

Chapter 1 – Introduction

Clemmons and the immediate surrounding areas have seen tremendous growth recently, with the Village population growing 28% from 2000 to 2006 and several neighboring towns matching or surpassing that rate. This trend is expected to continue as the Triad attracts businesses and residents to North Carolina's Piedmont. Developing the *Clemmons Village Transportation Plan* is one indication of the community's efforts to support sustainable growth through proactive transportation and land use integration.

This plan addresses the area's transportation needs by identifying both general and specific transportation system improvements, recommendations, and strategies. It is important to acknowledge that these recommendations are intended to support a diversified transportation system that considers not only the automobile, but also the bicyclist, the pedestrian, and the transit patron. The *Clemmons Village Transportation Plan* considers the Village's previous and on-going planning work, including the *Clemmons Area Development Guide*, *Unified Development Ordinance*, and other small area land use plans and development guides prepared in coordination with these documents.

This initiative is not intended to simply plan for the sake of planning, but to propose ways to implement projects to benefit and enhance the "livability" of the community. As a result, the *Clemmons Village Transportation Plan* considers practical issues and includes discussion on strategies, methods, and sources of funding for implementation.

Brief History of Clemmons Transportation¹

Clemmons was founded in 1802 by a family man named Peter Clemmons, who moved his wife and 14 children to the area from Delaware. Mr. Clemmons opened a store that became more than just a retail hub, but the heart of the local community. Old deeds found in county archives referred to him as "Peter Clemmons, merchant of Clemmonsville".



The efforts of that family show the importance of transportation to area residents. Just west of his home, Mr. Clemmons built the first bridge across the Yadkin River. Later, his great-grandson Edwin T. Clemmons, intrigued by the stagecoaches running through the area, began a business in the field. In 1870, the census lists Edwin Clemmons as an area stage and mail contractor. He owned and operated a series of stage lines based in Salem that ran to points such as Clemmons, High Point, Raleigh, Asheville and Wytheville, VA.

¹ "History of Clemmons." Village of Clemmons website. 2007. Cited 3 Dec 2007 at <http://www.clemmons.org/villageinfo/History.htm>





Edwin eventually moved his stagecoach business to Asheville after rail became more prominent in the 1870's, but his business success helped him leave a legacy to the community, providing money in his will for the construction of a Clemmons Moravian Church and a school. Those institutions as well as the historic store are the foundation of the stagecoach stop that became the Village of Clemmons. Incorporated as a municipality in 1986, Clemmons now is a thriving community encompassing about twelve square miles with a population of 18,000. The residents of Clemmons enjoy a low unemployment rate and a high median household income, contributing to the recent influx of people that find the area a highly desirable place to live, work and play.

What is a Village Transportation Plan?

While the vision of a suburban community with a high quality-of-life is a reality for Clemmons, striving for a safe, efficient, and convenient multimodal transportation system for the Village can also be realized. This plan is intended to serve decision-makers as a tool and guide for implementation of the Village's transportation needs as it focuses on the 2030-2035 planning horizon.

The Clemmons Village Transportation Plan (VTP) includes the following modal elements:

- **Street Element**, including a Collector Street Plan, crash safety, typical design, and priority recommendations
- **Pedestrian Element**, including connectivity, ADA compliance, safety and intersection treatments
- **Bicycle Element**, including on-street provisions, greenway connections and education and encouragement initiatives
- **Transit Element**, including regional and local system operations and improvements, ride-share programs and long-term needs assessment

In addition, the VTP also includes a final chapter outlining the implementation or "action" plan for the recommendations made within this document. The chapter outlines project priorities, implementation steps, schedules, policy actions, and financial details.

As with most planning processes, this document is governed by a set of policy standards and expectations published by the North Carolina Department of Transportation (NCDOT) to ensure quality and consistency with other regional and statewide transportation plans. These standards generally establish "a series of maps depicting the transportation infrastructure needed to handle an area's travel demand for a minimum twenty year planning period." This plan will produce a set of multimodal recommendations that address the long-term bicycle, pedestrian, transit, and roadway needs for the Village of Clemmons. Following a series of public involvement sessions designed to get the feedback of the residents of Clemmons, this plan will be presented for adoption by the Clemmons Village Council.





Regional Context

Just as Clemmons is a part of the Winston-Salem Metropolitan Statistical Area for the US Census, the Village is one member of an organization responsible for carrying out the transportation decisions for the region. The Winston-Salem Urban Area Metropolitan Planning Organization (WSUAMPO) is one of nearly 400 transportation decision-making organization across the US, mandated by federal legislation for all communities of 50,000 residents or more. The MPO is made up of representatives from local government and transportation authorities that meet to ensure that area transportation funding is allocated to projects and programs in a *continuing, cooperative and comprehensive* (“3-C”) manner.

The MPO has a two-committee structure that is set up to balance between the technical task of developing plans and projects and the public political process of determining project priorities. The **Transportation Advisory Committee (TAC)** is composed of elected and appointed officials and serves as a forum for transportation planning and decision-making for the entire Winston-Salem area. By including representatives for all the area municipalities, the members serve as liaisons responsible for keeping the governing boards and the MPO informed of each other’s decisions, inclinations and policies, as well as ensuring meaningful citizen participation in the transportation planning process. On the technical side, a **Technical Coordinating Committee (TCC)** conducts research, reviews plans and programs, and makes recommendations to the TAC based upon technical expertise and is made up of key staff representatives from all local and State governmental agencies concerned with the transportation planning process.

The activities of the MPO culminate in the development of a long-range transportation plan for the region. The *Winston-Salem Urban Area 2030 Long Range Transportation Plan (LRTP)* is the result of the MPO’s effort to incorporate each individual community transportation plan, including the Village Transportation Plan, into a regional blueprint. The plan is comprehensive and includes all major modes: transit, rail, bicycle, pedestrian, airport and streets and highways. The Winston-Salem LRTP outlines a fiscally- constrained set of projects that have been modeled and meet the transportation needs and air quality standards for the region. The LRTP is adopted by both the MPO and NCDOT to serve as the vision for mobility at the 20- to 25-year timeframe. Ultimately, the Clemmons VTP will become a subset of the MPO’s LRTP as the two are linked together through a formal adoption process.



The transportation program life-cycle

(Source: NC Department of Transportation)





WSUAMPO Committee Membership

Transportation Advisory Committee (TAC) Members – 2007

<u>Name</u>	<u>Position & Affiliation</u>
Larry T. Williams, TAC Chairman	Mayor, Town of Rural Hall
Richard Linville, TAC Vice Chairman	Commissioner, Forsyth County
Chris Anderson	Commissioner, Davie County
Dan Besse	Council Member, City of Winston-Salem
John Bost	Mayor, Village of Clemmons
George Byrum	Mayor, Town of Midway
Ed Coley	Council Member, Town of Bermuda Run
Nancy Dunn	Member, NCDOT Board of Transportation
Terri Fowler	Council Member, City of King
Mike Horn	Council Member, Town of Lewisville
Leon Inman	Commissioner, Stokes County
Allen Joines	Mayor, City of Winston-Salem
Willa Lash	Mayor Pro Tem, Town of Bethania
Walter Marshall	Commissioner, Forsyth County
Randy Mendenhall	Council Member, Town of Walkertown
Dawn Morgan	Mayor, Town of Kernersville
Keith Snow	Mayor, Village of Tobaccoville
Evelyn Terry	Council Member, City of Winston-Salem
Allen Todd	Mayor, Town of Wallburg

Advisory Non-Voting Members

Margaret Bessette, TAC Secretary	Principal Planner, City-County Planning Board
Daniel Beerman	Chairman, Winston-Salem Transit Authority
Arnold King	Chairman, City-County Planning Board
John F. Sullivan, III	Division Administrator, Federal Highway Administration
William Whiteheart	Chairman, Forsyth County Airport Commission

Technical Coordinating Committee (TCC) Members

<u>Position</u>	<u>Affiliation</u>
Assistant City Manager for Public Works	City of Winston-Salem
Director of Transportation	City of Winston-Salem
Directors	City-County Planning Board, Northwest Piedmont COG
City/Village/Town Managers/Administrators	Bermuda Run, Bethania, Clemmons, King, Lewisville, Midway, Rural Hall, Tobaccoville, Walkertown, Wallburg
Public Works Director	Town of Kernersville
Assistant County Manager	Forsyth County
Director	Forsyth County Environmental Affairs Department
County Planning Directors	Davidson County, Davie County, Stokes County
RPO Planners	Northwest Piedmont RPO, Piedmont Triad RPO
Manager	Smith Reynolds Airport Commission
Division Engineer	NCDOT Highway Division 9
Area Traffic Engineer	NCDOT Traffic Engineering Branch
Thoroughfare Planning Engineer	NCDOT Statewide Planning Branch
Urban Area Coordinator	NCDOT Statewide Planning Branch
Director	NCDOT Public Transportation & Rail Division

Non-Voting Members

Planning & Research Engineer	Federal Highway Administration, NC Division
District Engineer	Federal Highway Administration, NC Division





TIP Process

The projects listed in the regional LRTP and VTP feed into the NCDOT's Statewide Transportation Improvement Program (TIP) process. The program outlines the schedule and funding for NCDOT construction, maintenance, and operations for a seven-year period. The plan is updated biennially, with the department's Program Development Branch holding meetings with each metropolitan and rural planning organization across the State to receive their "wish list" of priority projects and hear public comments. The MPO serves a forum before these meetings for the local officials and technical staff to hash out this priority list and make a case to NCDOT to appropriate funding to important local projects. Once a project becomes funded as a part of the TIP process it follows a formal process from planning to construction. However, for large transportation projects, this process typically takes more than 10 years from start to finish.

Forsyth County Legacy Development Guide

The City-County Planning Board (CCPB) of Forsyth County has developed the *Legacy Development Guide*, which was adopted in 2001 by Forsyth County and all eight of its municipalities. It is the result of a community-wide effort to develop a common vision for the future of Forsyth County. The guide describes the community vision for the year 2015 in a variety of areas:

- managing growth and development,
- transportation alternatives,
- economic vitality and environmental quality,
- building better neighborhoods,
- the future of downtowns,
- community character,
- community life, and
- active citizenship.

The guide also suggests steps for implementing the community vision contained therein.

Given that the CCPB granted Clemmons its own planning authority, the guide serves as a complement to, rather than a replacement of, Clemmons's local plan documents and efforts. The Clemmons Village Transportation Plan supports the visionary goals stated in the *Legacy Development Guide*, particularly in regard to transportation alternatives. In its fourth chapter, entitled "Transportation Alternatives, Legacy" states an over-arching goal for "a balanced and sustainable transportation system that links highways, transit, greenways, bikeways and





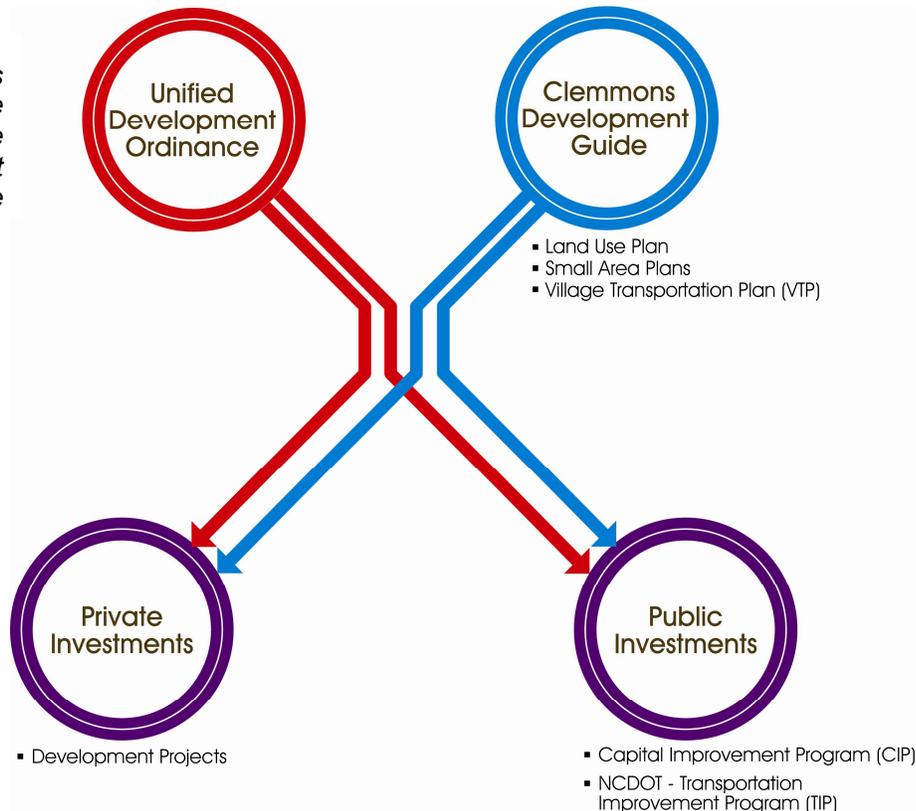
sidewalks into a seamless transportation network that provides choices for people’s travel needs.”

The goal is followed by detailed objectives, which range from land use planning to bicycle and pedestrian integration to environmental protection. In addition to supporting the objectives listed in the *Legacy Guide*, the Clemmons VTP and its development affirm the tenth and final transportation objective: to support an open, inclusive and participatory transportation planning process.

Local Context

The Village Transportation Plan is a component of the *Clemmons Area Development Guide*, the planning vision document developed in 1998 to guide the community’s growth. As residential and commercial projects are proposed, the Development Guide provides the policy guidelines for what is expected of developers in terms of project scale, components, and nature. The Unified Development Ordinances (UDO) for Clemmons, on the other hand, provide the technical guidelines and standards for which a project is built. In coordination, these two documents determine the appropriateness and approval of private sector projects, including local and collector streets. These guidelines also help set the priority and scheduling of larger transportation-related public sector projects. Staff and Council use the pair as tools when determining which projects to include in the Village’s annual budget for capital improvements. The following provides a schematic representation of the relationship between the Development Guide, UDO and the VTP.

Clemmons’s policies and standards guide the public and private development for the Village





Planning Process

A critical component of any successful plan is engaging members of the public who live, work, and travel within the study area. These are the people who understand the transportation network and land use needs, and the existing system's shortcomings. In addition to providing first-hand knowledge during the development of the plan and recommendations, it is ultimately these citizens who will live and work with the proposed future system. They have a vested interest and responsibility to advocate their ideas and vision for their community for the future.

Due to the importance of the public's opinion, public engagement for the transportation plan began early and was continuous throughout the process. Input obtained from two public workshops was summarized and used as guiding principles in the development of the Village Transportation Plan.

In addition to the general public outreach through workshops, stakeholder interviews, and council presentations, an Advisory Committee was formed with local staff and citizens. This committee identified the Village's needs and desires during the plan's development, meeting on a regular basis and being involved extensively throughout the planning process. The committee contributed technical knowledge, institutional understanding, and community familiarity, and was heavily relied upon during the discussions about future transportation needs, recommendations and policy issues.

This extensive public involvement process was developed to gain valuable knowledge and input from the community, and build awareness and support for the transportation plan. The desired result of this effort is that the Clemmons Village Transportation Plan will be supported and promoted by the public.



Advisory Committee

The Advisory Committee consisted of local staff and citizen volunteers who met on a regular basis to "guide" the development of the transportation plan. The committee's objective was to influence the plan so it would more completely represent the community's vision for Clemmons. The committee reviewed drafts and offered comments in order to make this plan something that they could support and promote in order to influence future transportation decisions and project implementation. In an effort to keep focus and work toward a common goal, the committee developed the following vision statement that guided their decisions throughout this planning process.

Clemmons citizens envision a sustainable growing community that supports the local economy and residents that desire higher quality lifestyles, linked to a safe, efficient, and environmentally compatible transportation system providing convenient multimodal choices for connecting destinations throughout the greater Piedmont Triad area.





Issues Identified

At its first meeting, the Advisory Committee identified the good and bad aspects of Clemmons' transportation network. These issues represented features that should be preserved or addressed during the development of the Clemmons Village Transportation Plan.

Good Aspects

- Proximity to service/retail centers, employment centers, and Tanglewood Park
- Regional connectivity
- Emergence of a grid street system (better connectivity)
- Sidewalks where they exist
- Small town feel

Bad Aspects

- Safety problems and lack of access management on major roadways
- Poor coordination between land use and transportation
- Lewisville-Clemmons Road (land use, urban design, transportation)
- Bottlenecks due to inconsistent cross-section on the same corridor (i.e. Hwy 158)
- Lack of on-street bike lanes, especially near big generators such as YMCA, Tanglewood, schools
- Limited bike connections across I-40
- Poor pedestrian system

Public Workshop #1

The first public workshop was held on April 10, 2008, to discuss and receive feedback and community affirmation regarding existing transportation issues and related land use concerns, current projects and community needs. The workshop allowed members of the community to express their transportation ideas and list their priorities. The meeting was structured to effectively engage attendees and allow the opportunity to express preferences and ideas verbally and in writing. After a brief presentation, workshop participants discussed transportation and land use issues, reviewed data, and marked-up maps. Needs identified on the maps included:

- More connectivity between neighborhoods
- Better access management along major corridors
- Alternatives to Lewisville-Clemmons Road and other major roadways
- Expanded on- and off-street network of bicycle and pedestrian facilities
- Improved programs and policies that encourage the active and safe use of bicycle and pedestrian facilities
- Interim and long-term enhancements to transit service

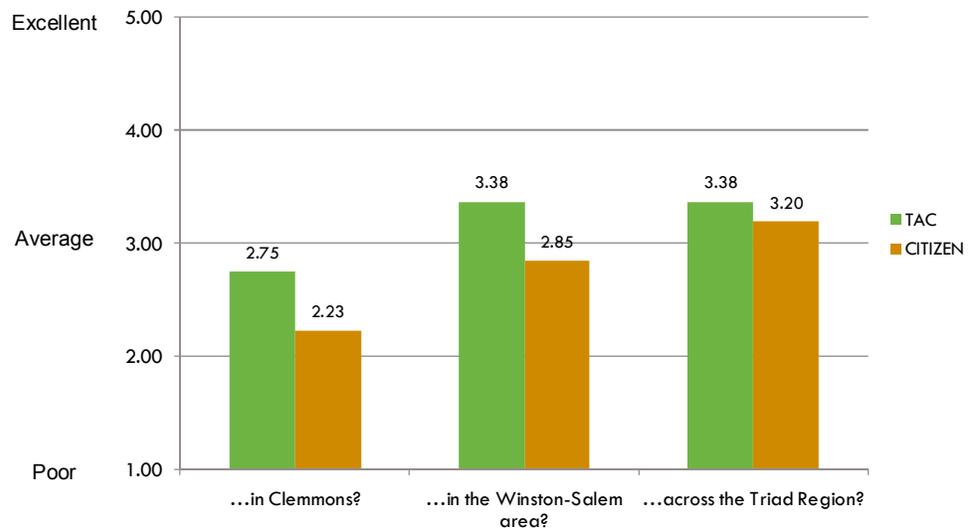




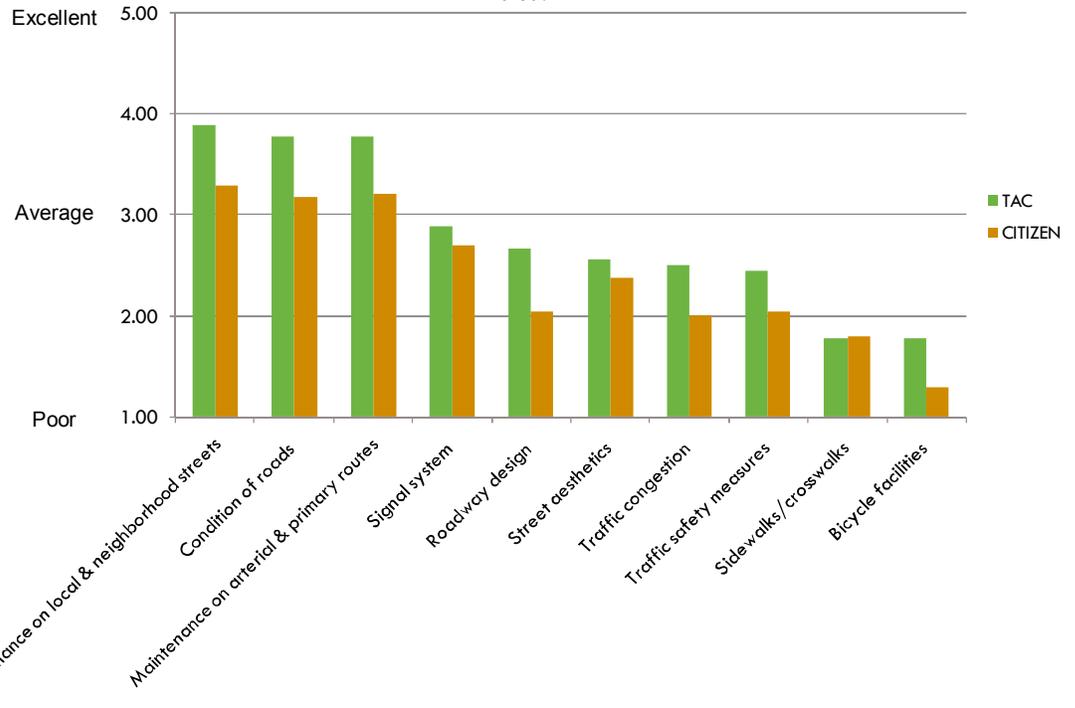
Public Survey

To better identify the perceived needs in the community, a survey was presented to the Advisory Committee and the general public at the first workshop. A comparison of the answers provides insight into how representative the committee is of the community as a whole. The survey questions were designed to solicit information about the quality of existing transportation infrastructure and services as well as the priorities for future improvements. In general, the surveys reaffirmed the information gathered through other public outreach channels – namely that the community recognizes the shortcomings of the existing transportation network and desires a diverse transportation system that considers the automobile, pedestrian, bicyclist, and transit rider.

Overall, how would you rate the transportation system...



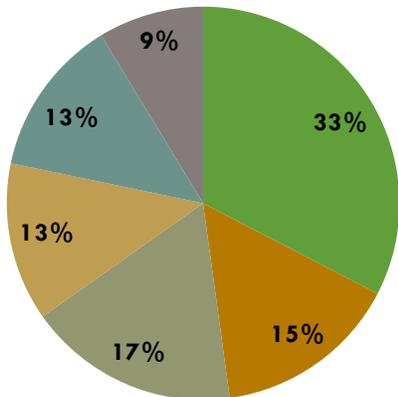
How would you rate the following elements of the current Clemmons transportation system?



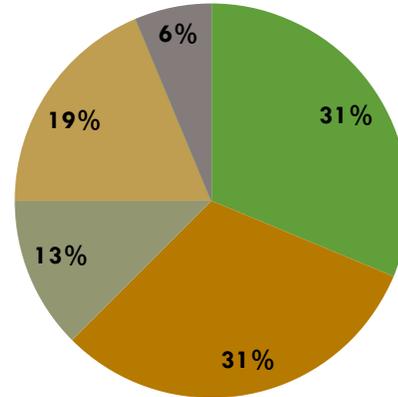


Would you support the Village exploring options for funding to pursue increased maintenance, improvement projects, or accelerated construction of new roads on the state-owned transportation system?

CITIZEN RESPONSE



TAC RESPONSE



- Transportation bonds
- Development impact fees
- Higher gas tax
- Higher property tax
- Tolls on roads
- Higher sales tax

Notes:

Major thoroughfares in Clemmons are owned and maintained by the NCDOT. Maintenance and improvements to those streets are funded through state and federal funds.

1 of 22 citizen respondents and 1 of 7 TAC respondents indicated they would not support any of the listed options. The pie charts represent the responses of those willing to support at least one option.

If you had \$100 to spend on Village transportation improvements, how would you spend it?





Pedestrian and Bicycle Planning Workshop

From the outset, the Village Transportation Plan was expected to provide greater focus on the multimodal transportation needs for the community. Support for more intense pedestrian and bicycle planning was validated by the initial Advisory Committee meetings and the first public workshop.

On April 22, 2008, the project team hosted a day-long workshop to give Village representatives and key stakeholders the opportunity for hands-on involvement in the development of the pedestrian and bicycle components of the VTP. The group worked together to identify issues and concerns, develop goals and vision for the non-motorized modes, and brainstorm possible solutions and recommendations. By the end of the day, the group had created a series of bicycle and pedestrian facility recommendations that created an integrated, multimodal transportation network



Public Workshop #2

The second public workshop was held on July 10, 2008 at Clemmons Village Hall. The meeting provided different ways for the public and elected officials to influence the final recommendations included in the draft plan. At the workshop, participants heard a presentation that discussed the plan's recommendations before breaking into small groups to gather around maps and provide direct feedback. In addition to specific comments regarding recommended facilities, the following general issues and comments emerged from the workshop:

- Connectivity and fewer curb cuts would make Clemmons more livable
- Sight distance and general safety needs to be improved at intersections
- Support for pedestrian and bicycle recommendations, particularly the greenway network
- New roadway construction needs to include pedestrian and bicycle facilities
- Sidewalks needs to include amenities such as street trees and pedestrian-level lighting





Goals

Based on the issues and desires that were identified by the community stakeholders, staff leaders, Advisory Committee and local citizens attending the public workshops, the following goals were developed to help guide the project team during the plan development.

- **Create an accessible, convenient, and efficient multimodal transportation system through:**
 - A thoroughfare system that comprehensively incorporates a variety of transportation modes for adequate access, flow, connectivity, safety, and mobility
 - Public transportation planning efforts, in conjunction with other agencies, for travel both within Clemmons and the Triad region
 - Provision and promotion of opportunities for travel by transit, cycling, and walking
 - Strategic routes for the movements of goods by truck from freeway corridors to local commercial and industrial businesses
- **Provide serviceable and safe operation of existing facilities through:**
 - Traffic operations improvements to reduce congestion
 - Safety improvements to reduce crash likelihood
 - Access management improvements to improve safety and network efficiency
- **Promote a bicycle and pedestrian-friendly environment, including:**
 - A pedestrian system that fills in gaps and connects neighborhood and recreational facilities village-wide
 - A trail and greenway system within and connecting local and regional parks
 - Safe roadway crossings and sidewalk placement within the village core and activity centers
 - Creation of a bicycle strategy that considers experience levels of all riders
 - Increased education and encouragement for cyclists of all ages and skill levels
- **Plan, design, and construct transportation facilities in a manner that is consistent with Clemmons vision for aesthetically pleasing (existing and emerging) activity centers.**





- **Enhance the transportation system's contribution to desired economic vitality by supporting Village land use policies and plans and encourage sustainable development and redevelopment practices.**
- **Identify sufficient, timely, and equitable financing mechanisms for transportation services and improvements.**
- **Plan, design, and construct transportation facilities that are consistent with existing community identity.**
- **Build community consensus for recommended projects through stakeholder interviews, public workshops, and committee participation.**
- **Improve environmental quality by implementing transportation choices that minimize impacts to physical, natural, and social environments and integrate with Village land use policies.**



