

Combined Concurrence Points 1, 2 and 2a
**PURPOSE AND NEED AND STUDY AREA DEFINED
ALTERNATIVE CARRIED FORWARD
BRIDGING**

NC 42 (now Veteran's Parkway - NC 36) - NC 50 to US 70 Business.
Widen to multi-lanes.

Johnston County

STIP Project R-3410

North Carolina Department of Transportation

Division 4



April 15, 2026, 10:00 a.m.

Prepared By

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Revised Merger Packet – October 2026

1 Introduction

Lead federal agency: Federal Highway Administration

Primary points of contact for the subject project are:

AGENCY	NAME
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North Carolina Department of Water Resources (NCDWR)	Rob Ridings
North Carolina Department of Transportation (NCDOT)	Chad Coggins and Russell Broadwill
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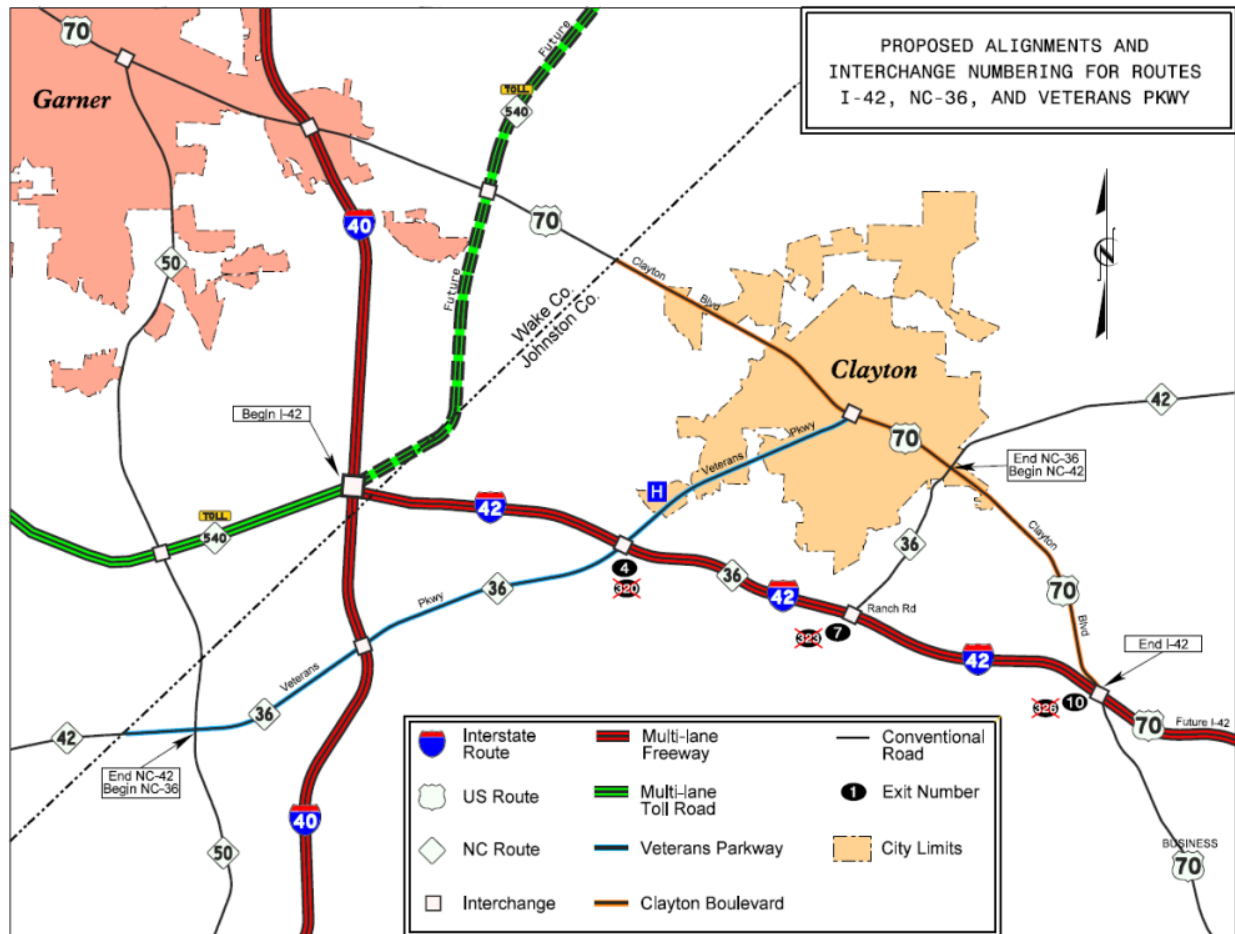
The purpose of this meeting is to reach concurrence on CP 1, Purpose and Need and Study Area defined; CP 2, Detailed Study Alternatives carried Forward; and CP 2A Bridging Decisions and Alignment Review.

1.1 Project Description

The North Carolina Department of Transportation (NCDOT) proposes to improve two-lane NC 42 (Lombard Street), now Veteran's Parkway – NC 36, to a multi-lane, median-divided roadway from NC 50 (Benson Road) in unincorporated Johnston County to US 70 Business in the Town of Clayton, North Carolina. The project is approximately eight miles in length. The project location is shown in Figure 1.

The proposed project is included in NCDOT's current 2026-2035 State Transportation Improvement Program (STIP) as Project No. R-3410, WBS No. 38857.1, Federal Aid No. STBG-0042(073) and (074).

NCDOT changed the road designations for several segments in the project vicinity including, as noted previously, NC 42. Attached is NCDOT's map illustrating the revised road designations.



1.2 Project History and Schedule

The proposed widening of Veteran's Parkway/NC 36 was analyzed with a Type III Categorical Exclusion (CE) that was signed on July 2, 2018 ([Categorical Exclusion](#)). The project is being added to the merger process at this time to document project decisions to minimize risk during permitting. Additionally, we will evaluate the validity of the current CE throughout the process. Changes to the project from the merger process will be documented and analyzed for significance in ROW consultation which is planned to be completed in December 2026.

The Capitol Area Metropolitan Planning Organization (CAMPO) is responsible for regional transportation planning in the Raleigh metropolitan area, including northern Johnston County. Their Metropolitan Transportation Plan functionally classifies Veteran's Parkway/NC 36 as a minor thoroughfare, designated as a boulevard, with widening improvements from two to four lanes. ([CAMPO 2055 MTP](#)). The MTP also addresses bike and pedestrian mobility. Its Bicycle and Pedestrian Map includes NC 36 from Clayton to Fuquay-Varina, as a regional, on-road bicycling facility.

The *Johnston County Comprehensive Transportation Plan* (2011, updated 2013) identifies Veteran's Parkway/NC 36 as a boulevard in need of improvement. It also identifies a need for bicycle facilities between US 70 Business and US 70 Bypass (now I-42). ([Johnston Co CTP Highway Map](#), and [Johnston County CTP BikePed Map](#))

Three Public Workshops have been held for the project in May 2018, February 2023 and March 2025. All workshops were held at the Clayton Center, 111 East 2nd Street, Clayton. The first meeting was

associated with completing the NEPA process ([R-3410 Public Meeting 2018](#)), the 2nd workshop focused on alternative intersection designs at Cornwallis Road ([R-33410 Public Meeting 2023](#)), and the final workshop focused on converting the corridor to primarily RCI movements ([R-3410 Public Meeting 2025](#)). However, it should be noted, the commercially developed section just east of the I-40 interchange will continue to have traditional signalized intersections.

Right-of-way acquisition and construction are scheduled to begin in 2027 and 2031, respectively. The current costs for the project as estimated in the current STIP are shown in Table 1. The proposed project schedule is included in Table 2 and is based on the Merger Plan. The schedule and cost estimates are draft and subject to change.

Table 1. 2025 Cost Estimate

Phase	Estimated Costs
Right of Way	\$61,895,000
Utilities	\$10,500,000
Construction Total	\$156,500,000
Total	\$229,295,000

The following schedule (Table 2) incorporates information included in the draft Merger Plan for R-3410 (v2) ([R-3410 Merger Plan v2](#)).

Table 2. Draft R-3410 Project Schedule*

MILESTONE	FORMAT	ANTICIPATED DATE
Categorical Exclusion (CE)	Electronic Distribution	July 2, 2018
Combined CP 1 / CP 2/ CP 2A meeting	In-person	April 2026
Combined CP 3 /CP 4A	Packet Concurrence	January 2027
ROW Consultation	Electronic Distribution	March 2027
Begin ROW Acquisition		March 2027
CP 4B		TBD
CP 4C		TBD
Begin Construction		January 2031

*Draft, subject to change

1.3 Other STIP Projects Nearby

The following is a list of other NCDOT State Transportation Improvement Program (STIP) within the vicinity of R-3410 and they are illustrated in Figure 2.

- STIP Project U-6208 – Cleveland Road (SR 1010), Construct Roadway on New Location (planning and design)
- STIP Project U-6216 - Cleveland Road (SR 1010) Widening, from I-40 to Barber Mill Road (SR 1555) (planning and design)
- STIP Project U-5943 – Upgrade Signal System in Clayton

- STIP Project BL-0050 – Complete Sidewalks along US 70 Business in Clayton
- STIP Project TO-6166 – Construction infrastructure for BRT along US 70 Business in Clayton

2 Existing Conditions

2.1 Transportation Features

The existing roadway typical section generally consists of two travel lanes with shoulders, though portions were previously widened to four lanes around the I-42 (US 70 Bypass) and the I-40 interchanges. The area around the I-40 interchange is excluded from this project, as interchange improvements there are part of STIP Project No. I-4739. Along the Veteran's Parkway/NC 36 project corridor, existing right-of-way width is variable, between 60 and 120 feet. The road is designated as a Minor Arterial with posted speed limit of 45 mph.

NC 50, the western project terminus, is also a Minor Arterial consisting of two travel lanes with shoulders. NC 50 has a posted speed of 50 mph. US 70 Business is the eastern project terminus. It is a four-lane divided US Highway with controlled access. Its posted speed limit where Veteran's Parkway merges with US 70 Bus. is 45 mph.

The R-3410 project has three discrete areas that are separated by the I-40 and I-42 interchanges.

- West Area is from NC 50 to Old Drug Store Road,
- Central Area is from Son-Lan Parkway to I-42, and
- East Area is from I-42 to US 70 Business.

Each area is in a different stage of design and is being worked on by different engineering firms. The West Area is nearing 25% design or the Design Recommendation Plan Set (DRPS) and is being designed by VHB. The Central Area is approaching Right-of-Plans and is being designed by Mott MacDonald. Lastly, the East Area is moving forward from preliminary designs and is also being designed by Mott MacDonald.

The projected **2050 No Build Traffic** (NCDOT Traffic Forecast, June 2023, [R-3410 Traffic Forecast 2023](#); and KH Traffic Forecast, June 2024, [R-3410 Traffic Forecast 2024](#)) for each area is as follows:

- West Area – 16,700 to 17,700 veh/day,
- Central Area – 28,600 to 29,400 veh/day, and
- East Area – 16,300 to 26,800 veh/day.

2.2 Environmental Features

Environmental resources in the project area are shown in the Environmental Features Map (Figure 3A to 3E). Community Resources were analyzed in a Community Impact Assessment (CIA) dated May 2018 ([R-3410 CIA](#)), and an Indirect Land Use Report as also completed in May 2018 ([R-3410 Land Use](#)). The following summary is taken from these reports with changes, as needed, to reflect the current conditions in the project corridor.

The project is located in the lower Piedmont physiographic region to the west of the Town of Clayton. Land use immediately adjacent to the Veteran's Parkway/NC 36 corridor is comprised of a mix of commercial, residential, and institutional development, with some farm and undeveloped lands in the vicinity of the I-42 interchange and near NC 50, the project's western terminus. The project vicinity is

predominantly comprised of suburban residential developments, mostly single-family homes. “For sale” signs are common on vacant land in the area. Commercial clusters exist around the I-40 interchange, Cleveland Road, and NC 50. Institutional uses are scattered throughout the project corridor, and include West Clayton Elementary School, Johnston County UNC Health Care Hospital, and several churches. The area is experiencing rapid development with the expansion of the Hospital and surrounding medical offices and with proposed large scale residential and mixed-use development. One such development, the Copper District, is a large, proposed mix-use development on over 350 acres just southeast of the Veteran’s Parkway/NC 36 and I-42 interchange in the middle of the project corridor. Besides offices and retail space, the District is planning a mix of homes, townhomes and apartments totaling more than 850 residences/units. Construction is expected to begin in the next several years.

In the project area there are 6 or more churches, at least 30 shopping centers, 15 apartment complexes and numerous residential properties. As noted previously there is one school, West Clayton Elementary School, east of Guy Road along Veteran’s Parkway/NC 36.

Of note in the project vicinity there are two historic sites, the Sanders-Hairr House (listed on the National Register) on Cornwallis Road, and Home of Keeper of Records and Seals (Eligible for the National Register) at the NC 36 and Barber Mill Road intersection. Impacts to the Sander-Hairr House have been avoided. An effects determination was completed for the Home of Keeper of Records and Seals. A finding of ‘No Adverse Effects Determination’ was signed in May 2018 for this resource ([R-3410 No Adverse Effect Determination](#)).

Surveys for Archeological Resources were completed in the project corridor in 2018. A determination of ‘No NRPH Archeological Sites Present’ was completed in that same year ([R-3410 No NRHP Archeological Sites Present](#)).

A Natural Resources Technical Report was completed for the project in November 2017 ([R-3410 NRTR](#)), and updated in a Memo from May 2018 ([R-3410 NRTR Update Memo](#)). The following summary information is taken from these reports with changes, as needed, to reflect the current status of the corridor. These reports include detailed information and data tables regarding natural communities, protected species, and jurisdictional resources.

The study area is part of the Neuse River basin (U.S. Geological Survey [USGS] Hydrologic Unit [HUC] 03020201). There are no water supply watersheds (WS-I or WS-II) within or within 1.0 mile downstream of the study area. There are no primary nursery areas (PNA) or anadromous fish within the study area. Additionally, there are no North Carolina Wildlife Resources Commission (NCWRC) designated trout waters within or within 1.0 mile of the study area. The North Carolina 2022 Final 303(d) list of impaired waters identifies no waters within or 1.0 mile downstream of the study area as impaired.

The U.S. Fish and Wildlife Service (USFWS) Information for Planning and Consultation (IPaC) lists the following seven federally protected species which are potentially affected by activities at the project site, under the Endangered Species Act (ESA) (checked for the study area in September 2026).

- Tricolored Bat – proposed endangered
- Neuse River waterdog - threatened
- Carolina madtom - endangered

- Atlantic pigtoe w critical habitat - threatened
- Dwarf wedgemussel - endangered
- Yellow Lance w critical habitat - threatened
- Monarch butterfly – proposed threatened

Twenty-nine streams were identified in the project area. They include Buffalo Creek, Swift Creek, White Oak Cree, and Little Creek with associated unnamed tributaries. Neuse River Riparian Buffer Rules will apply to streams meeting the guidelines in the corridor. Thirty potential jurisdictional resources were identified in the project area. Locations of these resources are illustrated in Figures 4A to 4H.

3 Project Purpose and Need

3.1 Project Need

The primary need for the proposed improvements is the increasing traffic congestion along Veteran's Parkway/NC 36. As northwestern Johnston County has developed from a rural area to more characteristically suburban, traffic volumes on Veteran's Parkway/NC 36 have steadily grown. Continued development, with its associated population growth in the project vicinity, is planned by both Johnston County and the Town of Clayton.

Land use immediately adjacent to the Veterans Parkway/NC 36 corridor is comprised of a mix of commercial, residential, and institutional development, with some active farms in the vicinity of the I-42 interchange and near NC 50, the project's western terminus. The project vicinity is predominantly comprised of suburban residential developments, mostly single-family homes and apartments. Commercial clusters exist around the I-40 interchange, Cleveland School Road, and NC 50. Institutional uses are scattered throughout the project corridor, and include West Clayton Elementary School, Johnston County UNC Health Care Hospital, and several churches.

The Town of Clayton's 2045 Comprehensive Growth Plan anticipates and supports continued suburban medium and low density residential as well as "Agricultural and Rural Residential" along Veterans Parkway/NC 36 to the south of Clayton proper. Additionally, a higher-intensity mix of residential, commercial and retail is supported near the intersection with US 70 Business. The Envision Johnston 2040 Comprehensive Land Use Plan indicates supported land uses along the corridor including Neighborhood Center around the Cleveland area, Open Space and Conservation, as well as Medium Density Residential.

Since the opening of the I-40 interchange at Veteran's Parkway/NC 36 in 1990, population growth has accelerated in Johnston County. Access to I-40, via the Veteran's Parkway/NC 36 interchange and I-42 shortened commuting times to employment centers in Wake County and Research Triangle Park, helping to make northwestern Johnston County and the Town of Clayton attractive residential locations.

Between 1990 and 2000, Johnston County experienced a 50% percent rate of growth (Table 3). Though the County's growth rate has relatively slowed, projections indicate that it will continue to add residents at a rate substantially higher than the state through 2040. In 2010 the county had 168,878 residents, and in 2020 that had risen to 215,999. That is an increase of nearly 28% in that decade. By 2040 (the

last year forecasts are available), it is expected to grow to over 335,570. Most of the growth will occur in the northwestern portion of the county and around its towns, including the project area.

Table 3. Population Trends

	1990	2000	2010	2020	2030	2040
Johnston County	81,306	121,965	168,878	215,999	284,178*	335,570*
Clayton	4,756	6,973	16,116	26,307	35,742*	50,000*
North Carolina	6,632,448	8,046,813	9,535,483	10,439,388	11,700,000*	13,000,000*
		Growth 1990-2000	Growth 2000-2010	Growth 2010-2020	Growth 2020- 2030	Growth 2030-2040
Johnston County		50.0%	38.4%	27.9%	31.6%*	18.1%*
Clayton		46.6%	131.0%	63.2%	35.9%*	40%*
North Carolina		21.3%	18.5%	9.5%	12.1%*	11.1%*

*Projected. Note that 2040 projections are for Johnston County and North Carolina.

Sources: NC Office of Budget and Management Demographics, Town of Clayton 2045 Comprehensive Plan, US Census Bureau 2000 Census Summary File 1.

The Town of Clayton is also growing rapidly. Between 1990 and 2000, the town's population grew by 46.6%. Its 2010 population was 16,116 and by 2020 was 26,307. By 2040, Clayton is expected to have over 50,000 residents. All of these figures well outpace the State's growth averages and projections. The main takeaway from these figures is that Johnston County and Clayton are growing notably faster than State growth averages, and this is driving the need for the subject upgrade project to accommodate current and future traffic growth.

The capacity of a roadway is determined by several factors, including the number of lanes, the roadway setting (i.e. urban, suburban, or rural), posted speed limits, and other factors. The posted speed limits within the Veteran's Parkway/NC 36 study area range from 35 to 55 mph, with most of the roadway posted at 45 mph. According to NCDOT Transportation Planning Branch guidance on establishing roadway capacity, the operational capacity of Veteran's Parkway/NC 36 ranges from 15,600 to 20,200 vehicles per day (vpd), depending on the posted speed. Currently, the roadway is operating at or near its capacity (R-3410 Traffic Tech Memo).

The functionality of a roadway corridor is generally controlled by its signalized intersections. When delay at intersections increases and queues lengthen, the general Level of Service (LOS) provided by a roadway declines. Rapid development around two-lane Veteran's Parkway/NC 36 will soon over burden its capacity, leading to substantial congestion during morning and evening peak hours. Traffic forecasts for 2040, the project design year, illustrate the impact of the area's changing land use patterns on future traffic volume. By 2040, traffic volumes will exceed the roadway's capacity, causing substantial delays and queuing at most signalized and unsignalized intersections. To alleviate this congestion and accommodate the increase in traffic, additional roadway capacity is needed.

Other Desirable Outcome

Along with the Johnston County Comprehensive Bicycle Plan, the Town of Clayton's JCMH Small Area Plan recommends bicycle and pedestrian facilities between I-42 and US 70 Business. Incorporating facilities into the project that accommodate both cyclists and pedestrians in this portion of the project is a desirable outcome that will facilitate travel to the West Clayton Elementary School and encourage non-motorized travel among medical staff to and from the hospital and medical complex located on Veteran's Parkway/NC 36.

3.2 Project Purpose

The primary purpose of the project is to provide additional capacity on Veteran's Parkway/NC 6 to accommodate the growth in traffic tied to the suburban development occurring in the area.

3.3 2026 Purpose and Need Statement

The proposed improvements are needed to address increasing traffic congestion along Veteran's Parkway/NC 36. As northwestern Johnston County has developed from a rural area to more characteristically suburban, traffic volumes on Veteran's Parkway/NC 36 have steadily grown. Rapid development around two-lane Veteran's Parkway/NC 36 will soon overburden its capacity, leading to substantial congestion during morning and evening peak hours. By 2040, the project's design year, traffic volumes will exceed the roadway's capacity, causing substantial delay and queuing at most signalized and unsignalized intersections. To alleviate this congestion and accommodate the expected increase in traffic, additional roadway capacity is needed.

The project's primary purpose is to improve the existing roadway so that it can better support current traffic and forecasted traffic growth through the design year (2040). Secondary benefits include expected improvements to safety, and bicycle and pedestrian accommodation along the corridor east of I-42.

4 Project Study Area Defined

The project study area boundaries are shown on Figure 1, dated April 2026. The study area extends 8.3 miles along Veteran's Parkway/NC 36 from the NC 50 intersection at the western project terminus to US 70 Business in Clayton. The general dimensions of the study area are a 250-foot buffer from the existing center line along the project length of Veteran's Parkway/NC 36, excluding the interchanges at I-40 and I-42. The intersecting roads have a 50-foot buffer extending 500 feet in both directions from the NC 36 intersections. Additional area has been added in several locations to accommodate unique features or easements.

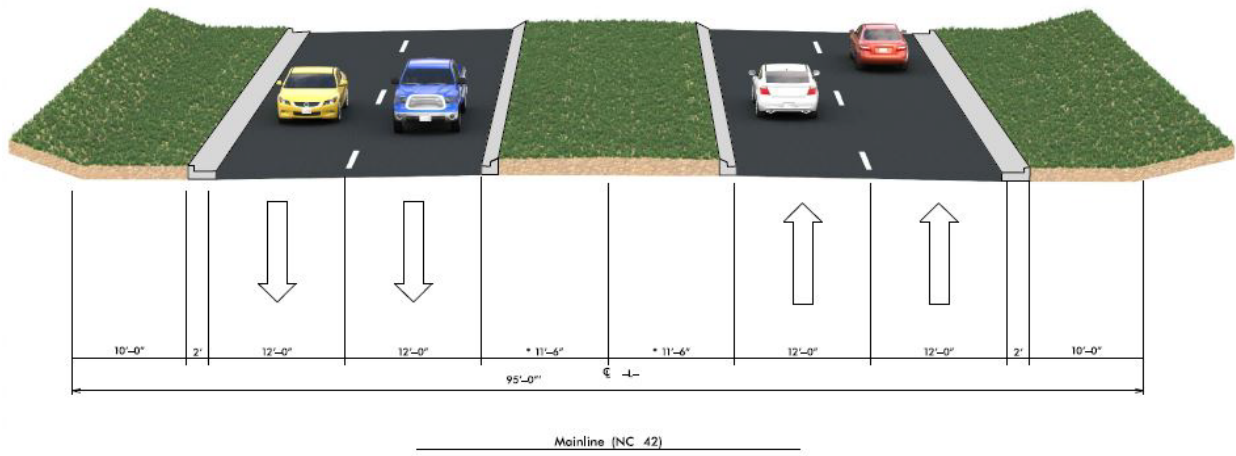
5 Detailed Study Alternatives

5.1 Proposed Typical Section

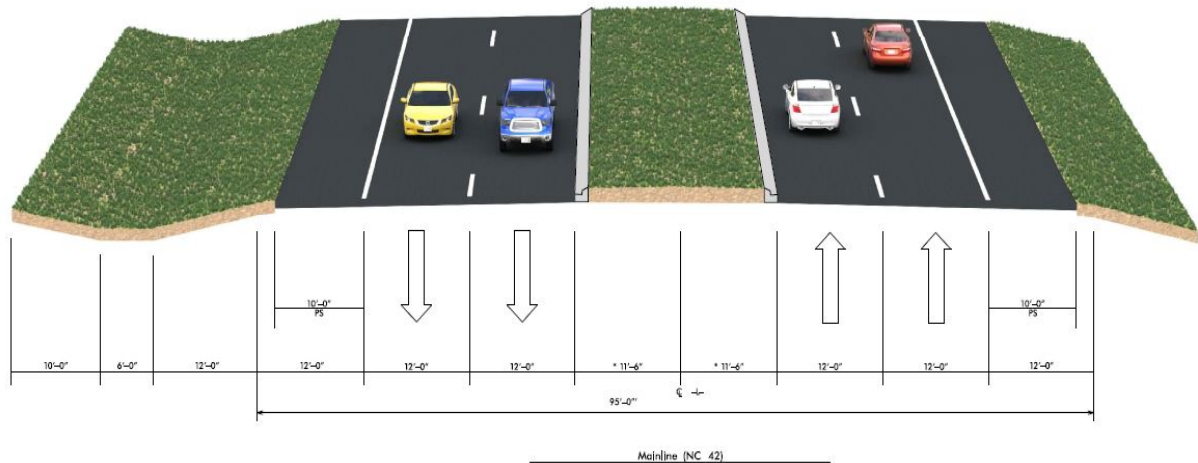
The proposed general typical-section for widening this section of Veteran's Parkway/NC 36 includes four 12-foot travel lanes and a 23-foot grass median. The proposed design speed is 40 to 50 mph, variable. The typical section is consistent with the NCDOT Roadway Design Manual for this type of facility and design speeds.

To avoid impacts to existing resources and to tie into the existing facilities the general typical section was adjusted as follows:

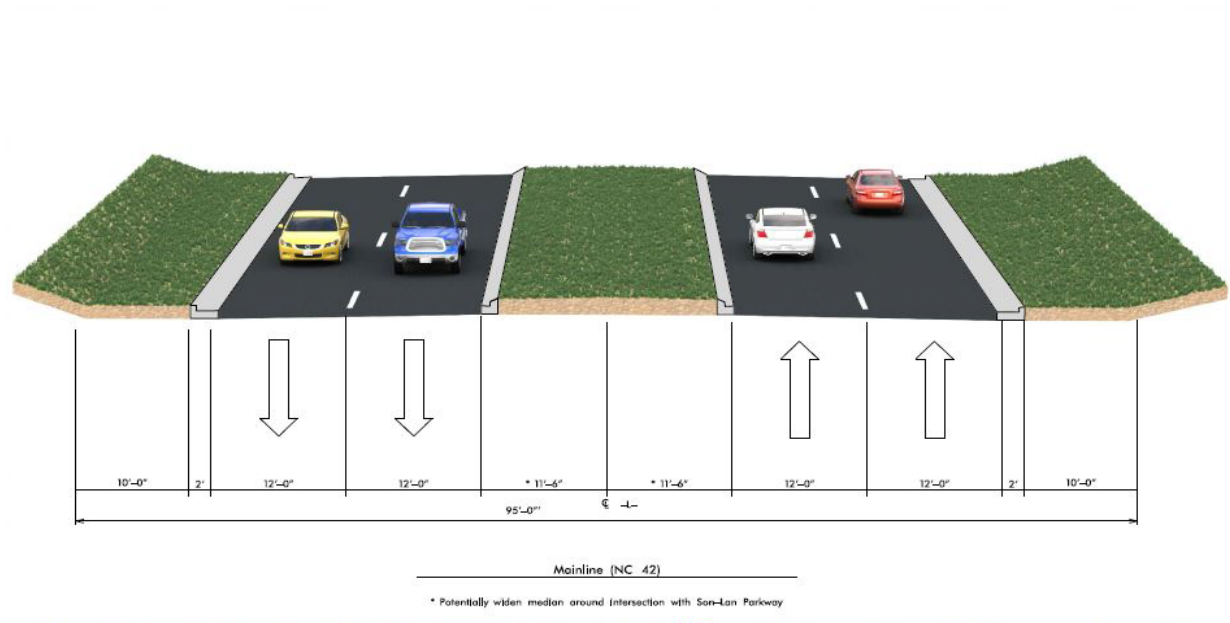
Typical Section Example 1. Curb and Gutter section from NC 50 to Old Drug Store Road (West Area).



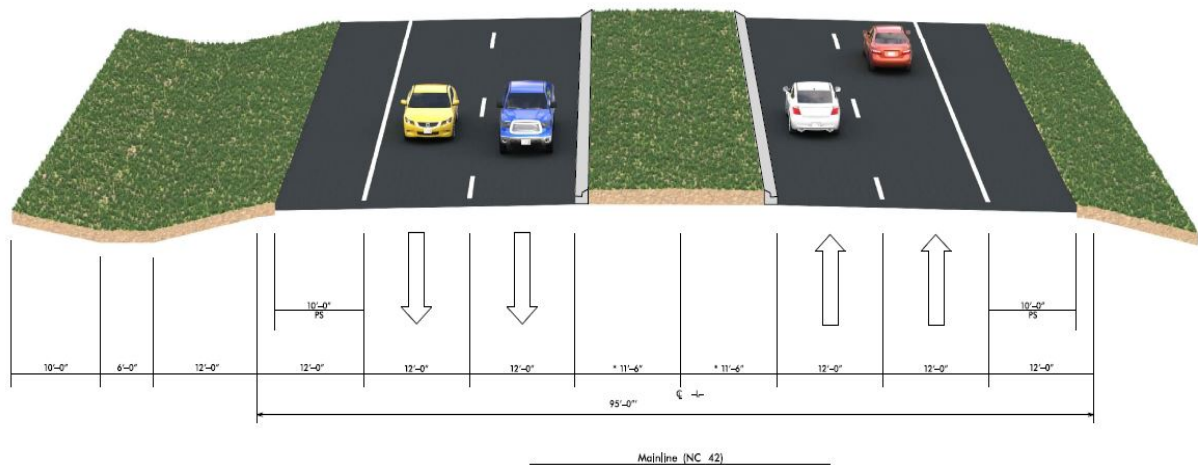
Typical Section Example 2. Shoulder section from NC 50 to Old Drug Store Road (West Area).



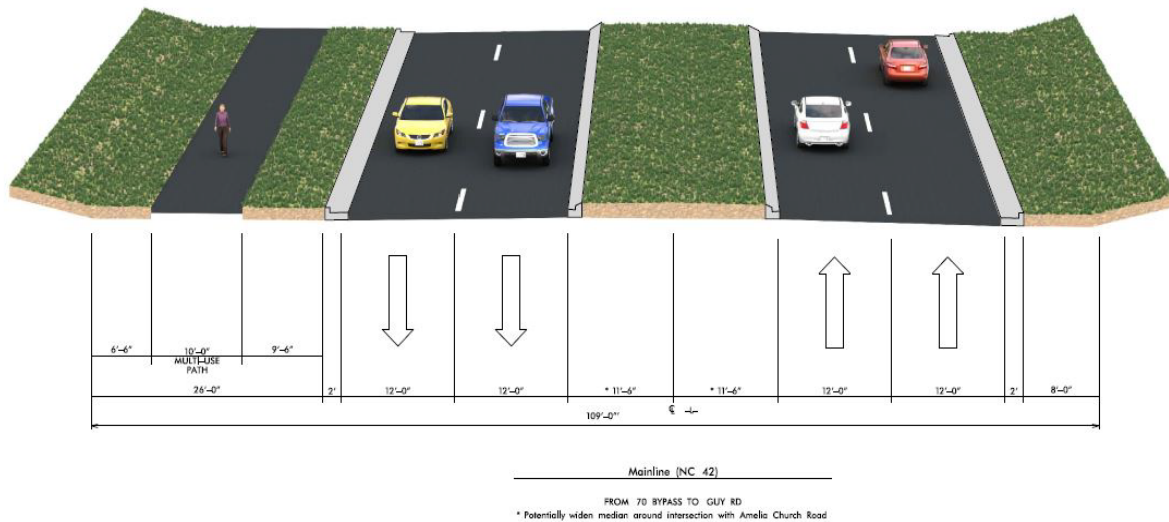
Typical Section Example 3. *Curb and Gutter section west of Son-Lan Parkway (Central Area)*



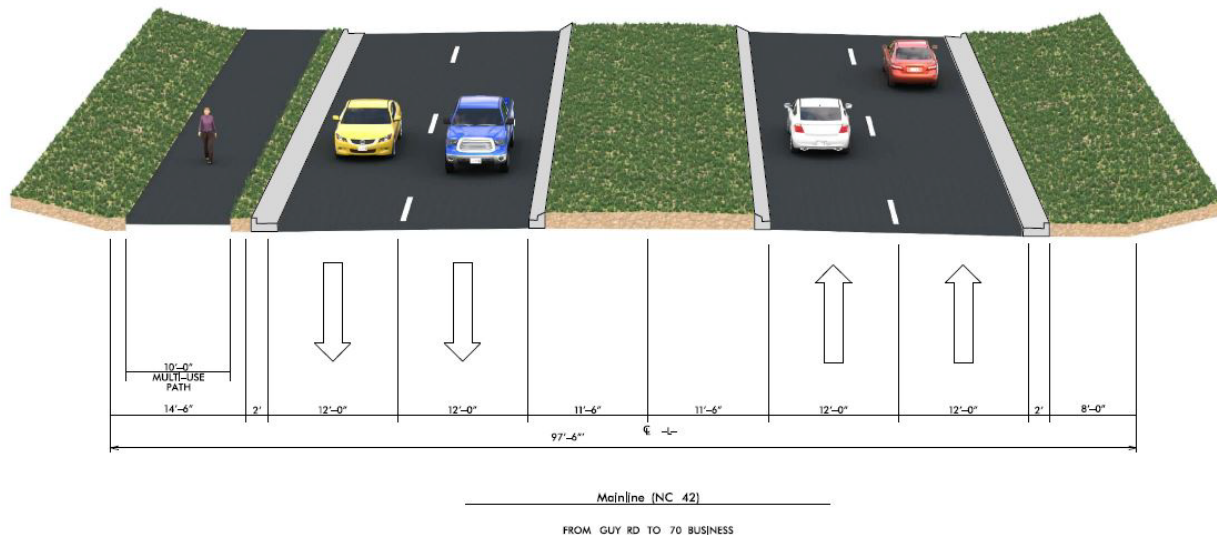
Typical Section Example 4. *Shoulder section east of Son-Lan Parkway (Central Area)*



Typical Section Example 5. Curb and Gutter section from I-42 (US 70- Bypass) to Guy Road (East Area)



Typical Section Example 6. Curb and Gutter section from Guy Road to US 70 Bus. (East Area)



NCDOT is in discussions with the Town of Clayton to include sidewalk and/or Multiuse Path (MUP) along both sides of Veteran's Parkway/ NC 36 in the East Area.

5.2 Best Fit Widening Alternative

Utilizing known environmental and community features, a preliminary best-fit alignment was created. This best fit alternative proposes to widen Veteran's Parkway/NC 36 with a best fit alignment from the intersection with NC 50 to US 70 Business in Clayton. This alignment is a hybrid of north and south widening that allows for the opportunity to avoid impacts to historical architecture, community resources and jurisdictional resources, as needed. The Best-Fit Alternative meets the Purpose and Need by improving capacity and traffic flow.

When this project was originally described in the 2018 CE most of the major intersections were envisioned as traditional signalized intersections. Since 2018, as the project's design has progressed NCDOT has begun incorporating reduced-conflict intersections and moving toward a system sometimes referred to as a superstreet, a synchronized street and/or a median U-turn. In general, these types of designs can be used to improve safety and traffic flow on a highway. The Veteran's Parkway project is incorporating this synchronized street concept into its designs. The intersections in the corridor will all have no left turn movements with U-turn bulbs in the vicinity (usually within 1.0 mile) to allow for changes in direction of movement. The intersections at NC 50, Cornwallis Road, and Amelia Church Road will be signalized but also with no left-turns movements. Intersections closer to Clayton, east of Guy Road, will be converted to roundabouts.

The area including Guy Road (coming into the corridor from the north), West Clayton Elementary School and Barber Mill Road (coming into the corridor from the south) presented a complex system of overlapping traffic movements:

- buses exiting the school were impeded by the adjacent Guy Road intersection;
- traffic for school drop-off and pick-up backed up onto Veteran's Parkway/NC 36 in the morning and afternoon,
- Barber Mill Road entered the corridor at a significant skew with limited sight distances, and
- in the southwest quadrant of the existing Barber Mill intersection is an eligible historic property with a stone wall paralleling the project corridor.

To improve traffic movements in this vicinity, reduce the conflicts with school buses/traffic from the West Clayton Elementary School, eliminate safety concerns associated with a skewed intersection, and avoid impacts to the historic stone wall, Barber Mill Road beginning at its intersection with Dairy Road will be realigned to the west to meet Guy Road. The proposed roundabout at this location improves traffic flow and aids in development of a safe facility.

5.3 Other Alternatives

North Side Widening Alternative

The north side widening alternative proposed to widen Veteran's Parkway/NC 36 from NC 50 to US 70 Business. This alternative would have the majority of its impacts to properties on the north side of the facility with limited opportunities to avoid resources. The North Side Widening Alternative meets the Purpose and Need by improving capacity and traffic flow. During project coordination with resource agencies and FHWA, it was not recommended to carry this alternative forward for detailed analysis due to the limited opportunities to avoid and minimize impacts to resources (R-3410 Meeting Minutes). Impacts for the North Side Widening Alternative are presented here for comparison purposes and to evaluate the avoidance and minimizations measures included in the Best-Fit alternative.

South Side Widening Alternative

The south side widening alternative proposed to widen Veteran's Parkway/NC 36 from NC 50 to US 70 Business. This alternative would have the majority of its impacts to properties on the south side of the facility with limited opportunities to avoid resources. The South Side Widening Alternative meets the Purpose and Need by improving capacity and traffic flow. During project coordination with resources agencies and FHWA, it was not recommended to carry this alternative forward for detailed analysis (R-3410 Meeting Minutes). Impacts for the South Side Widening Alternative are presented here for comparison purposes and to evaluate the avoidance and minimizations measures included in the Best-Fit alternative.

No Build Alternative

The No-Build alternative consists only of routine maintenance along Veteran's Parkway/NC 36 within the project study area. This alternative does not include any pavement widening. This alternative would not meet the Purpose and Need.

5.4 Potential Impacts

Figures 4A to 4H depict the potential impact footprint for the Best Fit Alternative, the North Side Widening and the South Side Widening. The impact area includes a buffer that reflects the stage of design and allows for conservative evaluations of potential impacts. A 25-foot buffer outside of the cut and fill slopes is included for all alternatives. Table 4 provides the impacts to streams, wetlands and buffers and Table 5 provides potential impacts to Other Environmental Features.

Table 4. Potential Impacts to Streams, Neuse River Riparian Buffers and Wetlands from the Alternatives.

Resources	North Widening	South Widening	Best-Fit Widening
Streams (ft)	2,937	3,053	3,056
Riparian Buffer (sq. ft.)	251,650	271,220	272,155
Wetlands (ac)	2.83	2.65	2.25

Table 4. Potential Impacts to Other Environmental Features from the Best Fit Alternative

ENVIRONMENTAL FEATURES	NORTH WIDENING	SOUTH WIDENING	BEST-FIT WIDENING
Relocations ¹ - Residential	30	24	15
Relocations ¹ - Businesses	26	24	20
Historic Properties (effect)	likely adverse ⁴	likely adverse ⁴	No Adverse Effect
Archeological Resources	0	0	0
Community Facilities	2 ³	2 ³	2 ³
Noise Receptors ²	175		
Federally Protected Species			
Dwarf wedgemussel	MA-LAA ⁵		
Atlantic pigtoe	MA-LAA		
Yellow lance	MA-LAA		
Carolina madtom	MA-LAA		
Neuse River waterdog	MA-LAA		
Tricolored bat	MA-LAA		
Monarch butterfly	TBD		

1. Estimates based on review of designs and current aerial photography.

2. Noise receptors are noise-sensitive locations where human activity may be impacted by high noise levels.

3. The Town of Clayton Operations Center will experience minor right-of-way acquisition and driveways will be relocated. West Clayton Elementary School will experience right-of-way acquisition, and its parking and internal circulation system will be revised.

4. The North and South Widening Alternatives have not been officially reviewed for potential effects. Based on GIS mapping, significant effects are likely.

5. May Affect – Likely to Adversely Affect

The Best Fit Alternative impacts roughly 120 feet more stream along the 8.5 miles of roadway widening than either the North or South Widening alternative. It also has more riparian buffer impact which is directly related to the impacted streams. However, the Best Fit Alternative has notably less wetland impacts, business and residential relocations and avoids an Adverse Effect on a historic property.

6 Bridging Decisions

There are three (3) existing bridges over perennial streams in the project corridor. Currently each bridge is a 2-lane bridge with one travel lane in each direction. It is proposed that each bridge will be replaced with dual bridges for two (2) travel lanes in each direction. The existing bridges will be utilized during

construction to carry traffic as a new structure is built to one side. The new structure will serve as an on-site detour for all the traffic so that the old bridge can be demolished and the second of the bridge pair can be constructed. Details on construction staging have not been finalized and are subject to change.

The structures were evaluated in the Hydraulic Planning Report completed in 2018 ([R-3410 Hydraulic Planning Report](#)).

Johnston County Bridge No. 21 at Swift Creek

Bridge No. 21 over Swift Creek is a 113-foot, 3-span reinforced concrete structure with I-beams. It was constructed in 1947. It currently has a sufficiency rating of 33.86 out of 100 and is considered structurally deficient for deck geometry and overall-structure (Routine Bridge Report, January 12, 2024). The replacement structures at Swift Creek are proposed to be 3-span, 400-foot long bridges aligned to the south of the existing structure ([R-3410 Bridge Survey and Hydraulic Design Report Swift Creek](#), 2023).

Swift Creek at the existing bridge runs north to south in a relatively straight line and perpendicular the road. The creek is surrounded by a network for floodplain wetlands, the largest of which is located on the north side of the highway, east of the existing bridge and abuts the roadway toe-of-slope. Smaller wetlands are located to the south of and setback from the roadway. The alignment to the south was proposed to avoid larger wetlands on each side of the creek north of the existing alignment.

Johnston County Bridge No. 45 at White Oak Creek

Bridge No. 45 over White Oak Creek is a 225-foot, 6-span reinforced concrete structure with I-beams. It was constructed in 1947. It currently has a sufficiency rating of 38.92 out of 100 and is considered structurally deficient for overall-structure (Routine Bridge Report, January 12, 2024). The replacement structures at White Oak Creek are proposed to be 3-span, 160-foot long bridges aligned to the south of the existing structure ([R-3410 Bridge Survey and Hydraulic Design Report White Oak Creek](#), 2023).

White Oak Creek at the existing bridge runs north to south in a relatively straight line and perpendicular the road. There are no wetlands in the immediate vicinity of White Oak Creek. A residential neighborhood, Austin Pond, is located to the north of Veteran's Parkway at the creek. Residential homes are located to the east and to the west of the creek. Alignment to the south was proposed to avoid impacts to the Austin Pond neighborhood as no additional jurisdictional resources are in the immediate vicinity of White Oak Creek.

Johnston County Bridge No. 58 at Little Creek

Bridge No. 58 over Little Creek is a 70-foot, 2-span, prestressed cored slab structure. It was constructed in 1967. It currently has a sufficiency rating of 70.07 out of 100 (Routine Bridge Report, January 26, 2024).

Little Creek at the existing bridge runs north to south in a relatively straight line and perpendicular the road. The creek has wetlands in its floodplain on three quadrants relative to the roadway. There are no wetlands located in the southeast quadrant. The floodplain wetlands to the north sit relatively close to the road and the wetland to the south is almost 100 feet away from the existing road. The replacement structures at Little Creek are proposed to be 150-foot long bridges aligned to the south of the existing structure. Alignment to the south was proposed to avoid impacts to jurisdictional resources to the north of the existing road.

Due to the relatively straight alignment of the previously noted creeks they are perpendicular to the existing road. Shifting the alignment of any of the proposed bridges to the north would result in less than 10 feet of change in the quantity of impact, with the exception of the northern alignment at Swift Creek. Due to a slight curve in Swift Creek to the north of the existing road, a widening to the north would result in approximately 50 feet of additional impact.

Culverts

There are 2 box culverts in the R-3410 corridor. Both culverts are in the West Area near NC 50. Detailed hydraulic analysis is in the process of being completed for these two locations; however, preliminary recommendations have been suggested. The current culvert at Buffalo Creek is a 2-barrel 9'x 8' reinforced concrete box culvert (RCBC). Preliminarily, it is recommended to be extended with a 2-barrel 9' x 9' RCBC (buried 1-foot) 85.8 feet to the north and 51.6 feet to the south. The second existing box culvert is on an unnamed tributary to Buffalo Creek and is a single-barrel 7' x 7' RCBC. Preliminarily, it is recommended that this culvert also be extended, lengths to be determined. If the detailed hydraulic analysis determines that either of the current culverts are undersized, then the preliminary recommendation would be to bore and jack a supplemental pipe to improve the flow at one or both locations.

Buffalo Creek at the existing bridge runs north to south in a relatively straight line and perpendicular the road. The unnamed tributary to Buffalo Creek intersects the existing roadway at relatively 45 degrees running from the northeast to the southwest. A large wetland is located between the two creeks and south of the existing highway. The proposed widening in this vicinity is to the north to avoid impacts to a wetland between the two creeks and south of the existing roadway. Shifting the widening to the south could result in a 25-foot reduction to stream impacts and an additional 0.5 acres of wetland impact.

ROUTE	STREAM NAME	NRTR MAP ID	NCDWR STREAM INDEX NUMBER	STREAM CLASS	DRAINAGE AREA	FEMA Study Type	EXISTING STRUCTURE	Best-Fit Alternative		
								Recommended Structure	Cost Estimate	Potential Stream/Wetland Impact ²
NC 36	Buffalo Creek	Buffalo Creek	27-43-15-11	C; NSW	3 sq. mi.	Detailed	2 @ 9'x8' RCBC	2 @ 9'x8' RCBC extended ¹	tbd	323.5 ft.
NC 36	UT to Buffalo Creek	SB	27-43-15-11	C; NSW	1.1 sq. mi	None	1 @ 7'x7' RCBC	1 @ 7'x7' RCBC extended ¹	tbd	325 ft.
NC 36 (Veteran's Pkwy)	Swift Creek	Swift Creek	27-43-(8)	C; NSW	86.5 sq. mi.	Detailed	Br. No. 21	Dual, 3 span, 400 ft.	tbd	262.5 ft
NC 36 (Veteran's Pkwy)	White Oak Creek	White Oak Creek	27-43-11	C; NSW	13.5 sq. m.i	Detailed	Br. No. 25	Dual, 3 span, 160 ft.	tbd	281 ft
NC 36 (Veteran's Pkwy)	Little Creek	Little Creek	27-43-12	C; NSW	5.5 sq. mi.	Detailed	Br. No. 58	Dual, 150 ft.	tbd	242 ft

Table 6. Bridging Recommendations

7 Avoidance and Minimization

During September 2017 and January 2018 coordination meetings were held with the Federal Highway Administration (FHWA), US Army Corps of Engineers (USACE), NC Division of Water Resources (NCDWR), and NCDOT ([R-3410 Meeting Minutes September 2017](#) and [R-3410 Meeting Minutes January 2018](#)). The purpose of the meetings was to discuss the Merger Process relative to the project and potential USACE permitting concerns, and to discuss development of the Best-Fit Alignment. The following is a summary of the development of the Best-Fit Alternative and minimization efforts associated with alignment shifts.

- At NC 50, the widening begins symmetrically on the existing roadway to tie into the lanes west of NC 50.
- The roadway then shifts to the north to minimize impacts to Stream SA-P (UT to Buffalo Creek). *(The naming identifies for the streams and wetlands correspond to the identifiers utilized in the 2018 NRTR).* Steeper slopes to further minimize impacts will be considered in final design.
- A U-turn bulb was located between Stream SA-P and Buffalo Creek to avoid impacts to both.
- The widening shifts to the north, becoming symmetrical near Wood Haven Lane, to minimize impacts to Wetland WC on the south side, as well as impacts to a veterinary hospital and other businesses.
- East of I-40, the widening begins symmetrically to tie into the design planned for I-4739 (I-40 interchange improvements) and minimize business impacts.
- The widening then shifts to the south, east of Son-Lan Parkway. A large wetland complex surrounds Swift Creek, where a new bridge will be constructed to the south of the existing bridge. The southern shift minimizes impacts to Wetlands WI and WJ, on the north side. Wetland WJ is the only wetland potentially impacted over 0.5 acre. USACE asked if further minimization to that wetland is possible, however it was noted that WJ is located at the toe of the slope.
- The widening continues on the south side to avoid impacts to residences and business and crosses White Oak Creek with a new bridge to the south of the existing bridge (the existing bridge will also be replaced).
- The widening becomes symmetrical around the US 70 Bypass interchange to tie into existing lanes.
- East of US 70 Bypass, the widening shifts to the north to avoid impacts to a medical office complex on the south side of NC 42, across from the Johnston County UNC Hospital complex.
- East of Amelia Church Road, the widening becomes symmetrical, avoiding displacements of residences and businesses on each side of NC 42.
- West of Barber Mill Road, the widening shifts to the north to avoid impacts to a historic property. This impacts West Clayton Elementary School, located directly across NC 42 from the historic property.
- Barber Mill Road will be realigned to the west, moving it away from the school entrance and the conflicts with school buses and parents picking up / dropping off students. It was noted that the realignment takes advantage of a dedicated right-of-way corridor adjacent to the Town of Clayton maintenance facility.

- East of the elementary school, the widening shifts to the south to avoid impacting a church, then becomes symmetrical when crossing Little Creek and tying into existing lanes at US 70 Business. Minimal impacts to Wetlands WP and WN are possible on each side of NC 42.

8 Merger Plan Review/Next Steps

Based on the Merger Plan for the project, NCDOT proposes that the next Merger Meeting will be a combined CP 3 (LEDPA) and CP 4A (Avoidance and Minimization Measures), tentatively scheduled for January 2027. Concurrent with the next Merger Meeting, NCDOT will complete a Right-of-Way Consultation. Merger Team members will be notified of any changes that require a revision of this timetable.

Figures

1. Project Vicinity and Study Area
2. Other STIP Projects in Area
- 3A. to 3F. Environmental Features Map
- 4A. to 4H. Potential Impact Footprints with Jurisdictional Resources

Section 404/NEPA Merger Project Team Meeting Agreement
Concurrence Point No. 1
Project Purpose and Need and Study Area Defined

Project Name/Description: Veteran's Parkway/NC 36 - NC 50 to US 70 Business. Widen to multi-lanes (Study area boundary shown on Figure 1.) **STIP Project: R-3410**

Project Purpose and Need Statement:

The proposed improvements are needed to address increasing traffic congestion along Veteran's Parkway/NC 36. As northwestern Johnston County has developed from a rural area to more characteristically suburban, traffic volumes on Veteran's Parkway/NC 36 have steadily grown. Rapid development around two-lane NC 36 will soon overburden its capacity, leading to substantial congestion during morning and evening peak hours. By 2040, the project's design year, traffic volumes will exceed the roadway's capacity, causing substantial delay and queuing at most signalized and unsignalized intersections. To alleviate this congestion and accommodate the expected increase in traffic, additional roadway capacity is needed.

The project's primary purpose is to improve the existing roadway so that it can better support current traffic and forecasted traffic growth through the design year (2040). Secondary benefits include expected improvements to safety, and bicycle and pedestrian accommodation along the corridor east of I-42.

Project Study Area

The project study area boundaries are shown on **Figure 1**, dated April 2026. The study area extends 8.3 miles along NC 36 from the NC 50 intersection at the western project terminus to US 70 Business in Clayton. The general dimensions of the study area are a 250-foot buffer from the existing center line along the project length of NC 36, excluding the interchanges at I-40 and I-42. The intersecting roads have a 50-foot buffer extending 500 feet in both directions from the NC 36 intersections. Addition area has been added in several locations to accommodate unique features or easements.

The Merger Team has concurred (signed) on this date of April 15, 2026, on the above project purpose and need and the study area as shown in **Figure 1** for STIP Project R-3410.

Section 404/NEPA Merger Project Team Meeting Agreement
Concurrence Point No. 2
Detailed Alternative Carried Forward

Project Name/Description: Veteran's Parkway/NC 36 - NC 50 to US 70 Business. Widen to multi-lanes (Study area boundary shown on Figure 1.) **STIP Project: R-3410**

- **Best Fit Alternative** - This alternative proposes to widen NC 36 with a best fit alignment from the intersection with NC 50 to US 70 Business in Clayton. This alignment is a hybrid of north and south widening that allows for the opportunity to avoid impacts to historical architecture, community resources and jurisdictional resources.

The Merger Team has concurred on this date of October 22, 2026, on the above identified detailed study alternatives to be carried forward for STIP Project R-3410.

USACE _____

USEPA _____

USFWS _____

NCDWR _____

NCWRC _____

FHWA _____

NCDOT _____

NCHPO _____

CAMPO _____

Section 404/NEPA Merger Project Team Meeting Agreement
Concurrence Point No. 2A
Bridging Decisions

Project Name/Description: Veteran's Parkway/NC 36 - NC 50 to US 70 Business. Widen to multi-lanes
(Study area boundary shown on Figure 1.) **STIP Project: R-3410**

The Merger Team has concurred on this date of October 22, 2026, on the major hydraulics structures
as shown in **Table 6** of the CP2A Merger Packet for STIP Project R-3410.

USACE _____

USEPA _____

USFWS _____

NCDWR _____

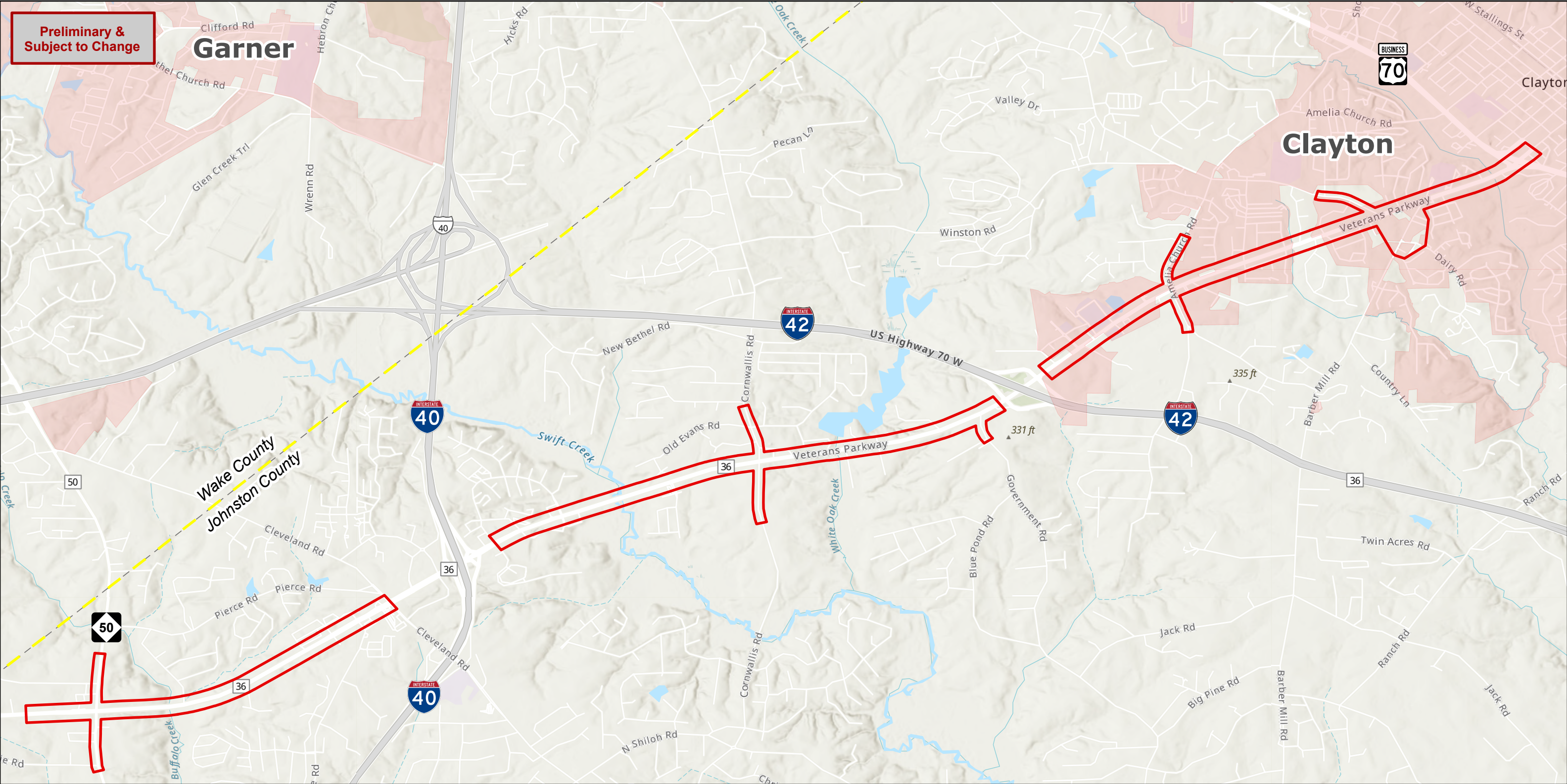
NCWRC _____

FHWA _____

NCDOT _____

NCHPO _____

CAMPO _____





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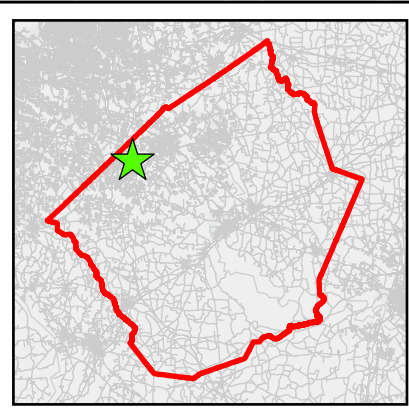
Fig. 1 - Project Vicinity and Study Area

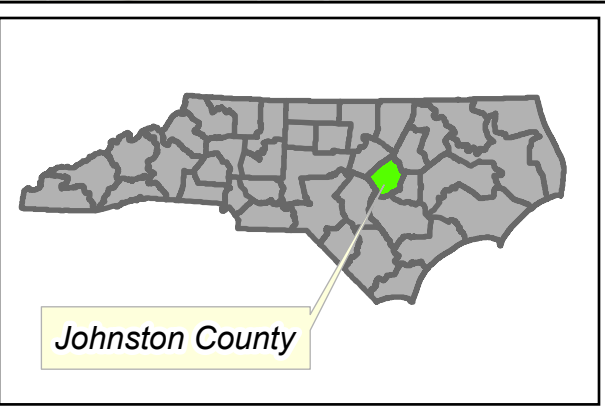
 R-4310 Study Area

 County Boundary

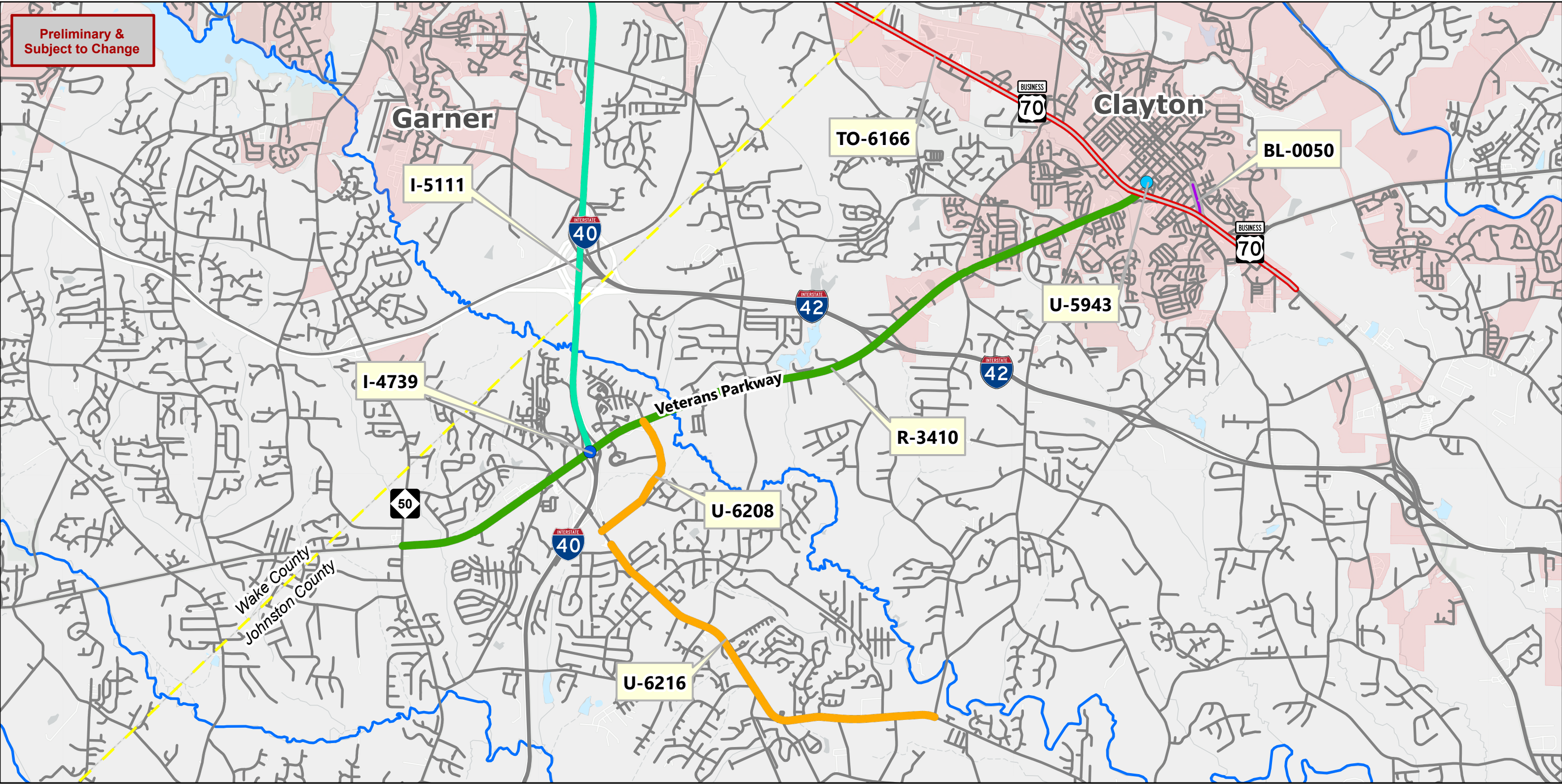


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Fig 2. - STIP Project Locations

— NC Route

— Rivers and Streams

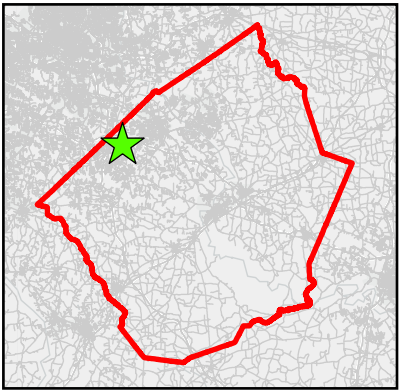
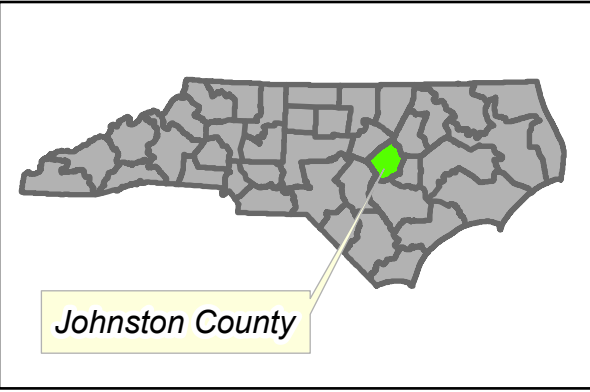
— STIP Project R-4310

— City Limits

— County Boundary

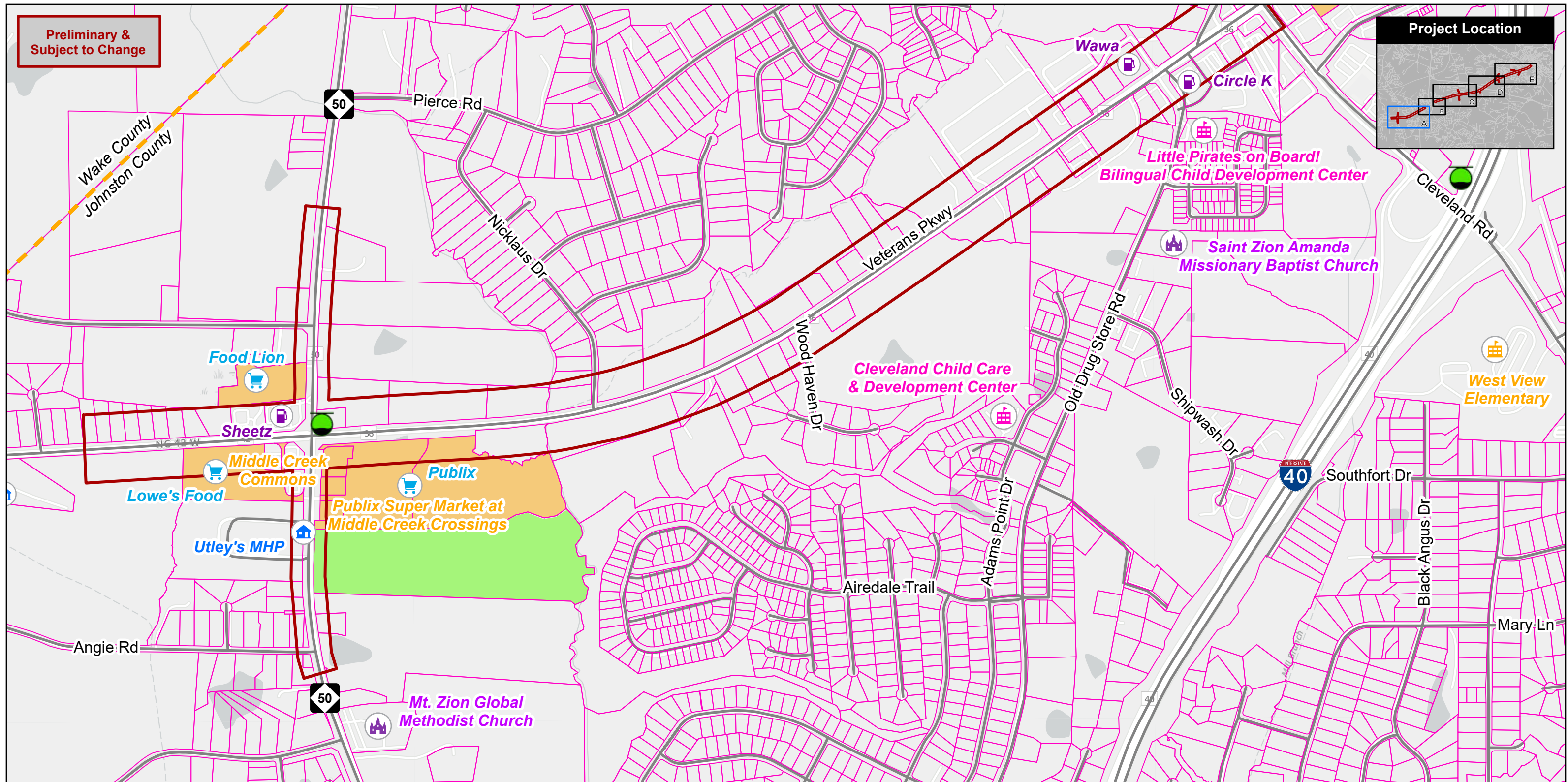
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**Preliminary &
Subject to Change**

Project Location



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Fig. 3A - Environmental Features



Places of Worship



Mobile Home Park



Day Care Facilities



Grocery Stores



Schools



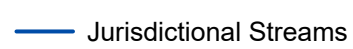
Gas Stations



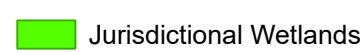
Regulated UST - Low Risk



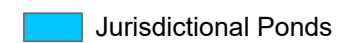
— NC Route



— Jurisdictional Streams



 Jurisdictional Wetlands



 Jurisdictional Ponds



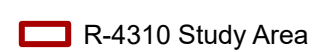
 Voluntary Agricultural District



Shopping Centers

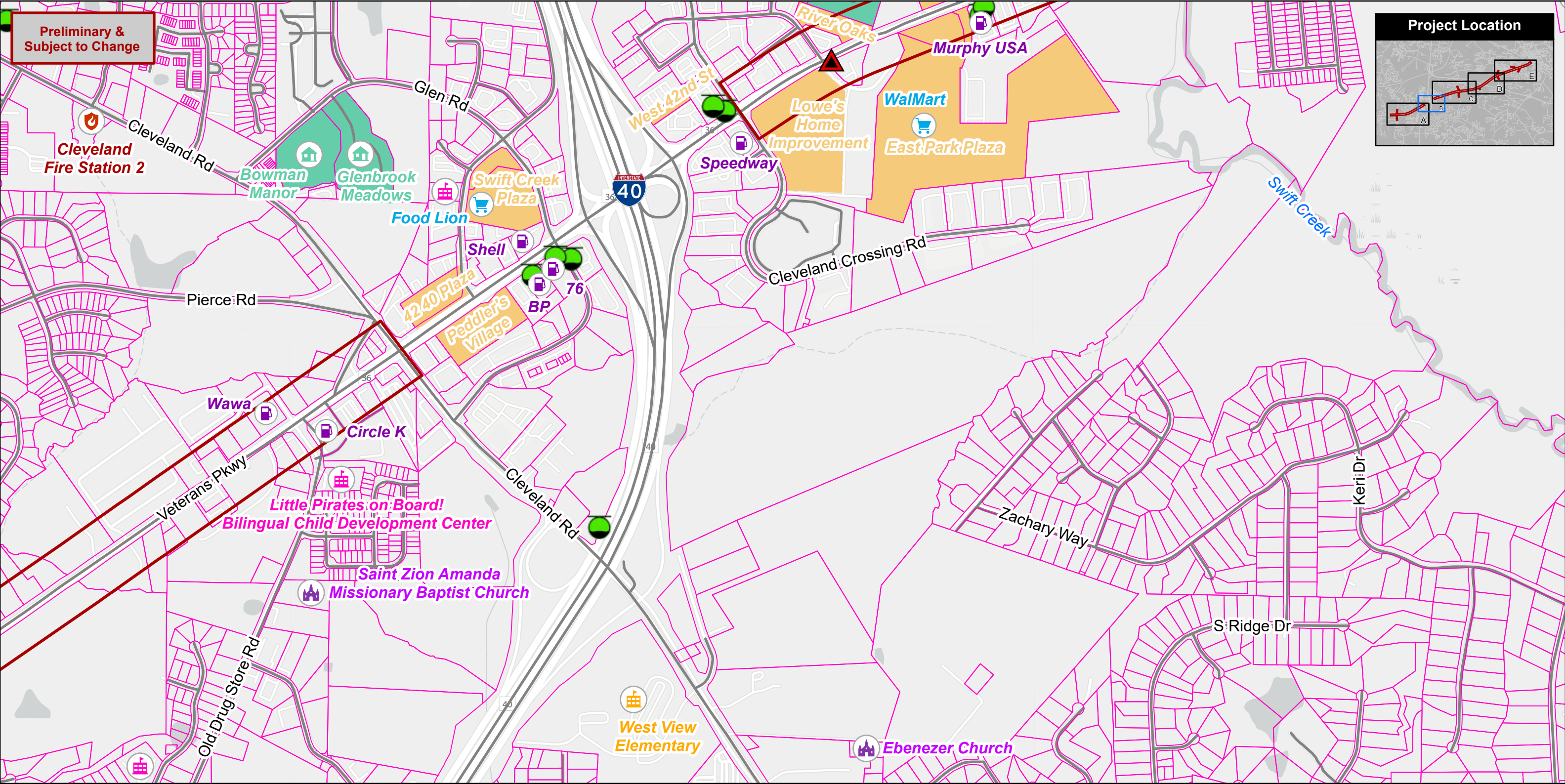


 Parcels

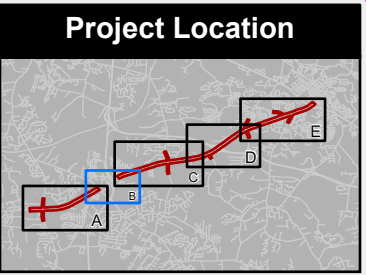
 County Boundary

 R-4310 Study Area





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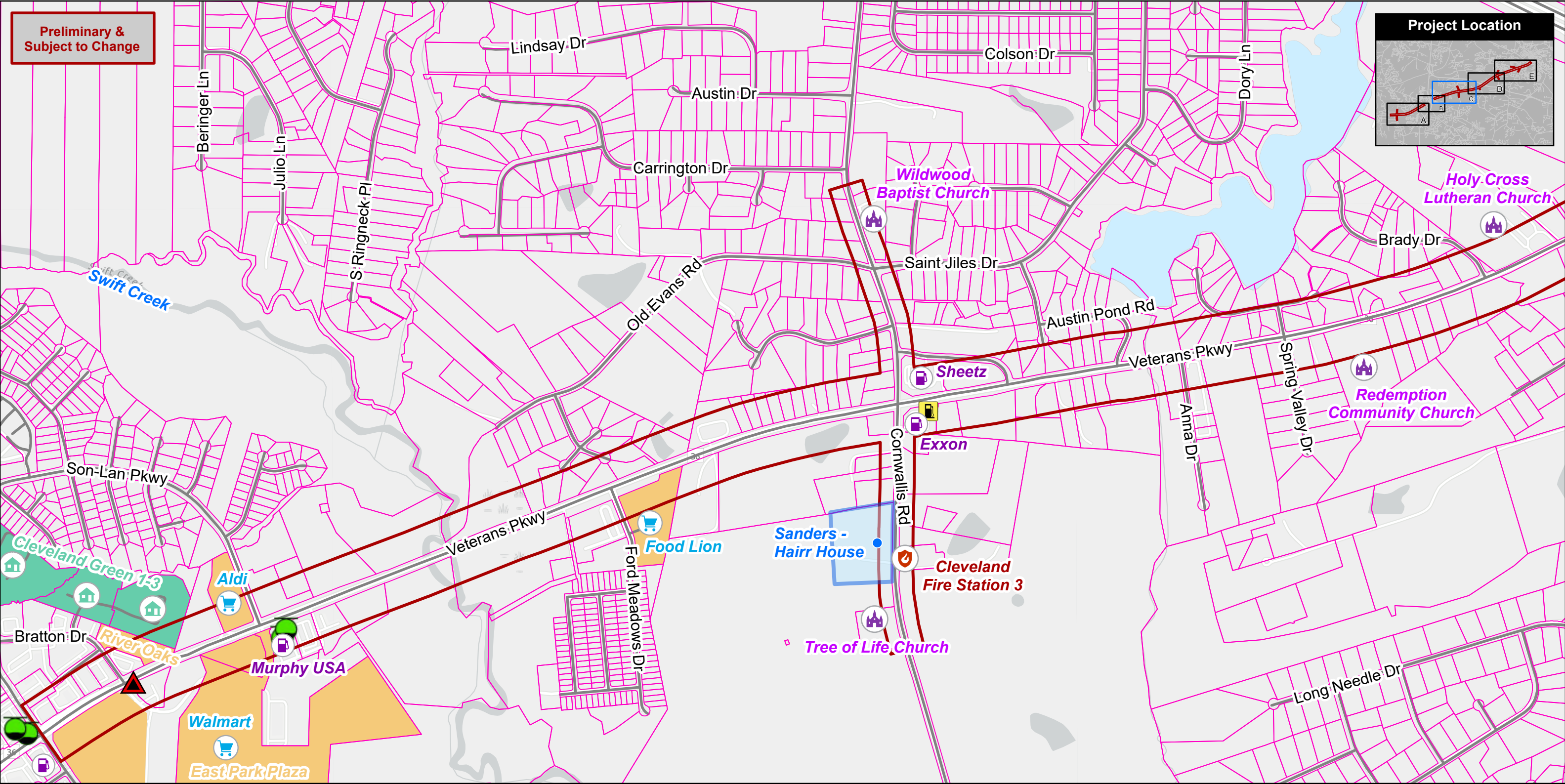
February, 2026

Fig. 3B - Environmental Features

- | | | | | |
|---|---|--|---|---|
|  Places of Worship |  Day Care Facilities |  Hazardous Waste Sites |  Jurisdictional Wetlands |  Shopping Centers |
|  Fire Stations |  Fair Housing Equal Opportunity Property |  NC Route |  Jurisdictional Ponds |  Parcels |
|  Schools |  Regulated UST - Low Risk |  Jurisdictional Streams |  Fair Housing Equal Opportunity Boundary |  R-4310 Study Area |
|  Grocery Stores |  Gas Stations | | | |
- 00.250.51

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Fig. 3C - Environmental Features

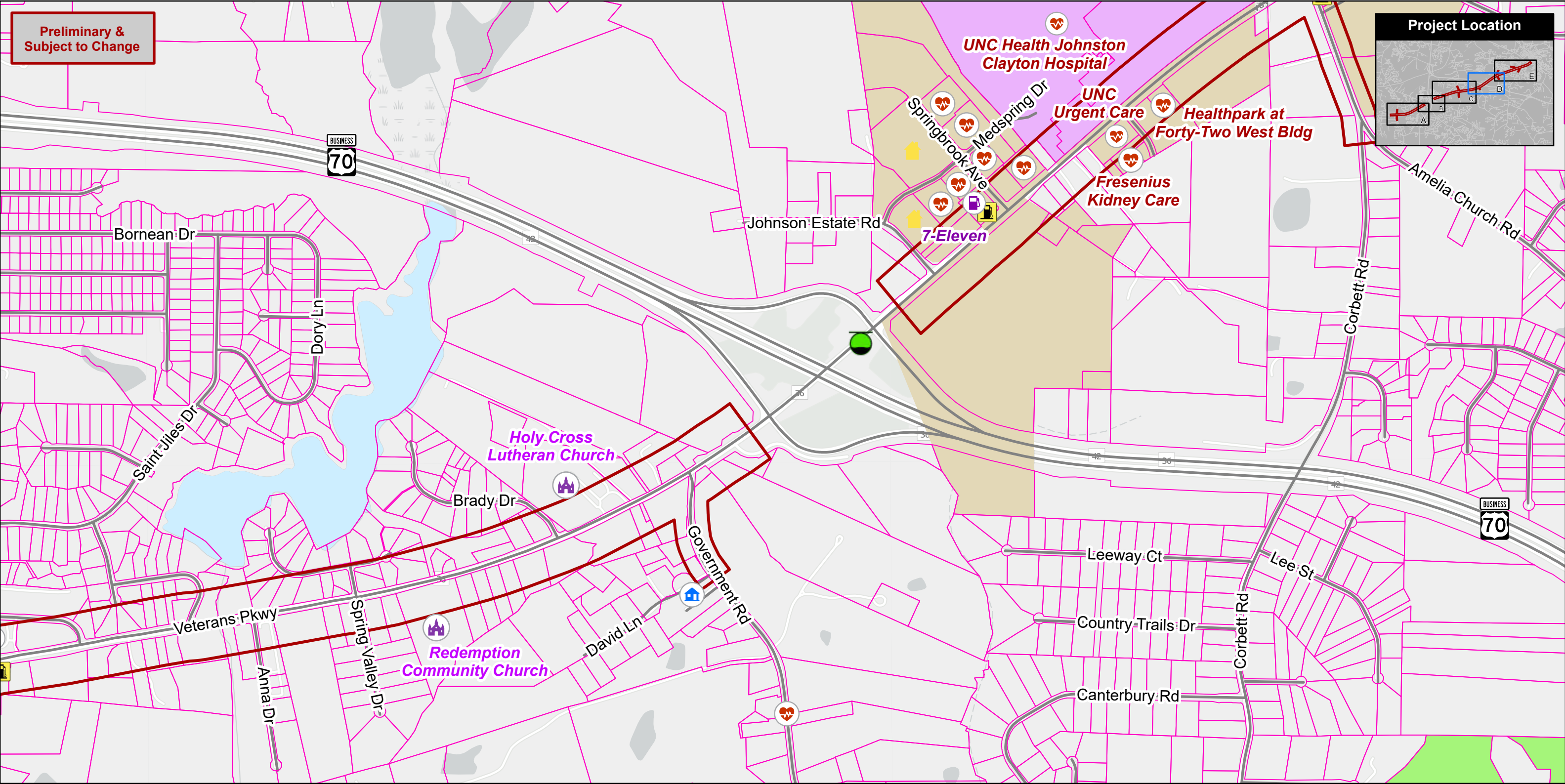
 Places of Worship	 Gas Stations	 NR Individual Listing	 Jurisdictional Ponds	 Shopping Centers
 Fire Stations	 Regulated UST - Low Risk	 NC Route	 Fair Housing Equal Opportunity Boundary	 Parcels
 Fair Housing Equal Opportunity Property	 Hazardous Waste Sites	 Jurisdictional Streams	 NR Individual Boundary	 R-3410 Study Area
 Grocery Stores	 UST - Active Facilities	 Jurisdictional Wetlands		

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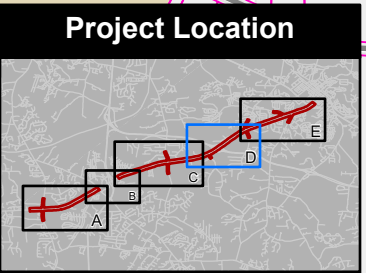
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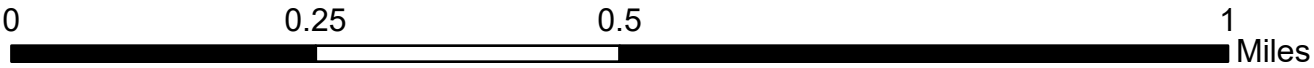


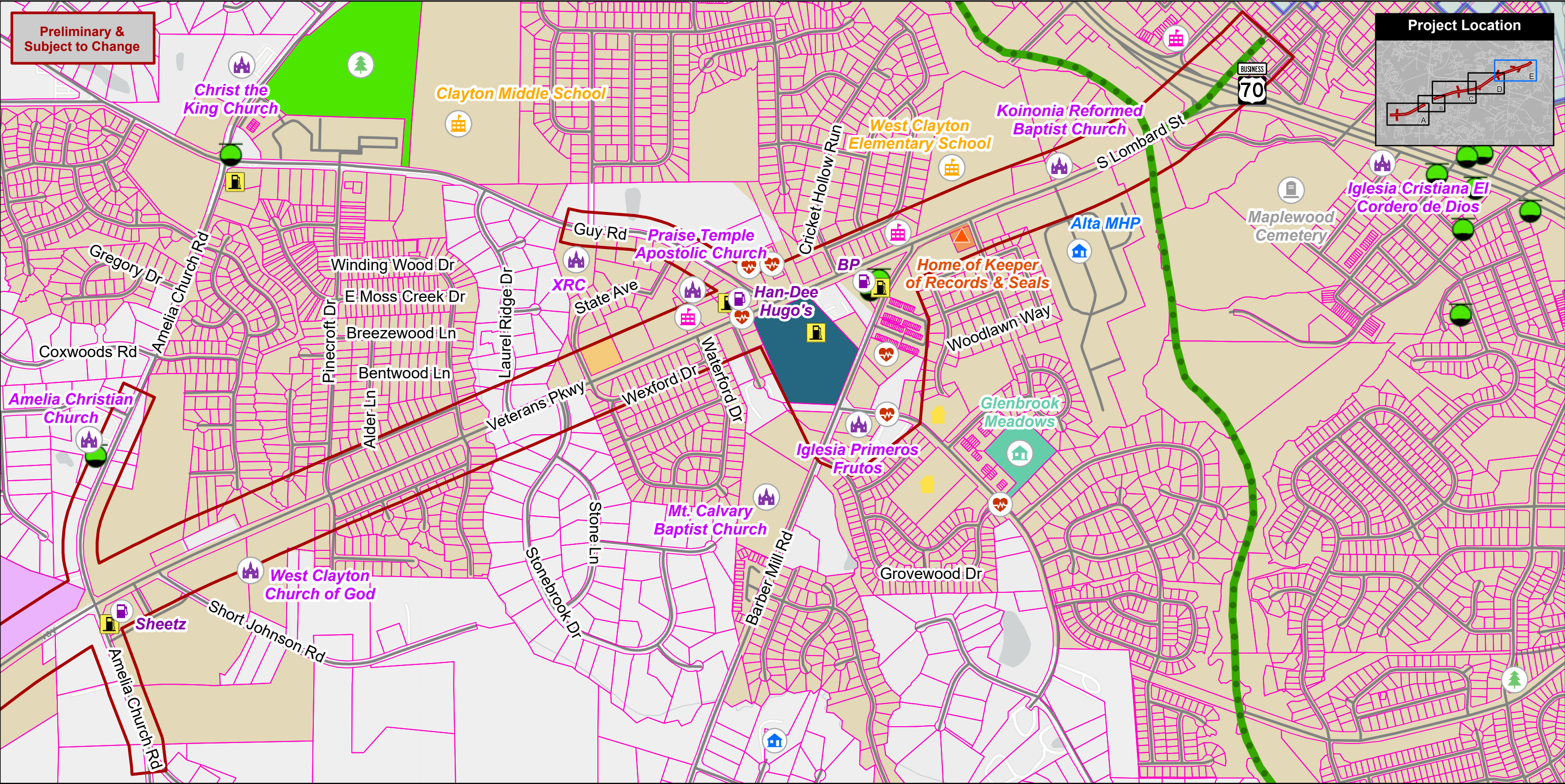
STIP Project No. R-3410
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Fig. 4D - Environmental Features

- | | | | | |
|--|--|---|---|---|
|  Places of Worship |  Regulated UST - Low Risk |  NC Route |  Jurisdictional Ponds |  Voluntary Agricultural District |
|  Mobile Home Park |  UST - Active Facilities |  Jurisdictional Streams |  UNC Health Johnston Hospital-Complex Boundary |  Parcels |
|  Medical Facilities |  Nursing Homes |  Jurisdictional Wetlands |  Clayton Municipal Limits |  R-4310 Study Area |
|  Gas Stations | | | | |







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Fig. 3E - Environmental Features

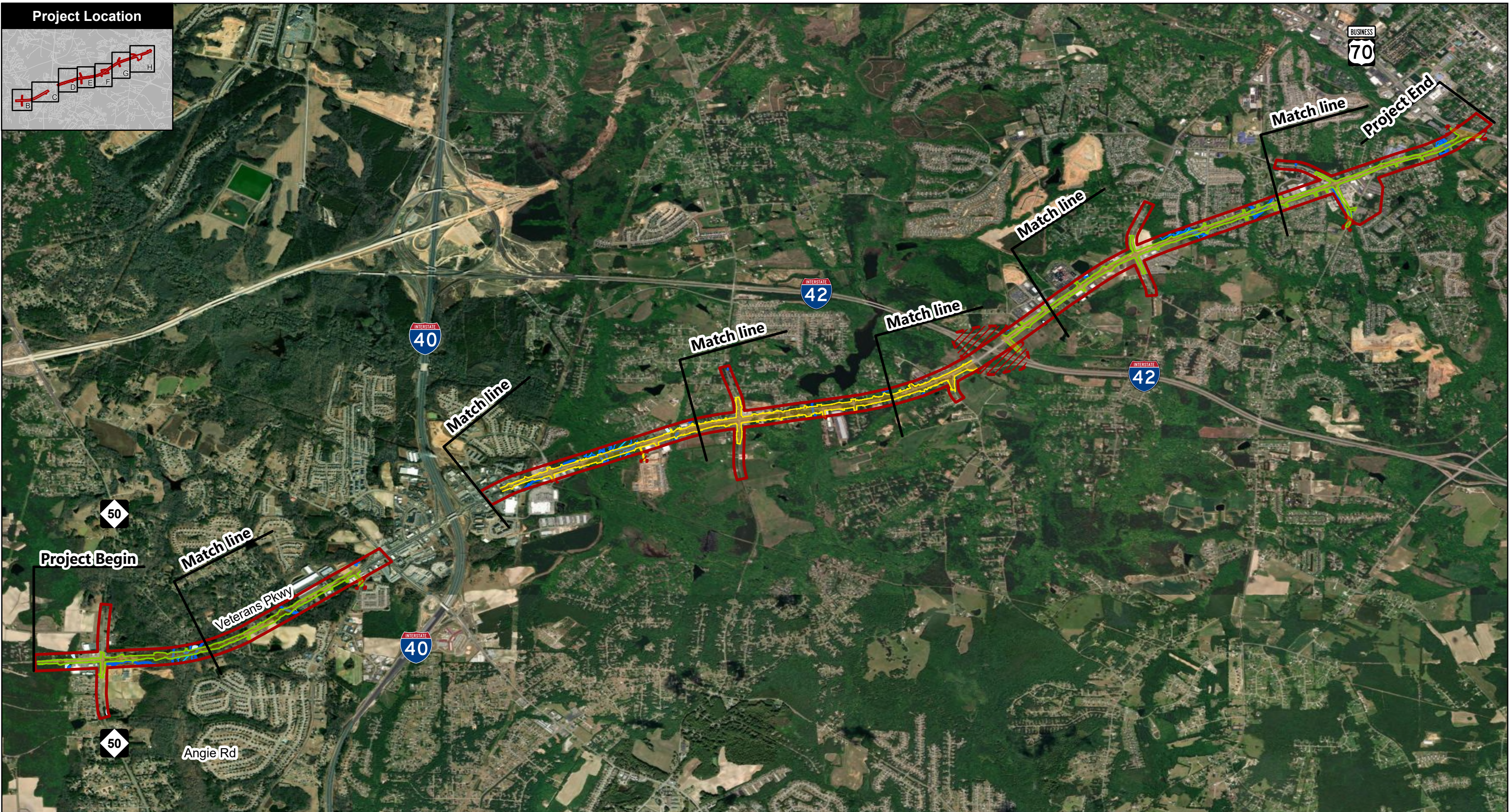
 Places of Worship	 Fair Housing Equal Opportunity Property	 Nursing Homes	 Jurisdictional Wetlands	 Home of the Keeper of Record and Seals Property
 Parks and Rec	 Day Care Facilities	 DOE - Determined Eligible	 Jurisdictional Ponds	 Town of Clayton Operations Center
 Schools	 Cemetery	 NC Route	 Parks and Rec Property	 Shopping Centers
 Mobile Home Park	 Regulated UST - Low Risk	 Community Park Loop & Little Creek Loop MUP (Recommended)	 Fair Housing Equal Opportunity Parcel	 Clayton Municipal Limits
 Gas Stations	 UST - Active Facilities	 Jurisdictional Streams	 UNC Health Johnston Hospital-Complex Boundary	 Parcels

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R-4310 Study Area

Project Location



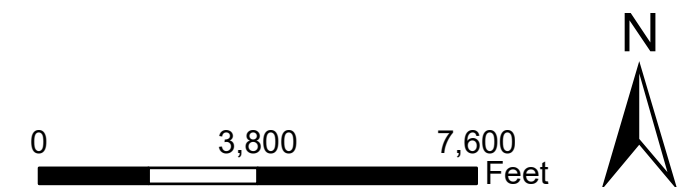
All Areas

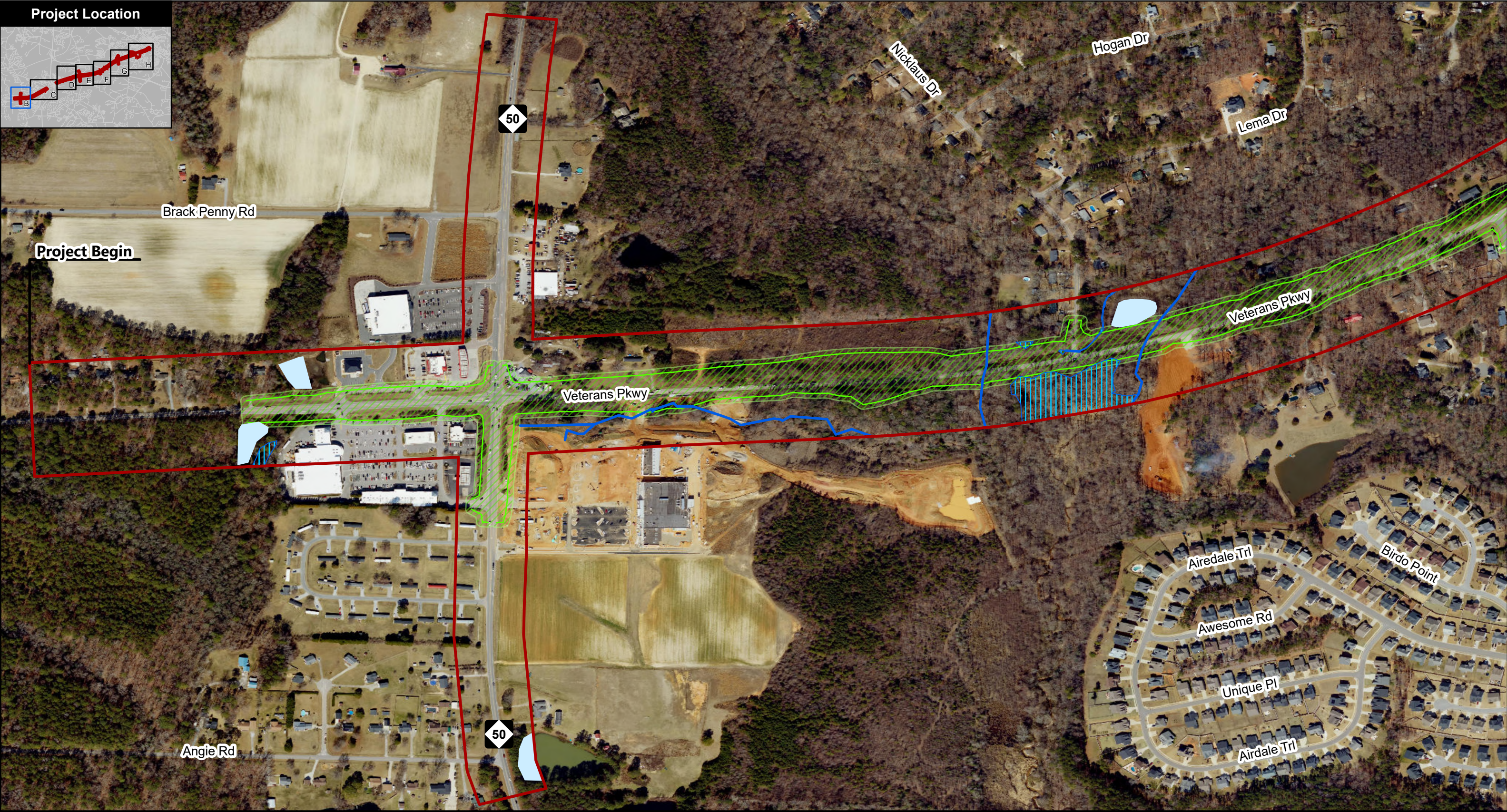
Figure 4A

 Cut and Fill Slopes
 Easements and Right of Way
 Streams

 Wetlands

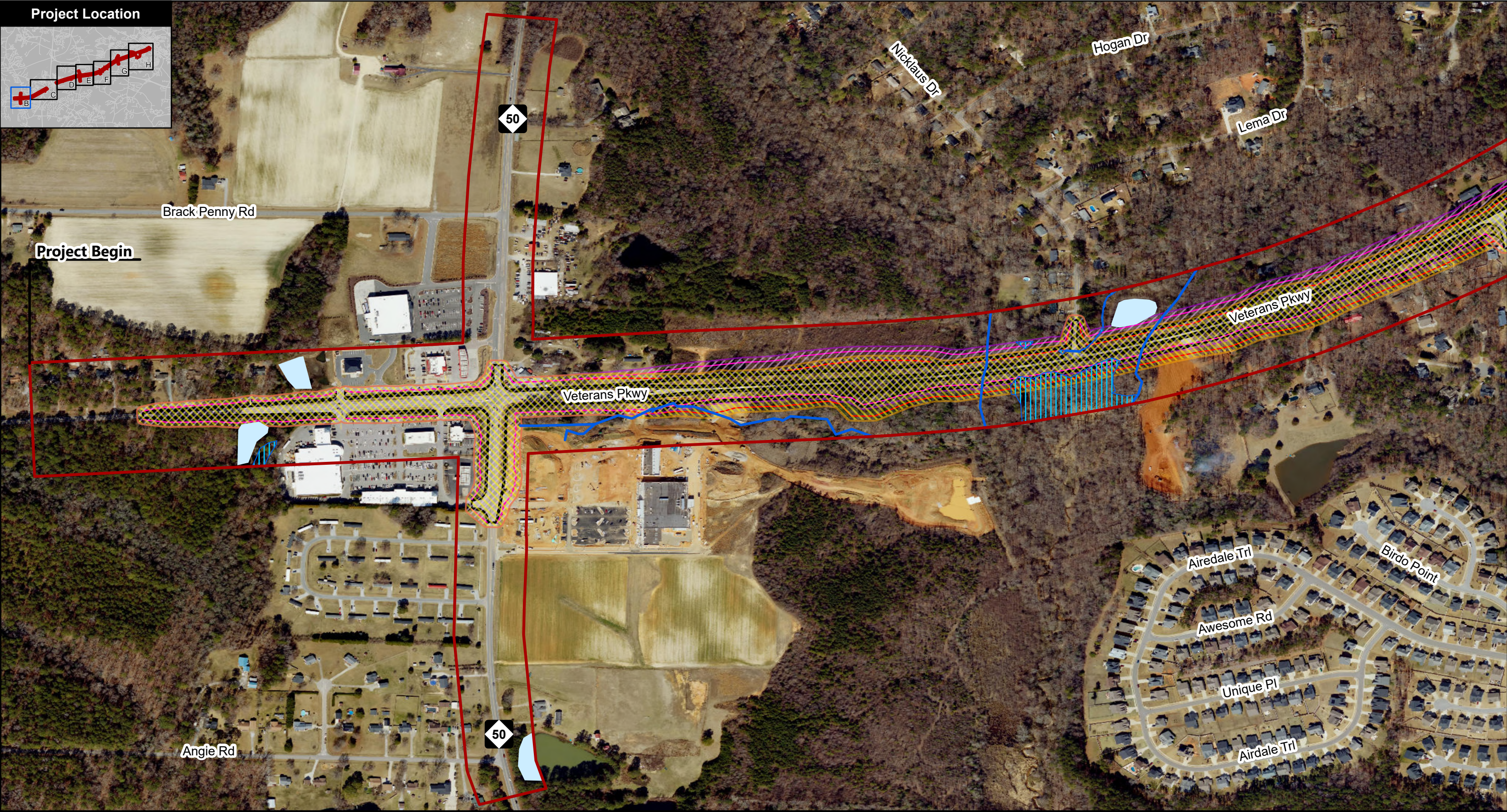
 Ponds





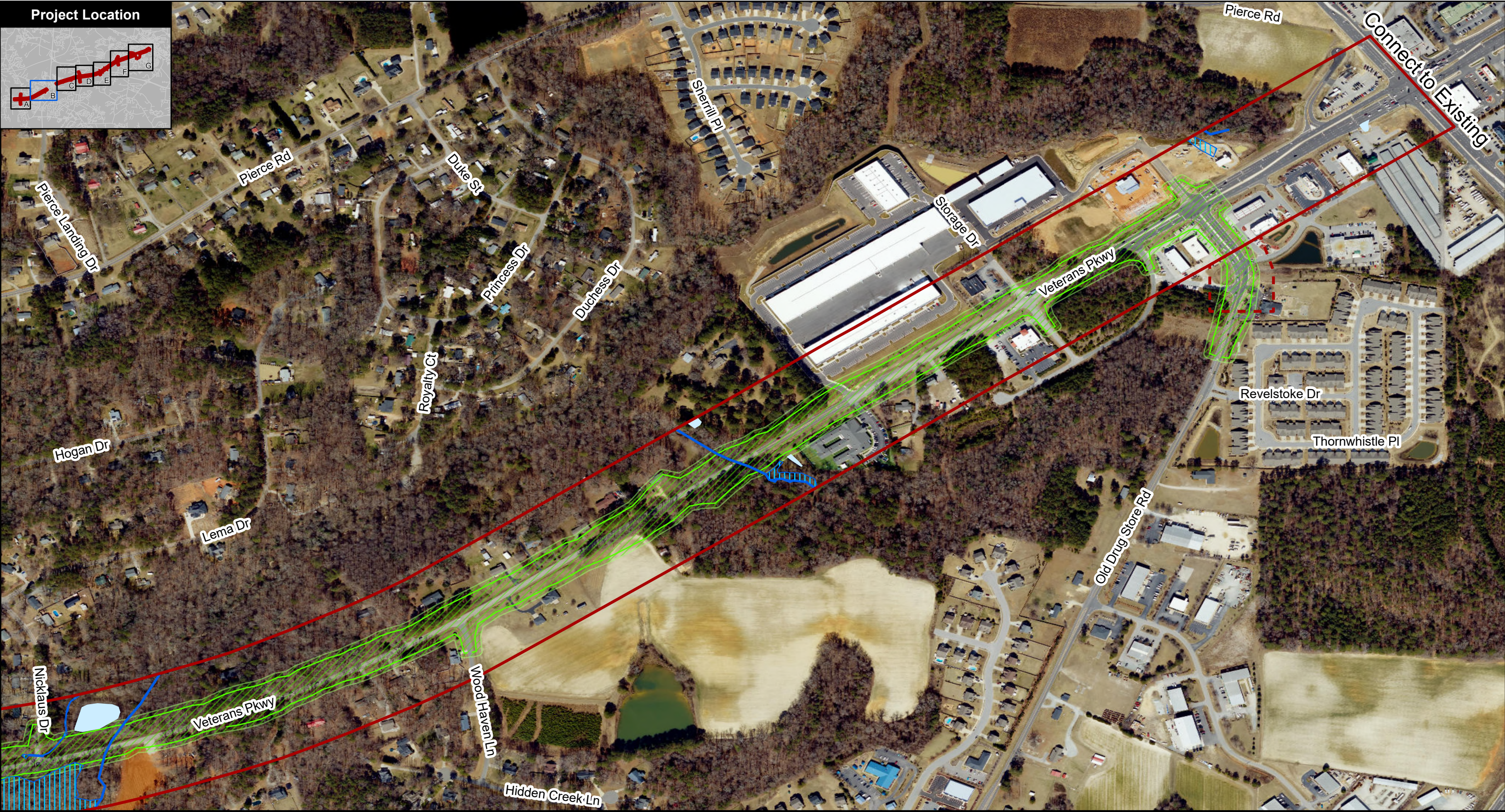
West Area
Figure 4B
Best Fit - Potential
Impact Footprint

-  Cut and Fill Slopes
-  Streams
-  Impact Area - 25 Ft Buffer
-  Study Area
-  Wetlands
-  Ponds



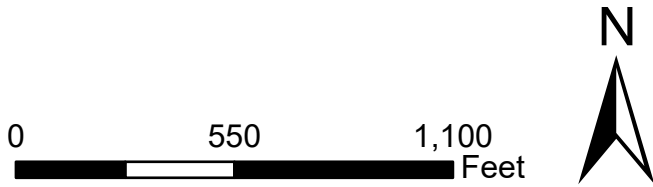
West Area
Figure 4B
Left and Right Widening
Potential Impact Footprint

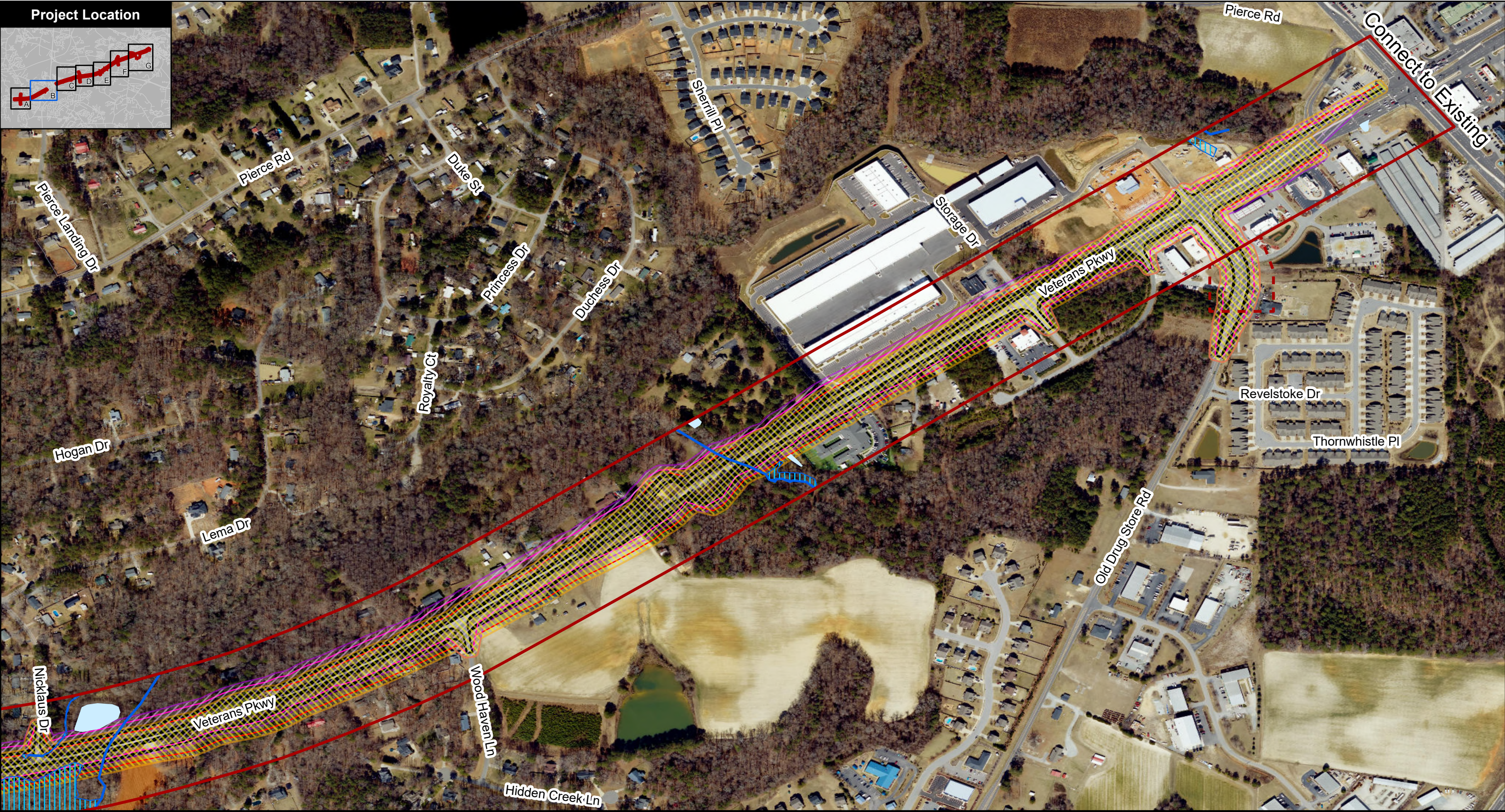
- | | | |
|--|---|--|
|  Right Widening - Cut and Fill Slopes |  Right Widening - 25 Ft Buffer |  Wetlands |
|  Left Widening - Cut and Fill Slopes |  Left Widening - 25 Ft Buffer |  Ponds |
|  Streams |  Study Area | |



West Area
Figure 4C
Best Fit - Potential
Impact Footprint

- Cut and Fill Slopes
- Streams
- Impact Area - 25 Ft Buffer
- Study Area
- Wetlands
- Ponds



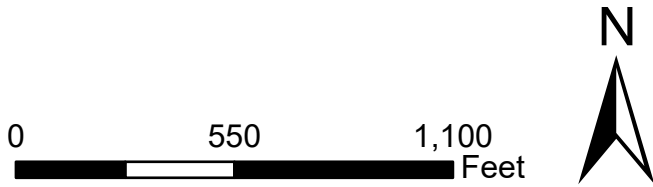


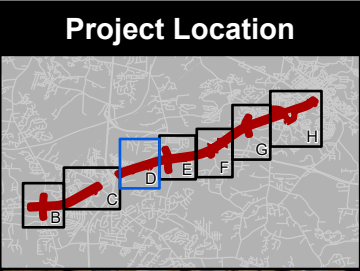
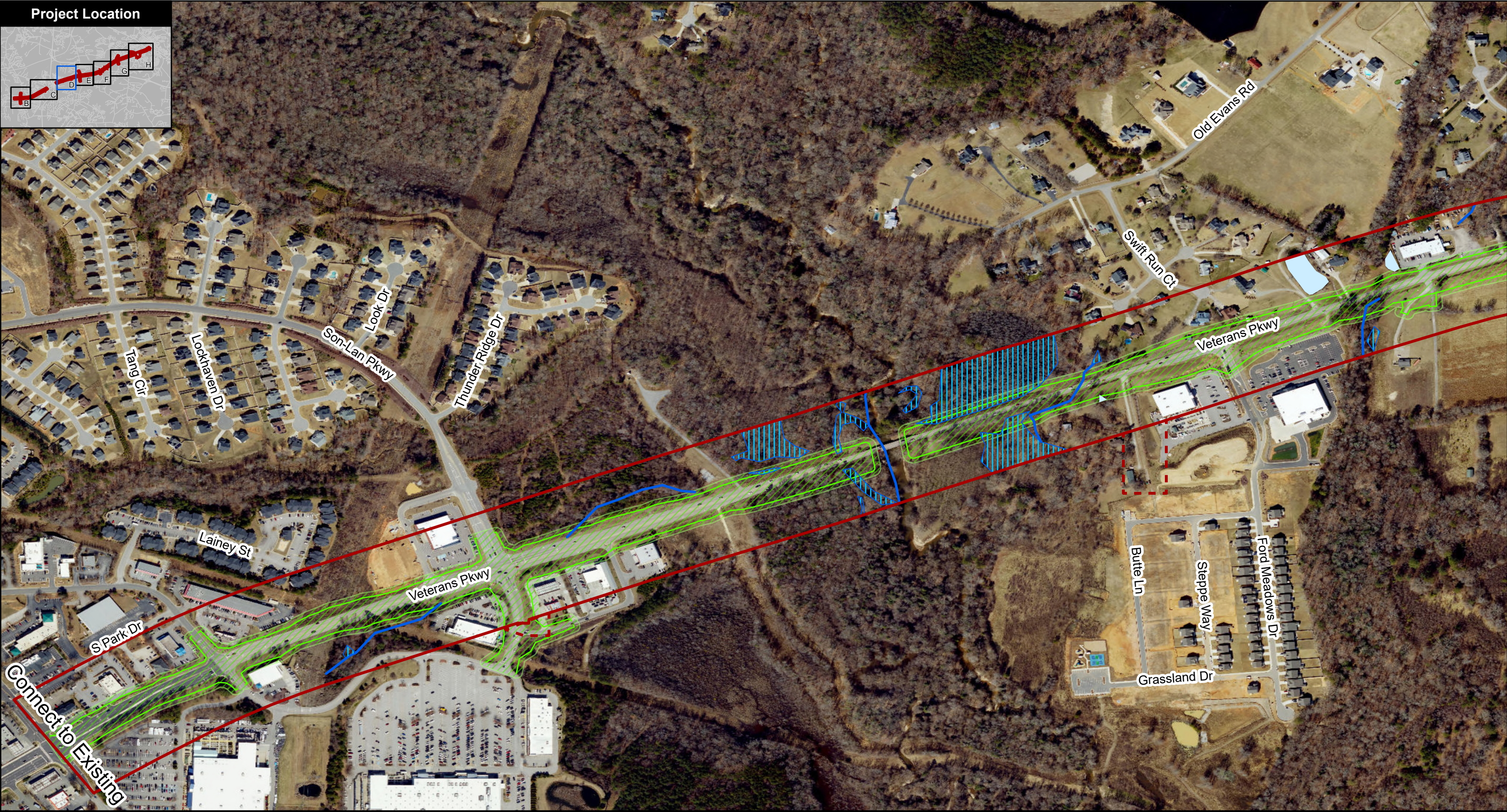

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NC 50 to US 70 Business
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West Area
Figure 4C
 Left and Right Widening
 Potential Impact Footprint

- Right Widening - Cut and Fill Slopes
- Left Widening - Cut and Fill Slopes
- Streams
- Right Widening - 25 Ft Buffer
- Left Widening - 25 Ft Buffer
- Study Area
- Wetlands
- Ponds



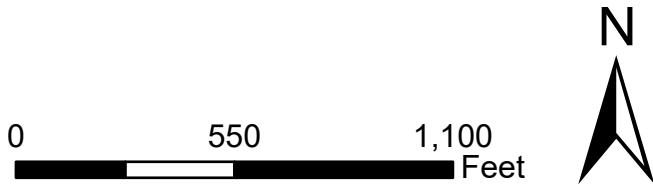


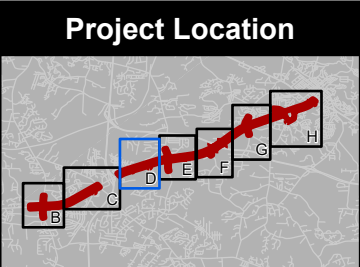
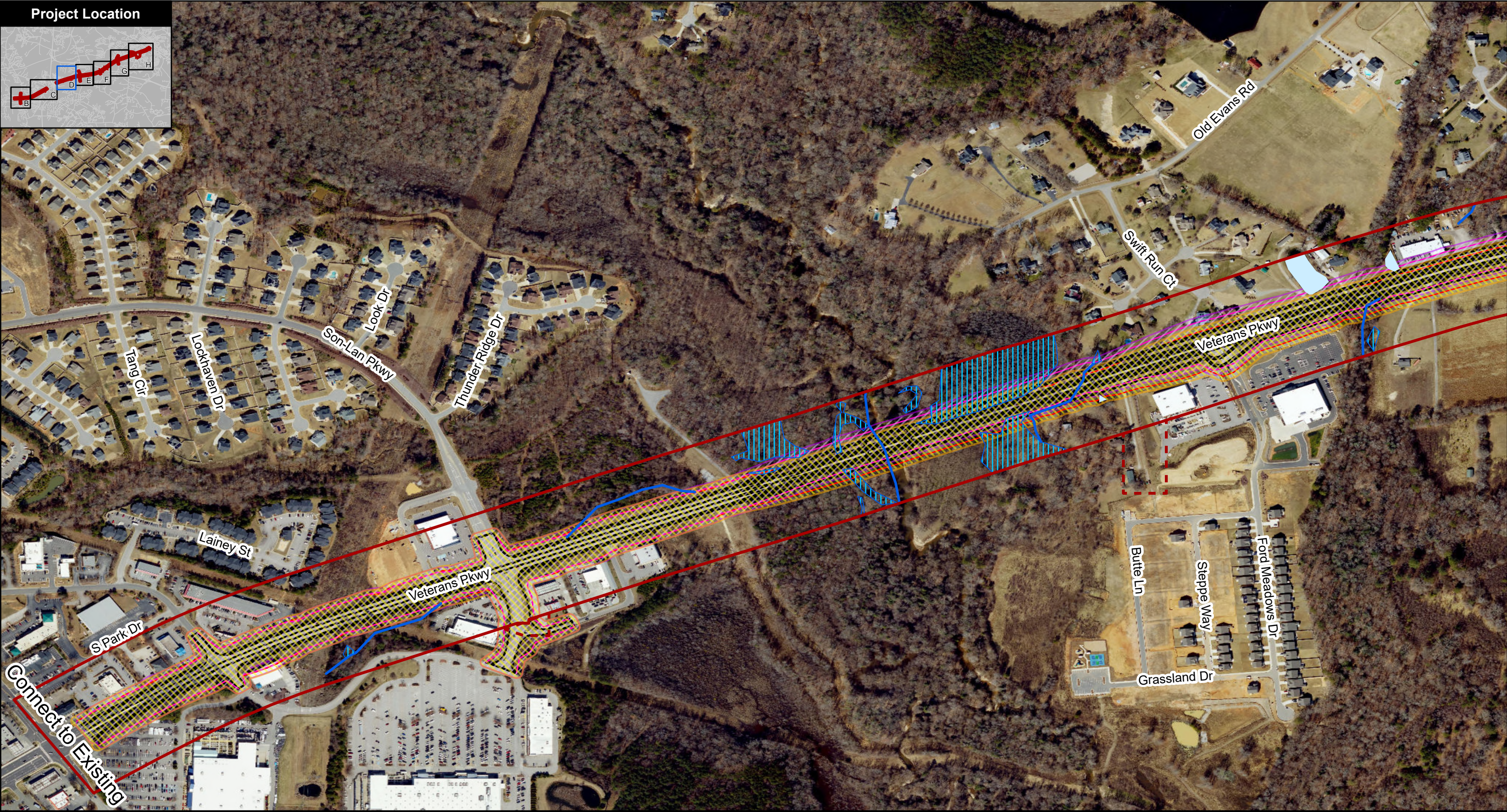
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Central Area
Figure 4D
Best Fit - Potential
Impact Footprint

-  Cut and Fill Slopes
-  Streams
-  Impact Area - 25 Ft Buffer
-  Study Area
-  Wetlands
-  Ponds



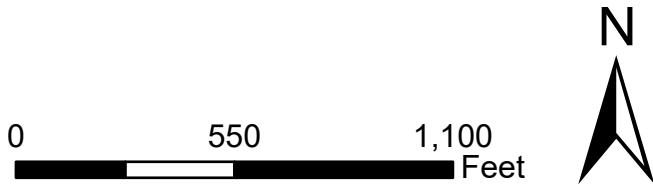


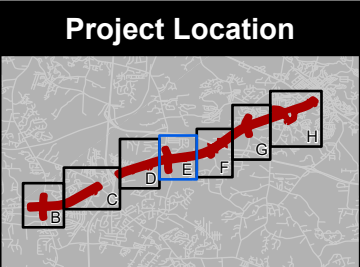
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NC 50 to US 70 Business
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Central Area
Figure 4D
Left and Right Widening
Potential Impact Footprint

- Right Widening - Cut and Fill Slopes
- Left Widening - Cut and Fill Slopes
- Streams
- Right Widening - 25 Ft Buffer
- Left Widening - 25 Ft Buffer
- Study Area
- Wetlands
- Ponds





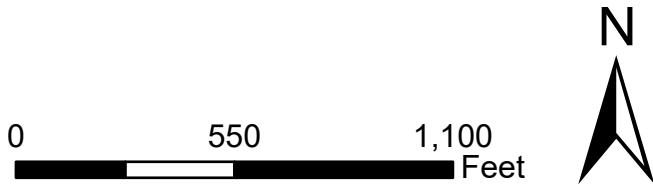
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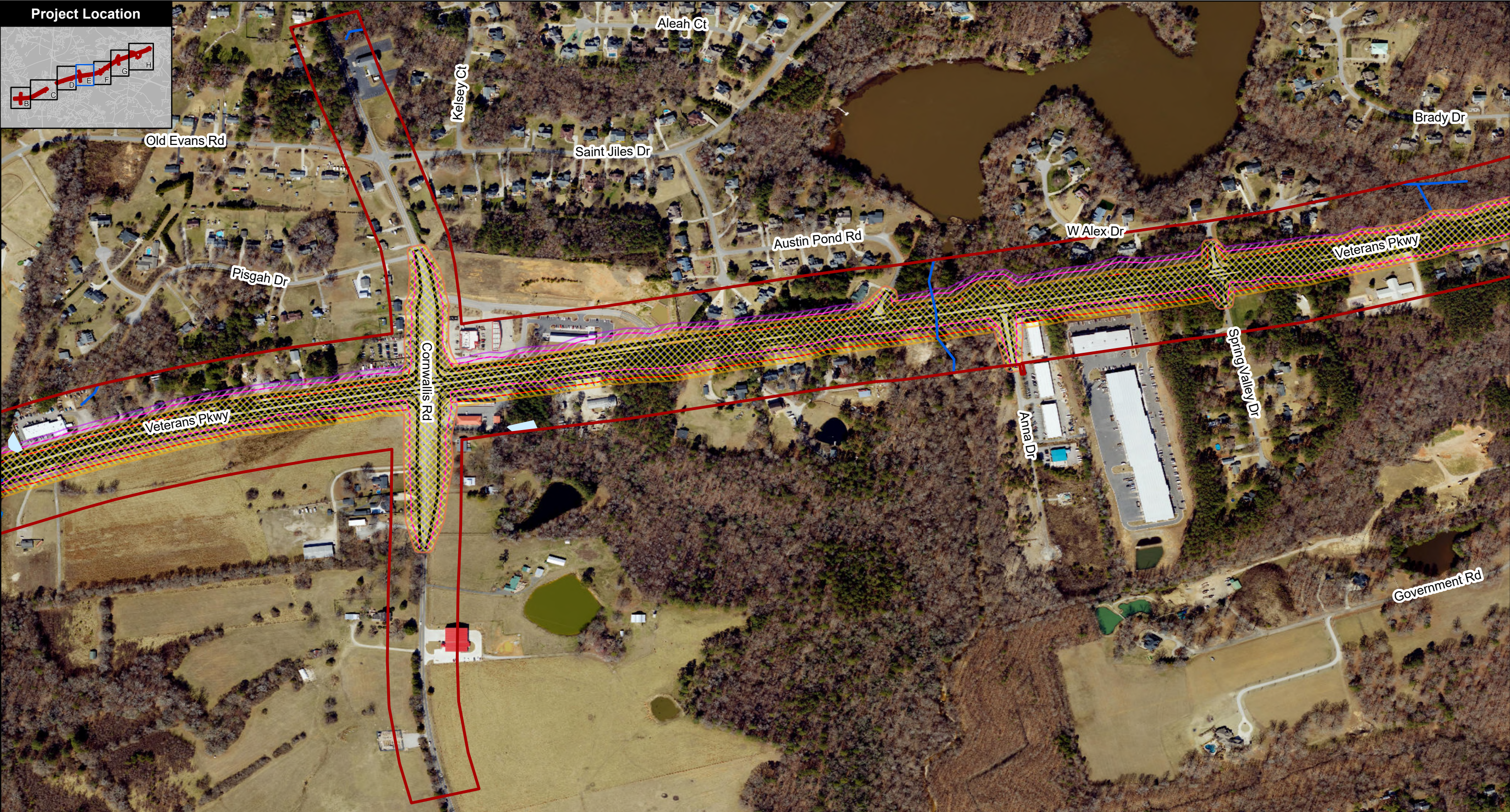
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NC 50 to US 70 Business
Johnston County, North Carolina
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Central Area
Figure 4E
 Best Fit - Potential
 Impact Footprint

- Cut and Fill Slopes
- Streams
- Impact Area - 25 Ft Buffer
- Study Area
- Wetlands
- Ponds







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Central Area
Figure 4E
Left and Right Widening
Potential Impact Footprint

- Right Widening - Cut and Fill Slopes

— Left Widening - Cut and Fill Slopes

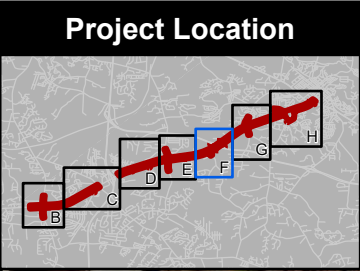
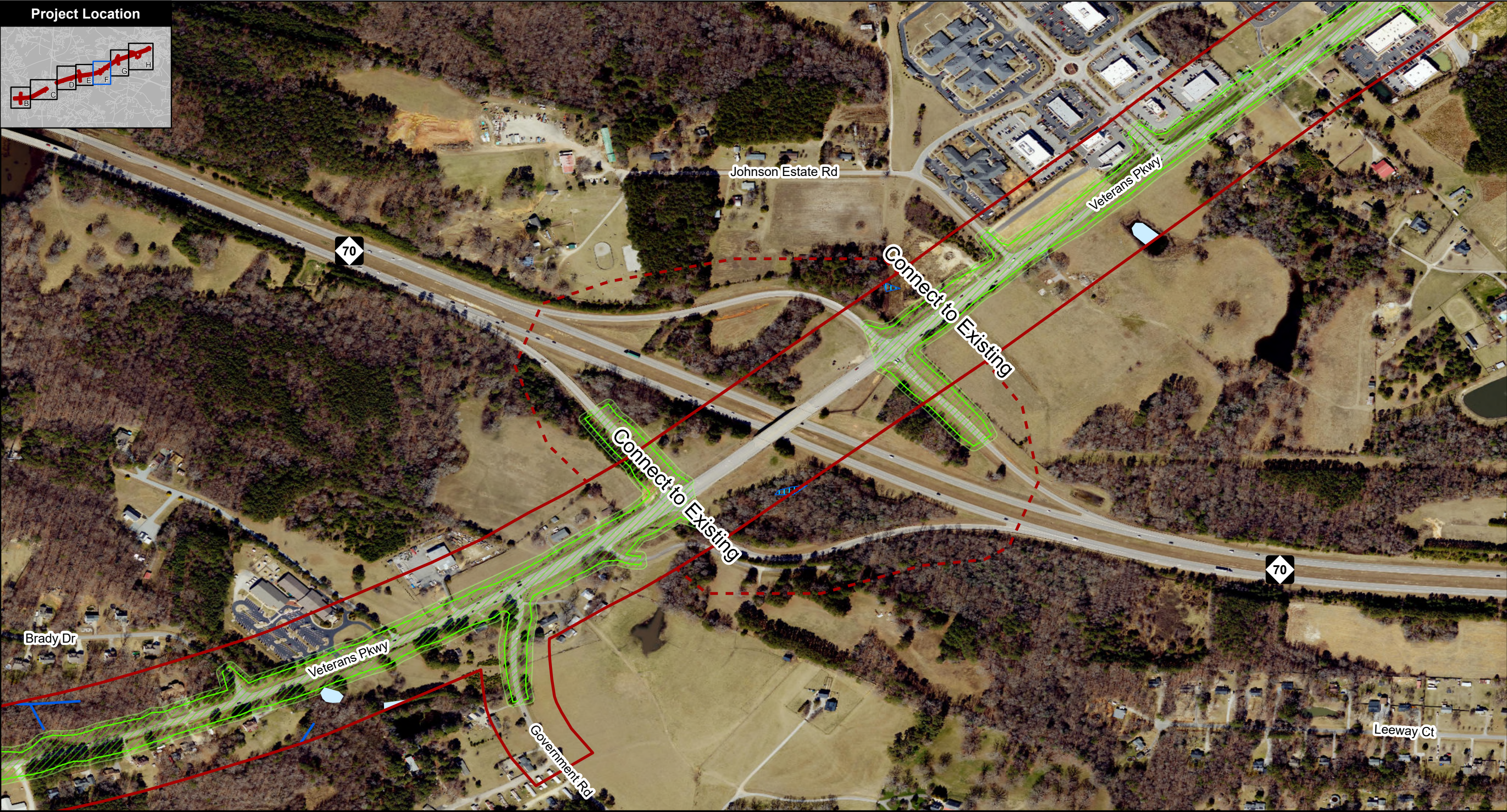
— Streams
- Right Widening - 25 Ft Buffer

— Left Widening - 25 Ft Buffer

— Study Area
- Wetlands

Ponds



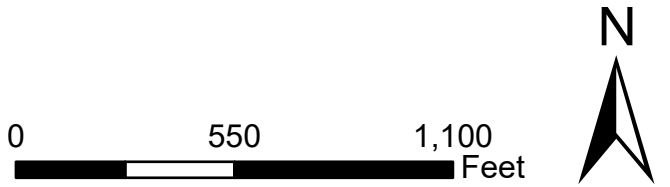


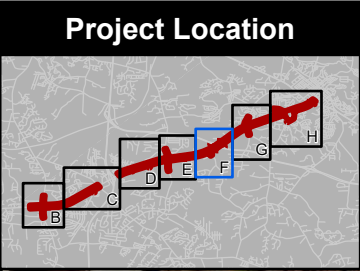
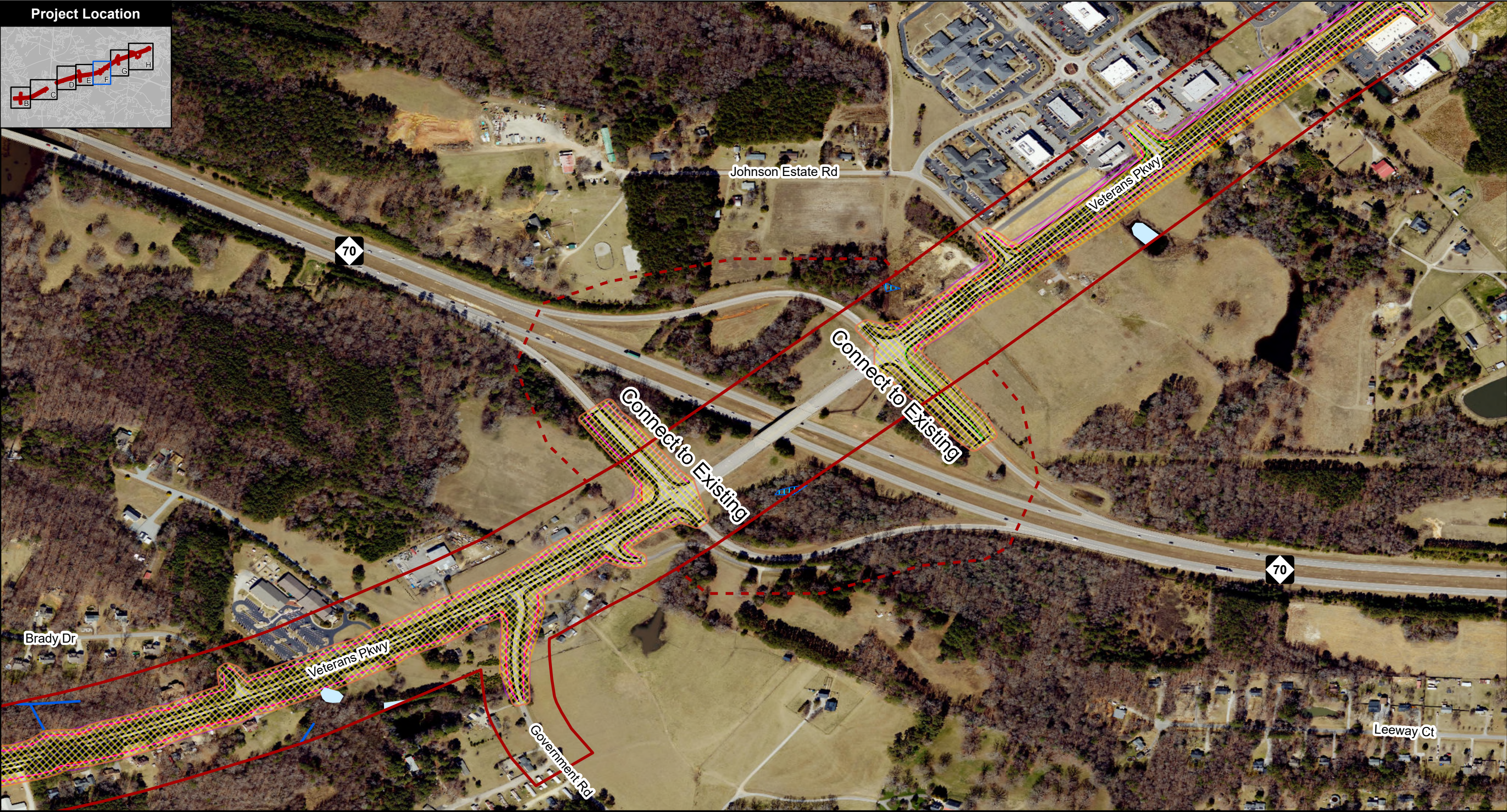
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NC 50 to US 70 Business
Johnston County, North Carolina
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Central Area
Figure 4F
Best Fit - Potential
Impact Footprint

-  Cut and Fill Slopes
-  Streams
-  Impact Area - 25 Ft Buffer
-  Study Area
-  Wetlands
-  Ponds



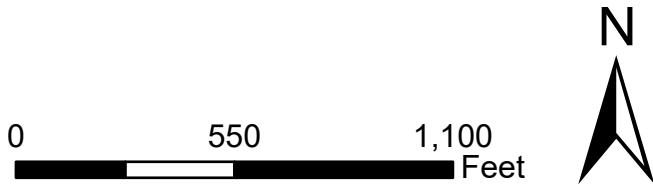


 North Carolina
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Central Area
Figure 4F
Left and Right Widening
Potential Impact Footprint

- | | | |
|--|---|--|
|  Right Widening - Cut and Fill Slopes |  Right Widening - 25 Ft Buffer |  Wetlands |
|  Left Widening - Cut and Fill Slopes |  Left Widening - 25 Ft Buffer |  Ponds |
|  Streams |  Study Area | |



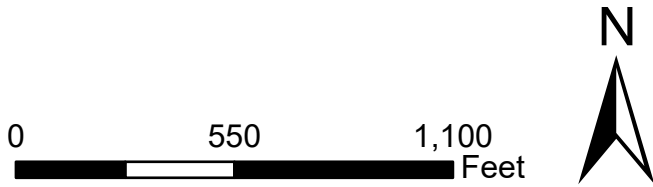


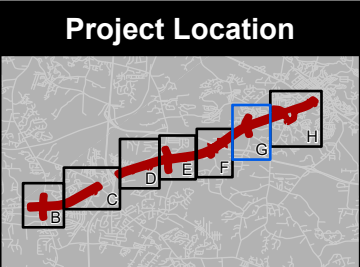
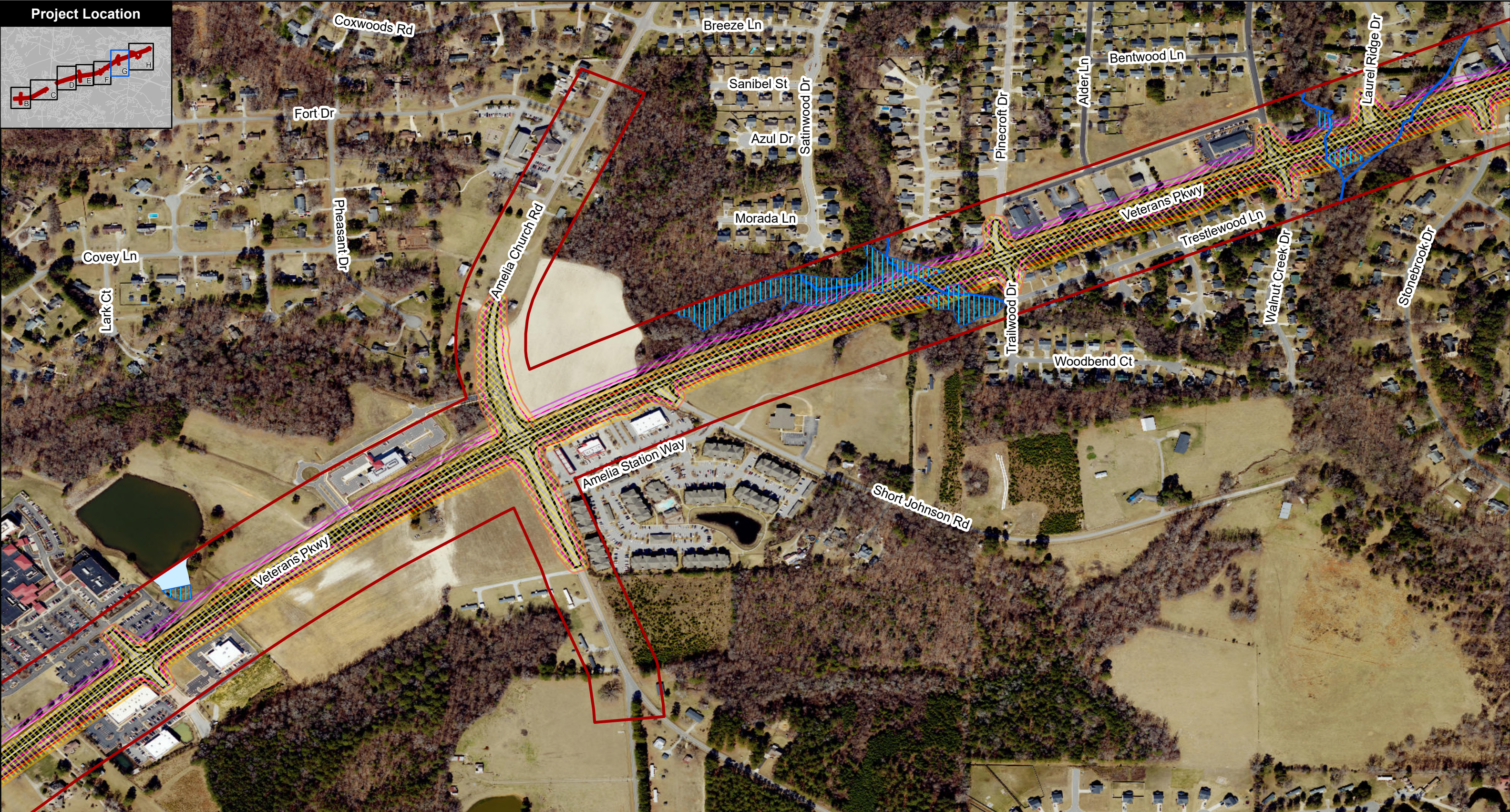
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Department of Transportation **WGL**

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East Area
Figure 4G
Best Fit - Potential
Impact Footprint

- Cut and Fill Slopes
- Streams
- Impact Area - 25 Ft Buffer
- Study Area
- Wetlands
- Ponds



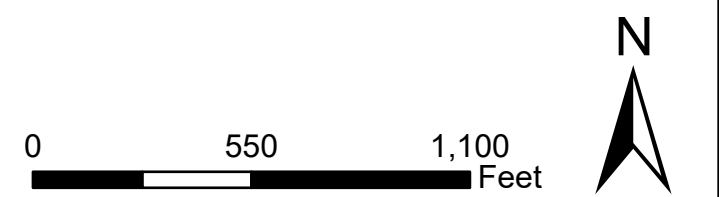


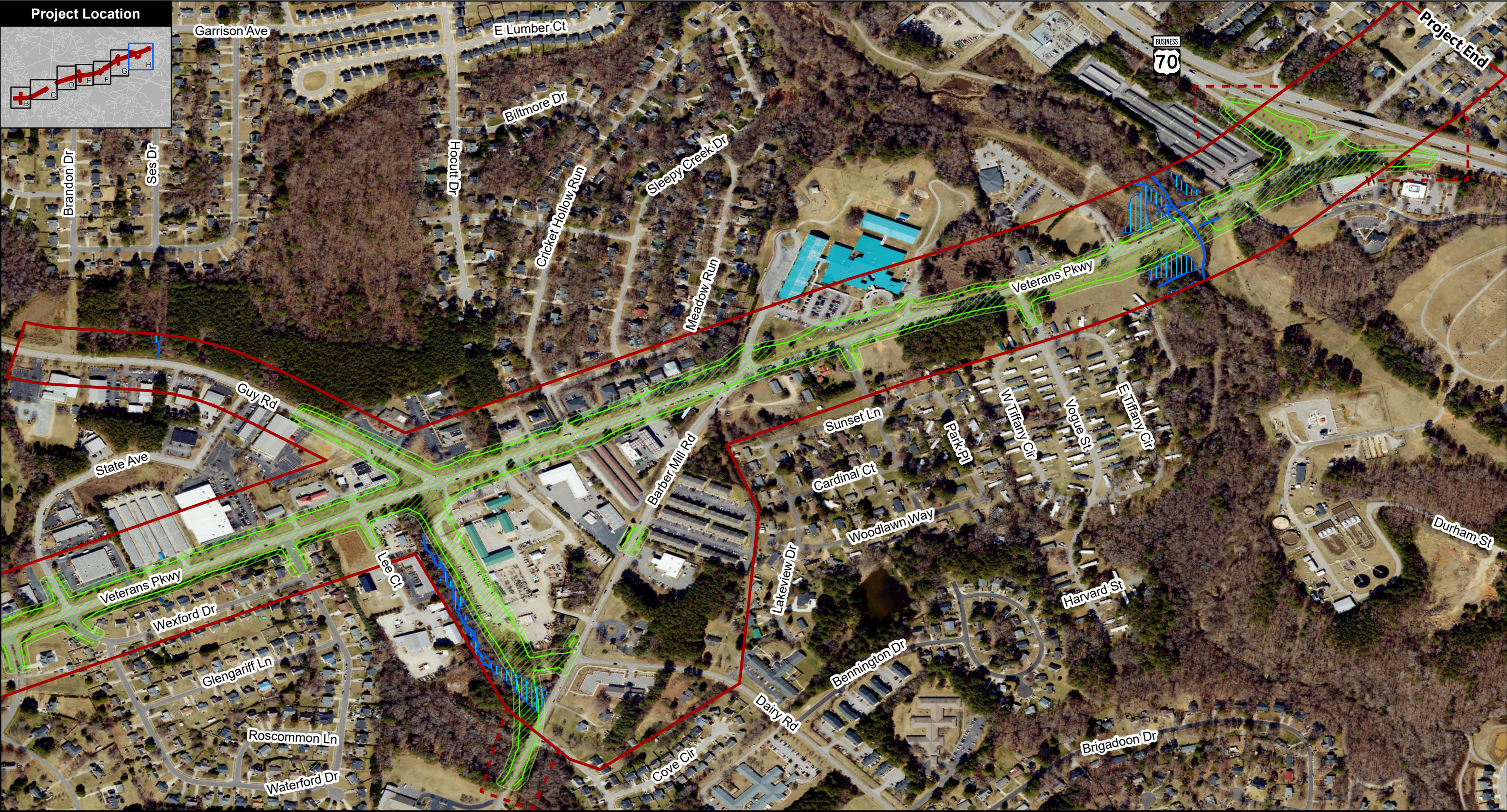
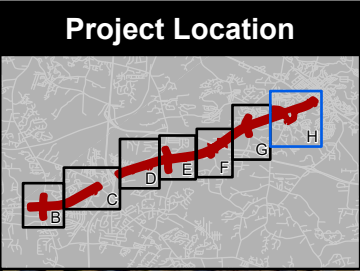
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East Area
Figure 4G
Left and Right Widening
Potential Impact Footprint

- | | | |
|--|---|--|
|  Right Widening - Cut and Fill Slopes |  Right Widening - 25 Ft Buffer |  Wetlands |
|  Left Widening - Cut and Fill Slopes |  Left Widening - 25 Ft Buffer |  Ponds |
|  Streams |  Study Area | |



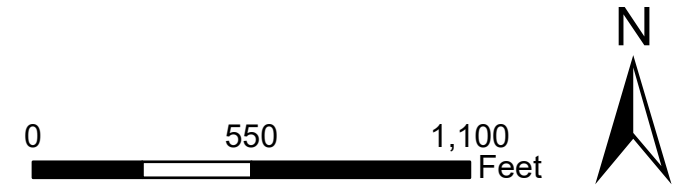


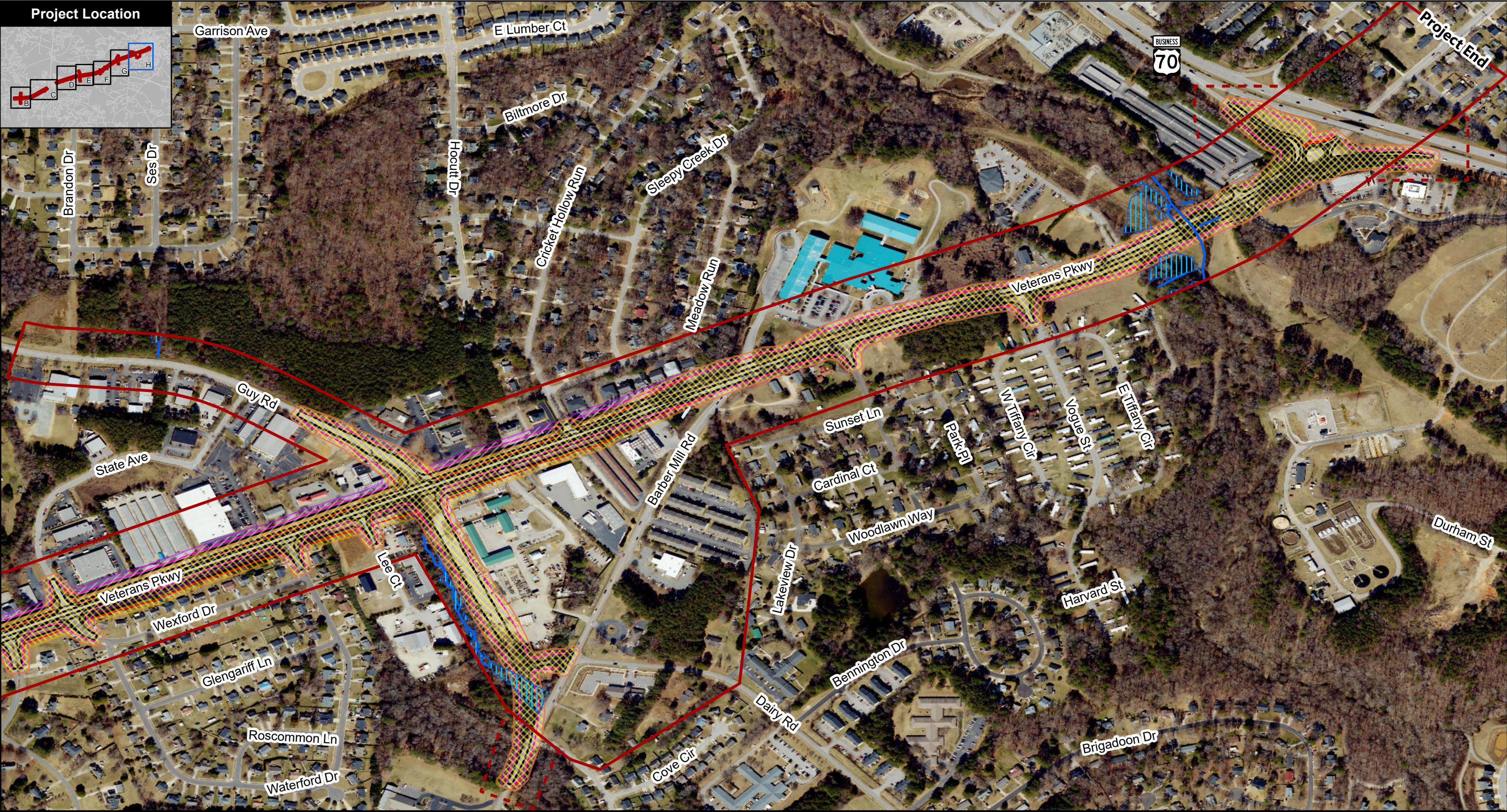
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East Area
Figure 4H
Best Fit - Potential
Impact Footprint

-  Cut and Fill Slopes
-  Streams
-  Impact Area - 25 Ft Buffer
-  Study Area
-  Wetlands
-  Ponds





East Area
Figure 4H
Left and Right Widening
Potential Impact Footprint

- Right Widening - Cut and Fill Slopes
- Left Widening - Cut and Fill Slopes
- Streams
- Right Widening - 25 Ft Buffer
- Left Widening - 25 Ft Buffer
- Study Area
- Wetlands
- Ponds