

Think **CLAYTON.**
Comprehensive Plan **2030**

STATE OF THE TOWN

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February, 2015

Appendix D: State of the Town

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INTRODUCTION

The Town of Clayton has grown from 3,103 people in 1970 to an estimated 17,174 people in 2013.¹ People continue to move to Clayton for a variety of reasons. Families choose Clayton because of its housing affordability, high quality schools and abundant recreational activities. Retirees choose Clayton because of its safe, small-town charm and urban amenities. Employers choose Clayton because of its business-friendly environment and convenient access to I-40 and I-95. In addition, Clayton's proximity to Raleigh, an arts-centric community and vibrant downtown all contribute to the Town being a community of choice for residents and businesses alike.

The Clayton 2030 Comprehensive Plan is updating and replacing the 2008 Town of Clayton Strategic Growth Plan. The process to develop the Clayton 2030 Comprehensive Plan will provide opportunities for residents, elected officials, town staff, civic groups and other entities to come together to discuss community values and define how these values operate within both a physical and policy framework. The planning process will result in a community-supported vision and strategic direction forward for the Town to ensure that Clayton remains a community of choice for future generations.

Study Area

Clayton is located southeast of Raleigh on the western edge of Johnston County, North Carolina. The study area is 46 square miles (29,455 acres) which includes the Town's current corporate limits (13.8 square miles / 8,822 acres) and extraterritorial jurisdiction (ETJ). While residents and businesses located in the ETJ do not play taxes to the Town of Clayton, the Town is responsible for land use decisions (zoning and building permits) within their extraterritorial jurisdiction. Map 1 in the Appendix illustrates the geographic extent of the study area. Map 2 in the Appendix illustrates the context of the study area in relation to the greater Triangle Region.

Purpose of this Report

The purpose of this report is to analyze the existing characteristics of Clayton to gain an understanding of the potential impacts that various factors may have on future growth and development of the Town. By documenting the existing conditions in this report, those involved in the process can identify the potential issues and opportunities, which will become the basis for the development of the Clayton 2030 Comprehensive Plan.

Data Collection and Research

The Clayton 2030 Comprehensive Plan is informed by existing plans, reports, policies and regulations. In addition, the project team analyzed data and created maps to further examine the study area's existing condition. The following topics are included in the analysis: demographics, housing and economic conditions, land use, community character, transportation, environment and natural resources, parks and recreation, cultural and historic resources, community facilities, and utilities.

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

CLAYTON'S POPULATION

Population Growth

Historical Population Growth

The Town of Clayton has grown from 3,103 people in 1970 to an estimated 17,174 people in 2013.² This represents an overall increase of 453% and translates to a 5.3% annual growth rate. The period of fastest growth occurred between 2000 and 2010. During those ten years, the Census defined Raleigh-Cary Metropolitan Statistical Area (MSA) as the fourth fastest-growing MSA in the country. The region's population increased by 333,419 people, or 41.8%. Over this same period, the

¹ 1970-2000 Strategic Plan, 2010-2013 NC OSBM

² 1970-2000 Strategic Plan, 2010-2013 NC OSBM

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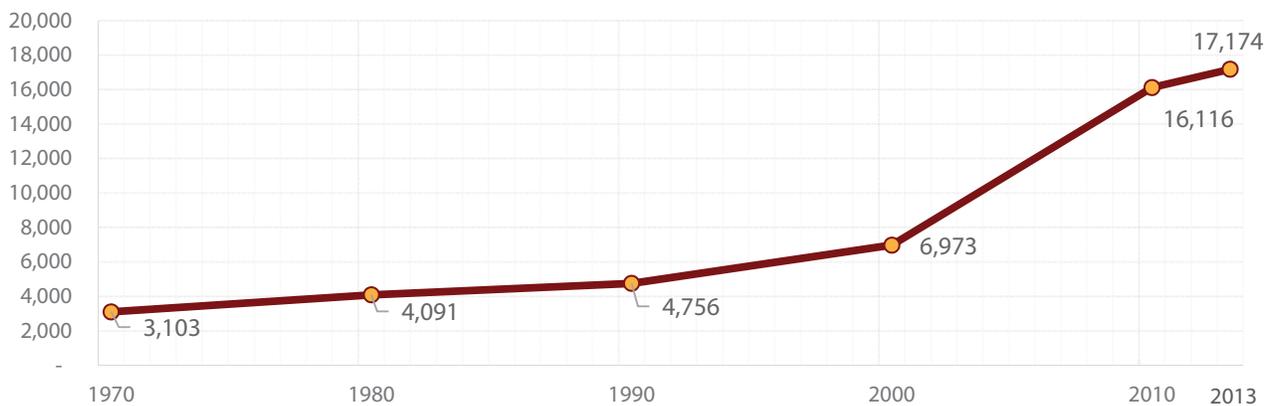
Town grew by 131% more than doubling its size from 6,973 to 16,116 residents. Figure 1: Historical Population Growth (Source: U.S. Census Bureau)

depicts the change in population from 1970 to 2010.

While the pace of growth slowed during the Great Recession, the Town's overall growth rate still outpaced Johnston County and State of North Carolina averages. More recently, growth has again accelerated. Between 2010 and 2013 the Town was the fastest growing municipality in Johnston County. During this period, the state of North Carolina grew by 3.42%, whereas the Town of Clayton grew by 6.56%.³

Figure 1: Historical Population Growth (Source: U.S. Census Bureau)

HISTORICAL POPULATION TOWN OF CLAYTON



The Population Growth map (Map 3 in the Appendix) shows population change per square mile between 2000 and 2010 by census tract. Growth occurred throughout the greater Triangle region. Particularly significant growth occurred in downtown Raleigh, in western Wake County, along the US 1 corridor and in southeast Raleigh along I-40, extending into Johnston County and the Clayton Study Area.

As noted in Map 4 in the Appendix, recent growth in Johnston County includes: areas northeast of the Town near the Neuse River in the Riverwood subdivision, along Glen Laurel Road, the Highway 42/Bufalo Road area, along Guy Road, the Cobblestone subdivision and the area south of the US 70 Bypass.

Comparison of Population Projections

Clayton is located in the Piedmont Atlantic mega-region, defined the urban area stretching from Birmingham, Alabama to Atlanta, Georgia then following the 85 corridor to Charlotte and Raleigh, NC. The relatively low cost of living and high quality of life in the Southeast is projected to continue to lead to increases in population. Population is expected to increase 78% in the Piedmont Atlantic mega-region between 2010 and 2050⁴. The Capital Area MPO estimates that the population of the Research Triangle Region will grow by 1.3 million people between 2010 and 2040. Part of the comprehensive planning process includes an analysis of various demographic projections and the development of custom projections for the Town and its Study Area to be utilized for planning purposes moving forward.

The graph and table below illustrate different population projections. These projections include those adopted in previous local and regional planning efforts as well as new projections developed by the Project Team. Population growth estimates

³ NC OSBM Municipal Estimates April 2010 - July 2013

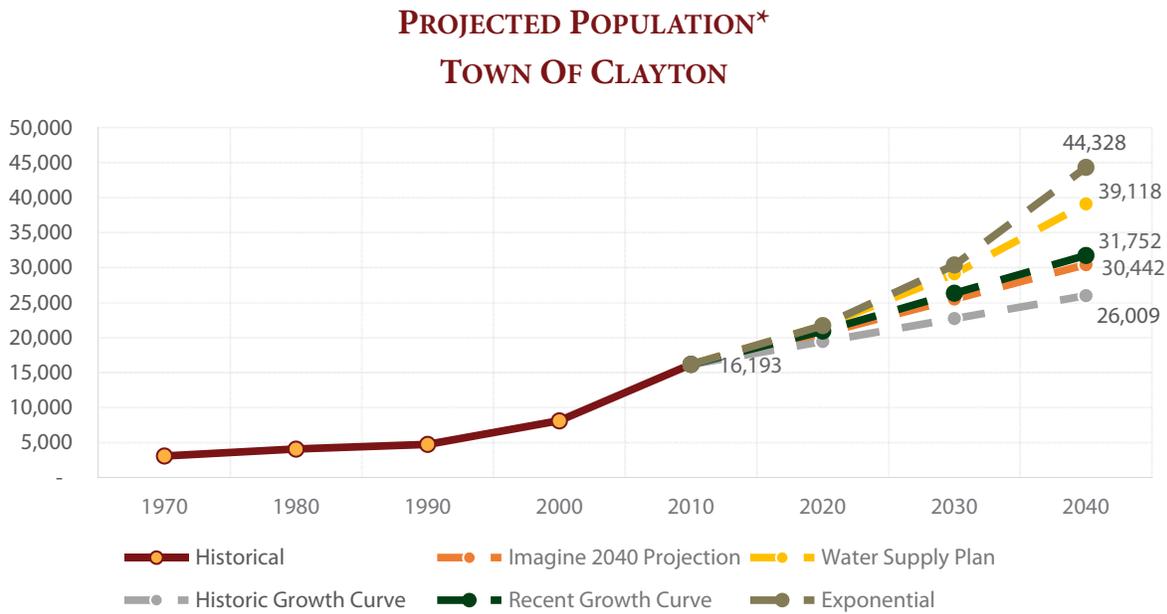
⁴ www.America2050.org

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range from an additional 13,268 (67%) to 27,154 (158%) people between 2013 and 2040. Annual increases range from 1.59% to 3.41%. All the projections assume a tempered annual growth rate comparable to those between 2000 and 2010, which was 7.1%.

The most conservative projection is the Historic Growth Curve, which is based on the linear growth curve experienced by the Town between 1970 and 2013. The most aggressive projection is based on a growth curve which assumes an exponential trend. Intermediate projections include the Imagine 2040 projection, produced by the Capital Area MPO as part of the development of the 2040 Metropolitan Transportation Plan. This forecast is used to forecast travel demand in the region and determine future transportation needs. Other intermediate projections include a projection based on a Recent Growth Curve and a projection utilized as part of the Town’s Water Supply Plan.

Figure 2: Population Projection Comparison Graph



*Projection Data Sources:

- *Imagine 2040: CAMPO Imagine 2040 Data used for Air Quality and Transportation Modeling in 2040 LRTP*
- *Water Supply Plan: Based on projections in Local Water Supply Plan at http://www.ncwater.org/Water_Supply_Planning/Local_Water_Supply_Plan/report.php?pwid=03-51-020&year=2013*
- *Historic Growth: Linear curve based on linear growth from 1970 to 2013*
- *Recent Growth: Linear curve based on linear growth from 1990 to 2013*
- *Exponential: Exponential curve based on best fit equation ($y=1820e^{(0.3991x)}$)*

Recommended Demographic Projections

The Project Team built on the evaluation of population projections mentioned above and developed recommended population, dwelling unit and employment projections that are meant to be utilized by town staff for planning purposes. As shown in Figure 3 the population projections for the Town of Clayton are based on a 3% annual growth rate and nearly match those developed as part of the Water Supply Plan. Planning Area population is expected to grow by 115% between 2013 and 2040. Johnston County population is expected to reach a quarter million by 2040. Projections for dwelling units and employment are shown in Figure 4 and Figure 5.

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Figure 3: Population Projections

	HISTORIC POPULATION*			POPULATION PROJECTIONS 2020-2040**					
	2000	2010	2013	2020	2030	2040	Δ13-40	%Δ13-40	AGR 10-40
Town of Clayton (3%)	8,126	16,193	17,174	21,762	29,246	39,305	22,131	129%	3.00%
Planning Area	13,573	27,047	28,586	36,349	47,910	61,328	32,743	115%	2.77%
Johnston County	121,965	168,878	172,321	195,746	222,074	251,647	79,326	46%	1.34%

*Historical Data Sources: Town (2000 Strategic Plan, 2010-2013 NC OSBM), Planning Area (2000 estimate based on growth rate of Town, 2010 estimates based on Census Block Data, 2013 data based on new housing units built 2010-2013, a vacancy rate of 9% and a persons per household rate of 2.6)

**Projection Data Sources: Town of Clayton (Based on 3% Annual Growth Rate), Planning Area (Based on 3% AGR 2010-2020, 2.8 AGR 2020-2030, 2.0 AGR 2030-2040), Johnston County (Based on NC Office of State Budget and Management Projections (11/05/2015) extrapolated to 2040)

Figure 4: Dwelling Unit Projections

	HOUSING UNITS**			DWELLING UNIT PROJECTIONS 2020-2040					
	2010	2013	2020	2030	2040	Δ10-40	%Δ10-40	NEW SF	NEW MF
Town of Clayton	6,648	7,000	9,130	12,267	15,403	8,755	132%	7,004	1,751
Planning Area	10,892	11,530	14,677	19,345	23,581	12,689	116%	11,420	1,269
Johnston County	67,682	68,000	79,037	89,668	99,727	32,045	47%	25,636	6,409

*Housing Units: 2010 (2010 Census Report from American Factfinder (TOC, Johnston County), 2010 Block Data (Planning Area))

**Housing Type: Town and Planning Area based on 1996-2014 Building Permit data from the Census and the Town of Clayton (SF = Detached and townhouse, MF = 3-4 Family and apartment units), Johnston County based on 2013 ACS Data, Future year data based on an 80/20 (SF/MF) split for Town and County and an 90/10 (SF/MF) split for Planning Area

Figure 5: Employment Projections

	INDUSTRIAL	OFFICE	SERVICE	RETAIL	TOTAL
2011 Employment*	4,964	1,808	3,807	1,262	11,841
Projected Growth 2011-2040**	3,366	1,931	7,225	1,786	14,308
2040 Employment	8,330	3,739	11,032	3,048	26,149

*Planning Area employment figures based on Census On the Map application, where Block Groups intersect Town of Clayton ETJ

**Based on continuing capture rates for industrial employment and blended growth rates (Average between County projections (from Woods and Poole) and historical rates for Planning Area (from Census 2002-2011))

Race & Ethnicity

As detailed in Figure 6, Clayton is becoming more racially and ethnically diverse. The residents classifying themselves as having Hispanic origin (categorized separately) in Clayton increased from 703 people in 2000 to 1,725 in 2010, a 145% increase in 10 years. This trend is indicative of the Raleigh MSA, where the Hispanic population nearly doubled.

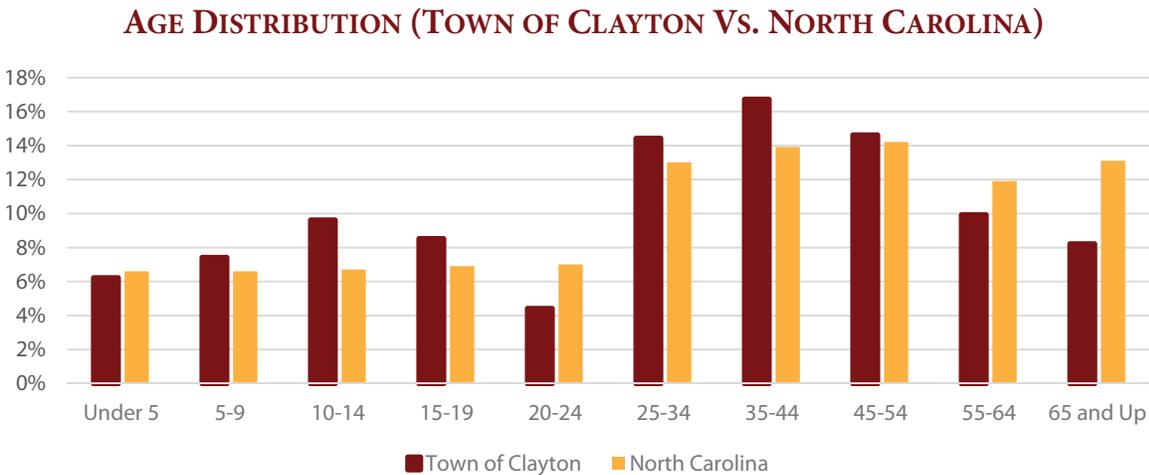
Figure 6: Change in Shares of Population by Race, Town of Clayton, 2000-2010 (Source: U.S. Census Bureau)

RACE	2000	2010	PERCENT CHANGE CLAYTON	PERCENT CHANGE NORTH CAROLINA
White	4,995	11,195	124%	12%
Black of African American	1,392	3,507	152%	18%
American Indian and Alaska Native	11	65	491%	84%
Asian	60	224	273%	23%
Native Hawaiian and Other Pacific Islander	1	2	100%	66%
Some Other Race	440	788	79%	123%
Two or More Races	74	335	353%	100%

Age

Between 2000 and 2001 the median age increased by two years from 32.6 to 34.6.⁵ Contrary to national trends and compared to the State of North Carolina, the Town has fewer millennials (people ages 20 to 24) and seniors (age 65 and up) than NC as a whole. Between 2000 and 2010 there has been an increase in 10-19 year olds and residents age 35-64. Figure 7 and Figure 8 illustrate the age characteristics of Clayton’s population.

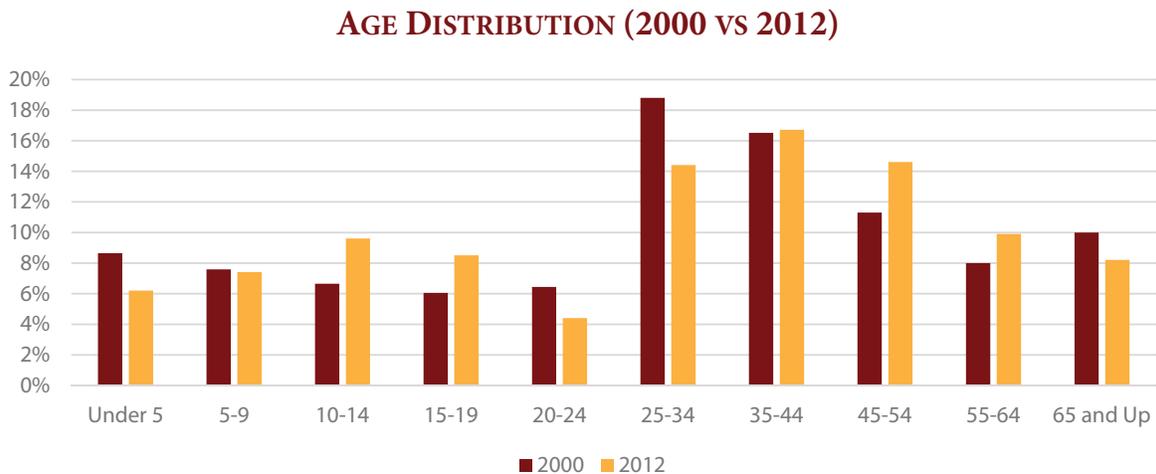
Figure 7: Age Distribution Comparison (Source: 2008-2012 ACS Data)



⁵ 2008-2012 ACS Data for Town of Clayton Municipal Limits

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Figure 8: Age Distribution (Source: 2000 Census and 2012 ACS Data for Town of Clayton)



Households

There are an estimated 6,050 households in Clayton, an increase of 119% since 2000. The average household size in Clayton is 2.65, slightly lower than Johnston County (2.70) but higher than the North Carolina average (2.48).⁶ The average family household size has increased from 2.99 in 2000 to 3.19 in 2010. Sixty-two percent of Clayton households consist of families with children under 18.⁷ Clayton’s trend of attracting young families with school-aged children is consistent with most neighboring suburban communities within the Raleigh metropolitan region.

Figure 9: Household Growth, 2000-2010 (Source: U.S. Census)

HOUSEHOLD TYPE	2000	2010
Total Households	2,768	6,050
Family Households	1,929	4,235
With Children (Under 18)	974	2,637

Income & Poverty

The median household income in Clayton is \$61,218.⁸ Clayton has a higher median household income than Johnston County (\$50,132) and North Carolina (\$46,450).⁹ Similarly, the poverty rate (persons living below poverty level) in Clayton (10.9%) is lower than both Johnston County (17.2%) and North Carolina (16.8%).¹⁰

Housing Units

The number of housing units in the Town of Clayton has increased by over 3,651 units, or 121%, between 2000 and 2010.¹¹ Clayton’s housing unit vacancy rate is 8.7% compared to North Carolina’s rate of 14.6%. Single-family detached houses remain the predominant housing type in Clayton, however attached housing, in the form of townhomes and other multi-unit structures, are increasingly becoming a part of the housing mix.

HOUSING UNIT GROWTH

The number of housing units in the Town of Clayton has increased by over 3,651 units, or 121%, between 2000 and 2010.

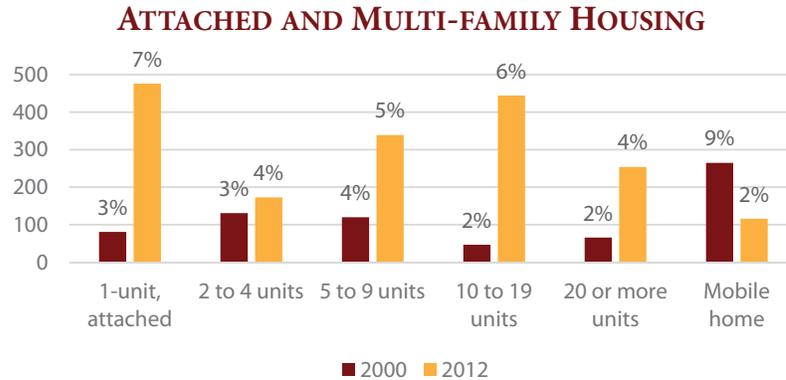
⁶ U.S. Census Bureau, American Fact Finder, 2010 Census Summary File 1 for Town of Clayton Municipal Limits
⁷ U.S. Census Bureau, American Fact Finder, 2010 Census Summary File 1 for Town of Clayton Municipal Limits
⁸ U.S. Census Bureau, American Community Survey 2008-2012 5-Year Estimates for Town of Clayton Municipal Limits
⁹ U.S. Census Bureau, American Community Survey 2008-2012 5-Year Estimates for Town of Clayton Municipal Limits
¹⁰ U.S. Census Bureau, American Community Survey 2008-2012 5-Year Estimates for Town of Clayton Municipal Limits
¹¹ U.S. Census Bureau, American Community Survey 2008-2012 5-Year Estimates for Town of Clayton Municipal Limits

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Figure 10: Housing Unit Growth by Type, 2000-2010 (Source: U.S. Census)

TYPE	2000	2010	PERCENT CHANGE
Single-family, detached	2249	4855	116%
Single-family attached	81	476	488%
Multifamily	364	1210	232%
Mobile home	265	116	-56%

Figure 11: Attached and Multi-Family Housing Growth 2000-2010 (Source: 2000 Census and 2012 American Community Survey)



The residents of nearly 90% of Clayton households have lived in their home prior to 2009. Only 22% have been in their homes prior to 2000. The majority of homes (65%) in Clayton are owner-occupied, and the median value of housing increased from \$145,062 in 2000 to \$153,600 in 2012.¹²

Downtown Housing

As of 2010, approximately 2,948 people lived in 1,470 housing units within one mile of Downtown¹³. This figure comprises 22% of all housing units in the Town and 13% of all housing units within the Study Area. Based on tax parcel data, the majority of residential parcels in Downtown have single-family detached units. Lot sizes for single-family detached units vary from 1,759 square feet to over 4 acres, with an average size of 12,267 square feet (or just less than a quarter acre). Presently, there are 535 multi-family units within one mile of Downtown¹⁴. This includes the Arbors Apartments, a recently completed 192 unit apartment complex located on Front Street.

CLAYTON'S ECONOMY

The Town of Clayton is prospering with lower unemployment rates and higher income levels compared to Johnston County and State averages. Compared to neighboring jurisdictions Clayton offers a high-quality, yet affordable, living option. The following figure compares Clayton's competitive position in the Raleigh area to other area jurisdictions.

¹² Year 2000 Home Values adjusted for inflation (in 2012 dollars) Sources: CPI Inflation Calculator, 2000 data from 2000 Census, 2012 data from 2008-2012 ACS for Town of Clayton Municipal Limits

¹³ Based on Census Blocks with centroids within 1 mile walk distance of the intersection of Lombard Street and Main Street

¹⁴ Based on January, 2015 multi-family property inventory provided by the Town of Clayton

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Figure 12: Competitive Analysis

JURISDICTION	POPULATION (EST. JULY 1, 2013)	POP GROWTH RATE (2010 TO 2013)%	PERSONS UNDER 18 (2010)	PERSONS OVER 65 (2010)	BACHELORS DEGREE OR HIGHER	UNEMPLOYMENT RATE	POVERTY RATE	MEDIAN HH INCOME (IN 2013\$)	AVERAGE WORK COMMUTE TIME (MIN)	OWNER-OCCUPIED RATE	MEDIAN HOME VALUE (OWNER OCCUPIED)	MEDIAN AGE	AVERAGE HOUSEHOLD SIZE
Town of Clayton	17,694	9.8%	30.9%	8.5%	31.30%	4.9%	12.4%	\$57,456	28.4	65.2%	\$152,600	34.8	2.61
Wake Forest	34,752	15.5%	32.4%	8.1%	50.40%	4.1%	6.9%	\$75,050	28.8	73.2%	\$259,200	35	2.82
Holly Springs	28,915	17.2%	35.3%	4.9%	55.40%	4.6%	3.1%	\$89,644	27.7	86.2%	\$236,300	35	3.02
Knightdale	13,291	16.5%	29.4%	6.4%	41.60%	5.4%	7.5%	\$71,066	25.4	65.9%	\$168,800	32.7	2.72
Garner	26,772	3.9%	24.4%	11.8%	34.80%	6.2%	8.6%	\$60,842	25.8	68.3%	\$165,600	38.5	2.45
Fuquay Varina	21,277	18.3%	30.0%	11.2%	34.50%	9.2%	10.3%	\$58,588	30.2	72.8%	\$191,500	34.5	2.68
Smithfield	11560	5.5%	22.5%	20.8%	19.40%	7.8%	28.4%	\$31,947	22.5	52.4%	\$133,100	42.6	2.57
Butner	7699	1.4%	26%	10.4%	9.60%	5.0%	15.1%	\$46,681	23.8	66.3%	\$128,800	41	2.68
Hope Mills	16248	4.6%	30.5%	7.5%	19.60%	5.5%	15.6%	\$51,442	24.7	59.8%	\$130,500	32.2	2.74

Employment

According to the U.S. Census Bureau, there were over 11,000 estimated jobs in the Study Area (Clayton ETJ) in 2011¹⁵. As noted in Figure 13, manufacturing, retail, educational services, health care and social assistance services constituted the greatest share of jobs in Clayton.

Figure 13: Industry in the Past 12 Months for the Civilian Employed in Clayton (Source: US Census Bureau OnTheMap 2011 Data).

INDUSTRY	ESTIMATE
Agriculture, forestry, fishing and hunting and mining	18
Construction	905
Manufacturing	3,334
Wholesale trade	528
Retail trade	1,262
Transportation, warehousing, and utilities	194
Information	54
Finance and insurance, and real estate	242
Professional, scientific and management	353
Administration & Support, Waste Management and Remediation	864
Educational services, health care and social assistance	1,118
Arts, entertainment, and recreation, and accommodation and food services	1,147
Other services, except public administration	225
Public administration	366

¹⁵ US Census Bureau OnTheMap 2011 Data

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Major Employers

Johnston County has the lowest ad valorem tax rate in the RTP area and the 10th lowest rate in the state.¹⁶ Within Clayton’s ETJ are three of the county’s largest private employers: Novo Nordisk, Grifols Therapeutics, Inc., and Caterpillar, Inc. According to the North Carolina Department of Commerce, three of Johnston County’s largest private-sector employers are located in Clayton’s jurisdiction: Novo Nordisk, Grifols Therapeutics, Inc., and Caterpillar, Inc.

Map 5 in the Appendix shows the location of major private sector employers in the study area.

Figure 14: Johnston County Major Employers 2014 1st Quarter (Source: NC Commerce, Labor and Economic Analysis Division)

RANK	COMPANY	INDUSTRY	EMPLOYMENT RANGE
1	Johnston County Schools*	Education & Health Services	1000+
2	Grifols Therapeutics, Inc. *	Manufacturing	1000+
3	Johnston Memorial Hospital Authority*	Education & Health Services	1000+
4	County of Johnston	Public Administration	1000+
5	Asplundh Tree Expert Co	Professional & Business Services	500-999
6	Wal-Mart Associates, Inc. *	Trade, Transportation & Utilities	500-999
7	Food Lion*	Trade, Transportation & Utilities	500-999
8	Novo Nordisk Pharmaceutical*	Manufacturing	500-999
9	Johnston Technical Institute	Education & Health Services	500-999
10	Flanders Airpure N.C. Division	Manufacturing	500-999
11	Caterpillar, Inc. *	Manufacturing	500-999
12	Sysco Raleigh, LLC.	Trade, Transportation & Utilities	250-499
13	McDonalds*	Leisure & Hospitality	250-499
14	Lowes Home Centers, Inc.	Trade, Transportation & Utilities	250-499
15	Employer Solutions Staffing Group 2	Professional & Business Services	250-499

*Denotes company wholly or partially located in the Study Area

Downtown Employment

As of 2011 there were approximately 863 jobs in the Downtown Area.¹⁷ Leading industry sectors include Public Administration (240), Health Care and Social Assistance (116), Construction (90), Finance and Insurance (70), Retail (76), and Accommodation and Food Services (55). These statistics do not include recent increases in employment in the Downtown area.

¹⁶ Johnston County EDC, www.johnstoncountync.com

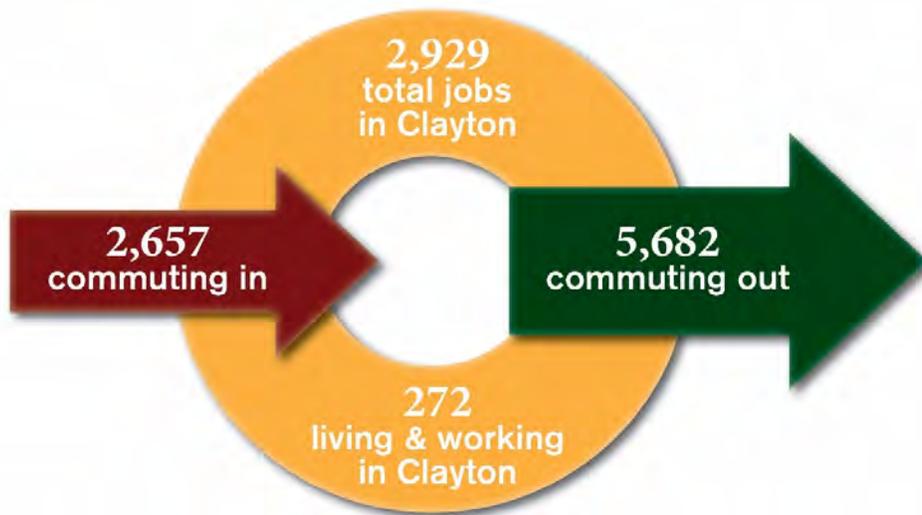
¹⁷ Based on 2011 data from Census On The Map (polygon uploaded that represented areas within 1 mile walk distance of the intersection of Lombard Street and Main Street)

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Employment Inflow/Outflow

According to 2011 Census data, there are an estimated 2,929 total jobs at places of employment in Clayton.¹⁸ 2,657 of these positions are filled by in-commuters and the remaining 272 jobs are held by residents. Over 5,682 residents of Clayton commute outside of the Town limits for employment. A large number of these commuters are traveling to areas just outside the town limits, including the employment area southeast of Clayton near the intersection of US 70 and US 70 Business. Others are traveling to Garner, Smithfield, Raleigh and the Research Triangle Park. Additional analysis on employment inflow/outflow for the Study Area as a whole included in the Commuting Patterns section of this report on page 23.

Figure 15: Employment Inflow/Outflow



Jobs to Housing Ratio

The Town of Clayton has a 0.53 jobs/housing unit ratio. However, when the area of inquiry is expanded to include all Census block groups that intersect Clayton's ETJ, the jobs/housing unit ratio improves to .71. Comparatively, Johnston County has a .70 jobs/housing unit ratio, and the Raleigh-Cary CBSA reported 1.21. A ratio of 1.0 jobs per household is a target for suburban markets.

UNDERSTANDING JOBS TO HOUSING UNIT RATIO

The jobs to housing unit ratio is one tool planners use to measure economic stability in a place. The ratio refers to the approximate distribution of employment opportunities per household. The benefits typically attributed to jobs/housing unit parity include reduced vehicle-miles-traveled, fewer air pollution emissions, lower costs to businesses and commuters, lower *public expenditures* on facilities and services, and higher quality of life.

¹⁸ U.S. Census On The Map 2011 data for Town Limits of Clayton

Figure 16: Jobs to Employed Population and Jobs to Housing Ratio

GEOGRAPHY	EMPLOYED CIVILIAN POPULATION 2012	JOB TO EMPLOYED POPULATION RATIO**	JOB TO HOUSEHOLD RATIO**
Town of Clayton	8,270	0.39	0.53
Clayton Area***	20,900	0.57	0.71
Johnston County	77,698	0.56	0.70
Raleigh-Cary CBSA	613,519	0.85	1.21

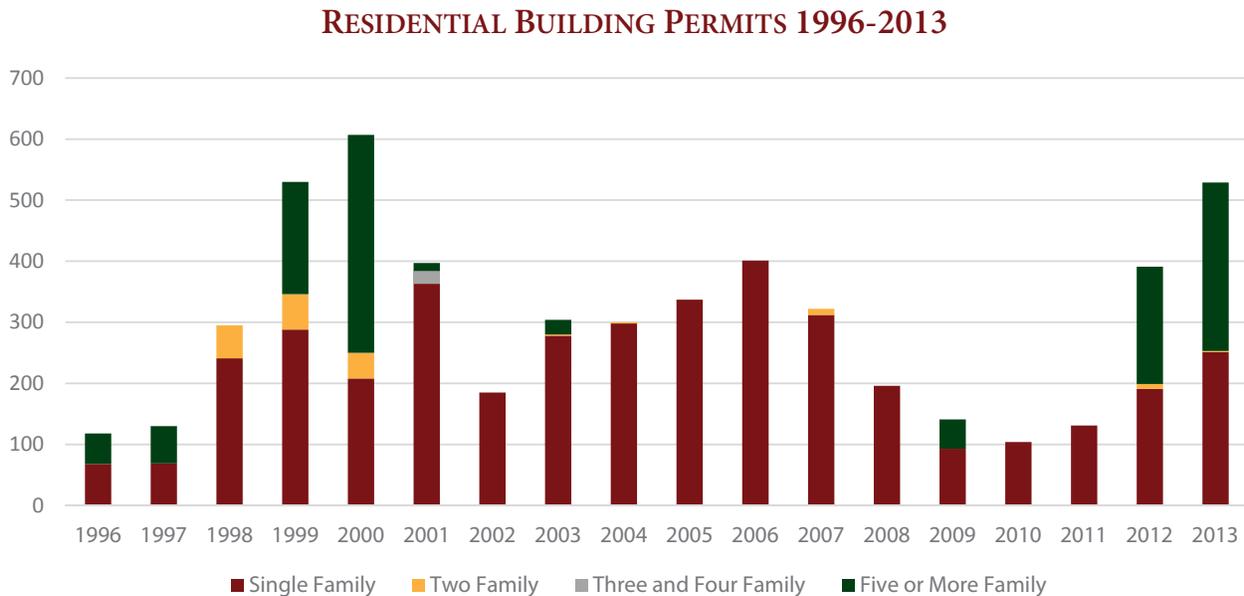
** Jobs based on Census On The Map 2011 data, Employed Civilian Population from 2008-2012 ACS, Households from 2010 Census

***Clayton Area includes all Block Groups that intersect the ETJ

Building Permits

One indicator of economic stability is the number of building permits issued by the Town. As illustrated in Figure 17, residential growth measured by building permit data peaked in 2000. While growth stalled during the Great Recession, residential construction continues to rebound.

Figure 17: Residential Building Permits in the Town of Clayton (Source: U.S. Census Bureau and Town of Clayton)



CLAYTON'S CHARACTER

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

Downtown

The heart of Clayton's character is found in its downtown. The Town's small-town appeal and southern hospitality is captured in its historic storefronts along Main Street. Since 2008, the Town has made a concerted effort to revitalize and reinvigorate Downtown through a variety of strategic investments and initiatives. These efforts include the Downtown

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Façade Grant program, Clayton Downtown Redevelopment Incentive Grant, and a variety of public sector infrastructure improvements such as the Front Street Extension and Horne Plaza and Parking Lot renovation. As a result, the Downtown Development Association (DDA) reports that since 2008 there has been a net gain of 100 businesses and 165 jobs within Downtown. This includes Johnston County's first craft brewery, Deep River Brewing Company, which opened off West Main Street just northwest of Downtown, and Manning's Restaurant which recently opened in a renovated 5,400 square foot space at 406 East Main Street.¹⁹

Key to a successful downtown is having residents living within walking distance of downtown services and amenities. A new multi-family development, The Arbors Apartments, is the most recent new-construction, multi-family project proximate to Downtown. The Arbors is located off East Front Street just northeast of Downtown. Residents here can reach downtown easily via the Front Street Extension and multi-purpose trail that provides walking and biking access to Main Street.

Figure 18: Downtown Achievements



From the Clayton Music and Harvest Festival to the Main Street Community Garden, Downtown Clayton is the center of community events and the Town's identity. Thousands of attendees participate in Downtown events throughout the year. The following list details the largest of these events with attendance estimates:²⁰

- Clayton Music & Harvest Festival – 20,000
- Christmas Parade – 8,000 – 10,000
- Town Square Concert Series – average of 1,100 per concert last 4 years (5,500 per year)
- Christmas Village & Tree Lighting – has increased each year since moved to Main Street – now exceeds 5,500
- Millstock Music & Art Faire – 1,000

Arts Community

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

Public Art Advisory Board:

- Clayton Center Mural by Dorothy Demboski (2012)
- Annual Downtown Sculpture Trail (2013, 2014)
- Sam's Branch Greenway Butterfly Garden

¹⁹ Downtown Clayton Main Street Statistical Information

²⁰ Downtown Clayton Main Street Statistical Information

Clayton Visual Arts:

- Rotating Art Displays at the Clayton Center
- Millstock Music & Art Faire
- Christmas in Clayton
- Art After Dark

CLAYTON'S BUILT ENVIRONMENT

The Town of Clayton is well positioned to attract quality growth and development over the coming decades. Moving forward, it will be necessary for the Town to make land use decisions that continue to maintain and improve the quality of life for all residents. Although the Town has invested heavily in the infrastructure investments necessary to support additional growth, the location and land use mix of future growth will determine whether or not the Town receives a return on these infrastructure investments. Recent studies on costs of services indicate that certain land uses, particularly some types of residential uses, consume more government services (schools, emergency services, parks and recreation, etc.) than they provide in revenue via taxes²¹. Similar studies in nearby areas have found that many non-residential land uses, including commercial, industrial, and agricultural land uses result in a net surplus in revenue when compared to the cost of services they consume^{22,23}. Accordingly, balancing residential growth with non-residential growth will be important to maintaining a healthy tax base and providing services. Likewise, managing the pace of growth and its intensity in some areas, while promoting density and a mix of uses in others, will be essential to protecting the Town's character and increasing the livability and attractiveness of the Town to potential residents and employers.

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

Existing Land Use

The majority of land in the Clayton Study area (ETJ) is in residential uses (41.5%), while undeveloped and agricultural land comprises 38.7% of the total land use, according to 2014 parcel data. Unclassified land uses account for 7% of the area. Office, medical, institutional and government uses make up 5.9%; industrial uses account for 3.7%; parks and open space (including common areas and cemeteries) constitute 3.6% ; and commercial and service uses account for 0.9% of the total land use area.

Map 6 in the Appendix shows existing land use in the Study Area. This inventory was derived from Johnston County Tax Data. Map 7 in the Appendix shows a value per acre analysis which will be referenced throughout this section.

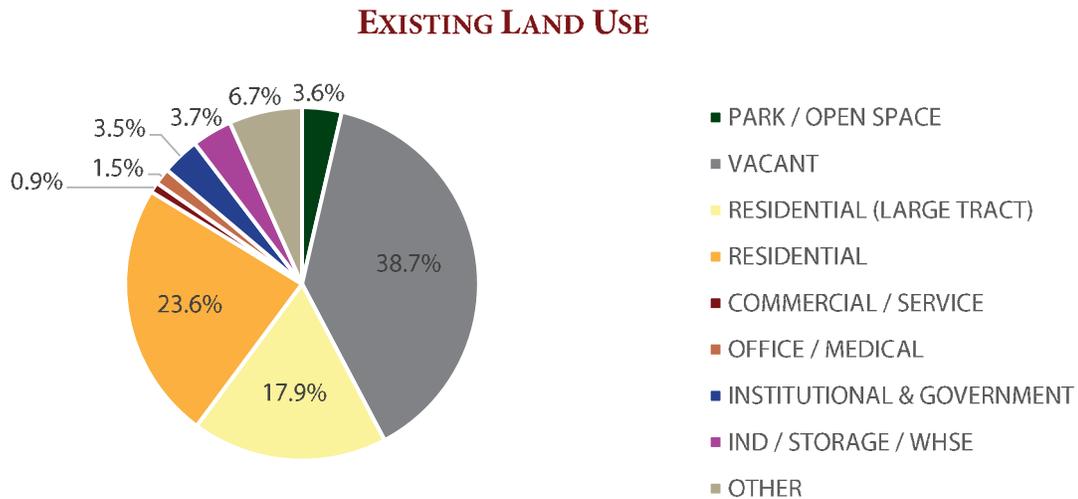
²¹ Cost of Land Use Fiscal Impact Analysis: The Fiscal Impacts of Incompatible Land Use to Fort Bragg. Fort Bragg Regional Alliance. TischlerBise. 2011.

²² City of Wilson Cost of Land uses Fiscal Impact Analysis. TischlerBise. 2008.

²³ The Cost of Community Services in Franklin County. Department of Agricultural and Resource Economics, North Carolina State University. 2009.

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Figure 19: Existing Land Use Summary in Clayton Study Area (Source: Johnston County Tax Parcel Data)



Residential Land Uses

A large percentage of the residential land consists of large tracts of land (> 5 acres) that currently have residential and farming uses, but could accommodate future development. Although there are only 141 of these “Homestead Residential” parcels, they account for 17.9% of the land area. These parcels combined with undeveloped and agricultural land account for 55% of the land area.

Residential land use was analyzed in the Study Area as a whole and in the municipal limits. In general residential properties in the Study Area are larger. Lots over 1 acre make up 72% of the land area in the Study Area. Approximately 19% of all single-family properties are between 0.5 and one acre and 16% are between one and five acres. Many of the subdivisions built during the 1990s in areas of the Study Area without sewer service have lots of these sizes.

In the Study Area and the municipal limits the majority of single-family residential properties are less than 0.5 acres in size. There are 5,202 of these parcels in the Study Area. These account for only 5% of the land area in the Study Area, but make up 56% of all residential properties and account for 32% of all property values. Most of these smaller lot residential properties are located in Clayton’s municipal limits (4,740 out of 5,202 properties). These small-lot subdivisions range in size and character. Examples include parts of Riverwood, Glen Haven, Lion’s Gate, and most of the lots in the older parts of Town. Approximately 7% of all single-family properties are attached single family dwellings, primarily duplexes and townhomes. Many of these are located in the Moss Creek subdivision off of Guy Road and off of Candlewood and Brooks Street northwest of Clayton High School. Figure 20 shows the number of single family lots by size and type in the Study Area. Figure 21 compares single family residential parcel size in the Study Area and in the Town of Clayton municipal limits. Note that smaller lot residential properties and attached units have the highest value per acre among residential land uses.

RESIDENTIAL PROPERTY VALUES
Smaller lot residential properties and attached units have the highest value per acre among residential land uses.

Multi-family developments (condos and apartments) make up only 1.6% of the land in the municipal limits (0.4% of the land in the Study Area). The majority of apartments are located downtown, and off of Front Street, Amelia Church Road, and Guy Road. Identifying where apartments and condos are appropriate and encouraged in the future will determine the degree in which the Town is successful in accommodating aging baby boomers and recruiting and retaining millennials.

Figure 20: Single Family Residential Lots by Size and Type

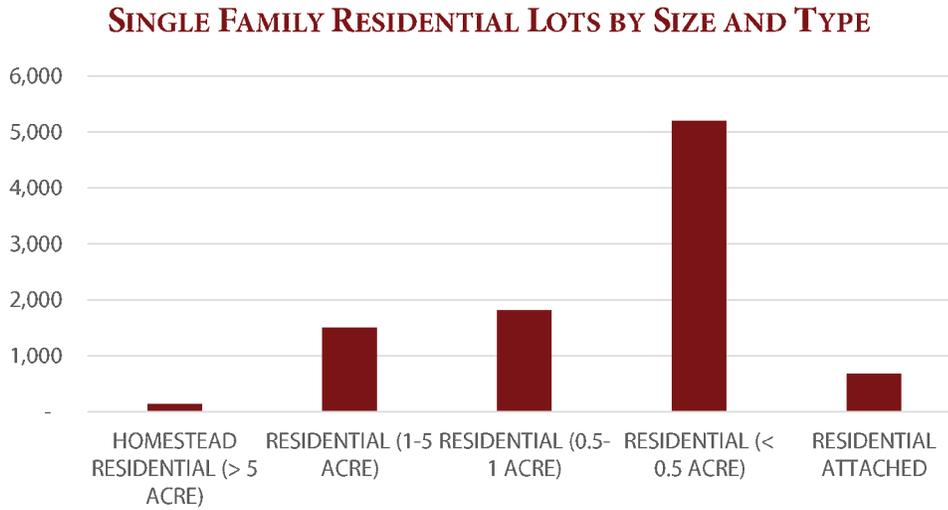


Figure 21: Single Family Residential Parcel Size Comparison (Town of Clayton Municipal Limits and Study Area (ETJ))

TYPE	STUDY AREA					TOWN OF CLAYTON				
	PARCELS	ACRES	% OF PARCELS	% OF LAND AREA	AVERAGE VALUE PER ACRE	PARCELS	ACRES	% OF PARCELS	% OF LAND AREA	AVERAGE VALUE PER ACRE
HOMESTEAD RESIDENTIAL (> 5 ACRE)	142	4,916	1.5%	46.9%	\$6,593	6	845	0.1%	32.9%	\$ 11,432
RESIDENTIAL (1-5 ACRE)	1,505	2,627	16.1%	25.1%	\$162,619	119	170	2.0%	6.6%	\$113,961
RESIDENTIAL (0.5-1 ACRE)	1,818	1,421	19.4%	13.6%	\$361,782	383	254	6.6%	9.9%	\$236,530
RESIDENTIAL (< 0.5 ACRE)	5,202	1,383	55.6%	13.2%	\$621,861	4740	1,208	81.2%	47.0%	\$602,707
RESIDENTIAL ATTACHED	682	125	7.3%	1.2%	\$782,229	588	93	10.1%	3.6%	\$683,810
Total	9349	10472	100.0%	100.0%		5836	2,570	100.0%	100.0%	

Non-Residential Land Uses

COMMERCIAL

Commercial uses make up about 1% of the land area in the Study Area and 2.8% of the land area in the Town of Clayton municipal limits. The majority of commercial and service uses are located along US 70 Business between Town Center Boulevard in the Northwest and Southern Village in the southeast. Notable concentrations of commercial uses along this corridor include the following:

- Walmart Shopping Center Area and Grand Plaza (Both sides of US 70 Business near Town Center Boulevard), ~320,000 square feet
- Clayton Corners (Both sides of US 70 Business Near Shotwell Road), ~230,000 square feet
- US 70 Business from Main Street to NC 42 East (Food Lion and other shops and restaurants), ~136,000 square feet
- Southern Village (US 70 Business in the southeast of town), ~67,000 square feet

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There is a significant amount of commercial and service uses located in Downtown Clayton. These uses include 246,073 square feet of heated building area and account for nearly \$15,000,000 in property value. There is also a growing neighborhood shopping center across from Riverwood Athletic Club, north of the Neuse River and just west of Covered Bridge Rd. This center currently has 63,000 square foot of leasable area and serves much of the area north of the Neuse River. Commercial and service land uses vary in value, for instance Downtown commercial and service oriented properties have an average value per acre of \$759,000, whereas parcels that make up the Walmart Shopping Center on US 70 Business have an average value per acre of \$709,046.

OFFICE, MEDICAL, AND INDUSTRIAL

Concentrations of office, medical and industrial uses exist in the following locations:

- Downtown Clayton
- Powhatan Road and US 70
- Gateway Medical Park
- NC 42 West
- NC 42 East

Guiding office and medical development in the western part of town is the NC 42 West Small Area Plan. The plan provides recommendations on the mixture of uses, building form, access points, and street layout. Within this area, the first phase of the Johnston Medical Center Clayton has been constructed and the second phase is opening in January, 2015 with 50 inpatient beds. Spring Branch Park, a 51-acre planned development adjacent to the Johnston Medical Center is also under construction. The development currently includes a 77 bed assisted living facility, approximately 40,000 square feet of medical office and a 100 bed nursing home. It is expected that Spring Branch will grow to also include commercial space, additional office buildings, and a hotel.

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

PARKS AND INSTITUTIONAL

Major institutional uses in the Study Area include schools, government offices, and the North Carolina Department of Agriculture Central Crops Research Station located on US 70 Business. The Research Station is a partnership between the state and NC State University. The 518-acre station is comprised of fields, greenhouses and sheds used for plant breeding programs and other field research.

Zoning

The Town of Clayton's Unified Development Code (UDC) includes a description of zoning districts and overlay districts that regulate the use of property for the purposes of protecting public health, safety, and the general welfare of the community. Every district has standards that specify development density, building height, and dimensional requirements. The currently adopted zoning map is shown in the Appendix as Map 8.

The majority of land (62%) in the Study Area is located in the Residential Estate (RE) zoning district. This district allows residential uses with minimum lot size requirements of 20,000 square feet (with public water and sewer), 30,000 square feet (with public water and septic), and 40,000 square feet (with well water and septic). The UDC also allows Open Space Subdivisions that allow smaller lot sizes if a portion of the site is reserved for recreation and open space.

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

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

The table below includes a breakdown of zoning categories and the land area associated with each. The current zoning map for the Town is included as Map 8 in the Appendix.

Table 22: Town of Clayton Zoning Districts²⁴ (Source: Town of Claytons' Unified Development Code)

ZONING DISTRICT	DESCRIPTION	ACRES	PERCENTAGE
R-E	Residential Estate	17,150	62.49%
R-10	Single-Family Residential-10	2,593	9.45%
R-8	Single-Family Residential -8	1,109	4.04%
R-6	Single-Family Residential-6	225	0.82%
O-R	Office-Residential	0	0.00%
O-I	Office-Institutional	244	0.89%
B-1	Central Business	63	0.23%
B-2	Neighborhood Business	116	0.42%
B-3	Highway Business	662	2.41%
I-1	Industrial-Light	415	1.51%
I-2	Industrial-Heavy	1,560	5.68%
PD-R	Planned Development-Residential	809	2.95%
PD-C	Planned Development-Commercial	45	0.16%
PD-MU	Planned Development-Mixed Use	2,453	8.94%
TOTAL		27,444	100.00%

Zoning Overlay Districts

The Town of Clayton's Unified Development Code (UDC) includes four zoning overlay districts. The Thoroughfare Overlay District (TOD) covers the area within 150 feet of the right of way for US 70 Business and NC 42. This district requires a landscaped buffer to be preserved or planted during development, and establishes access regulations to minimize driveways. The Watershed Protection Overlay District (WP) includes areas north and east of Covered Bridge Road and US 70 Business, and establishes acceptable uses, densities, impervious coverage limitations and design details necessary to protect the water quality of the Neuse River Water Supply Watershed. The Scenic Highway Overlay District (SHO) includes lands within 1,000 feet of US Highway 70 West (the Clayton Bypass) and interchange locations at NC 42 and US 70 Business. This district encourages multiple-storied, mixed-use development that includes pedestrian amenities and preserves key natural features. The Downtown Overlay District (DO) establishes permitted uses and sign regulations for the Downtown Area.

Please refer to Map 9 in the Appendix.

Future Land Use

The purpose of a Future Land Use Map is to serve as a generalized guide for development and conservation patterns in the Town. It is less detailed than the Zoning Map, has a longer time horizon—typically 20 years—and is meant to direct future zoning decisions, including re-zonings. The Future Land Use Map that was adopted in 2008 as part of the Strategic Growth Plan Update is being updated to reflect recent re-zonings that have taken place since its adoption, current development trends, and an evolving vision for the Town that will be developed during the update of the Comprehensive Plan. This update, which will be informed by input from citizens, elected officials and other stakeholders, will include adapting the

²⁴ Town of Clayton Zoning includes the ETJ

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future land use categories to better represent the intended scale and mix of land uses in areas that are likely to experience change over the next 20 years.

The Future Land Use Map from the 2008 Strategic Growth Plan Update is shown in the Appendix as Map 10.

Land Supply & Approved Development

To better understand the potential for future growth in the Town of Clayton study area, the project team developed an inventory of available and underutilized land based on 2014 tax parcel data. Available land refers to land without significant structures that is currently undeveloped or used for forestry or agriculture. Underutilized land refers to land with a building to land value ratio of less than 0.75. This ratio is used as a way to identify parcels that are likely to redevelop or accommodate additional development. It identifies large parcels with one home that could be subdivided in the future and parcels that have older structures of low value on lots with high value that may lead to redevelopment opportunities. This inventory is collectively known as the *land supply*. As a component of this effort, the team also collected information on protected land—areas permanently protected for recreation or conservation purposes; built land—areas not likely to experience any additional development; and pending developments—developments that have been proposed or approved and are in different stages of the permitting or construction process.

In total, 51% of land in the study area is classified as available or underutilized. Currently this land may be used for agricultural purposes, but could be developed under current regulations. Also, a portion could be undevelopable due to required setbacks and environmental constraints (i.e., regulated stream buffers and wetlands), but the remainder could develop or redevelop in the next few decades. In addition, 35% of land is considered built and not likely to experience additional development, while 2,589 acres or 9% of the total land area is part of potential pending developments and 1,283 acres (5% of land area) is protected and part of parks or conservation easements. Figure 23 shows the land supply within the Study Area.

The land supply within the municipal limits is shown in Figure 24. Built lands make up a greater percentage of land in the municipal limits compared to the Study Area (42% vs. 35%). Available land makes up 32% of the area. Also of note is that pending developments make up 22% of the land area inside municipal limits. Map 11 in the Appendix shows the parcels considered part of the Land Supply and Pending Development.

Figure 23: Land Supply in Study Area

LAND SUPPLY IN STUDY AREA (ACRES, PERCENT)

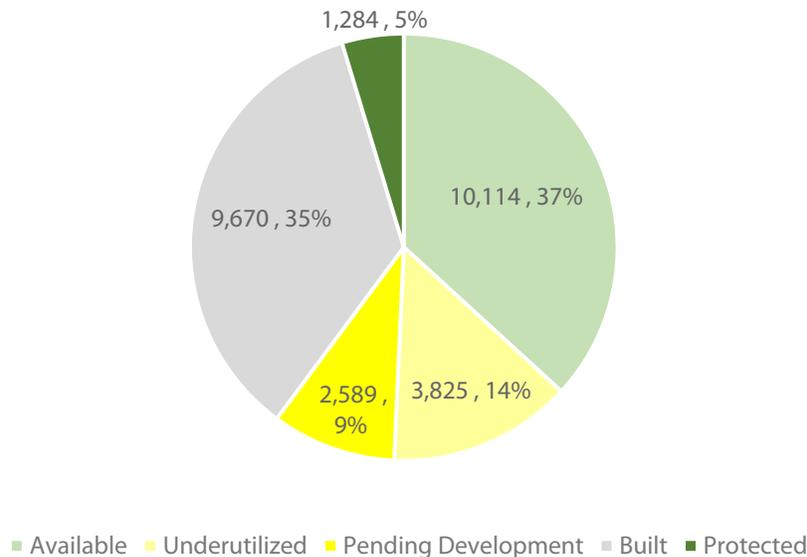
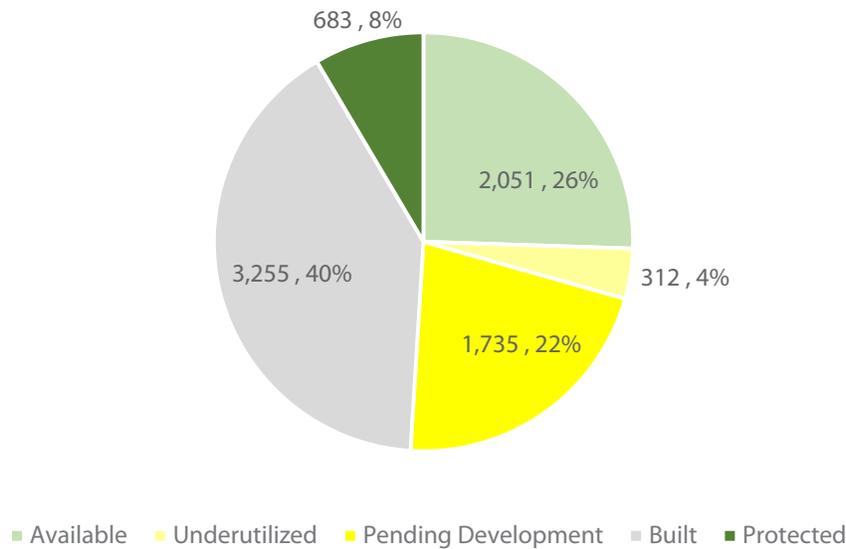


Figure 24: Land Supply in Town of Clayton Municipal Limits

LAND SUPPLY IN STUDY AREA (ACRES, PERCENT)



CLAYTON’S NATURAL ENVIRONMENT

Overview

The Town of Clayton is located on the eastern edge of the Northern Outer Piedmont and the western edge of the Rolling Coastal Plain.²⁵ The fall line, which passes through the Study Area (Clayton’s ETJ), is the gradual transition between the low hills and ridges of the Piedmont and the gentler slopes of the Coastal Plain. West of this fall line streams with moderate gradients and gravel bottoms are predominate, whereas streams with sandy bottoms are more common east of the fall line. This is due to the underlying geology of the region. In the Piedmont the geology is comprised of older metamorphic and igneous rocks, whereas the Coastal Plain geology is comprised of younger sedimentary rocks deposited when the ocean floor covered this area three million years ago.²⁶

Land Cover

Land Cover can be defined as the “physical state of the land” and includes categories that describe “the quantity and type of surface vegetation, water and earth materials”²⁷. Categories include forest, pasture, wetlands or developed. Whereas the existing land use discussion in previous sections of this report documents how people are using the land. Note that a one to one comparison of land use and land cover categories is problematic, as even though a parcel with a predominant land use of residential may have multiple land cover types on the parcel (i.e. a large parcel with a developed portion, a forested portion and an agricultural portion).

As shown in Map 12 in the Appendix and Figure 25, 43% of the study area is forested, with large portions either developed or in agriculture. The majority of forested areas are located in riparian areas, with large patches located along Whiteoak Creek, Little Creek, the Neuse River, and along unnamed tributaries that drain to these larger streams. Clemmons Education State Forest, along Garner Road, near the Wake/Johnston County line is also part of a large swath of forest that stretches northeast to the Neuse River and beyond. This area includes a large floodplain along Beddingfield Creek near the river and also a few large conservation easements managed by the Triangle Land Conservancy.

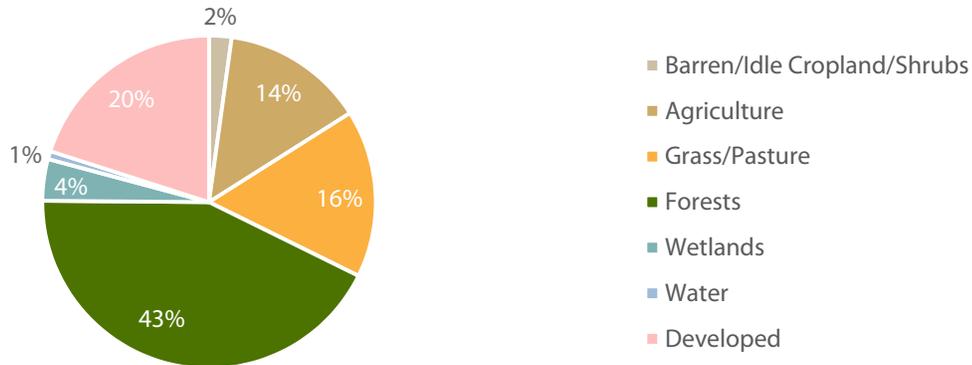
²⁵ Based on EPA defined Level IV Ecoregions.

²⁶ Johnston County Natural Resource Initiative, February 2012

²⁷ Changes in Land Use and Land Cover. William Meyer and B.L. Turner. Cambridge University Press. 1994.

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Figure 25: Land Cover (Source: USDA 2013 Cropscape Data)



Significant Features and Endangered Species

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

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

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

Based on a review of the Biodiversity/Wildlife Habitat assessment conducted by the NCNHP, areas with the highest biodiversity include the forests adjacent to the Neuse River as well as the tributaries to Little Creek and Whiteoak Creek south and west of US 70 Business. Areas with the highest biodiversity near Downtown include the areas adjacent to Sam’s Branch and the unnamed tributary that drains most of Downtown and travels northeast to Sam’s Branch. Map 13 shows areas with high biodiversity as well as Natural Heritage Program Natural Areas.

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

Previous Plans

Watershed Planning

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

Appendix D: State of the Town

- Subwatersheds in Clayton are below the 10% impervious surface threshold (Little Creek= 6.9%, Mill Creek-Neuse River = 2.1%, Poplar Creek-Neuse River = 2.5%, Whiteoak Creek = 5.3 %), beyond which leads to significantly degraded water quality
- Subwatershed findings and recommendations include:
 - Poplar Creek-Neuse River:
 - Fish consumption advisory due to Polychlorinated Biphenyls (PCBs)
 - Impaired for aquatic life due to turbidity and tremendous amounts of sedimentation
 - Need for better stormwater controls/BMPs to offset impacts of development
 - Little Creek:
 - Impaired for aquatic life
 - Under high development pressure
 - Erosion & Sedimentation prevention should be strictly enforced
 - Need for WWTP reroute to Neuse
 - Non-point source stormwater runoff is likely cause of impairment.
 - Mill Creek-Neuse River:
 - Impaired for aquatic life due to turbidity and tremendous amounts of sedimentation
 - Need for better stormwater controls/BMPs to offset impacts of development
 - Whiteoak Creek:
 - Supporting uses
 - 15% of streams have minimal or no forested riparian buffer.
- All watersheds have lost forest cover between 1992 and 2006 (Little Creek = -20.7%, Mill Creek-Neuse River = -19.2%, Poplar Creek-Neuse River = -16.6%, Whiteoak Creek = -17.7%) and have increased in impervious surface.
- Many streams have inadequate forest cover in riparian areas (within 50 feet of streams)
- Development effects from I-540 extension may further impact water quality
- Buffer, stream, fish passage, as well wetland preservation, restoration, and enhancement opportunities exist in the Study area

Johnston County Natural Resource Initiative

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

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

Summary of Natural Resource Issues

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

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CLAYTON'S TRANSPORTATION SYSTEM

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

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

Major Roadways

Clayton is bisected by US 70 Business. This four-lane, divided facility is the work horse of Clayton's roadway network. US 70 Business carries 37,000 cars per day (down from 45,000 in 2008). The US 70 Bypass, also known as the Clayton Bypass, is a four-lane freeway south of the Town that was constructed in 2008 and draws regional travel (on the order of 28,000 cars per day). Other major roadways include NC 42, which connects the US 70 Bypass to Downtown, US 70, and continues to the City of Wilson, NC; Main Street/Old Garner Road, which parallels US 70 and connects Downtown Clayton to Garner; Guy Road, which serves as a primary east-west arterial on the south side of Clayton; Shotwell Road, which serves as a major route into Wake County; Amelia Church Road, which connects US 70 Business to Shotwell Road and NC 42; Covered Bridge Road, which connects Riverwood, Prichard Road and Archer's Lodge to O'Neil Street and Downtown Clayton; and Prichard Road, which turns into Smithfield Road in Wake County and provides a route from North Clayton to the US 64 Bypass. Key statistics for these and other major roadways are included in the table below.

Figure 26: Major Roadway Statistics²⁸

ROAD NAME	EXISTING CROSS-SECTION	AVERAGE DAILY TRAFFIC (ADT)	ADT SOURCE*	FUNCTIONAL CLASS	CTP CLASS**	MTP HORIZON YEAR***
US 70 Business	4 Lane Divided	37,000	A	Minor Arterial	Existing Boulevard	2040
US 70 Bypass	4 Lane Divided	28,000	B	Principle Arterial	Freeway Needs Improvement	Unfunded
NC 42	2-3 Lane	15,000	A	Minor Arterial	Boulevard Needs Improvement	2030
Main Street / Old Garner Road	2-3 Lane	9,200	A	Major Collector	Minor Thoroughfare / Boulevard Needs Improvement	2040
Shotwell Road	2-3 Lane	10,000	B	Local	Boulevard Needs Improvement	Unfunded
Guy Road	2-3 Lane	8,800	A	Local	Boulevard Needs Improvement	2040
Amelia Church Road	2-3 Lane	12,000	B	Local	Boulevard Needs Improvement	2040
Covered Bridge Road	2-3 Lane	9,500	B	Minor Collector	Boulevard Needs Improvement	Unfunded
Prichard Road	2-3 Lane	-	Not Available	Local	Boulevard Needs Improvement	Unfunded
Barber Mill Road	2-3 Lane	8,300	B	Major Collector	Minor Thoroughfare	-
Ranch Road	2-3 Lane	6,300	B	Local	Minor Thoroughfare	-

²⁸ *Average Daily Traffic (ADT) Sources: A: NCDOT 2013 ADT Counts / B: Estimate (NCDOT Road Characteristics GIS Data)

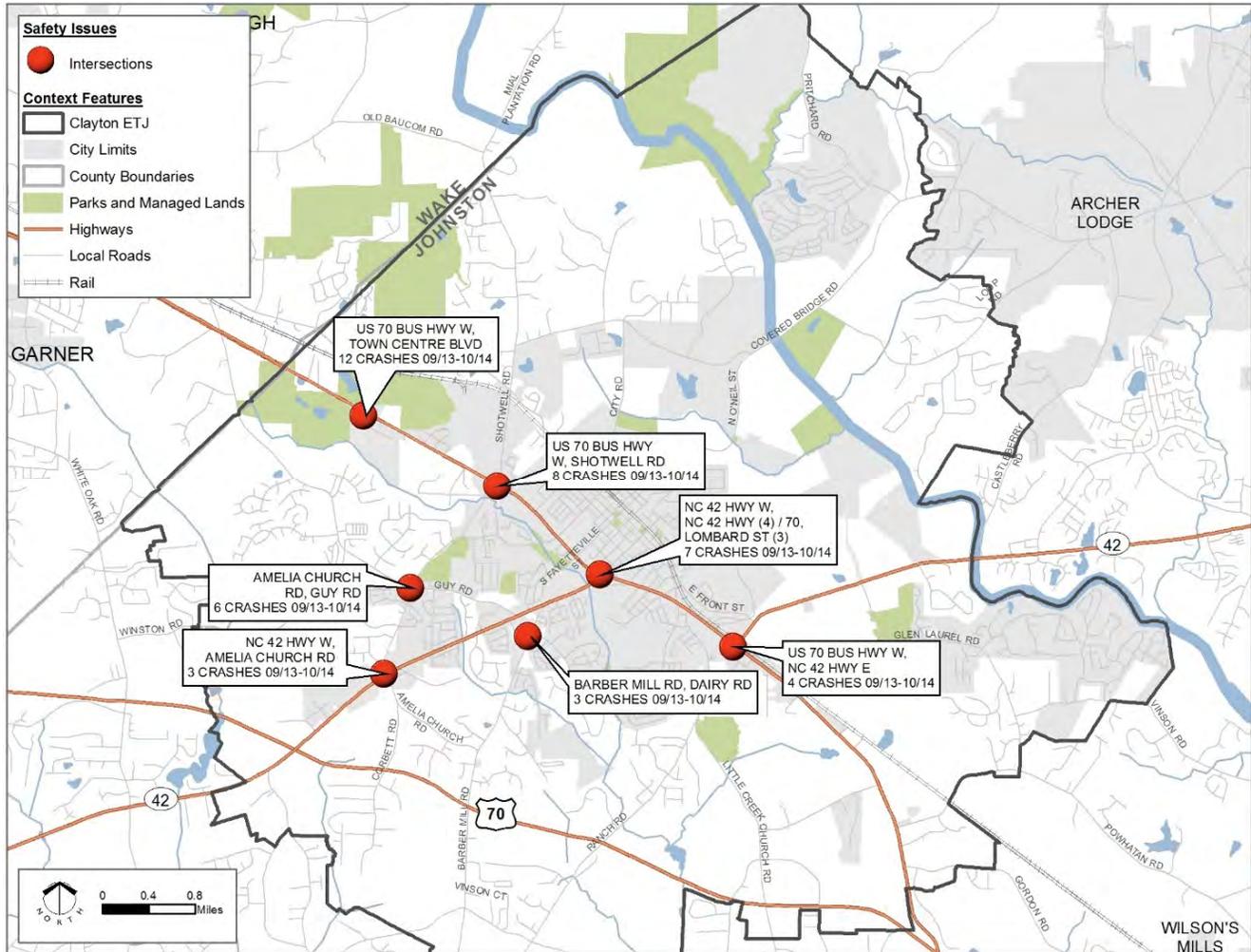
**CTP Class based on Johnston County Comprehensive Transportation Plan (Adopted 2011)

***Metropolitan Transportation Plan (MTP) Horizon Year based on highway projects included in Capital Area MPO 2040 MTP

Safety Issues

Based on data provided by the Clayton Police Department the following map shows the highest crash areas in the Town.

Figure 27: Accident Hotspots



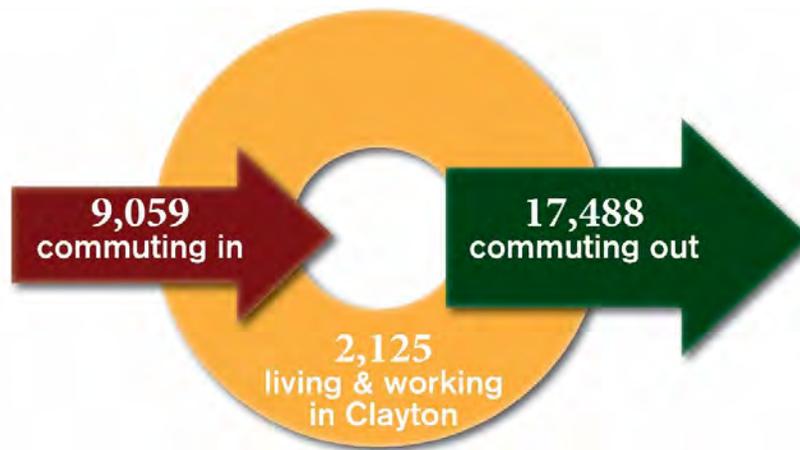
Commuting Patterns

Building on the data in the Employment Inflow/Outflow section on page 9, a broader look at the study area indicates that of the 17,488 people who live in the study area and work elsewhere, 37% (6,499) commute to Raleigh. Other major commuting destinations include Smithfield, Cary, RTP, Garner, Wilson, Rocky Mount, and Goldsboro.

Clayton Area (Census on the Map based on Block Groups that intersect ETJ):

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

Appendix D: State of the Town



Planned Facilities

Roadways

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

The draft STIP was released in December of 2014. A number of roadway projects in the Study area are scheduled for right-of-way and construction funding in the next 11 years. These projects are listed in Figure 28. Note that a number of projects were actually scheduled for funding prior to the estimated time horizon identified in the CAMPO MTP.

Figure 28: Draft State Transportation Improvement Program (STIP) 2015-2025

TIP #	PROJECT NAME	EXTENT	TOTAL FUNDING (THOUSANDS)	FUNDING TIMEFRAME	UNFUNDED AMOUNT
I-5111	I-40 Widening and ITS Improvements	I-440 to NC 42	\$157,009	2016-2021	
R-3825	NC 42 Widening	US 70 to Buffaloe Road	\$30,196	2016-2018	
R-3410	NC 42 Widening	NC 50 to US 70 Business	\$ 90,958	2021-2025	
R-2828	Triangle Expressway	US 401 to I-40	\$550,265	2022-2024	
R-2829	Triangle Expressway	I-40 to US 64 / US 264 Bypass	\$478,907	ROW & Utilities (2025), Construction (Future Years)	\$431,572
R-3618	New Route (Southern Connector)	Shotwell to NC 42 East (Description needs to be revised)	\$30,584	ROW & Utilities (2025), Construction (Future Years)	\$5,618

The Capital Area MPO 2040 Metropolitan Transportation Plan (MTP) includes a number of roadway improvements, off-road bicycle projects and on-road bicycle improvements in the study area. Many projects are designated "Post 2040" and are considered unfunded, but there are a number of projects funded in the 2020, 2030 and 2040 horizon years. Note that these horizon years are not reflective of demand, but an anticipated time frame when funds would be available. Many of these project are funded in the most recent draft STIP. Projects considered funded in the CAMPO 2040 MTP include the following highway projects:

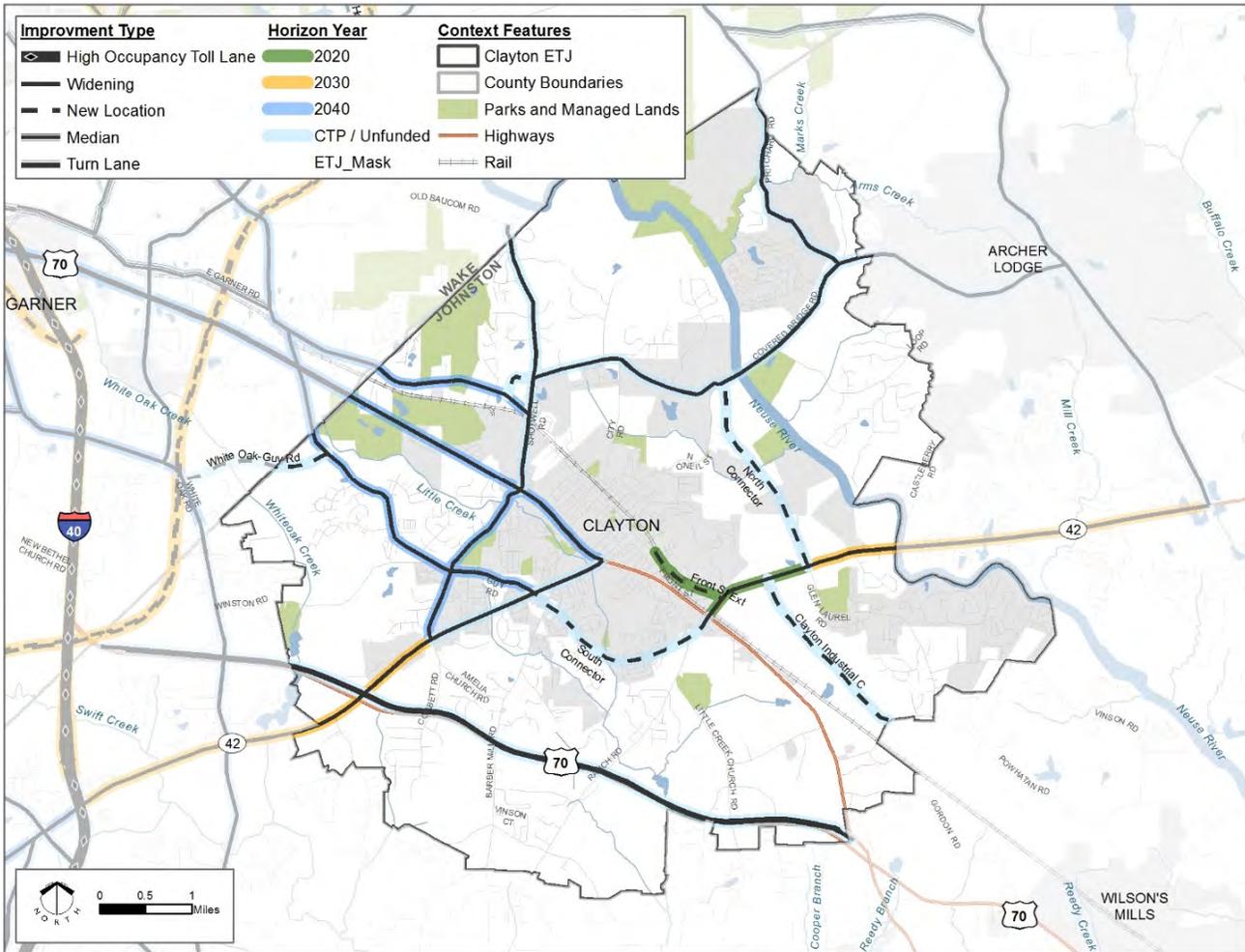
- 2020
 - NC 42 East Widening, 2-4 lanes (US 70 to SR 1902)
- 2030

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- NC 42 East Widening, 2-4 lanes (Glen Laurel Rd to Buffalo Rd)
- NC 42 West Widening, 2-4 lanes (Amelia Church Rd to I-40)
- NC 540 Tri-Ex (Phase VI)(I-40 South to US 64 Bypass)
- I-40 Managed Lanes
- 2040
 - East Garner Road Widening, 2-4 lanes (Rock Quarry Rd to Shotwell Rd)
 - US 70 Widening, 4-6 lanes (I-40 to NC 42)
 - Guy Road Widening, 2-4 lanes (Wake Co. Line to NC 42)
 - NC 42 Widening, 2-4 lanes (John Adams Rd to I-40)

The following map shows the funded roadway projects included in the CAMPO 2040 MTP:

Figure 29: CAMPO 2040 Metropolitan Transportation Plan Roadway Projects



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

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

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

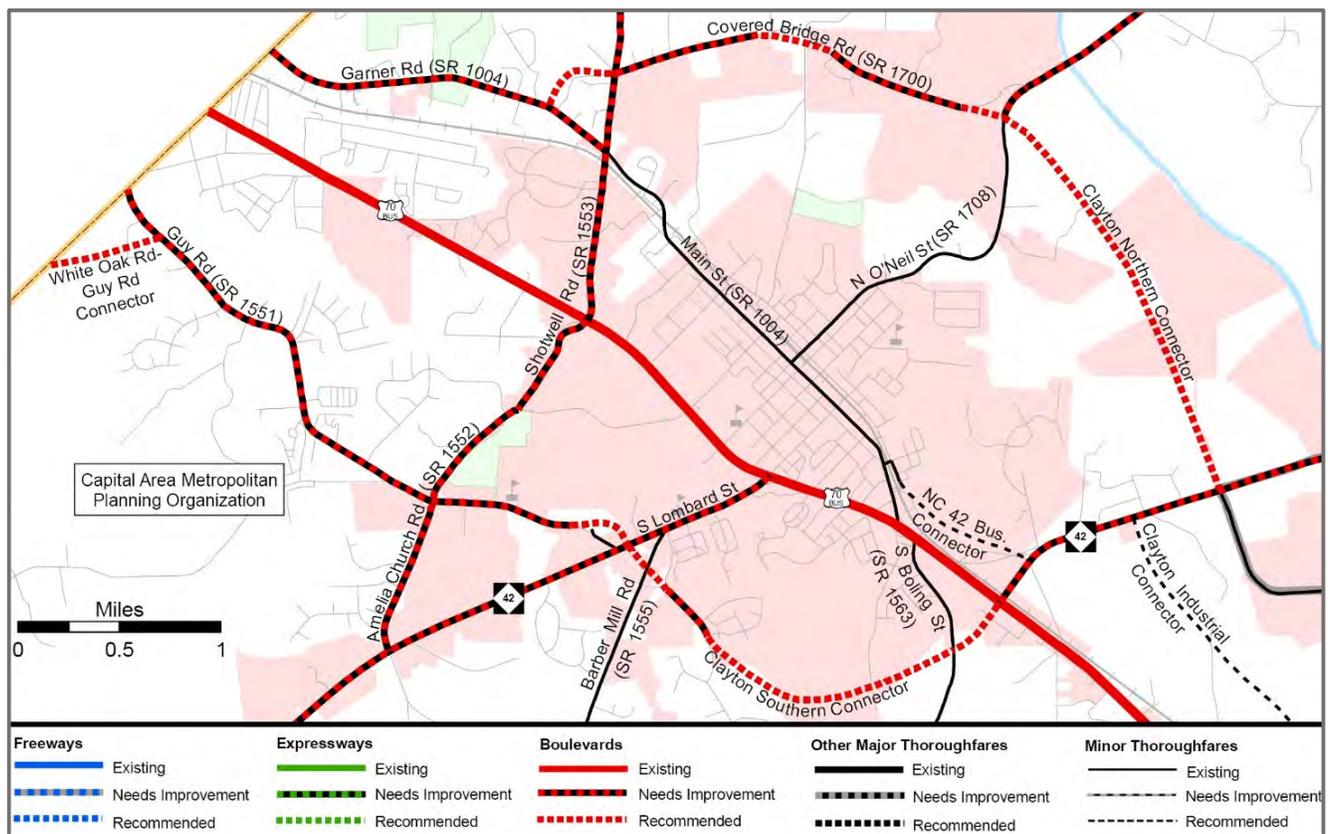
Appendix D: State of the Town

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

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

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

Figure 30: Johnston County CTP Highway Element (Clayton Inset)



Public Transportation and Rail

Long range plans envision a graduated approach to transit service in the Town. The first phase would include an express bus route from Downtown Raleigh to Downtown Clayton, and a park and ride lot in the vicinity of NC 42 and US 70 Business. This express bus service would likely be similar to the express route on the US 64 corridor north of the study area that currently serves Knightdale, Wendell, and Zebulon.

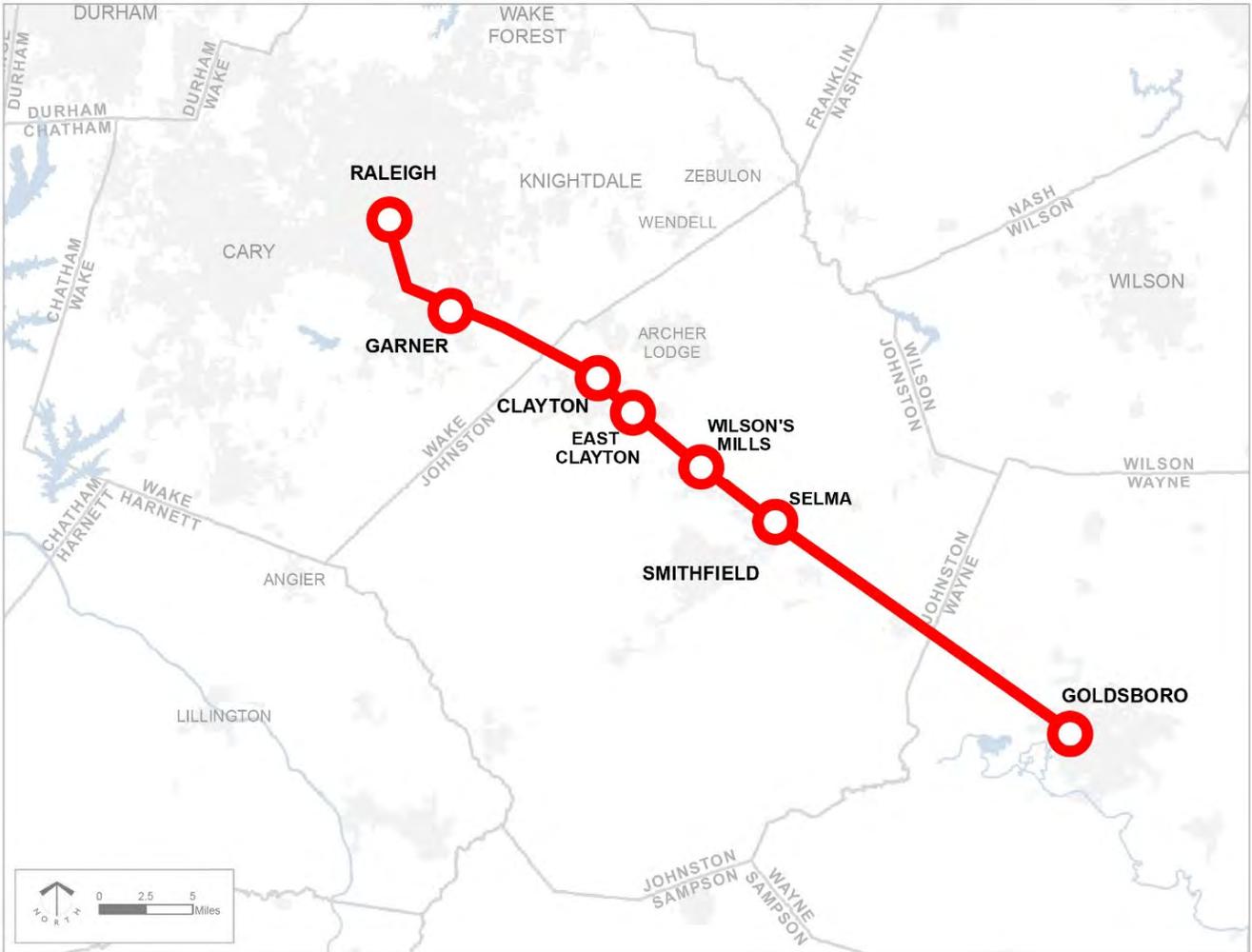
There is also a long-term recommendation for fixed guideway (rail) service between Raleigh and Selma with an intermodal connector in Downtown Clayton. Currently the rail corridor is owned by North Carolina Railroad and operated by Norfolk Southern. Freight trains utilize the rail corridor daily.

This commuter rail service was first examined during the EastTrans study, undertaken by the CAMPO. This effort considered the feasibility of commuter rail between Raleigh and towns along the Norfolk Southern rail line to the east, including

Appendix D: State of the Town

Knightdale, Wendell, and Zebulon, and along the North Carolina Railroad rail line to the southeast, including Garner, Clayton, Smithfield, Selma, and Goldsboro. Cost estimates for the commuter line to Clayton and Goldsboro ranged from \$45 million to \$166 million with operating costs between \$2.4 million and \$6.3 million annually. Low-cost, short-term improvements included two reconditioned locomotive trains each way per day. The high-cost, long-term improvements included six DMU (Diesel Multiple Unit) trains each way per day peak, one midday train, and additional stations. Funding has not been identified for this service, but if supported locally and planned for, future service could provide additional commuting and travel options for residents as well as have a potential impact on the type of development possible near Downtown areas and other stations along the corridor. Figure 31 shows the potential rail corridor and possible stops.

Figure 31: Potential Path of Future Commuter Rail from Raleigh to Goldsboro



Appendix D: State of the Town

Bicycle and Pedestrian

The Clayton Community Center Pedestrian Connector project has been designed and construction, which should be complete by 2016, is funded. This facility will connect the Clayton Community Center at the intersection of Shotwell Road and Amelia Church Road to the corner of Lombard and Hamby Streets in downtown. The Town pursued Locally Administered Projects Program (LAPP) funds from CAMPO for this project and has contributed the requisite local matching funds.

In addition, the Sam's Branch greenway's North O'Neil Street crossing and Phase 2 to Legend Park is being designed. The Town pursued Locally Administered Projects Program (LAPP) funds from CAMPO for this project and has matched the requisite local funds. The design phase of this project will be complete in 2015 and construction should occur in 2016/2017.

Long range improvements are outlined in the 2013 Parks and Recreation Plan, the Johnston County Comprehensive Transportation Plan and the Town of Clayton Comprehensive Bicycle Plan. The 2013 Parks and Recreation Plan outlines proposed greenways. The CTP recommends improving on-road conditions for cyclists on a number of major roads through the Town. It also includes multi-use path recommendations that mirror those included in other Town planning documents. One sidewalk is recommended; this facility extends from Wilson Street to North O'Neil Street, to West Stallings Street, then along South Robertson Street connecting downtown to the proposed Little Creek Greenway. A portion of this route has existing sidewalks and a portion is part of the Clayton Community Center Pedestrian Connector project.

The Town of Clayton Comprehensive Bicycle Plan was produced in 2006 with funds from the NCDOT's Bicycle Planning Grant initiative. It included plans to improve bicycle facilities in and around the Town. In addition to engineering solutions, the plan identified education, enforcement and encouragement activities that would help increase safety for existing and future cyclists of all ages, backgrounds and skill levels.

Currently many roadways in Clayton are utilized by utilitarian and recreational cyclists, even though only a limited number of adequate on-road bicycle facilities exist. A survey was conducted as part of the Plan and only 4% of the respondents rated bicycling conditions as good. The majority rated conditions as poor (44%) or fair (52%).

Highlights of the Plan inventoried the existing conditions of major roadways, identified barriers, provided design guidelines for on-road and off-road facilities and recommended specific bicycle improvements including signed routes, wide outside lanes, paved shoulders, bike lanes and multi-use paths. Key recommendations for improvements suggest that the Town:

- NC 42
 - Construct a multi-use path between future Little Creek greenway and Hamby Street. (CCC Pedestrian Connector)
 - Include on-road bike facilities on NC 42 during future widening project. (NCDOT did not include in their design)
- Lombard Street
 - Construct a multi-use path near US 70 Underpass (CCC Pedestrian Connector)
 - Stripe bike lanes to and through downtown
 - Add share the road signage
- Amelia Church Road
 - Add wide shoulders to Little Creek crossing section
- Shotwell Road
 - Construct a multi-use path on the east side of road from the shopping center on US 70 to Amelia Church Road (Partially build sidewalk – greenway is planned as a part of a phase of Lionsgate)
 - Add share the road signage
- Improve US 70 crossings for bicyclists by installing striping, detectors, etc.

CLAYTON'S UTILITY SYSTEMS

The Town owns and operates an electric distribution system, a water distribution system, and a wastewater treatment facility, in addition to providing solid waste service to single-family residents. In recent years, significant investments have been made to ensure that infrastructure keeps pace with growth. Growth projections indicate that additional planning and capital investments will be necessary to continue to adequately serve current and future residents and businesses. Pending development of areas in the north side of Town increases the importance of making a connection to the Raleigh wastewater treatment plant (WWTP) on the Neuse River, and have prompted the study of a Northside substation. Additionally, as the utility demand expands it will be essential to continue to work with Johnston County to ensure adequate water supply. Consolidating pump stations to maximize efficiency and identifying opportunities for water reuse will also be important to the future of Clayton's utility systems.

Figure 32: Utility System Statistics (Source: Town of Clayton)

STATISTIC	2008	2013
Street Lights Maintained	No Data	1,475
Population Served (Water)	16,096	17,635
Water Meter Connections	5,693	6,275
Length of Water Distribution Lines (Miles)	104	112
Water Storage Capacity (MGD)	0.8	1.8
Average Daily Water Use (MGD)	2.298	2.229
Average Annual Daily Wastewater Discharge (MGD)	1.504	1.721

Electric

The Town of Clayton is a Public Power Community. As a member of the North Carolina Eastern Municipal Power Agency (NCEMPA), the Town owns a portion of power generating units operated Duke Energy and provides electricity to citizens in the Town's service area. The Town maintains 36.7 miles of overhead electric lines and 1,475 streets lights. Duke Power also provides power and maintains street lights in a portion of the Study area.

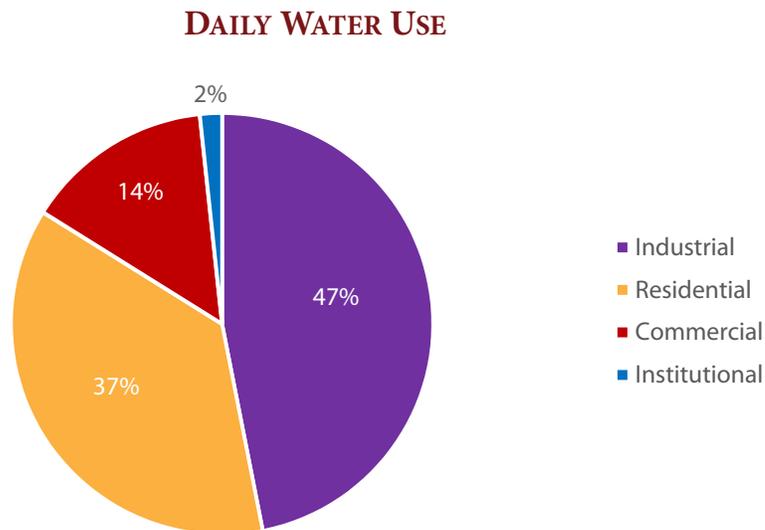
Water

The Town's water system includes 112 miles of distribution lines and currently serves 17,635 people.²⁹ A third water tank was constructed in October of 2013, raising the Town's storage capacity to 1.8 million gallons. Average daily water use fluctuates based on seasonal variations, but ranges from 2.017 MGD in January to 2.693 MGD in March. Industrial land uses constitute the largest consumers of water in the Town, followed by residential. A summary of use by land use type is included in the chart below.

²⁹Town of Clayton Local Water Supply Plan, Division of Water Resources, 2013.

Appendix D: State of the Town

Figure 33: Daily Water Use by Land Use Type (Source: Town of Clayton Local Water Supply Plan)



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

Wastewater

Prior to the Strategic Growth Plan Update in 2008, the Town’s primary wastewater treatment had undergone two expansions. Currently the Little Creek Water Reclamation Facility is permitted to accept up to 2.5 MGD. Average daily flow collected in the Town’s system is 1.721 MGD. Inter-local agreements exist with Johnston County and the City of Raleigh for wastewater treatment that provide additional capacity. The Town has an agreement with Johnston County for 0.9 MGD of capacity at the Smithfield WWTP and with the City of Raleigh for 1 MGD of capacity at their WWTP northwest of Clayton in Wake County. The Town currently utilizes 0.342 MGD of the permitted capacity at the County-owned facility and none of the capacity at the City of Raleigh-owned treatment plant. The Town has postponed previous plans to design a 5.0 MGD treatment plant near the Neuse River, instead opting to pursue a regional pump station and force main to connect to the City of Raleigh treatment plant on the Neuse River. This connection will be constructed in 2015 using USDA Rural Development Grant funds.

Currently the Town maintains 31 pump stations. A study is underway to determine if the construction of regional pump stations could result in a more efficient transmission system and open new areas for growth.

The Town has a Utility Allocation Policy that states that the Town Council will review applications for allocations and has discretion to approve or deny service based on how well projects meet established Town goals.³⁰ Preference is given to employment-generating uses and mixed-use projects over solely residential projects.

Reuse

The Town is interested in recommendations on infrastructure investments and policy changes that can be implemented to increase utilization of reclaimed water. Currently, 0.020 MGD of reclaimed water is used by a local golf course.

³⁰ http://www.townofclaytonnc.org/client_resources/Business/UtilityAllocationPolicyCons19July2004.pdf

CLAYTON'S COMMUNITY FACILITIES & PUBLIC SERVICES

A key component of Clayton's livability is the availability and accessibility of community facilities and public services.

Public Safety

Fire

As illustrated in Map 14, The Fire Department currently serves 43.3 square miles of the Town and those living in the Claytex Fire District from two stations. In addition, the Town has agreements with Archer's Lodge, Cleveland, Wilson Mills and Garner to serve additional areas within Clayton's jurisdiction. The Department employs 70 personnel and averages more than 800 calls annually. Stakeholders representing the Fire Department discussed the need for a ladder truck. In addition, stakeholders noted that the proposed northern connector would enable Fire Station #2 to more efficiently serve growth areas north of Town (i.e., Riverwood, Steeplechase). If growth continues in this area and the northern connector is not built, there may be a need for a new station or the relocation of Station #2 in order to serve growing areas of the Town.

Stakeholders also noted that as the Town continues to build parks and greenways, a process will be needed in order to immediately address those amenities to allow first responders to easily locate and respond to emergencies.

Police

The Clayton Police Department operates out of one central facility, the Clayton Law Enforcement Center. The Department received approximately 24,168 calls in 2013; the majority of these calls were traffic-related incidents. According to the Clayton Police Department Annual Report:³¹

The number of violent crimes reported in 2013 increased by a total of 4 (17%) over the 2012 number. This was due in large part to an increase in aggravated assaults from 15 to 20. Robbery offenses remained steady at 5 incidences. There were no homicides for the sixth consecutive year. The number of Property Crimes increased by 21 incidents. This increase is primarily due to a rash of larcenies from unlocked vehicles. In 2013, officers of the Clayton Police Department investigated 660 traffic accidents. This is 106 more accidents than were investigated in 2012. The Department also saw a significant increase in injuries resulting from accidents. In 2012 there were 38 injury accidents and in 2013 there were 122. There were no traffic fatalities in 2013.

Schools

The Johnston County School System operates 8 facilities in Clayton. These schools are shown in Map 1 in the Appendix. The following table provides additional details on the type and enrollment statuses of these schools.

Figure 34: Clayton Existing School Facilities

NAME OF SCHOOL	CURRENT ENROLLMENT	CURRENT CAPACITY	ENROLLMENT STATUS
Cooper Elementary	600	500	Capped
East Clayton Elementary	568	740	
Powhatan Elementary	589	886	
Riverwood Elementary	851	886	Capped
West Clayton Elementary	956	900	Capped
Clayton Middle	794	750	Capped
Riverwood Middle	1164	1186	Capped
Clayton High	1500	2000	

Current Enrollment numbers were obtained from PowerSchool 2/5/2015

Johnston County Schools will see a projected enrollment increase of about 500 additional students for the 2014-2015 school year. To ensure quality instruction, this means that certain schools will be capped to prevent overcrowding. Capped schools will continue to enroll students who live within the attendance area, but may not accept students who live outside of the attendance area. In addition to the existing facilities, one middle school (Powhatan) is planned to accommodate existing and forecasted growth in the western part of Johnston County.

³¹ Clayton Police Department Annual Report, 2013

Appendix D: State of the Town

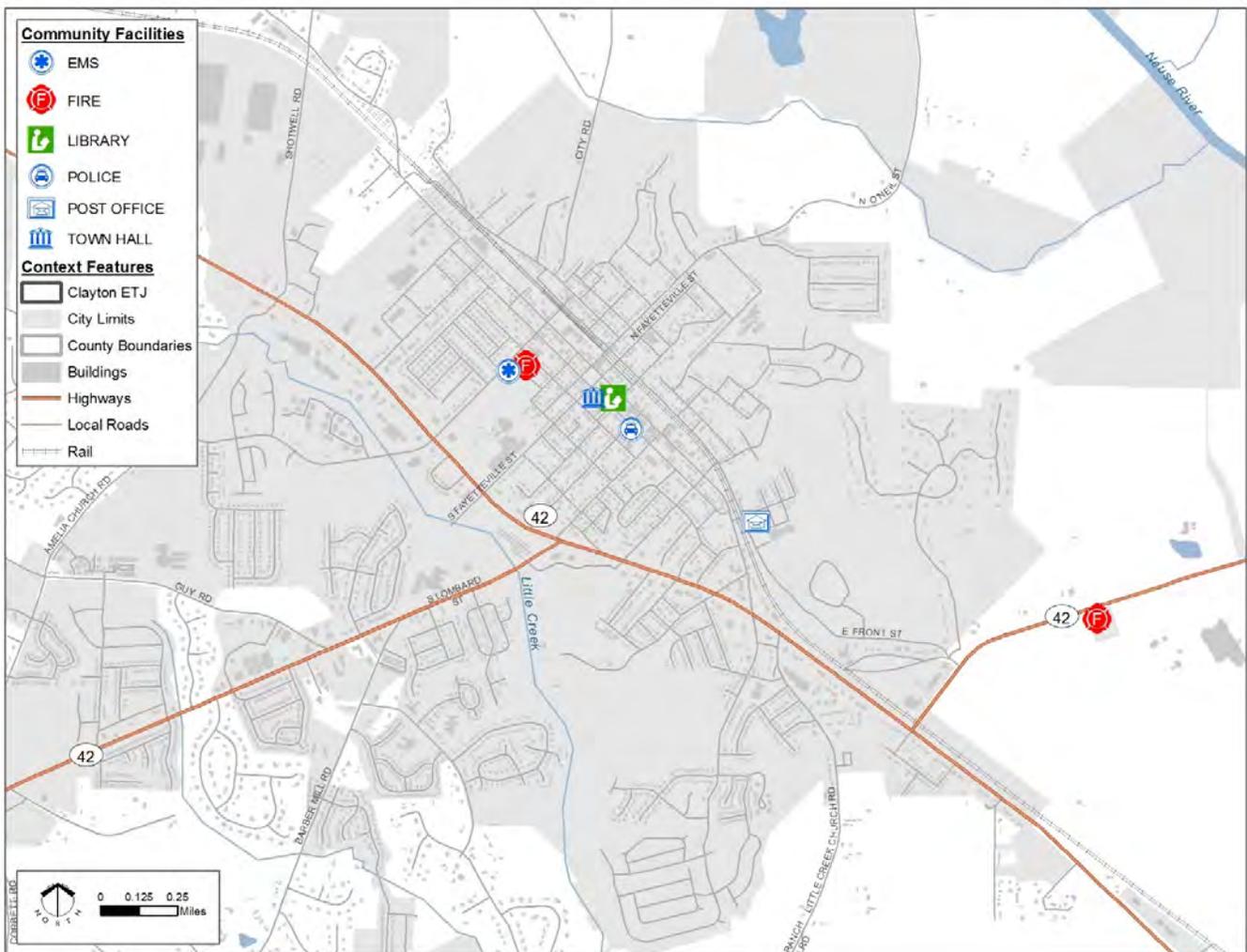
Library

The Town of Clayton operates the Hocutt-Ellington Memorial Library. This 8,038 sq. ft. facility provides a full range of library services including a collection exceeding 90,000 books and books on CD, eBooks, a wing dedicated to its extensive children's collection, public computer/internet access, special programming for children including a summer reading program, and the Clayton History Room which houses reference materials, family histories, and artifacts significant to the people and culture of Clayton.

Figure 35: Library Visitation and Circulation

YEAR	VISITATION (ON-SITE DOOR COUNT)	CIRCULATION (INCLUDES RENEWALS)
FY 2014	76,162	148,384
FY 2013	70,685	145,763

Figure 36: Clayton Community Facilities



Parks & Recreation

Clayton's Parks and Recreation Department is responsible for implementing the Town's vision to become the "Premier Community for Active Families." In support of this vision, Clayton has made significant investments into Parks and Recreation facilities and studies. Since the 2008 Strategic Plan the following facilities have been constructed:

- Horne Plaza and Parking Lot
- Clayton Community Center
- Clayton River Walk on the Neuse
- Sam's Branch Greenway
- East Clayton Community Park
- East Clayton Dog Park

In June of 2013, the Town completed a new Parks & Recreation Comprehensive Plan Update. Recommendations respond to Clayton's immediate, near-term and long-term recreational needs including land acquisition; renovation; and new construction of facilities, programming and greenways.

In addition, the Town has acquired greenway easements and required greenway amenities as a part of new development to expand and connect the local system. The Planning Department also encourages developers to include greenway's in their plans to increase overall connectivity. Examples include the following:

- Bristol at Cobblestone, where a large swath of property along Little Creek was donated for a future greenway
- Summerlyn and Riverwood Athletic have built greenways as amenities
- Lionsgate is planning greenways as amenities and is donating land for the CCC Pedestrian Connector
- Caterpillar had donated land for the Mountains to Sea Trail (MST)
- Sam's Branch Phase II includes both greenway easements and potential construction by the developer.

Clayton sits in a unique position at the cross-roads of the East Coast Greenway (ECG) and the Mountains-to-Sea Trail (MST). The East Coast Greenway runs 2,900 miles connecting Maine to Key West. Once complete, the Mountains to Sea Trail will link Clingman's Dome in the Great Smoky Mountains National Park to Jockey's Ridge State Park on the Outer Banks. These two systems have the potential to bring a variety of visitors, including those out for a leisurely walk, bikers from the Raleigh area and hikers to the Clayton community. Building local greenways to compliment and connect the ECG and MST to Downtown Clayton is a key recommendation of the Parks and Recreation Comprehensive Plan Update.

Map 15 in the Appendix shows existing and planned greenways, parks and natural and cultural resources that could compliment an integrated system recreation areas and open space.

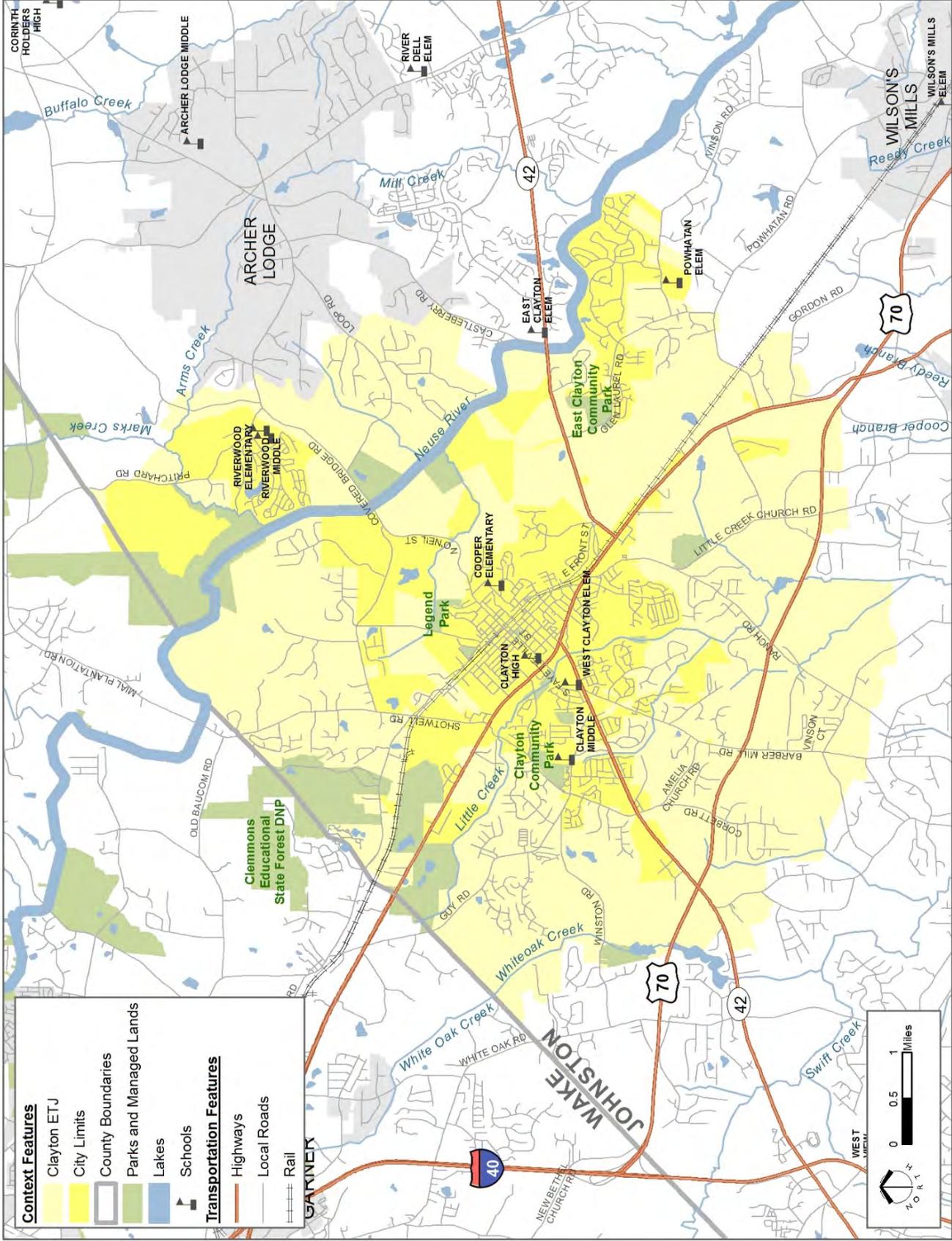
The Vision of the Clayton Parks and Recreation Department is to provide active and passive recreation opportunities to encourage healthy, active living that is safely accessible and well connected to residences. These opportunities will take shape as facilities, amenities, programs, and improvements that are appropriate for the growing community's needs, and well integrated into the daily lives of all Clayton area residents and visitors.

Appendix D: State of the Town

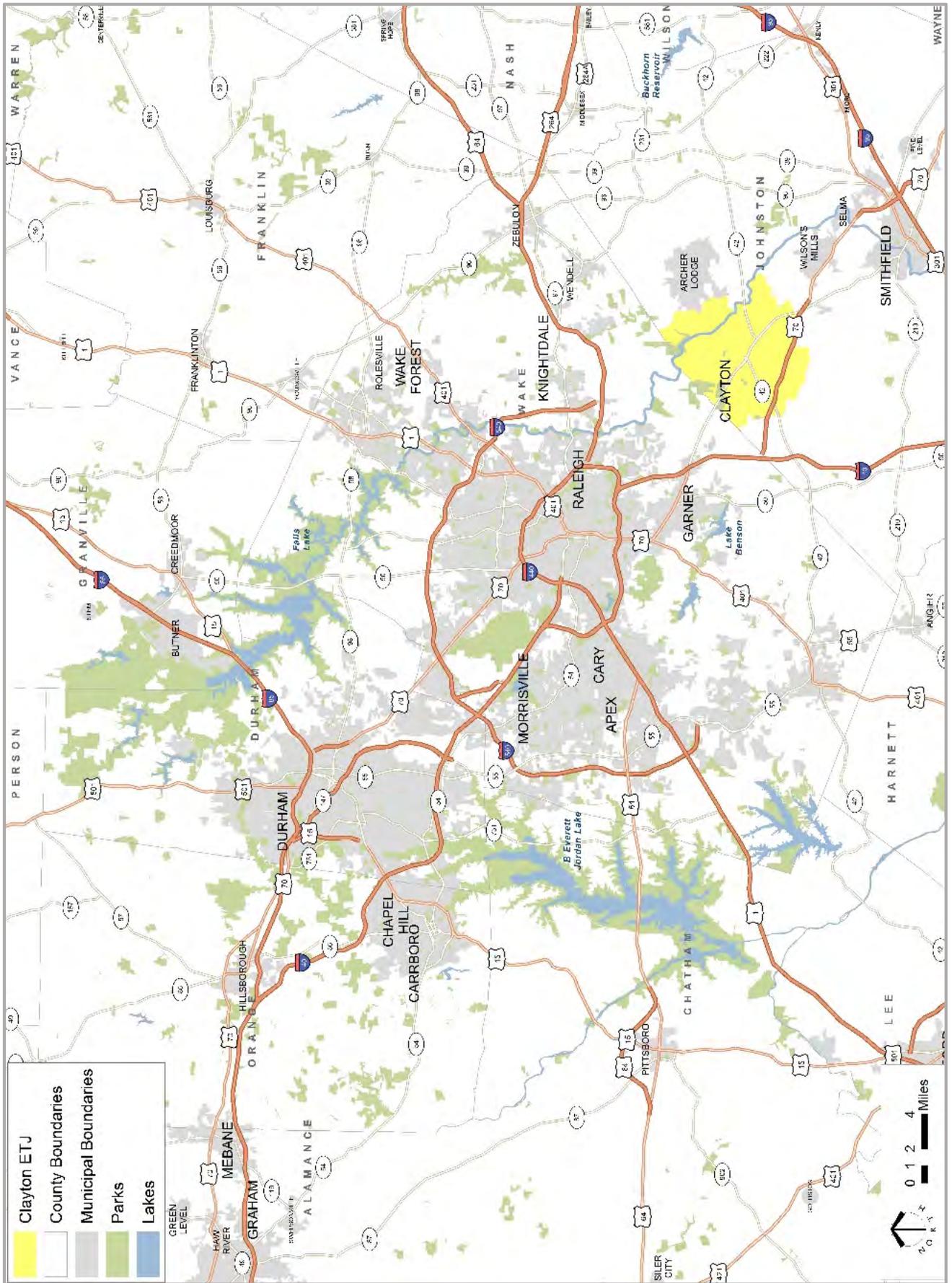
State of the Town

APPENDIX

Map 1: Study Area

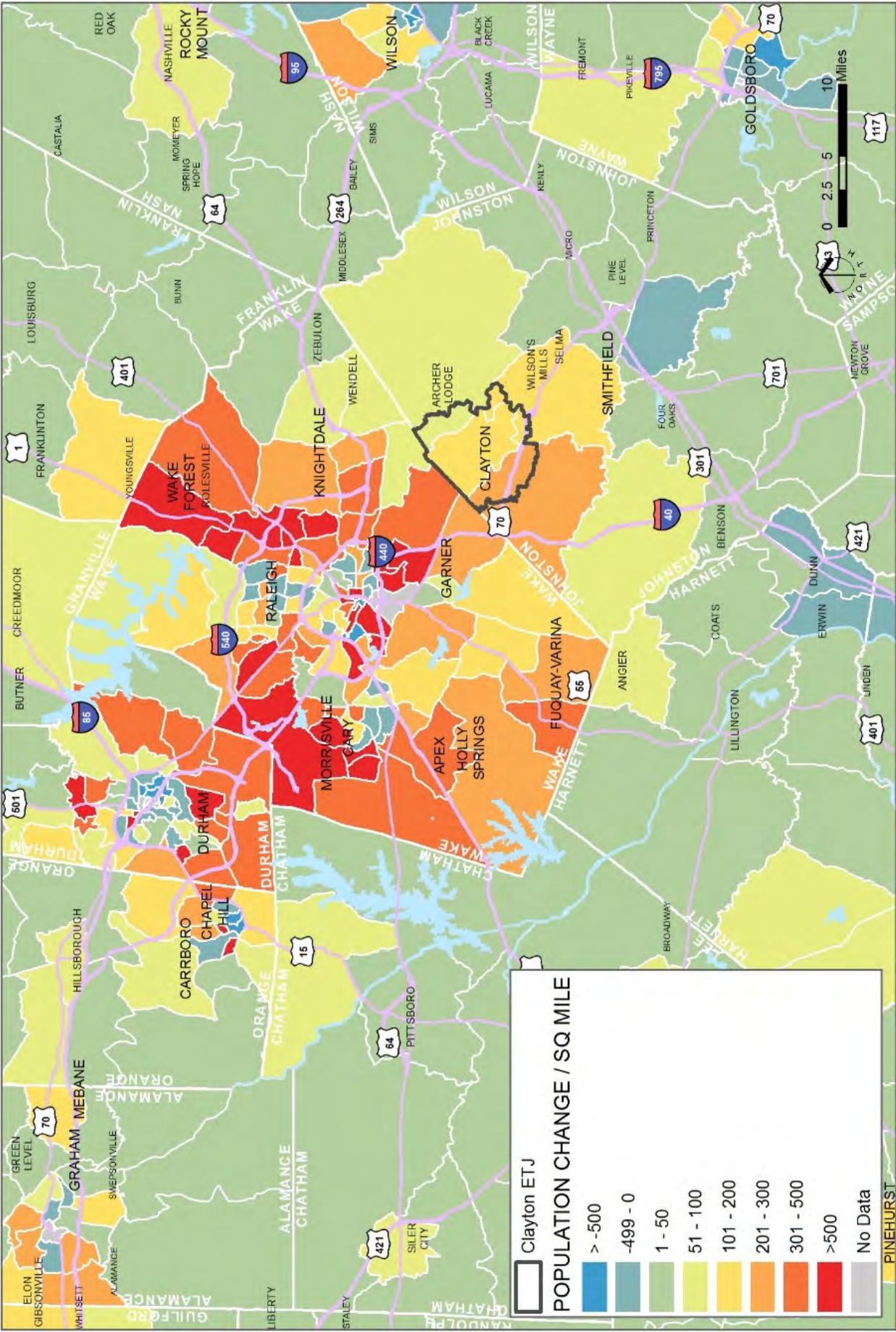


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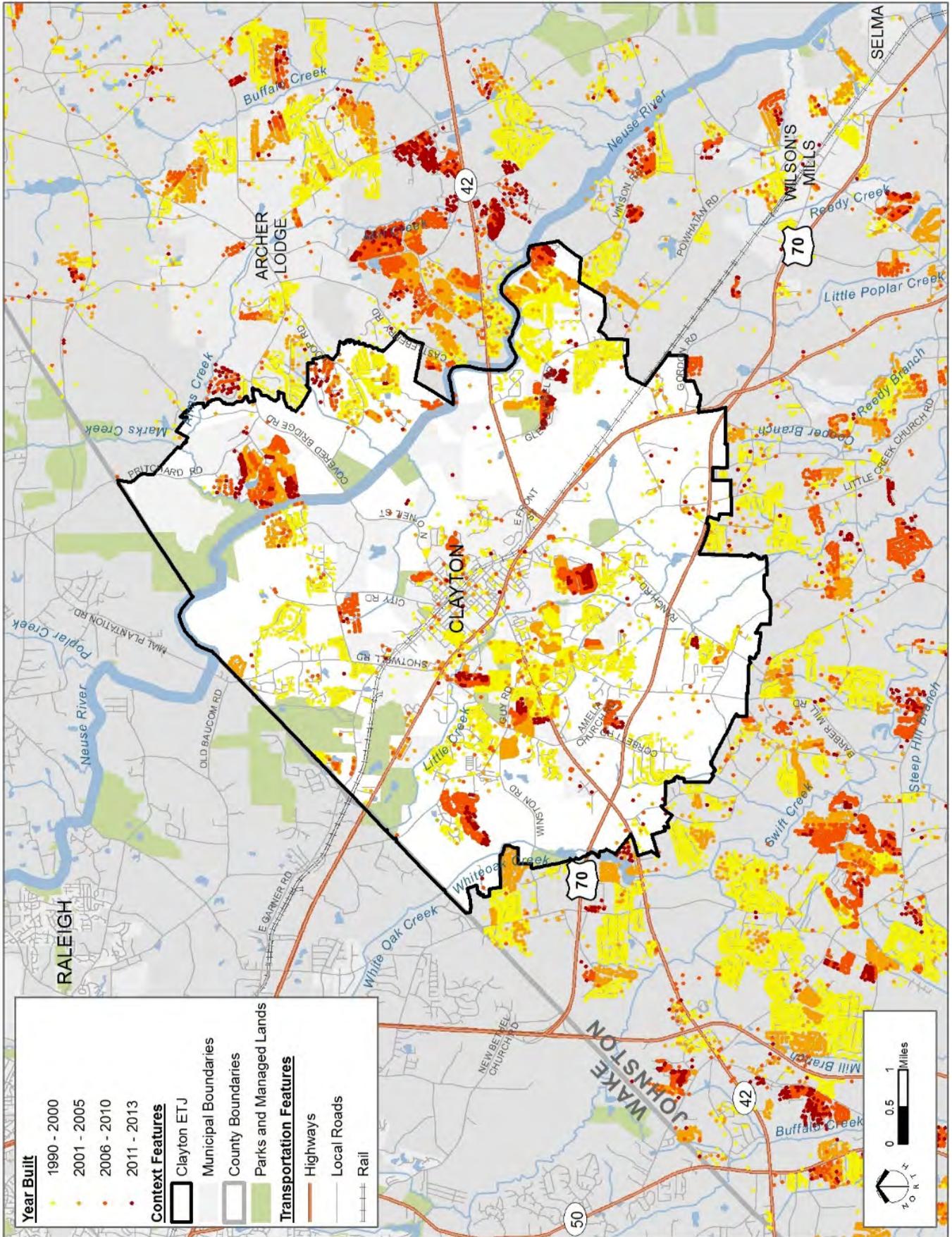


Map 2: Context Map

Map 3: Population Growth



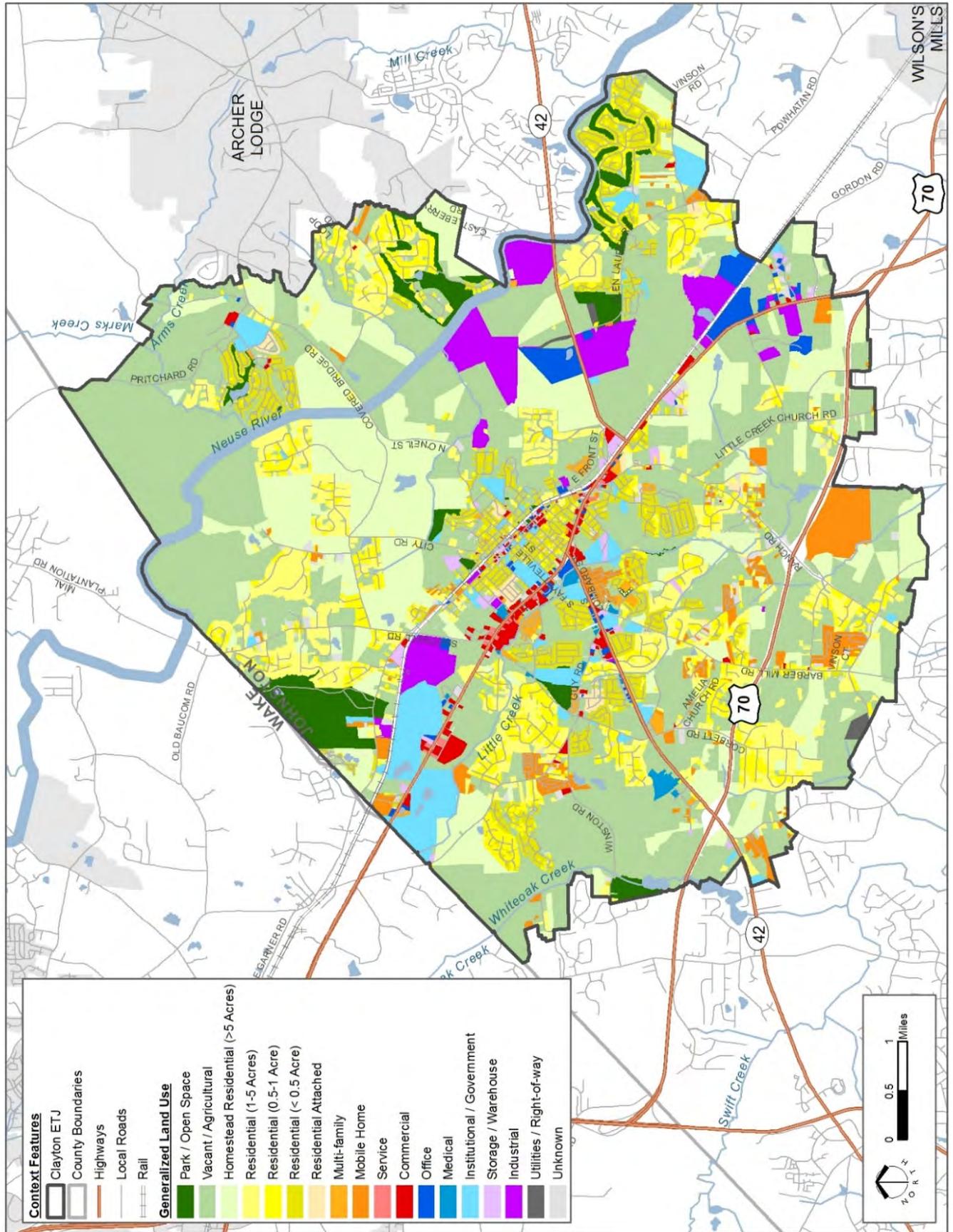
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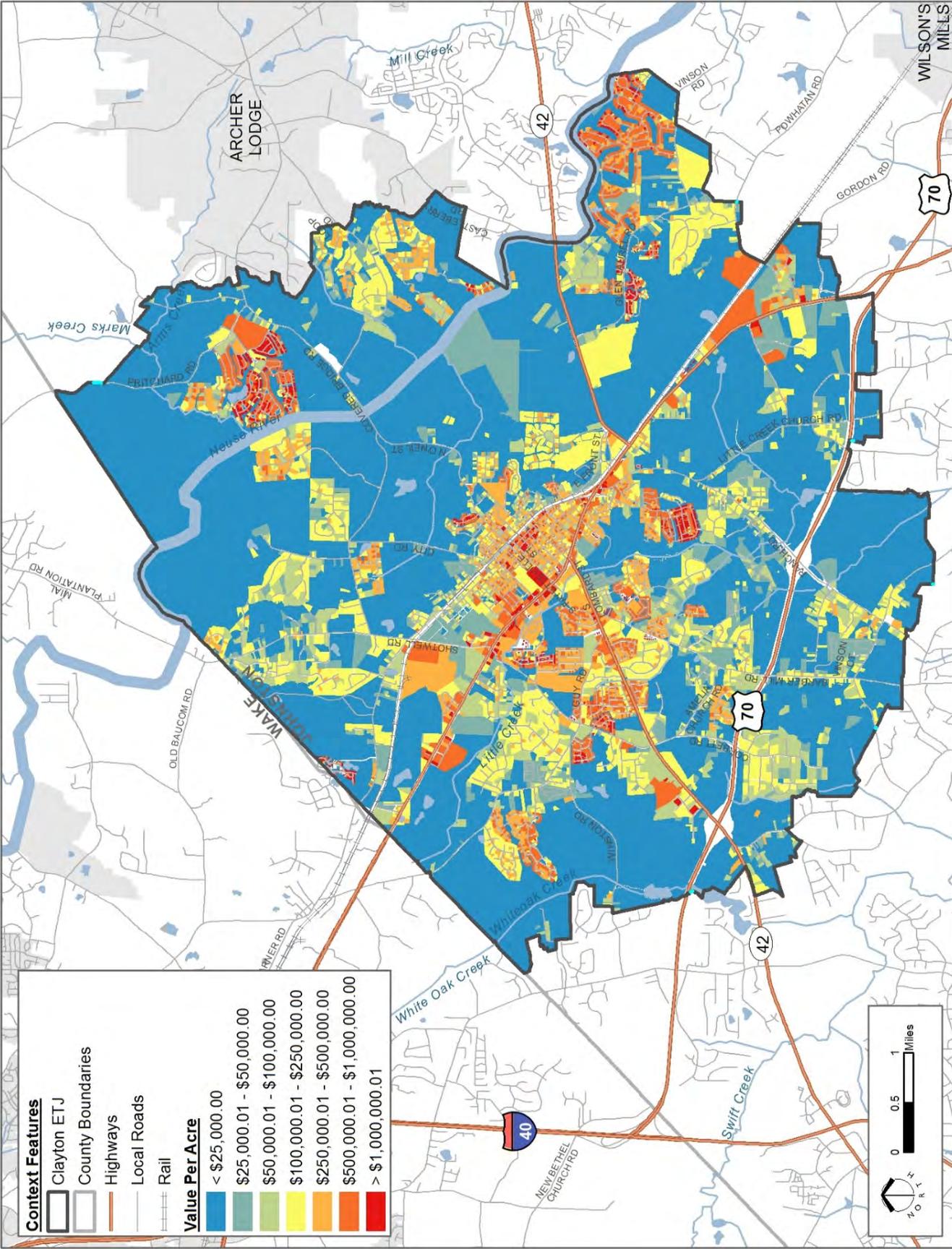
Map 4: Year Built Map

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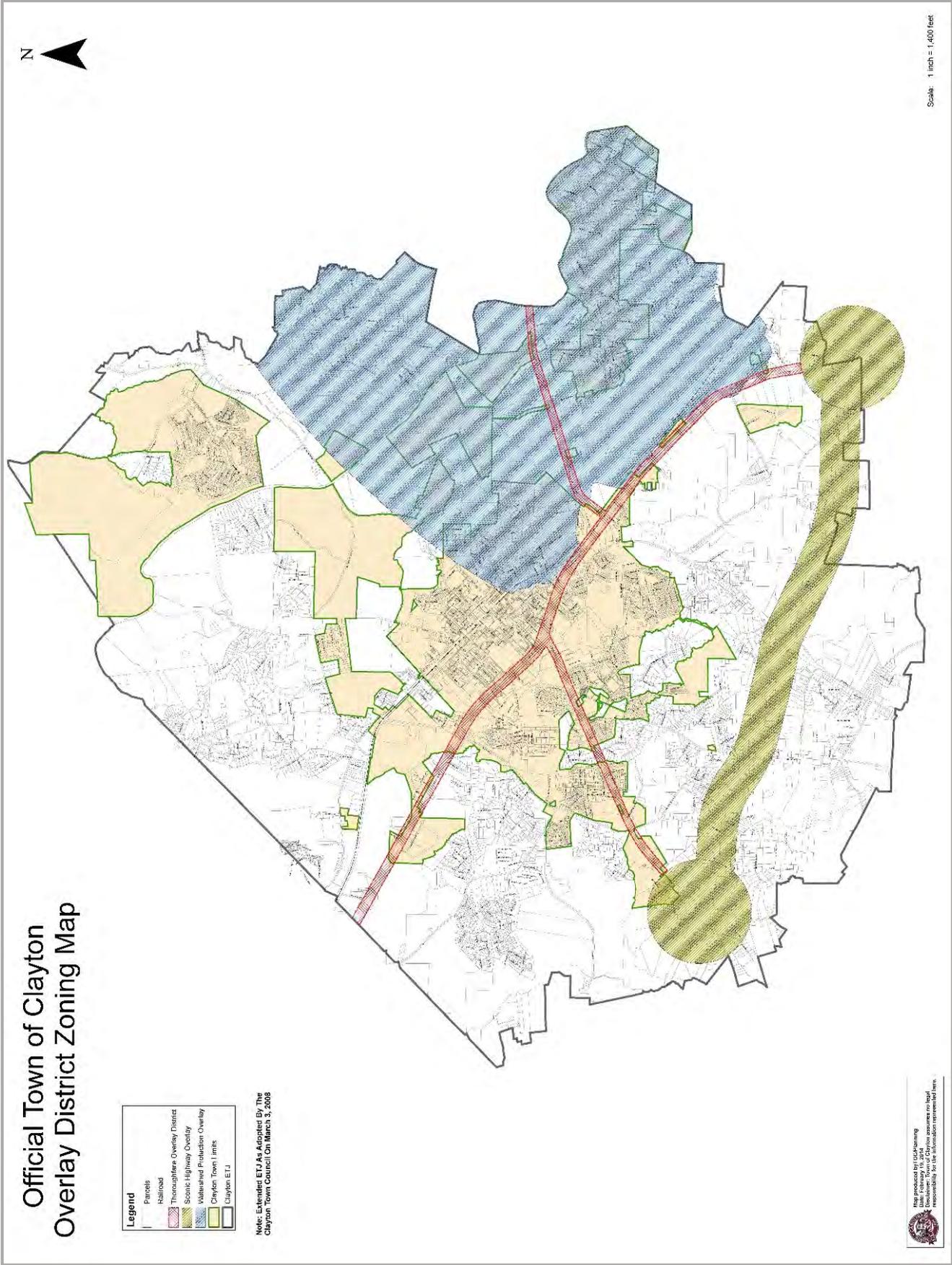
Map 6: Existing Land Use



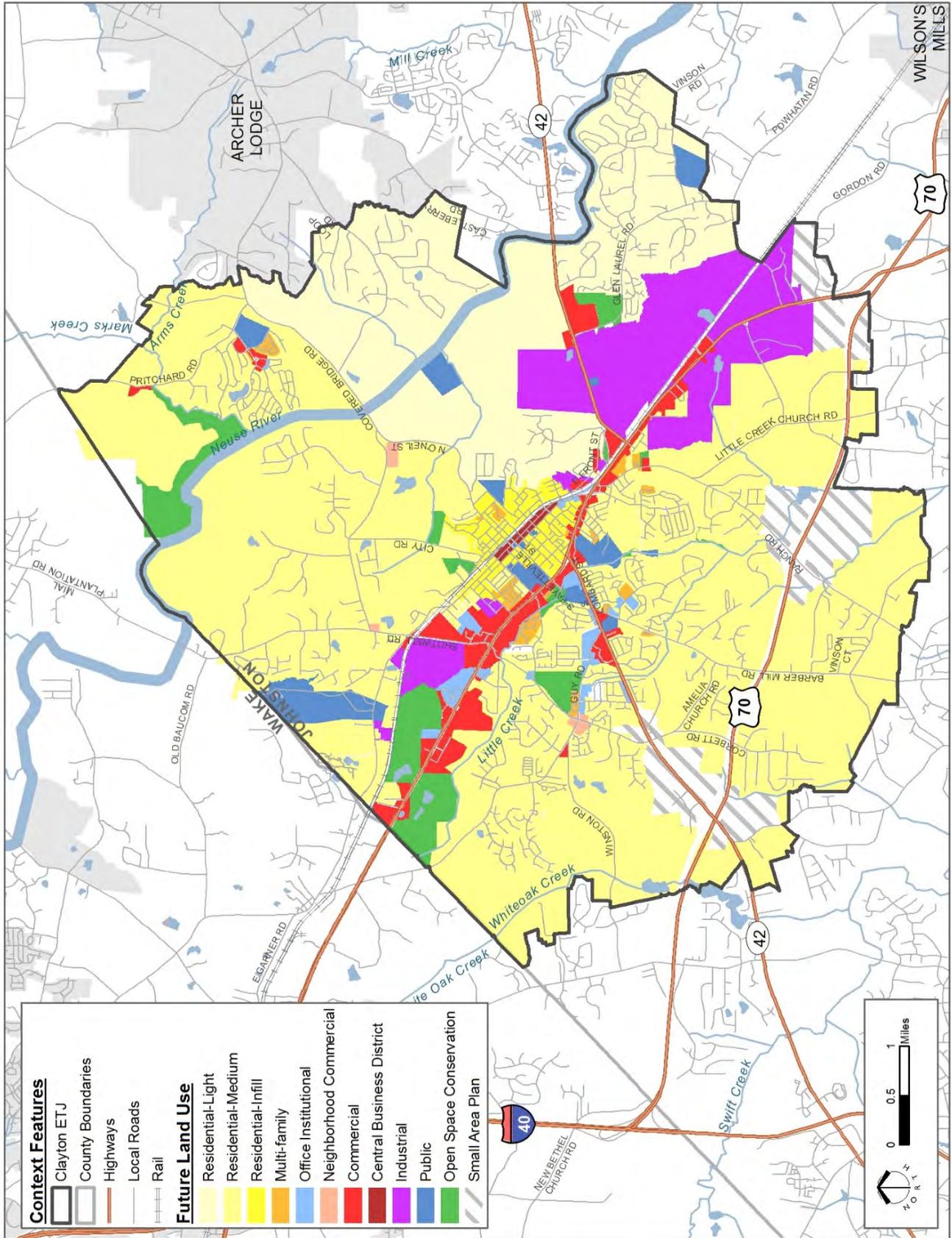
Map 7: Value Per Acre (Source: Johnston County Tax Parcel Data)

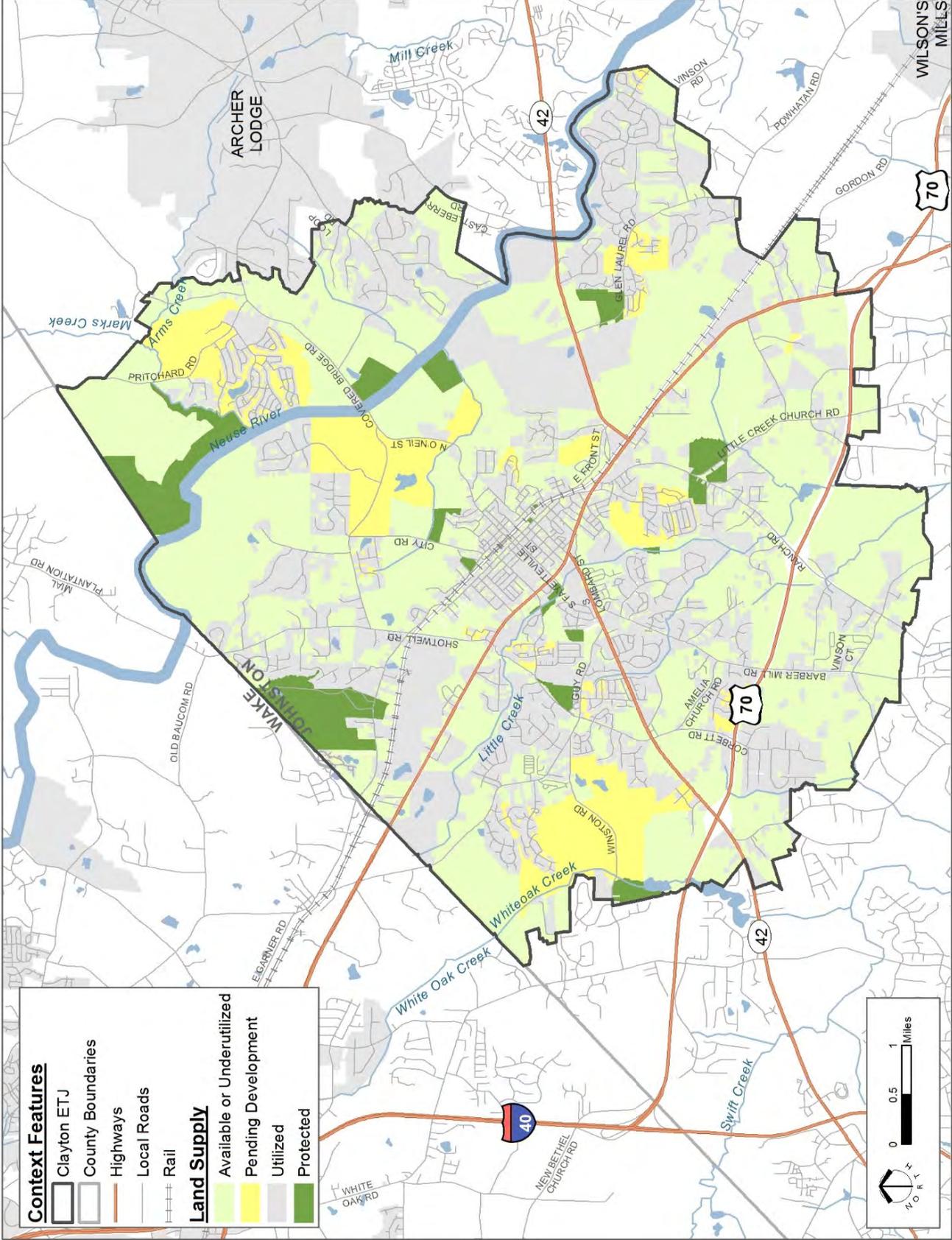


Map 9: Official Town of Clayton Overlay District Zoning Map



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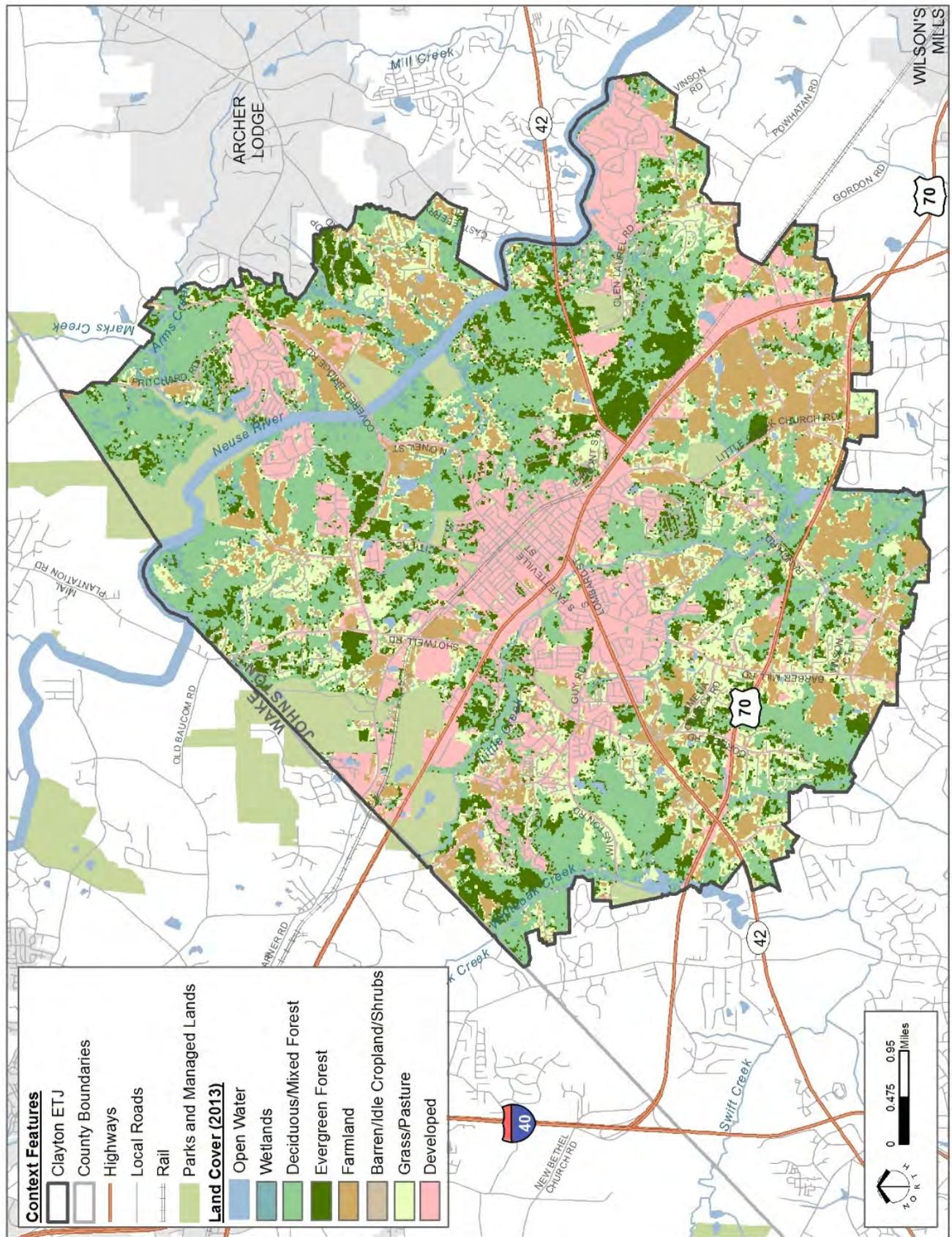


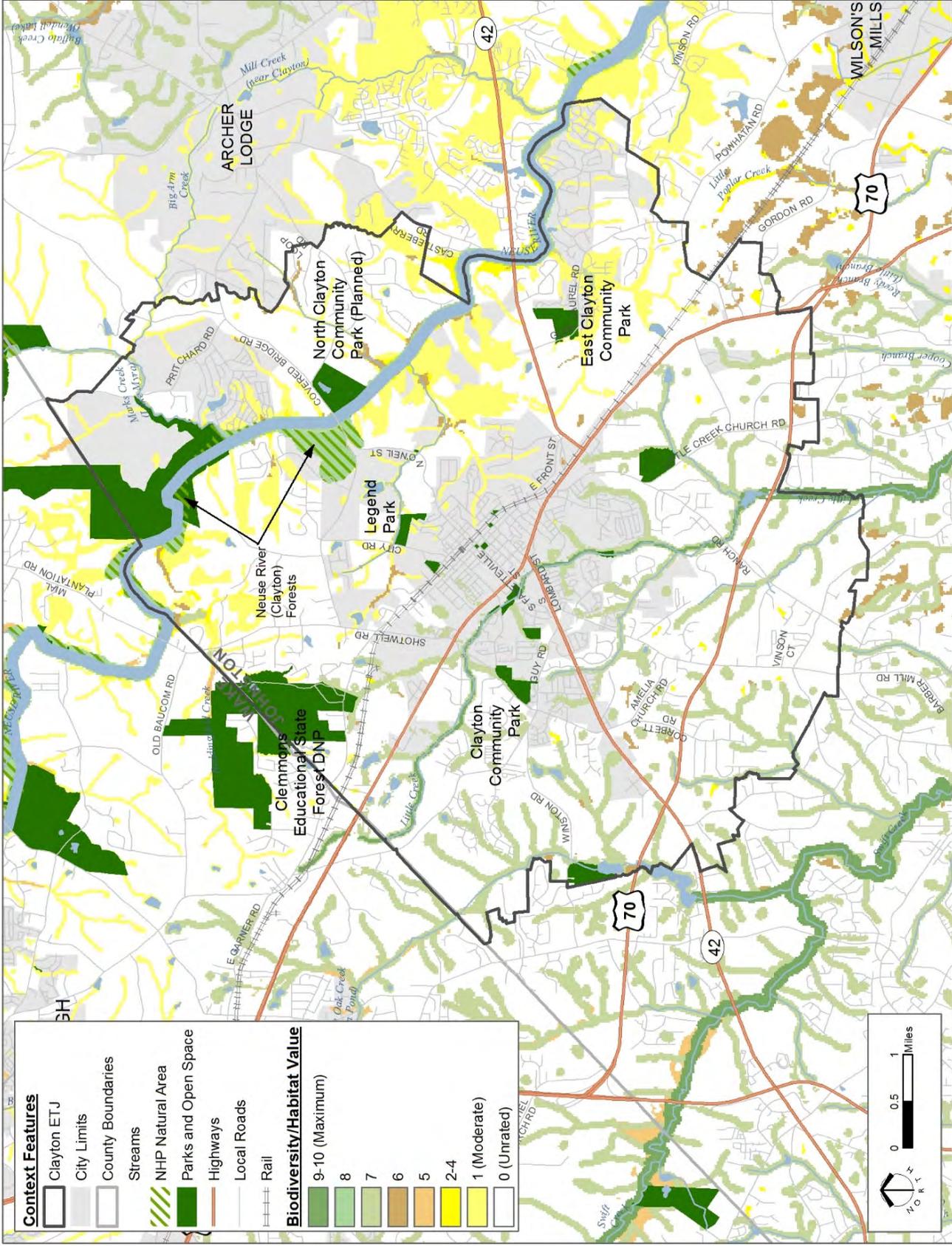


Map 11: Land Supply

Appendix D: State of the Town

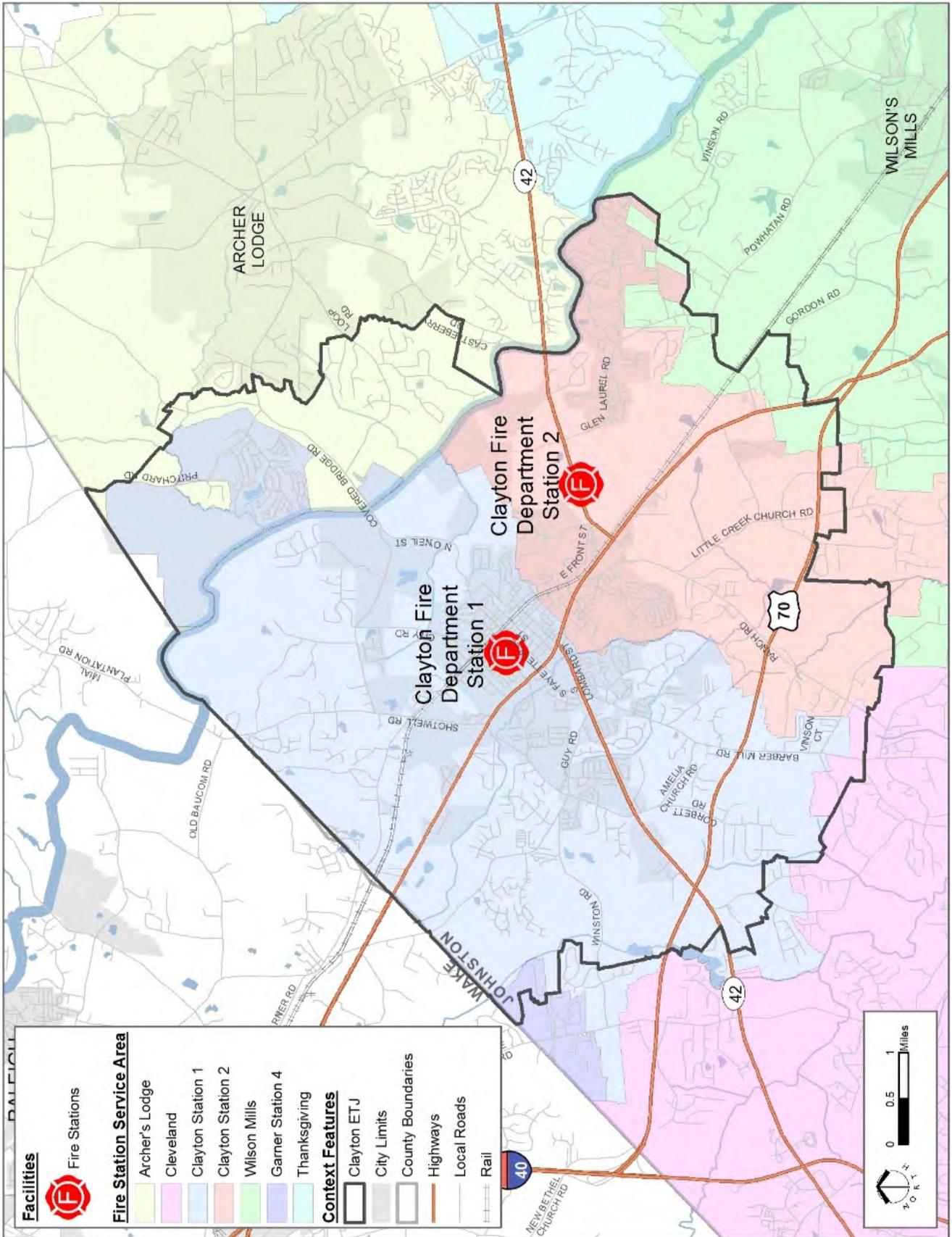
Map 12: Land Cover (Source: 2013 USDA Cropland Data)





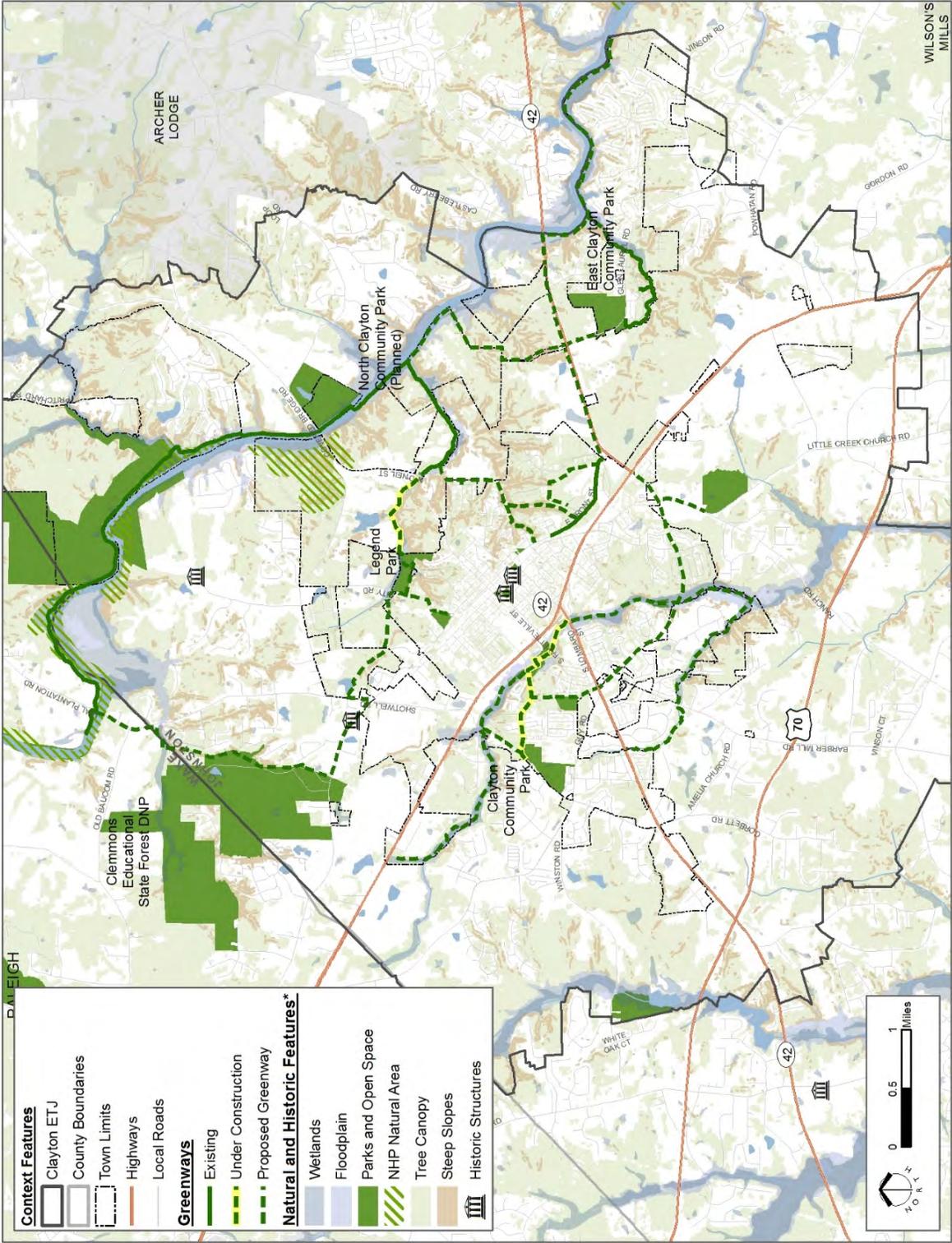
Map 13: Biodiversity and Habitat Value (Source: NCDENR)

Appendix D: State of the Town



Map 14: Fire Response Areas

Map 15: Parks and Natural Resources³²



³² *Sources: (Wetlands: National Wetlands Inventory, Floodplain: FEMA, Lakes and Streams: USGS, Tree Canopy: Johnstons County Natural Resource Initiative, and 2013 USDA Cropland Data, Parks and Open Space: Town of Clayton and NC Department of Environment and Natural Resources (NC DENR), NHP Natural Area: Natural Heritage Program Natural Areas, Steep Slopes: Slopes greater than 15%, Historic Structures: Town of Clayton)

Appendix D: State of the Town - Evaluation Matrix

2008 Strategic Growth Plan Progress Report

Goal	Objective/Recommendation	Sub-Objective/Recommendation	Progress	Accomplished	Outstanding Issues
Alive Downtown	Alive Downtown	Follow four-point Main Street approach: Organization / Promotion / Design / Economic Restructuring	<ul style="list-style-type: none"> Downtown Development Association activities Facade grants (36 buildings since 2006) Reuse of buildings (4 Buildings renovated since 2006) Art projects 	Yes	Continuation of progress needed
	Increase Residential Presence in Downtown	Promote development of mixed use projects and utilization of upper stories for residential use	<ul style="list-style-type: none"> No substantial progress 	No	Need to identify barriers to second floor residential
		Identify locations for development of higher density attached residential units at downtown fringe	<ul style="list-style-type: none"> New multi-family near downtown (The Arbors Apartments) 16 Single family homes built within 1 mile walking distance of downtown since 2008 Proposed townhomes near downtown (Parkview subdivision) 	Partial	Continuation of progress needed
		Examine regulatory impediments to these types of projects	<ul style="list-style-type: none"> No substantial progress 	No	Need to identify barriers to higher density residential and mixed use projects
	More Attractive Buildings, More Owner Responsibility	Enhance aesthetic quality of downtown through building rehabilitation and property cleanup	<ul style="list-style-type: none"> Facade grants (36 buildings since 2006) Reuse of buildings (4 Buildings renovated since 2006) 	Yes	Continuation of progress needed
		Increase code enforcement and incentives to property owners	<ul style="list-style-type: none"> New code enforcement department 	Yes	Continuation of enforcement and development of incentives needed
	More Investment Dollars in Downtown by Private Sector	Attract new construction and adaptive reuse development projects to downtown	<ul style="list-style-type: none"> Facade grants (36 buildings since 2006) Reuse of buildings (4 Buildings renovated since 2006) 	Yes	Continuation of progress needed
		Research feasibility of establishing a nonprofit redevelopment corporation	<ul style="list-style-type: none"> Have active Downtown Development Association 	Yes	Was this goal intended for a town-wide nonprofit?
	More Entertainment Venues	Attract entertainment activities such as movie theaters, concert halls, visual arts, and restaurants	<ul style="list-style-type: none"> No substantial progress 	No	Still a need for a movie theater and additional restaurants
		Identify appropriate sites for entertainment venues	<ul style="list-style-type: none"> No substantial progress 	No	Research needed
		Increase market and foot traffic	<ul style="list-style-type: none"> Festivals and concerts have increased traffic, but additional traffic is needed to support stable retail 	Partial	Continuation of progress needed
		Expand Concerts on the Square program (increase frequency to more than once per month, attract more people)			Has this been done?
	Identify and Develop Ashley Home Property Site to Full Potential	Develop one-acre Ashley Home tract in downtown as mixed use project or improved parking and green space	<ul style="list-style-type: none"> No substantial progress 	No	Still relevant?

Appendix D: State of the Town - Evaluation Matrix

Goal	Objective/Recommendation	Sub-Objective/Recommendation	Progress	Accomplished	Outstanding Issues	
Manage Growth and Produce Quality Development	Balanced Development/Investment: Old & New	Encourage development in satellite areas and along corridors as well as infill and reuse of existing commercial buildings	Development has occurred in all areas	Yes	Need to clarify objective in new comp plan	
		Inventory available properties	<ul style="list-style-type: none"> Downtown property inventory available on DDA website Available buildings and sites located on Johnston County ED website 	Partial	<ul style="list-style-type: none"> Lease info could be expanded to include a map ED website needs additional functionality (pan), and link from Town website needed Disconnect between individual available properties and vision for the Town 	
		Incentivize development through the development fee schedule				Has this been done?
		Consider a tax rebate program	<ul style="list-style-type: none"> Downtown Redevelopment Incentive Grant (CDRIG) program approved in 2008, but no participants yet 	Partial	<ul style="list-style-type: none"> No participants yet Search for tax abatement or tax reimbursement on DDA website yields inconclusive results 	
	Infrastructure & Services Capacity to Support Growth	Secure the utility capacity (water and sewer), parkland, street improvements, and human resources (support staff) necessary to sustain a high quality of life	<ul style="list-style-type: none"> Water and sewer capacity expansions pursued (water connections to adjacent communities, sewer line to Raleigh WWTP funded) Clayton Community Center (was only in the design phase in 2008) Neuse River Greenway (Clayton River Walk on the Neuse) Sam's Branch Greenway East Clayton Community Park East Clayton Dog Park 	Yes	Need to clarify objective in new comp plan	
		Develop a successful bond program and capital improvements plan			No	Need still exists for multi-year CIP
	Expand Wastewater Capacity: Treatment and Transmission	Complete the Clayton to Raleigh transmission project		<ul style="list-style-type: none"> Sewer line to Raleigh WWTP funded with rural development grants 	Yes	See project to completion
		Development plans and achieve permitting for the Neuse River wastewater plant construction				
	Rental Properties Meet Code and are Well Maintained	Refine minimal housing codes and intensify enforcement		<ul style="list-style-type: none"> No substantial progress Clayton General Design Guidelines New code enforcement department 	No	Still relevant in the long term
	More Housing Opportunities: Beyond Starter Homes	Encourage diverse housing stock		<ul style="list-style-type: none"> Between 2000 and 2012 656 homes have been built that have an average value > \$200,000 (2000 Census and 2012 ACS Data) 	Partial	Continuation of progress needed
		Promote planned development, which allows more flexibility in housing types		<ul style="list-style-type: none"> Moss Creek, Lions Gate, Arbors Apts are recent planned developments with a mix of housing types (small lot, attached, back-loaded lots) 	Partial	Continuation of progress needed, but goal can be clarified

Appendix D: State of the Town - Evaluation Matrix

Goal	Objective/Recommendation	Sub-Objective/Recommendation	Progress	Accomplished	Outstanding Issues
Manage Growth and Produce Quality Development	Upgrade Older Infrastructure: Streets, Sidewalks, Water	Perform aggressive and systematic maintenance and repair with attention to older parts of town.	<ul style="list-style-type: none"> Ongoing maintenance and upgrades of electric, water, and sewer systems have kept pace with growth New UDO requires new subdivisions to provide internal infrastructure & most cases pay for pump stations and connections to the Town system 	Partial	<ul style="list-style-type: none"> Consolidation of pump stations and planning of systems to support new growth areas needed New substation needed to support growth on north-side of Town and improve resiliency Need to underground some electric facilities in downtown, but engineering concept/plan needed
	Expand Scope of Town Comprehensive Transportation Plan	Develop collector street plan	<ul style="list-style-type: none"> Johnston County Comprehensive Transportation Plan (CTP) adopted by Town, County, CAMPO and NCDOT in 2011 	Partial	CTP includes a few new location minor thoroughfares, but does not include a number of collectors that will be needed in future growth areas
		Develop access management standards on major streets	<ul style="list-style-type: none"> Median constructed on NC 42 as a result of a Traffic Impact Analysis for Spring Branch Medical and Commercial Park 	Partial	TIA's may require access management, NCDOT requirements are minimal, additional standards may be necessary on certain thoroughfares
Beauty the Town of Clayton	More Attractive Corridors & Gateways	Improve the appearance of both the natural and built environment, specifically at entrances to Town and Public Spaces.	<ul style="list-style-type: none"> Wayfinding signage program implemented Town entrances improved Horne Square improvements 	Partial	<ul style="list-style-type: none"> Additional improvements are needed on remaining corridors/gateways Need to map existing features and determine outstanding needs and prioritize
	Development of Public Art Throughout the Community	Improve signs, landscaping, condition of buildings, screening or elimination of exterior storage, and fencing standards Create a community of artists in Clayton through the establishment of studio space, display venues, and special arts programming.	<ul style="list-style-type: none"> Clayton General Design Guidelines New code enforcement department Public Art Advisory Board instituted (February of 2008) Clayton Center Mural by Dorothy Demboski (2012) Annual Downtown Sculpture Trail (2013, 2014) Sam's Branch Greenway Butterfly Garden 	Yes	Continuation of progress needed
	Encourage Redevelopment of Deteriorated Areas	Examine the advantages/feasibility of a redevelopment commission Propose new policies to encourage in-fill development	<ul style="list-style-type: none"> No substantial progress 	No	Still relevant?
		Investigate the potential of form-based codes and an appearance committee	<ul style="list-style-type: none"> No substantial progress 	No	Goal remains relevant. Update to FLU plan and clarification of goals and strategies needed. Divide into two goals. Clarify if form-based codes and/or development guidelines based on a small area plan would be sufficient.

Appendix D: State of the Town - Evaluation Matrix

Goal	Objective/Recommendation	Sub-Objective/Recommendation	Progress	Accomplished	Outstanding Issues
Grow the Local Economy	Expand Retail Sector: Attract Residents & Beyond	Complete quality small area plans along major corridors, interchanges and retail clusters	<ul style="list-style-type: none"> NC 42 West Small Area Plan (2007) Downtown Master Plan (2010) US 70 W / US 70 Bus Infrastructure Study 	Partial	Identify additional areas where small area plans are necessary
	Active Pursuit of a "Lifestyle" Mall	Attract big-box retailers to a well-designed site where retail shopping is concentrated	<ul style="list-style-type: none"> Recruitment efforts ongoing 	No	<ul style="list-style-type: none"> Identification of potential sites needed (US 70/NC 42 West and...)
	More People Working and Living in Clayton	Increase availability of well-compensated highly-skilled career opportunities within the Clayton area. Continue support of the pharmaceutical cluster, attract knowledge-based startup businesses.	<ul style="list-style-type: none"> Progress has been made, especially in the greater Clayton Area (including nearby parts of Johnston County) Progress includes recruitment of manufacturing, bio-tech and pharmaceutical jobs 	Partial	Highly skilled job opportunities inside the Town have not kept pace with population growth, more recruitment inside city limits necessary
	Stronger Partnership between the Town, Local Economic Development Organizations, and Businesses	Hold periodic meetings between Town staff and local business leaders in order to learn their needs and assess Town's ability to provide services. Partner with local Economic Development organizations by inviting them to participate in the meetings.	<ul style="list-style-type: none"> Has any progress been made 	????	Still relevant?
Expand Leisure Opportunities and Arts Community	More Developed Parks and Parkland	Acquire suitable acreage for development as active and passive recreation. Expand greenway program.	<ul style="list-style-type: none"> Clayton Community Center (was only in the design phase in 2008) Neuse River Greenway (Clayton River Walk on the Neuse) Sam's Branch Greenway East Clayton Community Park East Clayton Dog Park Land acquired for future parks on the Neuse River (Covered Bridge Road) and off of Little Creek Church Road 	Yes	Continuation of progress needed
	Develop new Community Center: Facility and Programs		<ul style="list-style-type: none"> Clayton Community Center constructed (2008) 	Yes	Additional facilities and programs needed as stated in Parks and Rec Master Plan (2013)
	Develop a Reputation as an "Arts Community"		<ul style="list-style-type: none"> Public Art Advisory Board instituted (February of 2008) Clayton Center Mural by Dorothy Demboski (2012) Annual Downtown Sculpture Trail (2013, 2014) Sam's Branch Greenway Butterfly Garden 	Yes	Continuation of progress needed
	Expand Performing Arts: Classes and Programs	Establish a more active community-based performing arts presence. Give out community arts grants to support community-based productions.	<ul style="list-style-type: none"> Has any progress been made 	????	Still relevant?