



TOWN OF CLAYTON
**COMPREHENSIVE
PLAN**
DRAFT FOR OCRA REVIEW

MARCH 2024





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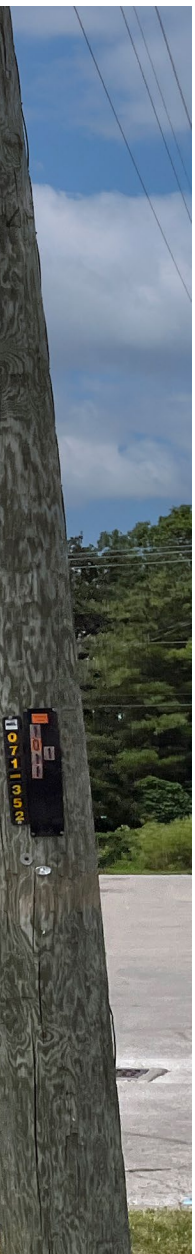


TABLE OF CONTENTS

ACKNOWLEDGMENTS	5
WHAT IS A COMPREHENSIVE PLAN?.....	6
EXECUTIVE SUMMARY	9
GENERAL BACKGROUND	16
COMPREHENSIVE PLANNING COMMITTEE AND COMMUNITY ENGAGEMENT... ..	29
ANALYSIS BY SUBJECT	37
LAND USE	43
GOVERNMENT AND FISCAL CAPACITY	73
PUBLIC FACILITIES AND SERVICES.....	77
PLACEMAKING	81
ECONOMIC DEVELOPMENT	87
HOUSING	93
TRANSPORTATION	105
AGRICULTURE	111
NATURAL RESOURCES.....	115
PARKS AND RECREATION	119
BROADBAND ACCESS	123
HISTORIC AND ARCHAEOLOGICAL RESOURCES.....	127
HAZARD MITIGATION.....	131
IMPLEMENTATION	135
APPENDIX A / EXISTING CONDITIONS REPORT	145
APPENDIX B / REFERENCES	207



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ACKNOWLEDGMENTS

SPECIAL THANKS

Thank you to everyone who participated in the development of this document. Comments and discussions received via public participation with our booths or online surveys, our targeted focus group meetings with stakeholders, or our review team meetings were crucial to the accuracy of this plan. The participation and feedback from the community of Clayton helped make this planning process and this document a success.

TOWN COUNCIL

- Doug Bignell, Board President
- Dawn Daily, Board Member
- David Ernst, Board Member
- John Culley, Board Member
- Lea Ann Davis, Board Member

REVIEW TEAM

- Pete Angrick, Town Manager
- John Ayers, Hendricks County Engineer
- Doug Bignell, Town Council President
- Tim Dombrosky, Hendricks County Planning, Director
- Russ Hesler, Hendricks County BZA
- Joe Jasin, Hendricks County Economic Development Partnership
- Marina Keers, Hendricks County Senior Services
- Stacey Monnett, Mill Creek School Corporation
- William A. Rohdenhamel, President & CEO, Hendricks County Community Foundation
- Ron Skirvin, Citizen Member
- Mike Templeton, Citizen Member
- Tom Whitaker, Hendricks County PC

WHAT IS A COMPREHENSIVE PLAN?

A comprehensive plan assists policy, land use, and infrastructure decisions. It helps gather input from various sources to build consensus around the plan. Its most effective form is a living document that should be updated as the community's land use, transportation, infrastructure, resources, demographics, and priorities change.

This plan is not a rezoning document; zoning classifications within Clayton do not change based on recommendations within this plan. Any future zoning changes within the town must follow Indiana State law and the town's process for rezoning a property, updating, or amending the text of the ordinances. The comprehensive plan is not the only part of the decision-making process. It is not the solution to the community's challenges. Some recommendations may require further, in-depth studies to provide the best solution to specific issues.

HOW TO USE THIS DOCUMENT

The organization of this document loosely follows the timeline of the phases described in the planning process. First, an existing conditions report was created, providing pertinent information about the Town of Clayton and its people. The complete Existing Conditions report is included in the Appendix, with key trends discussed in the respective sections.

This plan identifies the goals and objectives from the public input received through phase 1 of Clayton's Comprehensive Plan development. The Community Engagement Overview section discusses the public engagement process and its results. This document describes the vision statements that act as guiding principles for each goal section of the Comprehensive Plan. Following that, the goals and objectives are provided. The goals and objectives aim for broad guidelines to achieve the community's vision. Following the goals and objectives is the implementation section of the plan, which includes best practices, recommendations, and critical path strategies. These identified action items are relatively low in cost, quick to complete, or require fewer human resources. Critical path strategies include direct, actionable steps, an estimated timeline, and cost.

SCOPE OF THE PLAN

Comprehensive planning is unique, as the final result can take many forms and cater to individual communities. Comprehensive planning can be as detailed or broad as the community's wants or needs. After addressing the three requirements outlined in Indiana Code 36-7-4, a comprehensive plan can take a variety of shapes and forms. The Indiana Office of Community and Rural Affairs (OCRA), which funded the plan, has more specific requirements about the content of the plan, which accordingly must have the following topics explicitly called out:

- Housing
- Transportation
- Land-Use
- Placemaking
- Natural Resources
- Park and Recreation
- Economic Development
- Agriculture
- Hazard Mitigation
- Broadband Access
- Public Facilities and Services
- Historic and Archeological Resources
- Government and Fiscal Capacity

What is a Comprehensive Plan?



ACTION PLAN **FOR A COMMUNITY'S VISION** **OVER THE NEXT 20 YEARS** **PEOPLE • ECONOMY • PLACE**

Figure 1: What is a Comprehensive Plan?



DID YOU KNOW?

Communities may adopt comprehensive plans described by the Indiana Code to promote public health, safety, morals, convenience, order, or the general welfare and the sake of efficiency and economy in the development process.

Indiana Code 36-7-4-500 series sets forth the standards for developing and evaluating a comprehensive plan. Required elements include the following:

- A statement of objectives for the future development of the jurisdiction.
- A statement of policy for the land use development of the jurisdiction.
- A statement of policy for developing public ways, places, lands, structures, and utilities.

EXECUTIVE SUMMARY

The Clayton Comprehensive Plan is an essential tool for the Town moving forward. It describes the community's vision, goals, and guidelines for future development patterns. In addition to guiding local government officials, the plan also serves as an action plan that helps guide other non-government community organizations, leaders, and all citizens in designing the future of their community. The purpose of this plan is not only to help drive future growth but also for the Town to use as a tool to encourage favorable development practices and prioritize projects as funding becomes available.

The Office of Community and Rural Affairs (OCRA) funded the Town of Clayton Comprehensive Plan.

PURPOSE OF THE PLAN

The Town of Clayton Comprehensive Plan is a long-term policy and strategy guide to help the community manage and facilitate stable and desired growth to achieve the vision determined by the community. The plan is designed to showcase the existing conditions of the community, specify the desired goals and objectives, and illustrate appropriate policies and strategies to achieve the overall vision. It demonstrates a community's intent to complete projects if they request funding assistance.

In addition to guiding local government officials, the plan also serves to guide other non-government community organizations, leaders, and all citizens in designing the future of their community. The planned changes outlined can give residents and stakeholders plenty of notice of what may happen and how they can react. The plan's strategies and goals can be used to support winning grants and other funding to better the community. An updated plan will allow the Town of Clayton to apply for state and federal funding for proposed projects.



The geographic scope of the Clayton Comprehensive Plan is within Clayton’s jurisdiction; the Town does not have any planning or zoning jurisdiction in areas adjacent to the Town. However, the plan was developed in consultation with the Hendricks County Area Plan Commission, which does have jurisdiction over these adjacent areas.

UPDATING THE PLAN

The following measures should be taken to ensure that the recommended strategies and action steps continue to move the community toward its vision and that the plan accurately reflects its collective vision and values over time.

- Prepare an annual report highlighting how the plan was used and the effectiveness of the contents. Pay particular attention to the implications of how one part of the plan affects or otherwise relates to another.
 - Establish a five-year review and update process to examine and revise the plan’s contents regularly. It is imperative to examine the ever-changing sociodemographic information. This review will include the following actions:
 - Identify the relevancy of identified policy objectives.
 - Identify the advancement in best practice in land use, transportation, or zoning.
 - Identify changes to the local regulatory environment.
 - Convene a community engagement process with inter-local cooperation to identify needed strategic actions to implement the plan.

Figure 2: Purpose of the Comprehensive Plan.

PLAN PROCESS

The Clayton Comprehensive Plan identifies and reflects the interests of its community members. This plan was completed in a multi-month planning process with four phases. Phase 0 begins the project by identifying the leadership and review team and kicking the project off. Phase 1 focuses on education, information gathering on existing conditions, and public outreach. Phase 2 incorporates the information collected in Phase 1 to format the draft vision, goals, objectives, and strategies. Phase 3 identifies ways to implement the goals, objectives, and strategies established in the previous phase and guides the plan through adoption.



Figure 3: Comprehensive Plan project phases.

PLAN SUMMARY

The Clayton Comprehensive Plan is an essential policy tool for the Town of Clayton. It describes the community's vision, goals, and guidelines for future development patterns. In addition to guiding local government officials, the plan also serves as an action plan that helps guide other non-government community organizations, leaders, and all citizens in designing the future of their community. The purpose of this plan is not only to help guide future growth but also for the town to use as a tool to encourage favorable development practices and prioritize projects as funding becomes available.

The Office of Community and Rural Affairs (OCRA) funded the Town of Clayton Comprehensive Plan, and the plan follows OCRA's requirements for content and organization. Major sections of the plan include the following:

EXECUTIVE SUMMARY

This chapter serves as an introduction to the plan by describing the purpose of the comprehensive plan. The chapter outlines the scope of the project and planning process and summarizes Clayton's vision and goals.

GENERAL BACKGROUND

This chapter summarizes the Existing Conditions Report by providing background data for the Town of Clayton, including community demographics, socioeconomic conditions, and natural and physical infrastructure conditions.

COMPREHENSIVE PLANNING COMMITTEE

This chapter summarizes the Review Team, including the list of members, their role in the planning process, and key takeaways from meetings. The section also provides a summary of public engagement events and online surveys.

ANALYSIS BY SUBJECT

This chapter is intended to identify the goals and recommendations for 13 subject matter sections. Within each subject matter section, there are five key components:

- Overview
- Relevant Comprehensive Goals
- Objective Statements – Strategies
- What We Heard
- Best Practices or Case Studies (if applicable)

PLAN GOALS STATEMENTS

Goal statements describe what the community wants to accomplish. Each statement works to identify the desired outcome of conditions. The following lists the Comprehensive Plan's main goals and shows how each relates to the OCRA-required content areas.

CRITICAL PATH STRATEGIES

The following chapters are intended to assist in implementing the top priority strategies: detailed action steps, identifies parties to be involved, estimates cost, and a time frame for each critical path.

The critical path strategies stated in this plan include the following:

- Update Development Ordinances.
- Establish Parks and Recreation Board.
- Update Development Ordinances.
- Identify and prioritize infill development sites, focusing on underutilized areas within existing urban boundaries to prevent sprawl.
- Implement zoning adjustments that encourage mixed-use development, blending residential living with commercial spaces on Kentucky Street.
- Investigate the feasibility and community interest in transitioning from individual water wells to a centralized water system to improve water quality and management.
- Implement a Wayfinding Signage Plan to unify existing signs and direct residents and visitors to businesses.
- Develop a marketing campaign that showcases Clayton's quality of life, available workforce, and readiness for economic growth to prospective industries.
- Implement zoning adjustments and incentivize developers to create mixed-use, affordable housing projects with green spaces and community amenities.
- Develop and implement a comprehensive sidewalk and trail expansion plan that connects residential areas with key destinations, promoting walkability and cycling.
- Develop a comprehensive parks master plan that identifies opportunities for new parks, expansion of existing parks, and introduction of diverse recreational amenities.

OCRA GOALS

GOALS	Broadband	Agriculture	Economic Development	Historic/Archeological Resources	Housing	Land Use	Placemaking	Government and Fiscal Capacity	Hazard Mitigation	Natural Resources	Parks and Recreation	Public Facilities and Services	Transportation	13: Hazard Mitigation
Enhance Clayton’s housing market by diversifying residential options encouraging developments that range from single-family homes to moderate-density living spaces while preserving the town’s rural character.		●	●	●	●	●	●							
Invest in strengthening Clayton’s institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town’s growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.	●			●		●		●	●	●	●	●		
Commit to upgrading and expanding Clayton’s transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.	●					●	●	●	●		●	●	●	
Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town’s small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.		●		●	●	●	●			●	●	●		
Focus on revitalizing Clayton’s town center to become a vibrant hub of activity, blending historical appeal with modern amenities, to serve as a focal point for community interaction and economic activity.			●	●		●							●	



GENERAL BACKGROUND

The consultant team conducted a background analysis and created an Existing Conditions Report for the Town of Clayton. The report aimed to study and understand the town's future development trends. Please refer to Appendix A for more detailed information.

KEY TRENDS

Key trends were developed by connecting demographic data with trends heard through public engagement and stakeholder meetings. Key trends identify pros, cons, and potential opportunities, influencing the strategies and recommendations mentioned later in this plan. A demographic summary shows the primary demographics for the Town of Clayton from 2010 to the present.

TREND 1: ECONOMIC DEVELOPMENT

With a growing population, Clayton can potentially attract businesses and economic opportunities. The community can develop strategies to encourage entrepreneurship, attract industries aligned with local strengths, and enhance job prospects for residents.

Pros, Cons, and Opportunities

- As noted above, an increased population can lead to more local businesses and services, boosting the local economy and providing more opportunities for existing residents.
- More residents can also lead to increased traffic and potential congestion, affecting the quality of life. An increased population can also strain existing resources, including water, parks and recreation, housing, and public services.
- Local lifestyle metrics show that the community is particularly appealing for “rurbanites,” individuals who seek a balance between the tranquility and space of rural living and the convenience and amenities of urban life. Rurbanites typically live in rural or semi-rural areas within commuting distance of a city, allowing them to enjoy the best of both worlds.

TREND 2: INFRASTRUCTURE PLANNING

Understanding demographic trends and population growth projections allows for proactive infrastructure planning. That includes investments in transportation systems, utilities, healthcare facilities, schools, and recreational amenities to support the needs of a changing and expanding community. Maintaining and expanding infrastructure and public services can be challenging as population and demands increase. Ensuring that transportation networks, utilities, and community services keep pace with growth requires careful planning, collaboration with relevant agencies, and sufficient funding.

Pros, Cons, and Opportunities

- Investments in transportation, trails, utilities, healthcare, and recreational amenities contribute to a higher standard of living. They can also attract businesses and residents, thus fostering economic development.
- Infrastructure projects often require significant funding, which can be particularly burdensome for smaller communities. Misjudging the community's future needs can also lead to either overbuilding or underbuilding of facilities.
- The town is part of the most recent delineation of the Indianapolis Metropolitan Planning Organization and, therefore, qualified for local surface transportation funding for roads and trails. The town should take steps to actively participate in the planning and programming activities of the MPO.

TREND 3: AGING POPULATION

Clayton's higher median age than other communities presents challenges related to healthcare services, senior care, and social support systems. The comprehensive plan addresses the needs of an aging population by ensuring accessible healthcare facilities, housing options suitable for seniors, and programs promoting an active and fulfilling lifestyle for older residents.

Pros, Cons, and Opportunities

- Seniors often have more time to contribute to volunteer activities and civic engagement, strengthening community bonds. Businesses can tap into the needs of seniors, creating products and services tailored to this demographic.
- A higher proportion of elderly residents can strain healthcare services and senior care facilities. There is an increased need for social support systems to assist the elderly, especially those living alone or with chronic conditions.
- Fostering an aging-in-place strategy can significantly contribute to a community's stability by reducing transiency and vacancies resulting from relocated seniors. Developing programs and services tailored to older residents, such as health and wellness programs, lifelong learning opportunities, and social events, can enrich their quality of life.

A summary of the key points from the existing conditions report follows below; the interested reader is asked to look at Appendix A (“Existing Conditions report”) for more information.

TREND 4: HOUSING AND AFFORDABILITY

As the town experiences population growth, ensuring an adequate supply of housing options and addressing affordability challenges becomes essential. Balancing the demand for housing with preserving the community's character and affordability can be a challenge that requires thoughtful planning and implementation of housing policies.

Pros, Cons, and Opportunities

- Affordable housing contributes to community stability, as residents are less likely to be displaced due to cost pressures.
- Balancing affordability with market demands can be challenging, and high-density or affordable housing developments might conflict with the existing single-family character of the community.
- The rural context provides an excellent opportunity for sustainable and green building practices, from using locally sourced materials to incorporating renewable energy sources and sustainable waste management systems.

KEY COMMUNITY FEATURES

Here are the key demographic features that summarize Clayton’s past, as well as its future trajectory.

Figure 4: Town of Clayton Key Population Trends. Source: ESRI Community Analyst, US Census Bureau.

	Population	Households	Median Household Income	Race and Ethnicity	
2010	922	347	\$50,750	911 White	4 Black/ African American
2020	908	364	\$73,194	863 White	9 Black/ African American
2027 Projection	920	374	\$91,537	N/A	N/A

A summary of the key points from the existing conditions report follows below; the interested reader is asked to look at Appendix A (“Existing Conditions report”) for more information.

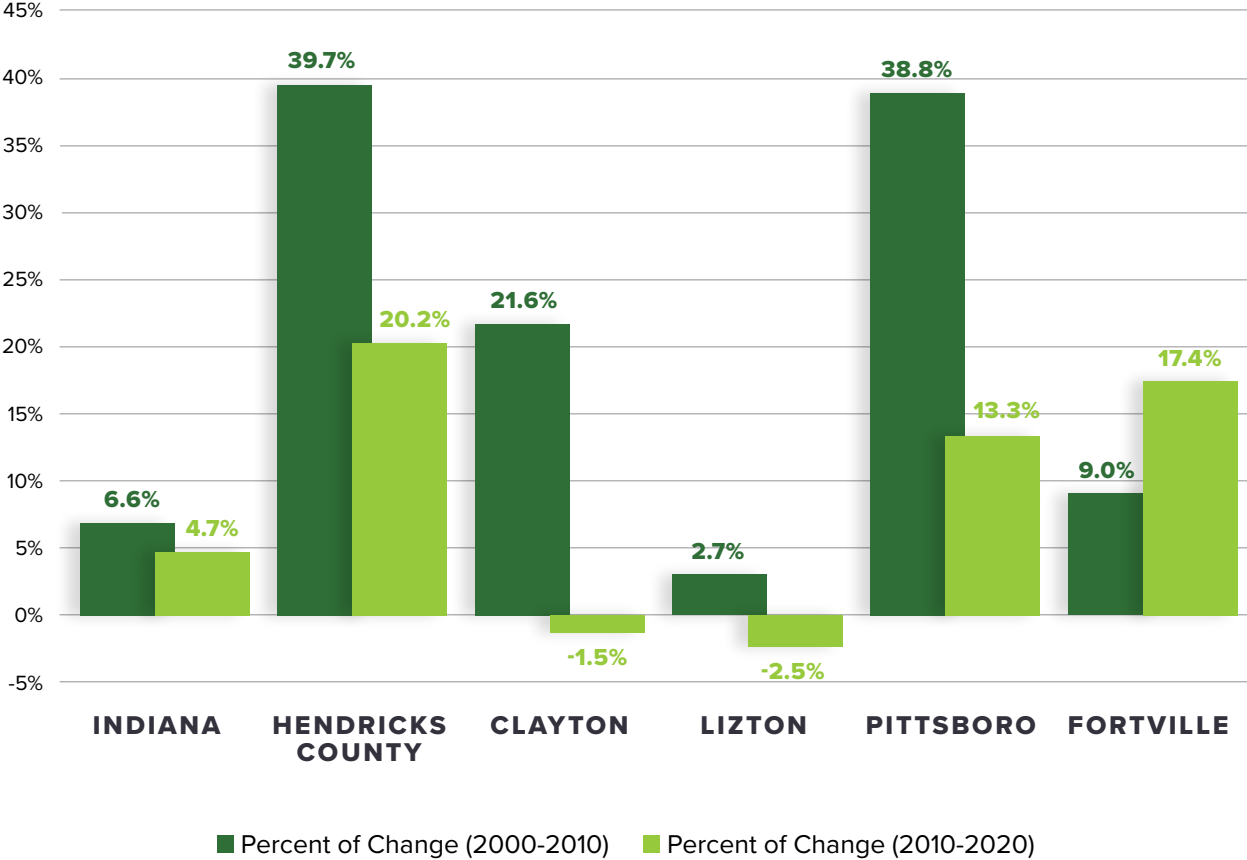
POPULATION

Clayton experienced a slight population decrease from 2010 to 2020, with a 1.5 percent decline to 998 residents, but projections indicate a reversal of this trend by 2027. This pattern contrasts with the broader growth in Hendricks County during the same period.

AGE

Clayton's median age in 2020 was 41.6 years, indicating an older population compared to other comparably situated communities in Central Indiana. The age distribution reflects a relatively mature community with many middle-aged residents.

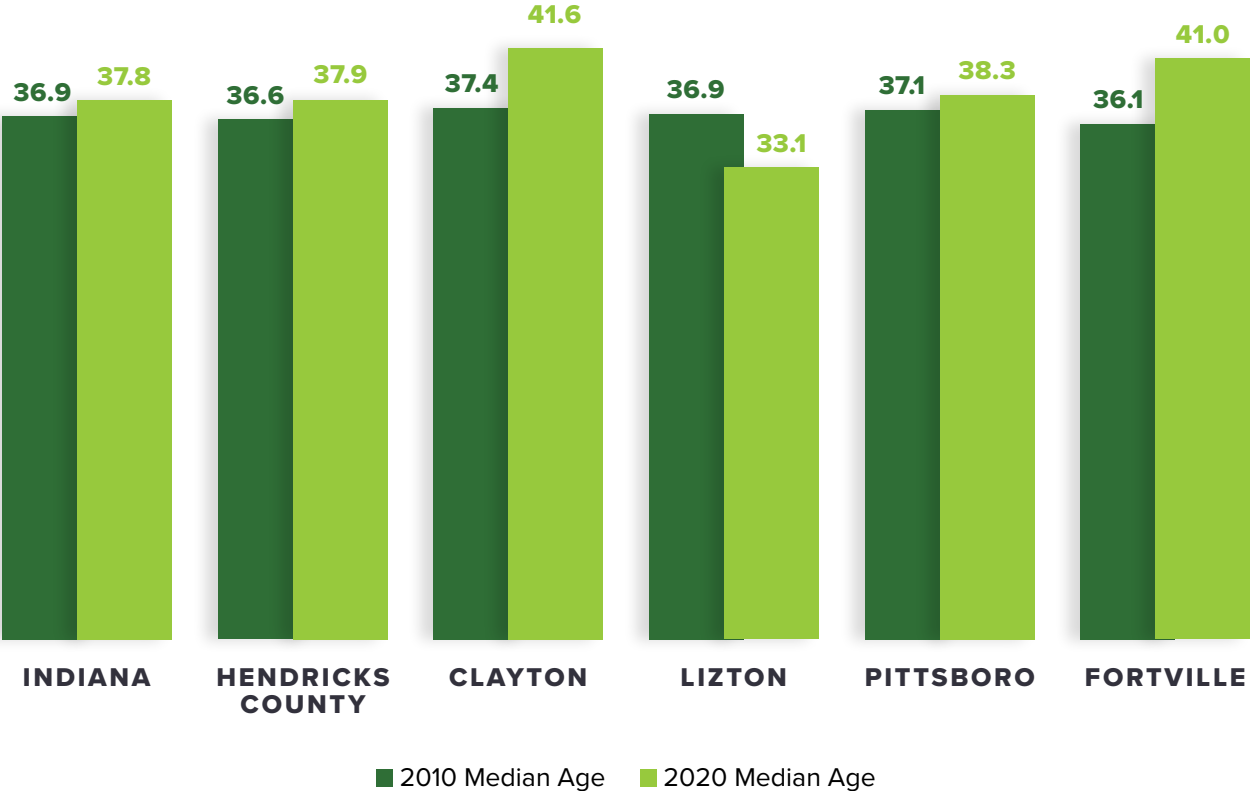
Figure 5: Population Change (%). Source: ESRI Community Analyst, US Census Bureau.



RACE AND ETHNICITY

Clayton saw a slight decrease in its predominantly White population from 98.8 percent in 2010 to 95 percent in 2020 while experiencing a modest increase in racial and ethnic diversity. The Hispanic population grew from 1.2 percent in 2010 to 1.8 percent in 2020, contributing to an increased diversity index.

Figure 6: 2010 and 2020 Median Age. Source: ESRI Community Analyst, US Census Bureau.



EDUCATIONAL ATTAINMENT

Most Clayton residents have a high school degree (32.6 percent), with a significant portion having attended some college (26.3 percent), reflecting a trend similar to that of the State of Indiana and Hendricks County. Higher education levels are less prevalent, with only 19.2 percent holding a bachelor's degree.

ECONOMIC BASE

Industry

The town's industry is focused mainly on manufacturing and educational services, with a total of 141 jobs recorded in these sectors in 2020. Clayton lacks significant employment in industries such as utilities, real estate, and professional services.

Occupation

Most (18.7 percent) of the local labor force is engaged in management occupations, with another 14.4 percent in administrative support occupations. About 53.7 percent of the local workforce is in professional or semi-professional occupations, and 6.12 percent is in transportation or manufacturing employment, a relatively minor figure given the nearby proximity of the Plainfield industrial parks.

Aggregate Earnings

Clayton had an aggregate household income of \$32,062,200 in 2020, with projections indicating a rise to \$39,909,448 by 2027. The per capita income in Clayton was \$35,311 in 2020, and it is expected to increase to \$43,380 by 2027.

Labor Force

The Town had 588 people in the labor force in 2020, while Lizton had 367 people. Clayton and Lizton both illustrated a significantly smaller number than Hendricks County, which had 88,514 employed people. Clayton’s unemployment rate decreased significantly from 6.2 percent in 2010 to 3.3 percent in 2020, showing an improvement in local employment conditions. This trend aligns with the overall decrease in unemployment in the State of Indiana during the same period.

Figure 7: 2010 - 2020 Unemployment Rate. Source: ESRI Community Analyst, US Census Bureau.

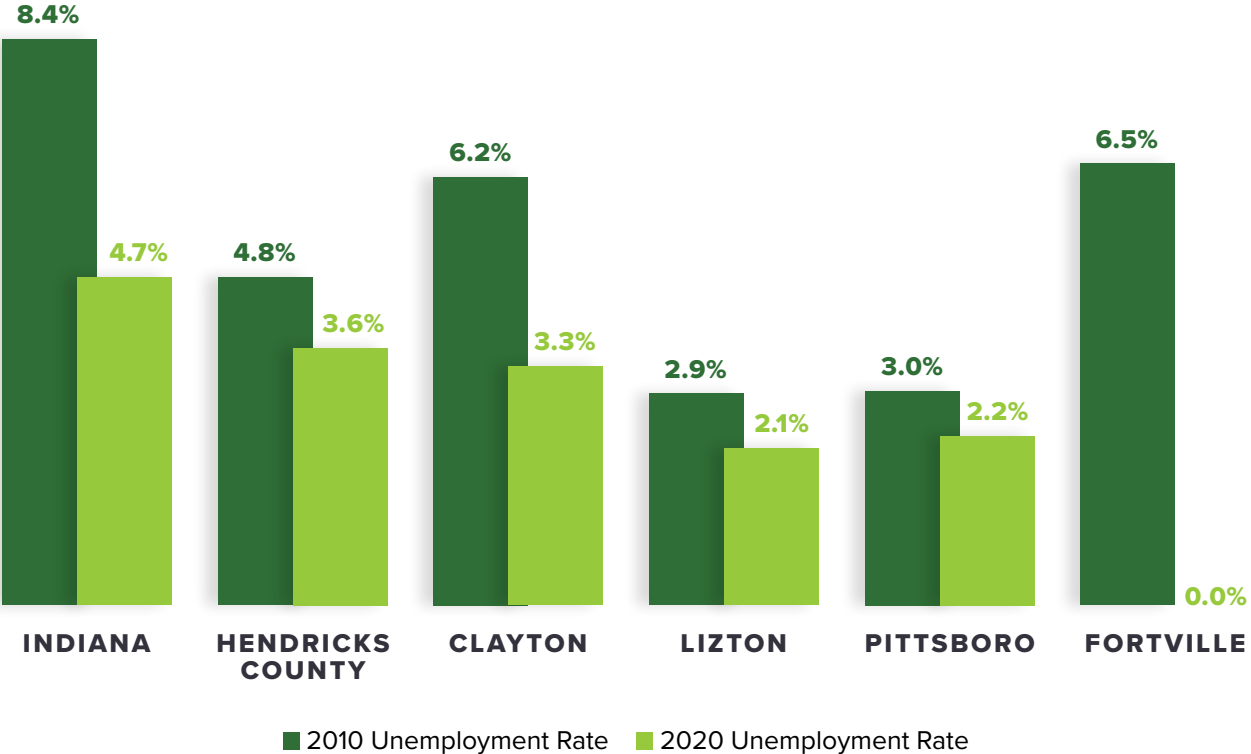
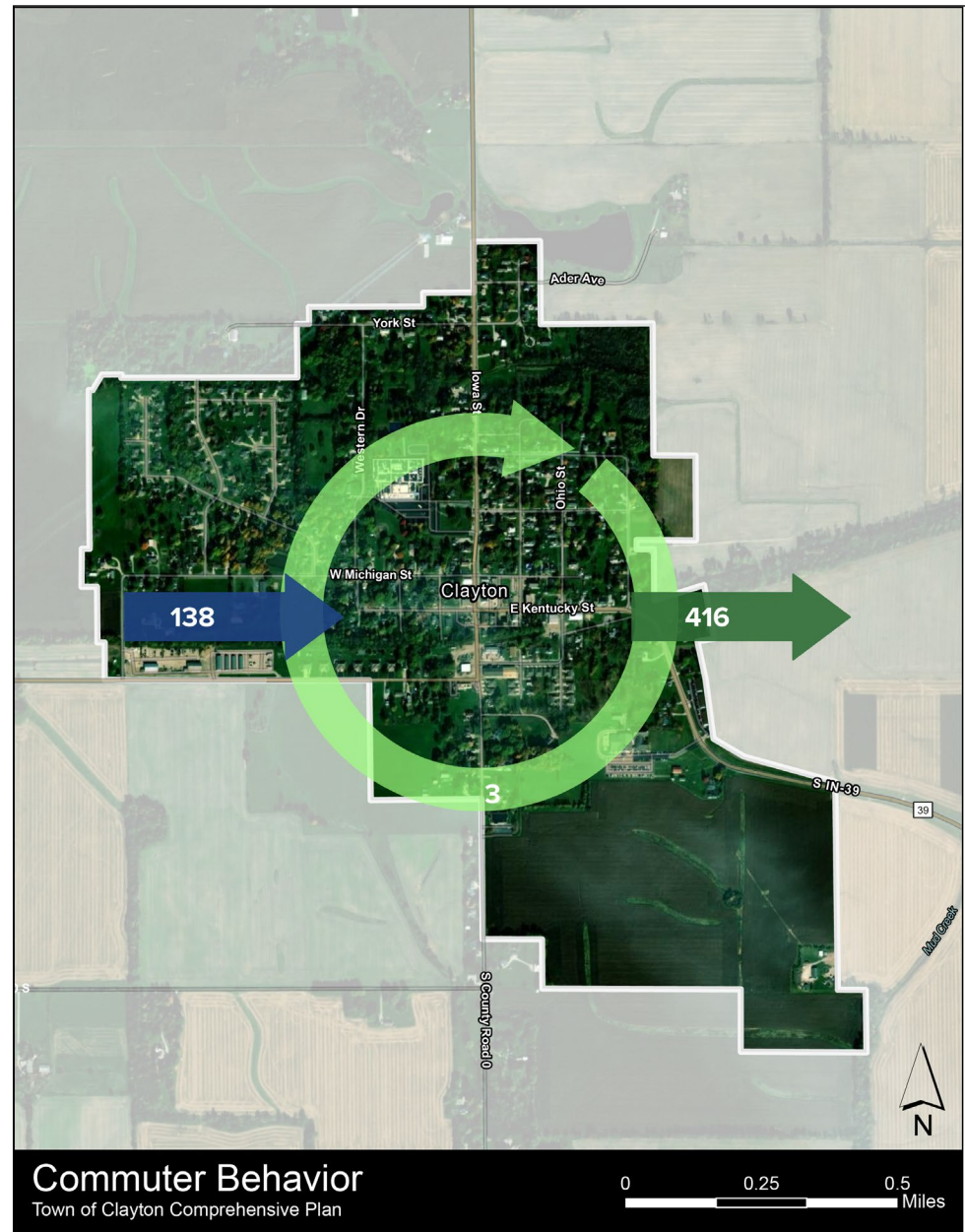
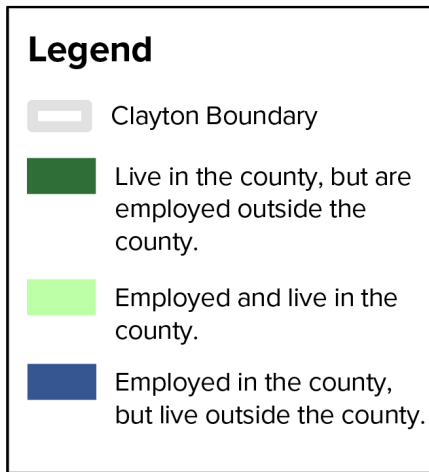


Figure 8: Town of Clayton Commuter Behavior. ▶
 Source: US Census, US BLS, OnTheMap.

Commuting Patterns

Most of Clayton’s employed residents, 99.3 percent, work outside the town, significantly commuting to nearby areas like Danville and Plainfield. Only three people live and work within Clayton, highlighting its nature as a residential community. Some people commute into the Town for work, presumably to Mill Creek elementary school.



ANCHOR INSTITUTIONS

Clayton's primary anchor institution is Mill Creek East Elementary School, which provides its students with educational services and technology access. The town also has key emergency services like the Clayton Police Department and the Fire Department of Liberty Township, which are crucial local institutions. The Clayton Public Library also serves as a quality-of-life anchor for the community.

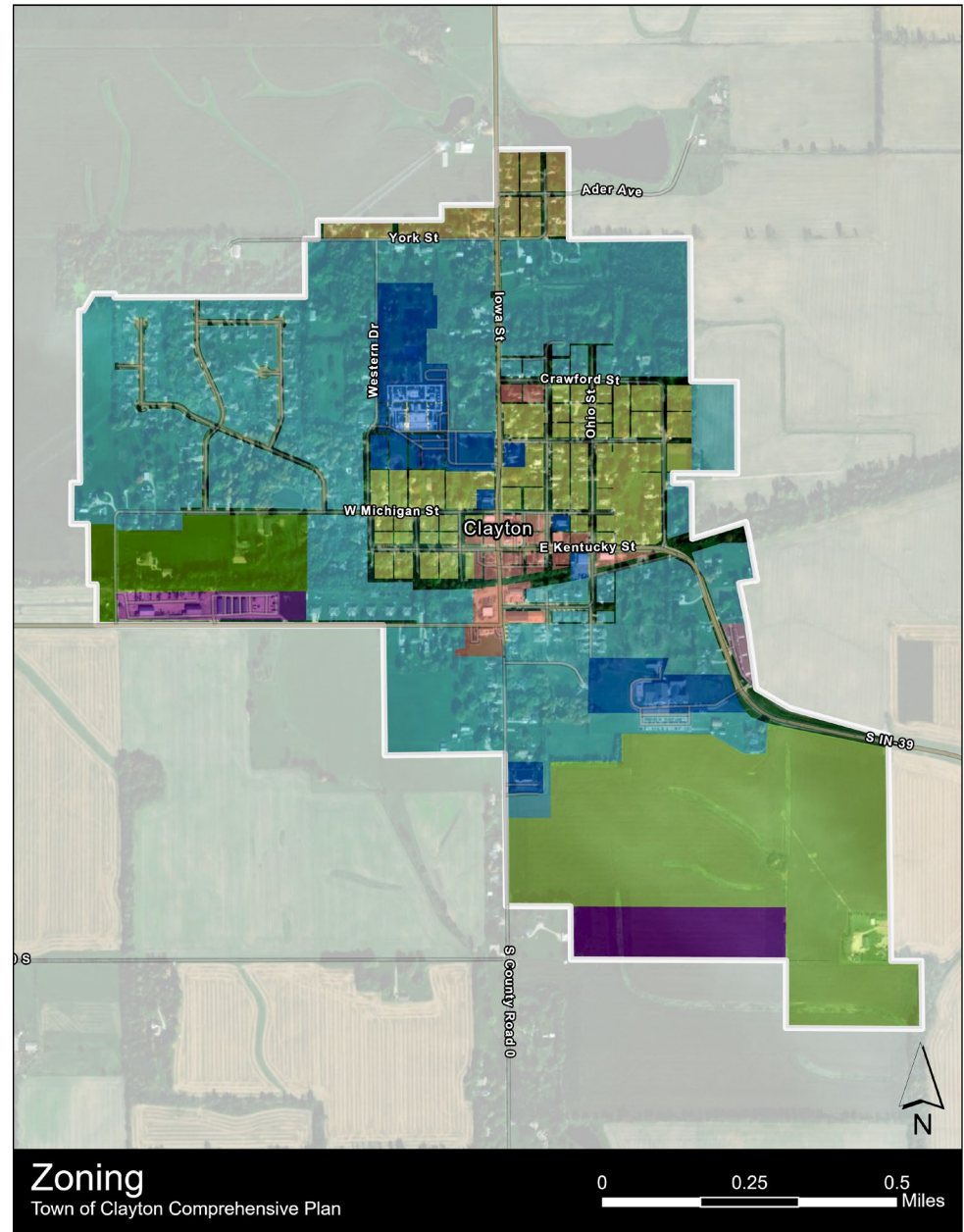
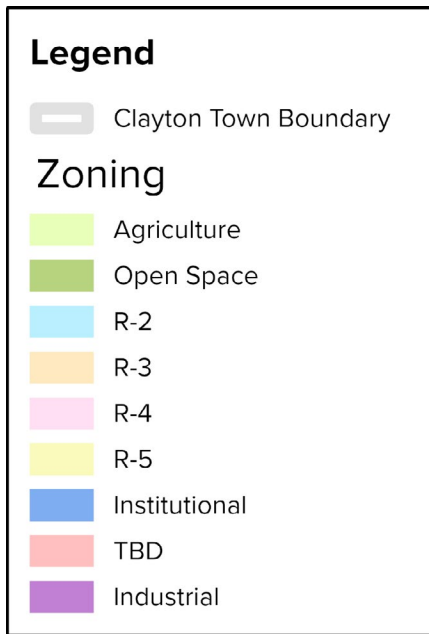
ZONING AND POLICY

Most of Clayton is zoned as R-2, Single Family Residential District (48.5 percent), with significant portions also dedicated to agriculture (21.8 percent) and other residential uses. The town's zoning policy reflects its focus on residential development, with limited areas zoned for commercial and industrial use.

SPECIAL DISTRICTS

Clayton has no Tax Increment Financing (TIF) or other zoning overlay districts, indicating a straightforward approach to land use and public finance with minimal reliance on specialized economic development zones.

Figure 9: Town of Clayton Zoning Uses. ▶
 Source: IndianaMAP, County Assessor Parcels.







COMPREHENSIVE PLANNING COMMITTEE AND COMMUNITY ENGAGEMENT

Community engagement is a vital part of the planning process and helps inform every component of the comprehensive plan.

Engagement for the Town of Clayton Comprehensive Plan included review team meetings, stakeholder conversations, surveys, and public workshops. The goals and objectives discussed in the next section were heavily influenced by what was heard from the public during the community engagement activities. The plan, goals, and objectives discussed in later sections were heavily influenced by what was heard from the public during community engagement activities.

Figure 10: Town of Clayton Public Engagement by the Numbers.



THE REVIEW TEAM COMMITTEE

The project review team committee comprised several local volunteer leaders, organization members, business owners, and community members. The review team committee's input was critically important during the creation of the final plan. During the process, the review team committee helped identify the town's strengths, weaknesses, threats, opportunities, future vision, and community values.

MEMBERS OF THE COMMITTEE

The Review Team consisted of the following members:

- Doug Bignell – Town Council, Board President
- Pete Angrick – Town Manager
- Joe Jasin – Hendricks County Economic Development Partnership
- Tim Dombrosky – Hendricks County Planning, Director
- John Ayers – Hendricks County Engineer
- Stacey Monnett – Mill Creek School Corporation
- Marina Keers – Hendricks County Senior Services
- Russ Hesler – Hendricks County BZA
- Tom Whitaker – Hendricks County PC
- William A. Rohdenhamel – President & CEO, Hendricks County Community Foundation
- Ron Skirvin, Citizen Member
- Mike Templeton, Citizen member

Figure 11: Review Team Meeting Timeline.



Role of the Review Team

The Review Team had increased involvement throughout the comprehensive planning process. This group provided insight into the town’s needs and reviewed the final documents or comments received as a part of the process.

Throughout the project, the Review Team met four times and reviewed all project materials before they were released to the general public. The Review Team helped suggest community stakeholders to meet with, provided insight on local public events and happenings, refined goals and objectives, and drafted the future land use plan. A timeline shows the meeting dates and the significant discussions at each meeting.

Review Team Meeting Summaries are located in Appendix B: Review Team Meeting Summaries of this plan. The meeting summaries are intended to give users an understanding of the purpose and primary discussion point during each meeting.

STAKEHOLDERS

The American Structurepoint consultant team met with stakeholder groups in August of 2023. Stakeholder meetings were scheduled virtually and in person. Stakeholder groups included education, community organizations, government/law enforcement, industry, Indianapolis Metropolitan Development Organizations members, Hendricks County government, etc.

The project manager conducted the meetings, which were initiated with a project description. The following key themes were summarized from the stakeholder meetings:

KEY THEMES

Connectivity

- There was an ongoing discussion about the Rails-to-Trails project, indicating a desire to improve pedestrian and biking routes.
- Concerns about internet technology's impact on community interactions were voiced, with mixed feelings about its role in town meetings and social media.

Growth

- Growth was a consistent topic, focusing on managing it to maintain Clayton's character. The need for smart and limited growth was emphasized.
- Some stakeholders see growth as inevitable but stress the importance of quality and well-planned development.

Transportation

- Discussions on transportation revolved around the need for better infrastructure to support the community, especially considering the potential increase in truck traffic.
- The possibility of new north-south corridors and improved crosswalks downtown were discussed.
- Concerns about traffic safety were voiced, particularly for school areas, and the need for better parking solutions in downtown Clayton was voiced.

Small-Town Feel

- Maintaining the small-town feel was a priority, with stakeholders valuing the low crime rate and community atmosphere.
- Concerns were voiced that rapid growth, primarily commercial, might disrupt the small-town feel.
- There was a desire to avoid becoming overly urbanized like neighboring areas.

Housing

- Stakeholders did not discuss housing to a large degree, but growth discussions imply a need for housing that aligns with the town's character.
- Stakeholders mentioned new housing developments, like Gilbert Woods, with an appreciation for their non-cookie-cutter style.

Amenities

- Stakeholders appreciated the existing amenities, particularly local restaurants, and expressed a desire not to overcrowd the town with fast-food or chain restaurants.
- The Vandalia Trail and local parks were seen as valuable community assets, but there was a concern that too many amenities might attract unwanted growth.

Social Services

- Stakeholders noted an increased demand for social services such as food pantries and family assistance, reflecting changing community needs.
- Discussions ensued about the challenges in daycare services and the expansion of before/after school programs.
- Attention to senior services, with some focus on the need for accessible healthcare and home-bound senior support, was a topic of discussion.

ROLE OF THE STAKEHOLDERS

Stakeholders were actively involved in identifying key community issues. This group of people was involved in multiple organizations providing unique services to the residents and acted as the ASI teams extended “eyes and ears” to ensure all people of the community were represented.

DOWNTOWN PUBLIC INPUT

On August 25, 2023, project staff operated a booth at the corner of Kentucky and Iowa Streets in Downtown Clayton. Perhaps participation was meager because of the excessive heat (> 95 degrees Fahrenheit). Comments received noted a desire for better utilities and facilities but wanted to maintain the rural “feel” of the community.

MUSIC AT THE PARK EVENT

Project staff operated a booth at the “Music at the Park” event on Saturday, September 9, 2023, at Lambert Park. Again, the predominant feedback pertained to preserving the rural feel of the community.

ONLINE SURVEY

An online survey was conducted during the month of August 2023, with 164 responses received. The combination of high quality of life with low crime and proximity to Indianapolis were the most-cited assets, while the highest-rated challenges were the downtown, employment, business support, youth retention, and housing supply and affordability.

PUBLIC PARTICIPATION SUMMARY

As with the stakeholders, public feedback reflects a strong appreciation for Clayton’s small-town atmosphere, quiet and peaceful environment, and sense of community. Residents value the safety, proximity to nature, and local amenities, and there’s a strong desire to preserve the town’s current character. The accessibility to larger cities while maintaining a rural lifestyle is appreciated, allowing residents to enjoy urban amenities without living in a busy city environment. There’s a strong sense of community, with frequent mentions of knowing neighbors, low crime rates, and a friendly atmosphere. The walkability, particularly the presence of sidewalks, is seen as an advantage, contributing to the town’s livability.

THE TOWN OF CLAYTON COMPREHENSIVE PLAN

American Structurepoint and Clayton have partnered to complete a comprehensive plan for the Town's future!



Get involved by visiting us at our booth on August 25th, 2023 from 12PM - 6PM at the corner of Iowa and Kentucky streets or by taking the Town of Clayton's Public Comment survey and let us know what you think are the strengths and opportunities available to Clayton!





MILL CREEK
Together For Children
EAST LEMER, TN



ANALYSIS BY SUBJECT

A comprehensive plan outlines and guides a community toward achieving its fullest potential and vision. A comprehensive plan must address a wide range of topics that affect the community to address all future ideas. These topics, or focus areas, become the goals that influence the objectives and strategies within this plan. Since this planning effort falls under the guidance of the Office of Rural and Community Affairs (OCRA), this plan also addressed specific topics from their stated comprehensive plan guidelines. The topics for the Town of Clayton include:

- Land Use
- Government and Fiscal Capacity
- Public Facilities and Services
- Placemaking
- Economic Development
- Housing
- Transportation
- Agriculture
- Natural Resources
- Parks and Recreation
- Broadband Access
- Historic and Archaeological Resources
- Hazard Mitigation

VISION STATEMENT

Clayton envisions itself as a beacon of rural charm and community spirit, where the warmth of small-town living harmonizes with thoughtful growth and development. Anchored by its excellent educational institutions and a deeply engaged community, Clayton is committed to expanding responsibly, ensuring that each step forward in progress preserves the town's cherished simplicity, sense of belonging, and effective local governance. This vision is guided by the collective voice of its residents, ensuring that Clayton's evolution honors its past while embracing a future of opportunity and connectivity for all who call it home.

GOALS

Goals are the targeted statements identified in the plan to see measurable outcomes in the community. These goals are meant to overlap plan focus areas and tie all objective statements to familiar themes. Five goal statements were developed for the Comprehensive Plan, which are:

- **Goal 1:** Enhance Clayton's housing market by diversifying residential options, encouraging developments that range from single-family homes to moderate-density living spaces while preserving the town's rural character.
- **Goal 2:** Invest in strengthening Clayton's institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town's growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 3:** Commit to upgrading and expanding Clayton's transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town's small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.
- **Goal 5:** Focus on revitalizing Clayton's town center to become a vibrant hub of activity, blending historical appeal with modern amenities, to serve as a focal point for community interaction and economic activity.

OBJECTIVE STATEMENTS

The Objective Statements are an essential step in establishing a better understanding of the more detailed strategies mentioned later within this plan. The objective statements are policy objectives related to the previously mentioned Goal Topics. These statements are aspirational to guide the community toward its future goals and overall Community Vision. They were created using a variety of data inputs. The primary sources used when crafting these statements include:

- Past planning documents from the community.
- Conclusions from the existing conditions research.
- Input from the online survey.
- Input from the review team.
- Input from the various stakeholder groups.
- Input from the public events.

The community should all strive to achieve these objective statements to accomplish its vision.

STRATEGIES

Strategies are concrete initiatives intended to carry out an idea, goal, or objective identified within the plan. Each strategy will be a specific project or program to implement. The implementation section of this plan further identifies strategies into critical path strategies, which are seen as high-priority strategies that the city should implement over the next three to five years. More details about critical path strategies will be discussed in the implementation section. The strategies listed in the following sections were developed following the goals and objectives. Additional best practices provide examples for the implementation of specific strategies.



Source: Getty Images





LAND USE

The future land use portion of the plan is meant to guide development over the next 10 to 20 years and complement the plan's goals and objectives. The Future Land Use Map visually represents the town's intended future development, redevelopment, and reinvestment. The recommended land uses promote the integration of compatible uses, infill development, town-wide growth, thoughtful downtown redevelopment, and place-making qualities.

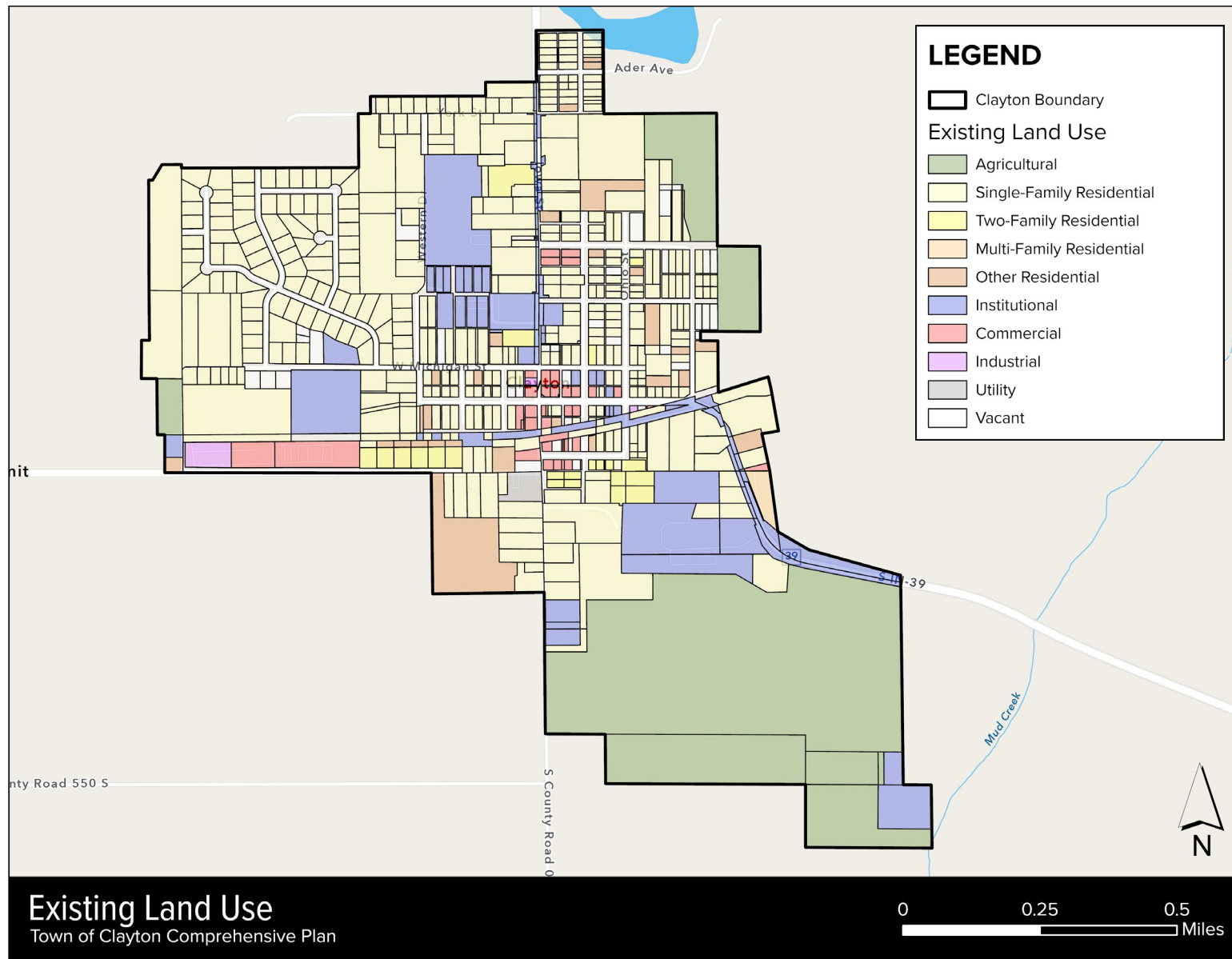
CURRENT CONDITIONS

Clayton's land use is characterized by a blend of rural and small-town attributes, with large tracts of agricultural land interspersed with residential areas and a modest downtown core. The predominance of agricultural and open spaces reflects the town's rural heritage, while residential areas mainly comprise single-family homes. Commercial and industrial development is limited but strategically placed to support local needs without overwhelming the town's character. This existing land use pattern has served Clayton well, maintaining its small-town charm and rural identity. However, as the town looks forward to the next 10 to 20 years, there is a growing need to plan for more diversified land use to support population growth, economic development, and community amenities without sacrificing the qualities that make Clayton unique. Thoughtful integration of new developments, effective use of infill opportunities, and revitalization of the downtown area are crucial for balanced growth.

The current infrastructure, including transportation, utilities, and public services, supports the existing land use but may require upgrades and expansion to accommodate future development. The challenge lies in strategically planning for growth that aligns with Clayton's long-term vision, ensuring that land use decisions contribute positively to the town's quality of life, economic vitality, and environmental sustainability. There is an opportunity to leverage Clayton's existing assets, such as its natural and historical resources, to enhance the town's appeal and livability.

Clayton's primary land use is residential, which covers 52.9 percent. Single-family residential lots are the highest land use, covering 47.3 percent. Multi-dwelling residential consisted of the least land use within the town at only 0.3 percent. Utilities and industrial consisted of 0.4 percent. Other residential consisted of 6.4 percent, agriculture 27.3 percent, and institutional 13.5 percent. This breakdown is shown in the Clayton existing land use percentages table and illustrated in the Clayton existing land use map.

Figure 12: Existing Land Use. Source: IndianaMAP, County Assessor Parcels.



DENSITY

A total of 660 parcels were within the town limits, comprising about 380 acres, excluding right-of-way. Density describes the total number of units or people within a specific space. The higher the result, the denser the area.

The total residential density for Clayton was 2.3 units per acre. That is determined by dividing the total residential units, 478 units in 2023, by the total residential acres, 205.5 acres.

The total employment density was 20.5 employees per acre. That is determined by dividing Clayton's total employees, 419 employees, by the total commercial and industrial acres, 10.6 acres.

Figure 13: Clayton’s existing land use percentages. Source: IndianaMAP, County Assessor Parcels.

City Existing Land Use Category	Clayton	
	Acres	Percent of Total
Agriculture	104.0	27.3 percent
Commercial	8.9	2.3 percent
Industrial	1.6	0.4 percent
Institutional	51.6	13.5 percent
Multi-Dwelling Residential	1.3	0.3 percent
Other Residential	24.2	6.4 percent
Single Dwelling Residential	180.0	47.3 percent
Utilities	1.4	0.4 percent
Vacant	7.8	2.1 percent
Total	380.8	100.0 percent

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 1:** Enhance Clayton's housing market by diversifying residential options, encouraging developments that range from single-family homes to moderate-density living spaces while preserving the town's rural character.
- **Goal 2:** Invest in strengthening Clayton's institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town's growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 3:** Commit to upgrading and expanding Clayton's transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.

OBJECTIVES STATEMENTS

- Develop a future land use plan that balances residential growth with preserving Clayton's rural character and open spaces.
- Promote downtown revitalization and infill development that enhances economic vitality and community engagement.
- Integrate placemaking principles into land use planning to foster a livable, accessible, and vibrant community.

STRATEGIES

- Update zoning ordinances to encourage mixed-use development in downtown Clayton, facilitating commercial, residential, and cultural uses.
- Identify and prioritize infill development sites, focusing on underutilized areas within existing urban boundaries to prevent sprawl.
- Develop design guidelines for new developments that reflect Clayton's rural heritage and aesthetic, ensuring that growth complements the town's character.
- Implement a green space plan that integrates parks, trails, and natural areas into the development process, preserving environmental assets and promoting outdoor recreation.



WHAT WE HEARD

Feedback from Clayton's stakeholders and residents emphasizes a desire for development that maintains the town's rural character while accommodating necessary growth. There is a strong preference for land use planning that promotes a harmonious blend of residential, commercial, and open spaces. Residents express support for infill development that utilizes existing spaces within the town more effectively rather than extending development into undeveloped areas, especially those with agricultural or ecological value. The community also advocates for revitalizing the downtown area, envisioning it as a vibrant hub that combines historic preservation with modern amenities, enhancing its role as a central gathering place.

Moreover, there is an expressed interest in ensuring that future land use decisions foster community engagement and accessibility. Residents favor development that encourages walkability, green spaces, and areas for social interaction, reflecting the placemaking qualities essential to the town's identity. The community's input underscores the need for a future land use plan that is not only economically and environmentally sustainable but also enhances the social fabric of Clayton, making it a more livable and connected community.







FUTURE LAND USE

The Future Land Use Map complements the goals and policy objectives included within the regulatory framework. The Future Land Use Map visually represents the town's intended future development, redevelopment, and reinvestment. The new Future Land Use Map promotes an integration of compatible land uses, main-street redevelopment, strong placemaking qualities, and thoughtful growth.

The map should be used when applying land use recommendations to specific sites. The Future Land Use Map builds upon the current development pattern within Clayton.

FUTURE LAND USE MAP

Land Use plans are created to protect the character of a community as it grows and make choices that allow desirable development patterns to become established. A map of future land is used to diagram the different ways that a community needs to use the land. Town officials can use the diagram as a visual reference when making responsible decisions about future development in the community.

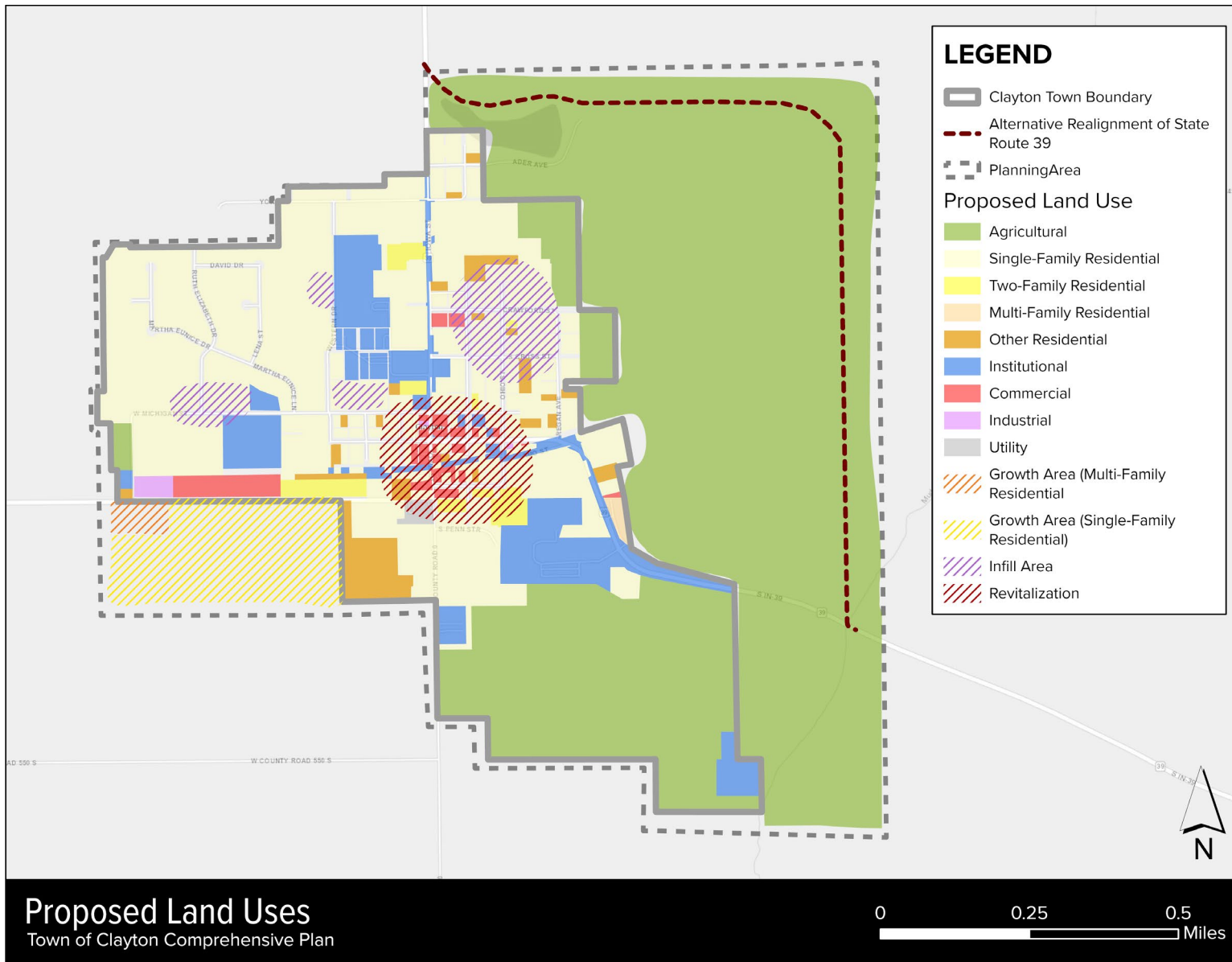
Areas within Clayton have been classified into eight unique land use types. Each designation is applied parcel by parcel to define the nature and desired character of uses on a larger scale. The approach allows for greater flexibility regarding future land use decisions and emphasizes how adjacent place types interact and impact one another.

FUTURE LAND USE TYPOLOGIES

Town officials create land use plans to protect the character of a community as it grows and ensure future plans align with the needs of the residents. Land use plans can help town officials choose desirable development patterns. Clayton's Comprehensive Plan uses a type-based approach to future land use planning. Areas within the town of Clayton have been classified into eight unique land-use types.

Each land use typology describes each designation's character, land uses, and connectivity. Land use place types have been designated based on existing land use, built form, physical characteristics and conditions, growth trends, and community input. Following the adoption of Clayton's Comprehensive Plan, the town should regularly review the Future Land Use Map and individual place types to ensure that the land uses are responsive to the community's needs and goals.

Figure 14: Proposed Land Uses. Source: IndianaMAP, American Structurepoint.



AGRICULTURAL

Agricultural land use consists of areas of extremely low-density development. This typology typically uses land for farming, livestock, poultry, low-density residential, or agricultural-related structures. These areas are typically the lowest-density areas within or around Clayton. Agricultural parcels typically include large expanses of undeveloped open land and natural areas. New development of other land use types within the agricultural areas should be discouraged to limit the conversion of these areas to more intense development.

Figure 15: Agricultural Land Use Example.



Figure 16: Agricultural Typology Standards.

Uses	Primary	Single-dwelling residential, farming, livestock.
	Secondary	Open landscapes, parks, public spaces, nature preserves, passive recreation.
Site Design	Landscape and Open Space	Rural homesteads on large lots or scattered sites, typically an acre or more. Wide open landscapes of agricultural uses or natural environments.
	Amenities	Parks and recreation areas should focus on providing significant open space, with opportunities for active and passive recreation facilities.
Connectivity	Access	The primary vehicular access point should be from a primary thoroughfare, with minor internal streets facilitating movement throughout the area. In addition to any internal pedestrian infrastructure, sidewalks and multi-use trails should be encouraged along property frontages. They should connect to nearby pedestrian infrastructures to promote connectivity throughout the community.
	Parking	Off-street parking should be provided based on the activity and use of the site. Recreational sites should have a designated parking lot.

PARKS / OPEN SPACE

The Parks - Open Space place-type should be located throughout the community and serve as a key destination and amenity to the town. This category includes land for nature preservation, protection, and passive and active recreation.

Appropriate land use attributes within this typology should include public parks, recreational areas, open areas designed specifically for sports, indoor or outdoor recreational facilities, natural areas, forest preserves, native conservation areas, retention areas, lakes, golf courses, and greenbelts.

Figure 17: Parks / Open Space Land Use Example: Clayton's Lambert Park.



Figure 18: Parks and Open Space Typology Standards.

Uses	Primary	Parks and recreation, open space, natural and agricultural areas, environmentally sensitive areas, and low-intensity agricultural use.
	Secondary	Residential.
Site Design	Landscape and Open Space	Existing natural features should be preserved and integrated into the design of the overall property. Additional landscape and open space areas should be placed to enhance the natural environment and further active/passive use of the area.
	Amenities	Parks and recreation areas should focus on providing significant open space, with opportunities for active and passive recreation facilities. Constructed amenities should focus on connectivity and feature bike lanes, multi-use paths, and sidewalks. Incorporation with surrounding sites, as well as any local and regional trails system, should be prioritized. If applicable, shelters should be incorporated into the parks and recreation areas.
Connectivity	Access	The primary vehicular access point should be from a primary thoroughfare, with minor internal streets facilitating movement throughout the area. In addition to internal pedestrian infrastructure, sidewalks, and multi-use paths should be required along property frontages. They should connect to nearby pedestrian infrastructures to promote connectivity throughout the community.
	Parking	The location of off-street parking will vary based on the activity and use of the conversation area.

RESIDENTIAL

Low-Density Residential

This land use category includes medium to low-density residential neighborhoods, typical of those in rural areas adjacent to Clayton. This place type should be used to transition between rural and higher-density areas, such as low-intensity commercial. These areas could offer newer housing in larger, single-dwelling detached housing units on larger lots. Typically, this land use is developed in larger subdivisions supported by town utilities.

Attributes of this land use include single-dwelling detached residential units as the primary housing type, single-dwelling attached units such as townhomes or four-squares that are integrated with single-dwelling detached units, public and semipublic facilities such as schools, fire stations, and community facilities, public parks, and open spaces to ensure that all neighborhoods have access to areas for interaction and recreation.

Figure 19: Single-dwelling Residential Land Use Example: Clayton, Indiana. Source: zillow.com/images.



Figure 20: Low-Density Residential Typology Standards.

Uses	Primary	Detached single-dwelling residential.
	Secondary	Attached single-dwelling residential, active or passive recreation, religious, educational, and civic institutions.
Site Design	Landscape and Open Space	Existing natural features should be preserved. To enhance and preserve the area, open space should include existing natural features, such as rolling fields, pasture areas, and tree rows.
	Amenities	Due to the rural character of these areas, urban amenities such as curbs and gutters, internal sidewalks, multi-use pathways, and public utilities can be limited. If sidewalks or multi-use paths exist, the pedestrian infrastructure should connect to adjacent existing and planning areas of the community.
Connectivity	Access	Driveways should access individual lots. Sidewalks or multi-use paths should be required (or improved) throughout and connect to other nearby pedestrian infrastructure.
	Parking	Off-street private property located away from primary thoroughfares.

Medium-Density Residential

The medium-density residential land use category includes medium- to high-density residential neighborhoods that accommodate single-dwelling housing structures. These areas should be walkable and include community parks within walking distance of each residential community. This area should be considered highly for multi-use trails rather than sidewalks. Housing in this typology could be older but likely newer construction.

Attributes of this land use include single-dwelling residential units such as townhomes, condos, and apartments with up to ten dwelling units per acre. The maximum recommended build height is two-story structures, with a special-use exemption for three-story buildings. The three-story exemption would depend on the location and relationship to single-dwelling detached residential and building type.

Figure 21: Medium Density Land Use Example.



Figure 22: Medium-Density Residential Typology Standards.

Uses	Primary	Single-dwelling residential-detached, duplexes, or townhomes.
	Secondary	Attached single-dwelling residential, active or passive recreation, religious, educational, and civic institutions.
Site Design	Landscape and Open Space	<p>Existing natural features should be preserved.</p> <p>Utilize deeper yard setbacks along primary thoroughfares. Provide landscape berms and additional vegetation to screen development and further enhance the visible character of the area.</p> <p>New landscaping should be provided at neighborhood entrances and in common open spaces.</p> <p>New developments should have landscaping in apparent areas and street trees along internal roadways.</p>
	Amenities	<p>High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes or multi-use paths should also be encouraged where applicable and connected to other areas throughout the community.</p> <p>Gateways and placemaking techniques should be utilized to increase neighborhood identity.</p> <p>Provide high-quality, shared, usable, and formal open space areas when and where applicable.</p>
Connectivity	Access	<p>Driveways should access individual lots.</p> <p>If developed as a subdivision, the subdivision should utilize shared access points for main entry points, and driveways from an internal subdivision street should access individual lots.</p> <p>Streets should have multiple connections that allow for opportunities to walk to local destinations by various routes and enhance emergency services coverage. If there are existing street connections or stubbed roadways adjacent to proposed developments, those in the proposed developments should connect to the existing street network.</p> <p>Sidewalks or multi-use paths should be required (or improved) throughout and connect to other nearby pedestrian infrastructure.</p>
	Parking	Off-street private property located away from primary thoroughfares.

Traditional Neighborhood

This land use category includes older residential neighborhoods within or around the town's main street area. The traditional neighborhood typology features an older housing stock in traditional block-grid patterns on smaller lots. This neighborhood is a dense, walkable environment with quick access to commercial areas, parks and open spaces, community facilities, and local destinations. These are typically some of the oldest areas within a town; reinvestment, upkeep, maintenance, and pride in ownership are critical to the neighborhood's long-term stability. New construction, significant renovations, and building additions should consider the surrounding area's existing scale, style, and character.

Typical attributes and uses of this land use include single-dwelling detached units, single-dwelling attached units such as duplexes or townhomes, three- to eight-unit flats, accessory detached units such as carriage houses or in-law quarters, neighborhood and small-scale commercial, public or semipublic facilities such as schools, fire stations, and religious institutions, and public parks and open spaces.

Figure 23: Traditional Neighborhood Land Use Example: Clayton, Indiana.



Figure 24: Traditional Neighborhood Typology Standards.

Uses	Primary	Detached or attached single-dwelling residential.
	Secondary	Active or passive recreation, religion, education, neighborhood commercial uses, and civic institutions.
Site Design	Landscape and Open Space	Existing natural features should be preserved. Utilize deeper yard setbacks along primary thoroughfares. Provide visible green spaces and areas of established vegetation. Landscape berms and additional vegetation should be used to screen development and further enhance the visible character of the area within the setback. New landscaping should be provided at neighborhood gateways and in common open spaces.
	Amenities	High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes or multi-use paths should also be encouraged where applicable and connected to other areas throughout the community. Gateways and placemaking techniques should be utilized to increase neighborhood identity. Provide high-quality, shared, usable, and formal open space areas when and where applicable.
Connectivity	Access	Driveways should access individual lots. Streets should have multiple connections that allow for opportunities to walk to local destinations by various routes and enhance emergency services coverage. Sidewalks or multi-use paths should be required (or improved) throughout and connected to other nearby pedestrian infrastructure.
	Parking	Off-street private property located away from primary thoroughfares.

Mixed-Use

The mixed-use category is primarily located in the main street area of Clayton. This typology is the focal point of the community. It offers a variety of uses to serve as a core area as this is intended to be one of Clayton's most diverse areas with a scale of development catered to the pedestrian. This typology should have higher-intensity development with placemaking and pedestrian features.

Appropriate attributes of this land use should include restaurants, cafés, and bars that cater to breakfast and the late-night dining crowd, commercial retail and service businesses such as clothing shops, apartments as part of mixed-use buildings, professional and medical offices, public social service institutions, co-working spaces, public and semipublic facilities such as schools and religious institutions, and public parks or open spaces.

Figure 25: Mixed-Use Land Use Example. Source: Getty Images.



Figure 26: Mixed-Use Typology Standards.

Uses	Primary	Local commercial and retail establishments, professional office space, and personal services. Attached are single-dwelling residential and multi-dwelling residential.
	Secondary	Active or passive recreation, educational, and civic institutions.
Site Design	Landscape and Open Space	Ornamental plantings and street trees should be included along with other decorative features.
	Amenities	High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes should also be encouraged where applicable. Include formal, usable open spaces such as plazas, courtyards, and outdoor seating areas that serve as gathering areas. Open spaces should be highly accessible and in prominent locations that encourage continued use. Inviting streetscape elements, including shade, trash cans, benches, street lighting, bike racks, murals, and others, should be encouraged.
Connectivity	Access	On-street parking is the main form of access. Limit curb cuts along streetways to encourage pedestrian access. Minimum surface lots may be utilized for building staff and occupants but should be shielded from the street view.
	Parking	Primarily on-street parking. Avoid large expanses of pavement, particularly in between buildings and streets. Pedestrian walkways and landscaping can break up large expanses of pavement. Architectural and landscape features should be used to diminish the appearance of parking from the public view. Shared parking should be encouraged.

INSTITUTIONAL

This land use includes uses that serve and meet community needs through a wide range of facilities, including town utilities, medical campuses, clinics, local, state, and federal government buildings, residential care facilities, hostels, disability housing, childcare centers, cultural facilities, churches, places of sacred and religious affiliation, cemeteries, hospitals, civic or religious uses, schools, public or private schools, and colleges and universities.

Some small, neighborhood-scaled facilities could be integrated with other place types. The designated institutional areas should be addressed individually to ensure their unique characteristics and needs are adequately managed. As opportunities arise, efforts should be made to integrate these uses into the surrounding area further by improving the identified development's access and aesthetics.

Figure 27: Institutional Land Use Example, Clayton Public Library.



Figure 28: Institutional Typology Standards.

Uses	Primary	Civic institutions, healthcare, education.
	Secondary	Corporate and professional offices, active or passive recreation, limited business, and certain residential facilities.
Site Design	Landscape and Open Space	Along with primary thoroughfares, developments should utilize yard setbacks to preserve existing natural features and areas of established vegetation. Within the setbacks, in addition to preserved features, landscape berms, and additional vegetation should be used to screen development parking areas and further enhance the visible character of the area. Developments should include ornamental plantings, landscaped parking lot islands, and street trees as visual features. Landscape buffers should be used to screen activity where adjacent to residential uses.
	Amenities	High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes or multi-use paths should also be encouraged where applicable and connected to other areas throughout the community. Developments should include informal, usable, open space that provides outdoor seating and inviting streetscape elements, including shade, trash can receptacles, benches, and street lighting. These open spaces should be highly accessible and prominent, encouraging continued use.
Connectivity	Access	Primary access from a primary thoroughfare. Joint or shared access points between adjacent developments is encouraged to limit curb cuts along the street and promote a pedestrian-oriented environment. Internal drives that service individual development sites should resemble streets rather than parking lot drive aisles. Parking areas and service docks should be accessed through internal and secondary streets rather than a primary thoroughfare. Sidewalks or multi-use paths should be encouraged along development frontages and connect to other nearby pedestrian infrastructure.
	Parking	Off-street on private property. If surface lots are provided, they should be hidden or screened from the street frontage. Parking or parking structures should be located to the side or rear of buildings, away from roadways where applicable—on-street where appropriate, and within the right-of-way, such as within urban or mixed-use settings.

COMMERCIAL

General Commercial

The general commercial typology is primarily located along highly traveled corridors, which serve as primary entry points into the town. The general commercial district operates primarily as a shopping district for Clayton residents and visitors by providing a mix of retail for everyday essentials and specialty goods and services. The position of the commercial areas serves both residents and regional visitors. The general commercial land use typology allows for flexibility regarding the intensity and scale of development, supporting smaller local businesses, regional destinations, and attractions. The range of commercial and service uses could include retail, service businesses, restaurants, professional offices, and medical-related uses. General commercial land uses should usually be located away from or buffered from residential districts due to their potential for high traffic volume, noise generation, operating at late hours, intrusive lighting, and other adverse constraints.

Figure 29: General Commercial Land Use Example. Source: biketo.com.



Appropriate attributes of land use within the general commercial land-use typology include restaurants, cafés, bars including franchise and drive-through restaurants, day-to-day retail and consumer service businesses such as grocery stores, salons, convenience stores, and businesses that provide essential goods and services, specialized retail and service businesses such as hardware or office appliance stores, professional and medical offices such as branch banks, auto-oriented uses such as gas stations, and auto repair shops, and public and semipublic facilities such as schools, fire stations, and religious institutions.

Figure 30: Commercial General Typology Standards.

Uses	Primary	Commercial and retail establishments.
	Secondary	Corporate and professional offices, active or passive recreation, higher education, and civic institutions.
Site Design	Landscape and Open Space	<p>Along with primary thoroughfares, developments should utilize yard setbacks to preserve existing natural features and areas of established vegetation. Within the setbacks, in addition to preserved features, landscape berms, and additional vegetation should be used to screen development parking areas and further enhance the visible character of the area.</p> <p>Developments should include ornamental plantings, landscaped parking lot islands, and street trees as visual features.</p> <p>Landscape buffers should be used to screen activity where adjacent to residential uses.</p>
	Amenities	<p>High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes or multi-use paths should also be encouraged where applicable and connected to other areas throughout the community.</p> <p>Developments should include informal, usable, open space that provides outdoor seating and inviting streetscape elements, including shade, trash can receptacles, benches, and street lighting. These open spaces should be highly accessible and prominent, encouraging continued use.</p>
Connectivity	Access	<p>Primary access from a primary thoroughfare. Joint or shared access points between adjacent developments is encouraged to limit curb cuts along the street and promote a pedestrian-oriented environment.</p> <p>Internal drives that service individual development sites should resemble streets rather than parking lot drive aisles. Parking areas and service docks should be accessed through internal and secondary streets rather than a primary thoroughfare.</p> <p>Sidewalks or multi-use paths should be required along development frontages and connect to other nearby pedestrian infrastructure.</p>

Industrial/Heavy Commercial

The industrial land-use typology includes areas deemed appropriate for light, medium, or heavy industrial uses, which are generally incompatible with residential development. The scale and intensity of these areas could vary greatly and provide opportunities for local and regional developments. The industrial place type should be appropriately screened and buffered from adjacent incompatible uses. Since most of Clayton's industrial areas are located along the west side's primary thoroughfare, a thoughtful approach to development and site design should be applied to this area to reduce the impacts on community well-being.

Appropriate attributes of land use within the industrial typology include light-to-heavy manufacturing uses whose primary objective is for compounding, processing, packaging, and assembling of products, warehouses, shipping, and logistics facilities that provide for the storage, shipping, and coordination of materials and goods, research and development, laboratories and testing facilities, home and corporate offices included larger planned campuses, general offices, call centers, storage facilities, and electricity, gas, and water services such as power plants, sewage treatment plants, and landfills.

Figure 31: Industrial Land Use Example. Source: anamation.



Figure 32: Industrial/Heavy Commercial Typology Standards.

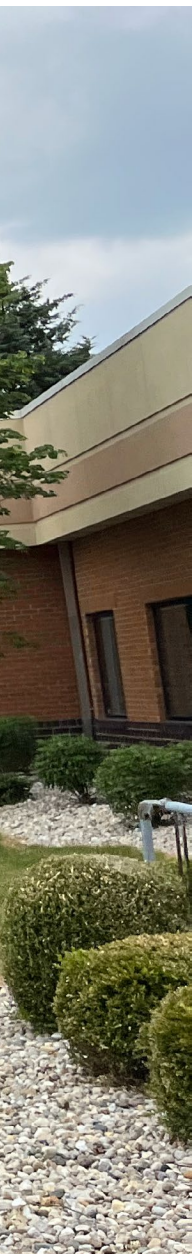
Uses	Primary	Manufacturing, warehousing, heavy repair, processing, wholesale, business parks, and offices.
	Secondary	Company headquarters, corporate campus, medical and healthcare facilities, and research and development.
Site Design	Landscape and Open Space	<p>Along with primary thoroughfares, developments should utilize yard setbacks to preserve existing natural features and areas of established vegetation. Within the setbacks, in addition to preserved features, landscape berms, and additional vegetation should be used to screen development parking areas and further enhance the visible character of the area.</p> <p>Developments should include ornamental plantings, landscaped parking lot islands, and street trees as visual features.</p> <p>Landscape buffers should be used to screen activity where adjacent to residential uses.</p>
	Amenities	<p>High urban services, including public utilities, roadways with curbs, gutters, and wide sidewalks. Bike lanes or multi-use paths should also be encouraged where applicable and connected to other areas throughout the community.</p> <p>Developments should include informal, usable, open space that provides outdoor seating and inviting streetscape elements, including shade, trash can receptacles, benches, and street lighting. These open spaces should be highly accessible and prominent, encouraging continued use.</p>
Connectivity	Access	<p>Primary access from a primary thoroughfare. Joint or shared access points between adjacent developments is encouraged to limit curb cuts along the street and promote a pedestrian-oriented environment.</p> <p>Internal drives that service individual development sites should resemble streets rather than parking lot drive aisles. Parking areas and service docks should be accessed through internal and secondary streets rather than a primary thoroughfare.</p> <p>Sidewalks or multi-use paths should be required along development frontages and connect to other nearby pedestrian infrastructure.</p> <p>Landscaped areas may be included to provide employees with active and passive recreation opportunities and fit the community's character.</p>
	Parking	<p>Off-street parking should be provided.</p> <p>Large expanses of pavement, particularly between the building and the street, should be avoided. Pedestrian walkways and landscape islands should be used to break up large expanses of pavement.</p> <p>Architectural and landscape features should be used to diminish the appearance of parking from street view.</p>

The Clayton Zoning Ordinance has districts that already fit the suggested land use typologies. The zoning districts are grouped and compared to the land use typologies in the table below.

Figure 33: Clayton’s Existing Zoning Districts.

Proposed Land Use	Existing Zoning District
Agricultural	Agricultural (A)
Parks / Open Space	Open Space (OS)
Low-Density Residential	Residential 1 (R-1), Residential 2 (R-2)
Medium-Density Residential	Residential 3 (R-3), Multi-Family Residential (R-4), Multi-Family Residential (R-5)
Traditional Neighborhood	Multi-Family Residential (R-4), Old Town Residential (R-5)
Mixed-Use	Town Business District (TBD)
Institutional	Institutional Use (IU)
General Commercial	Town Business District (TBD), Highway Business (HBD)
Industrial / Heavy Commercial	Highway Business (HBD), Industrial (I-1)





GOVERNMENT AND FISCAL CAPACITY

The government and fiscal capacity section reflects goals and actions involving town staff and services. Focusing on Main Street redevelopment will bring life and the economy back to the center of Clayton. A continued focus on infill development, pedestrian-oriented commercial uses (such as restaurants and shops), and local amenities contribute to a strong community.

CURRENT CONDITIONS

Clayton's governmental and fiscal landscape is shaped by a desire to maintain efficient town services and a prudent approach to budgeting that ensures the longevity and health of the town's resources. Though limited in number, the administrative staff is tasked with a wide range of responsibilities, from managing public works to overseeing the careful expansion of town services to meet the demands of a slowly growing population. The fiscal capacity of the town is underpinned by a tax base that is currently stable but would benefit significantly from a strategic expansion in commercial and residential development. Main Street, once the heart of Clayton, has seen reduced economic activity over the years, with potential for revitalization in vacant storefronts and underutilized spaces that could once again become vibrant centers of commerce and community gathering.

The current infrastructure supports a modest level of pedestrian-oriented amenities, though there is room for enhancement to better serve the community's needs. The town's planning has been cautious and incremental, reflecting a careful stewardship of resources and a reluctance to overextend financially. Investments in Main Street and surrounding areas have been measured, seeking to foster a renaissance of the town center without imposing undue financial strain on the town's budget or its residents.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 2:** Invest in strengthening Clayton’s institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town’s growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 3:** Commit to upgrading and expanding Clayton’s transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.

OBJECTIVES STATEMENTS

- Strengthen Clayton’s administrative capacity to support Main Street redevelopment and manage sustainable growth.
- Broaden the fiscal base through targeted redevelopment and infill projects that enhance economic diversity.
- Enhance pedestrian infrastructure on Main Street to support commercial use and community interaction.

STRATEGIES

- Develop incentive programs for businesses to establish or expand operations on Main Street, fostering economic activity and job creation.
- Collaborate with regional planning agencies to secure grants and funding for infrastructure improvements that support redevelopment projects.
- Implement zoning adjustments that encourage mixed-use development, blending residential living with commercial spaces on Main Street.
- Establish a Main Street committee or task force that includes community stakeholders to guide redevelopment efforts and ensure alignment with local needs and vision.



WHAT WE HEARD

Stakeholders and the public have voiced clear priorities for Clayton's government and fiscal operations, emphasizing the need for strategic and sustainable growth that enhances the town's economic base while preserving its cherished community feel. There is a consensus that redevelopment efforts should focus on Main Street, bringing in businesses and services that cater to local needs and attract visitors, thereby broadening the tax base and creating a self-sustaining cycle of economic vitality. The community also desired more pedestrian-friendly commercial spaces that encourage walking and leisurely exploration, enhancing the overall quality of life and fostering deeper community ties.

Residents highlighted the importance of local amenities, suggesting that the presence of restaurants, shops, and small businesses on Main Street would serve the community's daily needs and instill a sense of pride and participation. The input gathered pointed towards a vision where government capacity aligns with these community aspirations, requiring the town to invest in administrative capabilities to manage redevelopment processes effectively, support local businesses, and engage in proactive fiscal planning.





PUBLIC FACILITIES AND SERVICES

Local governments and agencies must provide certain public services to protect the community’s health, safety, and welfare as part of their responsibilities. Public services can mean various things, but this plan includes utilities, safety, and social and community services.

CURRENT CONDITIONS

Clayton’s local government and agencies currently fulfill their mandate to provide essential public services, ensuring the community’s health, safety, and welfare. Utilities, such as water obtained from personal wells and wastewater managed by the town’s treatment facility, demonstrate a degree of self-sufficiency. Established providers reliably meet the town’s electrical and natural gas needs. Regarding safety, Clayton is served by a dedicated police force and a volunteer-based fire department, integral to maintaining the town’s low crime rate and responding to emergencies. Social and community services, although limited, are characterized by strong support networks and events that reinforce the tight-knit community, such as the annual cleanup day and the services provided by the local library.

However, as Clayton contemplates its future, the capacity and scope of these services must evolve to keep pace with the community’s changing needs. The existing infrastructure for utilities may need to be reassessed to cater to any demand increases or improve efficiency. While the town benefits from committed emergency services, the growth potential could necessitate expanded facilities or increased professional staffing to ensure continued efficacy. Community services are well-loved and heavily utilized by the residents, suggesting that additional social, recreational, or educational services would be well-received and could further enhance community welfare.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 2:** Invest in strengthening Clayton’s institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town’s growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 3:** Commit to upgrading and expanding Clayton’s transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town’s small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.

OBJECTIVES STATEMENTS

- Upgrade utility infrastructure to ensure sustainable and reliable services that meet the future needs of Clayton’s growing population.
- Enhance public safety services to maintain high community security and emergency responsiveness standards.
- Expand social and community services to enrich the quality of life for all Clayton residents.

STRATEGIES

- Investigate the feasibility and community interest in transitioning from individual water wells to a centralized water system to improve water quality and management.
- Explore partnerships with neighboring jurisdictions to share resources and expertise, enhancing public safety operations without substantial local investment.
- Enhance digital infrastructure to provide high-speed broadband access throughout Clayton, ensuring residents and businesses thrive in an increasingly connected world.
- Develop and implement a multi-year plan for expanding and updating public spaces, including parks and recreational facilities, to support a healthy and active community.
- Establish a community feedback mechanism, such as regular town halls or surveys, to continually assess resident satisfaction with public services and identify areas for improvement.



WHAT WE HEARD

Input from stakeholders and the public highlighted satisfaction with the existing public facilities and services and a recognition of the need for growth and improvement in these areas. There is an appreciation for the town's ability to provide a safe, secure environment and the quality of life afforded by the current level of services. However, residents have expressed a desire for enhanced utilities, including more centralized water services and improved broadband connectivity, reflecting a community poised to embrace the conveniences of modern living while preserving its rural charm.

Community members have voiced the importance of maintaining and expanding public spaces and services that unite people and foster a sense of belonging. There is a clear call for increased investment in community facilities, such as parks and libraries, and for developing new social services that accommodate a growing and diversifying population. Additionally, the need for sustainable and proactive public service planning has been emphasized, ensuring that Clayton can continue providing a high level of service without compromising its small-town atmosphere.





PLACEMAKING

Placemaking focuses on creating spaces that are the heart of the community by focusing on people and their interactions with the everyday environment. Placemaking involves urban design, streetscaping, beautification, identity, and branding to create unique, safe, and welcoming environments.

CURRENT CONDITIONS

In Clayton, placemaking efforts have begun to shape the environment, enhancing small-town charm and fostering community-centric spaces. The town's urban design modestly reflects its rural heritage, providing a foundational canvas for streetscaping and beautification. Current public spaces, while limited, offer residents areas for interaction and leisure, contributing to the town's identity. However, these spaces and the broader urban environment hold untapped potential for further development that could elevate the sense of place and strengthen Clayton's appeal to residents and visitors. There is an opportunity to expand upon these efforts, integrating more cohesive design elements, establishing clear town branding, and creating a network of spaces that are not only functional but also culturally and socially vibrant.

The concept of placemaking in Clayton also extends to its streets' usability and aesthetic appeal. While some areas, particularly around the main thoroughfares, have seen improvements in walkability and accessibility, there is scope for a more comprehensive approach that ensures all neighborhoods benefit from thoughtful urban design. This could include expanding sidewalks, integrating green spaces, and enhancing public amenities such as benches, lighting, and signage. Such enhancements would contribute to a more welcoming and distinctive environment, encouraging residents to take ownership of their shared spaces and fostering a greater sense of local pride.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 1:** Enhance Clayton’s housing market by diversifying residential options, encouraging developments that range from single-family homes to moderate-density living spaces while preserving the town’s rural character.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town’s small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.
- **Goal 5:** Focus on revitalizing Clayton’s town center to become a vibrant hub of activity, blending historical appeal with modern amenities, to serve as a focal point for community interaction and economic activity.

OBJECTIVES STATEMENTS

- Cultivate community-centric public spaces that encourage social interaction and reflect Clayton’s unique rural heritage.
- Enhance the aesthetic and functional quality of the urban environment to reinforce a distinctive and cohesive town identity.
- Foster a safe, welcoming, and accessible environment throughout Clayton, promoting community engagement and pride.

STRATEGIES

- Develop a comprehensive streetscaping plan that includes the planting of native trees, installation of public art, and provision of community seating areas.
- Launch a ‘Heart of Clayton’ initiative to design and establish a central town square or plaza as a focal point for community events and daily interactions.
- Implement a cohesive branding strategy that includes unique signage and wayfinding to enhance Clayton’s identity and navigate the town more intuitively.
- Prioritize pedestrian and cyclist safety in all urban design projects to encourage active lifestyles and greater use of public spaces.



WHAT WE HEARD

Feedback from stakeholders and the public has underscored the importance of placemaking in cultivating a vibrant community that reflects Clayton's unique character. Residents have expressed a desire for gathering spaces that facilitate social interactions, such as town squares, markets, or expanded park facilities, indicating a need for areas that support community events and daily social life. The emphasis on creating a unique and welcoming environment has been recurrent, with suggestions for incorporating local art, enhancing landscaping, and preserving historical features that contribute to Clayton's distinct identity and branding.

Community members have highlighted the need for safe and attractive environments, suggesting that placemaking initiatives should prioritize elements that enhance safety, such as improved lighting and pedestrian-friendly streets. The notion of a unified community identity has also been a point of discussion, with residents advocating for a coordinated approach to town branding that captures Clayton's essence and broadcasts it to a broader audience. The integration of these elements is seen as crucial in fostering pride and a sense of belonging among the residents of Clayton.

COMMUNITY WELLNESS AND EDUCATION

Community wellness and education in Clayton are intertwined with the town's placemaking efforts, as they contribute to the community's overall quality of life and vitality.

Formal and informal education is a cornerstone of community wellness, with local schools acting as hubs of learning and personal development. Placemaking initiatives can support educational objectives by creating outdoor learning environments, community gardens, and interactive public art that stimulate intellectual growth and environmental stewardship.

Development of these spaces fosters physical wellness through active living and mental wellness by providing stimulating and engaging surroundings. By integrating educational elements into Clayton's public spaces, the town can promote lifelong learning, encourage community health, and ensure that the benefits of placemaking extend beyond aesthetics to have a meaningful impact on residents' well-being.

CULTURE

Cultural activities and institutions are vital to the livability of a community: residents appreciate having interesting things to do and learn. They will seek those opportunities in their hometowns and as tourists in other locales. It is essential to support the existing cultural resources and add more, when possible, to bolster the livability of Clayton.



Source: Getty Images





ECONOMIC DEVELOPMENT

One of the most significant drivers of population growth is the availability of high-quality jobs. While jobs can bring people to an area, providing for the safety and comfort of residents and populations keeps people interested in a community. Growing Clayton's commercial and industrial diversity will go hand-in-hand with developing the town's workforce and population. Industries are attracted to places with a high quality of life, diverse economic activity, adequate infrastructure, and shovel-ready sites. Public infrastructure keeps the town moving and functioning smoothly. High-quality, efficient, and proper infrastructure is needed to address the needs of both existing and future residents and businesses.

CURRENT CONDITIONS

Clayton's economic landscape is characterized by a modest commercial and industrial presence, contributing to its small-town appeal and limiting local job availability. The town's employment is primarily concentrated in manufacturing and educational services, with little diversity beyond these sectors. While this has sustained the town for the present, the limited industrial diversity poses challenges for future growth and resilience. There is a recognition that fostering a broader economic base would provide more employment opportunities for residents and strengthen the town's fiscal health. The infrastructure supporting these economic activities is adequate. Yet, there is room for improvement to attract a broader range of industries, particularly those that align with Clayton's vision of maintaining its rural charm while welcoming growth.

The quality of life in Clayton is a significant asset, with the town's peaceful environment and strong sense of community being potential draws for new industries and a growing workforce. However, for economic development to flourish, there must be a deliberate effort to create shovel-ready sites that can quickly accommodate new businesses. Additionally, while the current job market within the town may not meet the needs of all residents, the proximity to larger cities with broader employment opportunities tempers the immediate urgency for local job creation. This dynamic presents an opportunity to strategically plan for economic growth that is paced and aligned with the town's capacity and vision.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 1:** Enhance Clayton's housing market by diversifying residential options, encouraging developments that range from single-family homes to moderate-density living spaces while preserving the town's rural character.
- **Goal 5:** Focus on revitalizing Clayton's town center to become a vibrant hub of activity, blending historical appeal with modern amenities, to serve as a focal point for community interaction and economic activity.

OBJECTIVES STATEMENTS

- Attract and retain diverse, high-quality job opportunities that align with Clayton's rural character and community values.
- Enhance the town's infrastructure to support commercial and industrial growth while maintaining Clayton's quality of life.
- Develop the local workforce to meet the demands of a diversified economy and foster a self-sustaining community.

STRATEGIES

- Implement zoning reforms and incentivize businesses that fit the town's rural aesthetic and economic development goals.
- Invest in infrastructure upgrades like broadband internet and transportation to create an environment conducive to new industries and workforce efficiency.
- Partner with local educational institutions to offer vocational training and continuing education programs tailored to emerging job markets.
- Develop a marketing campaign that showcases Clayton's quality of life, available workforce, and readiness for economic growth to prospective industries.
- Establish a local economic development committee with business leaders, community members, and government representatives to guide and oversee economic initiatives.



WHAT WE HEARD

Input from stakeholders and the public indicates a strong desire for economic growth that complements Clayton's rural atmosphere and supports the community's well-being. There is an understanding among residents that high-quality job creation is pivotal to attracting and retaining a vibrant population. Community members emphasize the importance of balancing commercial expansion with preserving the town's character, suggesting a preference for businesses that integrate into the community's fabric without overwhelming it. There is also a call for enhancing the local workforce's skills through education and training, ensuring that residents are prepared for and can benefit from new employment opportunities.

Residents have expressed the need for safety and comfort to be at the forefront as the town develops economically. These safety implications include maintaining a low crime rate, ensuring efficient public services, and providing amenities that contribute to a high quality of life. Moreover, there is an appetite for economic initiatives to increase the town's commercial and industrial diversity, thereby reducing the need for commuting and fostering a self-sustaining local economy. The community's feedback highlights a collective vision for an economically vibrant Clayton that embraces thoughtful growth while remaining true to its roots.



ECONOMIC DEVELOPMENT BEST PRACTICE: ENTREPRENEURSHIP

Local businesses and entrepreneurs also provide a unique opportunity to fill underserved retail NAICS market areas. Local businesses often serve a niche for the community or the retail environment that big box stores cannot.

Based on stakeholder discussions and community input, consumers want more local restaurants and boutiques—both optimal opportunities for entrepreneurs to take on.

Being an entrepreneur is difficult—establishing a local business often takes time, money, and hard work. The town should establish incentives to encourage business development downtown to mitigate the entrepreneur’s risks. Incentives could include sponsoring an infrastructure improvement plan to update and make downtown buildings more attractive to building owners. The town should continue utilizing and providing more opportunities in this space, such as workshops, networking events, and entrepreneurship classes.

One of the easiest ways to diversify businesses is by promoting business types such as food trucks, test kitchens, maker’s spaces, co-working spaces, and pop-up shops. Sponsoring a “food-truck Friday” or weekend pop-up show is a relatively low-cost, low-effort, effective way to promote diverse businesses throughout the community and allow residents to experience new retail opportunities.

Figure 34: Small Business Owners Unite For A Pop-Up Event In Kennewick, WA. Source: Small business owners unite for pop-up events in Kennewick.





Source: byowner.com



HOUSING

Because of Clayton’s rural nature and small-town characteristics, existing and future housing stock is crucial to understanding and planning for future growth. The survey confirmed that many residents choose to live in Clayton because of its small-town feel and the quality of people. Providing quality, affordable, and diverse housing options is one approach to attracting new and retaining residents.

CURRENT CONDITIONS

Clayton’s housing stock reflects its rural roots, with a prevalence of single-family detached homes contributing to the small-town atmosphere cherished by its residents. From 2010 to 2020, the town saw an increase in single-dwelling units and a notable elimination of mobile homes, indicating a shift towards more permanent housing structures. However, the diversity of housing options is limited, which could pose challenges as the community looks to attract new residents and cater to varying housing needs. Affordable housing remains a critical aspect of the town’s appeal, and there is a delicate balance to be struck between maintaining affordability and encouraging the development of higher-value properties that could enhance the town’s fiscal base. The town’s growth trajectory, reflected in modest increases in household numbers, suggests a stable yet slow-growing demand for housing, with a potential for acceleration as the town’s amenities and job opportunities expand.

The current housing situation presents an opportunity for strategic development that aligns with the community’s vision of maintaining its small-town charm. The infrastructure and services supporting these homes, including utilities and emergency services, are adequate but may require scaling to support increased development. There is also a recognition that future housing should incorporate sustainable design principles and community spaces that encourage neighborliness and a connection to Clayton’s rural environment.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 1:** Enhance Clayton's housing market by diversifying residential options and encouraging developments that range from single-family homes to moderate-density living spaces while preserving the town's rural character.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town's small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.

OBJECTIVES STATEMENTS

- Preserve Clayton's small-town feel and community quality through a thoughtful housing development that integrates with the existing environment.
- Expand housing diversity to include various types, catering to different demographics and income levels while maintaining affordability.
- Enhance the livability and sustainability of neighborhoods through design and infrastructure that promote community interaction and environmental stewardship.

STRATEGIES

- Implement zoning adjustments and incentivize developers to create mixed-use, affordable housing projects with green spaces and community amenities.
- Partner with housing developers and local agencies to design neighborhoods that support sustainable living, such as energy-efficient homes and community gardens.
- Explore grant opportunities and funding mechanisms to support affordable housing initiatives, particularly for young families and the elderly, contributing to a balanced community demographic.



WHAT WE HEARD

Feedback from Clayton's residents underscores the value they place on the town's identity and the quality of the community, which are significant factors in their choice to live there. The small-town feel, sense of safety, and strong local relationships are aspects that residents wish to see preserved in any future housing developments. Stakeholders have voiced a desire for housing that caters to various life stages and family sizes, suggesting that while the town's rural character should be a guiding principle, there is also a need for more diverse housing options, including townhomes, duplexes, and senior living communities.

Residents have expressed interest in ensuring that any new housing development is thoughtfully integrated into the existing fabric of the town, maintaining the aesthetics and character that define Clayton. There is a call for development that addresses the need for more housing and enhances the overall quality of life by creating communal green spaces, walkability, and access to local amenities. This input reflects a community that values its small-town atmosphere but is open to growth and change that respects its core attributes.



Source: Getty Images

HOUSING BEST PRACTICE: AGING IN PLACE^{*,†}

Aging in place is when residents can live and age in the community of choice for as long as possible, ideally staying active for as long as possible. According to a national survey on housing and home modification issues, 82 percent of respondents would prefer to stay at their residence as long as possible.[‡] However, many communities have had difficulty creating livable communities for all ages. Physical and non-physical barriers may make staying at home a poor option or even impossible. Municipalities need to minimize or eliminate these barriers and create housing options that enable citizens to be independent and thrive at all ages. If residents can age in place, it benefits them and the community's social and economic fabric.

Housing issues are interdependent with neighborhood and community design, access to food and transportation, affordability, and safety. Housing is a variable in social interaction. It is a multifaceted issue that requires interdisciplinary approaches to create successful solutions. Solutions to consider are "Universal Design," the design of neighborhoods, social support, affordability, and safety.

Universal Design

The design of products and environments is to be usable by all people, to the greatest extent possible, without needing adaptation or specialized design.

—Ron Mace, one of the founders of Universal Design

Homes designed according to the principles of Universal Design (also known as barrier-free design) would meet the behavioral needs of the majority of the population in our society across a range of ages and abilities. Current standards generally do not include a broad range of ages, abilities, heights, and people's senses, resulting in spaces that unnecessarily disable residents.

* [Aging in Place: Housing, Supports, Safety](#)

† [Aging in Place: Tools to Advance Resilience](#)

‡ [Fixing to Stay: A National Survey on Housing and Home Modification Issues](#)

NEIGHBORHOOD DESIGN

Universal Design also applies to neighborhoods. Universal Design is designing an environment to be used and understood “to the greatest extent possible by all people regardless of age, size, ability or disability.” Suppose every environment is designed to meet the needs of all people who wish to use it. Everyone can benefit from that design, not just a minority of the population, because “if an environment is accessible, usable, convenient and a pleasure to use, everyone benefits.”

Considering a large diversity of needs and abilities throughout the design process leads to the most significant number of users possible. Universal Design is good design.

When Clayton adds new or renovates public infrastructure, building universal design considerations into every process step is a great way to maximize the number of future users. Universal Design works best when applied at the beginning of the design process and not seen as an “add-on” to the process. Reaching out to the disabled community in the area and involving them in planning decisions from the beginning is also vital for designing genuinely inclusive spaces.

The National Disability Authority notes that “Universal Design is not only applicable to the needs of people with disabilities but everyone, regardless of age, size, ability or disability. Secondly, Universal Design is not a list of specifications; it is an approach to design that considers the varied abilities of users.” The term “Universal Design” is different from compliance with the ADA standards. ADA prohibits discrimination based on disability. Universal Design standards include the ADA’s requirements but go beyond them to make the built environment accessible to even more users.[§]

One example of a Universal Design improvement is building or repairing the ends of driveways to meet the street with as little slope as possible. Many drivers have experienced “bottoming out” their car at the end of a driveway. Those situations can be precarious for people with limited mobility and wheelchair users. By addressing where the driveways meet the street in a more universally designed way, residents who use wheelchairs can more safely roll onto the road. Still, it is also more accessible for everyday pedestrians and drivers.

* [What is Universal Design | Centre for Excellence in Universal Design](#)

† [Literature Review on Vehicle Travel Speeds and Pedestrian Injuries](#)

‡ [What is Universal Design | Centre for Excellence in Universal Design](#)

§ [Center for Universal Design | College of Design](#)

Poorly designed sidewalks and crosswalk infrastructure make it more difficult for people with limited mobility. For example, a utility pole blocking the middle of a narrow sidewalk might not pose an issue for a non-disabled person. Still, a wheelchair user, a person with a walker, or a mom pushing a stroller would have to find another route or walk in the street to get around the pole. Likewise, a pedestrian activation button on a raised sidewalk out of the ADA-accessible part of a curb ramp makes it nearly impossible for a wheelchair user to cross under the safety of the “walk” light.

SOCIAL SUPPORT SYSTEMS

While aging in place and community may have the advantages of familiarity and maintaining one’s connections, it may also set older adults and disabled persons up for social isolation, particularly if they have limited mobility or access to other people. Social isolation and loneliness have been shown to affect health and well-being negatively. Density does not automatically ensure social interaction. Can residents get to a senior center or other places for interaction? Get to medical services? Can an aide take a bus to serve a senior at home? Understanding transportation issues from varied perspectives will assist Clayton with addressing these and creating housing options that work for residents’ needs. Barriers to accessing support services are created when one can no longer drive to a location or afford to own a vehicle. This barrier may also hinder receiving services at home, regardless of whether one rents or owns.*

SAFETY

At the scale of a neighborhood, safety includes benches to enable walking, shade, and shelter for refuge from the weather, smooth and well-maintained sidewalks year-round, good lighting, orientations that encourage informal surveillance and social interactions, human-scale design, layers of public versus private space that support territoriality, and a lack of dark nooks to give shelter to possible predators.

* [Aging in Place: A Toolkit for Local Governments](#)

Housing not designed to meet people of any age and ability increases the risk of accidents because of the gap between the built environment's demands and a resident's abilities. For example, falls are the leading cause of injury and death for older adults. They have a direct cost to society of over \$30 billion annually. Falls and other safety concerns can be addressed by available design features such as a zero-step entry into the home, a zero-step shower, non-skid flooring, high lighting with low glare, grab bars, and a clear and accessible path. Other human-made barriers are narrower doorways for wheelchairs, walkers, and bathrooms accessed only by stairs.

Universal Design features have been formalized in ordinances and policies that promote housing features such as zero-step entries, no-threshold showers, a bathroom on the first floor, and 36-inch wide doorways. These solutions have been successfully built in all housing types in every climate in the US and, therefore, could be implemented in Clayton's housing stock.

Potential funding sources for home improvements are:

1. US Department of Agriculture's Rural Development

The US Department of Agriculture's Rural Development program offers loans of up to \$20,000 and grants of up to \$7,500 to low-income homeowners in rural areas who need to renovate. To qualify, you must have a family income below 50 percent of your area's median income. The interest rate is capped at 1.0 percent. Grants are available only to homeowners who are 62 or older. Younger borrowers are eligible only for loans.

To apply, contact your state office of the US Department of Agriculture. A state-by-state list is available on the USDA's website.[†] You can also find lenders in your area who specialize in USDA loans.

2. Fannie Mae and the Federal Housing Administration (FHA)

FHA renovation loans for homeowners and buyers are not explicitly designed for borrowers with disabilities but can be used for necessary adaptations. Fannie Mae's HomeStyle[‡] program is available for buyers who want money to buy and renovate a home in one loan or those who wish to refinance their home loans and get cash for renovations. The FHA's 203(k) renovation loan[§] is similar to Fannie's but has more flexible qualification requirements.

* [Adapting a Home for Disability Accessibility](#)

† [Single Family Housing Repair Loans & Grants](#)

‡ [HomeStyle Renovation | Fannie Mae](#)

§ [FHA 203\(k\) Loans Explained: Financing Your Home Renovation](#)

To qualify, you must gather the necessary documents and information on your assets, credit, and debt to apply for an FHA loan.*

1. Refinancing

Refinancing when interest rates are low is an excellent way to use a home's equity to pay for projects like a home renovation. First, contact several lenders to see who offers the best rate, then secure a preliminary mortgage approval, and finally, choose your lender.

2. Getting Help from Non-profit Organizations

Non-profits can be a source to choose which home repairs are needed and how to pay for them, and some include:

1. Rebuilding Together[†] works with dozens of affiliated organizations nationwide to complete some 10,000 projects annually. They help low-income homeowners, requiring applicants to fall under income guidelines, which vary depending on location.
2. The National Resource Center on Supportive Housing and Home Modification:[‡] Headquartered at the University of Southern California, the center aims to encourage aging in place and promote home modifications. The National Resource Center provides training, education, technical help, and an information clearinghouse.
3. Local Independent Living Center Affiliates:[§] This is a directory of independent living centers compiled by the Independent Living Research Utilization Program, a non-profit organization. The guide lists centers that train people with disabilities to live independently, where 51 percent of the staff and the board of directors have disabilities.
4. Local Easter Seals Chapters:[¶] Easter Seals and real estate brokerage Century 21 launched the Easy Access for Easier Living Program, which includes educational brochures, resources, and tips for making a home accessible.

* [How to Apply for an FHA Loan](#)

† [Rebuilding Together](#)

‡ [National Directory](#)

§ [ILRU Directory of Centers for Independent Living \(CILs\) and Associations](#)

¶ [Easterseals | Connect Locally](#)

Figure 35: Example Of A Utility Pole Blocking A Sidewalk. Source: American Planning Association.



Figure 36: Example of a Signal Button Designed Out-of-Reach, Preventing Many from Using It. Source: American Planning Association.







TRANSPORTATION

Transportation and connectivity include all forms of transportation that move a person from one space to another. The future transportation component of the plan focuses on enhancing the connections throughout the town for pedestrians, cyclists, motorists, public transportation, and other forms of travel. Transportation is vital for daily life and essential for future growth, environmentalism, and resiliency.

CURRENT CONDITIONS

In Clayton, the transportation network is predominantly oriented towards vehicular travel, with State Road 39 serving as a major thoroughfare for motorists. The town's roadways are primarily rural, characterized by two-lane configurations catering to local traffic demands. While this setup suffices for current residents, the lack of diversity in transportation options is noticeable, with limited infrastructure for pedestrians and cyclists. Public transportation services are available but restricted, mainly supporting the needs of specific demographics like seniors. As the town contemplates future growth, the current transportation system's limitations could become more pronounced, necessitating enhancements to ensure it supports a broader range of transportation modes and meets environmental and resilience goals.

Pedestrian connectivity within Clayton, particularly to key destinations such as schools, parks, and the town center, is an area with room for improvement. The existing sidewalks and ADA ramps around Mill Creek East Elementary School are a step in the right direction. Yet, many areas still lack the infrastructure for safe and comfortable walking. Additionally, while the town benefits from relatively low traffic volumes, ensuring the safety and efficiency of all road users remains a priority, especially as the community grows. The anticipation of future transportation projects, such as improvements to State Road 39, indicates a recognition of the need to prepare for increased mobility demands.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 2:** Invest in strengthening Clayton’s institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town’s growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 3:** Commit to upgrading and expanding Clayton’s transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town’s small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.

OBJECTIVES STATEMENTS

- Enhance Clayton’s transportation infrastructure to support a safe, efficient, and multimodal network that meets the needs of all residents.
- Improve pedestrian and cyclist connectivity throughout the town, prioritizing routes to schools, parks, and community centers.
- Plan for future transportation demands in a manner that aligns with Clayton’s growth, environmental sustainability, and community resilience objectives.

STRATEGIES

- Develop and implement a comprehensive sidewalk and trail expansion plan that connects residential areas with key destinations, promoting walkability and cycling.
- Conduct a traffic safety and efficiency study to identify areas where road improvements can enhance the safety of motorists, pedestrians, and cyclists.
- Explore partnerships with regional transit authorities to expand and improve public transportation services within and beyond Clayton.
- Invest in infrastructure that supports alternative modes of transport, such as electric vehicle charging stations, to encourage environmentally friendly travel choices.
- Launch community engagement initiatives to gather input on transportation needs and incorporate feedback into the planning and executing of transportation projects.



WHAT WE HEARD

Residents and stakeholders of Clayton have expressed that transportation and connectivity are central to the town's livability and economic prospects. A shared sentiment is that enhanced connections for pedestrians and cyclists could significantly improve the quality of life by promoting health, reducing traffic congestion, and fostering a greater sense of community. Stakeholders have highlighted the need for comprehensive planning that considers the diverse needs of all users, including families, schoolchildren, and the elderly. Moreover, there's a call for transportation planning that addresses immediate needs and looks ahead to future growth, ensuring that Clayton remains a resilient and environmentally conscious community.

The public has also expressed interest in seeing transportation improvements that align with Clayton's small-town character. This interest includes maintaining the rural charm while accommodating modern transportation needs, such as improved public transit options and safer, more connected streets. The community has indicated a desire for transportation enhancements thoughtfully integrated within Clayton's existing urban design and streetscape, preserving the town's aesthetic while upgrading functionality.



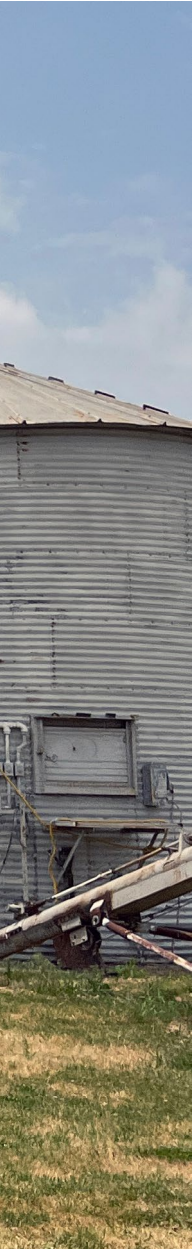
TRANSPORTATION BEST PRACTICE: COMPLETE STREETS ORDINANCE

“Complete streets” is an approach to streetscape design that prioritizes safe and convenient access for all modes and users. In contrast to traditional transportation planning, which prioritizes vehicular travel over all other modes of transportation, complete streets emphasize context-sensitive design and social equity. While complete streets do not mean that every road will have alternative transportation facilities, it ensures that alternative transportation facilities receive consideration in the planning and design of roadway projects.



Source: ASLA.org





AGRICULTURE

Agriculture is a crucial component of the land use pattern in Clayton. It plays a significant role in community history and identity. As Clayton plans for growth and development, it will be critical to consider the future impacts, opportunities, and challenges the agricultural industry may face.

CURRENT CONDITIONS

Agriculture remains a defining feature of Clayton's landscape and community identity, with the majority of surrounding uses being agriculture or associated enterprises. This sector contributes to the town's rural charm and character and is vital to the local economy and culture. The agricultural lands in and around Clayton predominantly consist of cropland, supporting local food production and contributing to the scenic pastoral views cherished by residents. However, as Clayton looks towards future growth, there is an emerging need to balance agricultural preservation with developmental aspirations. This balance is crucial to maintaining the town's identity while accommodating residential and commercial expansion. The challenge lies in fostering sustainable growth that respects and integrates the agricultural heritage instead of displacing it.

Clayton's current state of agriculture reflects traditional farming practices, with limited adoption of modern, sustainable agricultural technologies. The existing farming community is integral to Clayton's social fabric, contributing to community events and local traditions. However, with advancements in agricultural techniques and changing market demands, there is an opportunity for Clayton to evolve its agricultural practices to increase efficiency, sustainability, and profitability. This evolution could include embracing new farming methods, diversifying crops, or integrating agri-tourism initiatives, which could enhance the sector's contribution to Clayton's economy and community life.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 1:** Enhance Clayton's housing market by diversifying residential options and encouraging developments that range from single-family homes to moderate-density living spaces while preserving the town's rural character.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town's small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.

OBJECTIVES STATEMENTS

- Preserve and enhance Clayton's agricultural heritage while accommodating responsible growth and development.
- Promote sustainable and innovative agricultural practices that support the local economy and community well-being.
- Foster a stronger connection between the agricultural sector and the broader community through education and engagement initiatives.

STRATEGIES

- Implement land use policies that protect agricultural areas from encroachment by urban development, ensuring farmland preservation.
- Encourage adopting sustainable farming practices and technologies through grants, incentives, and educational programs.
- Develop agri-tourism programs, including farm tours, farmers' markets, and local food events, to showcase Clayton's agricultural heritage and produce.
- Establish community gardens and local food initiatives that engage residents in agriculture and promote local food consumption.
- Partner with agricultural experts, local farmers, and educational institutions to offer workshops and seminars on modern farming techniques, crop diversification, and farm management.



WHAT WE HEARD

Feedback from Clayton's stakeholders and the public underscores a strong desire to preserve the town's agricultural heritage while acknowledging the need for thoughtful development. Residents value the open spaces, scenic landscapes, and the sense of tranquility agricultural lands provide. There is a general consensus that any future development should be carefully planned to minimize the impact on farmlands and maintain the community's rural character. Furthermore, there is interest in exploring how agriculture can adapt to modern demands, suggesting support for initiatives that promote agricultural innovation and diversification.

Community members also expressed interest in agricultural land opportunities beyond traditional farming. Ideas such as community gardens, farm-to-table initiatives, and agri-tourism were highlighted to strengthen the connection between agriculture and the wider community. These suggestions reflect a broader vision where agriculture in Clayton sustains its historical role and evolves to become a more dynamic and interactive community element.





NATURAL RESOURCES

Natural resources can be defined in various ways. Still, they are materials or substances that occur in nature and can be used for economic gain. Natural resources include minerals, forests, water, nutrient-rich soil, and more. These features have significant ecological, environmental, and recreational benefits.

CURRENT CONDITIONS

In Clayton, the natural resources comprise agricultural land, forests, and nutrient-rich soil, contributing to the town's rural character and ecological diversity. These resources underline the town's connection to traditional farming and nature, offering economic and recreational benefits. However, managing and preserving these resources are becoming increasingly vital as Clayton contemplates future growth and development. The town's soil, primarily consisting of Miami-Crosby and Treaty-Crosby types, supports agricultural productivity but poses challenges due to its poorly drained nature. This aspect necessitates careful consideration in land use planning and development to prevent adverse environmental impacts. Additionally, the town's limited water resources, primarily sourced from personal wells, highlight the need for sustainable water management practices as the population grows.

The town's green spaces and undeveloped lands offer recreational opportunities and contribute to the overall environmental health of the community. However, these areas face potential threats from urban development and changing land use patterns. As Clayton plans for the future, striking a balance between development and preserving natural resources will be crucial in maintaining the town's ecological integrity and rural appeal. This balance is essential for the current residents and ensures the long-term sustainability and resilience of the town's environment.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 2:** Invest in strengthening Clayton's institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town's growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town's small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.

OBJECTIVES STATEMENTS

- Preserve and enhance Clayton's natural resources to maintain ecological balance and support sustainable development.
- Promote the responsible use of natural resources for economic, recreational, and educational purposes.
- Implement strategies to protect Clayton's natural resources from the potential negative impacts of urban development and environmental changes.

STRATEGIES

- Develop a comprehensive natural resource management plan that includes conservation, sustainable use, and protection against overexploitation.
- Encourage eco-friendly practices in agriculture and development, such as water conservation techniques and renewable energy sources.
- Create green spaces and recreational trails that allow residents to engage with and appreciate the town's natural resources.
- Implement educational programs in schools and the community to raise awareness about the importance of environmental stewardship and sustainable living.
- Collaborate with environmental experts and regional authorities to monitor and manage the health of Clayton's ecosystems, ensuring their resilience against environmental challenges.



WHAT WE HEARD

Community feedback emphasizes a strong appreciation for Clayton's natural resources, with residents valuing the open spaces, agricultural lands, and scenic beauty that these resources provide. There is a consensus among stakeholders and the public on preserving these natural features while accommodating growth. Residents have expressed concerns about the potential impact of unchecked development on the quality and availability of natural resources, particularly regarding water supply and the preservation of green spaces. The community is keen on maintaining Clayton's rural atmosphere and supports initiatives that protect and enhance the natural environment.

Additionally, there is interest in leveraging these natural resources for economic and recreational purposes, such as through eco-tourism, community farming, and conservation projects. Residents have suggested that Clayton could benefit from initiatives that promote environmental education, sustainable land use practices, and the development of recreational amenities that use the town's natural setting. These ideas reflect a desire for a holistic approach to natural resource management that aligns with Clayton's identity and values.





PARKS AND RECREATION

A successful parks and recreation system offers residents and visitors both active and passive uses, public and private spaces, and is accessible in both rural and urban settings. Not only do parks and recreation impact quality of life, but there also are several other benefits, including:

- Economic benefits include increased property values, the attraction of businesses and industries, and reinvestment in property.
- Health benefits such as increased physical activity can improve mood, lower blood pressure, decrease stress, and lower total cholesterol levels.
- Environmental benefits from open space and vegetation include improved air quality, recharging aquifers, preventing surface and groundwater pollution, and maintaining wildlife habits and natural systems.

CURRENT CONDITIONS

Clayton's parks and recreation facilities offer a modest range of amenities, contributing to the community's quality of life. The town boasts several parks, including Lambert Park and Mill Creek Park, which provide essential green spaces for passive leisure activities. While valued by the community, these parks are limited in size and diversity of recreational options. There is an opportunity for expanding and enhancing these spaces to offer more comprehensive recreational activities, catering to a broader range of interests and age groups. The existing recreational infrastructure primarily supports passive uses, such as walking and picnicking, but lacks facilities for more active and diverse recreational pursuits.

A well-developed parks and recreation system's economic, health, and environmental benefits are evident. Yet, in Clayton, these potentials are not fully realized due to the limited scope of current facilities. The town's rural setting offers a unique opportunity to integrate natural landscapes into park designs, potentially creating spaces that serve recreational purposes and contribute to environmental conservation. However, this requires strategic planning and investment to transform these natural assets into accessible, multifunctional recreational spaces.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 2:** Invest in strengthening Clayton’s institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town’s growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 3:** Commit to upgrading and expanding Clayton’s transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town’s small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.

OBJECTIVES STATEMENTS

- Expand and diversify Clayton’s parks and recreation facilities to provide active and passive recreational opportunities.
- Enhance accessibility to recreational spaces for all community members, promoting health, well-being, and social interaction.
- Leverage parks and recreation development to contribute to the town’s economic growth, environmental conservation, and community engagement.

STRATEGIES

- Develop a comprehensive parks master plan that identifies opportunities for new parks, expansion of existing parks, and introduction of diverse recreational amenities.
- Invest in multi-use trails and pathways that connect neighborhoods to parks and natural areas, encouraging active transportation and easy access to green spaces.
- Implement community wellness programs within parks, such as fitness classes, nature walks, and wellness workshops, to promote physical and mental health.
- Collaborate with local businesses and organizations to sponsor park events, sports leagues, and cultural activities that attract visitors and residents alike.
- Incorporate environmentally sustainable park maintenance and development practices, such as native landscaping and rainwater harvesting, to enhance ecological benefits.



WHAT WE HEARD

Feedback from Clayton's residents and stakeholders highlights a strong appreciation for the existing parks but also a desire for more varied and extensive recreational facilities. Community members have expressed interest in parks that provide active and passive recreation opportunities, such as sports fields, playgrounds, walking trails, and natural areas for wildlife observation. The community recognizes and values the health benefits of such facilities, particularly in promoting physical activity and mental well-being.

There is also a call for making these recreational spaces more accessible to all residents, irrespective of their location within the town. Suggestions include developing smaller pocket parks or improving connectivity to existing parks through better pedestrian and cycling paths. Additionally, residents see potential economic benefits in enhancing the town's parks and recreation system, such as attracting visitors and increasing property values. The community's input underscores a vision for comprehensive parks and recreation system that enhances the quality of life and contributes to Clayton's environmental stewardship and economic vitality.



Source: Getty Images



BROADBAND ACCESS

With the increased reliability of broadband services, broadband communications planning is rapidly becoming necessary for various services. The recent Covid-19 pandemic exacerbated this need. While the level of necessity varies by location, each business and household must have reliable broadband access to connect to the greater community.

An important distinction here is internet versus broadband. The Internet is a network of data, colloquially known as the “World Wide Web,” accessible through capable devices (e.g., computers, laptops, smartphones, etc.). Broadband is the technology used to connect those devices to the internet. While a cable or a Wi-Fi router had to be used in the past, broadband requires only an access point to provide high-speed Wi-Fi to nearby areas.*

CURRENT CONDITIONS

In Clayton, the current state of broadband access reflects a community in transition, straddling the line between its rural roots and the demands of a modern, connected world. Most of Clayton enjoys access to advanced broadband speeds of at least 25 Mbps, primarily provided by TDS Telecom alongside other wireless and satellite internet services. This level of connectivity has been sufficient for basic residential and business needs, allowing for essential online activities. However, the recent shift towards remote work, online education, and digital healthcare services, accelerated by the COVID-19 pandemic, has brought the limitations of the existing broadband infrastructure into sharper focus. While Clayton’s core areas are well-served, there are disparities in access and speed, particularly in the town’s more remote or rural parts. These gaps in broadband coverage and capacity could hinder the town’s ability to attract new residents and businesses that rely on high-speed, reliable internet connectivity.

Broadband availability in Clayton is not uniform, leading to a digital divide within the community. Some residents and businesses experience slower speeds or intermittent connectivity, impacting their ability to effectively engage in increasingly digital-centric activities. As the town plans for future growth, enhancing broadband infrastructure to ensure uniform, high-speed access across all areas becomes crucial. This enhancement is about keeping pace with technological advancements and ensuring equitable access to digital resources, which are becoming indispensable in everyday life.

* [What is the difference between Broadband, Internet and WiFi?](#)

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 2:** Invest in strengthening Clayton’s institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town’s growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 3:** Commit to upgrading and expanding Clayton’s transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.

OBJECTIVES STATEMENTS

- Ensure universal access to high-speed broadband across all of Clayton, eliminating the digital divide within the community.
- Upgrade broadband infrastructure to support residents’ and businesses’ current and future digital needs.
- Leverage improved broadband access to foster economic development, educational opportunities, and community connectivity.

STRATEGIES

- Partner with internet service providers to expand broadband coverage, particularly in underserved rural areas of Clayton.
- Explore grant opportunities and public-private partnerships to fund expanding and upgrading broadband infrastructure.
- Implement a community-wide broadband assessment to identify areas with inadequate service and prioritize upgrades.
- Develop digital literacy programs in collaboration with local schools and libraries to enhance community members’ ability to utilize broadband effectively.
- Advocate for state and federal policies that support rural broadband initiatives, ensuring Clayton has access to necessary resources and support.



WHAT WE HEARD

Feedback from Clayton's residents and business owners highlights a growing recognition of broadband as a critical utility akin to water or electricity. The pandemic has amplified this sentiment, with community members expressing a need for more reliable and faster internet to support work-from-home arrangements, online schooling, and access to digital services. Residents in areas with limited or slower broadband have voiced concerns about being disadvantaged, particularly in accessing remote work opportunities and digital learning resources.

There is also a growing awareness among stakeholders about the role of broadband in economic development. Businesses emphasize the need for robust internet connectivity to remain competitive and innovative. The community also sees improved broadband access as a factor that could attract new businesses and residents, especially those seeking the quality of life in a small town while needing to stay connected to broader markets and networks. These inputs point towards a consensus that enhancing broadband infrastructure is not just a matter of convenience but a necessity for Clayton's social and economic well-being.



Source: Town of Clayton Indiana Facebook

HISTORIC AND ARCHAEOLOGICAL RESOURCES

Important structures or areas from the community’s past become valuable assets. Preservation tools can help maintain the quality and characteristics of the structure or areas. Governing bodies can identify and document historical, architectural, and culturally significant resources by designating them as historical sites.

CURRENT CONDITIONS

Clayton’s landscape is dotted with structures and sites that echo its rich past, offering a tangible connection to the community’s history and cultural heritage. These historical and archaeological resources range from century-old buildings to remnants of past agricultural practices, each holding stories and significance that contribute to the town’s identity. However, the current approach to preserving these assets is somewhat ad-hoc, with a need for more structured preservation tools and strategies. While some of these resources are recognized and valued by the community, others remain undocumented or underappreciated, risking loss or deterioration over time. The challenge lies in balancing the preservation of these historical assets with the town’s developmental aspirations, ensuring that growth and modernization do not come at the cost of erasing Clayton’s historical legacy.

Preserving these historical and archaeological resources is not just a matter of maintaining old structures but actively integrating these assets into the community’s present and future narrative. This integration can provide educational opportunities, enhance community pride, and contribute to economic development through tourism. However, this requires a strategic approach that includes identifying, documenting, and protecting these resources, alongside raising public awareness about their value. Therefore, the town’s governing bodies face the task of developing and implementing preservation policies that recognize the importance of these resources while accommodating the community’s evolving needs.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 1:** Enhance Clayton's housing market by diversifying residential options and encouraging developments that range from single-family homes to moderate-density living spaces while preserving the town's rural character.
- **Goal 2:** Invest in strengthening Clayton's institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town's growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 4:** Foster community pride by incentivizing local reinvestment and thoughtful redevelopment projects that enhance livability and maintain the town's small-community feel, as well as by promoting beautification, implementing placemaking techniques, and protecting the existing neighborhood character and history.
- **Goal 5:** Focus on revitalizing Clayton's town center to become a vibrant hub of activity, blending historical appeal with modern amenities, to serve as a focal point for community interaction and economic activity.

OBJECTIVES STATEMENTS

- Identify, document, and protect Clayton's historical, architectural, and culturally significant resources to preserve the town's heritage.
- Integrate historic preservation into community planning and development to balance growth and heritage conservation harmoniously.
- Foster community engagement and education regarding the value and significance of Clayton's historical and archaeological resources.

STRATEGIES

- Develop a comprehensive historical resource inventory to catalog and assess the condition of historical and archaeological sites in Clayton.
- Implement preservation ordinances and guidelines that provide clear criteria for the maintenance, restoration, and adaptive reuse of historic structures.
- Establish a local historical society or commission to advocate for preservation, organize educational events, and liaise between the community and governing bodies.
- Collaborate with local schools and educational institutions to incorporate Clayton's history into curricula and community learning programs.
- Promote heritage tourism by developing tours, informational signage, and marketing materials highlighting Clayton's historical and cultural assets.



WHAT WE HEARD

Feedback from Clayton's stakeholders and residents reveals a deep respect for the town's historical and cultural heritage, with a widespread desire to see these assets preserved and celebrated. Community members recognize the value of historic structures and sites for their aesthetic and educational worth and their potential to strengthen community ties and enhance the town's appeal. There is a call for more robust efforts to identify, document, and protect these resources, ensuring they remain integral to Clayton's landscape and story. Residents also expressed interest in seeing these historical elements more prominently featured in community events and educational programs, enhancing public engagement and appreciation.

Additionally, there is an understanding among the community that historic preservation can be a driver of economic development, mainly through heritage tourism. Residents see potential in leveraging historical sites and structures to attract visitors and support local businesses. However, they also emphasize the need for preservation efforts to be sensitive and inclusive, reflecting the diverse aspects of Clayton's history and ensuring that development projects respect the town's heritage.





HAZARD MITIGATION

With increased natural disasters and global pandemics, hazard mitigation and emergency planning are more important than ever. While the level of risk involved in each scenario differs by the community, being prepared and proactive is always better than being reactive. The hazard mitigation section strives to lessen the adverse effects of a disaster through mitigation, preparedness, and recovery planning.

CURRENT CONDITIONS

In Clayton, the current state of hazard mitigation and emergency planning reflects a community relatively insulated from severe natural disasters but not entirely immune to risks. The town's primary hazards relate to its rural setting, including agricultural-related incidents, weather extremes, and the potential for transportation accidents on its roadways. While Clayton is situated in a moderate earthquake liquefaction zone due to the New Madrid Seismic Zone, the overall risk of significant seismic activity remains low. The infrastructure and emergency services in place, including the local police and volunteer fire department, provide a basic framework for emergency response. However, the town lacks a comprehensive, community-wide emergency preparedness plan that addresses potential hazards. This lack of a detailed plan could limit Clayton's ability to respond effectively to unforeseen disasters, whether natural or human-made.

The town's approach to hazard mitigation has traditionally been reactive rather than proactive. Existing emergency response measures are often ad-hoc, and there is a need to develop more systematic preparedness and recovery strategies. The town's rural nature, while a protective factor in some respects, also poses unique challenges regarding emergency access and communication. As Clayton considers future growth, incorporating hazard mitigation into development planning becomes increasingly important to ensure the safety and resilience of existing and future residents.

RELEVANT COMPREHENSIVE PLAN GOALS

- **Goal 2:** Invest in strengthening Clayton’s institutional and administrative structures to ensure fiscal resilience and capacity to effectively manage the town’s growth and service needs, specifically maintaining and enhancing the existing public parks and assets and growing the efficacy of safety resources.
- **Goal 3:** Commit to upgrading and expanding Clayton’s transportation infrastructure to improve safety, efficiency, and connectivity for vehicular and pedestrian travel within and beyond the town.

OBJECTIVES STATEMENTS

- Develop and implement a comprehensive hazard mitigation and emergency preparedness plan that addresses the specific risks faced by Clayton.
- Enhance community awareness, education, and engagement in hazard mitigation and emergency preparedness activities.
- Strengthen collaboration with local and regional emergency services, organizations, and businesses to ensure coordinated and effective response and recovery efforts.

STRATEGIES

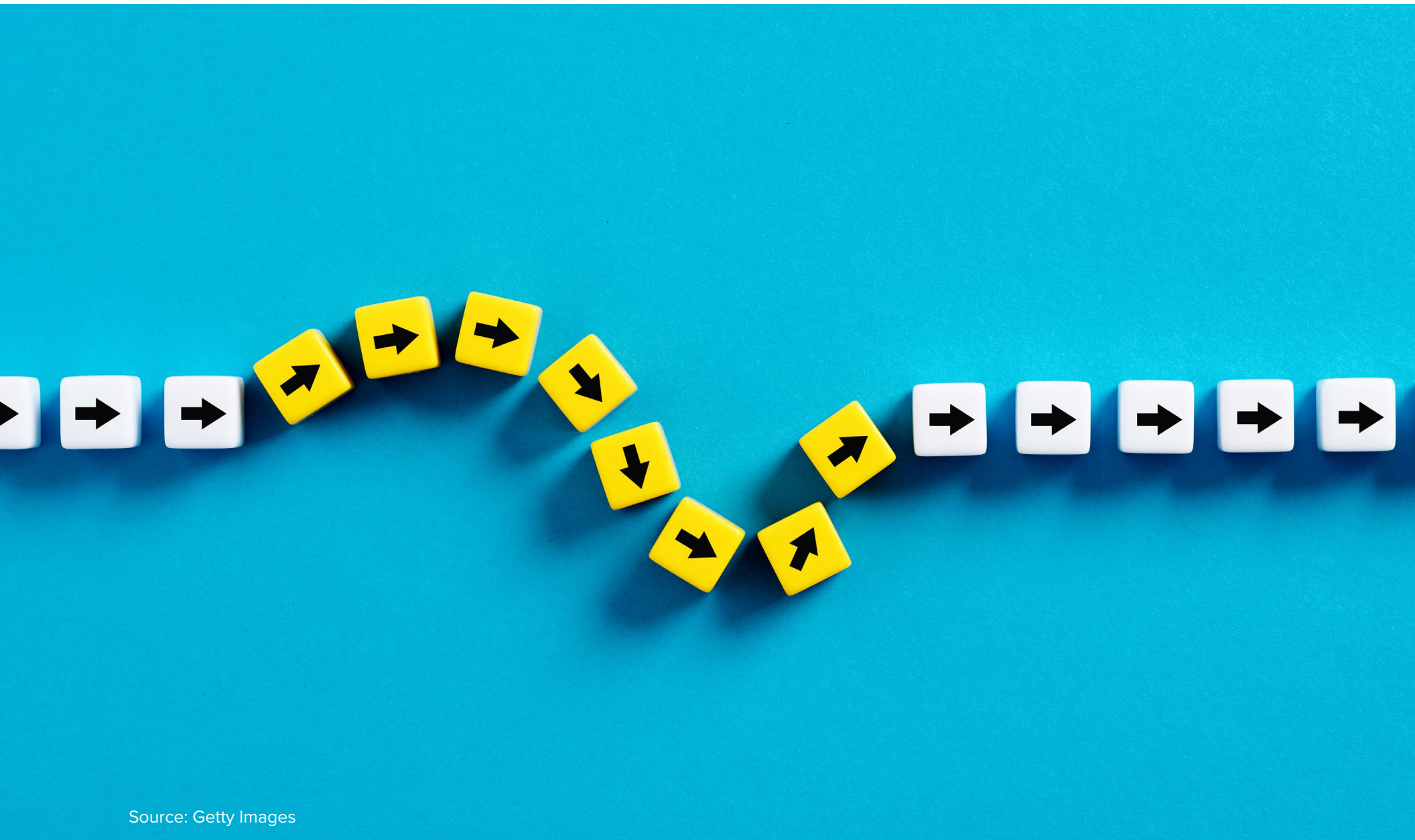
- Conduct a thorough risk assessment to identify and prioritize potential hazards specific to Clayton and develop targeted mitigation strategies for each identified risk.
- Organize regular community workshops, training sessions, and drills to educate residents on emergency preparedness, response procedures, and recovery plans.
- Implement an advanced emergency alert system that utilizes multiple communication channels, including social media, to rapidly disseminate information to the community.
- Develop partnerships with local businesses and organizations to establish emergency resource centers and supply caches strategically located throughout the town.
- Collaborate with regional emergency management agencies to access resources, training, and support and ensure alignment of local plans with broader regional strategies.



WHAT WE HEARD

Feedback from Clayton’s residents and stakeholders highlights a growing awareness of the importance of hazard mitigation and emergency preparedness. The community recognizes that while Clayton has been fortunate to avoid major disasters, increasing unpredictability in weather patterns and other risks necessitates a more robust preparedness approach. There is a consensus that emergency planning should not only focus on immediate response but also on long-term recovery and mitigation to minimize the impact of potential disasters. Residents have expressed a desire for more information and resources on preparing for emergencies, indicating a need for increased public education and awareness.

Moreover, community members have stressed the importance of involving local organizations, businesses, and residents in emergency planning efforts. There is a recognition that a collaborative approach involving various stakeholders can lead to more comprehensive and effective mitigation strategies. The community also values leveraging technology and modern communication methods to enhance emergency alert systems and information dissemination. Overall, the input underscores a community that values safety and proactively seeks to enhance its hazard resilience.



Source: Getty Images

IMPLEMENTATION

CRITICAL PATH STRATEGIES

The goals and objective statements are created to guide the community's vision through recommendations; the strategies are direct guidelines to implement those recommendations. Each critical path strategy has a complete page outlining the work plan. This plan is intended to assist in implementation, related goals, action items, and people or organizations involved, and it provides an estimated timeline and cost for each project.

Each strategy identified should be considered a top priority. Strategies are typically short-term, affordable projects that can create momentum and showcase immediate progress for the community. Some long-term projects require extended timelines, additional budgeting, or increased staff resources.

One strategy might apply to multiple goals or objective statements. Strategies that directly address multiple goals will be identified. Strategies might address the first step to completing a long-term goal as well.

HOW TO USE THE CRITICAL PATH STRATEGIES

The following pages guide the Town of Clayton and community partners in implementing the identified critical path strategies. Each program's dedicated work plan will have an included timeframe of no longer than three years and include an estimated cost.

PUBLIC OUTREACH AND AWARENESS

Some proposed projects and programs will incorporate public outreach and engagement activities in their planning process. To provide transparency to the decision-making and implementation process, responsible parties must keep the public informed of the changes and progress occurring because of the implementation of this plan. All identified critical path strategies will benefit from informing the public of potential changes, anticipated impacts, and benefits and when the community can expect to see those changes implemented. Public outreach will give businesses and residents time to prepare for the changes, become educated about and aware of the changes, and potentially reduce adverse public reactions.

STRATEGY 1

Identify and prioritize infill development sites, focusing on underutilized areas within existing urban boundaries to prevent sprawl.

OVERVIEW

Vacant lots represent opportunities for promoting growth without incurring public service or infrastructure costs; left undeveloped, however, they promote a negative image of the community.

Action Steps

- Establish a project team and designate roles and responsibilities.
- Gather input on community priorities and concerns related to infill development.
- Develop criteria for identifying potential infill development sites, considering factors such as accessibility, infrastructure availability, and community impact.
- Conduct a preliminary evaluation of identified sites to assess their feasibility for infill development.
- Incorporate community input into the prioritization process.
- Work with urban planners, architects, and other relevant experts to create design plans.
- Establish a monitoring and evaluation system to track the progress of infill development projects.

LEAD AGENCY

- Planning Commission

PARTIES TO INVOLVE

- Zoning Commission
- Town Council
- Planning and Management

RELATED GOALS

- Land Use
- Economic Development
- Housing
- Natural Resources
- Broadband Access

TIME FRAME

Short-term to start, long-term to administer.

ESTIMATED COST

Cost: Low (administrative costs only)

STRATEGY 2

Implement zoning adjustments that encourage mixed-use development, blending residential living with commercial spaces on Kentucky Street.

OVERVIEW

The Town of Clayton faces a significant challenge around the decline in economic activity in the heart of the town. Over the years, the once vibrant commercial hub has experienced a reduction in economic vitality, resulting in vacant storefronts and underutilized spaces. There is a pressing need to navigate the complexities of implementing zoning adjustments specifically to encourage mixed-use development on Kentucky Street. The aim is to transform these areas into vibrant commerce and community gathering centers, fostering a renewed and economically thriving community. This initiative seeks to address the current economic downfall and create a sustainable and dynamic urban environment that promotes local business growth and community engagement.

Action Steps

- Define the scope, goals, and objectives of zoning adjustments for mixed-use development.
- Conduct a comprehensive review of existing zoning regulations and land-use policies.
- Conduct a market analysis to understand the demand for mixed-use spaces in the community.
- Include specific guidelines for building design, land use, density, and other relevant factors to maintain the small-town feel.
- Present any zoning proposals to the local planning commission or city council for approval.
- Consider tax incentives, grants, or other financial support mechanisms.

LEAD AGENCY

- Planning Commission

PARTIES TO INVOLVE

- Zoning Commission
- Town Council
- Planning and Management

RELATED GOALS

- Land Use
- Government and Fiscal Capacity
- Public Facilities and Services
- Placemaking
- Economic Development
- Historic and Archaeological Resources

TIME FRAME

Moderate (6-24 months)

ESTIMATED COST

Estimated Cost: Moderate (\$50,000 for market study)

STRATEGY 3

Investigate the feasibility and community interest in transitioning from individual water wells to a centralized water system to improve water quality and management.

OVERVIEW

The Town of Clayton is currently reliant on individual water wells, and there is a need to analyze the feasibility and community interest in transitioning to a centralized water system. The primary focus of this transition is to enhance water quality and management across the entire community. That change requires a comprehensive reassessment of the existing utility infrastructure to accommodate potential increases in demand and to improve overall efficiency. The goal is not only to ensure a more reliable and safe water supply but also to address any limitations in the current system and lay the groundwork for sustainable water management that aligns with the needs of the community.

Action Steps

- Conduct a review of existing water regulations, permits, and environmental standards to identify any legal constraints or requirements.
- Conduct a preliminary feasibility study to assess the technical, environmental, and economic viability of transitioning to a centralized water system.
- Identify potential sites for water infrastructure, estimate costs, and evaluate the impact on water quality.
- Collaborate with water engineers and infrastructure experts to create detailed plans.
- Explore funding options, including government grants, loans, public-private partnerships, or community assessments.
- Work with regulatory authorities to ensure compliance with water quality standards and environmental regulations.

LEAD AGENCY

- Planning Commission

PARTIES TO INVOLVE

- Zoning Commission
- Town Council
- Planning and Management

RELATED GOALS

- Public Facilities and Services
- Economic Development
- Agriculture
- Natural Resources
- Hazard Mitigation

TIME FRAME

Moderate (6-24 months)

ESTIMATED COST

Cost: Moderate (\$50,000 for feasibility study and public outreach)

STRATEGY 4

Implement a Wayfinding Signage Plan to unify existing signs and direct residents and visitors to businesses.

OVERVIEW

The Town of Clayton is addressing the need for enhanced placemaking initiatives to develop its community. The opportunity lies in expanding upon existing efforts by incorporating more cohesive design elements, establishing a distinct town branding, and creating a network of spaces that are not only functional but also culturally and socially vibrant. To achieve this, the town should implement a Wayfinding Signage Plan to unify existing signs and provide clear direction for residents and visitors to local businesses. This strategic approach improves the town's navigation and contributes to fostering a more accessible and vibrant community. By combining thoughtful design, branding, and improved wayfinding, Clayton could create a sense of place that reflects the town's unique character and encourages community engagement.

Action Steps

- Engage local businesses, community organizations, and residents to gather input on wayfinding needs and preferences.
- Develop consistent and visually appealing wayfinding design guidelines that reflect the Town's branding and are easy to understand.
- Determine the locations for wayfinding signage, considering visibility, traffic patterns, accessibility, and future development focus areas.
- Collaborate with professional designers and sign manufacturers to create high-quality, durable signage that meets established design guidelines.
- Obtain any necessary permits to install wayfinding signage.
- Explore partnerships with local businesses to secure funding for the signage plan.
- Seek grant opportunities or sponsorships to support the signage's development, installation, and maintenance.

LEAD AGENCY

- Planning Commission

PARTIES TO INVOLVE

- Zoning Commission
- Town Council
- Planning and Management

RELATED GOALS

- Public Facilities and Services
- Placemaking
- Economic Development

TIME FRAME

Moderate (18-24 months)

ESTIMATED COST

Estimated Cost: Moderate (\$25,000 for graphic elements)

STRATEGY 5

Develop a marketing campaign that showcases Clayton’s quality of life, available workforce, and readiness for economic growth to prospective industries.

OVERVIEW

The Town of Clayton is currently focused on improving its quality of life as a strategic asset for economic development. Residents stated that there is a need to proactively market these qualities to potential industries and the growing workforce. The Town could develop and execute a targeted marketing campaign to address this. This initiative aims to effectively showcase Clayton’s high quality of life, the availability of a skilled workforce, and the town’s readiness for economic growth. The goal is to attract investment, invite new industries to the area, and foster overall economic development by highlighting the unique features that make Clayton an ideal place for businesses and residents.

Action Steps

- Conduct a thorough analysis of demographic data, economic indicators, and quality of life metrics in Clayton.
- Research and analyze marketing strategies of similar towns or cities.
- Consider sectors that align with Clayton’s strengths and economic development goals.
- Develop a cohesive and compelling brand identity for Clayton that reflects its quality of life, available workforce, and readiness for economic growth.
- Optimize the town’s website and social media platforms to serve as central hubs for the marketing campaign.

LEAD AGENCY

- Planning Commission

PARTIES TO INVOLVE

- Zoning Commission
- Town Council
- Planning and Management

RELATED GOALS

- Public Facilities and Services
- Placemaking
- Economic Development

TIME FRAME

Short (6-12 months)

ESTIMATED COST

Cost: Moderate (\$15,000 for marketing plan)

STRATEGY 6

Implement zoning adjustments and incentivize developers to create mixed-use, affordable housing projects with green spaces and community amenities.

OVERVIEW

The Town of Clayton currently lacks diverse housing options, which could affect the community's ability to attract new residents and provide for a range of housing needs. To address this issue, the town should consider implementing zoning adjustments and creating incentives for developers. The aim is to encourage the development of mixed-use projects that incorporate affordable housing options while also incorporating green spaces and community amenities. By taking this strategic approach, Clayton could expand the range of housing choices available to residents and enhance the overall livability of the community, fostering a more inclusive and diverse environment that accommodates varying needs and preferences.

Action Steps

- Perform a housing demand study.
- Conduct an audit of zoning, building regulation, and incentive policies to understand known barriers.
- Evaluate available avenues of remedy to expand missing middle housing inventory based on projected demand from the housing demand study. Consider known barriers and local political support for each avenue. See below for a few options to consider in that evaluation.
- Accessory dwelling units to owner-occupied detached dwelling units
- Employer-subsidized housing
- Microunits
- Enact the changes through the appropriate public processes, regulations, and incentives to support the desired housing outcomes.

LEAD AGENCY

- Planning Commission

PARTIES TO INVOLVE

- Zoning Commission
- Town Council
- Planning and Management

RELATED GOALS

- Land Use
- Government and Fiscal Capacity
- Public Facilities and Services
- Economic Development
- Housing

TIME FRAME

Long-term (24 to 48 months)

ESTIMATED COST

Estimated Cost: Moderate-high (\$75,000 for housing demand study and outreach to employers)

STRATEGY 7

Develop and implement a comprehensive sidewalk and trail expansion plan that connects residential areas with key destinations, promoting walkability and cycling.

OVERVIEW

The Town of Clayton is currently facing a transportation challenge, particularly concerning its road infrastructure, which is predominantly rural, with two lanes to cater to local traffic needs. However, the lack of diversity in transportation options has become an issue for residents, particularly with limited infrastructure for pedestrians and cyclists. The town could develop and implement a comprehensive sidewalk and trail expansion plan to address this issue. This strategic initiative could enhance walkability and cycling connectivity for residents, promoting a healthier and more sustainable community. By expanding pedestrian and cycling infrastructure, Clayton will address current limitations in transportation options and contribute to creating a more inclusive and active living environment for its residents.

Action Steps

- Engage with key stakeholders, including residents, local businesses, schools, and relevant community organizations.
- Gather input on preferred walking and cycling routes and destinations that should be connected.
- Conduct a comprehensive analysis of current pedestrian and cycling infrastructure, including sidewalks and trails.
- Identify gaps, areas of high pedestrian traffic, and potential connections to key destinations.
- Conduct a detailed inventory of existing sidewalks and trails, noting their condition and usage.
- Develop a conceptual design for the expanded sidewalk and trail network. (Consider factors such as safety, accessibility, aesthetics, and integration with existing infrastructure).
- Develop a preliminary budget estimate for implementing the sidewalk and trail expansion plan. (Consider costs for design, construction, landscaping, and ongoing maintenance).
- Develop a funding strategy that may include a combination of grants, public-private partnerships, and local funding sources.

LEAD AGENCY

- Planning Commission

PARTIES TO INVOLVE

- Zoning Commission
- Town Council
- Planning and Management

RELATED GOALS

- Public Facilities and Services
- Placemaking
- Economic Development
- Transportation
- Parks and Recreation

TIME FRAME

Moderate (18-24 months)

ESTIMATED COST

Estimated Cost: Moderate (\$50,000; grants available through Indiana Department of Health)

STRATEGY 8

Develop a comprehensive parks master plan that identifies opportunities for new parks, expansion of existing parks, and introduction of diverse recreational amenities.

OVERVIEW

The Town of Clayton's unique surroundings provide a chance to integrate natural landscapes into park designs, offering spaces that serve recreational purposes and contribute to environmental conservation. To capitalize on this potential, the town could implement a park master plan. This strategic initiative could enhance recreational opportunities for residents while simultaneously promoting physical and mental well-being through community wellness programs. By incorporating nature into park designs, Clayton could create a harmonious balance between recreational spaces and environmental preservation, fostering a healthier and more connected community in the process.

Action Steps

- Conduct a comprehensive analysis of Clayton's existing parks and recreational amenities.
- Identify areas with high demand for recreational spaces and assess the potential for new parks or expansions.
- Host public meetings or workshops to gather input on park amenities and potential wellness programs.
- Ensure compliance with accessibility standards and environmental regulations.
- Conduct a detailed inventory and assessment of existing parks, including their condition, usage patterns, and opportunities for improvement.
- Gain feedback from park users and residents by creating online surveys or attending public events.
- Develop a preliminary budget estimate for implementing the park's master plan and wellness programs.
- Explore funding options, including government grants, private donations, and partnerships.

LEAD AGENCY

- Parks Board (to be created)

PARTIES TO INVOLVE

- Zoning Commission
- Town Council
- Planning and Management

RELATED GOALS

- Land Use
- Public Facilities and Services
- Placemaking
- Economic Development
- Natural Resources
- Parks and Recreation

TIME FRAME

Long term (36-48 months; depends upon creation of parks board)

ESTIMATED COST

Estimated Cost: Moderate (\$40,000)

APPENDIX A

EXISTING CONDITIONS REPORT

TOWN OF CLAYTON

EXISTING CONDITIONS REPORT





TABLE OF CONTENTS

OVERVIEW AND SUMMARY	151
DEMOGRAPHICS	171
HOUSING	175
EXISTING LAND USE AND DEVELOPMENT	183
ZONING AND POLICY	187
TRANSPORTATION AND MOVEMENT	193
UTILITIES	199
EMERGENCY SERVICES.....	201
LOCAL FACILITIES.....	202
ENVIRONMENTAL FEATURES	204
APPENDIX B / REFERENCES.....	207





OVERVIEW AND SUMMARY

This Existing Conditions Report (ECR) is a crucial foundation for developing a comprehensive plan for the Town of Clayton, Indiana. The comprehensive plan aims to guide future community growth, development, and improvement initiatives, considering various aspects such as land use, transportation, infrastructure, and quality of life. By thoroughly examining Clayton's regional context and demographic characteristics, this report provides valuable insights and data-driven findings that will inform the comprehensive planning process.



The findings within this report paint a picture of the town as a rural community undergoing a suburbanizing transformation. The population growth, changing demographics, educational profile, and income trends indicate that Clayton is increasingly acquiring characteristics typically associated with suburban areas, as follows:

- While the town experienced a slight population decrease from 2010 to 2020, the projected increase in population by 2027 suggests a shift toward suburbanization. Combining Clayton with other Hendricks County communities, it becomes evident that the area is experiencing population growth, indicating a suburbanizing trend.
- The increase in diversity and the proportion of non-white residents in Clayton and Hendricks County reflects the changing demographics associated with suburbanization. Suburban areas often attract a more diverse population than rural ones, including individuals from various racial and ethnic backgrounds. This increased diversity contributes to the evolving character of the community as it transitions from its rural roots.
- The educational attainment pattern in Clayton, characterized by a higher proportion of residents with a high school degree or some college education, aligns with the perception of suburban communities. Suburban areas often have a mix of educational levels, with a significant portion of the population having completed some college or obtained a high school degree. This finding suggests that the town aligns with the educational profile typically associated with suburbanizing communities.
- The projected increase in median household income aligns with the suburbanization process, where residents often have higher income levels than rural areas. This economic trend can be associated with the influx of residents seeking suburban amenities and job opportunities.

KEY TRENDS

Implications and trends observed from the report include:

Economic Development: With a growing population and potential suburbanization, Clayton may attract businesses and economic opportunities. Capitalizing on this momentum, the community can develop strategies to encourage entrepreneurship, attract industries aligned with local strengths, and enhance job prospects for residents.

Infrastructure Planning: Understanding demographic trends and population growth projections allows for proactive infrastructure planning. That includes investments in transportation systems, utilities, healthcare facilities, schools, and recreational amenities to support the needs of a changing and expanding community. Maintaining and expanding infrastructure and public services can be challenging as population and demands increase. Ensuring that transportation networks, utilities, and community services keep pace with growth requires careful planning, collaboration with relevant agencies, and sufficient funding.

Aging Population: Clayton's higher median age than other communities presents challenges related to healthcare services, senior care, and social support systems. The comprehensive plan should address the needs of an aging population by ensuring accessible healthcare facilities, housing options suitable for seniors, and programs promoting an active and fulfilling lifestyle for older residents.

Housing and Affordability: As the town experiences population growth, ensuring an adequate supply of housing options and addressing affordability challenges becomes essential. Balancing the demand for housing with preserving the community's character and affordability can be a challenge that requires thoughtful planning and implementation of housing policies.

REGIONAL CONTEXT

Clayton is a community in Liberty Township, Hendricks County, Indiana, along State Route 39. Plainfield is about a ten-minute drive east of Clayton, and Danville is about a ten-minute drive north. Direct access to Clayton is through State Road 39, which enters on the north side of town, turns, jogs southeast, connects to Highway 40, and onward to I-70.

Clayton is a town, which means it does not meet the minimum requirements of the Indiana Code to be considered a city, and the government functions differ from that of a city. IC 36-4 designates towns as any municipality with fewer than 35,000 people. A city has a city council and a mayor. In contrast, a town has a town council, which acts as the local government's legislative and executive branches.

Figure 1: Regional context. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA.

COMPARISON CONTEXT

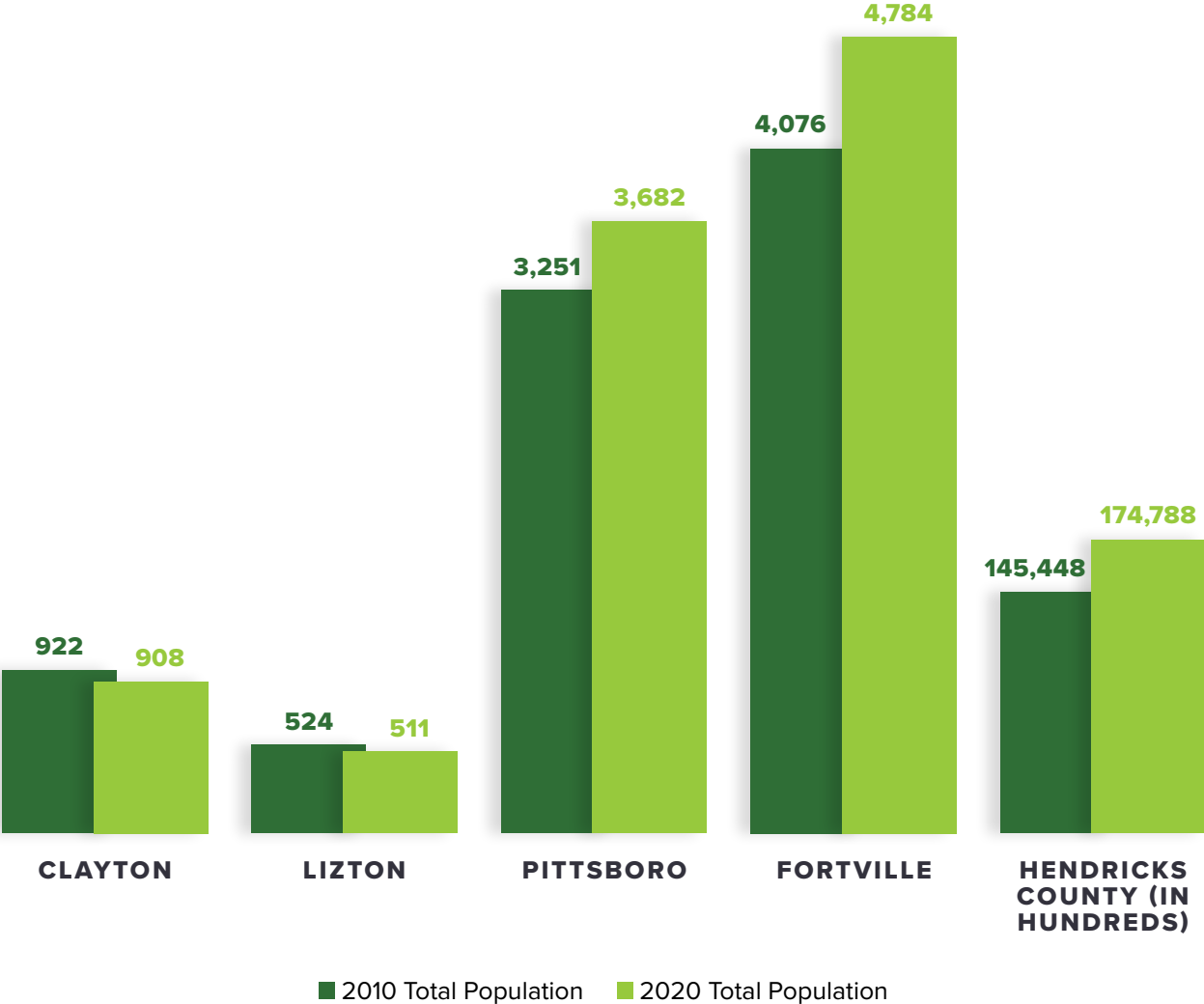
This report also reviewed demographic data for “comparison communities.” Comparison communities are those similar in population size to Clayton or have similar characteristics, such as proximity to major cities, adjacent or through transportation, etc. The communities reviewed were Lizton, Pittsboro, and Fortville, all in Indiana. In addition, the State of Indiana and Hendricks County were reviewed to examine potential similarities and differences between these cities and towns of similar size.

The purpose of including comparison communities in the existing conditions report is to provide a reference point for understanding Clayton’s characteristics, trends, and performance with similar communities. Valuable insights can be gained by comparing the town to other communities that share certain similarities, such as population size or geographic proximity. Some key purposes for including these communities are listed as follows:

- Comparison communities serve as benchmarks against which Clayton can evaluate its performance and progress. By comparing various demographic, economic, and social indicators, the town can identify areas where it excels or falls behind similar communities. That benchmarking process can inform decision-making and help set realistic goals for improvement.
- Later in the planning process, when strategies are developed, comparison communities can provide a helpful context on the relative success (or lack thereof) of activities, programs, and projects. Examining the outcomes of these actions can save time and resources for Clayton.
- Similarly, understanding the challenges faced by similar communities can guide decision-makers in formulating policies and interventions to mitigate or avoid similar problems.
- Finally, comparison communities help place the town’s conditions and trends within a broader regional context.



Figure 2: Total population. Source: US Census.

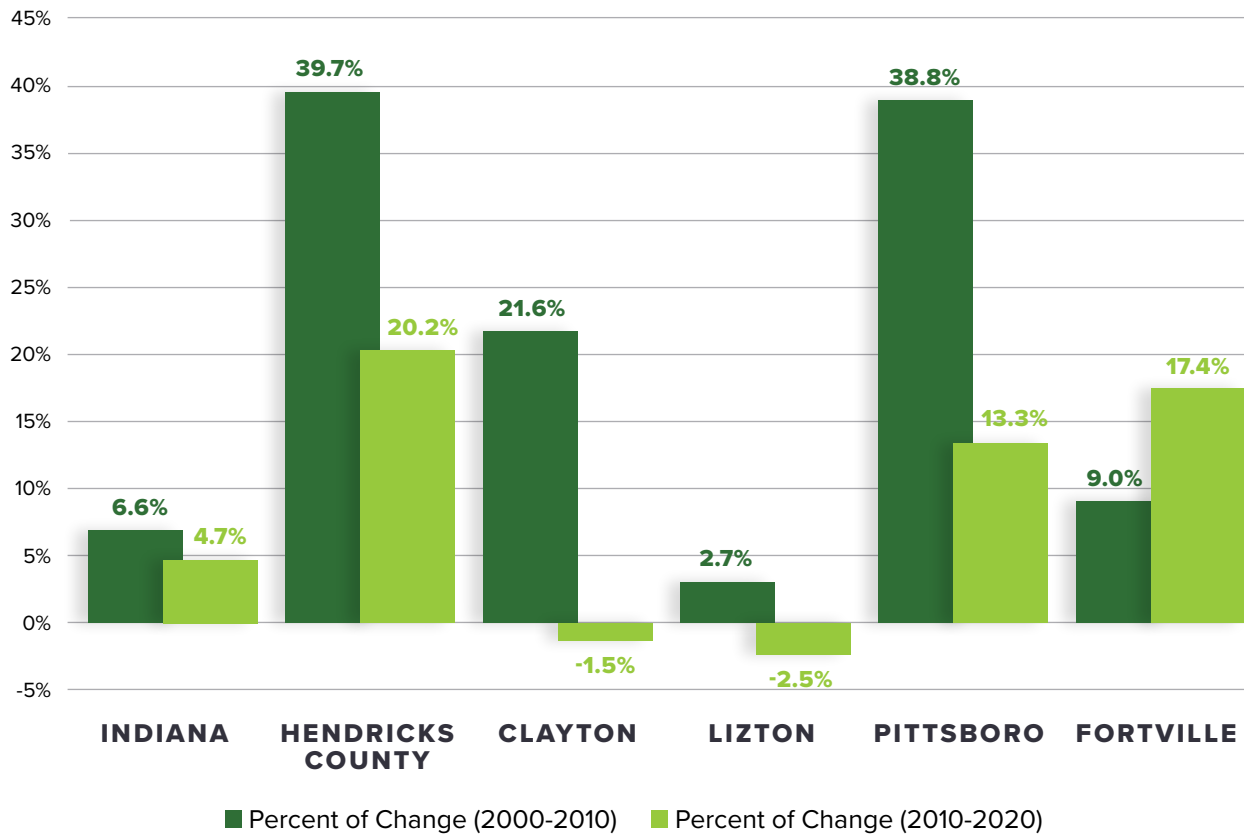


HISTORICAL CHANGE AND PROJECTED GROWTH

From 2010 to 2020, only Clayton and Lizton decreased in population, with Lizton decreasing by 2.5 percent. Clayton saw a 1.5 percent decrease in population from 2010 to 2020 but saw a 21.6 percent increase in population the decade prior. Hendricks County increased by 20.2 percent from 2010 to 2020.

While Hendricks County is experiencing significant growth, Clayton is seeing a net decrease in population. The county's continued growth could mean that the town's population may begin to increase again.

Figure 3: Population percentage change. Source: US Census.



MEDIAN AGE

The median age of Clayton residents in 2020 was 41.6, older than the other communities in the comparison cohort.

Figure 4: T2010 and 2020 Median age. Source: US Census.

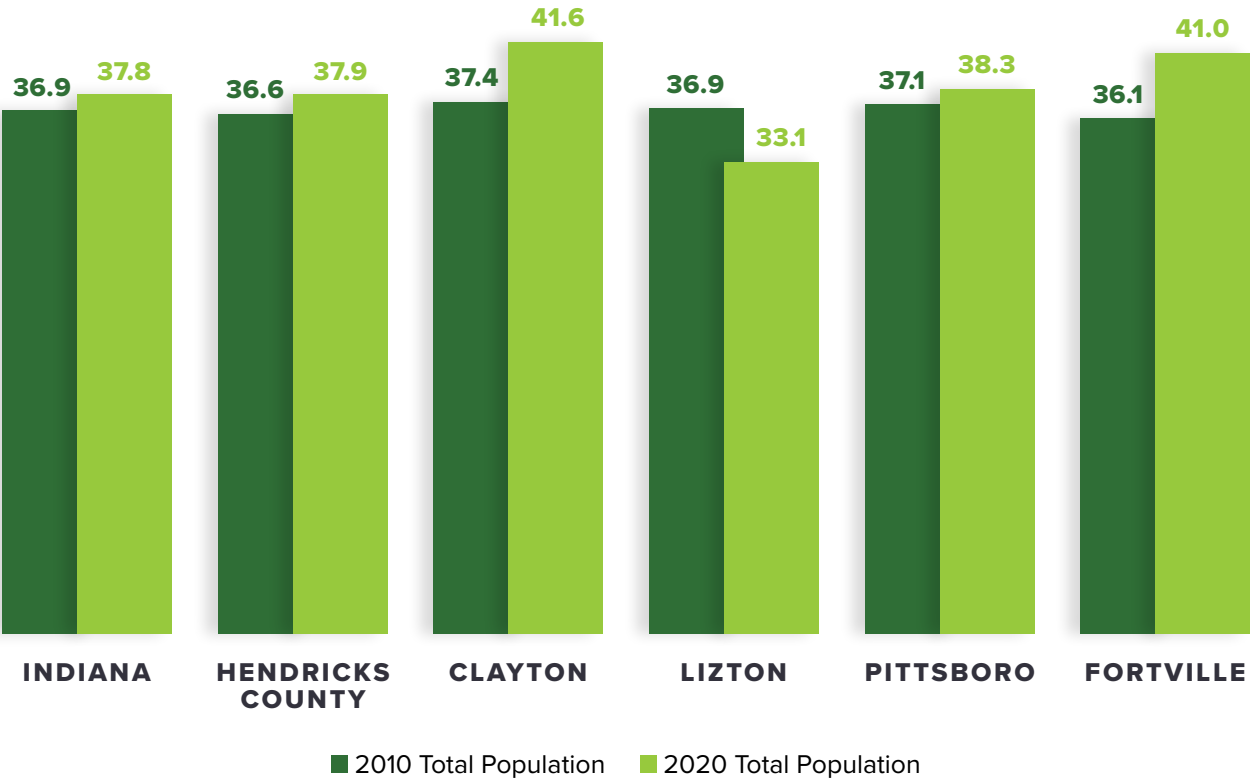
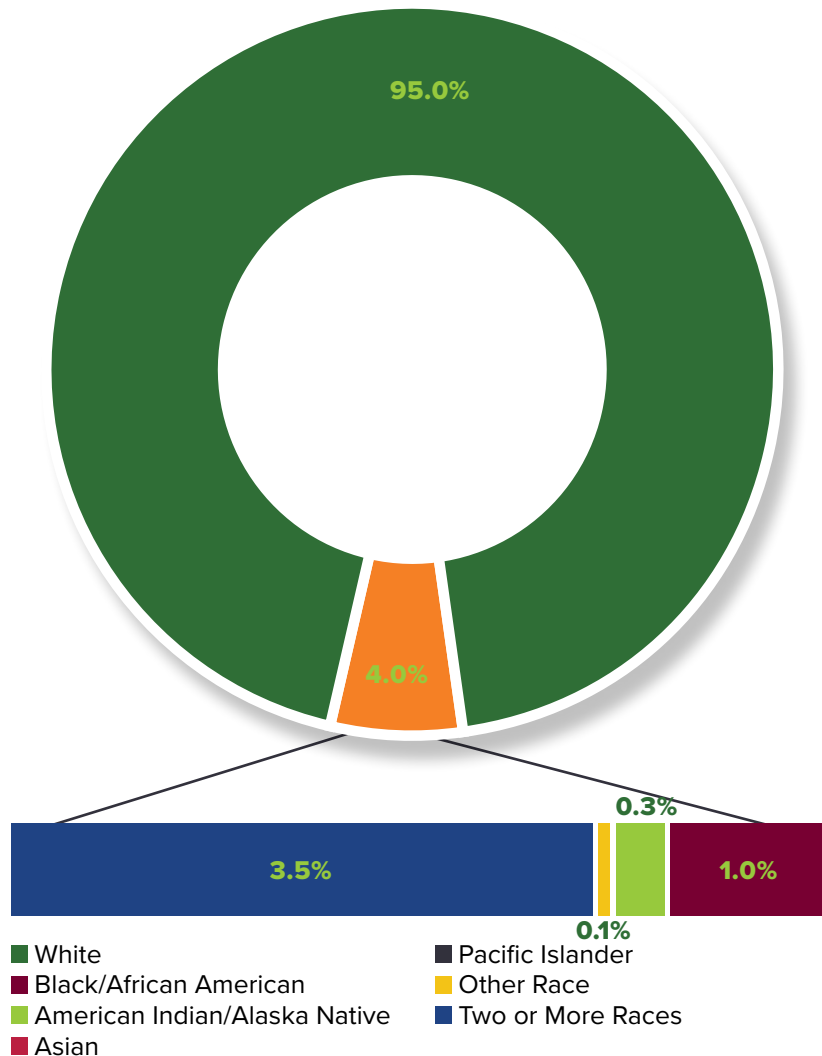


Figure 5: 2020 Race and ethnicity comparisons. Source: US Census.



RACE AND ETHNICITY

Clayton’s race and ethnicity demographics remained relatively the same between 2010 and 2020. A slight decrease in white residents occurred within Clayton, from 98.8 percent in 2010 to 95 percent in 2020. Hendricks County also experienced a decrease in White residents to a greater degree. In 2010, 90.1 percent of Hendricks County residents were white; in 2020, 80.7 percent were White.

For both communities, the loss of the Caucasian population allowed for greater diversity; the population of Black, Native, Asian, other races, or those of two or more races increased. Overall, all communities increased in diversity from 2010 to 2020.

The Hispanic population in Clayton was 1.2 percent in 2010, which increased in 2020 to 1.8 percent. To a lesser degree, that followed a similar pattern as Hendricks County. Hendricks County had a Hispanic population of 1.3 percent in 2010, which increased to 4.6 percent in 2020. The Hispanic population in all Hendricks’ communities, except for Lizton, increased from 2010 to 2020.

The Diversity Index measures a geographic area’s racial and ethnic diversity as a factor from 0 (lowest diversity factor) to 100 (highest diversity factor). Clayton’s diversity index was 12.7 in 2020, an increase from the 4.7 it had in 2010. All the communities within the comparison cohort increased by about 10 points from 2010 to 2020.

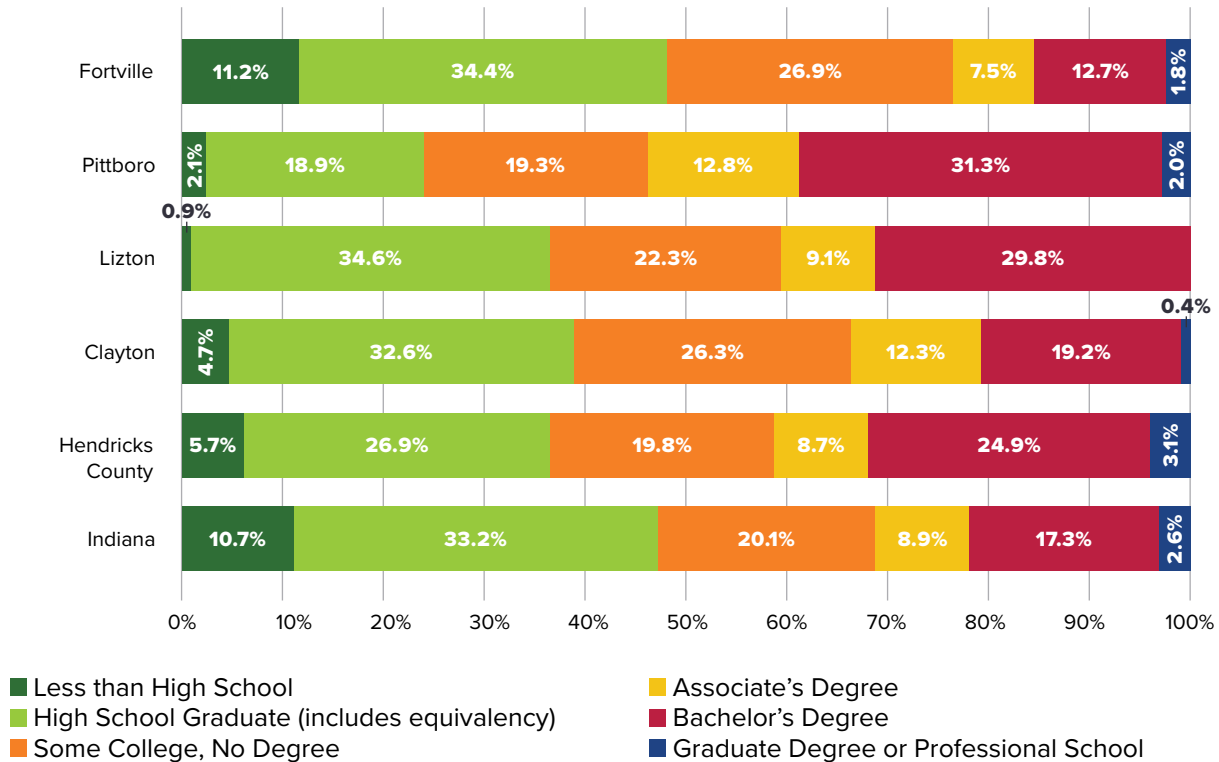
* [US Census Bureau](https://www.census.gov)

EDUCATION

The highest level of education for most Clayton residents was a high school degree (or a GED equivalency) at 32.6 percent. Another 26.3 percent attended some college but did not obtain a degree. At the same time, 12.3 received an associate’s degree, and 19.2 received a bachelor’s degree.

This level of education follows a similar trend for the State of Indiana, Hendricks County, and all communities in the comparison cohort except for Pittsboro. The majority of Pittsboro’s population, 31.3 percent, received a bachelor’s degree, 19.3 percent attended some college but did not obtain a degree, and 18.9 percent received a high school or equivalent degree.

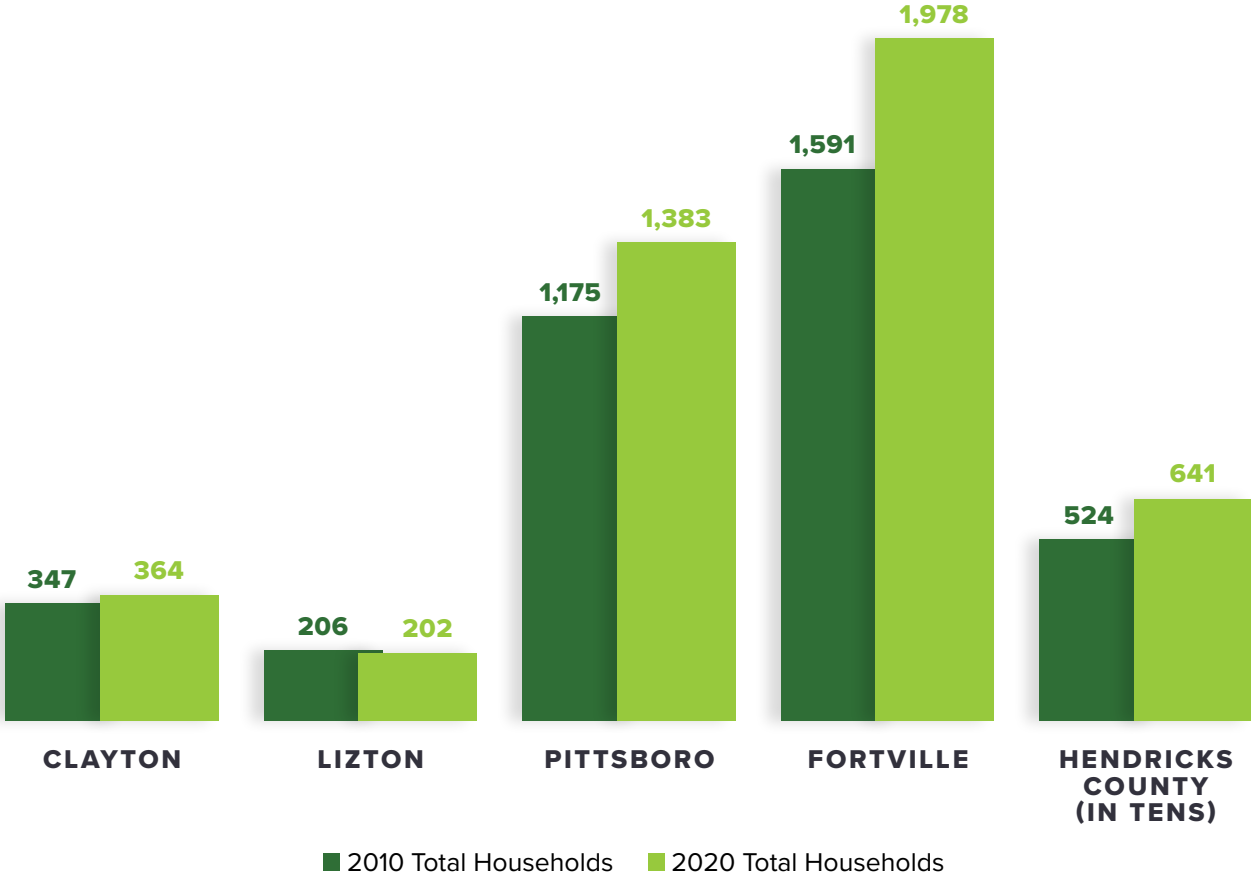
Figure 6: 2020 Highest level of education. Source: US Census.



HOUSEHOLDS

The Town of Clayton reached 364 households in 2020, a 4.9 percent increase from 347 houses in 2010. While following a similar trend as Hendricks County, Clayton is not expected to increase at the same rate. Hendricks County had 52,368 households in 2010, which increased by 22.4 percent to 64,109 in 2020. Only Lizton experienced a decrease in households from 2010 to 2020 of 1.9 percent.

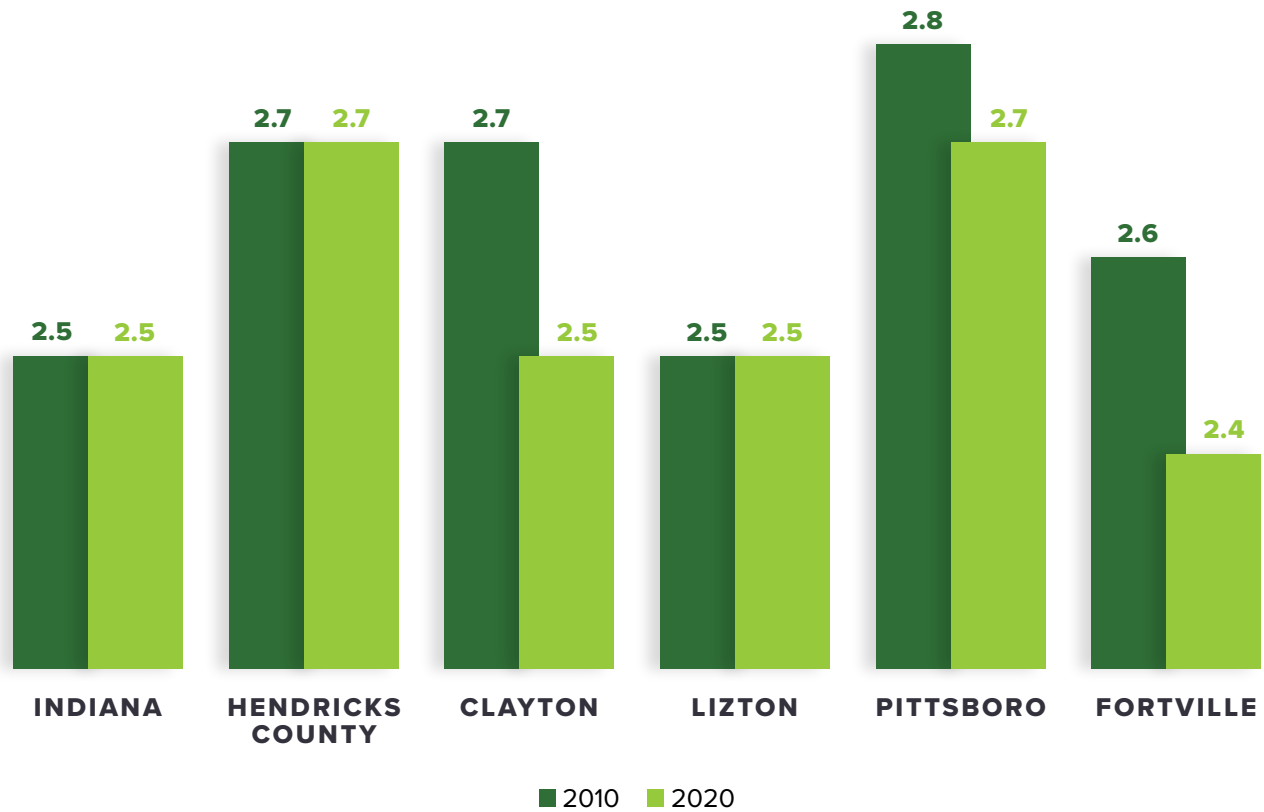
Figure 7: Total number of households. Source: US Census.



AVERAGE HOUSEHOLD SIZE

Household size represents the average number of people living per household. Clayton's household size decreased from 2010 to 2020, from 2.66 to 2.49; this is the largest single drop among other communities in the comparison cohort. Fortville experienced a decrease in household size from 2.56 in 2010 to 2.43 in 2020. All other communities remained the same from 2010 to 2020.

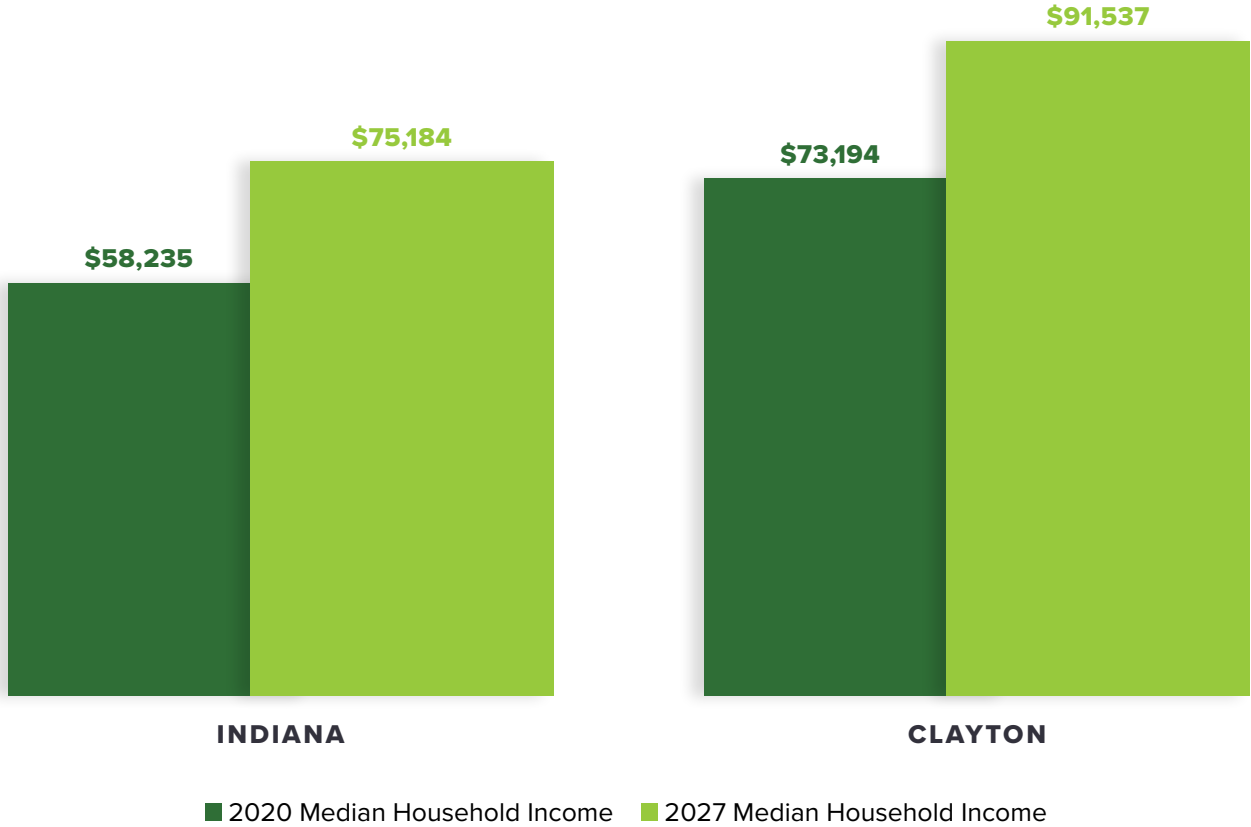
Figure 8: Average household size. Source: US Census.



MEDIAN HOUSEHOLD INCOME

In 2020, Clayton’s median household income was \$73,194 and Indiana’s median household income was \$58,235. Household income for the state and Clayton are expected to rise in the coming years, with Clayton continuing to have a higher median household income than Indiana.

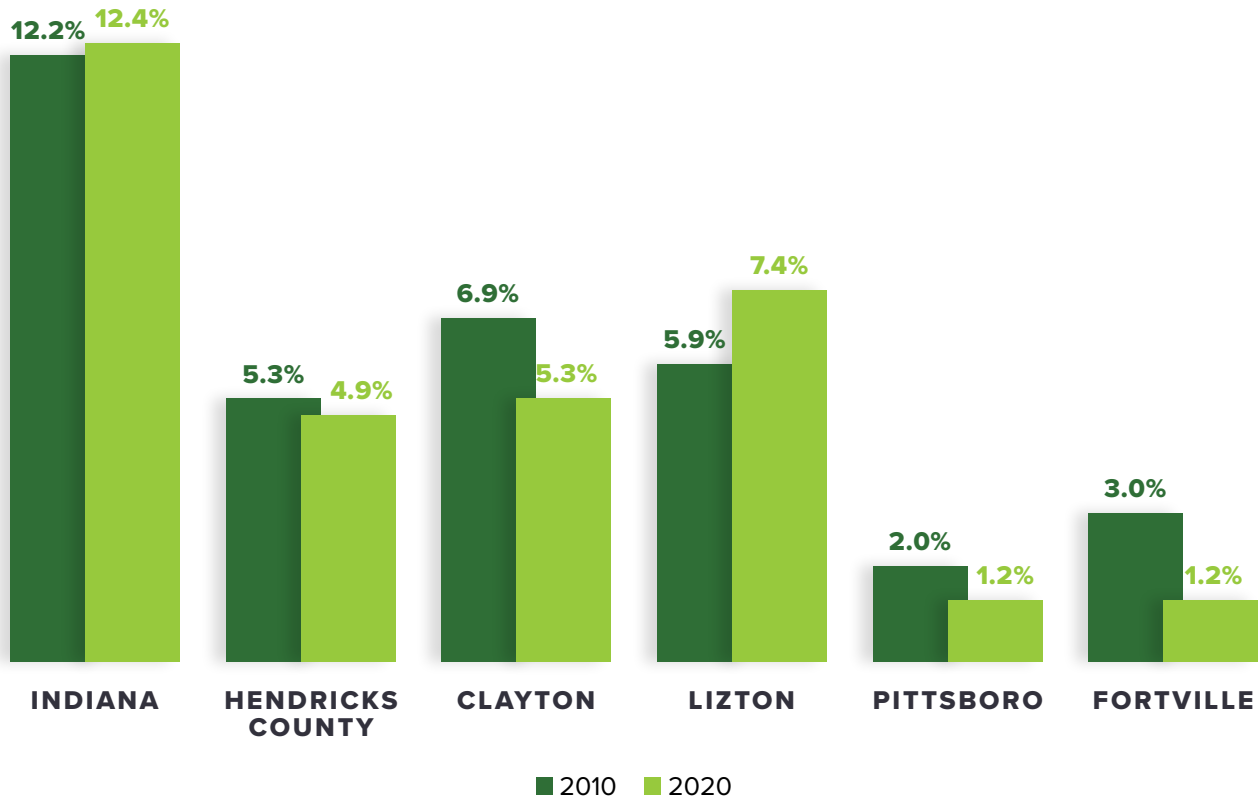
Figure 9: 2020 Median household income. Source: US Census.



POVERTY

In 2020, the poverty rate in Clayton was 5.3 percent, which fell in the middle of the communities in the comparison cohort. The poverty rate is defined as the number of people whose income falls below the poverty line; the poverty line is half the median household income of the total population.* Indiana had the highest poverty rate of 12.4 percent, followed by Lizton with 7.4 percent. In comparison, Pittsboro and Fortville had the lowest poverty rate of 1.2 percent. Hendricks County had a poverty rate of 4.9 percent.

Figure 10: 2020 Poverty rates. Source: US Census.



* [OECD: Poverty Rate](#)

EMPLOYMENT

Employment examines the total number of employees, what type of businesses those employees work in, and the total sales, in dollars, those businesses are making. That data is studied using the North American Industry Classification System (NAICS)^{*} categories by geography.[†] The tool used to gather information is the Census OnTheMap tool.[‡]

JOBS

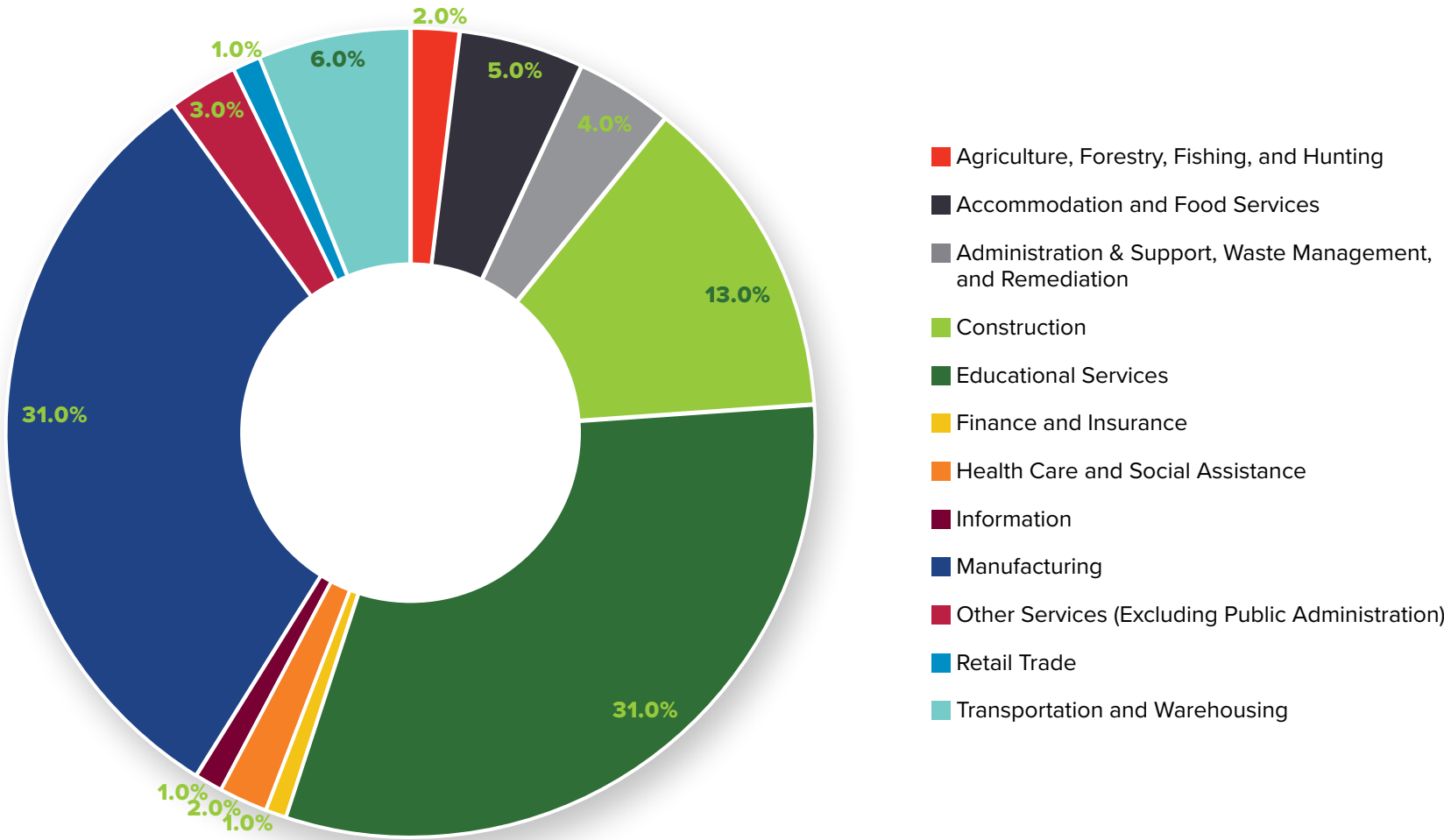
In 2020, the town had 141 jobs, most of which were in the manufacturing and educational services sectors. No employees were in the mining, quarrying, and oil and gas extraction; utilities; wholesale trade; real estate and rental and leasing; professional; scientific and technical services; management of companies and enterprises; arts; education; recreation; or public administration industries.

* [US Census: NAICS](#)

† [ESRI Demographics](#)

‡ [US Census: OnTheMap](#)

Figure 11: 2020 Jobs by NAICS industry sector. Source: US Census, US BLS.

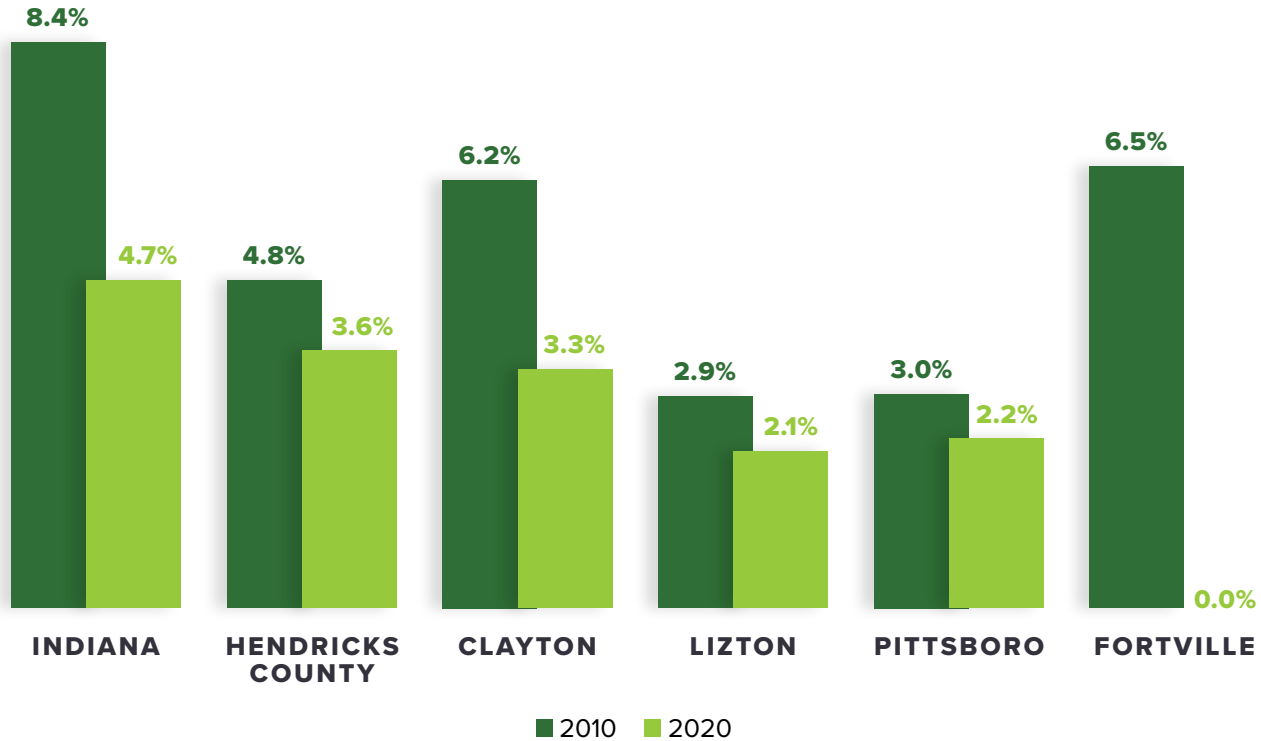


UNEMPLOYMENT

Unemployment in Clayton was measured at 3.3 percent in 2020, which fell in the middle of all communities in the comparison cohort. The unemployment rate of a community is the number of people in the civilian labor force who can or want to work but are not currently working. The State of Indiana had the highest unemployment rate in 2020 at 4.7 percent, while Fortville had no unemployed persons in 2020.

From 2010 to 2020, Clayton's unemployment rate changed by nearly 50 percent. Clayton's unemployment decreased by 47.1 percent from 6.2 percent in 2010 to 3.3 percent in 2020. The change in unemployment followed a similar trend as the State of Indiana, which decreased 44 percent from 8.4 percent in 2010 to 4.7 percent in 2020.

Figure 12: Unemployment rate. Source: US Census, US BLS, ESRI.

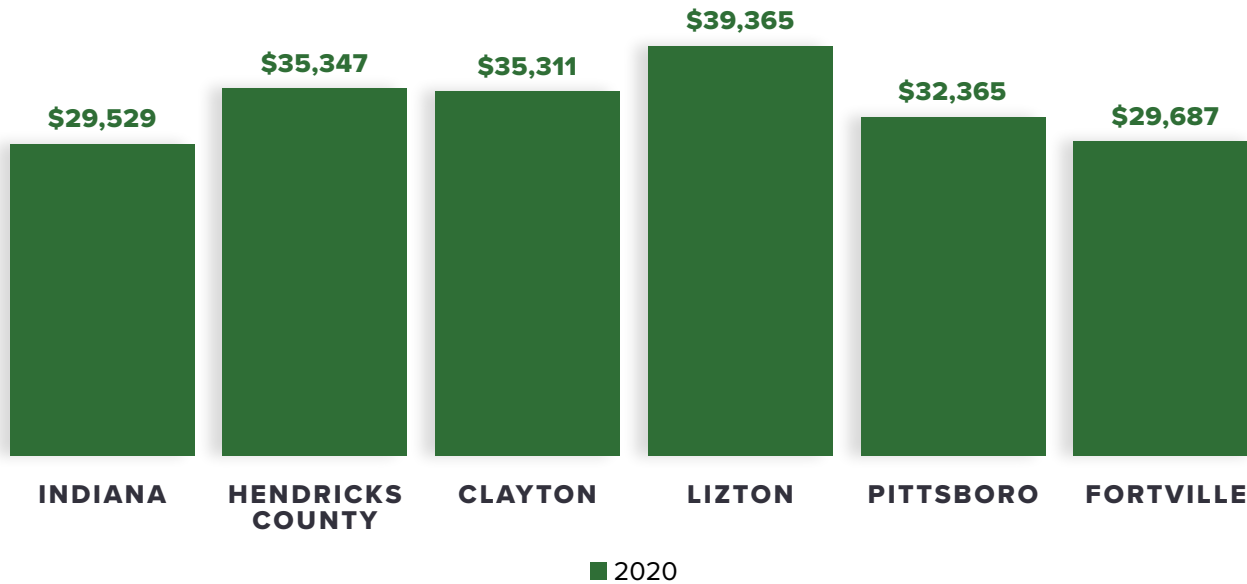


AGGREGATE EARNINGS

Aggregate earnings reflect the total income earned by all people, businesses, and governments in a geographical region.^{*} In 2020, Clayton had \$32,062,200 in aggregate household income. Clayton's aggregate income is expected to increase by 24.0 percent in 2027 to a new total of \$39,909,448. All communities in the comparison cohort are expected to increase in total earnings from 2020 to 2027, with projections for Indiana at a 41.0 percent increase, for Hendricks County at a 51.0 percent increase, for Lizton at a 5.0 percent increase, for Pittsboro at a 75.0 percent increase, for Fortville at a 27.0 percent increase, and Coatesville a 69.0 percent increase.

The per capita income provides a detailed look into income when compared to other communities. Per capita income is the mean income computed for every person in a particular group, including those living in group quarters. Per capita income is calculated by dividing the aggregate income of a particular group by the total population in that group.[†] Income gathered by the census is pre-tax or other deductions.[‡] The per capita income for Clayton was \$35,311 in 2020, which is similar, if not marginally higher, than many of the communities in the comparison cohort. Looking ahead to 2027, Clayton is expected to have a 23.0 percent increase in per capita income to \$43,380.

Figure 13: Per capita income. Source: US Census, US BLS, ESRI.



* [Aggregate Income](#)

† [US Census: Per Capita Income](#)

‡ [US Census: About Income](#)

COMMUTER BEHAVIOR

Commuter behavior describes the number of persons traveling into, out of, or staying within the town to go from home to work.* To gather this data, we use the Census OnTheMap Service. The service is a mapping and reporting tool that shows the relationship between where workers live and work. At this report's writing, 2020 data was the most recent year available.

In 2020, Clayton had 419 employed people living within town limits. Of those 419 people, 416/99.3 percent worked outside town limits. 141 people work within the town limits, also known as the daytime population. Of those 141 people, 138/97.9 percent live outside town limits. That means that there are only three people who both live and work within the town limits.

The majority of employees traveling from Clayton to work traveled east or northeast. As seen in Figure 15, many travel to Danville, Avon, or Indianapolis for work.

* [On The Map](#)

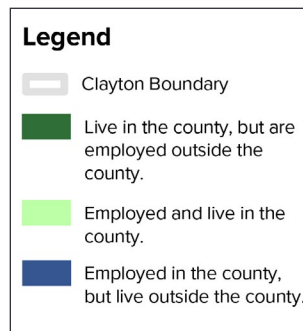


Figure 14: Inflow and outflow of workers in Clayton. Source: US Census, US BLS, OnTheMap.

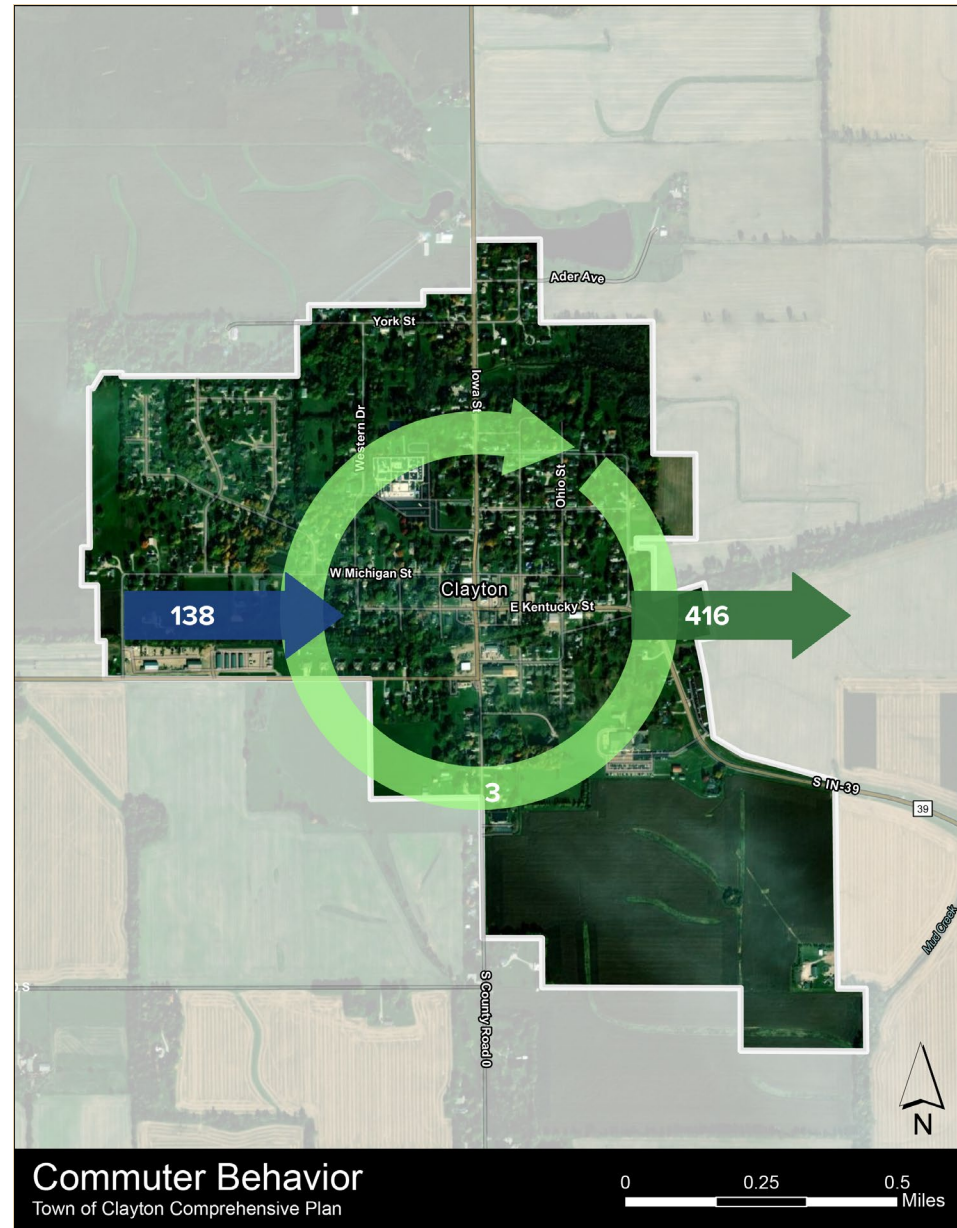
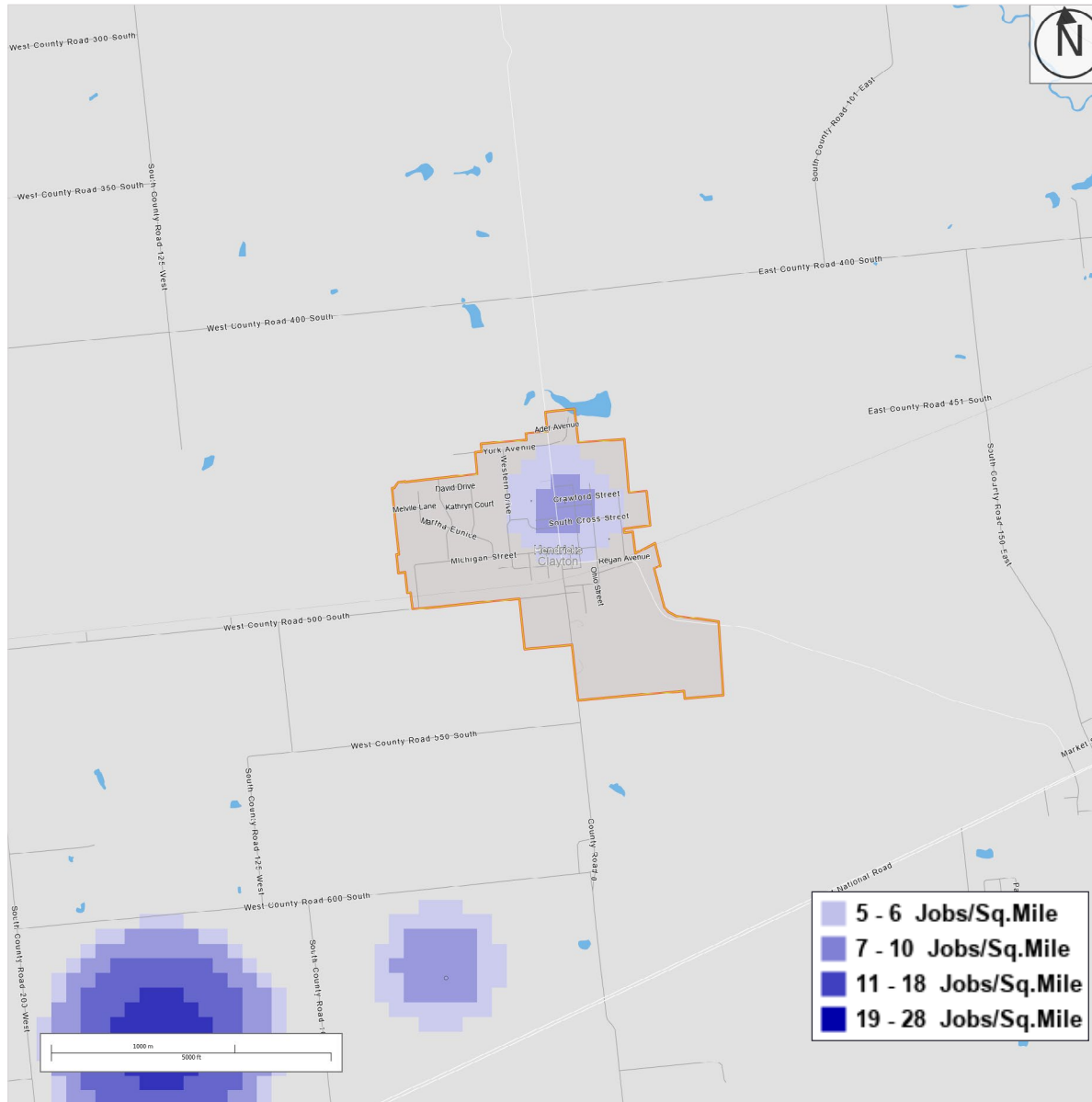
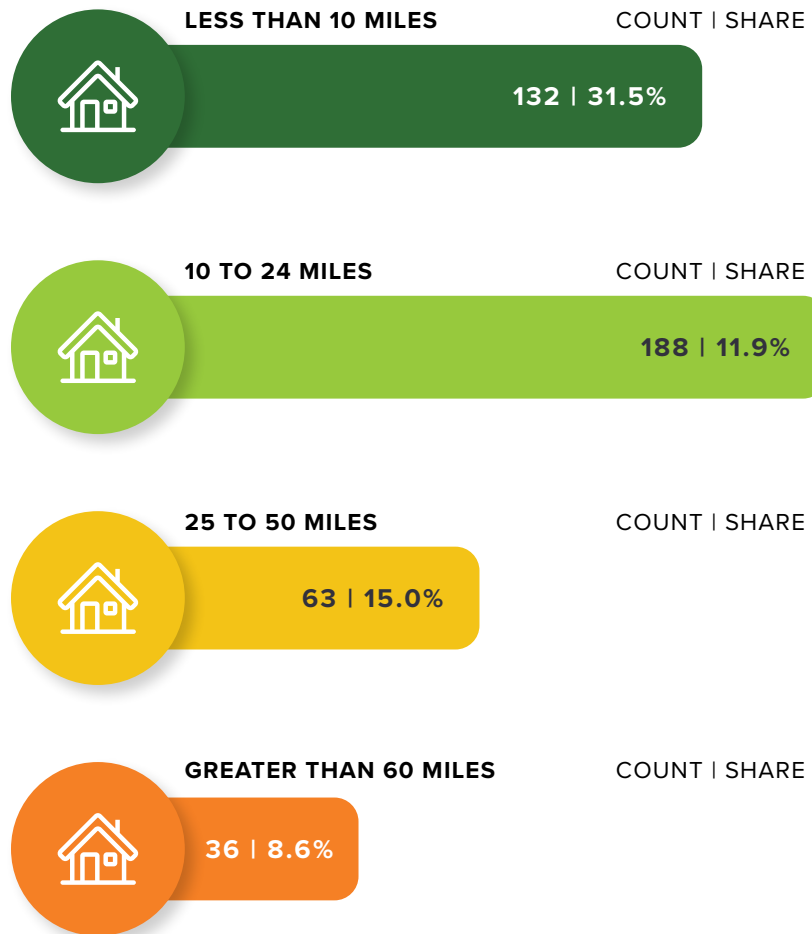


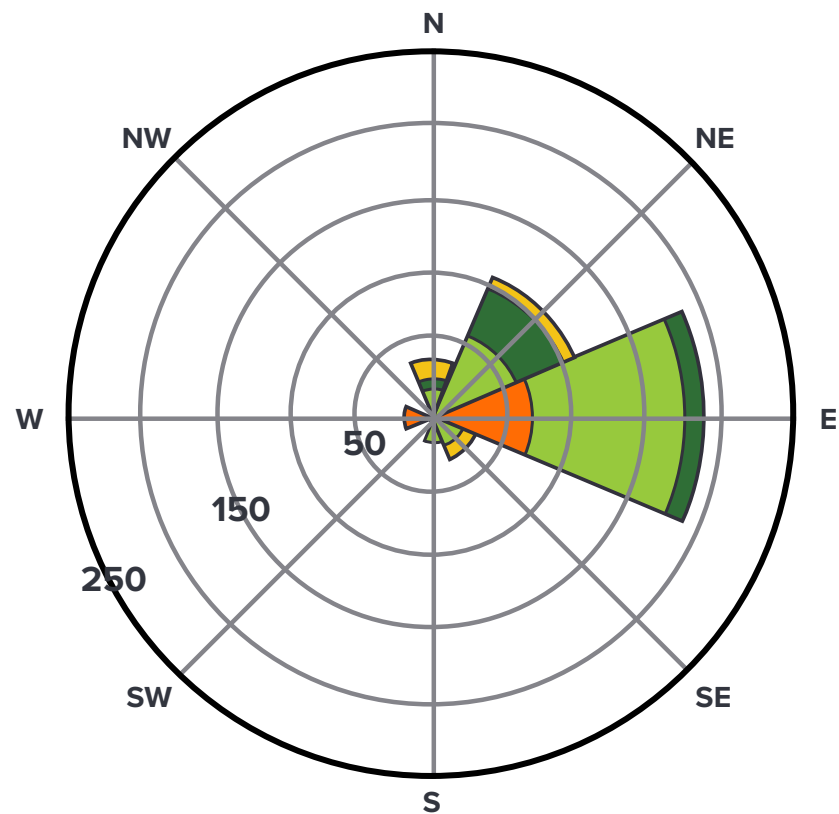
Figure 15: Places of Work for Persons Living in Clayton. Source: US Census, US BLS, OnTheMap.



Figures 16: Employment Location by Distance and Direction from Clayton. Source: US Census, US BLS, OnTheMap.



Figures 17: Employment Location by Distance and Direction from Clayton. Source: US Census, US BLS, OnTheMap.





Source: Fire Department of Liberty Township, Hendricks County Indiana Facebook



DEMOGRAPHICS

Clayton's current conditions were analyzed to help guide the planning process and provide the necessary background information to develop project and policy recommendations. Topics considered in the analysis included community demographics, current market conditions, resident amenities, transportation elements, community infrastructure, and the natural environment.

Data used in this analysis was pulled primarily from the US Census Bureau via the following sources:

- Decennial US Census*

The decennial census is a survey completed by the US Census Bureau every ten years ending in zero. The data collected from this survey is each resident of the country and where they live on April 1 of that survey year. The survey provides detailed information on the number of people in a geographic region.

- American Community Survey by the US Census

In addition to the decennial census, the US Census Bureau conducts dozens of other censuses and surveys, including the American Community Survey (ACS). The ACS is an ongoing effort that gathers information from a community through a small sample rather than the extensive 10-year survey with which most people are familiar.

- ESRI Business Analyst†

ESRI Business Analyst is a powerful tool for analyzing data within a specific geographic location. ESRI allows data to be observed at a very local level and compared with surrounding groups.

Data was collected from the US 2010 and 2020 Censuses and the 2019 and 2022 ACSs.

POPULATION

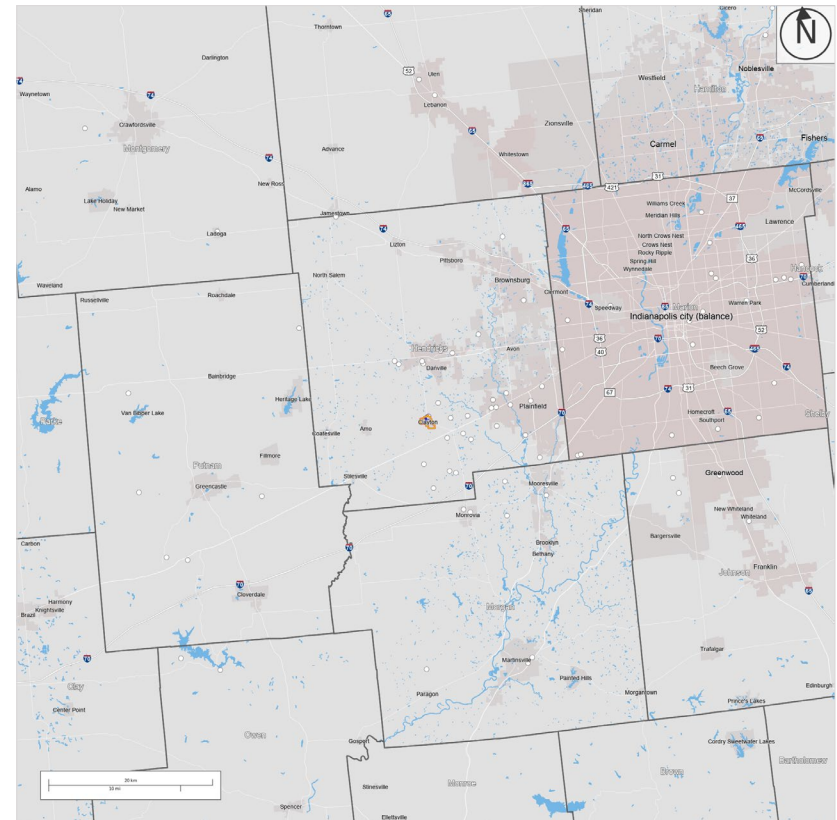
As of 2020, Clayton had a population of 998, a 1.5 percent decrease from the 2010 population of 922 people. Projections show that in 2027, this trend will reverse, with the population rising by 1.3 percent to 920.

Most employees traveling to Clayton from home traveled from the east, northeast, and west. As seen in Figure 18, in Clayton, many traveled from Plainfield, Indianapolis, or Greencastle.

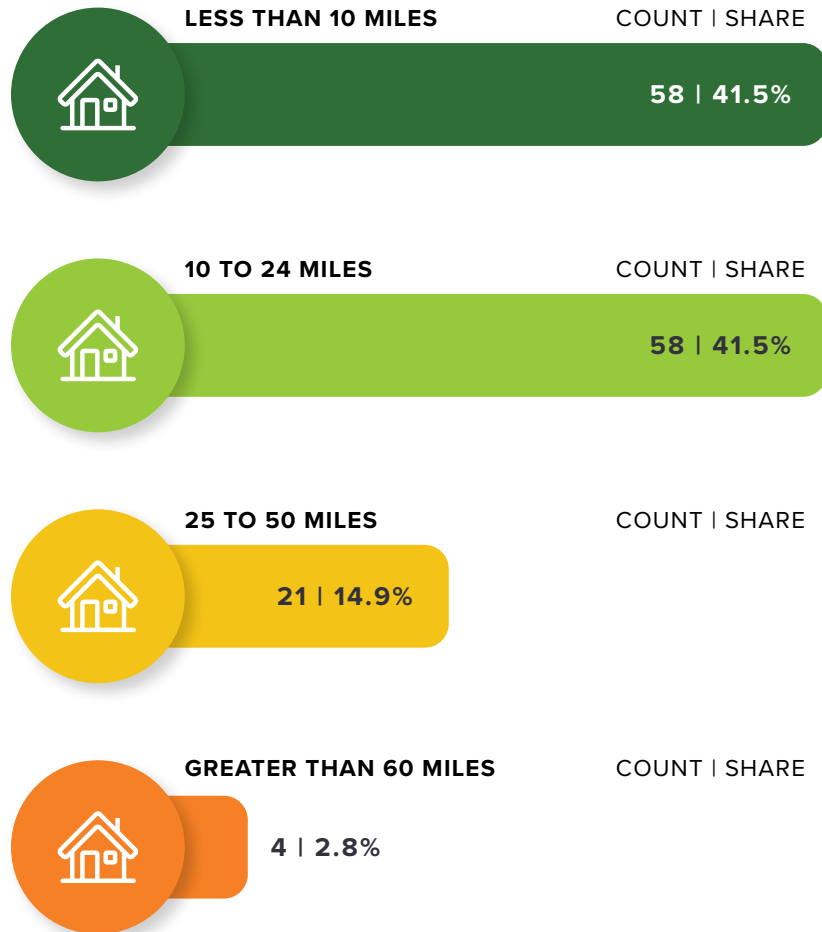
* [US Census Bureau](#)

† [ESRI](#)

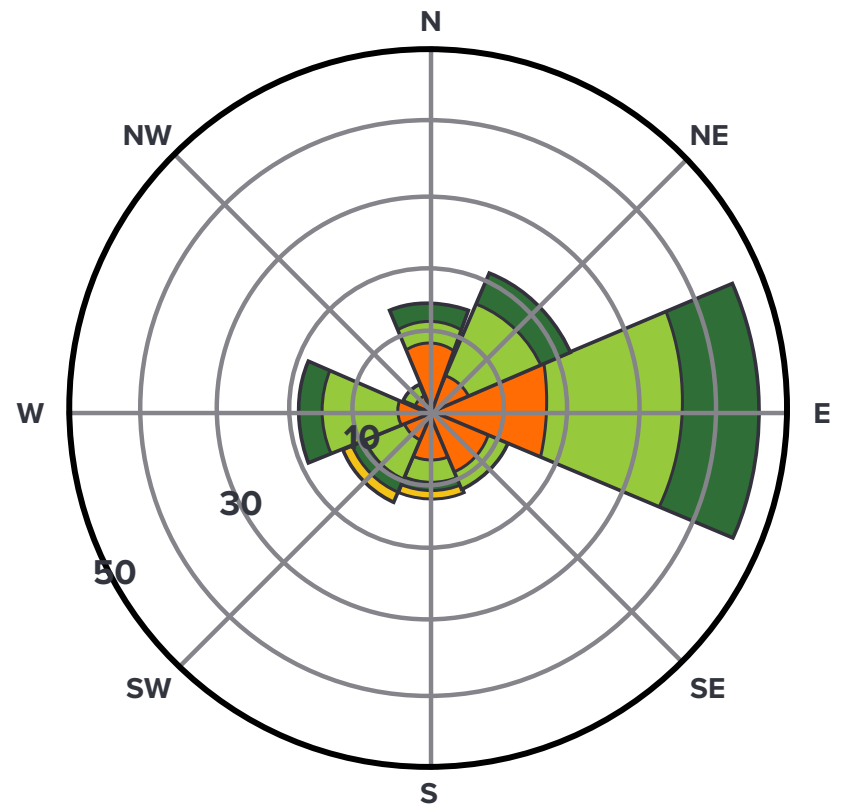
Figure 18: Home Location for Persons Working in Clayton. Source: US Census, US BLS, OnTheMap.



Figures 19: Home Location by Distance and Direction from Clayton.
 Source: US Census, US BLS, OnTheMap.



Figures 20: Home Location by Distance and Direction from Clayton.
 Source: US Census, US BLS, OnTheMap.







HOUSING

HOUSING TYPES

Clayton had three housing unit types: single-dwelling detached, single-dwelling attached, and multi-dwelling. All housing unit types increased from 2010 to 2020 except for mobile homes, which decreased from 10 in the 2010 census to 0 in the 2020 census.

SINGLE-DWELLING DETACHED UNITS

Single-family detached housing units are homes for one family, not attached to any other home, on one lot. Single-family detached housing unit totals increased from 324 in 2010 to 381 in 2020. This housing typology accounted for 87.6 percent of all housing units.

SINGLE-DWELLING ATTACHED UNITS

Single-family attached housing units are for one family, attached to another home via one or multiple firewalls, with individual entry, on one or individual lots. Single-family attached homes could consist of duplexes or townhomes. Single-family attached housing totals increased from 3 units in 2010 to 25 units in 2020. This housing typology accounted for 5.7 percent of all housing units.

MULTI-DWELLING UNITS

Multi-family housing units are units for one family, attached to another home via one or multiple firewalls, with individual or shared exterior entry on a shared lot. Multi-family housing units could consist of quadplexes, townhomes, or apartments; visual inspection of the community suggests that most are apartments in the Country Village apartment community. Multi-family units increased from 21 in 2010 to 29 in 2020. Multi-family housing accounted for 6.7 percent of all housing units in Clayton in 2020.

MOBILE HOMES

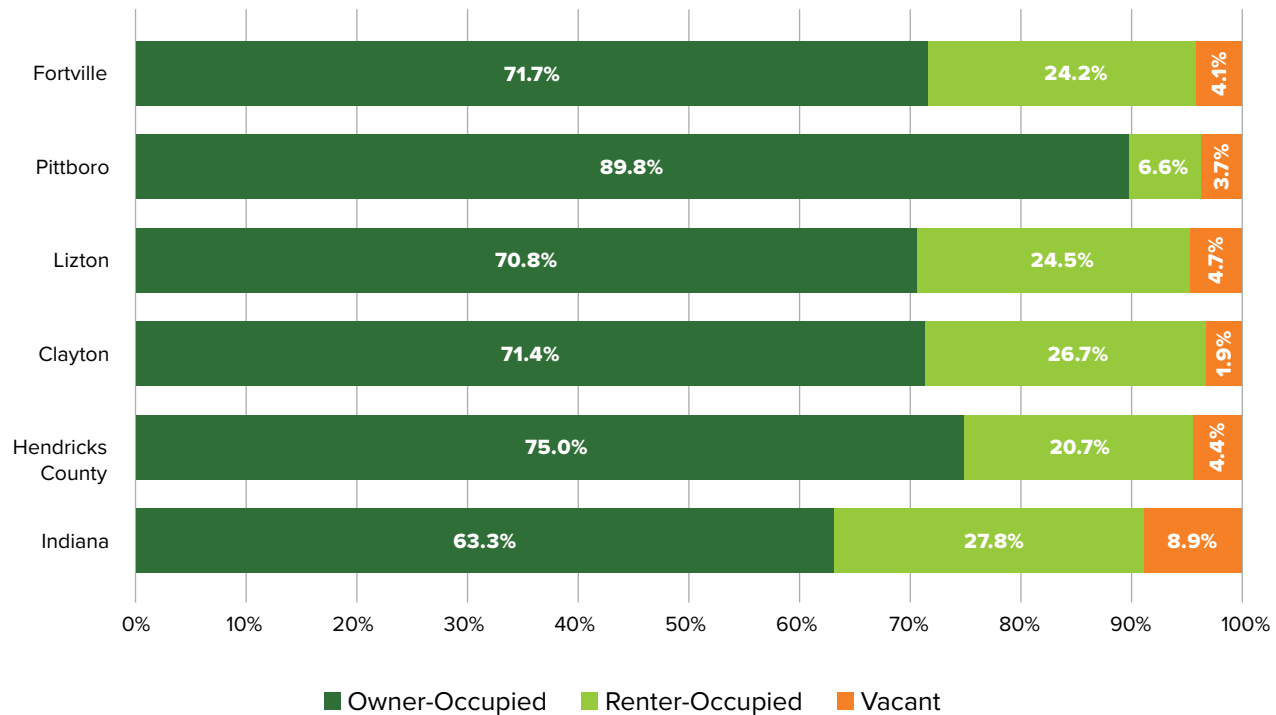
In 2010, it was reported that there were ten mobile homes in Clayton. As of 2020, there were no recorded mobile homes in the town.

OCCUPANCY

Occupancy describes the tenure of a housing unit; e.g., is the person or family living in a unit an owner or renter? In 2020, Clayton fell in the middle of the comparison cohort regarding owner occupancy. Clayton had 71.4 percent of homes occupied by homeowners. The State of Indiana had the lowest owner-occupancy rate at 63.3 percent, and Pittsboro had the highest at 89.8 percent.

Renters occupied 26.7 percent of units in Clayton in 2020; this was only surpassed by Indiana's renter-occupancy rate of 27.8 percent in 2020. Pittsboro had the lowest renter occupancy rate of 6.6 percent. Since total renter occupancy in Clayton exceeds the combined percentage of single-dwelling attached and multi-dwelling units, at 12.4 percent. It can be concluded that more than half of the renters are in single-dwelling detached housing and that renters occupy at least 16 percent of the single-dwelling detached housing stock.

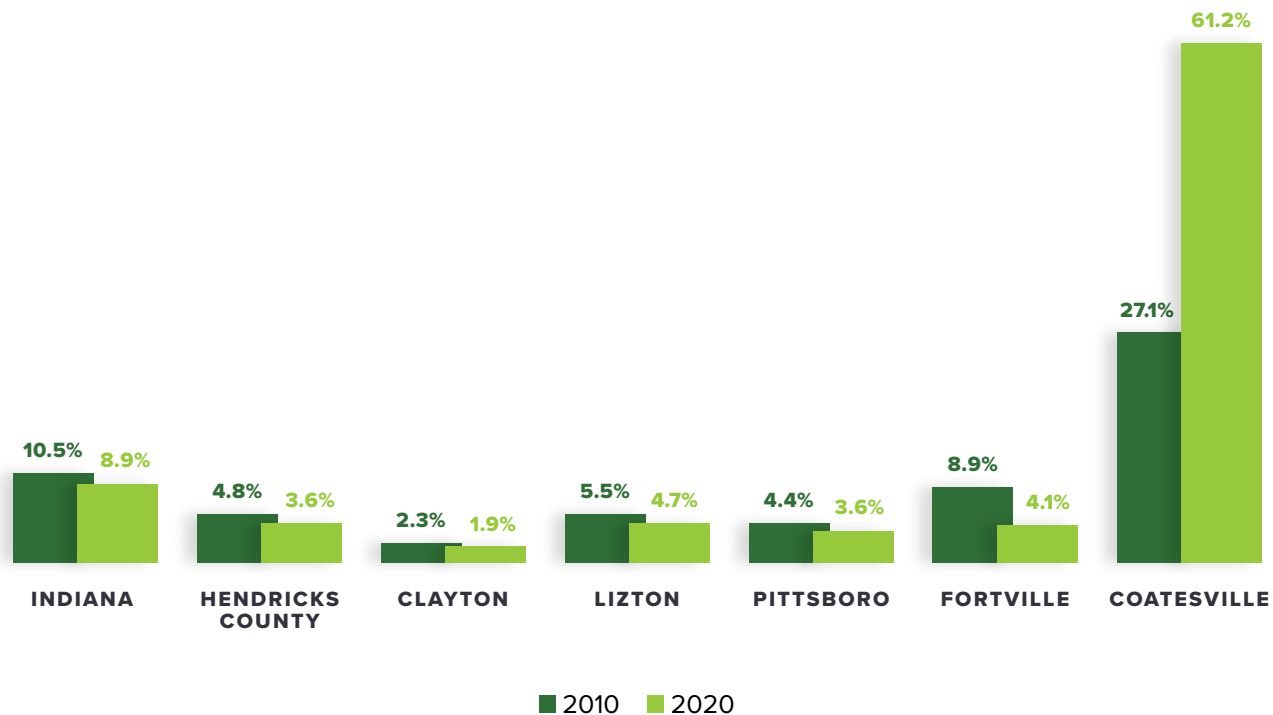
Figure 21: 2010-2020 Housing types. Source: US Census, ACS.



VACANCY

Housing vacancy describes the number of livable housing units that do not house a person or people. Housing units could be vacant due to the unit being rented or sold but no occupants yet or seasonal use, among others. Vacant housing units decreased in Clayton from 2.3 percent in 2010 to 1.9 percent in 2020. As seen in the Housing Unit Occupancy graph, Clayton had the lowest vacancy rate of all communities in the comparison cohort. Apart from Coatesville, which appears to be an outlier, or it deviates significantly from the pattern and may represent a measurement or publication error. The State of Indiana had the highest vacancy rate at 8.9 percent, followed by Lizton at 4.7 percent, Hendricks County at 4.4 percent, Fortville at 4.1 percent, and Pittsboro at 3.7 percent.

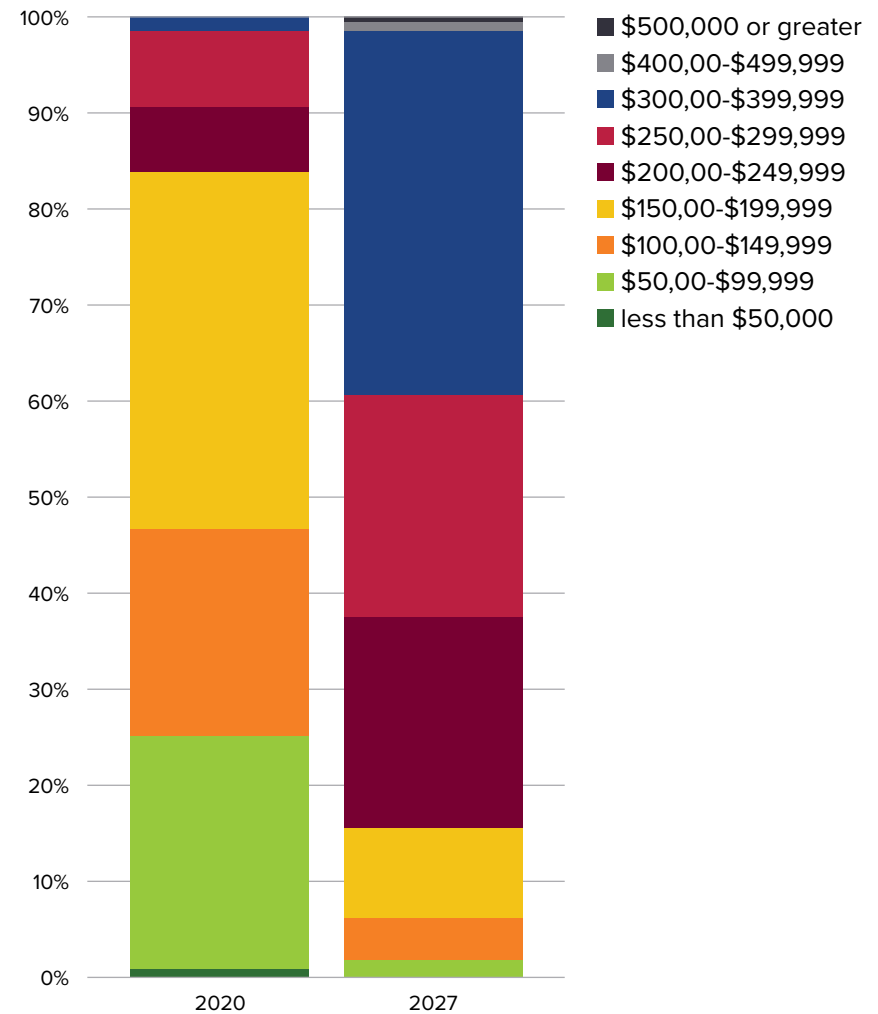
Figure 22: 2020 Housing unit summary. Source: US Census, ACS.



COST OF HOUSING UNITS

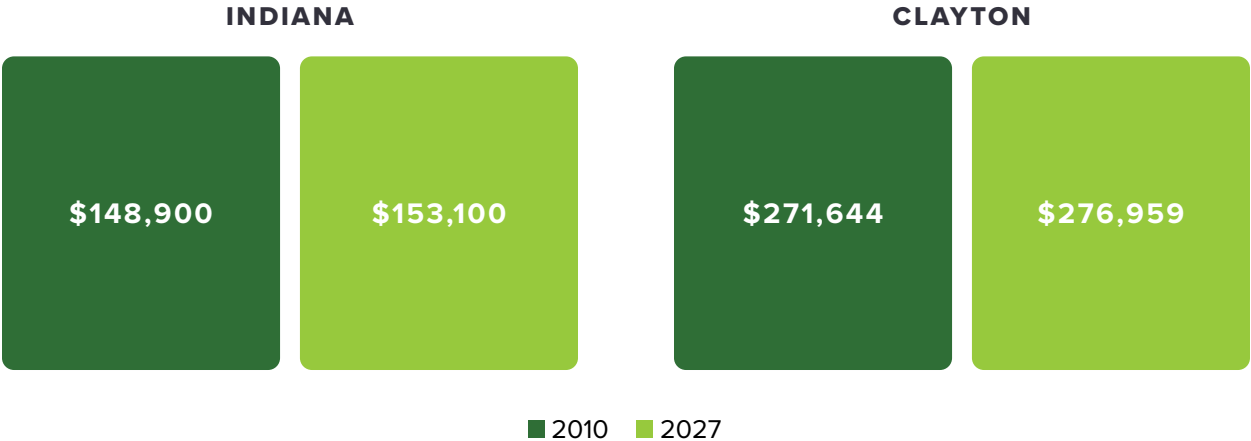
The most significant percentage of homes in Clayton, 37.0 percent, were valued between \$150,000 and \$149,999 in 2020. Projections for 2027 show that housing values will likely increase, with 38.1 percent of homes valued from \$300,000 to \$399,999.

Figure 23: 2020-2027 Housing prices. Source: US Census, ACS.



In 2020, Clayton's Median Home value was \$153,100, which is projected to increase to a \$277,049 median home value in 2027. In 2020, Indiana had the lowest home value at \$148,900, while Hendricks County had the highest of the comparison cohort at \$205,300. In 2027, Fortville is projected to have the lowest home value at \$202,340, while Hendricks County is expected to remain at the highest home value at \$305,296.

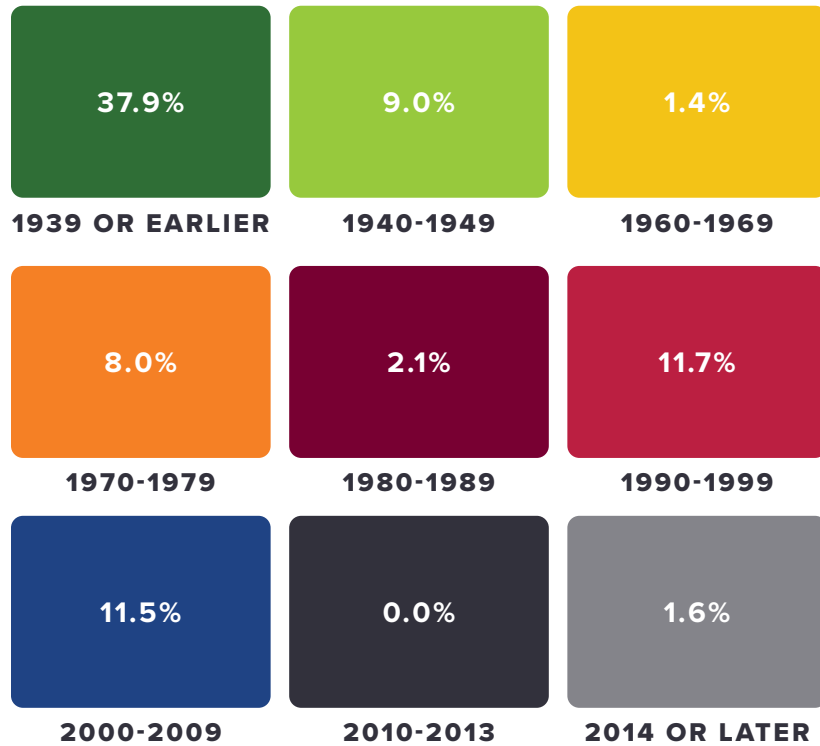
Figure 24: 2020 Median home values. Source: US Census, ACS.



AGE OF HOUSING UNITS

Clayton has a historic and mainly aging housing stock. The majority of housing units were built before 1980. The largest house volume, 37.9 percent, was built before 1939. In contrast, the second highest volume of houses, 11.7 percent, was built between 1990 and 1999. Clayton experienced periods of higher or slower growth until about 1990. Of the current housing stock, 23.2 percent was built between 1990 and 2009. However, only 1.6 percent of that housing stock was built in 2010 or later.

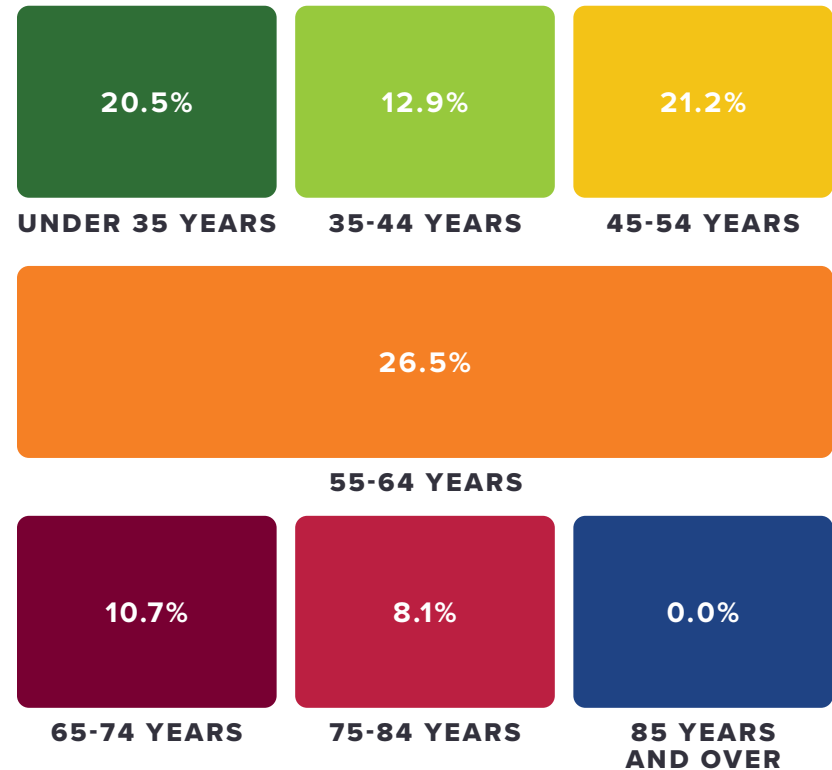
Figure 25: Housing units built per decate. Source: US Census, ACS.



HOUSEHOLDER

Householder refers to the individual listed as that housing unit's primary mortgage or leaseholder, also known as a head of household. Most householders in Clayton, 26.5 percent, are 55 to 64 years of age. The smallest percentage of householders, 8.1 percent, was 75 to 84. No householders in Clayton were 85 years or older.

Figure 26: Age of householders in Clayton. Source: US Census, ACS.







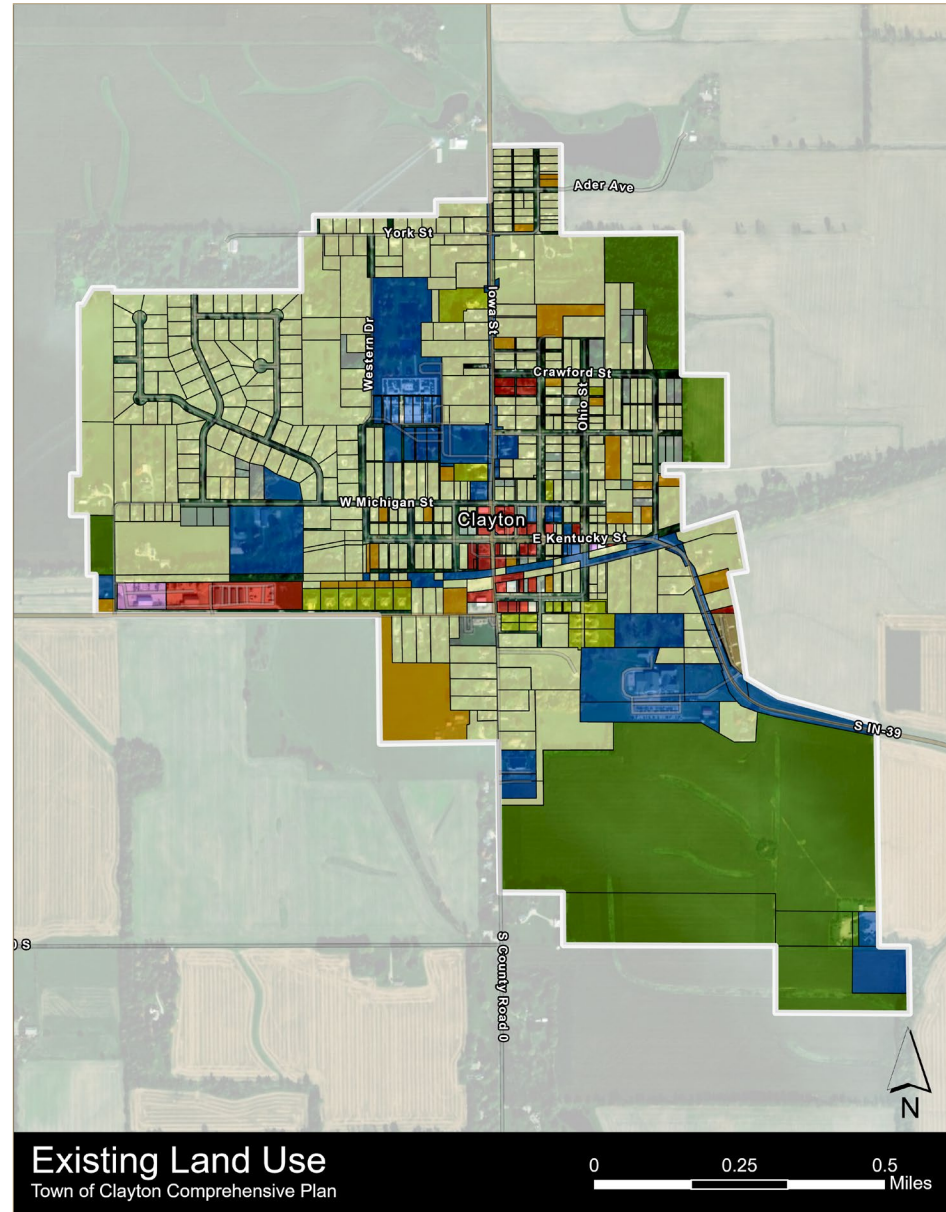
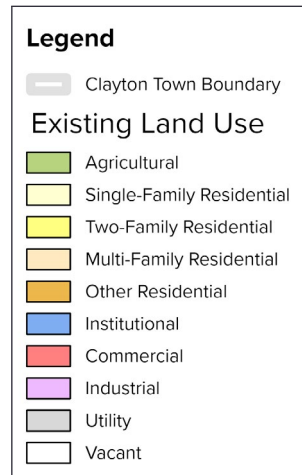
EXISTING LAND USE AND DEVELOPMENT

Existing land use refers to how an area is currently utilized—whether it’s residential, commercial, or agricultural. Development, on the other hand, involves changes or improvements made to the land, such as constructing buildings or roads. Together, they define the present state and potential transformations of a given piece of land.

Figure 27: Clayton existing land use. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA.

As seen in the existing land use map, 52.9 percent of single-dwelling residential lots were the primary land use in Clayton. The subsequent most common land use within Clayton's town limits was agricultural land, at 23.5 percent, primarily in the southern end of town in the area connecting to the wastewater treatment plant. Institutional land uses comprise the third most common land use, at 13.3 percent. The lowest percentage of land, at 0.4 percent of the total land in Clayton, was each utility and multi-dwelling residential.

Most single-dwelling lots were spread throughout town, away from the primary arterials. Commercial centered mostly around State Road 39. Institutional land use was scattered throughout Clayton.



DENSITY

A total of 660 parcels were within the town limits, comprising about 380 acres, excluding right-of-way. Density describes the total number of units or people within a specific space. The higher the result, the denser an area is.

Clayton's total residential density was 2.3 units per acre. That was determined by dividing the total residential units, 478 units in 2023, by the total residential acres, 205.5 acres.

Clayton's total employment density was 20.5 employees per acre. That was calculated by dividing Clayton's total employees, 419 employees, by the total commercial and industrial acres, 10.6 acres.

Figure 28: Clayton existing land use percentages. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA.

CURRENT LAND USE	TOTAL (PERCENT)
AGRICULTURE	27.3
COMMERCIAL	2.3
INDUSTRIAL	0.4
INSTITUTIONAL	13.5
MULTI-DWELLING RESIDENTIAL	0.3
OTHER RESIDENTIAL	6.4
SINGLE DWELLING RESIDENTIAL	47.3
UTILITIES	0.4
VACANT	2.1

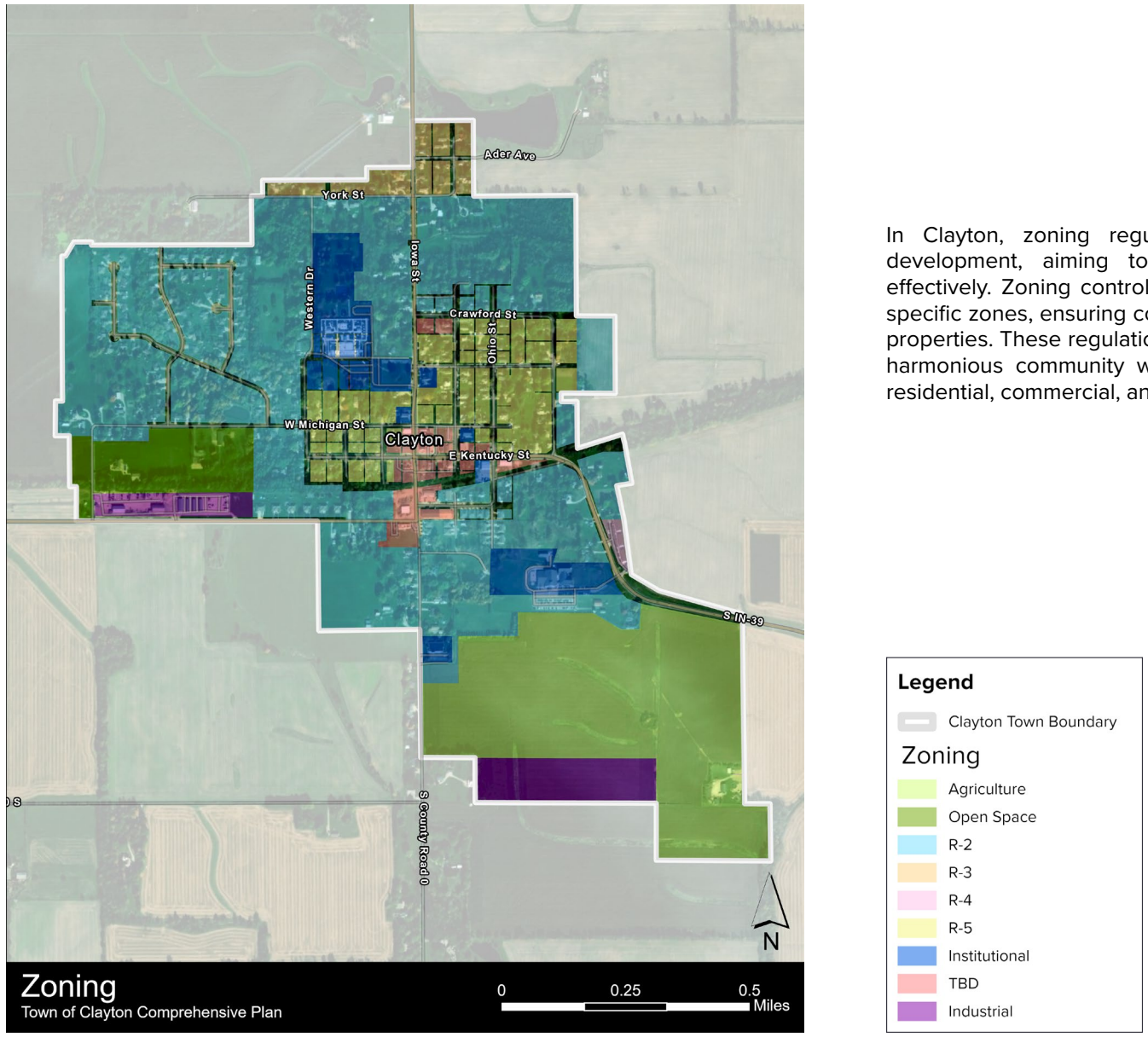




ZONING AND POLICY

Zoning is like a rulebook for land use in a town or city. It divides areas into zones, such as residential, commercial, or industrial, to manage how land is developed. It helps maintain order, prevent incompatible land uses, and ensures neighborhoods suit their intended purpose, like housing or business.

Figure 29: Clayton zoning. Source: Town of Clayton.



In Clayton, zoning regulations dictate land use and development, aiming to organize the town’s growth effectively. Zoning controls define permissible activities in specific zones, ensuring compatibility between neighboring properties. These regulations help maintain a balanced and harmonious community while addressing issues such as residential, commercial, and industrial development.

ZONING DISTRICT BY ACREAGE

The Town of Clayton has twelve zoning districts, of which only eight are used. The majority of land in Clayton is zoned R-2, Single Family Residential District. The R-1, Single Family Residential District, and PUD, Planned Unit Development Districts were not used. Zoning by percentage is outlined in the table below.

Figure 30: Clayton existing zoning percentages. Source: Town of Clayton.

CURRENT ZONING	TOTAL (PERCENT)
R-1, SINGLE FAMILY RESIDENTIAL DISTRICT	0.0
R-2, SINGLE FAMILY RESIDENTIAL DISTRICT	48.5
R-3, SINGLE FAMILY RESIDENTIAL DISTRICT	2.5
R-4, MULTI-DWELLING RESIDENTIAL DISTRICT	0.3
R-5, OLD TOWN RESIDENTIAL DISTRICT	8.1
TBD, TOWN BUSINESS DISTRICT	2.4
HB, HIGHWAY BUSINESS DISTRICT	0.0
I-1, INDUSTRIAL DISTRICT	4.9
IU, INSTITUTIONAL USE DISTRICT	6.9
PUD, PLANNED UNIT DEVELOPMENT	0.0
OS, OPEN SPACE	4.7
A, AGRICULTURE	21.8

Figure 31: SR 39 North to South transect.

SR 39 NORTH TO SOUTH TRANSECT

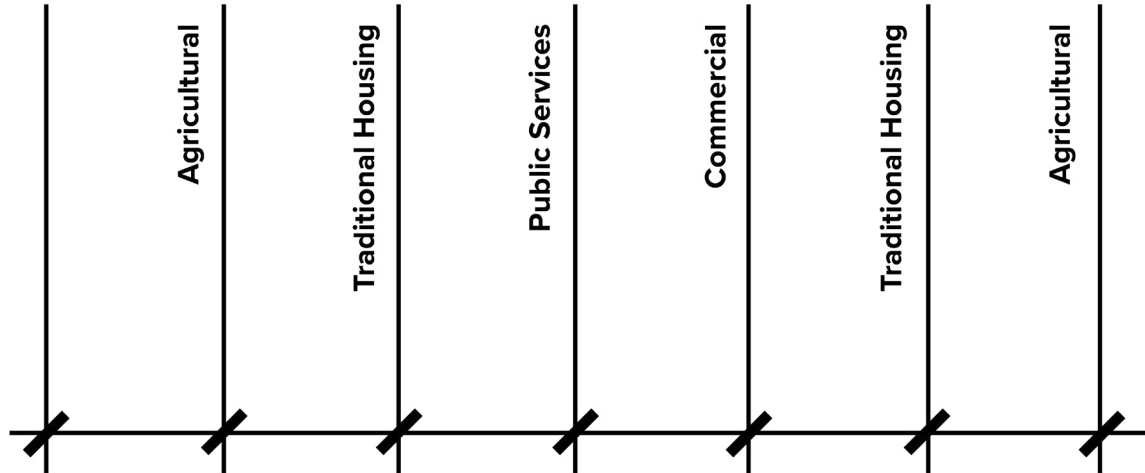
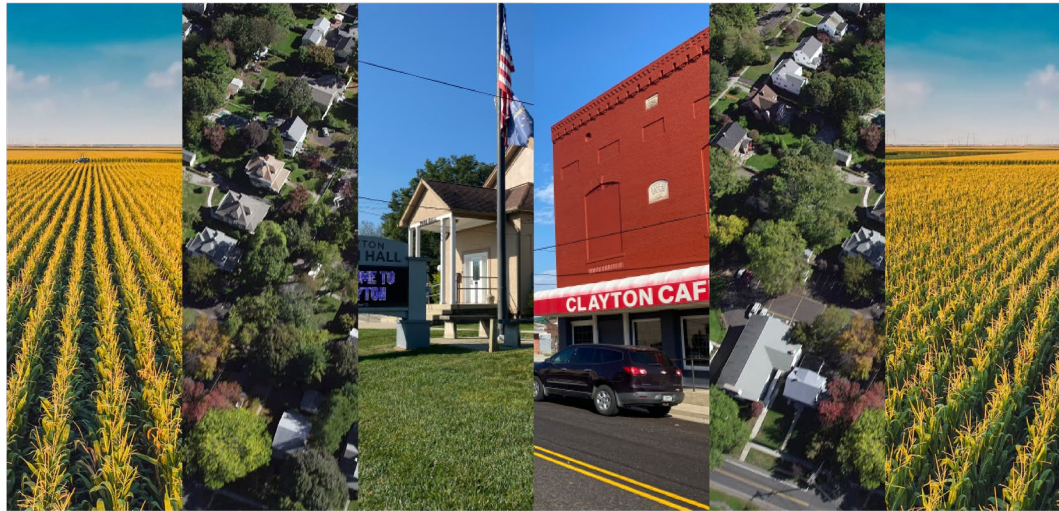
OVERLAY ZONING DISTRICTS

The Town of Clayton has no tax increment financing/TIF or other overlay districts.

TRANSECTS

A transect is a horizontal “cut” through the environment that shows a range of land uses. Transects observe how land uses and character change along a specific corridor. Transects can also draw attention to areas where land use does not match zoning.*

Clayton has one primary road that runs through town, State Road 39. The observed land uses are primarily rural and include a mix of housing types, public services, limited commercial, and agriculture.



* [Center for Applied Transect Studies](#)







TRANSPORTATION AND MOVEMENT

All types of transportation or vehicles available are considered as means of transportation and movement. Clayton is primarily a roadway town, like other communities of its size. The most prominent form of transportation is vehicular travel. Walking is always a viable option if the infrastructure is there. Sometimes, people walk even without infrastructure, which can cause unsafe conditions for pedestrians and drivers. Walking distance is a personal preference, although a 15-minute walk time is usually applied as a rule of thumb.

ROADWAY CLASSIFICATION

Roadway classifications define roads into interstates, principal arterials, minor arterials, major collectors, minor collectors, and local roadways. Arterial roadways cater to a large traffic volume and serve cross-community travel. Collectors distribute high traffic volume from arterial roads to local streets. Local streets are intended for property access. The Indiana Department of Transportation (INDOT) determines these classifications.

State Road 39, Kentucky Street (within Clayton, State Road 39 outside of town limits), and West County Road 500 South are the only Major Collectors within Clayton. State Road 39 provides a route north to Danville, southeast to US 40, or south to Interstate 70. From Clayton, it would be about a ten-minute drive to the interchange of Interstate 70 if traveling on State Road 39.

The only other classified road within Clayton is County Road 0, running south from the intersection of State Road 39 and West County Road 500 South. County Road 0 is classified as a minor collector and intersects US 40 to the south.

CONDITIONS

Many of Clayton's roads are rural, especially off State Road 39 in town. Roadway characteristics are similar throughout town; all have two travel lanes in each direction. In one location, State Road 39 has a turn lane.

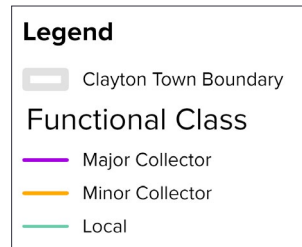
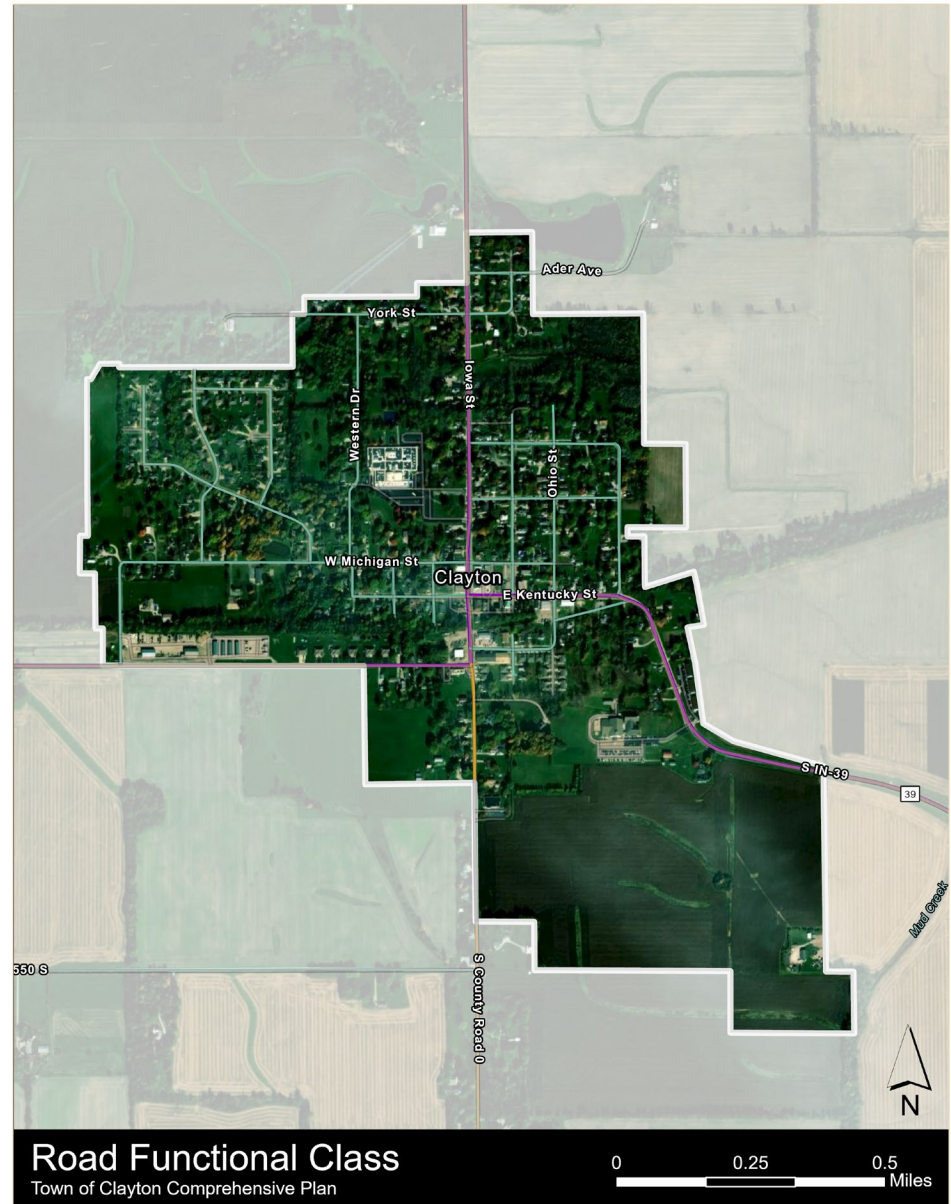


Figure 32: Road functional class. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA, INDOT.



TRAVEL TIMES

ESRI created travel times in increments of five, ten, and fifteen minutes to determine the distance that could be traveled while driving. Within five minutes, a driver could travel from Clayton to US 40 but otherwise could not reach any destinations of significance. Within a ten-minute drive, a driver could reach most of Danville, the western side of Plainfield, or the Town of Amo. A fifteen-minute drive would allow a driver to reach all of Danville.

TRAFFIC VOLUMES

Traffic volumes are measured by annual average daily traffic counts (AADT), which INDOT provides.* Traditionally, this calculates the annual volume of vehicle traffic on a highway or road by 365 days. The AADT is a straightforward yet helpful indicator of how busy the route is. AADT counts are now provided by the side of the road, by day of the week, and by hour of the day, thanks to more recent developments from GPS traffic data suppliers.

ANTICIPATED IMPROVEMENTS

One anticipated road improvement is expected to be completed within Clayton in the near future.† State Road 39, from just north of Adler Avenue to just outside of town to the east, is expected to have ADA Sidewalk Ramp construction and improvements.

* [INDOT Roadway Inventory Viewer](#)

† [INDOT Next Level Roads](#)

AIRPORTS

Clayton does not have an airport within city limits. The Hendricks County Airport – Gordon Graham Field is just southeast of Danville and about a 10-15-minute drive north of Clayton. The Indianapolis International Airport (IIA) is almost directly east of Clayton, about a 20-25-minute drive from Clayton. The proximity of Clayton to the IIA and its associated employment areas should be considered a significant asset.

RAILROAD

No railroads are running through Clayton. The remains of a corridor that previously held rail and now houses utility lines appear to run from Clayton east towards Indianapolis. This corridor will become part of the Vandalia Trail and the larger National Road Heritage Trail.

PUBLIC TRANSPORTATION

Hendricks County Public Transit, known as LINK,[†] provides public transportation to residents of Hendricks County. The service requires reservations and a scale-based fee. LINK is a service through Hendricks County Senior Services; however, the service is available to persons of all ages. The service runs from 6 AM to 6 PM, Monday through Friday, excluding holidays or inclement weather.

* [AirNav](#)

+ [Vandalia Trail](#)

‡ [Hendricks County Senior Services](#)

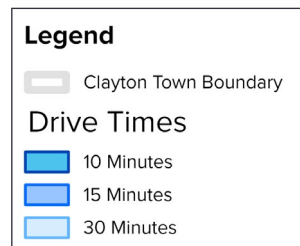


Figure 33: Driving distance. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA.

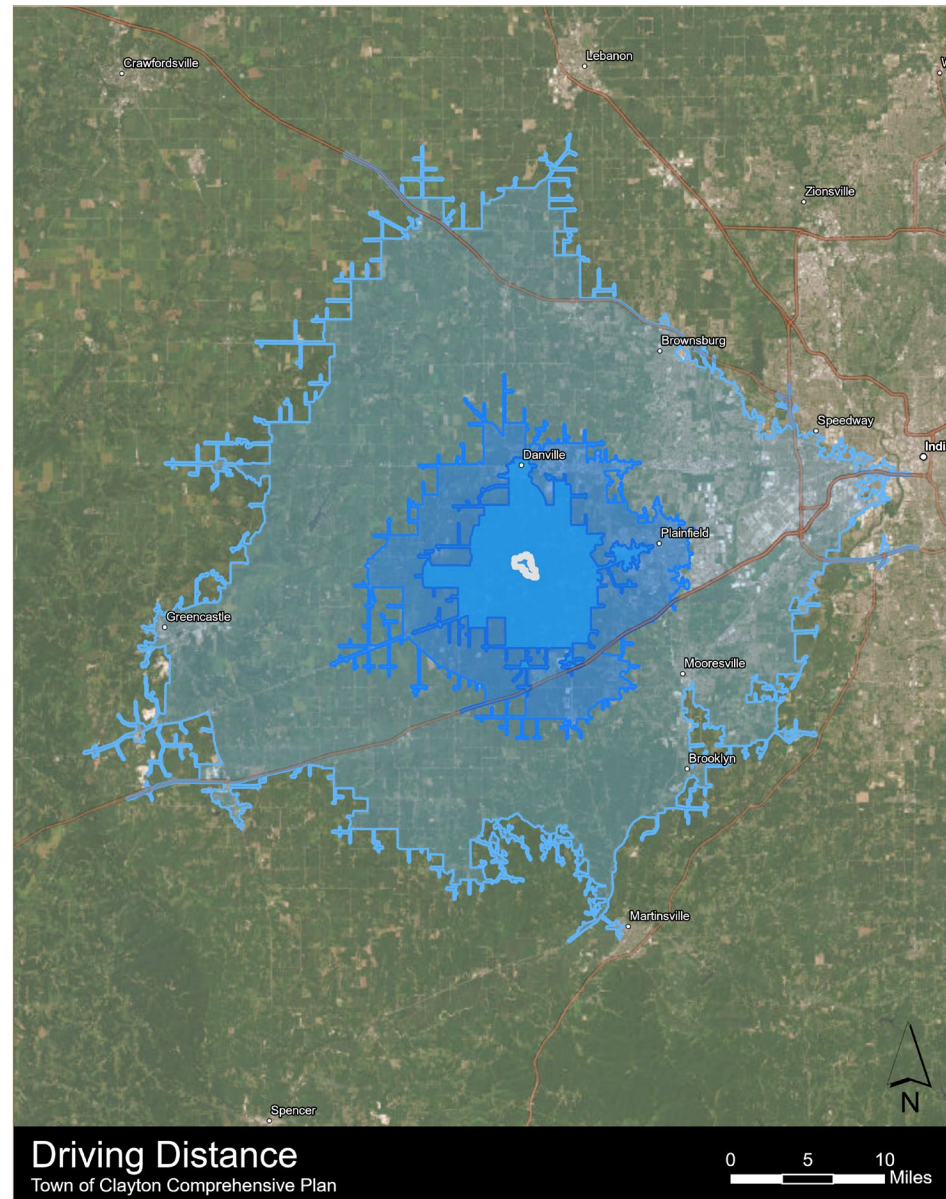


Figure 34: Sidewalks and trails. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA, INDOT.




NON-MOTORIZED TRANSPORTATION

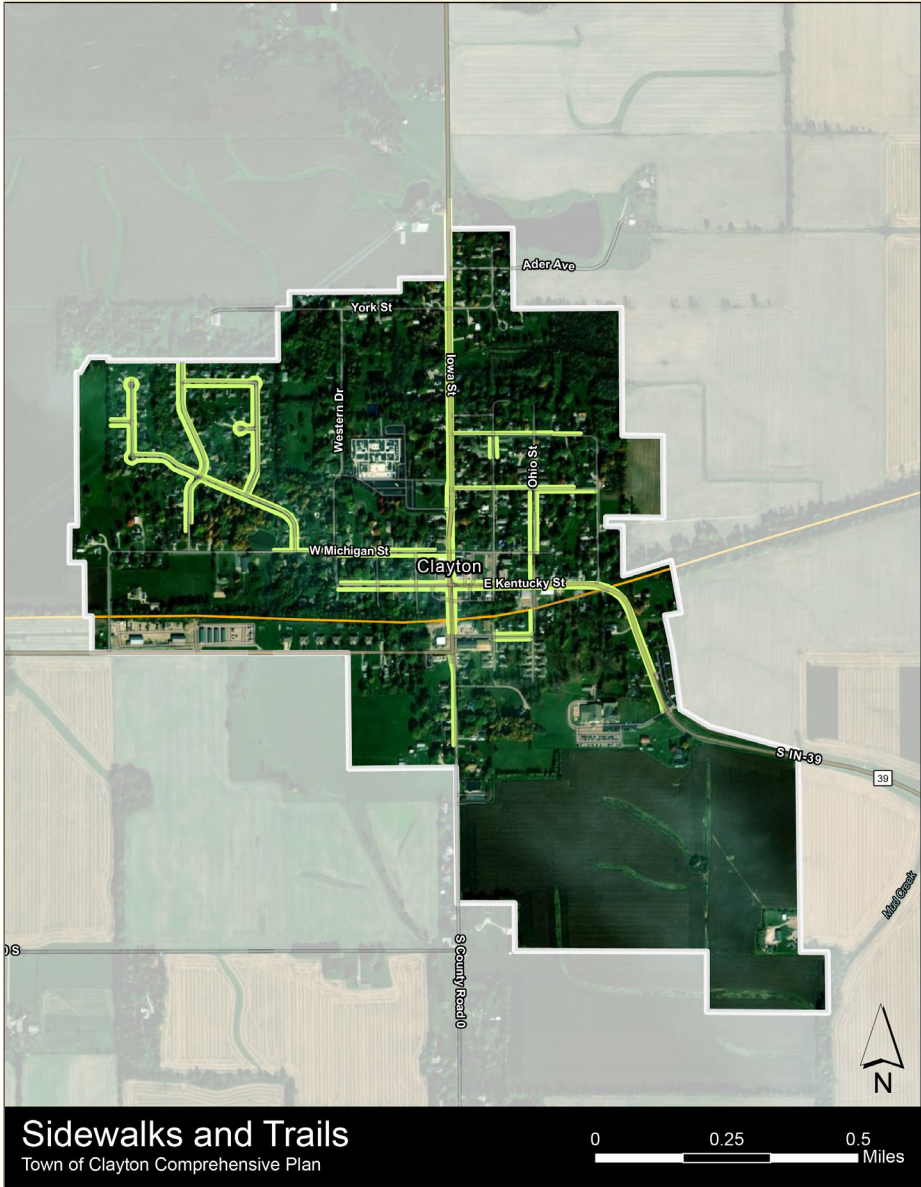
Trails and Walkways Infrastructure

Sidewalks are mainly located along the streets around Mill Creek East Elementary School in Clayton. State Road 39 sidewalks and ADA ramps were recently updated. Portions of Michigan Street, Kentucky Street, Cross Street, and Crawford Street have updated sidewalks and ADA-accessible ramps. The remainder of town has scattered availability for sidewalks and ADA-compatible sidewalks.

One Trail, the National Road Heritage Trail, is planned and will run through Clayton along West County Road 500 South to the utility corridor running out the east side of town.*

* [Indiana's Cross-State NRHT](#)

Legend	
	Clayton Town Boundary
	Sidewalks
Trails	
	Planned





Source: Getty Images



UTILITIES

WATER

Water is available through personal water wells. The town considered installing and running a town water utility. However, residents stated they did not want to switch from wells due to the associated costs.

WASTEWATER

The Town of Clayton owns and operates its own Wastewater Treatment Plant. The plant comprises 100 percent separate sanitary sewers with no overflow of bypass points. The treatment plant can handle 300,000 gallons per day.

ELECTRIC AND NATURAL GAS

Duke Energy and Hendricks Power Cooperative (HPC) provide electric service to Clayton. Most of the town's electricity is covered under Duke Energy's territory. A portion of the southern edge of town is supplied electricity through HPC. Duke Energy also provides natural gas to the area.

COMMUNICATIONS

With the increased reliability of broadband services, broadband communications planning is rapidly becoming necessary for various services. The recent Covid-19 pandemic exacerbated this need. While the level of necessity varies by location, each business and household must have reliable broadband access to connect to the greater community.

An important distinction here is Internet vs. broadband. The Internet is a network of data, colloquially known as the “World Wide Web,” accessible through capable devices (e.g., computers, laptops, and smartphones, among others). Broadband is the technology used to connect those devices to the Internet. While a cable or a WiFi router had to be used in the past, broadband requires only an access point to provide high-speed WiFi to nearby areas.^{*}

Standard broadband speed is how fast data can be downloaded from or uploaded to the Internet.[†] Basic service for users in the USA is 3 to 8 Mbps, medium service is 12 to 25 Mbps, and advanced service is more than 25 Mbps. For two users or devices to run, at least a medium service is needed.

The majority of Clayton has advanced broadband speeds of at least 25 Mbps.[‡] TDS Telecom is the primary wired broadband provider; many services provide wireless and satellite Internet.

SOLID WASTE

WM provides trash pickup weekly. Additional services include recycling, Bagster, dumpster rental, bulk trash pickup, bulbs, batteries, electronics disposal, and common hazardous waste disposal.[§] The Town of Clayton provides a cleanup day yearly and accepts regular household waste.

* [Home Network Solutions](#)
† [What is a Good Internet Speed?](#)
‡ [Indiana Broadband](#)
§ [Waste Management](#)



Source: Fire Department of Liberty Township, Hendricks County Indiana Facebook



EMERGENCY SERVICES

POLICE DEPARTMENT

The Clayton Police Department (CPD) has a location at 4844 Iowa Street. The Clayton Police Department is responsible for responding to the needs of Clayton residents. The CPD comprises eight full-time staff (seven officers and one Captain).^{*} Calls are received from Hendricks County Communications Center and routed to the appropriate department.

FIRE DEPARTMENT

The Fire Department of Liberty Township (FLDT) provides local fire department services. The FLDT station is at 111 East Kentucky Street in Clayton. The FLDT is primarily a volunteer organization with some part-time firefighters and EMTs.[†] The fire department serves 6,000 citizens, covering 35 square miles, including portions of Interstate 70.

HENDRICKS COUNTY COMMUNICATIONS CENTER

The Hendricks County Communications Center (HCCC) is the primary 911 public safety answering point for all emergency services within Hendricks County.[‡] The HCCC also provides public education about 911 and other services, such as Hendricks Alert/Smart 911, Citizen Complaint/Complement form, and broadcasts.

EMERGENCY MANAGEMENT SERVICE RESPONDERS

Hendricks County Emergency Management Agency is responsible for managing and maintaining emergency response procedures for any natural or human-made disaster within Clayton and other cities within the county. The Hendricks County Emergency Management Agency coordinates with county and local shareholders. It provides leadership and support to reduce significant disaster losses.

* [Clayton Police](#)

† [Fire Department of Liberty Township](#)

‡ [Hendricks County Communications Center](#)

LOCAL FACILITIES

EDUCATIONAL FACILITIES

Clayton has one school, Mill Creek East Elementary School. Due to Clayton's proximity to Plainfield and Indianapolis, several nearby higher education facilities exist, such as Indiana University, Ivy Tech, and Purdue Tech.

Mill Creek East Elementary School is located in Clayton, along Iowa Street. The school (and school district) provides all students with technology devices from kindergarten through twelfth grade and special education classes.*

COMMUNITY FACILITIES

Clayton has two parks, Lambert Park and Mill Creek Park, which provide public facilities for the community.

Lambert Park is located along West Michigan Street on a 0.5-acre lot. The park contains multiple pavilions, restrooms, a gazebo, and a playset.

Mill Creek Park is located along Iowa Street, adjacent to Mill Creek East Elementary School. The park is approximately 0.2 acres and contains a playset.

* [Mill Creek East Elementary](#)





CIVIC FACILITIES

Civic facilities are buildings, structures, or property owned, operated, or controlled by the town or other local governmental entity.

GOVERNMENT SERVICES*

Clayton's Town Hall is located at 4844 Iowa Street, just south of Mill Creek East Elementary School and Mill Creek Park. The town hall is the office for town officials, the clerk and treasurer, planning and management, and the town council.

CLAYTON-LIBERTY TOWNSHIP PUBLIC LIBRARY†

The Clayton-Liberty Township Public Library is located along Iowa Street on the southern edge of town. The library offers free library cards to all Liberty Township residents. Other library card options are available for those non-residents of Liberty Township. Cardholders can access library materials, a community room (available for rental), fax and printing services, WiFi, and a large print reader.

* [Town of Clayton](#)

† [Clayton-Liberty Public Library](#)

ENVIRONMENTAL FEATURES

HYDROLOGY

The hydrology of an area describes the natural features such as rivers, lakes, wetlands, or flood zones, among others. There are no lakes or wetlands within Clayton’s borders. There appears to be a single retention pond within a western neighborhood in Clayton.

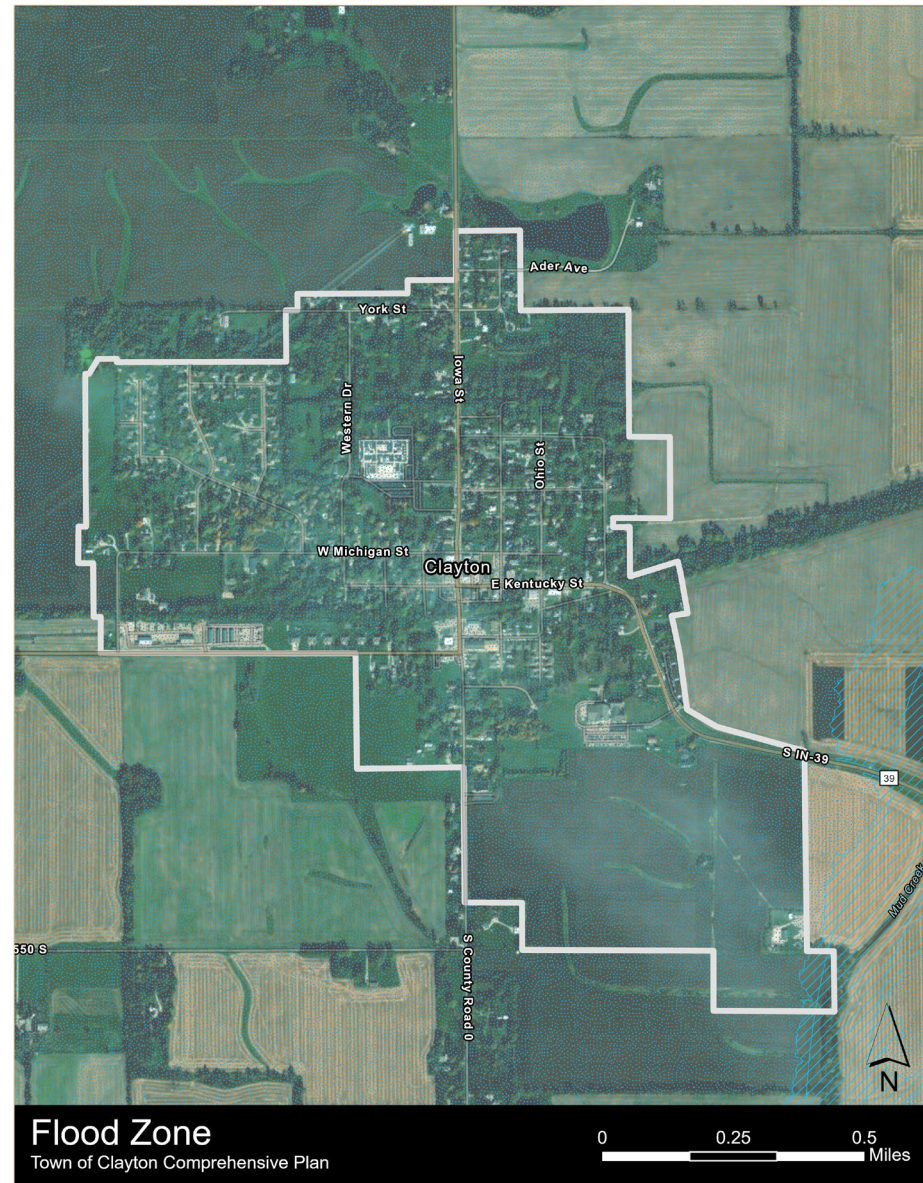
FLOODPLAIN

The Federal Emergency Management Agency (FEMA) floodplain mapping refers to the risk of water saturation an area of land has in any given year.† For example, a 500-year flood zone, or Flood Zone X, describes a geographical location that has a 0.2-percent chance, in any given year, that the land will be significantly flooded. Clayton is in Flood Zone X, an area with minimal flood hazard.



* [USGS: National Wetlands Inventory](#)
 † [FEMA: Flood Zones](#)

Figure 35: Flood zones. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA, FEMA.



GEOGRAPHY

The geography of an area describes the natural features such as topography or slope, soil type, and land cover. Clayton is primarily composed of Miami-Crosby or Treaty-Crosby soils, all of which share a characteristic of being somewhat poorly drained and relatively wet soils.* Clayton is relatively flat, with the entire town around 800 feet above sea level. The soil and slope combined align with stakeholder comments of the ground being relatively wet with a relatively low water table.

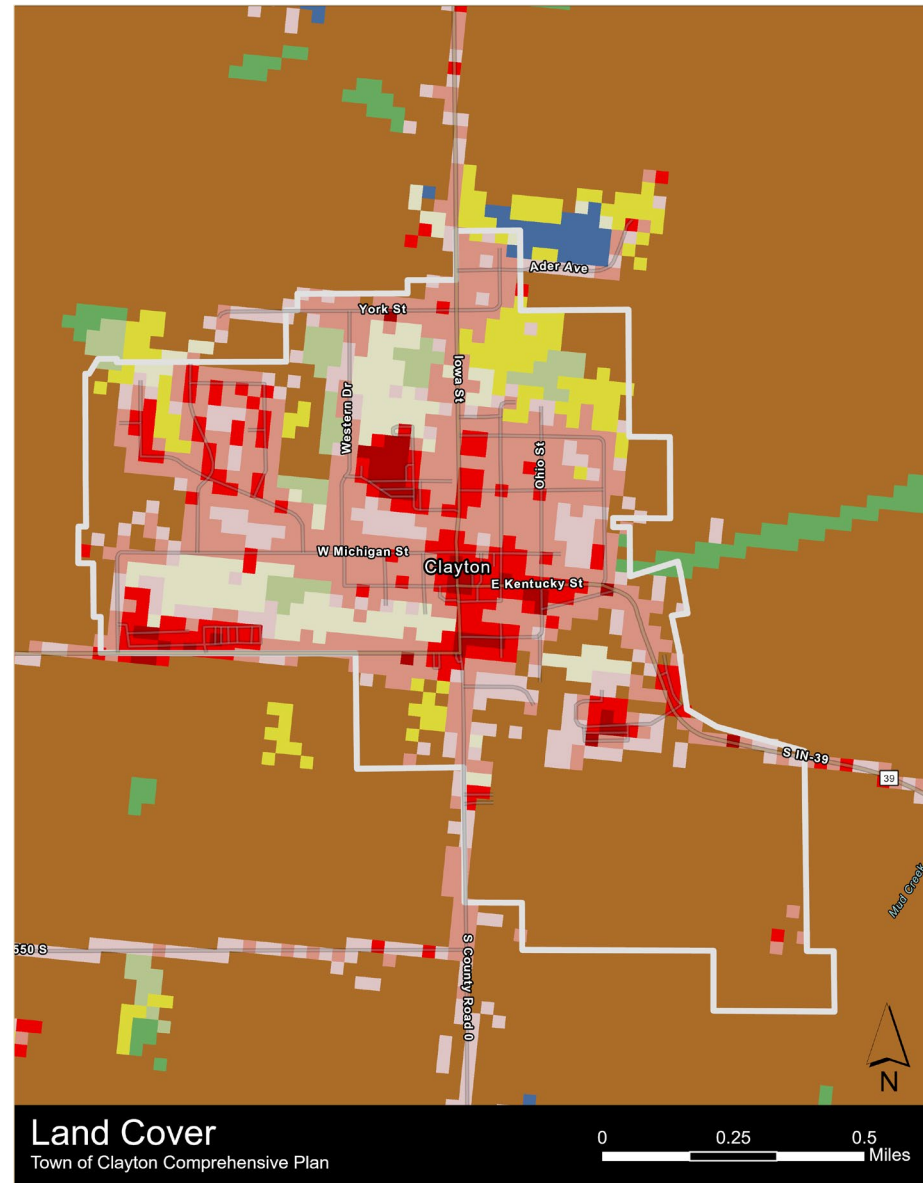
LAND COVER

Land cover describes the development or natural state of the land. Clayton is mostly low-intensity development or cropland.



* [USDA: Official Soil Series Descriptions](#)

Figure 36: Land cover. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA.

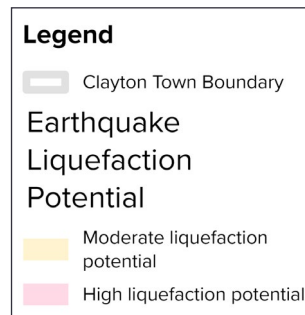


CONTAMINATION AND ENVIRONMENTAL CONCERNS

Earthquake Hazard

Earthquake liquefaction is when “loosely packed, water-logged sediments at or near the ground surface lose their strength in response to strong ground shaking.” Clayton is mainly in a moderate liquefaction potential zone, which means care should be taken when constructing new buildings or facilities.

Clayton and some of Hendricks County are within the Wabash Valley Quaternary Liquefaction area, resulting from the New Madrid Seismic Zone-Quaternary Fault Line.[†] The New Madrid Seismic Zone is a seismic zone resulting from intraplate earthquakes, which originate from within a tectonic plate rather than an edge.[‡] The United States Geological Services National Seismic Hazard Maps place the risk of an earthquake from the New Madrid Fault Zone as relatively low.[§]



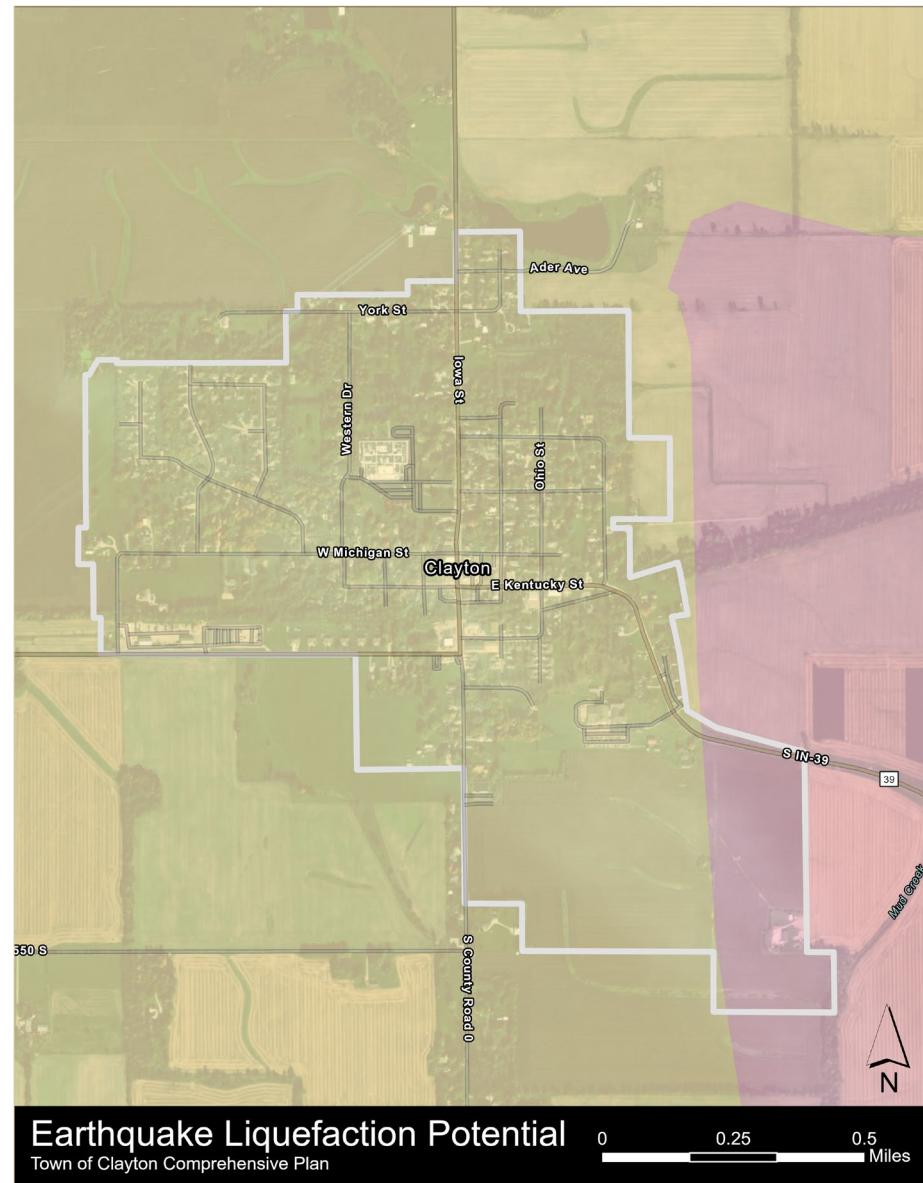
* [What is Liquefaction?](#)

† [The New Madrid Seismic Zone](#)

‡ [Intraplate Earthquakes](#)

§ [2014 Update of the United States National Seismic Hazard Maps](#)

Figure 37: Earthquake liquefaction potential. Source: ESRI, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA.



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