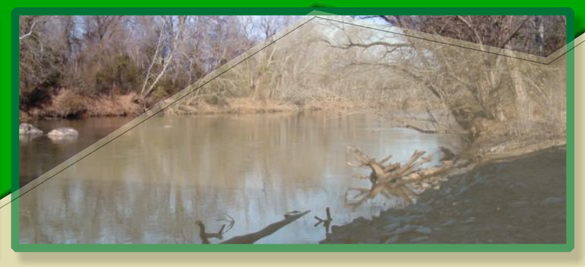
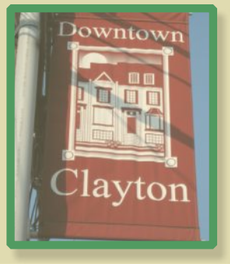
Town of Clayton

Strategic Growth Plan 2008





FINAL | Adopted June 16, 2008

TOWN OF CLAYTON
STRATEGIC GROWTH PLAN
ADOPTED JUNE 16, 2008

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This report was prepared by The Louis Berger Group, Inc. for the Town of Clayton, with the assistance of the Strategic Growth Plan Update Committee. It is an update to the Strategic Growth Plan adopted in 2000. Additional copies are available through the Town of Clayton Planning Department.

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TABLE OF CONTENTS

PAGE

1. INTRODUCTION 5

2. ISSUES / GOALS / VISION 6
   - 2.1 GOAL STATEMENTS 6
   - 2.2 FUTURE GROWTH SURVEY RESULTS 8

3. DEMOGRAPHICS 11
   - 3.1 POPULATION 11
   - 3.2 SCHOOL ENROLLMENT 13
   - 3.3 COMPARING CLAYTON 15

4. ECONOMIC DEVELOPMENT 17
   - 4.1 EMPLOYMENT 17
   - 4.2 DOWNTOWN REVITALIZATION 17
   - 4.3 IMPACT OF TRAVEL AND TOURISM 19
   - 4.4 AGRICULTURE 19
   - 4.5 RECENT DEVELOPMENT 21

5. PUBLIC SERVICES 23
   - 5.1 WATER 23
   - 5.2 WASTEWATER 23
   - 5.3 TRANSPORTATION 25
   - 5.4 PUBLIC SAFETY 27
   - 5.5 PARKS & RECREATION 29

6. LAND USE AND ZONING 31
   - 6.1 PLANNING AREA 31
   - 6.2 ENVIRONMENTAL FEATURES 31
   - 6.3 EXISTING AND PROPOSED LAND USE 31
   - 6.4 BUILDOUT ANALYSIS 37

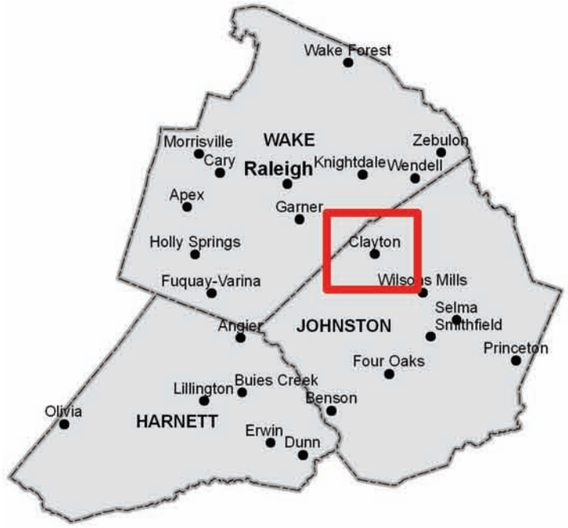
7. ACTION PLAN 38
   - 7.1 ACCOMPLISHMENTS 38
   - 7.2 ACTION PLAN 39

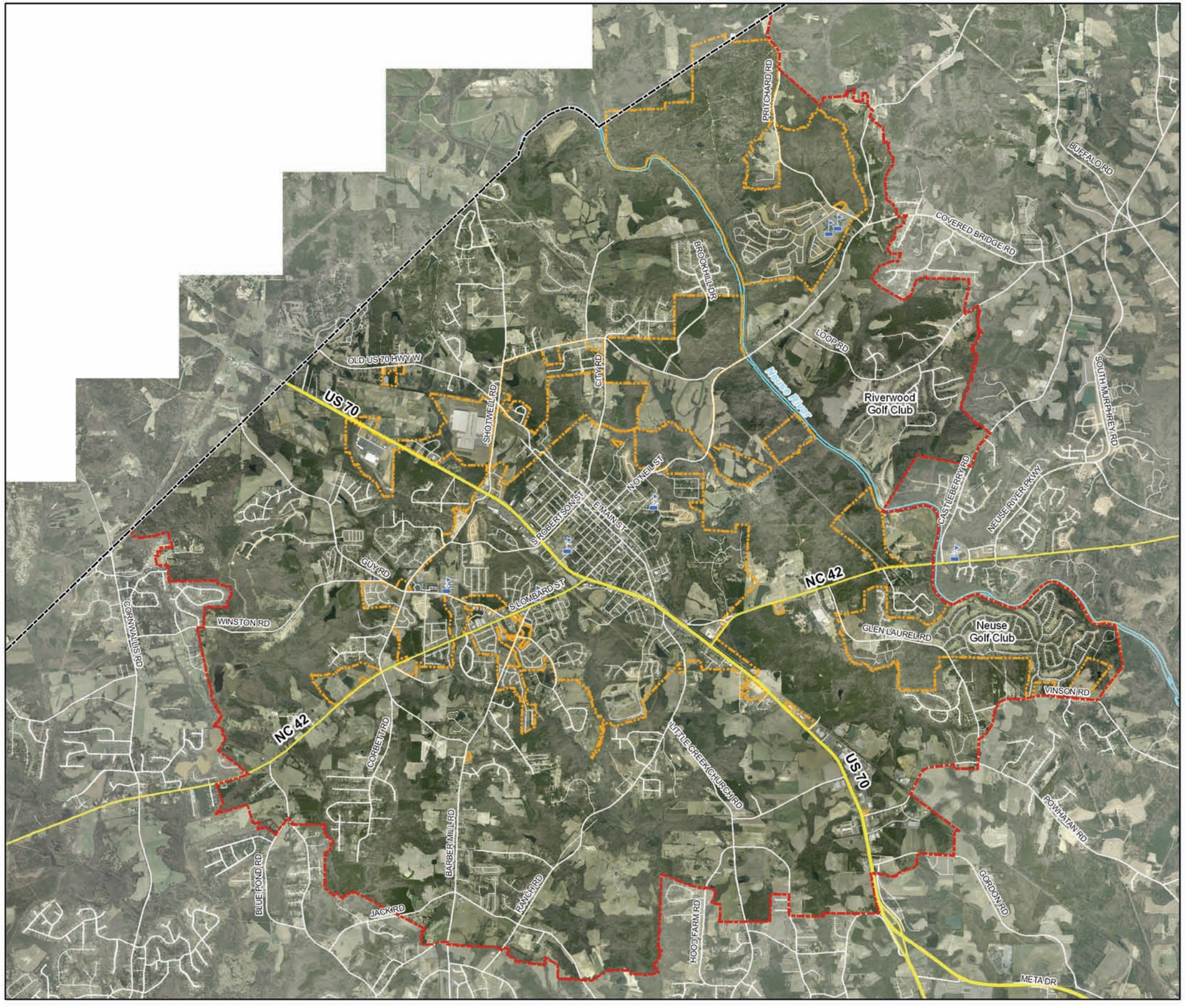
APPENDICES

A. GLOSSARY OF TERMS AND ACRONYMS 42
B. HOW THIS PLAN WAS CREATED 43
C. ADDITIONAL RESULTS OF THE FUTURE GROWTH SURVEY 45
D. REFERENCES AND RESOURCES 48

LIST OF FIGURES

	PAGE
1.1 Location of Clayton Town Limits and ETJ	4
1.2 Clayton Population Growth 1970-2006	5
2.1 Years Respondent Lived in Clayton by Residence	8
2.2 Race/Ethnicity of Respondents by Residence	8
2.3 Respondent Satisfaction with Clayton by Race/Ethnicity	8
2.4 Respondents' Preference for Land Use Policies	9
2.5 Respondents' Top Priorities by Residence	9
2.6 Respondents' Top Priorities by Race/Ethnicity	9
2.7 Respondents' Top Priorities by Age Group	9
3.1 2000 Census Demographics	10
3.2 Population Growth in Clayton 1990-2006	11
3.3 Location and Capacity of School Facilities in the Clayton Area	12
3.4 School Enrollment in Johnston County 1994-2016	13
3.5 Comparison of Clayton and Peer Towns	14
4.1 Location of Clayton Employment by Type in 2006	16
4.2 Clayton Employment by Sector 2002-2004	17
4.3 Economic Impact of Travel and Tourism in Johnston County 1995-2006	18
4.4 Economic Impact of Agriculture in Johnston County 1987-2002	19
4.5 Location of Development Approved in Clayton 2003-2007	20
4.6 Quantity and Value of New Residential and Commercial Construction in Clayton 2001-2007	21
5.1 Location of Clayton Public Facilities	22
5.2 Clayton Water Consumption and Wastewater Treatment Capacity 1995-2006	23
5.3 Existing and Proposed Transportation Network	24
5.4 Commuting Patterns	25
5.5 Traffic Accidents in Clayton 2001-2006	26
5.6 Crime in Clayton 1997-2006	26
5.7 Clayton Public Service Employees 1997-2007	27
5.8 Parks, Trails and Greenways	28
5.9 Parks and Recreation Needs Identified in 2004 Plan	29
6.1 Environmental Features	30
6.2 Existing Land Uses by Category	31
6.3 Existing Land Use	32
6.4 Proposed Land Use	33
6.5 Current Zoning	34
6.6 Land with Potential for Future Development	35
6.7 Development At 80% Buildout	36
6.8 Impact of Buildout on Public Services	37
C.1 Future Growth Survey	44
C.2 Additional Respondent Demographics and Satisfaction Results	45
C.3 Respondent Agreement with Growth Policies	46
C.4 Additional Respondent Agreement with Growth Policies	47





Legend

- Schools
- Neuse River
- Major Roads
- Secondary Roads
- County Boundary
- Clayton Town Limits
- Clayton ETJ

Aerial photo taken in 2005

Source: Johnston County GIS

0 0.5 1 2 Miles

N

Figure 1.1 Location of Clayton Town Limits and Extra-Territorial Jurisdiction (ETJ)

1. Introduction

Clayton, North Carolina

Clayton is located in Johnston County, southeast of Wake County (Figure 1.1). Clayton provides its "Small Town Atmosphere" as an alternative to big city living in nearby Raleigh and Research Triangle Park. The location of the Town and its close proximity to metropolitan areas has influenced the rapid population growth and development opportunities in the Town (Figure 1.2). As a result of the growth, the Town has begun to face many pressures on utilities, infrastructure, roadways, schools, and the natural environment. Changes in policy and operations can be made to accommodate the growth, and the Town will be not faced with negative impacts.

Council Retreat of 1998

The Town Council held a retreat in 1998. During the retreat there was a consensus among the group to develop a planning document to assist local officials in understanding and assisting with issues that affect the Town due to growth. The Planning Board was directed to prepare and present a plan to the Council. The purpose of the plan is not to replace any existing plans and programs, but to serve as a guide to lead the community in achievement of the goals stated by the Town Council. It is also intended to provide a conceptual framework identifying land opportunities and development.

Why are we updating the plan?

This plan is an update of the one that was adopted by Town Council in 2000. The Town has experienced an increase in population since the initial growth plan was developed, and local officials need to understand the possible effects that growth has on transportation, education, housing, utilities, open space, commercial and business development and land use. Updating plans and policies every few years is necessary to keep up with the rapidly changing character of the area.

The project area for the updated strategic plan includes the Town of Clayton and the Extra-Territorial Jurisdiction (ETJ) (illustrated in Figure 1.1, see Appendix A for a Glossary of Terms). An ETJ is an area adjacent to and outside of a city in which the city has authority to exercise planning, zoning, building and subdivision regulation. In the case of Clayton, an expansion of the ETJ was approved by Johnston County in November of 2007 to extend approximately two miles around the Town limits. This Plan offers recommendations and strategies for development of Clayton and its surrounding ETJ area.

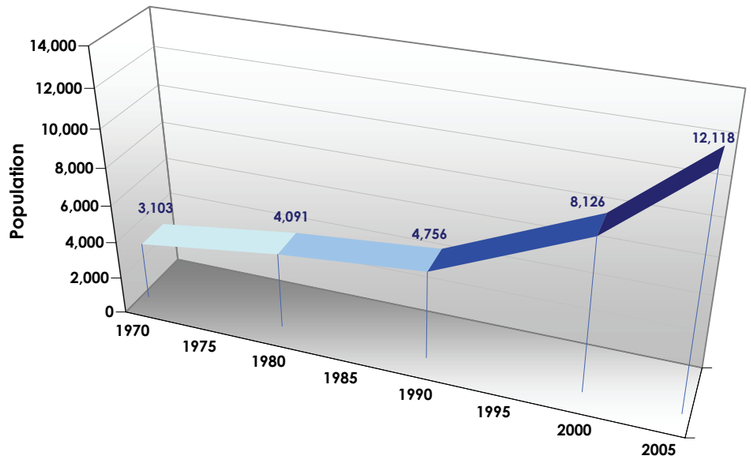


Figure 1.2 Clayton Population Growth 1970-2006

Planning Process

The process used for updating this plan was community-driven. The plan was prepared by input from local citizens as well as meetings with a committee comprised of members of the Planning Board and Town Planning Department staff. Bi–weekly meetings were held with the committee, and interviews were conducted with several Town Departments and local officials. In addition, a public survey was undertaken, online and in print, with 253 residents responding. The meetings, interviews and the public surveys identified constraints and opportunities that the Town is facing due to growth as well as ideas on how to manage the growth. The planning process is described in greater detail in Appendix B, and the public survey results are described in Appendix C.

History of Clayton

Clayton was built along the road made by Governor Tryon's troops as they marched from New Bern to Hillsborough against the Regulators around 1770. In 1853, the railroad came to town and the community was first known as Stallings' Station, since the depot for the North Carolina Railroad was in the home of Mrs. Sarah Stallings. On January 30, 1856, the community name was officially changed to Clayton and the Town of Clayton was incorporated in 1869. The Town is named for Senator John Middleton Clayton (1796-1856) from Delaware.

In March 1865, cannon blasts could be heard in Clayton from the Battle of Bentonville, just a few miles east of the Town involving General Johnston and General Sherman. While Sherman and Johnston were making their venture from Bentonville to Raleigh, Sherman set up headquarters in Clayton at the R. Keith Compton home, located on the corner of Main and Second Streets, in what is now the heart of downtown Clayton. It was there that Sherman received the news that General Lee had surrendered the fight.

Once the Civil War was over, the railroad expanded and business began flourishing in the area. A turpentine distillery, lumber plants, brick kiln, cotton gin, gristle mill, sawmill, tobacco warehouses, and three cotton mills were early businesses established in the booming Town of Clayton. In the early 1900's, Clayton became a major agriculture hub for cotton, watermelon and tobacco. The first tobacco sales were held in Clayton August 12, 1909. Eighty-thousand pounds were sold the first day, breaking all first-day sales records. In 1907, the Raleigh Evening Times paper wrote that there was "… more money per capita in Clayton than any city its size in the world".

Clayton experienced a loss of financial eminence in the 1930's with the onset of the Great Depression, and Clayton's population grew only slowly for forty years, from 1,440 in 1910 to 2,229 in the 1950's. In the mid-1950's cotton mills were the major employers, but all had closed by the 1960's. Tobacco then replaced cotton as the major crop. By the mid 1970's industry began to grow in Clayton and the workforce shifted to services and trades. Today, Clayton is a thriving and growing community, the fastest-growing town in Johnston County. With a population of over 12,000 people, the Town has attracted major retailers and businesses. Talecris and Novo Nordisk Manufacturing have located research and production plants in the heart of Clayton. Clayton is becoming a progressive community with a vision to become a premier place to live for active families.

The Town of Clayton strives to be the "premier community for active families". The Town's 2000 to 2010 Community Goals are:

- Safest, Healthiest Town in the Triangle Area
- Downtown: The Community Hub
- Regional Service Center
- A Place for Family Fun and Leisure
- Business Community: Diverse and Profitable
- Value for Taxes and Public Fees

Top: Downtown Clayton

Middle: Town Square on Main Street

Bottom: Clayton Center/ Town Hall

2. Issues / Goals / Vision

2.1 Goal Statements

The following are the goals adopted by Council during the 1998 and 2000 Council retreats:

Council hopes Clayton will strive to be the safest, healthiest city in the Triangle.
The Council proposes that Clayton would become a diverse and profitable business community.
Ensure that the community is getting the best value from tax rates and public fees.
Strive for Clayton to be a fun and leisure community.
Town Council would like to see Downtown Clayton as the community hub of activities.
The Town of Clayton would become the regional service center for several surrounding counties.

In 2006 the Town Council had another retreat and decided that the goals for the Town needed to be updated. Following are the goals adopted and listed objectives for each goal:

Create an Alive Downtown

- Development of a strong Main Street program
- Increased number of residential units
- More attractive buildings with property owners taking responsibility for maintenance.
- More investment dollars by the private sector in downtown
- More entertainment venues – restaurants, theater(s)

Manage Growth Producing Quality Development

- Balanced development and Investment – old and new
- Infrastructure and services capacity to support growth
- Expanded wastewater capacity - Collection and Treatment
- Rental properties meeting code and well-maintained
- More housing units beyond starter homes
- Upgraded older infrastructure: streets, sidewalks, water, wastewater (sewer)

Beautify the Town of Clayton

- More attractive corridors and gateways
- More flowers, flowering shrubs in designed landscapes and public spaces
- More attractive building facades in downtown
- Development of public art throughout the community
- Becoming known as an "Arts Community"
- Encouragement of redevelopment of blighted areas, particularly along corridors

Grow the Local Economy

- Expanded retail businesses – places to shop that attract non-residents and residents
- Active pursuit of a "Life Style Mall"
- More people working and living in Clayton
- Stronger partnerships between the Towns and businesses
- Partnering with economic development-Johnston County, RTP, NC DOC.

Expand Leisure Opportunities and Arts Community

- More developed Parks and Parkland
- Development of community center- facility and program
- Development and Reputation as an "Arts Community'
- More festivals, events, and galleries for showcasing local artists
- Expanded programming and use of the Clayton Center

On June 18, 2007 the Town Council adopted "Downtown Clayton: Vision 2012," which was created through a visioning workshop with over 80 residents and business owners. The vision, written as if it were 2012, reads as follows:

- The new streetscape of Main Street thrives amid a profusion of flowers and plantings, decorative street-crossings, walkways, and interesting buildings. Downtown is well-lit and safe. Overall, Clayton has a clean, uncluttered look, especially since the utility lines were put underground.

- Now a diverse business center, Clayton retains its small town charm as it steams toward its progressive future. Trendy restaurants offer sidewalk cafes and entertainment for all tastes. Every storefront is occupied and restored to its original architectural glory accented by attractive landscaping. A variety of shops are open evenings to accommodate the needs of residents and visitors alike. The open-air market provides fresh, local produce and crafts.

- Clayton's growing visual and performing arts community is

alive with artists and music. Public art throughout downtown provides beauty and interest. The Clayton Center continues to flourish with live professional and community performances.

- Attractive and informative signs welcome residents and visitors to downtown shops and parking. They guide the way to downtown from other Clayton communities.

- The visitor's center provides us with maps of historic Clayton and a schedule of events, such as the Harvest Festival and Millstock, for the downtown area. The Clayton History Museum offers an interactive map and walking tour of the historical area and other points of interest.

- Downtown has truly become the social and cultural hub of Clayton.

The Council also identified the **Top Ten Achievements of 2006:**

- *Fire Operation and Services*. Construction on the $15 million Fire Station #1 was completed in April 2005, located at Robertson and Horne streets downtown with 13,700 square feet. Fire Station #3 is planned for the north side of Clayton, to serve the Riverwood and Riverwalk neighborhoods and serves as a state-of-the-art training facility.

- *Community Center*. The design phase is underway to build a 31,000-square-foot center at Amelia Church and Shotwell roads. The facility will feature a gymnasium with a basketball court and elevated walking track, art and dance studios, a child-care area and office space for staff. It will also feature an outdoor play area and a covered "community porch" space where outdoor events can be held.

- *Downtown Becoming Alive*. One step the Town has taken to revitalizing downtown was to create a full-time position in the Planning Department for a downtown development coordinator. The coordinator's plans include inventorying downtown businesses and properties, creating a business directory and website.

- *Wastewater Capacity and Plant Prepared for Future*. Plans are underway to build a new wastewater treatment plant on the Neuse River, which will have the capacity to treat six million gallons per day. This capacity will nearly triple the current capacity of 2.5 million gallons per day.

- *Capital Improvement Plan: Development*. In 2006, the Town of Clayton began developing a Capital Improvement Plan (CIP), a process that will be complete in 2007. The CIP will detail the infrastructure improvements (streets, water and sewer facilities, as well as police and fire stations) that the Town will need to meet the needs of growth over the next five years. Preparing the CIP is an important step for the Town to be ready, physically and financially, for growth.

- *Bond Program: Preparation*. The Town Council began preparation for an upcoming bond referendum to help finance $115 to 123 million for a new wastewater treatment plant, $23 million to purchase nitrogen credits, $23 million for street, water and sewer improvements, $2.2 million for new streets, and $2 million for park acquisition and development.

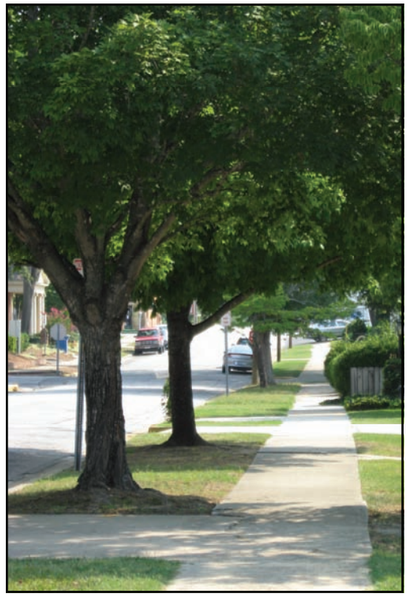
- *Tree Ordinance*. As part of becoming a Tree City USA community, the Town adopted a tree ordinance, established a tree board, and created a community forest program. The purpose of the tree ordinance is to encourage the planting of trees and set limits for tree removal.

TREE CITY USA.

- *Unified Development Code/Ordinance*. The Town updated the ordinance that governs land use, development, and subdivisions into a user-friendly format that replaces several separate ordinances.

- *Library Expansion and Service*. The Hocutt-Ellington Memorial Library in downtown Clayton added a meeting room adjacent to the children's library. The new meeting room provides space for group activities and allows the library to create a Clayton History Room.

- *Hospital Commitment*. Johnston Memorial Hospital committed to build a 52,000-square-foot medical center on 76 acres at the intersection of N.C. 42 West and Amelia Church Road, close to the future U.S. 70 Bypass. The center will be finished by March 2010 and will have an emergency room, outpatient-surgery, diagnostic-imaging services and a lab.



Top: Recently completed Fire Station #1at Robertson and Horne streets

Middle: Sidewalks and street trees in downtown Clayton

Bottom: Recently expanded Town Library on Church Street

2.2 Future Growth Survey Results

The Plan Update Committee developed a survey to get citizens ideas and feelings on how they see the Town and its future. **The survey questions and additional results, are included in Appendix C.** The survey was open from July 4th to September 30, 2007 and was available to residents of the Town of Clayton as well as people living nearby who were interested in the Town's growth. Copies of the survey were located at Town Hall and the library in downtown Clayton, as well as several local churches. Copies of the Spanish translation were located at a local Hispanic restaurant and *tienda*. The survey was also offered online in English and Spanish through a hyperlink on the Town of Clayton's website. In addition, three members from The Louis Berger Group, Inc. also attend the Clayton July Fourth Celebration at Municipal Park and distributed the survey for attendees. Eighty-six surveys were collected on July 4th, contributing to the total number of 253 surveys collected .

Fire and police services received high marks from all racial/ethnic groups...

Figures 2.1 and 2.2 (right). These figures illustrate some demographics of the survey respondents—whether they live in the Town, and their race/ethnicity. About two thirds of respondents live in the Town, but over half have lived in Clayton for 10 years or less. Given the recent growth in Clayton, this figure is not surprising. It is important to understand that the 253 survey responses received do not necessarily reflect the racial/ethnic composition of Clayton. For example, about 6% of the respondents were African American, compared to nearly 28% of Clayton's actual population. Therefore, some caution must be used when attempting to draw large conclusions about respondent opinions based on age or race.

Figure 2.1 Years Respondents Lived in Clayton by Residence

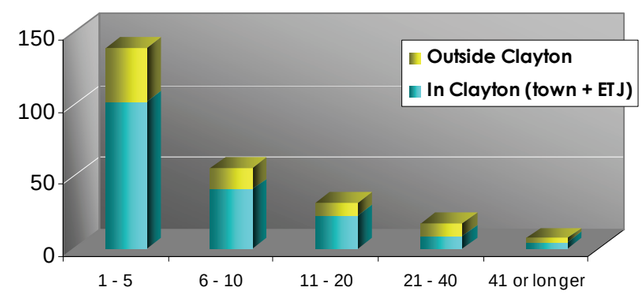


Figure 2.2 Race/Ethnicity of Respondents by Residence

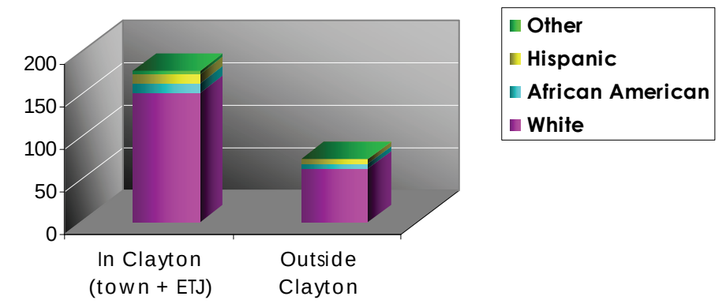


Figure 2.3 (right). The survey respondents, regardless of race or ethnicity, generally were less satisfied with the opportunities for shopping; biking and walking; and recreation. Hispanic respondents consistently were more satisfied with these features than their African American and white counterparts. Hispanic and African Americans were less satisfied than whites with the housing supply in Clayton, while whites were less satisfied than other groups with shopping opportunities. Fire and police services received high marks from all racial/ethnic groups; however, there was a noticeable difference between the satisfaction level of white respondents compared to African Americans or Hispanics.

Figure 2.3 Respondent Satisfaction with Clayton by Race/Ethnicity

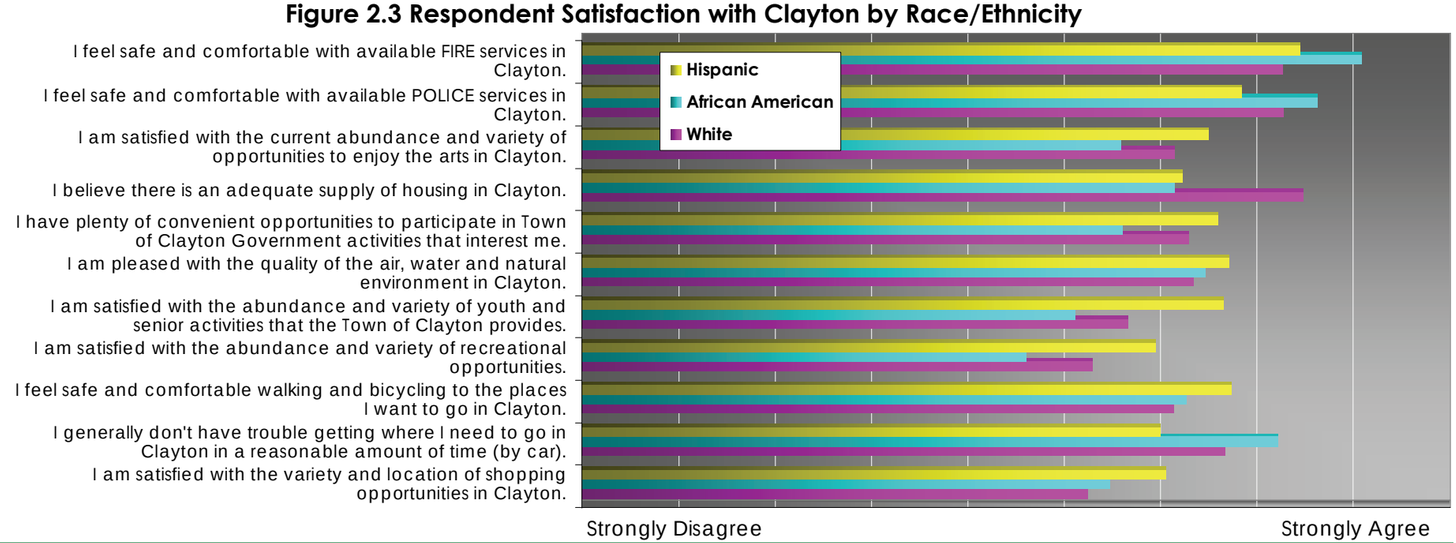


Figure 2.5 Respondents' Top Priorities by Residence

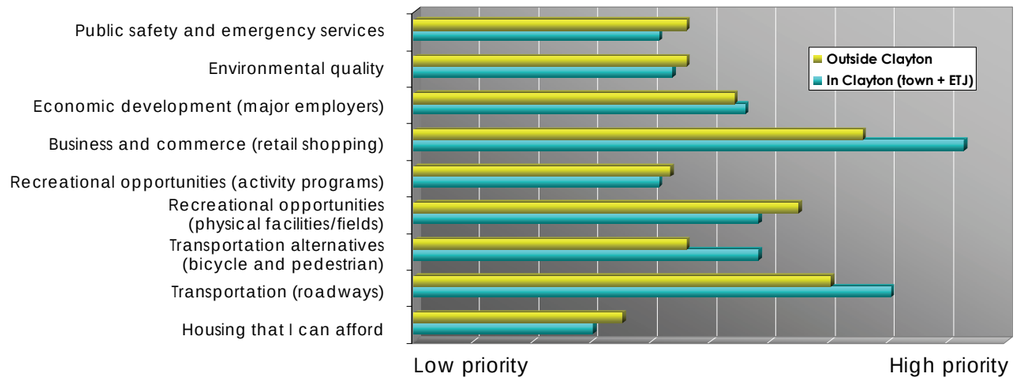


Figure 2.6 Respondents' Top Priorities by Race/Ethnicity

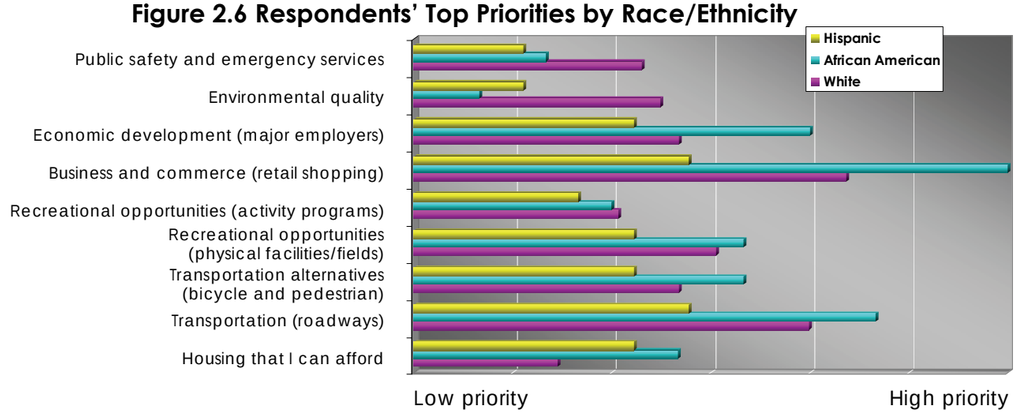


Figure 2.7 Respondents' Top Priorities by Age Group

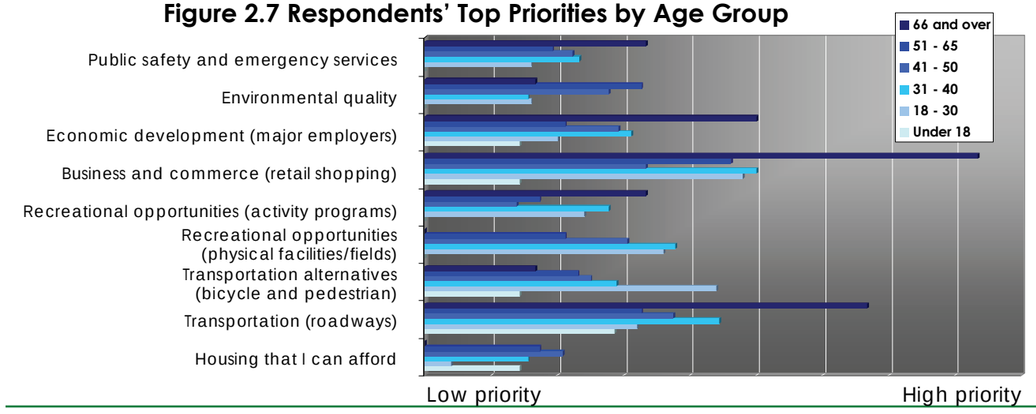


Figure 2.4 Respondents' Preference for Land Use Policies

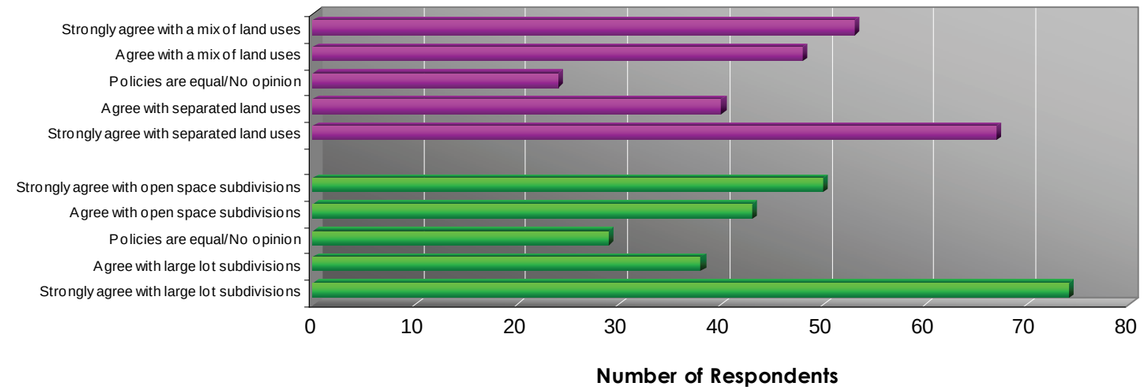


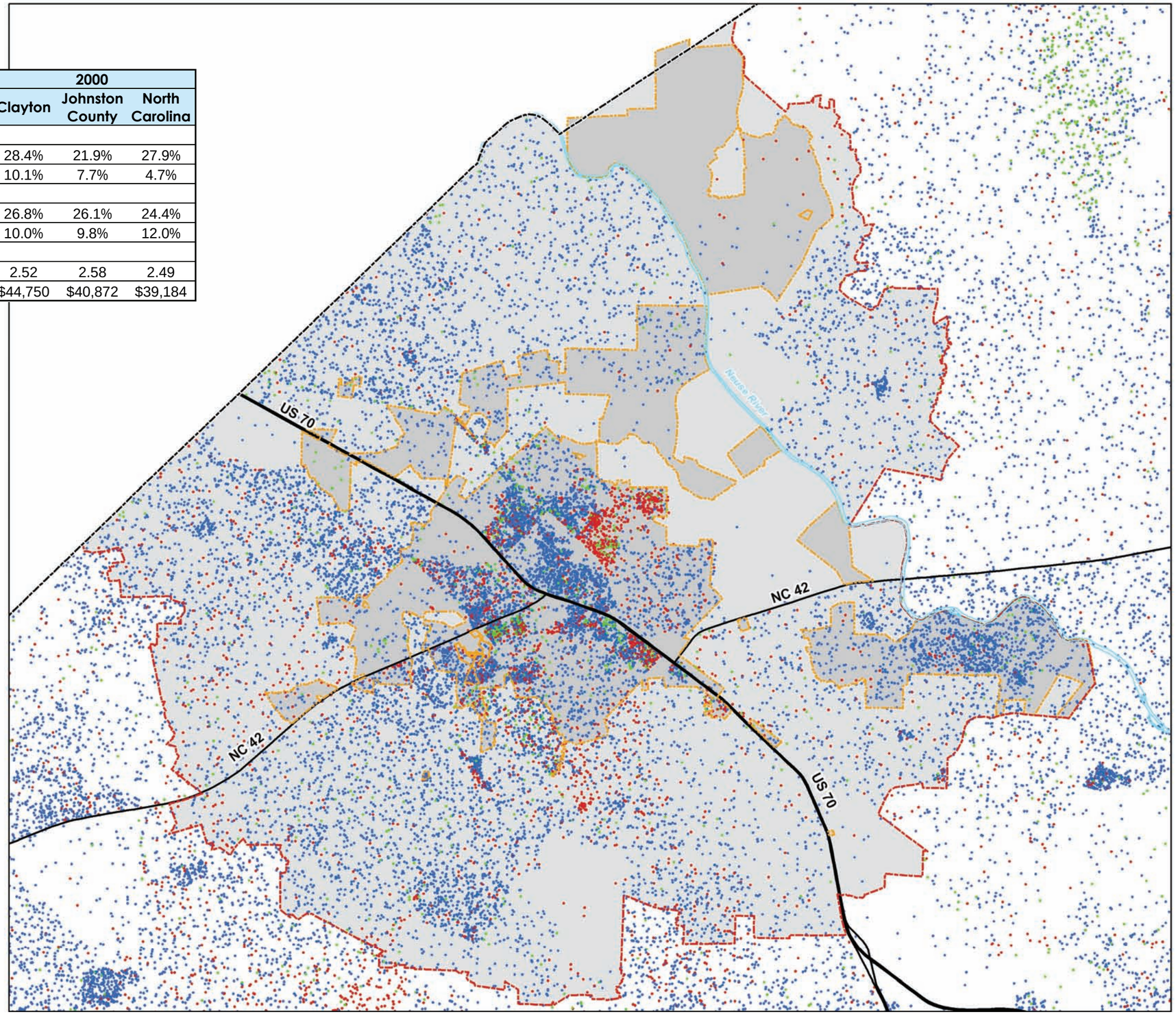
Figure 2.4 (above). Two questions about land use policy were asked of the respondents: sentiments about the mixing of land uses (e.g., shopping within close distance of housing) and comparing open space and large lot subdivisions. Please see the original survey in Appendix C for illustrations of these policies. The respondents were polarized on both issues, with approximately the same number of respondents agreeing with the concept of mixing land uses and clustering housing as those that favored separated land uses and large lot subdivisions. The implications of these choices are critical for energy consumption, recreational opportunities, community schooling, and alternative means of transportation like bus transit. Clearly, there is a considerable market for neo-traditional housing opportunities as other North Carolina communities have discovered, although just as many would prefer to live in a traditional subdivision development.

The implications of these choices are critical for energy consumption, recreational opportunities, community schooling, and alternative means of transportation...

Figures 2.5, 2.6 and 2.7 (left). Respondents were also asked to rank their top priorities for Clayton to address as it grows in the future. In general, the items rated as priorities most often were retail shopping, roads, and recreational facilities. Bicycle/pedestrian facilities and major employers were close behind. Those people living inside of Clayton (Figure 2.5) and especially African Americans (Figure 2.6) and elderly (Figure 2.7) rated "retail shopping" as a higher priority than others. Transportation and recreation opportunities also rated highly for all groups, while affordable housing issues were not as important for any of the surveyed groups in these figures. In each case, there were some differences between respondents' place of residence, race/ethnicity, and age. Some of theses differences may be accounted for by low numbers of respondents in each category.

	1990	2000		
	Clayton	Clayton	Johnston County	North Carolina
Race and Ethnicity				
% population non-white	25.3%	28.4%	21.9%	27.9%
% population Hispanic	1.2%	10.1%	7.7%	4.7%
Age				
% population < 18	25.4%	26.8%	26.1%	24.4%
% population 65 and over	12.6%	10.0%	9.8%	12.0%
Households				
Average household size	N/A	2.52	2.58	2.49
Median household income	$27,313	$44,750	$40,872	$39,184

Source: U.S. Census Bureau



Legend

- Neuse River
- Major Roads
- County Boundary
- Clayton Town Limits
- Clayton ETJ

2000 Census Population

- 1 dot = 1 person
- WHITE
- BLACK
- OTHER

Note: Dots are randomly distributed within each sub-area and may not reflect actual residences.

0 0.5 1 2 Miles

N

Figure 3.1 2000 Census Demographics

3. Demographics

3.1 Population

Understanding Clayton's population, its composition and its pattern of growth is the first step towards meeting its needs for schools, parks, streets, and utility infrastructure in the future. Clayton has been changing rapidly since 1990, nearly tripling in population and shifting in its demographics.

Race, ethnicity, and distribution

The racial and ethnic diversity of Clayton increased from 1990 to 2000, with a 3% increase in non-white residents, and a nearly 10-fold increase in the population of Hispanics (Figure 3.1). In the case of both non-white and Hispanic population, Clayton is more diverse than Johnston County or North Carolina. The U.S. Census counts ethnicity, such as Hispanics and non-Hispanics, separately from race. So the percentage of non-whites may include some Hispanics, and the percentage of Hispanics will include whites, blacks and other races. These statistics refer only to the population within the town limits, rather than the larger ETJ area shown on the map.

The map in Figure 3.1 illustrates the distribution of Clayton's population in 2000, with each dot representing one person. The population is clearly clustered in neighborhoods downtown and more sparsely distributed in outer areas. Red dots, representing the black population, are also clearly clustered in certain parts of downtown. Because the Census counts where people *live*, the areas without population are likely commercial or industrial areas, or are undeveloped.

Clayton's population has gotten slightly younger overall since 1990, with about a 1% increase in the population under 18 years of age, and about a 2% decrease in the population 65 and over. This distribution is very similar to that of Johnston County, and slightly younger than North Carolina overall. The impact of a younger population can typically be seen in greater numbers of schoolchildren.

An average of 2.53 people live in each household in Clayton, which is slightly lower than Johnston County's average household size, but slightly higher than North Carolina overall. This statistic will assist in planning for the future, when we project future population based on the number of households.

Clayton's median household income of $44,750 is nearly 10% higher than that of Johnston County, indicating that Clayton's population as a whole is better off than its peers in the rest of the county.

Rate of growth

Clayton's population has grown from 4,756 in 1990 to 11,584 in 2005. This is a growth rate of 5.5% a year between 1990 and 2000, and 7.3% per year from 2000 to 2005 (Figure 3.2). It is important to understand that some of the growth captured in these rates can be attributed to the Town's annexation of land. That is, the population of Clayton could have increased solely from adding land to the town limits rather than people moving to the area or natural growth.

After taking into account the population added due to annexation, the adjusted growth rate for 1990-2000 was 2.6% per year, and 2000-2005 was 5.1% per year. Clayton's 2000-2005 adjusted growth rate of 5.1% per year is still significantly higher than Johnston County's 3.7% and North Carolina's 1.5%. This growth rate poses serious challenges to the Town of Clayton to keep up with the services that a growing population needs. The rest of this plan will address each of these services in turn, describing the current facilities and proposed expansions and improvements.

The recent growth in Clayton is quite visible—there are new subdivisions such as Riverwood, new retail centers such as Grand Plaza, and new employers such as Johnston Memorial Hospital. In addition, the U.S. 70 bypass will bring many changes to the Clayton area. This recent development will be discussed in much more detail in section 4.4.

Although growth rates have been projected into the future for the county and the state (Figure 3.2), the same cannot be done accurately for the Town of Clayton. Simply projecting the recent growth rate into the future to find a number for Clayton's population in 2025 would inevitably be inaccurate, and would not account for changes such as annexation that would add population to the Town. A better method is to consider the available land for development, and the density at which that land can be developed, in order to determine the future population. This form of analysis is called a buildout, and will be discussed in detail in section 6.

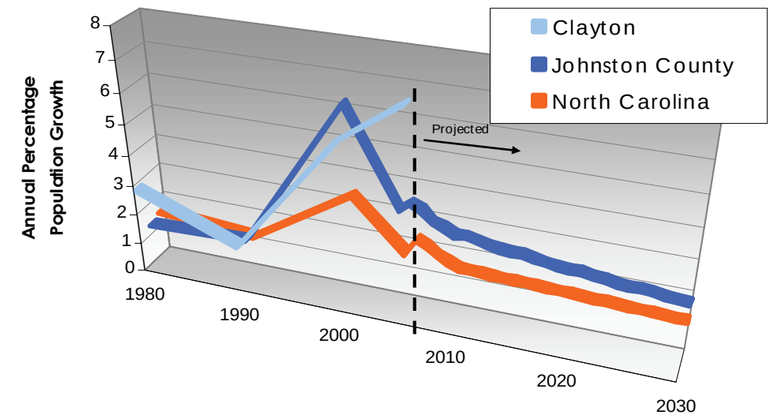


Figure 3.2 Population Growth in Clayton 1990-2006

	Clayton	Johnston County	North Carolina
1990 population	4,756	81,306	6,632,448
2000 population	8,126	121,900	8,046,813
2006 population	12,118	151,589	8,860,341
Annual % growth 1990-2000	5.5%	4.1%	2.0%
Annual % growth 2000-2006	6.9%	3.7%	1.6%
Annual % growth (less annexation) 1990-2000	2.6%	N/A	N/A
Annual % growth (less annexation) 2000-2006	5.0%	N/A	N/A

Source: NC State Demographics

Name	2006-07 Building Capacity	2007-08 Enrollment
East Clayton Elementary	740	1017
Cooper Elementary	500	592
Riverwood Elementary	684	801
West Clayton Elementary	900	969
Clayton Middle	750	743
Riverwood Middle	886	822
Clayton High	2000	1934

Sources: Johnston County Board of Education; "Johnston County Schools: Integrated Planning for School and Community Land Use Studies Report", OR/Ed. Laboratory, North Carolina State University

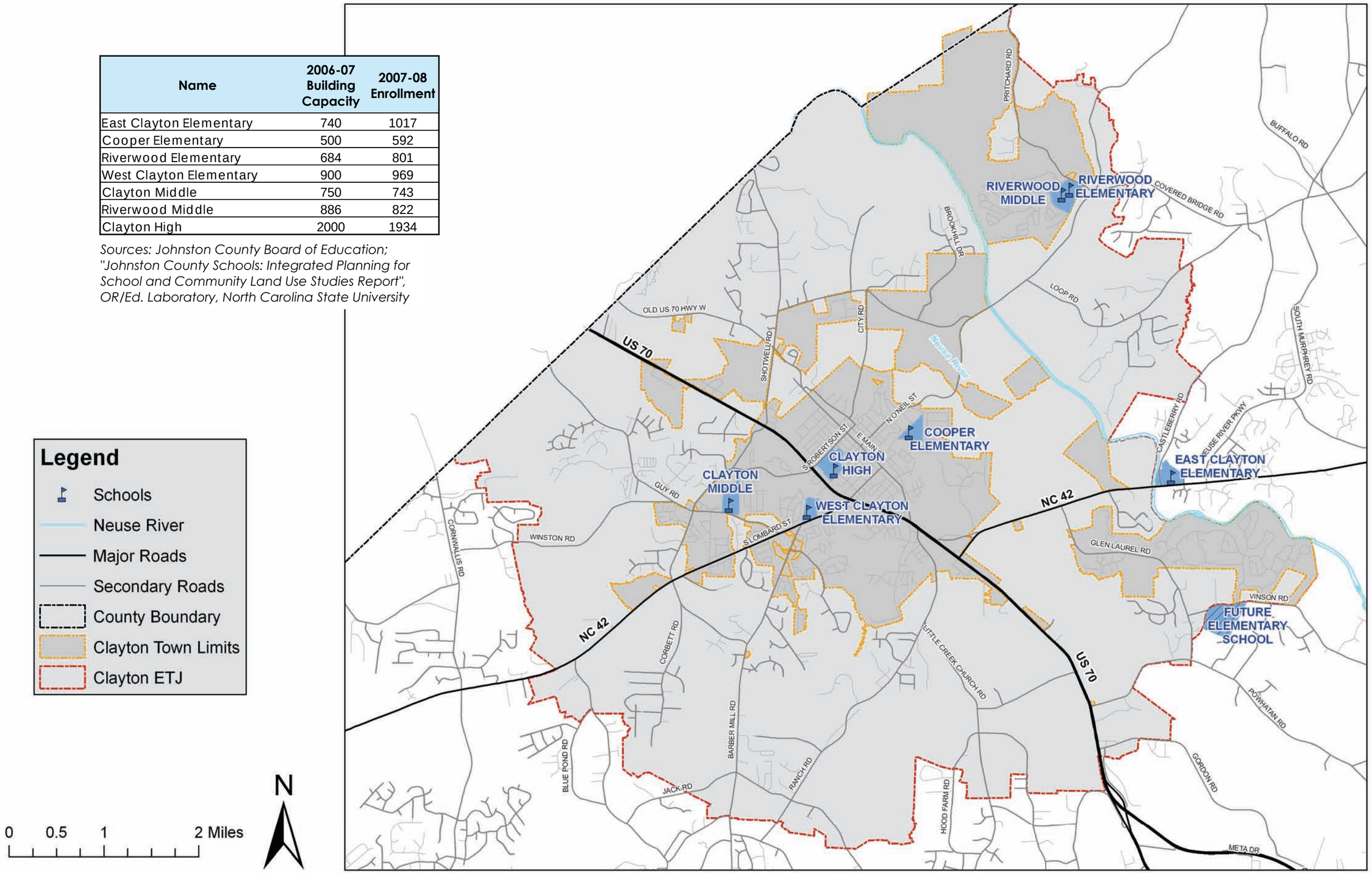


Figure 3.3 Location and Capacity of School Facilities in the Clayton Area

3.2 SCHOOL ENROLLMENT

Current and projected school enrollment in Clayton, as well as available school facilities, is an important part of the quality of life for residents. School overcrowding due to rapid growth, where new school construction cannot keep up with the rise in the school-aged population, is a challenge that will need to be addressed. In Clayton, schools are run by the Johnston County Board of Education, rather than the government of the Town of Clayton.

In the Clayton area, there are currently five elementary schools, two middle schools, and one high school, as shown in Figure 3.3. The schools are well distributed around the Town, with Clayton High School centrally located, middle and elementary schools generally evenly divided between the east and west sides of U.S. 70.

Total enrollment in Clayton area schools for the 2006-07 school year was 6,577. These figures cannot be exactly compared to the population or other statistics for the Town of Clayton because school attendance boundaries do not exactly match town limits. The enrollment and capacity for the 2006-07 school year for each Clayton area school are also shown in Figure 3.3, indicating that enrollment at nearly all of the schools is at or over the capacity. Even Clayton High School, which was recently expanded, is within two years of reaching its capacity.

In general, the near-capacity and out-of-capacity conditions at the Clayton area schools are mirrored at the rest of Johnston County's schools, with 20 of 36 schools noted as out-of-capacity for 2006-07 in the 2005 Integrated Planning for School and Community Land Use Studies Report.

Enrollment is projected to increase overall in the County as shown in Figure 3.4, reaching 41,325 by 2015-16. This represents a 42% increase over the 2006-07 enrollment of 29,033. The Clayton area schools are projected to have an enrollment of 11,161 by the same year, a 70% increase over 2006-07. The Board of Education is addressing this growth by commissioning an updated version of the school projection study and by planning several additional schools.

For example, the Johnston County Board of Education recently initiated plans to build a new elementary school on Vinson

Temporary buildings outside Riverwood Elementary School

Drive near the Glen Laurel neighborhood (Figure 3.3). The 99,000-square-foot school would accommodate approximately 1,000 students. The school system hopes to open the school in August, 2008.

In addition, a new middle school opened in Archers Lodge, just northeast of Clayton, for the 2007-08 school year. A new high school, to be located on Applewhite Road in Archers Lodge, is scheduled to open in 2010 and would draw some students from the Clayton area. The Board of Education also plans a future elementary school for the southwest Clayton area, outside the current town limits.

In addition to the Board of Education's plans, two major recent developments in the Clayton area have set aside space within the neighborhood for future schools in recognition of the need for and attractiveness of localized schools. These developments, Riverwalk and Biltmore, are illustrated in Figure 4.5.

Total enrollment in Clayton area schools for the 2006-07 school year was 6,577...

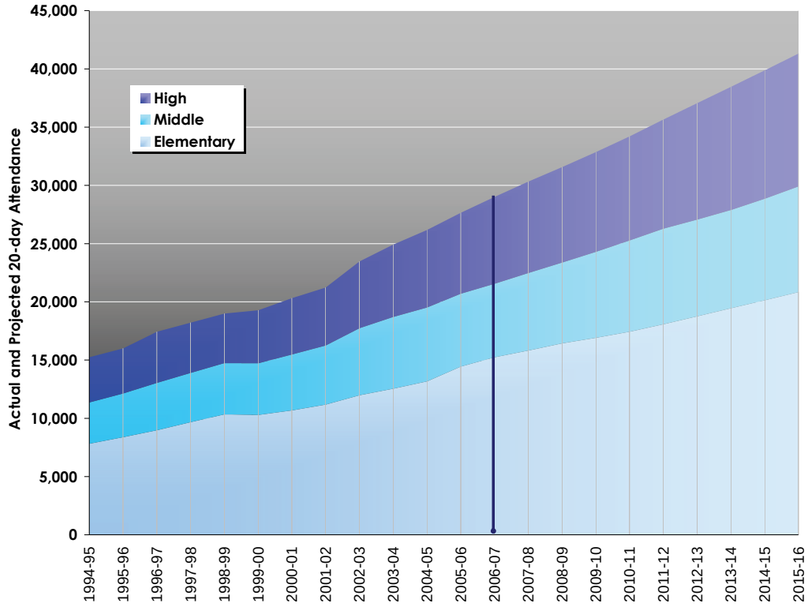
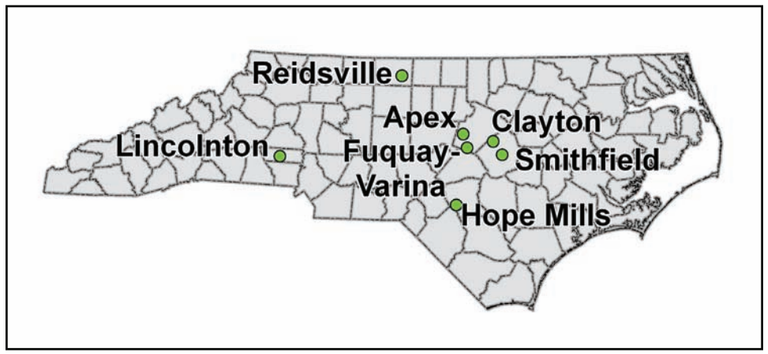


Figure 3.4 School Enrollment in Johnston County 1994-2016

Year	Elementary	Middle	High	*Total*
1994-95	7,826	3,551	3,879	*15,712*
1995-96	8,388	3,757	3,864	*16,475*
1996-97	9,001	4,063	4,377	*17,441*
1997-98	NA	NA	NA	*NA*
1998-99	10,353	4,401	4,256	*19,010*
1999-00	10,301	4,440	4,556	*19,297*
2000-01	10,684	4,807	4,839	*20,330*
2001-02	11,200	5,060	4,973	*21,233*
2002-03	11,993	5,753	5,736	*23,482*
2003-04	12,555	6,160	6,213	*24,928*
2004-05	13,178	6,350	6,650	*26,178*
2005-06	14,454	6,252	6,945	*27,651*
2006-07	15,251	6,313	7,469	*29,033*
2007-08	15,825	6,667	7,835	*30,313*

Sources: Johnston County Board of Education; "Johnston County Schools: Integrated Planning for School and Community Land Use Studies Report", OR/Ed. Laboratory, North Carolina State University (Dec. 2005); Johnston County Growth Management Committee (Sept. 2006)



Feature	Smithfield	Apex	Reidsville	Fuquay - Varina	Lincolnton	Hope Mills	Clayton	COMPARE
Estimated Population 2005	11,510	20,212	14,623	12,209	10,582	12,422	**11,584**	
Median Resident Age	38.9	31.2	39.5	32.6	37.7	30.6	**32.6**	
Estimated Median Household Income in 2005	$30,800	$74,000	$32,000	$44,700	$34,400	$42,500	**$49,500**	
Residents with Income Below the Poverty Level	21%	1.9%	15.10%	11.10%	17.30%	7.80%	**11.40%**	
Estimated Median Home Value in 2005	$111,200	$208,500	$93,200	$137,000	$97,500	$91,300	**$120,400**	
White Non-Hispanic Population	57.4%	83.4%	56.1%	66.3%	70.2%	70.5%	**68.2%**	
Single-Family New House Building Permits	0	324	24	575	7	133	**337**	
Land Area (Sq. Miles)	11.4	10.5	13.4	6.8	8.2	6.1	**8.5**	
Population Density (Per Sq. Mile)	1,047	2,718	1,091	1,795	1,290	2,036	**1,365**	
High School Education or Higher	69%	96%	69%	80%	67%	88%	**83%**	
Police Officers	39	45	42	30	36	26	**39**	
Officers per 1,000 people	3.4	2.2	2.9	2.5	3.4	2.1	3.4	
Firefighters	6	13	37	33	20	11	**4**	
Firefighters per 1,000 people	0.52	0.64	2.53	2.70	1.89	0.89	0.35	
Violent Crimes	88	39	74	47	36	52	**47**	
Crimes per 1,000 people	8	2	5	4	3	4	4	
Property Crimes	947	499	1,155	523	713	801	**373**	
Crimes per 1,000 people	82	25	79	43	67	64	32	
City Tax Rate	$0.57	$0.40	$0.67	$0.52	$0.56	$0.46	**$0.49**	
City + County Tax Rate	$1.35	$1.03	$1.35	$1.15	$1.17	$1.39	**$1.27**	

**In the comparison charts, Clayton's value is indicated by a horizontal red line.*

Figure 3.5 Comparing Clayton and Peer Towns

3.3 COMPARING CLAYTON

The chart (Figure 3.5) indicates how Clayton compares across several key indicators in a survey of towns of similar size and economic type in North Carolina conducted in July, 2007. The data used to compile this comparison was obtained from the US Census Bureau, third-party information suppliers, and telephone interviews with various town staff members for 2005 or later years. From this peer survey, the following comparisons can be drawn:

Rapid Growth Likely to Continue. Clayton had the smallest 2000 population of all the peer towns, but has increased rapidly and in so doing surpassed one of the other towns by 2005 (estimated population). The number of single-family home permits indicates that this trend is very likely to continue.

A Fairly Well-Educated and Wealthy Community. In most of the indicators, Clayton is at or near the top of the list in terms of wealth and education.

Similar Density Living Conditions. Clayton's population density is in the middle of the group of peer towns.

High Police but Low Fire Protection Staff, Low Crime Rates. Clayton is tied for the highest number of full-time policemen per capita as compared to other towns, but has the lowest number of full-time firefighters per capita. The Town continues to rely heavily on volunteer firemen, however, which are not included in these figures. Violent crimes and property crimes for Clayton are at the low end or middle of the group of peer towns, indicating that the current police staffing is keeping up with its peers.

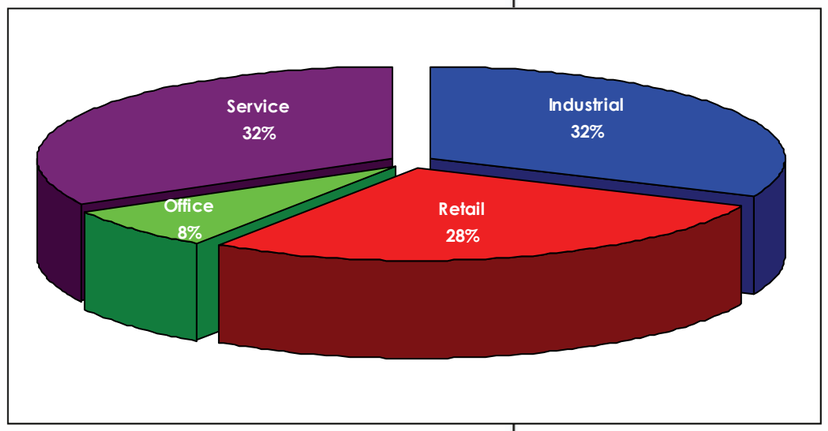
Taxation Level is Average. Clayton assumes a middle-of-the-road value in terms of property tax rates, or when compared to town plus county combined rates.

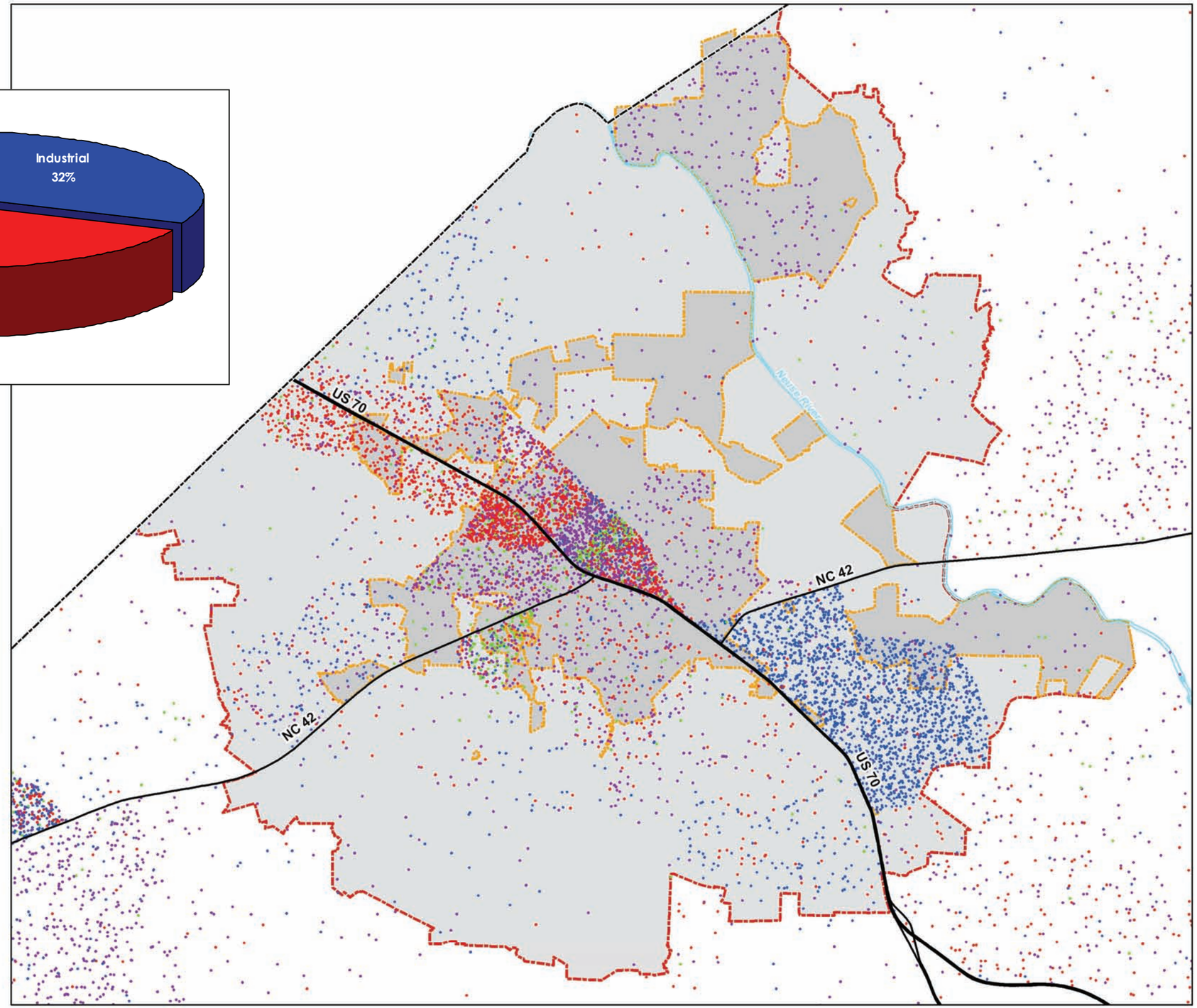
Other Comparison Notes from the Town Surveys.

None of the towns interviewed indicated that they had any impact fees on new development, a not-uncommon condition in North Carolina since state enabling legislation is required to obtain a new impact fee for any town or county. Some towns, however, although not using the term impact fees, had higher development fees, such as the $88/square foot of heated space and $35/square of unheated space for new commercial development in Hope Mills, North Carolina, a growing suburb of Fayetteville. Fuquay-Varina requires a "replacement of capacity fee" of $1,500 per sewer connection per new house; commercial connections to an 8" or 12" water line are valued at $16,000 and $24,000, respectively. Other development requirements typically include sidewalk on at least one and often both sides of the street for new developments. Some towns like Mint Hill have stormwater runoff regulations; most are minimal enough to simply meet state standards, focusing on a 50' undisturbed buffer around streams. However, Reidsville requires a zero-runoff standard for all new developments with more than 10,000 square feet of impervious surface. Parking lot landscaping was typically described as 300' to 500' feet per each 20 parking spaces, usually in the form of end "caps" on parking aisles.

Downtown Clayton

Top to bottom: Downtown Smithfield, Downtown Fuquay-Varina, and Downtown Reidsville





Legend

- Neuse River
- Major Roads
- County Boundary
- Clayton Town Limits
- Clayton ETJ

2006 Employment by Type

1 Dot = 1 Job

- Industrial
- Retail
- Office
- Service

Note: Dots are randomly distributed within each sub-area and may not reflect actual job location.

Source: Capital Area Metropolitan Planning Organization

N

0 0.5 1 2 Miles

Figure 4.1 Location of Clayton Employment by Type in 2006

4. Economic Development

4.1 Employment

Current labor force

More than simply a bedroom community, Clayton strives to be an active economic center, offering a variety of employment opportunities to its residents. Johnston County's labor force was 74,735 people in 2006, of which 3.9% were unemployed. The unemployment trend in Johnston County is currently declining, down from the recent high of 5.6% in 2002. The unemployment rate in Johnston County is substantially lower than the State rate of 4.8% for the same period. That is, 71,787 people *living* in Johnston County had jobs, regardless of where those jobs were located. The number of jobs *located in* Johnston County in 2006 was just 42,555. The implications of these commuting patterns on the transportation infrastructure will be discussed further in section 5.3.

Employment by industry

Clayton's employment in 2006 was comprised of roughly 30% each for the retail, industrial and service sectors, as shown in Figure 4.1. Office jobs make up just 8% of the employment in Clayton. These jobs are also shown spatially in Figure 4.1, with each dot representing one job. The map shows clearly the clustering of retail jobs along the Hwy 70 corridor, and industrial jobs on the east side of town. Many of the service and all of the office jobs are located in the downtown district.

Among the top employers in Johnston County in August 2007 were Talecris Biotherapeutics, Caterpillar, Inc., Johnston County Schools, Novo Nordisk, Wal-Mart Stores, Kuehne+Nagel, Hospira, New Breed Logistics, Smithfield Packing, and NNE Pharmaplan. This group of employers emphasizes the importance of the biotechnology and pharmaceutical industries in Clayton, with at least three of the top employers in those industries. Services, such as Johnston County Schools, and retail shopping such as Wal-Mart, are also important.

Additional detail on employment industries is available for Clayton in Figure 4.2 for the years 2002-2004. These data also show a balanced, diversified economy based evenly in the Administration and Support, Wholesale/Retail Trade, Accommodation and Food, and Education and Health industries. Although the total number of jobs in Clayton has been increasing since 2002, the composition of various industries has remained consistent over the years.

Overall, the economic outlook for Clayton is good—the recent trends have unemployment decreasing and jobs increasing, many of those jobs are in higher-paying higher-skilled sectors such as biotechnology and pharmaceuticals, and the economy overall in Clayton is diversified.

Looking forward

Several new developments point to an increased presence of the health care, biotechnology and pharmaceutical industry in Clayton. Johnston Memorial Hospital has been approved to build a 52,000-square-foot medical center on 76 acres at the intersection of N.C. 42 West and Amelia Church Road, close to the future U.S. 70 Bypass. The center will be finished by March, 2010 and will have an emergency room, outpatient-surgery and diagnostic-imaging services and a lab.

In addition, the Workforce Development Center (WDC), located near the industrial facilities on the east side of Clayton, is a 30,000 square foot educational and technical skills training center. This center is a unique $4 million partnership involving Johnston County, Johnston County Public Schools, Johnston County Economic Development and Johnston Community College, as well as local biopharmaceutical industries. The purpose of the WDC is to support local pharmaceutical industries by offering learning opportunities in science and biotech, and other areas of economic influence.

4.2 Downtown Revitalization

Revitalization of downtown Clayton is a high priority for the Town Council, which first appointed a Downtown Development Coordinator in 2006. Responsibilities of the Coordinator include pursuing the priorities of improving building appearance and the downtown streetscape (e.g. crosswalks, sidewalks, off-street parking), increasing recruitment and retention of businesses, and marketing infill development opportunities. The Coordinator works with the Downtown Development Association, which advises the Town Council, and issues an annual progress report. The Town Council and 80 residents and business owners created a downtown vision statement in 2007 to help guide the revitalization effort (included in Section 2).

Downtown Clayton currently has 162 businesses, of which 115 are service-oriented and 47 are retail. With the exception of

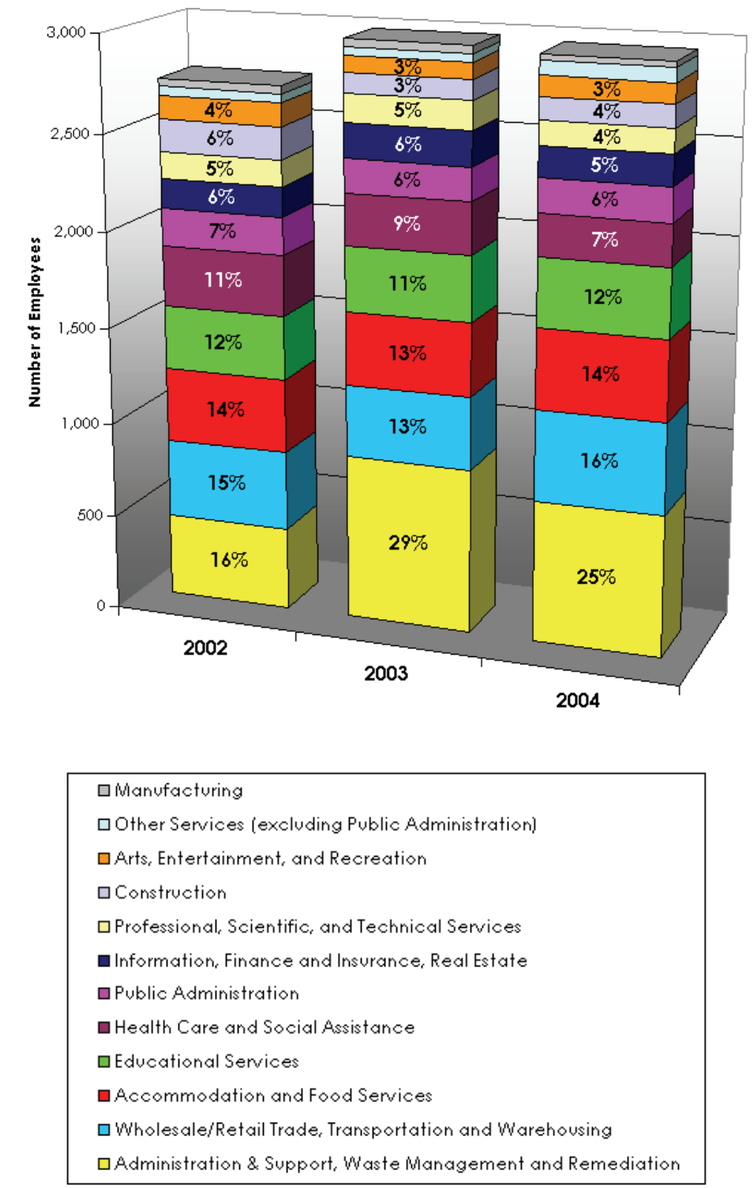


Figure 4.2 Clayton Employment by Sector 2002-2004

Source: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2002, 2003 and 2004)

Clockwise from top left: Neuse River tours; new hotel construction; Clayton Spinning Mill redevelopment site; tobacco growing in Clayton; mountain bike trails at Legend Park.

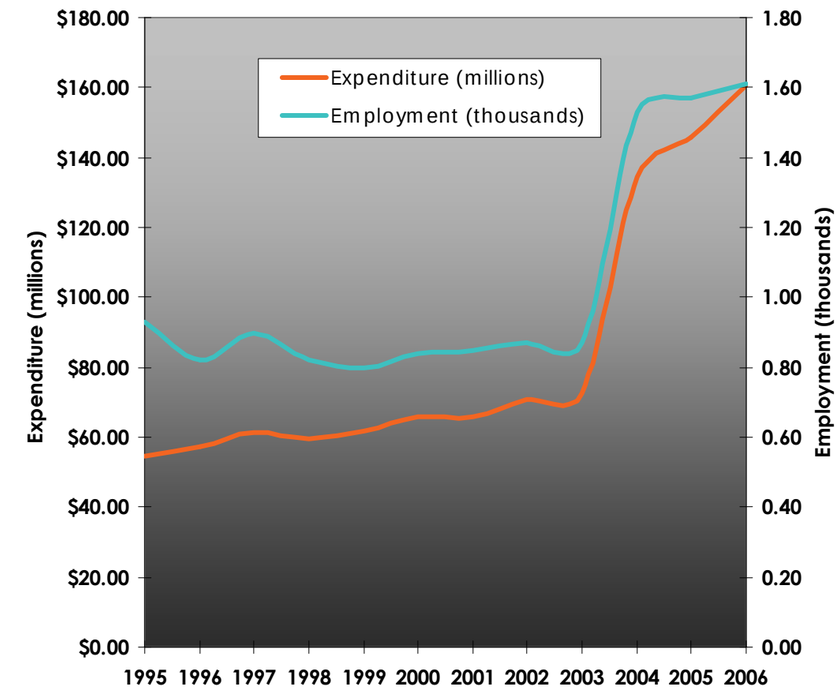


Figure 4.3 Economic Impact of Travel and Tourism in Johnston

	Johnston County			North Carolina		
	Expenditure (millions)	% increase	Employment (thousands)	Expenditure (millions)	% increase	Employment (thousands)
1995	$54.65		0.93	$9,233.40		161.86
1996	$57.19	5%	0.82	$9,767.82	6%	166.13
1997	$61.23	7%	0.90	$10,117.43	4%	170.63
1998	$59.58	-3%	0.82	$10,768.08	6%	186.44
1999	$61.89	4%	0.80	$11,493.09	7%	189.27
2000	$65.95	7%	0.84	$12,068.94	5%	195.18
2001	$65.98	0%	0.85	$12,058.71	0%	188.31
2002	$70.63	7%	0.87	$12,458.26	3%	186.94
2003	$72.48	3%	0.87	$12,631.47	1%	183.25
2004	$134.47	86%	1.53	$13,252.85	5%	182.96
2005	$145.63	8%	1.57	$14,215.91	7%	185.22
2006	$160.77	10%	1.61	$15,395.54	8%	187.20

Source: The Economic Impact Of Travel On North Carolina Counties, prepared for N.C. Division of Tourism, Film and Sports Development by the Travel Industry Association of America.

bank branches, all of the businesses are locally owned. Sixteen new businesses opened in FY 2006, but 10 businesses closed in the same period, indicating significant challenges to business/ entrepreneurial pre-qualification. An additional challenge is creating comfortable pedestrian connections between downtown Clayton and the neighborhoods north of Front Street.

Ongoing activities as part of the downtown revitalization include a marketing analysis, participation in the Main Street program, pursuance of an historic district designation, and a planned update of the 2001 Downtown Improvements Project Report. Participating in the Main Street program provides Clayton with state assistance in program development, training, networking and leadership.

In FY 2006 there was over $45 million in retail sales downtown, and $3 million in downtown investment. Two million of the investment was the purchase of the Clayton Spinning Mill (pictured opposite page) for redevelopment. The developers plan to restore many of the mill's original architectural details to create a retail and office destination.

4.3 IMPACT OF TRAVEL AND TOURISM

Travel and tourism is one major sector of the economy in Clayton and Johnston County that is not clearly shown in the previous section because it is included in several different industry categories. The travel industry is defined as activities related to day and overnight trips to places 50 miles or more from home. The monetary impact is calculated from traveler spending on hotels, restaurants, transportation such as rental cars, shopping, attractions such as museums and theme parks, and recreational attractions such as sporting events or activities.

Statistics, shown in Figure 4.3, indicate that travel and tourism has steadily increased in Johnston County, with traveler expenditures of over $160 million and employment of over 1,600 people in 2006. The large increase shown in 2004 represents a change in how the statistics are calculated—before 2004, some travel spending at places such as outlet malls was not included. The statistics since 2004 are more accurate and reliable than those before 2004 due to this change. The state has also experienced an increase in the impact of travel and tourism, though at a slightly lower rate than Johnston County.

Examples of tourism in Clayton include: Neuse River recreational trips, Clemmons Educational State Forest, Legend Park bike trails, and various tournaments (statewide youth softball and baseball leagues, Senior Games, Special Olympics) held at Community Park. The proposed Mountains-to-Sea trail, discussed further in section 5.5, could potentially bring a significant influx of recreation-based tourism to Clayton.

4.4 AGRICULTURE

Although the agricultural sector of Johnston County's economy appears to be a relatively small contributor when considering employment, just 2% as shown in Figure 4.2, it nonetheless contributes significantly. Its contributions can be seen in terms of the market value of products and in its contribution to the rural character and personality of the Clayton.

The highest production crops in Johnston County in 2006 were tobacco, soybeans, corn and sweet potatoes. In fact, Johnston County ranked first in the State for production of flue-cured tobacco and third for sweet potatoes. Livestock are also a significant contributor and include primarily chicken and turkeys.

Agriculture in Johnston County, as in many other places in the state, faces an uncertain future. The pressure to sell land for development, combined with declining returns from farming, has led to losses in farmland across the state. The number of acres being farmed in Johnston County declined by about one third from 1987-2002, and the number of farms declined by about 17% (Figure 4.4). A declining number of farms implies that farming is becoming a more concentrated, industrialized endeavor, potentially shutting out the small farmer. North Carolina overall, in comparison, experienced only a 10% decline in farms and 4% decline in acres in the same time period.

Both the market value of agricultural products and the number of people employed by farming have fluctuated over the past twenty years, indicating that the profession is persisting despite the challenges of an urbanizing economy. One concerning fact is that the average age of farmers in Johnston County in 2002 was 55. The relatively old age of farmers, and lack of young people undertaking farming, is a common issue in farming communities across the country. In order to preserve the farming culture and rural character, the challenges of the agriculture industry need to be addressed.

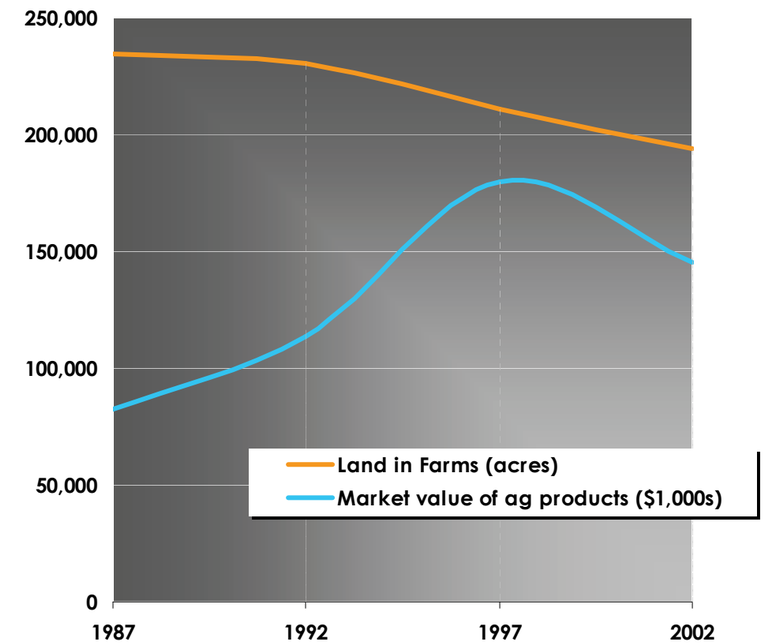


Figure 4.4 Economic Impact of Agriculture in Johnston County 1987-2002

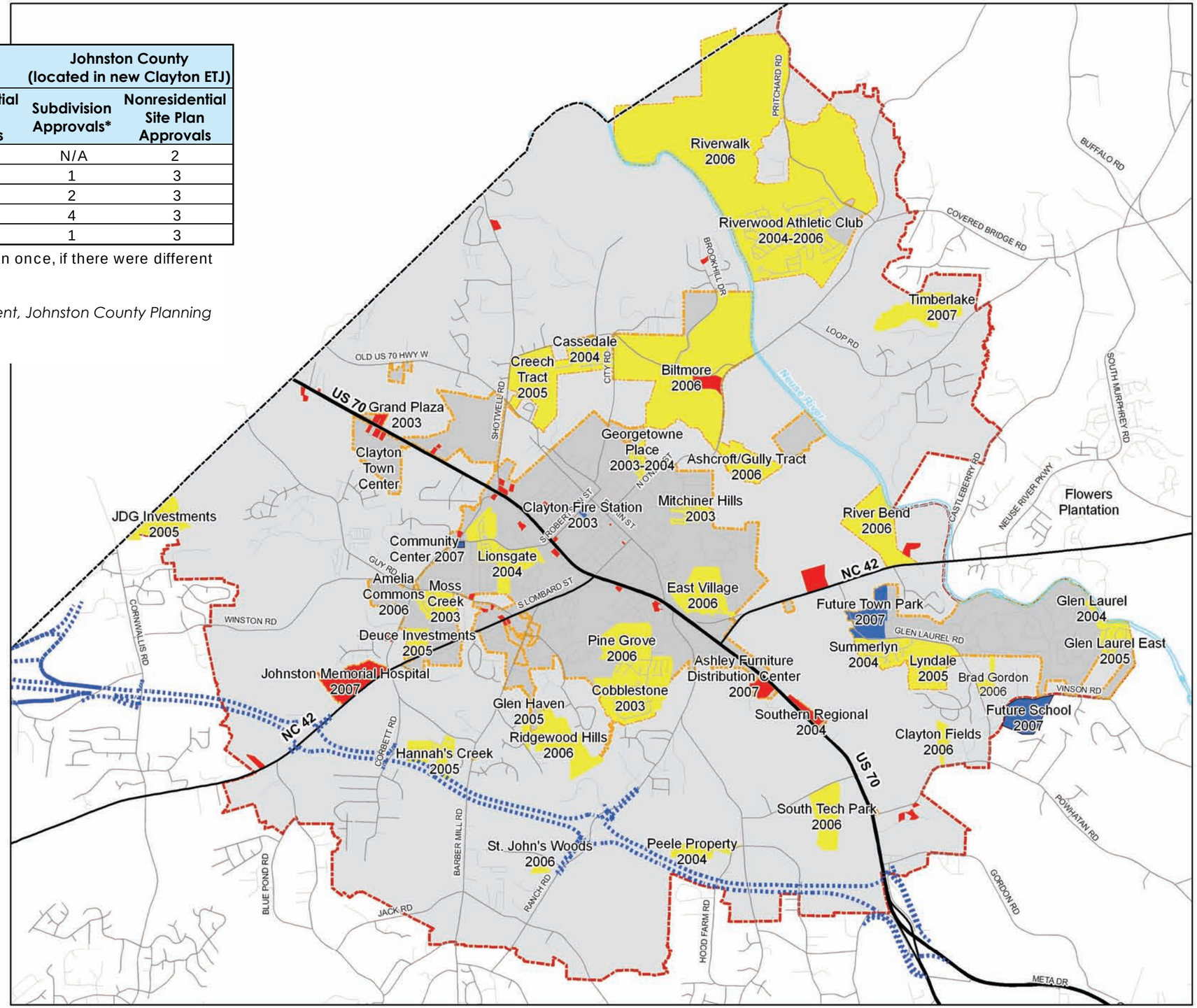
	Number of Farms	Land in Farms (acres)	Market value of ag products ($1,000)	Employees - farming as primary occupation	Employees - farming as secondary occupation
Johnston County					
1987	1,713	234,394	82,298	973	740
1992	1,406	230,402	113,654	785	621
1997	1,216	211,011	179,430	668	548
2002	1,144	194,211	145,513	760	384
North Carolina					
1987	59,284	9,447,705	3,541,419	30,687	28,597
1992	51,854	8,936,015	4,834,218	27,376	24,478
1997	49,406	9,122,379	7,676,523	24,355	25,051
2002	53,930	9,079,001	6,961,686	31,669	22,261

Source: USDA Census of Agriculture

	Town of Clayton			Johnston County (located in new Clayton ETJ)	
	Subdivision Approvals*	Rezoning Approvals	Nonresidential Site Plan Approvals	Subdivision Approvals*	Nonresidential Site Plan Approvals
2003	6	8	15	N/A	2
2004	8	6	8	1	3
2005	5	10	8	2	3
2006	11	11	4	4	3
2007	0	14	20	1	3

* may include the same subdivision more than once, if there were different phases approved at different times

Sources: Town of Clayton Planning Department, Johnston County Planning Department



Legend

- Neuse River
- Major Roads
- Secondary Roads
- U.S. 70 Bypass
- County Boundary
- Clayton Town Limits
- Clayton ETJ

Recent Development by Type

- Residential
- Commercial
- Municipal

Year indicates when development was approved. In some cases, only a portion of the parcel shown was approved for development.

Sources: Clayton Planning Department, Johnston County Planning Department

0 0.5 1 2 Miles

N

Figure 4.5 Location of Development Approved in Clayton 2003-2007

4. Economic Development cont'd

4.5 Recent Development

The recent economic development and growth in Clayton can also be considered in terms of the land use changes, notably new construction of residential, nonresidential, and municipal buildings.

Residential
Subdivisions that have been approved since January 2003 by the Town of Clayton and Johnston County are illustrated in Figure 4.5. The total number of units approved for development since 2003 in the Clayton area is 9,190 in 37 subdivisions on 3,859 acres of land (table in Figure 4.5). Although they have been approved, many of these units will not actually be constructed for several years since construction often occurs in phases. The magnitude of this development, for a town of Clayton's size, is truly remarkable and represents a firm commitment to growth. The largest of these developments is Riverwalk, with 2,395 units. Most other subdivisions have about 200 units each. They are generally located just outside the core of the town limits. Many of the subdivisions are located in Clayton's ETJ, with a few also located in the newly approved ETJ.

The residential growth is also depicted over time in Figure 4.6, which shows the number of building permits actually issued each year, and the value of those permits. In fiscal year 2006, 424 permits were issued, nearly 30% more than any previous year, with a value of over $55 million.

Nonresidential
While residential development has comprised the majority of recent development, there has been substantial nonresidential development. Nonresidential development is illustrated in Figure 4.5 in red, with 63 separate developments on 461 acres. There were 55 nonresidential building permits issued in FY 2007, with a value of over $10 million. These values have remained steady over the past six years.

Most of the nonresidential development has been in the form of small service-sector establishments, such as restaurants, banks, car repair facilities, and dentist offices. They are generally located along the U.S. 70 corridor, with a few along N.C. 42, and take up just a few acres each.

The Johnston Memorial Hospital development on N.C. 42 West will be the largest nonresidential development, taking up 76 acres with 30,000 square feet of floor space.

Recent development in Clayton, residential in Riverwood (above) and commercial at Grand Plaza (below)

Municipal
One property has been developed by the municipality since 2003—Fire Station #1 in downtown Clayton at Robertson and Horne Streets. Three additional municipal projects are underway: 66 acres of land near Glen Laurel that has been purchased by the Town for a future park, the new community center at Community Park on Amelia Church Road, and the new elementary school planned for Vinson Road.

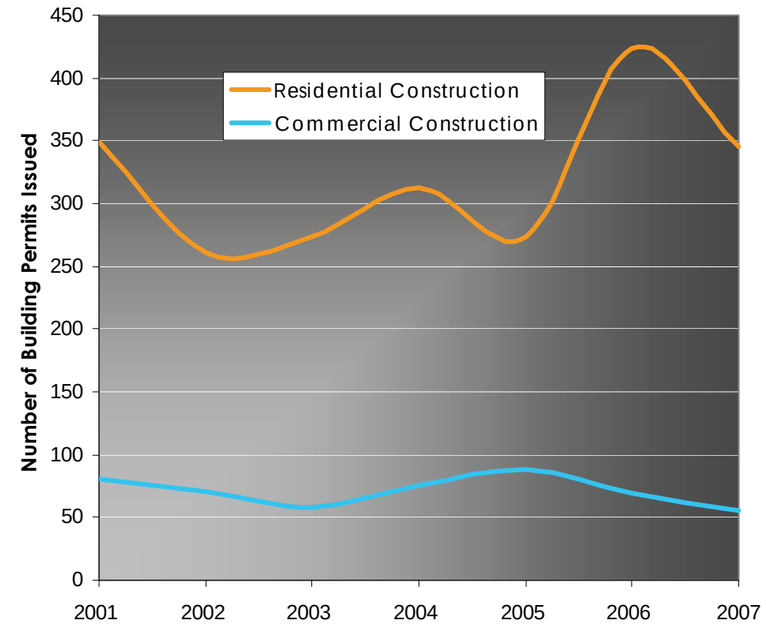


Figure 4.6 Quantity and Value of New Residential and Commercial Construction in Clayton 2001-2007

Fiscal Year Ended June 30	Commercial Construction		Residential Construction	
	Number of Permits	Value	Number of Permits	Value
2001	81	$10,669,898	349	$34,287,559
2002	71	$8,474,983	261	$22,323,330
2003	58	$47,920,910	274	$19,041,728
2004	76	$12,024,937	312	$39,010,036
2005	88	$14,776,798	273	$32,810,464
2006	69	$7,772,054	424	$55,524,975
2007	55	$10,614,205	345	$43,680,120

Source: Town of Clayton Planning Department

In fiscal year 2006, 424 permits were issued, nearly 30% more than any previous year...

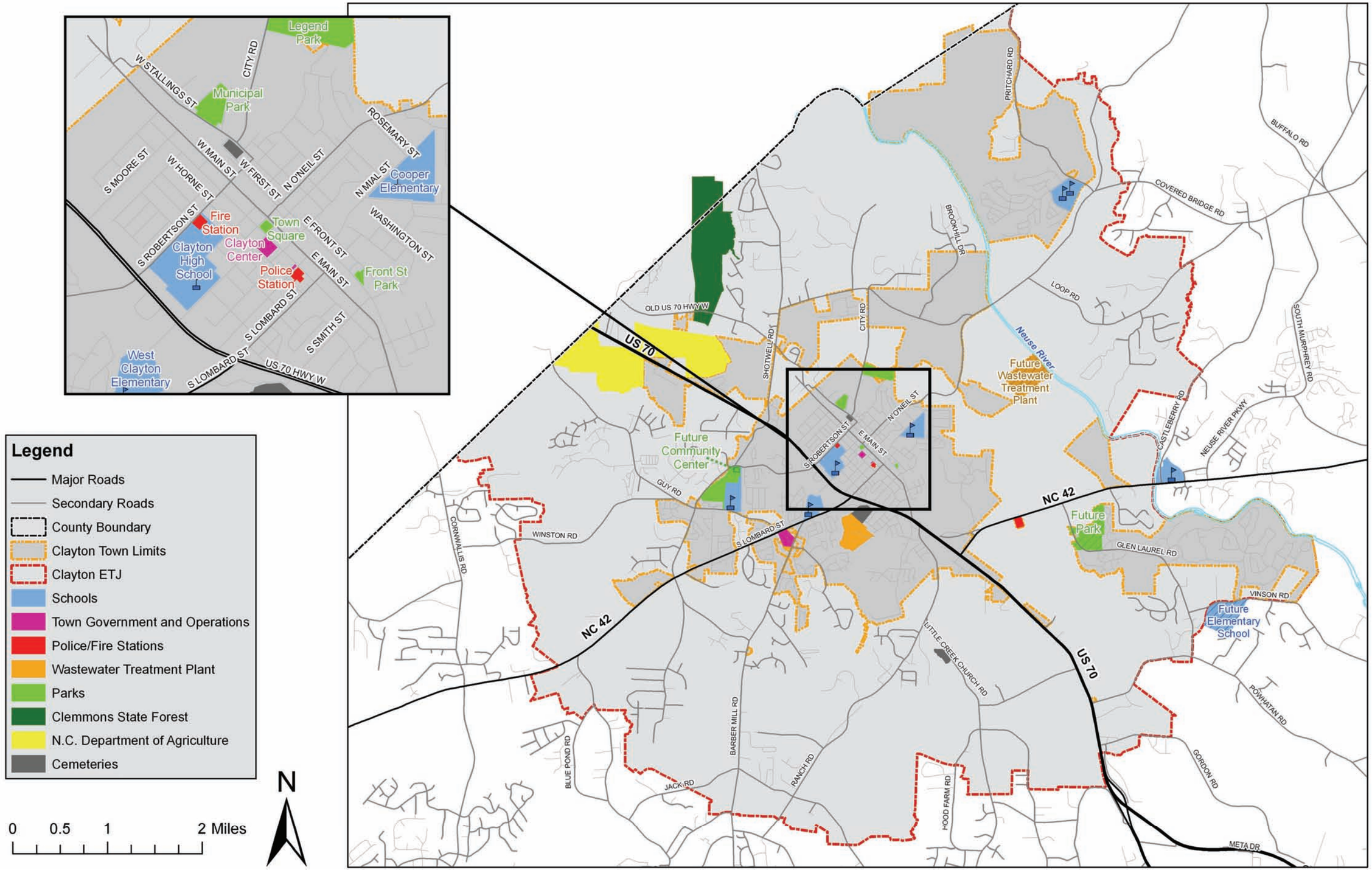


Figure 5.1 Location of Clayton Public Facilities

5. Public Services

This section will discuss the variety of services that the Town of Clayton provides, specifically focusing on those services related to growth and new development. Current and future public facilities are shown in Figure 5.1.

5.1 Water

The water supply is limited and the constraints on this service need to be taken into account when planning for the growing future. Before the late 1980's Clayton used wells as their principal source of drinking water, but since then the Town has moved to a purchased water system. The Town is currently purchasing 2.36 million gallons per day from Johnston County at a cost of $1,531,865 per year. Additional capacity is purchased annually. Johnston County's water supply is drawn from the Neuse River and is then treated to drinking water standards. So far, there has been no indication of long-term water supply shortage, it is simply a matter of having enough capacity in the treatment plant. Johnston County currently has plans to build another treatment plant to process Neuse River water, which will triple the current drinking water supply.

5.2 Wastewater

Clayton has undergone two wastewater treatment plant expansions in the last ten years. The current wastewater treatment plant has a capacity of 2.5 million gallons per day (mgd). In addition, the Town has purchased wastewater capacity from Johnston County and the City of Raleigh to supplement the Town's capacity, bringing the total treatment capacity to 3.9 mgd.

To meet the needs of growth, the Town has planned to construct a new wastewater treatment facility, which will cost an estimated $50-60 million. In addition to construction cost, new staff will need to be hired to run the facility 24 hours a day. Moreover, funds will be needed to repair and replacing the existing infrastructure. The new facility will be located on 75 acres along the Neuse River, and will be constructed in three phases of two mgd each. The first phase is planned to be operational by 2012. The new facility was planned following a capacity analysis that studied the growth rate of Clayton and Johnston County, and wastewater allocation consumption.

An additional consideration in wastewater processing is the State's requirement for wastewater dischargers to purchase nitrogen credits. Nitrogen credits are a way to reduce the pollution associated with treated wastewater when it is released into rivers and streams. The Town is part of a Neuse River cooperative group that allows members to trade or sell nitrogen credits with other members. It has cost about $3 million to purchase nitrogen allocations, and they are in the process of purchasing more credits valued at $1.5 million. They will have to purchase even more for the new facility.

When new sewer lines are planned to serve proposed development, the State must issue a permit. The State compares the volume passing through plant on average daily basis and the total capacity of that plant to determine if there is adequate capacity to accommodate the new development. Once development is approved, the allocation for that development is taken out of the available capacity immediately, even if the development won't be built out for years. The Town Council votes on utility allocations according to a policy stating that residential projects should be kept to 50% of available wastewater capacity, and at least 30% of capacity must be reserved for commercial and industrial uses. Development with mixed uses (residential as well as commercial) may not be held to the residential restriction. The Town Council has denied developments for utility allocation, often because there is not enough public benefit or open space in the development. Currently, wastewater capacity for purely residential development is no longer available.

Any projected treatment capacity shortfalls prior to the completion of the new facility will be handled through negotiations with other wastewater treatment providers, such as the City of Raleigh and Johnston County. The Town may also need to look into setting policies such as low-water vegetation use, front load washers, and other water conservation measures. For example, the Town is starting a reuse project at an area golf course to reduce the nitrogen going to the Neuse River and to help with irrigation. Staff are exploring the expansion of reuse for area schools and ball fields.

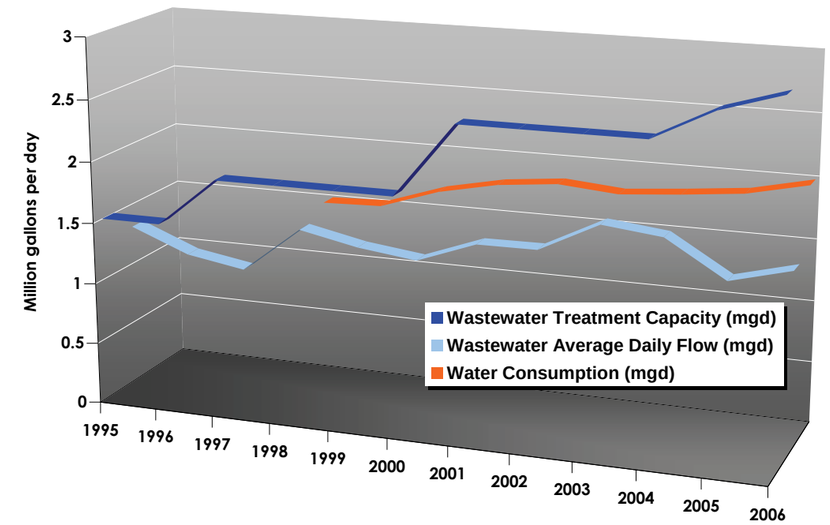
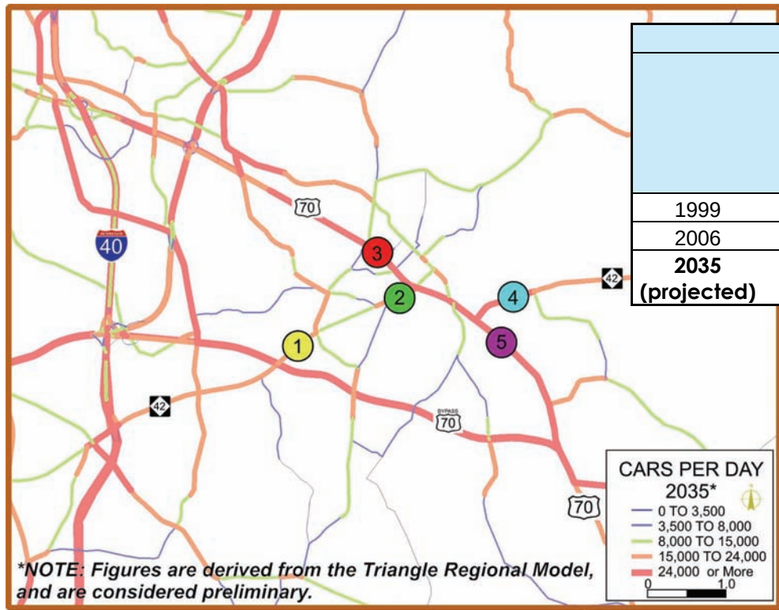


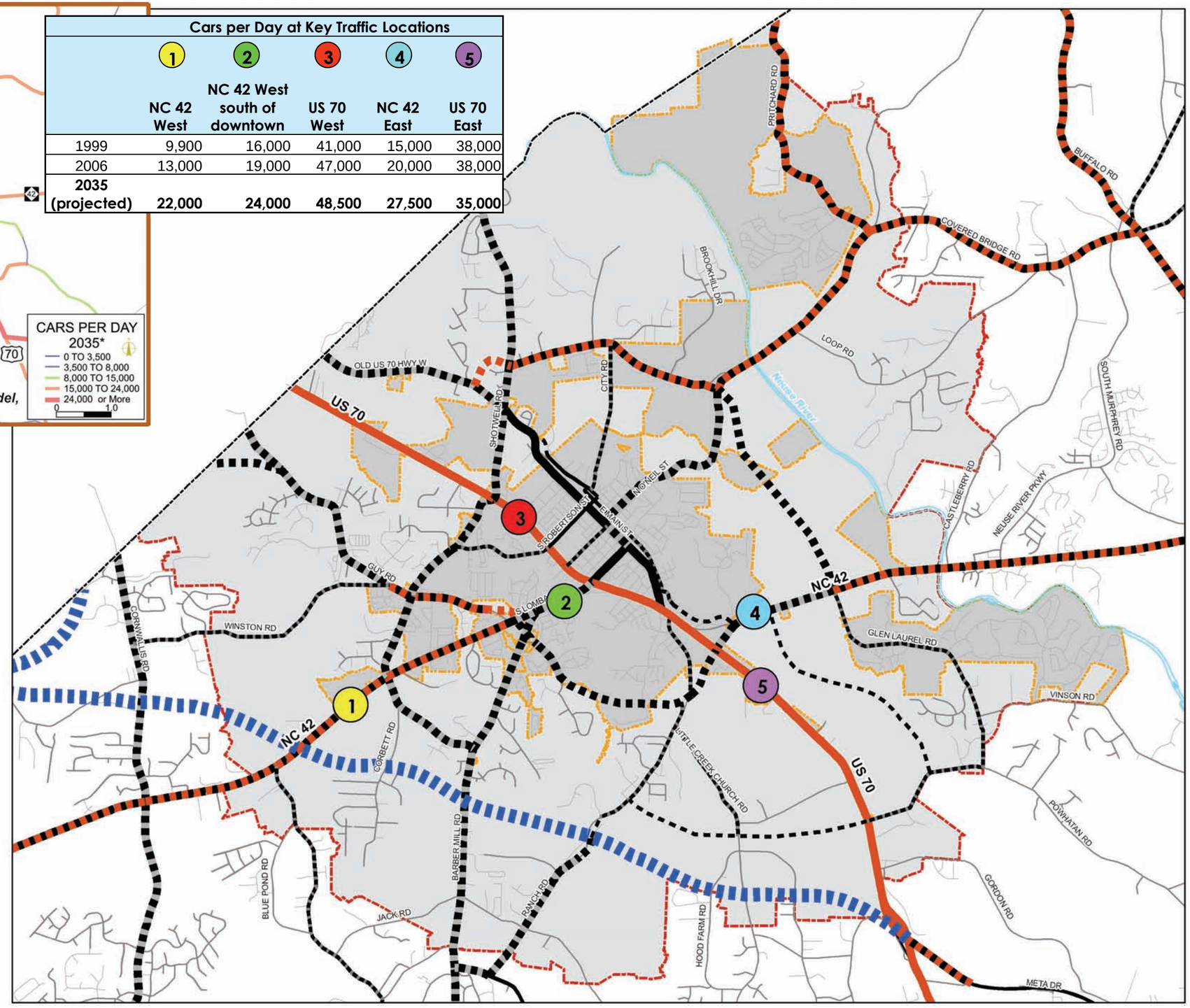
Figure 5.2 Clayton Water Consumption and Wastewater

	Wastewater			
	Treatment Capacity (mgd)	Average Daily Flow (mgd)	% of Capacity	Water Consumption (mgd)
1995	1.5	1.31	87%	N/A
1996	1.5	1.12	75%	N/A
1997	1.9	1.04	55%	N/A
1998	1.9	1.42	75%	1.52
1999	1.9	1.32	69%	1.54
2000	1.9	1.26	66%	1.70
2001	2.5	1.44	58%	1.80
2002	2.5	1.44	58%	1.85
2003	2.5	1.69	68%	1.81
2004	2.5	1.64	65%	1.85
2005	2.75	1.34	49%	1.90
2006	2.9	1.47	51%	2.01

Sources: Town of Clayton Public Works, Town of Clayton 2006 Comprehensive Annual Financial Report

Cars per Day at Key Traffic Locations	1 NC 42 West	2 NC 42 West south of downtown	3 US 70 West	4 NC 42 East	5 US 70 East
1999	9,900	16,000	41,000	15,000	38,000
2006	13,000	19,000	47,000	20,000	38,000
2035 (projected)	**22,000**	**24,000**	**48,500**	**27,500**	**35,000**





Legend

CTP Roadway Classification

- Freeway, Proposed
- Boulevard, Existing
- Boulevard, Needs Improvement
- Boulevard, Proposed
- Major Thoroughfare, Existing
- Major Thoroughfare, Needs Improvement
- Major Thoroughfare, Proposed
- Minor Thoroughfare, Existing
- Minor Thoroughfare, Needs Improvement
- Minor Thoroughfare, Proposed
- Secondary Roads

Source: Western Johnston County Comprehensive Transportation Plan

0 0.5 1 2 Miles

N

Figure 5.3 Existing and Proposed Transportation Network

5.3 TRANSPORTATION

Current transportation infrastructure

Traffic on Clayton's roadways has been steadily increasing recently, with 45,000 cars traveling each day on U.S. 70 west of downtown Clayton (Figure 5.3). Other key roadways also show steady increases in average daily traffic. The combination of population growth and nonresidential growth in the area has increased traffic congestion overall, particularly on key roadways such as U.S. 70 and N.C. 42. In the public survey undertaken for this plan , 45% of respondents rated roadways as one of their top three priorities for the Town to focus on in the future.

Contributing to the traffic congestion is the fact that many who live in Clayton and Johnston County commute to Raleigh and other areas outside the county for work, many using U.S. 70 to connect to I-40 in Wake County. In fact, in 2004, just 6% of employed Clayton residents worked in Clayton; 18% worked elsewhere in Johnston County, and 76% worked in other counties (mostly Wake County) (Figure 5.4). While part of Clayton's attraction to newcomers is its proximity to jobs in Raleigh and the Triangle, the resulting commuting patterns have challenged the current transportation system. The strain on the transportation system is evident in the commuting times of Clayton residents, shown also in Figure 5.4. Commuting length and time spent increase substantially for those leaving Johnston County.

Planned transportation improvements

One major improvement underway to help alleviate the traffic congestion in Clayton is the construction of the U.S. 70 Bypass, shown in Figure 5.3 as a dotted blue line south of Clayton. The bypass is currently under construction with an estimated completion date of July 2008. When completed, this route will alleviate much of traffic that travels through Clayton in transit to points east. Projected traffic in 2035 on N.C. 42 and U.S. 70 is nearly identical to 2006 because nearly 70,000 cars per day are projected to travel on the U.S. 70 bypass. The bypass will have four interchanges, at U.S. 70, I-40, N.C. 42 and Ranch Road. These interchanges will likely be the focus of future development and small area plans should be prepared for each one.

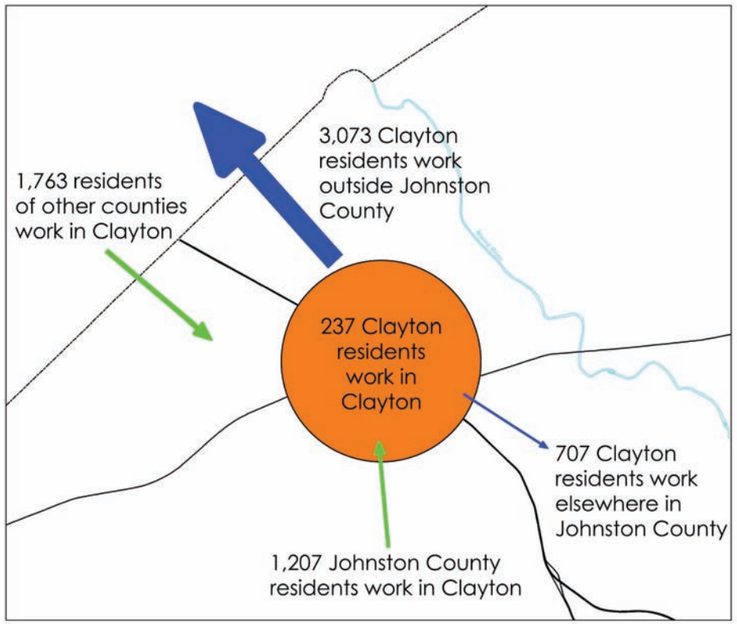
The U.S. 70 Bypass is one project in the Comprehensive Transportation Plan (CTP), which directs the transportation improvements that are made by the North Carolina Department of Transportation (NCDOT). Additional projects in the CTP are illustrated in Figure 5.3 by dotted lines. The CTP is prepared by the Capital Area Metropolitan Organization (CAMPO), which includes parts of Wake, Franklin, Granville, Harnett and Johnston counties, including Clayton. Projects generally must be included in a CTP in order to be funded and carried out by NCDOT, but the fact that a project is in the CTP does not necessarily mean that they will receiving funding. In fact, many projects have no available funding, but are included in the CTP anyway, because that allows the Town to require right-of-way dedications for the future road when there is new development in the area.

The overall goal of the CTP is connectivity – reducing travel times for cars, bikes and pedestrians; reducing congestion along major thoroughfares; improving emergency vehicle response times; and identifying right-of-way needs, which then can be required during the development approval process.

The only other project from the CTP that currently has funding is the widening of N.C. 42 East from U.S. 70 to Glen Laurel Road. One critical roadway on the long-term plans that is not currently funded is the North Connector. This road will be critical within 10 years due to the development of the Riverwalk, Biltmore and Trails of Neuse subdivisions on the north east side of Clayton. It is planned to loop north of town from Glen Laurel Road, cross North O'Neil Street, go to Covered Bridge, cross Shotwell Road and link with Old U.S. 70.

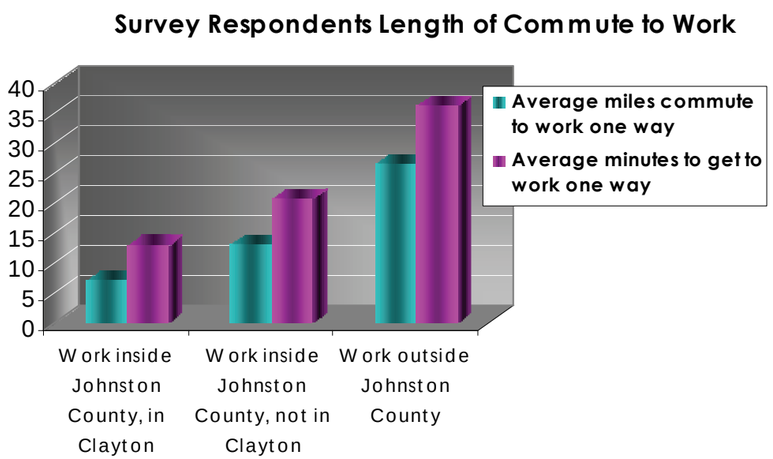
Transportation alternatives

In addition to roadways, alternative transportation facilities for bicycling and walking, such as sidewalks, bike lanes, greenways and trails, also need to be addressed. Having adequate, safe, and comfortable facilities for alternative transportation can remove some traffic from roadways as people choose to bicycle or walk, provide physical activity and recreation opportunities, and provide a means of transport for those who do not have or choose not to have a car. In the public survey, 70% of respondents agreed that the Town should emphasize walkability in its policies. These policies might include requiring developers to build sidewalks, provide connected streets (rather than cul-de-sacs), and greenways as part of new development. Thirty-two percent of respondents rated transportation alternatives as one of their top three priorities for the Town to focus on in the future.



Source: US Census Bureau, LED Origin-Destination Data Base, 2004

Figure 5.4 Commuting Patterns



Source: Future Growth Survey 2007

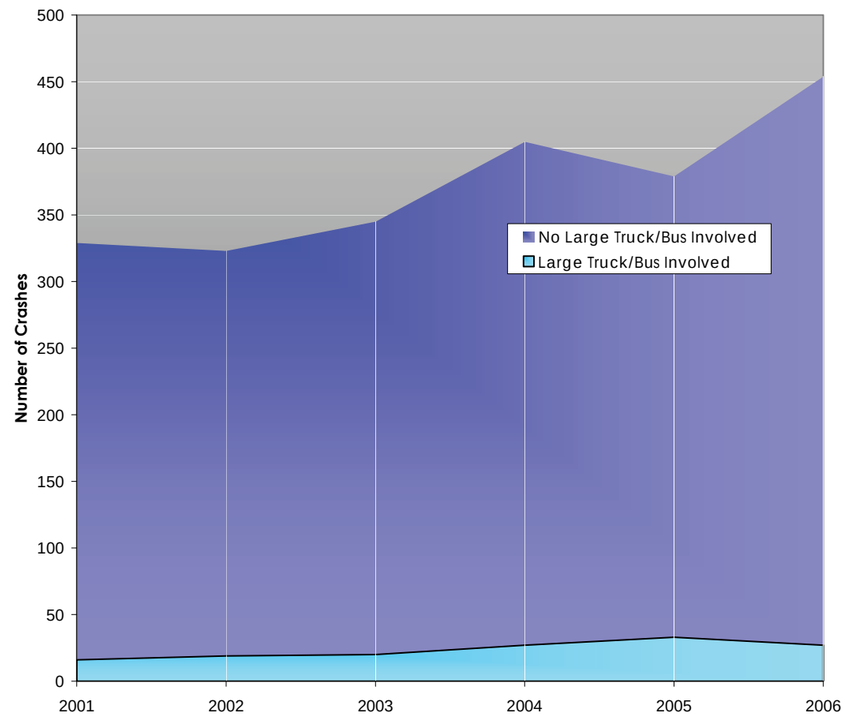


Figure 5.5 Traffic Accidents in Clayton 2001-2006

	Pedestrian-Involved Crash		Large Truck/Bus-Involved Crash		Accident Locality			Crash Severity			Total
	No	Yes	No	Yes	Rural Area*	Mixed Area*	Urban Area*	Fatal	Injury or Possible Injury	No Injury or Un-known	
2001	325	4	313	16	11	59	259	1	136	192	329
2002	322	1	304	19	12	35	276	1	102	220	323
2003	344	1	325	20	15	53	277	0	106	239	345
2004	404	1	378	27	31	85	289	0	153	252	405
2005	379	0	346	33	31	36	312	0	102	277	379
2006	449	5	427	27	23	51	380	1	113	340	454

* Rural areas are < 30% developed, Mixed areas are 30 to 70% developed, Urban areas are > 70% developed.

Source: North Carolina Crash Data, Highway Safety Research Center, University of North Carolina.

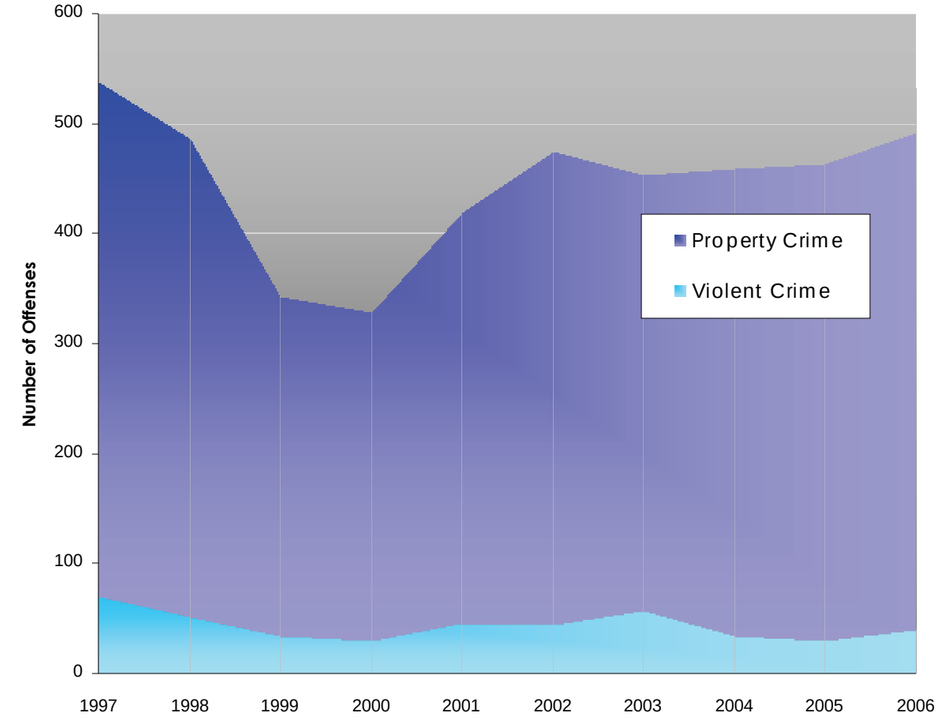


Figure 5.6 Crime in Clayton 1997-2006

	Violent Crime				Property Crime			Total Crime
	Murder	Rape	Robbery	Aggra-vated Assault	Burglary	Larceny	MV Theft	
1997	1	1	13	55	112	333	23	538
1998	0	5	17	29	101	312	22	486
1999	0	1	13	20	75	206	28	343
2000	1	1	16	12	76	194	28	328
2001	2	1	22	21	107	237	29	419
2002	1	1	11	32	152	251	27	475
2003	0	2	27	28	90	276	30	453
2004	2	2	18	12	100	300	26	460
2005	0	2	14	14	136	269	28	463
2006	1	5	16	18	105	330	17	492

Source: Clayton Police Department

5.4 PUBLIC SAFETY

Police Department

Currently, there are 39 sworn positions within the Clayton Police Department and four civilian positions. The Police Chief noted that with the growth in the community, new staff will need to be hired to accommodate the increased traffic and crime. The department has not added personnel in five years, but by 2008 they hope to have 42 sworn positions. The department is located on South Barbour Street downtown, but inadequate anticipation of growth has caused the department to outgrow their current facility. They currently lack storage space, a forensics room/area, and hard/soft interview rooms.

In 2006, the Town consulted with an architectural firm to complete a feasibility study for a new station. As a result of the study, the Department has planned to construct a new building adjacent to the current facility, which will consist of 15,000 square feet of new space. The current location will also be expanded by 5,000 square feet.

The Chief of Police noted that, rather than crime, traffic accidents are the biggest use of police time in Clayton. U.S. 70 and N.C. 42 are routes used daily by large trucks as well as citizens and visitors. Large trucks tend to slow traffic, and accidents are caused when back-ups occur. Indeed, the number of accidents in Clayton has increased 15% since 2001, and the percentage of accidents involving large trucks has increased from 5% to 9% (Figure 5.5). Fortunately, the numbers of pedestrian-related and fatal accidents has remained very low.

Crime in Clayton has remained relatively stable, even somewhat declined in the past 10 years (Figure 5.6). The vast majority of crime in Clayton is property-related (e.g. burglary, larceny and motor vehicle theft). Violent crime as a percentage of all offenses has even declined from 13% in 1997 to 8% in 2006. Compared to several similar towns in North Carolina, as described in section 3.3, Clayton is in the middle of the group in the number of police officers per capita and the number of violent crimes per capita. Clayton is the second best in the group for the number of property crimes per capita. Public survey respondents ranked police and fire protection among the highest in satisfaction.

Fire Department

As a result of growth in the Town over the last few years, the Clayton Fire Department conducted a Staffing and Growth Management Study to review current emergency services in Clayton and evaluate the future needs of the department as growth continues. The study focused on staffing, response time, and the insurance rating for the department. Evaluations by the North Carolina Department of Insurance (DOI) for insurance ratings are based on water supply, communications, staff training, recording keeping, equipment, and apparatus. The lower the rating is for a local fire department, the lower the insurance rates for the Town property, area businesses, and citizens. The department's goal is to try to maintain the insurance rating they have now (Class 5). Insurance ratings are difficult to maintain with the steady growth that Clayton has seen and will continue to see over the next several years.

Response times influence the DOI rating. According to Clayton's Fire Chief, all calls are considered an emergency until a crew man responds and determines the severity. Heavy congestion along U.S. 70 and N.C. 42 have caused delays in response time for emergency vehicles.

The first recommendation in the Growth Management Study was to increase staff. The Fire Department currently has 10 daytime staff, plus 45-47 part-time volunteers, working in two stations. The number of fire department staff has increased steadily with growth over the past decade, along with staff in other departments, as shown in Figure 5.7. Station #1, in downtown Clayton near Clayton High School, has been completed and is currently undergoing an addition. The department has plans to begin 24-hour staffing once the station is complete. The fire department is asking for eight full time employees to do 24-hour staffing to be included in the budget this year.

The department is also planning for Fire Station #3 on the north side of Clayton, which will cost $2.7 to $3.2 million, will feature a ten-acre training site, and will serve the Riverwood and Riverwalk subdivisions. Currently, there is money in the capital budget for land acquisition for the station's location. A future location has also been identified for Fire Station #4 on the south side of Clayton near N.C. 42 and the future Johnston Memorial Hospital.

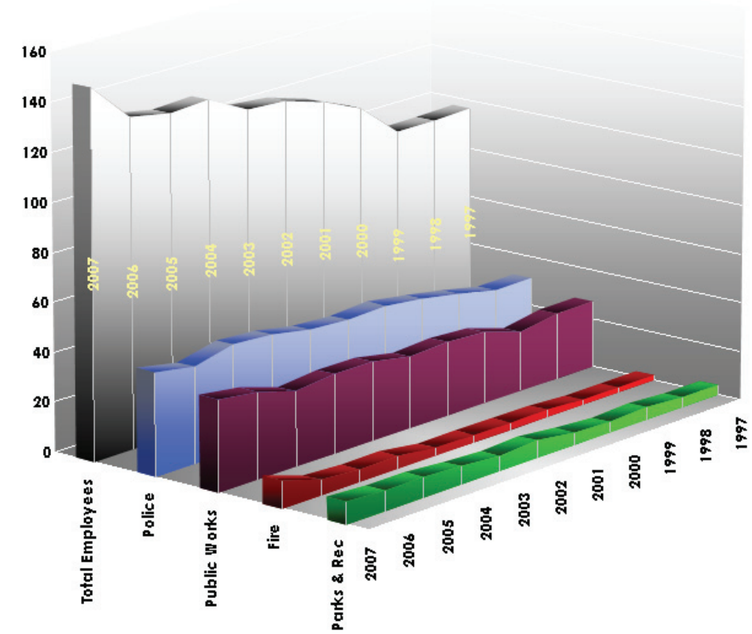
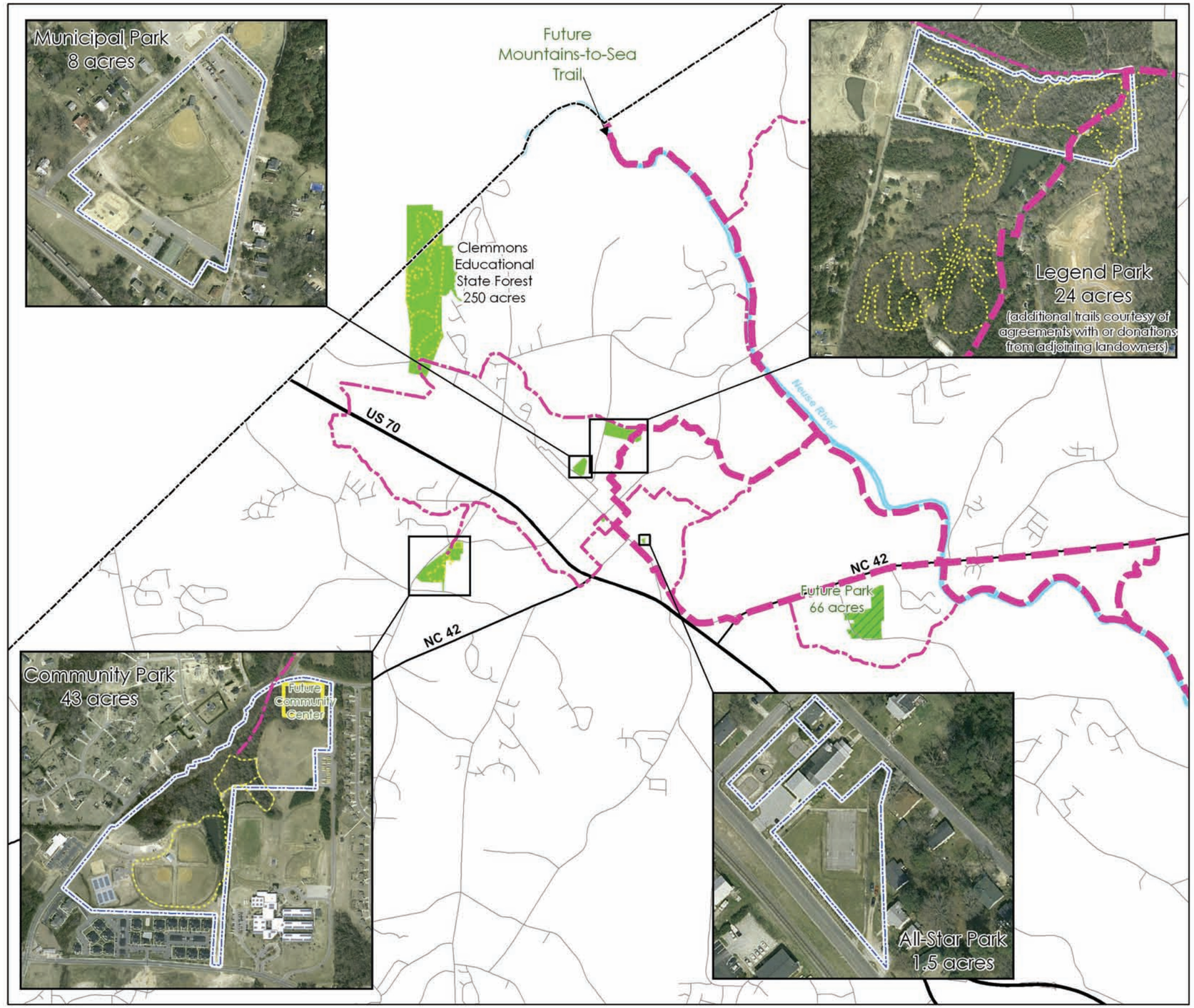


Figure 5.7 Clayton Public Service Employees 1997-2007

	Police		Fire*		Parks & Rec	Public Works**	Other Town Employees
	Officers	Civilians	Fire-fighters	Civilians			
1997	22	9	2	0	4	27	33
1998	22	9	2	0	4	27	32
1999	25	9	2	0	5	24	31
2000	31	6	3	0	4	29	37
2001	31	8	3	0	5	30	40
2002	31	7	3	0	7	29	45
2003	32	7	3	0	6	32	43
2004	35	7	4	1	7	32	45
2005	37	6	4	1	8	30	44
2006	36	3	5	1	8	35	81
2007	38	4	10	1	9	37	50

* There are also currently an estimated 45-47 part-time volunteers
** Includes employees for the water/sewer facilities
Note: Numbers represent full time equivalent staff as of June 30, 2007
Source: Town of Clayton 2007 Comprehensive Annual Financial Report



Legend

- Neuse River
- Major Roads
- Secondary Roads
- Proposed Mountains-to-Sea Trail
- Proposed Town Trails/Greenways
- Existing Trails
- Existing Parks
- Future Park
- Park Boundaries
- County Boundary
- Clayton Town Limits
- Clayton ETJ

Sources: Town of Clayton, Johnston County GIS, Johnston County Mountains-to-Sea Master Plan (Greenways Inc.)

Aerial photos taken in 2005

Location of Mountains-to-Sea trail and proposed town trails is approximate.

0 0.5 1 2 Miles

N

Figure 5.8 Parks, Trails and Greenways

5. Public Services cont'd

5.5 Parks & Recreation

The Town organized a Parks and Recreation Department in the 1970's in cooperation with the local Civitans. In 1983, the landfill site on City Road, now Legend Park, and a community development project on Front Street, now All-Star Park, were created using federal funds. A 43-acre site near Clayton Middle School was acquired in the mid-1990's and is under a phased process of development. The first Parks and Recreation Comprehensive Master Plan was completed in 1996 and is scheduled to be updated every three years, last updated in 2004. Recreational opportunities, specifically facilities, ranked third among the top priorities of the public survey respondents.

Clayton's current parks and recreation facilities are illustrated in Figure 5.8, and include All-Star Park, Municipal Park, Legend Park, and Community Park. Community Park's baseball/softball fields and bocce courts are a popular site for youth, senior and Special Olympics sports tournaments, hosting groups from around the state. Legend Park has 6 miles of mountain bike trails that have also drawn visitors from around the state. The parks and their facilities are described in greater detail in the 2004 Master Plan update.

The new community center in Community Park, adjacent to Clayton Middle School, is currently under construction and will be completed by fall 2008. The new facility will have a gym for basketball games and other activities, and a walking track. The Town has had up to 50 recreational basketball teams, but the community center will be its first basketball gym. The Department has traditionally relied upon cooperation with local schools for use of the property for basketball games. The new facility will also help to expand the arts program; after-school program; and multi-purpose programming.

In July 2007, the Town negotiated to purchase 44 acres of land on Glen Laurel Road, east of downtown, for another future community park. The purchased property is adjacent to 22 acres of land donated by a developer in 2006, making a total park area of 66 acres. The eastern area of Clayton has experienced considerable growth and was targeted in the Parks and Recreation Comprehensive Master Plan. A specific timeframe for creation of the park will depend on the approval of a bond package on the ballot in November, 2008.

A major proposed trail in the area is the Mountains-to-Sea Trail (MST), which will run across the state and is expected to attract many "long-haul" and day hikers, similar to the Appalachian Trail. The proposed route for the MST in Johnston County is shown in Figure 5.8, following the Neuse River and connecting to downtown Clayton. A Master Plan for the MST in Johnston County was created in 2006, with a detailed implementation plan and budget. Several additional greenways and trails are proposed in Clayton to connect the existing parks and neighborhoods with the MST, these are also shown in Figure 5.8 as dashed green lines. These proposed trails include Sam's Branch, Little Creek, Mark's Creek and Glen Laurel. The MST and other proposed trails generally follow streams and rivers since the floodplains adjacent to waterways cannot be built upon. Barriers for constructing these trails and greenways include crossings at U.S. 70 and the railroad.

Community-sized parks, which are 20-50 acres and offer active and passive recreation activities for the entire community, are an increasing priority since available and reasonably-priced land is disappearing. Some developers are beginning to realize that the recreational facilities will attract people and sell properties. The planned Riverwalk development will provide 200+ acres of open space that the Town could use for a park, plus another 400 acres through the Triangle Land Conservancy. Although this site is further out of town, it may become a "central park" in twenty years.

Johnston County is working with a private owner to develop three fields east of Clayton that may be available to rent for adult soccer games. The Clayton area has had an increasing demand for soccer and baseball facilities by Hispanic leagues, with crowds of 300-500 people at some soccer events, which often feature live music, food, and alcohol sales. Emergency service provision has been cited as a problem for locating soccer fields or permitting these large events on Town property.

The Town requires a yearly fee-in-lieu of $750 per unit for single family and $700 for multi-family units to fund the parks and recreation department and address the changing recreational needs of the growing town. These fees may be studied to determine if they are equitable with other, similar communities and if they meet the stated goal of the Town to be a premier recreational community.

	Time Frame	Needs
Facility Needs	Immediate (0-2 years)	• 1 Community Center • 1 gymnasium • 1 competition size baseball field • 4 multiuse athletic fields (competition size soccer fields) • 1 disc golf park • 1 dog park
	Near-term (3-5 years)	• 1 additional gymnasium • 1 additional competition size baseball field • 2 soccer fields • 2 additional outdoor basketball facilities • 1 additional playground • 1 swimming pool
	Long-term (6-10 years)	• 1 additional Community Center • 2 gymnasiums should be shared through a partnership with schools or private entities. • 1 additional competition size baseball field • 2 soccer fields • Land acquisition for "trend recreation" • 2 additional outdoor basketball facilities • 1 additional playground • 2 additional tennis courts
Greenway Needs	Immediate (0-2 years)	• Complete a feasibility study for the development of the Little Creek Greenway • Coordinate with the state and adjacent municipalities in the creation of a statewide Mountains-to-Sea Trail along the Neuse River • Improve pedestrian crossing conditions along Highway 70 at Robertson Road and Shotwell Road by incorporating crosswalks, pedestrian signals and improved traffic signal timing
	Near-term (3-5 years)	• Seek greenway easements or land acquisitions for the Sam's Branch Greenway connection for the Mountains-to-Sea Trail to Legend Park; the Mountains-to-Sea/Downtown Greenway; and the Cobblestone Greenway • Upgrade the underpass pedestrian connection under Highway 70 along S. Lombard Street
	Long-term (6-10 years)	• Examine opportunities to develop greenways within the future service areas including the Clemmons State Forest pedestrian connection and the East Clayton pedestrian connections • Coordinate with the railroad on the future pedestrian downtown underpass from north of First Street to the south side of the railroad

Figure 5.9 Parks and Recreation Needs Identified in 2004 Parks and Recreation Comprehensive Master Plan

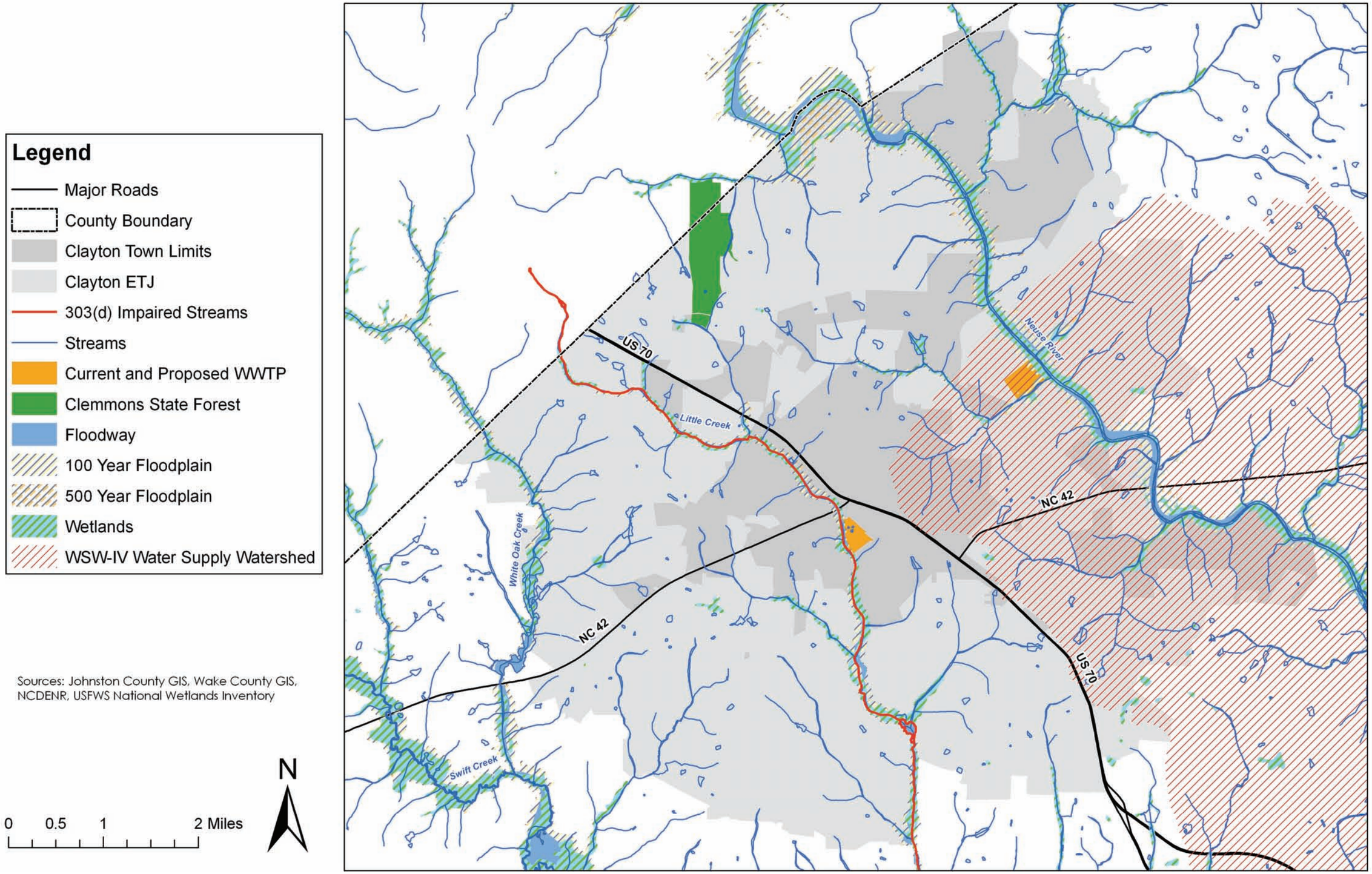


Figure 6.1 Environmental Features

6. Land Use and Zoning

6.1 Planning Area

Currently, the Town of Clayton exercises control over development within its town limits as well as in its Extra Territorial Jurisdiction (ETJ). An ETJ is an area adjacent to and outside of a city in which the city has authority to exercise planning, zoning, building and subdivision regulation. In the case of Clayton, an expansion of the ETJ was approved by Johnston County in August 2007 to extend about two miles around the Town limits. Previously, the Clayton ETJ covered only about one mile outside of its town boundaries.

The total acreage within Clayton's town limits is 7,754 acres (or 7,247 acres not including roads), plus 21,763 acres (20,657 not including roads) within the updated ETJ, for a total planning area of 29,517 acres. The entire planning area is the focus of this Plan, both because it represents the extent of the Town of Clayton's planning jurisdiction and because it represents the larger area into which the Town of Clayton may grow in the future. The planning area described here incorporates the Municipal Transition District established for Clayton by Johnston County.

The utility service area, or the area in which public water and sewer is provided, is expected to be extended to cover the entire ETJ area. Outside of the utility service area, new development must provide wells and septic tanks.

Within the planning jurisdiction, the Town of Clayton planning department enforces the Code of Ordinances that pertain to land use. The land use regulations in the Code of Ordinances was updated in 2006 to be a Unified Development Ordinance (UDO), which is generally easier for citizens and developers to understand. The UDO explains what uses are allowed in each zoning district, what the applicable restrictions are (such as the distance that houses must be set back from the road, the minimum lot size for each house, etc.), and the process for obtaining approval for new development.

6.2 Environmental Features

There are a number of environmental features that restrict development within the Clayton planning area, notably streams and stream buffers, floodplains, wetlands, and protected watersheds.

Little Creek, Swift Creek, White Oak Creek, and the Neuse River all flow through the Clayton area, as shown in Figure 6.1. Each stream and river has associated floodplains and wetlands, also shown in the figure, on which development is prohibited or severely restricted.

In addition, the Neuse River has a special restriction on development within 50 feet of the river, put in place by the North Carolina Department of Natural Resources (NCDENR) in 1997. This buffer removes nitrogen, phosphorus, and other pollutants from rainwater that flows into the basins' waterways, protecting the waterway from surrounding land uses.

Little Creek has been identified by NCDENR as a 303(d) impaired stream, which means that the water quality does not meet EPA standards. As a result, NCDENR has created a specific management plan for this stream, in order to improve the water quality. This management plan may affect how much and where development can occur near Little Creek.

The eastern part of Clayton falls within an area that has been categorized by NCDENR as a water supply watershed, category IV. This designation, the least restrictive of the water supply watershed designations, means that regulations have been put in place by the state to protect surface waters from nonpoint pollution sources, namely stormwater runoff.

6.3 Existing and Proposed Land Use

Existing land use

Existing land use is shown by percentage in Figure 6.2 and spatially in Figure 6.3 on the following page. Understanding the current state of development in the area is helpful in forming the basis of future plans. Each parcel has been classified according to the majority of its use (e.g., a large farm with one house would be shown as farmland rather than single family residential).

Proposed land use

The designation of proposed land uses is intended to serve as a guide for future development, rather than a prescription for what type of development is permitted on any given parcel. The Unified Development Ordinance, which incorporates zoning ordinances, still controls what an owner may actually develop on his or her land. Having a future land use plan, although it is advisory, is important to capture the overall vision for what the community would like to look like. The process to produce the proposed land use map (Figure 6.4) included input from Planning Board members, town staff, and the public via the public survey.

Land Use Category	% of land within Town Limits	ETJ
SINGLE FAMILY RESIDENTIAL	25%	24%
MULTI FAMILY RESIDENTIAL	2%	0%
MANUFACTURED HOUSING	1%	1%
OFFICE	1%	0%
INSTITUTIONAL	4%	0%
COMMERCIAL	4%	0%
INDUSTRIAL	3%	2%
UTILITIES	1%	0%
PARKS N RECREATION	6%	1%
STATE OWNED	0%	4%
FARM LAND / VACANT	54%	68%

Figure 6.2 Existing Land Uses by Category

The public survey included several questions about policies for future development (see pages 8-9 and Appendix C). Respondents were asked whether they prefer traditional subdivision development with large lots, or subdivisions with houses clustered together and larger common open spaces. Second, they were asked whether they prefer to have separated land uses (as is common in suburban development) or mixed land uses. Illustrations of these concepts can be found in Figure C.1 on page 44. In both cases, survey respondents were polarized, with about the same number of people agreeing with the concept of mixing land uses and clustering housing as those that favored separated land uses and large lot subdivisions. However, respondents overwhelmingly agreed that the town should emphasize pedestrian walkability in its policies and should take an active role to encourage preferred types of growth.

The proposed land use map in Figure 6.4 includes several types of residential uses with different densities, several types of commercial uses of different types, and other uses such as industrial and office/institutional. Three areas near the proposed interchanges of Hwy 70 Bypass have been designated for "small area plans." The proposed land uses for these areas will be studied separately to plan for the effects of the new roadway. The small area plan for NC 42 West was adopted by the Town Council on November 19, 2007. Copies are available from the Planning Department.

(Section 6 text continued on page 37)

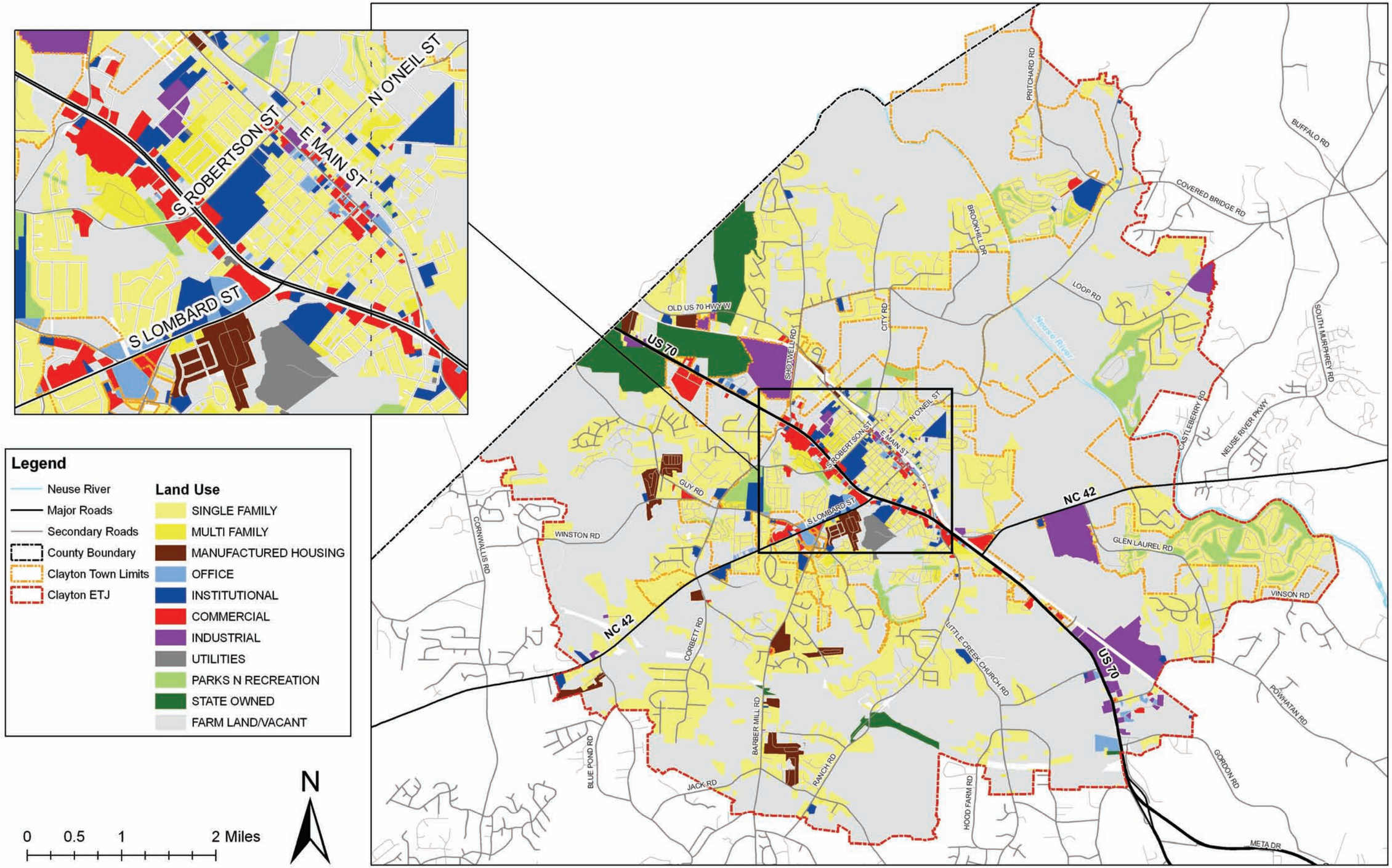


Figure 6.3 Existing Land Use

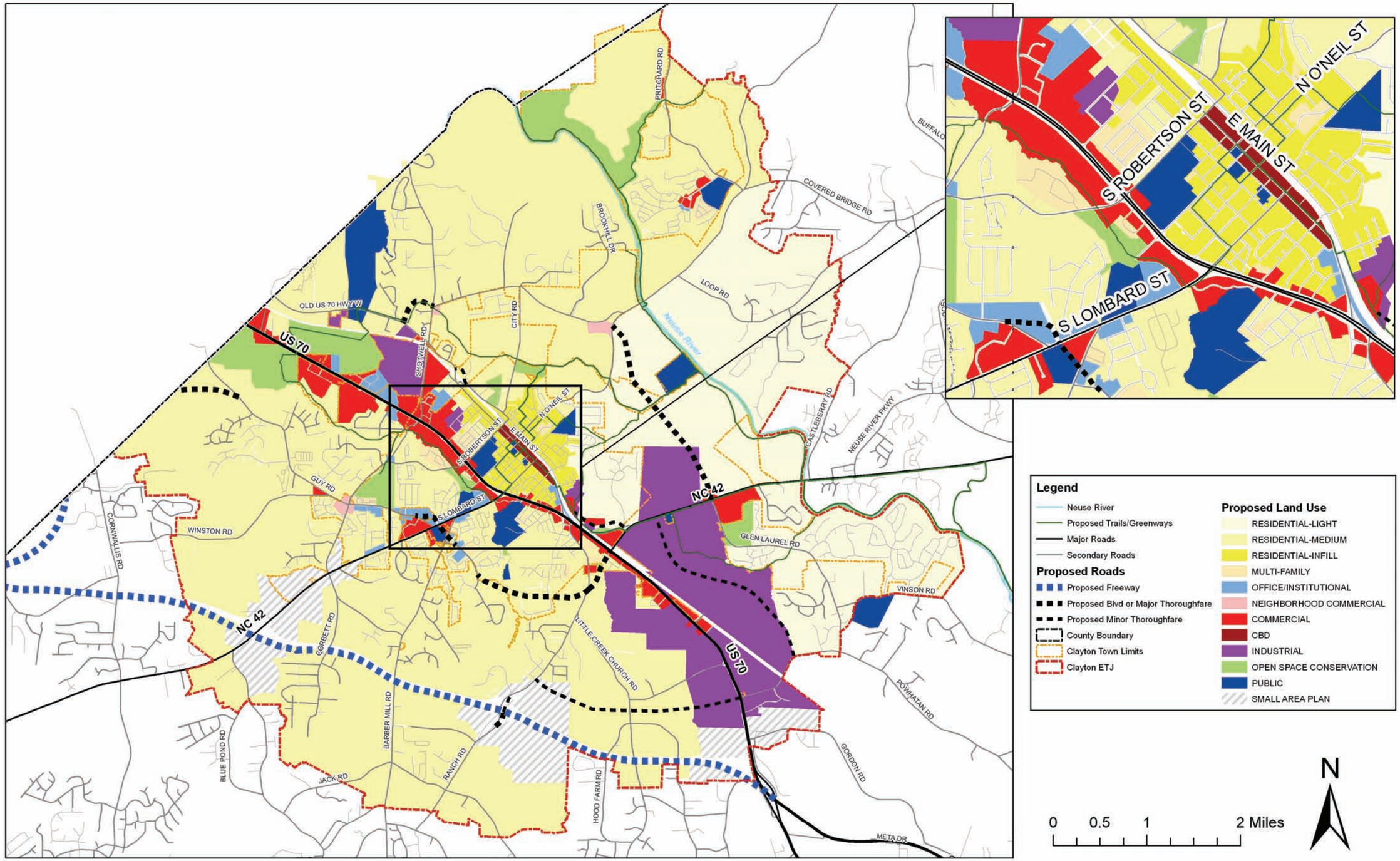


Figure 6.4 Proposed Land Use

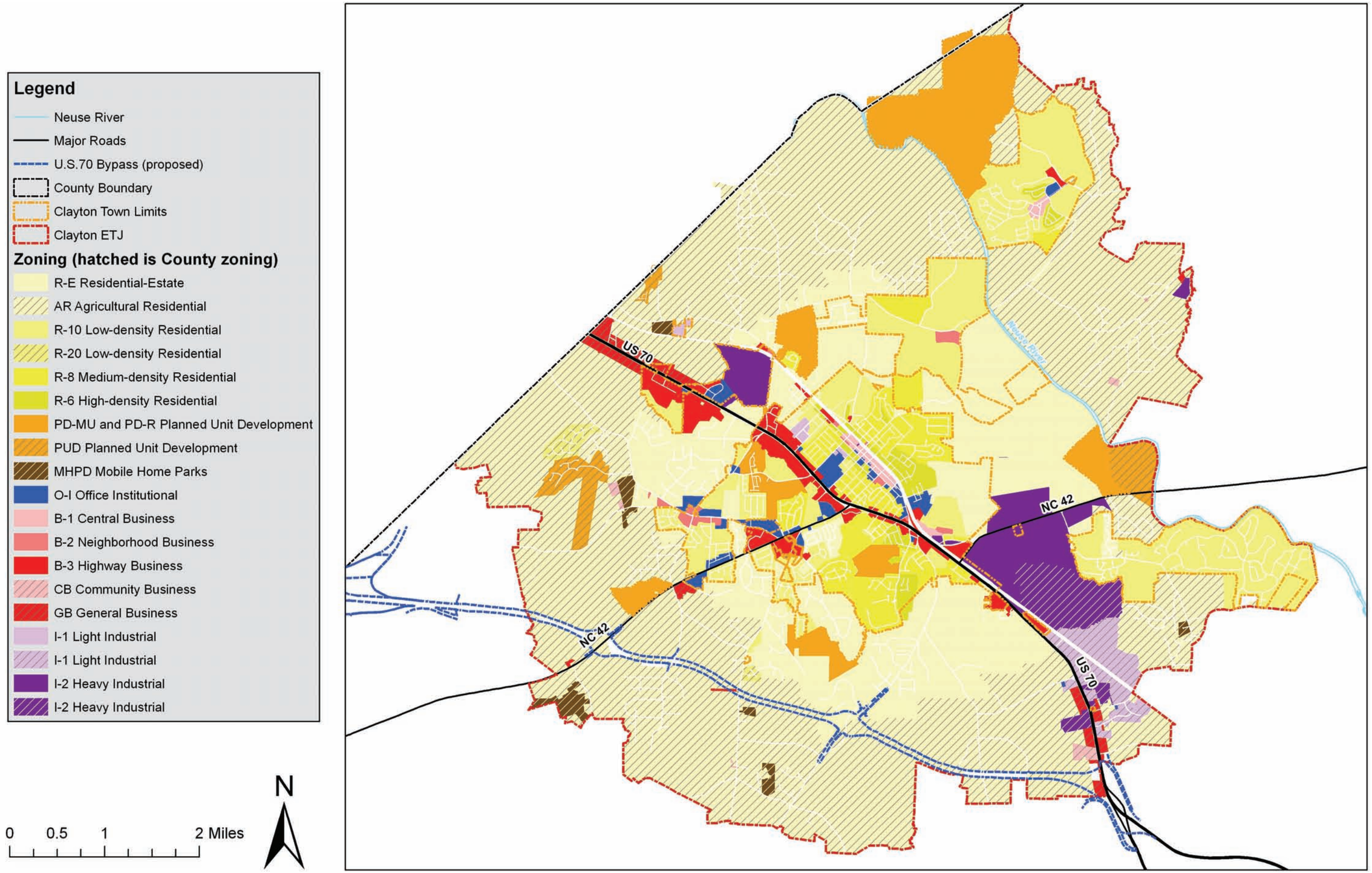


Figure 6.5 Current Zoning

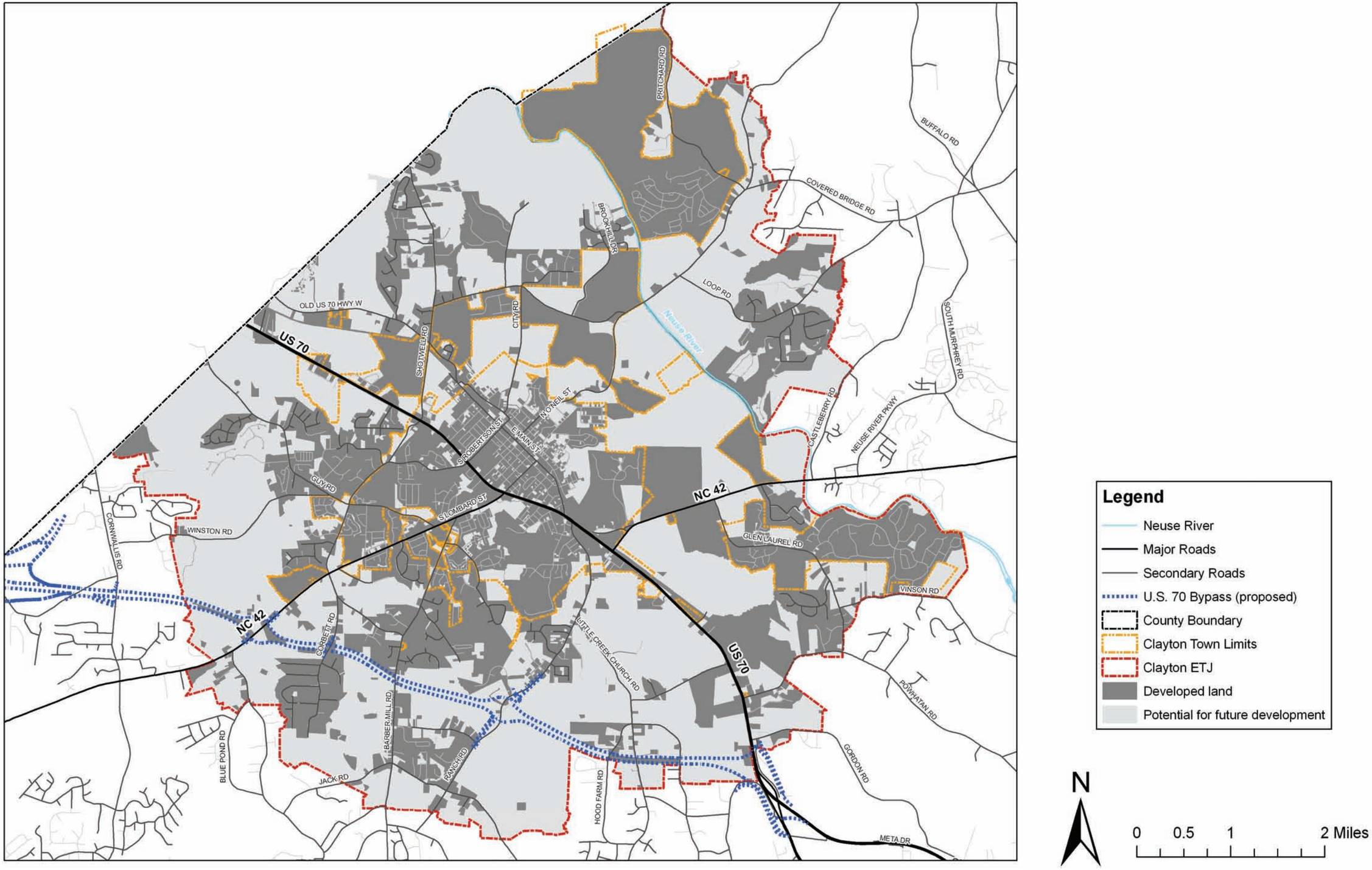
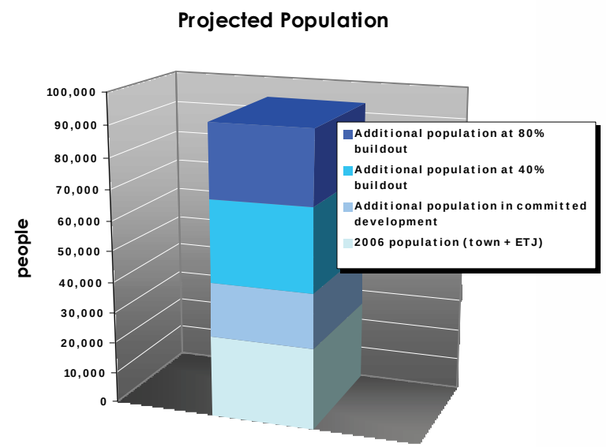
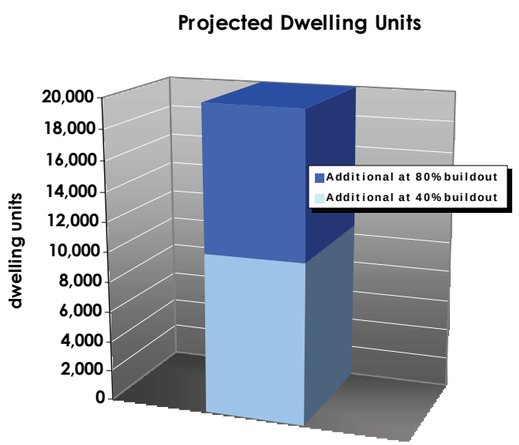
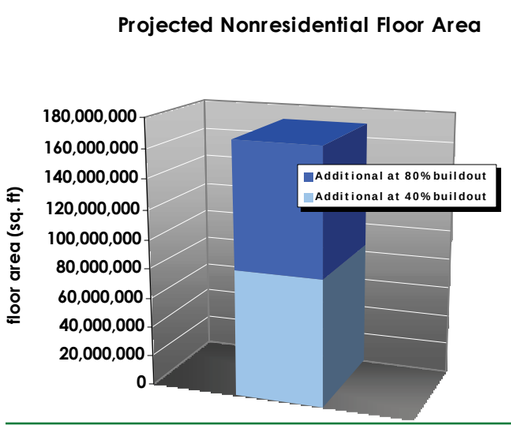


Figure 6.6 Land with Potential for Future Development







This population will need a staggering amount of resources in the form of water and wastewater services and schools...

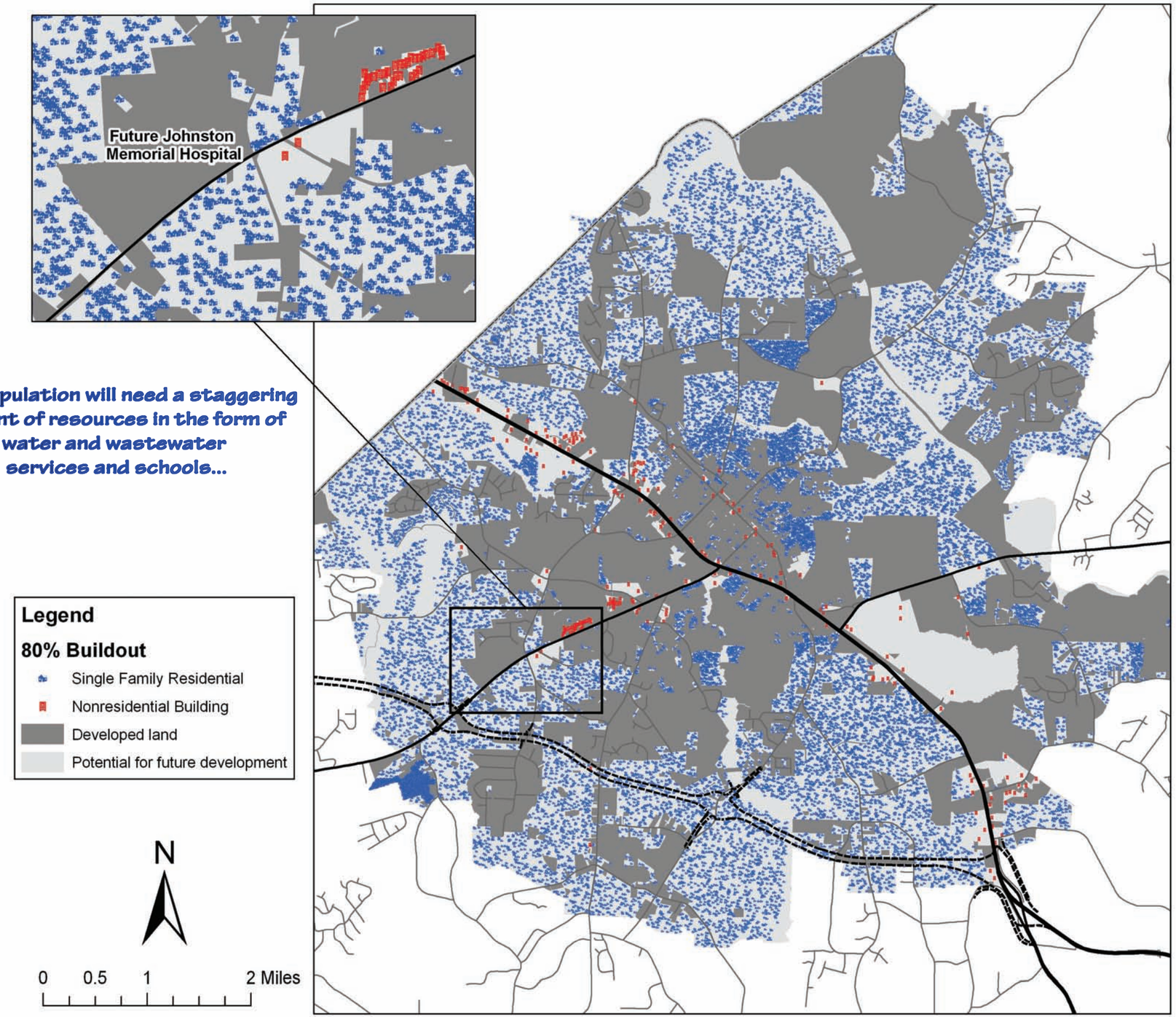


Figure 6.7 Development At 80% Buildout

6.4 BUILDOUT ANALYSIS

The purpose of a buildout analysis is to project the number of future households and nonresidential space that could eventually be built under the current zoning and development regulations. Maps and graphs then assist planning efforts by illustrating where the development may be concentrated and what the impacts of the projected development may be on public services (such as water, wastewater, and schools). Conducting a buildout analysis can give planners a more accurate population projection, based on how much development could actually occur, rather than simply projecting the current growth rate into the future. A buildout analysis also allows planners to link policies, such as zoning, with their impacts on town services. Buildout analysis starts by looking at the current zoning (Figure 6.5). The majority of land in Clayton is categorized as residential, at varying levels of allowable density, and with some differences in allowed uses.

The next step in the buildout analysis is to understand which land has already been developed, because the buildout analysis should focus solely on the land that *has not already been developed*. Moreover, the analysis must focus solely on land that has the potential for future development, which means that land where subdivisions have been approved but not yet built (committed development) and open space that has been set aside in subdivisions are not included. Large parcels (five acres or more) with very little development, such as farms, are included. The land considered to have potential for future development is shown in Figure 6.6, and this is the land where the buildout analysis was conducted. Only 1,262 acres (17%) of the land within the town limits has the potential for future development, but 14,755 acres (71%) of the land within the ETJ is included.

The buildout analysis considers the allowable density of the zoning on each parcel, then subtracts the lands that are unbuildable (such as floodplains and wetlands), to determine how many residential houses and how much nonresidential floor space can be constructed. Two versions of the analysis were conducted—one assuming that 80% of the potential future development would be built, and one assuming that 40% would be built. Having two different scenarios is important—the 80% scenario shows what Clayton could look like in the long-term, at full buildout (100% buildout is highly unlikely, due to characteristics of land that make achieving the maximum density not feasible). The 40% buildout scenario is a more realistic picture of the development that may occur in Clayton in the next 10 years at current growth rates.

The projected households (dwelling units) and nonresidential buildings are illustrated in the map in Figure 6.7, as well as the accompanying graphs. The projected impact of these households and nonresidential development is estimated in Figure 6.8, with each graph showing the current resource use, the additional use projected for committed development (houses that have been approved in the last two years, but have not been built yet), and the projected addition at 40% and 80% buildout. The cumulative total of the bar indicates the projected total at full buildout. For details on how these projections were calculated, please see Appendix B.

The first observation about the buildout analysis is the sheer number of people who could be living in Clayton in the future. The population would nearly triple under the 40% scenario, which includes the significant number of houses that have been approved but not built (for details on the committed development, see Recent Development in section 4.5). It's hard to imagine the landscape of Clayton with as many houses as are shown in in Figure 6.7. This population will need a staggering amount of resources in the form of water and wastewater services and schools. Some of those needs can be absorbed with the capacity currently available in the system, but new facilities will eventually be needed. The planning for these facilities should start now, when land is cheaper and there is more flexibility in available locations.

With increased development comes increased property tax revenues, but most of the revenue will come from residential properties since much of the land is zoned for residential use. Residential uses generally cost more in services than they bring in revenue, creating a potential budget shortfall. In addition, the respondents to the public survey emphasized that improving retail shopping in Clayton is very important. Shopping opportunities were ranked lowest in current satisfaction, and highest in future priorities. These opinions support the buildout analysis in suggesting that the Town emphasize nonresidential development opportunities in the future, possibly by changing current zoning, policies, or incentives.

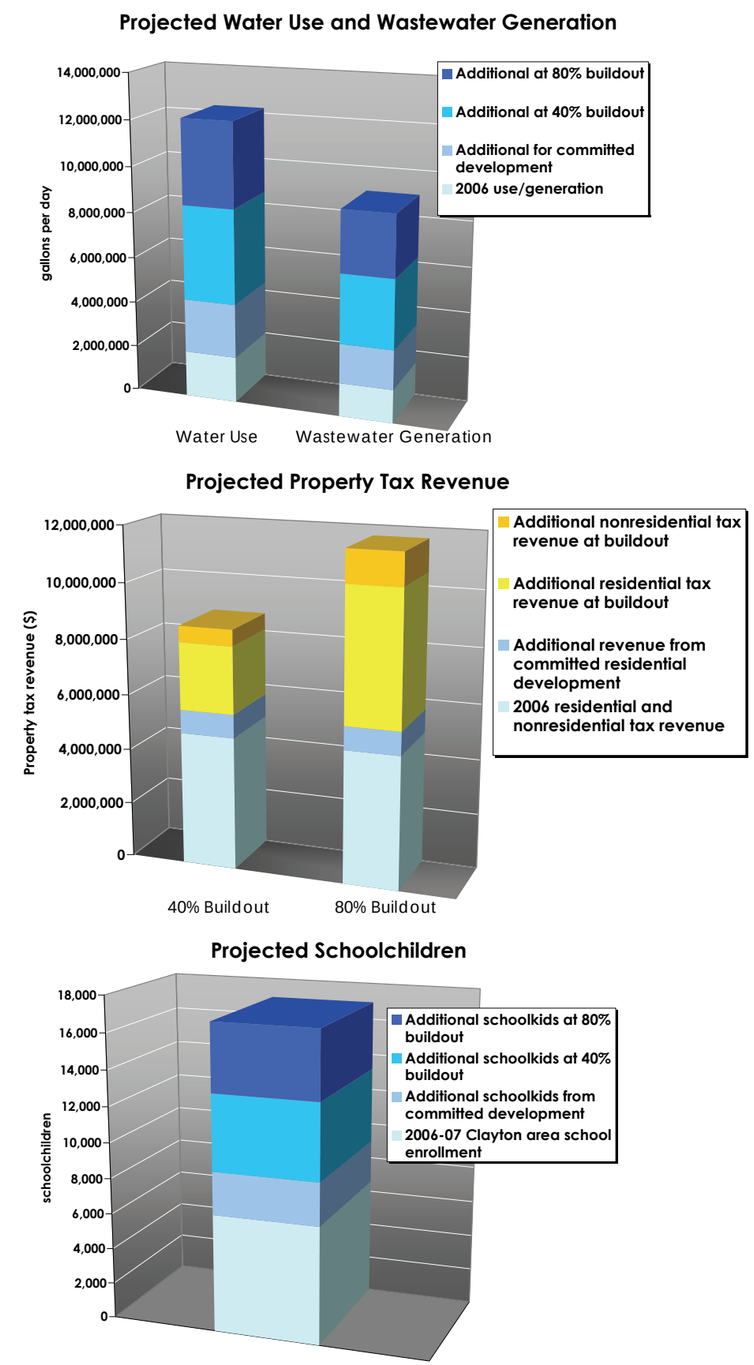


Figure 6.8 Impact of Buildout on Public Services

All of these accomplishments should be celebrated by the community and staff of Clayton...

7. Action Plan

7.1 Accomplishments

In the *Clayton Strategic Growth Plan 2000*, many discrete action items were provided in a table linked to the Town Council's goals of safety, health, downtown vitality, role as a regional service provider, family focus, business diversity, and provider of value services. The following list summarizes the accomplishments and progress made towards those goals, as well as other accomplishments that have occurred since 2001. All of these accomplishments should be celebrated by the community and staff of Clayton. The next pages show an updated list of commitments that the Town has adopted as part of its *Strategic Growth Plan Update 2007*.

Public Infrastructure. The Town adopted its first **Strategic Growth Plan** in 2000, and updated the Plan again in 2007; started and has reached 90% completion on an **inventory of its water / sewer system**; updated the **Water and Sewer Needs Study and 2001 Facilities Plan**; and continues to **coordinate with Johnston County** on water / sewer service policies and joint opportunities. The Town's other ongoing activities include **monitoring legislative actions** regarding electric deregulation; requiring **detailed impact studies** of proposed subdivisions and site plans; and **reviewing the utility impact fee structure** every two years (including in this Strategic Growth Plan). Lastly, the Town has acted on its objective of using bonds to finance water / sewer system improvements by **voting to pursue a bond** issuance.

Economic Development. Clayton **coordinates infrastructure plans with economic goals**; is working on a frequent and productive basis **with the Clayton Area Chamber of Commerce and Johnston County Economic Development Office**, including implementation of two joint Economic Development Improvement Grant projects; has significantly **revamped its website** (www.townofclaytonnc.org); and is taking steps to **promote development along US 70** (for example, conducting an appearance survey). The Town would like to become more active in identifying prime economic development sites and incorporating this data into the Town's geographic information system.

Downtown Development. Clayton, working with the Downtown Development Association (DDA), helped to create **parking and comprehensive plans** to identify improvements; has expanded its **involvement with the DDA**; created a new **downtown business development guide**; conducted **renovations on the Clayton Elementary School** to create the Clayton Center; and completed / updated a **Strategic Growth Plan**. The Town initiated in 2007 a "Concerts on the Square" series, once a month in the summer. In addition, the Town has added a **full-time planning staff position for a Downtown Development Coordinator.**

Parks, Recreation and Open Space. The Town reconsidered its **open space and recreation fee-in-lieu policy** for developers (i.e., developers offer monetary compensation instead of constructing recreational sites); and has developed and updated the **Strategic Growth Plan** that considers recreational issues and needs. The Town has made significant, ongoing progress to **add additional park opportunities** in the Town. Additional coordination between Town departments, especially Planning and Parks and Recreation, has occurred during the update of the Strategic Growth Plan, but still does not occur on a regular basis. The Town is preparing for a $2 million bond referendum for parkland acquisition and development. The Town recently secured sixty-six acres of parkland on Glen Laurel Road.

Historic, Cultural, and Natural Resource Preservation. The Town has **created a tree ordinance** to help protect mature trees from development, but is in the process of refining this ordinance, and led efforts to **renovate the Clayton Elementary School auditorium and supported the holding of** art fairs and festivals. Clayton also continues to consider the public's interest in **creating a historic properties or district commission**. The Town would like to complete and keep current a registry of areas of natural and cultural significance, possibly coordinating with other efforts conducted by NCDENR and Johnston County.

Transportation. The Town requires that **traffic impact assessments** (TIAs) be conducted for major new developments; has completed a **transportation (formerly "Thoroughfare") plan** and **bicycle/pedestrian plan**; and became a **member of the Capital Area Metropolitan Planning Organization**.

Education. The Town of Clayton is engaged in ongoing efforts to **coordinate with the Johnston County Board of Education** and County Commissioners to share information including demographic forecasts to help reserve sites for future schools; and Clayton analyzes and creates a formal **position on any new bond referenda** that would affect the Town.

Public Safety. The Town ensured that public safety was considered in the **Strategic Growth Plan**, interviewing police department personnel and comparing crime statistics to peer towns. The Johnston County Memorial Hospital has committed to a **52,000-square foot medical center** located on 76 acres at NC 42 West and Amelia Church Road; the Town subscribes to the **CodeRED automated emergency calling service**; and **constructed Fire Station No. 1** at Robertson and Horne Streets.

7. Action Plan cont'd

7.2 Action Plan

Looking forward, the Plan Update Committee has developed a number of action items that will further the goals and objectives of the Town Council, and address the needs expressed by Town Department Managers and survey respondents. The goals below were identified by the Town Council in 2006 and have been elaborated on by the Town Manager and Planning Director. A few additional goals, marked in yellow, have been adapted from the *Strategic Growth Plan 2000*. This Action Plan is a "living" document that is updated often to reflect the needs of a changing community.

Goals / Objectives	Description	Responsibility	Schedule to Complete					Resources	Revisions to Policies or Plans
			08	09	10	11	12		
1. Create an Alive Downtown									
1.1 Development of a Strong Main Street Program	*Follow the four-point Main Street approach towards an improved central business district economy with an emphasis on economic restructuring.*	*Downtown Development Association (DDA), Downtown Development Coordinator*						*Budget, NC Main Street Office, Downtown Development Association (DDA)*	
1.2 Increase Residential Presence in Downtown	*Promote development of mixed use projects and utilization of upper stories for residential use. Identify locations for development of higher density attached residential units at downtown fringe. Existing ordinance permits generous density, so need to examine regulatory impediments to these types of projects (e.g. fire separation, parking requirements, rehab code).*	*Planning Department, DDA, Town Council, Town Manager*						*Staff time, possible incentives to property owners*	*Unified Development Code (UDC)*
1.3 More Attractive Buildings, More Owner Responsibility	*Enhance the aesthetic quality of downtown through building rehabilitation and property cleanup. Increase code enforcement and incentives to property owners.*	*Property owners, Town staff*						*Staff time, Façade Grant Improvement program, Funding for design assistance, NC Main Street Program, guidelines and standards*	
1.4 More Investment Dollars in Downtown by Private Sector	*Attract new construction and adaptive reuse development projects to downtown. Research feasibility of establishing a nonprofit redevelopment corporation.*	*Town Council, DDA*							
1.5 More Entertainment Venues	*Attract various entertainment activities such as movie theaters, concert halls, visual arts, and restaurants. Identify and keep records of appropriate sites for entertainment venues. Successful implementation of the prior goals will provide the market and foot traffic necessary for successful entertainment venues. Expand the "Concerts on the Square" program (i.e. increase frequency to more than once per month, attract more people)*	*Downtown Development Coordinator*							
1.6 Identify and Develop Ashley Horne Property Site to Full Potential	*Develop the one-acre Ashley Horne tract in downtown that is currently underutilized. If a mixed use development cannot be achieved, the lot could still be developed as a combination of open space and more attractive parking.*	*Town Council*						*Budget, RFP process, private sector, prior design work*	
2. Manage Growth Producing Quality Development									
2.1 Balanced Development/Investment: Old & New	*Encourage development in satellite areas and along corridors as well as infill and reuse of existing commercial buildings. Inventory available properties. Incentivize development through the development fee schedule. Consider a tax rebate program.*	*Town Council, Town Staff*						*Budget, existing infrastructure*	*Utility access fee schedule*
2.2 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. Develop a successful bond program and capital improvements plan. Implement the Strategic Growth Plan.*	*Town Council, Town Staff*						*Bond issue, budget, CAMPO affiliation, existing plans and policies*	
2.3 Expand Wastewater Capacity: Treatment and Transmission	*Complete the Clayton to Raleigh transmission project. Develop plans and achieve permitting for the Neuse River wastewater plant construction.*	*Town Council, Town Staff, consultant*						*Revolving loan fund financing, possible grants*	

7. Action Plan cont'd

Goals / Objectives	Description	Responsibility	Schedule to Complete 08	09	10	11	12	Resources	Revisions to Policies or Plans
2. Manage Growth Producing Quality Development (cont'd)									
2.4 Rental Properties Meet Code and are Well Maintained	*Refine minimal housing codes and intensify enforcement.*	*Town Staff*						*Staff time*	*Consider adoption of rental property standards code*
2.5 More Housing Opportunities: Beyond Starter Homes	*Continue to encourage diverse housing stock. Promote planned development, which allows more flexibility in housing types.*	*Town Staff, Planning Board, Town Council*						*Staff time*	
2.6 Upgrade Older Infrastructure: Streets, Sidewalks, Water	*Perform aggressive and systematic maintenance and repair with attention to older parts of town.*	*Town administration and public works, Community Development Services*						*Budget, Powell Bill, CAMPO, USDA*	
2.7 Update Strategic Growth Plan	*Update the Strategic Growth Plan in five-year intervals beginning in 2013*	*Town Staff, consultant*						*Budget, Department manager input, consultant*	*Strategic Growth Plan (Update)*
2.8 Expand the Scope of Town Comprehensive Transportation Plan	*Develop collector street plan and develop access management standards. For major streets, develop more stringent access management policies for new businesses/homes.*	*Town Staff*						*Staff time, CAMPO, NCDOT, possible consultant*	*UDC, Town Code of Ordinances*
3. Beautify the Town of Clayton									
3.1 More Attractive Corridors & Gateways	*Improve the appearance of both the natural and built environment, specifically at entrances to Town. Improve signs, landscaping, condition of buildings, screening or elimination of exterior storage, and fencing standards.*	*Town Staff, property owners, developers*						*Budget, Staff time, property owners, NCDOT*	*UDC, nuisance abatement code, adopt a public area landscaping program*
3.2 More Flowers/ Landscaping in Public Spaces	*Included in previous item.*								
3.3 More Attractive Building Facades in Downtown	*Included under Goal 1.3.*								
3.4 Development of Public Art Throughout the Community	*Create a community of artists in Clayton through the establishment of studio space, display venues and special arts programming.*	*Town Council, arts organizations*						*Budget, arts organizations, community arts grants*	
3.5 Become Known as an "Arts Community"	*Included in previous item.*								
3.6 Encourage Redevelopment of Deteriorated Areas	*Examine the advantages/feasibility of a redevelopment commission. Propose new policies to encourage in-fill development. Investigate the potential of form-based codes and an appearance committee.*	*Town Staff, Town Council, developers, property owners*						*Possible financing through Lending institutions*	*UDC, Town Code of Ordinances*

7. Action Plan cont'd

Goals / Objectives	Description	Responsibility	Schedule to Complete 08	09	10	11	12	Resources	Revisions to Policies or Plans
4. Grow the Local Economy									
4.1 Expand Retail Sector: Attract Residents & Beyond	*Complete quality small area plans along major corridors, interchanges and retail clusters. Small area plans will illustrate the growth potential and opportunities for long term phased development for the highest responsible use of property. Communicate to developers what the town would like to see.*	*Town Staff*						*Budget, staff time, consultants*	*Possible revision to UDC and Strategic Growth Plan*
4.2 Active Pursuit of a "Lifestyle" Mall	*Attract big-box retailers to a well-designed site where retail shopping is concentrated*	*Developers, Town Staff, Town Council*						*Staff time, existing infrastructure*	
4.3 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.*	*Town Council, Johnston County Economic Development, Local industries*						*Existing infrastructure, existing businesses, Economic Development Commission*	
4.4 Stronger Partnership between the Town 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.*	*Town Staff, elected officials*						*Staff time*	
4.5 Partner with Local Economic Development Organizations	*Included in previous item.*								
5. Expand Leisure Opportunities and Arts Community									
5.1 More Developed Parks and Parkland	*Acquire suitable acreage for development as active and passive recreation. Expand greenway program.*	*Town Staff*						*Budget, Parks bond*	
5.2 Develop new Community Center: Facility & Programs	*Currently underway, to be complete in 2008.*	*Town Staff*						*Budget, USDA funding, Recreation Fee-in-Lieu funding, PARTF funding*	*Revise Recreation and Parks Master Plan*
5.3 Develop a Reputation as an "Arts Community"	*Included under Goal 3.4.*								
5.4 More Arts Festivals, Events and Galleries	*Included under Goals 3.4 and 1.5.*								
5.5 Expand Performing Arts: Classes, Programs	*Establish a more active community-based performing arts presence. Give out community arts grants to support community-based productions.*	*Town Staff, arts community*						*Budget, Clayton Center, Arts Visioning Grant*	

Appendix A: Glossary of Terms and Acronyms

Buildout Analysis — A buildout analysis is to project the number of future households and nonresidential space that could eventually be built under the current zoning and development regulations. Conducting a buildout analysis can give planners a more accurate population projection, based on how much development could actually occur, rather than simply projecting the current growth rate into the future.

CAMPO — Capital Area Metropolitan Planning Organization. A multi-jurisdictional agency with federal responsibility for long-range transportation planning for the greater Raleigh area including Clayton and portions of Johnston County. With the State Department of Transportation, creates the Transportation Improvement Program.

CIP — Capital Improvement Plan. A CIP details the infrastructure improvements (streets, water and sewer facilities, as well as police and fire stations) that the Town will need to meet the needs of growth over the next five years.

Committed Development — Residential units (houses) approved for development in subdivisions by Clayton or Johnston County (within the newly approved ETJ) in 2005, 2006 and to date in 2007. These houses are assumed to not be built as of 2006.

DDA — Downtown Development Association. This group advises the Town Council on downtown matters, and works with the Downtown Development Coordinator.

EDC — Economic Development Commission. This group advises the Town Council on economic development matters.

ETJ – Extra-Territorial Jurisdiction. An ETJ is an area adjacent to and outside of a city in which the city has authority to exercise planning, zoning, building and subdivision regulation.

NCDENR — North Carolina Department of Environment and Natural Resources

NCDOT — North Carolina Department of Transportation

RFP — Request for Proposals. Issued by the Town or other organization to solicit proposals from developers or consultants for work that the Town needs to be performed.

TIP — Transportation Improvement Program. Plan that contains a seven-year forecast of transportation improvements (new streets, widening, signal improvements). Forms the basis for state funding of transportation projects.

UDC — Unified Development Code. This is the set of regulations that govern the Town of Clayton. It includes regulations such as nuisance regulations and sign regulations in addition to development regulations (zoning).

USDA — U.S. Department of Agriculture

APPENDIX B: HOW THIS PLAN WAS CREATED

This document is an update from the original plan (Clayton Strategic Growth Plan) that was created in 2000. In 1998 the Town Council held a retreat during which issues facing the Town were discussed. There was a consensus among the group that a plan should be developed to assist the Town as it faces pressures of a growing community. During the retreat, Town Council identified current and future issues that could potentially plague the Town. Goals were set for the Town to address preemptively the challenges of future growth. The plan was adopted as a tool to guide local officials to achieve the goals.

Since the initial plan was adopted by Council, Clayton has seen a tremendous increase in growth. The growth pattern will most likely continue through the next several years and the Town should be prepared for any impacts that will be faced over time. Impacts facing transportation, housing, land use, open space, public utilities, schools, recreation and public safety should be identified so that Town officials can develop a proactive action plan to minimize any impacts shown.

The current plan expands on the issues and concerns identified in the original plan, and identifies new issues and concerns. Clayton hired a consultant, The Louis Berger Group, to assist with the updating the Plan. Bi-weekly meetings were held from April through August 2007 with several members of the Town Planning Board (Frank Price, Randolph Reid, David Teem, and Jim Lee) and members from the Town Planning Department (Skip Browder and Charlie Yokley). To assist in identifying issues that the Town faces, staff from local departments and area officials were invited to the bi-weekly meetings to discuss the current situation and future impacts on town services. Meeting attendees included:

Town of Clayton Town Manager – Steve Biggs
Town of Clayton Fire Chief – Lee Barbee
Town of Clayton Police Chief – Glenn Allen
Town of Clayton Parks and Recreation Director – Larry Bailey
Town of Clayton Public Works Director –Tim Simpson
Town of Clayton Downtown Development Coordinator—Bruce Naegelen
Johnston County Commissioner – Jeff Carver
Johnston County Commissioner – Allen Mims
Johnston County Manager – Rick Hester

This updated plan was community driven, and it was very important to include the community's thoughts and ideas. The committee developed a survey (see Appendix C) to get citizens ideas and feelings on how they see the Town and its future. The survey was developed in four parts:

Part I. Personal Information of the survey taker
Part II. Feelings about living in Clayton
Part III. Future land use
Part IV. Additional Comments

The survey was open from July 4th to September 30, 2007 and was available to residents of the Town of Clayton as well as people living nearby who were interested in the Town's growth. Citizens could take the survey on paper or the internet. Copies of the survey were located at Town Hall and the library in downtown Clayton, as well as several local churches. Copies of the Spanish translation were located at a local Hispanic restaurant and *tienda*. The survey was also offered online in English and Spanish through a hyperlink on the Town of Clayton's website. In addition, three members from The Louis Berger Group also attend the Clayton July Fourth Celebration at Municipal Park and distributed the survey for attendees. Eighty-six surveys were collected on July 4th, and the total number of surveys collected was 253.

Those participating in the survey were offered the option to provide their email or physical address to be kept informed of future activities related to this plan update. About 51% of people chose to do so, and were subsequently sent information about the draft plan available for comment and the public comment meeting to be held in conjunction with the Planning Board meeting on November 26, 2007. The public comment meeting and public hearing associated with the adoption of the plan will offer additional opportunities for community input on the content of this plan.

Special thanks should be given to all those that assisted in the successful completion of the plan. First and foremost are the citizens of Clayton and surrounding areas, for participating in the survey. Citizen involvement is a key element is operating a safe and successful community. Citizens' continued thoughts and ideas are always welcome. Please feel free to stop by Town Hall or call anytime. Additional appreciation is given to Mr. Daniel Flores, who hosted copies of the public survey at several of his businesses, and Michael Williams, who facilitated the distribution of the public surveys to local churches.

Details of the Buildout Analysis

The buildout analysis featured in section 6.4 is based on a number of key assumptions about the future growth of Clayton. Making assumptions about the future is unavoidable, and projections will inevitably be incorrect due to unforeseen events. However, assumptions must be documented and communicated so that future plans can be adjusted when assumptions change. Following are some of the assumptions utilized in the buildout analysis.

- The Town of Clayton is restricted to the limits of the newly approved extra-territorial jurisdiction (ETJ). All figures reference land and people within this boundary.
- All projected future households will utilize public water and sewer services provided by Clayton. While this will likely not happen in 100% of cases, public water and sewer is expected to be extended to the area within the ETJ.
- Buildout was calculated for the maximum allowable density under current zoning, including setbacks. Areas subject to development restrictions (100-year floodplains and wetlands included on the National Wetlands Inventory) were omitted.
- Committed Development is defined as the residential units approved by Clayton or Johnston County (within the newly approved ETJ) in 2005, 2006 and to date in 2007. These units are assumed to be omitted from the 2006 statistics.

The buildout analysis produces the number of projected dwelling units and nonresidential square foot area. To calculate impact on town services from these figures, multipliers were used as follows, with sources noted.

- 2.52 persons per household (2000 Census)
- 250 gallons per day per household wastewater generation (Clayton Dept. of Public Works); 15 gallons per day per person wastewater generation for nonresidential uses (Town of Clayton Wastewater Capacity Analysis (2005)
- 341 gallons per day per household water use; 21 gallons per day per person water use for non-residential uses (both calculated using wastewater multipliers and the 2006 ratio of water use to wastewater generation)
- 0.345 school-aged students per household (average used in Johnston County School Board projections)
- $66,569 average tax value per acre residential land, $191,944 average tax value per acre nonresidential land (calculated from developed parcels using current property tax values)
- $0.49 per $100 value property tax rate

Town of Clayton Future Growth Survey

The Town of Clayton is in the process of updating its Strategic Growth Plan. In order to plan for the future, the Town is asking for your views on what we should give the most attention to in the coming years, and where the Town should concentrate its scarce resources in the future. Please take about 10 minutes to share your views. If you have questions about the survey or need assistance answering it, please contact us at (919) 866-4470 or clayton.growth.survey@gmail.com.

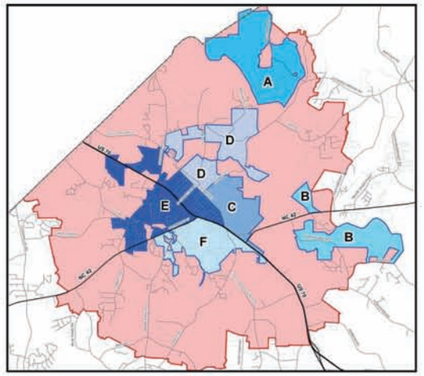
Please note that your participation in this survey is completely voluntary. Please feel free to leave blank any questions you are uncomfortable answering. When you are finished, you may mail this survey to the address on the back, fax it to (919) 755-3502 or deliver it to Town Hall. Thank you for your time!

You can also complete this survey at http://www.keysurvey.com/survey/157739/16fc/

Part I. Tell us something about yourself.

How long have you lived in the Clayton area? _____ Years

Do you live... ☐ In the blue areas on the map ☐ In the red areas on the map ☐ In the white areas



If you live in the blue areas, in what area do you reside?
☐ A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ Other

Do you work outside the home? ☐ Yes ☐ No

If yes: Where do you work?
☐ Inside Johnston County, in Clayton
☐ Inside Johnston County, not in Clayton
☐ Outside Johnston County

How many miles do you commute to work one way? _____ Miles

How long does it take you to get to work one way? _____ Minutes

If no: Are you ☐ Employed at/from home
☐ Retired ☐ Student ☐ Unemployed

Do you: ☐ Own home ☐ Rent home

What is your age? (Circle One)
Under 18 18-30 31-40 41-50 51-65 66+

Gender ☐ Male ☐ Female

Race/Ethnicity ☐ White ☐ African American
☐ Native American ☐ Hispanic ☐ Asian
☐ Other _____

Part II. Tell us your opinion of the following aspects of the Clayton community. Please circle the number that best represents your agreement with the following statements; Strongly Disagree (1) or Strongly Agree (10). Circle N/A if you don't know, have no opinion, or the question is not applicable to you.

I am satisfied with the variety and location of shopping opportunities in Clayton.
1 2 3 4 5 6 7 8 9 10 N/A

I generally don't have trouble getting where I need to go in Clayton in a reasonable amount of time (by car).
1 2 3 4 5 6 7 8 9 10 N/A

I feel safe and comfortable walking and bicycling to the places I want to go in Clayton.
1 2 3 4 5 6 7 8 9 10 N/A

I am satisfied with the abundance and variety of recreational opportunities (parks, trails, recreation centers).
1 2 3 4 5 6 7 8 9 10 N/A

I am satisfied with the abundance and variety of youth and senior activities that the Town of Clayton provides.
1 2 3 4 5 6 7 8 9 10 N/A

I am pleased with the quality of the air, water and natural environment in Clayton.
1 2 3 4 5 6 7 8 9 10 N/A

I have plenty of convenient opportunities to participate in Town of Clayton Government activities that interest me.
1 2 3 4 5 6 7 8 9 10 N/A

I believe there is an adequate supply of housing in Clayton. Enough variety exists for people of various income levels to find a place to live.
1 2 3 4 5 6 7 8 9 10 N/A

I am satisfied with the current abundance and variety of opportunities to enjoy the arts in Clayton.
1 2 3 4 5 6 7 8 9 10 N/A

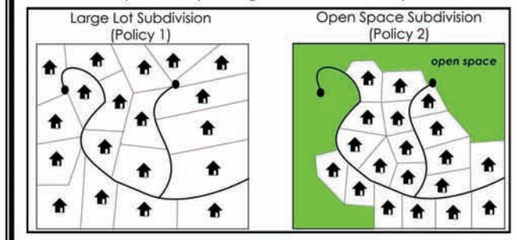
I feel safe and comfortable with available services in Clayton:
Police 1 2 3 4 5 6 7 8 9 10 N/A
Fire 1 2 3 4 5 6 7 8 9 10 N/A

What are the top three areas you would like to see the Town of Clayton invest its effort and funds to improve:

Rank (1, 2, and 3 highest ONLY)
_____ Housing that I can afford
_____ Transportation (roadways)
_____ Transportation alternatives (bicycle & pedestrian)
_____ Recreational opportunities (physical facilities/fields)
_____ Recreational opportunities (activity programs)
_____ Business and commerce (retail shopping)
_____ Economic development (major employers)
_____ Environmental quality
_____ Public safety and emergency services
_____ Other _____

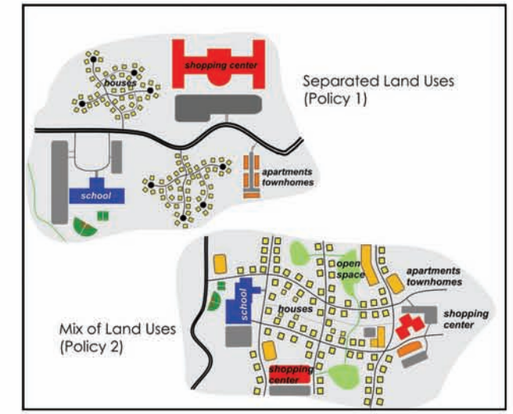
Continued on the back

Part III. Tell us how you would like Clayton to grow in the future. Clayton's population is expected to grow at about 7% per year, doubling its current population in the next eight years. Changes due to growth in Clayton are inevitable, but the policies the Town chooses to direct that growth will help determine what the Town will look like in the future. The following two questions present pairs of contrasting policies the Town could use to influence future growth. Please refer to the illustrations. Circle the letter that best represents your agreement with the policies.



Policy 1: Large Lot Subdivisions. One acre or more per house.
Policy 2: Open Space Subdivisions. Smaller lot sizes with land set aside for open space.

A	B	C	D	E
Prefer Policy 1		Policies are equal		Prefer Policy 2



Policy 1: Separated Land Uses. Typical suburban development
Policy 2: Mix of Land Uses. Allow for closer integration of uses, including within the same building.

A	B	C	D	E
Prefer Policy 1		Policies are equal		Prefer Policy 2

Please circle the number that best represents your agreement with the following statements; Strongly Agree (10) or Strongly Disagree (1).

I think the Town should emphasize pedestrian walkability in its policies. For example, requiring developers to build sidewalks and interconnected streets (rather than cul-de-sacs), planting street trees, and creating greenways.
1 2 3 4 5 6 7 8 9 10 N/A

I believe that the Town should take an active role to encourage preferred types of growth, rather than allowing development to occur without much government interference.
1 2 3 4 5 6 7 8 9 10 N/A

Part IV. Additional Comments/Opinions

What are the biggest concerns that you have as Clayton's population grows in the next 10 years?

1.
2.
3.

If you have additional comments/concerns, please use the space below or email **clayton.growth.survey@gmail.com.**

If you would like to receive additional information and updates about the Strategic Growth Plan Update project, please print legibly in either the address or email spaces below.

Name (optional): _____
Email (optional): _____
Address (optional): _____

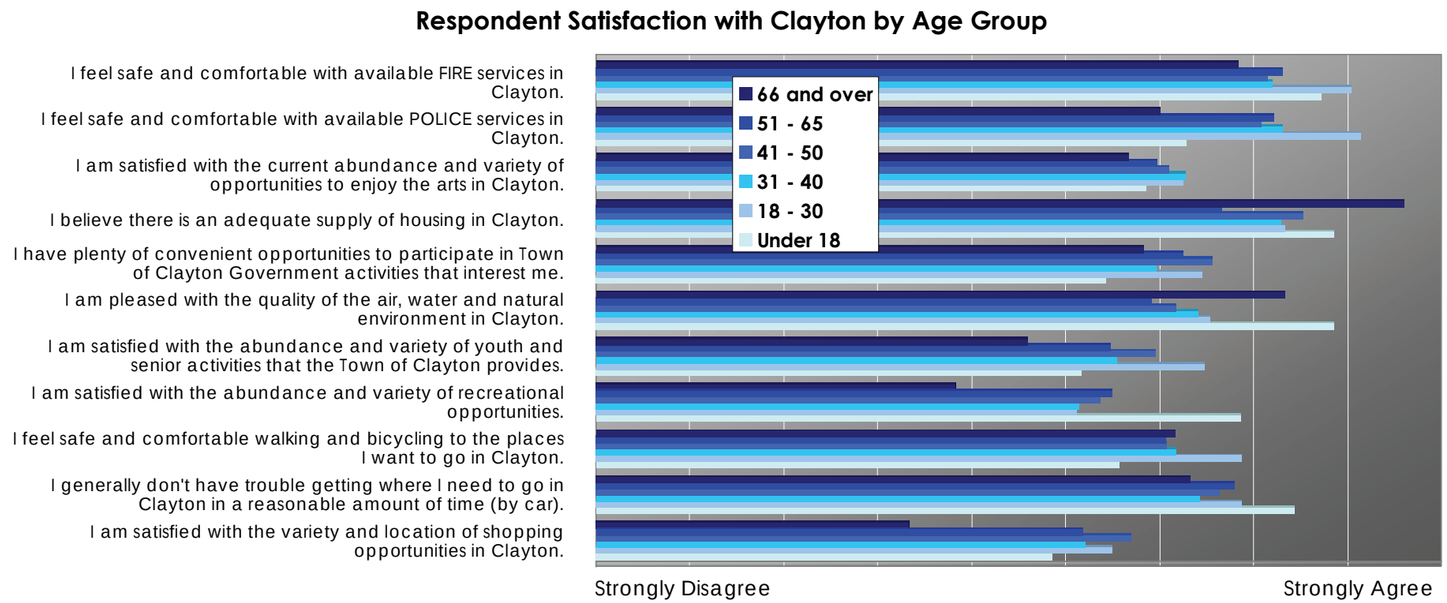
Thank you for taking the Town of Clayton Future Growth Survey! You can return this survey to Town Hall, fax it or mail it as shown below:

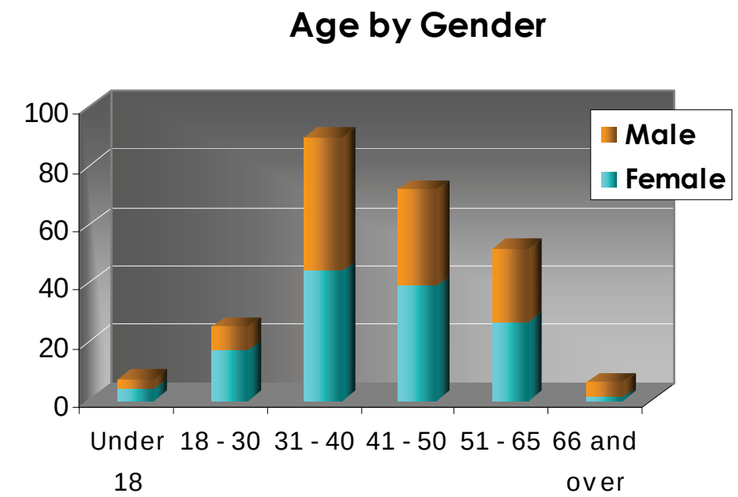
Town of Clayton Future Growth Survey
Planning Department
111 East Second Street
Clayton, NC 27520
Plan Update Hotline: (919) 866-4470
Fax: (919) 755-3502
clayton.growth.survey@gmail.com

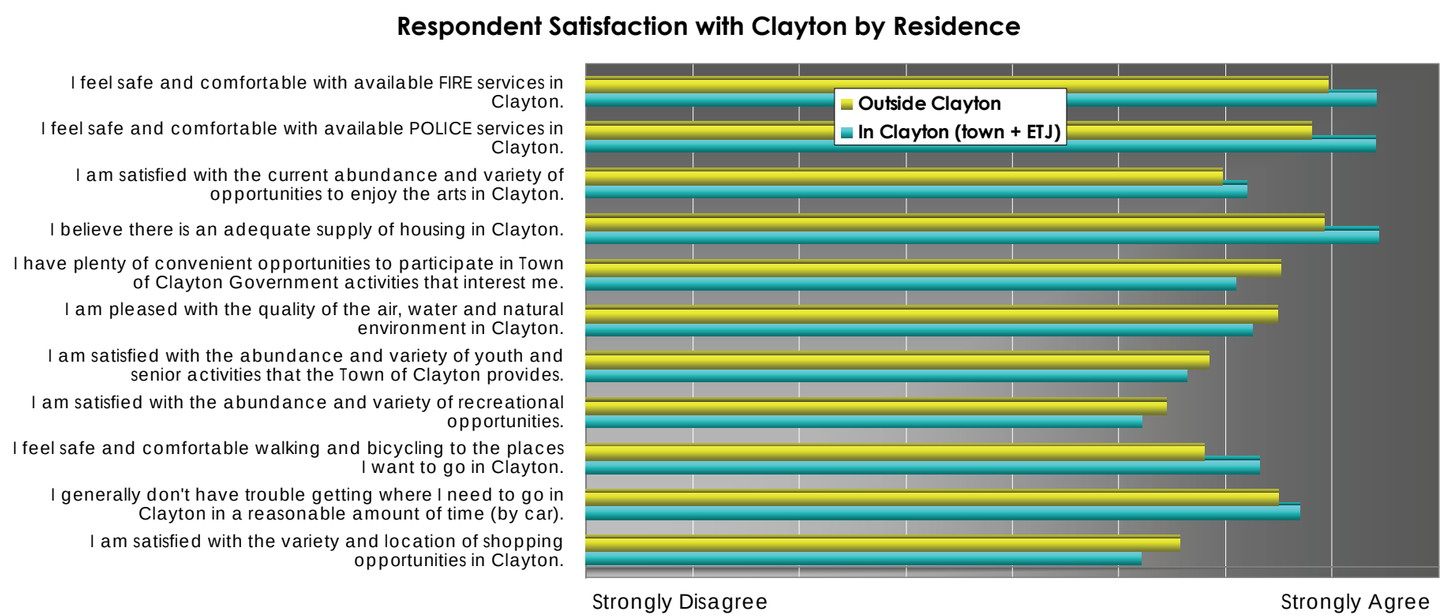
Figure C.1 Future Growth Survey

Appendix C: Additional Results of the Future Growth Survey

Results of the survey and some graphs are discussed in section 2.2.







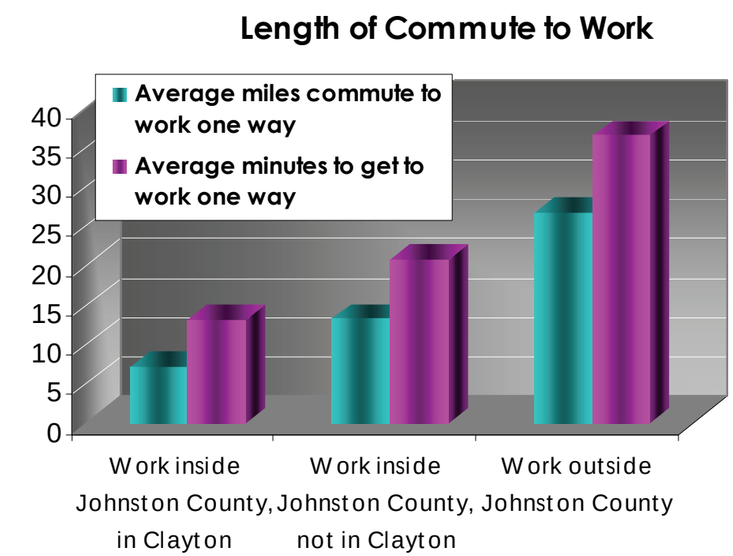
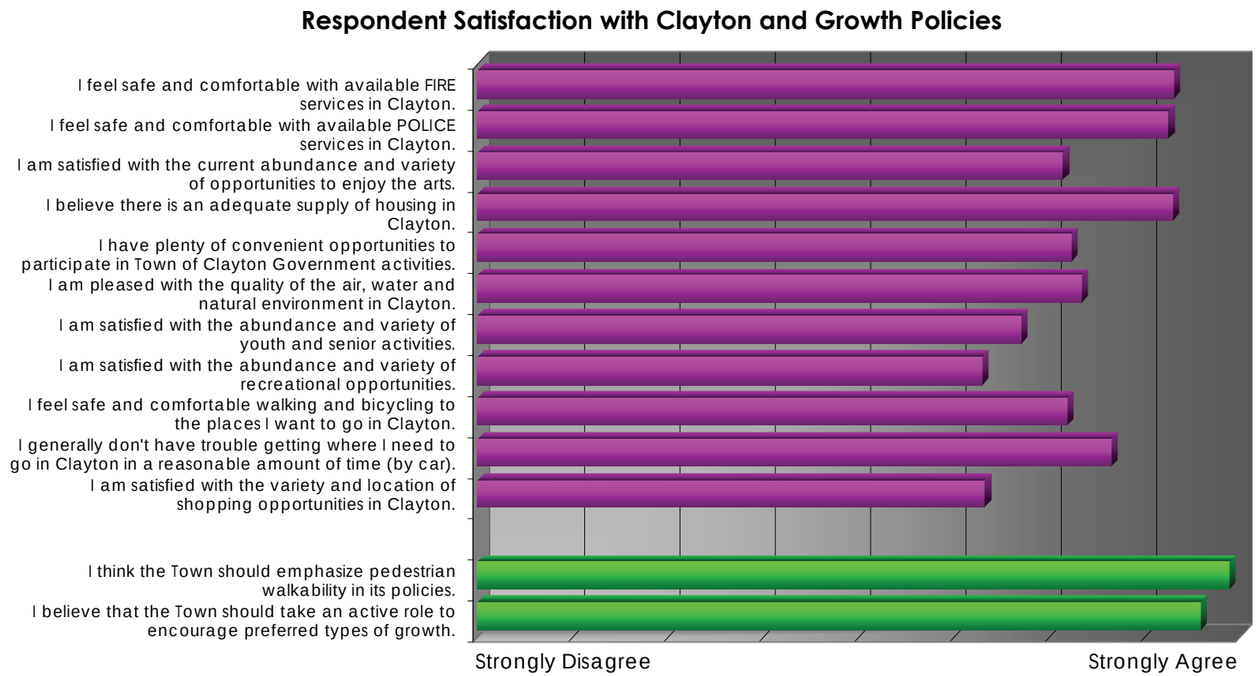
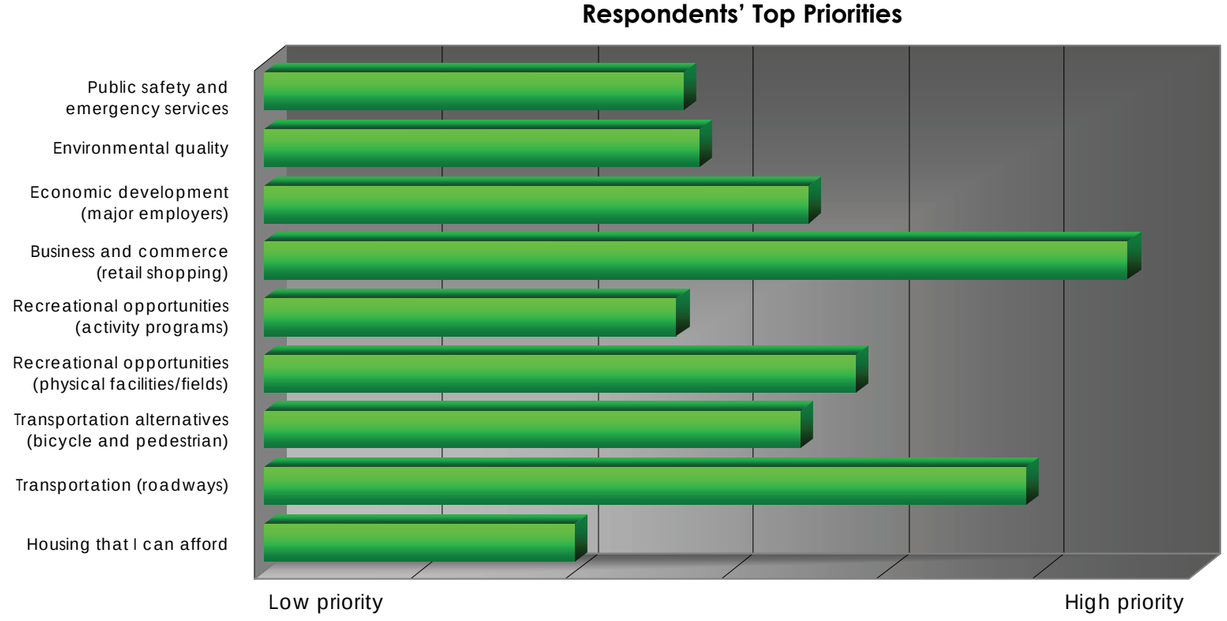
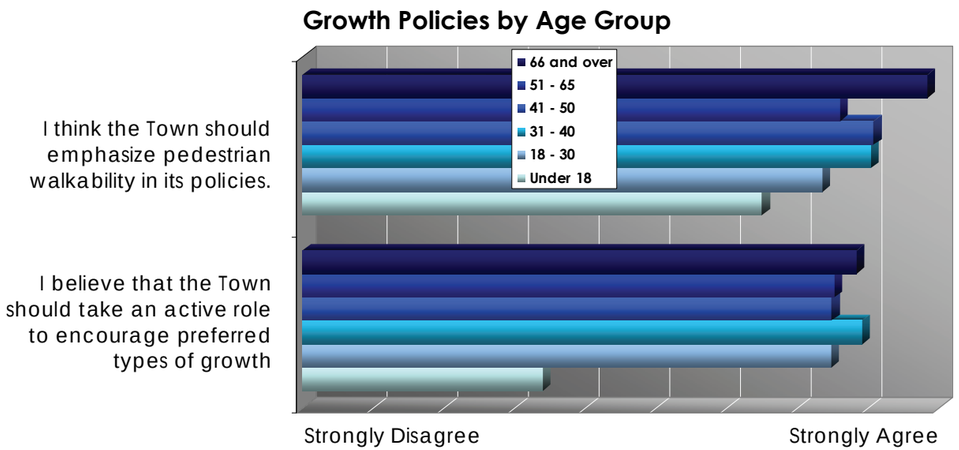
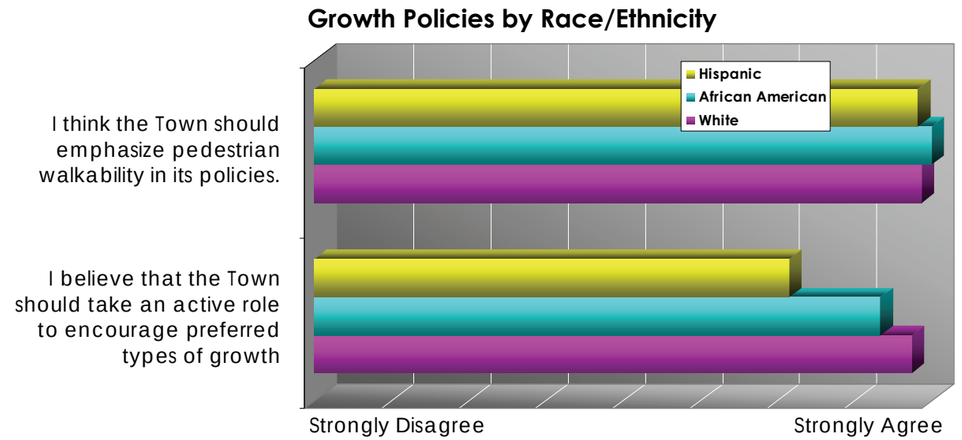


Figure C.2 Additional Respondent Demographics and Satisfaction Results









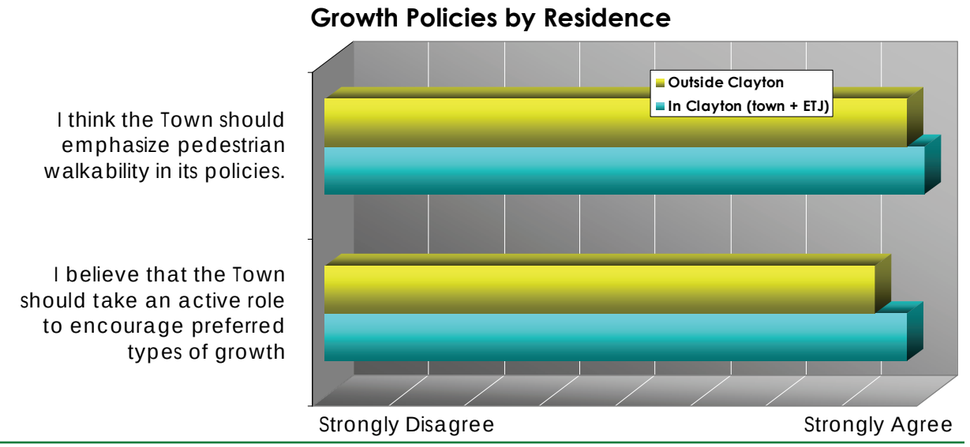
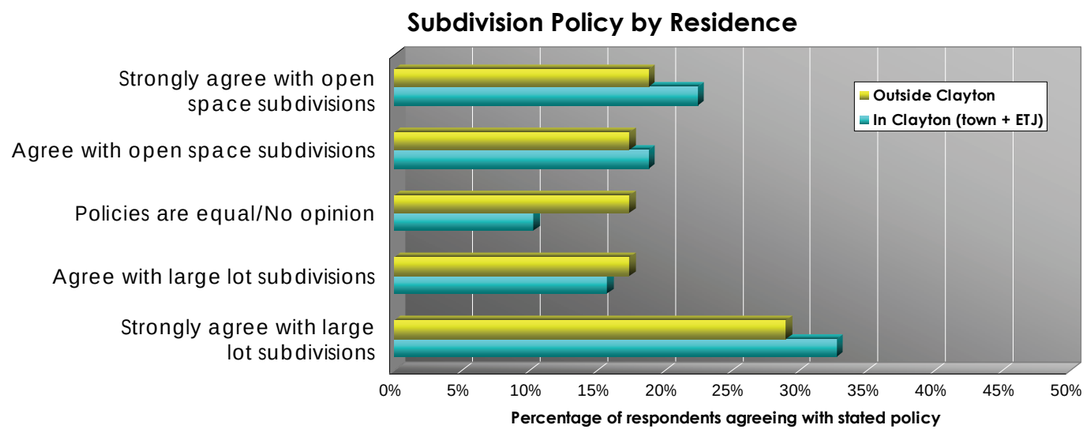
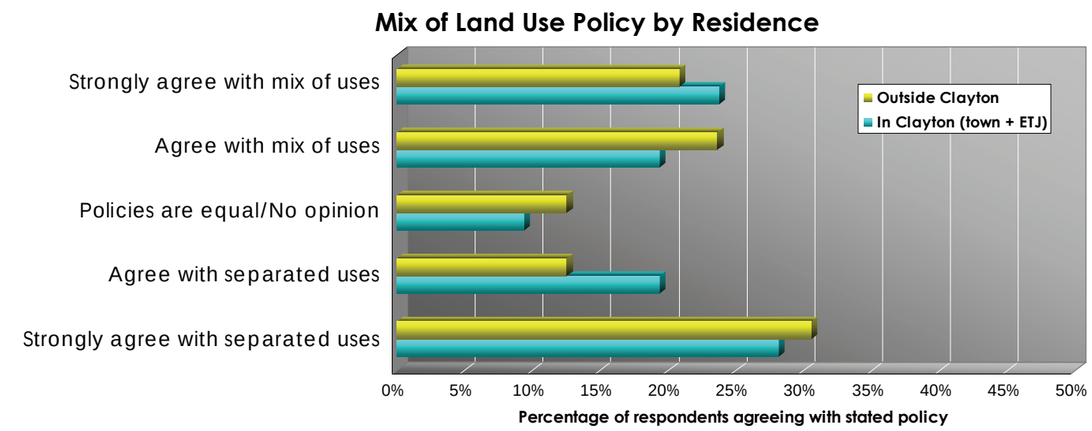
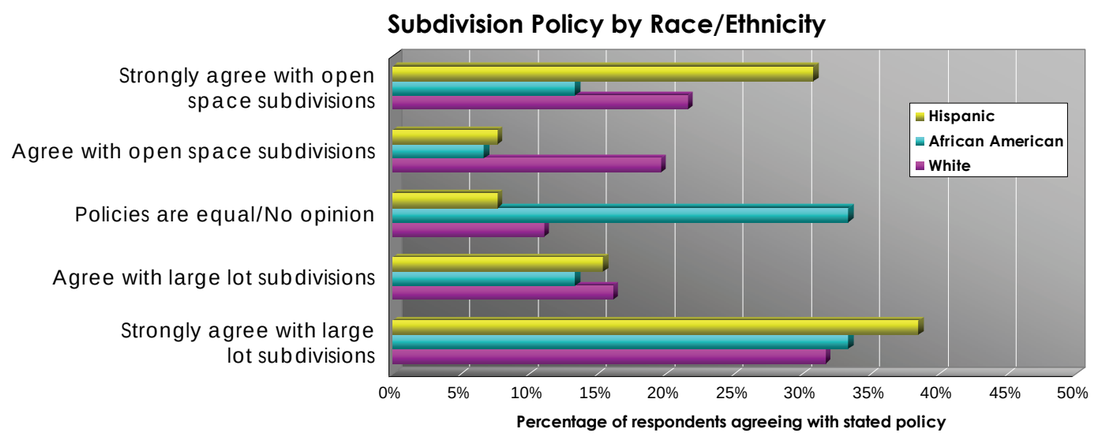
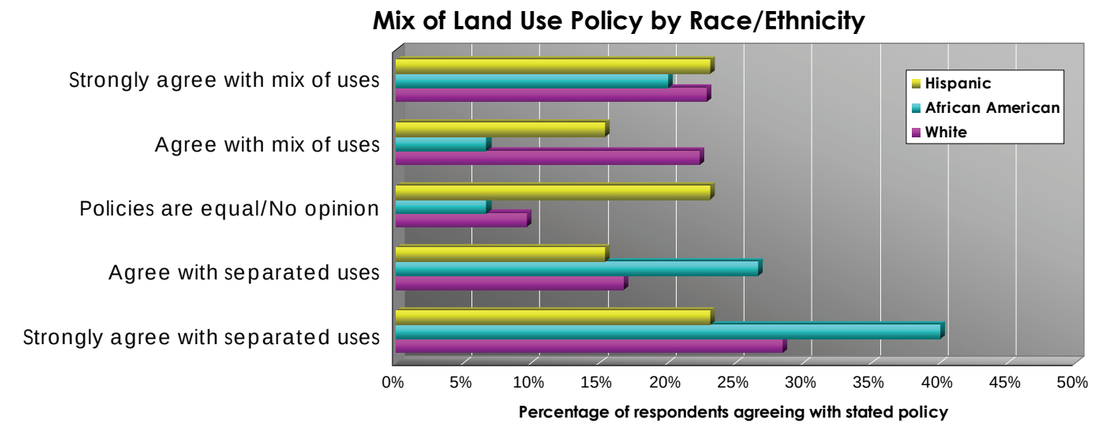


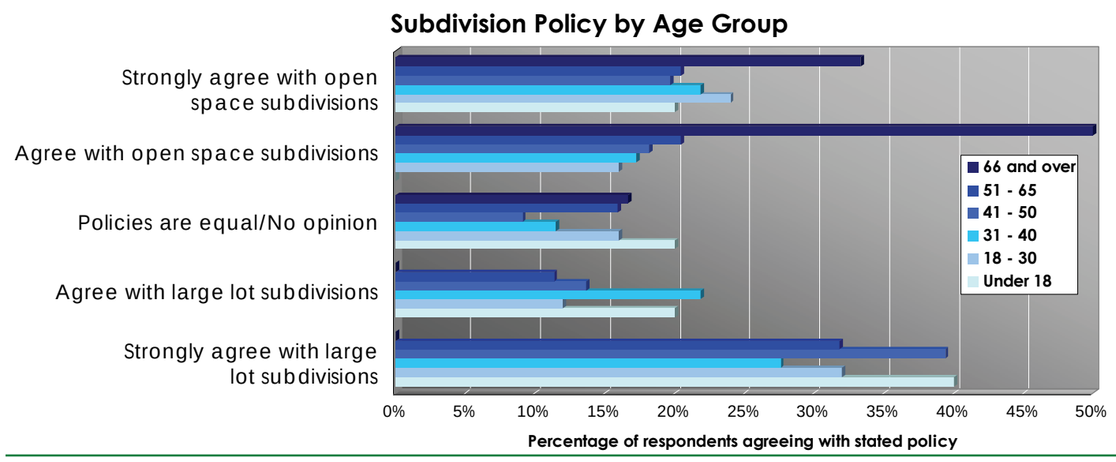
Figure C.3 Respondent Agreement with Growth Policies











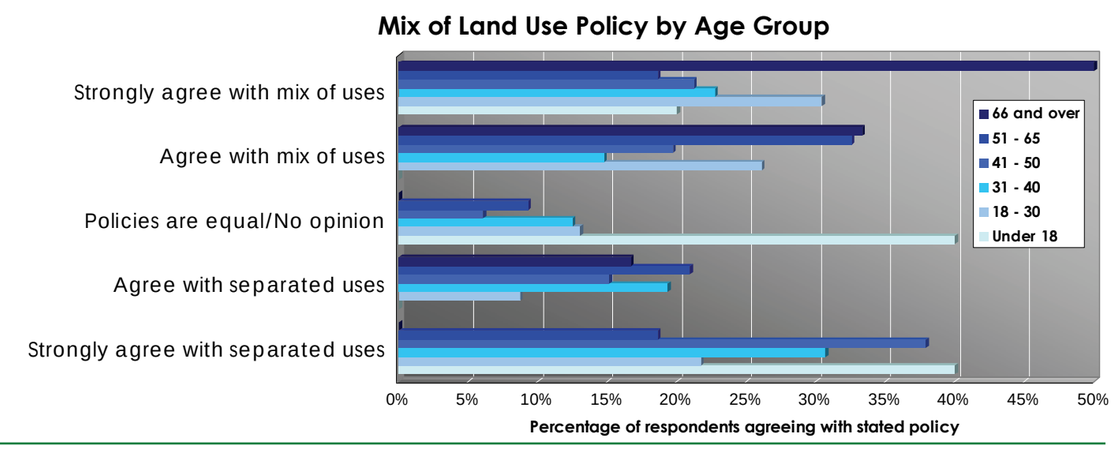


Figure C.4 Additional Respondent Agreement with Growth Policies

APPENDIX D: REFERENCES AND RESOURCES

Plans and Documents Consulted

Town of Clayton 2006 and 2007 Comprehensive Annual Financial Reports.
http://www.townofclaytonnc.org/Residents/Finance.aspx

Town of Clayton Policy for Evaluating and Reserving Utility Allocations. http://www.townofclaytonnc.org/client_resources/Business/UtilityAllocationPolicyCons19July2004.pdf

Town of Clayton Update to Parks and Recreation Comprehensive Master Plan (Dec. 2004).

Town of Clayton Downtown Improvements Project Report (2001).

Town of Clayton Wastewater Capacity Analysis (2005).

Town of Clayton Fire Department Staffing and Growth Management Study (Aug. 2005).

Report of Johnston County Growth Management Committee (Sept. 2006).
http://www.johnstonnc.com/files/inspections/gmc2.pdf

Johnston County Mountains-to-Sea Trail Master Plan (Oct. 2006).
http://johnstonnc.com/files/planning/mountainstoseatrail.pdf

State of Johnston County Report (Jan. 2008).
http://www.johnstonnc.com/mainpage.cfm?category_level_id=403&content_id=3383

Johnston County Schools: Integrated Planning for School and Community Land Use Studies Report, OR/Ed. Laboratory, North Carolina State University (Dec. 2005).

Western Johnston County Comprehensive Transportation Plan, Capital Area Metropolitan Planning Organization (2006).

Additional Sources and Websites of Interest

Town of Clayton
http://www.townofclaytonnc.org/

Johnston County
http://www.co.johnston.nc.us/

Town of Clayton Ordinances
http://www.amlegal.com/nxt/gateway.dll/North%20Carolina/clayton_nc/townofclaytonnorthcarolinacodeofordinanc?f=templates$fn=default.htm$3.0$vid=amlegal:clayton_nc

Clayton Police Department
http://www.claytonpolice.org/nc/

Clayton Downtown Blog (information, news, events)
http://www.downtownclayton.blogspot.com/

Information about Legend Park mountain bike trails
http://www.trianglemtb.com/legend.php

Information about the Clayton Spinning Mill redevelopment
http://www.claytonspinningmill.com

Capital Area Metropolitan Planning Organization
http://www.campo-nc.us/

NC State Demographer
http://demog.state.nc.us/

Impact of Travel and Tourism in North Carolina
http://www.nccommerce.com/en/TourismServices/PromoteTravelAndTourismIndustry/TourismResearch/visitorspending.htm

North Carolina Main Street Program
http://www.nccommerce.com/en/CommunityServices/CommunityPlanningAssistance/NCMainStreetCenter/index.htm

North Carolina Crash Data, Highway Safety Research Center
http://www.hsrc.unc.edu/crash/datatool.cfm

NCDOT Traffic Survey Maps
http://www.ncdot.org/it/img/DataDistribution/TrafficSurveyMaps/default.html

NC Department of Agriculture
http://www.ncagr.com/stats/codata/johnston.htm

Clemmons Educational State Forest
http://www.ncesf.org/CESF/home.htm

U.S. Census
http://www.census.gov/main/www/cen2000.html

Employment data from the U.S. Bureau of Labor Statistics
http://www.bls.gov/data/

USDA Census of Agriculture
http://www.agcensus.usda.gov/Publications/2002/index.asp

Tree City USA Program
http://www.arborday.org/programs/Benefits.cfm

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