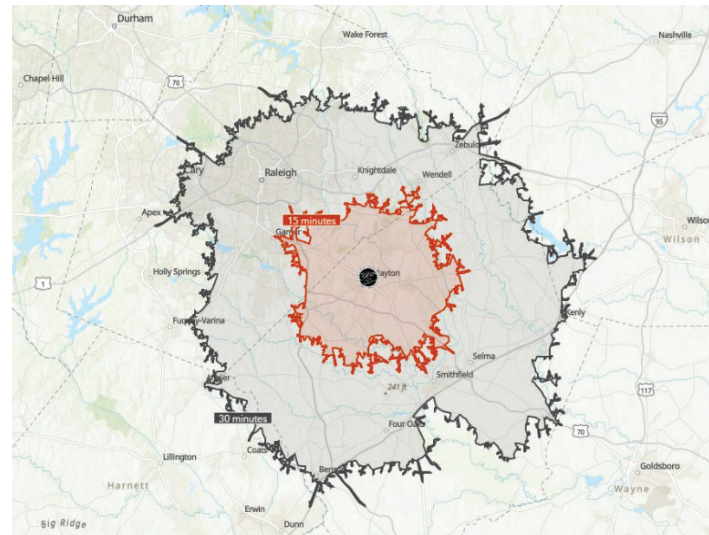
▼ Job Concentration



Source: Bureau of Labor Statistics; Rose Associates



The centers of influence in Clayton and the Raleigh metro assist in determining the primary and secondary trade areas for downtown. Rather than a radius around a point or a cell phone cluster around a popular shopping destination – the decision for most activities of daily life center around mobility and the time it takes to travel there. In rethinking mobility options, one must consider car, train or air travel, in addition to walking, biking or some other form of micro wheeled mobility. For most local trips this includes up to a 15-minute drive, while longer trips are the focus for commuting to work, shopping for larger consumer goods or attending regional sports/entertainment venues.



Population by Commute Distance

Whether for local trips or commuting to work, Clayton's reach includes a large and affluent population. Aside from housing and shelter, the top annual consumer spending categories per household in Clayton include:

- Healthcare
- Food at Home
- Food away from Home
- Entertainment/Recreation

Each of these top-ranking categories were close to, or on par with, national averages.

2022 DATA	15-MINUTE DRIVE	30-MINUTE DRIVE*
Population	127,685	788,624
Daytime Population	127,685	788,624
Median Age	36.8	35.7
Median HH Income	\$82,204	\$72,674
Average HH Income	\$105,266	\$99,145
Average spent Healthcare	\$7,150	\$6,656
Average spent Food @ Home	\$6,079	\$5,868
Average spent Food away from Home	\$4,334	\$4,175
Average spent Entertainment/Recreation	\$3,669	\$3,449

*Average Commute Time



REAL ESTATE ASSESSMENT

Review of real estate inventory highlights the current conditions within the market, which are reflective of both past trends and present market cycles.

COMMERCIAL SUPPLY

Data from Costar includes office, retail and multifamily housing (4+ units). As of September 2022, the data indicates a robust multifamily apartment market throughout the region, with smaller inventories of vacant available office and retail space in Johnston County and Clayton. When compared to Johnston County and two other adjacent submarkets in the Raleigh Region, Clayton's competitive position becomes apparent as an affordable option for an apartment or commercial space.

Since the time of this September 2022 study, office demand has dropped sharply to roughly 40% of pre-COVID demand. Hybrid or fully-remote work situations have become commonplace indicating that this trend will become a long-term factor if not a permanent one. It is recommended that 40% reduction in demand be taken into consideration when determining mix of uses in vertical mixed-use recommendations.

✓ Real Estate Inventory

METRICS	JOHNSTON COUNTY SUBMARKET	SOUTHEAST/ SOUTH SUBMARKET	NORTHEAST/EAST SUBMARKET	CLAYTON SUBMARKET	COSTAR RALEIGH MARKET
Multifamily Inventory	3,400 units	5,438 units	5,865 units	2,934 units (+4.5%)	112,463 units
Multifamily Vacancy	6.7% (+2.3%)	4%{+1.1%}	8.4% (+6.5%)	4.6% (+0.2%)	6.5% (+1.5%)
Multifamily Market Rent	\$1,426 (+6.9%)	\$1,467 (+8.0%)	\$1,571 (+13.1%)	\$1,351 (+6.5%)	\$1,574/unit (+9.2%)
Office Inventory	2,470,000 SF	2,048,000 SF	1,239,000 SF	971,000 SF (1.3+)	77,210,000 SF (+1.1%)
Office Vacancy	2.2% (-2.1%)	2.2% (+0.1%)	2.7% (+0.2%)	1.0% (-5.3%)	8.5% (+0.1%)
Office Market Rent	\$20.74 (+1.9%)	\$23.76 (+2.8%)	\$23.66 (+2.7%)	\$22.81 (+2.7%)	\$28.16 (+3.0%)
Retail Inventory	8,833,000 SF	5,594,000 SF	6,300,000 SF	2,300,000 SF (+7.3%)	77,159,000 SF (+1.0%)
Retail Vacancy	2% (-0.4%)	1.0% (-3.7%)	4.1% (+0.7%)	1.2% (-0.7%)	2.6% (-0.9%)
Retail Market Rent	19.19 (+8.6%)	\$23.06 (+9.0%)	\$19 (+9.3%)	\$19.93 (+7.9%)	\$24.35 (+9.7%)



HOUSING SUPPLY

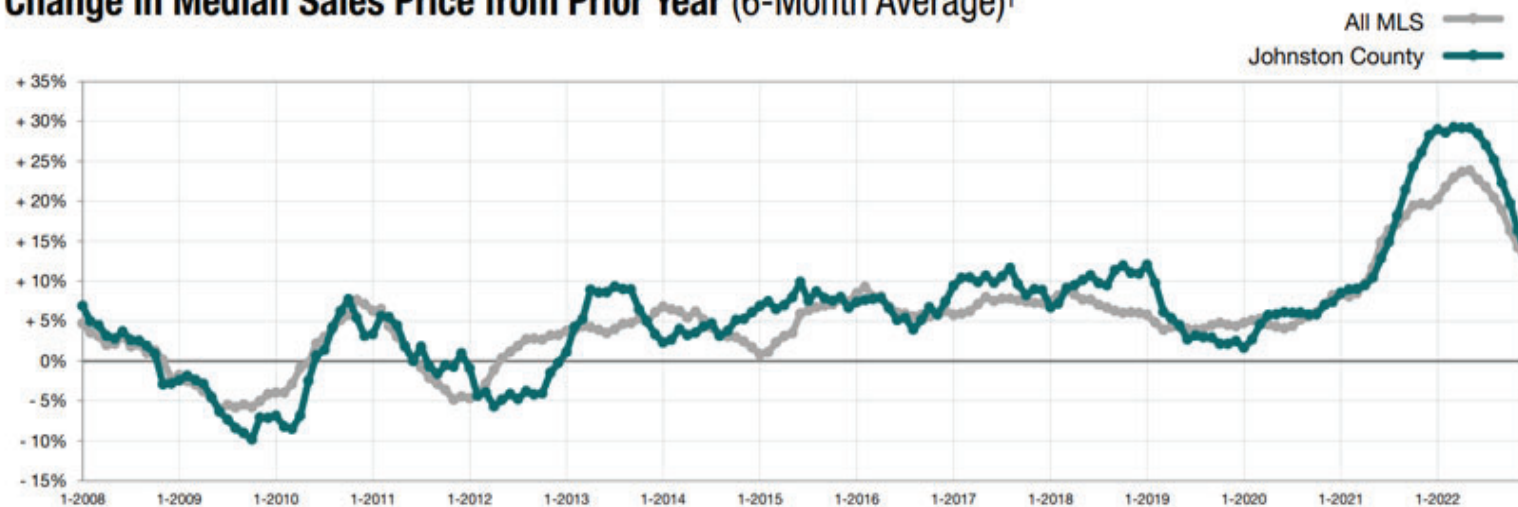
As of July 2022, US Census estimates that 56,753 new privately owned housing units had been approved in North Carolina at an estimated value of \$13.4 million, second behind only Florida for the entire Southeast region. Johnston county is one of 31 Counties in North Carolina to enjoy strong housing growth, influenced by the strong Raleigh triangle region. However, during last quarter of 2022, home sales and prices began to decline due to rising interest rates and a looming threat of recession.

JOHNSTON COUNTY

According to the U.S. Department of Housing and Urban Development (HUD), there were 2,080 new single-family permits issued in Johnston County from January through August 2022. Sales of existing single-family homes totaled 3,698 for the same period.

According to the Triangle Realtor Association MLS (multiple listing service), the median home sales price for Johnston County in August was \$370,950, up 27.2% year over year. By December, prices declined to \$364,900.

Change in Median Sales Price from Prior Year (6-Month Average)[†]



[†] Each dot represents the change in median sales price from the prior year using a 6-month weighted average. This means that each of the 6 months used in a dot are proportioned according to their share of sales during that period



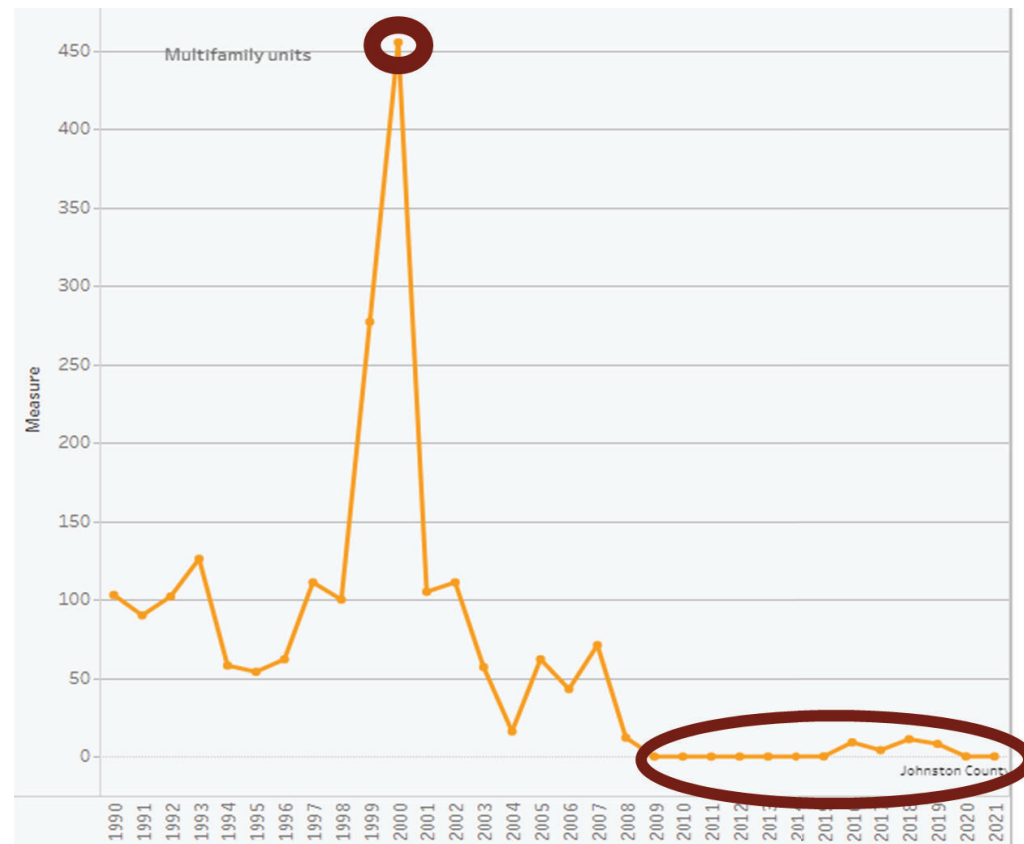
CLAYTON HOUSING MARKET TRENDS

According to Redfin, in December 2022, Clayton home prices were up 8.0% compared to last year, selling for a median price of \$343K. On average, homes in Clayton sell after 46 days on the market compared to 39 days last year. There were 60 homes sold in December this year, down from 117 last year.

And after their peak in 2000, apartment construction fell flat in 2008, just prior to the recession. There were no multifamily projects permitted in Johnston County in 2022 according to HUD.

According to Rent Café, the average rent for an apartment in Clayton is \$1,563, with an average size of 1,057 square feet. This compares to an average rate in Raleigh of \$1,630. The cost of rent varies depending on several factors, including location, size, and quality.

While there was little permitting activity in the multi-family sector, since the last data point on this associated study data (2021), multi-family construction starts have sharply risen in the vicinity of the downtown core. Demand for apartments in the region is at an all-time high indicating that a larger demand for multi-family residential should be a consideration for recommendations from the Downtown Master Plan.



Multifamily apartment permits



Clayton Apartment Rents ~ Rent Café 2022



FUTURE MARKET DEMAND

Based on estimated growth, Clayton's current market share and a recommended downtown capture rate within the county, product demand over a 10-year period is estimated:

$$\text{POPULATION GROWTH} + \text{EMPLOYMENT GROWTH} \times \text{MARKET SHARE} + \text{CAPTURE} = \text{DEMAND}$$

Geography	2010 Population	2022 Population	% Growth
Johnston County	168,874	229,474	36%
Town of Clayton	17,385	37,678	117%
Downtown Clayton	1,711	2,593	52%

Type of Development Demand	Estimated Market Capacity	Targeted Capture (Johnston County)
Residential	50-100 units/year	10%
Retail/F & B	160,769 s.f.	25%
Office/Medical	77,260 s.f.	25%
Lodging	50 rooms	20%
<i>Note: assumes impacts on parking, road improvements and parks/open space</i>		



CREATING EXPERIENCES

CURRENT SITUATION

Experiencing downtown involves both getting there and being there. Adding to the experience are the design elements noted in providing attractive gateways, streetscapes and building façade and signage detail. Not only should it be a visually appealing and an inviting trip from a design perspective, downtown also must have places to visit and events to attend. Getting people to downtown is a marketing and tourism proposition.

The tourism industry is comprised of various sectors that house, feed, transport, and entertain visitors. There are five primary sectors within the tourism industry: 1) lodging; 2) transportation; 3) entertainment, recreation and activities; 4) food & beverage; and 5) retail. Each sector covers a broad range of fields, providing a distinct variety of goods and services. While separate from one another, they can often overlap and work in conjunction to create one complete and comprehensive hospitality experience.

According to the 2021 annual report by VisitNC, Johnston County ranked 28th in total spending among the 100 North Carolina Counties. Spending in the county grew 40.5% year over year, led by food & beverage (\$90.98m) followed by transportation (\$55.87m), lodging (\$51.96m),



recreation (\$33.39m) and retail (\$23.26m) for total spending of \$255.47 million dollars. There are fifteen outdoor and recreational attractions in the county and Clayton leads several of the top tourism attraction categories.

The success of the lodging market is dependent on demand drivers, which include attractions, events, and large employers, including hospitals and universities. One area of note are the cultural and historic features of the downtown. The Clayton Center provides events and cultural experiences for all ages. The Sculpture Trail highlights works of art along a guided walk. The county has partnered with OutdoorNC as 2023 is marked as "The Year of Trails" and

promotes several theme-based trail packages. Often these activities result in multi-day/ weekend stays which increases the visitor dollars spent per guest. In addition, downtown's historic features of both commercial and residential structures have broad historical appeal. The local brewery, Deep River Brewing attracts hundreds of visitors each week. And there are farms and several wedding venues in and around Clayton that provide additional economic benefit to the downtown. Collectively, Clayton attracts over 100,000 visitors annually.

There are five area hotels that include "Clayton" in their marketing to attract these visitors, however, only one limited-service hotel is physically located in the town of Clayton, along with a Bed & Breakfast in the downtown.

OPPORTUNITIES

- Create a Marketing Plan (Every 5 years). A collective effort to market Clayton's attractions, events, shops and restaurants in downtown would help elevate the number and length of visits leading to demand for additional lodging facilities. This may include traditional hotels, Bed & Breakfast inns and local homes via short term rentals such as VRBO and AirBnB. This will also help with the long-term stability of local shops and restaurants, by attracting a fluctuating stream of visitors.
- Create a Visitor Guide (Annually). Through



the marketing plan, create a budget to fund projects such as a digital and print visitor guide that can be distributed through the Chamber of Commerce, City Hall and local hotels and businesses.

- Complete Legislation to collect Local Room Tax (Annually). Johnston County collects a 3% rooms tax and many of the local municipalities collect a 2% room tax, which are redistributed at the local level to fund tourism, marketing and some limited projects. Clayton does not receive the benefit of a local room tax, as approval by the local elected officials. The next step in the collection of the local 2% room tax has yet to be introduced into legislation. Given the level of economic impact that these visitors create, the additional revenue from this source is currently forfeited.
- Consider a Lodging Market Study.

Whether contracted with the town, or in collaboration with local developers, a lodging market study would provide insights into the current and future opportunities for adding additional lodging in downtown Clayton.

- Create a Geocaching Trail. What is geocaching? Geocaching is a modern outdoor treasure hunting adventure, where participants use a set of coordinates and GPS or mobile device to locate containers known colloquially as “caches” hidden all over the world. Each cache contains, at a minimum, a logbook for players to sign, but more exciting are the swag and tradable materials concealed within. Objects of equal or greater value can be traded, trackable items tagged, and/or collectibles awarded in special circumstances (i.e., first to find, completing a GeoTour, etc.). For

more information and where to download the app, visit [Geocaching 101](#).

LOCAL IMPACTS

Tourism is an important economic development pillar that supports employment in the five sectors above, increases the wealth of an area through spending, and leads to investments in the community through shopping, dining and recreation. The result is additional jobs and tax revenue for the community.

Job Creation. Tourism provides an economic stimulus by allowing for diversification and expansion of employment in all five tourism sectors and improves local income potential.

Property Tax Revenue. Supporting the addition of retail and restaurant space, creates additional property tax revenue for renovation, redevelopment and new development projects.



Local Room Tax Revenue. If legislation is passed to collect a local room tax, a hotel demand study would provide insight into how much of this revenue may be captured for Clayton. It could provide a source of funding for downtown staff and/or projects.

Sales Tax Revenue. The addition of visitors increases sales for local merchants and restaurants, thus raising the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Retail + Restaurants, Lodging (Hotels, Inns + Short Term Rentals), and Entertainment / Recreation.

RECLAIMING ASSETS

CURRENT SITUATION

Downtown includes some buildings and places that are neglected, obsolete or demand attention. These include buildings whose future highest and best use may no longer include the current use. These assets (land + buildings) are reflected in the opportunity sites identified within the downtown Master Plan. Johnston County's focus on economic development is primarily dedicated to manufacturing and other large-scale employment. Clayton enjoys strong educational attainment and income to attract investment.

Short-term revitalization and long-term asset management requires both intellectual and financial capital brought by local and regional entrepreneurs. Entrepreneurism can be cultivated in several forms.

There are currently 388 business and approximately 3,003 employees working in the downtown, compared to a population of 2,593 who live there. Downtown retail and restaurant businesses are dependent upon a minimum threshold of both residents and the daytime population of visitors and employees to be successful.

According to a 2022 study by [Regus](#), it highlights "five things that the stats can't ignore

EMPLOYMENT TO RESIDENT HOUSING SUMMARY	JOHNSTON COUNTY	DOWNTOWN CORE
Total Businesses	5,957	388
Total Employees	52,285	3,003
Total Resident Population	229,474	2,593
Employee/Resident Population Ratio	0.23	1.16
Annual Estimated Average Employment Growth	2,044	117
Average Annual Estimated Housing Demand	1,635	94

ESTIMATED POPULATION GROWTH TO RESIDENT HOUSING	JOHNSTON COUNTY	DOWNTOWN CORE
2022 Total Population	229,474	2,593
2027 Estimated Total Population	250,964	3,142
Projected Added Population	21,490	549
2022-2027 Average HH Size	2.71	2.13
Estimated Housing Unit Demand (2022-2027)	7,930	258
Average Annual Estimated Housing Demand	1,586	52



coming out of the pandemic”:

- › 88% of employees want to embrace hybrid working
- › Over 50% of digital nomads are in need of reliable Wi-Fi
- › 80% of our workforce is in danger of burning out
- › Automation can free managers up to focus on what matters, reducing workloads by 69%
- › Over 75% say cutting commuting is the key to sustainability

The majority of these workers are white collar jobs that work in office or retail environments – or work from home. Clayton residents are predominantly employed in white collar jobs, and as noted many of these employees commute to jobs in other areas of the region.

The dynamics of “work from home” (WFH) as a result of the pandemic have changed the face of the office market. However, a vibrant entrepreneurial ecosystem results in demand for workspaces that support new business ventures. These are supported by small office and retail space.

OPPORTUNITIES

- › Add Office Product (1-10 years). Based on the growth and supply projections from 2022, a 10-year estimate of office space demand totals approximately 77,000 square

feet of new office space, suggested as a target to capture county demand. Given previously mentioned COVID era factors on office demand, a more realistic number is a 40% reduction from that total coming to a more measured 46,200 square feet of office space taken over in that 10-year time frame.

Offering alternative shared/flexible space and live-work environments, along with reliable broadband access will be important considerations to bring new residents and employees to downtown. Together they would support restaurants and business to create an environment from “coffee to cocktails” supporting an “18-hour” place.

- › Renovation vs. New Construction (1-10 years). The space offerings in and around the downtown area are currently limited. The cost to construct and finish new space will result in lease rates that may be significantly higher than current market lease rates within the downtown. The most competitive strategy would be to create policies and incentives that support renovations of existing buildings to keep costs consistent with market rents and build rental rates over time to subsequently support additional new construction.

Older and unique buildings provide the differentiating space that entrepreneurs are looking for.

- › Continue to invest in making Wi-Fi available in your Downtown to all citizens. Downtown

Clayton has access to multiple providers of high-speed internet including 1 Gbps options. Downtown also has complete 5G Ultra Capacity coverage for mobile internet services. Making access to these services affordable for all citizens is of critical importance for long-term growth and stability.

LOCAL IMPACTS

Small business and entrepreneurship is an important economic development pillar that supports employment, increases the wealth of an area, leads to improvements and investment in the community. The result is additional jobs, per capita income, and tax revenue for the community.

Job Creation. Small business provides an economic stimulus by allowing for diversification and expansion of employment in the technology and professional services sectors and improves local income potential.

Property Tax Revenue. Supporting the addition of office space creates additional property tax revenue.

Local Room Tax Revenue. A growing entrepreneur ecosystem provides growth of small business that often leads to visitors attending meetings, seminars and capital funding events.



Sales Tax Revenue. The addition of employees and their visitors increases sales for local merchants and restaurants, thus raising the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Office / Flex Space, Restaurants, and Lodging (Hotels, Inns + Short Term Rentals).

ATTAINABLE HOUSING

CURRENT SITUATION

The town of Clayton has approximately 11,246 housing units, according to 2022 US Census estimates. Of the housing units, 66.4% area owner occupied and 27% are renter occupied, leaving approximately 6.6% vacant/seasonal. The average household size in 2022 in Clayton was 2.62 persons.

According to the American Community Survey (ACS) data 2016–2020, the downtown core has 1,076 housing units. 58.1% of homes are single family detached homes, with only 5.9% detached townhomes. Other housing types include duplexes (11.3%) and small multifamily complexes (23.3%) of up to 50 units. The housing stock is aging with 77% of the homes built prior to 2000, including historic homes, and 23% built since 2000.

With the estimated increasing growth in local employment and population, additional

demand for housing has resulted in several new subdivisions in Clayton. Many of these subdivisions have filled the void for middle income or “missing middle” households. Housing is the first and most expensive annual household consumer spending category, followed by food. The long-term challenge, as housing costs continue to rise in the region, is providing attainable housing for the majority of residents in lower income brackets in service related employment (retail, restaurants, lodging) who are priced out of the home buying or rental market due to fluctuating/rising interest rates, and economic or employment cycles.

OPPORTUNITIES

- › Add New Housing Product (1-10 years). Housing demand is driven by two dynamics: employment growth and population growth – which will continue to increase with more migration to the Carolinas. Annual demand ranges between 52-94 housing units per year. Providing incentives for adding supply for downtown housing above retail and historic renovations in surrounding neighborhoods will assist in maintaining affordability. Incorporating mandated percentages of affordable housing as a part of new residential and mixed-use development through language in the UDO is a means to guarantee some level of affordable, workforce housing is a part of

future growth within the Downtown.

- › Target Markets for all Generations (1-10 years). Encourage opportunities to provide housing that attracts all generations, including young professionals, families, empty nesters and seniors who seek a walkable downtown environment, or who wish to live close to their business. They often seek similar product types apart from growing families who desire larger homes and lots, and seniors who may need a care setting from independent living to skilled nursing care. recent projects in the area (The Walk and Carolina Overlook) have provided some of this type of housing but more will be needed as a percentage of the overall new residential development in the region to maintain availability options for all generations.
- › Diversification of Housing Product/Price (1-10 years). A competitive advantage of the downtown is its existing inventory of historic homes in the surrounding neighborhoods. Housing supply could be expanded to include product types to meet today’s consumer demands for walkable neighborhoods close to downtowns, smaller homes, limited maintenance and access to public open space. In addition to single family homes, also include incentives and policies for townhomes, patio homes, accessory dwelling units (ADUs) and lofts/ apartments to provide a wider range of



sizes, styles and needs to accommodate a variety of target markets.

LOCAL IMPACTS

Housing is the result of economic development efforts which create demand for new product to support new employees, many of whom are first introduced to Clayton as a visitor. Added housing increases the wealth of an area, through additional per capita income for spending locally and added property tax revenue.

Job Creation. Housing provides both construction employment and service employment such as retail and professional services to service new households.

Property Tax Revenue. Supporting the addition of new housing, creates additional property tax revenue.

Local Room Tax Revenue. As families move into the area, they are often visited by traveling family members and friends, who enjoy introducing them in their new town.

Sales Tax Revenue. The addition of these new residents and their visitors increases sales for local merchants and restaurants, thus raising

the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Housing, Retail, and Office.

LIVE-WORK CONNECTION

CURRENT SITUATION

As noted above, the result of the pandemic has changed commuting patterns as employees demand flexible work schedules to include both home and office options. Educational resources for job training and workforce development are critical for those changing career paths. And as a result, many are focused on opportunities to provide a work-life balance.

Quality of Life is a subjective term, depending on each perspective. For major employers, it includes an educated workforce that can find the desired housing and lifestyle within a reasonable commuting distance. For existing or relocating residents, this includes childcare and education, access to parks and recreation facilities, accessible shopping and dining, and a vibrant arts, culture and entertainment scene. Altogether these make up the culture of a community and such experience that a place creates, all of which promotes health and well-being. Many of these qualities should be integrated into a seamless experience for those living, working and visiting the downtown. Connecting people and places are what create

a resilient environment.

- › Economic Prosperity
- › Health + Well Being
- › Education + Opportunity
- › Arts + Culture

The desire for additional shopping, dining and entertainment experiences was overwhelmingly communicated by participants in the public engagement process. A retail gap analysis completed within the *2023 Downtown Strategic Vision* identified categories of retail, including food and dining opportunities.

Aside from housing and healthcare, the top three consumer spending categories for 2022 in Clayton were:

- › Food at Home - \$62,021,640
- › Food away from Home - \$43,737,597
- › Entertainment & Recreation- \$37,227,487

OPPORTUNITIES

Add Additional Retail and Restaurant Space (1-10 years). Based upon estimated job and employment growth, adding to consumer spending, estimated demand for an additional 160,769 s.f. of retail/dining space could be added in the downtown over the next ten years. While grocery stores were identified, there are few opportunities to provide the typical prototype with parking in the downtown core. However, specialty food tenants such as a butcher shop, baker and small provisions



company could fill the niche for this category, in a unique downtown setting.

Add Additional Parking. This is more specifically addressed by the transportation experts on the Master Plan team. However, adequate and accessible parking for both employees and customers is a common complaint and a critical component to a successful downtown. Creative management and shared parking between uses with different peak hours reduces the need for vast parking lots and monolithic garages, however, a parking study should be undertaken to determine the future date range in which consolidation of parking into one or more structured options should be considered and for which the Town can begin to plan for in budget and land acquisition.

Make connections to parks and greenways. We learned from the pandemic the importance of the outdoors and open space. This is true for both residents and employees who wish to have access to fresh air, sunshine and the benefits of exercise. In keeping with the 2022 Pedestrian Plan, sidewalks, trails, and greenways should all be improved and the network expanded to provide the best and most options for residents and visitors to utilize multi-modal options including bike and ped.

LOCAL IMPACTS

Quality of Life and the Live-Work connection





is qualifying factor for housing and job growth. This is the boast that makes efforts in real estate and economic development a differentiating position. Added economic activity from each of these key market trend efforts increases the wealth of an area, through additional household income for families, talent attraction for employers and added revenue to the town's fiscal budget.

Land Uses/Real Estate Product Types include Housing, Retail, Office, Entertainment, Civic Uses, and Public Open Space.





TRANSPORTATION ANALYSIS

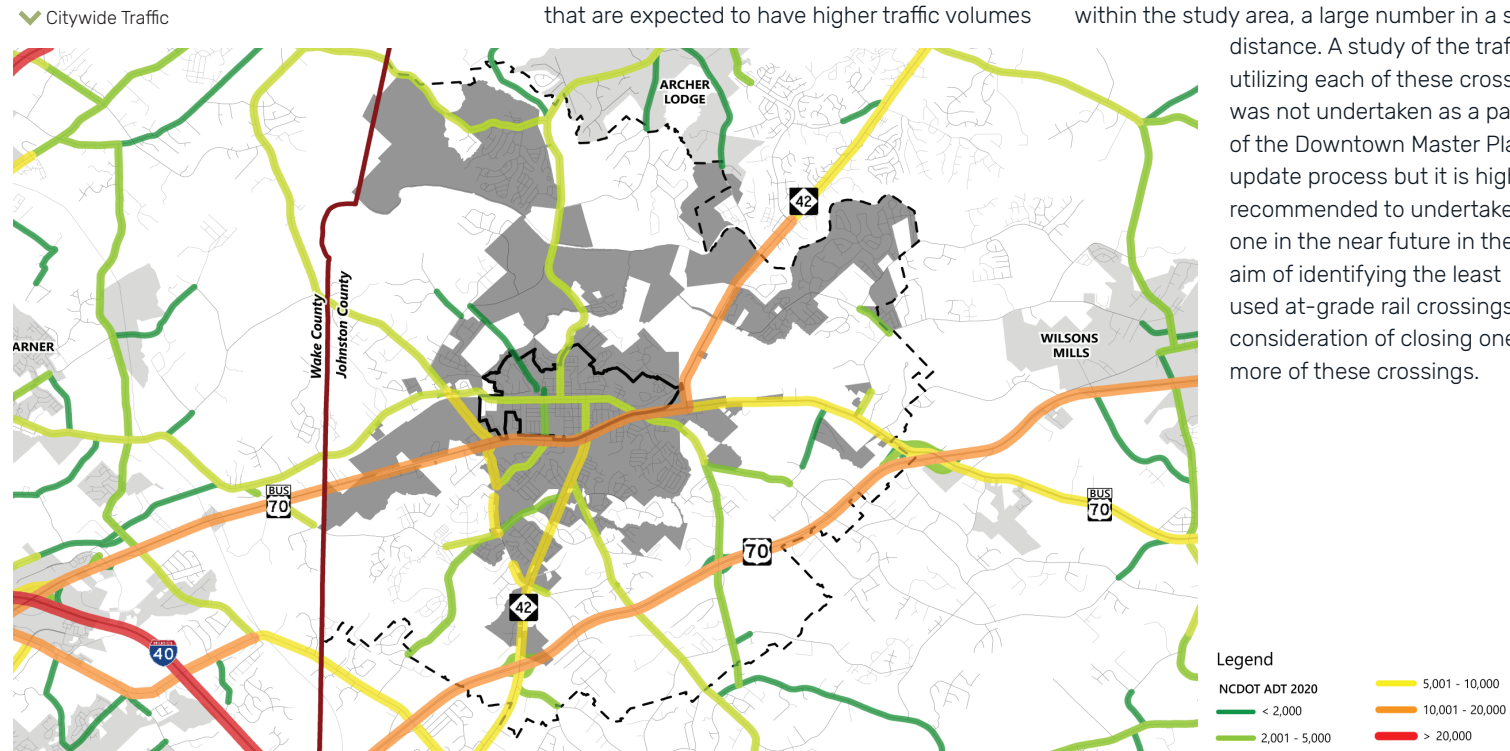
Transportation analysis is essential to understanding how people, goods, and services move in and around the Town of Clayton. Within this section we analyzed traffic volumes, vehicular safety, roadway ownership and maintenance, trucking routes, and pedestrian and bicycle connectivity.

Roadway Facilities

Main Street is the main roadway through downtown Clayton. Main Street is approximately two miles long and extends from west of Old US 70 to US 70 Business. There are many roadway choices to enter downtown Clayton from the greater regional area, including US 70 Business, Robertson Street, O'Neil Street, Fayetteville Street, Lombard Street, and Old US 70. These are the roadways that are expected to have higher traffic volumes

because they provide connections to the surrounding areas and neighborhoods. Many of the roads in the study area allow for on-street parking, with one lane of travel per direction. Most of the intersections in the study area do not provide exclusive turn lanes.

The North Carolina Railroad (NCRR) bisects the north and south portions of Clayton's Downtown. There are six at-grade crossings within the study area, a large number in a short distance. A study of the traffic utilizing each of these crossings was not undertaken as a part of the Downtown Master Plan update process but it is highly recommended to undertake one in the near future in the aim of identifying the least used at-grade rail crossings for consideration of closing one or more of these crossings.



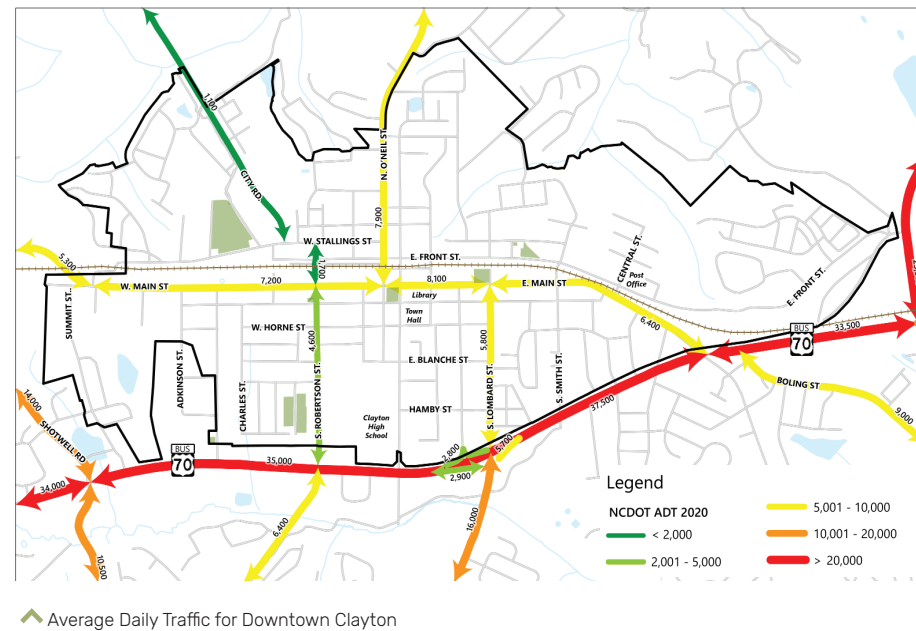


EXISTING TRAFFIC VOLUMES

DAILY TRAFFIC

Interstate 40, US 70, US 70 Business, and NC 42 are the primary highways providing regional access to the Town of Clayton. The North Carolina Department of Transportation (NCDOT) reported Interstate 40 carried between 60,000 and 92,000 vehicles a day between Wake County and Johnston County in 2021. US 70 and US 70 Business carry between 20,000 and 42,000 vehicles a day east of Interstate 40, near Clayton. NC 42 carried approximately 26,000 vehicles per day, and provides access from Clayton to the eastern portions of Johnston County and Wilson. While Interstate 40 and US 70 do not provide direct access to Downtown Clayton, they are both within a ten-minute drive of downtown and provide regional access to Clayton for residents and businesses.

Daily traffic volumes in Downtown Clayton were examined, based on NCDOT 2021 data. This data shows Main Street carries up to 9,900 vehicles per day. Other roads in downtown have lower reported volumes, with North O'Neil Street carrying approximately 8,700 vehicles per day, South Lombard Street carrying approximately 6,400 vehicles per day, and South Robertson Street carrying approximately 5,000 vehicles per day. Based on this information, the existing two-lane cross section on the roads in Downtown Clayton is adequate to handle average daily traffic.



PEAK HOUR TRAFFIC DATA

Turning movement data was collected at seven intersections on Main Street in downtown Clayton on January 10, 2023. Below is the list of the study intersections that had traffic counted from 6:00 AM – 7:00 PM:

- Main Street and Robertson Street
- Main Street and O'Neil Street
- Main Street and Fayetteville Street
- Main Street and Church Street
- Main Street and Barbour Street
- Main Street and Lombard Street
- Main Street and Smith Street

The traffic data was collected for 13 hours to capture both peak hours. This included counting all vehicles, trucks, bicycles, and pedestrians that passed through the intersections during the data collection. The morning peak hour was observed to be from 7:00 – 8:00 AM and the afternoon peak hour to be from 4:45 – 5:45 PM. A figure of the turning movement volumes is included in the Appendix.

The most heavily traveled intersection according to the data collected is the



intersection of Main Street and O'Neil Street. This is likely because O'Neil Street is one of the main roadways leading to communities northeast of Clayton such as Archer Lodge.

TRANSIT

Previously, Clayton had a Clayton-Raleigh Express (CLX) bus route operated by GoTriangle. The CLX route was provided to mitigate traffic congestion during Phase II of the "Fortify" I-40-440 widening project. Since completion of the widening project, no further funding has been provided for the CLX bus route, so the route was eliminated. Although a fixed transit route is not available in Clayton, Johnston County Area Transit (JCATS) offers on demand transit for a minimal cost.

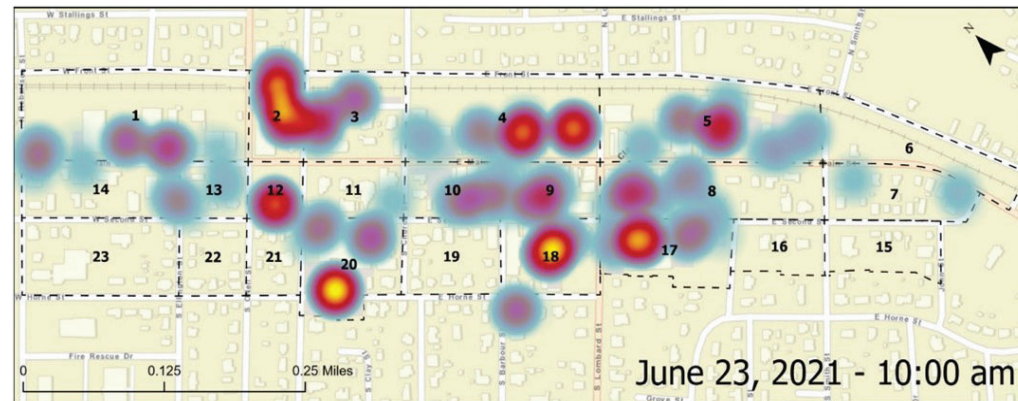


A Bus Rapid Transit (BRT) system from Garner to Clayton is currently being studied for feasibility as is a commuter rail that would include a stop at a new platform or station in Downtown Clayton. Rail transit is already a part of the landscape in Clayton as an Amtrak service passenger train passes through on the NCRR rails multiple times each day. The jump to a commuter rail option for Clayton is not a far one.

PARKING

In downtown Clayton, there are a few options for residents and visitors to park their vehicles. Free on-street parking is permitted along most of Main Street from Robertson Street to Second Street and along most other roads in

the study area. According to a parking inventory completed by the Town in 2021, there are approximately 300 off-street public parking spaces available within downtown Clayton. In addition to the public parking, multiple businesses provide private parking lots that can be used by their customers. Based on the 2021 parking inventory, the most popular parking areas are between O'Neil Street and Fayetteville Street and between Church Street and Lombard Street. The main driver of the popularity of these locations is the gravel parking lots along First Street, as well as the paved parking lot at Horne Square. Recent agreements with private property owners have resulted in a strong shared-use parking lease environment.



Total Cars in Parking Lots: 532

▲ Parking Utilization Heat Map/ Source: Town of Clayton



VEHICULAR CRASHES

From January 1, 2017 through December 31, 2021, a total of 61 crashes were reported at the intersection of US 70 Business and Main Street. None of these crashes were fatal, and approximately 77% of the total crashes were property damage only. This is the intersection in the study area with the most reported crashes. The intersection with the next most reported crashes is Main Street and O'Neil Street, with 37 reported crashes, none of which were fatal and approximately 81% involved property damage only. No fatal accidents have been reported within or near the study area in the past ten years.



Vehicular Crashes by Intersection

Legend

- Hydrology
- Road Centerlines
- Railroad
- Parks
- Downtown Boundary

Total Crashes 2015-2019

- 5 to 9
- 10 to 19
- 20 to 29
- 30 to 39
- 40 to 49
- 50 and above

0 500 1,000 2,000 Feet





BICYCLE + PEDESTRIAN FACILITIES

Although downtown Clayton draws a lot of foot traffic, the existing sidewalks are not continuous on Main Street from Robertson Street to US 70 Business. If pedestrians travel off Main Street, there are not always sidewalks provided on both sides of the road. For example, some blocks of Second Street do not offer sidewalk on both sides of the road. Other blocks, like Robertson Street between Second Street and Main Street, offer no sidewalks, even though pedestrian counts indicate the intersection of Robertson Street and Main Street is highly traveled by pedestrians. There are also limited options for pedestrians to cross the railroad tracks that parallel Main Street through downtown Clayton. There are sidewalks crossing the railroad on O'Neil Street, Fayetteville Street, Church Street, and Central Street, although some of these pedestrian rail crossings are in need of improvement and do not meet Americans with Disabilities Act (ADA) design standards. The Town currently has an NCDOT sponsored Complete Streets project underway that will upgrade multiple sidewalk ramps within the Town limits.

There are no dedicated on-street bicycle facilities through downtown Clayton. Nearby, there is a greenway that offers bicycle and pedestrian access as well as a connector trail that brings greenway riders into Downtown, the Cross Clayton Connector. Sam's Branch Greenway can be accessed from City Road

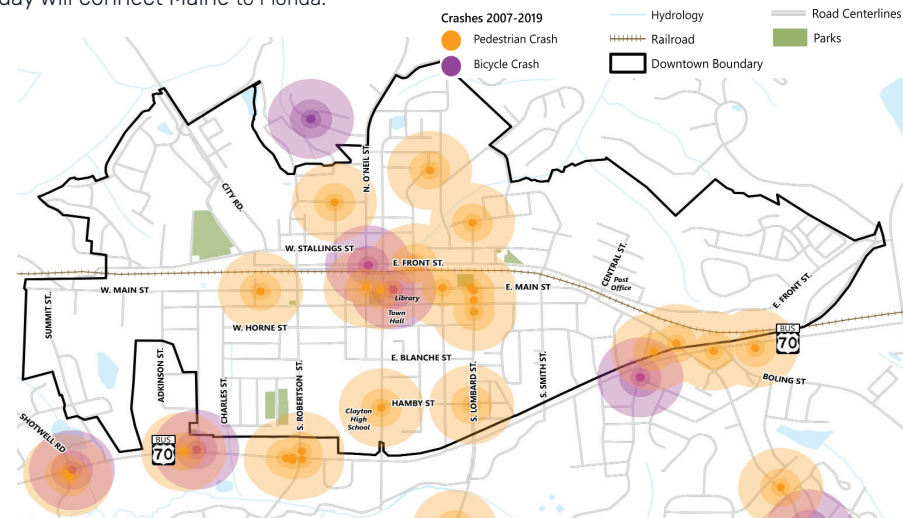
or N. O'Neil Street and provides access to over 30 miles of trail from Clayton to Falls Lake Dam in Raleigh, including the Clayton River Walk on the Neuse River. Main Street is also currently part of the East Coast Greenway, which connects Main to Florida. The recently completed Pedestrian Plan shows an alternative routing for the East Coast Greenway on Front Street, rather than utilizing Main Street.

Sam's Branch Greenway connects downtown to the Clayton River Walk on the Neuse River. This trail is part of the North Carolina Mountain to Sea Trail which connects Clayton to Raleigh. Clayton's section of trail is also part of the 2,500 mile East Coast Greenway which one day will connect Maine to Florida.



BIKE AND PEDESTRIAN CRASHES

From January 1, 2017 through December 31, 2021, a total of three pedestrian crashes were reported within the project study area. One of the pedestrian crashes occurred at the intersection of Main Street and Lombard Street where the motorist turned left, hitting a pedestrian crossing the other street. The other crashes involved a pedestrian who darted out into the road and one unknown cause.





STREET OWNERSHIP

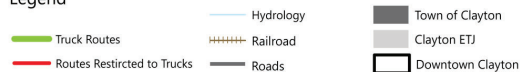
Street Ownership is important to consider as it impacts which entity is responsible for maintaining, improving, funding, and regulating roads within Downtown. Roads highlighted in blue on the map are owned by the Town of Clayton. It is easiest to make streetscape improvements along these roads as they are not required to meet NCDOT standards, such as for signage. However, roads that are maintained by NCDOT (in orange) may have additional funding sources.

There are several roads shown on the map that are currently under construction or have planned maintenance. These include the Cameron Crossing subdivision, extension of West 2nd Street and West Horne Street to Summit Street, a new connection between City Road and West Barnes Street, and between Starmount Road and Gordon Street, Academy Pointe roads, and a new road behind the Clayton Spinning Mill.

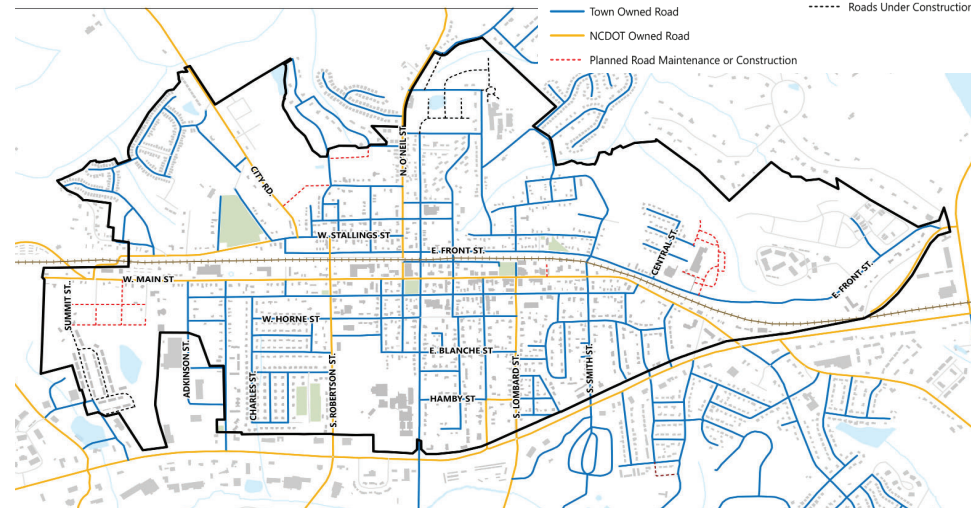
TRUCK ROUTES

The map to the right illustrates major trucking routes in relation to Downtown Clayton. Within Downtown, trucking is listed as prohibited on major roadways. However, proximity to US 70 and Interstate 40 are attractive to businesses that require trucking.

Legend



Legend





MULTI-MODAL TRANSPORTATION ROUTES

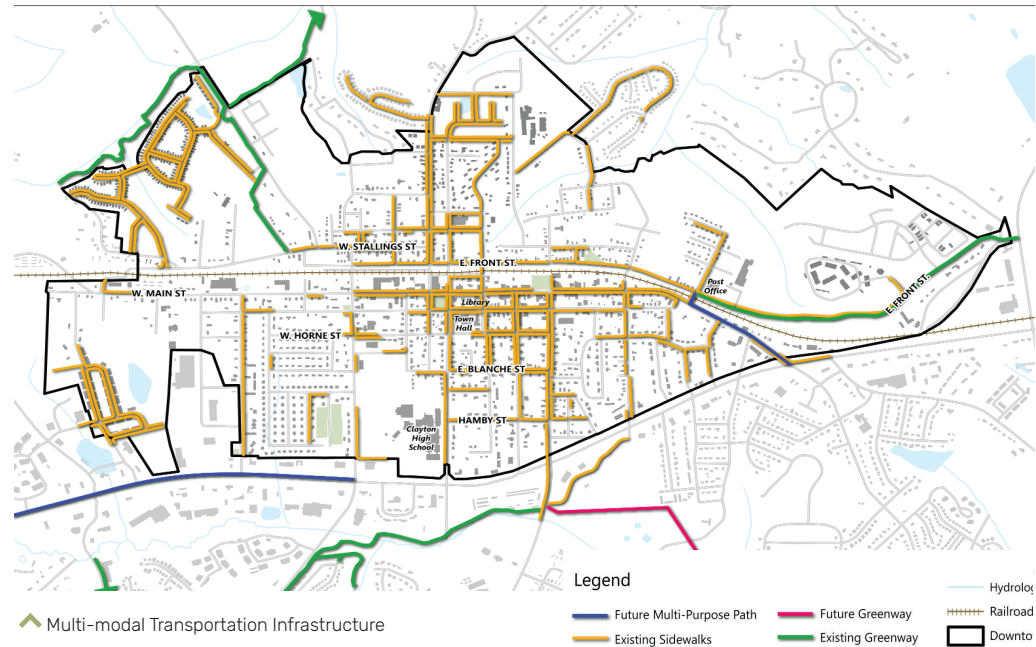
In keeping with the 2022 Clayton Pedestrian Plan, there are several improvements that could be made in regards to pedestrian and bicycle infrastructure in order to improve connectivity and safety. Sam's Branch Greenway runs north from City Rd with connections down into the Municipal park and another greenway runs south along Little Creek. The Cross Clayton Connector connects the two greenways to downtown.

Downtown Clayton has a fairly expansive sidewalk network with a higher concentration around the central core and eastern side of downtown. Especially along Main Street which serves as the commercial core of downtown, gaps in the sidewalk network should be filled.

There are no designated bike lanes or paths within downtown outside of the greenways. Bicycle infrastructure should be considered along the heaviest trafficked routes or on key connectivity routes to ensure that it is a safe mode of travel.

STREETSCAPE ANALYSIS

The primary streets that serve Downtown Clayton are Main Street, First Street, and Second Street, where Town Hall, the Library, and several other civic and neighborhood commercial uses can be found. These streets travel primarily along a northwest to southeast



axis. Opposite the railroad from the core of downtown, Front Street serves as the primary route of travel and access to railroad crossing streets. A 2019 study looked at the Main Street streetscape in downtown for possible improvements to enhance the pedestrian environment and to reduce pedestrian and vehicular conflicts. It included recommendations such as chicaning of the road and widening of sidewalks to allow outdoor dining.



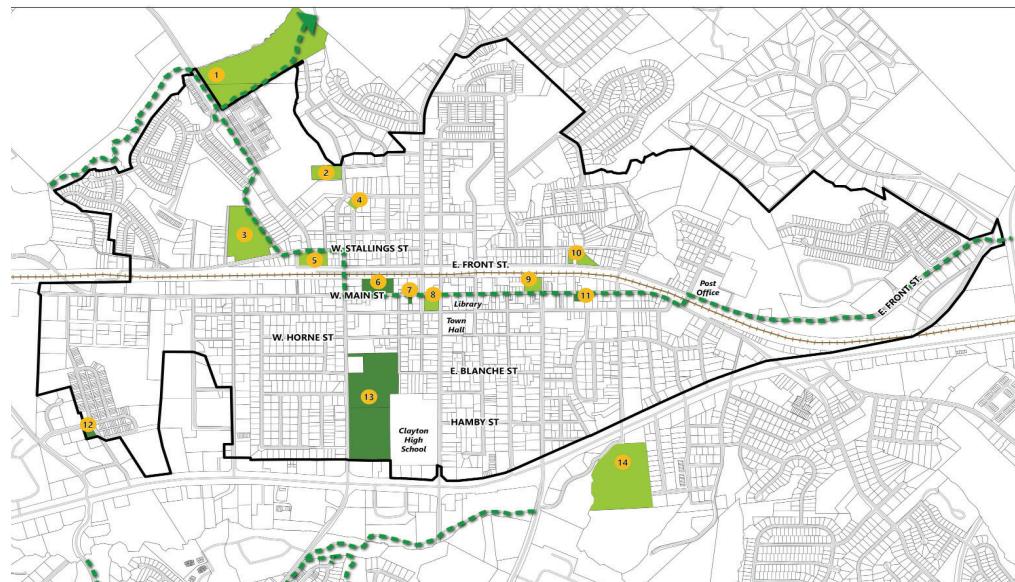


PUBLIC SPACES + STREETSCAPES

PARKS + RECREATION

There are several parks and recreational facilities located in Downtown Clayton. The properties identified on the map include both private and public recreational facilities which are called out by the color of the parcel. Private facilities include gyms and commercial recreational facilities such as the Clayton Spinning Mill. Public facilities include community parks such as the recently opened Clayton Municipal Park and recently renovated Donald "Clyde" Sinclair Park, cemeteries, and greenways. Although they are not designed for recreation, cemeteries have been noted on this map as they occupy preserved open space within and around the Downtown. When analyzing parks and recreational facilities is it important to identify not only what areas exist but also what gaps are present. As illustrated on the map, the greenway sits on both the northern and southern ends of town and connects to Downtown via the Cross Clayton Connector. Greenways can provide safe access routes between neighborhoods and local parks as well as serve to connect the community.

**Clayton Parks and Recreation
Department offers opportunities for
youth and adult sports leagues, special
events, and year round programming for
all age groups.**



Legend

- Public Access Parks and Rec
- Private Access Recreation
- Greenway

- | | | |
|-----------------------------|---------------------------------|---------------------------------|
| 1 Legend Park | 6 Indoor Batting Cages | 11 Main Street Community Garden |
| 2 Clayton Swim Club | 7 Axe Throwing | 12 Clayton Fitness |
| 3 Municipal Park | 8 Town Square | 13 Clayton High School Fields |
| 4 Horne Cemetery | 9 Horne Square | 14 Maplewood Cemetery |
| 5 Stallings Street Cemetery | 10 Donald "Clyde" Sinclair Park | |

STREETSCAPE ANALYSIS

The primary streets that serve Downtown Clayton are Main Street, First Street, and Second Street, where Town Hall, the Library, and several other civic and neighborhood commercial uses can be found. These streets travel primarily along a northwest to southeast axis. Opposite the railroad from the core of downtown, Front Street serves as the primary route of travel and access to railroad crossing streets.

A 2019 study looked at the Main Street streetscape in downtown for possible improvements to enhance the pedestrian environment and to reduce pedestrian and vehicular conflicts. It included recommendations such as chicaning of the

roadway to create significant pockets of widened sidewalk space, relocation, and concentration of portions of the on-street parking, and enhanced connections and improvements to both First and Second Streets that would work in conjunction with the changes on Main Street. The recommendations were a result of observations of existing conditions on Main Street in the categories of Pedestrian Safety, Pedestrian Comfort, Downtown Business Needs, and Town Needs. The majority of the issues present in the 2019 plan still exist today and still need to be addressed.

◀ Parks + Recreation / Source: Town of Clayton

✓ Existing Main Street Streetscap





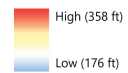
ENVIRONMENTAL CONSTRAINTS

TOPOGRAPHY

Downtown Clayton is fairly flat topographically with only around 180ft elevation change throughout the area. Main Street sits along a ridge, with the highest points near the Horne Cemetery and Town Hall. The topography leads water to drain to the North into the Neuse River tributaries and South of Downtown into Little Creek.

Legend

Elevation



Hydrology

Railroad

Downtown Boundary

2ft Contours

Road Centerlines

FLOOD ZONES

There are no active flood zones within Downtown Clayton due to the higher topography. However, storm water management best practices should be implemented in Downtown to improve water quality and minimize flood risks in the rest of Town.

Regional stormwater solutions should be pursued today to more easily allow potential future development to proceed without issue.

Legend

Flood Zone



Hydrology

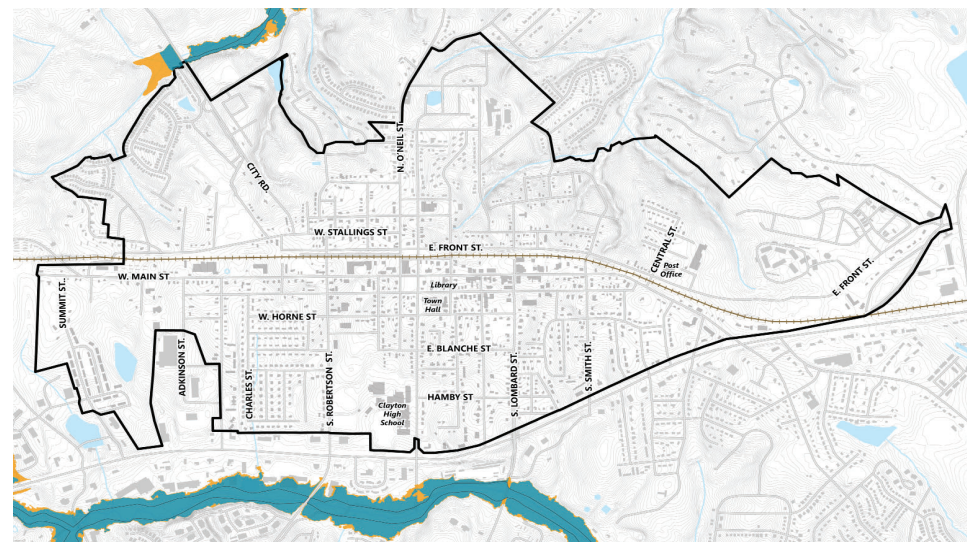
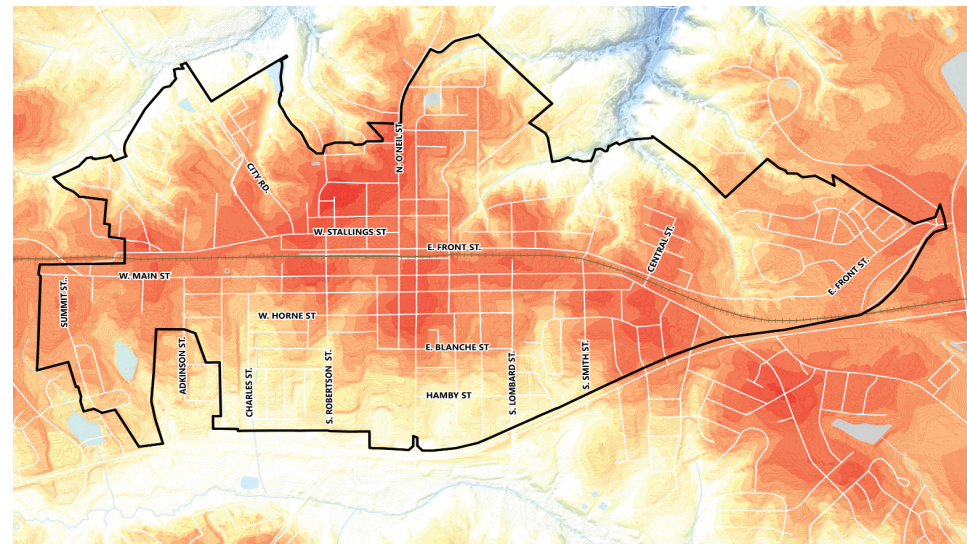
Railroad

Downtown Boundary

2ft Contour

Building Footprint

Road Centerline



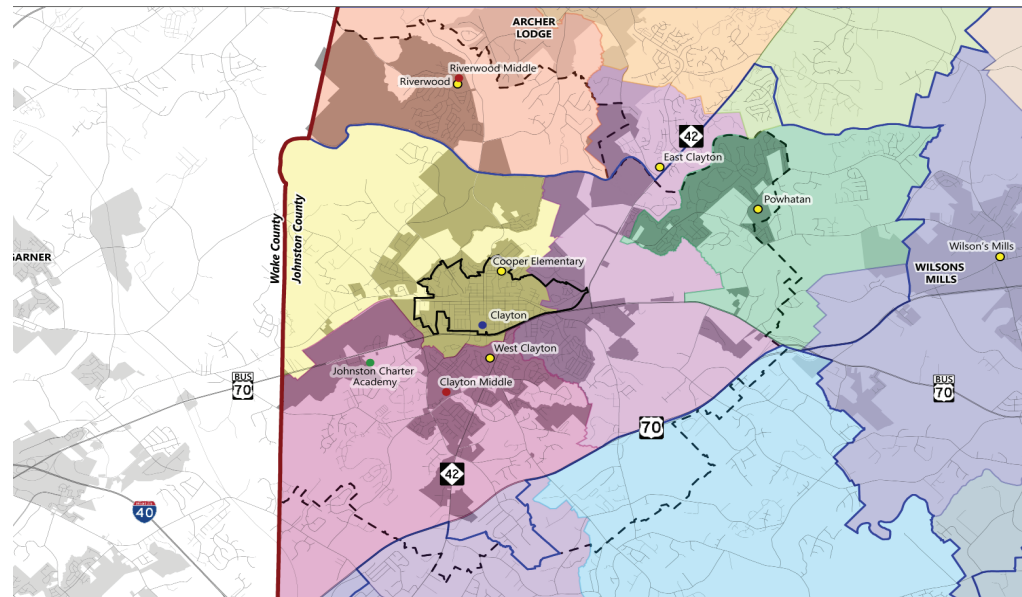


COMMUNITY SERVICES

Schools, Emergency Services, and Utilities all play a vital role in the success of a downtown. This analysis looked into the current services provided in the downtown area in order to better understand their influences on future growth and development.

SCHOOLS

The map to the right shows the Johnson County school districts and the location of schools within and around Clayton. The majority of Downtown Clayton residents are within the Cooper Elementary service area. However, the south eastern part of downtown, past the intersection of Main and Business 70 is within the East Clayton Elementary service area. Downtown Clayton is also within the Riverwood Middle School District and the Clayton High School District. Clayton High School is the only school located within the downtown area.



▲ School Districts + School Locations

Legend

- Elementary School
- Middle School
- High School
- Charter School

- High School Districts
- ELEMENTARY SCHOOL DISTRICTS
- West Clayton
- Cleveland

- Polenta
- West Smithfield
- East Clayton
- Powhatan
- Cooper
- Wilson's Mills
- Riverwood
- River Dell
- Thanksgiving Area
- Selma

- Hydrology
- Railroad
- Roads
- Clayton
- Clayton ETJ

Clayton High School enrolled 2,050 students for the 2021-2022 school year with a 90% graduation rate

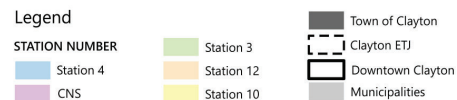
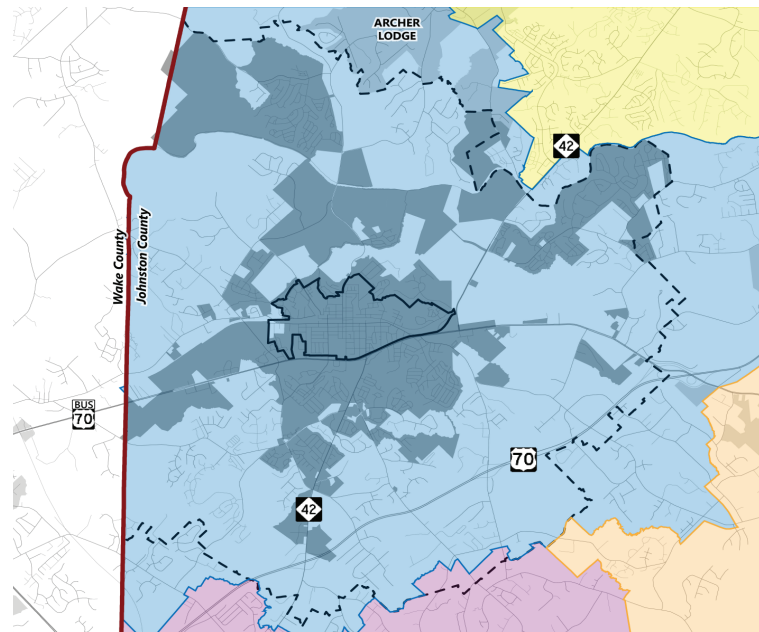




PUBLIC SAFETY

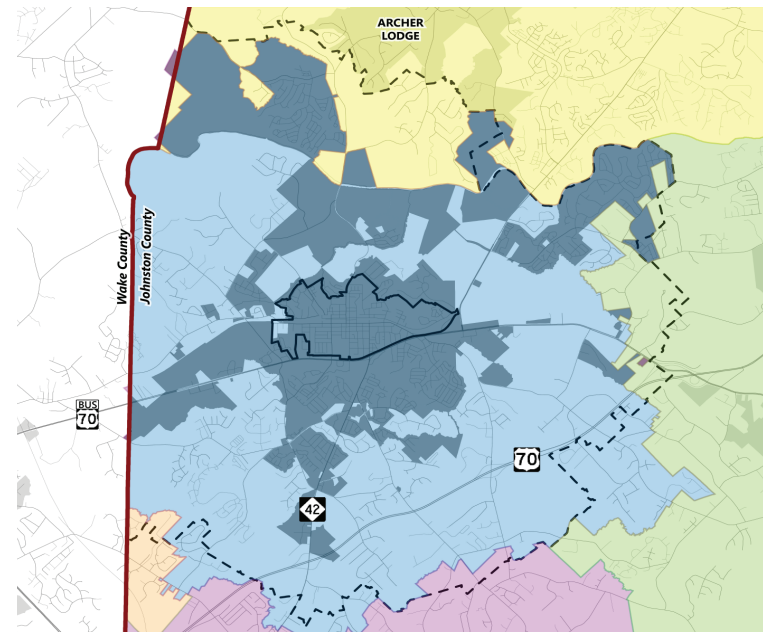
EMS Service

The Emergency Management Division of Johnson County is divided into service areas by station. The County operates out of 15 stations and has a fleet of 23 ambulances and other response vehicles. All of the Town of Clayton and its ETJ are within the Station 4 District.



Fire Service

Fire Service in the Town of Clayton is provided by the Clayton Fire Department. Clayton Fire Department serves both the Clayton District (Town limits of Clayton) and the Claytex District (suburban/rural unincorporated areas around the Town). The service area is shown in Blue on the below map. The Clayton Fire Department responds to more than 2,500 incidents annually and operates out of two stations: one in Downtown Clayton and the other located at 800 NC Hwy 42 East.





PUBLIC UTILITIES

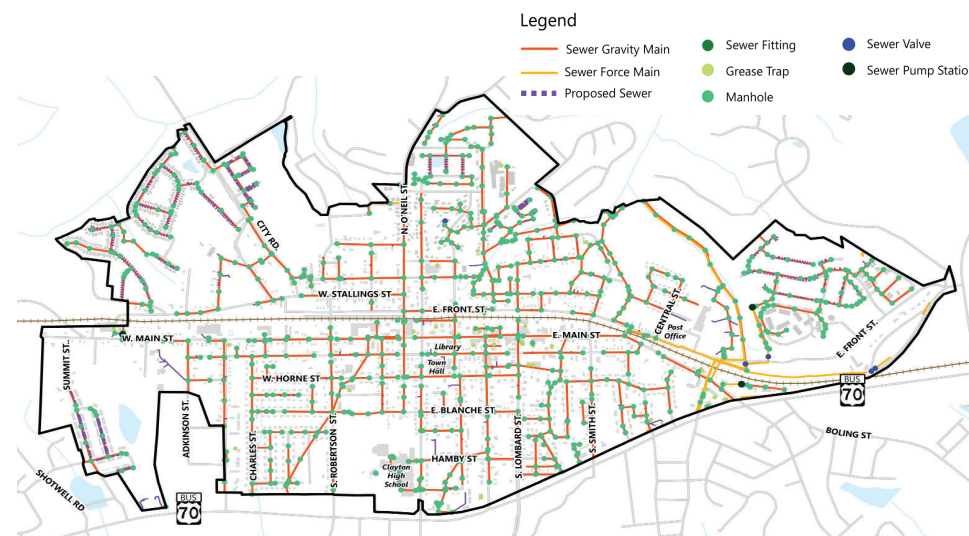
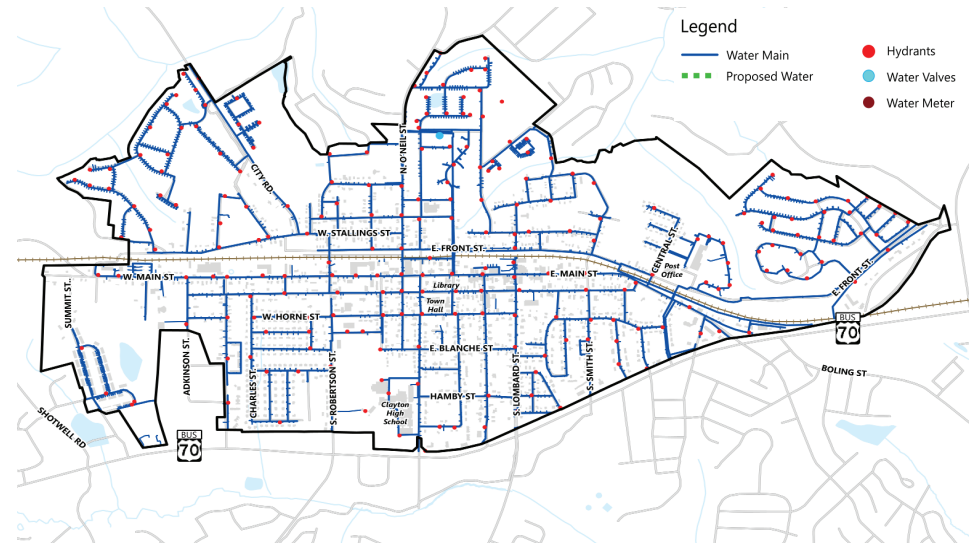
The Town of Clayton Water Resources Department provides public water and sewer service throughout Town. The department maintains more than 146 miles of water lines and 173 miles of sewer lines to residents and business owners in the Town. The maps include both existing infrastructure and proposed new lines. Thorough water and sewer system studies should be a part of planning efforts for the 10-year time frame to come. Any system deficiencies found should be included in CIP planning over the next 5 years to facilitate future development in the 10-year time frame and beyond.

Water Service

As shown on the map to the right, water is readily available in all of Downtown Clayton through an extensive system of water lines, valves, and hydrants. The Town of Clayton purchases its water from Johnson County Public Utilities whose treatment plant is outside of the Town of Wilson Mills. Water in the county is mainly sourced by the Neuse River.

Sewer Service

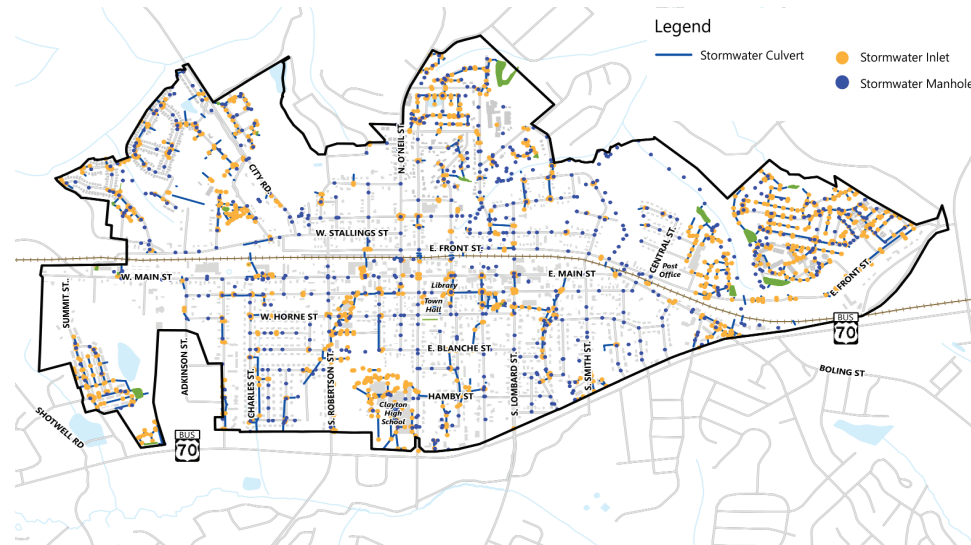
Sewer service is also available throughout the Downtown area. Sewer lines throughout Town are buried under the ground in the public right of way and under easements. Treatment of Wastewater in the City takes place at the Sam's Branch Water Reclamation Facility (SBWRF) which treated 590,356,692 gallons from July 2021-June 2022. The Town of Clayton also sends wastewater to Raleigh and Johnson County when the capacity at SBWRF is reached.





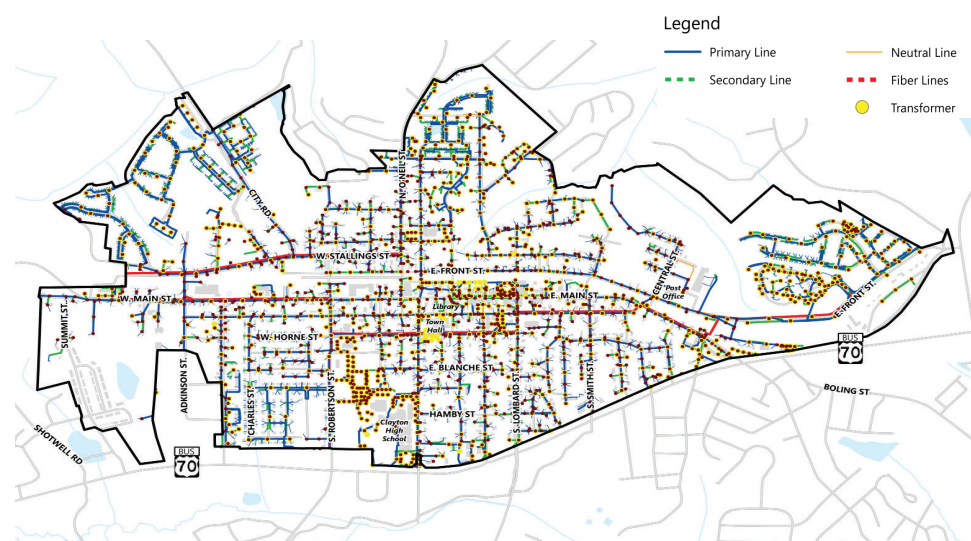
Stromwater Infrastructure

The map to the right illustrates the current stormwater infrastructure in Downtown Clayton. The engineering department is responsible for designing and monitoring storm water infrastructure in the town. Stormwater management is important to the town as drainage into storm drains and inlets can pollute the Town's water source. As density in downtown increases and impervious surfaces expand, there is a higher amount of storm water run-off going into the system. Through implementing storm water management infrastructure, the town can better support growth and prevent pollution.



Electric Service

Clayton Public Power provides public electricity service within the Town via its own electric system. The town's electric distribution service in Downtown Clayton is illustrated on the map. Power is supplied through the Sheraon Harris Nuclear Power Plant which the Town of Clayton owns a percentage of. The Town first began providing service to residents and commercial businesses in 1913 and has continued to provide electricity since in order to ensure residents have a reliable source of energy.





04-C

COMMUNITY ENGAGEMENT

IN THIS CHAPTER
COMMUNITY ENGAGEMENT
KEY TRENDS



COMMUNITY ENGAGEMENT

Introduction

During the development of the Plan, community input was gathered in a variety of ways to help guide the recommendations of the Downtown Master Plan. The community engagement methods included small group listening sessions, outreach at the Harvest Fest, an online survey, and public meetings held at Town Hall. Each of these provided opportunities for the community to provide their thoughts and ideas about the future of downtown. A summary of the input received during the process is provided below.

Staff + Stakeholders Meetings September 12-13, 2022

On September 12 – 13, small groups of subject matter experts and downtown stakeholders were interviewed to gain a better understanding of the key issues and challenges concerning downtown and future opportunities. The meetings were held at Town



Hall and included property owners, business owners, developers, department heads, elected officials, volunteer board members, arts community, public library, tourism staff, economic development experts, and others. The consulting team also participated in a downtown tour to observe existing conditions and see firsthand some of the identified issues and opportunities. In addition, the consulting team held additional meetings with the North Carolina Railroad Company and other property owners outside of the first two meeting dates. The key issues identified during the listening sessions focused on public facilities, transportation, parking, housing, infrastructure, and downtown management. Raw notes from those workshop sessions can be found in the Appendix.

Public Facility Ideas Town Hall and Library

As the Town of Clayton continues to experience growth, the Town's needs for additional staffing and resources are growing and expanding. As a result of the growth, the Town is outgrowing its facilities at Town Hall and the Library. The need to expand and grow public facilities presents an opportunity for the Town to leverage public investments in such a way as to encourage private investment in downtown. The development of new facilities can help drive the redevelopment of properties and public spaces, creating amenities to attract more people downtown, which in turn will help

create demand in the private sector for new businesses.

Public Space Design

While Town Square and Horne Square provide places for public gathering and enjoyment, they are also underutilized. Interviewees often commented that a redesign of each square could help activate the spaces on a more regular basis. New designs for the squares can include more creating places for people to gather and socialize, helping to make downtown more vibrant and fun.

Farmers' Market

During the meetings, participants reported the need for a covered building/structure to support the growing farmer's market. The market has continued to increase in popularity and is outgrowing its current location and facilities.

Permanent Festival Infrastructure

The desire for more festivals continues to be a growing challenge. There is a need for more infrastructure to support more regular festivals and events. Several of the meeting participants mentioned the need for a stage(s), bathrooms, storage, strategically located support infrastructure for electricity, water, and similar utility needs.



Transportation Input

Almost everyone that was interviewed was concerned about pedestrian safety in downtown. The ability to safely cross Main Street was the most commonly mentioned issue within that topic. Meeting participants discussed short-term opportunities to improve crosswalk areas and long-term solutions that included a new streetscape design for Main Street. As part of the safe pedestrian crossing topic, interviewees often mentioned heavy trucks utilizing Main Street. The heavy trucks create a safety issue where the corners are tighter in downtown, and they also create noise and vibration impacts for people that are walking, sitting, or dining close to the street.

Many people also mentioned the barriers to connect to downtown from adjacent neighborhoods. Some of the streets have adequate sidewalks, and like in the core of downtown, some streets present challenges, especially at the railroad crossing on the north side of downtown.

In general, some interviewees mentioned the need to improve gateways and entrances into downtown, including some enhancements to the existing wayfinding system.

Another transportation related topic included the potential for a commuter rail station location in downtown. While, such a project

is down the road, participants pointed out the need to develop a plan now to begin preparing for the potential of a developing a commuter rail station in downtown. Below are the major transportation needs and concerns that were repeated throughout the public engagement process:

- › Divert through trips from downtown Clayton.
- › Provide more transportation options:
 - Improved sidewalk connectivity
 - Safe routes for bicycle traffic
 - Transit for local trips (like a trolley)
 - Transit for trips to the greater RTP area (like a commuter rail)
- › Improve traffic patterns.
- › Widen roads.
- › Provide easier access to downtown, whether via vehicle or active transportation.
- › Increase parking.
- › Provide more crosswalk locations.
- › Provide more accessibility for wheelchair users for parking, on sidewalks, and getting into stores.
- › Provide a parking garage or more off-street parking.

Parking Concerns

One of the main issues in almost every downtown is parking. During the meetings, it was often pointed out that many of the spaces on Main Street were occupied by employees or business owners all day. Several of the meeting

participants inquired about conducting a short term one-to-two-week parking inventory to identify the frequency and location of where vehicles were parked for extended periods of time. This brief analysis would help clarify the extent and location of issue. In addition to on-street parking opportunities in downtown, interviewees inquired about potential off-street parking improvements and increase supply of those spaces. Several people mentioned the potential to utilize areas adjacent to the railroad. Many of the people interviewed suggested that separate areas for employee parking be identified so that prime customer parking areas would remain open for visitors.

Housing Opportunities

As housing needs and access is growing in the region, opportunities should be developed in downtown. Several mentioned a need for apartments in downtown and more single-family options close to downtown. Stakeholders also mentioned the need for live





work options with housing above retail shops.

Infrastructure Summary

Although there is a desire to see more development in the downtown, there are some infrastructure constraints, especially related to stormwater compliance. Many recent projects in downtown that were proposed for undeveloped sites with no preexisting paved or impervious surfaces were unable to make it through the stormwater permitting requirements. There are significant requirements for the handling of stormwater on “green” sites that make it difficult to meet on a smaller downtown parcel that may be much easier to construct in a suburban setting with more land to handle stormwater. This will be a challenge for any new construction on those undeveloped sites. However, any properties that already have a structure or impervious surface can be redeveloped without meeting many of those requirements. In addition to the stormwater infrastructure constraint, the water and wastewater collection systems are aging and will need to be upgraded in the future.

Downtown Management

Currently, it is not the responsibility of one organization or person to be in charge of the management of downtown. In the past, there has been a staff person in charge to manage work of the non-profit downtown group and projects and initiatives in downtown.

Today, several Town staff split time to keep things moving forward. While those efforts are working, ideally, one individual would be responsible for the downtown. Some mentioned that the work of the downtown organization could be supported by a **downtown municipal service district [under discussion]** to help fund projects, programs, and services within the downtown.

Related to the management of downtown is the regulatory environment that influences what gets developed where, what it looks like, and how it functions. During the interviews, signage regulations, outdoor cafes, parking, and zoning were mentioned as sometimes being unclear or perceived to be in the way of redevelopment. There was also some discussion about the downtown fire district and its impact on potential upper story residential uses.

Key Themes from the Listening Sessions

Seven key themes emerged as the initial listening sessions were concluded. The identified issues and challenges were captured as follows.

Prepare for Rapid Growth

The Town is growing and population projections are not showing any signs of slowing down any time soon.

Update Public Facilities

As a result of the growth, there is a need for an expanded library and town hall. There is also a need for a farmer’s market venue with a more formalized space and structure.

Improve the Public Realm

The redesign of the two squares and a new Main Street streetscape will help activate and continue the growth and development of downtown. This should include support infrastructure including public restrooms.

More Residents Living Downtown

There are a number of planned apartments and housing options around the downtown. Additional opportunities should be explored for creating housing in downtown.

Commuter Rail

Where is the best location for a commuter rail station in Clayton? Where is the best opportunity for a return on investment?

Direction of Future Growth

Opportunities are emerging on Second, First, and Front Streets with the east and west ends of Main Street needing improved pedestrian connections to expand downtown.

Regulatory Reform

It is important to make it straightforward to develop, open a business, or plan an event in downtown.



Harvest Festival
October 29, 2022

At the Town’s annual Harvest Fest, a display was setup at the Town of Clayton booth to receive community input on the Downtown Master Plan. Over 60 people were engaged during the event, helping to raise awareness about the downtown planning process and to receive input on ideas, likes, and dislikes related to downtown. People that stopped by also had the opportunity to ask questions about the process and discuss potential solutions.

The primary purpose for this early stage of public engagement is to raise awareness of the plan’s development, and to “take the temperature” of local residents as to what their core community values are as well as to better understand the elements of downtown that are most important to them and their interaction with their downtown. Results of that exercise are as follows:



Community Values

The following tallies from a dot exercise held at the Harvest Festival resulted in an enhanced understanding of the community values most important to Clayton’s residents:

Entertainment + Recreation	56 Votes
Culture + Arts	52 Votes
Historic Preservation	52 Votes
Economic Vitality	40 Votes
Equity + Inclusion	31 Votes
Health + Wellness	30 Votes
Universal Design + Access	20 Votes
People + Community	11 Votes

The results show that Clayton is about enjoyable experience, celebrating heritage, and

staying economically strong going forward.

Streets + Connectivity

Visitors were asked to do the same exercise to identify what elements are street level are of most concern for them:

Parking + Access	47 Votes
Buses, Bikes + Rail	47 Votes
Streetscape Improvements	45 Votes
Roads + Traffic	37 Votes
Lighting + Safety	19 Votes
Branding + Wayfinding	11 Votes

The results show parking, multi-modal transit, improved pedestrian environment, and traffic to be of primary importance to residents.



Future Downtown Clayton

The final of the three dot exercises held at the Harvest Festival looked at those downtown elements that they'd most like to see more of through implementing this plan:

Bars + Restaurants	83 Votes
Parks, Plazas + Greenways	56 Votes
Fun + Entertainment	50 Votes
Public Art + Culture	39 Votes
Education Opportunities	21 Votes
Homes + Apartments	6 Votes
Technology	6 Votes

In keeping with the Community Values results, the folks in Clayton are about experiences and outdoor activity. Programmable spaces and urban open spaces might be welcome additions to the future downtown plan.



Public Input Workshop

December 14, 2022

A public input workshop was planned and held at Town Hall on the evening of December 14th. Unfortunately, turnout was incredibly low due to concurrently scheduled local events. As a result, the workshop was rescheduled with a significant advertisement and outreach effort to ensure better turnout.

Public Input Workshop

February 28, 2023

The rescheduled public input workshop was held at Town Hall on the evening of February 28th. Attendance was much better the second

time. Meeting participants heard presentations about the public survey results, the downtown market analysis, and the key planning themes that emerged during the listening sessions. An opportunity was also provided for meeting attendees to talk about their ideas for opportunities in downtown. At each meeting, experts in transportation, economic development, urban design, architecture, and planning were in attendance to answer questions and discuss concepts. A total of 50 people participated in the public meeting.





Online Community Survey November, 2022

As part of the Town of Clayton Downtown Master Plan process, a community survey was conducted throughout the month of November (2022). During that time, more than 1,000 people (1,089 total) participated in the community survey. The following paragraphs provide details on the responses received from residents, business owners, and others affiliated with Downtown Clayton.

Affiliation with Clayton

Just over half of those who took the community survey live within the Town of Clayton, and almost half live outside of the Town in Johnston County. About 12% work within the Town, while about 5% own a property downtown and 2% own a business downtown. Those who selected "none of the above" were asked to provide additional information and many of these shared that they live just outside of the Town / have a Town address / go to Town schools / utilize all of Town's commercial and personal amenities. The vast majority either lived in Clayton for years, live close-by, or work in or near Clayton.

Age of Respondents

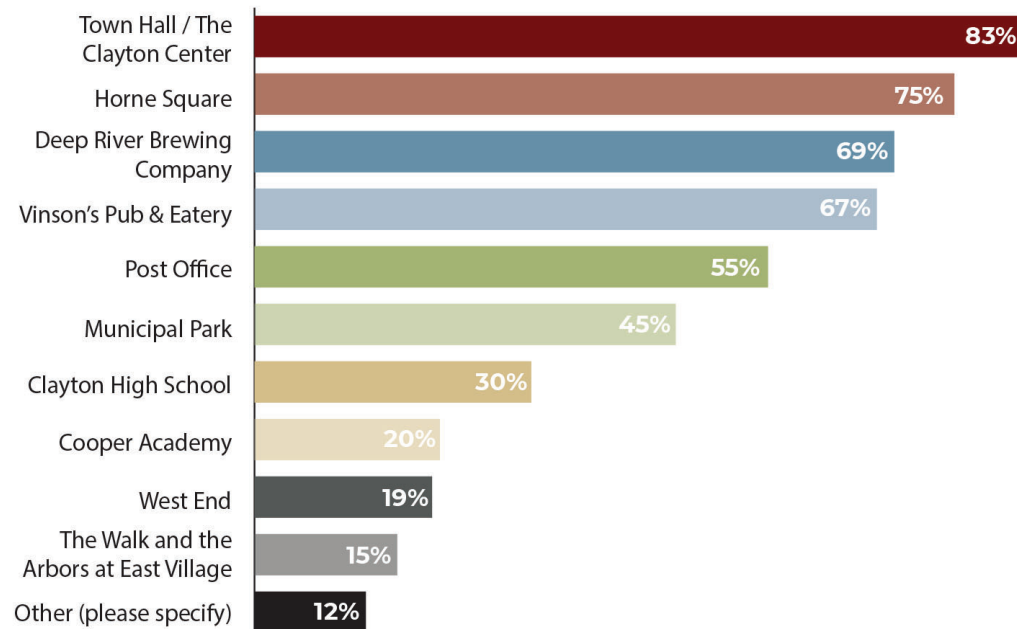
Almost half of the survey respondents (44%) are between the ages of 36 and 50. Just over one-quarter are between the ages of 25 and 35, and approximately 21% are between the

ages of 51 and 65. Only about 30 respondents are between the ages of 18 and 24 and just 3 people under the age of 18 took the survey. About 7% of participants are over the age of 65 years old. Interestingly, this survey had a larger participation rate from 20 to 40 year olds than an average community survey.

Which of these places do you consider to be part of Downtown Clayton?

Most people who took the community survey consider Town Hall, Horne Square, Deep River

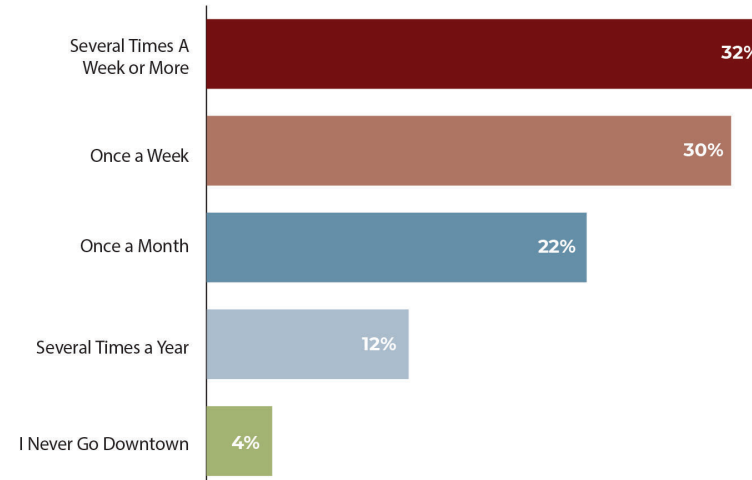
Brewing Company, and Vinson's Pub and Eatery to be within Downtown Clayton. There is less assurance about other listed spaces. Survey respondents had the opportunity to write in responses to this question as well and there were a range of places and boundaries described as Downtown Clayton. The top responses were Manning's Restaurant, Boulevard West Coffee Shop, Main Street, Clayton Steak House, Crawford Cookshop, and Lee's Produce.





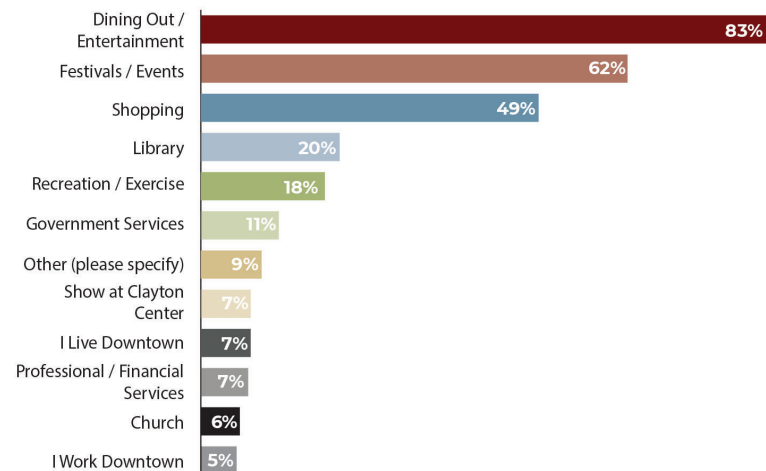
How often do you visit Downtown Clayton?

The majority (62%) of survey respondents visit Downtown Clayton at least once per week. About 22% visit once per month and 12% visit several times a year. About 4% of survey respondents never go downtown. When asked why they do not go downtown, many respondents shared that there is not enough safe parking, there is not much to do, there is a need for better restaurants, and it is too crowded/ there's too much traffic.



What are your primary reasons for visiting Downtown?

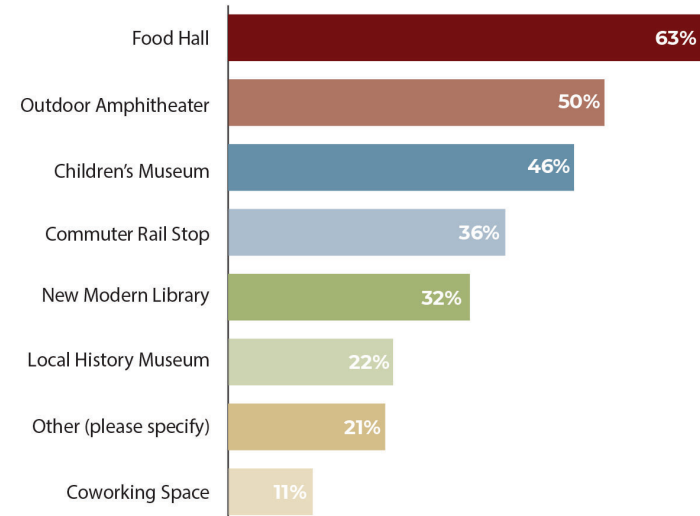
Most people who took the community survey visit Downtown Clayton to dine out / seek entertainment, or to attend festivals and events. About half of survey respondents also visit downtown to go shopping. About 95 respondents selected "other" and the most repeated reasons included for personal services and errands, school / day care / or musical lessons, and the farmer's market. Additional repeated responses include to walk around, visit coffee shops, drive through, visit the post office, visit friends, and get drinks.





Are there any locations that you would like to see located Downtown?

When asked about things survey respondents would like to see downtown, almost two-third of respondents selected “food hall.” Approximately half of those who took the survey would also like to see an outdoor amphitheater / performance area with stage or a children’s museum / active play area. About one-third of respondents are interested in a commuter rail stop and a new modern library. A couple hundred people also selected “other” and the top requests spelled out here include more restaurants, additional local stores, activities / entertainment, a park or recreational area, more bars, better parking, and family-friendly places to explore.



What would make you want to visit downtown more often?

The table below lists all of the things that ten or more survey respondents said would make them visit downtown more frequently. The number one request was for a larger variety of restaurants. This was followed by a greater variety of shopping and entertainment, as well as improved parking facilities and things for kids to do. Generally speaking, requests centered around adding more attractors and improving existing facilities and appearances.

# OF RESPONSES	WHAT WOULD MAKE THEM VISIT
402	More Restaurant Options
228	A Larger Variety of Shops / Businesses
215	More Entertainment
127	A Parking Deck / More Parking
91	Things for Kids to Do
48	Bar / Drinking Establishments
41	Parks / Recreation
28	Another Coffee Shop
27	Aesthetic Improvements
27	Improve Traffic Flow or Widen Roads
25	Improve Pedestrian and Bike Connections
24	Better Business Hours
23	A Bakery / Dessert / Bagel Shop
16	A Bigger Library (more programming, better hours)
14	Less Development / Construction
14	A Gathering Space



What is your favorite thing about downtown?

The most common “favorite thing” about Downtown Clayton is its small-town feel / charm / atmosphere. This is followed by its restaurants and bars, shops and businesses, festivals and events, and walkability. All responses which were stated by more than 15 respondents are shown in the word cloud (in a summarized manner). Additional top favorites not shown in the word cloud include the library, entertainment, Deep River Brewery, the ease of parking, and Main Street Jewelry.



Tell us your least favorite thing about downtown.

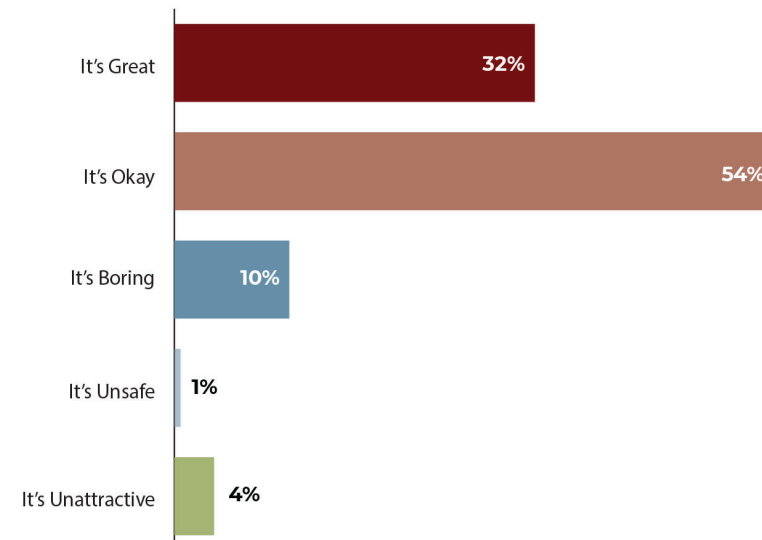
The word cloud below lists the least favorite things that were described by ten or more survey respondents. By far, the parking situation was listed as the least favorite element of downtown. Additional things that people do not like are the lack of variety of things to do, the amount of traffic in and around downtown, the overall appearance, and the pedestrian environment.





What is your overall perception of downtown?

Just over half of those who took the community survey feel that downtown is okay. About one-third of respondents think that it's great and about 10% think it's boring. Very few people find Downtown Clayton to be unsafe or unattractive. Almost 100 people provided comments on this question and many stated that downtown has a lot of potential but it could be improved; that it is moving in the right direction; there are a range of aesthetic improvements which could be made (building face lifts, greenery, etc.); and that there is not a lot to do downtown.



If you had an opportunity to live downtown, would you?

Just over half of those who took the community survey would not consider living in Downtown Clayton. About 27% might consider living downtown, and about 22% would consider living downtown. Respondents were able to provide comments on this question and almost 500 did so. The most common comments included people preferring larger lots and bigger homes than are available downtown (140 responses); some would enjoy being able to walk to everything (57 responses); some feel downtown is too crowded or too trafficked (40 responses); some already have a home elsewhere (38 responses); some feel utilities are too expensive (34 responses); that there isn't enough to do downtown yet (27 responses); that it wouldn't work for their family or current life stage (23 responses); and that they already live downtown (21 people) or close-by (19 people).

How easy or difficult is it for you to park downtown?

Almost half of survey respondents think it is easy to park in Downtown Clayton. Almost 36% of respondents find parking difficult, while between 7% and 10% find it either very easy or very difficult to park downtown. Almost 150 respondents also submitted comments related to this question and the most often-repeated comments were that it depends on the day and time of day, and that it is only difficult when there are festivals or events going on. About ten people stated that more parking is needed, while some specified that they typically walk over or that it depends on where you are going. Some also commented that the streets are too narrow or traffic is too heavy for parallel parking and that there is a need for handicap spaces. A number of comments also centered around it depending on the location you are trying to park in.



What do you think about paving sections of First Street and adding parking areas along the railroad corridor behind Main Street businesses?

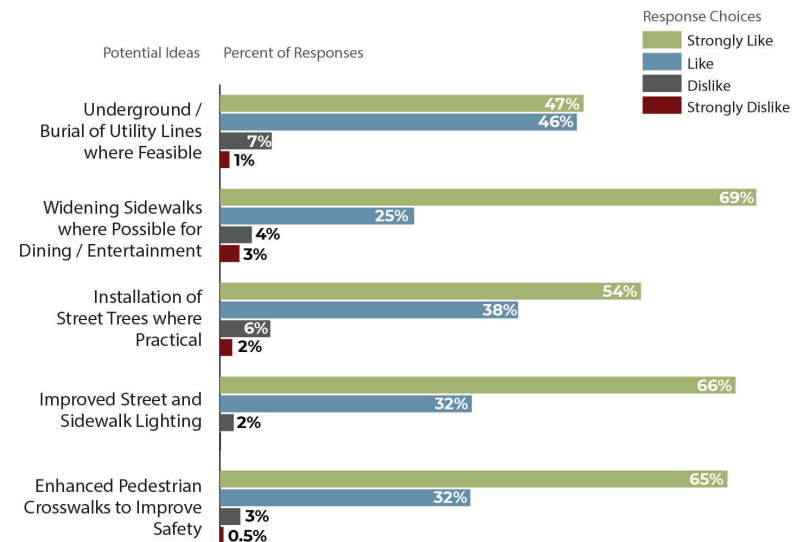
The vast majority of respondents (91%) feel that it is a good idea to pave sections of First Street and add parking areas along the railroad corridor behind Main Street businesses. Less than 100 people selected that this is “not needed.” About 90 respondents submitted comments related to this question and these generally reiterated their response to this idea. The most frequent comment was that there isn’t a need for this parking now, but it could exist if there is greater business and restaurant growth in the future. Other common refrains include that it is already used for parking and doesn’t need to be paved, that it should maintain some greenery / trees, that it would be good if it gets parking off Main Street, and that they are not sure about this idea. Some general

The Master Plan will consider the design, appearance, safety, and function of Main Street. Please tell us your preference.

Almost everyone who took the community survey either likes or strongly likes the idea of burying utility lines where feasible (93%), widening sidewalks for outdoor dining and entertainment areas (94%), installing street trees where practical (92%), improving street and sidewalk lighting (98%), and enhancing pedestrian crosswalks (97%). The graphic above displays exactly how favorable each option is on a scale from “strongly like” to “strongly dislike.” Many respondents added comments to this question but they generally explained their reasoning for selecting their answers and there were not a lot of repeated comments.

What is your experience as a pedestrian in downtown?

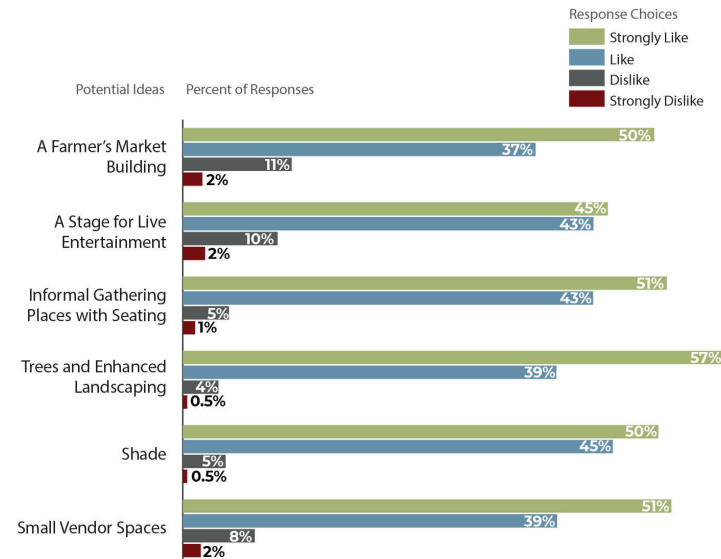
A little over half of those who participated in the community survey said that they enjoy walking in downtown. A little over a third of respondents are cautious when crossing intersections, and about 6% feel unsafe as a pedestrian in downtown. Only 4% of respondents have never walked in downtown. More than 100 respondents submitted comments related to this question and more than half of them focused on the difficulty crossing the street, or seeing pedestrians crossing the street. Many stated a need for more, well-marked pedestrian crossings, slowing down traffic, reducing traffic, improving sidewalk connectivity, and enhancing aesthetic elements to enrich the pedestrian experience.





The Master Plan will consider the design, appearance, and function of public spaces. Please tell us your preference for improvements to these spaces.

Most of those who participated in the community survey either like or strongly like the ideas of a farmer's market (87%), a stage for live entertainment (88%), informal gathering places with seating (94%), trees and enhanced landscaping (96%), shade (95%), and small vendor spaces (90%). The graphic above displays exactly how favorable each option is on a scale from "strongly like" to "strongly dislike." Approximately 40 people submitted comments related to this question but they generally reiterated or expanded on their responses; very few comments were repeated.



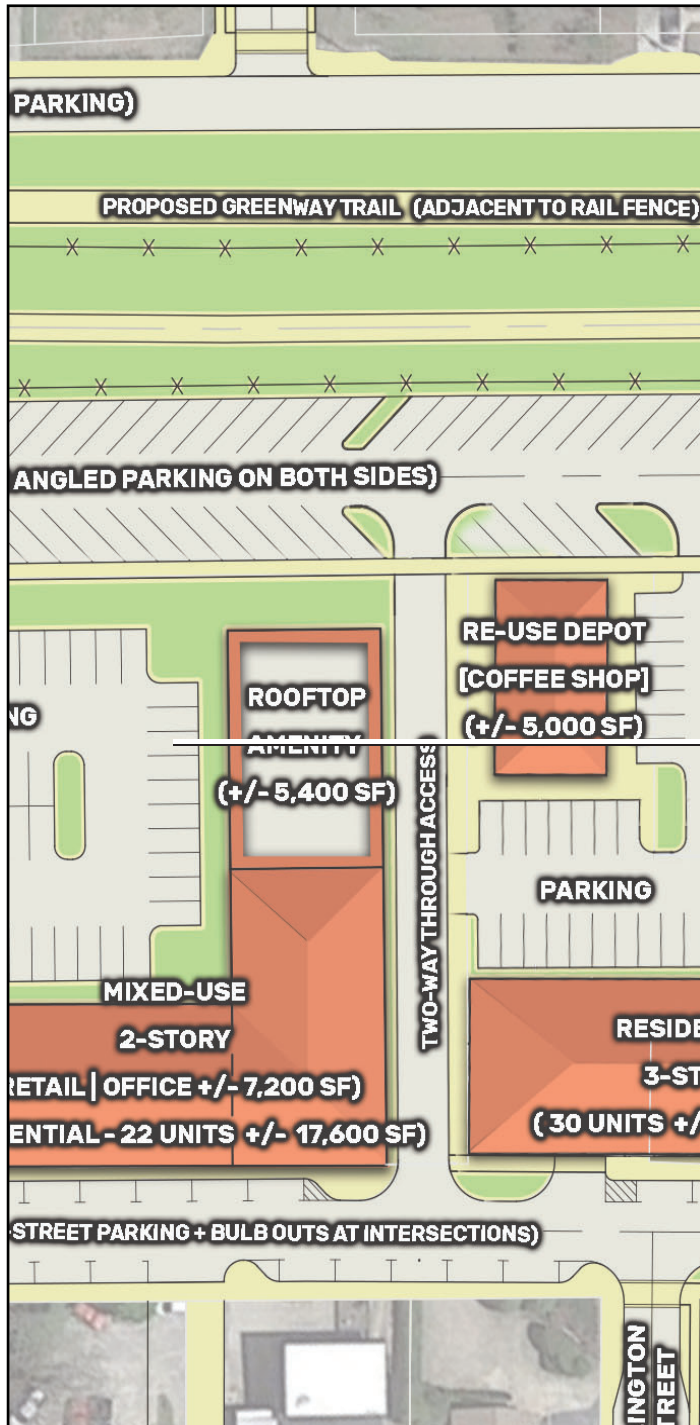
Would you support the creation of a Social District in the Downtown Clayton business district?

The majority of survey respondents (80%) would support the creation of a Social District within the Downtown Clayton business district. About 200 people selected would not support the creation of a Social District. About 90 respondents submitted comments related to this question and these generally expanded on their responses. The most common comments included concerns about this ruining the family atmosphere or posing public safety concerns; and that it would depend on the details and location. Many people were in support of the idea but others were worried about the logistics of it.

Do you think the downtown commercial area should be expanded outside of its current boundary?

About two-thirds of those who participated in the community survey feel that Downtown Should be expanded outside of its current boundary. Approximately one-third of respondents do not feel that way. 90 people submitted comments on this question. More than one-third of these were people who were not certain, mostly because they weren't sure of the current boundary. Additional common comments include that West End and Deep River should be included; that as long as it stays small and remains largely historic, small businesses; and that the focus should be on filling existing empty buildings and needs within the current boundary first. Additional less-frequently repeated comments focused on explaining people's responses.





04-D OPPORTUNITY SITES + REDEVELOPMENT

IN THIS CHAPTER
OPPORTUNITY SITE + REDEVELOPMENT CASE STUDIES



OPPORTUNITY SITES + REDEVELOPMENT

Introduction

The market analysis identified the opportunity to capture new office, retail, and residential demand in downtown. As part of the background research, properties that could absorb some of the new demand were identified, specifically where land was potentially available or where the value of the land was much greater than what was built on it. The properties were narrowed down by the location of potential sites and properties in relationship to town-owned properties that could be leveraged to help generate private investment in downtown. In addition, concentration of properties with single ownership were also considered.

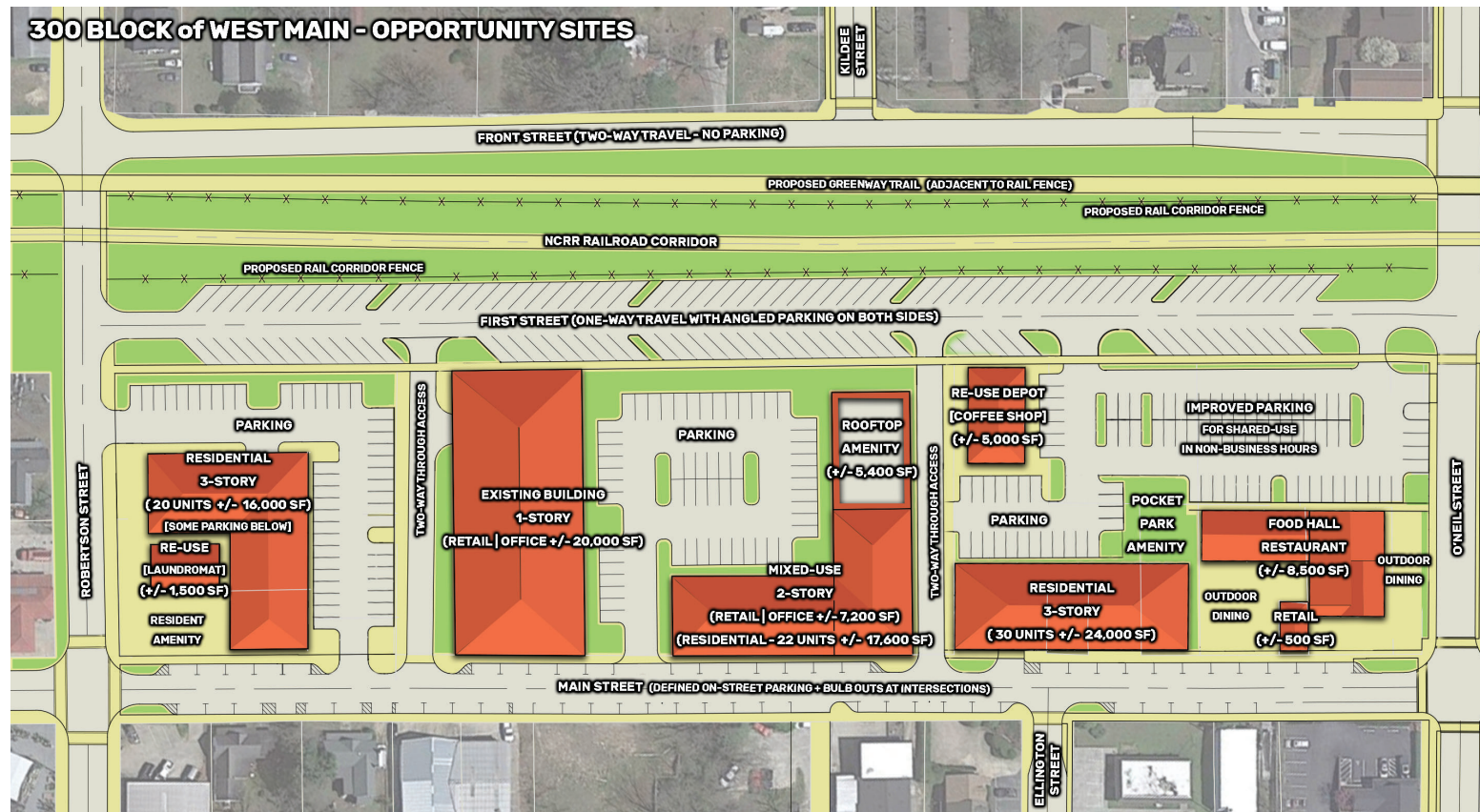
While there are many development and redevelopment opportunities within the downtown study area, conceptual development scenarios and options were focused on four sites in downtown. The first two sites are focused around Horne Square and Town Square. The concepts examine ways that the Town can leverage its resources to stimulate private investment for these two areas. The third site is at the near western edge of the downtown core located at 320 West Main Street on the property where the batting cages are located. A property owner was open for this site to be evaluated for redevelopment opportunities. The fourth site is located along

the 500 block of East Main Street on a site where a property owner is proposing a conceptual development.

320 West Main Street Block

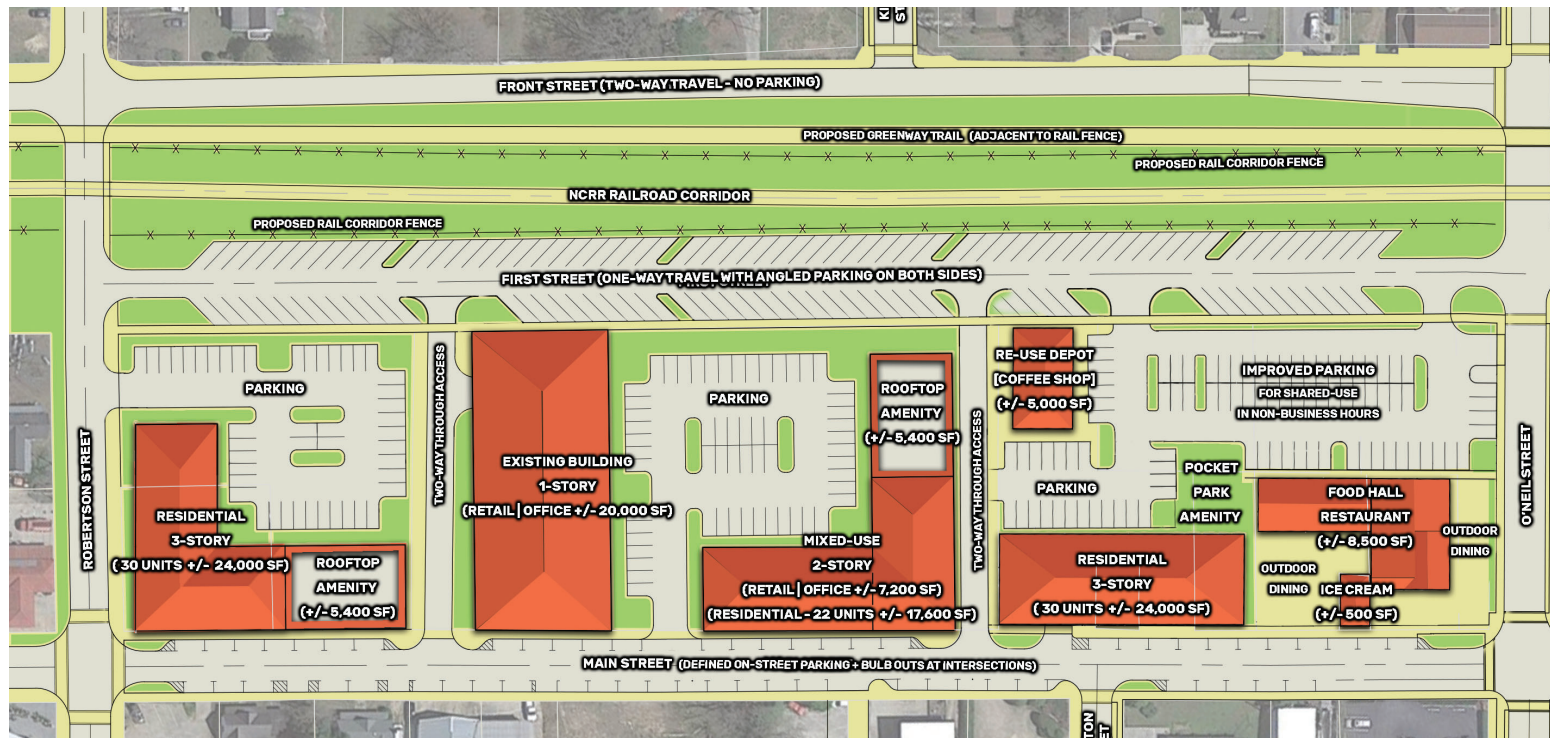
This opportunity site is 2.15 acres and presents an opportunity to extend the core of downtown along West Main Street. The two options created for this property include a focus on reuse and an option focused on redeveloping the entire site.





Concept One – Reuse Focus

In this concept, the existing 20,000 square foot building is preserved and can include a variety of retail/entertainment or office type uses. A centralized parking area with 58 spaces is created to serve the existing building and a new L-shaped building designed to front on West Main Street. The new structure would include ground floor retail and mostly upper story residential units with a rooftop amenity. This concept also envisions the potential for parking within the railroad right-of-way.



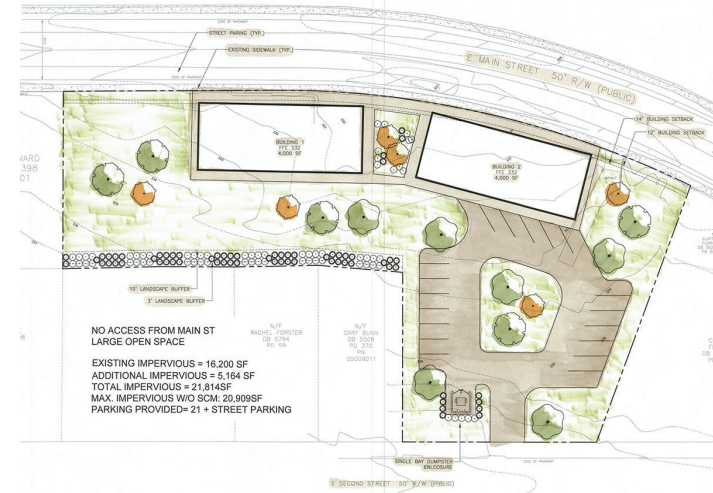
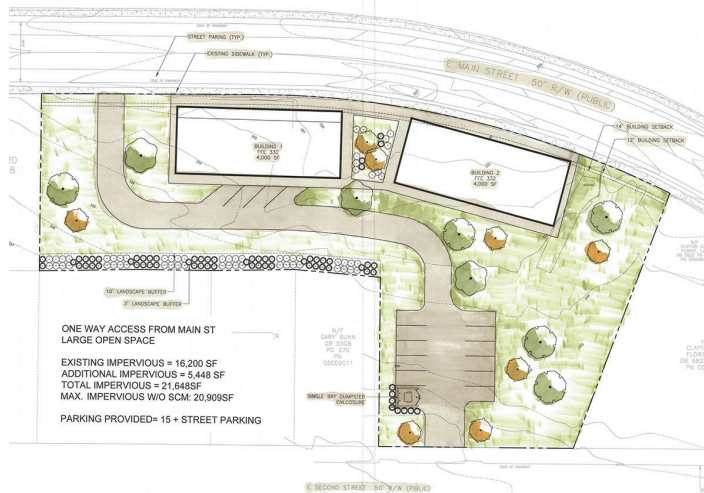
Concept Two – New Construction

The new construction option envisions two new L-shaped mixed-use buildings with ground floor retail/office and upper story residential units. The design reinforces the street frontage along West Main Street to help fill the storefront gap on this segment of Main Street. The parking is located in the rear of the property and can be supported by future parking in the railroad right-of-way as negotiated.



500 East Main Street Block

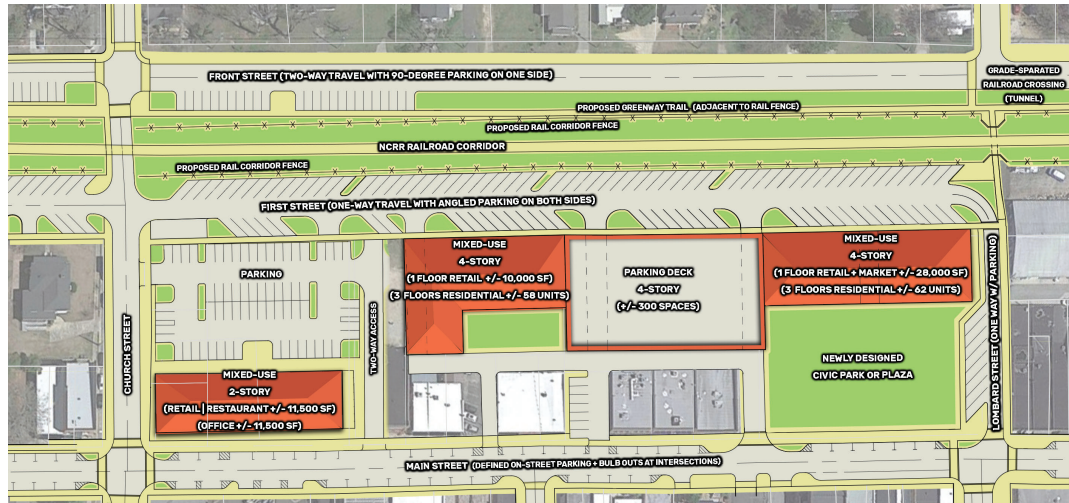
During the master plan process, a property owner along East Main Street presented conceptual plans for activating the southeastern end of the downtown core. The proposed concept envisions two 4,000 square foot office buildings that front East Main Street with two alternative parking layouts. As displayed, the two buildings are aligned with street front, which helps reinforce the desired urban form downtown; however, the opportunity for multi-story mixed-used is not addressed in the current layout. While this development would provide new office space, it may be more beneficial to the downtown as a whole if more property were acquired to develop a larger mixed-use project in that area of downtown.





Horne Square Block

The survey and interviews highlighted the need for more opportunities and redevelopment of existing public spaces in downtown. The town-owned Horne Square is located next to an unimproved crushed stone/gravel parking area that is connected to Church Street along the railroad by First Street, which is also unimproved. Three conceptual redevelopment options were created for this area: Concept One – Commuter Rail Focus; Concept Two – Housing Focus; and Concept Three – Horne Square Focus.

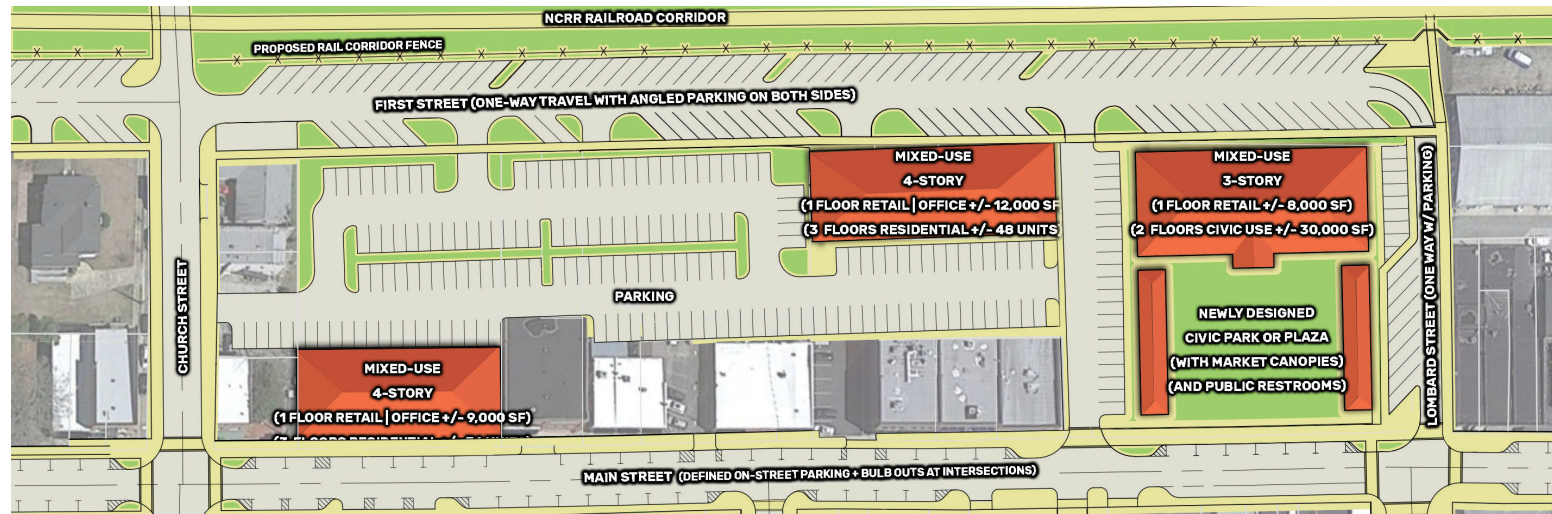


Concept One – Commuter/Passenger Rail Focus

The regional planning organizations and partners with GoTriangle have identified Clayton as a potential commuter rail stop in the future. One of the conceptual options is the establishment of a commuter rail platform and new development adjacent to Horne Square. In this concept, an elegant entryway is created from the commuter rail platform through a mixed-use building that frames a redesigned Horne Square, opening up into the heart of downtown. This new four-story mixed-use building adds the residential density and activity envisioned for the downtown core with apartments over retail and a potential market hall. The development on Horne Square and redevelopment in this area will be supported by a four-story 300-space parking deck on a portion of the unimproved parking area and an existing paved parking area. The parking deck would be potentially funded by a commuter rail contribution from GoTriangle, new taxes from the redevelopment, hourly/daily users, and parking agreements with private residential. This new parking structure will serve downtown visitors, apartment/residential occupants, and commuter rail users. As part of this concept, First Street would be improved and would include an additional 50 spaces of on-street parking. In total, this concept supports 120 new apartments, which could be more if greater than 4 stories are allowed, 12,000 square feet of new retail on Horne Square, a 300-space parking deck, and 50 new on-street parking spaces.



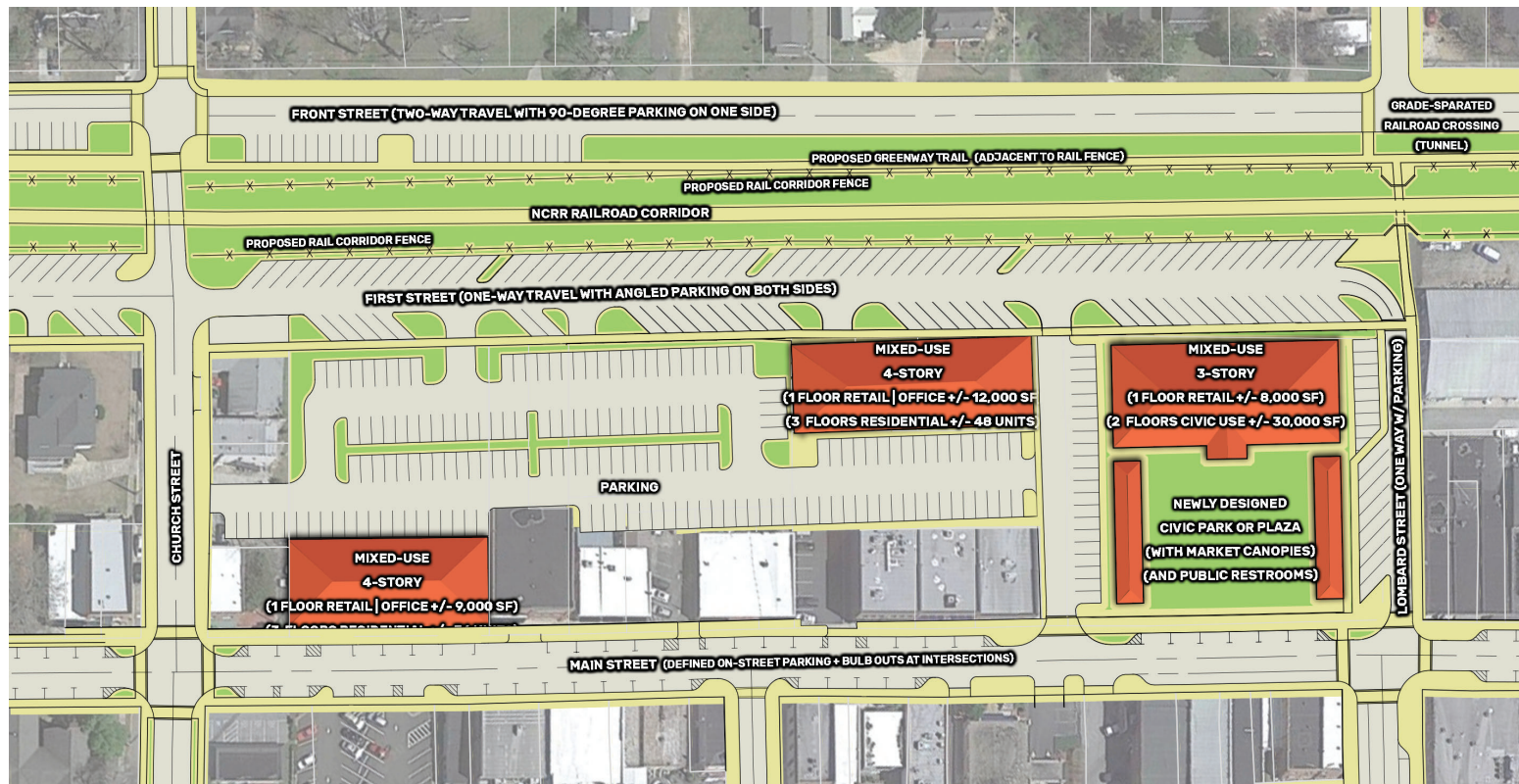
Horne Square Block



Concept Two – Residential Focus

In the residential focused concept, a new parking structure is not recommended. In this option, the scale of development is slightly reduced as parking will need to be accommodated on-street and off-street in parking lots. For example, the new mixed-use building framing Horne Square is only three-stories in this option. The new building occupies the same footprint with a similar retail opportunity on the ground floor. In this concept, two additional four-story residential buildings are proposed adjacent to Horne Square behind the Main Street buildings with parking in between. The first level of the apartments could also be utilized as parking if needed. First Street is improved and includes on-street parking and additional spaces are added just to the east of Horne Square and the mixed-use building. This option creates 126 new apartments, 12,000 square feet of retail, and approximately 95 new parking spaces. If the ground floor is utilized for parking on the two residential buildings, it would add an additional 50 spaces.





Concept Three – Horne Square Focus

The North Carolina Railroad Company (NCRR) owns most of the right-of-way that is occupied by First Street to the railroad. The previous two concepts included options with an improved First Street and new on-street parking in this area as well. While these are all good options, the Town will need to negotiate with NCRR to lease or improve the street in this area. Not knowing the future of those negotiations, a third option was explored for this area that focused on Horne Square and does not include First Street and on-street parking improvements in the railroad right-of-way.

This concept identifies market hall/event space and the location of a new library facility on Horne Square in response to public input and desires for a new library and market hall/event space in downtown. The new library is positioned to front onto Horne Square with two market hall/event space wings



that extend along the edges of Horne Square to create a redesigned square and public space on East Main Street. On-street parking would surround the site on East First Street and North Lombard Street.

The unimproved parking lot in this concept becomes a four-story mixed-use building with 12,000 square feet of retail/office space and 48 residential units. This concept also envisions significant changes on Main Street included the conversion of the convenience store parking lot at 208 East Main Street into a four-story mixed-use building with 9,000 square feet of retail on the ground floor fronting main street and 36 residential units above. This would fill a major gap in the street frontage. In order to support parking needs of the redevelopment, a well-connected surface parking lot would be established where the current convenience store is located back to the edge of the railroad right-of-way along First Street.

This concept includes a 30,000 square foot new library, two 2,000 square foot market/event space structures/buildings, 84 new residential units, 9,000 square feet of Main Street retail space, 12,000 square feet of retail/office space, 155 new off-street parking, and 40 on-street spaces. Although not needed to support these uses directly, if parking agreements can be reached with NCRR in the railroad right-of-way, an additional 75 spaces could be created.

Concept Three – Horne Square Focus

The North Carolina Railroad Company (NCRR) owns most of the right-of-way that is occupied by First Street to the railroad. The previous two concepts included options with an improved First Street and new on-street parking in this area as well. While these are all good options, the Town will need to negotiate with NCRR to lease or improve the street in this area. Not knowing the future of those negotiations, a third option was explored for this area that focused on Horne Square and does not include First Street and on-street parking improvements in the railroad right-of-way.

This concept identifies market hall/event space and the location of a new library facility on Horne Square in response to public input and desires for a new library and market hall/event space in downtown. The new library is positioned to front onto Horne Square with two market hall/event space wings



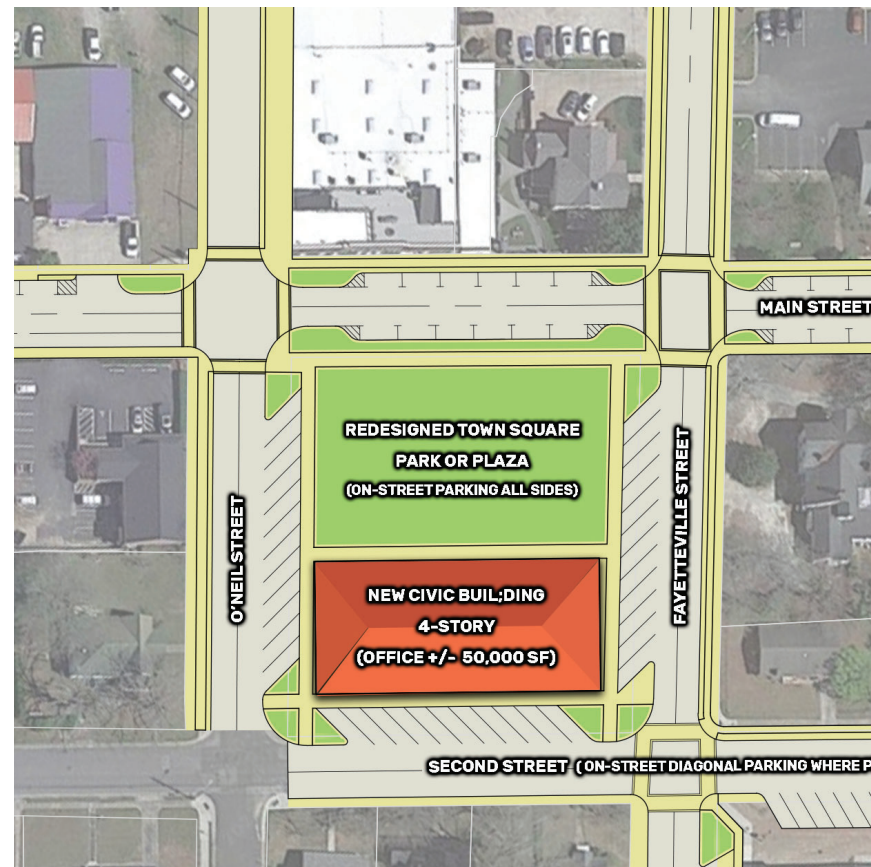
Town Square Block

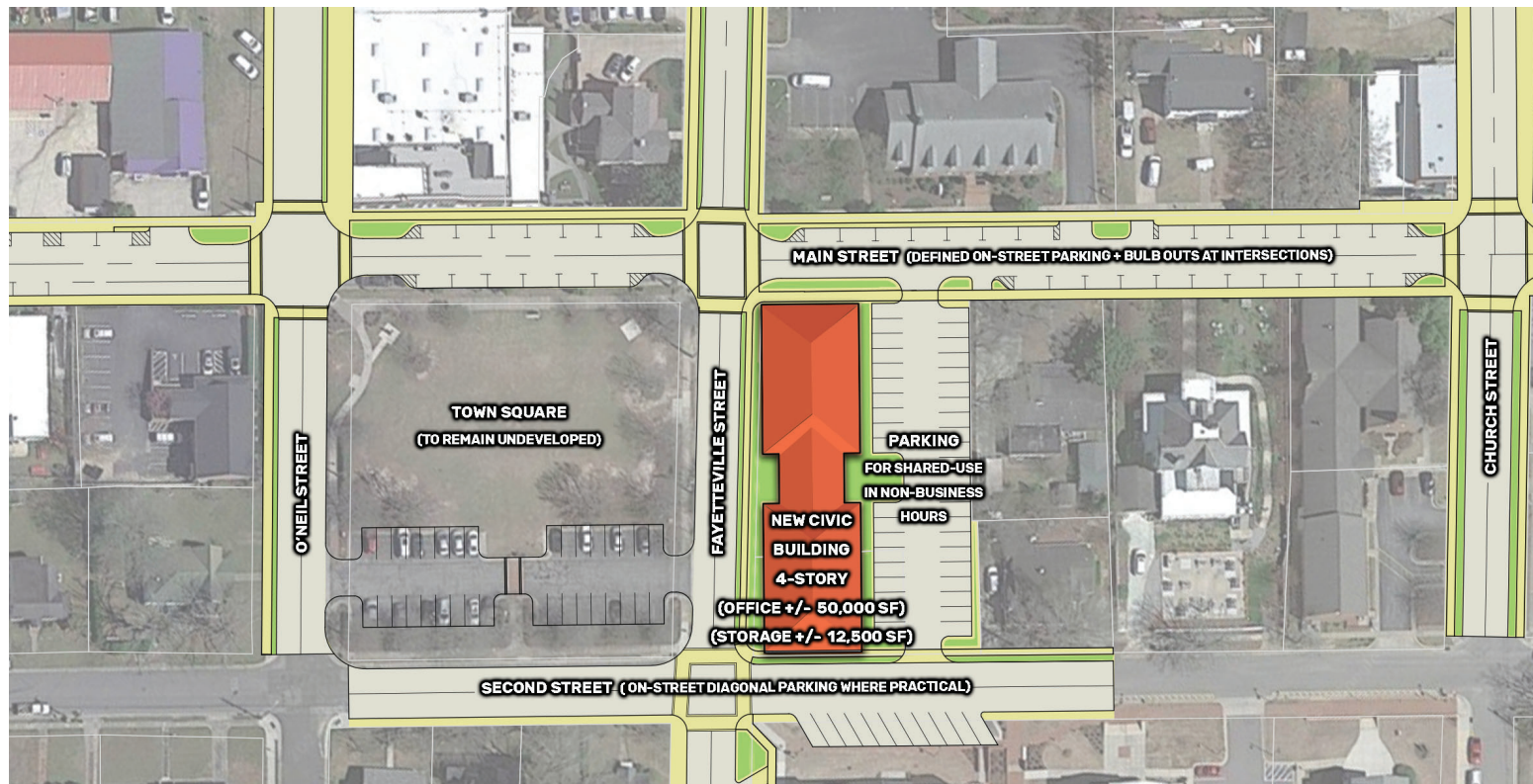
While the Horne Square Block opportunities focused on private investment, the Town Square options focus on locating civic uses on or adjacent to the Town Square. The concepts are in response to the desire for a new library location and the Town's office space needs. Concept One is similar to the Horne Square concepts by constructing a new structure on the existing Town Square. Concept Two identifies the opportunity to develop property that is across Fayetteville Street for the civic uses. As an important note, due to deed restrictions related to the existing library, if a new library is created, the existing library can potentially be utilized for the storage and display of special / revolving library collections, a history focused collection, and the location of a small gift shop with café space.

Concept One – Develop on the Square

In this option, a new four-story building is constructed within the existing parking area. It helps frame the square, giving structure to the open space area. Anchoring this end of West Second Street with a new public building filled with employees and visitors creates the opportunity to activate the green space with more informal activities and places for people to gather throughout the week. This will also help generate more activity along the west end of Main Street.

The new civic building can be occupied by a new library and history museum on the first two floors and include a 37,000 square foot basement for additional storage space. Also, the first floor can include a large patio or porch area that serves as a stage for events on the green. Town offices can occupy the top two floors of the building, which would be approximately 25,000 square feet, to meet some of their expansion – keeping it in close proximity to Town Hall. The 34 parking spaces in the parking lot would be replaced by 52 on-street parking spaces surrounding the Town Square.

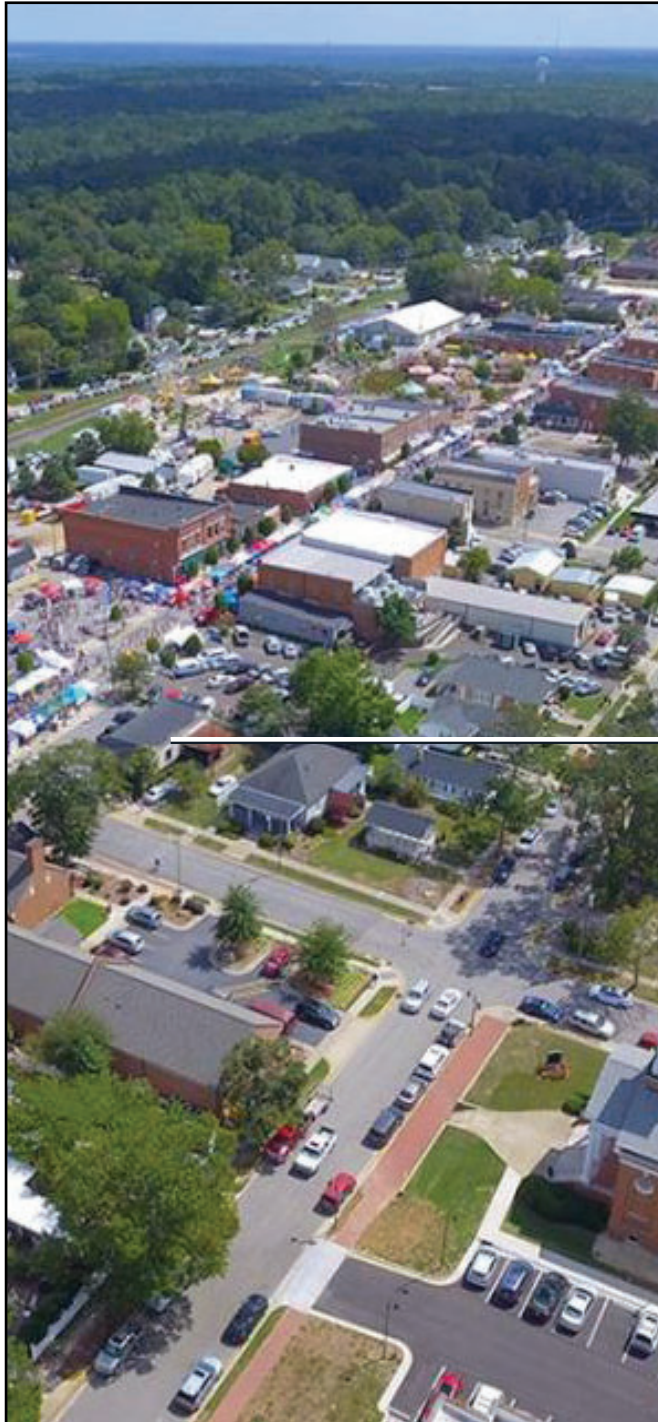




Concept Two – Develop Adjacent to the Square

This option also envisions the construction of a new civic focused building; although, it is located across Fayetteville Street. The location maintains close proximity to the Town Hall and still provides the foot traffic to help activate the Town Square throughout the week. Also, the location of the building on this site still helps to frame the Town Square.

In this option, a new four-story 50,000 square foot building is displayed. This would include 25,000 square feet of library space with the opportunity for approximately 12,000 square feet of storage in a potential basement. The town offices would be located in the area of the building on the corner closest to Town Hall, taking up the remaining 25,000 square feet of space. The existing parking lot at the Town Square is not displaced in this option, and approximately 35 spaces can be accommodated on the new site.



01 INTRODUCTION

IN THIS CHAPTER

PROJECT INITIATION + PURPOSE

PLAN PROCESS

PREVIOUS PLANS

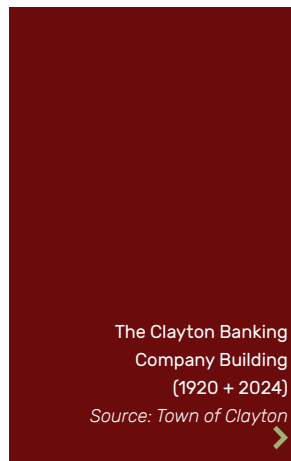


PROJECT INITIATION + PURPOSE

This plan represents a comprehensive and collaborative effort between the Town of Clayton residents, business owners, stakeholders, Town staff, and elected officials. The purpose and intention of this Comprehensive Master Plan is to direct the growth and design of the Downtown Clayton commercial district in a way that fosters future redevelopment, preserves critical historic and cultural resources, emphasizes activity and amenity, and works to improve the quality of life for residents and visitors alike. The proposed Plan is in compliance with the Town's

newly established Unified Development Code ("UDC") and the previously adopted Clayton 2045 Comprehensive Growth Plan, making recommendations that work to accomplish the positive aims of this plan. The Downtown Master Plan identifies public projects that will enhance the Downtown area as it is developed to meet future predicted growth and considers and takes advantage of several trends that create more favorable urban living areas, resulting in a more vibrant Downtown core. The Plan identifies existing conditions, cultural resources, market analysis, current and future policy measures, opportunities, and constraints. Paired with a comprehensive

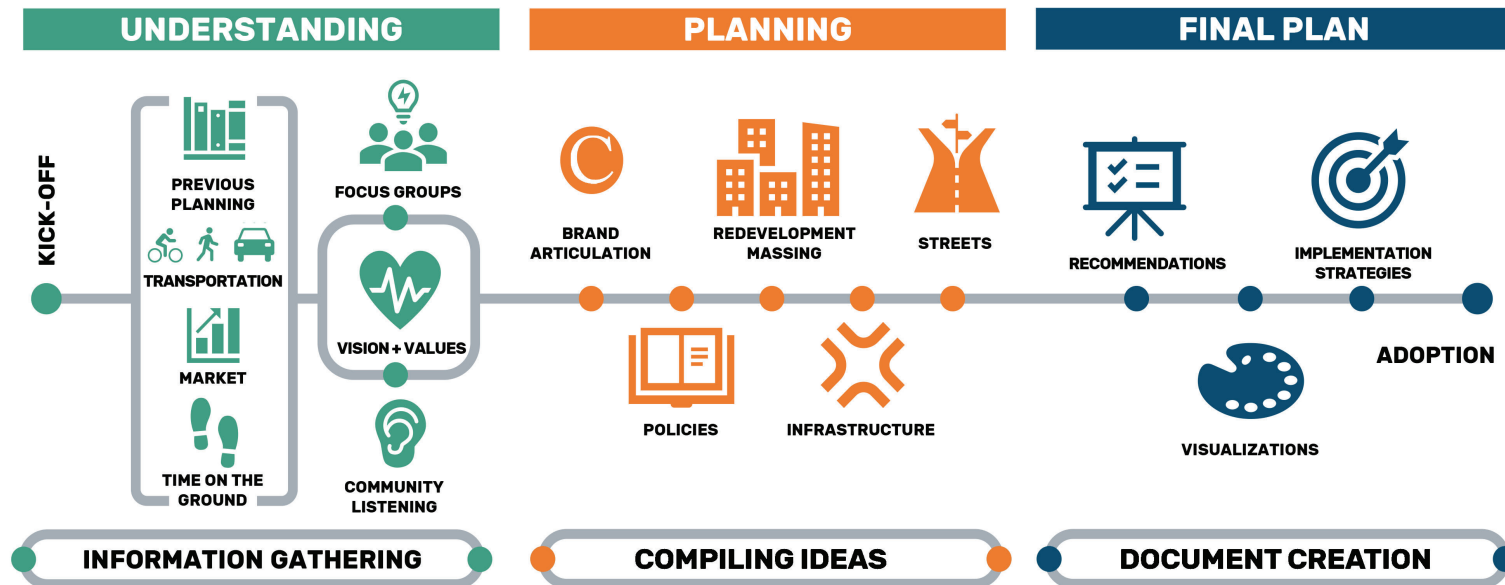
public engagement focus, the priorities of Clayton's residents and Downtown stakeholders have emerged and are the basis informing the direction of this Master Plan and the action items that will bring the vision herein to fruition. The public engagement efforts taken led to many great conversations and revelations that reinforce that each measure in the Master Plan reflects the values and visions of the Town and its residents. This Downtown Master Plan reflects continued positive leveraging of the innovation and momentum for positive change that Clayton has been cultivating in recent years. This plan helps guide the Town of Clayton in managing change well and in positioning Downtown for continued success.





PROJECT PROCESS

This plan reflects a collection of efforts and the recommendations and implementation strategies that were derived as a result. The process that was followed to get to the creation of this document is graphically outlined below:



PREVIOUS PLANS

Over the years, the Town of Clayton's Planning Department has been responsible for numerous guiding documents that help to manage land use, zoning, and infrastructure as Clayton grew in population and complexity. The department has been responsible for developing zoning ordinances, comprehensive plans, master plans and small area plans, transportation + parking plans, and historic preservation plans amongst others.

For this Downtown Master Plan process, the project team began by conducting a review of the most recent of these plans including the following reports which considered the downtown, economic development and land use:

- › Downtown Master Plan (2010)
- › Johnston County Transportation Plan (2011)
- › Parks + Recreation Comprehensive Plan (2013)
- › Clayton Economic Development Strategic Plan (2020)
- › Think Clayton – 2045 Comprehensive Growth Plan (2021)
- › Clayton Pedestrian Plan (2022)
- › Downtown Strategic Vision (2023)
- › Clayton On the Move: Comprehensive Transportation Plan (2024)



PROGRESS

Critical information from each of these plans has informed the Downtown Master Plan update and can be found throughout this document in the areas where they relate to the context of the Downtown Master Plan. Here are a few highlights of understanding gleaned from the review of these prior plans:

- Downtown Clayton has worked diligently to incorporate design guideline criteria in new developments and to foster adaptive reuse of historic properties.
- Many goals of the prior Downtown Master Plan have been achieved and implemented over the last 13 years.
- Efforts at Public/Private Partnerships have been fruitful but renewed connections are advisable.
- Progress with the Railroad has been difficult but recent changes in their leadership and efforts by Town representatives at cooperative outreach may help.
- Parks + Recreation has made significant investment into downtown active open space and greenway connections.
- Transportation recommendations including improved parking lots, improvements along the railroad corridor on Front Street, structured parking, and pedestrian cross access improvements such as pedestrian alleyways and improved crossings using different materials such as pavers, have all been slow in implementation, but progress has been made in changing traffic patterns.
- The proposed realignment at Central Street remains unacted upon.
- Design for streetscape improvements has been acquired but remains unacted upon
- New sidewalk construction has been limited to areas where damage or underground excavation required replacement.
- Gateway signage has been installed at the east end of Main Street but not in other Downtown approach locations.
- Economic investments have been strong and commercial vacancy is down significantly.



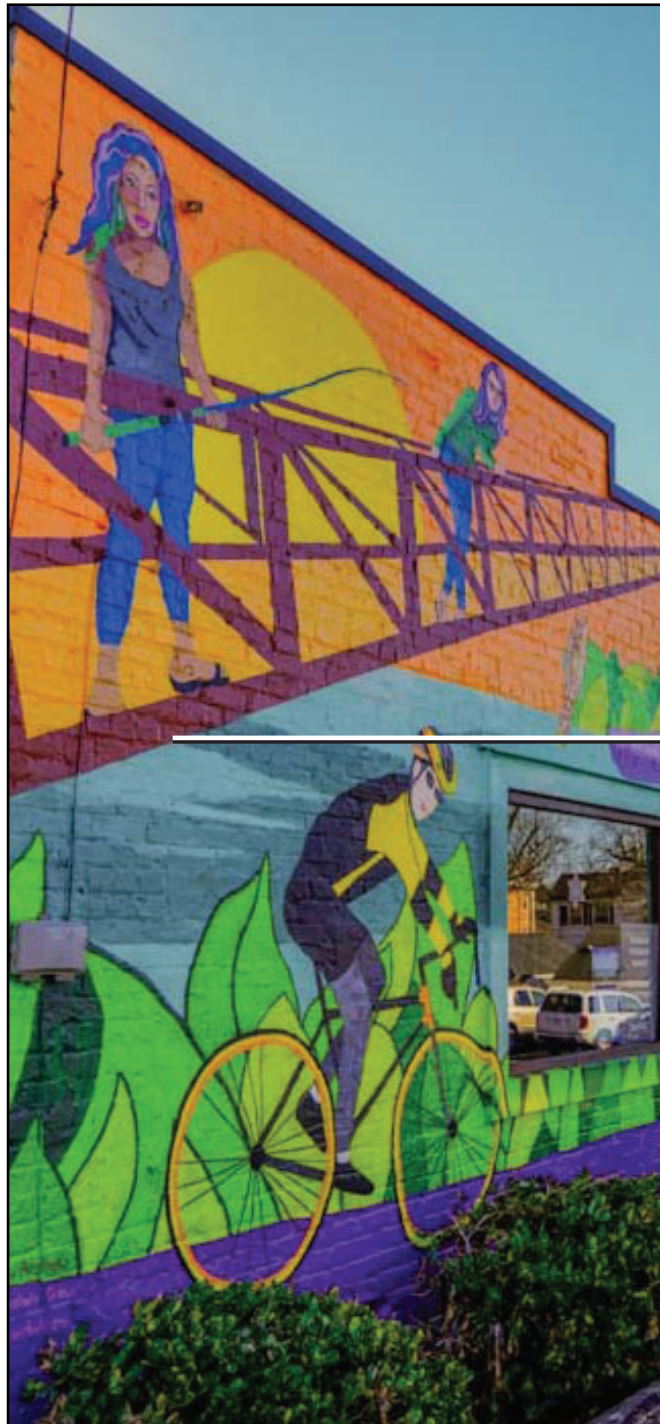
2010 DOWNTOWN MASTER PLAN

Elements of the 2010 Clayton Downtown Master Plan have come to fruition including:

- › Reached Goals of Downtown Vacancy Reduction
- › Establishment of Improved Ordinance Text - Newly Adopted Unified Development Ordinance (UDO)
- › Establishment of a Downtown Overlay District
- › Incorporation of Public Art Programs
- › Expanded Festival and Event Programming
- › Branding and Marketing Campaigns (Think Clayton)
- › Redevelopment Partnerships to Get New Businesses Off the Ground and Established.

While many of the suggested redevelopment options, parking consolidation, gateway features, and other recommended physical elements of the 2010 plan were not implemented, the establishment of design guidelines, restrictive code language, and the efforts of the Downtown Development Advisory Board have created an environment that has a strong economic impact and has been able to maintain a familiar character for Downtown that aids in establishing Downtown Clayton as a desirable place to live, work, recreate, and to do business.





02 DOWNTOWN PLAN

IN THIS CHAPTER

VISION STATEMENT
COMMUNITY VALUES
THE DOWNTOWN PLAN
DOWNTOWN PLAN HIGHLIGHTS
RECOMMENDATIONS



VISION STATEMENT

DOWNTOWN CLAYTON IS OUR PLACE

It's where we make memories, share our cultures, and dare to be creative. It's where we celebrate our history and where we find opportunity to grow **TOGETHER.**

COMMUNITY VALUES

Recent trends in the direction of Downtown Clayton paired with the sentiments of stakeholders and the public led to the development of a series of guiding values for this Downtown Plan.

ENRICH QUALITY OF LIFE + CREATE MEMORABLE EXPERIENCES

CELEBRATE CULTURE + CREATIVITY

PRESERVE + CELEBRATE HISTORIC RESOURCES

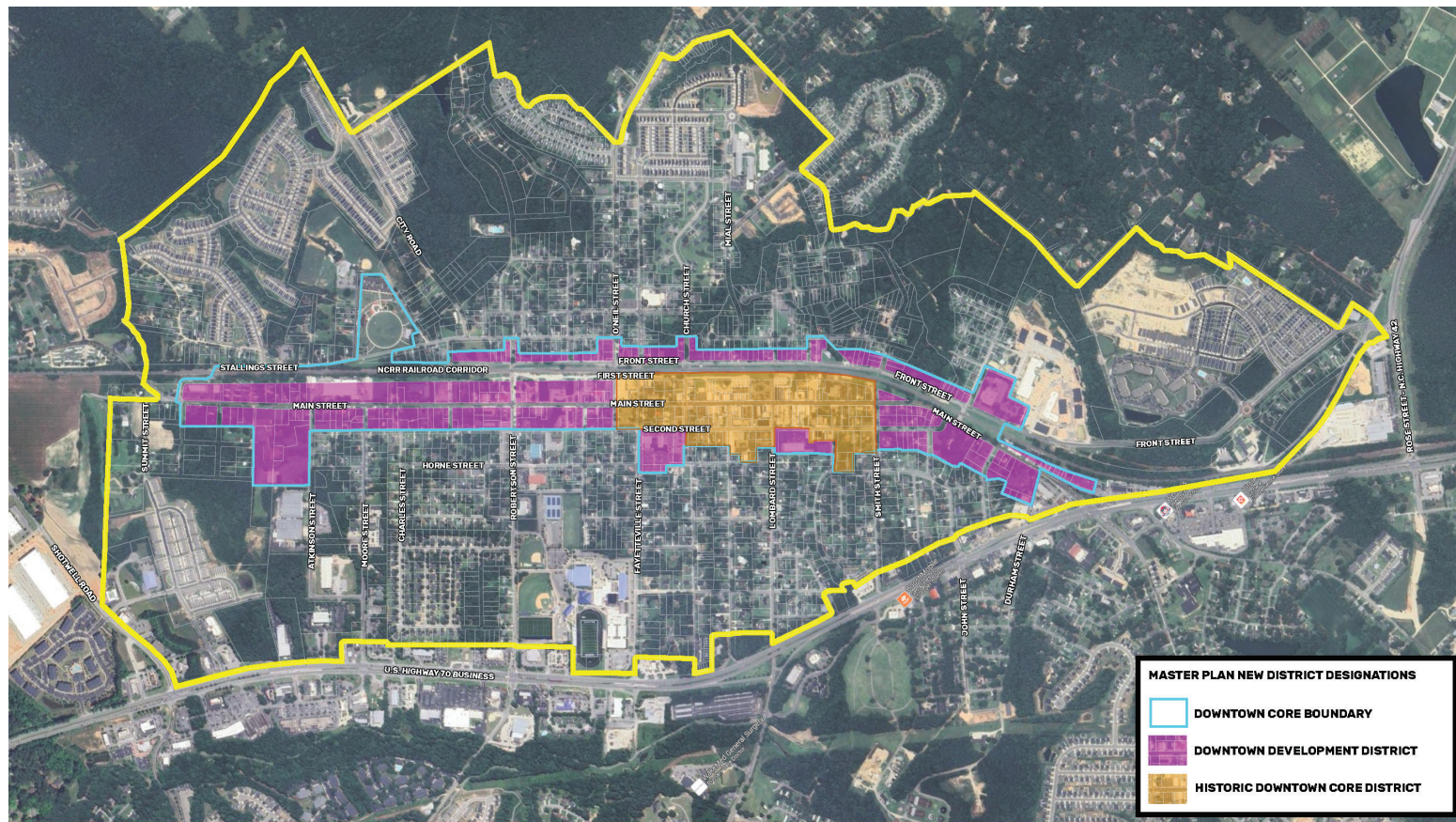
ENHANCE THE LOCAL ECONOMY

Each of the conclusions and recommendations of this Downtown plan have one or more of these values at their core. Implementation strategies, action items, future policies and standards will be more successful if they maintain these values as their driving principles..



THE DOWNTOWN PLAN

After developing a thorough understanding of existing conditions, hearing and processing the public's input, expressed values, and vision for Downtown Clayton, a Plan for the Downtown Core has taken shape. In this section, we delve in to what that Downtown Plan entails, from Future Land Use and Zoning, to the understanding of Opportunity Sites for development or redevelopment, to a review of the ordinance language recently adopted as a part of the Town's Unified Development Ordinance (UDO). The result is an ability to put form into the summary, recommendations, and proposed implementation strategies to bring these plan elements into fruition.





DOWNTOWN PLAN HIGHLIGHTS

Here is a summary of the primary elements of the Downtown Plan that will be highlighted in the recommendations to follow.

REVISED FUTURE LAND USE MAP

RECOMMENDED REVISIONS TO THE 2045 LAND USE GROWTH PLAN

TRAFFIC, TRANSPORTATION + PARKING

RECOMMENDATIONS FOR REVISED TRAFFIC PATTERNS, ROAD DIETS + MULTI-MODAL TRANSPORTATION + PARKING

BICYCLE + PEDESTRIAN IMPROVEMENTS

ACTIVE TRANSPORTATION + STREETSCAPE ENHANCEMENTS FOR MAIN, FIRST AND SECOND STREETS + CONNECTING ROADS

DOWNTOWN EVENTS + PROGRAMMING

RECOMMENDED EXPANSIONS TO THE SLATE OF DOWNTOWN EVENTS + PROGRAMMING OF PUBLIC SPACES

RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE TEXT

RECOMMENDED POLICY REVISIONS FOR INCLUSION IN THE PROPOSED UNIFIED DEVELOPMENT ORDINANCE TEXT

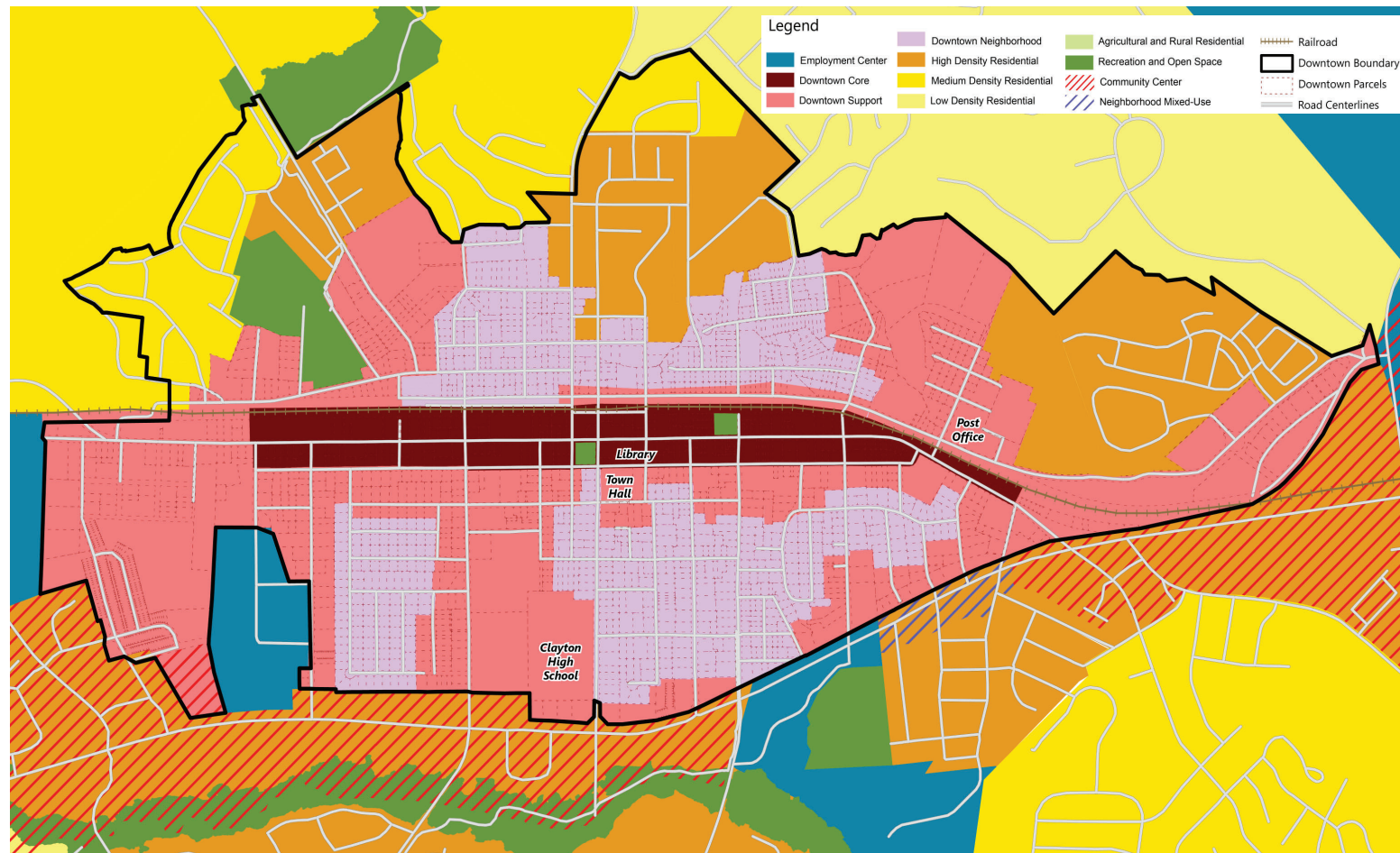
DOWNTOWN MANAGEMENT + FUNDING

RECOMMENDATIONS FOR CONTINUED DOWNTOWN MANAGEMENT + POSSIBLE ADDITIONAL FUNDING SOURCES



2045 FUTURE LAND USE MAP (AS ADOPTED)

Represented below is the 2045 Future Land Use Map from the Think Clayton - 2045 Comprehensive Growth Plan adopted in November of 2021. A simplification of zoning classifications and a revised downtown boundary were both incorporated as a part of the recently completed and adopted Unified Development Ordinance (UDO).





FUTURE LAND USE + ZONING

INTRODUCTION

As the Downtown Plan was being prepared, the Town was in the process of preparing an overhaul to its Unified Development Ordinance (UDO) called Codify Clayton. The Codify Clayton initiative was undertaken to modernize and simplify the Town's current development code. The UDO was adopted by the Town in April of 2024 and is the basic set of laws used by the Town to protect public health and safety, property values, and sensitive environmental resources. In addition, the UDO addressed recommendations from the 2045 Comprehensive Growth Plan. The 2045 Future Land Use Map and Codify Clayton code updates were evaluated as part of the Downtown Plan process.

2045 Future Land Use Map

The 2045 Future Land Use Map (FLUM) identifies five different future land use categories within the downtown study area. The categories include the following: Downtown Core, Downtown Support, Downtown Neighborhood, Employment Center, and Recreation/Open Space. Also, the downtown study area is surrounded by land designated as High Density Residential, Medium Density Residential, Low Density Residential, and Community Center future land uses. The summary of each category is outlined below.

Downtown Core (DC)

The Downtown Core applies to the area where the highest-density commercial, employment, residential and other uses are located. It fosters an urban environment characterized by a sensitive blending of carefully preserved older

structures, high quality and context-sensitive new construction, and public spaces all working together and integrated with surrounding neighborhoods. The Downtown Core includes a variety of uses including commercial services (restaurants, retail, professional services, and entertainment), office, high-density residential, upper-story apartments, and older homes renovated to accommodate commercial uses. This area provides a connected grid-style street network with alley access, future transit opportunities and pedestrian friendly sidewalks, safe crossings and streets with on-street parking and slow speeds

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.

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.

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.

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.

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.

Low Density Residential (LDR)

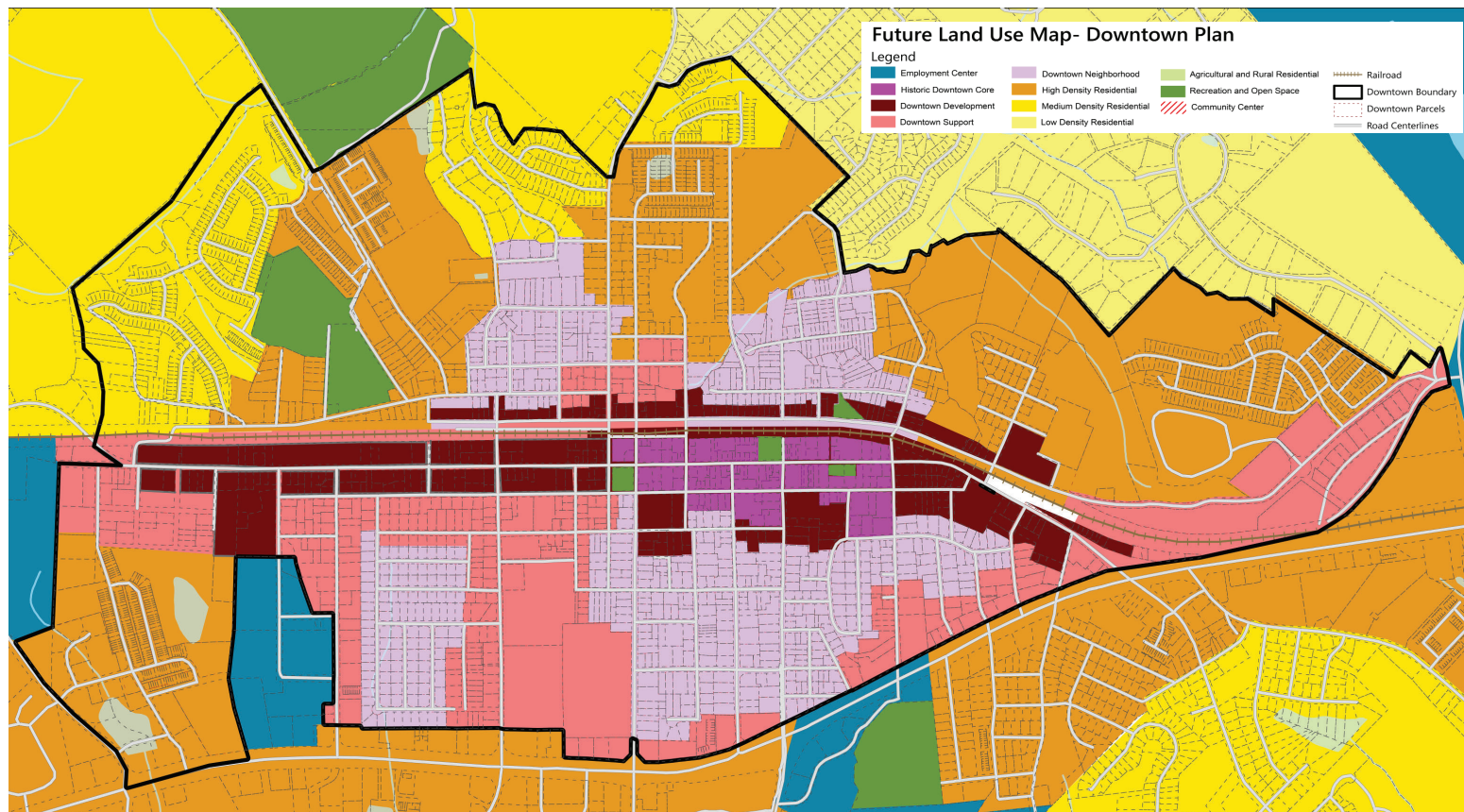
Areas designated as Low-Density Residential are intended to remain predominantly suburban in character and provide for low-density, single-family residential development on smaller lots than those in Rural Residential areas. However, a mix of residential housing types may occur under a conditional zoning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



FUTURE LAND USE MAP RECOMMENDATIONS

Based on the market research and input received during the planning process, a number of changes are recommended for the 2045 Future Land Use Map. The changes are intended to provide more focus on expanding the Downtown Core while protecting the treasured character of the current heart of downtown. The recommendations include:

- › FLUM - 01. Revisit and refine areas designated as Downtown Support
- › FLUM - 02. Expand Downtown Core area
- › FLUM - 03. Replace the Downtown Core designation with a new pair of designations; the Historic Downtown Core and Downtown Development





ZONING MAP RECOMMENDATIONS

As noted in the background research, the core of downtown was mostly zoned B-1 (Central Business). However, there are a number of other districts in the study area that include; O-1 (Office-Institutional), B-2 (Neighborhood Business) B-3 (Highway Business), Single Family Residential (various), and Planned Development – Residential. In addition to these base zoning districts, a downtown overlay zoning district was in place that covered a significant portion of the study area.

The Codify Clayton effort identified three new zoning districts and applied them to portions of the downtown study area. The new zoning districts include the Downtown Core (DTNC), Downtown Transitional (DTNT), and Downtown Neighborhood (DTNN). The Downtown Core district (DTNC) was implemented as part of the code updating and adoption process. The DTNC replaced the B-1 district, while the Downtown Overlay was eliminated.

Downtown Plan recommendations for zoning changes include:

- › **ZONM - 01.** Expand the area considered to be the Downtown Core
- › **ZONM - 02.** Replace the Downtown Core (DTNC) zoning district, dividing it into the Downtown Development District (DTDD) and the Historic Downtown Core District (HDCD) per the Downtown Plan

The new zoning districts shall be applied in a way to align with the recommended changes to the 2045 FLUM future land use category for the Downtown Core. This will ensure that future development in this area will conform with the vision of strengthening the core of downtown Clayton. Definitions for these new districts can be found below:



Historic Downtown Core

The western boundary of the Downtown Core is recommended to be extended as shown in the Downtown Plan graphic at the start of this section, converting portions of the Downtown Support and Downtown Neighborhood future land use categories all the way to the eastern boundary at Stallings Street/Irondale Drive. This western expansion would change the 2045 FLUM designation from Downtown Support and Downtown Neighborhood to a new classification of Downtown Development district (See description in this section). A number of properties in this western area of Downtown are continuing to change ownership and are being used for commercial, office, multifamily, and some remaining single family uses. The areas are well connected and are becoming more aligned with the central downtown core and offer opportunity for densifying Downtown over time without compromising the character of the Historic Downtown Core district.

The Historic Downtown Core district is the central focus and the heart of downtown as we know it today. It is recommended this district is to be applied to areas bounded by O'Neil Street to the west, First Street to the north, Smith Street to the east, and the northern half of lots fronting Second Street from O'Neil Street to Smith Street and the southern half of lots fronting Second Street between Church Street and Lombard Street, and from Smith Street

to the grocery lot (Compare Foods) halfway between Lombard Street and Hardee Street. The intent of establishment of this district is to preserve the character of the area to the extent possible through incentivizing adaptive re-use of existing historic buildings, restrictions on new construction or redevelopment to a maximum height of three stories with a preference for two-story or three-story vertical mixed-use with the traditional mix of residential or office over commercial retail, restaurant, bar or entertainment uses at street level. Architectural standards are recommended along with code language amendments to the UDO to establish an architectural review process specific to the Historic Downtown Core district with the intent of new development fitting the vernacular and character of the existing architecture in the district. It is also recommended that a program of branding, distinct signage, and marketing of the Historic Downtown Core district become a priority for economic development functions within the Town.

Downtown Development

The Downtown Development district is the remainder of the expanded Downtown Core outside of the Historic Downtown Core district. It is recommended to be applied to areas from Irondale Drive and West Stallings Street to the west, along West Stallings Street and Front Street to the north including Municipal

Park and parcels fronting Front Street from its north-south running segment to the west to Mill Street at its eastern end including the U.S. Postal building at the intersection of Central Street and East Front Street complete with its associated parking lots. It is also recommended to include parcels south of the railroad corridor along East Main Street up to and including the current Robinson Animal Hospital parcel on the north side of East Main and including parcels from Durham Street to Smith Street along the south frontage of East Main Street including parcels fronting Second Street between Smith Street and Main Street. It is recommended to also encompass the grocery parcel at the intersection of Second Street and Lombard Street as well as the Town Hall complex at Second Street between Fayetteville Street and Church Street. It is recommended that the eastern stretch include parcels fronting Main Street on both sides from O'Neil Street to Stallings Street/Irondale Drive as well as parcels fronting Second Street on its north side for that same length.

The Downtown Development district is recommended to allow significantly more density and maximum building heights than the Historic Downtown Core or adjacent High-Density Residential, Downtown Support and Downtown Neighborhood designations. It is recommended to allow maximum building heights that can reach six stories and to



write language in the code to incentivize three-story to six story vertical mixed-use and/or residential development. The intent is to accommodate the anticipated growth in population looking for a more urbanized setting while being closer to the character of Clayton that makes it so unique and desirable. By allowing this “concave” development pattern of higher-density urban mixed-use surrounding a lower-density Historic Downtown Core essentially protects that character while allowing for the volume of new residents that will help Downtown to continue to thrive into the future.

Downtown Support

As described above, areas of Downtown Support are recommended for conversion to higher-density Downtown Development district. In addition to those converted areas, the Downtown Support category is recommended to be reduced and replaced with High Density Residential in three areas within the downtown study boundary. One area is located south of West Main Street encompassing Cameron Crossing and adjacent area. The area, while it provides support to downtown, is not likely to include very many non-residential uses and is more closely aligned with the High Density Residential (HDR) future land use classification. Although there is an area adjoining the Cameron Crossing that is more aligned with Highway 70. This area should be converted to

Community Center on the 2045 FLUM.

High Density Residential is also recommended for two areas that are located northeast of the railroad. One of the areas is north of Stallings Street adjoining the Municipal Park. This area will most likely remain residential. The other area across the railroad includes the residential areas surrounding the post office and the post office itself. The area is best suited for residential growth, and while the post office serves the community and supports downtown, designating that parcel as downtown support may not be the most suitable long-term designation.

Another area of Downtown Support future land use extends along East Front Street. This stretch of Downtown Support is recommended to be converted to the Downtown Neighborhood category except for parcels immediately fronting Front Street which are recommended to become a part of the Downtown Development district. It is also recommended that sections of the Downtown Support category to the west and east of the Downtown Core Character District be converted to Downtown Development designation to encompass areas that are expected to continue supporting downtown through more intensive uses, and are already considered by many to be in downtown. These areas include businesses such as the

Deep River Brewing Company to the west and Vinson’s Pub and Eatery to the east. It is important that strong pedestrian connections, visual connections, and other linkages be made to these areas as they are vital to supporting the Downtown Core. As described in subsequent recommendations, these areas are a significant part of downtown’s overall identity.

The final area northeast of the railroad that is recommended for Downtown Support expansion is the area adjacent to Front Street, which includes its intersections with O’Neil Street and Fayetteville Street. The area extends northeast to Whitaker Street and the northeastern edge of the High Density Residential area along Hinton Street. The area is also bounded by Kildee Street and Church Street. Northeast of the railroad, this area has the greatest opportunity to influence downtown in the long-term with its stronger connectivity and physical characteristics. Areas along the eastern road frontage and southeast of Central Street on East Main Street are also recommended for conversion from Downtown Core to Downtown Support on the 2045 FLUM. While this area is a part of the overall downtown, it is not envisioned as part of the Downtown Core future land use category.



TRAFFIC TRANSPORTATION + PARKING

INTRODUCTION

Ease of travel through a community can make residents and visitors feel more connected. If it is simple to travel from point A to point B within a community, people are more likely to visit an area, which leads to more success for local businesses and events. A successful transportation network should provide multiple modes of transportation, like biking and walking, to make shorter trips more convenient without the need to get into a car. Additionally, travelers should feel safe during their trip, whether in a vehicle or on foot. The recommendations below strive to create a successful and safe transportation network in downtown Clayton.

VEHICULAR TRAFFIC

Based on the traffic counts collected in January 2023, some intersections have enough turning volumes to warrant the construction of turn lanes. Due to the existing development and on-street parking, in most of these instances there is not enough room along Main Street to construct turn lanes without sacrificing on-street parking or displacing businesses. Some turn lanes can be provided, recommendations for which are indicated below:

- › TTPK - 01. Add a 75-foot eastbound left-turn lane on Main Street at Robertson Street
- › TTPK - 02. Add a 100-foot westbound left-turn lane on Main Street at Robertson Street
- › TTPK - 03. Add a 125-foot eastbound left-turn lane on Main Street at O'Neil Street
- › TTPK - 04. Add a 125-foot westbound right-turn lane on Main Street at O'Neil Street
- › TTPK - 05. Add a 50-foot westbound left-turn lane on Main Street at Smith Street

These turn lane storage lengths are based exclusively on traffic volumes and do not take queuing into consideration. It is recommended the Town staff analyze the queuing at intersections downtown to confirm the recommended storage lengths will accommodate the queuing seen during peak hours.

The existing two-lane cross section on the roads downtown will help to foster the close-knit community feel residents want to maintain for downtown Clayton. Additionally, the two-lane cross section allows for shorter crosswalk distances, which means pedestrians will have shorter distances to travel when crossing the roads in downtown Clayton. For these reasons, the following is recommended:

- › TTPK - 06. Do NOT widen the roads in downtown Clayton in the future.

The Downtown Core would see indirect vehicular transportation improvements by turning Main Street into a more complete street. Also, the posted speed limit on Main Street is currently 25 miles per hour (mph) from Moore Street to US 70 Business. With the recent development of West End and with added residences in the vicinity, the following is recommended:

- › TTPK - 07. Reduce the speed on Main Street to 25 mph from Stallings Street to Moore Street, especially once sidewalk is constructed. The reduced



speed limit will help with creating a sense of arriving in Downtown Clayton and slower vehicle speeds will give drivers more reaction time to stop for pedestrians who are crossing the road.

- › **TTPK - 08.** Develop Main Street into more of a 'Complete Street'

The Downtown Core is bisected by the North Carolina Railroad (NCRR), an active rail corridor for both freight and passenger rail service. There are currently six (6) at-grade vehicular crossings of the rail and one grade-separated underpass crossing. Conversations with NCRR have indicated that they would be willing to enter into agreement for certain Town improvements along and within their right-of-way in exchange for a reduced number of at-grade rail crossings. Of the six (6) at-grade crossings (Stallings Street, Robertson Street, O'Neil Street, Fayetteville Street, Church Street and Central Street), three happen within 725 feet of each other (O'Neil Street, Fayetteville Street, and Church Street) and of those three streets, only one continues farther north than a third of a mile before terminating. That street is O'Neil Street. For those reasons, the following is recommended:

- › **TTPK - 09.** Close the North Carolina Railroad crossing at Fayetteville Street.
- › **TTPK - 10.** Close the North Carolina Railroad crossing at Church Street.

TRANSIT

GoTriangle has studied the feasibility of providing commuter rail on existing railroads from Durham to Garner. An extension of the commuter rail corridor east of Garner to Clayton and Selma was considered. However, the commuter rail will receive funding as part of a tax approved in Durham and Wake Counties, so the extension to Selma was analyzed, but is not funded since this portion is in Johnston County. The Town staff and residents have expressed support for an extension of commuter rail service to Clayton. If commuter rail comes through Clayton, a station should be considered at Horne Square. The following is recommended in preparation for that possibility:

- › **TTPK - 11.** Establish infrastructure + allowed use for commuter rail stop in Historic Downtown Core District (HDCD).

As part of the Wake Bus Rapid Transit (BRT) improvements, the Southern Corridor is proposed to travel from NC 42 at US 70 Business into downtown Raleigh. BRT operates with similar travel times and reliability as light rail but can travel with the flexibility of a bus, since the BRT is not confined to a rail track. The BRT Southern Corridor would provide a transit option from Clayton, traveling through Garner, to downtown Raleigh. To facilitate the widest variety of options and possibilities for multi-modal transportation in Downtown, the following is recommended:

- › **TTPK - 12.** Pursue inclusion in Southern Corridor BRT Study and consider designation of streets for dedicated BRT service.



PARKING

The location and design of parking areas should create a safe and convenient network for vehicle circulation and parking. On-street parking can negatively impact pedestrian and driver safety by blocking the view of pedestrians who may be crossing the road and by introducing drivers who may stop suddenly or pull out into traffic from a parking space. Removing the on-street parking from one side of Main Street would likely improve pedestrian and driver safety on Main Street. It is recommended to:

- › **TTPK - 13.** Remove on-street parking from one side of Main Street where feasible.

If a portion of the on-street parking is removed from Main Street, it needs to be replaced elsewhere. A potential location to place off-street parking is along Front Street, which is within the railroad right of way. The Town is seeking to create an agreement with the North Carolina Railroad (NCRR) and Norfolk Southern (NS) to pave Front Street to utilize for parking. It is recommended to:

- › **TTPK - 14.** Establish agreement with NCRR to allow Front Street parking and pedestrian improvements.
- › **TTPK - 15.** Design + Construct Front Street parking and pedestrian improvements.

Barbour Street, between Second Street and Main Street, is very narrow and only allows for one-way traffic. Even though Barbour Street is narrow, on-street parallel parking is still permitted. Removing the parking from this block of Barbour Street is likely to have negligible impact on the parking inventory in Town since it is estimated that only four to five vehicles can park on this block of Barbour Street. It is recommended to:

- › **TTPK - 16.** Remove on-street parking from Barbour Street between Second Street and Main Street.

BICYCLE + PEDESTRIAN IMPROVEMENTS

INTRODUCTION

The 2022 Town of Clayton Pedestrian Plan identified numerous opportunities and challenges in the Downtown bicycle + pedestrian environment. Those same concepts were bolstered through the Downtown Plan process and its findings. Based on the public engagement, there is a strong desire to improve facilities for pedestrians and cyclists in downtown Clayton. Currently, the roads in downtown Clayton are more focused on vehicular traffic and can be improved to better balance vehicle, pedestrian, and bicycle traffic.

BICYCLE + PEDSTRIAN IMPROVEMENTS RECOMMENDATIONS

Pedestrian facilities, like sidewalks and crosswalks, should connect all modes of transportation since the start and end of most trips are completed on foot. If possible, sidewalks should be provided on both sides of roads to make walking convenient and safe. There should be no gaps in sidewalk and pedestrian facilities. These facilities should provide continuous access to the full extent of downtown Clayton. The existing sidewalk gaps in downtown Clayton should be filled to provide dedicated pedestrian facilities on Main Street from Stallings Street to US 70 Business. Other roads providing access



to Main Street should also provide continuous sidewalk access. Sidewalks are missing from 2nd Street, Ellington Street (which is blocked by parking spaces), Robertson Street, and Stallings Street.

Intersection designs can be pedestrian oriented by providing pedestrian corners at street crossings (see example in picture below). Pedestrian refuges can also be provided at crosswalks if parallel parking is limited to one side; with the current pavement allotment there is not enough room for parking on both sides plus a center refuge.

To improve pedestrian safety further at signalized intersections, pedestrian signal heads should be installed at all signalized intersections. Additionally, the Town should request all traffic signals allow for a Leading Pedestrian Interval (LPI). This will allow push activated pedestrian signal heads to give a walk indication for four seconds before vehicles have a green signal, which will give pedestrians a head start to cross the road before potential vehicle conflicts are introduced. A formal request to add an LPI at signalized intersections would need to be sent to NCDOT.

Recommendations in the pedestrian plan that apply to downtown Clayton include, but are not limited to:

- **BKPD - 01.** Parking Lane/Enhancement Zone: curb extensions, parklets, bicycle corrals, etc. can be constructed in the pavement width typically used for on-street parallel parking.
- **BKPD - 02.** Pedestrians at Signalized Intersections: install pedestrian signal heads, provide adequate pedestrian crossing time.
- **BKPD - 03.** Priority Project #1: Robertson Street Sidewalk Gaps and Crossing Improvements from Clayton High School to Main Street.
- **BKPD - 04.** Priority Project #2: Main Street Pedestrian Improvements from Moore Street to Central Street.
- **BKPD - 05.** Priority Project #7: East Coast Greenway Complete Downtown Clayton Feasibility Study

Pedestrian connections from major parking areas to Main Street should be provided. Below is a list of connections to consider, as opportunities arise:

- **BKPD - 06.** Connecting First Street to Main Street, between Fayetteville Street and Church Street
- **BKPD - 07.** Connecting First Street to Main Street, between Church Street and Horne Square
- **BKPD - 08.** Connecting parking at the Clayton Center to Main Street
- **BKPD - 09.** Connecting Second Street to Main Street, between Lombard Street and Smith Street

Additional recommendations to improve the Downtown pedestrian and bicycle environment include:

- **BKPD - 10.** Pedestrian railroad crossings should also be improved, particularly at O'Neil Street and Church Street. Based on the September 24, 2020 traffic counts at the railroad crossings, these two intersections are the most used by pedestrians.
- **BKPD - 11.** A grade separated pedestrian rail crossing should also be considered, which has been analyzed in the past by the Town. There is potential



and desire to construct a greenway tunnel to connect Main Street to the East Coast Greenway, which would create a designated rail crossing for greenway traffic.

- **BKPD - 12.** Ahead of constructing a greenway tunnel under the railroad, pedestrian facilities should be constructed to connect the tunnel to the existing sidewalk on Main Street at Robertson Street.

When providing bicycle and pedestrian facilities, access to major destinations should be considered. Some of the main walking attractions in Clayton are:

- Downtown Clayton (Main Street)
- Clayton High School
- Town Hall and The Clayton Center
- Hocutt-Ellington Library
- US Post Office on Front Street
- Municipal Park

It is recommended that:

- **BKPD - 13.** Consistent sidewalk access should be provided to each of these destinations above, as well as other main attractions in Clayton that are within walking distance of the public parking provided downtown.
- **BKPD - 14.** Opportunities to close sidewalk gaps should be explored as funding becomes available. For example, the sidewalk gap on Stallings Street from Crawford Parkway to McCullers Street is approximately 900 feet long, and if funding becomes available for sidewalk construction, closing this gap would provide a more direct connection to the residents on Crawford Parkway to Municipal Park.



The following pedestrian environment recommendations are recommended to be advanced within the Downtown streetscape specifically:

MAIN STREET STREETScape:

NEAR TERM

- **MSNT - 1.** Implement Pedestrian Intersection Guidance at Signalized Intersections
- **MSNT - 2.** Implement Pedestrian Traffic Signal Enhancements
- **MSNT - 3.** Study Main Street Corridor for Potential to Incorporate Mid Block Crossings under the NCDOT Action Plan

LONG TERM:

- **MSLT - 1.** Implement Parking Lane / Enhancement Zone Concept Throughout
- **MSLT - 2.** Remove On-Street Parking from One Side of Main Street and Incorporate a Dedicated Bike Lane or Cycle Track

OTHER DOWNTOWN PEDESTRIAN / STREETScape IMPROVEMENTS:

NEAR TERM

- **ODNT - 1.** Incorporate Funding for Sidewalk Gap Closures + Crossing Improvements
- **ODNT - 2.** Establish Priority List of Sidewalk Gap Closures + Crossing Improvements
- **ODNT - 3.** Seek Alternative Funding Sources for On-Street Connections to Area Greenways + East Coast Greenway Completion through Downtown Greenway Completion
- **ODNT - 4.** Form Active Transportation Advisory Committee (ATAC) + Include Downtown Representation
- **ODNT - 5.** Become Designated as a Walk Friendly Community
- **ODNT - 6.** Contract Planning + Design Services for an Integrated Branding, Signage + Wayfinding System
- **ODNT - 7.** Erect Decorative / Protective Fencing Along Rail Corridor Along First Street + Front Street for Full Length of Downtown Corridor from Atkinson Street to Central Street Restricting Crossings
- **ODNT - 8.** Improve Pedestrian Facilities at Railroad Crossings Including Controlled Access Control Measures
- **ODNT - 9.** Contract, Plan, Design + Implement Sidewalk Connection Improvements Between Main Street and Major Parking Areas

LONG TERM:

- **ODLT - 1.** Implement Sidewalk Gap Closures + Crossing Improvements on Robertson + O'Neil Streets
- **ODLT - 2.** Implement East Coast Greenway Completion through Downtown Greenway Connection
- **ODLT - 3.** Implement + Construct Integrated Branding, Signage + Wayfinding System



DOWNTOWN EVENTS + PROGRAMMING

INTRODUCTION

The Downtown Plan process repeatedly unearthed, from differing sources, the indisputable fact that Clayton's residents and visitors alike LOVE the variety of festivals, events, and Downtown programming available. It is an area where Clayton has excelled. There is one issue at hand in this category and that is, given the success of existing programs, of course, the people want more! Here are some areas where Downtown events + programming can be enhanced to draw more people even more often.

DOWNTOWN IMPROVEMENTS (GENERAL)

Clayton's programming is currently limited by areas that can be assigned to various events and some of the missing facilities to improve the quality and likelihood of events being hosted Downtown. Recommendations for Downtown that improve possibility for, quantity + quality of Downtown events and programming are as follows:

NEAR TERM

- › **DENT - 1.** Identify Preferred Location for Construction of a Permanent Public Restroom Building for Year-Round Event and Public Use
- › **DENT - 2.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction, Maintenance, and Security Patrol of Permanent Public Restroom Building and Related Infrastructure
- › **DENT - 3.** Develop Road Closure Plan for Large Events and Enter Agreement with NCDOT to Allow Regular Downtown Street Closures

LONG TERM

- › **DELT - 1.** Contract, Plan, Design + Construct Permanent Public Restroom Building + Related Infrastructure

FARMERS' MARKET

Clayton's Farmers' Market has seen success with the one complaint being its susceptibility to weather and its restricted access to power and light which could expand its offerings and hours. Recommendations for improvement of the Farmers' Market are below:

NEAR TERM

- › **DENT - 4.** Identify Preferred Location for Permanent Pavilion Structure(s) for Year-Round Market Use
- › **DENT - 5.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction of Permanent Pavilion Structure(s) and Infrastructure
- › **DENT - 6.** Study Vendors from Current + Prior Farmers' Markets and Identify Gaps in Offerings to Customers

LONG TERM

- › **DELT - 2.** Actively Seek a Variety of Vendors, Craftsmen, Artisans + Artists to Contract Spaces at the Farmers' Market
- › **DELT - 3.** Contract, Plan, Design + Construct Farmers' Market Pavilion Structure(s) + Infrastructure



CLAYTON CONCRET SERIES + FAMILY MOVIE NIGHT

The Clayton Concert series has become a regular draw for visitors and currently has a slate of four shows running from May 17th through the summer with the last show scheduled for September 6th. The concerts are slated between other events on a calendar showing 18 events in total on 17 separate weeks. That means that 34 weeks of the year have no event scheduled. This allows for a greatly expanded schedule of concerts to be planned.

Recommendations for expansion of the Clayton Concert Series and setting the environment in which artists would like to participate and make a stop in Clayton a part of their touring can be found below:

NEAR TERM

- › **DENT - 7.** Identify Preferred Location for Construction of Permanent Stage/Bandshell Structure for Year-Round Performance Event Use
- › **DENT - 8.** Add Funding Line Item to Annual Budget to Begin Reserving Funds for Construction of Permanent Stage/Bandshell Structure and Related Infrastructure
- › **DENT - 9.** Identify Available Location for Expanded Concert Series Including Different Venues at Different Scales
- › **DENT - 10.** Work with Other Series Such As Family Movie Night to Fill Empty Slots in Schedule with Regular Functions
- › **DENT - 11.** Work with Cultural Arts Department and The Clayton Center to Book Complimentary Performance Events

LONG TERM:

- › **DELT - 4.** Contract, Plan, Design + Construct Permanent Stage/Bandshell Structure + Related Infrastructure
- › **DELT - 5.** Actively Seek Larger and More Frequent Events through Targeted Marketing Campaigns



RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE (UDO) TEXT

INTRODUCTION

The recently adopted Codify Clayton: Unified Development Ordinance (UDO) was developed concurrently to this Downtown Plan but made it to the finish line sooner, being adopted in November of 2023 and being implemented January 2, 2024. As a result, the recommendations of this Downtown Plan have not been fully incorporated into the UDO regulatory and guidance text. A series of amendments will have to be crafted, reviewed, and voted upon for adoption to codify the proposed regulatory, policy, and guidance changes recommended in the Downtown Plan. The following sections of UDO text will require revising to meet the recommendations in this plan:

1.8 REVIEW AUTHORITIES

To establish authority for enforcement of architectural guidelines in the Historic Downtown Core District (HDTC), a review board and its review authority and process needs to be established within section 1.8.

1.11 VESTED RIGHTS

For properties entitled to lesser densities, particularly in the newly established Downtown Development

2.2 APPLICATION SUMMARY TABLES

Include new district classifications in all application process language including any variation specific to the new districts and their criteria

2.3 APPLICATION TYPES

Include new application type for Historic Downtown Core Architectural Review including procedures, policies, forms and fees

2.4 REVIEW PROCEDURES

Include review procedure(s) for Historic Downtown Core Architectural Review

3.2 CONVENTIONAL ZONING DISTRICTS

Add language for two new zoning districts, Downtown Development District (DTDD) and Historic Downtown Core District (HTDC), and revisit language for Downtown Core (DTNC) with it being parsed into two new districts.

3.4 GENERAL DIMENSIONAL STANDARDS

Add language for two new zoning districts, Downtown Development District (DTDD) and Historic Downtown Core District (HTDC), and revisit language for Downtown Core (DTNC) with it being parsed into two new districts.

3.8 ZONING MAP

Revise Zoning Map to reflect Future Land Use Map recommendations from the Downtown Plan including two new classifications.



RECOMMENDED UNIFIED DEVELOPMENT ORDINANCE (UDO) TEXT

[CONTINUED]

CHAPTER 5 NONCONFORMITIES

Revise each section within this chapter to reflect the restrictive requirements of the new Historic Downtown Core District (HDTC) such that it incentivizes the redevelopment of properties that do not match the intended preserved and enhanced character of the district.

6.2 DESIGN STANDARDS + GUIDELINES

Add a new subsection establishing the architectural and design standards and guidelines for the new Historic Downtown Core District (HDTC) and Downtown Development District (DTDD)

6.3 THROUGH 6.18

Revise each section's language to establish the design standards and guidelines for these elements in the new Historic Downtown Core District (HDTC) and Downtown Development District (DTDD)

CHAPTER 7 VIOLATIONS

Revise the sections in this chapter to add significant disincentives to nonconformance within the Downtown as well as to establish preferred paths of transition to new zoning through enforcement of declared violations.



DOWNTOWN MANAGEMENT + FUNDING

INTRODUCTION

Some measures identified as areas in need of addressing through recommendations include management policy level actions that must be decided upon at the level of Town Council and Administration. These include such items as internal studies of facilities, organizations, and procedures as well as the establishment of new positions, roles, and accountability measures for staff, boards, and elected officials. Other items will require a deliberate action in the realm of seeking funding through a variety of means. Those items that fall under these categories can be found in the listing below:

MANAGEMENT

Based on the

FUNDING

Based on the



03 IMPLEMENTATION

IN THIS CHAPTER
IMPLEMENTATION STRATEGIES
ACTION ITEMS
ACCOUNTABILITY

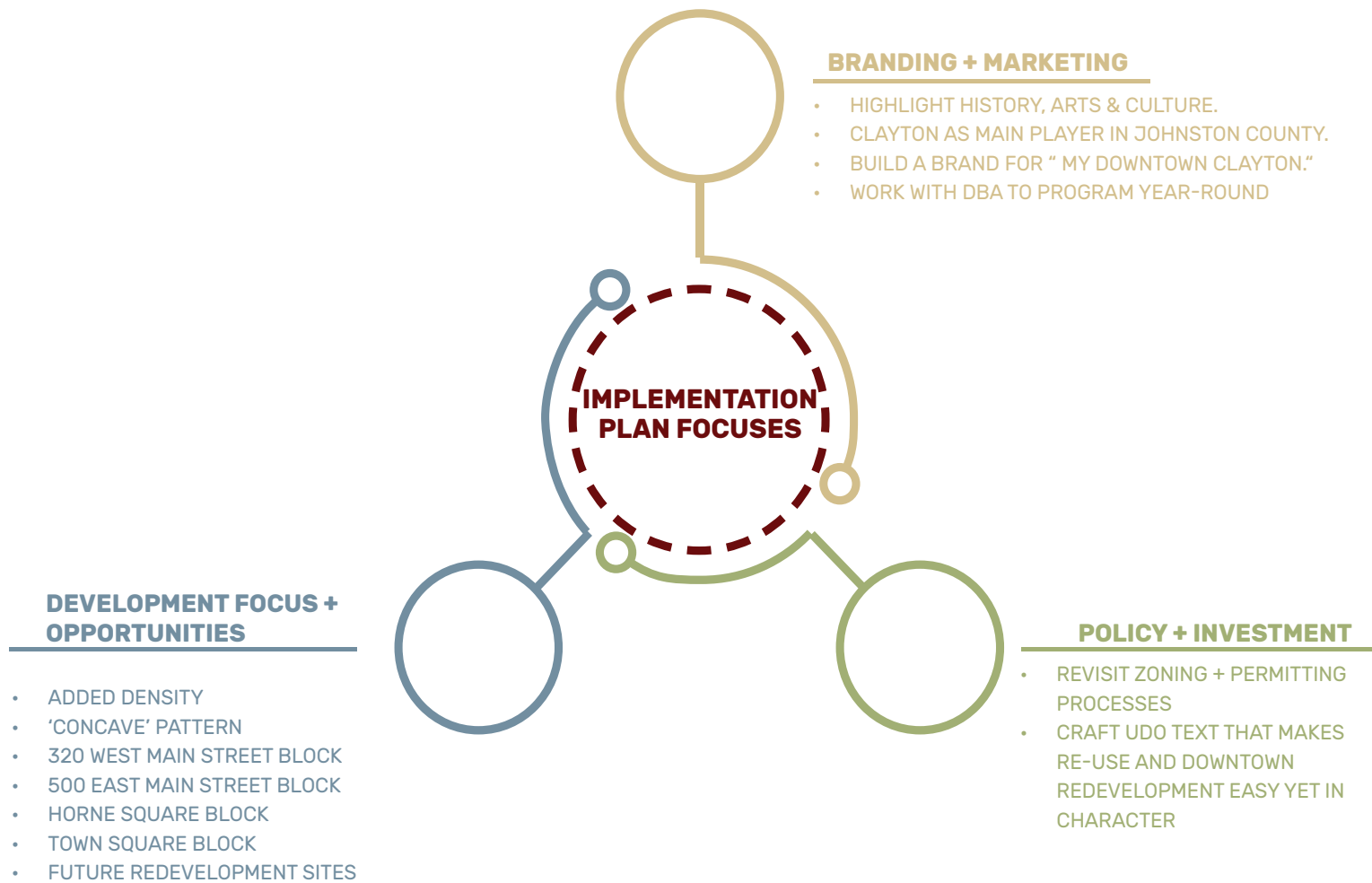


IMPLEMENTATION

This plan's vision and recommendations result directly from an extensive information gathering process involving community input, staff input, analysis of existing conditions. An implementation plan with prioritized action items is the final step in bringing the master plan vision to reality. Implementation is not a linear process but an ongoing iterative process that will rely on funding investments. Feasibility studies, master plans, phasing plans, and business plans are some of the intermediate steps the Town will have to assume to understand the full order of magnitude costs. In addition, effective implementation strategies are based on highly collaborative processes that span across the various Town Departments, community leaders, strategic partners, and elected officials.

Action items are prioritized as short-term, mid-term, long-term or ongoing. Action items receiving higher priority are those supported by significant community input or are items that have been delayed or postponed in the past but have significant bearing on accomplishing the recommendations of this plan. Each action item indicates a responsible party to foster accountability within the Department. Furthermore, priority projects may change or evolve into new possibilities over the ten-year planning horizon based on community needs or other related opportunities. For this reason, additional prioritization criteria has been established and is described in the appendix, which the staff can use to evaluate for implementation.







IMPLEMENTATION MATRIX

Each of the reviewed implementation strategies for Downtown Clayton was evaluated for how it fits into the focuses of Branding + Marketing, Policy + Investment, and Development Focus + Opportunities. It is important to consider all of the Plan's recommendations moving forward; however, over the next five years, the following priorities should be the focus. The Implementation Matrix that follows further defines the recommended strategies.

IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Focus Development in the Downtown High-Density Core The 2045 Comprehensive Growth Plan established a vision for the linear expansion of downtown along the east and west ends of Main Street. As this Plan was being developed, through analysis and public input, the opportunity to grow downtown from within and expanding to the north and south came to the forefront. While it is important to continue making connections east and west, the more focused growth over the next 10 to 20 years should be concentrated within the downtown core while preserving the character of the Downtown Core Character District as recommended in the Master Plan section. This refined focus will encourage a greater level of development density and activity in the edges and perimeter of the expanded Downtown Core of Clayton. Establishing the right future land use and regulatory environment will help encourage more people living downtown, more people working downtown, and more overall activity in the core.		
	Update the 2045 Future Land Use Map to redefine Downtown Core as the Downtown Core Character District and the Downtown High-Density Core, Downtown Support, and other categories as recommended.	Upon adoption of the new development regulations, apply the new Downtown Core zoning districts to areas identified as Downtown Core in this Plan, replacing the B-1 and Downtown Overlay districts as recommended.	Revisit zoning successes at UDO update and look for expansion of downtown districts to match continued growth rates. Incorporate policies of incentivization where progress has been lacking.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Establish a Downtown Influence Area, similar to the study boundary, that expands beyond the Downtown Core to ensure property owners and businesses in the Downtown Support and Downtown Neighborhood areas remain connected to the Downtown Core.	Establish a Millage Increment District (MID) that corresponds to the Downtown Influence Area and takes advantage of funding potential for Downtown specific projects.	Codify funding of continued Downtown improvements through the continued use of MID funds. Expand their application to Downtown adjacent areas as needs arise and urban growth boundaries expand.
	Incorporate Downtown Clayton Master Plan recommendations in current UDO adoption and revision process or make amendments to reflect these recommendations if the UDO has achieved approval at the time this plan is approved.	Develop revised downtown design guidelines and design review authority for both the overall Downtown Core and more specifically/more restrictively for the Downtown Core Character District.	Create “Destination Downtown” branded and programmed movement to encourage relocation to Downtown with Downtown serving as the amenity for all of Clayton. Visitors, residents & employees all drive demand.
	As a part of UDO outreach, hold additional focus groups with downtown business owners to identify additional regulatory barriers to creating and maintaining businesses in downtown and implement changes as practical .	Revise UDO to include simplification of regulatory process to incentivize redevelopment including bonus density and reduced parking requirements where practicable.	Establish a paid position within the Town of “Downtown Liaison”, an employee whose role is to aid businesses through the permitting, redevelopment, and construction/renovation processes.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
POLICY + INVESTMENT	Establish Use, Access + Improvement Agreement with North Carolina Railroad (NCRR) to allow proposed First Street and Front Street Improvements. Include provision of closing one or more vehicular crossings of the rail.	Fund, design, and construct parking, railroad protection fence, and pedestrian sidewalk and trail plans along First and Front Streets. Aid in drafting use agreements with adjacent business as they redevelop.	Develop a Pedestrian Connectivity Master Plan for Clayton that enhances connectivity and walkability Town-wide.
	Perform traffic study of effects of closure of each of the downtown railroad crossings to determine which one or two can be closed permanently to vehicular access.	Implement closure of preferred crossing(s) with aid of NCRR and NCDOT.	Develop 25-year horizon parking plan in preparation for losing First Street parking to NCRR reclaiming their right-of-way for future rail expansion.
	Lobby for a commuter rail stop in Downtown Clayton somewhere in the stretch of First Street from Robertson Street to Lombard Street.	Develop an RFQ for design of a mixed-use commuter rail station and associated parking on parcels not belonging to NCRR.	Attain funding for construction of the commuter rail with assistance from CAMPO, the State of NC and available Federal funds. Construct the station.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
DEVELOPMENT FOCUS + OPPORTUNITIES	Improve and Connect the Main Street Corridor Although the focus (of the overall recommendations) is on the Downtown Core, the entire Main Street corridor and its success is important to the future of the entire downtown. Specifically, the Main Street corridor, including the Downtown Support and Downtown Core areas, should include a high degree of pedestrian connectivity through sidewalks and safe crosswalks, and visual connectivity through public art, banners, street lighting, and related improvements. The recommendations of the corridor section of the master plan should be implemented as outlined below.		
	Develop an action item list for pedestrian realm improvements utilizing the recommendations of the 2022 Pedestrian Plan. Begin with those providing the most safety to pedestrians.	Incorporate priority projects from the pedestrian improvement action item list into annual CIP budget planning.	Construct two of the priority action items in the ped plan each year for the next ten years after which develop a new pedestrian priority plan.
	Establish budget item to begin funding of Main Street + Second Street streetscape improvements	Fund, design, and construct streetscape improvements on Main Street.	Fund, design, and construct streetscape improvements on Second Street and connecting blocks to Main Street.
	Establish budget item to begin funding of Downtown Pedestrian Connectivity improvements.	Fund, design, and construct Downtown Pedestrian Connectivity improvements.	Fund, design, and construct Downtown Pedestrian Connectivity improvements in Downtown Influence Area and beyond where practical.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
DEVELOPMENT FOCUS + OPPORTUNITIES	Develop Horne Square and Town Square Opportunity Sites The Master Plan identifies a number of sites for development in the Downtown Core. While each site should be encouraged for redevelopment, a particular focus should be on the Town's public squares; Horne Square and Town Square. Each of these sites provide opportunities to bring more people and activity downtown to create a more vibrant area. The development of these sites will help fill the market demands for housing, office, and supporting commercial uses downtown. The redevelopment also provides an opportunity to redesign the public squares to provide enhanced amenities to meet the community's desires for more places to gather and enjoy the downtown. In addition, the sites provide the opportunity for the Town to meet growing demands for office space and the public's needs for a new library. Finally, as more detailed planning moves forward, plans should consider how the Horne Square site can be leveraged to support a future commuter rail platform.		
	Develop a final space needs to study and determine if the Town's expanding office needs can be met on the Town Square opportunity site.	Retain consultants for design and construction documents for the preferred alternative for Town Hall expansion or relocation.	Fund and construct preferred alternative for Town Hall expansion or relocation.
	Prepare a space needs and feasibility study for the potential relocation and construction of a new library association with the Horne Square and Town Square sites.	Retain consultants for design and construction documents for the preferred alternative for Town Library expansion or relocation.	Fund and construct preferred alternative for Town Library expansion or relocation.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
BRANDING + MARKETING	Expand Amenities, Festivals, Events + Entertainment Options The Master Plan identifies a need to establish more reasons to be drawn Downtown and the current events, festivals and facilities, while well-received, could benefit from a revisiting and injection of new life. This will entail an expanded programming effort to grow those things which currently draw people Downtown for brief interludes, and taking them to a level of value and/or frequency to assure potential residents that there will “always be something to do” in Downtown Clayton.		
	Study attendance at regular festivals and public hosted events as well as those provided by Downtown businesses including interviews of attendees to identify what program items hold the most potential and interest.	Establish an expanded event plan in partnership with Downtown businesses to establish a regular weekly and annual rhythm to Downtown events.	Fund a full time event and program coordinator position to facilitate continued frequency, variety, and innovation in future events held Downtown.
	Perform a feasibility study for permanent locations for the Farmers’ Market. Include viability of permanent market structures as done in other communities (Raleigh, Charlotte, Monroe, etc.)	Retain consultants for public engagement, design, and construction documents for the implementation of a permanent Farmers’ Market location	Fund and construct preferred alternative for the preferred permanent Farmers’ Market location.



IMPLEMENTATION STRATEGY FOCUS	SHORT-TERM STRATEGY (2024-2025)	MID-RANGE STRATEGY (2026-2028)	LONG-TERM STRATEGY (2029+)
BRANDING + MARKETING	Quality of Life Enhancements + Paired Marketing Campaign The Master Plan identifies a need to establish a greater quality of life draw to make all of Downtown Clayton the “amenity” for potential residents to relocate to Downtown and become core Downtown residents. This will entail establishing an image of what it means to live and thrive in “My Downtown Clayton” for those who will choose to live Downtown.		
	Study the possibility for establishment of a Downtown Social District to allow free movement of bar and restaurant patrons in the spaces between locales with their beverages of choice. Define the area for consideration and solicit public input on the concept and location.	Petition the State Alcohol Bureau of Control for permission to establish the preferred district and establish it as a part of the Town’s UDO.	Revisit successes and issues on a five year interval including possibility for expanding or contracting the area based on data accrued..
	Retain marketing consultants for creation of a targeted marketing campaign aimed at drawing new residents to Downtown Clayton.	Launch targeted marketing campaign on multiple media formats and incorporate it as a part of visible branding Town-wide.	Annually revisit and evolve the marketing campaign as new developments, programming, events, or other quality of life improvements take shape over time.



MAKING THE CONNECTION

Five land uses and product types were identified to support the targeted opportunity areas. The estimated capacity considers a targeted downtown capture rate within the county over a ten-year period, based on estimated job and population growth.

TYPE OF DEVELOPMENT DEMAND	ESTIMATED MARKET CAPACITY	TARGETED CAPTURE (JOHNSTON COUNTY)
Residential	50-100	10%
Retail/F + B	160,769 SF	25%
Office/Medical	42,600 SF	25%
Lodging	50 rooms	20%

Note: assumes impacts on parking, road improvements and parks + open space

The Town of Clayton is “well-studied”. Several plans have been completed from 2020 – 2023 including:

- Clayton Economic Development Strategic Plan (2020)
- Think Clayton – 2045 Comprehensive Growth Plan (2021)
- Downtown Strategic Vision (2023)

The 2020 Strategic Plan and 2023 Strategic Vision are both focused on and managed through the Economic Development department. The 2021 Comprehensive Plan is focused on and managed through the Land Planning department. However, they are not mutually exclusive. The Downtown Master Plan attempts to connect these plans with concept plans at opportunity sites that can be quantified and measured through development projects that will encourage private investment and result in tangible economic impacts for Clayton and its downtown. The Design Team consider each opportunity site based on the key goals and elements identified:



ECONOMIC DEVELOPMENT STRATEGIC PLAN: 4 GOALS	DOWNTOWN VISION: 5 PILLARS	THINK CLAYTON 2045 GROWTH PLAN 7 ELEMENTS*	DOWNTOWN MASTER PLAN CONNECTION
Grow jobs for Clayton through recruitment, existing business development, and small business and entrepreneurial support.	Market Analysis (Retail)	Downtown Clayton	Destination Downtown – the amenity for all of Clayton. Visitors, residents & employees all drive demand.
Build on a charming and historic downtown through redevelopment and placemaking.	Design	Arts + Culture	Arts & Culture are key Economic Drivers for downtown.
Build Clayton’s sense of community and quality of life with amenities, placemaking, branding.	Tourism + Promotion	Economic Development	Focus on Entrepreneurs & Tourism. Create an “18-hour place” from coffee to cocktails and after dinner events, including infrastructure & policies to support it.
Develop the infrastructure necessary to improve quality of life in Clayton and facilitate continued business.	Economic Vitality	Parks, Recreation + Natural Resources	Connect Greenways, Parks & Open Space to the downtown.
--	Policy + Administration	Land Use + Housing	Provide Alternative Housing options in downtown ~ beyond single family homes or apartments (e.g. townhomes, condos, ADUs).
--		Mobility	Improve Mobility and safety for all modes ~ auto, bikes & pedestrians.

*Excludes Public Services



04 APPENDIX

IN THIS CHAPTER

TOWN HISTORY

INVENTORY + ANALYSIS

TRANSPORTATION + TRAFFIC - TURNING MOVEMENT VOLUMES

COMMUNITY ENGAGEMENT - STAFF + STAKEHOLDER MEETING NOTES

MARKET + REAL ESTATE STUDY

HISTORIC RESOURCES STUDY



04-A

TOWN HISTORY

IN THIS SECTION
TOWN HISTORY



HISTORY

Clayton, North Carolina, is a culturally significant town with a rich history that dates to the early 18th century. Its story is marked by growth, change, and a deep sense of community.

The area that is now Clayton was originally inhabited by indigenous peoples, including the Tuscarora and Saponi tribes. In the early 1700s, European settlers began to establish themselves in the region. The Town was established based on the roads cut by North Carolina royal Governor William Tryon's troops around 1770 as they marched from New Bern to Hillsborough against the Regulator Movement. The Regulators were a group of North Carolina colonists who were frustrated with issues like corrupt local officials, high taxes, and a lack of representation in colonial government. In 1770, tensions came to a head at the Battle of Alamance, where Tryon's forces clashed with the Regulators. Tryon emerged victorious, and many Regulator leaders were arrested or executed. This event marked a significant moment in pre-Revolutionary American history and highlighted the growing discontent with British colonial rule in the lead-up to the American Revolution. Prior to its incorporation, the area was known as "Stallings' Station" due to the creation of a railroad depot in 1853 along the North Carolina Railroad. The depot was located within the home of local resident Mrs. Sarah Stallings and, thus, "Stallings' Station." At



▲ Main Street (1916) / Town of Clayton

the time, Stallings' Station consisted of several small stores which served the area.

The Town of Clayton was incorporated in 1869. The town is believed to have been named after a prominent local family, that of John Clayton, who was an active and respected North Carolina politician in the late 18th century.

Clayton's early economy was primarily agricultural, with tobacco and cotton farming being significant industries. The arrival of the railroad in the late 1800s played a pivotal role in the town's growth, connecting it to larger markets and facilitating trade. This transportation link led to the establishment of a bustling depot, which became a focal point for commerce and social activities. Businesses that flourished in the Town included: lumber mills, a brick kiln, a cotton gin, a gristmill, a sawmill, tobacco

warehouse, cotton mills and a turpentine distillery. In the early 1900's, Clayton became a major market for cotton, watermelon, and tobacco. Notably, Clayton was cited as the best cotton market in North Carolina.

Throughout the 20th century, Clayton continued to grow and evolve. It was officially incorporated as a town in 1869, and by the mid-20th century, it had become a thriving community with a diverse range of businesses and services. The town's proximity to Raleigh, the state capital, also contributed to its growth as people sought a quieter lifestyle while still being accessible to urban amenities.

However, financial losses were felt in the Town of Clayton as well as the rest of the United States when the Great Depression occurred, and this greatly impacted the Town's economy. As this was happening, Clayton was in the middle of and experiencing a 40-year decline in population, i.e., from approximately 1910 to 1950. Three of Clayton's cotton mills eventually closed in the early 1960s as the need for cotton's was reduced. In the mid-1970's, farming in the area was also starting to be phased out as an economic force in Clayton due to the area's shift from agriculture to industrial work and towards a more service and trades-oriented economy. In that same era, Clayton saw significant expansion in residential and commercial development. The construction of major



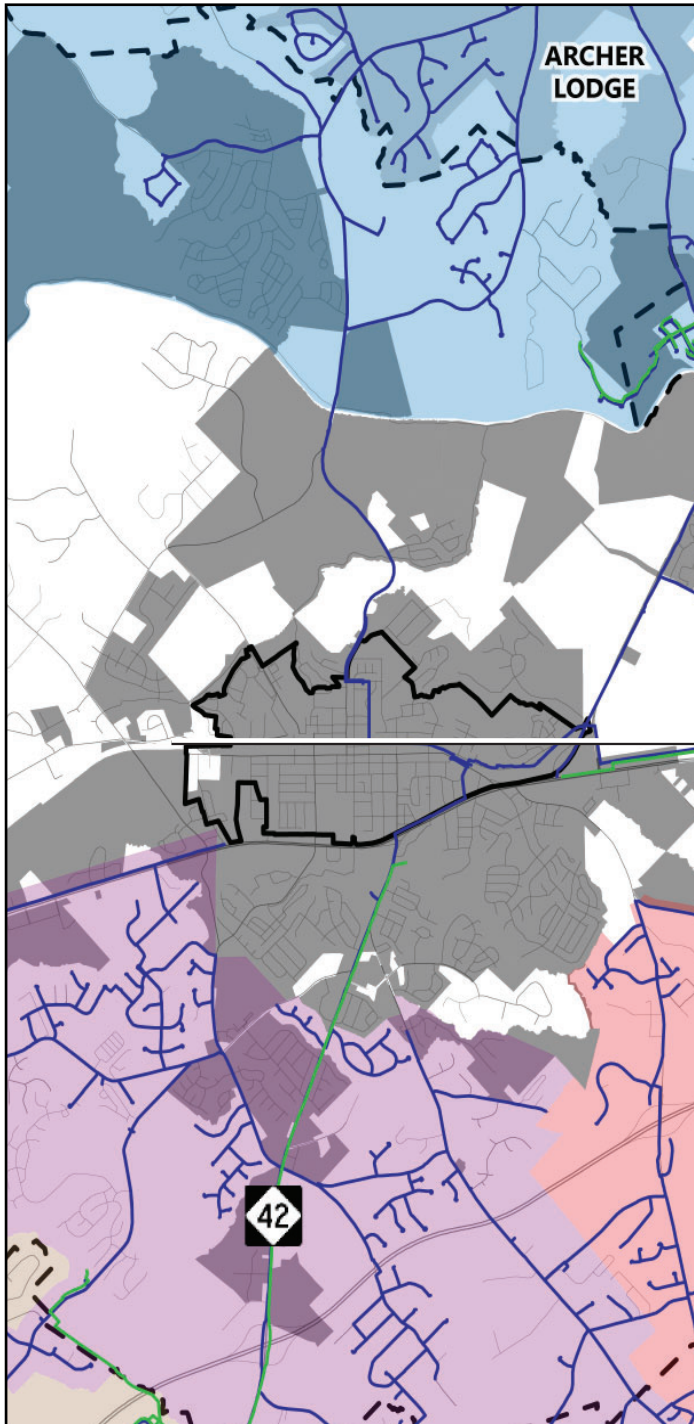
highways, such as Interstate 40 and US Route 70, had made the town even more accessible and attractive to newcomers. The population steadily increased, and Clayton transformed into a suburban community while retaining its small-town charm.

Today, Clayton is known for its vibrant community spirit, excellent schools, and a thriving arts scene. The town hosts numerous events and festivals throughout the year, fostering a strong sense of belonging among its residents. Clayton's historic downtown district has been revitalized, preserving its architectural heritage while offering modern amenities and a welcoming atmosphere for visitors and residents alike. Many of the historic buildings and neighborhoods within the Clayton Historic district are on the National Register of Historic Places, and include the:

- Clayton Banking Company Building
- Clayton Graded School and Clayton Grammar School-Municipal Auditorium
- Clayton Historic District
- Cleveland School
- Ellington-Ellis Farm
- Walter R. and Eliza Smith Moore House
- Sanders-Hairr House
- Stallings-Carpenter House

Clayton has a history that reflects the broader trends of growth and change in the American South. From its agricultural roots and railroad-driven development to its modern identity as a

thriving suburban community, Clayton's history is a testament to its resilience and adaptability. As it continues to grow and evolve, Clayton remains a place where the past and the present coexist harmoniously, creating a unique and vibrant town for generations to come.



04-B

INVENTORY + ANALYSIS

IN THIS CHAPTER

EXISTING PLANS + DEVELOPMENT ORDINANCE

EXISTING LAND USE

EXISTING BUILDING INVENTORY

ZONING

DEVELOPMENT OPPORTUNITIES

REAL ESTATE AND MARKET

TRAFFIC, TRANSPORTATION + PARKING

PUBLIC SPACES + STREETSCAPES

ENVIRONMENTAL CONSTRAINTS

COMMUNITY SERVICES

ENGAGEMENT

KEY TRENDS



PREVIOUS PLANS

Over the years, the Town of Clayton's Planning Department has been responsible for numerous guiding documents that help to manage land use, zoning, and infrastructure as Clayton grew in population and complexity. The department has been responsible for developing zoning ordinances, comprehensive plans, master plans and small area plans, transportation + parking plans, and historic preservation plans amongst others.



For this Downtown Master Plan process, the project team began by conducting a review of the most recent of these prior plans including

the following reports which considered the downtown, economic development and land use:

- › Downtown Master Plan (2010)
- › Johnston County Transportation Plan (2011)
- › Parks + Recreation Comprehensive Plan (2013)
- › Clayton Economic Development Strategic Plan (2020)
- › Think Clayton – 2045 Comprehensive Growth Plan (2021)
- › Clayton Pedestrian Plan (2022)
- › Downtown Strategic Vision (2023)

Critical information from each of these plans has informed the Downtown Master Plan update and can be found throughout this document in the areas where they relate to the context of the Downtown Master Plan. Here are a few highlights of understanding gleaned from the review of these prior plans:

- › Downtown Clayton has worked diligently to incorporate design guideline criteria in new developments and to foster adaptive reuse of historic properties.
- › Many goals of the prior Downtown Master Plan have been achieved and implemented over the last 12 years.
- › Efforts at Public/Private Partnerships have been fruitful but renewed connections are advisable.
- › Progress with the Railroad has been difficult but recent changes in their leadership

- › different materials such as pavers, have all been slow in implementation, but progress has been made in changing traffic patterns.
- › The proposed realignment at Central Street remains unacted upon.
- › Design for streetscape improvements has been acquired but remains unacted upon
- › New sidewalk construction has been limited to areas where damage or underground excavation required replacement.
- › Gateway signage has been installed at the east end of Main Street but not in other Downtown approach locations.
- › Economic investments have been strong and commercial vacancy is down significantly.



2010 DOWNTOWN MASTER PLAN MAP

Elements of the 2010 Clayton Downtown Master Plan have come to fruition including goals of downtown vacancy reduction, establishment of improved ordinance text, establishment of a Downtown Overlay District, incorporation of public art programs and expanded festival and event programming, branding and marketing campaigns, and a couple of redevelopment partnerships to get new businesses off the ground and established.

While many of the suggested redevelopment options, parking consolidation, gateway features, and other recommended physical elements of the 2010 plan were not implemented, the establishment of design guidelines, restrictive code language, and the efforts of the Downtown Development Advisory Board have created an environment that has a strong economic impact and has been able to maintain a familiar character for Downtown that aids in establishing Downtown Clayton as a desirable place to live, work, recreate, and to do business.

✓ 2010 Downtown Master Plan Map / Town of Clayton and OBS





- › and efforts by Town representatives at cooperative outreach may help.
- › Parks + Recreation has made significant investment into downtown active open

- › space and greenway connections.
- › Transportation recommendations including improved parking lots, improvements along the railroad corridor on Front Street,

structured parking, and pedestrian cross access improvements such as pedestrian alleyways and improved crossings using

✓ 2010 Downtown Master Plan (Partial) / Town of Clayton





DOWNTOWN CLAYTON MASTER PLAN
INVENTORY & ANALYSIS





INVENTORY + ANALYSIS

This chapter provides an overview of the existing physical conditions in and around Downtown Clayton. By analyzing existing land uses, transportation conditions, environmental constraints, and community services, we can better understand how each of these factors has shaped, and will continue to shape downtown Clayton over the next 20 years. While the majority of this chapter focuses on Downtown Clayton, several elements have been highlighted outside the downtown boundary or further focused in on the downtown core.

✓ Clayton Downtown Main Street / Town of Clayton





LAND USE

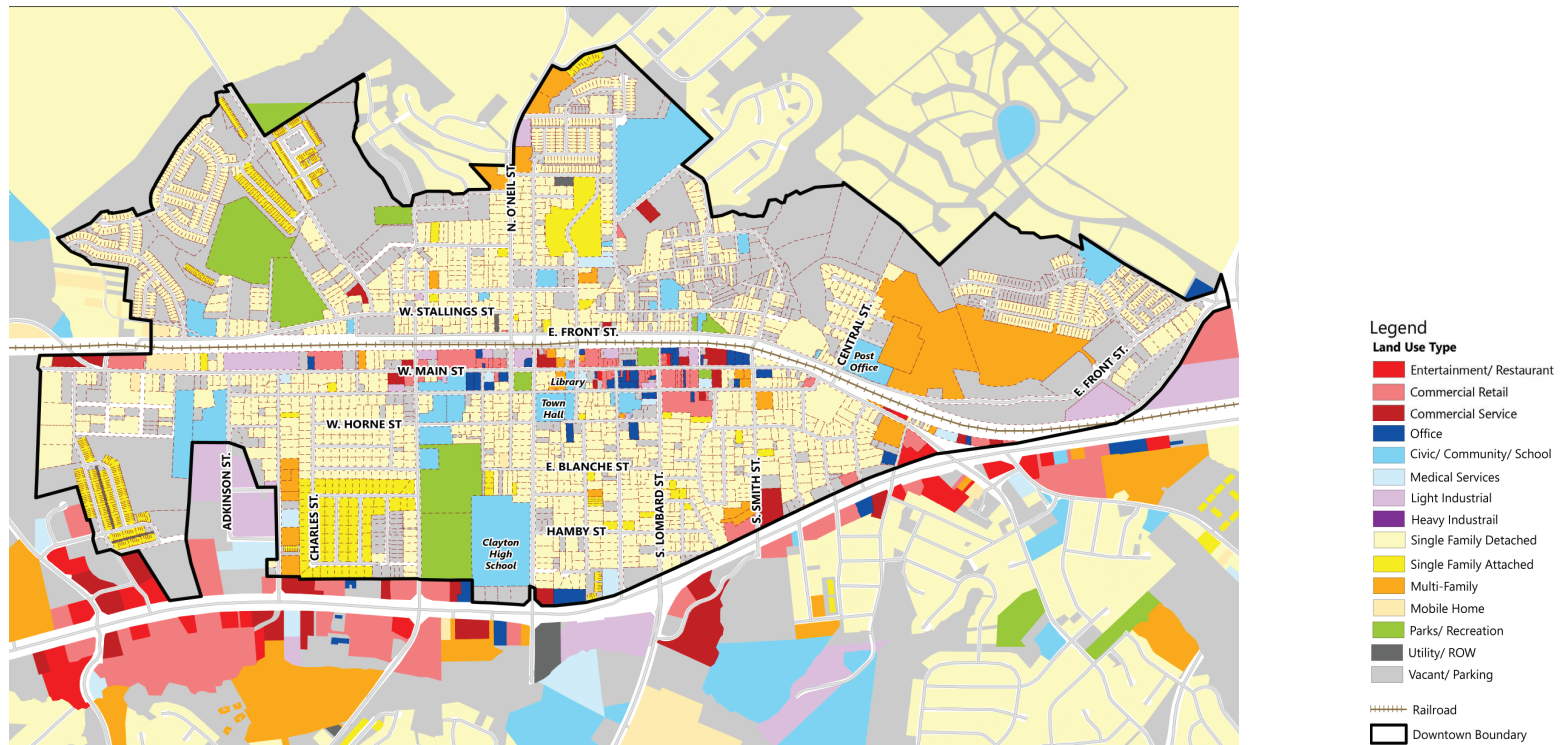
This section of the assessment is focused around the use of land within the downtown study area. Land uses include parking, specific land use typologies (commercial, residential, etc.), and current zoning.

EXISTING LAND USE

The map illustrates the existing land use of parcels downtown in their current state. This assessment showed that 38% of the land in Downtown can be classified as unoccupied/vacant. This includes parcels dedicated to parking but do not contain any structure. 30% of the area in Downtown is occupied by Single Family Detached Homes. Only 6.6%

of the land area in Downtown Clayton is occupied by Civic, Community, or Institutional Uses. The commercial, industrial, and office uses in Downtown are mostly concentrated along Main Street, with another commercial concentration along Business 70. Residential and vacant properties consume the edges of Downtown. The breakout of the individual land use typologies are illustrated on the following pages.

Existing Land Use



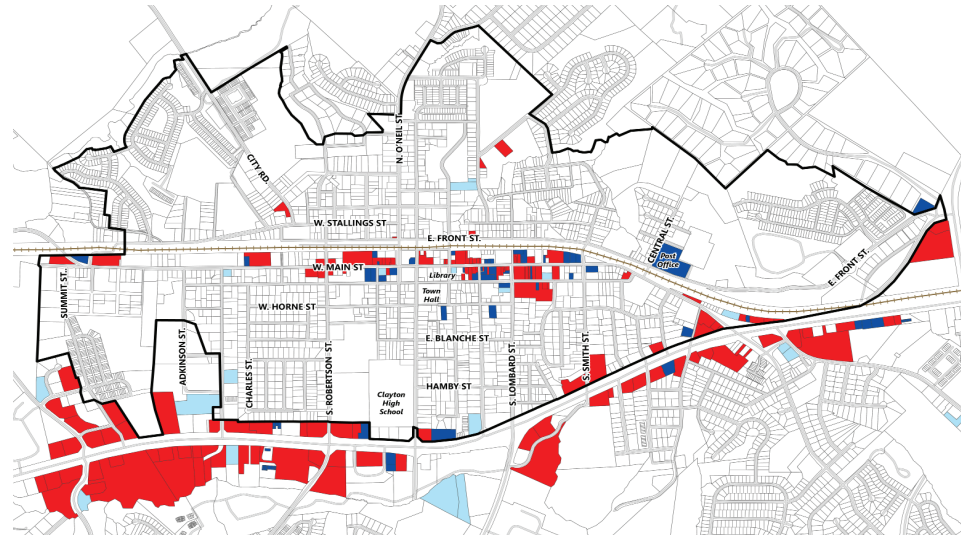


COMMERCIAL ORIENTED USES

Commercial oriented uses includes buildings that are not public, civic, or residential. This includes retail stores, restaurants, offices, service industries, and medical offices. Commercial business are shown in red, office uses in blue, and medical services in light blue.

Legend

■ Commercial	+ + + + + Railroad	— Road Centerlines
■ Office	 Downtown Boundary	 Parcels
■ Medical Services		

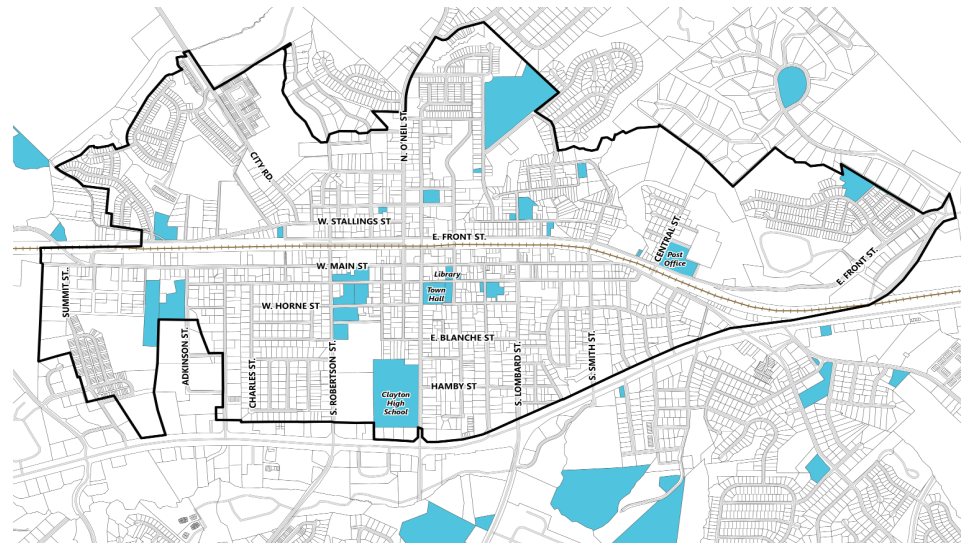


CIVIC AND INSTITUTIONAL LAND USES

Civic and Institutional land uses are buildings and parcels that have a public or organizational uses. These uses include government buildings, churches, community centers, clubs/organizations, and schools (public and private). Within Downtown Clayton there are several civic/institutional land uses spread out. Large concentrations of these uses include the blocks containing the fire department, emergency medical services building, and the high school as well as the blocks with the Town Hall and Library properties.

Legend

■ Government, Schools, Churches, Community Centers	+ + + + + Railroad	— Road Centerlines
 Downtown Boundary	 Parcels	





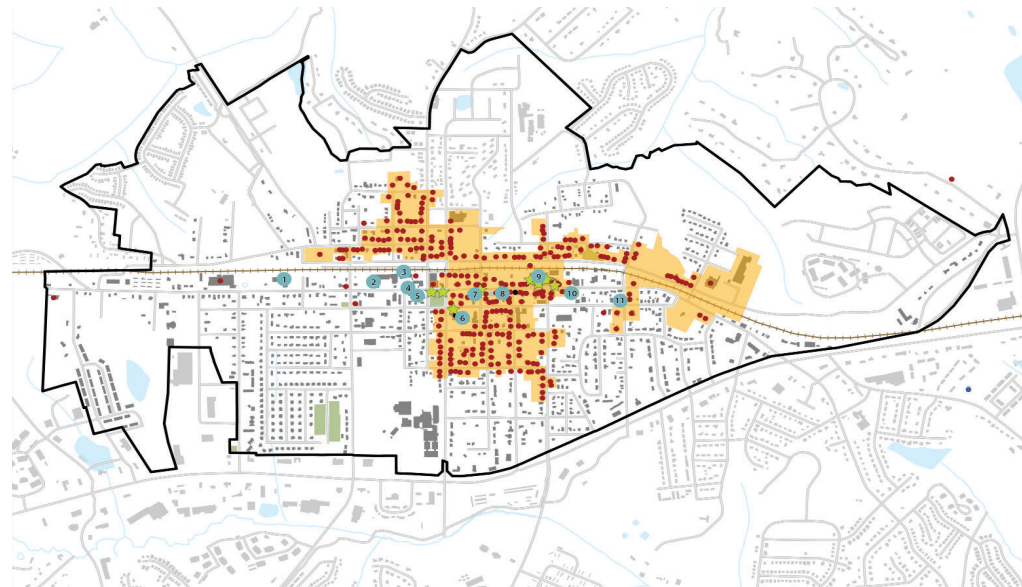
EXISTING BUILDING INVENTORY + ANALYSIS

HISTORIC AND CULTURAL SITES

The central portion of Downtown Clayton is within a historic district. The Historic district includes portions of the downtown commercial core as well as some of the residential neighborhoods to the north and south of the railroad. The historic district serves to help preserve the history and architecture of buildings while promoting their continued use. The Clayton Historic District is listed as part of the National Register of Historic Places as of 2010.

The map to the right illustrates historic structures based on their status on the National Register of Historic Places. There are more than 300 buildings and sites within Downtown Clayton which are considered historic.

The map also highlights cultural and arts facilities within Downtown Clayton which help sustain the history, culture, and vibrancy of downtown.



Historic and Cultural Sites

Legend

Historic Resources Status

- National Register Building
- Surveyed Building
- Determined Eligible
- Historic District

Arts and Entertainment

- 1 Clayton School of Dance
- 2 Monster Batting Cages
- 2 Ragland Productions
- 4 Right Angles Framing and Art
- 5 Epic Ave
- 6 The Clayton Center
- 7 Hocutt-Ellington Memorial Library
- 8 Brick and Mortar Events
- 9 Clayton Farm and Community Garden

- 10 Clayton School of Creative Arts
- 11 Heart 2 Hands Art Gallery



ZONING

There are various zoning classifications in and around Downtown Clayton which reflects the diverse land uses within the same area. The mix of allowable uses has helped to shape the growth of Downtown. Main Street is largely zoned B-1 : Central-Business which comprises the core of downtown. This district is intended to create a central business district and town center by allowing a range of commercial, retail, service, office, institutional, public, cultural, and entertainment uses. Downtown Clayton also has zone B-2: Neighborhood Business which partially surrounds the B-1 district and emphasizes more small scale commercial and service. B-3: Highway Business is largely concentrated around Business 70 and a few parcels along the edges of the B-1 district.

As represented in the existing land use analysis, the majority of land in Downtown outside of the central business district is single family residential. There are three residential districts within the downtown area, R-8 which is the primary designation at 31% of the land in Downtown, consists of 8,000 sq ft lots. 20% of land is zoned R-6 with slightly smaller lot sizes at 6,00sqft. And 17% of the total downtown land is zoned R-10, which also covers the north western side of Downtown. As you move away from

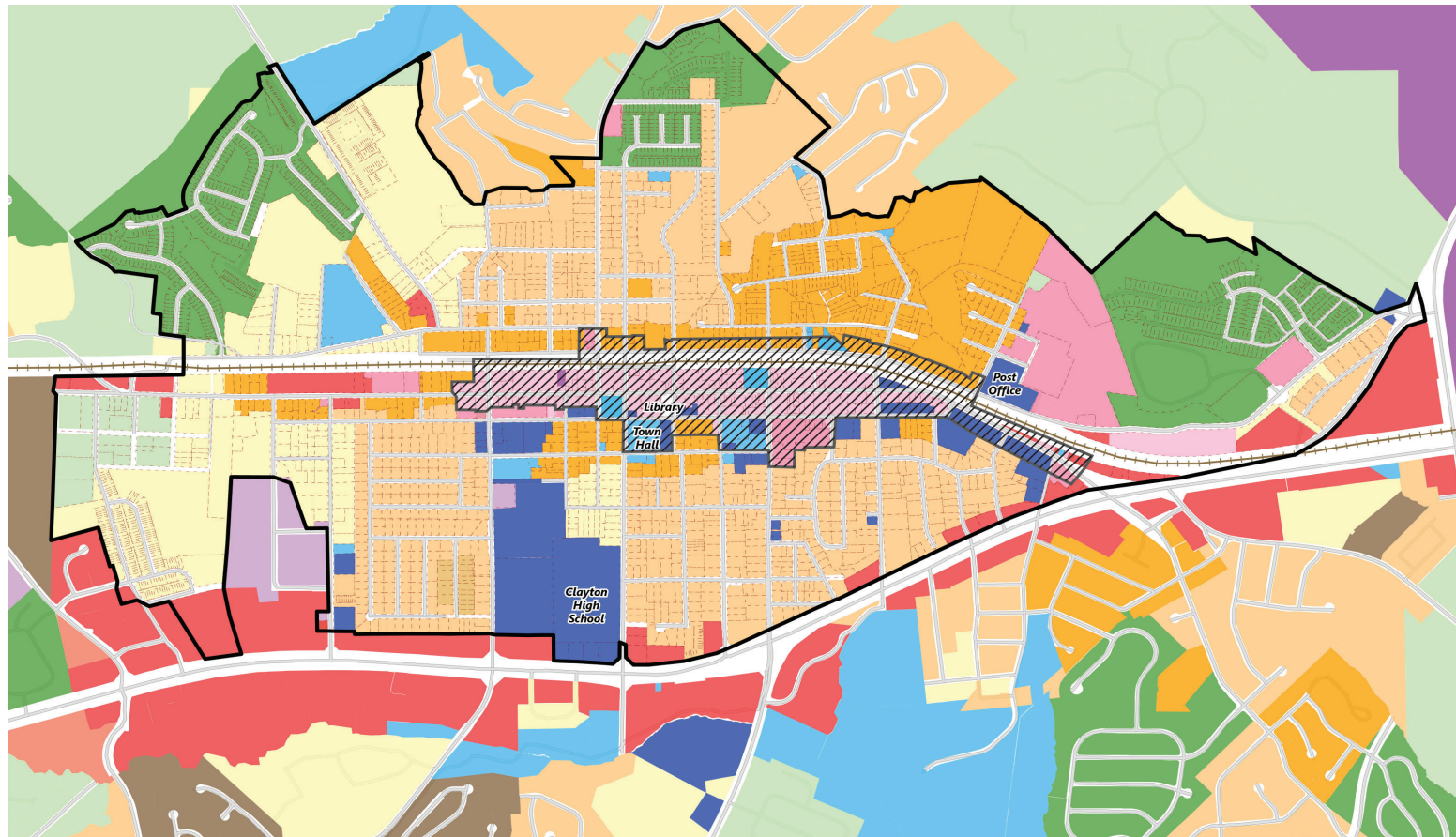
Downtown there are more R-E zoned parcels which define the lowest density residential developments which are intended to provide for a more rural character with more open space.

Office and Institutional zoning is the next highest zoning category covering 10% of land in Downtown. The majority of the land within this category is part of Clayton High school property. The O-I zone is intended to be located along major roadways and serve as a buffer between commercial and residential uses.

There are only a couple industrially zoned parcels in Downtown Clayton: I-1: Industrial Light and I-2: Industrial Heavy. I-1 uses include warehouses and wholesaling industries that do not provide a nuisance to nearby residents and businesses. While I-2 does include a broader range of industrial uses, the only parcel zone for this is adjacent to the railroad.

The PF: Public Facilities zone applies to the publicly owned and operated land such as government administration, public parks, public libraries, and recreation areas. These uses are generally concentrated around the central business district or within residential areas. The Town of Clayton has used to have Planned Development Districts as well (PD-C, PD-MU, PD-R). However, these have since been transferred to Conditional Zoning Districts

with the previous use begin considered grandfathered. None of these districts are within the Downtown Clayton Boundary.



Zoning Map

Legend

CC	LID	RHD	Railroad	Downtown District
PUB	PD-C	RMD	Downtown Boundary	
DTN	PD-MU	RLD	Downtown Parcels	
NCM	PD-R	RLL	Road Centerlines	
	OFI			

0 500 1,000 2,000
Feet





DEVELOPMENT OPPORTUNITIES

There are several factors that contribute to the development and redevelopment potential of a site: land value as a total percentage of the parcel, property ownership, tax exemptions, and current projects. These base analysis can provide insight to the Town and developers to quickly identify which properties or assemblage of properties will meet the project goals.

LAND VALUE AS A PERCENTAGE OF THE TOTAL VALUE

This analysis, sometimes called a resistance to change analysis, identifies properties where the land is significantly more valuable than any building or improvement on the site. Parcels marked in dark green have a land value that is 100% of the total value which typically indicates vacant land or a parking lot. These properties often provide the greatest opportunity for new development.



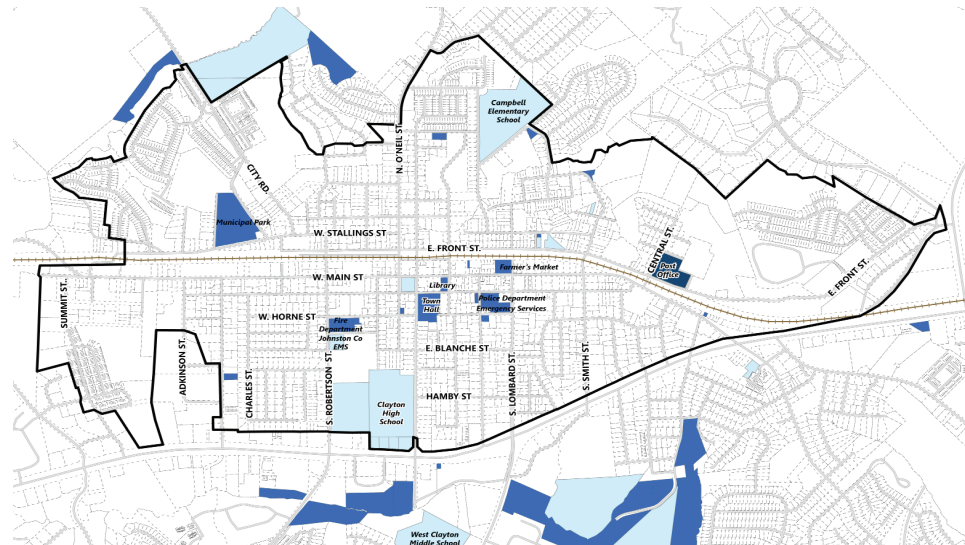
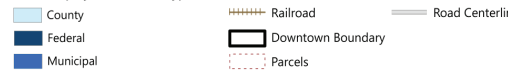


GOVERNMENT OWNERSHIP

There are several parcels within downtown Clayton which are owned by a government entity. The land uses that are associated with these properties include: public schools, public hospitals, town hall and government offices, emergency services (EMS, Fire, Police), and municipal and county owned parks. The government owned properties are fairly concentrated in the south-central of downtown.

Legend

Ownership by Government Type

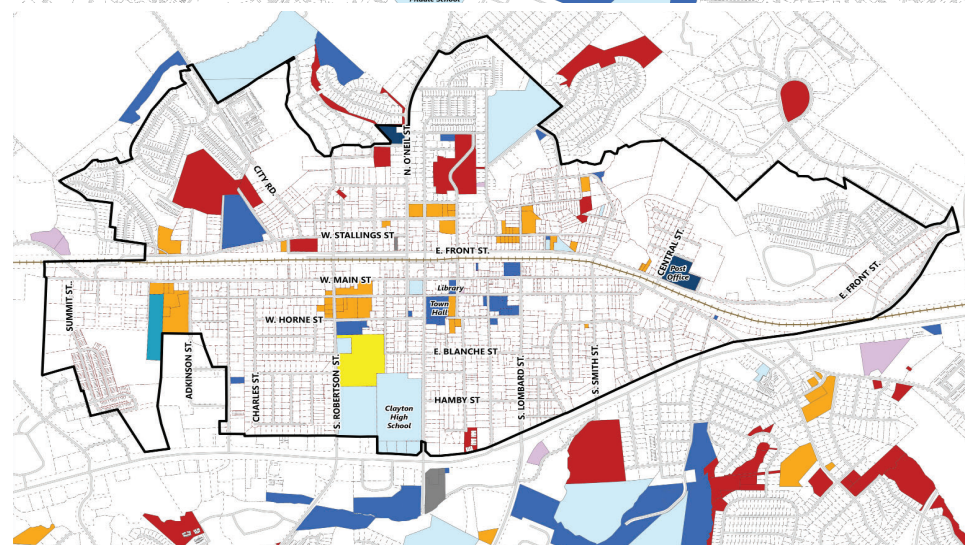
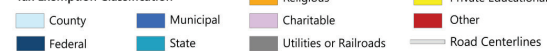


TAX EXEMPTIONS

The parcels highlighted in this map have some form of the following tax exemption: government, religious, charitable, educational, utility, or other. Religious tax exemptions are the most prevalent within downtown Clayton followed by governmental exemptions. Tax exemptions can be an important tool for incentivizing development in downtown, but they also impact the tax base available for public improvements.

Legend

Tax Exemption Classification





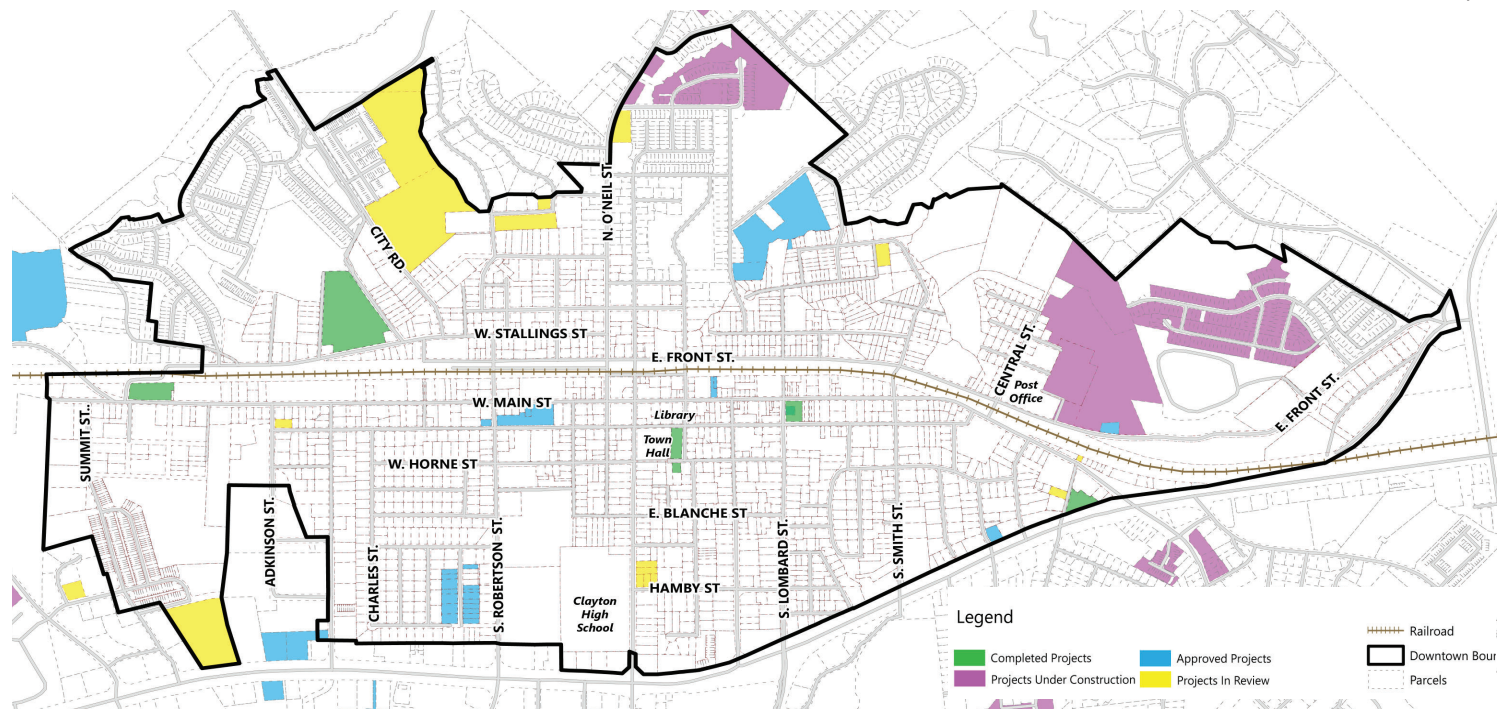
CURRENT PROJECTS

There are several ongoing development project in and around Downtown Clayton. The colors used on the map correspond to the stage of development that each project is within: In Review, Approved, Under Construction, and Completed. The most recently completed projects include the Clayton municipal park, West End mixed use development, Horne Memorial UMC Expansion and playground, remodel of 401 E. Main Street, and renovation of Smithfield's Chick and BBQ.

Most of the larger development projects are occurring on the outer edges of downtown. These projects are largely multi-family housing development projects such as the Spinning Mill Apartments to the east and Academy Pointe to the north of Downtown.

Within downtown there are also several multi-family town-home development projects approved and in the review phase. Some of these projects are Candlewood Town-homes (30 duplexes), Ridgcrest Townes (128 units), and Camel Street Town-homes (62 units). These projects will bring additional density into downtown and foster further development pressure.

✓ Current Projects

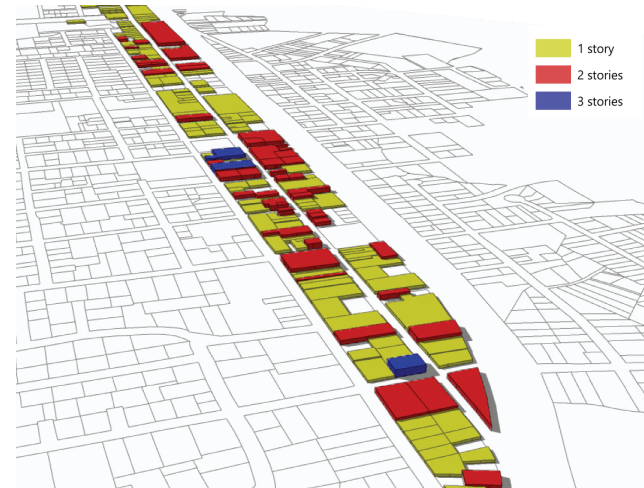




BUILDING HEIGHTS

When analyzing development and land use downtown, another factor to consider is density. Density can be looked at from both a building footprint to lot ratio as well as building height. The graphic on the right illustrates building heights along the Main Street corridor. Yellow parcels indicate where buildings are only 1 story tall, red parcels represent 2 story structures and blue represents 3 stories. Although the tallest buildings along Main are 3 stores, the majority of structures are only 1 story tall. One way in which density along the core of downtown could be increased is through encouraging more development and redevelopment to be 3 stories. This would maintain the small town feel of downtown while providing more opportunities for growth.

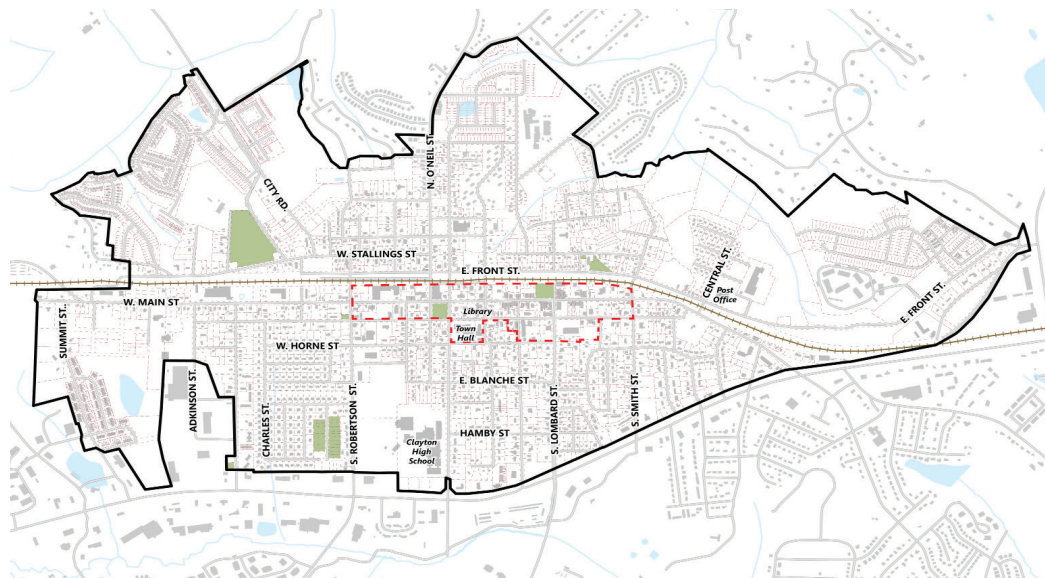
Building Height



PRIMARY FIRE DISTRICT

The town of Clayton currently has a primary fire district within the downtown core, stretching from South Robertson St to S. Smith St and from the railroad to Horne Street. Within this district there are additional development regulations which prohibit wood frame structures from being built, altered, or repaired without an additional permit. This limits new wood frame projects to areas outside of the primary fire district boundary.

Primary Fire District





TRANSPORTATION

While the Town of Clayton has appropriate ordinances related to transportation that support growth and maintain the character of Downtown, the ordinance listed below could be revised to better prepare for the future growth of Downtown Clayton.

§155.401.B.8

"In the downtown overlay district, there shall be no off-street parking requirements for non-residential development as specified in this section."

Although there seems to be plenty of parking available now, based on the type of development the Town is looking to attract to Downtown Clayton, this ordinance could lead to a parking shortage. It may be advantageous to consider adding a fee in lieu requirement, based on the land uses parking demand. The fee collected could help the Town fund the construction and maintenance of new designated parking and way-finding, such as new parking lots along Front Street and signage to point out parking areas.

REAL ESTATE AND MARKET ANALYSIS

Rose Associates partnered with the McAdams team to provide real estate and economic development analysis to support land use in completing the Clayton Downtown Master Plan. The Plan is intended to provide a comprehensive vision for long-term success and provide strategies that will form a resilient foundation through short-term disruptions and market cycles.

The plan includes strategies that are not intended to be rigid and inflexible. Markets evolve and change over time and faster than ever. Our analyses and forecasting of market data includes demographic, economic, employment, tourism, and real estate. It is both art and science. It is crafted by an experienced team of experts with a long track record of successful projects. Our work is designed to accommodate a range of market driven opportunities for housing and commercial uses in the downtown over the next 10+ years.

Simultaneously to the Master Plan effort, a Downtown Strategic Vision report was compiled by Downtown Strategies to provide short-term revitalization strategies over the next five years.

Downtown
Strategic Vision
1-5 years

Downtown
Master Plan
5-15 years

APPROACH

The approach includes evaluating the current realities of the downtown environment in the context of local and regional market dynamics and identifying future real estate and economic development opportunities. Finally, metrics are included to track progress, to determine if both short-term and long-term strategies are successfully moving in the right direction.

The community is informed on the underlying cause and effect of location decisions on real estate markets and economic development. A combination of methodologies is utilized in developing an understanding of the current market dynamics utilizing a variety of public and proprietary resources in our analysis. These include:

Economic Base Analysis is used to understand the regional economy and determine real estate demand. The underlying theme suggests that for every (basic) job that is created, a multiplier effect increases overall employment (both basic and non-basic), thus increasing both population and income within an area benefiting from such job growth. The corresponding growth (or decline) in jobs, population and income drive demand for commercial and residential uses of real estate.



Central Place Theory (CPT) is utilized to evaluate land use feasibility and identify trade areas. The underlying theme of CPT is that the location decision of commercial establishments is driven by maximizing forces. CPT suggests that certain locations are more desirable than others, primarily due to the location of existing establishments that are already attracting business activity. This means that there are central places with varying degrees of magnitude that attract customers. It can also be used for certain types of non-traditional housing, such as senior or student housing, whose locations are dependent upon central places, such as a university or hospital. The fundamental theme of CPT is that commercial locations are spatially interdependent.

Highest & Best Use is used to determine the most appropriate use of land, given the underlying economic base. It is site specific for targeted new development opportunities. Highest & Best Use, as defined in The Dictionary of Real Estate Appraisal, is:

The reasonably probable and legal use of vacant land or an improved property, which is physically possible, appropriately supported, financially feasible, and that results in the highest value. The four criteria Highest & Best

Use must meet are legal permissibility, physical possibility, financial feasibility, and maximum profitability.

Measuring Success. Understanding market dynamics begins with current reality, leading to strategies for success. The goal of any plan should be action and implementation, measured to determine when and where to allocate funding for future Capital Improvement Projects (CIP). Key Performance Indicators (KPI) and Return On Investment (ROI) are measurement tools to gauge how successful the Plan has been in achieving specific goals and objectives.

KPIs are a forward-looking predictor of end performance, whereas ROI is used as a backward-looking informer of future budget allocation decisions. ROI is a long-term game. While KPIs are incredibly important to help gauge short-term performance and optimization decisions, they shouldn't be confused with ROI. Consider KPI metrics vs. ROI measurement in terms of reading a book. KPIs tell you what happens after each chapter, whereas ROI tells you what happened after the conclusion of the entire story.

Data Sources:

- US Census Bureau
- US Bureau of Economic Analysis
- US Housing + Urban Development (HUD)
- CCIM Site To Do Business
- ESRI
- CoStar
- Triangle Realtors Association
- Redfin
- Rent Café
- VisitNC

PREVIOUS PLANS

We began by conducting a review of the prior plans including the following reports which considered the downtown, economic development and land use:

- Downtown Master Plan (2010)
- Clayton Economic Development Strategic Plan (2020)
- Think Clayton – 2045 Comprehensive Growth Plan (2021)

Current Situation

Future Opportunities

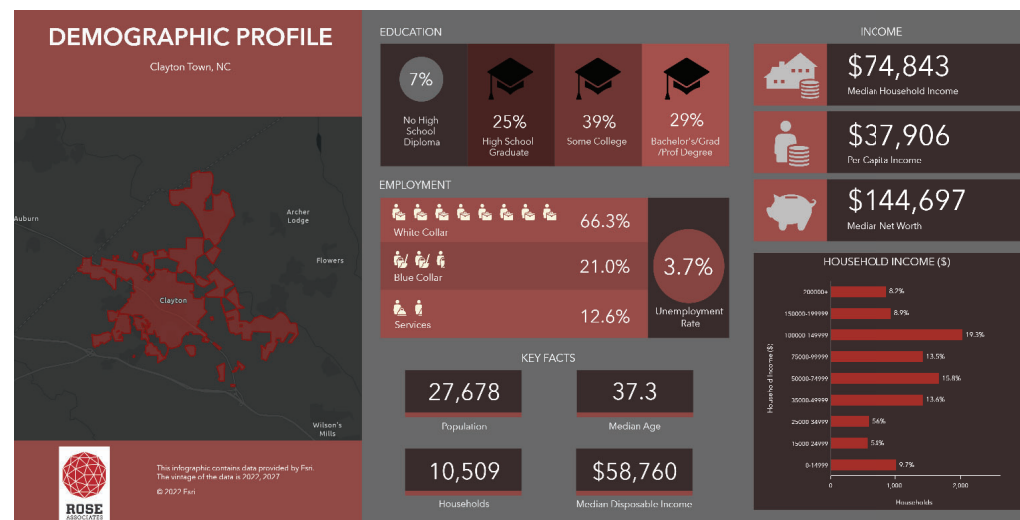
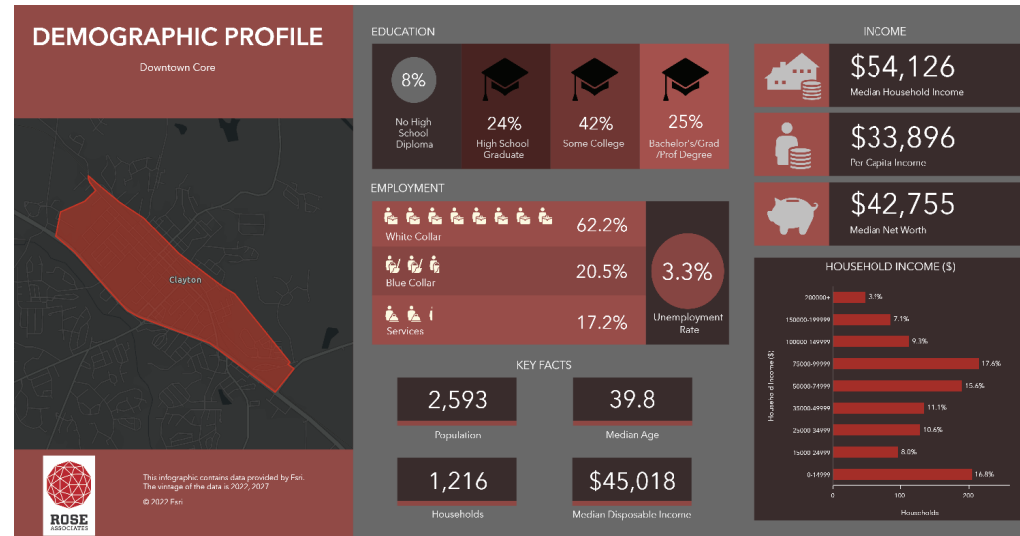
Metrics for Progress



DEMOGRAPHIC + ECONOMIC DATA

According to the 2020 US Census, Johnston County is the fastest growing county in NC over the last decade. It ranked 12th in population among 100 NC Counties. It grew by 27.9% from 2010 to 2020 (215,999). Since then, the population has grown by another 13,475, or 6.24%. Johnston County and Clayton is part of the fast-growing Raleigh metropolitan area, the second largest metropolitan area in North Carolina, according to the state's office of management and budget.

The profile of the Town of Clayton indicates a balanced mix of socioeconomic factors that make up its population. And when comparing this data with the downtown, some differences began to emerge. We discover that Clayton is a fast growing and strong market playing a key supporting role in the Raleigh metro story. Downtown is older, more diverse, less affluent, and slower growing than the overall Town and surrounding areas. This is largely due to the neighborhoods of older and/or historic homes in and around the downtown, and the limited new development that has occurred in the downtown compared to the surrounding areas.





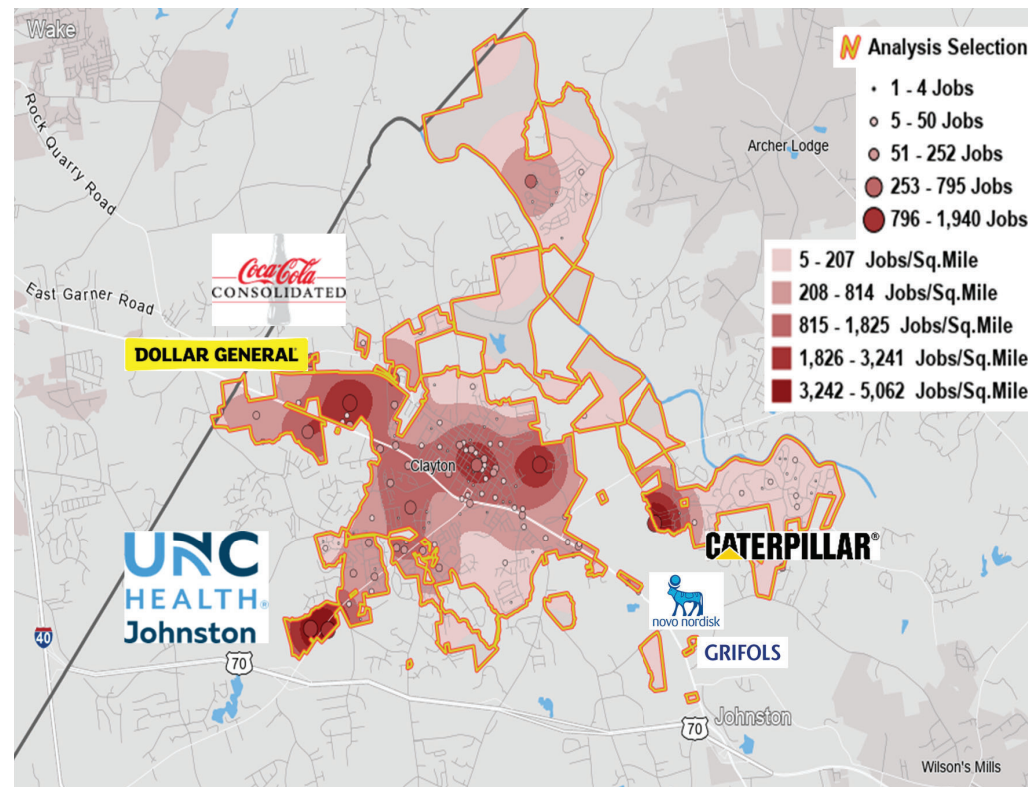
Geography	2010 Population	2022 Population	% Growth
Johnston County	168,874	229,474	36%
Town of Clayton	17,385	27,678	117%
Downtown Clayton	1,711	2,593	52%

▲ Population Growth / Source: US Census; ESRI

Since 2010, downtown Clayton has made great strides in creating a place that includes The Clayton Center entertainment and event venue, and a sculpture trail making Clayton a cultural center within Johnston County. Clayton is also now a manufacturing and healthcare hub. The concentration of employment in and around the downtown and along the Highway 70 corridor, include the UNC Health hospital and major employers such as Coca-Cola, Caterpillar and biomedical company Novo-Nordisk.

This job growth together with other employment in the Raleigh region has resulted in the evolution of Clayton from a bedroom community of commuters to a center of commerce, with primary central activity centers. Therefore, Clayton is evolving in a new way and must create its own identity within the county and compete with other fast-growing communities around the Raleigh metro region.

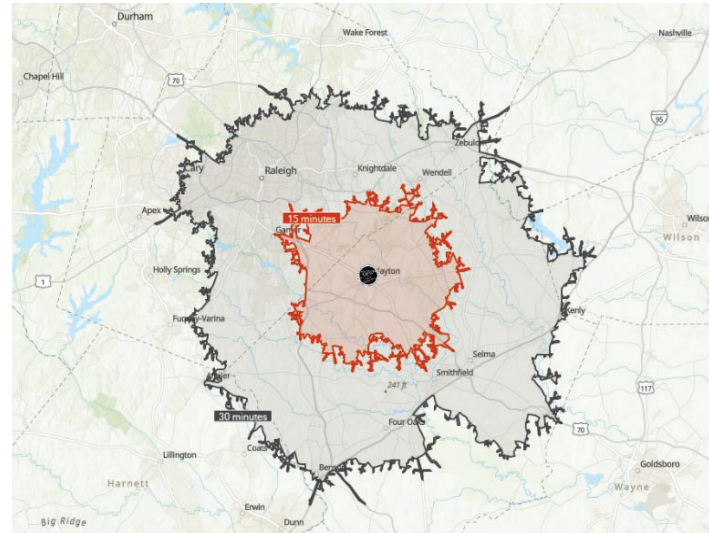
▼ Job Concentration



Source: Bureau of Labor Statistics; Rose Associates



The centers of influence in Clayton and the Raleigh metro assist in determining the primary and secondary trade areas for downtown. Rather than a radius around a point or a cell phone cluster around a popular shopping destination – the decision for most activities of daily life center around mobility and the time it takes to travel there. In rethinking mobility options, one must consider car, train or air travel, in addition to walking, biking or some other form of micro wheeled mobility. For most local trips this includes up to a 15-minute drive, while longer trips are the focus for commuting to work, shopping for larger consumer goods or attending regional sports/entertainment venues.



Population by Commute Distance

Whether for local trips or commuting to work, Clayton's reach includes a large and affluent population. Aside from housing and shelter, the top annual consumer spending categories per household in Clayton include:

- Healthcare
- Food at Home
- Food away from Home
- Entertainment/Recreation

Each of these top-ranking categories were close to, or on par with, national averages.

2022 DATA	15-MINUTE DRIVE	30-MINUTE DRIVE*
Population	127,685	788,624
Daytime Population	127,685	788,624
Median Age	36.8	35.7
Median HH Income	\$82,204	\$72,674
Average HH Income	\$105,266	\$99,145
Average spent Healthcare	\$7,150	\$6,656
Average spent Food @ Home	\$6,079	\$5,868
Average spent Food away from Home	\$4,334	\$4,175
Average spent Entertainment/Recreation	\$3,669	\$3,449

*Average Commute Time



REAL ESTATE ASSESSMENT

Review of real estate inventory highlights the current conditions within the market, which are reflective of both past trends and present market cycles.

COMMERCIAL SUPPLY

Data from Costar includes office, retail and multifamily housing (4+ units). As of September 2022, the data indicates a robust multifamily apartment market throughout the region, with smaller inventories of vacant available office and retail space in Johnston County and Clayton. When compared to Johnston County and two other adjacent submarkets in the Raleigh Region, Clayton's competitive position becomes apparent as an affordable option for an apartment or commercial space.

Since the time of this September 2022 study, office demand has dropped sharply to roughly 40% of pre-COVID demand. Hybrid or fully-remote work situations have become commonplace indicating that this trend will become a long-term factor if not a permanent one. It is recommended that 40% reduction in demand be taken into consideration when determining mix of uses in vertical mixed-use recommendations.

✓ Real Estate Inventory

METRICS	JOHNSTON COUNTY SUBMARKET	SOUTHEAST/ SOUTH SUBMARKET	NORTHEAST/EAST SUBMARKET	CLAYTON SUBMARKET	COSTAR RALEIGH MARKET
Multifamily Inventory	3,400 units	5,438 units	5,865 units	2,934 units (+4.5%)	112,463 units
Multifamily Vacancy	6.7% (+2.3%)	4%{+1.1%}	8.4% (+6.5%)	4.6% (+0.2%)	6.5% (+1.5%)
Multifamily Market Rent	\$1,426 (+6.9%)	\$1,467 (+8.0%)	\$1,571 (+13.1%)	\$1,351 (+6.5%)	\$1,574/unit (+9.2%)
Office Inventory	2,470,000 SF	2,048,000 SF	1,239,000 SF	971,000 SF (1.3+)	77,210,000 SF (+1.1%)
Office Vacancy	2.2% (-2.1%)	2.2% (+0.1%)	2.7% (+0.2%)	1.0% (-5.3%)	8.5% (+0.1%)
Office Market Rent	\$20.74 (+1.9%)	\$23.76 (+2.8%)	\$23.66 (+2.7%)	\$22.81 (+2.7%)	\$28.16 (+3.0%)
Retail Inventory	8,833,000 SF	5,594,000 SF	6,300,000 SF	2,300,000 SF (+7.3%)	77,159,000 SF (+1.0%)
Retail Vacancy	2% (-0.4%)	1.0% (-3.7%)	4.1% (+0.7%)	1.2% (-0.7%)	2.6% (-0.9%)
Retail Market Rent	19.19 (+8.6%)	\$23.06 (+9.0%)	\$19 (+9.3%)	\$19.93 (+7.9%)	\$24.35 (+9.7%)



HOUSING SUPPLY

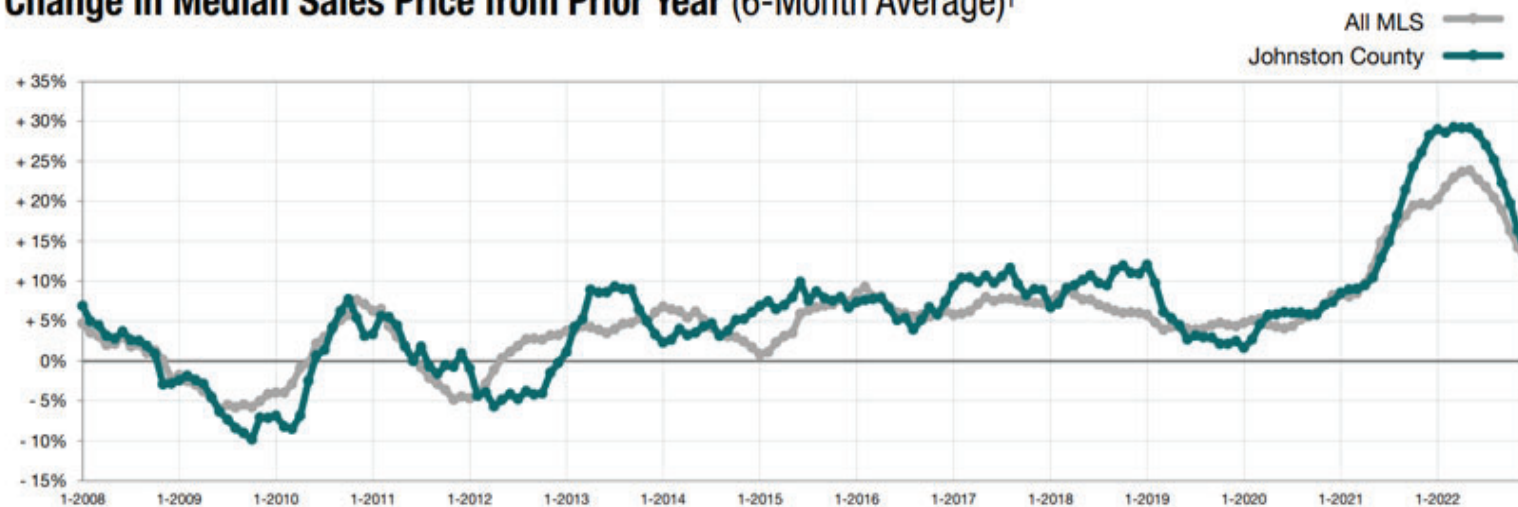
As of July 2022, US Census estimates that 56,753 new privately owned housing units had been approved in North Carolina at an estimated value of \$13.4 million, second behind only Florida for the entire Southeast region. Johnston county is one of 31 Counties in North Carolina to enjoy strong housing growth, influenced by the strong Raleigh triangle region. However, during last quarter of 2022, home sales and prices began to decline due to rising interest rates and a looming threat of recession.

JOHNSTON COUNTY

According to the U.S. Department of Housing and Urban Development (HUD), there were 2,080 new single-family permits issued in Johnston County from January through August 2022. Sales of existing single-family homes totaled 3,698 for the same period.

According to the Triangle Realtor Association MLS (multiple listing service), the median home sales price for Johnston County in August was \$370,950, up 27.2% year over year. By December, prices declined to \$364,900.

Change in Median Sales Price from Prior Year (6-Month Average)[†]



[†] Each dot represents the change in median sales price from the prior year using a 6-month weighted average. This means that each of the 6 months used in a dot are proportioned according to their share of sales during that period



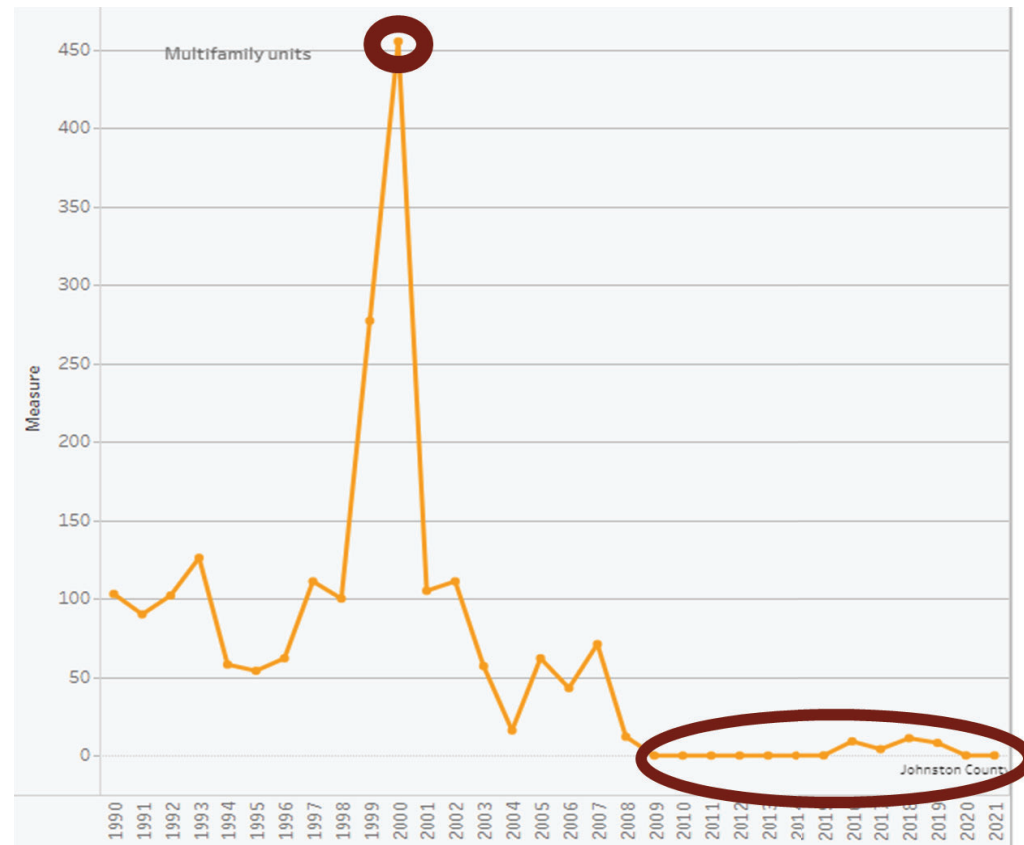
CLAYTON HOUSING MARKET TRENDS

According to Redfin, in December 2022, Clayton home prices were up 8.0% compared to last year, selling for a median price of \$343K. On average, homes in Clayton sell after 46 days on the market compared to 39 days last year. There were 60 homes sold in December this year, down from 117 last year.

And after their peak in 2000, apartment construction fell flat in 2008, just prior to the recession. There were no multifamily projects permitted in Johnston County in 2022 according to HUD.

According to Rent Café, the average rent for an apartment in Clayton is \$1,563, with an average size of 1,057 square feet. This compares to an average rate in Raleigh of \$1,630. The cost of rent varies depending on several factors, including location, size, and quality.

While there was little permitting activity in the multi-family sector, since the last data point on this associated study data (2021), multi-family construction starts have sharply risen in the vicinity of the downtown core. Demand for apartments in the region is at an all-time high indicating that a larger demand for multi-family residential should be a consideration for recommendations from the Downtown Master Plan.



Multifamily apartment permits



Clayton Apartment Rents ~ Rent Café 2022



FUTURE MARKET DEMAND

Based on estimated growth, Clayton's current market share and a recommended downtown capture rate within the county, product demand over a 10-year period is estimated:

POPULATION GROWTH + EMPLOYMENT GROWTH X MARKET SHARE + CAPTURE = DEMAND

Geography	2010 Population	2022 Population	% Growth
Johnston County	168,874	229,474	36%
Town of Clayton	17,385	37,678	117%
Downtown Clayton	1,711	2,593	52%

Type of Development Demand	Estimated Market Capacity	Targeted Capture (Johnston County)
Residential	50-100 units/year	10%
Retail/F & B	160,769 s.f.	25%
Office/Medical	77,260 s.f.	25%
Lodging	50 rooms	20%
<i>Note: assumes impacts on parking, road improvements and parks/open space</i>		



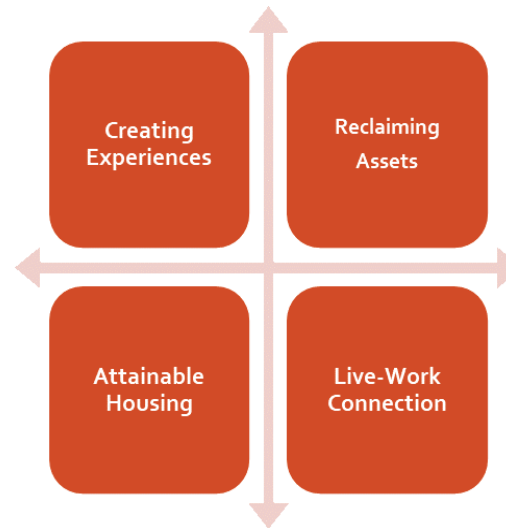
CREATING EXPERIENCES

CURRENT SITUATION

Experiencing downtown involves both getting there and being there. Adding to the experience are the design elements noted in providing attractive gateways, streetscapes and building façade and signage detail. Not only should it be a visually appealing and an inviting trip from a design perspective, downtown also must have places to visit and events to attend. Getting people to downtown is a marketing and tourism proposition.

The tourism industry is comprised of various sectors that house, feed, transport, and entertain visitors. There are five primary sectors within the tourism industry: 1) lodging; 2) transportation; 3) entertainment, recreation and activities; 4) food & beverage; and 5) retail. Each sector covers a broad range of fields, providing a distinct variety of goods and services. While separate from one another, they can often overlap and work in conjunction to create one complete and comprehensive hospitality experience.

According to the 2021 annual report by VisitNC, Johnston County ranked 28th in total spending among the 100 North Carolina Counties. Spending in the county grew 40.5% year over year, led by food & beverage (\$90.98m) followed by transportation (\$55.87m), lodging (\$51.96m),



recreation (\$33.39m) and retail (\$23.26m) for total spending of \$255.47 million dollars. There are fifteen outdoor and recreational attractions in the county and Clayton leads several of the top tourism attraction categories.

The success of the lodging market is dependent on demand drivers, which include attractions, events, and large employers, including hospitals and universities. One area of note are the cultural and historic features of the downtown. The Clayton Center provides events and cultural experiences for all ages. The Sculpture Trail highlights works of art along a guided walk. The county has partnered with OutdoorNC as 2023 is marked as "The Year of Trails" and

promotes several theme-based trail packages. Often these activities result in multi-day/ weekend stays which increases the visitor dollars spent per guest. In addition, downtown's historic features of both commercial and residential structures have broad historical appeal. The local brewery, Deep River Brewing attracts hundreds of visitors each week. And there are farms and several wedding venues in and around Clayton that provide additional economic benefit to the downtown. Collectively, Clayton attracts over 100,000 visitors annually.

There are five area hotels that include "Clayton" in their marketing to attract these visitors, however, only one limited-service hotel is physically located in the town of Clayton, along with a Bed & Breakfast in the downtown.

OPPORTUNITIES

- Create a Marketing Plan (Every 5 years). A collective effort to market Clayton's attractions, events, shops and restaurants in downtown would help elevate the number and length of visits leading to demand for additional lodging facilities. This may include traditional hotels, Bed & Breakfast inns and local homes via short term rentals such as VRBO and AirBnB. This will also help with the long-term stability of local shops and restaurants, by attracting a fluctuating stream of visitors.
- Create a Visitor Guide (Annually). Through



the marketing plan, create a budget to fund projects such as a digital and print visitor guide that can be distributed through the Chamber of Commerce, City Hall and local hotels and businesses.

- Complete Legislation to collect Local Room Tax (Annually). Johnston County collects a 3% rooms tax and many of the local municipalities collect a 2% room tax, which are redistributed at the local level to fund tourism, marketing and some limited projects. Clayton does not receive the benefit of a local room tax, as approval by the local elected officials. The next step in the collection of the local 2% room tax has yet to be introduced into legislation. Given the level of economic impact that these visitors create, the additional revenue from this source is currently forfeited.
- Consider a Lodging Market Study.

Whether contracted with the town, or in collaboration with local developers, a lodging market study would provide insights into the current and future opportunities for adding additional lodging in downtown Clayton.

- Create a Geocaching Trail. What is geocaching? Geocaching is a modern outdoor treasure hunting adventure, where participants use a set of coordinates and GPS or mobile device to locate containers known colloquially as “caches” hidden all over the world. Each cache contains, at a minimum, a logbook for players to sign, but more exciting are the swag and tradable materials concealed within. Objects of equal or greater value can be traded, trackable items tagged, and/or collectibles awarded in special circumstances (i.e., first to find, completing a GeoTour, etc.). For

more information and where to download the app, visit [Geocaching 101](#).

LOCAL IMPACTS

Tourism is an important economic development pillar that supports employment in the five sectors above, increases the wealth of an area through spending, and leads to investments in the community through shopping, dining and recreation. The result is additional jobs and tax revenue for the community.

Job Creation. Tourism provides an economic stimulus by allowing for diversification and expansion of employment in all five tourism sectors and improves local income potential.

Property Tax Revenue. Supporting the addition of retail and restaurant space, creates additional property tax revenue for renovation, redevelopment and new development projects.



Local Room Tax Revenue. If legislation is passed to collect a local room tax, a hotel demand study would provide insight into how much of this revenue may be captured for Clayton. It could provide a source of funding for downtown staff and/or projects.

Sales Tax Revenue. The addition of visitors increases sales for local merchants and restaurants, thus raising the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Retail + Restaurants, Lodging (Hotels, Inns + Short Term Rentals), and Entertainment / Recreation.

RECLAIMING ASSETS

CURRENT SITUATION

Downtown includes some buildings and places that are neglected, obsolete or demand attention. These include buildings whose future highest and best use may no longer include the current use. These assets (land + buildings) are reflected in the opportunity sites identified within the downtown Master Plan. Johnston County's focus on economic development is primarily dedicated to manufacturing and other large-scale employment. Clayton enjoys strong educational attainment and income to attract investment.

Short-term revitalization and long-term asset management requires both intellectual and financial capital brought by local and regional entrepreneurs. Entrepreneurism can be cultivated in several forms.

There are currently 388 business and approximately 3,003 employees working in the downtown, compared to a population of 2,593 who live there. Downtown retail and restaurant businesses are dependent upon a minimum threshold of both residents and the daytime population of visitors and employees to be successful.

According to a 2022 study by [Regus](#), it highlights "five things that the stats can't ignore

EMPLOYMENT TO RESIDENT HOUSING SUMMARY	JOHNSTON COUNTY	DOWNTOWN CORE
Total Businesses	5,957	388
Total Employees	52,285	3,003
Total Resident Population	229,474	2,593
Employee/Resident Population Ratio	0.23	1.16
Annual Estimated Average Employment Growth	2,044	117
Average Annual Estimated Housing Demand	1,635	94

ESTIMATED POPULATION GROWTH TO RESIDENT HOUSING	JOHNSTON COUNTY	DOWNTOWN CORE
2022 Total Population	229,474	2,593
2027 Estimated Total Population	250,964	3,142
Projected Added Population	21,490	549
2022-2027 Average HH Size	2.71	2.13
Estimated Housing Unit Demand (2022-2027)	7,930	258
Average Annual Estimated Housing Demand	1,586	52



coming out of the pandemic”:

- › 88% of employees want to embrace hybrid working
- › Over 50% of digital nomads are in need of reliable Wi-Fi
- › 80% of our workforce is in danger of burning out
- › Automation can free managers up to focus on what matters, reducing workloads by 69%
- › Over 75% say cutting commuting is the key to sustainability

The majority of these workers are white collar jobs that work in office or retail environments – or work from home. Clayton residents are predominantly employed in white collar jobs, and as noted many of these employees commute to jobs in other areas of the region.

The dynamics of “work from home” (WFH) as a result of the pandemic have changed the face of the office market. However, a vibrant entrepreneurial ecosystem results in demand for workspaces that support new business ventures. These are supported by small office and retail space.

OPPORTUNITIES

- › Add Office Product (1-10 years). Based on the growth and supply projections from 2022, a 10-year estimate of office space demand totals approximately 77,000 square

feet of new office space, suggested as a target to capture county demand. Given previously mentioned COVID era factors on office demand, a more realistic number is a 40% reduction from that total coming to a more measured 46,200 square feet of office space taken over in that 10-year time frame.

Offering alternative shared/flexible space and live-work environments, along with reliable broadband access will be important considerations to bring new residents and employees to downtown. Together they would support restaurants and business to create an environment from “coffee to cocktails” supporting an “18-hour” place.

- › Renovation vs. New Construction (1-10 years). The space offerings in and around the downtown area are currently limited. The cost to construct and finish new space will result in lease rates that may be significantly higher than current market lease rates within the downtown. The most competitive strategy would be to create policies and incentives that support renovations of existing buildings to keep costs consistent with market rents and build rental rates over time to subsequently support additional new construction.

Older and unique buildings provide the differentiating space that entrepreneurs are looking for.

- › Continue to invest in making Wi-Fi available in your Downtown to all citizens. Downtown

Clayton has access to multiple providers of high-speed internet including 1 Gbps options. Downtown also has complete 5G Ultra Capacity coverage for mobile internet services. Making access to these services affordable for all citizens is of critical importance for long-term growth and stability.

LOCAL IMPACTS

Small business and entrepreneurship is an important economic development pillar that supports employment, increases the wealth of an area, leads to improvements and investment in the community. The result is additional jobs, per capita income, and tax revenue for the community.

Job Creation. Small business provides an economic stimulus by allowing for diversification and expansion of employment in the technology and professional services sectors and improves local income potential.

Property Tax Revenue. Supporting the addition of office space creates additional property tax revenue.

Local Room Tax Revenue. A growing entrepreneur ecosystem provides growth of small business that often leads to visitors attending meetings, seminars and capital funding events.



Sales Tax Revenue. The addition of employees and their visitors increases sales for local merchants and restaurants, thus raising the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Office / Flex Space, Restaurants, and Lodging (Hotels, Inns + Short Term Rentals).

ATTAINABLE HOUSING

CURRENT SITUATION

The town of Clayton has approximately 11,246 housing units, according to 2022 US Census estimates. Of the housing units, 66.4% area owner occupied and 27% are renter occupied, leaving approximately 6.6% vacant/seasonal. The average household size in 2022 in Clayton was 2.62 persons.

According to the American Community Survey (ACS) data 2016–2020, the downtown core has 1,076 housing units. 58.1% of homes are single family detached homes, with only 5.9% detached townhomes. Other housing types include duplexes (11.3%) and small multifamily complexes (23.3%) of up to 50 units. The housing stock is aging with 77% of the homes built prior to 2000, including historic homes, and 23% built since 2000.

With the estimated increasing growth in local employment and population, additional

demand for housing has resulted in several new subdivisions in Clayton. Many of these subdivisions have filled the void for middle income or “missing middle” households. Housing is the first and most expensive annual household consumer spending category, followed by food. The long-term challenge, as housing costs continue to rise in the region, is providing attainable housing for the majority of residents in lower income brackets in service related employment (retail, restaurants, lodging) who are priced out of the home buying or rental market due to fluctuating/rising interest rates, and economic or employment cycles.

OPPORTUNITIES

- › Add New Housing Product (1-10 years). Housing demand is driven by two dynamics: employment growth and population growth – which will continue to increase with more migration to the Carolinas. Annual demand ranges between 52-94 housing units per year. Providing incentives for adding supply for downtown housing above retail and historic renovations in surrounding neighborhoods will assist in maintaining affordability. Incorporating mandated percentages of affordable housing as a part of new residential and mixed-use development through language in the UDO is a means to guarantee some level of affordable, workforce housing is a part of

future growth within the Downtown.

- › Target Markets for all Generations (1-10 years). Encourage opportunities to provide housing that attracts all generations, including young professionals, families, empty nesters and seniors who seek a walkable downtown environment, or who wish to live close to their business. They often seek similar product types apart from growing families who desire larger homes and lots, and seniors who may need a care setting from independent living to skilled nursing care. recent projects in the area (The Walk and Carolina Overlook) have provided some of this type of housing but more will be needed as a percentage of the overall new residential development in the region to maintain availability options for all generations.
- › Diversification of Housing Product/Price (1-10 years). A competitive advantage of the downtown is its existing inventory of historic homes in the surrounding neighborhoods. Housing supply could be expanded to include product types to meet today’s consumer demands for walkable neighborhoods close to downtowns, smaller homes, limited maintenance and access to public open space. In addition to single family homes, also include incentives and policies for townhomes, patio homes, accessory dwelling units (ADUs) and lofts/ apartments to provide a wider range of



sizes, styles and needs to accommodate a variety of target markets.

LOCAL IMPACTS

Housing is the result of economic development efforts which create demand for new product to support new employees, many of whom are first introduced to Clayton as a visitor. Added housing increases the wealth of an area, through additional per capita income for spending locally and added property tax revenue.

Job Creation. Housing provides both construction employment and service employment such as retail and professional services to service new households.

Property Tax Revenue. Supporting the addition of new housing, creates additional property tax revenue.

Local Room Tax Revenue. As families move into the area, they are often visited by traveling family members and friends, who enjoy introducing them in their new town.

Sales Tax Revenue. The addition of these new residents and their visitors increases sales for local merchants and restaurants, thus raising

the local sales tax revenue generated.

Land Uses/Real Estate Product Types include Housing, Retail, and Office.

LIVE-WORK CONNECTION

CURRENT SITUATION

As noted above, the result of the pandemic has changed commuting patterns as employees demand flexible work schedules to include both home and office options. Educational resources for job training and workforce development are critical for those changing career paths. And as a result, many are focused on opportunities to provide a work-life balance.

Quality of Life is a subjective term, depending on each perspective. For major employers, it includes an educated workforce that can find the desired housing and lifestyle within a reasonable commuting distance. For existing or relocating residents, this includes childcare and education, access to parks and recreation facilities, accessible shopping and dining, and a vibrant arts, culture and entertainment scene. Altogether these make up the culture of a community and such experience that a place creates, all of which promotes health and well-being. Many of these qualities should be integrated into a seamless experience for those living, working and visiting the downtown. Connecting people and places are what create

a resilient environment.

- › Economic Prosperity
- › Health + Well Being
- › Education + Opportunity
- › Arts + Culture

The desire for additional shopping, dining and entertainment experiences was overwhelmingly communicated by participants in the public engagement process. A retail gap analysis completed within the *2023 Downtown Strategic Vision* identified categories of retail, including food and dining opportunities.

Aside from housing and healthcare, the top three consumer spending categories for 2022 in Clayton were:

- › Food at Home - \$62,021,640
- › Food away from Home - \$43,737,597
- › Entertainment & Recreation- \$37,227,487

OPPORTUNITIES

Add Additional Retail and Restaurant Space (1-10 years). Based upon estimated job and employment growth, adding to consumer spending, estimated demand for an additional 160,769 s.f. of retail/dining space could be added in the downtown over the next ten years. While grocery stores were identified, there are few opportunities to provide the typical prototype with parking in the downtown core. However, specialty food tenants such as a butcher shop, baker and small provisions



company could fill the niche for this category, in a unique downtown setting.

Add Additional Parking. This is more specifically addressed by the transportation experts on the Master Plan team. However, adequate and accessible parking for both employees and customers is a common complaint and a critical component to a successful downtown. Creative management and shared parking between uses with different peak hours reduces the need for vast parking lots and monolithic garages, however, a parking study should be undertaken to determine the future date range in which consolidation of parking into one or more structured options should be considered and for which the Town can begin to plan for in budget and land acquisition.

Make connections to parks and greenways. We learned from the pandemic the importance of the outdoors and open space. This is true for both residents and employees who wish to have access to fresh air, sunshine and the benefits of exercise. In keeping with the 2022 Pedestrian Plan, sidewalks, trails, and greenways should all be improved and the network expanded to provide the best and most options for residents and visitors to utilize multi-modal options including bike and ped.

LOCAL IMPACTS

Quality of Life and the Live-Work connection





is qualifying factor for housing and job growth. This is the boast that makes efforts in real estate and economic development a differentiating position. Added economic activity from each of these key market trend efforts increases the wealth of an area, through additional household income for families, talent attraction for employers and added revenue to the town's fiscal budget.

Land Uses/Real Estate Product Types include Housing, Retail, Office, Entertainment, Civic Uses, and Public Open Space.





TRANSPORTATION ANALYSIS

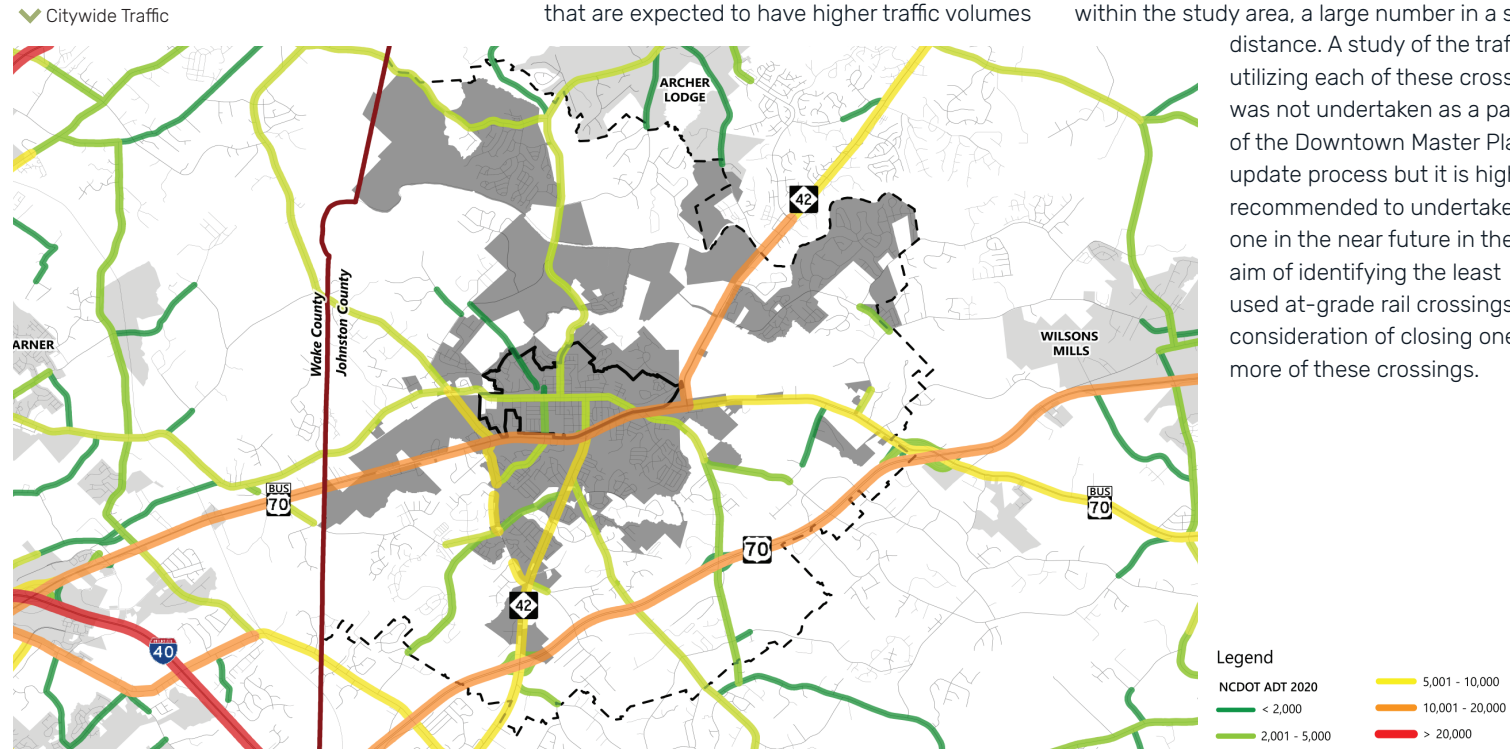
Transportation analysis is essential to understanding how people, goods, and services move in and around the Town of Clayton. Within this section we analyzed traffic volumes, vehicular safety, roadway ownership and maintenance, trucking routes, and pedestrian and bicycle connectivity.

Roadway Facilities

Main Street is the main roadway through downtown Clayton. Main Street is approximately two miles long and extends from west of Old US 70 to US 70 Business. There are many roadway choices to enter downtown Clayton from the greater regional area, including US 70 Business, Robertson Street, O'Neil Street, Fayetteville Street, Lombard Street, and Old US 70. These are the roadways that are expected to have higher traffic volumes

because they provide connections to the surrounding areas and neighborhoods. Many of the roads in the study area allow for on-street parking, with one lane of travel per direction. Most of the intersections in the study area do not provide exclusive turn lanes.

The North Carolina Railroad (NCRR) bisects the north and south portions of Clayton's Downtown. There are six at-grade crossings within the study area, a large number in a short distance. A study of the traffic utilizing each of these crossings was not undertaken as a part of the Downtown Master Plan update process but it is highly recommended to undertake one in the near future in the aim of identifying the least used at-grade rail crossings for consideration of closing one or more of these crossings.



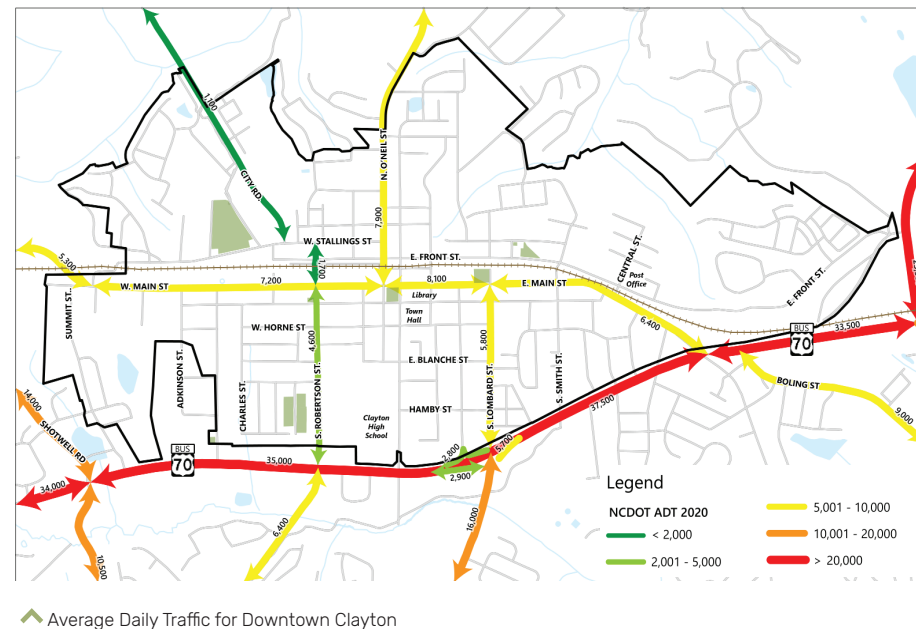


EXISTING TRAFFIC VOLUMES

DAILY TRAFFIC

Interstate 40, US 70, US 70 Business, and NC 42 are the primary highways providing regional access to the Town of Clayton. The North Carolina Department of Transportation (NCDOT) reported Interstate 40 carried between 60,000 and 92,000 vehicles a day between Wake County and Johnston County in 2021. US 70 and US 70 Business carry between 20,000 and 42,000 vehicles a day east of Interstate 40, near Clayton. NC 42 carried approximately 26,000 vehicles per day, and provides access from Clayton to the eastern portions of Johnston County and Wilson. While Interstate 40 and US 70 do not provide direct access to Downtown Clayton, they are both within a ten-minute drive of downtown and provide regional access to Clayton for residents and businesses.

Daily traffic volumes in Downtown Clayton were examined, based on NCDOT 2021 data. This data shows Main Street carries up to 9,900 vehicles per day. Other roads in downtown have lower reported volumes, with North O'Neil Street carrying approximately 8,700 vehicles per day, South Lombard Street carrying approximately 6,400 vehicles per day, and South Robertson Street carrying approximately 5,000 vehicles per day. Based on this information, the existing two-lane cross section on the roads in Downtown Clayton is adequate to handle average daily traffic.



PEAK HOUR TRAFFIC DATA

Turning movement data was collected at seven intersections on Main Street in downtown Clayton on January 10, 2023. Below is the list of the study intersections that had traffic counted from 6:00 AM – 7:00 PM:

- Main Street and Robertson Street
- Main Street and O'Neil Street
- Main Street and Fayetteville Street
- Main Street and Church Street
- Main Street and Barbour Street
- Main Street and Lombard Street
- Main Street and Smith Street

The traffic data was collected for 13 hours to capture both peak hours. This included counting all vehicles, trucks, bicycles, and pedestrians that passed through the intersections during the data collection. The morning peak hour was observed to be from 7:00 – 8:00 AM and the afternoon peak hour to be from 4:45 – 5:45 PM. A figure of the turning movement volumes is included in the Appendix.

The most heavily traveled intersection according to the data collected is the



intersection of Main Street and O'Neil Street. This is likely because O'Neil Street is one of the main roadways leading to communities northeast of Clayton such as Archer Lodge.

TRANSIT

Previously, Clayton had a Clayton-Raleigh Express (CLX) bus route operated by GoTriangle. The CLX route was provided to mitigate traffic congestion during Phase II of the "Fortify" I-40-440 widening project. Since completion of the widening project, no further funding has been provided for the CLX bus route, so the route was eliminated. Although a fixed transit route is not available in Clayton, Johnston County Area Transit (JCATS) offers on demand transit for a minimal cost.

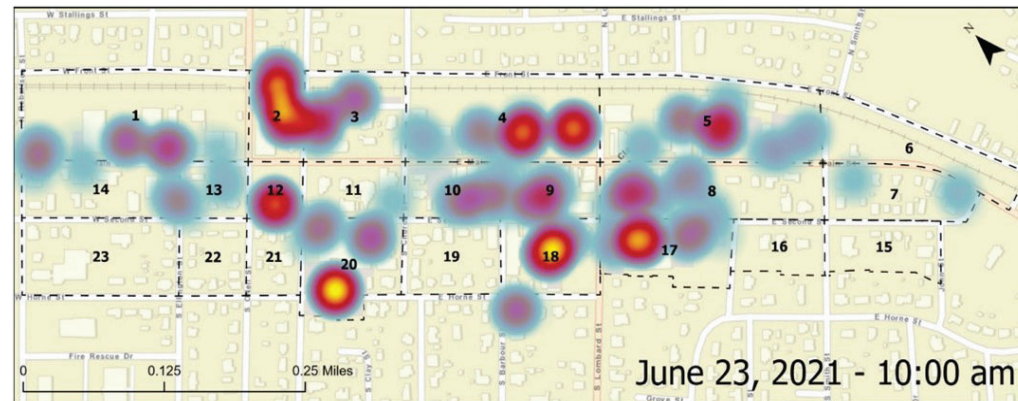


A Bus Rapid Transit (BRT) system from Garner to Clayton is currently being studied for feasibility as is a commuter rail that would include a stop at a new platform or station in Downtown Clayton. Rail transit is already a part of the landscape in Clayton as an Amtrak service passenger train passes through on the NCRR rails multiple times each day. The jump to a commuter rail option for Clayton is not a far one.

PARKING

In downtown Clayton, there are a few options for residents and visitors to park their vehicles. Free on-street parking is permitted along most of Main Street from Robertson Street to Second Street and along most other roads in

the study area. According to a parking inventory completed by the Town in 2021, there are approximately 300 off-street public parking spaces available within downtown Clayton. In addition to the public parking, multiple businesses provide private parking lots that can be used by their customers. Based on the 2021 parking inventory, the most popular parking areas are between O'Neil Street and Fayetteville Street and between Church Street and Lombard Street. The main driver of the popularity of these locations is the gravel parking lots along First Street, as well as the paved parking lot at Horne Square. Recent agreements with private property owners have resulted in a strong shared-use parking lease environment.



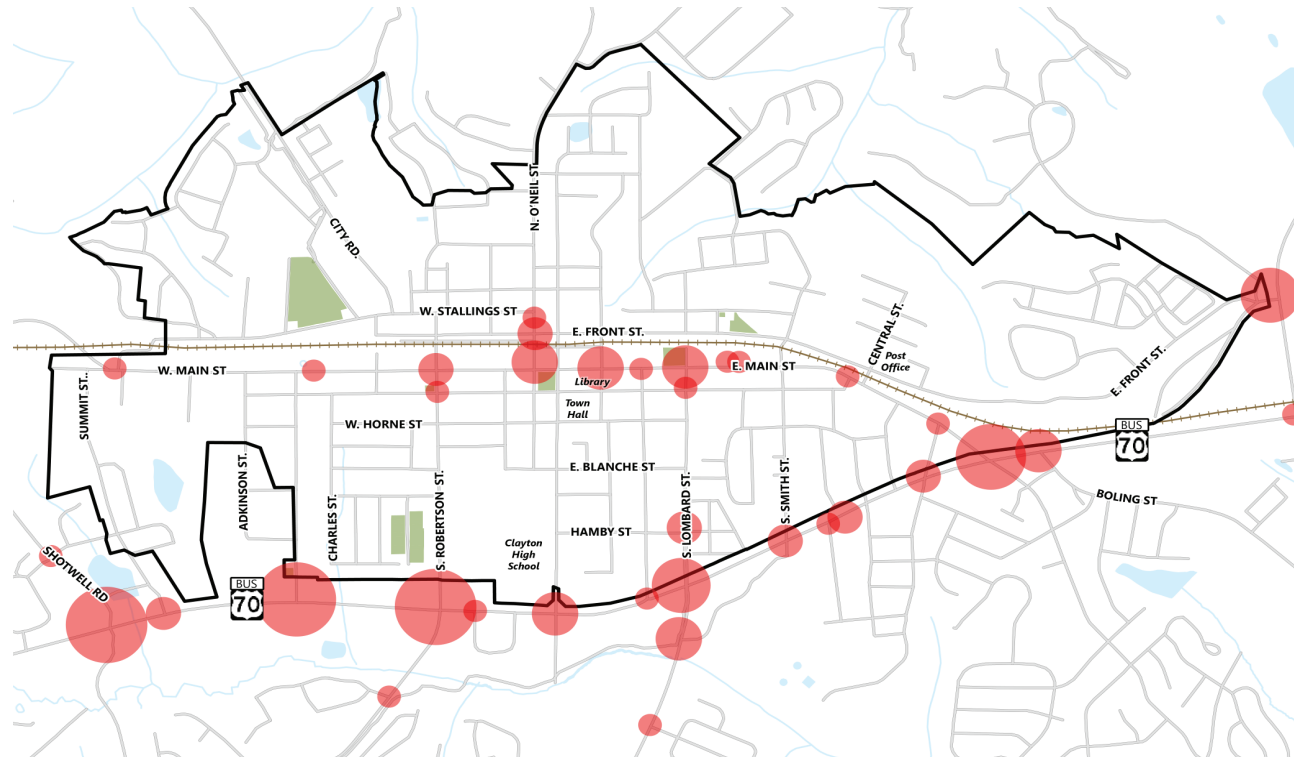
Total Cars in Parking Lots: 532

▲ Parking Utilization Heat Map/ Source: Town of Clayton



VEHICULAR CRASHES

From January 1, 2017 through December 31, 2021, a total of 61 crashes were reported at the intersection of US 70 Business and Main Street. None of these crashes were fatal, and approximately 77% of the total crashes were property damage only. This is the intersection in the study area with the most reported crashes. The intersection with the next most reported crashes is Main Street and O'Neil Street, with 37 reported crashes, none of which were fatal and approximately 81% involved property damage only. No fatal accidents have been reported within or near the study area in the past ten years.



Vehicular Crashes by Intersection

Legend

- Hydrology
- Road Centerlines
- Railroad
- Parks
- Downtown Boundary

Total Crashes 2015-2019

- 5 to 9
- 10 to 19
- 20 to 29
- 30 to 39
- 40 to 49
- 50 and above

0 500 1,000 2,000 Feet





BICYCLE + PEDESTRIAN FACILITIES

Although downtown Clayton draws a lot of foot traffic, the existing sidewalks are not continuous on Main Street from Robertson Street to US 70 Business. If pedestrians travel off Main Street, there are not always sidewalks provided on both sides of the road. For example, some blocks of Second Street do not offer sidewalk on both sides of the road. Other blocks, like Robertson Street between Second Street and Main Street, offer no sidewalks, even though pedestrian counts indicate the intersection of Robertson Street and Main Street is highly traveled by pedestrians. There are also limited options for pedestrians to cross the railroad tracks that parallel Main Street through downtown Clayton. There are sidewalks crossing the railroad on O'Neil Street, Fayetteville Street, Church Street, and Central Street, although some of these pedestrian rail crossings are in need of improvement and do not meet Americans with Disabilities Act (ADA) design standards. The Town currently has an NCDOT sponsored Complete Streets project underway that will upgrade multiple sidewalk ramps within the Town limits.

There are no dedicated on-street bicycle facilities through downtown Clayton. Nearby, there is a greenway that offers bicycle and pedestrian access as well as a connector trail that brings greenway riders into Downtown, the Cross Clayton Connector. Sam's Branch Greenway can be accessed from City Road

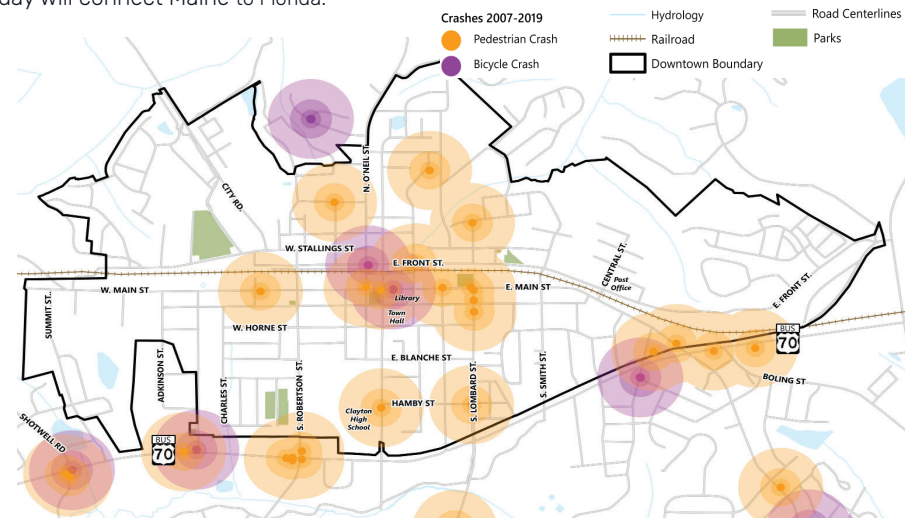
or N. O'Neil Street and provides access to over 30 miles of trail from Clayton to Falls Lake Dam in Raleigh, including the Clayton River Walk on the Neuse River. Main Street is also currently part of the East Coast Greenway, which connects Main to Florida. The recently completed Pedestrian Plan shows an alternative routing for the East Coast Greenway on Front Street, rather than utilizing Main Street.

Sam's Branch Greenway connects downtown to the Clayton River Walk on the Neuse River. This trail is part of the North Carolina Mountain to Sea Trail which connects Clayton to Raleigh. Clayton's section of trail is also part of the 2,500 mile East Coast Greenway which one day will connect Maine to Florida.



BIKE AND PEDESTRIAN CRASHES

From January 1, 2017 through December 31, 2021, a total of three pedestrian crashes were reported within the project study area. One of the pedestrian crashes occurred at the intersection of Main Street and Lombard Street where the motorist turned left, hitting a pedestrian crossing the other street. The other crashes involved a pedestrian who darted out into the road and one unknown cause.





STREET OWNERSHIP

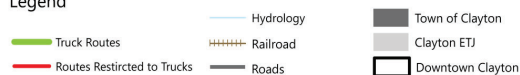
Street Ownership is important to consider as it impacts which entity is responsible for maintaining, improving, funding, and regulating roads within Downtown. Roads highlighted in blue on the map are owned by the Town of Clayton. It is easiest to make streetscape improvements along these roads as they are not required to meet NCDOT standards, such as for signage. However, roads that are maintained by NCDOT (in orange) may have additional funding sources.

There are several roads shown on the map that are currently under construction or have planned maintenance. These include the Cameron Crossing subdivision, extension of West 2nd Street and West Horne Street to Summit Street, a new connection between City Road and West Barnes Street, and between Starmount Road and Gordon Street, Academy Pointe roads, and a new road behind the Clayton Spinning Mill.

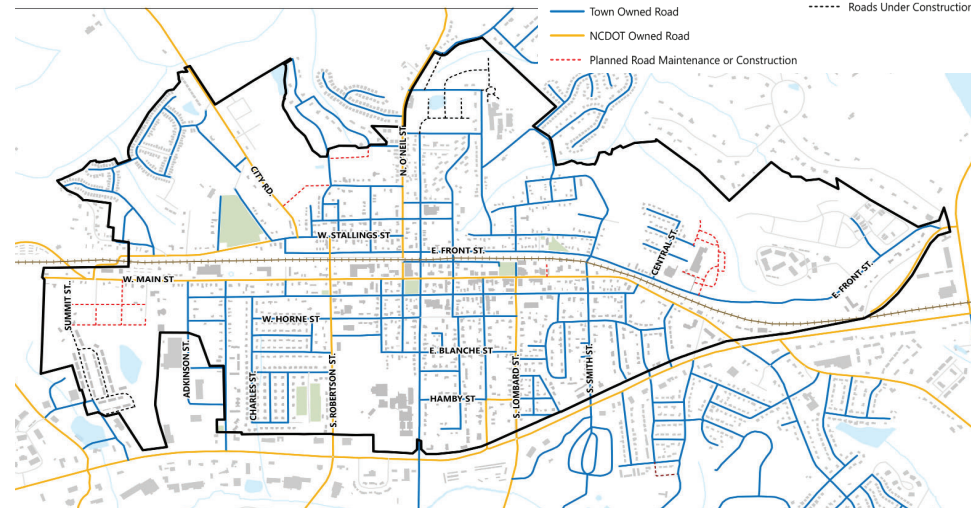
TRUCK ROUTES

The map to the right illustrates major trucking routes in relation to Downtown Clayton. Within Downtown, trucking is listed as prohibited on major roadways. However, proximity to US 70 and Interstate 40 are attractive to businesses that require trucking.

Legend



Legend





MULTI-MODAL TRANSPORTATION ROUTES

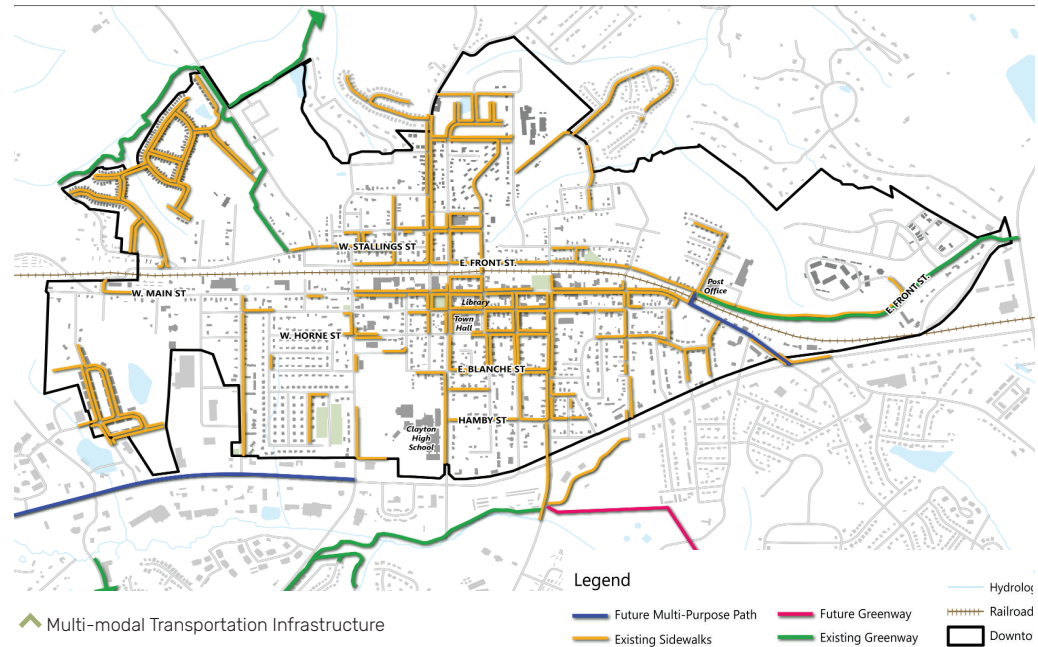
In keeping with the 2022 Clayton Pedestrian Plan, there are several improvements that could be made in regards to pedestrian and bicycle infrastructure in order to improve connectivity and safety. Sam's Branch Greenway runs north from City Rd with connections down into the Municipal park and another greenway runs south along Little Creek. The Cross Clayton Connector connects the two greenways to downtown.

Downtown Clayton has a fairly expansive sidewalk network with a higher concentration around the central core and eastern side of downtown. Especially along Main Street which serves as the commercial core of downtown, gaps in the sidewalk network should be filled.

There are no designated bike lanes or paths within downtown outside of the greenways. Bicycle infrastructure should be considered along the heaviest trafficked routes or on key connectivity routes to ensure that it is a safe mode of travel.

STREETSCAPE ANALYSIS

The primary streets that serve Downtown Clayton are Main Street, First Street, and Second Street, where Town Hall, the Library, and several other civic and neighborhood commercial uses can be found. These streets travel primarily along a northwest to southeast



axis. Opposite the railroad from the core of downtown, Front Street serves as the primary route of travel and access to railroad crossing streets. A 2019 study looked at the Main Street streetscape in downtown for possible improvements to enhance the pedestrian environment and to reduce pedestrian and vehicular conflicts. It included recommendations such as chicaning of the road and widening of sidewalks to allow outdoor dining.



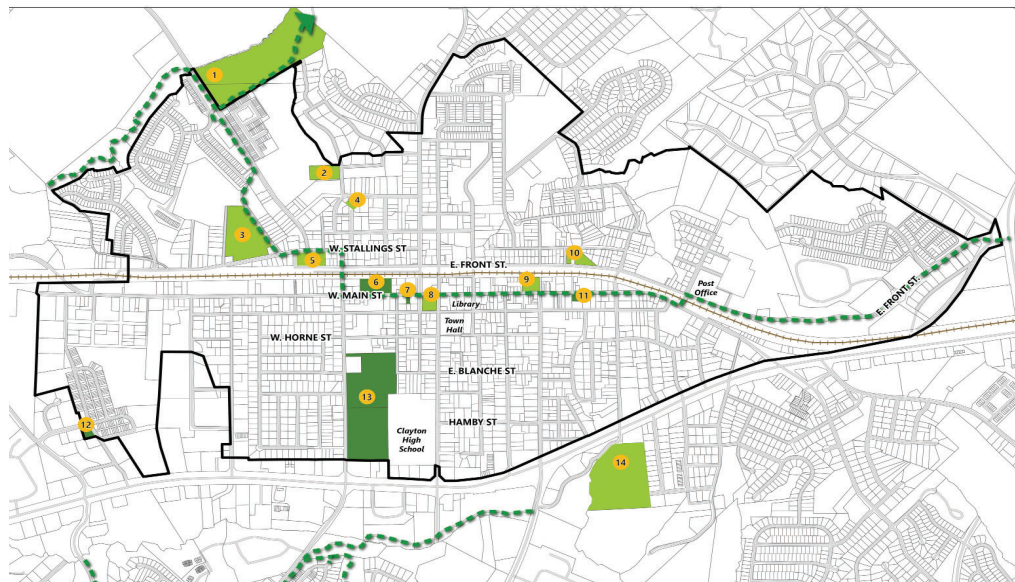


PUBLIC SPACES + STREETSCAPES

PARKS + RECREATION

There are several parks and recreational facilities located in Downtown Clayton. The properties identified on the map include both private and public recreational facilities which are called out by the color of the parcel. Private facilities include gyms and commercial recreational facilities such as the Clayton Spinning Mill. Public facilities include community parks such as the recently opened Clayton Municipal Park and recently renovated Donald "Clyde" Sinclair Park, cemeteries, and greenways. Although they are not designed for recreation, cemeteries have been noted on this map as they occupy preserved open space within and around the Downtown. When analyzing parks and recreational facilities is it important to identify not only what areas exist but also what gaps are present. As illustrated on the map, the greenway sits on both the northern and southern ends of town and connects to Downtown via the Cross Clayton Connector. Greenways can provide safe access routes between neighborhoods and local parks as well as serve to connect the community.

**Clayton Parks and Recreation
Department offers opportunities for
youth and adult sports leagues, special
events, and year round programming for
all age groups.**



Legend

- Public Access Parks and Rec
- Private Access Recreation
- Greenway

- | | | |
|-----------------------------|---------------------------------|---------------------------------|
| 1 Legend Park | 6 Indoor Batting Cages | 11 Main Street Community Garden |
| 2 Clayton Swim Club | 7 Axe Throwing | 12 Clayton Fitness |
| 3 Municipal Park | 8 Town Square | 13 Clayton High School Fields |
| 4 Horne Cemetery | 9 Horne Square | 14 Maplewood Cemetery |
| 5 Stallings Street Cemetery | 10 Donald "Clyde" Sinclair Park | |

STREETSCAPE ANALYSIS

The primary streets that serve Downtown Clayton are Main Street, First Street, and Second Street, where Town Hall, the Library, and several other civic and neighborhood commercial uses can be found. These streets travel primarily along a northwest to southeast axis. Opposite the railroad from the core of downtown, Front Street serves as the primary route of travel and access to railroad crossing streets.

A 2019 study looked at the Main Street streetscape in downtown for possible improvements to enhance the pedestrian environment and to reduce pedestrian and vehicular conflicts. It included recommendations such as chicaning of the

roadway to create significant pockets of widened sidewalk space, relocation, and concentration of portions of the on-street parking, and enhanced connections and improvements to both First and Second Streets that would work in conjunction with the changes on Main Street. The recommendations were a result of observations of existing conditions on Main Street in the categories of Pedestrian Safety, Pedestrian Comfort, Downtown Business Needs, and Town Needs. The majority of the issues present in the 2019 plan still exist today and still need to be addressed.

◀ Parks + Recreation / Source: Town of Clayton

✓ Existing Main Street Streetscap





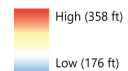
ENVIRONMENTAL CONSTRAINTS

TOPOGRAPHY

Downtown Clayton is fairly flat topographically with only around 180ft elevation change throughout the area. Main Street sits along a ridge, with the highest points near the Horne Cemetery and Town Hall. The topography leads water to drain to the North into the Neuse River tributaries and South of Downtown into Little Creek.

Legend

Elevation



Hydrology

Railroad

Downtown Boundary

2ft Contours

Road Centerlines

FLOOD ZONES

There are no active flood zones within Downtown Clayton due to the higher topography. However, storm water management best practices should be implemented in Downtown to improve water quality and minimize flood risks in the rest of Town.

Regional stormwater solutions should be pursued today to more easily allow potential future development to proceed without issue.

Legend

Flood Zone



Hydrology

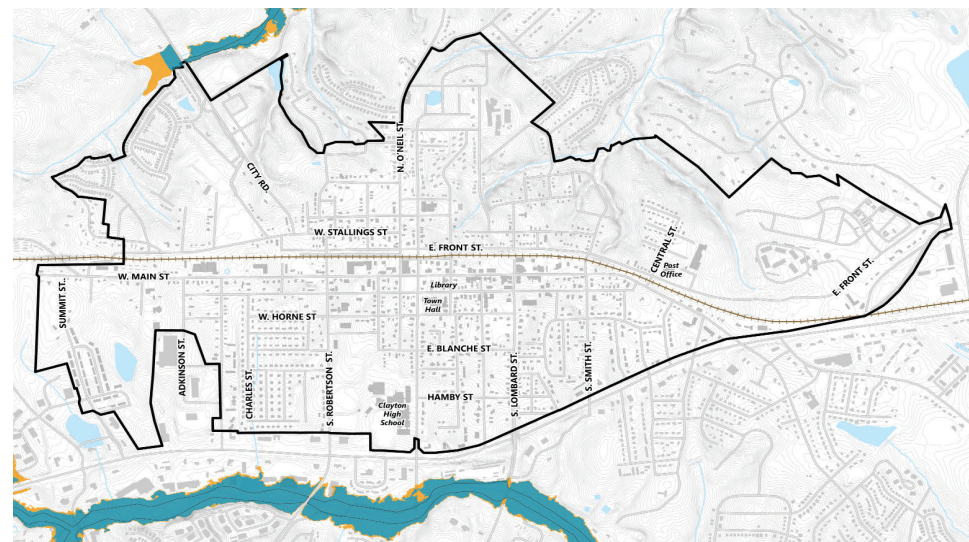
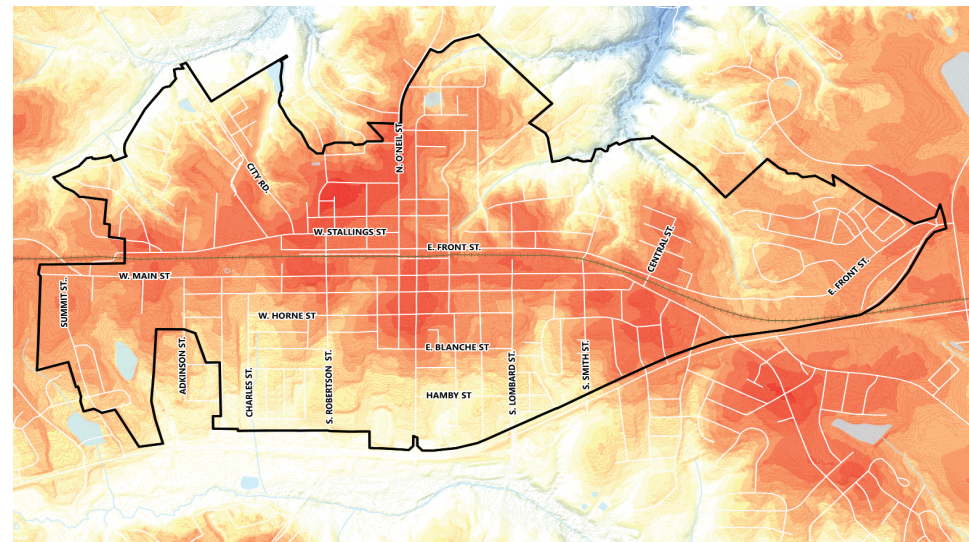
Railroad

Downtown Boundary

2ft Contour

Building Footprint

Road Centerline



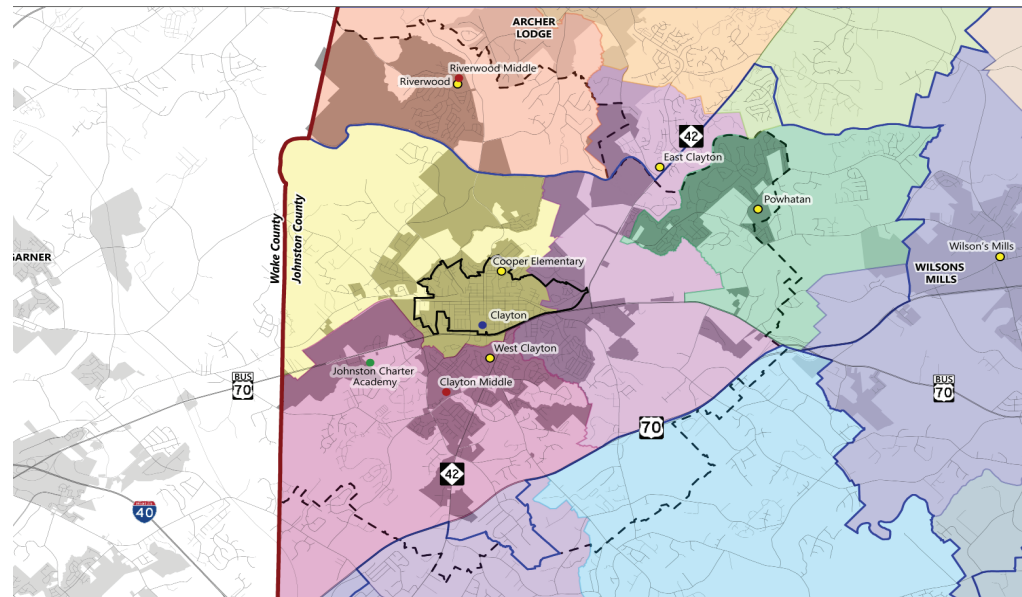


COMMUNITY SERVICES

Schools, Emergency Services, and Utilities all play a vital role in the success of a downtown. This analysis looked into the current services provided in the downtown area in order to better understand their influences on future growth and development.

SCHOOLS

The map to the right shows the Johnson County school districts and the location of schools within and around Clayton. The majority of Downtown Clayton residents are within the Cooper Elementary service area. However, the south eastern part of downtown, past the intersection of Main and Business 70 is within the East Clayton Elementary service area. Downtown Clayton is also within the Riverwood Middle School District and the Clayton High School District. Clayton High School is the only school located within the downtown area.



▲ School Districts + School Locations

Legend

- Elementary School
- Middle School
- High School
- Charter School

- High School Districts
- ELEMENTARY SCHOOL DISTRICTS
- West Clayton
- Cleveland

- Polenta
- West Smithfield
- East Clayton
- Powhatan
- Cooper
- Wilson's Mills
- Riverwood
- River Dell
- Thanksgiving Area
- Selma

- Hydrology
- Railroad
- Roads
- Clayton
- Clayton ETJ

Clayton High School enrolled 2,050 students for the 2021-2022 school year with a 90% graduation rate

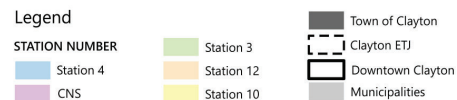
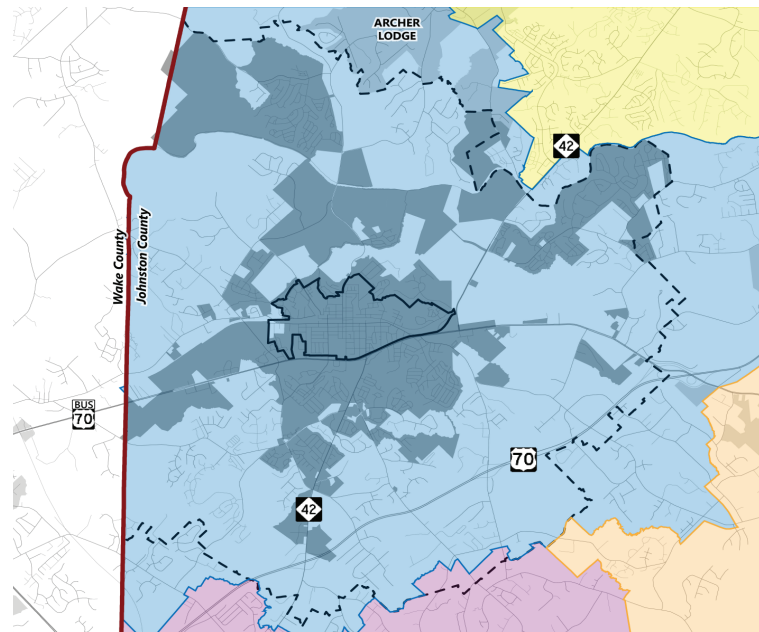




PUBLIC SAFETY

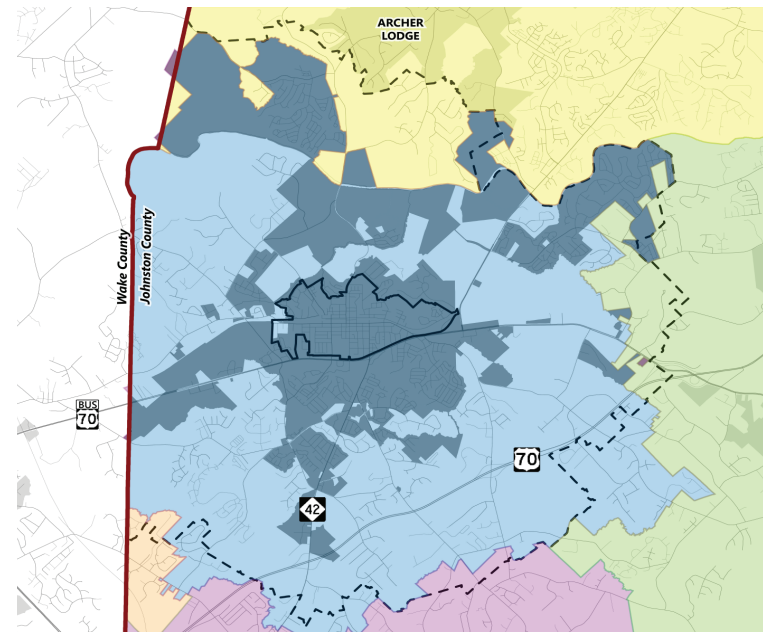
EMS Service

The Emergency Management Division of Johnson County is divided into service areas by station. The County operates out of 15 stations and has a fleet of 23 ambulances and other response vehicles. All of the Town of Clayton and its ETJ are within the Station 4 District.



Fire Service

Fire Service in the Town of Clayton is provided by the Clayton Fire Department. Clayton Fire Department serves both the Clayton District (Town limits of Clayton) and the Claytex District (suburban/rural unincorporated areas around the Town). The service area is shown in Blue on the below map. The Clayton Fire Department responds to more than 2,500 incidents annually and operates out of two stations: one in Downtown Clayton and the other located at 800 NC Hwy 42 East.





PUBLIC UTILITIES

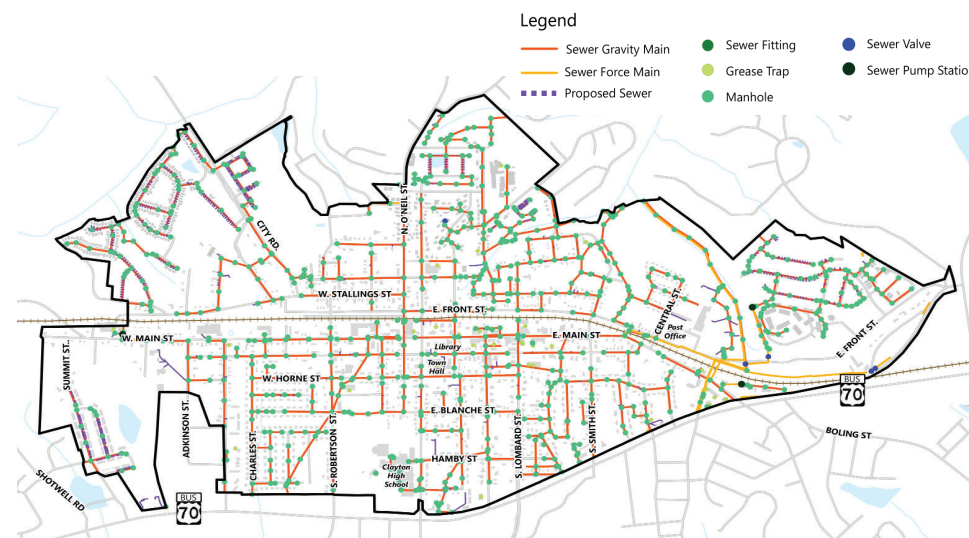
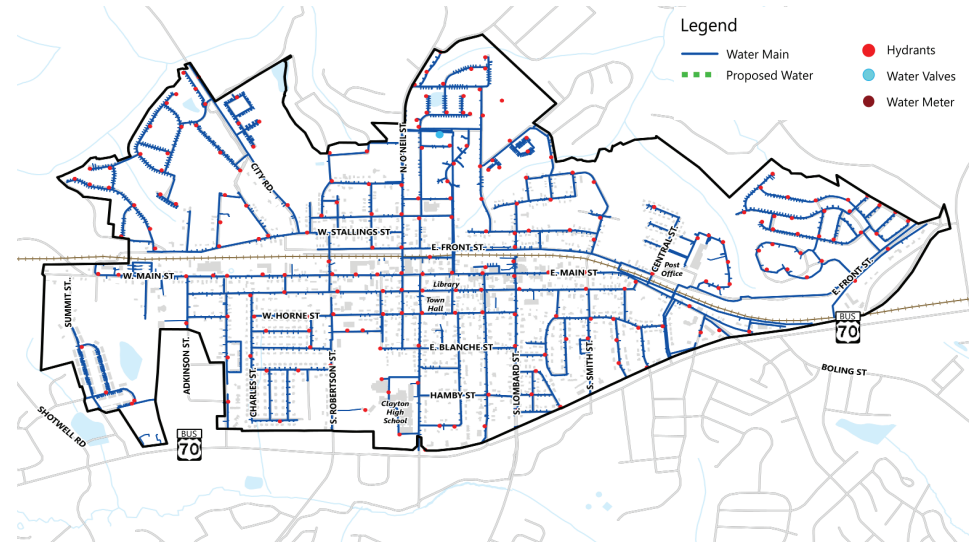
The Town of Clayton Water Resources Department provides public water and sewer service throughout Town. The department maintains more than 146 miles of water lines and 173 miles of sewer lines to residents and business owners in the Town. The maps include both existing infrastructure and proposed new lines. Thorough water and sewer system studies should be a part of planning efforts for the 10-year time frame to come. Any system deficiencies found should be included in CIP planning over the next 5 years to facilitate future development in the 10-year time frame and beyond.

Water Service

As shown on the map to the right, water is readily available in all of Downtown Clayton through an extensive system of water lines, valves, and hydrants. The Town of Clayton purchases its water from Johnson County Public Utilities whose treatment plant is outside of the Town of Wilson Mills. Water in the county is mainly sourced by the Neuse River.

Sewer Service

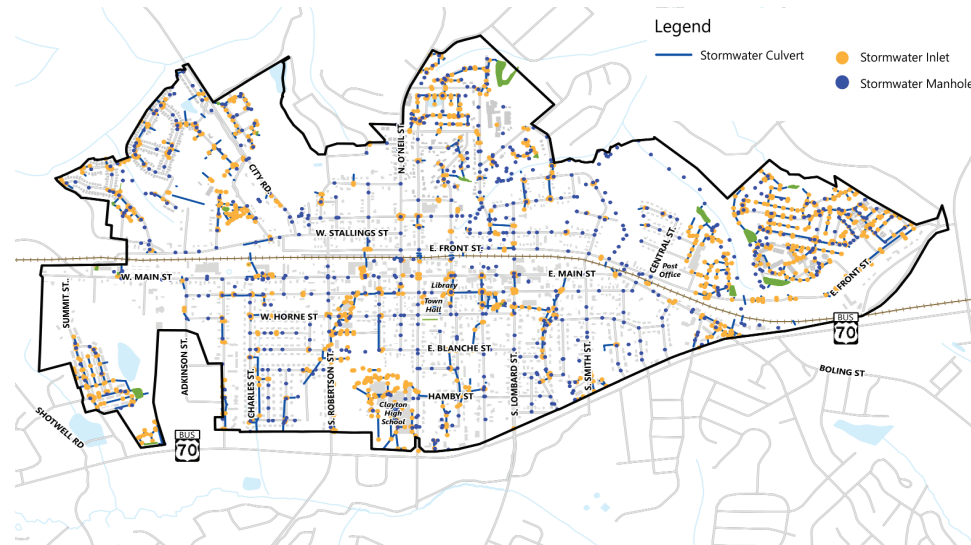
Sewer service is also available throughout the Downtown area. Sewer lines throughout Town are buried under the ground in the public right of way and under easements. Treatment of Wastewater in the City takes place at the Sam's Branch Water Reclamation Facility (SBWRF) which treated 590,356,692 gallons from July 2021-June 2022. The Town of Clayton also sends wastewater to Raleigh and Johnson County when the capacity at SBWRF is reached.





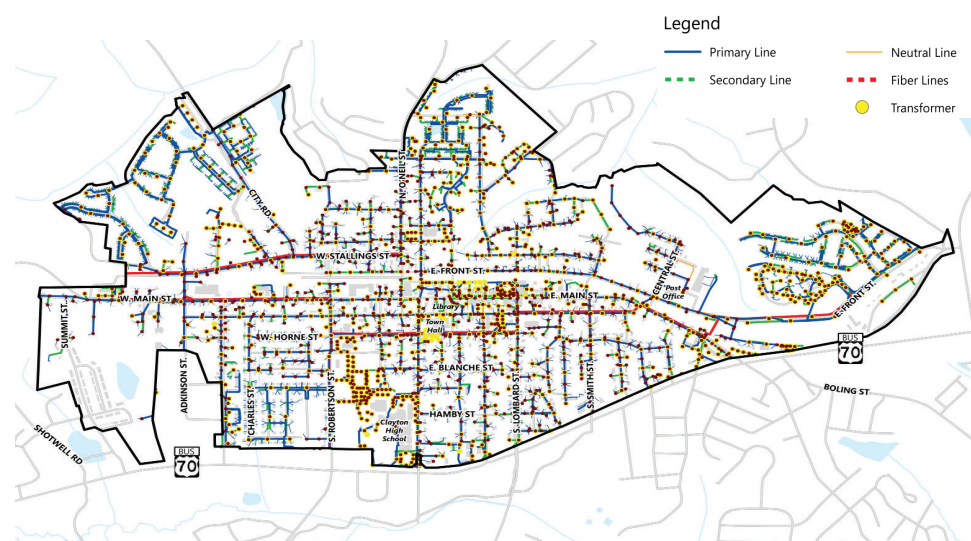
Stromwater Infrastructure

The map to the right illustrates the current stormwater infrastructure in Downtown Clayton. The engineering department is responsible for designing and monitoring storm water infrastructure in the town. Stormwater management is important to the town as drainage into storm drains and inlets can pollute the Town's water source. As density in downtown increases and impervious surfaces expand, there is a higher amount of storm water run-off going into the system. Through implementing storm water management infrastructure, the town can better support growth and prevent pollution.



Electric Service

Clayton Public Power provides public electricity service within the Town via its own electric system. The town's electric distribution service in Downtown Clayton is illustrated on the map. Power is supplied through the Sheraon Harris Nuclear Power Plant which the Town of Clayton owns a percentage of. The Town first began providing service to residents and commercial businesses in 1913 and has continued to provide electricity since in order to ensure residents have a reliable source of energy.





04-C

COMMUNITY ENGAGEMENT

IN THIS CHAPTER
COMMUNITY ENGAGEMENT
KEY TRENDS



COMMUNITY ENGAGEMENT

Introduction

During the development of the Plan, community input was gathered in a variety of ways to help guide the recommendations of the Downtown Master Plan. The community engagement methods included small group listening sessions, outreach at the Harvest Fest, an online survey, and public meetings held at Town Hall. Each of these provided opportunities for the community to provide their thoughts and ideas about the future of downtown. A summary of the input received during the process is provided below.

Staff + Stakeholders Meetings September 12-13, 2022

On September 12 – 13, small groups of subject matter experts and downtown stakeholders were interviewed to gain a better understanding of the key issues and challenges concerning downtown and future opportunities. The meetings were held at Town



Hall and included property owners, business owners, developers, department heads, elected officials, volunteer board members, arts community, public library, tourism staff, economic development experts, and others. The consulting team also participated in a downtown tour to observe existing conditions and see firsthand some of the identified issues and opportunities. In addition, the consulting team held additional meetings with the North Carolina Railroad Company and other property owners outside of the first two meeting dates. The key issues identified during the listening sessions focused on public facilities, transportation, parking, housing, infrastructure, and downtown management. Raw notes from those workshop sessions can be found in the Appendix.

Public Facility Ideas Town Hall and Library

As the Town of Clayton continues to experience growth, the Town's needs for additional staffing and resources are growing and expanding. As a result of the growth, the Town is outgrowing its facilities at Town Hall and the Library. The need to expand and grow public facilities presents an opportunity for the Town to leverage public investments in such a way as to encourage private investment in downtown. The development of new facilities can help drive the redevelopment of properties and public spaces, creating amenities to attract more people downtown, which in turn will help

create demand in the private sector for new businesses.

Public Space Design

While Town Square and Horne Square provide places for public gathering and enjoyment, they are also underutilized. Interviewees often commented that a redesign of each square could help activate the spaces on a more regular basis. New designs for the squares can include more creating places for people to gather and socialize, helping to make downtown more vibrant and fun.

Farmers' Market

During the meetings, participants reported the need for a covered building/structure to support the growing farmer's market. The market has continued to increase in popularity and is outgrowing its current location and facilities.

Permanent Festival Infrastructure

The desire for more festivals continues to be a growing challenge. There is a need for more infrastructure to support more regular festivals and events. Several of the meeting participants mentioned the need for a stage(s), bathrooms, storage, strategically located support infrastructure for electricity, water, and similar utility needs.



Transportation Input

Almost everyone that was interviewed was concerned about pedestrian safety in downtown. The ability to safely cross Main Street was the most commonly mentioned issue within that topic. Meeting participants discussed short-term opportunities to improve crosswalk areas and long-term solutions that included a new streetscape design for Main Street. As part of the safe pedestrian crossing topic, interviewees often mentioned heavy trucks utilizing Main Street. The heavy trucks create a safety issue where the corners are tighter in downtown, and they also create noise and vibration impacts for people that are walking, sitting, or dining close to the street.

Many people also mentioned the barriers to connect to downtown from adjacent neighborhoods. Some of the streets have adequate sidewalks, and like in the core of downtown, some streets present challenges, especially at the railroad crossing on the north side of downtown.

In general, some interviewees mentioned the need to improve gateways and entrances into downtown, including some enhancements to the existing wayfinding system.

Another transportation related topic included the potential for a commuter rail station location in downtown. While, such a project

is down the road, participants pointed out the need to develop a plan now to begin preparing for the potential of a developing a commuter rail station in downtown. Below are the major transportation needs and concerns that were repeated throughout the public engagement process:

- › Divert through trips from downtown Clayton.
- › Provide more transportation options:
 - Improved sidewalk connectivity
 - Safe routes for bicycle traffic
 - Transit for local trips (like a trolley)
 - Transit for trips to the greater RTP area (like a commuter rail)
- › Improve traffic patterns.
- › Widen roads.
- › Provide easier access to downtown, whether via vehicle or active transportation.
- › Increase parking.
- › Provide more crosswalk locations.
- › Provide more accessibility for wheelchair users for parking, on sidewalks, and getting into stores.
- › Provide a parking garage or more off-street parking.

Parking Concerns

One of the main issues in almost every downtown is parking. During the meetings, it was often pointed out that many of the spaces on Main Street were occupied by employees or business owners all day. Several of the meeting

participants inquired about conducting a short term one-to-two-week parking inventory to identify the frequency and location of where vehicles were parked for extended periods of time. This brief analysis would help clarify the extent and location of issue. In addition to on-street parking opportunities in downtown, interviewees inquired about potential off-street parking improvements and increase supply of those spaces. Several people mentioned the potential to utilize areas adjacent to the railroad. Many of the people interviewed suggested that separate areas for employee parking be identified so that prime customer parking areas would remain open for visitors.

Housing Opportunities

As housing needs and access is growing in the region, opportunities should be developed in downtown. Several mentioned a need for apartments in downtown and more single-family options close to downtown. Stakeholders also mentioned the need for live





work options with housing above retail shops.

Infrastructure Summary

Although there is a desire to see more development in the downtown, there are some infrastructure constraints, especially related to stormwater compliance. Many recent projects in downtown that were proposed for undeveloped sites with no preexisting paved or impervious surfaces were unable to make it through the stormwater permitting requirements. There are significant requirements for the handling of stormwater on “green” sites that make it difficult to meet on a smaller downtown parcel that may be much easier to construct in a suburban setting with more land to handle stormwater. This will be a challenge for any new construction on those undeveloped sites. However, any properties that already have a structure or impervious surface can be redeveloped without meeting many of those requirements. In addition to the stormwater infrastructure constraint, the water and wastewater collection systems are aging and will need to be upgraded in the future.

Downtown Management

Currently, it is not the responsibility of one organization or person to be in charge of the management of downtown. In the past, there has been a staff person in charge to manage work of the non-profit downtown group and projects and initiatives in downtown.

Today, several Town staff split time to keep things moving forward. While those efforts are working, ideally, one individual would be responsible for the downtown. Some mentioned that the work of the downtown organization could be supported by a **downtown municipal service district [under discussion]** to help fund projects, programs, and services within the downtown.

Related to the management of downtown is the regulatory environment that influences what gets developed where, what it looks like, and how it functions. During the interviews, signage regulations, outdoor cafes, parking, and zoning were mentioned as sometimes being unclear or perceived to be in the way of redevelopment. There was also some discussion about the downtown fire district and its impact on potential upper story residential uses.

Key Themes from the Listening Sessions

Seven key themes emerged as the initial listening sessions were concluded. The identified issues and challenges were captured as follows.

Prepare for Rapid Growth

The Town is growing and population projections are not showing any signs of slowing down any time soon.

Update Public Facilities

As a result of the growth, there is a need for an expanded library and town hall. There is also a need for a farmer’s market venue with a more formalized space and structure.

Improve the Public Realm

The redesign of the two squares and a new Main Street streetscape will help activate and continue the growth and development of downtown. This should include support infrastructure including public restrooms.

More Residents Living Downtown

There are a number of planned apartments and housing options around the downtown. Additional opportunities should be explored for creating housing in downtown.

Commuter Rail

Where is the best location for a commuter rail station in Clayton? Where is the best opportunity for a return on investment?

Direction of Future Growth

Opportunities are emerging on Second, First, and Front Streets with the east and west ends of Main Street needing improved pedestrian connections to expand downtown.

Regulatory Reform

It is important to make it straightforward to develop, open a business, or plan an event in downtown.



Harvest Festival

October 29, 2022

At the Town's annual Harvest Fest, a display was setup at the Town of Clayton booth to receive community input on the Downtown Master Plan. Over 60 people were engaged during the event, helping to raise awareness about the downtown planning process and to receive input on ideas, likes, and dislikes related to downtown. People that stopped by also had the opportunity to ask questions about the process and discuss potential solutions.

The primary purpose for this early stage of public engagement is to raise awareness of the plan's development, and to "take the temperature" of local residents as to what their core community values are as well as to better understand the elements of downtown that are most important to them and their interaction with their downtown. Results of that exercise are as follows:



Community Values

The following tallies from a dot exercise held at the Harvest Festival resulted in an enhanced understanding of the community values most important to Clayton's residents:

Entertainment + Recreation	56 Votes
Culture + Arts	52 Votes
Historic Preservation	52 Votes
Economic Vitality	40 Votes
Equity + Inclusion	31 Votes
Health + Wellness	30 Votes
Universal Design + Access	20 Votes
People + Community	11 Votes

The results show that Clayton is about enjoyable experience, celebrating heritage, and

staying economically strong going forward.

Streets + Connectivity

Visitors were asked to do the same exercise to identify what elements are street level are of most concern for them:

Parking + Access	47 Votes
Buses, Bikes + Rail	47 Votes
Streetscape Improvements	45 Votes
Roads + Traffic	37 Votes
Lighting + Safety	19 Votes
Branding + Wayfinding	11 Votes

The results show parking, multi-modal transit, improved pedestrian environment, and traffic to be of primary importance to residents.



Future Downtown Clayton

The final of the three dot exercises held at the Harvest Festival looked at those downtown elements that they'd most like to see more of through implementing this plan:

Bars + Restaurants	83 Votes
Parks, Plazas + Greenways	56 Votes
Fun + Entertainment	50 Votes
Public Art + Culture	39 Votes
Education Opportunities	21 Votes
Homes + Apartments	6 Votes
Technology	6 Votes

In keeping with the Community Values results, the folks in Clayton are about experiences and outdoor activity. Programmable spaces and urban open spaces might be welcome additions to the future downtown plan.



Public Input Workshop

December 14, 2022

A public input workshop was planned and held at Town Hall on the evening of December 14th. Unfortunately, turnout was incredibly low due to concurrently scheduled local events. As a result, the workshop was rescheduled with a significant advertisement and outreach effort to ensure better turnout.

Public Input Workshop

February 28, 2023

The rescheduled public input workshop was held at Town Hall on the evening of February 28th. Attendance was much better the second

time. Meeting participants heard presentations about the public survey results, the downtown market analysis, and the key planning themes that emerged during the listening sessions. An opportunity was also provided for meeting attendees to talk about their ideas for opportunities in downtown. At each meeting, experts in transportation, economic development, urban design, architecture, and planning were in attendance to answer questions and discuss concepts. A total of 50 people participated in the public meeting.





Online Community Survey November, 2022

As part of the Town of Clayton Downtown Master Plan process, a community survey was conducted throughout the month of November (2022). During that time, more than 1,000 people (1,089 total) participated in the community survey. The following paragraphs provide details on the responses received from residents, business owners, and others affiliated with Downtown Clayton.

Affiliation with Clayton

Just over half of those who took the community survey live within the Town of Clayton, and almost half live outside of the Town in Johnston County. About 12% work within the Town, while about 5% own a property downtown and 2% own a business downtown. Those who selected "none of the above" were asked to provide additional information and many of these shared that they live just outside of the Town / have a Town address / go to Town schools / utilize all of Town's commercial and personal amenities. The vast majority either lived in Clayton for years, live close-by, or work in or near Clayton.

Age of Respondents

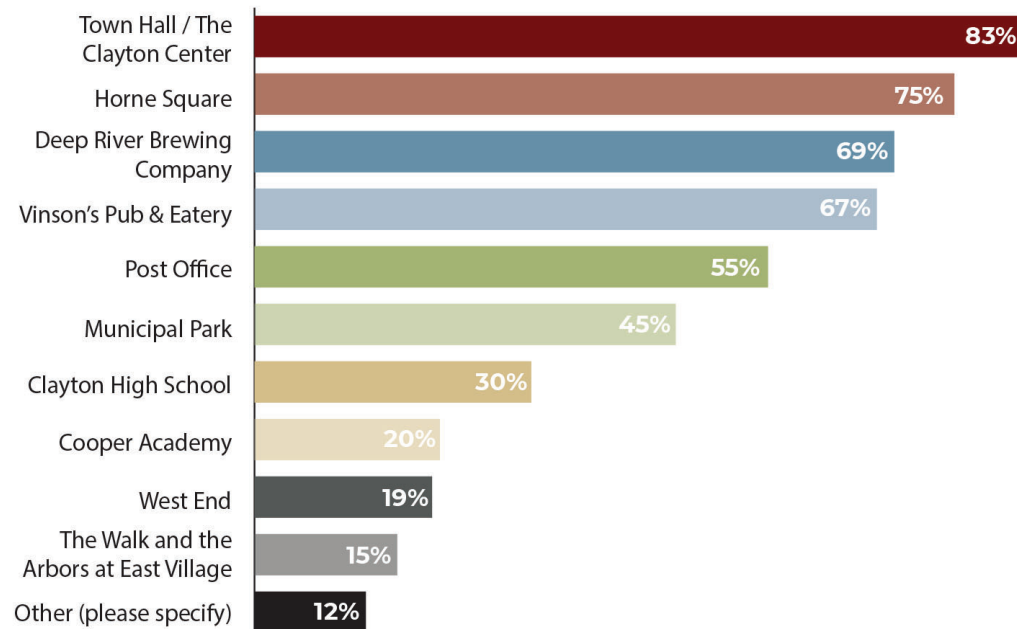
Almost half of the survey respondents (44%) are between the ages of 36 and 50. Just over one-quarter are between the ages of 25 and 35, and approximately 21% are between the

ages of 51 and 65. Only about 30 respondents are between the ages of 18 and 24 and just 3 people under the age of 18 took the survey. About 7% of participants are over the age of 65 years old. Interestingly, this survey had a larger participation rate from 20 to 40 year olds than an average community survey.

Which of these places do you consider to be part of Downtown Clayton?

Most people who took the community survey consider Town Hall, Horne Square, Deep River

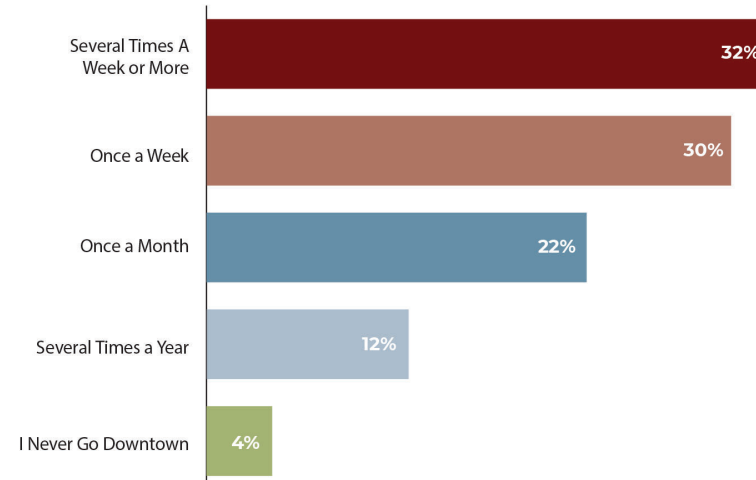
Brewing Company, and Vinson's Pub and Eatery to be within Downtown Clayton. There is less assurance about other listed spaces. Survey respondents had the opportunity to write in responses to this question as well and there were a range of places and boundaries described as Downtown Clayton. The top responses were Manning's Restaurant, Boulevard West Coffee Shop, Main Street, Clayton Steak House, Crawford Cookshop, and Lee's Produce.





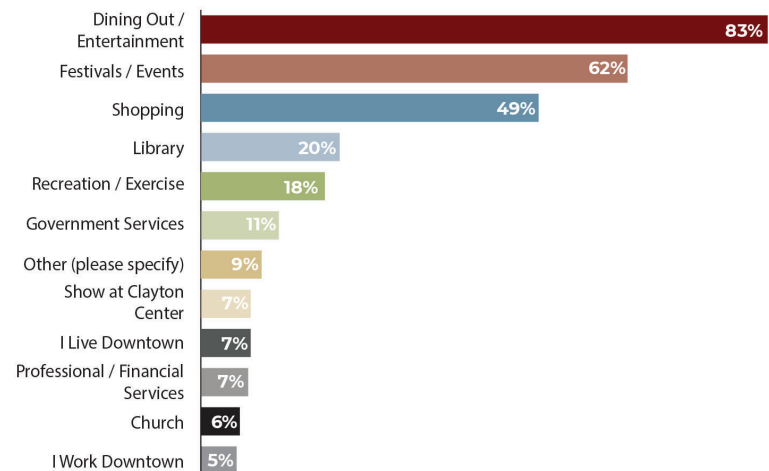
How often do you visit Downtown Clayton?

The majority (62%) of survey respondents visit Downtown Clayton at least once per week. About 22% visit once per month and 12% visit several times a year. About 4% of survey respondents never go downtown. When asked why they do not go downtown, many respondents shared that there is not enough safe parking, there is not much to do, there is a need for better restaurants, and it is too crowded/ there's too much traffic.



What are your primary reasons for visiting Downtown?

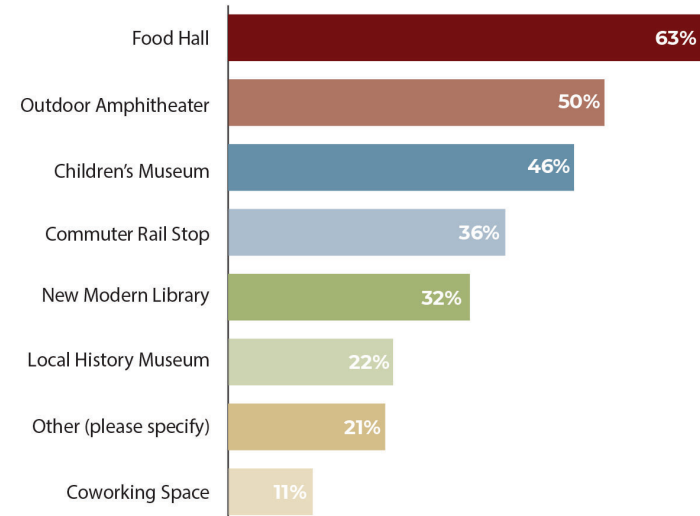
Most people who took the community survey visit Downtown Clayton to dine out / seek entertainment, or to attend festivals and events. About half of survey respondents also visit downtown to go shopping. About 95 respondents selected "other" and the most repeated reasons included for personal services and errands, school / day care / or musical lessons, and the farmer's market. Additional repeated responses include to walk around, visit coffee shops, drive through, visit the post office, visit friends, and get drinks.





Are there any locations that you would like to see located Downtown?

When asked about things survey respondents would like to see downtown, almost two-third of respondents selected "food hall." Approximately half of those who took the survey would also like to see an outdoor amphitheater / performance area with stage or a children's museum / active play area. About one-third of respondents are interested in a commuter rail stop and a new modern library. A couple hundred people also selected "other" and the top requests spelled out here include more restaurants, additional local stores, activities / entertainment, a park or recreational area, more bars, better parking, and family-friendly places to explore.



What would make you want to visit downtown more often?

The table below lists all of the things that ten or more survey respondents said would make them visit downtown more frequently. The number one request was for a larger variety of restaurants. This was followed by a greater variety of shopping and entertainment, as well as improved parking facilities and things for kids to do. Generally speaking, requests centered around adding more attractors and improving existing facilities and appearances.

# OF RESPONSES	WHAT WOULD MAKE THEM VISIT
402	More Restaurant Options
228	A Larger Variety of Shops / Businesses
215	More Entertainment
127	A Parking Deck / More Parking
91	Things for Kids to Do
48	Bar / Drinking Establishments
41	Parks / Recreation
28	Another Coffee Shop
27	Aesthetic Improvements
27	Improve Traffic Flow or Widen Roads
25	Improve Pedestrian and Bike Connections
24	Better Business Hours
23	A Bakery / Dessert / Bagel Shop
16	A Bigger Library (more programming, better hours)
14	Less Development / Construction
14	A Gathering Space



What is your favorite thing about downtown?

The most common “favorite thing” about Downtown Clayton is its small-town feel / charm / atmosphere. This is followed by its restaurants and bars, shops and businesses, festivals and events, and walkability. All responses which were stated by more than 15 respondents are shown in the word cloud (in a summarized manner). Additional top favorites not shown in the word cloud include the library, entertainment, Deep River Brewery, the ease of parking, and Main Street Jewelry.



Tell us your least favorite thing about downtown.

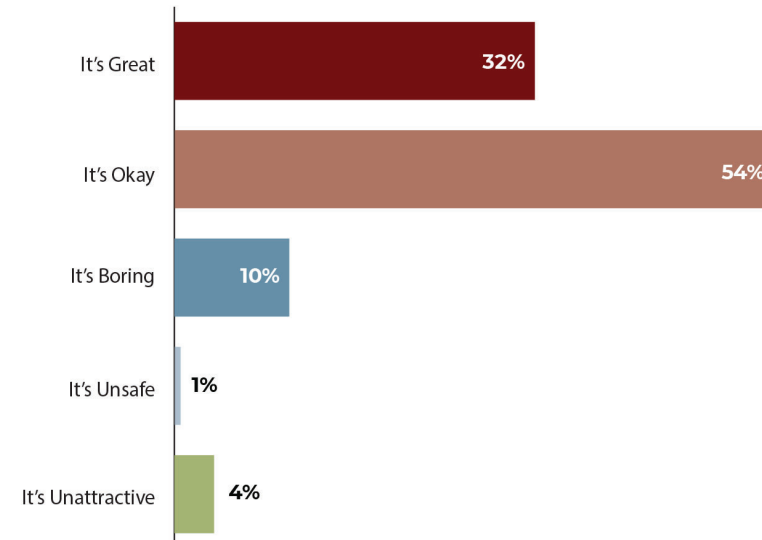
The word cloud below lists the least favorite things that were described by ten or more survey respondents. By far, the parking situation was listed as the least favorite element of downtown. Additional things that people do not like are the lack of variety of things to do, the amount of traffic in and around downtown, the overall appearance, and the pedestrian environment.





What is your overall perception of downtown?

Just over half of those who took the community survey feel that downtown is okay. About one-third of respondents think that it's great and about 10% think it's boring. Very few people find Downtown Clayton to be unsafe or unattractive. Almost 100 people provided comments on this question and many stated that downtown has a lot of potential but it could be improved; that it is moving in the right direction; there are a range of aesthetic improvements which could be made (building face lifts, greenery, etc.); and that there is not a lot to do downtown.



If you had an opportunity to live downtown, would you?

Just over half of those who took the community survey would not consider living in Downtown Clayton. About 27% might consider living downtown, and about 22% would consider living downtown. Respondents were able to provide comments on this question and almost 500 did so. The most common comments included people preferring larger lots and bigger homes than are available downtown (140 responses); some would enjoy being able to walk to everything (57 responses); some feel downtown is too crowded or too trafficked (40 responses); some already have a home elsewhere (38 responses); some feel utilities are too expensive (34 responses); that there isn't enough to do downtown yet (27 responses); that it wouldn't work for their family or current life stage (23 responses); and that they already live downtown (21 people) or close-by (19 people).

How easy or difficult is it for you to park downtown?

Almost half of survey respondents think it is easy to park in Downtown Clayton. Almost 36% of respondents find parking difficult, while between 7% and 10% find it either very easy or very difficult to park downtown. Almost 150 respondents also submitted comments related to this question and the most often-repeated comments were that it depends on the day and time of day, and that it is only difficult when there are festivals or events going on. About ten people stated that more parking is needed, while some specified that they typically walk over or that it depends on where you are going. Some also commented that the streets are too narrow or traffic is too heavy for parallel parking and that there is a need for handicap spaces. A number of comments also centered around it depending on the location you are trying to park in.



What do you think about paving sections of First Street and adding parking areas along the railroad corridor behind Main Street businesses?

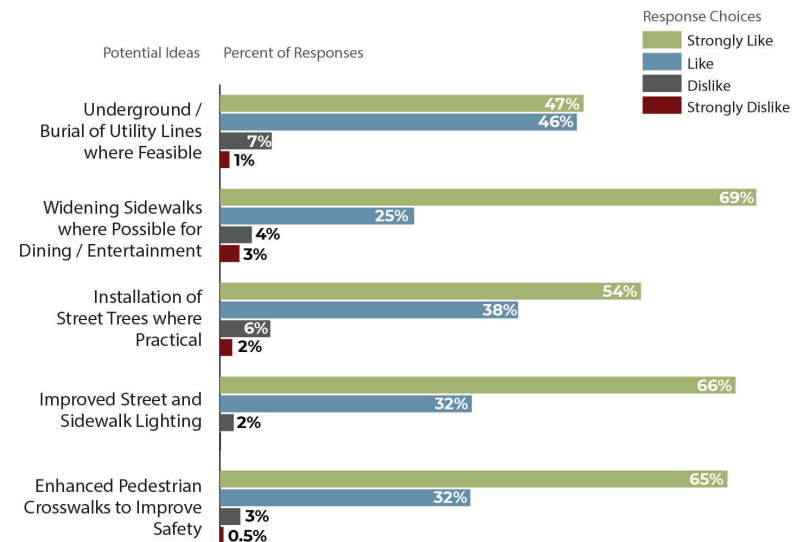
The vast majority of respondents (91%) feel that it is a good idea to pave sections of First Street and add parking areas along the railroad corridor behind Main Street businesses. Less than 100 people selected that this is “not needed.” About 90 respondents submitted comments related to this question and these generally reiterated their response to this idea. The most frequent comment was that there isn’t a need for this parking now, but it could exist if there is greater business and restaurant growth in the future. Other common refrains include that it is already used for parking and doesn’t need to be paved, that it should maintain some greenery / trees, that it would be good if it gets parking off Main Street, and that they are not sure about this idea. Some general

The Master Plan will consider the design, appearance, safety, and function of Main Street. Please tell us your preference.

Almost everyone who took the community survey either likes or strongly likes the idea of burying utility lines where feasible (93%), widening sidewalks for outdoor dining and entertainment areas (94%), installing street trees where practical (92%), improving street and sidewalk lighting (98%), and enhancing pedestrian crosswalks (97%). The graphic above displays exactly how favorable each option is on a scale from “strongly like” to “strongly dislike.” Many respondents added comments to this question but they generally explained their reasoning for selecting their answers and there were not a lot of repeated comments.

What is your experience as a pedestrian in downtown?

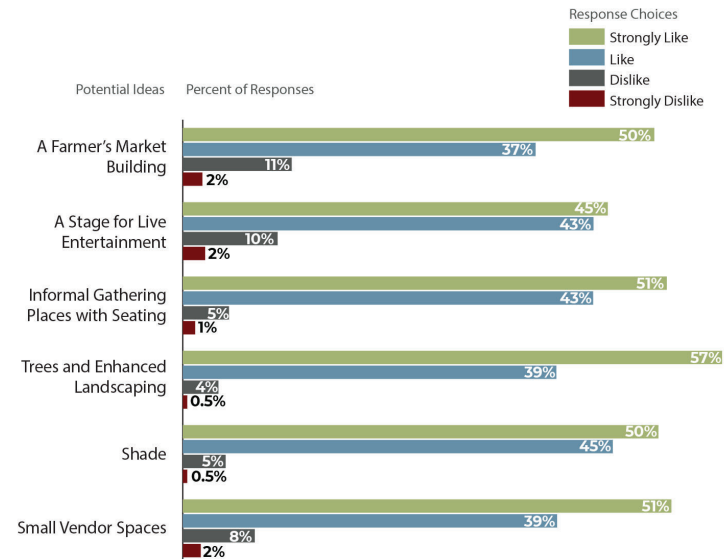
A little over half of those who participated in the community survey said that they enjoy walking in downtown. A little over a third of respondents are cautious when crossing intersections, and about 6% feel unsafe as a pedestrian in downtown. Only 4% of respondents have never walked in downtown. More than 100 respondents submitted comments related to this question and more than half of them focused on the difficulty crossing the street, or seeing pedestrians crossing the street. Many stated a need for more, well-marked pedestrian crossings, slowing down traffic, reducing traffic, improving sidewalk connectivity, and enhancing aesthetic elements to enrich the pedestrian experience.





The Master Plan will consider the design, appearance, and function of public spaces. Please tell us your preference for improvements to these spaces.

Most of those who participated in the community survey either like or strongly like the ideas of a farmer's market (87%), a stage for live entertainment (88%), informal gathering places with seating (94%), trees and enhanced landscaping (96%), shade (95%), and small vendor spaces (90%). The graphic above displays exactly how favorable each option is on a scale from "strongly like" to "strongly dislike." Approximately 40 people submitted comments related to this question but they generally reiterated or expanded on their responses; very few comments were repeated.



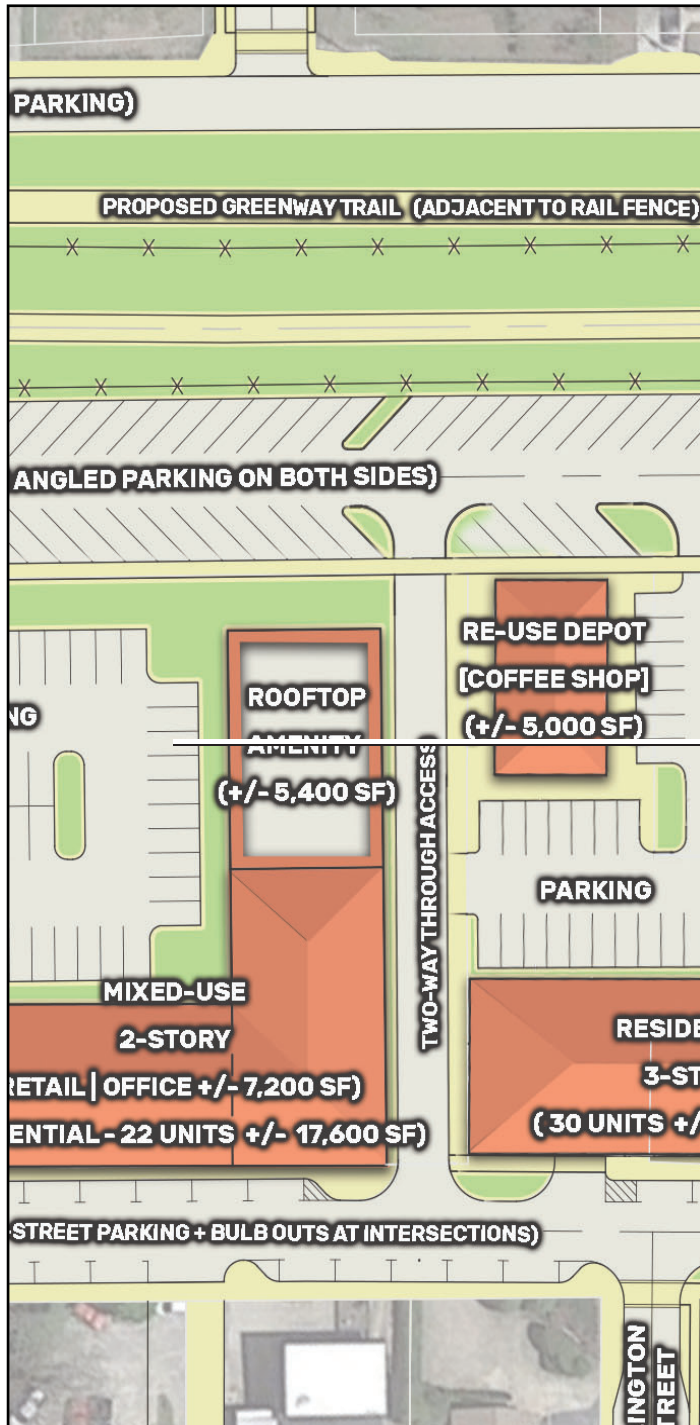
Would you support the creation of a Social District in the Downtown Clayton business district?

The majority of survey respondents (80%) would support the creation of a Social District within the Downtown Clayton business district. About 200 people selected would not support the creation of a Social District. About 90 respondents submitted comments related to this question and these generally expanded on their responses. The most common comments included concerns about this ruining the family atmosphere or posing public safety concerns; and that it would depend on the details and location. Many people were in support of the idea but others were worried about the logistics of it.

Do you think the downtown commercial area should be expanded outside of its current boundary?

About two-thirds of those who participated in the community survey feel that Downtown Should be expanded outside of its current boundary. Approximately one-third of respondents do not feel that way. 90 people submitted comments on this question. More than one-third of these were people who were not certain, mostly because they weren't sure of the current boundary. Additional common comments include that West End and Deep River should be included; that as long as it stays small and remains largely historic, small businesses; and that the focus should be on filling existing empty buildings and needs within the current boundary first. Additional less-frequently repeated comments focused on explaining people's responses.





04-D OPPORTUNITY SITES + REDEVELOPMENT

IN THIS CHAPTER
OPPORTUNITY SITE + REDEVELOPMENT CASE STUDIES



OPPORTUNITY SITES + REDEVELOPMENT

Introduction

The market analysis identified the opportunity to capture new office, retail, and residential demand in downtown. As part of the background research, properties that could absorb some of the new demand were identified, specifically where land was potentially available or where the value of the land was much greater than what was built on it. The properties were narrowed down by the location of potential sites and properties in relationship to town-owned properties that could be leveraged to help generate private investment in downtown. In addition, concentration of properties with single ownership were also considered.

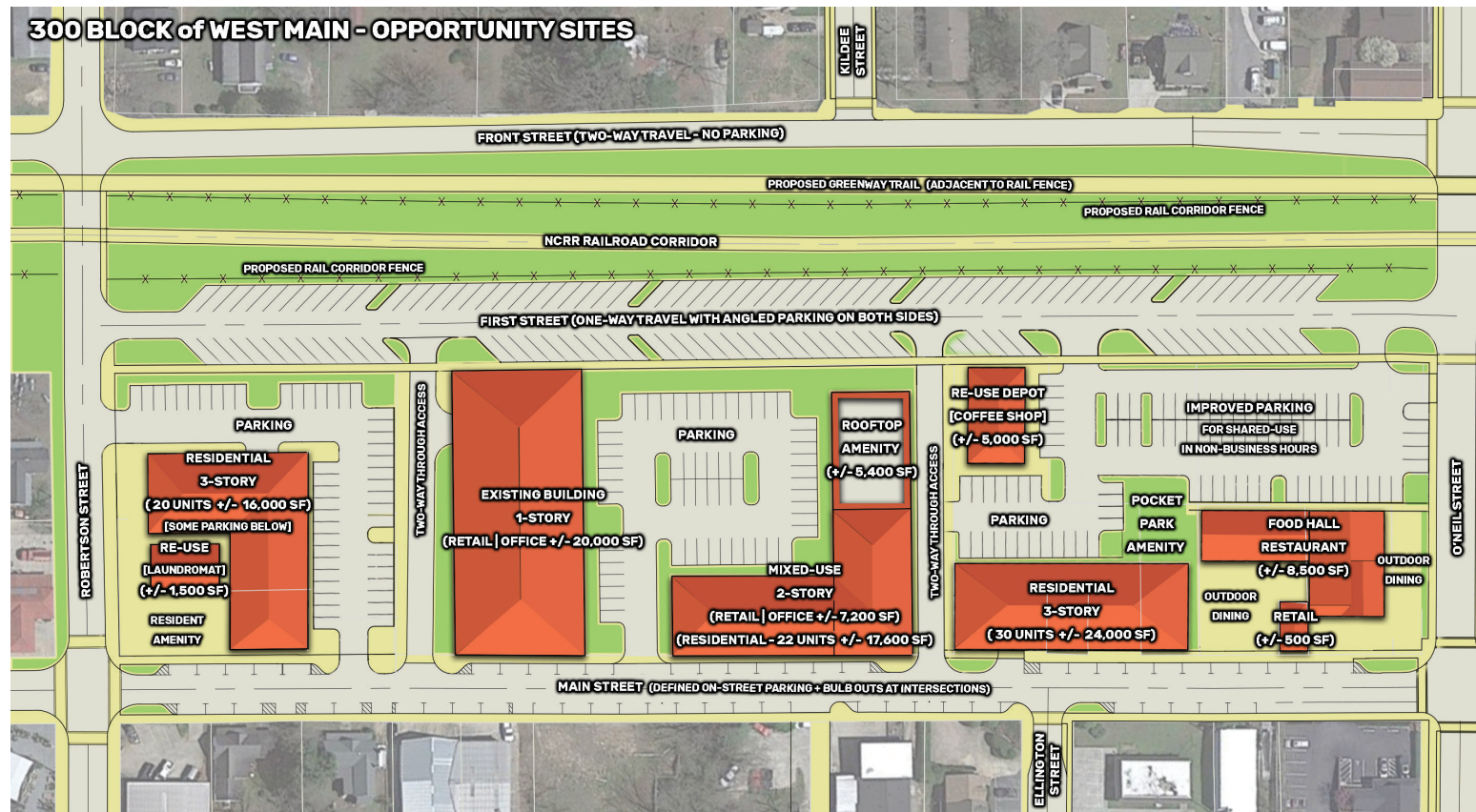
While there are many development and redevelopment opportunities within the downtown study area, conceptual development scenarios and options were focused on four sites in downtown. The first two sites are focused around Horne Square and Town Square. The concepts examine ways that the Town can leverage its resources to stimulate private investment for these two areas. The third site is at the near western edge of the downtown core located at 320 West Main Street on the property where the batting cages are located. A property owner was open for this site to be evaluated for redevelopment opportunities. The fourth site is located along

the 500 block of East Main Street on a site where a property owner is proposing a conceptual development.

320 West Main Street Block

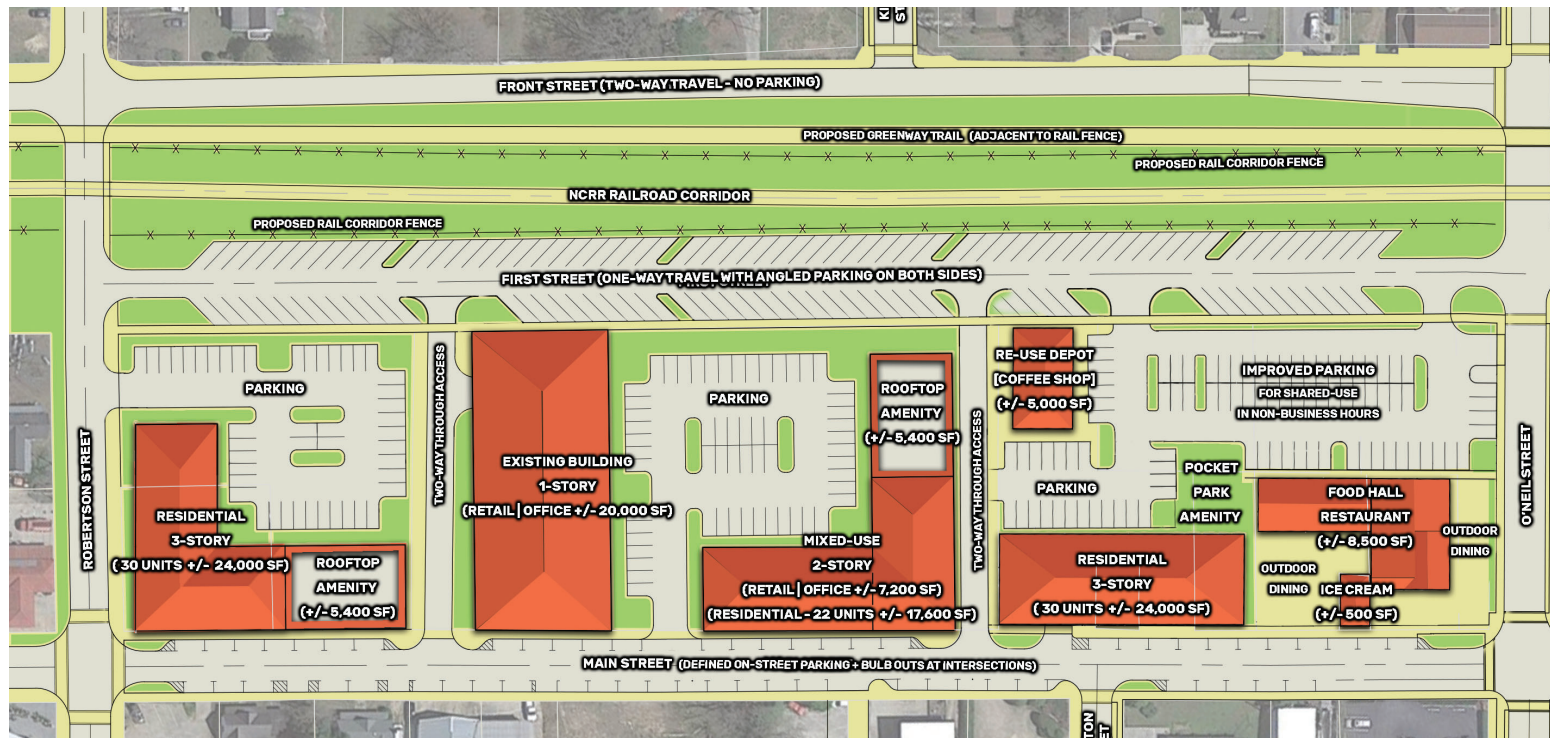
This opportunity site is 2.15 acres and presents an opportunity to extend the core of downtown along West Main Street. The two options created for this property include a focus on reuse and an option focused on redeveloping the entire site.





Concept One – Reuse Focus

In this concept, the existing 20,000 square foot building is preserved and can include a variety of retail/entertainment or office type uses. A centralized parking area with 58 spaces is created to serve the existing building and a new L-shaped building designed to front on West Main Street. The new structure would include ground floor retail and mostly upper story residential units with a rooftop amenity. This concept also envisions the potential for parking within the railroad right-of-way.



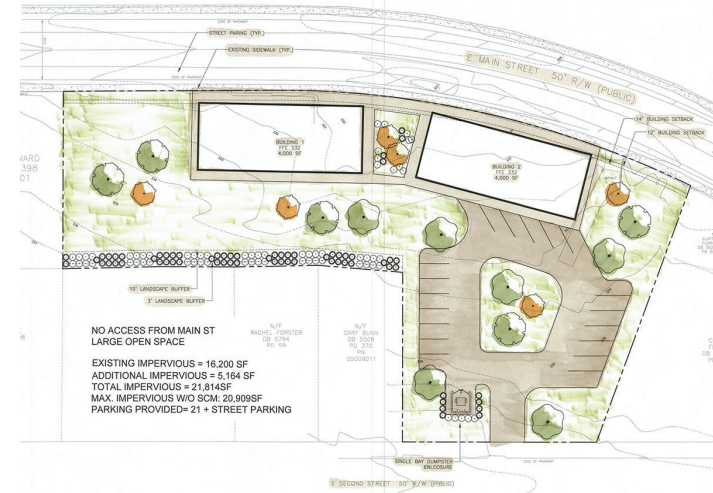
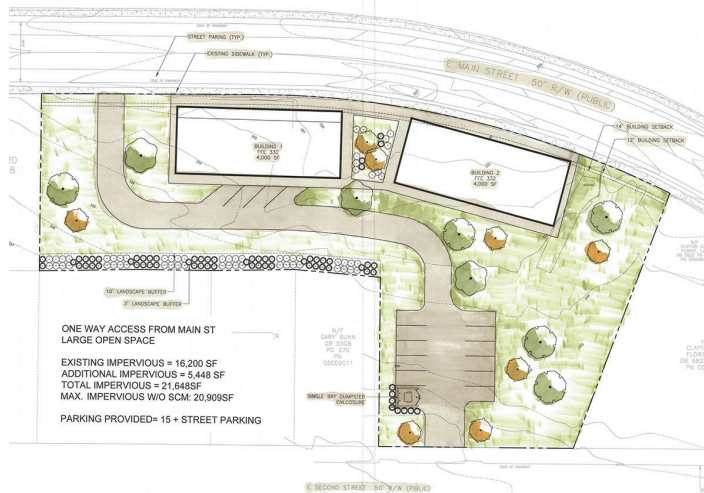
Concept Two – New Construction

The new construction option envisions two new L-shaped mixed-use buildings with ground floor retail/office and upper story residential units. The design reinforces the street frontage along West Main Street to help fill the storefront gap on this segment of Main Street. The parking is located in the rear of the property and can be supported by future parking in the railroad right-of-way as negotiated.



500 East Main Street Block

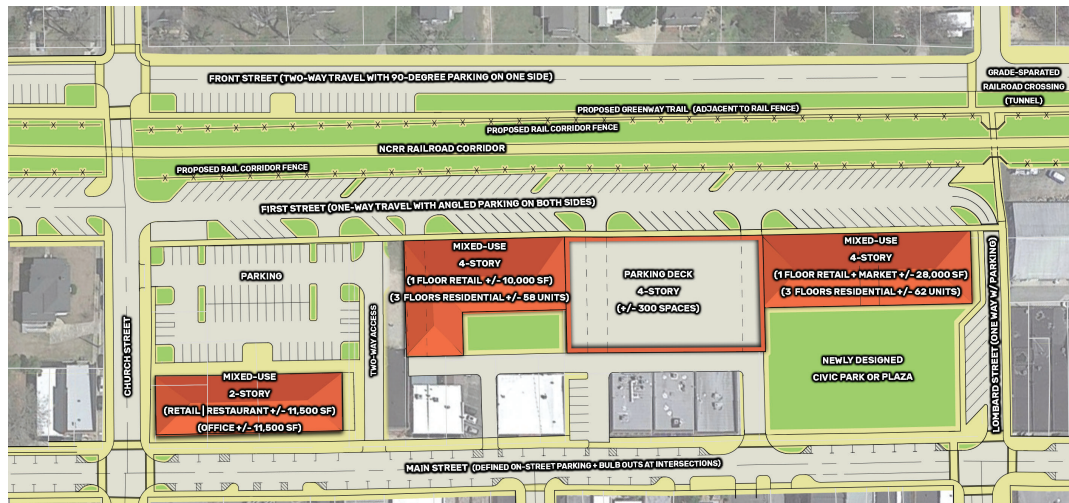
During the master plan process, a property owner along East Main Street presented conceptual plans for activating the southeastern end of the downtown core. The proposed concept envisions two 4,000 square foot office buildings that front East Main Street with two alternative parking layouts. As displayed, the two buildings are aligned with street front, which helps reinforce the desired urban form downtown; however, the opportunity for multi-story mixed-used is not addressed in the current layout. While this development would provide new office space, it may be more beneficial to the downtown as a whole if more property were acquired to develop a larger mixed-use project in that area of downtown.





Horne Square Block

The survey and interviews highlighted the need for more opportunities and redevelopment of existing public spaces in downtown. The town-owned Horne Square is located next to an unimproved crushed stone/gravel parking area that is connected to Church Street along the railroad by First Street, which is also unimproved. Three conceptual redevelopment options were created for this area: Concept One – Commuter Rail Focus; Concept Two – Housing Focus; and Concept Three – Horne Square Focus.

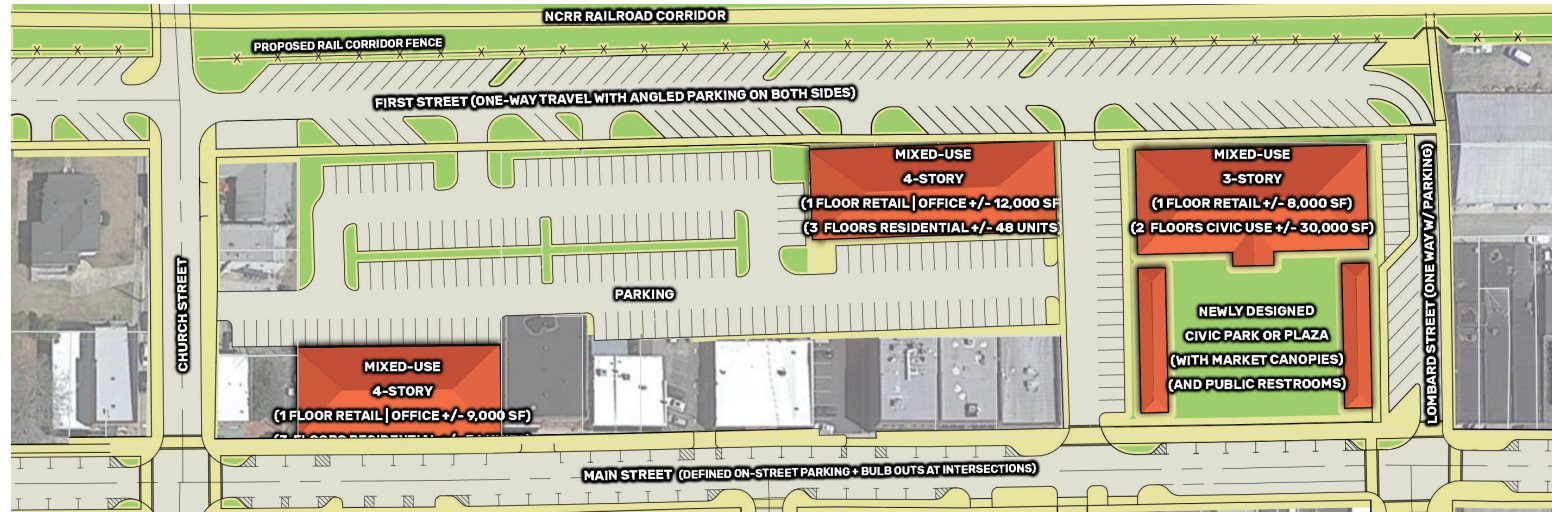


Concept One – Commuter/Passenger Rail Focus

The regional planning organizations and partners with GoTriangle have identified Clayton as a potential commuter rail stop in the future. One of the conceptual options is the establishment of a commuter rail platform and new development adjacent to Horne Square. In this concept, an elegant entryway is created from the commuter rail platform through a mixed-use building that frames a redesigned Horne Square, opening up into the heart of downtown. This new four-story mixed-use building adds the residential density and activity envisioned for the downtown core with apartments over retail and a potential market hall. The development on Horne Square and redevelopment in this area will be supported by a four-story 300-space parking deck on a portion of the unimproved parking area and an existing paved parking area. The parking deck would be potentially funded by a commuter rail contribution from GoTriangle, new taxes from the redevelopment, hourly/daily users, and parking agreements with private residential. This new parking structure will serve downtown visitors, apartment/residential occupants, and commuter rail users. As part of this concept, First Street would be improved and would include an additional 50 spaces of on-street parking. In total, this concept supports 120 new apartments, which could be more if greater than 4 stories are allowed, 12,000 square feet of new retail on Horne Square, a 300-space parking deck, and 50 new on-street parking spaces.



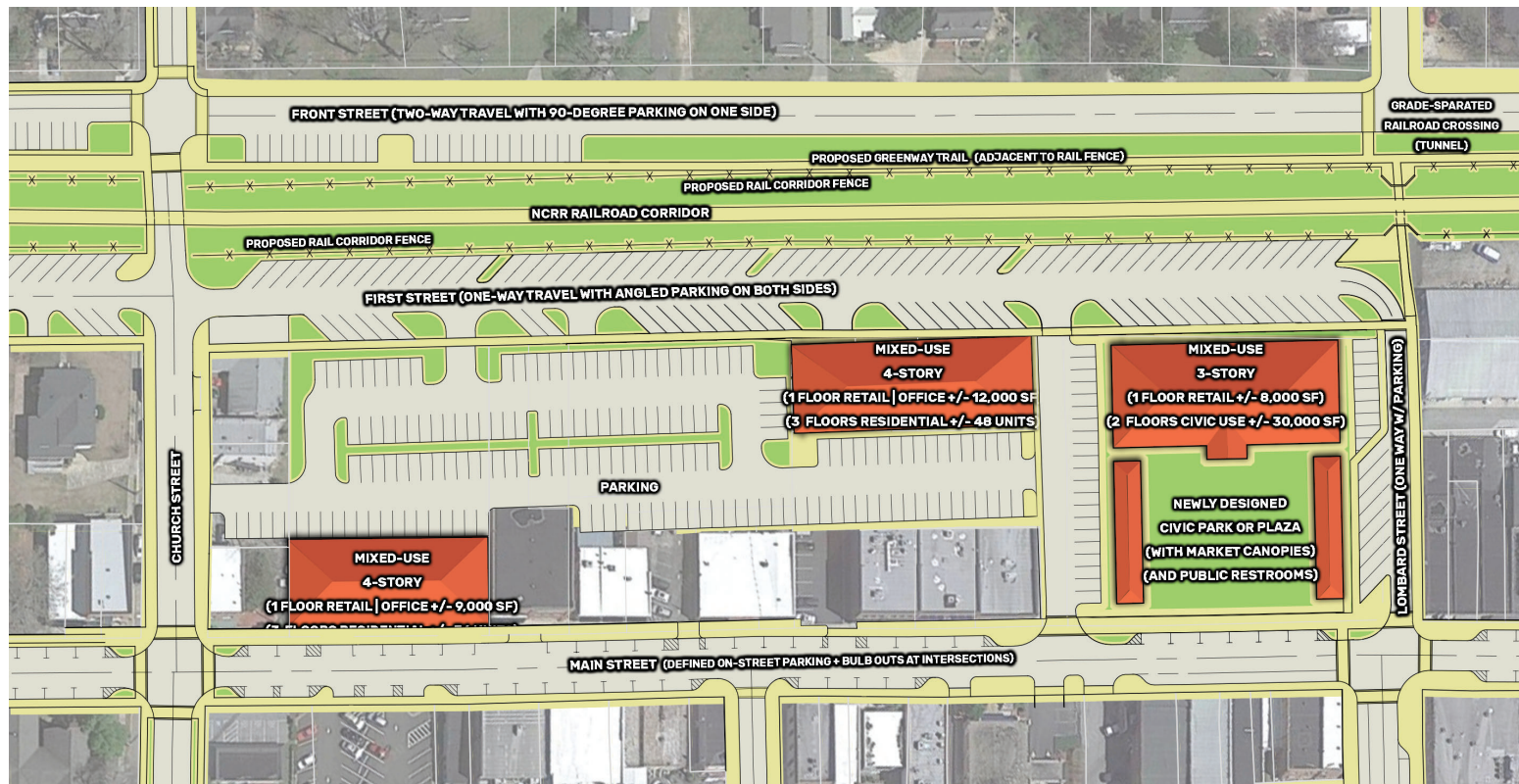
Horne Square Block



Concept Two – Residential Focus

In the residential focused concept, a new parking structure is not recommended. In this option, the scale of development is slightly reduced as parking will need to be accommodated on-street and off-street in parking lots. For example, the new mixed-use building framing Horne Square is only three-stories in this option. The new building occupies the same footprint with a similar retail opportunity on the ground floor. In this concept, two additional four-story residential buildings are proposed adjacent to Horne Square behind the Main Street buildings with parking in between. The first level of the apartments could also be utilized as parking if needed. First Street is improved and includes on-street parking and additional spaces are added just to the east of Horne Square and the mixed-use building. This option creates 126 new apartments, 12,000 square feet of retail, and approximately 95 new parking spaces. If the ground floor is utilized for parking on the two residential buildings, it would add an additional 50 spaces.





Concept Three – Horne Square Focus

The North Carolina Railroad Company (NCRR) owns most of the right-of-way that is occupied by First Street to the railroad. The previous two concepts included options with an improved First Street and new on-street parking in this area as well. While these are all good options, the Town will need to negotiate with NCRR to lease or improve the street in this area. Not knowing the future of those negotiations, a third option was explored for this area that focused on Horne Square and does not include First Street and on-street parking improvements in the railroad right-of-way.

This concept identifies market hall/event space and the location of a new library facility on Horne Square in response to public input and desires for a new library and market hall/event space in downtown. The new library is positioned to front onto Horne Square with two market hall/event space wings



that extend along the edges of Horne Square to create a redesigned square and public space on East Main Street. On-street parking would surround the site on East First Street and North Lombard Street.

The unimproved parking lot in this concept becomes a four-story mixed-use building with 12,000 square feet of retail/office space and 48 residential units. This concept also envisions significant changes on Main Street included the conversion of the convenience store parking lot at 208 East Main Street into a four-story mixed-use building with 9,000 square feet of retail on the ground floor fronting main street and 36 residential units above. This would fill a major gap in the street frontage. In order to support parking needs of the redevelopment, a well-connected surface parking lot would be established where the current convenience store is located back to the edge of the railroad right-of-way along First Street.

This concept includes a 30,000 square foot new library, two 2,000 square foot market/event space structures/buildings, 84 new residential units, 9,000 square feet of Main Street retail space, 12,000 square feet of retail/office space, 155 new off-street parking, and 40 on-street spaces. Although not needed to support these uses directly, if parking agreements can be reached with NCRR in the railroad right-of-way, an additional 75 spaces could be created.

Concept Three – Horne Square Focus

The North Carolina Railroad Company (NCRR) owns most of the right-of-way that is occupied by First Street to the railroad. The previous two concepts included options with an improved First Street and new on-street parking in this area as well. While these are all good options, the Town will need to negotiate with NCRR to lease or improve the street in this area. Not knowing the future of those negotiations, a third option was explored for this area that focused on Horne Square and does not include First Street and on-street parking improvements in the railroad right-of-way.

This concept identifies market hall/event space and the location of a new library facility on Horne Square in response to public input and desires for a new library and market hall/event space in downtown. The new library is positioned to front onto Horne Square with two market hall/event space wings



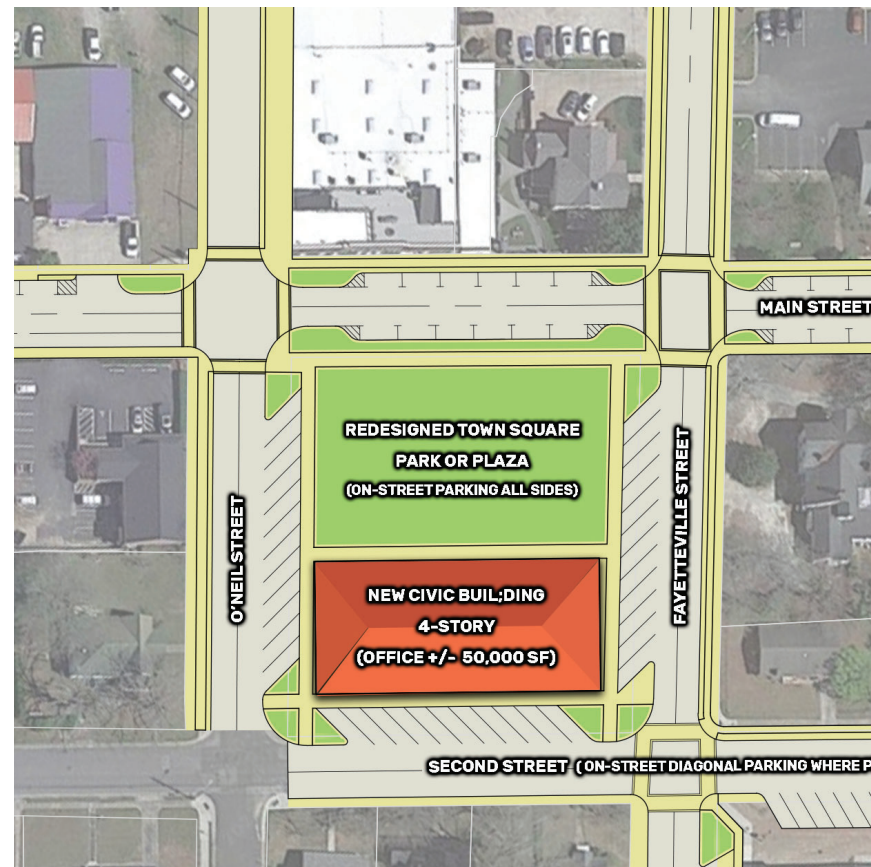
Town Square Block

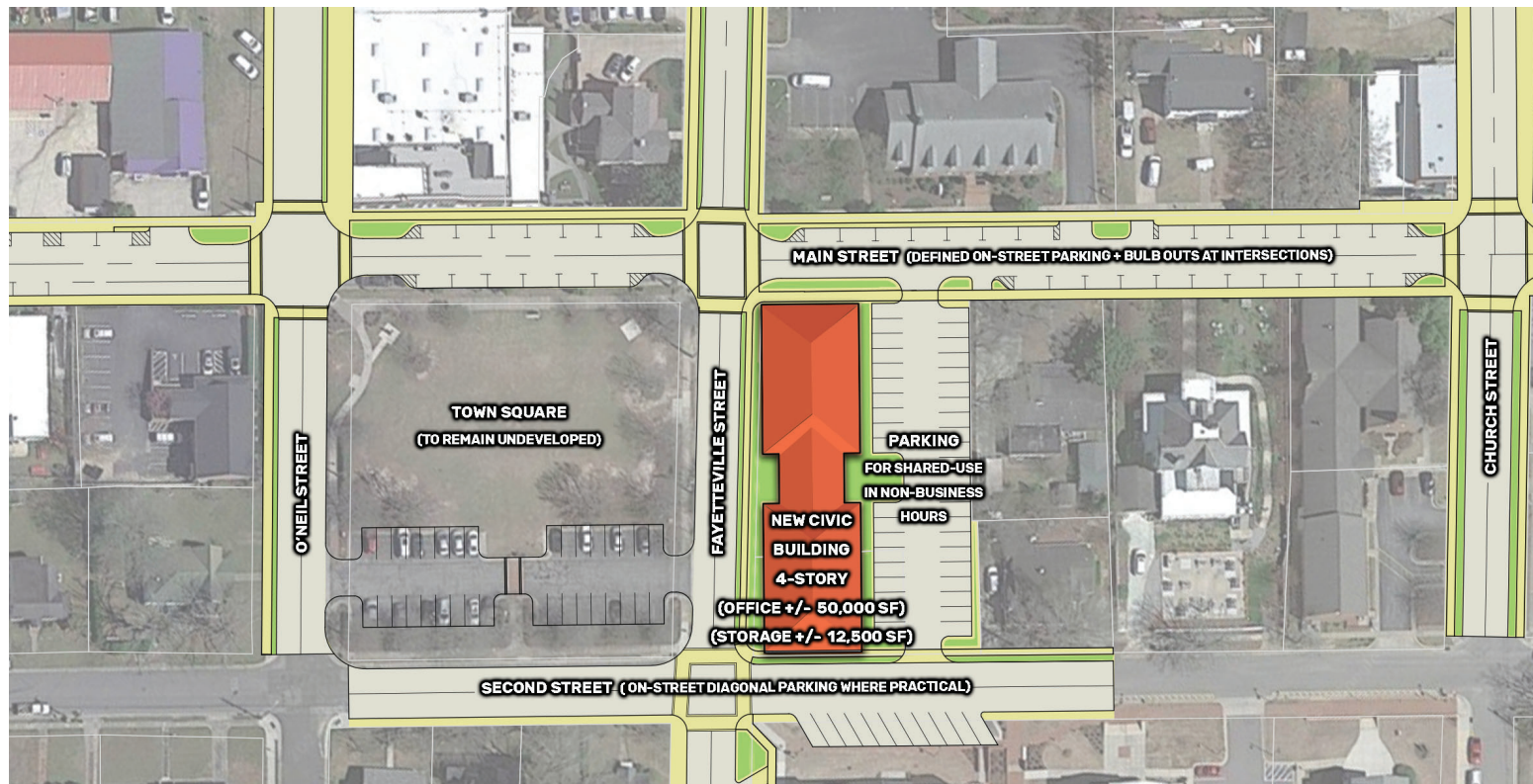
While the Horne Square Block opportunities focused on private investment, the Town Square options focus on locating civic uses on or adjacent to the Town Square. The concepts are in response to the desire for a new library location and the Town's office space needs. Concept One is similar to the Horne Square concepts by constructing a new structure on the existing Town Square. Concept Two identifies the opportunity to develop property that is across Fayetteville Street for the civic uses. As an important note, due to deed restrictions related to the existing library, if a new library is created, the existing library can potentially be utilized for the storage and display of special / revolving library collections, a history focused collection, and the location of a small gift shop with café space.

Concept One – Develop on the Square

In this option, a new four-story building is constructed within the existing parking area. It helps frame the square, giving structure to the open space area. Anchoring this end of West Second Street with a new public building filled with employees and visitors creates the opportunity to activate the green space with more informal activities and places for people to gather throughout the week. This will also help generate more activity along the west end of Main Street.

The new civic building can be occupied by a new library and history museum on the first two floors and include a 37,000 square foot basement for additional storage space. Also, the first floor can include a large patio or porch area that serves as a stage for events on the green. Town offices can occupy the top two floors of the building, which would be approximately 25,000 square feet, to meet some of their expansion – keeping it in close proximity to Town Hall. The 34 parking spaces in the parking lot would be replaced by 52 on-street parking spaces surrounding the Town Square.





Concept Two – Develop Adjacent to the Square

This option also envisions the construction of a new civic focused building; although, it is located across Fayetteville Street. The location maintains close proximity to the Town Hall and still provides the foot traffic to help activate the Town Square throughout the week. Also, the location of the building on this site still helps to frame the Town Square.

In this option, a new four-story 50,000 square foot building is displayed. This would include 25,000 square feet of library space with the opportunity for approximately 12,000 square feet of storage in a potential basement. The town offices would be located in the area of the building on the corner closest to Town Hall, taking up the remaining 25,000 square feet of space. The existing parking lot at the Town Square is not displaced in this option, and approximately 35 spaces can be accommodated on the new site.

**GIVE
YOUR
INPUT**

**REVIEW
TRANSPORTATION
RECOMMENDATIONS**

The Town of Clayton is collecting feedback on *draft recommendations* for its first-ever Comprehensive Transportation Plan – Clayton on the Move. The Plan will identify the Town's long-term vision for the local transportation network, including roadways, public transit, and bicycle and pedestrian facilities.



metroquestsurvey.com/te4u4q



**CLAYTON
ON THE MOVE**

Take the online survey today! Your input will shape the future of transportation in Clayton.

We need your feedback about...



If we missed any important connections for active modes



Which projects you agree with or have comments on

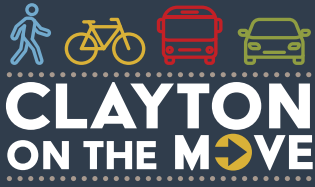


What you think the future of transportation should be



Learn more about Clayton on the Move and other opportunities to get involved at:
www.townofclaytonnc.org/CTP





Town of Clayton's Comprehensive Transportation Plan Draft Recommendations for Review

The Clayton Comprehensive Transportation Plan (CTP) – **Clayton on the Move** – represents the Town of Clayton's long-term vision for the local transportation network that will serve residents, employers, and visitors. The CTP is looking at multiple modes of transportation, including:



Roadways and
Highways



Pedestrian
Facilities



Bicycle
Facilities



Public
Transportation

The planning team has been analyzing these different modes, assessing the existing conditions, and developing a framework with recommendations for future transportation projects.

Phase 2 - Draft Recommendations

This handout provides a summary of the recommendations that are being considered by the Clayton planning team.

You can provide input on these recommendations through the online survey now available. It will ask your thoughts on which projects are most important and if any projects are missing.

Scan the QR code to take the survey



metroquestsurvey.com/te4u4q

CTP Project Proposals are:

- A **"wishlist"** of projects
- **Not fiscally constrained**
- **High-level** plans – not final designs

Existing Clayton plans like the 2045 Comprehensive Growth Plan, the Downtown Master Plan, and the Pedestrian Plan have been reviewed and incorporated into the CTP's vision, goals, and recommendations.

Once the CTP is finalized, it will be used by the Capital Area Metropolitan Planning Organization (CAMPO) to create a Metropolitan Transportation Plan (MTP) for the region. The MTP will develop specific projects that the North Carolina Department of Transportation will assign funding to in the statewide Transportation Improvement Plan (STIP).





Pedestrian and Bicycle Facility Recommendations

There are 158 recommendations for pedestrian and bicycle facility improvements, including:

Multi-Use Paths (MUP)



- Most new roadway recommendations have a sidewalk and MUP.
- Forms arterial walk-bike network.
- New crossings at main roads, railroads, and creeks.

Sidewalks



- Add to the MUP/Greenway network and last mile connections.
- To be included in new subdivision developments.

Greenways



- Extensions planned for Little Creek Greenway and Neuse River Trail.
- Extensions and new greenways proposed with available space.

On-road Bike "Sharrows"



- On-road bike routes complete the network.
- Mostly where there is not additional right of way within neighborhoods and some downtown roads.

These recommendations will add...

**+160 miles of
Multi-Use Paths**

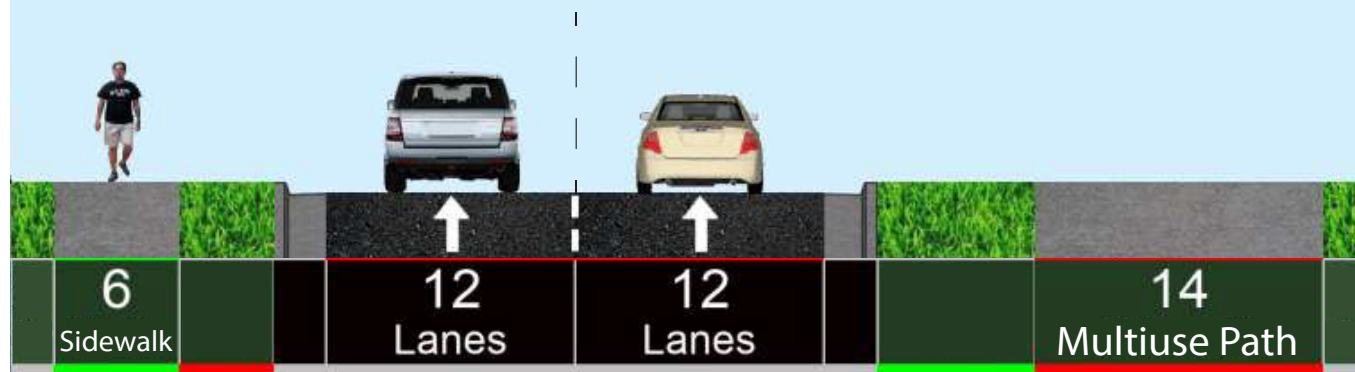
**+110 miles of
Sidewalks**

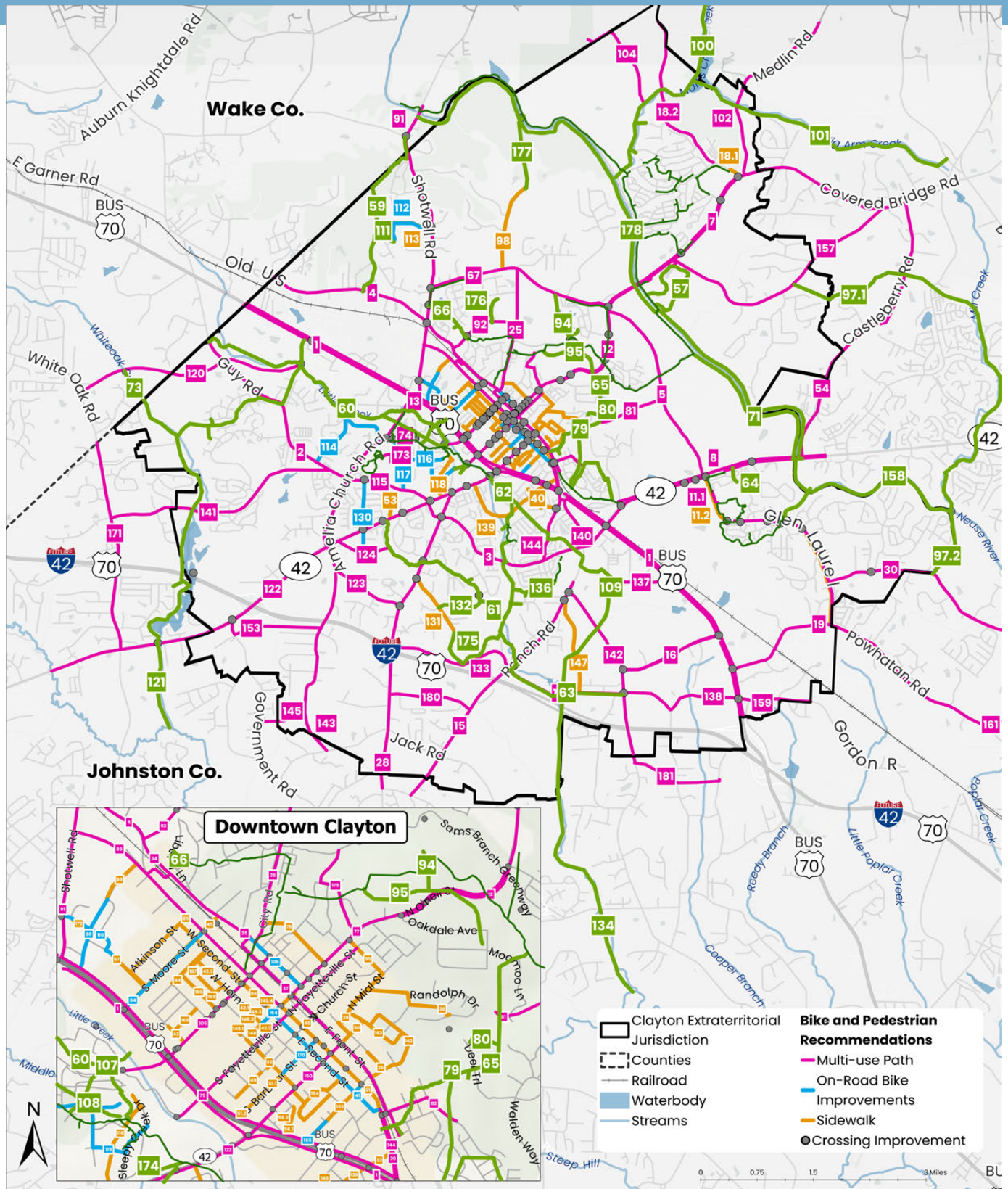
**+75 miles of
Greenway**

**+17 miles of
Sharrows**

Cross Section: For roadway recommendations, some locations may have sidewalk on both sides, MUP on both sides, or a combination of the two. The final design for the pedestrian and bicycle facilities with roadways will be determined for each location in future project development."

Multi-Use Path (MUP) and/or Sidewalk







Pedestrian, Greenway, and Bicycle Improvements

#	Location	From	To	Improvement
1	US 70 Business	Wake County Line	US 70 Bus/ US 70 INTC	MUP both sides
2	Guy Rd	US 70 Business	Amelia Church Rd	MUP/Sidewalk
3	South Connector	Little Creek Church Rd	NC 42	MUP/Sidewalk
4	Old US 70	Rock Quarry Rd	W Main St	MUP/Sidewalk
5	Northern Connector	NC 42 East	O'Neil St	MUP/Sidewalk
7	Covered Bridge Rd	Northern Connector	Buffaloe Rd	MUP/Sidewalk
8	NC 42 East	US 70 Business	ETJ Limits	MUP/Sidewalk
11.1	Glen Laurel Rd	NC 42 East	Powhatan Rd	Multi-Use Path
11.2	Glen Laurel Rd	NC 42 East	Powhatan Rd	Sidewalk
12	O'Neil St	W Main St	Northern Connector	MUP on both sides
13	Shotwell Rd	Amelia Church Rd	US 70 Business	MUP/Sidewalk
15	Ranch Rd	US 70 Business	ETJ Limits	MUP/Sidewalk
16	Pony Farm Rd	US 70 Business	Little Creek Church Rd	Multi-Use Path
18	Pritchard Rd	Covered Bridge Rd	Riverwood Mid School	Sidewalk
18	Pritchard Rd	Athletic Club	Wake County line	MUP
19	Powhatan Rd	Glen Laurel Rd	Southerland Rd	MUP/Sidewalk
20	E Main St	Second St	US 70 Business	MUP
21	E Main St	O'Neil St	Lombard St	Sidewalk
25	City Rd	Parkview Dr	Cullen Ct	MUP/Sidewalk
28	Barber Mill Rd	NC 42 West	ETJ Limits	MUP/Sidewalk
30	Vinson Rd	Glen Laurel Rd	Southerland Dr	MUP/Sidewalk
32	Durham St	US 70 Bypass	E Main St	Sidewalk
34	W Stallings St	Old US 70	Mc Cullers Dr	MUP
35	W Stallings St	N King St	New Hope Lane	MUP
36	E Stallings St	N Mial St	N Smith St	Sidewalk
37	Front St	W Stallings St	NC 42 East	MUP
38	Camel St	Randolph Dr	Randolph Dr	Sidewalk
39	N Mial St	E Stallings St	Camel St	Sidewalk
41	E Second St	O'Neil St	E Main St	On-Road Bike Route
42.1	W Horne St	Robertson St	S O'Neil St	Sidewalk/On-Road Bike
42.2	W Horne St	Fayetteville St	S O'Neil St	Sidewalk/On-Road Bike
42.3	W Horne St	S Ellington St	S Robertson St	Sidewalk/On-Road Bike
43	Carter St	West Brook Lane	Robertson St	Sidewalk
44	Charles St	W Second St	Brook St	Sidewalk
45	S Moore St	W Main St	US 70 Business	Sidewalk
46.2	Pond St	Damon St	Black Oak Ct	Sidewalk
48	S Church St	E Front St	E Main St	Sidewalk/On-Road Bike
49	Page St	Blanche St	Hamby St	Sidewalk/On-Road Bike
50	Lombard St	Hinton St	E Front St	Sidewalk/On-Road Bike
51.1	Barbour St	Blanche St	Hamby St	Sidewalk/On-Road Bike
51.2	Barbour St	Hamby St	US 70 Business	Sidewalk/On-Road Bike



Pedestrian, Greenway, and Bicycle Improvements

52	W Blanche St	S O'Neil St	S Lombard St	Sidewalk/On-Road Bike
53	Laurel Ridge Rd	Guy Rd	NC 42 West	Sidewalk/On-Road Bike
54	Castleberry Rd/Covered Bridge Rd	NC 42 East	Covered Bridge Rd	MUP
55	E Wilson St	N O'Neil St	N Mial St	Sidewalk/On-Road Bike
56.1	MST (East segment)	Summerlyn Greenway	NC 42 East	Greenway
56.2	Starling St	US 70 Bus	Fisher St	Sidewalk/On-Road Bike
56.3	Hamby St	Fisher St	Starling St	Sidewalk/On-Road Bike
57	North Clayton Park Trail	Clayton River Walk	Clayton River Walk	Greenway
58	East Village Greenway	E Front St	Ben Branch Loop	Greenway
59	Clemmons SF Greenway S	Old US Highway 70	Mial Plantation Rd	Greenway
60	Little Creek Greenway Western Segment	US 70 Business	Amelia Church Rd	Greenway
61	Proposed Greenway	NC 42 West	Little Creek	Greenway
62	Little Creek Greenway Southern Segment	S Lombard St	Proposed Greenway	Greenway
63	Proposed Greenway	Ranch Rd	Little Creek Church Rd	Greenway
64	Greenway NC 42 Dev.	NC 42 East	East Clayton Park Trail	Greenway
65	Sam's Branch Connection	Sam's Branch Greenway	E Front St	Greenway
66	Sam's Branch Phase 3	City Rd	Covered Bridge Rd	Greenway
67	Covered Bridge Road	N O'Neil St	Shotwell Road	MUP/Sidewalk
71	MST	Sams Branch Greenway	NC 42	Greenway
73	White Oak Creek Greenway	Little Creek Greenway	White Oak/Guy Rd Conn	Greenway
74	Amelia Church Road	Little Creek Greenway	NC 42	MUP/Sidewalk
75	Fayetteville St	Little Creek Greenway	E Wilson St	MUP
76	Barnes St	N O'Neil St	City Rd	Sidewalk/On-Road Bike
77	O'Neil St	Front St	Georgetowne Dr	MUP
79	DSBG Connector 1	Randolph Dr	Sam's Branch Conn	Greenway
80	DSBG Connector 2	Randolph Dr	Sam's Branch Conn	Greenway
81	Smith St Extension	Sam's Branch Conn	Northern Connector	MUP/Sidewalk
82	Central St	E Front St	Village Walk Dr	MUP
83	W Main St	S O'Neil St	Shotwell Rd	MUP/Sidewalk
84	S Moore St	US 70 Bypass	W Main St	On-Road Bike
85	Atkinson St	W Main St	S Moore St	Sidewalk/On-Road Bike
86	W 2nd St	Atkinson St	S O'Neil St	Sidewalk/On-Road Bike
87	Atkinson St	Blakley St	S Moore St	Sidewalk/On-Road Bike
88	Enterprise Dr	US 70 Bus	Liam St	On-Road Bike
89	Summit Ave	Liam St	W Main St	Sidewalk/On-Road Bike
91	Shotwell Rd	US 70 Bus	Neuse River Trail	MUP/Sidewalk
92	R-42	Old US 70	City Rd	MUP
94	New Greenway	Covered Bridge Rd	New Road R-43	Greenway
95	Proposed Greenway	Sam's Branch Greenway	O'Neil St	Greenway



Pedestrian, Greenway, and Bicycle Improvements

97.1	Mill Creek Greenway	Loop Rd	NC 42	Greenway
97.2	Mill Creek Greenway	NC 42	Vinson Rd	Greenway
98	Bobbit Road	Bobbit Rd Terminus	Covered Bridge Road	Sidewalk/On-Road Bike
98	Bobbit Road	Neuse River Greenway	Bobbit Rd Terminus	Greenway
100	Marks Creek Greenway	Neuse River Greenway	Lake Myra Greenway	Greenway
101	Arms Creek Greenway	Marks Creek Greenway	Archer Lodge Rd	Greenway
102	Medlin Rd	Lake Wendell Rd	Covered Bridge Rd	MUP
104	New MUP	Marks Creek Greenway	Lake Myra Greenway	MUP
105	S Robertson St	W Stallings St	Kenmore Dr	MUP/Sidewalk
106	W Stallings St	N O'Neil St	W Front St	On-Road Bike
107	Commercial Connector 2	Kenmore Dr	US-70 Bus	Greenway
108	Little Creek Greenway Spur	Fernwood Dr	Amelia Church Rd	Greenway
109	Little Creek Greenway Conn	Little Creek S Segment	Little Creek Church Rd	Greenway
110	Cameron Way	Shotwell Rd	Blakley St	On-Road Bike
111	Clemmons Greenway Conn	Clemmons Greenway S	Ridge Ct	Greenway
112/113	Forest Dr	Clemmons SF Conn	Shotwell Rd	On-Road Bike/Sidewalk
114	Creekview Dr Ridge Dr	Guy Rd	Amelia Church Rd	On-Road Bike
115	Guy Rd	Amelia Church Rd	NC 42	MUP/Sidewalk
116	Garrison Ave	Amelia Church Rd	Hocutt Dr	On-Road Bike
117	Brandon Dr	Garrison Ave	Guy Rd	On-Road Bike
118	Cricket Hollow Run	Little Creek Greenway	NC 42	Sidewalk/On-Road Bike
119	Hocutt Dr Timothy Ridge Sleepy Creek	E Lumber Ct	R75	On-Road Bike
120	White Oak-Guy Rd Conn	NC 540	Little Creek Greenway	MUP on both sides
121	White Oak Creek Greenway	Pecan Lane	Swift Creek Greenway	Greenway
122	NC 42	Hamby St	Swift Creek	MUP/Sidewalk
123	Amelia Church Rd	NC 42	Barber Mill Rd	MUP/Sidewalk
124	Short Johnson Rd	NC 42	New Greenway R-61	MUP/Sidewalk
130	Pinecroft Dr	Guy Rd	NC 42	On-Road Bike
131	Country Lane	Barber Mill Rd	New Road R-70	Sidewalk
131	Proposed Greenway	Country Lane	Canyon Rd	Greenway
132	Country Lane Greenway	County Rd	Canyon Rd	Greenway
133	New Road R-70	Barber Mill Rd	Ranch Rd	MUP/Sidewalk
134	Little Creek Greenway	Little Creek Church Rd	Swift Creek	Greenway
135	New Road R-72	Ranch Rd	Little Creek Church Rd	MUP/Sidewalk
136	Little Creek Greenway Conn	Little Creek Greenway	Pamlico Dr Greenway	Greenway
137	New Road R-77	New Road R-78	US 70 Business	MUP/Sidewalk
138	Peele Rd and R-74	Little Creek Church Rd	US 70 Business	MUP/Sidewalk
139	Durham St - New Road	US 70 Business	S Lombard St	Sidewalk/On-Road Bike
140	Boling St	Champion St	Little Creek Church Rd	MUP/Sidewalk
141	Winston Rd	Cornwallis Rd	Guy Rd	MUP/Sidewalk
142	Little Creek Church Rd	Ranch Rd	Wilson Jones Rd	MUP/Sidewalk



Pedestrian, Greenway, and Bicycle Improvements

143	Corbett Rd	Jack Rd	Amelia Church Rd	MUP/Sidewalk
144	Champion St	Central St	S Connector Blvd	MUP/Sidewalk
145	New Road 67	Government Rd	New Road 65	MUP/Sidewalk
145	Twin Acres Rd	Barber Mill Rd	Ranch Rd	MUP/Sidewalk
145	Wilson Jones Rd	Little Creek Church Rd	Cole Rd	MUP/Sidewalk
146	Pond, Damon, Joyner St	John St	Champion St	Sidewalk
147	Crooked Creek Rd	R-135	Ranch Rd	Sidewalk/Sidewalk
148	S O'Neil St	W Blanche St	W Horne St	Sidewalk/On-Road Bike
149.1	S Ellington St	W Blanche St	S Ohara Dr	Sidewalk/On-Road Bike
149.2	S Ellington St	S Ohara Dr	W Horne St	Sidewalk/On-Road Bike
149.3	S Ellington St	W Horne St	S Ellington St	Sidewalk/On-Road Bike
149.4	S Ellington St	W 2nd St	W Main St	Sidewalk/On-Road Bike
150	S Lombard St	Hamby St	E Front St	MUP
153	R-63	NC 42	Corbett Rd	MUP/Sidewalk
154	Canady St, Johnson Dr, Hardee St	Lombard St	E 2nd St	Sidewalk
155	S Smith St	Oak St	E 2nd St	Sidewalk/On-Road Bike
157	Loop Rd	Covered Bridge Rd	Covered Bridge Rd	MUP
159	Gordon Rd	US 70 Bus	R-22	MUP
161	Southerland Rd	Powhatan Rd	Fire Department Rd	MUP/Sidewalk
162	West St/Washington St N Smith St	E Hinton St	E Front St	Sidewalk
163	E Hinton St/Wall St	E Hinton St	Washington St	Sidewalk
164	S O'Neil St	W Horne St	Main St	On-Road Bike
165	S Smith St	US 70	Oak St	On-Road Bike
166	Willow Dr	Charles St	S Robertson St	Sidewalk
167	Park Dr	Charles St	Virginia St	Sidewalk
168	Virginia St	Willow Dr	W Horne St	Sidewalk
169	Mitchell St	Carter St	Brook St	Sidewalk
170	Barbour St	E Blanche St	E Main St	On-Road Bike
171	Cornwallis Rd	White Oak Rd	NC 42	MUP
172	Cameron Way	Mechanical Dr	N Enterprise Dr	Sidewalk
173	Proposed MUP	Clayton Park Trail	Garrison Ave	MUP
174	Proposed Greenway	Sleepy Creek Dr	W Clayton Elem School	Greenway
176	Proposed Greenway	Parkdale Ln	R-42	Greenway
178	Neuse River Greenway	Mial Plantation Rd	NC 42	Greenway
179	Georgetowne Dr/Gordon St/Lake Dr	N O'Neil St	Greenway	MUP/Sidewalk



Public Transportation Recommendations

The draft recommendations include both near- and long-term solutions to provide public transportation. Recommendations focus on local service as regional options are being planned or implemented by other agencies including rapid bus transit and commuter rail.

Near-term Recommendation: Microtransit Service of Transit Emphasis Areas

Microtransit is a flexible, on-demand transportation service that typically operates within a defined area, offering a middle ground between traditional transit and ridesharing services.

On-Demand Service: Unlike fixed-route buses or trains, microtransit services can be summoned in real-time or pre-scheduled via a mobile app, website, or phone call.

Flexible Routing: Microtransit vehicles do not follow fixed routes or schedules. Routes are dynamically adjusted based on current demand and real-time requests from passengers.

Smaller Vehicles: Microtransit typically uses vans, shuttles, or minibuses, which can navigate narrow streets and require fewer passengers to achieve cost efficiency.

Transit Locations of Interest (shown on the map by “●”) mark specific transit emphasis areas to serve as the pick-up/drop-off locations for a microtransit service. These emphasis areas include:

Clayton Walmart	Johnston Health Clayton	Glen Laurel
S Robertson - Clayton High School	Riverwood	Clayton Community Center
Shotwell R / US 70 Business	Powhatan	Barber Mill / Woodside
NC 42 / US 70 Business	Clayton Village Shopping Center	Jack Rd / Hedgerow
Clayton Town Hall	NC 42 / Amelia Church Rd	Johnston Community College
Lombarb / Barber Mill	Shotwell Rd / Covered Bridge Rd	Dairy Rd / Bennington
Guy Rd / Amelia Church Rd	Copper District	Flowers Village

Long-term Recommendation: Fixed Route Service with Paratransit

Fixed route service refers to a type of public transportation where vehicles follow a set path and schedule, stopping at predetermined locations where vehicles pick up and drop off passengers.

Timetable: Fixed route services operate according to a published schedule, with vehicles arriving at stops at specific times.

Regularity and Frequency: Fixed route services typically operate at regular intervals, which can vary depending on the time of day, day of the week, and demand.

Paratransit refers to specialized transportation services designed to provide flexible, door-to-door transportation for individuals who have disabilities or other mobility impairments.

Microtransit

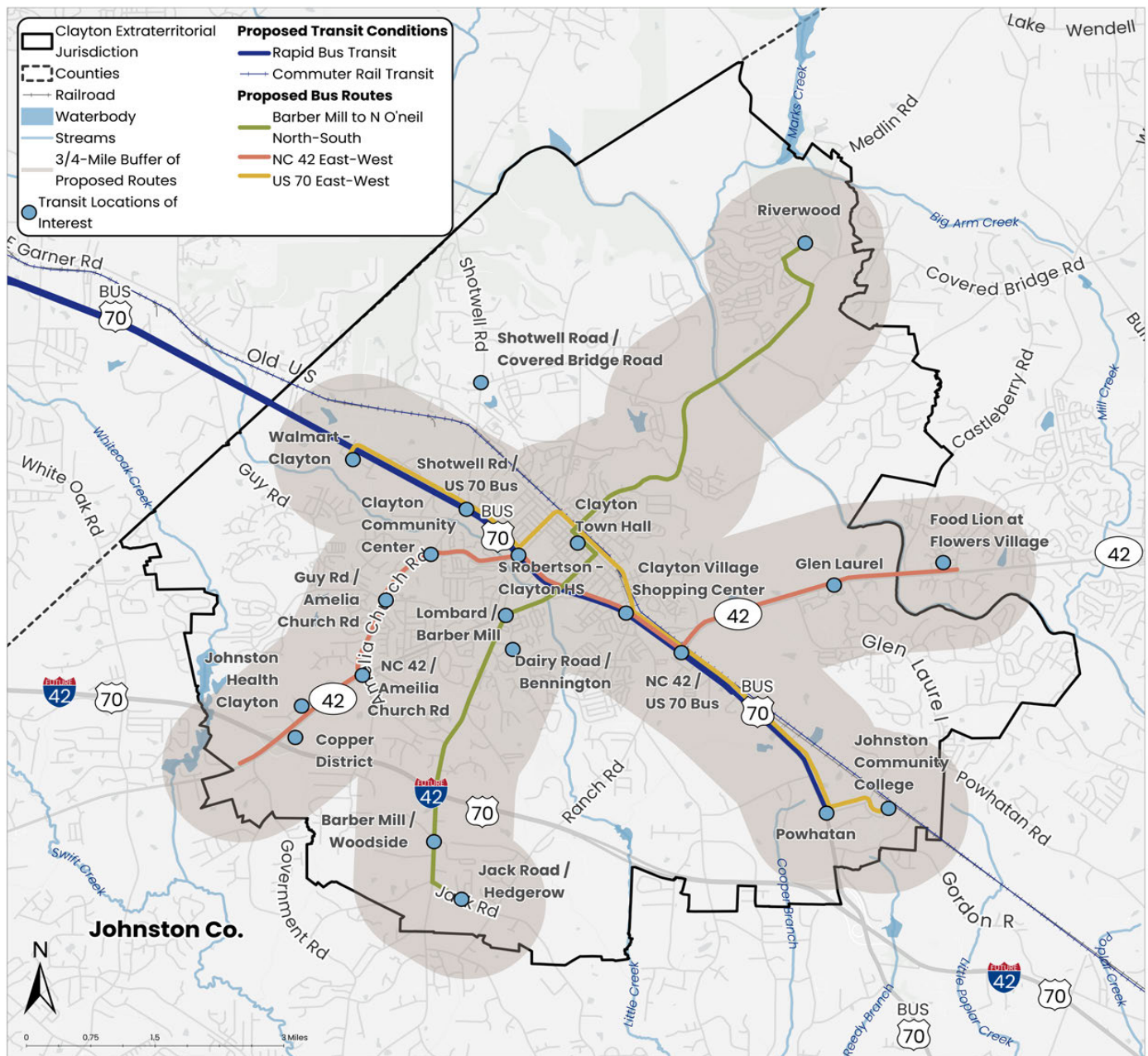


Fixed Route



Paratransit





This map shows three potential fixed routes, as well as a 3/4 mile buffer shown for ADA Paratransit Considerations. The three fixed routes include:

US 70 Route - Builds future ridership for Regional Rapid Bus Transit

NC 42 Route - Serves Hospital, Clayton Community Center, and connects to Flowers Village

Barber Mill / N O'Neil Route - Provides N/S Connectivity

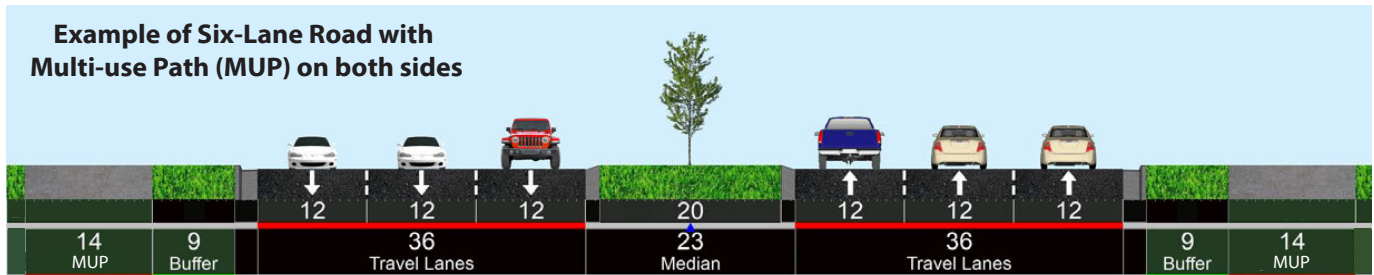
This type of service could be implemented in Clayton as demand for transit service increases. Specifics for planning and implementation will need to be studied further.



Roadways and Highways Recommendations

There are 39 recommendations for roadway and highway improvements. The improvement types include:

- Operational Improvements:** Changes to the design of the roadway to improve the travel experience in four locations.
- New Locations:** Providing new connections to popular destinations within the study area in twelve areas.
- Widening:** Adding additional capacity (travel lanes) to meet the demand on seventeen existing busy roadways.
- Grade Separation:** Separating the roadway from railroad crossing to eliminate conflict between trains and vehicles at six locations.
- Interchange Improvement:** Adding an interchange between US 70 Business and NC 42.



What is a Collector Street?

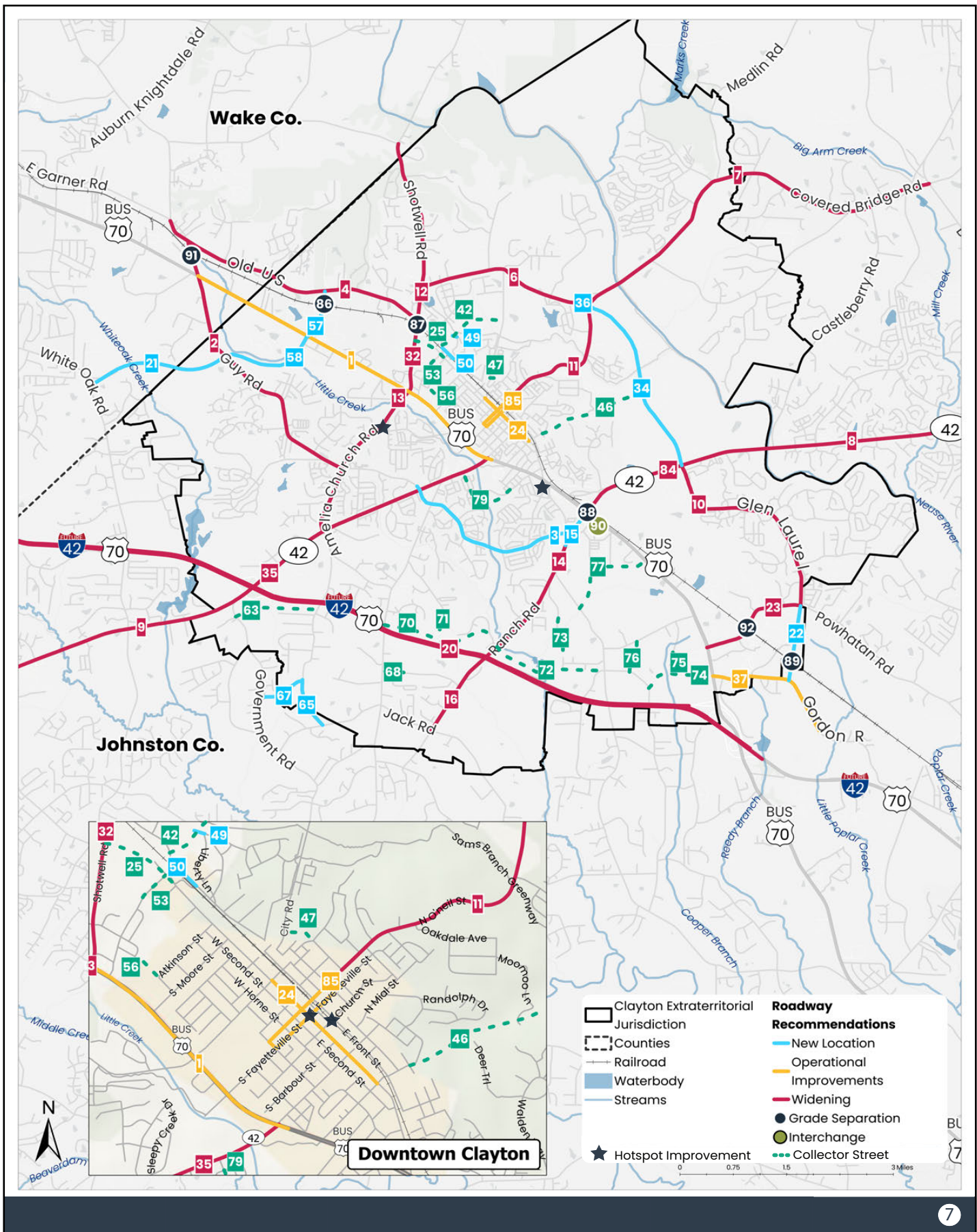
The recommendations also include a network for future collector streets. A collector street is a type of roadway that serves to move traffic from local streets to arterial roads. They gather traffic from residential or local streets and funnel it to major arterial roads, which are designed for faster, long-distance travel. They essentially "collect" traffic from neighborhoods and distribute it to broader networks of roadways. These collector streets would be built by developers as they construct new areas of residential and commercial properties. A part of the CTP process will be to develop the policies needed to implement collector streets.

Hotspot Improvements

The CTP has four "hotspot" recommendations at intersections within the study area that have the highest operational concerns. Key intersections within Clayton were analyzed based on the current and future traffic, safety scores and crash data. They were then ranked to determine which intersections are most in need of improvement. Many intersections on US 70 Business and NC 42 ranked high on this list, but it was determined that their resolution will require a thorough study of the entire corridor. Upon further consultation with the CTT and the Town staff, these four intersections were selected to develop short and long term recommendations.

Recommendations will include design elements to address long- and short-term improvements at the four intersections selected including:

1. Fayetteville Street and Second Street
2. East Front Street and Church Street
3. Champion Street and Amos Street
4. Amelia Church Road and Shotwell Road





Roadway and Highway Improvements

#	Location	From	To	Improvement	Proposed Roadway Design
1	US 70 Business	Guy Rd	NC 42	Operational	5-Lane Road w/ MUP both sides
2	Guy Rd	Old US 70 (E Garner Rd)	NC 42	Widening	4-Lane Road with MUP/Sidewalk
3	South Connector	Little Creek Church Rd	NC 42	New Location	4-Lane Road with MUP/Sidewalk
4	Old US 70	Rock Quarry Rd	Shotwell Rd	Widening	4-Lane Road with MUP/Sidewalk
6	Covered Bridge Rd	Shotwell Road	Northern Connector	Widening	4-Lane Road with MUP/Sidewalk
7	Covered Bridge Rd	Northern Connector	Buffaloe Rd	Widening	4-Lane Road with MUP/Sidewalk
8	NC 42 East Widening	Glen Laurel Rd	Buffaloe Rd	Widening	4-Lane Road w/ MUP both sides
9	NC 42 West	US 70 Bypass	I-40	Widening	4-Lane Road with MUP/Sidewalk
10	Glen Laurel Road	NC 42 East	Powhatan Rd	Widening	3-Lane Road with MUP/Sidewalk
11	O'Neil St	W Barnes St	Northern Connector	Widening	3-Lane Road with MUP/Sidewalk
12	Shotwell Rd	Old US 70	Old Baucom Rd	Widening	4-Lane Road w/ MUP both sides
13	Amelia Ch Rd	US 70 Business	NC 42	Widening	4-Lane Road w/ MUP both sides
14	NC 42 (Ranch Rd)	US 70 Bypass	Little Creek Church Rd	Widening	4-Lane Road w/ MUP both sides
15	NC 42 Extension	US 70 Business	Little Creek Church Rd	New Location	4-Lane Road w/ Sidewalks both sides
16	Ranch Road	US 70 Bypass	Jack Rd	Widening	3-Lane Road with MUP/Sidewalk
20	Clayton Bypass (US 70)	I-40	US 70 Business	Widening	6-Lane Interstate Highway
21	White Oak-Guy Rd Conn	White Oak Rd	Guy Rd	New Location	2-Lane Road with MUP/Sidewalk
22	Clayton Industrial Cntr	NC 42 East	Powhatan Road	New Location	2-Lane Road with MUP/Sidewalk
23	Powhatan Road	US 70 Business	ETJ Boundary	Widening	2-Lane Road with MUP/Sidewalk
24	Main Street	Robertson Rd	Smith St	Operational	2-Lane Road with MUP/Sidewalk
25	Main Street Extension	Shotwell Rd	Main St	Collector	2-Lane Road with MUP/Sidewalk
32	Shotwell Rd	Old US 70	US 70 Business	Widening	4-Lane Road with MUP/Sidewalk
34	Northern Connector	NC 42 East	O'Neil St	New Location	4-Lane Road with MUP/Sidewalk
35	NC 42 West	US 70 Business	US 70 Bypass	Widening	4-Lane Road with MUP/Sidewalk
36	Northern Connector Ext	N O'Neil St	Covered Bridge Road	New Location	2-Lane Road with MUP/Sidewalk
37	Gordon Road / Wilson's Mills Road	US 70 Business	Tram Lane	Operational	2-Lane Road with MUP/Sidewalk
42	New Road	Old US 70	City Rd	Collector	2-Lane Road with MUP/Sidewalk
46	Smith St Extension	Matthew Circle	Northern Connector	Collector	2-Lane Road with MUP/Sidewalk
47	W Barnes St Extension	Ridgecrest Dr	City Rd	Collector	2-Lane Road with MUP/Sidewalk
49	Crawford Pkwy Conn	Crawford Pkwy	Lavender Ln	New Location	2-Lane Road w/ Sidewalks both sides
50	W Stallings St Extn	W Stallings St	Old US 70	New Location	2-Lane Road with MUP/Sidewalk
53	Summit St	W Main St	CTP54	Collector	2-Lane Road with MUP/Sidewalk
56	Blakey St Extn	Atkinson St	Blakey St	Collector	2-Lane Road with MUP/Sidewalk
57	West Gateway North	Old US 70	US 70 Business	New Location	2-Lane Road with MUP/Sidewalk
58	West Gateway South	US 70 Business	Guy Rd	New Location	2-Lane Road with MUP/Sidewalk

Roadway and Highway Improvements

63	New Road	Government Rd	Corbett Rd	Collector	2-Lane Road with MUP/Sidewalk
65	Corbett Rd Extn	Corbett Rd	Jack Rd	New Location	2-Lane Road with MUP/Sidewalk
67	New Road	Corbett Rd	Government Rd	New Location	2-Lane Road with MUP/Sidewalk
68	Twin Acres Rd	Barber Mill Rd	Twin Acres Rd	Collector	2-Lane Road with MUP/Sidewalk
70	New Road	Barber Mill Rd	Canyon Rd	Collector	2-Lane Road with MUP/Sidewalk
71	Country Lane Extn	Country Lane	CTP70	Collector	2-Lane Road with MUP/Sidewalk
72	Peele Rd Extn	Little Creek Church Rd	Ranch Rd	Collector	2-Lane Road with MUP/Sidewalk
73	Crooked Creek Rd Ext	Crooked Creek Rd	N Emmas Way	Collector	2-Lane Road with MUP/Sidewalk
74	Gordon Rd Extn	Peele Rd	US 70 Bypass	Collector	2-Lane Road with MUP/Sidewalk
75	S Tech Park Ln Ext	S Tech Park Ln	CTP74	Collector	2-Lane Road with Sidewalks both sides
76	New Road	Pony Farm Rd	Peele Rd	Collector	2-Lane Road with Sidewalks both sides
77	New Road	Crooked Creek Rd	US 70 Bus	Collector	2-Lane Road with MUP/Sidewalk
79	New Road	NC 42 W	Holding St	Collector	2-Lane Road with MUP/Sidewalk
84	NC 42 E Widening	US 70 Business	Glen Laurel Rd	Widening	6-Lane Road w/ MUP both sides
85	One-way Pairing in Downtown (O'Neil and Fayetteville St)	Blanche St	Hinton St	Operational	2-Lane Road with MUP/Sidewalk
86	W Gateway N Grade Separation	Over Railroad		Grade Separation	2-Lane Road with MUP/Sidewalk
87	Shotwell Rd Grade Separation	Over Railroad		Grade Separation	2-Lane Road with MUP/Sidewalk
88	NC 42 Grade Separation	Over Railroad		Grade Separation	6-Lane Road w/ MUP both sides
89	Clayton Industrial Conn Grade Separation	Over Railroad		Grade Separation	2-Lane Road with MUP/Sidewalk
90	US 70 Bus - NC 42 Interchange	Interchange with NC 42		Interchange	Interchange
91	Guy Rd Grade Separation	Over Railroad		Grade Separation	4-Lane Road with MUP/Sidewalk
92	Powhatan Rd Grade Separation	Over Railroad		Grade Separation	2-Lane Road with MUP/Sidewalk

OUR VISION

A place where we all can move easily and safely in, out, and all-around Clayton.

Clayton on the Move is a plan that will help us build a transportation network where we can walk, bike, drive, take a bus or train to where we want to go.

- ➔ Envisions a multimodal transportation network
- ➔ Preserves Clayton's character.
- ➔ Improves safety
- ➔ Reduces congestion
- ➔ Provides active transportation
- ➔ Built through Community Engagement
- ➔ Improves equity and is value-driven



CLAYTON ON THE MOVE



claytonCTP@townofclaytonnc.org



www.townofclaytonnc.org

OUR GOALS:



Enhance Accessibility and Connectivity:

Efficient and convenient access to key destinations.
Connect different places in Clayton so that they're easier to get to.
Keep Clayton unique, special and connected.



Preserve Local Character:

Transportation Development should strive to preserve Clayton's unique character.



Accommodating Future Growth:

Develop an adaptable, efficient, and sustainable transportation plan that accommodates the expected growth.



Efficiency and Congestion Reduction:

Implement strategies to reduce congestion and enhance traffic flow



Expand Active Transportation Options:

Invest in pedestrian and cyclist-friendly infrastructure, encouraging active transportation methods.



Develop Public Transit Accessibility:

Develop a reliable and accessible public transit system that serves our community's needs.



Enhance Safety:

Implement measures to enhance transportation safety for pedestrians, cyclists, and motorists.



Community Engagement in Planning:

Foster active community engagement in the transportation planning process.



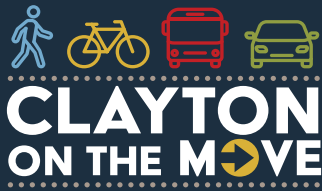
Optimize Collector Street Network:

Efficiently distribute traffic within the community, enhancing overall transportation flow and accessibility.



Continuous Evaluation and Adaptation:

Respond to changing community needs and emerging transportation trends.



Phase I Public Engagement Executive Summary

The first phase of community engagement for **Clayton on the Move** occurred between October 9 to December 15, 2023. The goal was to introduce the planning process to the public, present findings from initial research of existing plans and studies, and collect feedback on community priorities and goals. An online survey solicited public feedback and pop-up events provided outreach opportunities to meet the public directly.



Outreach Efforts



744 WEBSITE VIEWS



15K HITS ON SOCIAL MEDIA



150 VIDEO VIEWS



THREE NEWS ARTICLES



6670 E-BLASTS SENT



233 NEW SUBSCRIBERS

Phase I Online Survey collected data from

710

SURVEY PARTICIPANTS

(nearly double the sample size needed for the community to ensure equal representation)

Top Priorities for Transportation Improvements:

- 1 IMPROVE ROADWAYS**
- 2 IMPROVE PEDESTRIAN INFRASTRUCTURE**
- 3 INVEST IN PUBLIC TRANSIT**
- 4 IMPROVE BICYCLE INFRASTRUCTURE**
- 5 MOVE FREIGHT MORE EFFICIENTLY**

“When asked “What you enjoy about Clayton” the most popular phrases were:
“**SMALL TOWN**” “**COMMUNITY**” “**DOWNTOWN**”



Most mapped issues were roadway concerns regarding **traffic and safety**, at the following locations:

- Shotwell Road and US 70
- US 70 at NC 42
- NC 42 from Amelia Church Rd to Guy Rd
- US 70 at Lombard St
- US 70 at Main St
- Main St throughout Downtown
- O'Neil St at Covered Bridge Rd



51% of participants currently walk at **least once a week**.

50% are “**highly likely**” to walk more if infrastructure was increased/improved.

Participants would walk more to **recreation**, **shopping**, and **social** destinations.



31% of participants surveyed are “**very likely**” to take transit if options are increased/improved

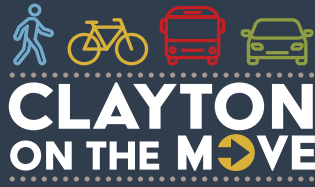
Pop-up Events

380+ SIX

CLAYTON RESIDENTS ENGAGED WITH THE TEAM AT EVENTS HOSTED DURING PHASE I ENGAGEMENT



Harvest Festival
Deep River Brewing Company
Clayton River Walk on the Neuse
Clayton Bakery / NCWorks Center
Christmas Village and Tree Lighting
Clayton Christmas Parade



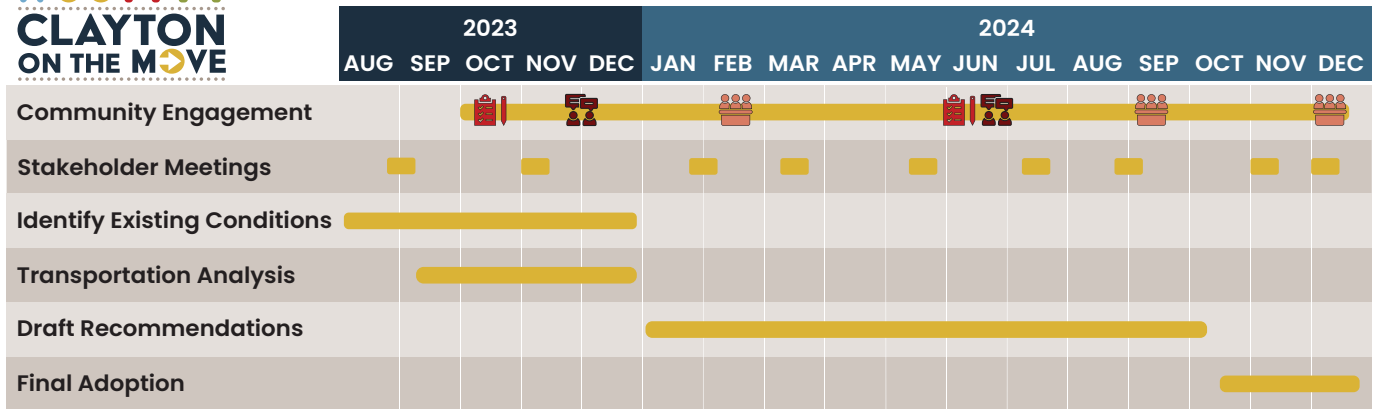
Public engagement is a very important part of **Clayton on the Move** to ensure the plan considers the needs and desires of the community. We need your input so the Town can plan for necessary transportation investments. Throughout the study, there will be opportunities for the community to provide input.



Community members providing input during a 2023 pop-up event



STUDY SCHEDULE



Schedule Subject to Change

Public Survey Community Events Council Meeting



Scan the QR code or visit
www.townofclaytonnc.org/ctp
 to learn more about the study and
 get involved.

Questions, Comments... Contact Us!



claytonCTP@townofclaytonnc.org



ATTN: Clayton on the Move
 PO BOX 879
 Clayton, NC 27528



CLAYTON ON THE MOVE

Draft transportation improvement recommendations are available for public review!

Share your input with us
at our **Public Workshop!**

JUNE

18
Tuesday

**Drop in between
4pm – 7pm**

**Clayton Town Hall
111 E Second St
Clayton, NC 27520**

Can't make it? Learn more on our website
www.townofclaytonnc.org/CTP



CLAYTON ON THE MOVE

Draft transportation improvement recommendations are available for public review!

Come talk with Planners
at **Pop-Up Events!**

JUNE

20

Thursday

Downtown Clayton Concert Series

Clayton Town Square — 6 p.m.
Find us on Main Street!

JUNE

27

Thursday

Clayton Clovers Baseball Game

East Clayton Community Park — 7 p.m.
1774 Glen Laurel Rd, Clayton, NC

JUNE

29

Saturday

Clayton Farm and Community Market

9 a.m. — 1 p.m.
348 E Main St, Clayton, NC

Can't make it? Learn more on our website
www.townofclaytonnc.org/CTP