



Clayton



Downtown Master Plan

Plan Conducted by: TSW & City of Clayton

Adopted September 17th, 2019



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[01]

Existing Conditions



- 
- Site Context Map
 - Natural Resources Map
 - Community Resources Map
 - Connectivity Map
 - Current Zoning Map
 - Susceptibility to Change Map
 - Previous Plans & Projects

What's Here Now?



SITE CONTEXT

Clayton is the largest city in Rabun County, Georgia, and serves as the County seat. Clayton is situated at the base of Black Rock Mountain in the Blue Ridge Mountains. Originally founded in 1821 (incorporated in 1823), the city was located at the intersection of several significant Cherokee trails near Stekoa Creek (Source: Rabun County Historical Society). The 2010 Census noted the Rabun County population as 16,276, and Clayton's estimated 2017 population was 2,250 people (Source: U.S. Census Bureau). Below are some other demographics statistics from the City of Clayton website:

- 21% of the population is under 18 years old;
- 21% are 65 or older;

- 93% of the people are white;
- The median household size is 2.25 people;
- The median household income is approximately \$34,000;
- 18.5% of the population lives below the poverty line.

The Clayton Downtown Master Plan study area (approximately 382 acres) boundaries are as follows:

- North: Stekoa Creek Park
- East: U.S. Highway 441
- South: Duvall Street
- West: City Hall property

This Plan's Purpose

This plan is an opportunity to capitalize on the recent

resurgence of Downtown to shape the vision for the future and guide growth that protects treasured natural resources and reflects the history, needs, and values of Clayton. This plan:

- Provides actionable guidance on each recommendation and a clear path forward to develop Downtown based on the existing assets and recent progress;
- Offers ways to strengthen connectivity within Downtown and to the surrounding natural resources; and
- Guides future development to meet the current and future needs of the community.

LEGEND

Study Area Boundary



Georgia Mountain Market

Stekoa Creek Park

Clayton Fire Department

Rabun County Library

Clayton City Hall

Rabun County Health Department

Veteran's Park

Food Bank of NE Georgia (Clayton Farmer's Market)

North



NATURAL RESOURCES



Above: Clayton is surrounded by lush landscapes that make the Downtown a prime location for outdoor enthusiasts.

Clayton and Rabun County have the benefit of beautiful natural resources that should be preserved. In addition to the picturesque views provided by the Blue Ridge Mountains, these natural resources provide wildlife habitat and offer outdoor recreation opportunities, drawing visitors from throughout the United States. It may be possible to connect to nearby parks and trails through additional

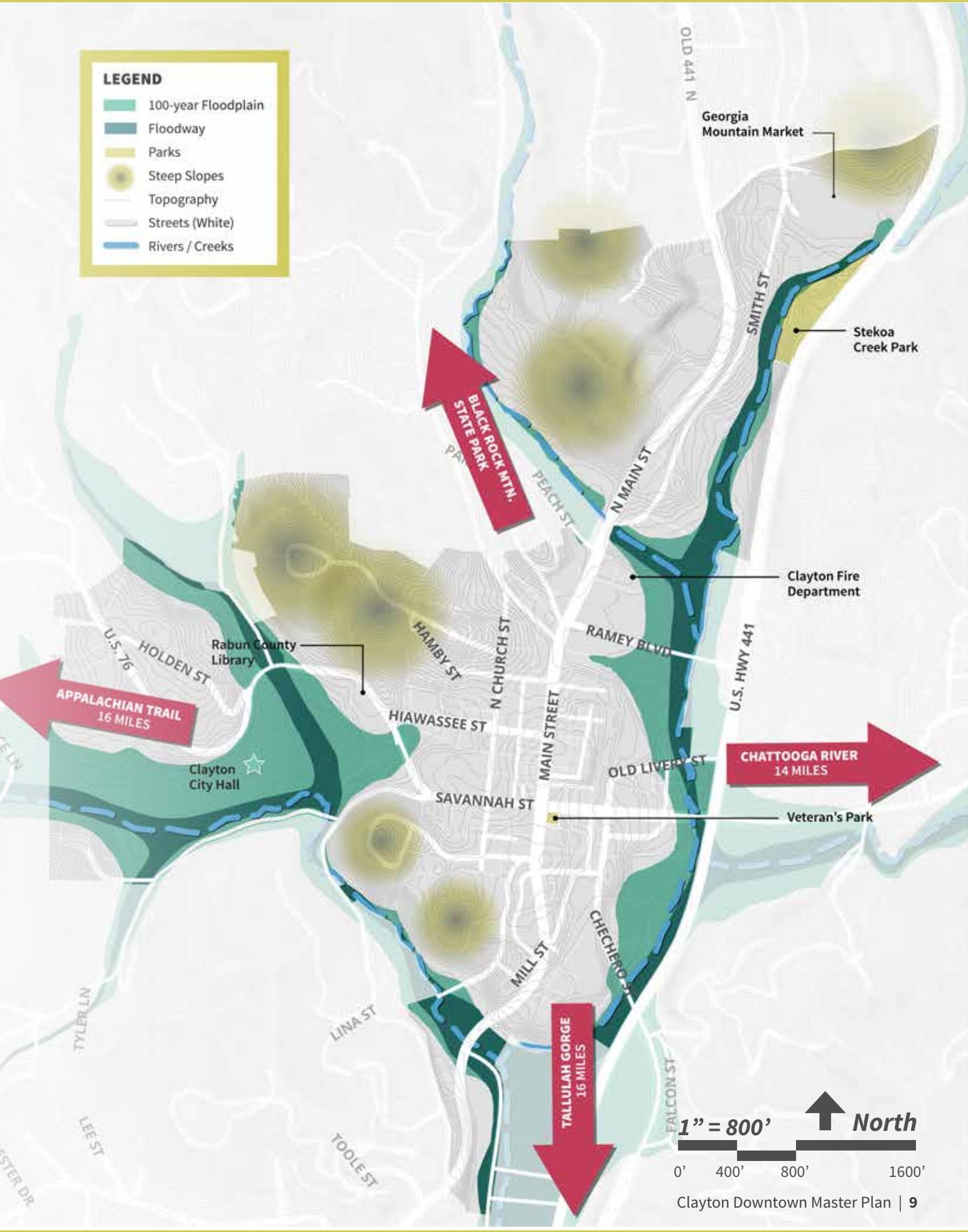
trails, shuttles, or better street networks. Some of the nearby attractions include:

- Black Rock Mountain State Park (5 miles northwest);
- Tallulah Gorge State Park (16 miles south);
- Chattooga River (14 miles east);
- Appalachian Trail (16 miles west); and
- Chattahoochee National Forest.

As indicated on the map to the right, many of the hills around Downtown Clayton are very steep. Because of this, construction will be challenging, and in order to preserve the hillsides, development should be focused on flatter land. The 100-year floodplains (data from FEMA) follow Stekoa Creek and Scott Creek on the eastern and western edges of the study area. Development cannot occur in the floodplain; therefore, these are opportunities for additional pedestrian and bicycle connections with trails and pathways linking Downtown destinations and Stekoa Creek Park. These creeks are also opportunities for improving environmental conditions through streambank remediation, better stormwater management, and finding ways to prevent pollution.

LEGEND

- 100-year Floodplain
- Floodway
- Parks
- Steep Slopes
- Topography
- Streets (White)
- Rivers / Creeks



COMMUNITY RESOURCES



The Downtown Clayton study area is home to great shopping and restaurants along Main Street. Many of the key community resources are one or two blocks off of Main Street. They are within a walkable distance (within a 10-minute walk, or half-mile) of each other, but sidewalk conditions, lack of streets, and steep slopes may deter people from walking to them.

Multiple places of worship serve residents; however, stakeholders indicated in focus groups that some may be experiencing a loss in congregation size. City and County government offices, the library, and civic center are concentrated along Savannah Street west of Main Street.



Aside from the recently constructed pavilions on the County property next to City Hall and Veteran's Park, few green spaces exist Downtown. Nearby Stekoa Creek Park is a major asset that can be expanded and enhanced with stream corridor improvements and better connectivity to Downtown.

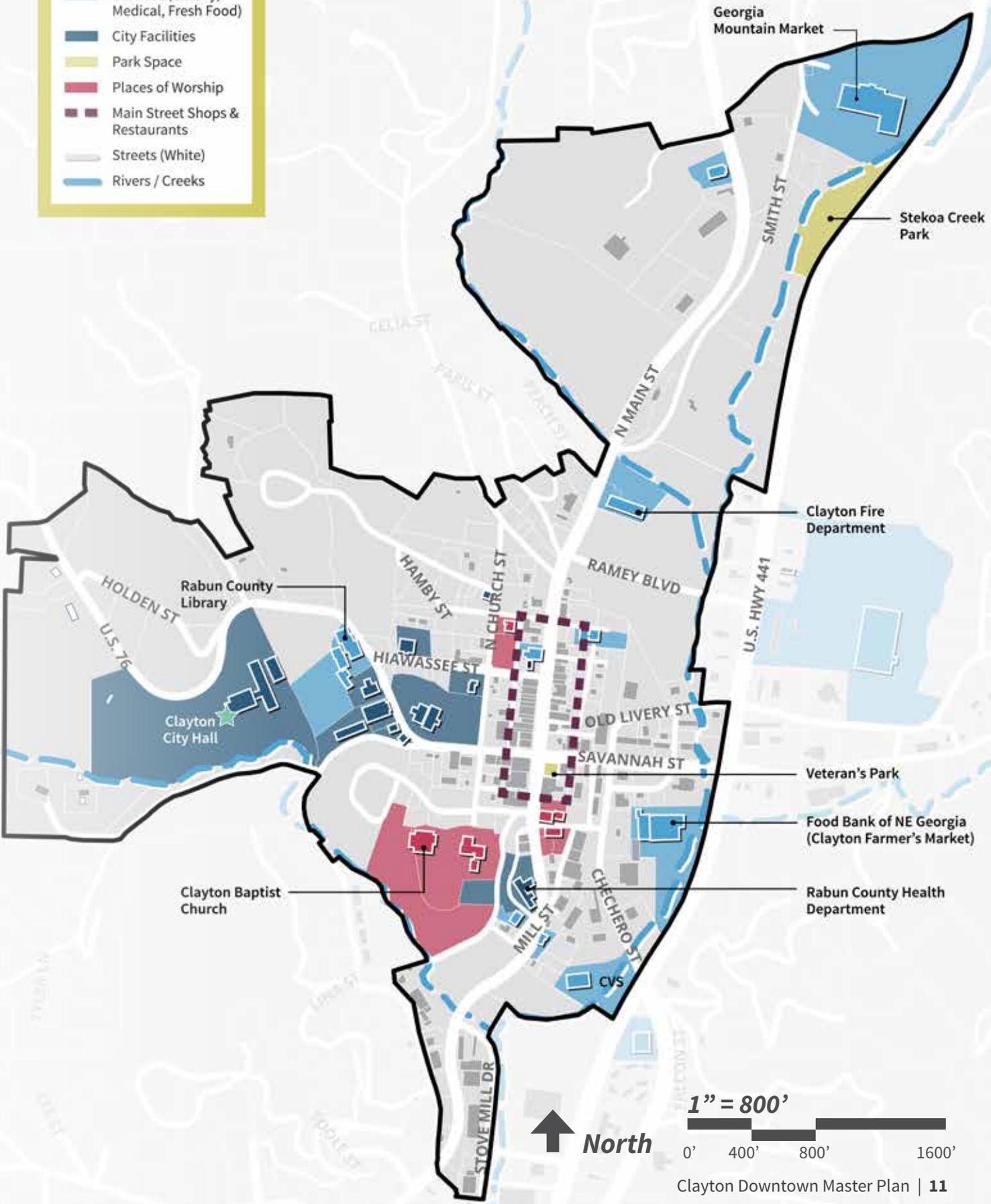
Top: Restaurants and shops line Main Street and attract visitors.

Bottom: The green space near City Hall offers a playground and spaces for sitting outside. The new pavilions on the adjacent County property (not pictured) provide large venues for family and community events.

NUMBER TO LIVE

LEGEND

- Services (Library, Medical, Fresh Food)
- City Facilities
- Park Space
- Places of Worship
- Main Street Shops & Restaurants
- Streets (White)
- Rivers / Creeks



CONNECTIVITY



Above: Main Street is wide and could be reconfigured to encourage walking and make it safer for pedestrians.

Much of the study area around Main Street is within a 5-minute (1/4-mile) walk from the Savannah Street and Main Street intersection, as the crow flies, indicated with the circle on the map to the right. The remainder of the study area is within a 10-minute walking radius from the Main Street and Savannah Street intersection.

The Downtown core, centered on Main Street, is walkable with small block sizes and a somewhat complete sidewalk network on Main Street, Savannah Street, and Hiwassee Street (blue dotted lines on the map to the right). Despite the presence of sidewalks, many of them are quite narrow and in disrepair. The street grid breaks down and walkability diminishes outside of Main and Savannah Streets because fewer streets connect or

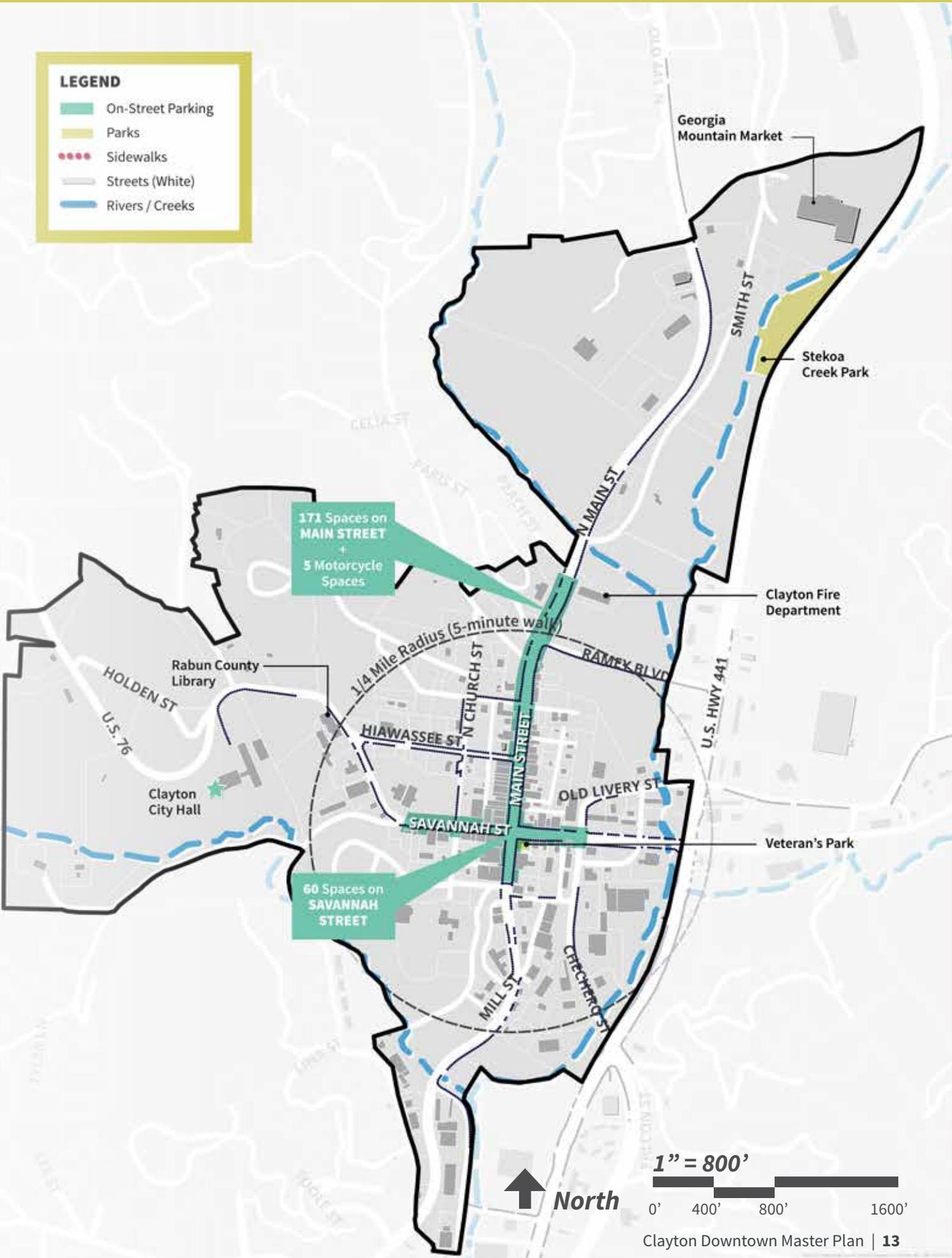
have sidewalks. For example, Stekoa Creek Park is within a 10-minute walk of the Main Street and Savannah Street intersection, but it is not easy to walk. The width of Main Street, condition of sidewalks, gaps in development, and few alternative options to reach the park deter people from walking to the park. Auto-centric and suburban streets and development patterns along U.S. Highway 441 and Shadyside Drive make it difficult to walk. Many segments of U.S. Highway 441 do not have sidewalks and crossings do not feel safe with the volume and speed of traffic.

Many stakeholders expressed concerns about parking supply and availability during the public input process (described in more detail in Chapter 2). According to feedback, on-street parking on Main Street

is mostly occupied at peak times during the days. Some of the nearby parking lots are not easily accessible because signage does not direct drivers to them; walking from the lots is also challenging because of the lack of or condition of the sidewalks. Parking concerns can be alleviated through many methods, including metered parking on Main Street, better signage, shared parking agreements between Downtown merchants, and adding more on-street parking. There are currently more than 200 parking spaces on Main Street and Savannah Street. This inventory can be significantly increased by adding more on-street parking on adjacent and parallel streets.

LEGEND

- On-Street Parking
- Parks
- Sidewalks
- Streets (White)
- Rivers / Creeks



171 Spaces on MAIN STREET + 5 Motorcycle Spaces

60 Spaces on SAVANNAH STREET

1" = 800'
 0' 400' 800' 1600'

North

CURRENT ZONING



Above: The Rock House, located on Main Street, is one of many historical gems in Downtown Clayton.

The current zoning for the majority of the study area is CBD - Central Business District, which extends north along Main Street to Stekoa Creek Park and a couple blocks to the east and west. Lower density residential districts make up the western edge of the study area, and some Highway Business District zoning is located north of Stekoa Creek Park, near City Hall, and along U.S. Highway 441.

Though this plan does not make specific amendment recommendations for the zoning code beyond recommended re-zonings or an entire code re-write (Chapter 4), some parts of the code should be changed to support the plan's vision. Below are some items to note about each of the primary zoning districts Downtown:

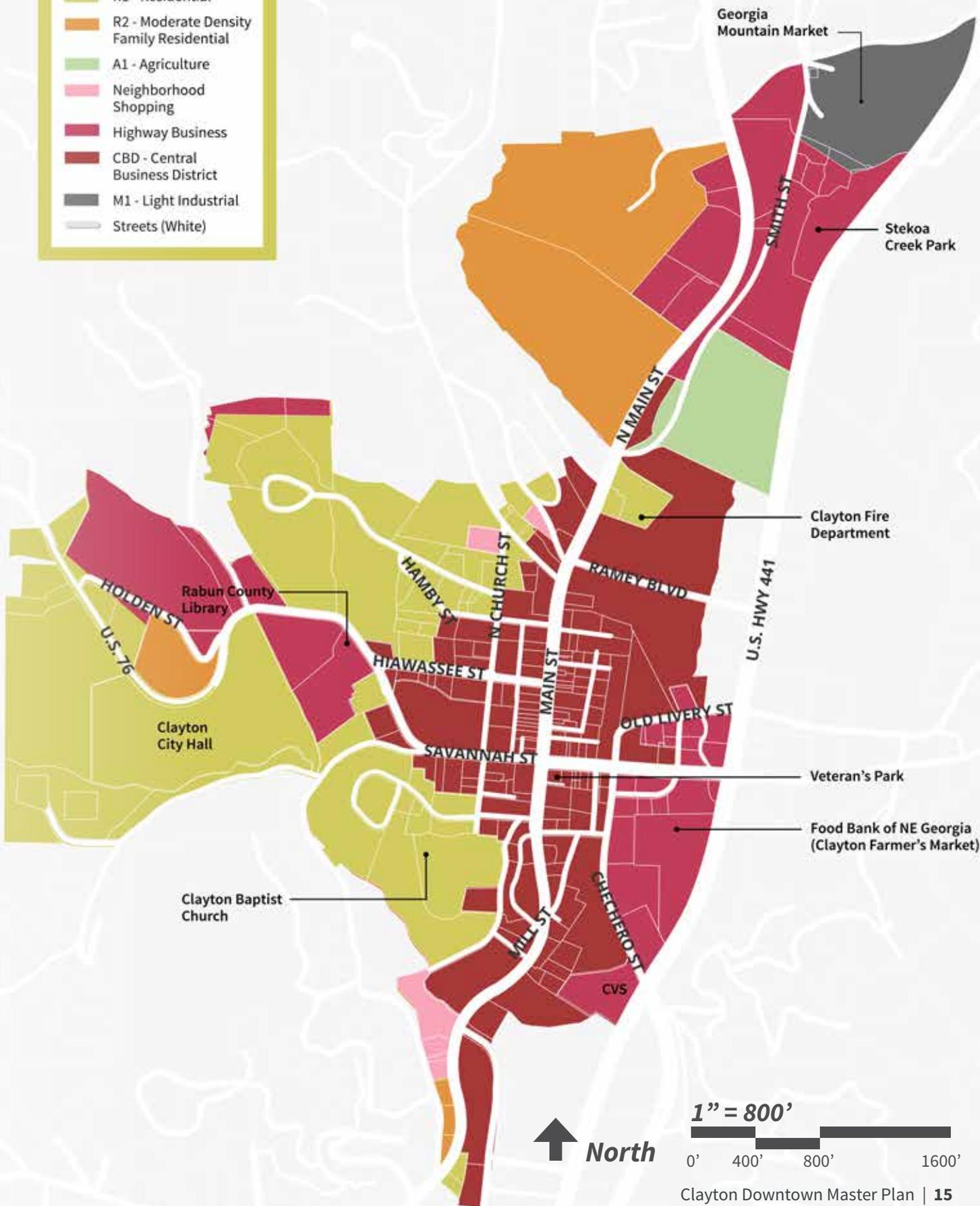
- **Central Business District:** This designation is flexible and fairly conducive to creating walkable environments, particularly because all housing types are permitted. However, no maximum size exists for retail square footage and required parking ratios are quite high (i.e. 5 spaces per 1,000 SF for retail, 4 spaces per 1,000 SF for office). Requiring every lot to have this much parking is not consistent with the city's small town character.
- **Highway Business District:** This district allows drive-throughs, some automotive and industrial uses, warehouses, and large big-box retail, which has resulted in the auto-oriented development patterns

on U.S. Highway 441. The parcels near Stekoa Creek Park and City Hall, and west of U.S. Highway 441 may need to be changed to be more supportive of walkable development because of their proximity to the current downtown core and potential for being the "first impression" of Downtown Clayton.

- **Moderate Density Residential:** This designation allows lower density residential, including single-family houses, townhouses, and duplexes. The location of this district may be acceptable because it allows a variety of housing types that can increase the residential density Downtown just outside of the Main Street core, without large building footprints.

LEGEND

- R1 - Residential
- R2 - Moderate Density Family Residential
- A1 - Agriculture
- Neighborhood Shopping
- Highway Business
- CBD - Central Business District
- M1 - Light Industrial
- Streets (White)



SUSCEPTIBILITY TO CHANGE

Downtown Clayton has experienced development pressure in recent years, largely due to the proximity to many great natural resources, as noted on pages 8 and 9, and the recent reinvestment Downtown, particularly along Main Street and Savannah Street. Mapping the susceptibility to change is helpful to understand where development is likely to occur in the near-term. Susceptibility to change is measured using tax parcel data. If the land value of a property is greater than the improvement value

(buildings on the site), or if there is no building on the site, it is noted as “susceptible to change.” This does not mean that development will happen on any or every site indicated on the map. In addition, the data are analyzed at one point in time; therefore, based on real-time sales and changes, the map of susceptible parcels could change.

As shown on the map to the right, many large parcels in the study area are susceptible to change. This master plan is key

to deciding the community’s preferred development types to ensure that quality, community-supported development occurs if and when the sites redevelop. Many of the parcels are on vacant or forested land. It may be important to preserve forested areas and natural site conditions by directing development to properties that are currently underutilized or deteriorating, such as parking lots, empty buildings, or sites that are closer to the Downtown core. The properties along Ramey Boulevard are key to bridging the gaps between the businesses on Main Street to Stekoa Creek Park and U.S. Highway 441.

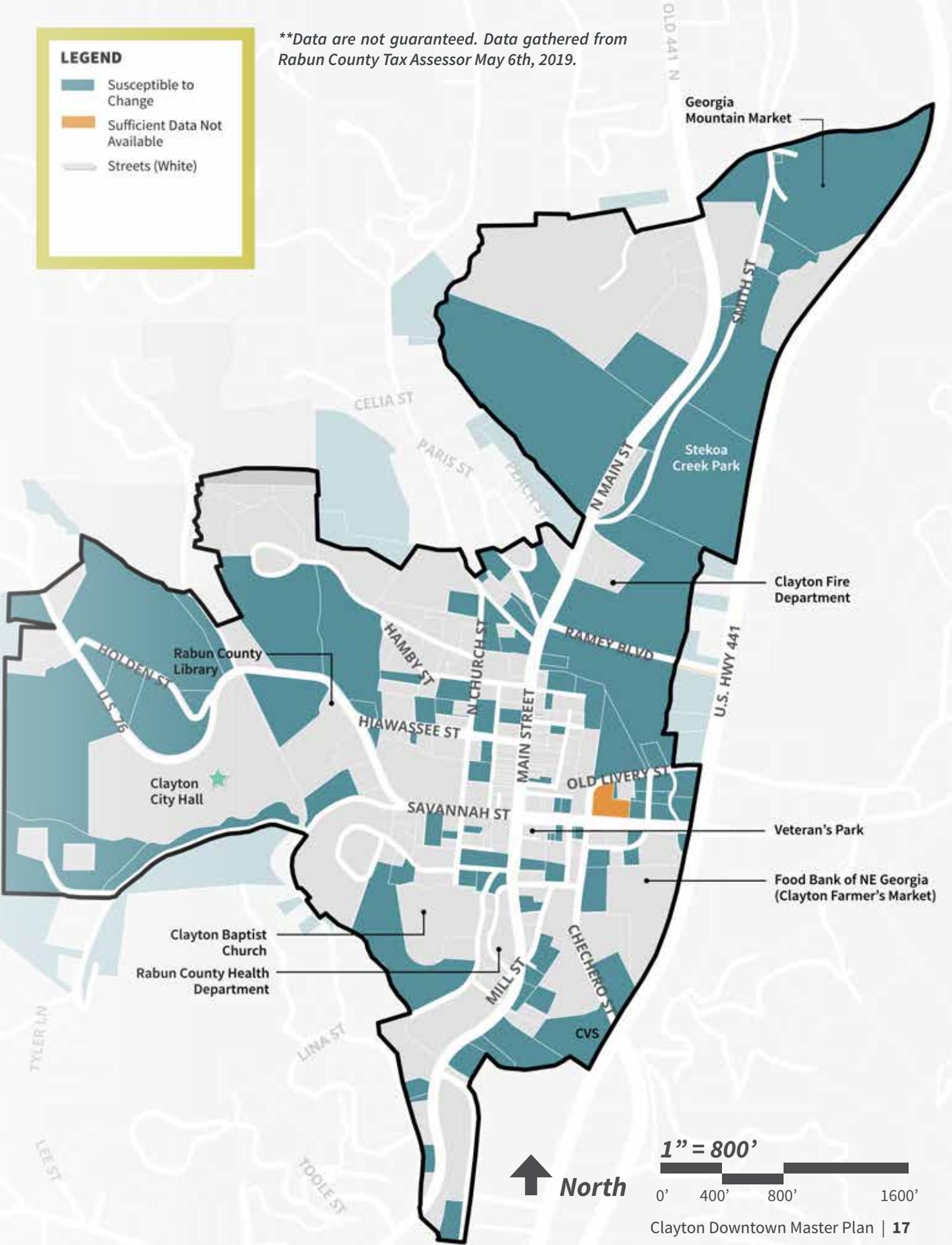


Above: Veteran’s Park and the adjacent White Birch Inn are examples of land Downtown that are not susceptible to change.

****Data are not guaranteed. Data gathered from Rabun County Tax Assessor May 6th, 2019.**

LEGEND

-  Susceptible to Change
-  Sufficient Data Not Available
-  Streets (White)



1" = 800'
0' 400' 800' 1600'

North

Previous Plans

RECOMMENDATIONS AFFECTING DOWNTOWN

Few plans have been conducted in Clayton and Rabun County. This master plan will be Clayton's first Downtown Master Plan. It is an opportunity to capitalize on the resurgence of Downtown to shape the future and guide growth that protects treasured natural resources and reflects the history, needs, and values of Clayton. This plan is a response to recommendations in the Comprehensive Plan, recommends zoning changes that may need to occur to support the vision, and builds on recommendations that were made in previous plans.

The Rabun County Comprehensive Plan for 2005 to 2025 was conducted in 2006 and updated in 2014 by the Georgia Mountains Regional Commission. The Georgia Department of Community Affairs (DCA) requires an update every 5 years and has a standard for what should be included. The Comprehensive Plan is currently being updated. The creation of a comprehensive plan offers more access to financial resources for implementation, including Community Development Block Grants (CDBG), water and sewer loans, economic development funding, and other programs.

2014 Rabun County Joint Comprehensive Plan

Some recommendations from the comprehensive plan apply directly to Downtown Clayton. The plan identified four major character areas, including Rural Residential, Village Residential, Main Street, and U.S. Highway 441. Each of these character areas has different types of development patterns.

Transportation Recommendations

- ✓ Nature walk and bike trails
- ✓ Streetscape improvements for Downtown
- ✓ Downtown parking improvements

Economic Development Recommendations

- Develop the community center and cannery
- ✓ Update and develop brands and marketing themes for Downtown
- ✓ Update and develop the City's website

Planning Efforts Recommended

- Gateway Corridors Development Plan
- Utility Expansion Plan
- ✓ Stekoa Creek Greenway Plan
- ✓ Update Zoning Regulations
- ✓ Develop Design Guidelines

- Highway 441 Management Plan
- ✓ Create Historic District and Guidelines

2015 Stekoa Creek Watershed Management Plan

The Chattooga Conservancy, City of Clayton, and Georgia Department of Natural Resources (DNR) developed this plan, which adheres to the Environmental Protection Agency's (EPA) *Nine Key Elements for Watershed Planning* to identify and propose ways to address pollution. This plan allows future water quality projects within the watershed to qualify for State and Federal grants. Issues that were identified include:

- National Wild & Scenic Chattooga River (Stekoa Creek is a tributary)
- Public Health
- Agriculture
- Inflow and Infiltration
- Roads
- Erosion & Sedimentation Laws
- Trout Waters
- Issue Fatigue
- Intergovernmental Conflict

✓ This Master Plan provides recommendations for these items.

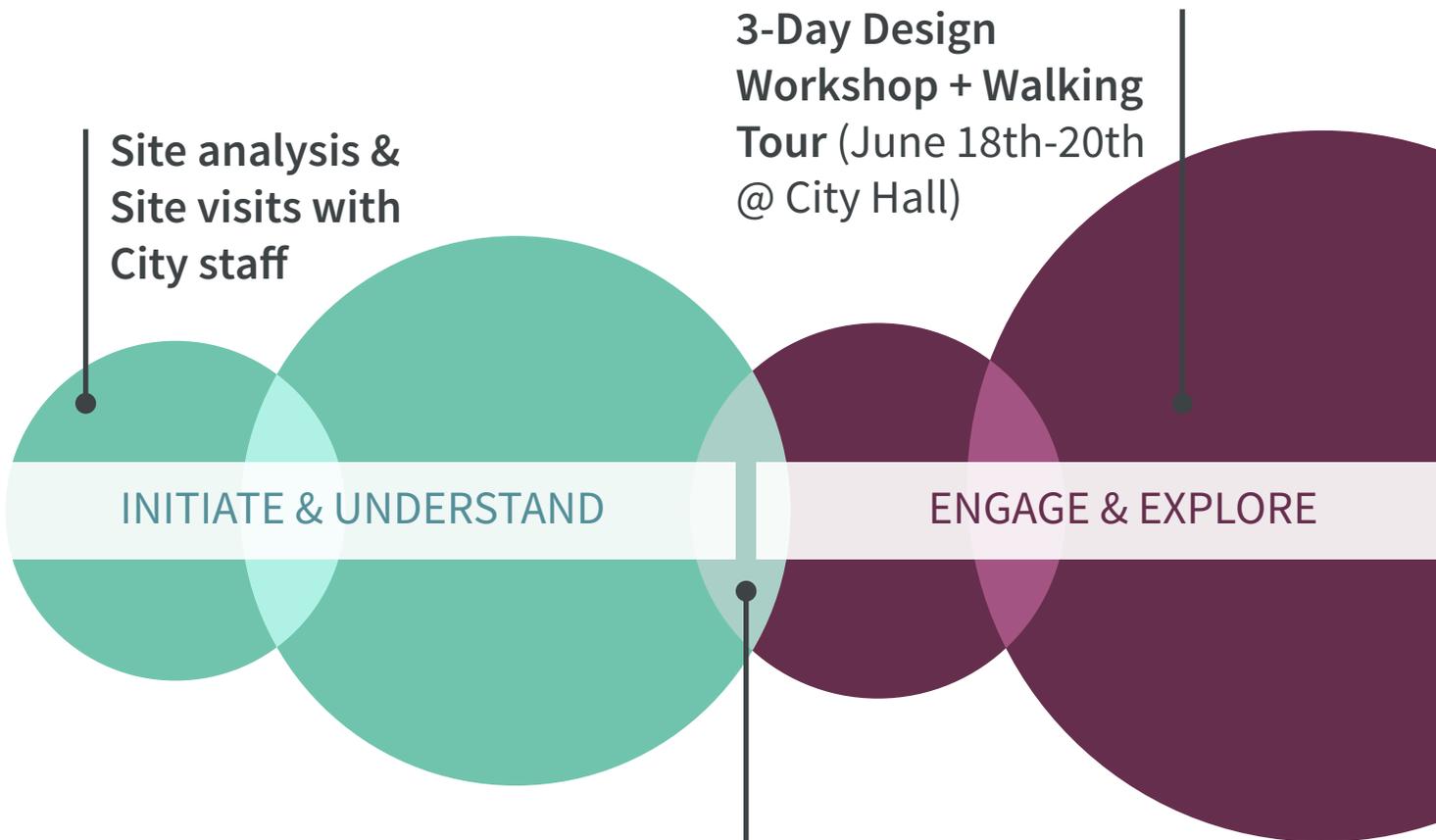
02

Public outreach



- 
- Overall Strategy
 - Focus Groups
 - Steering Committee
 - Public Kick-off Meeting
 - Survey Results
 - Walking Tour & 3-Day Workshop
 - Final Public Open House

Overall Strategy



PROCESS

The diagram above summarizes the overall planning process for this master plan.

- Public Kick-off Meeting & Focus Groups (May 7th and 8th @ City Hall)
- Survey open (May 7th to June 25th)

- Prepare preliminary recommendations
- Develop additional maps, visioning graphics, etc.

City Council Meeting
(September 17th, 2019)

GUIDE THE FUTURE

FINALIZE REPORT

Final Public Open House
(August 13th, 2019 @ City Hall)

Produce a final report document

**626 PAGE
LIKES**





The City of Clayton is a jewel that represents the historic, quaint center of beautiful Rabun County.



- Clayton Citizen

FOCUS GROUPS

The City of Clayton provided a large list of stakeholders to engage in the planning process. The stakeholders – business owners, residents, local activists, City staff, developers – were contacted to participate in focus groups over a two-day span on May 7th and 8th, 2019, as part of the Public Kick-off Meeting, or in individual phone calls. Each focus group lasted approximately one hour and uncovered key issues and opportunities for the Downtown Master Plan.

Some of the feedback from the focus groups included:

- Downtown Clayton has experienced tremendous growth and an increase in activity in recent years.
- Change is coming, and it must be managed. New development may negatively impact the local residents and prioritize tourism over their needs.
- Downtown has a great “cozy” and “small-town” feel, which should be preserved.
- Downtown now has great restaurants, but the majority of them are ideal for lunch, rather than a nice dinner.
- More entertainment options are needed Downtown.
- Need to encourage local businesses to open Downtown, rather than big box stores.
- Buildings should not be taller than 3 stories to maintain the views to the mountains. Architecture should match the current historic character.
- The properties on Ramey Boulevard are the best place to expand infill development for Downtown.
- Utilities and infrastructure are in disrepair, and this needs to be addressed before development occurs.
- Stekoa Creek would be an ideal location for a greenway trail connecting to Downtown.



- More parks and green space are needed, especially with play areas for children.
- Parking is a major issue, particularly along Main Street. The parking lots off Main Street are not noted by signs and few sidewalks connect them to Main Street.
- U.S. Highway 441 is very dangerous, especially for pedestrians.
- The City of Clayton schools are outstanding.
- Affordable workforce housing is a major necessity. Many workers in the industries Downtown cannot afford to live in Clayton.
- Downtown is somewhat walkable, but many of the sidewalks are in disrepair. People must drive to go most places.
- A shuttle service may be a good way to get people from parking or nearby attractions to Downtown.

STEERING COMMITTEE

The Steering Committee was comprised of a smaller group (21 people) from the list of stakeholders interviewed in Focus Groups. Two meetings were held with the Steering Committee during the planning process to receive feedback on the best methods to reach out to citizens of Clayton, public engagement methods at public meetings, and preliminary recommendations. These meetings took place on the following dates:

- Tuesday, May 7th, 2019, at 12:00 PM
- Thursday, June 20th, 2019, at 12:00 PM

During the first meeting, the planning team gave a brief presentation about the existing conditions analysis and overall planning process. The Steering

Committee provided feedback about what they'd like to see in the future and how to effectively engage people who live in Clayton.

During the second meeting at the Design Workshop, the planning team described preliminary survey results, the Public Kick-off Meeting results, and ideas that had been generated to-date during the Workshop.



PUBLIC KICK-OFF MEETING

The planning team and the City of Clayton hosted the Public Kick-off Meeting on Tuesday, May 7th, 2019, at 6:00 PM at Clayton City Hall. More than **100 residents** attended this meeting, an amazing turn-out for a very small town. After Mayor Jordan Green welcomed the attendees, the planning team gave a presentation describing the master planning process, existing conditions analysis, ways to establish a vision for Clayton’s future, and the input activities for the meeting.

The attendees enthusiastically participated in four activities:

- Survey (paper copies)
 - Locations for Potential Development
 - Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis
 - Mobility Experience
- The Development Potential map asked participants where and what types of development are

appropriate. Most people noted the properties along Ramey Boulevard, the old City Hall property, and the land between the library and current City Hall. Some preferred types of development noted were parks / dog parks, parking, a theater, and entertainment destinations. The SWOT Analysis uncovered many of the same items noted in the focus groups (page 24).

Strengths:

- Natural beauty, mountains, and views.
- Restaurants downtown.
- Quality, small historic buildings that add character.

Weaknesses:

- Infrastructure and property maintenance are lacking.
- Sidewalks are in poor condition or non-existent on some streets.
- More trails and walking paths are needed.
- More affordable workforce housing is needed.

Opportunities:

- Greenway along the Stekoa Creek corridor.
- Better management and supply of parking.
- Public gathering spaces for picnics and families should be added.
- Improve the entrance into Downtown Clayton from U.S. Highway 441.

100+ Attendees



Threats:

- Relationships between different government entities and Downtown merchants.
- Sidewalk conditions.
- Buildings that are not compatible with existing heights and architecture.
- Pollution and stormwater run-off around Stekoa Creek.

The Mobility Experience activity asked how people currently reach their destinations, barriers to taking another transportation mode, how they think others would want to get to places, and what they would like to see along the way. The majority of people take their **cars** to reach their destinations, but would prefer to **walk, bike, or take a shuttle / bus**. Lack of trails and sidewalks and heavy car traffic deter people from walking or biking. Some other inhibitors are parking, crumbling sidewalks, and convenience.

Most participants noted that others may also want to walk, take a shuttle / bus, or take rideshare (i.e. Uber or Lyft). The top places people would like to see on their commutes include a library, museum, art gallery, dog park, restaurants, cafes, a park, and a plaza.

Top: Mobility Experience activity
Above: SWOT analysis activity



SURVEY RESULTS

An online survey was available from May 7th to June 24th, 2019. Paper surveys were offered at the Public Kick-off Meeting, Design Workshop, and available at to take at Clayton City Hall.

asked respondents about their demographic background. Approximately 93% of respondents answered those questions. Based on the data received, a mix of age groups participated in the survey; however, 95% of respondents are White/Caucasian, who on

average, earn \$50,000 or more a year. Most respondents are part of a two-person household (47%), and approximately 19% are a part of a four-person household. The infographics on the following pages illustrate the results of the survey.

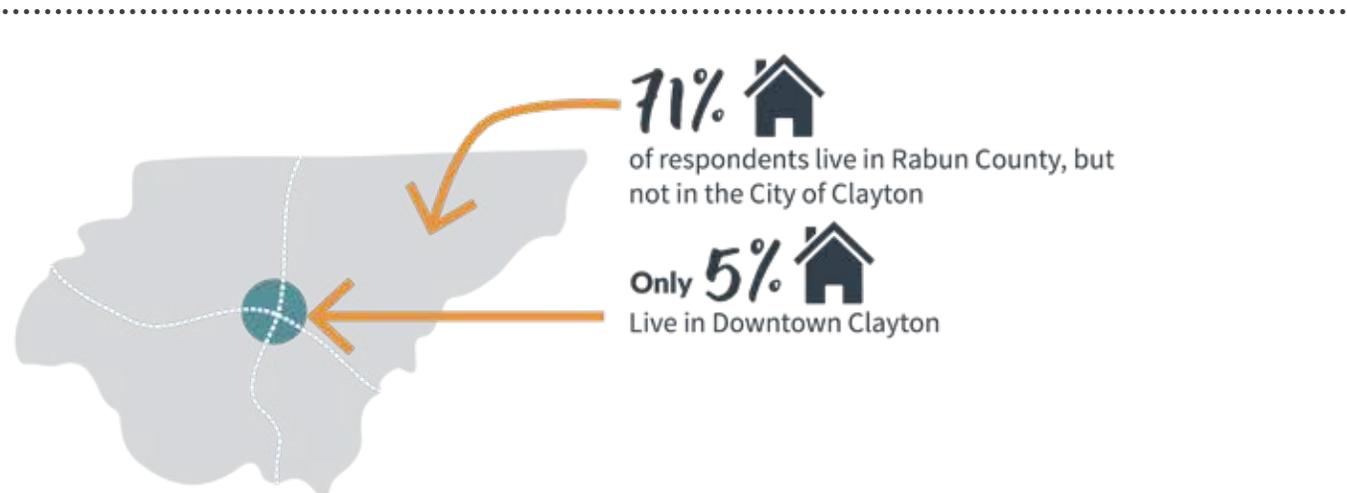
A total of 321 surveys (paper and online responses) were received. The survey included questions about how people use Downtown Clayton today, what people want to see more of, and the extent of improvements to the transportation network needed. An optional section



< How often respondents visit Downtown Clayton



^ Top reasons people visit Downtown



^ Number of respondents who live in Rabun County and Downtown Clayton

Survey Takers

321 Completed!

* That's more than 10% of Clayton's population!

Clayton Today



Clayton Tomorrow



Two of the questions on the survey asked “What one word would you use to describe Downtown Clayton today?” and “What one word would you use to describe what Downtown Clayton could become in the future?” The above graphics illustrate the words that people wrote more than once. The size of the words represents how frequently that word was written relative to the others.

More, The Same, or No Opinion?

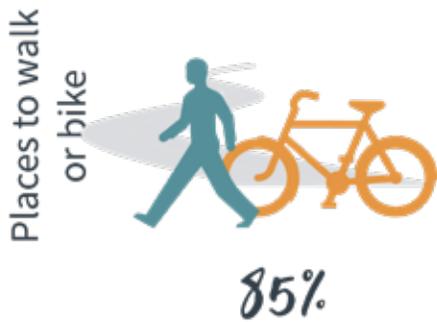
Multiple questions asked what respondents would like to see more or the same of in Downtown Clayton, or if they had no opinion (see infographic below and the chart to the right). Most respondents wanted to see more of the 30 listed categories. Respondents wanted the same amount of

fine dining, boutique shopping, daily needs shopping, bars or other night time entertainment, hotels, art galleries, offices, light manufacturing/industrial spaces, bar or brewery, and police presence.

Other questions asked the same preferences about different housing types. Most respondents would like to see

more of the options listed; however, respondents would like the same amount of single-family houses, stand-alone multi-family housing, and townhouses.

What people want to see MORE of Downtown



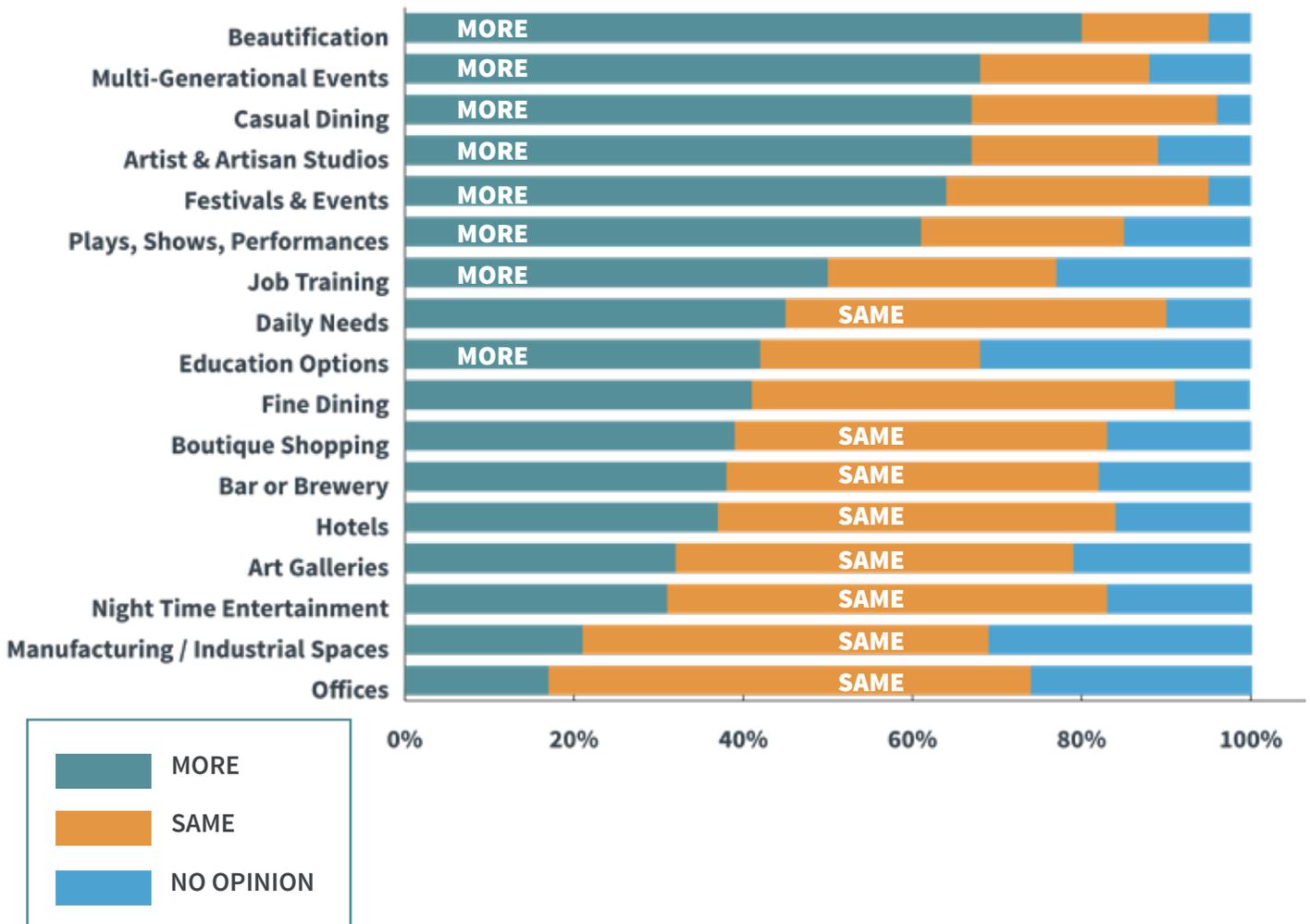
Mobility Issues

Respondents were asked which improvements would make it easier to get around Downtown. It is clear that walking is a desired mobility alternative because the most noted answers were sidewalk maintenance, additional sidewalks, and routes for seniors and people in wheelchairs.



< Mobility improvements that could make it easier to get around Downtown

What people want to see more of, the same amount of, or less of in Downtown Clayton



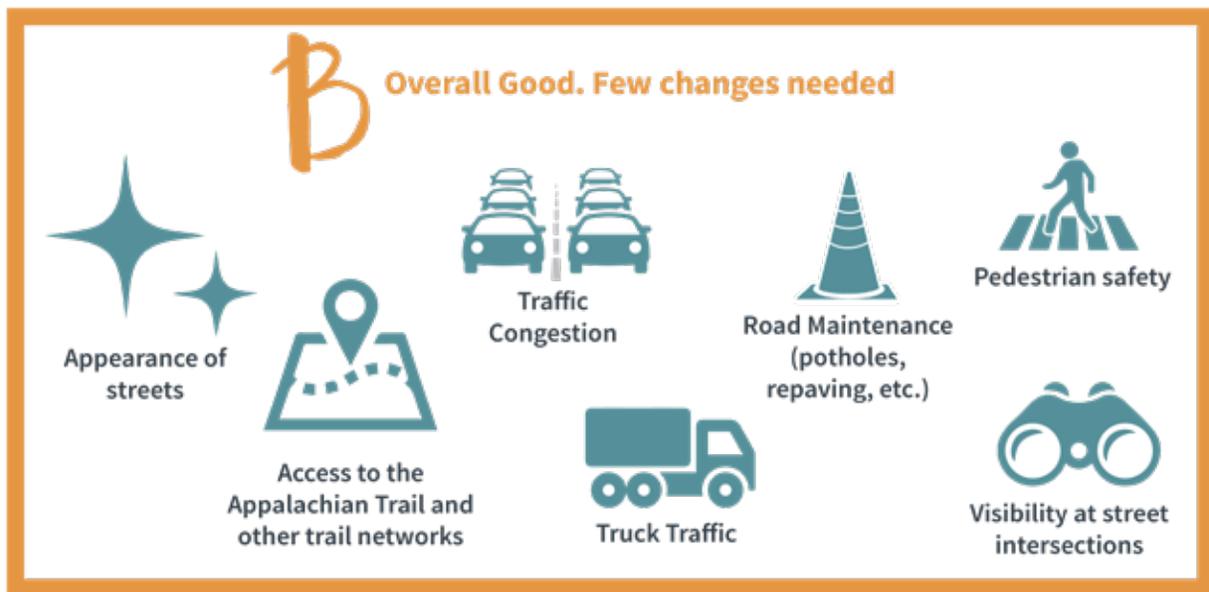
Transportation Issues

Respondents were asked to grade different components of Downtown Clayton’s transportation system. Most components were graded as “B,” indicating they were overall good with few changes needed.

The components that received the most failing grades include availability of on-street parking and parking lots / garages and presence of bicycle facilities. No components were graded as perfect.

Grades for transportation and mobility elements in Downtown Clayton

B Overall Good. Few changes needed



This infographic features a large orange letter 'B' at the top left. Below it, seven teal icons are arranged in two rows. Each icon is accompanied by a text label. The first row includes 'Appearance of streets' (sparkles), 'Traffic Congestion' (cars in traffic), 'Road Maintenance (potholes, repaving, etc.)' (traffic cone), and 'Pedestrian safety' (person on crosswalk). The second row includes 'Access to the Appalachian Trail and other trail networks' (map with location pin), 'Truck Traffic' (truck), and 'Visibility at street intersections' (binoculars).

- Appearance of streets
- Access to the Appalachian Trail and other trail networks
- Traffic Congestion
- Truck Traffic
- Road Maintenance (potholes, repaving, etc.)
- Pedestrian safety
- Visibility at street intersections

C Average. Many changes needed



This infographic features a large orange letter 'C' at the top left. Below it, two teal icons are arranged horizontally. Each icon is accompanied by a text label. The first icon shows a car and a 'P' sign, labeled 'Availability of on-street parking'. The second icon shows a car in a garage and a 'P' sign, labeled 'Availability of parking lots & garages'.

- Availability of on-street parking
- Availability of parking lots & garages

D/F! Failure. Completely re-do/major changes needed



This infographic features a large orange 'D/F!' at the top left. Below it, one teal icon is centered. The icon shows a bicycle and a 'P' sign, labeled 'Presence of bicycle facilities'.

- Presence of bicycle facilities



Nearby attractions, parks, and natural areas used for outdoor recreation.

Tallulah Falls — Black Rock Mountain State Park — Appalachian Trail

32% visit these destinations less than once a month

Attractions

The majority of respondents (77%) visit Tallulah Falls, about 66% visit Black Rock Mountain State Park, approximately 29% visit the Appalachian Trail, and 24% visit the Stekoa Creek Park most often. Of those who visit these attractions, 32% visit them less than once a month and 23% visit them once a month. These relatively low visitation rates indicate that expanded pedestrian and bicycle networks could improve visitation and opportunities for outdoor recreation near Downtown Clayton.

Housing Downtown

Questions asked respondents about their housing preferences Downtown. More respondents would choose to live in a stand-alone home on a small-lot than an apartment or loft above a shop or office space. However, 42% of respondents would be willing to pay the same as they do now to relocate Downtown, and approximately 28% would not choose to live Downtown regardless of price-point or housing type.

Housing that people would prefer to live in Downtown

37%

Stand-alone home on a small lot

30%

would not prefer to live Downtown at this time

28%

Apartment or loft (above a shop or office)



57%

^ Percentage of respondents who do not support new buildings whose design differs from the historic character of Downtown

3-DAY DESIGN WORKSHOP

The Design Workshop was held June 18th through 20th, 2019, at City Hall. The planning team offered opportunities for design and planning input from the community and steering committee members. Preliminary recommendations presented were widely supported.

The Process

The team worked in the Community Room during the three days to design concept plans and develop recommendations for the plan. Members of the community were invited to sit down with the planning team and give input on the concept plans.

The team held a public meeting on the last day of the

Workshop, which included a presentation detailing the input received to-date, and the preliminary concept plans and recommendations. In addition to the community survey, activity stations were provided for attendees to provide feedback on:

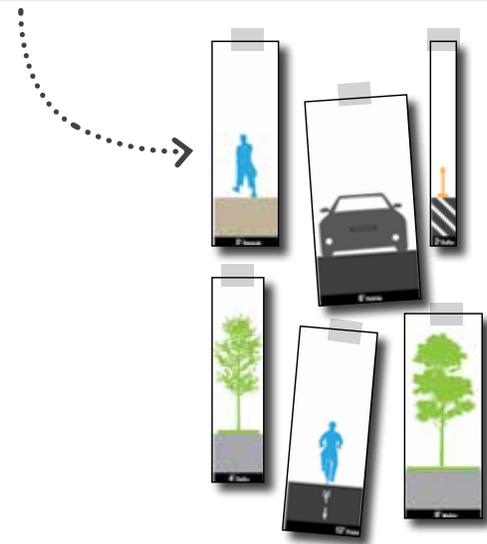
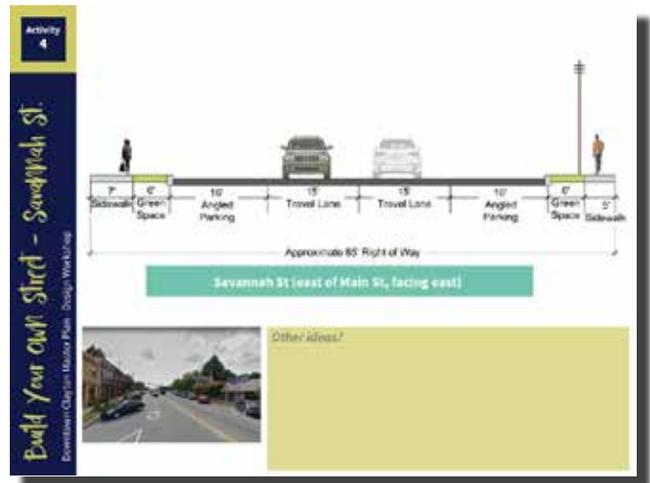
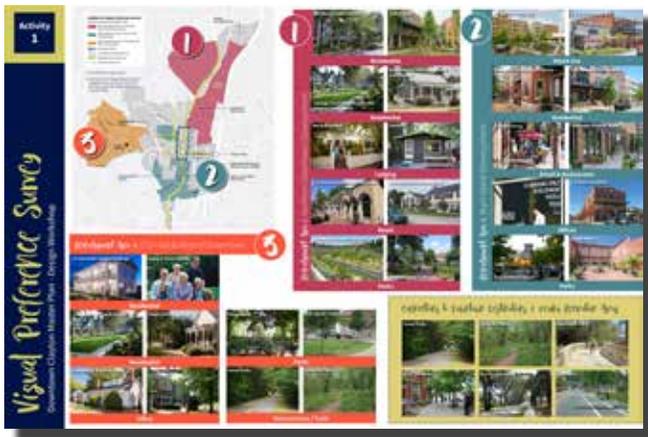
- A visual preference survey for types of development;
- The proposed Framework Plan, goals, and principles for the master plan;
- A ‘Build Your Own Street’ activity to determine how to improve downtown streetscapes; and
- The concept plans and renderings created during the Workshop.

Results

More than 90 people participated in the Design Workshop through participation in the Walking Tour, the Open House, Steering Committee meeting, and attendance at the final presentation. The Visual Preference Survey (VPS) allowed participants to place dots on images that reflected their preferences for different types of development for three main areas around Downtown: 1.) City Hall and west of Downtown; 2.) Northern Downtown; and 3.) Main Street. Images were also ranked for the preferred types of connections to downtown destinations and nearby recreation areas (images shown on pages 36 and 37).

35+ at the Workshop  45+ Walkers





Top Left: Visual Preference Survey activity
 Top Right: Build Your Own Street activity and examples of paper cut-outs the public used to provide input
 Left: Framework Plan, Vision, and Goals activity boards



Top-Rated Visual Preference Survey Images for Development

Redevelopment Area 1 - Northern Part of Downtown



Townhouses



Bed & Breakfast



Neighborhood Park



Cottage Court Mixed Residential (shared green space)



1-3 Stories Mixed-Use

Key take-aways

Redevelopment Area 1 includes the northern portion of the study area which is less developed, rural, and mostly includes Stekoa Creek. Attendees chose images that are more rural and rustic, with shared, community green spaces.

Redevelopment Area 2 - Main Street



1-3 Stories Mixed-Use



Outdoor Dining



Neighborhood Square



Townhouses (Rear-loaded)



2-3 Stories Live / Work

Key take-aways

Redevelopment Area 2 includes Hiawassee, Church, and South Main Street. Images chosen for this area are more urban and include townhouses that are rear-loaded, 1-3 story mixed-use buildings, central outdoor spaces, live / work units, and buildings that hug the sidewalk.

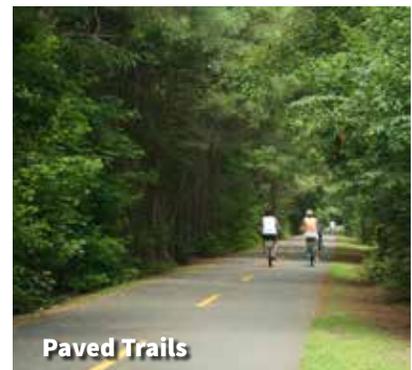
Redevelopment Area 3 - City Hall



Key take-aways

Redevelopment Area 3 includes City Hall and land west of City Hall along U.S. Highway 76. This area is more transitional from rural / residential to urban / commercial. Attendees chose images of single-family cottage courts and small multi-family buildings. Outdoor spaces are more family-friendly with play areas and paved trails.

Connections to Downtown & Nearby Recreation



Key take-aways

The three images above were voted as the most appropriate forms of transportation network throughout the study area. The results indicate that attendees want to see a variety of transportation options that accommodate all users (bicyclists, pedestrians, hikers, etc.). Their favorite image shows a wider sidewalk buffered from car traffic by trees and on-street parking. The other two images show trail options: one is more natural, untouched, and hidden in the woods; the other is a paved trail, safer for all ages and abilities, and also completely separated from vehicular traffic.

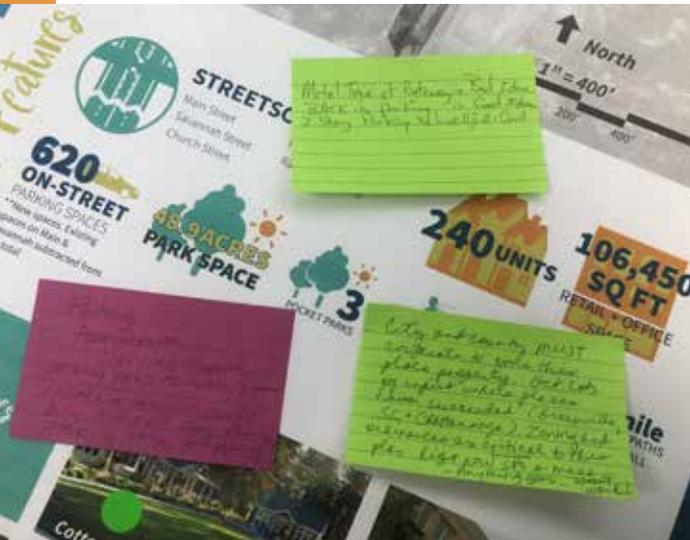
FINAL OPEN HOUSE

The Final Open House was held at Clayton City Hall on August 13th, 2019, at 6:00 PM. The planning team presented the plan recommendations and implementation summary to approximately 70 attendees. Some concerns regarding the recommendations include:

- How the back-in angled parking that is recommended for Main Street, Hiwassee Street, and Ramey Boulevard would work.
- How the proposed split-level parking garage at Wilson Alley and Hiwassee Street would look.

- How loading and unloading for businesses on Main Street would work with the new streetscape design.
- The need for a traffic light at U.S. Highway 441 and Ramey Boulevard.
- The height of buildings proposed at Ramey Boulevard and Main Street.
- If a design review board is in place to review development projects.
- How long it will take to see full build-out of the recommendations.
- Concerns about the roundabout at Main Street and Ramey Boulevard.
- How the City of Clayton and Rabun County will work together to implement the plan.
- The exact design of the gateway sign at U.S. Highway 441 and Savannah Street and whether the current design is the only option.
- How large the multi-family buildings will be.

70+ Attendees



Overall, the feedback received was positive and supported the majority of recommendations. Attendees were particularly enthusiastic about the following recommendations:

- Re-writing the zoning code,
- Cleaning up Stekoa Creek,
- Building the Stekoa Creek Greenway Trail along Stekoa Creek and Scott Creek,
- Expanding Stekoa Creek Park and adding pocket parks,
- Small single-family houses and a mix of housing options,
- Expanding the community garden and moving the playground at City Hall, and
- New development proposed at the intersection of Ramey Boulevard and Main Street.



- 
- Vision, Goals, & Principles
 - Framework Plan
 - Overall Concept Plan
 - Parks, Open Space, and Greenway Plan
 - Concept Plans
 - Land Use Summary
 - Transportation Improvements
 - Street Sections

The Future!

VISION, GOALS, & PRINCIPLES

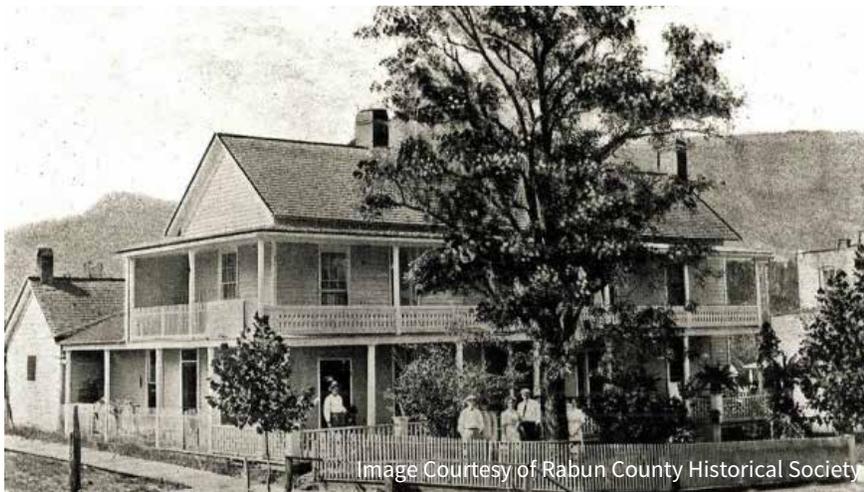


Image Courtesy of Rabun County Historical Society

Vision

Uniquely situated in close proximity to the Appalachian Trail and the Blue Ridge Mountains, Downtown Clayton has experienced recent growth and revitalization. This Vision seeks to preserve the quality of Clayton and guide growth in a way that protects the treasured natural resources and reflects the history, needs, and values of the city.



Goals & Principles

The Vision (to the right) was created based on input during focus groups, discussions with the Steering Committee, and the Public Kick-off Meeting. Specific goals address the vision and guided the creation of the Framework Plan (page 44) and Concept Plans (pages 50 to 65) to show one option for how those goals could be realized.

Top Image: Historic Clayton Hotel, circa 1900.

Bottom Image: Historic Methodist Church

Vision

This master plan will capitalize on Downtown Clayton's close proximity to treasured natural resources, unique cultural identity, and recent resurgence to improve mobility, protect the natural environment, support residents, offer more options to live, and design desirable places to use year-round.

GOALS & PRINCIPLES

Design a comfortable transportation system for people of all ability levels.

- Improve pedestrian, bicycle, and vehicle connections between residential areas, Downtown, public spaces, and recreation.
- Incorporate sidewalks or multi-use paths in all streetscapes.
- Add bicycle facilities throughout Downtown.
- Provide facilities that ensure safe pedestrian crossings.
- Align proposed trail facilities with regional routes.
- Create an interconnected grid of local streets.
- Establish a parking management strategy.

Preserve natural resources and create usable public spaces.

- Preserve viewsheds, hillsides, outdoor recreation opportunities, and tree coverage.
- Design more places to spend time outside for different ages, group sizes, and types of activities.
- Create a network of greenways, open spaces, parks, and plazas that are connected to the nearby state and national parks.

Grow tourism while balancing the needs of current and future residents.

- Upgrade infrastructure to accommodate growth.
- Coordinate with local organizations to market and increase Downtown Clayton's conservation and outdoor recreation opportunities.
- Attract local businesses that serve residents and accommodate tourists to Downtown.
- Improve the aesthetics of gateways and major corridors to Downtown, including streetscape changes and wayfinding.

Locate development where appropriate and create land use patterns that improve Downtown's sense of place.

- Encourage a mix of uses within the Downtown core serving the desires and needs of the community.
- Balance high-quality development standards with flexibility, innovation, safety, and protecting the natural environment.
- Minimize street frontages lined by parking lots, blank walls, or empty lots.
- Incorporate placemaking elements, such as landscaping and public art, within the public realm.
- Recommend general changes to local codes regarding clarity and high-quality design.

Bring more residents to Downtown Clayton.

- Encourage housing options for all income levels.
- Create opportunities for quality workforce housing units.
- Allow a greater variety of housing types.
- Encourage housing options that allow residents to age in place.
- Market Clayton's high-quality schools.



FRAMEWORK PLAN

The Framework Plan diagrams the overall recommendations for the entire study area. Concept Plans on pages 50 to 65 provide more detail about the specific recommendations. The Framework Plan illustrates:

- A parks and open space network connected by a greenway (see pages 46 and 47);
- A mix of housing units, including small single-family houses (cottage court), townhouses, and multi-family units;
- Streetscape improvements on Main Street, Savannah Street, Church Street, Hiwassee Street, and Ramey Boulevard (see pages 68 to 81);
- Mixed-use infill development at three nodes along Main Street: at Ramey Boulevard, south of Savannah Street, and west of Main Street at Church and Hiwassee Streets;

- Intersection improvements for many streets;
- A new gateway sign into Downtown Clayton from U.S. Highway 441.

Design + Policy

The design recommendations above are supported by policy recommendations, such as creating a new parking management system, updating the zoning ordinance to support the preferred types of development, and re-zoning some downtown properties from auto-oriented zoning districts to districts that support compact, infill development.

Potential Redevelopment Sites:

- Housing (multi-family units, single-family units, townhouse, quad-plexes)
- Offices / makers' spaces
- Commercial / mixed-use
- Parks and open space

Key Retail Streets

- Main Street, Savannah Street, Ramey Boulevard
- Focus retail here to ensure a walkable, successful retail core.

Improved Intersections:

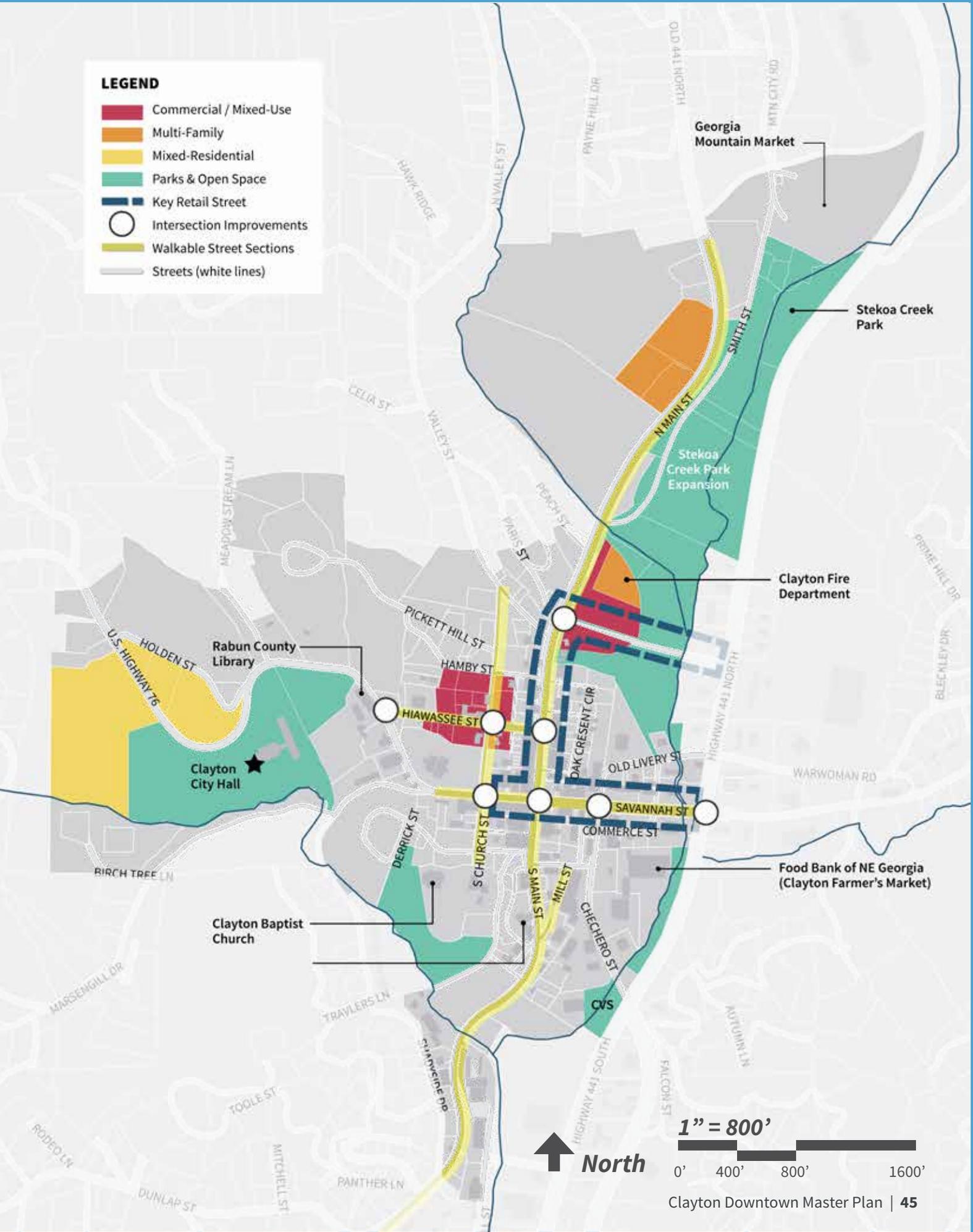
- Narrower crossings
- Visible crosswalks
- Longer walk signals
- Wayfinding signage and gateways

Walkable Streets:

- On-street parking (parallel and back-in angled)
- Street trees
- Green infrastructure
- Wider & connected sidewalks
- Narrower car lanes
- Street lights
- Street furniture

LEGEND

- Commercial / Mixed-Use
- Multi-Family
- Mixed-Residential
- Parks & Open Space
- Key Retail Street
- Intersection Improvements
- Walkable Street Sections
- Streets (white lines)



1" = 800'



.....

OVERALL CONCEPT PLAN

The Clayton Downtown Master Plan focuses on creating a vibrant, livable, and walkable place for residents and visitors through streetscape enhancements, new parks, a greenway trail, gateway improvements, and new residential options for a variety of lifestyles and abilities. The plan on page 47 shows the entire study area, and the site-specific concept plans are described in more detail on the following pages. Highlights of this concept plan include:

- Streetscape improvements on key Downtown streets that expand sidewalks, add on-street parking, reduce car lane widths, and make them safer for cyclists;
- Residential units at different sizes to accommodate a diversity of people;
- Expanded parks, new parks and pocket parks, and re-organization of the City Hall property to serve

as a community park, all connected by the Stekoa Creek Greenway Trail;

- New office and retail space; both in renovated and in new buildings.

New Features



STREETSCAPES

- Main Street
- Savannah Street
- Church Street
- Hiawasse Street
- Ramey Boulevard

607
ON-STREET
PARKING SPACES
(not including existing spaces)

57.4 ACRES
PARK SPACE

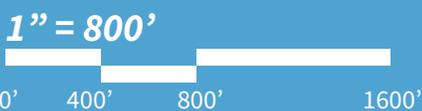
240 UNITS

106,450
SQ FT
RETAIL + OFFICE
SPACE

- (A)** City Hall West
- (B)** Ramey Boulevard
- (C)** North Main Street
- (D)** Hiawassee Street
- (E)** South Main Street



****NOTE:** The overall master plan and site-specific concept plans are one idea for the future. They do not guarantee that development will occur, or that the site design will be exactly as shown.



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PARKS, OPEN SPACE, AND THE STEKOA CREEK GREENWAY

The Parks, Open Space, and Stekoa Creek Greenway Framework Plan (right) shows the network of potential new park spaces, park entry points, on-street bike facilities, and multi-use trails.

This network assumes that Stekoa Creek is cleaned, and the streambanks are stabilized. The plan assumes a 75-foot stream buffer on both sides of the creek to allow for proper bank stabilization. Remediation of Stekoa Creek is a recommended priority project in this plan (Chapter 4). A greenway trail starts at Stekoa Creek Park and follows Stekoa Creek and Scott Creek to City Hall. The greenway trail could also be expanded outside of the Downtown area to reach other regional destinations.

Stekoa Creek Park (currently approximately 3.5 acres) is expanded to the south using the land in the floodplain

flanking Ramey Boulevard. This expansion makes the park 40 acres. Additional smaller, pocket parks are proposed along the greenway. Finally, the City Hall property is re-organized to be used as a larger community park in conjunction with the adjacent County property with the new pavilions. This park is described

in more detail on pages 50 to 51. As shown on the map to the right, some streets may be able to accommodate on-street bike traffic, in addition to pedestrian traffic with wider sidewalks. These networks could serve as spur trails connecting to the Stekoa Creek Greenway.

Park Stats

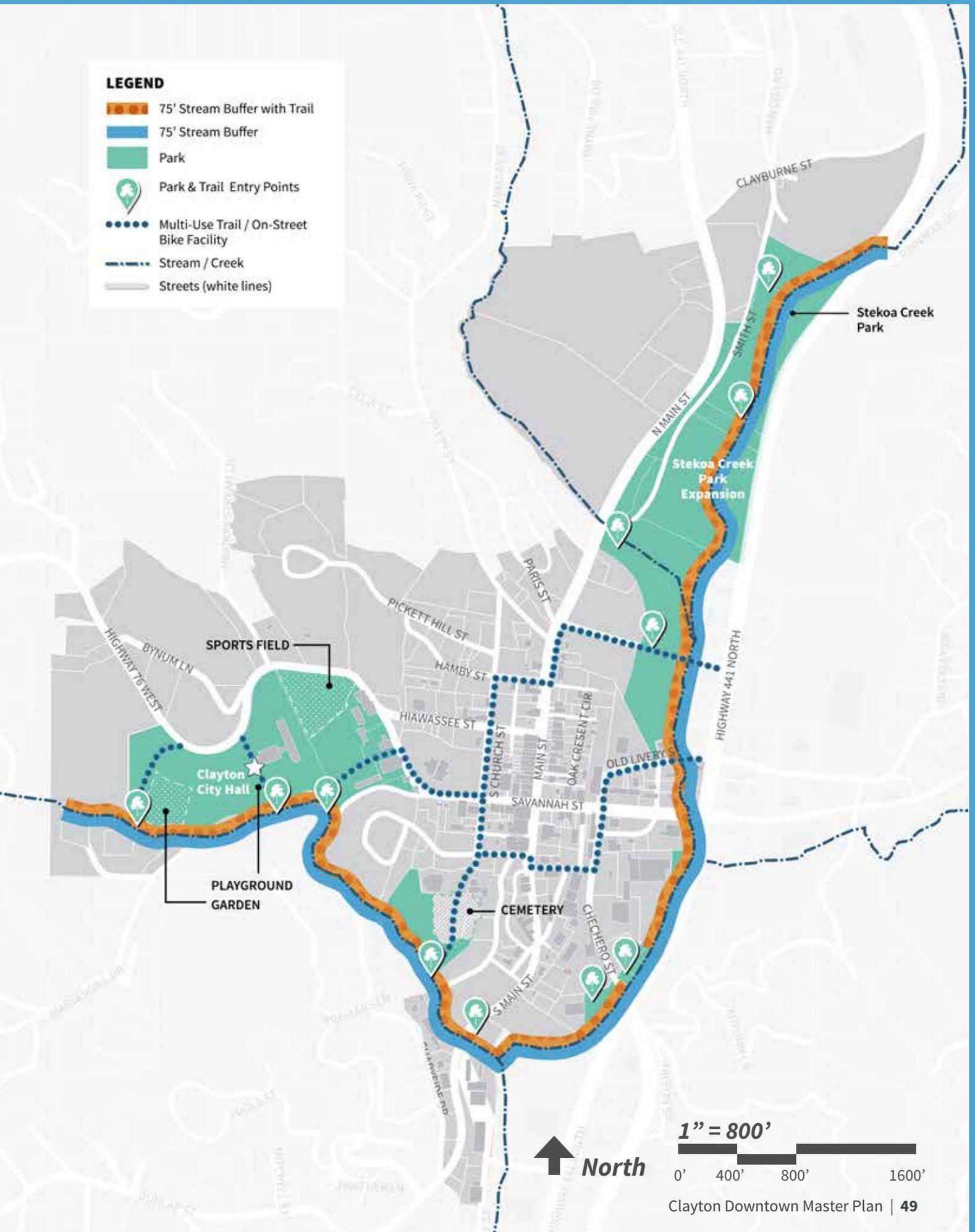
2.2 miles
STEKOA CREEK
GREENWAY TRAIL

1.0 mile
INTERNAL PATHS
@ CITY HALL

3
POCKET PARKS

LEGEND

- 75' Stream Buffer with Trail
- 75' Stream Buffer
- Park
- Park & Trail Entry Points
- Multi-Use Trail / On-Street Bike Facility
- Stream / Creek
- Streets (white lines)



1" = 800'



0' 400' 800' 1600'

CITY HALL WEST

This concept plan includes the existing City Hall complex and adjacent parcels on U.S. Highway 76. The plan integrates existing topography changes, floodplains, and hillside preservation. The concept plan considers two major elements: 1.) Using the City Hall property as a park; and 2.) Locating small cottage houses in two areas on both sides of U.S. Highway 76. The houses are proposed on privately-owned properties, so coordination with current owners will be necessary.

The park includes many opportunities for outdoor passive and active recreation, including an orchard, expansion of the existing community garden, relocating the children’s playground away from U.S. Highway 76, a sports field, fitness stations connected by an internal path system, and a multi-purpose lawn. Access points to the proposed Stekoa Creek Greenway trail are located on the southern edge.

The existing parking lot is reconfigured to be more efficient, allow safer pedestrian movement, and accommodate most existing City Hall functions. Permeable paving and bio-swales are proposed for the parking area closest to the City Hall entrances; however, this could be expanded to the entire parking lot.

The City Hall West Concept Plan accomplishes several goals. The plan:

- Preserves viewsheds, hillsides, outdoor recreation, and tree coverage;
- Provides more places to spend time outside for different ages, group sizes, and types of activities;
- Re-organizes the City Hall property to better serve the community; and
- Adds residential units to Downtown.



A

City Hall West Concept Plan

****NOTE:** The overall master plan and site-specific concept plans are one idea for the future. They do not guarantee that development will occur, or that the site design will be exactly as shown.

Preserved
Natural
Area



Scott Creek

Small Cottage
Houses (30)

Preserved
Forest

Orchard
Garden
Expansion
Playground

City
Hall

Greenway

Ginger
Creek

Multi-
purpose
Lawn

Sports
Field

Permeable
Paving
Bio-swale

Fitness
Station



B

Ramey Boulevard Concept Plan

****NOTE:** The overall master plan and site-specific concept plans are one idea for the future. They do not guarantee that development will occur, or that the site design will be exactly as shown.



V.1 Ramey Boulevard Concept Plan



Stekoa Creek Park Expansion (in Floodplain)

Ramey Blvd



NORTH MAIN STREET



Participants at public meetings and City representatives expressed a need for affordable housing options for the Downtown workforce population. The North Main Street concept plan focuses on providing housing options Downtown to accommodate a diversity of people. The proposed residential development is clustered on the flattest land at the base of the hill and overlooks the proposed Stekoa Creek Park expansion.

Missing Middle Housing

An initiative gaining significant traction nationwide is “missing middle housing.” In many cities, most of the housing stock is comprised of single-family houses and large multi-family buildings. This initiative promotes more varied housing options that exist along a spectrum of sizes and price points. Some options for missing middle housing shown in this concept on the northern end of Main Street include quad-

plexes (multi-family buildings with 4 units), townhouses, and small-lot single-family cottage houses. This plan shows how new residential development in Downtown Clayton can be designed with quality housing at a mix of price points and types with:

- 21 detached single-family houses with one cottage court (see example image to the left);
- 31 attached townhouses;
- 9 quad-plexes (36 units) that line Main Street.

Connectivity

Steep hills, viewsheds, and existing tree canopy have been preserved, and existing curb cuts from Main Street have been utilized for access to the new development. This section of Main Street is adjusted to include on-street, back-in angled parking to serve the residents and park visitors.



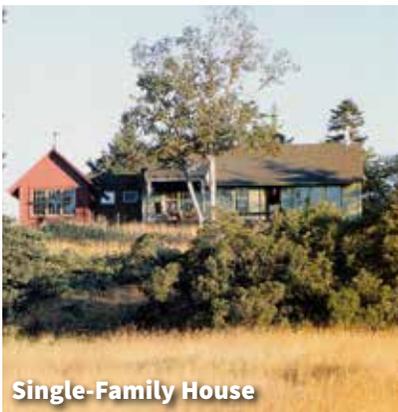
Single-Family House



Townhouses



Quad-plex



Single-Family House





HIAWASSEE & CHURCH STREETS

Located one block off Main Street, the properties at the Hiawassee and Church Street intersection offer opportunities to improve parking conditions for Downtown Clayton, provide residential units, and increase retail and office space.

Development

This concept plan focuses on small-scale infill development and parking management. New multi-family units (16) are proposed on Hiawassee Street. Commercial (office or retail) buildings are proposed along Church Street, at the intersection, and on other small properties to fill gaps along the streets. The existing parking lot on the northeast corner is converted to a split-level parking structure with two-story liner commercial buildings. The liner commercial buildings are approximately 20 feet (one parking space) deep, and they serve to activate the streetscape, rather than showing a blank parking structure wall. Other liner buildings are proposed on the

southwest corner of Wilson Alley and Hiawassee Street. If the Clayton Downtown Development Authority's (DDA) proposed park is built here (see right), these buildings can be moved or used to serve the park with small retail businesses.

Parking

The parking lot at Church Street and Hiawassee Street is converted to a split-level garage, accessible on the first level from Church Street, and on the top level from Wilson Alley. The existing topography change between the alley and the street allows this to occur with minimal excavation. This configuration doubles the number of parking spaces currently on the property, providing more parking to serve Downtown visitors. In order to be successful, signage needs to direct drivers to the garage and back to Main Street as pedestrians. Sidewalks in good condition are also needed on Hiawassee Street and Church Street to encourage walking back to Main Street. Additional

parking is recommended in the improved street sections. Finally, in order to promote parking turnover, parking meters should be installed for on-street parking, parking in the garage should also have a fee structure, and where applicable, local businesses should enter shared parking agreements.

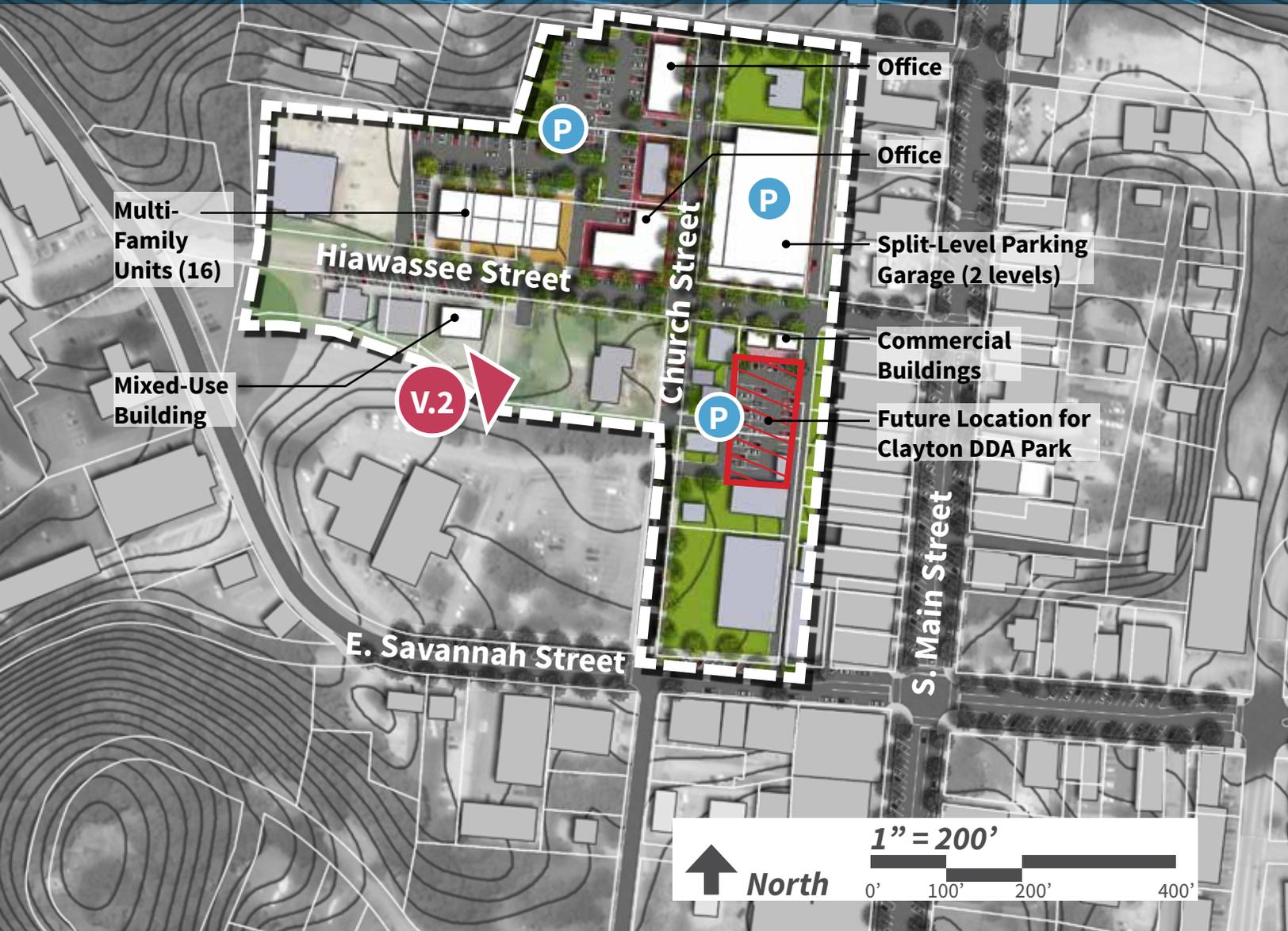
Streets

Both Hiawassee Street and Church Street are narrow streets, and this plan recommends improving their streetscapes to widen sidewalks, provide on-street parking, and add street trees and lighting (see pages 71 and 80). The existing right-of-way for Church Street, approximately 32 feet, will need to be expanded in order to accommodate all of the recommended changes. Most of the land in this location is publicly-owned, but coordination will need to occur with other owners.

D

Hiawassee & Church Streets Concept Plan

****NOTE:** The overall master plan and site-specific concept plans are one idea for the future. They do not guarantee that development will occur, or that the site design will be exactly as shown.



Clayton DDA Park



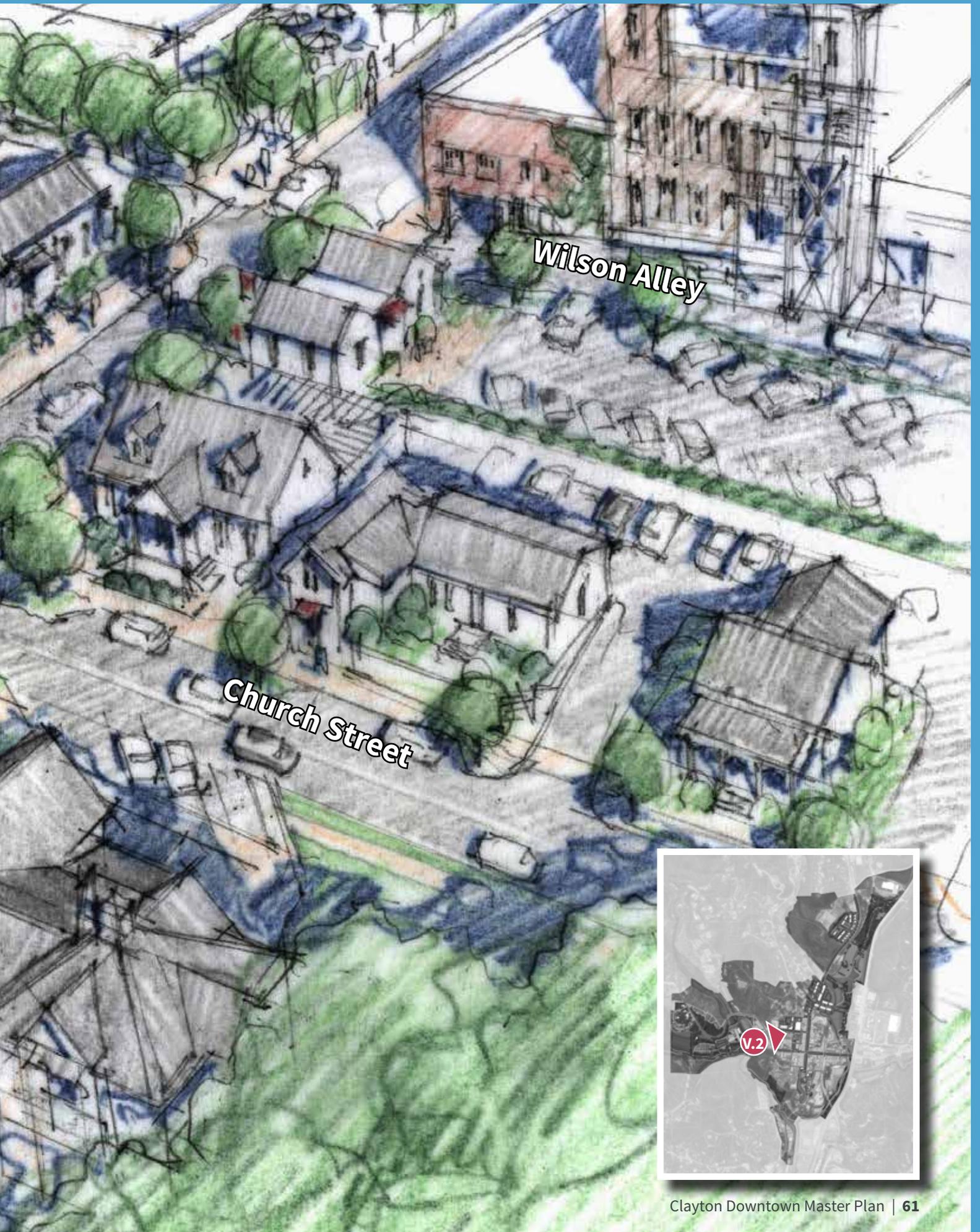
The Clayton DDA developed this plan for a pocket park and surface parking lot with bricks that citizens can buy. The site is highlighted in red on the concept plan shown above. The master plan proposes two small, liner commercial buildings north of the park site.

V.1

Hiawassee & Church Street Concept Plan



Hiawassee Street



Wilson Alley

Church Street



SOUTH MAIN STREET



Many properties on the southern end of Main Street are occupied, and few places exist in this area for change. Additionally, topography changes make it difficult to better connect surrounding places to this area. The concept plan focuses on adaptive re-use, small infill buildings, improving streetscapes, and re-organizing some parking.

Infill Development

Small commercial buildings are recommended for some

properties in this area to fill the gaps along Main Street and to screen parking lots. Additionally, one larger existing building on the southeast end is recommended for adaptive re-use as a commercial building (offices or retail).

Parks & Trails

A new park is proposed south of the Clayton Baptist Church, connected to the proposed Stekoa Creek Greenway trail. The trail connection can connect from South Church Street,

around the church’s parking lot, and through the cemetery, using the existing pavement. Within the park, an unpaved trail could connect to the Stekoa Creek Greenway Trail along Scott Creek. This park is intended to be a passive space, preserving tree canopy.

Streets & Parking

The street section for Main Street is improved (pages 74 and 75) to accommodate more on-street parking spaces and wider sidewalks. Mill Street is converted to one-way north to add on-street parking spaces on one side.

Some parking lots are reconfigured, and liner commercial buildings are added in front of the parking lots to activate Main Street. Most parking is added through on-street parking.



South Main Street Concept Plan

****NOTE:** The overall master plan and site-specific concept plans are one idea for the future. They do not guarantee that development will occur, or that the site design will be exactly as shown.



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SAVANNAH STREET GATEWAY

Gateway from U.S. Highway 441

Savannah Street’s connection to U.S. Highway 441 makes it the main gateway into and first impression of Downtown Clayton. Today, many potential visitors pass through Clayton without knowing a bustling and quaint Downtown is a couple blocks to the west. The auto-oriented development patterns on U.S. Highway 441 and width of the street promote high-speed traffic, and a mix of signage for the businesses hide the existing “Historic Downtown Clayton” sign. This master plan proposes enhancements to the gateway that are visible from the intersection. Upgrades include a monumental Cor-Ten steel sign emulating a tree, wider sidewalks, a center median, and street trees.

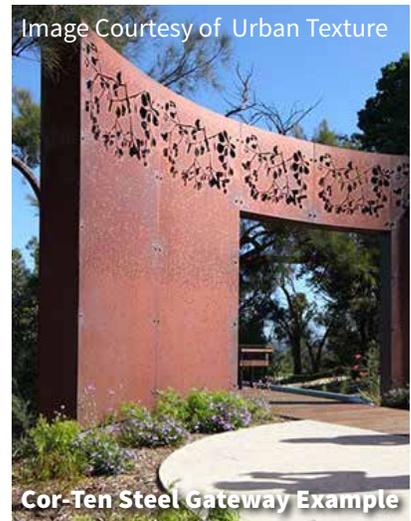
Streetscape

Improvements for Savannah Street are recommended from U.S. Highway 441 to Church

Street. The improvements vary by block because of the right-of-way conditions, but they all provide on-street parking, street trees, wider sidewalks, and street lights. Proposed street sections for Savannah Street are shown on pages 76 to 79.

Coordination with GDOT and FHWA

Because Savannah Street is a federal highway (U.S. Highway 76), the City of Clayton will need to coordinate with the Federal Highway Administration (FHWA), the Georgia Department of Transportation (GDOT), and the Georgia Mountains Regional Commission to implement the streetscape changes. Both FHWA and GDOT have adopted Complete Streets policies, which focus on considering all users of streets, rather than only drivers.



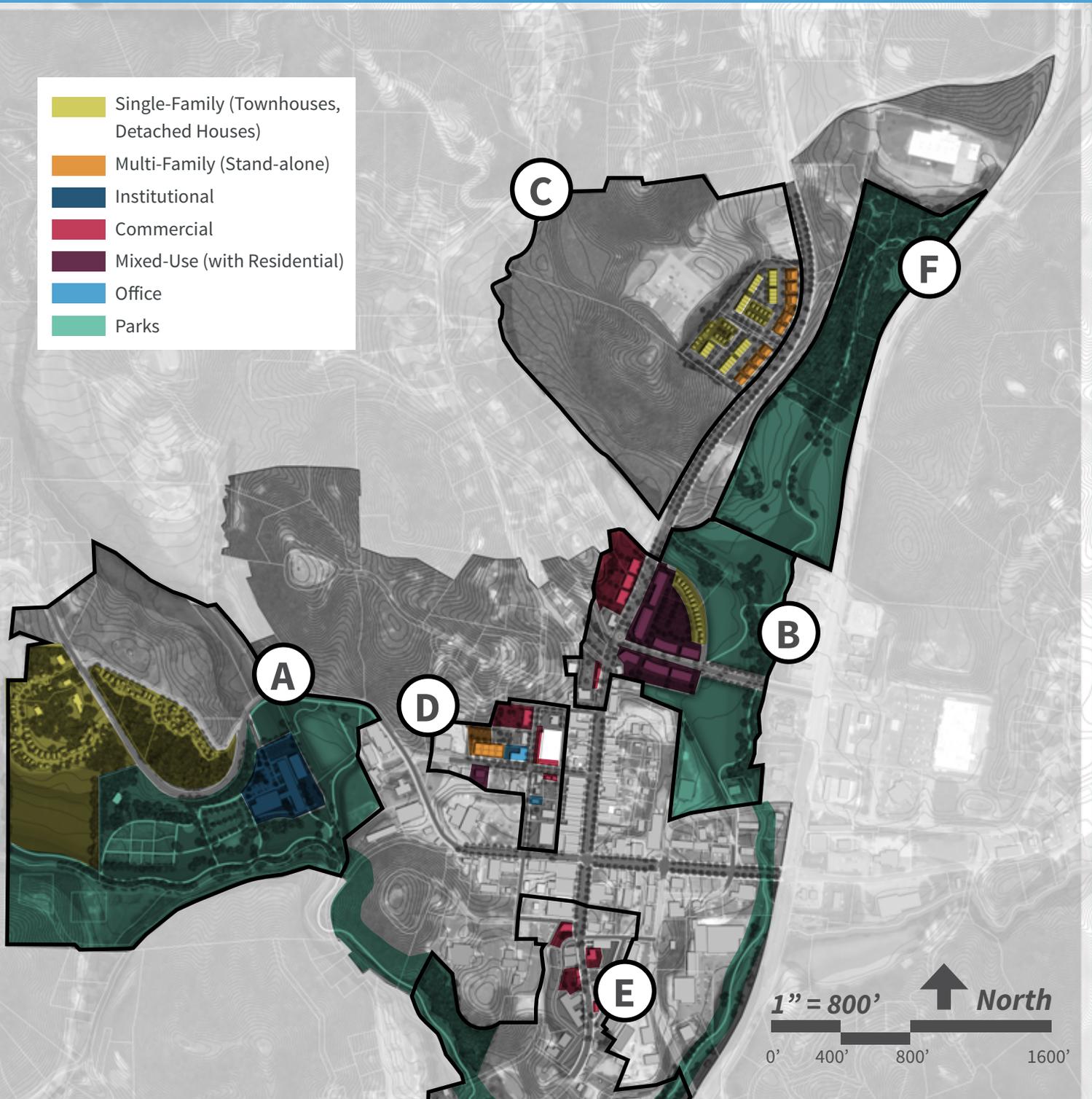
LAND USE SUMMARY

A mix of uses is added to the Downtown study area to increase residential density;

provide usable public space, such as parks, gardens, and outdoor seating; add buildings that face streets and fill gaps; and offer opportunities for more retail, commercial, and office space. Additional on- and off-street parking spaces are

recommended, including back-in angled and parallel parking. Some existing parking lots are reconfigured to provide room for proposed development, and a split-level parking structure is added on Hiwassee Street.

RESIDENTIAL		
TYPE	# UNITS	DESCRIPTION
Multi-Family Units <ul style="list-style-type: none"> • Within mixed-use buildings • Stand-alone buildings • Small multi-family buildings 	98	B: 44 (within mixed-use building above commercial) C: 36 (9 stand-alone quad-plexes) D: 18 (7 stand-alone, 9 above commercial, 4 in mixed-use building)
Single-Family Houses (multiple sizes)	110	A: 74; B: 14; C: 22
Townhouses	32	C: 32
TOTAL RESIDENTIAL	240	
COMMERCIAL: RETAIL & OFFICE		
TYPE	# SF	DESCRIPTION
Offices	14,000	D: 14,000 (2 floors all buildings)
Retail/Other (stand-alone buildings, within mixed-use buildings, and adaptive re-use)	92,450	B: 65,500 (1 floor all buildings, within mixed-use buildings) D: 19,050 (two stand-alone liner buildings and one attached) E: 7,900 (1 floor stand-alone & liner buildings), 8,600 (adaptive re-use)
TOTAL COMMERCIAL/OFFICE	106,450	
GREENSPACE		
TYPE	# AC	DESCRIPTION
Stekoa Creek Park Expansion	36.1	B: 5.3; F: 30.8
City Hall Park Space	19.0	A
New Park	2.3	E
TOTAL GREEN SPACE	57.4	
INSTITUTIONAL		
TYPE	SF	DESCRIPTION
City Hall Renovation	8,900	A: City Hall Building - 1 floor
TOTAL INSTITUTIONAL	8,900	
PARKING SPACES - Numbers on Savannah & Main Street indicate total spaces, not new spaces		
TYPE	# SP	DESCRIPTION
On-Street Parking	838	Hiwassee: 54 (24 angled); Church: 50 (All parallel); Main: 440 (373 angled); Ramey: 161 (angled); Savannah: 112 (86 angled); Mill: 21 (12 angled)
Parking Lots	697	A: 210; B: 254; C: 66; D: 158; E: 9 (most other spaces shown are re-configured in existing lots in Site E)
Parking Garage	116	C: 116 (2 floors)
TOTAL PARKING	1,651	



TRAILS

TYPE	# LF	DESCRIPTION
Stekoa Creek Park North	3,308	F: Trails within the northern end of Stekoa Creek Park
Stekoa Creek Park South (to Savannah Street)	809	B: Trails within the expansion of Stekoa Creek Park, connecting to Savannah Street
Savannah Street to City Hall	4,510	B, E: Trails running south of Savannah Street, along Scott Creek to City Hall property
City Hall to boundary	2,208	A: Trails along Scott Creek to the edge of the Downtown study area boundary
U.S. 76 to Scott Creek	763	A: Trail through the County property adjacent to the existing pavilions to Scott Creek
TOTAL TRAILS	11,598	Approximately 2.2 Miles
*City Hall internal paths	4,895	Approximately 1 Mile

TRANSPORTATION IMPROVEMENTS

The Downtown Clayton Master Plan proposes a variety of changes to the transportation network. Most notable are:

1. Stekoa Creek Greenway trail network along Scott Creek and Stekoa Creek;
2. Connection points to the greenway and parks using on-street bicycle facilities and spur trails;
3. Road diets and streetscape improvements on Main Street, Savannah Street, Church Street, Hiwassee Street, and Ramey Boulevard (see pages 70 to 80) to prioritize slower traffic and pedestrian and cyclist safety;
4. Intersection upgrades to improve pedestrian safety;
5. Gateway improvements on Ramey Boulevard and Savannah Street at the intersection with U.S. Highway 441; and
6. A roundabout at Ramey Boulevard and Main Street.

Trail Connections

The map to the right shows the proposed Stekoa Creek Greenway Trail and how on-street and off-street bike and pedestrian facilities can link to the trail. In the future, this network could be expanded to connect Downtown Clayton connect to other areas in north Georgia via creeks and trails through forested land, including the Appalachian Trail, Black Rock Mountain, the Chattooga River, and Tallulah Gorge.

WHAT IS A ROAD DIET?

A road diet is a technique where the number of lanes on a street are reduced and replaced with pedestrian and bicycle facilities. Road diets are warranted in situations where the capacity of the streets exceed the number of cars (or volume) that actually drive on them. Some benefits to road diets include:

1. Reduction in speeding. A four-lane street promotes speeding because more aggressive drivers will use another travel lane to pass slower vehicles. Removing that travel lane regulates overall vehicle speed to the slowest moving vehicle. Additionally, wide streets widen the cone of vision, removing perceived barriers, which encourages faster driving.

2. Reduction in weaving. On a four-lane street, vehicles waiting to turn left can cause traffic to back-up and increase the potential for sideswipe crashes as drivers attempt to weave around stopped vehicles. Removing a lane can eliminate lane changing.

3. Better in-traffic queuing. Removing a travel lane and creating a dedicated turning median reduces rear-end crashes, and creates fewer vehicles queues at unpredictable places and times.

4. Increased opportunities for economic development.

Larger streets promote faster speeds and the ultimate goal is to move cars through a place. Slower speeds allow drivers to see signage, pedestrians to feel safe walking, and promote staying in the area.



Bulb-out Example

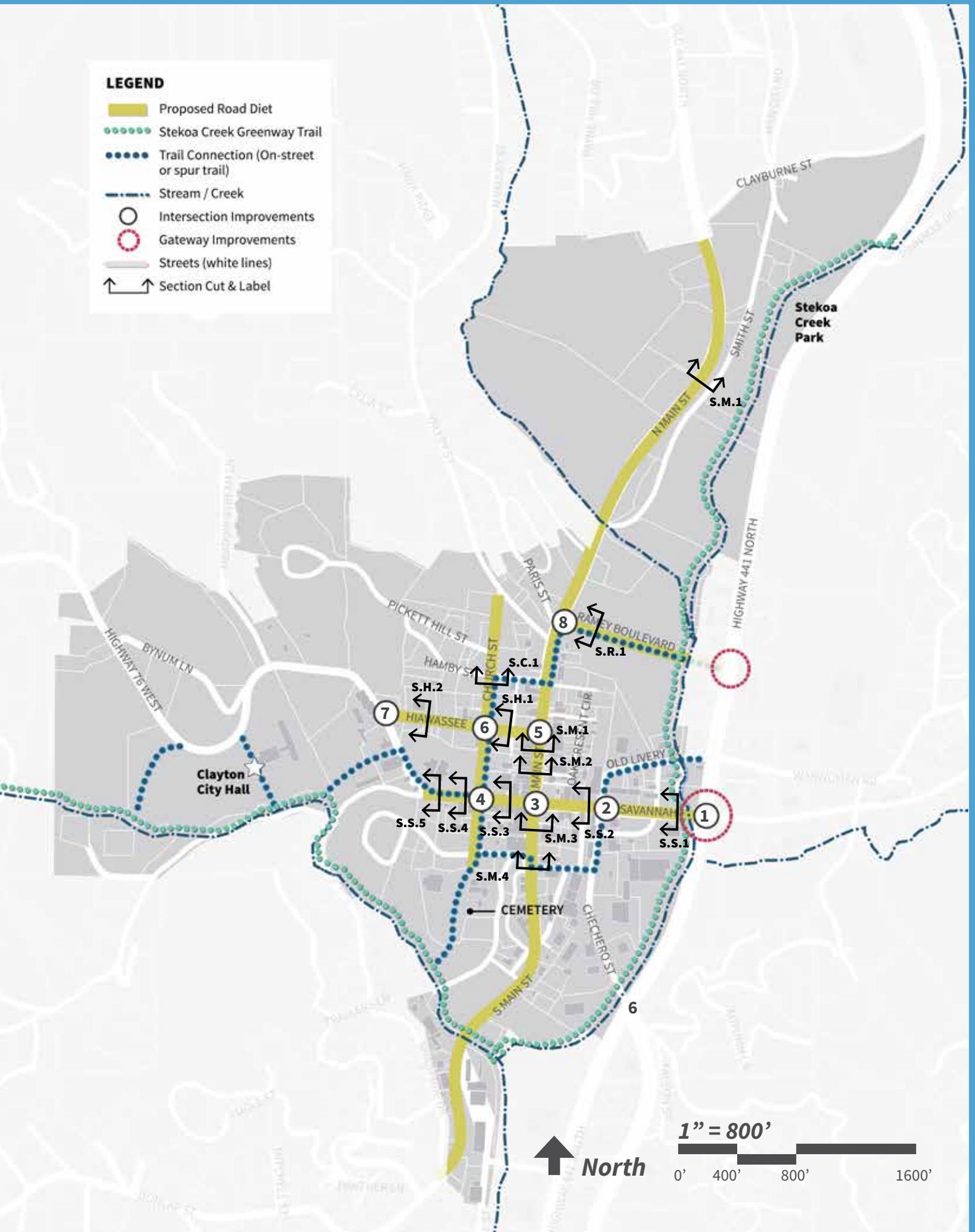
Intersection Improvements

In recent years, the City of Clayton has added visible crosswalks on Main Street, but many other intersections Downtown are lacking ADA accessibility and sidewalks in good condition. The map to the right shows where some intersection improvements are needed. Some of these improvements, such as 1-7 on the map to the right, are realigning lanes and reducing the number of right-turn lanes based on the proposed street

sections. Improvements also include adding bulb-outs at crosswalks to reduce the crossing width for pedestrians (image above). A roundabout is proposed for the intersection of Ramey Boulevard and Main Street. All intersection upgrades will require curb ramps, tactile warning surfaces on the ramps, and visible crosswalks. On major intersections, such as Main Street and Savannah Street, the pedestrian crossing lights should automatically change with the car traffic signals.

LEGEND

- Proposed Road Diet
- Stekoa Creek Greenway Trail
- Trail Connection (On-street or spur trail)
- Stream / Creek
- Intersection Improvements
- Gateway Improvements
- Streets (white lines)
- Section Cut & Label



STREET SECTIONS

Road Diets

Five streets have proposed street sections (shown on pages 71 to 81) that are road diets or increase right-of-way widths to add wider sidewalks, on-street parking, street trees, and street lighting. These streets are:

1. Main Street (uses existing right-of-way);
2. Savannah Street (uses existing right-of-way);
3. Hiawassee Street (expands right-of-way);
4. Church Street (expands right-of-way); and
5. Ramey Boulevard (expands right-of-way).

Three of the streets (Savannah Street, Main Street, and Hiawassee Street) have multiple designs because of the varied right-of-way widths along the corridors. All of the streets provide on-street parking, either through back-in angled parking or parallel parking spots; wide sidewalks; street trees, and space for street furniture, such as benches, street lights, bike racks, and trash / recycling receptacles. Improvements to Savannah Street and Ramey Boulevard, coupled with proposed new development, make the streets more noticeable from U.S. Highway 441, and make them greater gateways into Downtown Clayton.

WHAT IS BACK-IN ANGLED PARKING?

Back-in angled parking is a safer form of the traditional nose-in angled parking that is currently used on Main Street and Savannah Street. Instead of pulling into the parking spot, drivers back into their spot. This allows them to make eye contact with oncoming traffic when exiting. Back-in angled parking provides multiple safety and operational benefits for vehicles, pedestrians, and bicyclists, such as:

1. Provides motorists with better vision of bicyclists, pedestrians, cars, and trucks as they exit a parking space and enter moving traffic.
2. Eliminates the risk of a bicyclist being 'doored' when the bicyclist is traveling in a bicycle lane next to a parallel parking car.
3. Removes the difficulty that some drivers have when backing into moving traffic to exit the space.
4. Positions the trunk or back of the vehicle to the sidewalk, enabling easier loading / unloading of items and people.
5. Positions the driver and passengers, including children, to enter / exit the vehicle towards the sidewalk instead of into moving traffic.
6. Increases parking capacity (10 to 12 feet of lateral curb per vehicle, versus 22 feet per vehicle for parallel parking) compared to on-street parallel parking.
7. Is easier than parallel parking, though it requires backing into a space, like parallel parking.



Note: All proposed street sections in this chapter are drawn based on approximate GIS data and field measurements. A survey will need to be conducted to verify right-of-way and utility locations prior to creating construction drawings for any new streetscapes.

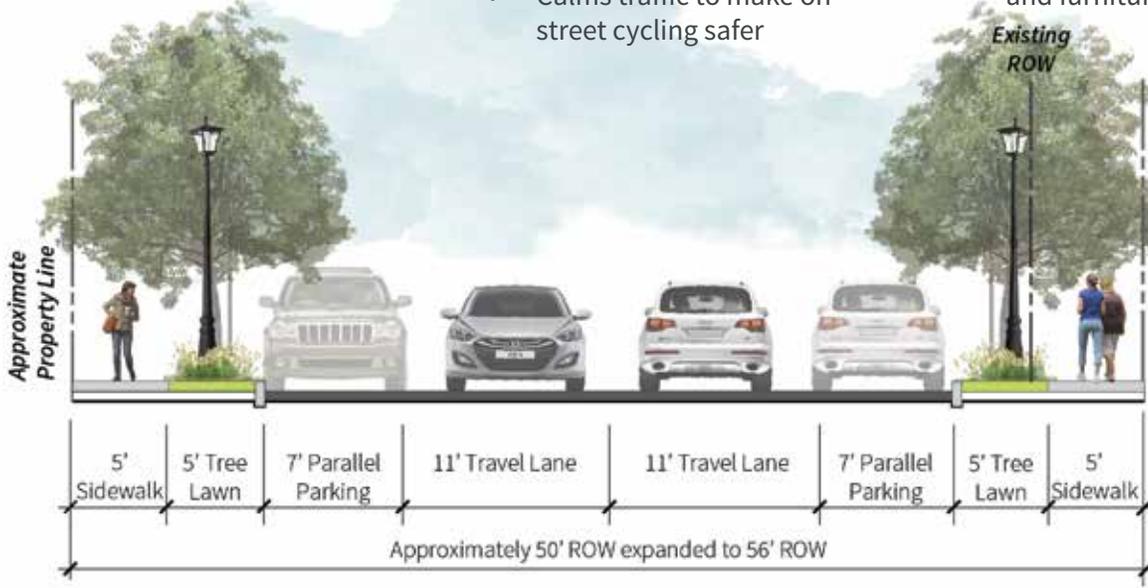
S.H.1 Hiawasse Street *Approximate ROW width: 50 feet expanded to 56 feet*



Facing West

NORTH

- Reduces travel lane width
- Adds parallel parking on both sides
- Calms traffic to make on-street cycling safer
- Adds 5-foot tree lawn and furniture zone to accommodate street lights and furniture on both sides



Hiawasse Street | Facing West, West of Main Street, before Wilson Alley

S.H.2 Hiawasse Street *Approximate ROW width: 50 feet expanded to 67 feet*



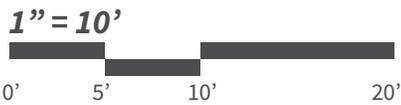
Facing West

NORTH

- Reduces travel lane width
- Adds parallel parking on north side
- Adds 18-foot back-in angled parking on south side
- Calms traffic to make on-street cycling safer
- Adds 5-foot tree lawn and furniture zone to accommodate street lights and furniture on both sides



Hiawasse Street | Facing West, West of Church Street



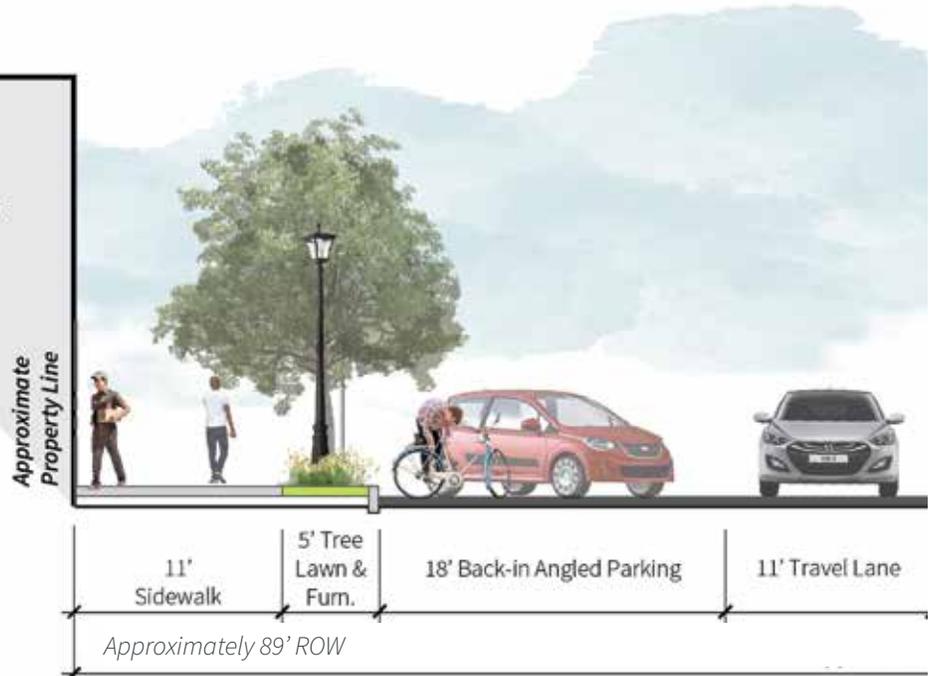
S.M.1 Main Street *Approximate ROW width: 89 feet*



Facing North

NORTH

- Uses existing right-of-way
- Reduces travel lane width
- Widens sidewalks on both sides
- Provides back-in angled parking on both sides
- Provides consistent 5-foot tree lawn and furniture zone to accommodate street lights and furniture on both sides
- Calms traffic to make on-street cycling safer



Main Street | Facing North, North of Savannah Street between buildings

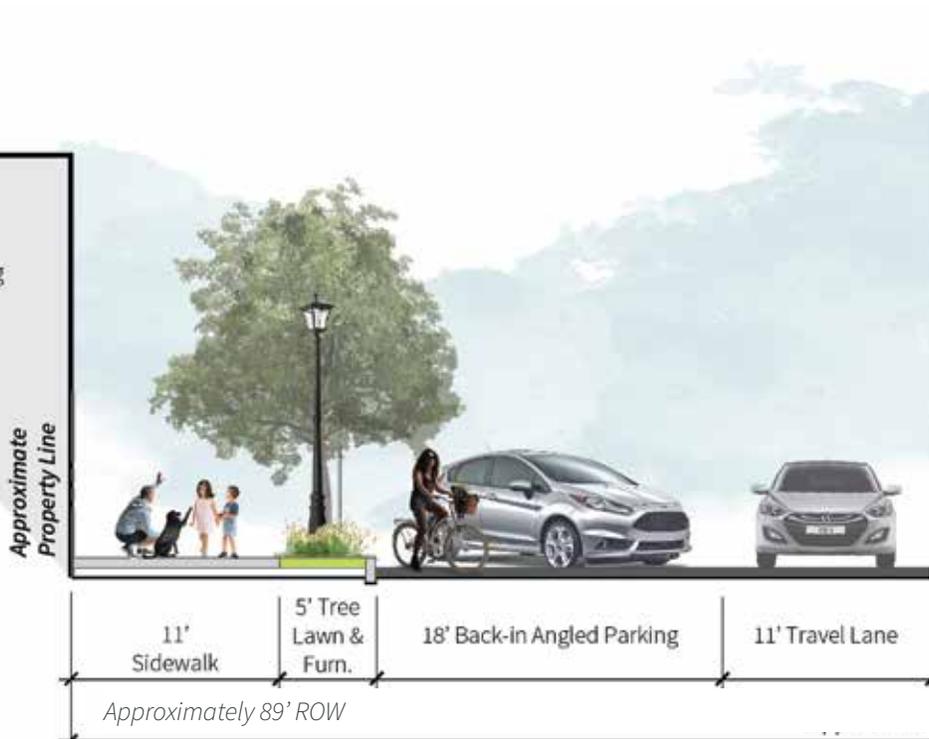
S.M.2 Main Street *Approximate ROW width: 89 feet*



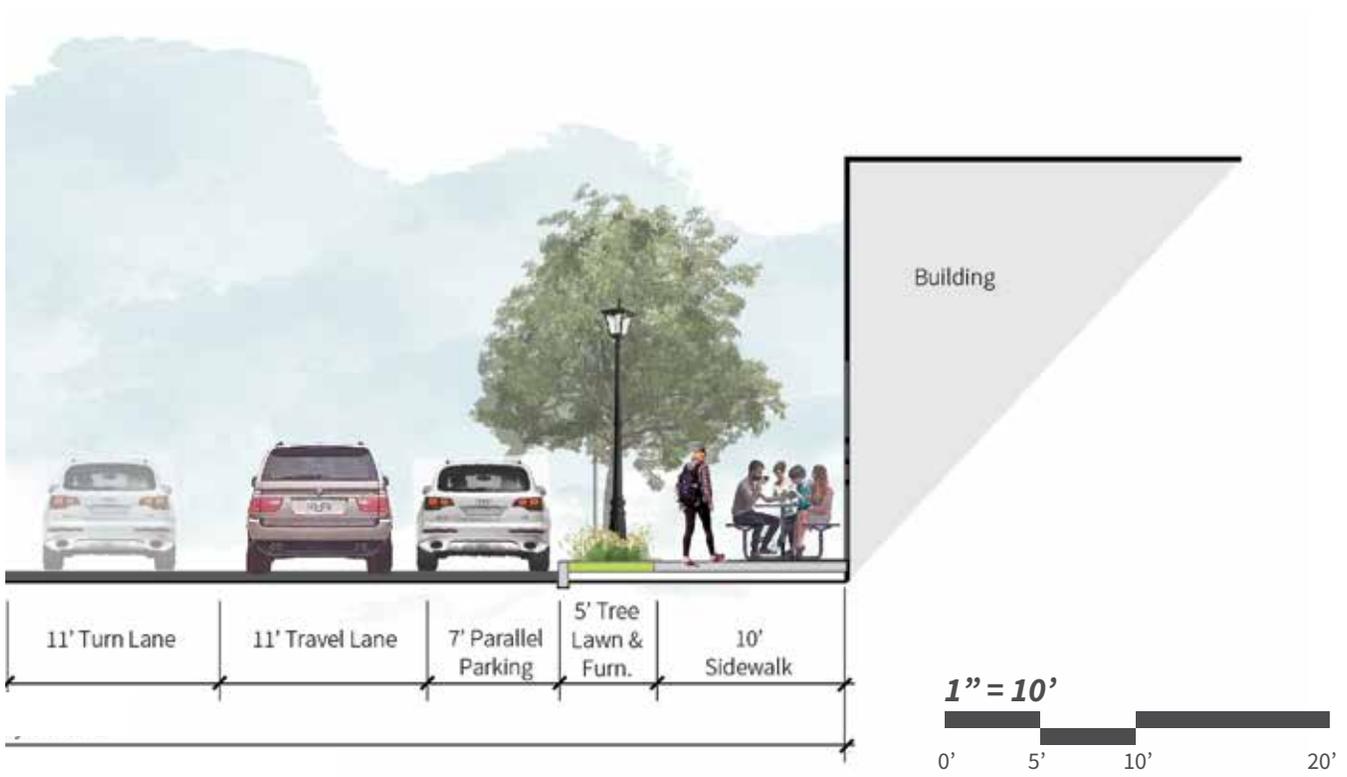
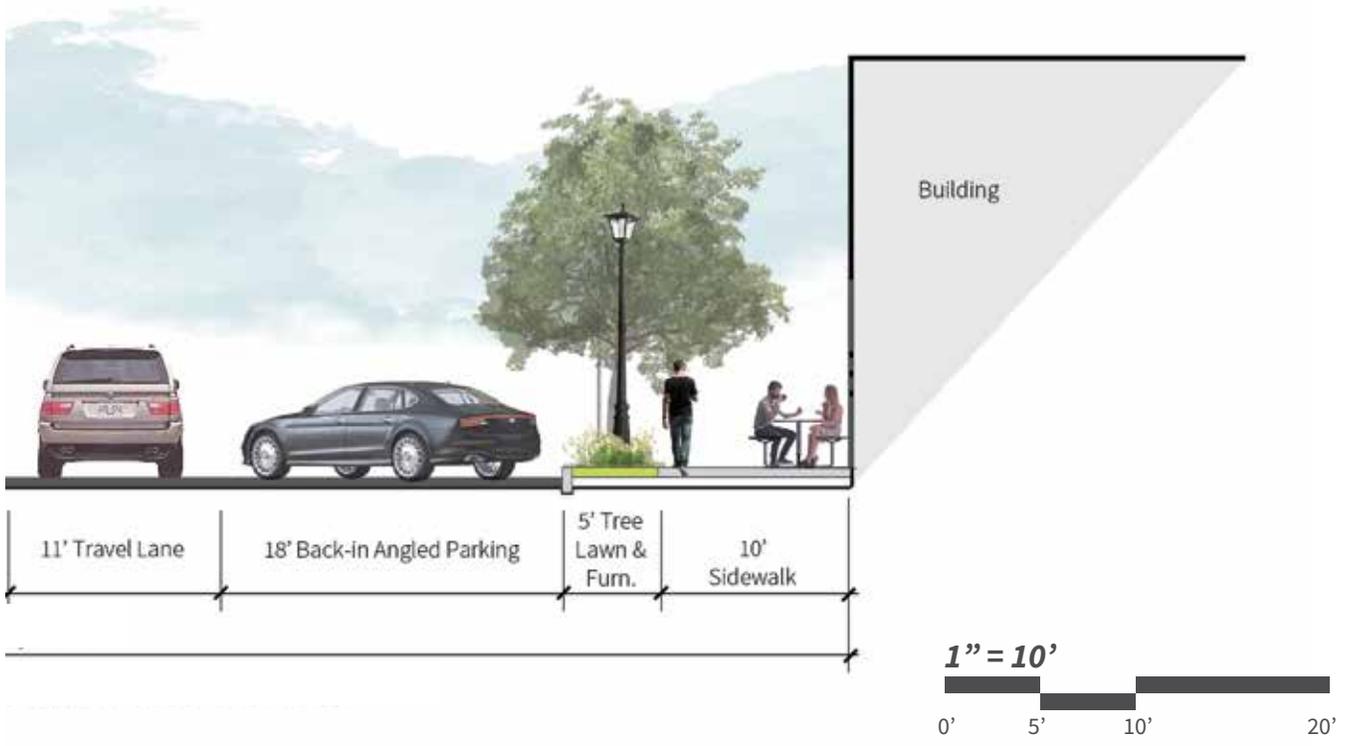
Facing North

NORTH

- Uses existing right-of-way
- Reduces travel lane widths
- Adds back-in angled parking on west side and parallel parking on east side
- Widens sidewalks on both sides
- Provides consistent 5-foot tree lawn and furniture zone to accommodate street lights and furniture on both sides
- Calms traffic to make on-street cycling safer



Main Street | Facing North, North of Savannah Street at Intersection



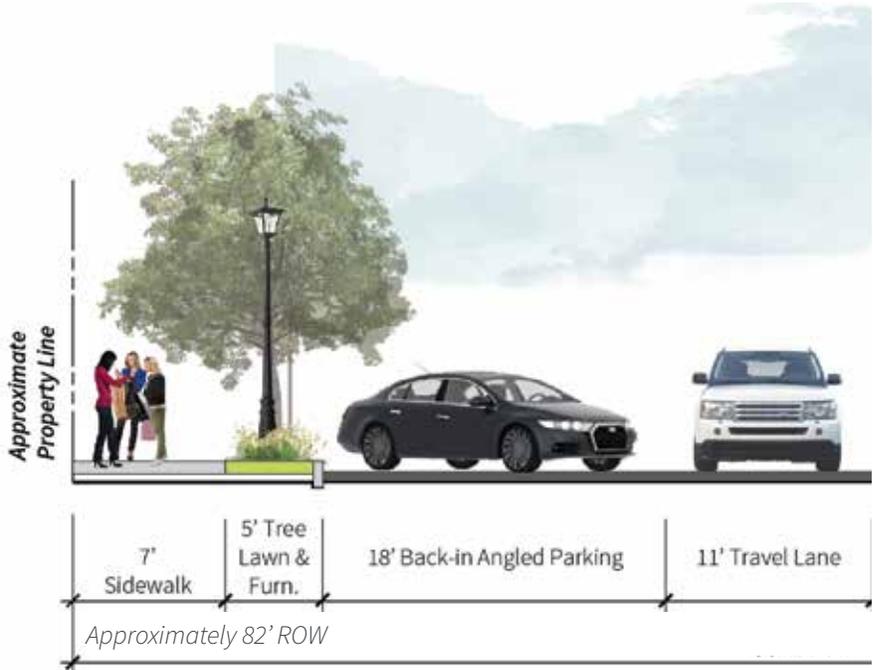
S.M.3 Main Street *Approximate ROW width: 82 feet*



Facing North

NORTH

- Uses existing right-of-way
- Reduces travel lane widths
- Adds back-in angled parking on west side
- Adds consistent street trees and improved landscaping in tree lawns
- Calms traffic to make on-street cycling safer
- Provides consistent 5-foot tree lawn and furniture zone to accommodate street lights and furniture on both sides



Main Street | Facing North, South of Savannah Street at Intersection

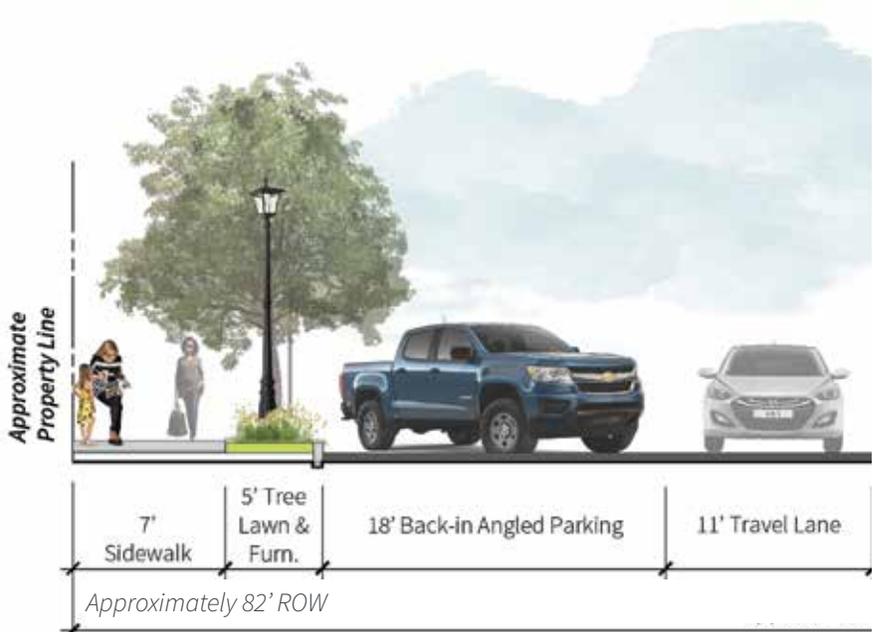
S.M.4 Main Street *Approximate ROW width: 82 feet*



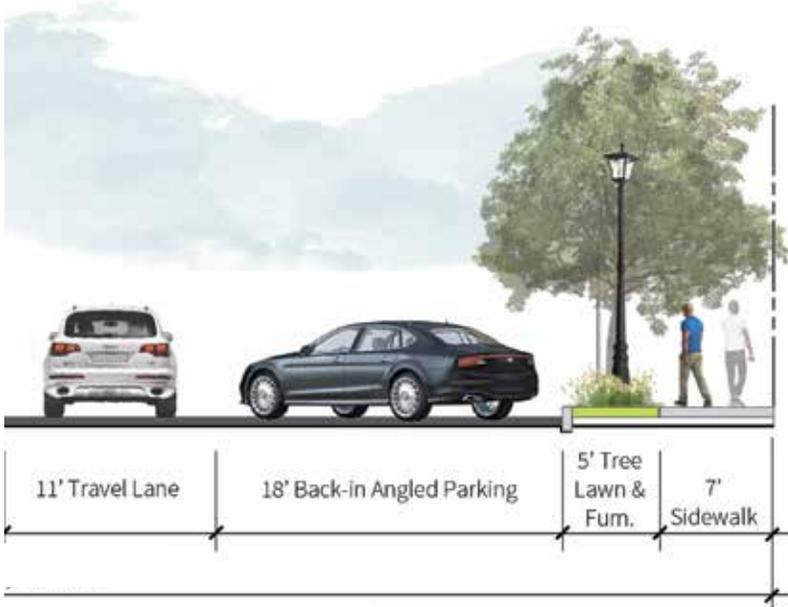
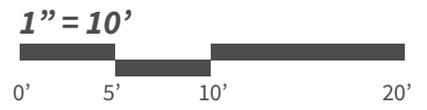
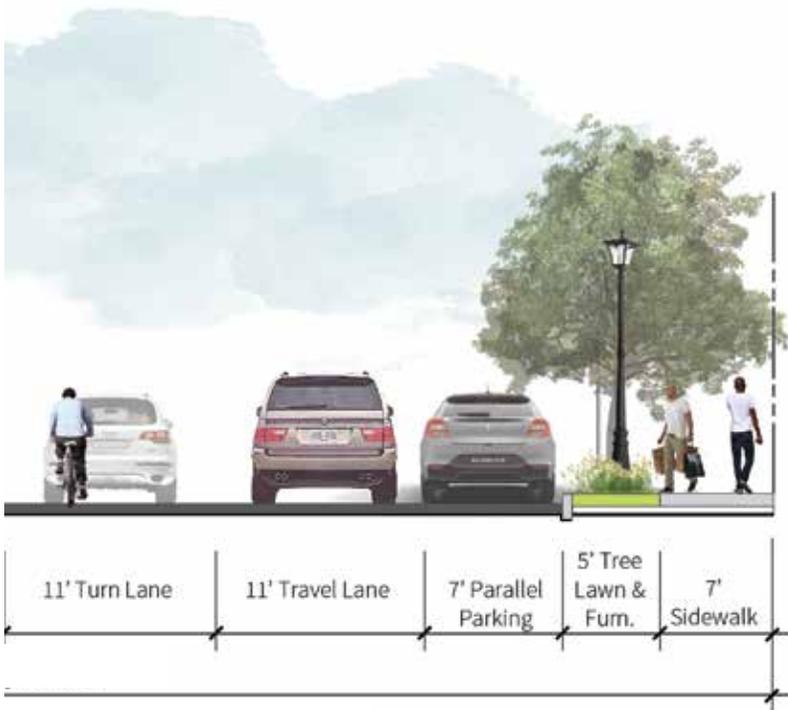
Facing North

NORTH

- Uses existing right-of-way
- Reduces travel lane width
- Widens sidewalks on both sides
- Provides back-in angled parking on both sides
- Calms traffic to make on-street cycling safer
- Provides consistent 5-foot tree lawn and furniture zone to accommodate street lights and furniture on both sides



Main Street | Facing North, South of Savannah Street



S.S.1 Savannah Street *Approximate ROW width: 88 feet*

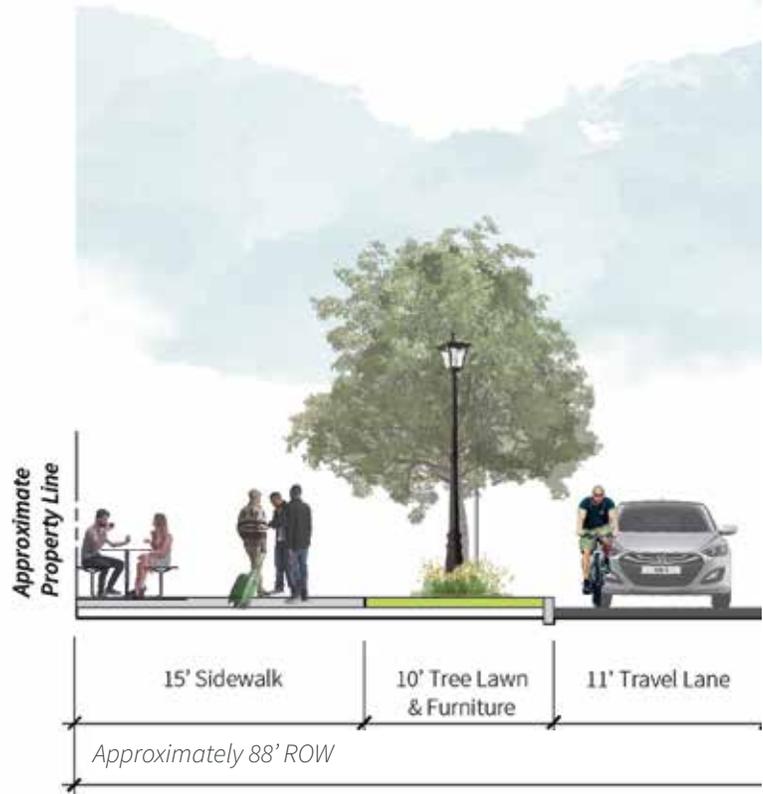


Facing West

NORTH

- Uses existing right-of-way
- Removes right-turn lane onto U.S. Highway 441
- Adds a central median with a crossing refuge, street trees, landscaping, and street lights
- Widens sidewalks on both sides
- Calms traffic to make on-street cycling safer
- Provides consistent tree lawn and furniture zone to accommodate street lights and furniture on both sides

1" = 10'



Savannah Street | Facing West, West of 441 to Old Livery Street

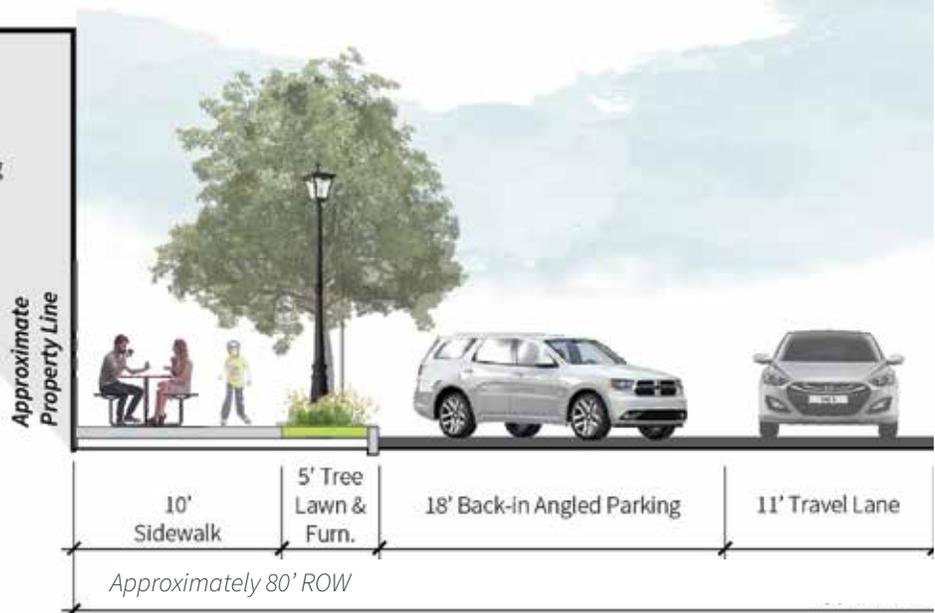
S.S.2 Savannah Street *Approximate ROW width: 80 feet*



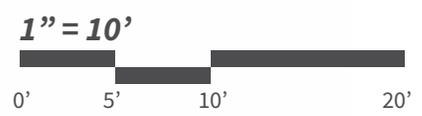
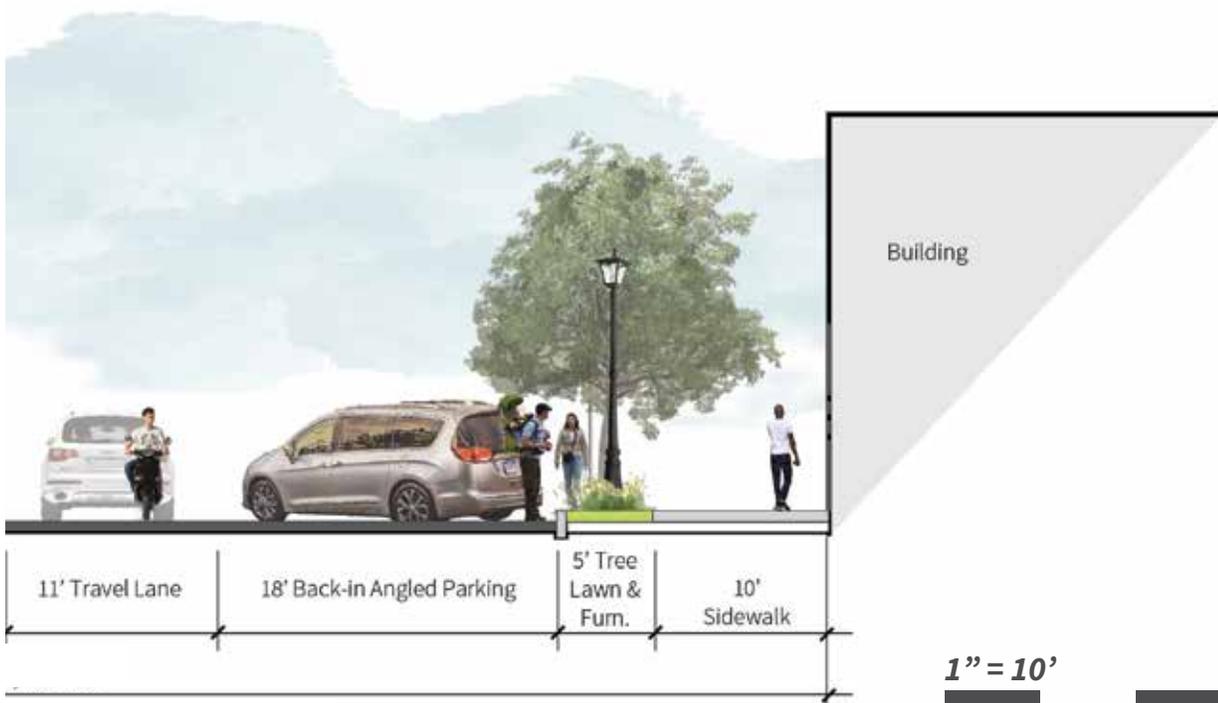
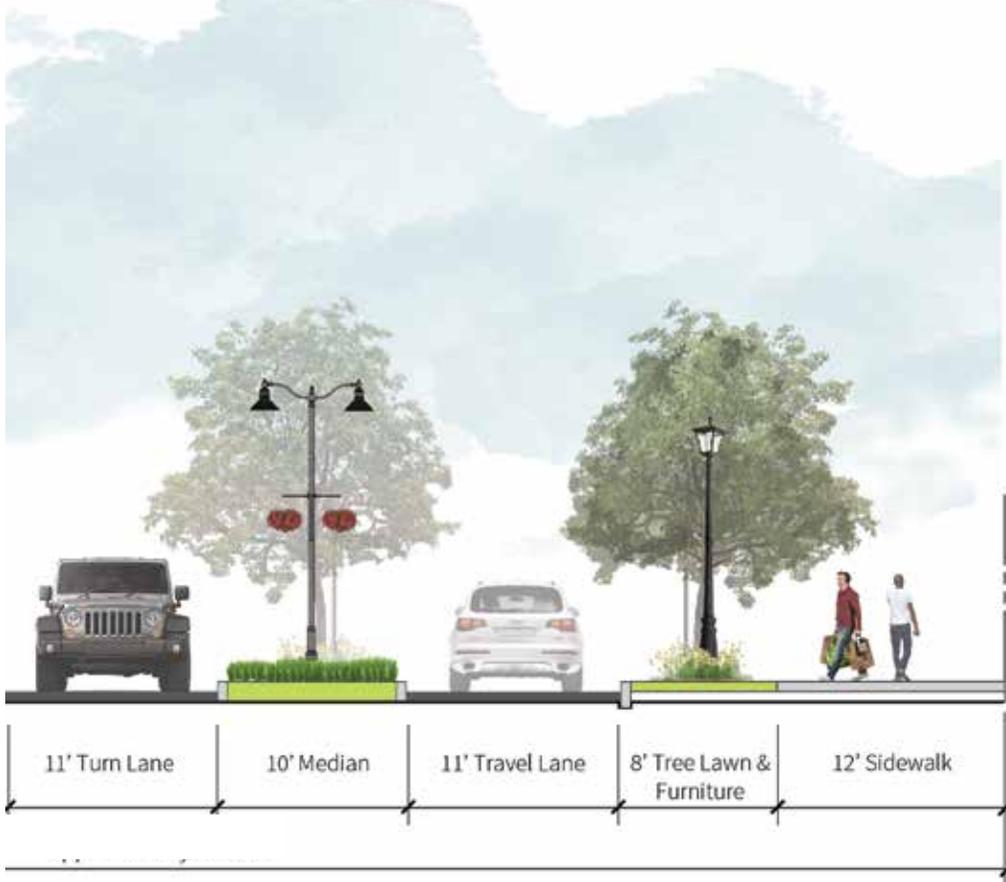
Facing West

NORTH

- Uses existing right-of-way
- Reduces car lane widths
- Widens sidewalks on both sides
- Adds back-in angled parking on both sides
- Calms traffic to make on-street cycling safer
- Provides consistent 5-foot tree lawn and furniture zone to accommodate street lights and furniture on both sides



Savannah Street | Facing West, West of Old Livery Street to Main Street

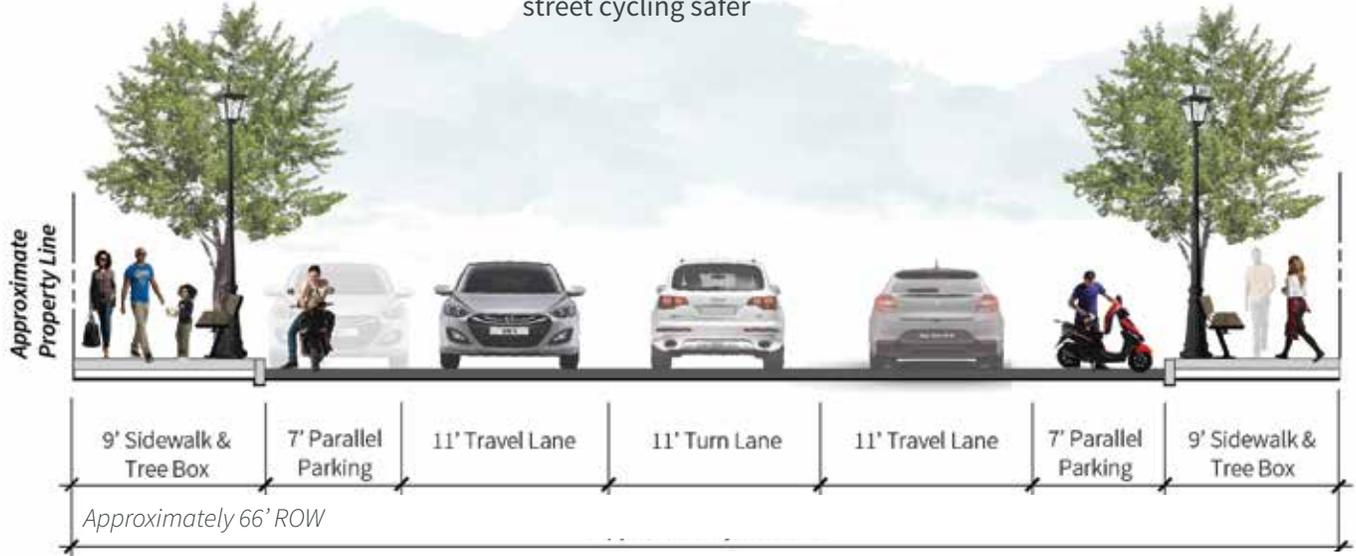


S.S.3 Savannah Street *Approximate ROW width: 66 feet*



Facing West

- Uses existing right-of-way
- Reduces car lane widths
- Widens sidewalks on both sides
- Calms traffic to make on-street cycling safer
- Provides furniture zone within the sidewalk width to accommodate street trees in tree boxes, furniture, and street lights



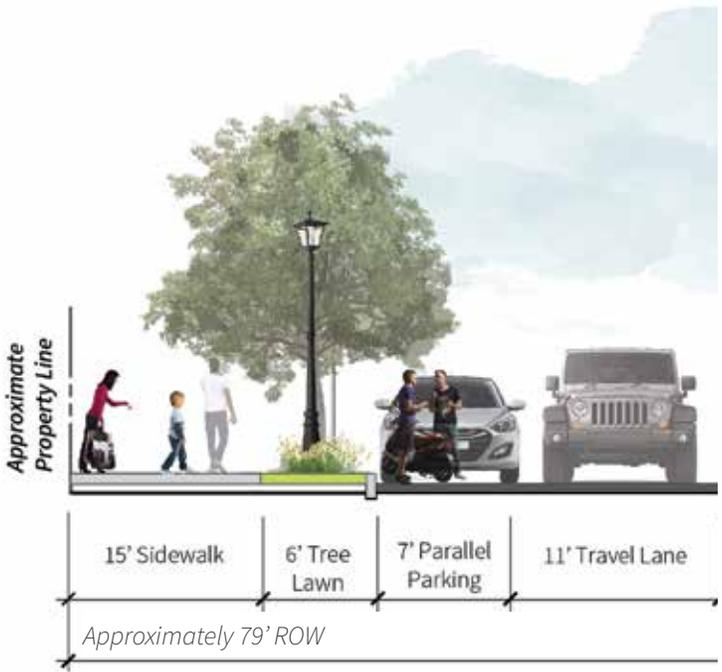
Savannah Street | Facing West, Between Main Street and Church Street at Intersection

S.S.5 Savannah Street *Approximate ROW width: 79 feet*



Facing West

- Uses existing right-of-way
- Reduces travel lane widths
- Widens sidewalks on both sides
- Reconfigures parking on the north side to back-in angled parking
- Adds parallel parking on the south side
- Calms traffic to make on-street cycling safer
- Adds a tree lawn and furniture zone to accommodate street trees, furniture, and street lights on both sides



Savannah Street | Facing West, West of Church Street



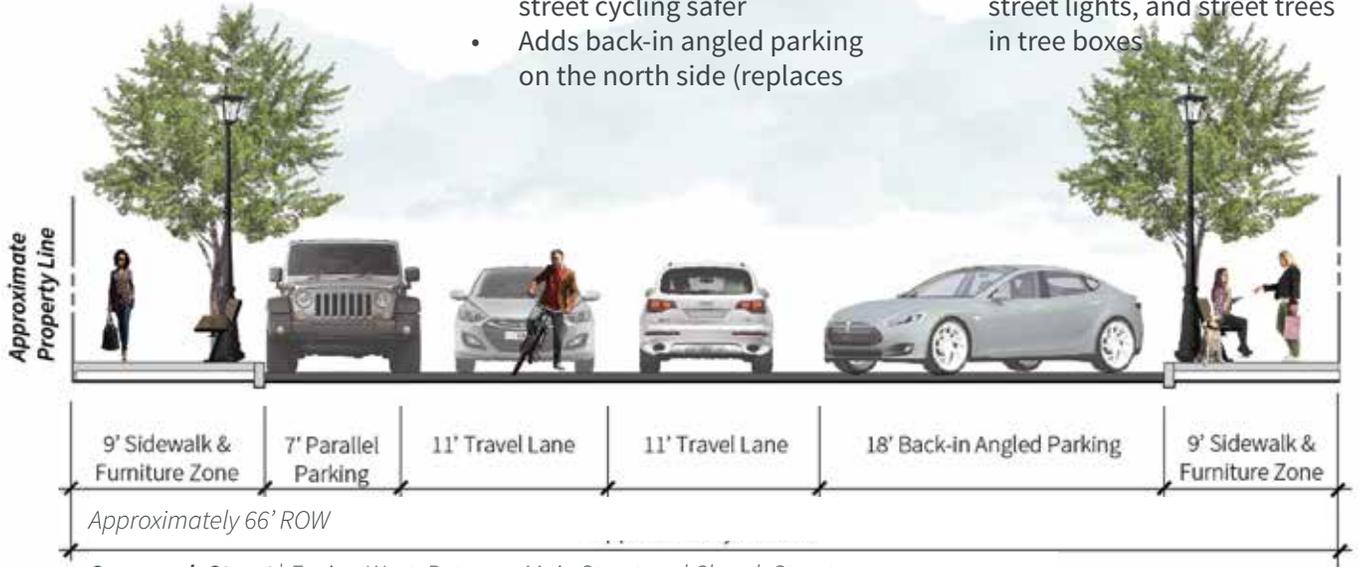
S.S.4 Savannah Street *Approximate ROW width: 66 feet*



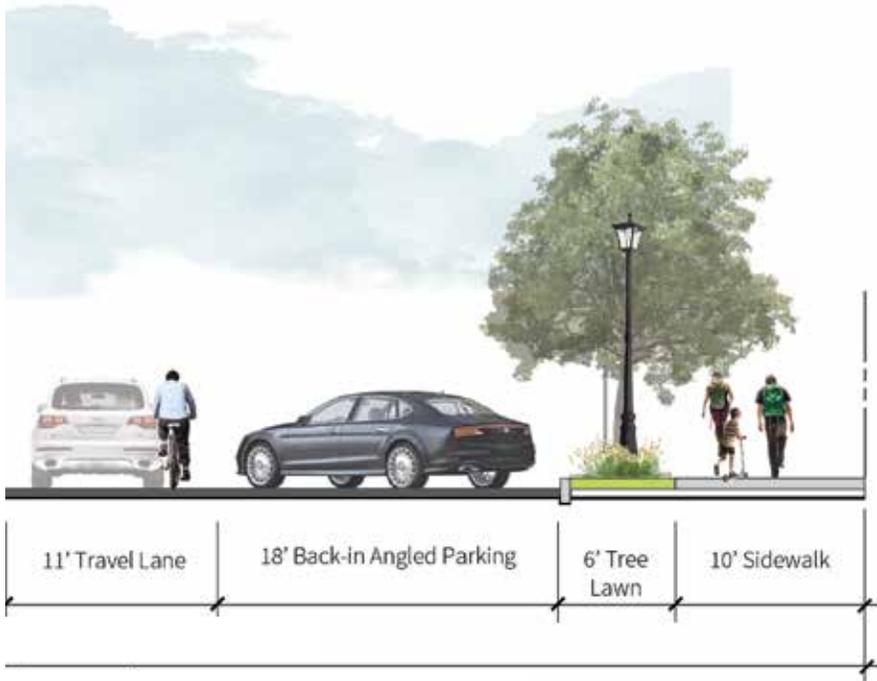
Facing West

NORTH

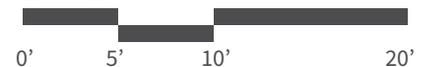
- Uses existing right-of-way
- Reduces car lane widths
- Widens sidewalks on both sides
- Calms traffic to make on-street cycling safer
- Adds back-in angled parking on the north side (replaces existing angled parking on the south side)
- Provides furniture zone within the sidewalk width to accommodate furniture, street lights, and street trees in tree boxes



1" = 10'



1" = 10'



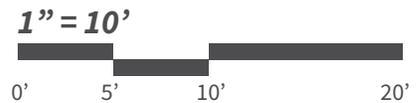
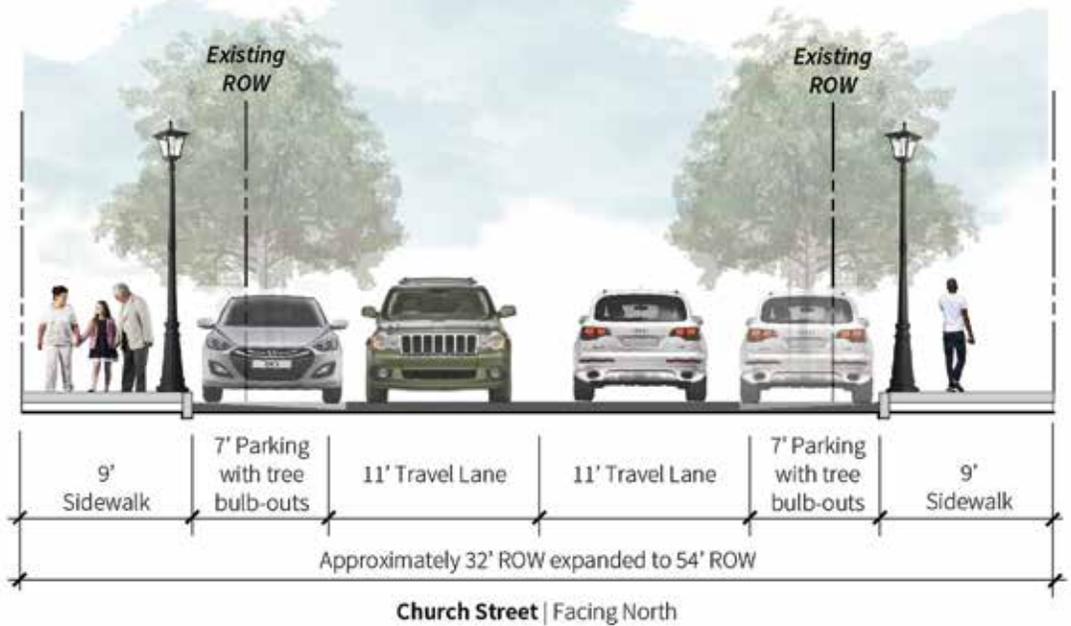
S.C.1 Church Street *Approximate ROW width: 32 feet expanded to 54 feet*



Facing North

NORTH

- Widens existing right-of-way
- Provides parallel parking on both sides
- Provides bulb-outs for street trees in the parking lane
- Calms traffic to make on-street cycling safer
- Widens sidewalks on both sides and allows space for street lights



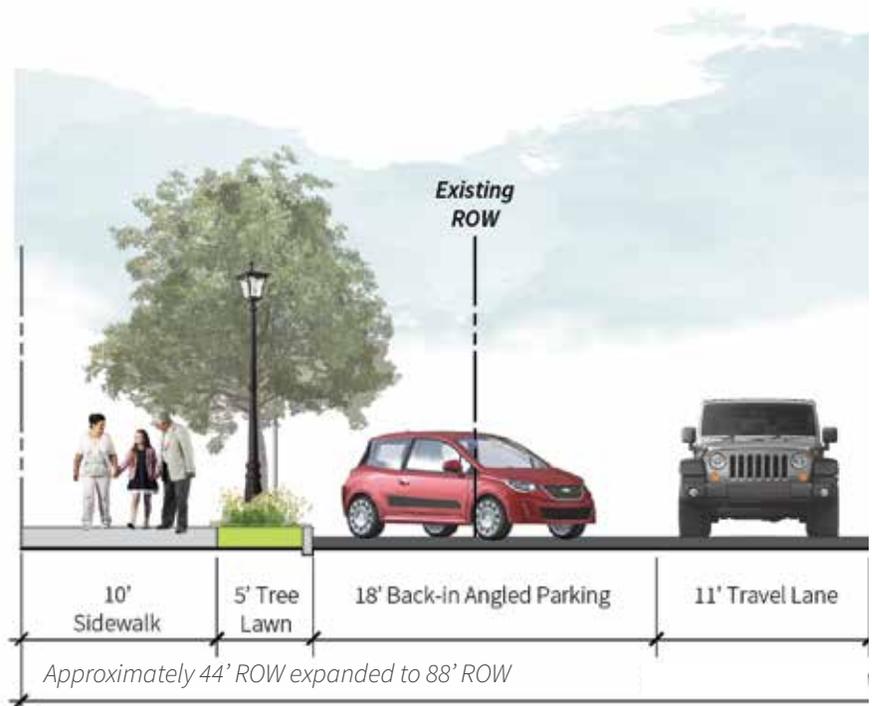
S.R.1 Ramey Boulevard *Approximate ROW width : 44 feet expanded to 88 feet*

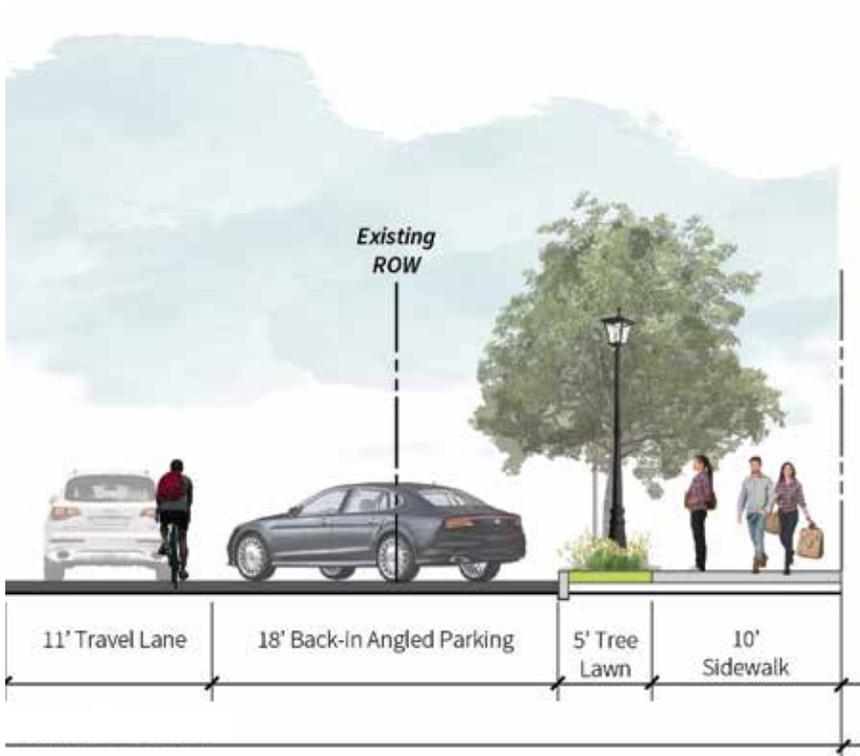


Facing West

NORTH

- Widens existing right-of-way
- Provides back-in angled parking on both sides
- Widens sidewalks on both sides
- Calms traffic to make on-street cycling safer
- Adds a consistent tree lawn and furniture zone to accommodate street trees, furniture, and street lights on both sides





[04]

Plan
Implementation



- 
- Top 4 Priority Projects
 - Action Matrix
 - Policy Changes
 - Phasing Plan

Getting it Done



TOP 4 PRIORITY PROJECTS

Some projects and policies lend themselves to priority implementation because they set the framework to guide future growth. All projects are shown in charts on pages 87 to 104, but the top four priority projects are described below.

1. Update Zoning Code and Provide Design Protections (P.1)

In order for development to adhere to the community's desires, the zoning code should be updated. This code update may be a form-based code, add design protections, and include hillside preservation regulations. This is a priority project for the following reasons:

- Development pressure is increasing on vacant and underutilized properties Downtown.
- Conversations with stakeholders and the public uncovered the desire to establish design guidelines,

hillside protections, and building height limits.

- The zoning code provides the policy “teeth” for the desired development established in this master plan.

At a minimum, in the immediate-term, the City should consider working with the new Planning and Zoning Board to re-zone key properties Downtown to more urban-scale zoning districts, rather than suburban districts, as noted in the implementation chart on pages 101 to 102.

2. Create a Parking Management Strategy (P.17)

Many stakeholders and residents expressed concerns about parking availability and proximity in Downtown Clayton. Ample on-street parking currently exists around Main Street, but many noted that employees of local businesses would occupy the parking

spaces all day, and visitors would do the same. The City can implement a fee structure for parking to encourage more turn-over in parking spaces. This not only solves part of the parking issue, but also generates more business for local establishments because more customers are able to park Downtown and walk. Parking meters at every on-street parking space are not required. Companies now offer a kiosk and space numbers, freeing up clutter on the streetscape. This effort should be combined with wayfinding signage to existing parking lots, a fee structure for those parking lots, and, eventually, more on-street parking (T.1 - T.6), and shared parking agreements between Downtown businesses, where applicable.

3. Clean-up and Remediate Stekoa Creek (E.1)

Stekoa Creek is an underutilized asset in Downtown Clayton.

Community organizations and government agencies, including the Chattooga Conservancy, have worked to clean-up the creek corridor, established Stekoa Creek Park, and are working to implement green infrastructure projects within the 50-foot stream buffer near the Food Bank of Northeast Georgia. The City of Clayton and Georgia Department of Natural Resources (DNR) also completed a Watershed Management Plan for the Stekoa Creek Watershed, which allows water quality improvement projects to qualify for state and federal grants. The City of Clayton should continue to coordinate with Rabun County, the Georgia Mountains Regional Commission, and Chattooga Conservancy to apply for grants to continue remediation projects. This is a priority project for the following reasons:

- The Stekoa Creek Greenway Trail (T.14) project is a major recommendation and organizing element in this master plan that would also provide much needed connectivity and recreation opportunities. Cleaning the creek corridor is the first step in implementing the greenway trail.
- This section of Stekoa Creek is part of a larger watershed that needs attention from the headwaters at the Blue Ridge divide to the Chattooga River, which eventually leads to the Atlantic Ocean.
- Water quality depends on reducing pollution

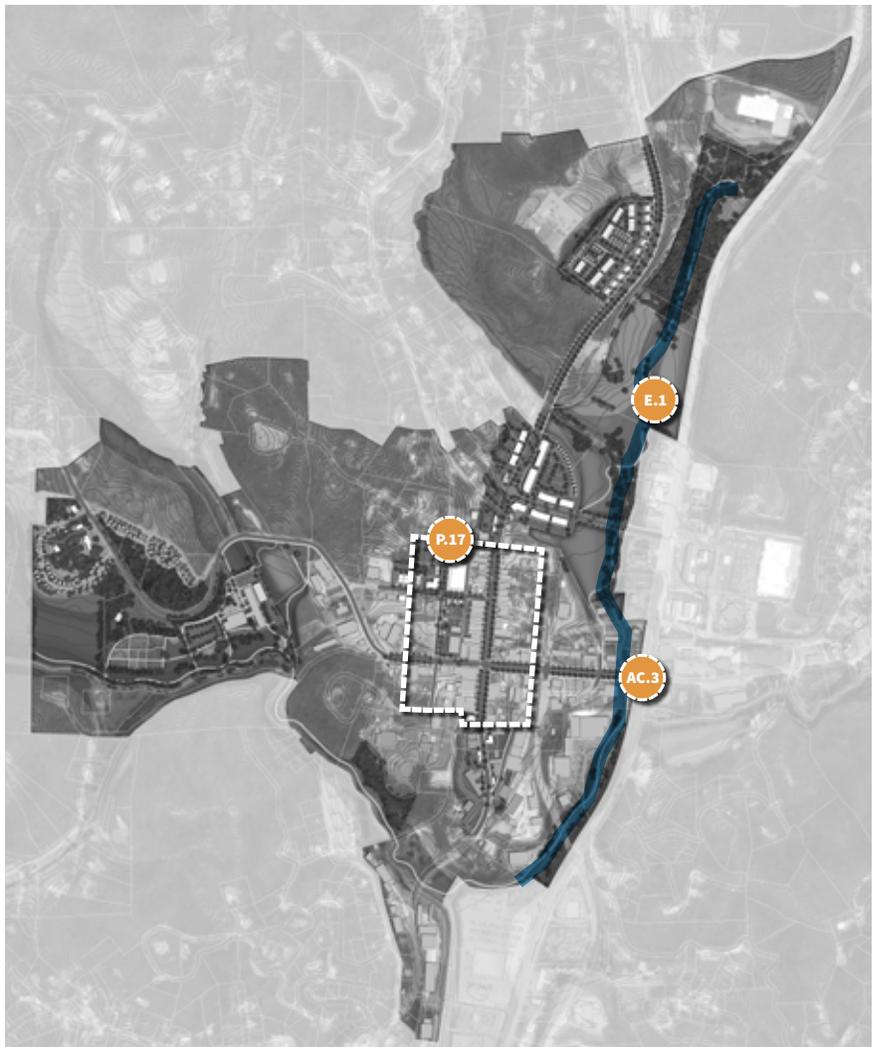
from point and non-point sources and ensuring that stormwater run-off is managed.

4. Install New Gateway Signage at Savannah Street and U.S. Highway 441 (AC.3)

Downtown is not visible from U.S. Highway 441, the main gateway into Clayton. Current suburban development patterns and signage provide clutter that hides the existing “Historic Downtown Clayton” sign. The

gateway signage concept is shown on page 65, but the City of Clayton should hire and coordinate with an artist that could design, build, and install the sign. The gateway is a priority project for the following reasons:

- This is a first step for capturing the attention of drivers on U.S. Highway 441 to visit Downtown Clayton.
- The Savannah Street streetscape upgrades (T.3) may take longer to coordinate and implement.



ACTION MATRIX

How Goals & Policies Translate into Projects

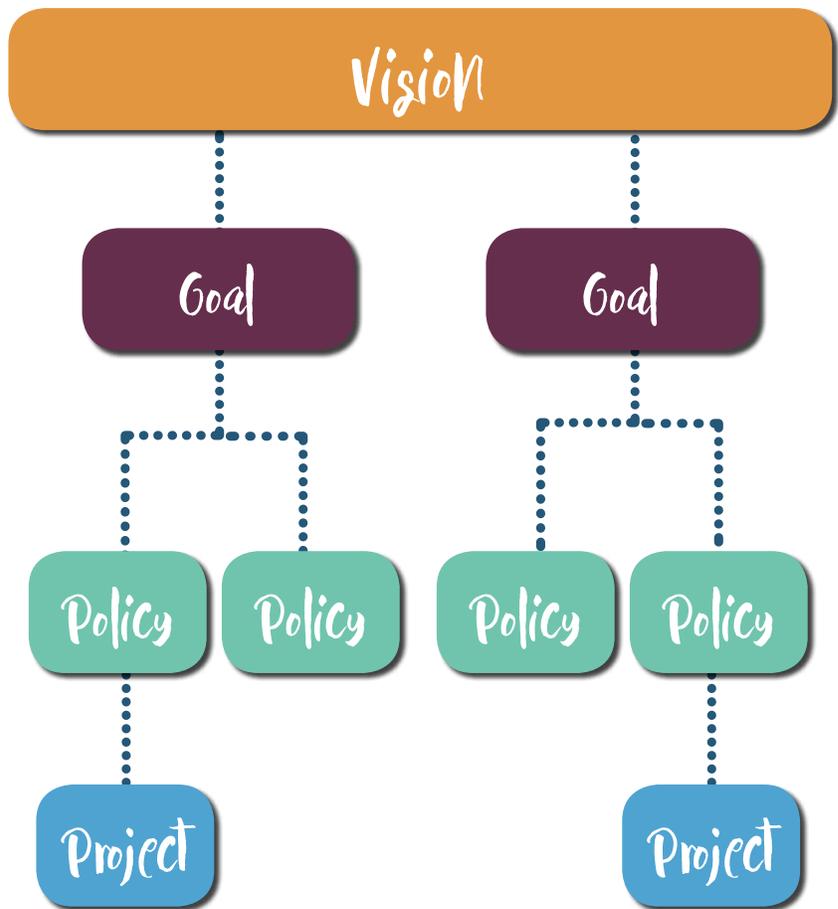
This master plan offers a series of project and policy recommendations in order to accomplish the five goals addressed by the proposed concept plans in Chapter 3. The charts on pages 87 to 104 note the recommendations and corresponding action steps to implementation.

Some projects noted in the concept plans will be led by private investment and will be market-driven. A general phasing plan on pages 105 to 106 notes one way to phase the implementation; however, as City funds become available and as developers assemble land, projects can be phased accordingly and concurrently. Projects that will make an immediate positive impact for Downtown Clayton are prioritized, such as projects that provide public park space and enhance the car and pedestrian

networks, because they form the framework for future growth.

The residential and mixed-use developments throughout the study area can be added when the market can support them.

The private sector will drive the development schemes for the majority of these projects; however, the City can support and catalyze these initiatives by purchasing land ahead of time.



Implementation Strategy

Priority (0 to 5 years), short- (5 to 10 years), mid- (10 to 15 years), and long-term (10 to 20 years) projects and policies are recommended. They are divided into categories:

- Public Space (PS.#),
- Business Development (B.#),
- Transportation (T.#),
- Arts & Culture (AC.#),
- Environmental and Natural Resources (E.#),
- Private Development (D.#),

- Government Functions (G.#), and
- Policies (P.#).

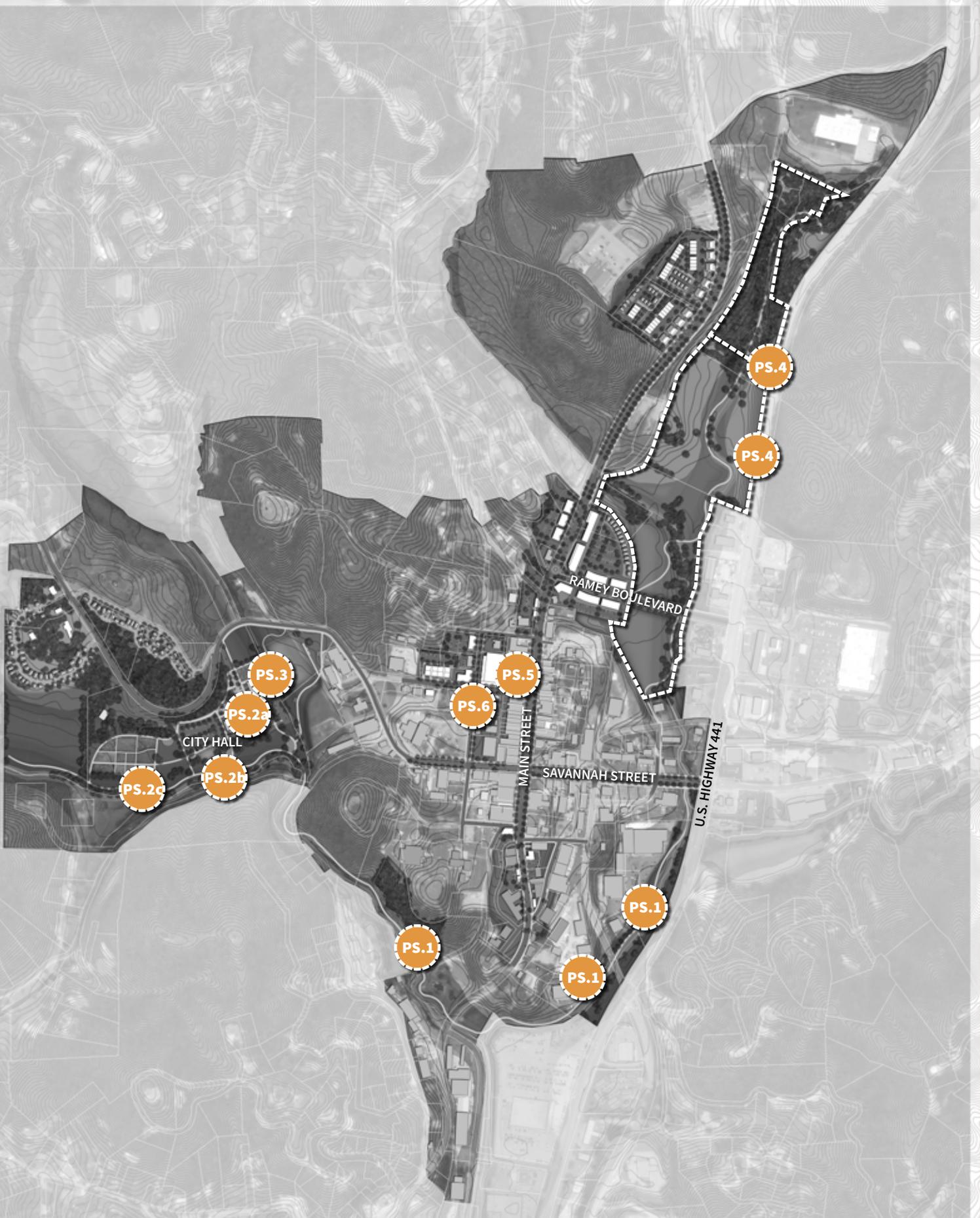
The short-term projects, which the City of Clayton can start implementing immediately, increase parks and open space and start activating more of Downtown. The other projects are longer-term initiatives dependent on larger funding streams, coordination with private developers where appropriate, and collaboration between public entities.

The project charts and corresponding maps list all the recommended projects, timelines for completion, general cost estimates, the responsible entities, level of priority for implementation, and general action steps. The public improvements listed within this plan are estimated to cost a total of \$43.9 million in 2019 dollars. The phasing plan on pages 105 to 106 detail show how these costs can be spread out over a 20-year implementation period.

BUSINESS DEVELOPMENT PROJECTS						
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
<i>Business Development</i>						
B.1	Create a social media campaign to promote downtown businesses	On-going	City; DDA	\$20,000	General Fund; DDA	Cost comes from hiring a consultant. Can combine with AC.2
B.2	Create more regular programming in Downtown Clayton	On-going	City; DDA; Community organizations	Staff Time	DDA; private initiatives	Partner with local arts and cultures organizations, Downtown Merchants' & Business Association (DMBA), DDA, for programming and events
B.3	Conduct a Market Study for Downtown	Short-Term	City; Market Analysis Firm	\$30,000	General Fund; DDA	Cost comes from hiring a consultant.
ARTS AND CULTURE PROJECTS						
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
AC.1	Wayfinding Study for Downtown Clayton	Mid-Term	City; DMBA; DDA	\$30,000	General Fund; DDA	Cost comes from hiring a consultant
AC.2	Create a social media campaign to promote arts and culture Downtown	On-going	City; DMBA; DDA	\$20,000	General Fund	Cost comes from hiring a consultant. Can combine with B.1.
 AC.3	Gateway sign at Savannah Street and U.S. Highway 441	Priority	City; DMBA; DDA	\$150,000	General Fund; DDA	Coordinate with DDA to hire an artist to design sign and install.

PUBLIC SPACE PROJECTS						
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
PS.1	Acquire parcels for public parks and public-private partnerships	Priority	City; DDA	\$3,000,000	General Fund; SPLOST	Determine which parcels are most suitable for public parks. Start with PS.2-PS.4 and map to the right. Coordinate with E.2.
PS.2a	City Hall Park - Reorganize parking lot and access; create bio-swales; install permeable paving	Priority	City	\$950,000	General Fund; SPLOST	Hire a landscape architecture and civil engineering team to design parking lot improvements.
PS.2b	City Hall Park - Move playground, create sports fields, fitness stations, bleachers	Short-Term	City	\$2,300,000	General Fund; SPLOST	Hire a landscape architecture and civil engineering team to design playground & sports fields.
PS.2c	City Hall Park - Create internal trail network; expand community garden; build orchard	Short-Term	City	\$550,000	General Fund; SPLOST	Hire a landscape architecture and civil engineering team to design trail networks.
PS.3	Façade and building rehabilitation for City Hall Building	Short-Term	City	TBD	General Fund; SPLOST	Cost will depend on the amount of work required. Hire an architecture firm to conduct a feasibility study for locations and needs assessment for the current building and for the design.
PS.4	Expand Stekoa Creek Park using the flood plains as general boundaries, north and South of Ramey Boulevard	Long-Term	City; DDA; Chattooga Conservancy	\$10,000,000	General Fund; SPLOST; DDA; grants	Public-Private Partnership with current property owner. Conduct a survey to determine exact floodplain boundaries. Work with Chattooga Conservancy coordinate green infrastructure projects.
PS.5	Build two-level parking deck on the northeast corner of Church Street and Hiawassee Street	Long-Term	City; DDA	\$1,200,000	General Fund; SPLOST; DDA	Build the second story over the top of the existing parking lot. Conduct a survey to determine need for excavation.
PS.6	Construct the pocket park proposed by the DDA near Wilson Alley and Hiawassee Street	Priority	DDA	-	DDA; donations	This project is not included in the final cost estimate.

****NOTE: All estimated costs are based on current best practices in 2019. Costs can and will change over time. These are budgetary numbers for phasing and planning purposes for the City of Clayton.**



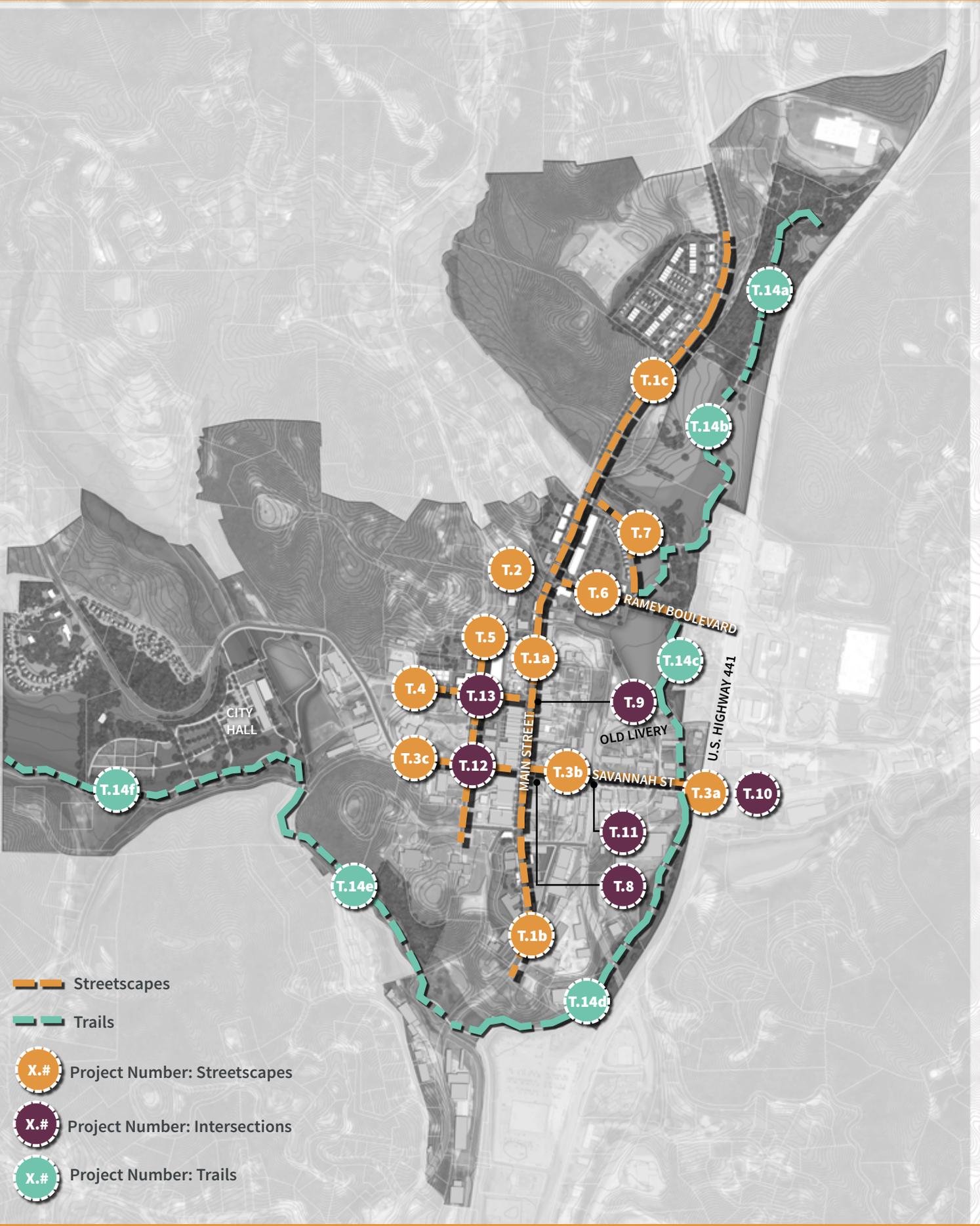
1" = 800'



TRANSPORTATION PROJECTS

#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
<i>Road Diets & Streetscape Projects</i>						
T.1a	Main Street Streetscape Project between Ramey Boulevard and Savannah Street	Priority	City	\$2,400,000	Public Works; SPLOST	Hire a landscape architecture and civil engineering team to re-design the streetscape. Coordinate T.1b with T.8 and T.3a. Coordinate with T.4 and T.9 Use the recommended street sections in Chapter 3 on pages 70 to 81 as a starting point for design.
T.1b	Main Street Streetscape Project south of Savannah Street	Short-Term	City	\$2,300,000	Public Works; SPLOST	
T.1c	Main Street Streetscape Project north of Ramey Boulevard	Long-Term	City	\$4,400,000	Public Works; SPLOST	
T.2a	Acquire right-of-way to accommodate roundabout at Ramey Boulevard and Main Street	Short-Term	City	\$120,000	Public Works; SPLOST	Coordinate with current property owners. Hire a landscape architecture and civil engineering team to design the roundabout.
T.2b	Construct Roundabout at Ramey Boulevard and Main Street	Long-Term	City	\$1,800,000	Public Works; SPLOST	
T.3a	Savannah Street Streetscape Project: U.S. Highway 441 to Old Livery Street	Priority	City; GDOT; FHWA; GMRC	\$1,200,000	Public Works; GDOT; FHWA	Start conversations with GDOT, FHWA, and GMRC. Hire landscape architecture and civil engineering team to re-design the street. Both FHWA and GDOT have Complete Streets Policies. Use the sections in Chapter 3 as a starting point. Coordinate T.3a with T.8 and T.1b.
T.3b	Savannah Street Streetscape Project: Old Livery Street to Main Street	Short-Term	City; GDOT; FHWA; GMRC	\$900,000	Public Works; GDOT; FHWA	
T.3c	Savannah Street Streetscape Project: Main Street to west of Church Street	Short-Term	City; GDOT; FHWA; GMRC	\$1,350,000	Public Works; GDOT; FHWA	
T.4	Hiawasse Street Streetscape Project	Short-Term	City	\$1,300,000	Public Works; SPLOST	Hire landscape architecture and civil engineering team to re-design the street. Acquire right-of-way as needed. Use the sections in Chapter 3 as a starting point. Coordinate with T.9 and T.1.

****NOTE:** All estimated costs are based on current best practices in 2019. Costs can and will change over time. These are budgetary numbers for phasing and planning purposes for the City of Clayton.

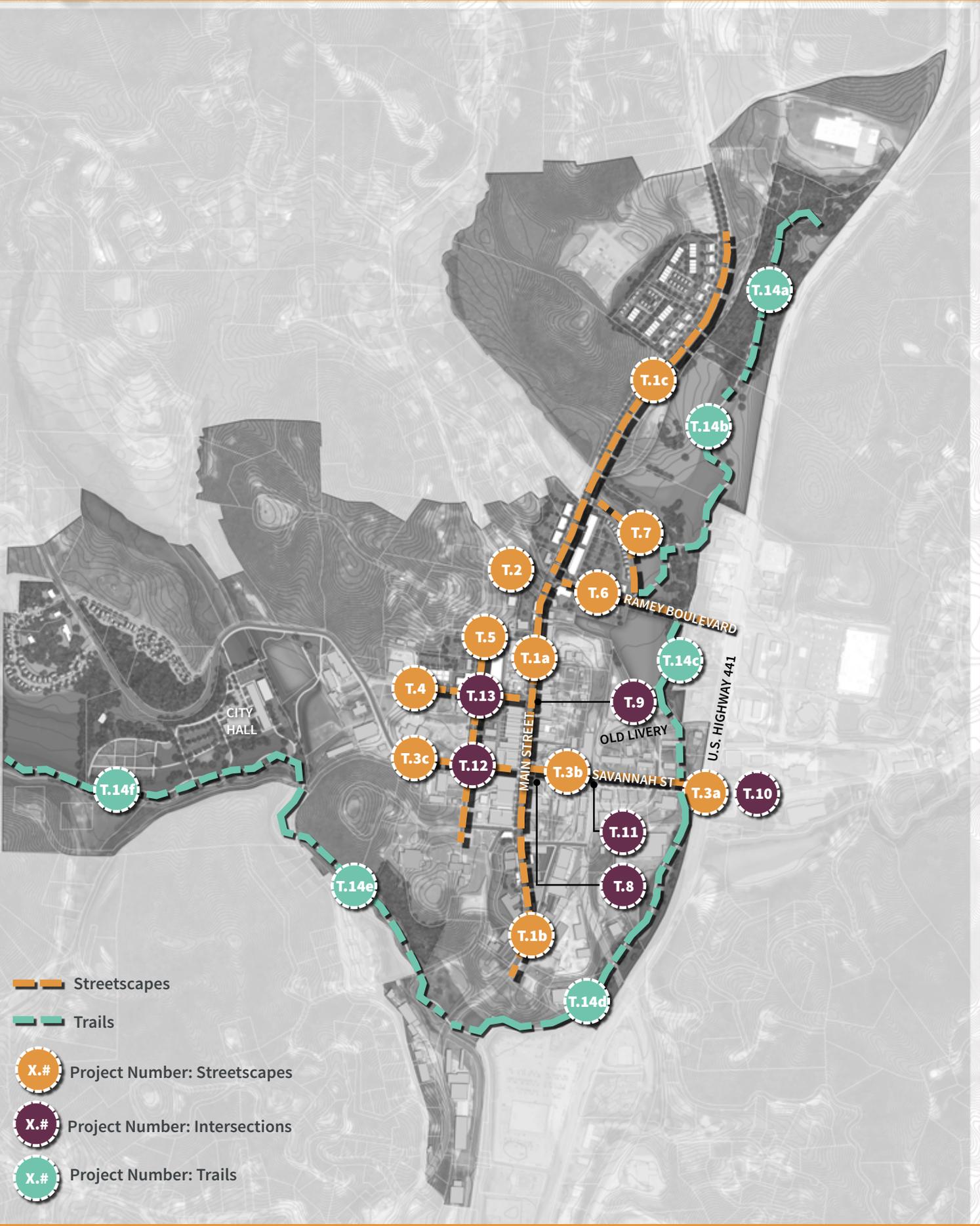


-  Streetscapes
-  Trails
-  Project Number: Streetscapes
-  Project Number: Intersections
-  Project Number: Trails



TRANSPORTATION PROJECTS						
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
<i>Road Diets & Streetscape Projects</i>						
T.5a	Acquire right-of-way to accommodate Church Street streetscape	Short-Term	City	\$85,000	Public Works; SPLOST	Hire landscape architecture and civil engineering team to re-design the street. Coordinate with current property owners and acquire right-of-way as needed. Use sections in Chapter 3 as starting point.
T.5b	Church Street Streetscape Project	Mid-Term	City	\$1,300,000	Public Works; SPLOST	
T.6a	Acquire additional right-of-way along Ramey Boulevard to accommodate new street section	Priority	City	\$52,000	Public Works; SPLOST	Hire landscape architecture and civil engineering team to re-design the street. Coordinate with current property owners and acquire right-of-way as needed. Use sections in Chapter 3 as starting point. Project can be a public-private partnership with a developer.
T.6b	Ramey Boulevard Streetscape Project	Mid-Term	City; Private Developer	\$2,100,000	Public Works; SPLOST; private developer	
T.7	Build New Street between Main Street and Ramey Boulevard	Long-Term	City; Private Developer	\$1,200,000	Public Works; SPLOST; private developer	Project can be a public-private partnership with a developer. Coordinate streetscape design with other Downtown streets.
<i>Intersection Upgrades</i>						
T.8	Main Street and Savannah Street	Short-Term	City; GDOT; FHWA; GMRC	\$55,000	GDOT; FHWA; Public Works	Hire landscape architecture and civil engineering team to re-design the intersection. Coordinate with T.1 and T.3. Both FHWA and GDOT have Complete Streets Policies.
T.9	Main Street and Hiwassee Street	Short-Term	City	\$55,000	Public Works; SPLOST	Hire landscape architecture and civil engineering team to re-design the intersection. Coordinate with T.1 and T.4.
T.10	Savannah Street and U.S. Highway 441	Short-Term	City; GDOT; FHWA; GMRC	\$55,000	GDOT; FHWA; Public Works	Hire landscape architecture and civil engineering team to re-design the intersection. Coordinate with AC.3 and T.3. Both FHWA and GDOT have Complete Streets Policies.

****NOTE: All estimated costs are based on current best practices in 2019. Costs can and will change over time. These are budgetary numbers for phasing and planning purposes for the City of Clayton.**

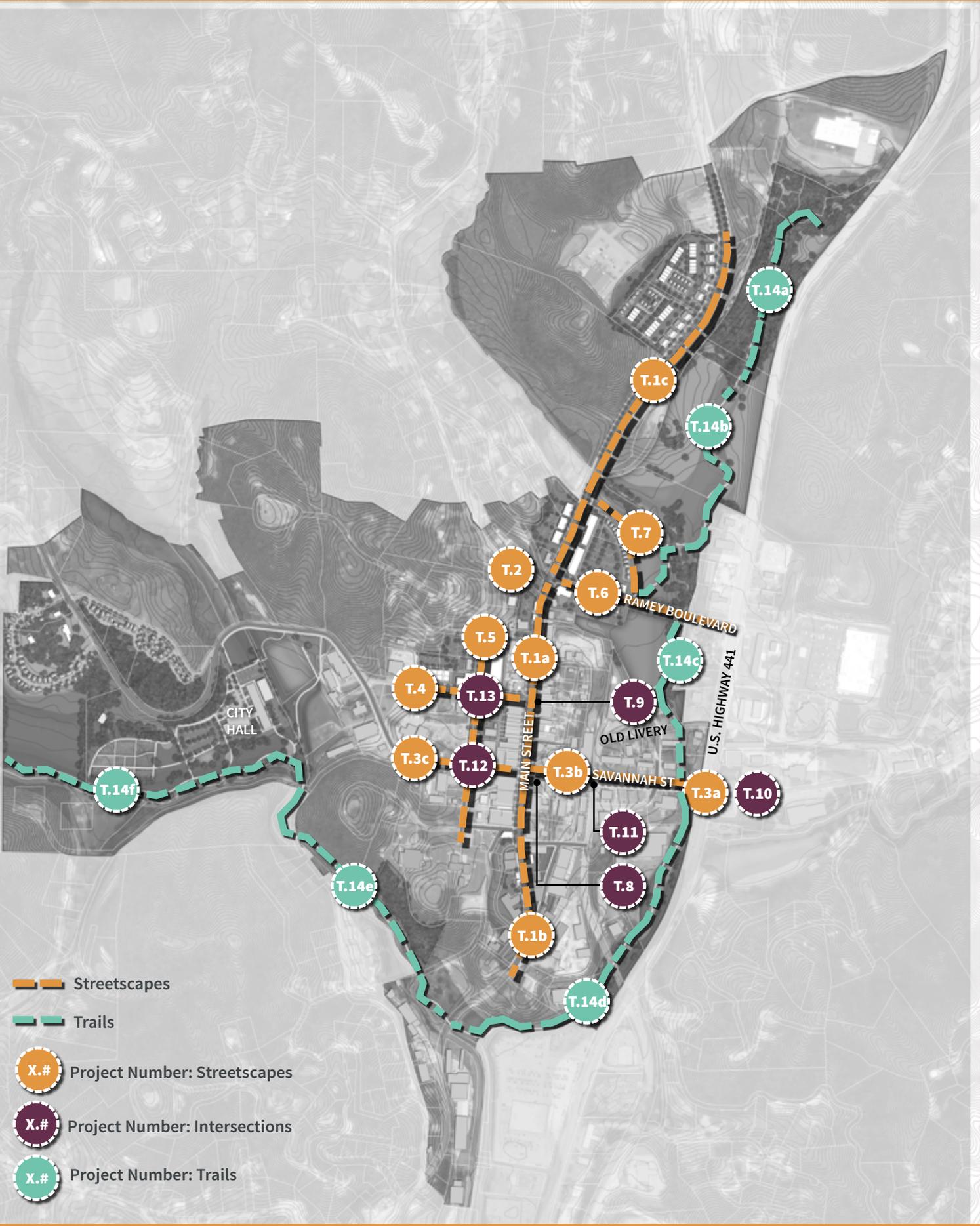


-  Streetscapes
-  Trails
-  Project Number: Streetscapes
-  Project Number: Intersections
-  Project Number: Trails



TRANSPORTATION PROJECTS						
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
<i>Intersection Upgrades</i>						
T.11	Savannah Street and Old Livery Street	Short-Term	City; GDOT; FHWA; GMRC	\$55,000	GDOT; FHWA; Public Works	Hire landscape architecture and civil engineering team to re-design the intersection. Both FHWA and GDOT have Complete Streets Policies. Coordinate with T.3.
T.12	Savannah Street and Church Street	Long-Term	City; GDOT; FHWA; GMRC	\$55,000	GDOT; FHWA; Public Works	
T.13	Church Street and Hiwassee Street	Long-Term	City	\$55,000	Public Works; SPLOST	Coordinate with T.4 and T.5.
<i>Trail Networks</i>						
T.14a	Stekoa Creek Greenway: Stekoa Creek Park Segment	Short-Term	City; GDOT; GMRC; Rabun County; Chattooga Conservancy	\$280,000	GDOT; Public Works; grants	<p>Coordinate project with E.1. Could qualify for grants, such as:</p> <ul style="list-style-type: none"> The Georgia DNR Recreational Trails Program. GDOT TAP Grant Application, which requires 20% hard match. <p>Some conceptual design may be required for the grants, so hire a landscape architecture and civil engineering team to provide conceptual designs. Coordinate with Chattooga Conservancy for grant writing.</p>
T.14b	Stekoa Creek Greenway: Stekoa Creek Park Expansion Segment	Mid-Term	City; GDOT; GMRC; Rabun County; Chattooga Conservancy	\$455,000	GDOT; Public Works; grants	
T.14c	Stekoa Creek Greenway: Ramey Boulevard to Savannah Street Segment	Long-Term	City; GDOT; GMRC; Rabun County; Chattooga Conservancy	\$260,000	GDOT; Public Works; grants	
T.14d	Stekoa Creek Greenway: Savannah Street to South Main Street Segment	Long-Term	City; GDOT; GMRC; Rabun County; Chattooga Conservancy	\$560,000	GDOT; Public Works; grants	
T.14e	Stekoa Creek Greenway: South Main Street to City Hall Property Segment (along Scott Creek)	Long-Term	City; GDOT; GMRC; Rabun County; Chattooga Conservancy	\$515,000	GDOT; Public Works; grants	
T.14f	Stekoa Creek Greenway: City Hall Property to study area boundary segment	Short-Term	City; GDOT; GMRC; Rabun County; Chattooga Conservancy	\$450,000	GDOT; Public Works; grants	

****NOTE: All estimated costs are based on current best practices in 2019. Costs can and will change over time. These are budgetary numbers for phasing and planning purposes for the City of Clayton.**



-  Streetscapes
-  Trails
-  Project Number: Streetscapes
-  Project Number: Intersections
-  Project Number: Trails



TRANSPORTATION PROJECTS

#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
<i>Pilot Initiatives</i>						
PI.1	Re-stripe Main Street with Back-in Angled Parking from Ramey Boulevard to Savannah Street	Priority	City	\$6,000	General Fund	Restripe only where current angle parking exists. Thermoplastic striping. Include signage with directions about back-in angled parking.
PI.2	Re-stripe Savannah Street with Back-in Angled Parking	Priority	City	\$2,100	General Fund	
PI.3	Re-stripe Mill Street to One-way with On-Street Parking	Priority	City	\$2,000	General Fund	Thermoplastic striping. Include signage for one-way north and parking.

PRIVATE DEVELOPMENT

#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
D.1	Cottage Court Housing by City Hall	Mid-Term	City; Private Developer; DDA		Private Developer	All private developments can be public-private partnerships. Must communicate with current property owners. DDA, the City can coordinate with developers on land acquisition, ensuring quality design, parking requirements, streetscapes, open space, and potential incentives. See page 98 for one Redevelopment Strategy.
D.2	Cottage Court Housing North of City Hall	Mid-Term	City; Private Developer; DDA		Private Developer	
D.3	Mixed-use Development along Church Street	Short-Term	City; Private Developer; DDA		Private Developer	
D.4	Mixed-use Development at Ramey Boulevard and Main Street	Mid-Term	City; Private Developer; DDA		Private Developer	
D.5	Residential Development at 617 and 675 Main Street	Long-Term	City; Private Developer; DDA		Private Developer	
D.6	Infill development on South Main Street	Long-Term	City; Private Developer; DDA		Private Developer	
D.7	Re-locate United States Post Office	Mid-Term	City; DDA; United States Postal Service		USPS	Post office can be included in future infill development, potentially at Main Street & Ramey Boulevard (D.4).

****NOTE: All estimated costs are based on current best practices in 2019. Costs can and will change over time. These are budgetary numbers for phasing and planning purposes for the City of Clayton.**



Redevelopment Strategy

The parcels highlighted in orange on the map on the previous page show parcels that could be used for private development. These parcels may be acquired by developers. Alternatively, the City of Clayton or the Clayton DDA could purchase, clear, and resell them to developers at-cost or for a profit, which could be used to fund other public improvements or to acquire more land.

Renovations of historic or existing buildings could occur, which could be as simple as a façade improvement, or as complex as redeveloping the entire structure for new commercial, office, or second-story residential uses. Private developers will likely complete these renovations. Federal and State programs that provide tax credits for redevelopment can incentivize the renovations.

Local county and city governments across the country are experimenting with new funding tools to fill the gap between the escalating costs of maintaining aging infrastructure and the dwindling revenues being generated by traditional sources, particularly when growth sprawls further from city centers. All new development should consider existing utilities and infrastructure and work with the City to make updates as necessary to support the development.

ENVIRONMENTAL AND NATURAL RESOURCES PROJECTS

#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	FUNDING SOURCES	NOTES & ACTION STEPS
 E.1	Clean up and restore Stekoa Creek	Priority	City; Rabun County, Georgia Mountains Regional Commission; Chattooga Conservancy; Georgia Department of Natural Resources; Community Organizations	TBD	General Fund; SPLOST; Grants	Work with community organizations to clean up Stekoa Creek, such as Keep Rabun Beautiful, Chattooga Conservancy. Coordinate with the Rabun Chapter of Trout Unlimited to obtain data and refer to Watershed Management Plan to support remediation. Apply for state and federal grants, including: <ul style="list-style-type: none"> Regional Water Plan Seed Grant Funds National Fish Passage Program
E.2	Create pocket parks along the Stekoa Creek Greenway	Long-Term	City; DDA; Chattooga Conservancy	\$2,000,000	General Fund; SPLOST	Work with Chattooga Conservancy to help construct parks as part of the Watershed Management Plan and green infrastructure demonstration projects. Coordinate with PS.1, E.1.

****NOTE:** All estimated costs are based on current best practices in 2019. Costs can and will change over time. These are budgetary numbers for phasing and planning purposes for the City of Clayton.







POLICY CHANGES

Policy changes will be necessary to implement the projects identified in this plan. Below are highlights of some of these policy changes. Some are government functions and relations (G.#), and others are overall policies for development (P.#).

Zoning & Land Use

To implement the scale, density, and character defined in this plan, some properties must undergo a change in land use category and zoning. As shown in the charts on the following pages, many sites should be re-zoned to either CBD- Central Business District, R2 - Moderate Density Residential, or R3 - Multiple Family Residential. All other zoning changes in the study area should be developer-initiated. The City should re-zone publicly-owned land, and any properties where they are able to coordinate with the current property owners, as noted in the charts.

However, these re-zoning recommendations are a short-term solution if these properties are experiencing development pressure. As previously noted in the Priority Projects section, the City should consider re-writing the zoning ordinance so that more design protections are in place, including building height limits, design guidelines, and hillside preservation regulations. This re-write should incorporate the Towne Center and CBD - Central Business District updates currently underway with the new Planning and Zoning Board.

Though this study cannot prescribe specific land uses in specific locations, the public input uncovered a number of uses that would be appropriate for Downtown Clayton. When these sites develop, the City should promote the inclusion of local businesses, rather than larger national chains, wherever possible. The adjacent chart lists the preferred, neighborhood-appropriate uses.

Government Coordination

Many of the recommended projects in this master plan will require inter-agency coordination because they benefit more than just the City of Clayton. It will be key for the City of Clayton, Rabun County, and the Georgia Mountains Regional Commission (GMRC) to work as a team to apply for grants, coordinate with private developers, and implement projects, particularly for remediation of the Stekoa Creek corridor (E.1) and building the Stekoa Creek Greenway Trail (T.14). This work will need to be supported by data and maps that can convey the story, and the City can update its GIS inventory to help with those efforts. Many Cities, Counties, and Regional Commissions throughout Georgia have made GIS data available to the public in an online interactive mapping tool.

Uses for Downtown Clayton

- Small grocery store
- Affordable housing for people who work in Downtown Clayton
- Multi-family housing
- Cottage court housing
- Housing that accommodates a diversity of people (different ages, incomes, family sizes)
- Offices
- Coffee shops
- Publicly-accessible parks and green space, particularly along Stekoa Creek and Scott Creek

GOVERNMENT FUNCTIONS					
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	NOTES & ACTION STEPS
<i>Inter-governmental Agency Coordination</i>					
G.1	Update GIS data inventory and aerial imagery	Short-Term & On-going	City	Staff Time	Update all current GIS shapefile layers to be accurate, and continue updates over time.
G.2	Create online mapping database for use by residents and potential developers	Short-Term & On-going	City	Staff Time	Include all GIS shapefile layers available to the City. Create an interactive map tool and the ability to download data.
G.3	Collaborate with Rabun County	Short-Term & On-going	City; Rabun County	Staff Time	Create a partnership for implementing projects that go beyond the City's benefit.
DEVELOPMENT POLICIES					
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	NOTES & ACTION STEPS
<i>Zoning</i>					
 P.1	Revise zoning ordinance and / or consider a form-based code for Downtown	Priority	City	\$150,000: \$30,000 for Audit and \$120,000 for Re-write	Hire a consultant firm to analyze and re-write zoning ordinance with the new Planning and Zoning Board. Include the current efforts for the Towne Center and CBD expansion in this project.
P.2	Re-zone Rabun County Public Library site (73 Jo Dotson Circle) from Highway Business to CBD - Central Business District	Priority	City	-	If the County decides to re-locate the library in the future, or develop a part of the parcel, this designation protects it from suburban development.



Top 4 Priority Project

DEVELOPMENT POLICIES					
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	NOTES & ACTION STEPS
<i>Zoning</i>					
P.3	Rezone both properties at 617 North Main Street and 675 North Main Street from Highway Business to CBD - Central Business District	Short-Term	City; Current Property Owner	-	Can lower the density of the site and re-zone to R2 - Moderate Density or R3- Multiple Family Residential. Work with current property owners if the ability to sell their property arises.
P.4	Re-zone 925 Highway 76 West by City Hall from R1- Residential to R2 - Moderate Density Residential	Short-Term	City; Current Property Owner	-	1. Work with current property owners to approve this. Otherwise, leave property zoned R1. 2. This can be part of the zoning code re-write (P.1).
P.5	Re-zone 3 properties on Holden Drive (North of City Hall) from Highway Business to R2 - Moderate Density Residential	Short-Term	City; Current Property Owner	-	1. Work with current property owners to approve this. 2. This can be part of the zoning code re-write (P.1).
P.6	Re-zone 43 Paris Street and 243 N. Church Street from Neighborhood Shopping to CBD - Central Business District	Short-Term	City; Current Property Owner	-	1. Work with current property owners to approve this. 2. This can be part of the zoning code re-write (P.1).
P.7	Establish building height requirements in the zoning code for parcels on Main Street and Savannah Street (maximum 3 stories)	Short-Term	City	-	1. Hold a public process to make a text amendment regarding the building height requirements for properties shown on the adjacent map. 2. This can be part of the zoning code re-write (P.1).
P.8	Establish hillside preservation regulations to preserve the hillsides and natural resources	Short-Term	City	-	Hire a consultant firm to analyze and re-write zoning ordinance with the new Planning and Zoning Board or make a text amendment to current code.
<i>Incentives and Tax Credits</i>					
P.9	Encourage development of above-retail residential units, attached housing, and single-family units on smaller lots	Short-Term	City	-	Work with developers and property owners to re-zone to districts that support different housing types and densities.
P.10	Buy parcels targeted for redevelopment	On-going	City	Market Value of Properties	When parcels are available, purchase, pay for site clearing and preparation, and re-sell to developers, using the profit to help fund public improvements. Supports projects D.1 - D.6.



CITY HALL

RAMEY BOULEVARD

P.7

MAIN STREET

OLD LIVERY STREET

SAVANNAH STREET

U.S. HIGHWAY 441



1" = 400'



DEVELOPMENT POLICIES					
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	NOTES & ACTION STEPS
<i>Incentives and Tax Credits</i>					
P.11	Provide incentives for residential developers	On-going	City	-	Could be in the form of tax incentives or administrative incentives (permitting, re-zoning applications)
P.12	Provide incentives for developers who price at least 20% of their units to households making under 80% of the Area Median Income (AMI)	On-going	City	-	Could be in the form of tax incentives or administrative incentives (permitting, re-zoning applications)
P.13	Apply for the Rural Zone Designation with the Georgia Department of Community Affairs	Priority	City	-	Apply in 2019 and / or 2020.
P.14	Cluster retail offerings along Main Street from Ramey Boulevard to Savannah Street	On-going	City	-	Encourage retail development in this area to ensure more successful retail and walking district.
P.15	Pursue Historic Tax Credits (Georgia State Income Tax Credit Program)	On-Going	City; Property Owners	-	Work with residential and income-producing property owners to get their properties on the National / Georgia Register. For more information: https://georgiashpo.org/tax-statecredit
TRANSPORTATION POLICIES					
#	PROJECT DESCRIPTION	TIMELINE	RESPONSIBLE ENTITIES	ESTIMATED COST (2019)	NOTES & ACTION STEPS
P.16	Work with GDOT, GMRC, and FHWA for Streetscape enhancements on Savannah Street	Priority	City; GDOT; FHWA	Staff Time	Start conversations as soon as possible to support T.3a - T.3c.
P.17	Create a parking management strategy	Priority	City	\$100,000	Wayfinding signage; metered parking with a fee structure; re-striping current on-street parking spaces. See page 84 for more detail.
P.18	Create streetscape policies that will create uniformity in Downtown's streets	Short-Term	City	-	Coordinate this with the Zoning code update (P.1). Use the proposed street sections on pages 70 to 81 as a starting point for standards and street re-design.



PHASING PLAN

This plan will take at least 20 years to fully implement, and will cost approximately \$43.9 million (2019 dollars) in public funds, of which would be paid for by City of Clayton, Rabun County, and other public entities. Additional funds can be raised through grants and the SPLOST. The map on page 107 shows the order that both public- and privately-funded projects can be implemented.

Private development projects can occur at any point of the implementation process, based on market conditions. Private initiatives may shift priorities over time and provide opportunities for public-private partnerships with the City. This could allow some public improvements to be completed in conjunction with development.

Priority Projects (0-5 years)

Four Top Priority Projects were identified: re-writing the zoning code (P.1), create a parking management strategy (P.17),

cleaning up Stekoa Creek (E.1), and installing gateway signage at Savannah Street and U.S. Highway 441 (AC.3). Total, these projects would cost an estimated \$400,000, not including cleaning up Stekoa Creek. This project could have great fluctuations in cost, based on the level of clean-up required in different locations. It will be imperative to coordinate with other agencies on this large-scale effort. This group of projects also includes the Pilot Initiatives (PI.1, PI.2, PI.3), a total of \$10,000. Page 106 has more details on tactical urbanism and pilot projects. Other Priority Projects include land acquisition for pocket parks and street right-of-way, the first phase of the City Hall park, and the first phases of the Main and Savannah Streets streetscape improvements, for an estimated total of \$7.70 million.

Short-Term Projects (5-10 years)

Short-term projects are initiatives that improve the

public realm and that can be implemented in the near future to activate more of Downtown. These projects consist of streetscape projects on City-owned streets, intersection improvements, building the first segment of the Stekoa Creek Greenway (T.14a), the Stekoa Creek Greenway Trail around City Hall (T.14f), the re-design of the City Hall property as a community park (PS.2a and PS.2b), and façade and building rehabilitation for the City Hall building (PS.3).

Though the Savannah Street improvements (T.3) are included in this group, this effort may take many more years because of the need to coordinate with GDOT, GMRC, and FHWA to implement the changes. Total, these short-term projects may cost around \$10.6 million. The cost of the City Hall improvements will depend on how much funding the City has, and the extent of the improvements desired.

Mid-Term Projects (10-15 years)

The next phase of projects includes: finishing the City Hall park (PS.2c), constructing the Ramey Boulevard streetscape (T.6), adding the street connecting Ramey Boulevard and Main Street (T.7), building the second segment of the Stekoa Creek Greenway Trail (T.14b), conducting a wayfinding study for Downtown. Improvements may cost a total of \$4.4 million. The mid-term period is relatively quiet in order to devote more resources to completing short-term projects and coordinating long-term projects.

Long-Term Projects (10-20 years)

Other projects are long-term initiatives dependent on larger funding streams, coordination with private developers where

appropriate, and collaboration between public entities. The last projects to be completed include expanding Stekoa Creek Park using the existing floodplains (PS.4), building a two-level parking deck on the northeast corner of Church Street and Hiawasse Street (PS.5), streetscape improvements on Main Street north of Ramey Boulevard (T.1c) and the roundabout at Ramey Boulevard (T.2); the new street between Main Street and Ramey Boulevard; the remainder of the

Stekoa Creek Greenway Trail (T.14c-e); and creating pocket parks along the Greenway (E.2). Total, these improvements may cost around \$20.9 million.

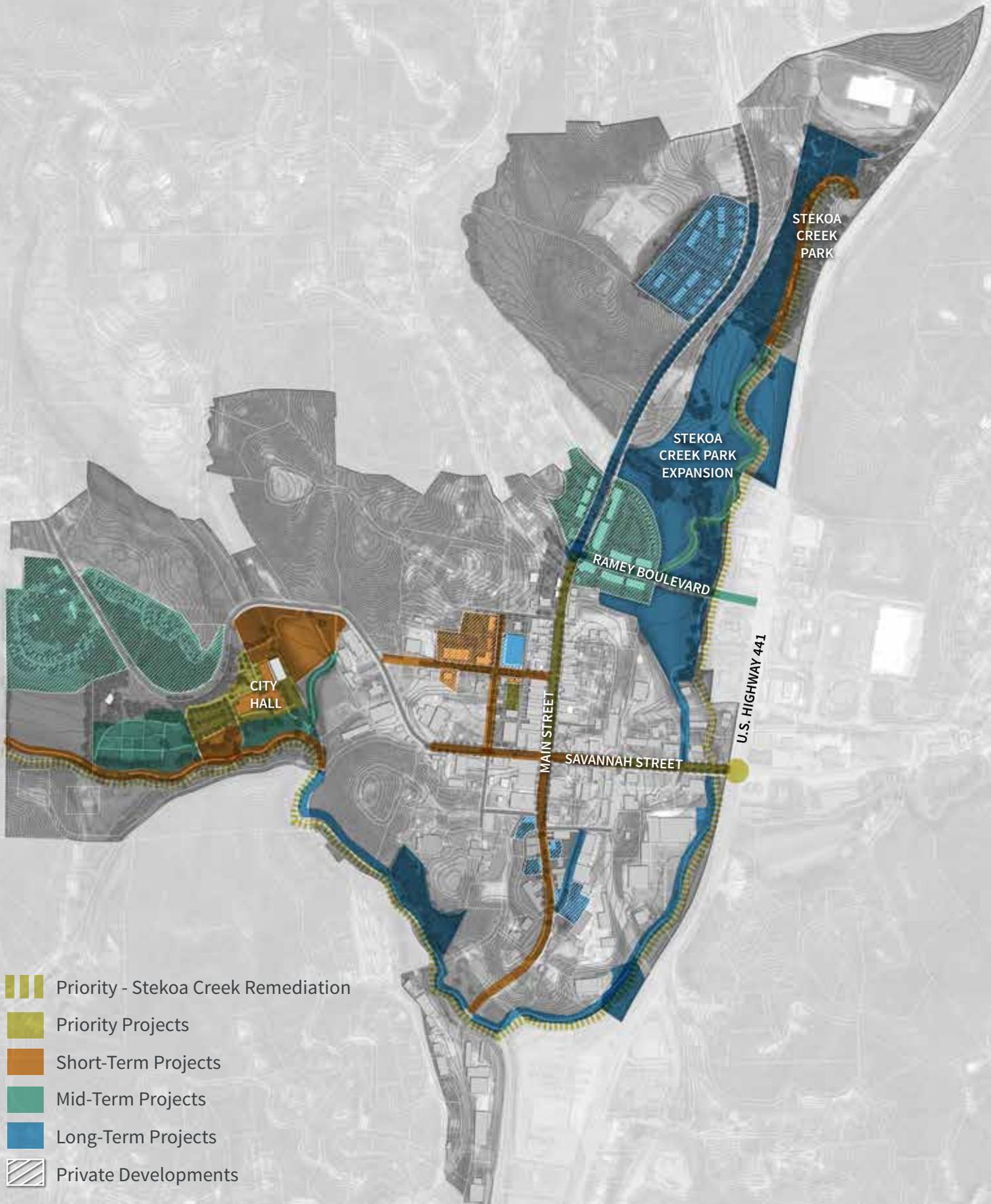
The previous paragraphs provide a summary list of the projects in those phases. See the charts on pages 87 to 104 for phasing for all of this master plan's recommendations; however, the overall cost summary and phasing is shown in the chart below.

Timeline	Estimated Cost in 2019 dollars (Public Investment)
Top 4 Priority	\$400,000 (Stekoa Creek remediation not included)
Pilot & Other Priority	\$7,697,000
Short-Term	\$10,550,000
Mid-Term	\$4,335,000
Long-Term	\$20,845,000
On-going (all annual expenses)	\$40,000
Total	\$43,867,000

Pilot Projects & Tactical Urbanism

Tactical urbanism techniques are another way to build partnerships between community organizations, activate spaces, and test the success of street sections, park space, retail, or restaurants. Strategically located food trucks or temporary pop-up shops (in vacant storefronts or shipping containers) can test the success of a restaurant or business concept. Parking spaces can be occupied as a temporary park or plaza. Many transportation recommendations could be tested in the short-term through temporary measures for a much lower cost. For example, some streets can be re-stripped to the dimensions of the desired street sections (on-street parking spaces, reducing lane widths, adding the turn lane) to test traffic congestion, and user preferences. If no significant negative impacts occur, the City of Clayton can move forward with the permanent construction of the street section. The City of Decatur, Georgia, has successfully tested temporary street sections and subsequently implemented the permanent solutions.

For more information and ways to implement, see: <http://tacticalurbanismguide.com/>



-  Priority - Stekoa Creek Remediation
-  Priority Projects
-  Short-Term Projects
-  Mid-Term Projects
-  Long-Term Projects
-  Private Developments

