

1.0 INTRODUCTION

1.1 Purpose of Report

The East Clayton Neighbourhood Concept Plan (NCP) is the result of an integrated planning process involving several constituencies of interest. Based on principles of sustainability and complete communities, the plan includes the application of innovative servicing, stormwater management, road standard, and neighbourhood planning ideas.

The East Clayton NCP will be used as a policy framework to guide the future development of this sustainable community. The report includes a detailed description of the process, land-use designations and densities, and development standards and guidelines. It also includes a discussion of development phasing and cost-sharing arrangements for municipal servicing, infrastructure, and neighbourhood amenities.

1.2 The Planning Context

This section provides a brief summary of provincial planning legislation and concurrent design initiatives that influenced the development of the East Clayton NCP.

1.2.1 Planning Legislation

The majority of growth currently occurring in the Lower Mainland region is urban.¹ It is the objective of the City of Surrey to manage its share of growth effectively. The Clayton district, and specifically East Clayton, needs to plan for its future within the context of legislation that establishes the authority to plan for urban growth. The *Livable Region Strategic Plan*, the Greater Vancouver Regional District's (GVRD) vision of land- use and transportation, sets out four broad strategies for achieving urban growth in the Lower Mainland region. These include: protecting the green zone, building complete communities, achieving a compact metropolitan region, and increasing transportation choice.²

The “Green Zone” establishes a long-term boundary for urban growth and is intended to protect the region’s natural assets (i.e., parks and watersheds). Building more complete communities requires a balanced distribution of jobs, housing, public services, and transportation services. Within its vision for a compact metropolitan region, North Surrey is designated to accommodate residential growth to an estimated population capacity of 472,000 persons, or 191,100 households.³

Within the broad legislative context of the Growth Strategies Statute Amendment Act – The Municipal Act, the City of Surrey, in a Memorandum of Agreement with the GVRD, recognized the need to “achieve not only the development of Surrey Centre and an increase in population but more complete communities in other parts of the municipality.” More specifically, it recognized that additional growth capacity might be necessary in the Cloverdale district.⁴ This agreement gave the city some flexibility in accommodating urban growth and established the context for the development of a complete community in Clayton, including East Clayton.

¹ Province of British Columbia, *Growth Strategies Statutes Amendment Act: Explanatory Notes* (Victoria, British Columbia: Province of British Columbia, Ministry of Municipal Affairs, 1995).

² Greater Vancouver Regional District, *Livable Region Strategic Plan* (Vancouver, BC: Greater Vancouver Regional District April, 1996).

³ Ibid.

⁴ *Memorandum of Understanding* between the City of Surrey and the Greater Vancouver Regional District regarding resolution of objections to the Livable Region Strategic Plan (Vancouver, BC: October 3, 1995).

1.2.2 City of Surrey OCP and a Vision for Complete Communities

The Official Community Plan for Surrey (October 8, 1996) (OCP) designates some “suburban” areas as those having long-term development potential subject to land-use planning with local residents.⁵ Within this framework the Clayton area was identified as a “suburban”, and East Clayton as a new “urban” neighbourhood. The first step in planning for East Clayton’s future was the formulation of a Neighbourhood Concept Plan for East Clayton area.

The Surrey OCP “promotes planned community development – bringing together residents, business and city resources to guide the location and form of growth toward long term city and regional goals for complete and sustainable communities.”⁶ Complete and sustainable communities are those that offer a wide range of housing choices, services, and employment opportunities at high enough densities to support convenient access to services and transit, all within a pedestrian-friendly neighbourhood fabric. At the same time, complete communities also protect the quality and integrity of ecosystems by maintaining environmentally sensitive areas (i.e., natural flow-receiving watercourses), and by managing the quantity and quality of storm-water runoff.

1.2.3 South Newton Charrette

In 1995, an international team of urban designers was assembled to help provide a vision for more livable and sustainable communities within the region. The South Newton area of Surrey was the chosen site for the first Sustainable Urban Landscapes Design Charrette.⁷ Emerging from the charrette were principles promoting natural drainage systems, walkable neighbourhoods, interconnected street systems, lighter and greener infrastructure, mixed dwelling types, and affordable, detached housing.

1.2.4 Alternative Development Standards Workshop

In the Spring of 1998, the UBC James Taylor Chair in Landscape and Livable Environments undertook researched the costs and benefits of the alternative development standards emerging from the South Newton Charrette. Findings were presented to a workshop that involved planners; engineers; real estate agents; developers; and federal provincial, and municipal government officials. Participants in that workshop strongly recommended a demonstration project that would put the alternative development standards into practice. The East Clayton neighbourhood was eventually selected. The existence of several special constraints contributed to its selection. Of these constraints, drainage constraints, both on the site and on receiving lowlands were most significant.

In addition, a general land-use plan for the entire Clayton area had recently been completed, local resident groups and the City were mobilized, and most stakeholders were prepared to participate.

1.3 The Clayton General Land-Use Plan

The preparation of a General Land-Use Plan for the Clayton Area commenced in June 1996 and involved two stages. The first stage created a “vision” for the community that would lead to the development of land-use concepts, a servicing and phasing strategy, a master drainage plan, and a list of environmental objectives.

⁵ City of Surrey Planning and Development Services, *Official Community Plan* (Surrey, British Columbia: City of Surrey, 1996).

⁶ Ibid.

⁷ Patrick Condon, ed., *Sustainable Urban Landscapes: The Surrey Design Charrette*, (University of British Columbia The James Taylor Chair in Landscapes and Livable Environments 1996).

The public consultation component of the process included a formal questionnaire and public meeting, held in June 1996. Internal and external stakeholder meetings were held in November 1996, culminating in a public visioning workshop, held November 13, 1996 (see sidebar). Public involvement was enhanced through the involvement of the 15-member Clayton Citizen Advisory Committee (CAC), who brought local knowledge to the planning process and who represented property owners and residents during the preparation of land-use alternatives. The final public information meeting for the General Land-Use Plan was held by City Council in December 1998.

The second stage would involve the preparation of more detailed NCPs for the individual neighbourhoods of Clayton.

Workshop participant responses included:

- a range in views from maintaining suburban densities and the rural character of the area to low to medium housing densities ;
- opportunities for local work;
- commercial uses at a neighborhood scale with some higher-order commercial uses along Fraser Highway ;
- the preservation of natural areas ;
- a variety of park sizes with pathways and bicycle routes ;
- the preservation of Clayton's heritage resources and the provision of adequate libraries and recreation facilities ;
- roadway improvements with sidewalks and appropriate lighting; and
- the resolution of groundwater problems.

1.3.1 General Land-Use Plan and Seven Principles of Sustainable Development

On December 7, 1998, a corporate report ⁸ from Planning and Development recommended that City Council:

1. approve the General Land-Use Plan;
2. instruct staff to commence the preparation of the NCP for East Clayton (lands currently designated "urban" in Surrey's Official Community Plan) and to ensure that it includes the type, size, location and densities of the specific land uses, road hierarchy, and alignments based on the General Land Use Plan;
3. instruct staff to explore the application of sustainable development principles, standards, and practices during the detailed NCP process for East Clayton;
4. instruct staff to prepare a comprehensive servicing, phasing and financial strategy for East Clayton that will demonstrate adequate funding for specific amenities, infrastructure, and utilities; and
5. instruct staff to address issues left outstanding after the completion of the process.

In July, 1998, City Council held a shirtsleeve session to raise discussion and obtain feedback on issues related to sustainable growth, efficient development and livable communities for Surrey. At this session the following seven principles of sustainable development were presented:

Principle No. 1

Conserve land and energy by designing compact walkable neighbourhoods. This will encourage pedestrian activities where basic services (e.g., schools, parks, transit, shops, etc.) are within a five- to six-minute walk of their homes.

⁸ City of Surrey Planning and Development, *Corporate Report: Clayton Neighbourhood Concept Plan General Land Use Concept*, (Surrey, BC: City of Surrey, 1998). See *Appendix 1*.

Principle No. 2

Provide different dwelling types (a mix of housing types, including a broad range of densities from single-family homes to apartment buildings) in the same neighbourhood and even on the same street.

Principle No. 3

Communities are designed for people; therefore, all dwellings should present a friendly face to the street in order to promote social interaction.

Principle No. 4

Ensure that car storage and services are handled at the rear of dwellings.

Principle No. 5

Provide an interconnected street network, in a grid or modified grid pattern, to ensure a variety of itineraries and to disperse traffic congestion; and provide public transit to connect East Clayton with the surrounding region.

Principle No. 6

Provide narrow streets shaded by rows of trees in order to save costs and to provide a greener, friendlier environment.

Principle No. 7

Preserve the natural environment and promote natural drainage systems (in which storm water is held on the surface and permitted to seep naturally into the ground).

On January 25, 1999, Council approved the General Land-Use Plan for Clayton and authorized planning staff to explore the application of the seven principles in the East Clayton NCP planning process.

1.4 The East Clayton Integrated Planning Process

Planning for a more sustainable East Clayton community required the integration of resources and an integrated planning method. It called for the application of a multi-party approach to building policy and developing acceptable standards of commitment among diverse constituencies. It involved raising awareness, providing time for reflection, and accepting alternative ways of developing a community – all within a relatively short time period.

1.4.1 A Planning Partnership

In 1998, the Headwaters Project was conceived. It is a partnership between the City of Surrey Planning and Engineering Departments, the UBC James Taylor Chair in Landscape and Livable Environments, and the Pacific Resources Centre, and its purpose was to apply sustainability principles within the East Clayton planning area.⁹

The James Taylor Chair provided leadership and technical expertise regarding principles of sustainable urban design and the use of the design charrette method. The Pacific Resources Centre assisted in the design and facilitation of an integrated planning process. The Planning Department carried out its mandate to implement Council's directives by ensuring that the planning process maintained a standard that was consistent with, or higher than, those of other planning processes; that the East Clayton NCP was compat-

ible with the OCP and the Clayton Area General Land-Use Plan; and that the plan was completed within an acceptable timeframe. The City’s Engineering Department also ensured compliance with the objectives of the Clayton Master Drainage Plan, the Surrey Transportation Plan, and other engineering servicing mandates.

1.4.2 East Clayton Citizen Advisory Committee (ECCAC)

On January 26, 1999, a meeting was held to confirm the involvement of the East Clayton Citizen Advisory Committee (ECCAC) and to introduce the idea of incorporating sustainable development principles and standards into a detailed plan for East Clayton.

ECCAC involvement ensured that:

- 1) a core group of local people developed an understanding and appreciation for the underlying principles of the plan, its features, and how they are linked to form a complete community system;
- 2) an effective two-way communication system conveyed information to constituency members, the design table, and City staff as the plan evolved;
- 3) the outstanding issues stayed on the table until resolved or advanced to its satisfaction;
- 4) local landowner interests were represented;
- 5) planning concepts were practical, achievable, and financially responsible from the perspectives of both landowners and the public;
- 6) despite major concerns over certain proposals for the future of East Clayton (i.e., the arterial designations and realignment), the momentum of the plan and its credibility was maintained; and
- 7) self-interest was placed within the context of the community and City-wide interests.

1.4.3 East Clayton NCP Process Structure

The process started with the following premise: that “everyone has their job to do and everyone does their job well, but separately.”¹⁰ At the core of this premise was the recognition that there was a need to bring people together as often as possible, not only so that they could become aware of the concepts but also to give them the opportunity to reflect carefully.

Figure 1.1 illustrates the structure of the NCP process. Its components include: the identification of constituencies of interest, a series of workshops, the formation of a planning design team, charrette events, and public consultation sessions.

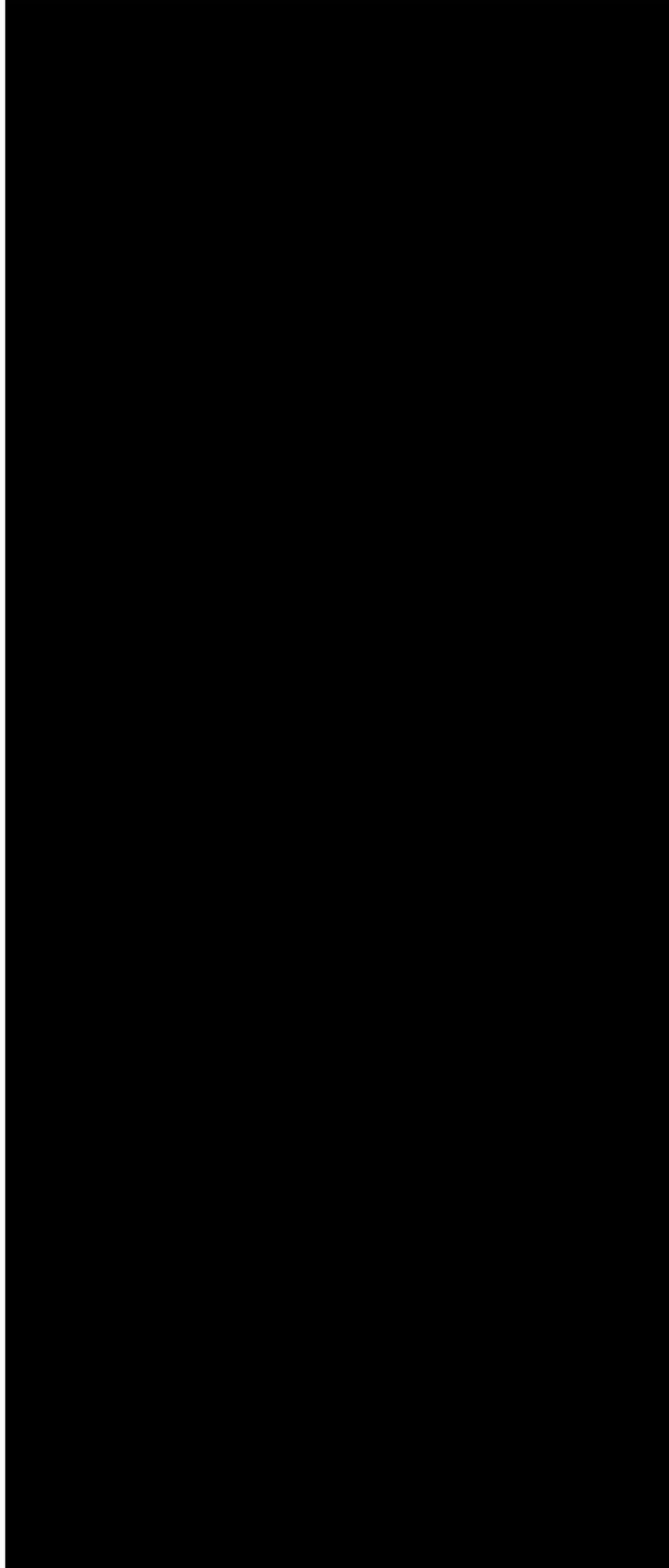
Constituencies of Interest

Constituencies of interest, taken together, form a community of interests. Interests, such as a landowner’s concern over land values, a developer’s hopes for a fair return on a residential development, environmentalist’s desire for quality streams and a city’s fear concerning its inability to cost-effectively maintain what is built, can affect plan policy and its implementation. These interests were identified and grouped under constituencies so as to represent various

⁹ The intent of the Headwaters Project is to demonstrate: (a) sustainable urban development “on the ground” and (b) an integrated planning method that uses the charrette to bring together all involved and to expedite approval processes and implementation. Supporting this initiative is a diverse advisory committee and generous support from the Real Estate Foundation of BC, Environment Canada, the BC Ministry of Municipal Affairs, BC Ministry of Agriculture, Investment Agriculture Foundation, Canadian Mortgage and Housing Corporation, Affordability and Choice Today ACT, the Greater Vancouver Regional District, and the Department of Fisheries and Oceans.

¹⁰ Quote from a charrette design team member.

Figure 1.1 NCP Process



aspects of the community (see *Appendix 2.1* for a list of constituency representatives).

Workshops

Constituency workshops brought together members of each of the constituencies in order to raise awareness of sustainable development principles and to table the issues each believed essential to applying principles to the future East Clayton community. The workshops also served as an opportunity to identify a spokesperson who would participate directly in the planning process.

Design Brief

Using objectives, principles, performance criteria and specific standards that were consistent with the Clayton general land-use concept, the design brief formed the basis for the development of an integrated land-use plan. (For the complete design brief, see *Appendix 3.*)

Charrette Process

The charrette process involved a design team made up of constituency spokespeople who were to focus on building a physical plan for the East Clayton neighbourhood within a concentrated time period. *Figure 1.2* illustrates the structure of the design table. The charrette process involved two separate charrettes: the first aimed at identifying alternatives and systems, and the second aimed at developing specific subdivision patterns and standards (see *Figure 1.3*).

The discussion and joint resolution of both policy matters and acceptable standards was facilitated by an appointed convenor. In addition, constituency “report-back” sessions provided members with the opportunity to critique and to develop negotiable positions for their representatives to take back to the design table. To make the process more manageable, subtables evolved out of the charrette to deal with matters that required action external to the design team. See *Table 1.2* for a list of the external issues.

Public Consultation

The East Clayton NCP process incorporated public consultation at three levels: through the ECCAC, through the design team, and through general public sessions. *Table 1.1* indicates the public consultation components while *Table 1.2* and Appendix 2 provides a list of constituents and issues raised during design table sessions.

Figure 1.2 Design Table Structure

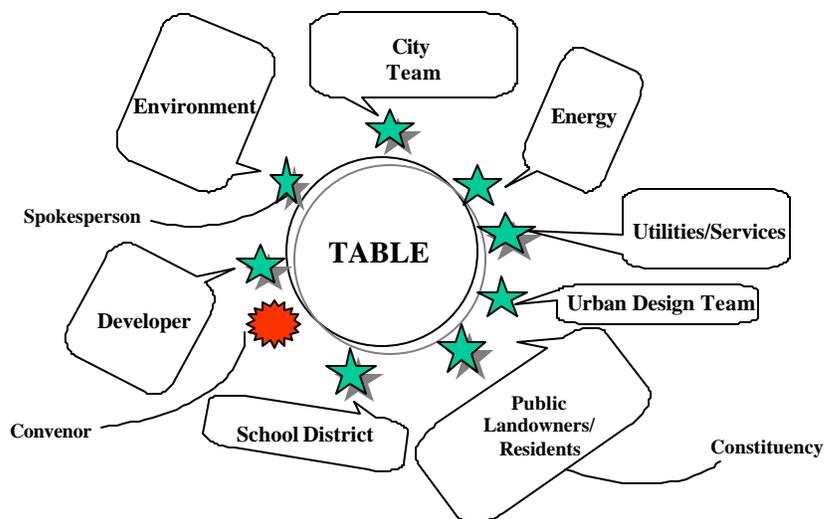
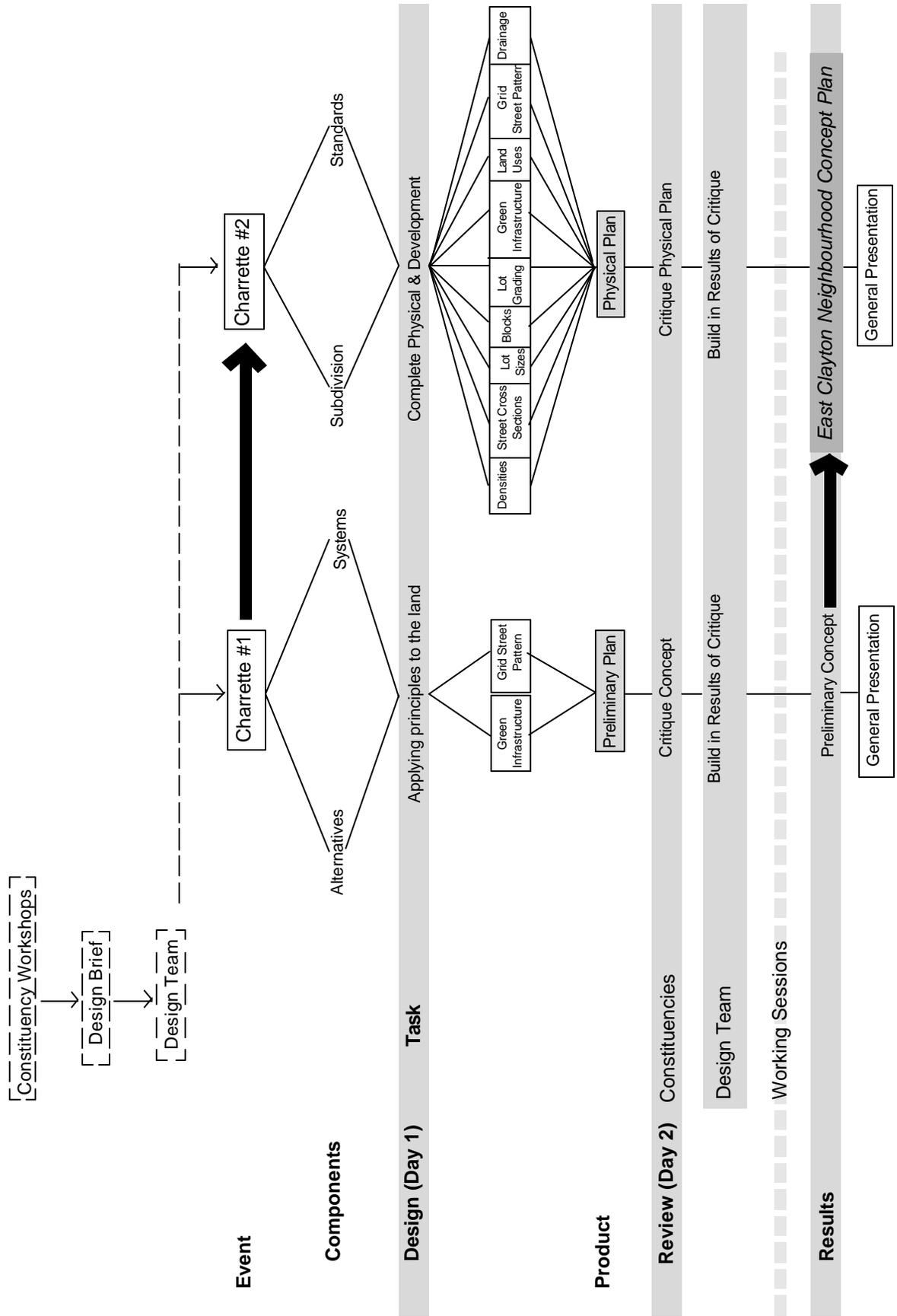


Figure 1.3 Charrette Process



1.5 Process Objectives

The NCP charrette process was guided by the following objectives:

Table 1.1 Public Consultation

Pre-charrette Workshops	Public Meetings	East Clayton Advisory Committee Meetings	Public Open House	Media
Charrette Design Team Representation and Participation	March 30	Feb. 9 April 13 April 28 May 19 June 29 July 15 Sept. 21 Oct. 4 Oct. 19 Nov. 9	July 5 Nov. 25	“A Pipeless Dream” <i>The Surrey Leader</i> “Beware of Killer Pavement” <i>The Vancouver Sun</i> Clayton News - NCP updates, every issue Display at City Hall

Build capacity for integration through shared awareness and determination to act jointly.

As previously mentioned, the NCP process components are linked in order to ensure ongoing participation. The linkages were made to build the capacity for integration and to maintain a positive climate within which to plan. Throughout the NCP process, the ECCAC, City staff and all other constituencies provided a high level of commitment to acting jointly, as was evidenced by attendance, participation, and joint agreements attained during the charrette event and sub-table work. Continual challenges to the plan concepts demonstrated a commitment to jointly and positively resolve unsatisfied interests.

Involve early on (preferably at the beginning) those people, agencies, and organizations that can influence plan policy and development standards (including their implementation).

The NCP process was designed to be flexible so as to expand involvement. The objective was to broaden the opportunities for the constituencies of interest to reach acceptable solutions and to influence the outcome of the plan. The broader the support for the concepts, the greater the likelihood of their implementation. Opportunity for open dialogue revealed constituency interests, including personal interests, which helped to sensitize participants to each other’s concerns. Early involvement allowed time to jointly reach solutions, as it provided participants with the knowledge that they would otherwise not have had.

Share information equally.

Proper information and mutual trust in that information is essential if diverse interests and mandates are to result in acceptable solutions. The rules of engagement set by the Design Team at the outset and maintained throughout ensured that everyone was operating with the same information. Agreement was reached that all proposals external to the planning process or new information would be tabled with the Design Team and the CAC.

Share resources and cross mandates for mutual gain.

Participants involved in creating plans brought to the NCP process a variety of valued resources. These resources included technical skills, policy and regulatory skills, financial skills, negotiating skills, interests, ideas, and common sense. The process was designed to bring together these resources and, thus, to produce a joint outcome. Similarly, success in reaching workable solutions called for negotiation and a joint sharing of resources. Crossing the mandates of city drainage engineering, city parks, the school district, and federal fisheries produced a negotiated concept for an integrated green infrastructure system that resulted in mutual gain for all parties. (For a description of the system see Section 5.0.)

Build confidence in the process, in planning policies, and in alternative development standards.

The NCP process was deliberately designed to promote awareness of the principles and concepts of a more sustainable urban community, to reinforce acceptable solutions at each stage, and to generate an acceptable Neighbourhood Concept Plan by June 1999. In May, the design team agreed that the concept plan was ready for presentation at a public open house. It was an opportunity to view an innovative plan for a complete community and to measure the level of public buy-in. Completed comment sheets indicated that the level of buy-in was sufficient to move forward to the final approval stages.



Far left: Design Table session

Near left: Public Open House presentation

Direct involvement of municipal staff.

Direct municipal staff involvement is essential, and it involves having a municipal champion and an active and committed staff. In the case of the NCP process, engineering and city planning staff recognized an opportunity to explore ways to apply sustainable development principles. They provided the leadership necessary to promote staff participation and buy-in.

Essential to the adoption of any new standard is its acceptance and application by city staff. Engineering, planning, operations, parks and recreation, public safety officials, and the school district all had significant influence on policy and standards. They brought to the planning process essential technical expertise and resources. City staff maintained a high level of commitment to, and involvement in, the NCP process. This afforded an opportunity for increased awareness of new concepts and the dissemination agree-upon principles and standards to those staff not directly involved. Workshops and the charrette involved approximately 20 staff members, with eight working on the design team. A firm foundation was established for the adoption of the NCP at the municipal level.

Access necessary technical expertise.

Urban design experts complemented the participation of city staff and consultants in the design team (see *Table 1.2*). Under the leadership of the James Taylor Chair in Landscape and Livable Environments, four urban designers provided the design team with the expertise necessary to assist in the development of concepts, to negotiate resolutions, and to translate them into drawings. The drawings and visual presentations formed the conceptual plan.

Deal with issues efficiently.

Efficiently dealing with planning issues means that none are left on the table or unresolved. In this case they were resolved to the point at which all constituencies agreed that the concept plan can be advanced to the presentation and approval stages. *Appendix 2.2* indicates that some 40 complex (and in some cases) controversial planning issues and 20 implementation matters were raised at various stages. Although many could only be resolved in phases, this table illustrates that all were dealt with either by the design table or a sub-table. Some were external to the process and required special consideration (e.g., the designation of 196th Street as an arterial road). Others could only be dealt with at a later stage. For example, concerns over lot landscaping practices and meeting construction standards can only be resolved at the construction stage, when alternative standards are established.

1.6 Supplementary Follow-up Projects

In order for the successful implementation of the NCP to take place, the following are some of the programs that we must consider during the various stages of its evolution:

- stream monitoring;
- monitoring pedestrian and automobile use patterns;
- education and awareness;
- building form;
- energy and district heating systems; and
- ensuring safe and convenient access to transit.

Table 1.2 Design Table

Constituency	Spokesperson	Opportunities and Challenges
City team	Planning Manager, Area Planning Senior Planner, Planner, Urban Designer Engineering Storm Water Management General Manager Operations Parks, Recreation and Culture Urban Forestry	<ul style="list-style-type: none"> • Aim to achieve critical mass in terms of the objects of the sustainable development principles knowing that they may not be fully realized. A critical mass of ecological systems is essential. • Create the Complete Community and organize the physical space as a total community. • Maintain public safety while using alternative approaches: i.e. fire and police protection. • Maintain environmental values through sustainable measures that accommodate urban growth and protect fish. • Given the soils characteristics of Clayton what can be done to increase or improve ground infiltration. • Use what is between single family dwellings and high density to achieve mixed densities that can free up open spaces and focus on mixed uses. • Achieve a level of acceptable flexibility to alleviate fears of uncertainty with the type of neighborhood that will actually be created. • Maintain the involvement of City operations since the legacy the NCP will leave will be theirs to maintain. • Integrate transportation planning and land use with emphasis on people movement with their neighborhood as part of the community fabric.
School District #36	Planning	
Developer	Progressive Construction Ltd.	
Utilities/Services	BC Hydro Translink	
Environment	Fisheries and Oceans	
Public/Landowners/Residents	Norm Alexander (Charrette 1&2) Elsa Watt (Charrette 2) Amar Bains (Charrette 2) Mike MacLennan (Follow up)	
Urban Design	The James Taylor Chair Moriarty/Condon Ltd. Ramsay Worden Architects Tera Planning Ltd.	
Consultants	Reid Crowther Dunster & Associates Piteau & Associates Pacific Resources Centre	