

JCMH / NC 42 WEST

SMALL AREA PLAN



**ADOPTED BY THE TOWN OF CLAYTON
NOVEMBER 19, 2007**

Introduction

Like many towns in the greater Raleigh-Durham metropolitan area, the Town of Clayton is experiencing a great deal of growth. People are moving to Clayton both for their first residence in North Carolina as well as from other parts of the country. With its proximity to jobs and travel corridors, small town setting adjacent to all the conveniences of Raleigh, and high quality of life, that growth is not expected to stop. This growth is necessary to the ongoing vitality of the Town of Clayton and with planning and guidance it can be a good thing for everyone.

An essential component to a successful and well-balanced plan is the incorporation of residential use. This land use provides the necessary support and cohesion to sustain the viability of the commercial, retail, office, and institutional uses of the plan. Beyond the intrinsic factor, residential use in the plan encourages pedestrian travel and reduces the need for vehicular traffic. This creates a desirable community environment and a sense of place.

A great deal of this new growth is anticipated to be concentrated around the Highway 42 West and future Highway 70 Bypass intersection. This plan contemplates a new growth corridor of 520 acres around the intersection of those highways. Another major growth stimulator of this area is the opening of a new regional hospital facility. The Johnston County Memorial Hospital facility on highway 42 will be an anchor and draw large scale institutional, commercial, and mixed-use development along the corridor. These two factors make this location a key destination for large retailers, all levels of eating establishments, housing at various densities, and ancillary medical office space. With all these uses comes the opportunity for hundreds of jobs. These workers will want the chance to live close to their place of employment and utilize services in the same community. These triggers mean that the Town of Clayton will likely see several requests for development in a short time frame. This document is a small area plan that provides a vision for the responsible and well-planned development of this area. Planning for this growth will result in another high-quality community for Clayton.

A Small Area Plan is a tool used to guide the development of a specific area. Areas appropriate for Small Area Plans are typically around a major intersection or a growing travel corridor. The Plan explains development concepts that act as a guide as the area incorporates new uses and gains residential density.



Highway 70 Bypass/ Highway 42 Interchange Under Construction



Johnston County Memorial Hospital Illustrative

Some factors that are addressed by these types of plans can include streetscape design, architectural guidelines, environmental preservation, land use, and pedestrian opportunity. Small Area Plans also set forth the types of land uses that are appropriate for the subject area. The suggestions and elements that are encouraged by an adopted Small Area Plan are only the first step. They must be implemented by the governing jurisdiction with specific ordinances and development requirements. The vision that is set forth in a Small Area Plan is the foundation for well-planned development in the future.

Background

The study area for this plan begins adjacent to and just west of the Highway 70 Bypass interchange with Highway 42 and extends along Highway 42 to its intersection with Amelia Church Road. Currently the area within the plan boundary is relatively rural. The predominant uses are agricultural and low density residential. One large lot subdivision is proposed on the eastern boundary just north of Highway 42. The remainder of the homes are individually built with access directly onto the main roads. Open farm fields make up the balance of the property.

Plans are in place for phased development of a large scale medical facility to be developed by Johnston County Memorial Hospital. It will be located on the north side of Highway 42 roughly in the center of this plan area. The Highway 70 Bypass is nearing completion and is set to open ahead of schedule. As the hospital and bypass continue to move towards completion, the growth pressure will intensify.



Interstate 40 and Highway 42 interchange

The Interstate 40 and Highway 42 interchange is a location that has experienced similar heavy growth pressure. This is a highly visible and well-traveled interchange. That alone made it a prime location for fast food establishments, other restaurants, and large scale retailers; many of the same type of uses that will be attracted to the Highway 42 and 70 Bypass interchange area. In this case, developers came in without a plan in place and each parcel developed individually without consideration to the area as a whole. Sites were allowed to develop piecemeal as each user brought their individual plan to the table.

The result is a highly congested strip of commercial development along Highway 42 with no connectivity between uses, no aesthetic consideration, and no sense of community or place.

Planning officials for the Town of Clayton want to prevent that from happening to the Highway 42 West and 70 Bypass interchange. This plan will guide property owners and developers to build this area in a fashion that minimizes congestion on Highway 42, emphasizes walkability, and values aesthetic design principals. The result will be an actual community where people want to live, work, and play instead of just drive through on the way home.

The process to develop the JCMH / 42 West Small Area Plan began in May of 2007. Town officials enlisted the help of Elam, Todd, d'Ambrosi, an urban design consulting firm, to study the area, gain input from residents, and ultimately create the small area plan. A kick-off meeting was held at the Clayton Town Hall Complex on June 19, 2007. All property owners within the study area were notified of the meeting and invited to attend. This meeting was primarily to introduce the plan area to property owners, explain the need for a small area plan in this location, and explain what a small area plan should accomplish. This meeting also provided the opportunity to hear initial input from the property owners about the history of this area and what they would like to see develop in the future. Armed with this new knowledge, ETd began to craft the elements of the plan. As the form began to take shape, Town officials were invited to review the draft plan and make comments. The changes and revisions were incorporated and on August 16, 2007 property owners were again invited to a meeting at the Town Hall Complex to review the draft plan. At this meeting, the citizens were able to hear about the elements and concepts emphasized in the plan. Furthermore, ETd created a layout plan to illustrate the land use goals. The meeting provided valuable feedback from the property owners to ETd and gave the property owners a chance to see what this area could become with careful planning.

JCMH / NC 42 WEST

Small Area Plan

ETd researched the Triangle area for hospital facilities of a similar size to JCMH and noted what development densities are around those examples. Based on that, ETd created a plan which has comparable land uses and intensities. The JCMH / 42 West Small Area Plan creates the opportunity for single family homes, townhomes, and multifamily buildings to coexist with the hospital, medical offices, restaurants, and large scale retailers. The area could ultimately be home to 1,711,289 square feet of non-residential development (including the hospital) and 1,598 residential units. The overarching theme for this whole area and all of its uses is a mixed use development emphasizing traditional community design principles.

Plan Elements

Streets and Streetscape- Perhaps the most defining quality of a community or neighborhood is the streetscape. This is what a person sees as they drive or walk through a community. A well executed streetscape will invite pedestrian activity along the road, encourage outdoor dining, act as a traffic calming device, and add to overall value and visual quality of an area. In order for a street system to enhance non-vehicular activity and connect the publicly owned areas to the privately owned homes or businesses, it is imperative to pay attention to street design and balance pedestrian, vehicular, and bicycle needs. This plan does so by calling for sidewalks on both sides of every street, extra wide sidewalks in some areas such as the Village Center, well marked street crossings placed in safe crossing locations, street trees provided to soften the man-made environment and offer shade, on-street parking, lighting for both the street and the pedestrian walkways, street furnishing such as benches, planters, and waste receptacles, and underground utility lines to mitigate a cluttered appearance.

Compact Design- A community like the one this plan aims to create requires a smooth transition between uses. This transition is important not just visually, but physically. The likelihood that people will walk or bike between destinations is greatly increased when an area utilizes compact design.



Potential neighborhood water feature

Pedestrian Connectivity- Walkability is vital to a true mixed use community and to the overall vitality of that community. In order for people to walk instead of always driving to their destinations, well defined and accessible pedestrian routes must be available. While the sidewalks along each street generally provide these routes, this plan proposes additional pedestrian connections to create a more useable system. Greenways span the majority of the plan area linking pedestrians between their homes and the parks. Multiple walking options provide the choice to a pedestrian to take an urban route or to stay in a greener environment. Building greenways and pedestrian corridors will be a requirement of each development. Each developer will be responsible for their section of greenway or sidewalk in order to ensure this pedestrian system is actually put in place. There are future plans for a pedestrian overpass which may be funded jointly by the Town of Clayton and the North Carolina Department of Transportation (NCDOT).



Potential neighborhood streetscape.

Surface Waters- Based on the intensity of development and the new Phase II stormwater and water quality requirements from the Department of Environment and Natural Resources, adequate stormwater management and water quality systems must be utilized throughout the development. Multiple lakes and ponds already exist throughout the study area and will be protected through buffering and stormwater runoff controls. The preservation of these waters will preserve the environmental significance and help to manage stormwater. Additional stormwater and water quality devices will have to be constructed to manage the additional impervious surface for the area. In some places, these facilities can be constructed as an amenity to the community through the use of fountains and landscaping.

It is important to note that a Small Area Plan is a fluid document intended to be visionary in nature and act as a guiding tool. The visual illustration included with this plan is just one representation of the concepts specified in this plan and how they could manifest at build-out. Placement and size of certain elements can be changed as needed depending on environmental constraints and market conditions. What is critical is that the main components of the plan stay in place. These elements include:

- the Village Center,
- the placement of the “big box” retailers,
- the scale, balance, and intensity of the residential and non-residential projections,
- access points along Highway 42,
- the greenway and pedestrian system,
- open space and water quality protection
- design concepts.

These elements make up the integrity of the plan and are vital to its success.



Farmland located along Highway 42



Area adjacent to the Johnston County Memorial Hospital Site

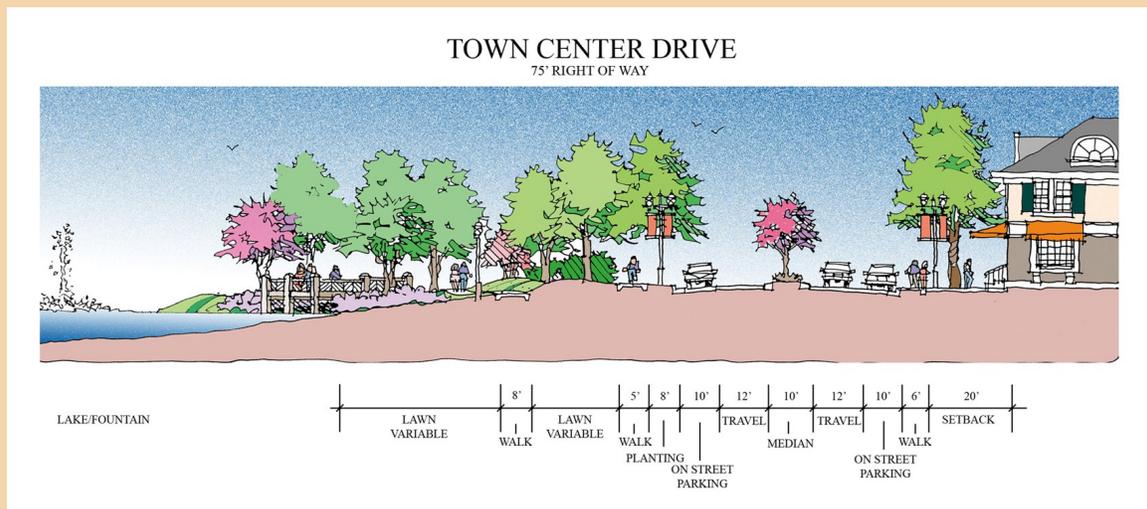
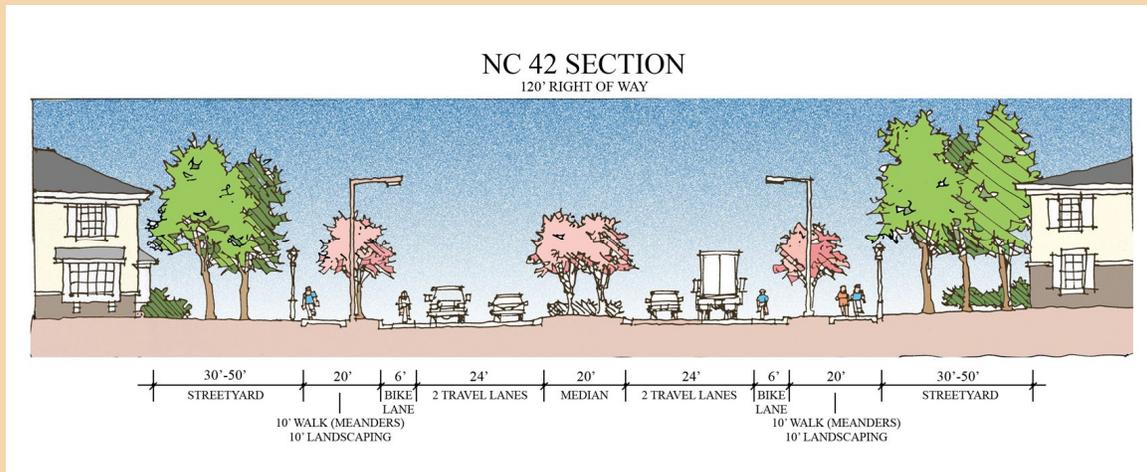


Stakeholders meeting at Clayton Town Hall Complex to review draft plan.

Building Orientation- The location of buildings helps to define a streetscape and can encourage non-vehicular activity. This plan suggests that buildings which front main roads be pulled up to that road with only one bay of parking between the front building elevation and the sidewalk. In some areas, such as intersections, it is appropriate for buildings to be completely pulled up to the road with all the parking in the rear or to the side. This development pattern is styled in a similar fashion to a downtown main street. The idea is to create a street front building façade corridor. Buildings along the main road should have an entrance fronting the road so that patrons may enter from the sidewalk. Furthermore, even though the parking is in the back and many customers will enter from the parking lot, the façade of the building that faces the main road must be designed as the front. It is acceptable to have additional entrances on the parking lot side of a building.

Ample Parking- Even in the most walkable communities, parking is critical. It should be easy for a person who does not live in the community to come to this area and utilize the services and amenities. Insufficient parking leads to traffic congestion, unnecessary vehicle trips, and frustration to the driving public. This plan provides its area with adequate parking opportunities through both on-street and off-street parking.

Open Space- Small parks, hardscaped plazas, and expansive greenways are spread throughout the plan area. These green spaces help to soften such intense development and create a well rounded community instead of just a destination shopping center. Site development plans should encourage and incorporate the open space concepts identified in this plan with each plan submitted to the Town of Clayton. Open space not only enhances the visual appeal of a community but it provides a place for residents and employees to congregate and recreate. Furthermore, open space helps to develop an environmentally sensitive design and provides for transition between land uses.



Implementation

The JCMH / 42 West Small Area Plan is only the first part to achieving the vibrant community that is envisioned. To carry this plan to its ultimate potential, regulatory measures are needed. This plan acts as a visioning guide but it takes ordinances to enforce the principles it is based upon. The Town of Clayton will need to amend their development code to include the following components for this area.

- **Architectural Guidelines-** High quality buildings are necessary to create the type of community envisioned by this plan. A list of architectural guidelines will help to guide building appearance without mandating a specific look or style. Guidelines may include a list of options to address elements such as entrance orientation, massing, height, materials, or façade treatments. These standards should not require that every building look the same and be made of the same materials. Individuality and personal touches are just as important to a vital streetscape as quality. These standards should suggest multiple options in order for each builder to achieve the level of design that this small area plan sets forth.
- **Master Sign Criteria-** Communities with a sense of place need a unified and controlled approach to signage. Standards governing signage for this area should include requirements for location of signs and the appearance of the signs. Size and height regulations are critical to maintaining a high visual quality for the streetscape. Providing consistent color options can also help to create a subtle unifying factor among several storefronts. Each development plan submitted to the Town of Clayton should provide a uniform sign plan for review by the Town, after site plan approval, but prior to a building permit. A cohesive standard for signage is imperative to keep a community from looking cluttered and to create a unique sense of place.
- **Landscape Ordinance-** Vegetation is a key component to this plan because of the need for plantings on the streets and in the parking lots. A landscape ordinance will specify the location, quantity, and installation standards for plantings that must occur along the main roads, in the medians, around parking lots and between uses in order to have a vibrant streetscape.

Parking lot vegetation helps to break up large paved surfaces, decreases impervious surface, and offers shade to patrons.

Standard plantings within a streetscape enhance the visual aspect of this area immensely and provides another unifying factor for the community.

- **Transportation Access Plan-** The access points on Highway 42 are a critical element of this small area plan. Too many access points will create unsafe congestion on the roads. Too few access points will decrease connectivity and accessibility to the area. The Town of Clayton and the North Carolina Department of Transportation will need to collaborate to manage the number and location of access points along Highway 42 to ensure pedestrian and vehicular safety. The access plan should also address the visual standards of the access points. Special pavers or pavement markings will be necessary to safely identify appropriate crossing locations for pedestrians.
- **Public Utilities-** Based on the intensity of uses proposed in this plan, future development will require public water and sewer. The Town of Clayton will need to plan for the infrastructure in this area. This vision cannot be achieved without a comprehensive utility plan.
- **Design Guidelines-** An approved set of design guidelines outlining site development standards for properties located within this small area plan can be obtained from the Town of Clayton Planning Department.
- **Special Features-** Extra attention to detail adds the finishing touches to a quality community like this one. The Town of Clayton may elect to establish design standards requiring decorative street poles for traffic signs, traffic lights, and street signs. Additionally, a wayfinding system is an effective way to highlight the available services and amenities while providing direction for the patrons to those uses.

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Design Guidelines

ARCHITECTURAL

1) Any structure located within 100 feet of NC Hwy 42 right of way shall be no more than 36 feet in height. All other structures in this plan area cannot exceed 48 feet in height unless approved by Town Council.

2) Any site which has multiple buildings, shall submit a statement of architectural compatibility (SAC) with the site plan submittal to the Town. The SAC shall designate the unifying elements that are to be incorporated within the entire project including any outparcels and specifically how these elements will relate to one another. Primary physical characteristics including predominant color(s), exterior materials and architectural features shall include:

- a) Primary landscape theme (general, not specific)
- b) Building height
- c) Lighting specifications (general)
- d) Other elements which may be relevant to this plan is how they are compatible with adjacent sites
- e) Uniform Sign Plan (general)

3) Primary building walls, which are visible from off site, shall incorporate brick, cast stone, stone, formed concrete, or other high quality, long-lasting masonry material over a 75% minimum percentage of surface area (excluding windows, doors and curtain walls). The remainder of wall area may incorporate other materials, however no metal products will be allowed for any wall coverings. Materials used on designated primary facades, if not used for the entire building, should return along secondary sides a minimum distance based on visibility from off site.

4) Heating, ventilation, air conditioning, and other mechanical and utility equipment, including but not limited to hoses, pipes, vents, fans, compressors, pumps, heating and cooling units, ground based electrical transformers, telephone, cable junction boxes, dumpsters or recycling equipment which are located on, beside, or adjacent to any building or development shall be fully screened from the view from the street and adjacent properties. The screen shall exceed the height of the equipment, and shall use building materials and design which are compatible with those used for the exterior of the principal building. Parapet walls should be used in the design of screening rooftop HVAC.

SIGNS

1) All development plans must have a uniform sign plan. A Uniform Sign Plan (USP) is a plan establishing parameters for the size, location, material, illumination and design of signs on a property being constructed or managed as a single development. Uniform signage plans shall be limited to three colors, and involve all signage including temporary signs and product information signage. This uniform sign plan is independent of the development plan and must be approved prior to the issuance of any building permits. Below are the criteria for the uniform sign plans in addition to the Town of Clayton's sign ordinance.

2) For properties with frontage on Hwy 42, only wall signs and ground signs shall be permitted on parcels with less than two hundred feet of frontage. Parcels with frontage on NC 42 exceeding 200 feet may have one monument sign subject to design approval by the Planning Board. In no case shall any other type of permanent signage be erected unless approved as part of a site plan by the Town Council.

- 3) Ground sign faces can contain up to eight pieces of information. A piece of information is defined as a word, number or logo.
- 4) Temporary sale or leasing signs are permitted while the site is under construction. Permanent leasing signs shall be permitted onsite not to exceed 4 square feet per side upon issuance of final Certificate of Occupancy. Interior window space on all buildings will be permitted to have attached signs for leasing. The window leasing signs are limited to 25% of the window area.
- 5) Sign variances to these requirements outlined above can only be granted by Town Council.

LANDSCAPE

- 1) All development shall have a landscape plan to Town of Clayton UDC standards prepared by a NC-licensed landscape architect.
- 2) Canopy trees shall have a minimum size of 3" caliper and minimum height of 12' with maximum spacing of 40' on NC Hwy 42.
- 3) Where there is a vehicular use area between Hwy 42 and buildings, a semi-opaque screen or barrier shall be provided between the right-of-way and the vehicular use area. The screen or barrier may consist of plants, earthen berms, fences, walls, or any combination thereof, which meet the following requirements:
 - a) The screen shall occupy 75 percent of the length of the vehicular use area, except for sidewalks and drive-ways that cut through the screen to connect the vehicular use area to streets and other properties. Shrubs shall be at least two feet in height above the ground and healthy at the time of installation.
- 4) All street connections to NC 42 must have a landscaped median with accompanying street trees.
- 5) No development may exceed 70% impervious area.

BUILDING ORIENTATION

- 1) The minimum unobstructed streetyard adjacent to NC Hwy 42 is 20'.
- 2) A 100 foot buffer is required next to the controlled access right-of-way adjacent to US 70. Existing plant material shall be left undisturbed and supplemented when necessary to create an opaque buffer. The plants shall be of deciduous and evergreen varieties to insure year around screening.
- 3) Only one aisle of parking between any building fronts and NC Hwy 42. The front of all automobile parking shall be oriented away from the NC Hwy 42 right-of-way unless approved by Town Council.

GENERAL

All development shall have a stormwater management plan which utilizes wet ponds and bioretention facilities where possible.



HOTEL COMPLEX

JCMH / 42 WEST

SMALL AREA PLAN



VILLAGE CENTER



NEIGHBORHOOD PARK



RETAIL VILLAGE



OPEN SPACE



OFFICE ABOVE RETAIL



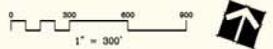
SINGLE-FAMILY TRADITIONAL NEIGHBORHOOD



RESIDENTIAL ABOVE RETAIL



CONTINUING CARE RETIREMENT CLUB (CCRC)



DRAFT DATE: NOVEMBER 19, 2007