



# **City of Vancouver** *Land Use and Development Policies and Guidelines*

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## EAST VANCOUVER PORT LANDS CD-1 GUIDELINES

*Adopted by City Council on June 16, 2009*

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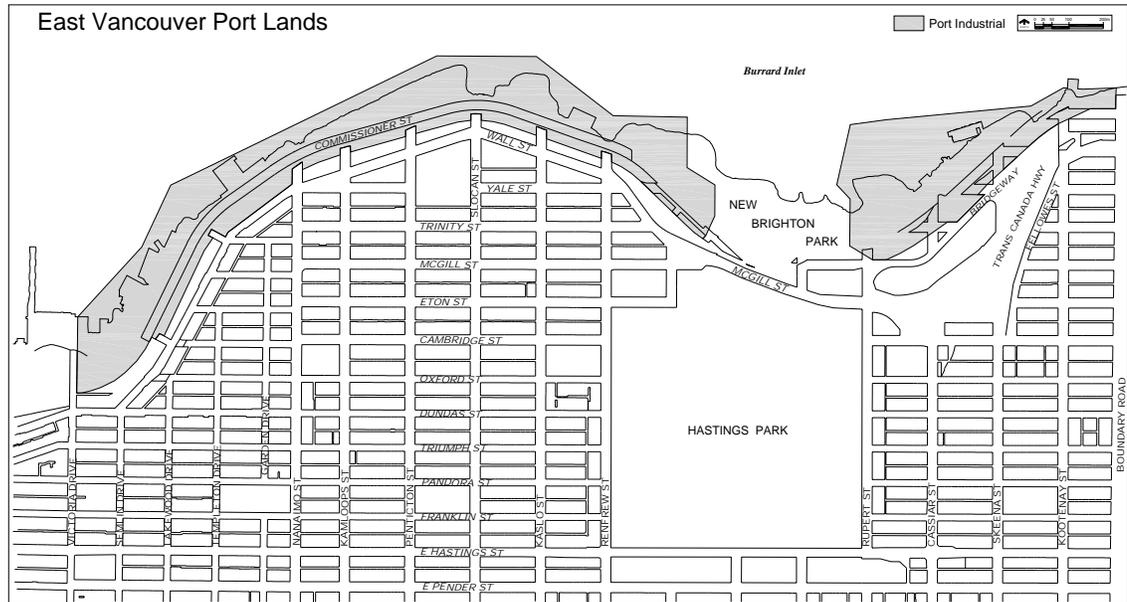
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## 1 Application and Intent

The East Vancouver Port Lands (EVPL) Plan was adopted by City Council on April 19, 2007 to guide future development and Port operations within the Plan boundaries (see map below). While the Port Metro Vancouver (PMV) has jurisdiction over those lands, development proposals are forwarded to the City of Vancouver for review and advice through the City's standard development review process.

These guidelines are excerpted from the Plan and are to be used in conjunction with the East Vancouver Port Lands CD-1 By-law to assist applicants in preparing and staff in assessing development applications. For additional information, the complete Plan can be accessed from the Planning Department or viewed on-line at: [vancouver.ca/commsvcs/guidelines/E004.pdf](http://vancouver.ca/commsvcs/guidelines/E004.pdf).

Figure 1.



## 2 General Design Considerations

### 2.1 Neighbourhood Character

The EVPL is an active and intensifying industrial area. The Port has a limited land base and the EVPL represents one of few under-developed areas remaining on the waterfront to accommodate Port growth. Adjacent to the EVPL is the established residential community of Burrardview. It is a stable and attractive community, known for its panoramic views over the Port lands to Burrard Inlet and the North Shore Mountains from residences, parks and street ends.

### 2.2 Views

The policies of the EVPL Plan recognize the importance of both mountain and water views and provide for site-specific review of the design and location of proposed structures to minimize these view impacts.

- (a) All new structures, including those that meet the height guideline limits, should be sited to minimize view impacts;
- (b) Preserving public views should take precedence over preserving a private view. Where existing structures are currently in a public view corridor, they should have the ability to remain or be rebuilt within the public view corridor, but only if view impacts do not increase as confirmed through a view analysis;

- (c) If substantial redevelopment or additions to current structures at the Cascadia Grain terminal occur, a view analysis will be required to determine and minimize any view impacts; and
- (d) Applications for new development on fill will be required to provide a view analysis that evaluates view impacts and considers siting options to reduce or eliminate those impacts. The Liaison Group may waive the requirement for a view analysis.

### 2.3 Noise

New developments should recognize the unique EVPL context of an active and growing rail and truck traffic corridor immediately adjacent a residential neighbourhood and should consider both noise source reductions and noise barriers to assist in minimizing noise received in the Burrardview neighbourhood.

## 3 Uses

Port uses are categorized according to their impact on residential uses, as follows:

**Compatible Uses** – These uses have few impacts and require little or no mitigation in order to be approved. If they are consistent with required environmental and building regulations they can be approved quickly with little or no external review or consultation, other than notification of the EVPL Liaison Group when an application is received. These uses will be reviewed as “outright” development;

**Less Compatible Uses** – These uses have the potential for higher impacts requiring mitigation to be approvable. They will require more detailed review and consultation to ensure that impacts are addressed before any approval is granted. These uses will be reviewed as “conditional” development with notification of the EVPL Liaison Group in the pre-application stage. Proposals for development with heights that exceed the limits noted in the height guidelines in Section 4.3 will be reviewed as a Less Compatible Use; and

**Unacceptable Uses** – These uses have impacts or land requirements that cannot be accommodated in the EVPL.

### 3.1 Development on Fill

Regardless of the land use classification, projects involving new fill in the EVPL will require public consultation unless the Liaison Group waives the requirement.

### 3.2 Compatible Uses

Category	Use	Land Use Category
Marine Passenger Terminal	Ferry Terminal – Small	Transportation and Storage
	Float Plane Ancillary Use	Transportation and Storage
Port Marine Services	Ship Chandlery	Service, Wholesale, Transportation and Storage
	Vessel Storage	Transportation and Storage
	Marine Taxi	Transportation and Storage
	Container Storage	Transportation and Storage
	Vehicle and Equipment Storage	Transportation and Storage
Transportation Services	Weighing or Inspections Station	Transportation and Storage

Category	Use	Land Use Category
Port Related Commercial	Marine, Boat & Yacht Club	Cultural and Recreational
	Marine Fueling Installation	Wholesale , Retail
	Marine Education, Research	Service
	Moorage for Boats, Fish Boats and Other Watercraft	Transportation and Storage
	Marine Sporting Goods & Equipment, Boat Sales & Service and Marine Related Sales	Wholesale, Retail, Service
	Charter Boat / Sports Fishing	Cultural and Recreational
	Fish Auction and Sales	Wholesale
	Commercial Businesses serving Maritime Workforce	Retail, Service
Port Related Industrial	Fish Off-loading, Processing and Packaging	Manufacturing
Maintenance, Works Yards and Utilities	Public Utilities / Installations / ROWs / Installations	Utility and Communication Use
	Oil Spill Cleanup and Marine Emergency Services	Transportation and Storage
Port Marine Related Administrative Use	Port Authority Use	Transportation and Storage, Service, Other
	Coast Guard and/or Naval Operations	Institutional
	Marine Surveying and Engineering Offices	Other
	Marine / Terrestrial Habitat or Conservation	Other
	Training Facilities	Service
	Fire Protection, Police & Security Services and Operations	Institutional

### 3.3 Less Compatible Uses

Category	Use	Land Use Category
Marine Cargo Terminal	Deep Sea Terminal: Dry Bulk	Transportation and Storage
	Deep Sea Terminal: Liquid Bulk	Transportation and Storage
	Deep Sea Terminal: Break Bulk	Transportation and Storage
	Deep Sea Terminal: Container	Transportation and Storage
	Marine Cargo Terminal	Transportation and Storage
Marine Passenger Terminal	Cruise Ship Terminal: Large	Transportation and Storage
	Cruise Ship Terminal: Transit Berth	Transportation and Storage
	Pocket Cruise Terminal	Transportation and Storage
	Ferry Terminal – Large	Transportation and Storage
	Ferry Terminal – Medium	Transportation and Storage
	Float Plane Terminal	Transportation and Storage
	Heliport	Transportation and Storage

Category	Use	Land Use Category
Port Marine Services	Container Repair/Storage	Service, Transportation and Storage
	Warehousing / Packaging & Distribution / Container Freight Station / Off Dock Facility / Reload Facility	Transportation and Storage; Other
	Tug and Barge Towing Operations	Transportation and Storage, Other
	Handling/Transfer of Marine Waste	Other
	Transshipment Facility: Grain	Transportation and Storage
Transportation Services	Truck Terminal	Transportation and Storage
	Rail Line/Yard	Other
	Truck or Bus Staging Lot	Transportation and Storage
Port Related Industrial	Cold Storage Plant / Facilities	Transportation and Storage
	Ship Boat Building / Repair / Dry Dock: Small	Manufacturing, Service
	Marine Equipment Repair, Service and Manufacture	Service, Manufacturing
	Manufacturing and Processing of Products and Goods: Grain Terminal	Manufacturing, Transportation and Storage
Maintenance, Works Yard and Utilities	Works Yard	Transportation and Storage

### 3.4 Unacceptable Uses

Category	Use	Land Use Category
Port Related Industrial	Manufacturing and Processing of Products and Goods: Processing of Forest Products	Manufacturing
	Manufacturing and Processing of Products and Goods: Pulp and Paper Manufacturing	Manufacturing
	Manufacturing and Processing of Products and Goods: Chemical Manufacturing	Manufacturing
	Manufacturing and Processing of Products and Goods: Asphalt, Tar and Tar Products	Manufacturing
	Manufacturing and Processing of Products and Goods: Cement, Lime, Gypsum, Plaster of Paris Batch Plants	Manufacturing
	Manufacturing and Processing of Products and Goods: Petroleum Refining, Manufacturing and Processing	Manufacturing
	Manufacturing and Processing of Products and Goods: Animal Rendering	Manufacturing

Category	Use	Land Use Category
	Manufacturing and Processing of Products and Goods: Concrete Batch Plant (Note that the LaFarge application may proceed as a “grand-fathered” use if current court proceedings rule in their favour)	Manufacturing
	Ship Boat Building / Repair / Dry Dock: Large	Manufacturing, Service

### 3.5 Land Use Definitions

**Marine Passenger Terminal** means and includes all of the following uses:

**Cruise Ship Terminal**, which means a purpose built facility to accommodate passenger arrivals/departures and customs for homeport functions. The terminal requires various grades to separate passengers from ship chandlery services;

**Cruise Ship Terminal Transit Berth**, which means a basic facility for cruise ship to dock at and passengers to disembark on day trips. With the exception of the dock, minimal infrastructure required;

**Ferry Terminal (Small)**, which means a terminal for passenger only ferries that require limited amount of infrastructure. Typically a dock, waiting area and a small office;

**Ferry Terminal (Medium)**, which means a passenger and vehicle terminal for a single ferry route, with a lower capacity vessel. Typically includes a smaller parking area with limited facilities;

**Ferry Terminal (Large)**, which means large passenger and vehicle terminals for coastal ferry service. Extensive parking area, passenger drop-off, short term parking, waiting room, café, ramps and lighting;

**Float Plane Terminal (Small)**, which means a small float plane terminal, with one dock, possibility of an office, limited number of flights a day (less than 10);

**Float Plane Terminal (Large)**, which means a large float plane terminal for regular scheduled services (more than 10 flights a day). Requires waiting room, office, parking, several docks;

**Heliport (Small)**, which means a helipad for unscheduled service (less than 10 flights a day). Facilities include a helipad and parking. An office or waiting room would be optional;

**Heliport (Large)**, which means a terminal for regularly scheduled helicopter departures and arrivals, as well as charter flights (more than 10 flights a day). Facilities include offices, waiting room and parking; and

**Pocket Cruise Terminal**, which means a wharf where pocket cruise ships and large charter boats can dock. May include a small terminal building and parking for a limited number of buses and delivery trucks. Charter boats tend to operate at night.

**Marine Cargo Terminal** means and includes all of the following uses:

**Deep Sea Terminal: Dry bulk**, which includes coal, grain, potash, sulphur, metal ores and concentrates. Product is delivered to terminal by train and temporarily stored on site prior to being loaded onto the ship. Products can be stored in silos (grain), sheds (potash) and out open to the elements (coal and sulphur);

**Deep Sea Terminal: Liquid bulk**, which includes petroleum, petrochemicals and edible oils. Products arrive by pipeline (petroleum) or rail car (edible oils and petrochemicals). Goods are stored in large tanks prior to being loaded onto ships;

**Deep Sea Terminal: Break bulk**, which includes forest products (lumber, pulp & wood panels) and steel. The majority of products arrive by rail car and are stored in warehouses prior to being loaded onto the ship;

**Deep Sea Terminal: Container**, which means a terminal for the transshipment of containerized cargo. Containers arrive by rail and truck and are sorted in a container yard prior to being loaded onto ships; and

**Marine Cargo Terminal**, which means a terminal where a broad range of goods and equipment are loaded/unloaded for transport to coastal communities. Goods are delivered to the terminal by truck and are then transferred onto coastal vessels and barges for short sea shipping.

**Maintenance, Works Yards & Utilities** means and includes all of the following uses:

**Public Utilities/Installations/ROWs**, which typically includes port land leased to public utilities for sewer lines, hydro lines, cell phone masts etc.;

**Oil Spill Cleanup and Marine Emergency Services**, which means a facility where supplies and equipment for oil spills and marine emergencies can be stored and easily accessible. Supplies may be stored in a shed or small warehouse. May include a ramp to the foreshore for easy access to the waterfront. Boats may be moored at nearby dock facility; and

**Works Yard**, which means a facility where public works vehicles, goods and supplies are stored. Typically includes a garage for maintenance and repair of vehicles. Large lot is used to store bulk goods such as sand and gravel. Often a waste transfer facility is also included in this type of operation. May be located on the water to allow barged gravel and sand to be delivered cost effectively.

**Port Marine Services** means and includes all of the following uses:

**Ship Chandlery**, which means a business that specializes in supplying supplies such as food and ship accessories to vessels (cruise ships, freighters). May require a warehouse, foreshore access, office and parking;

**Vessel Storage**, which means a dock or upland parcel located near the foreshore where more than ships can be stored. Facility may require a small office for security personnel. Vessel storage is often an accessory use (i.e., it is adjacent to a shipyard but can be a use in its own right), could also be a facility where pleasure craft are stored;

**Marine Taxi**, which means a foreshore facility, including docks and wharf for mooring of marine taxis. Requires parking area for employees and passengers;

**Container Storage**, which means an off-dock facility where empty containers are stored;

**Container Repair**, which means an off-dock facility where empty containers are stored, repaired and serviced;

**Vehicle and Equipment Storage**, which means a facility where port related vehicles and equipment are stored. Permanent facilities would likely require a storage shed;

**Warehousing/Packaging & Distribution/Container Freight Station/Off Dock Facility/Reload Facility**, which means a warehousing facility where cargo is loaded (stuffed) or unloaded to/from containers. Containers can arrive by either rail or truck and are then transferred to a deep sea terminal or inter-modal yard for transshipment;

**Tug and Barge Towing Operations**, which means an upland and foreshore facility where cargo is transferred from the upland to a barge via a barge ramp, and vice versa. Includes a dock for the moorage of the barge, an office and a parking lot for employees and delivery trucks;

**Handling/Transfer of Marine Waste**, which means a facility where waste products from marine vessels are stored, sorted and transferred to landfills or recycling depots; and

**Transshipment Facility: Grain**, which means an operation that transfers grain from rail cars to containers. Grain is delivered to the facility by rail and transferred into a silo for temporary storage. Empty containers are delivered to the site, a liner is inserted into the container and grain is deposited. The container is then transferred by truck to a container terminal. Facility requires rail spur, office, grain silo, and container storage yard.

**Transportation Services** means and includes all of the following uses:

**Weighing or Inspections Station**, which means a Provincial Government facility located on major truck routes, where trucks are weighed and inspections are undertaken to determine roadworthiness. Could be an electronic system such as “weigh in motion”;

**Truck Terminal**, which means a facility where cargo carried by trucks is unloaded/loaded prior to trans-shipment. Typically requires a warehouse for the storage of goods;

**Rail Line**, which means a single or double rail line that carries freight or passenger traffic;

**Truck or Bus Staging Area**, which means designated areas, located off main roads, where trucks or buses wait before entering a Port terminal. Typically used during the day to avoid congestion on roads around terminal facilities; and

**Rail Yard**, which means a series of rail tracks that are used to temporarily store rail cars. Rail yards are used to sort cars and combine cars to create a full train. Can take the form of various shapes and lengths.

**Port Related Commercial** means and includes all of the following uses:

**Marine, Boat & Yacht club**, which means a facility where pleasure craft are docked. Can include both permanent and temporary moorage for sail boats and coastal pleasure craft. Upland facilities usually include an office and or restaurant;

**Marine Fueling Installation**, which means a floating facility where pleasure craft and commercial marine craft can buy fuel. Typically includes a store;

**Marine Education, Research**, which means marine research facilities that require a direct access to the foreshore. Includes laboratories, classrooms and offices;

**Moorage for Boat, Fish Boat and Other Watercraft**, which means a facility that provides moorage on a day-to-day basis. Includes a dock, floats and an office. Majority of facility located on foreshore, may include an upland component for parking;

**Marine Sporting Goods & Equipment, Boat Sales & Service, Marine Related Sales**, which means a retail store that sells marine sporting goods and equipment such as fishing rods, life jackets, kayaks etc. Typically located in a waterfront setting;

**Charter Boat/Sport Fishing**, which means charter tour boats and sport fishing charters that provide services from a marina. Typically do not require an on site office or additional facilities;

**Fish Auction and Sales**, which means a facility where fish are unloaded from vessels and auctioned or sold. May require a dock and a warehouse for fish to be temporarily stored. Once fish are sold, they are loaded onto trucks and taken to their final destination; and

**Commercial Business Serving Maritime Workforce**, which means services directed towards seafarers and the maritime workforce.

**Port Related Industrial** means and includes all of the following uses:

**Fish Off-loading, Processing & Packaging**, which means a facility where fish are processed, packaged and distributed. Typically includes a dock for fishing boats to unload their cargo and a large warehouse structure. Requires warehousing for cold storage and shipment of fish products and employee parking;

**Cold Storage Plant/Facilities**, which means a facility where perishable products are stored prior to shipping. Some processing can also take place in these facilities. Requires a warehouse style building;

**Ship Boat Building/ Repair/Dry Dock: Small**, which means a facility where smaller vessels are repaired and or built. Includes smaller passenger only ferries, large sail boats and fishing boats. Requires a prefabrication shop and an outdoor assembly area;

**Ship Boat Building/Repair/Dry Dock: Large**, which means a facility where vessels are repaired and /or built. Typically centered around larger vessels such as ferries, cruise ships and freighters. Requires a fabrication shop, dry dock, wharfage and outdoor assembly areas;

**Marine Equipment Repair, Service and Manufacturing**, which means a facility where marine equipment such as engines are repaired. Typically requires a fabrication shop/ small warehouse as a structure. May require water access to service boats directly on the foreshore;

**Manufacturing and Processing of Products & Goods: Grain Terminal**, which means a port facility where grain is transferred from grain cars into storage silos. It is then processed and cleaned prior to being loaded onto bulk grain containers. Facility requires a rail yard, deep sea access for ships, and storage areas for grain;

**Manufacturing and Processing of Products & Goods: Processing of Forest Products**, which typically includes sawmills and planer mills. Facilities include a log storage area, a mill, an office, maintenance building and warehouse;

**Manufacturing and Processing of Products & Goods: Pulp and Paper Manufacturing**, which means a large heavy industry site where wood chips are turned into fibre and transformed into kraft and newsprint. Requires a large site, with multiple buildings, chip storage, warehouses, kraft and paper mills, maintenance facility;

**Manufacturing and Processing of Products & Goods: Chemical Manufacturing**, which means a facility where chemicals are manufactured into a range of products. Typically includes a rail yard, tank farm and manufacturing facility;

**Manufacturing and Processing of Products & Goods: Asphalt, Tar and Tar Products**, which means an industrial plant that produces asphalt for road construction. May also produce tar for roofing and tar related products. Requires a silo to store aggregate and storage tanks for tar. Batch plant required to mix the aggregate and tar together;

**Manufacturing and Processing of Products & Goods: Cement, Lime, Gypsum, Plaster of Paris Batch Plants**, which means an industrial complex that produces cement. Requires limestone to be ground down to dust. The limestone is mixed with additives and baked in a kiln. Crushed gypsum is then added to the mix and the final product is stored in a silo. The cement is then transferred to trucks, or packaged on site and stored in a warehouse;

**Manufacturing and Processing of Products & Goods: Petroleum Refining, Manufacturing and Processing**, which means a facility where crude oil is processed into petroleum and various by-products. Requires a large tank farm and processing facilities. Typically requires a deep sea berth for ships;

**Manufacturing and Processing of Products & Goods: Animal Rendering**, which means a facility where inedible products from the animal processing industry are recycled into protein meals, fats and oils. Requires a rail yard, storage tanks, processing building, office and warehouse; and

**Manufacturing and Processing of Products & Goods: Concrete Batch Plant**, which means a facility which makes concrete by mixing cement with aggregate and water. This includes a concrete mixing facility with silos, aggregate storage bins, a barge berthing and unloading facility, materials handling conveyors and an office and maintenance building.

**Port Marine Related Administrative Use** means and includes all of the following uses:

**Port Authority Use**, which means land used by the Port Authority to support its operations. Can include maintenance facilities, storage areas and docks;

**Coast Guard and/or Navel Operations**, which means facilities used by the Coast Guard or Canadian Forces for their operations. Typically includes a dock, offices and warehousing for equipment;

**Marine Surveying and Engineering Offices**, which means offices for marine surveying and engineering which require close proximity to the foreshore for the docking of boats and transfer of equipment;

**Marine/Terrestrial Habitat or Conservation**, which means specific areas within the Port set aside for wildlife habitat or for ecological purposes. May include an interpretation center;

**Training Facilities**, which means facilities where port employees can receive training on specialized equipment such as cranes, forklifts, gantries, trucks. Requires a training center and open space to accommodate the movement of equipment; and

**Fire Protection, Police and Security Services & Operations**, which means office and storage facility where police, fire department and/or custom officers monitor activity on the waterfront. Typically includes an office, storage area for specialized equipment (i.e. container scanners) and parking. It may also include a marine component with dock and boat shed.

4 Guidelines Pertaining to the Regulations of the CD-1 By-law

4.1 Height

Figure 2 illustrates six separate height areas, determined through an analysis of escarpment elevations and existing views of Burrard Inlet and the North Shore. The height guidelines are intended to preserve the majority of mountain views and as much water view as possible in each area, while permitting flexibility for PMV to respond to growth demands.

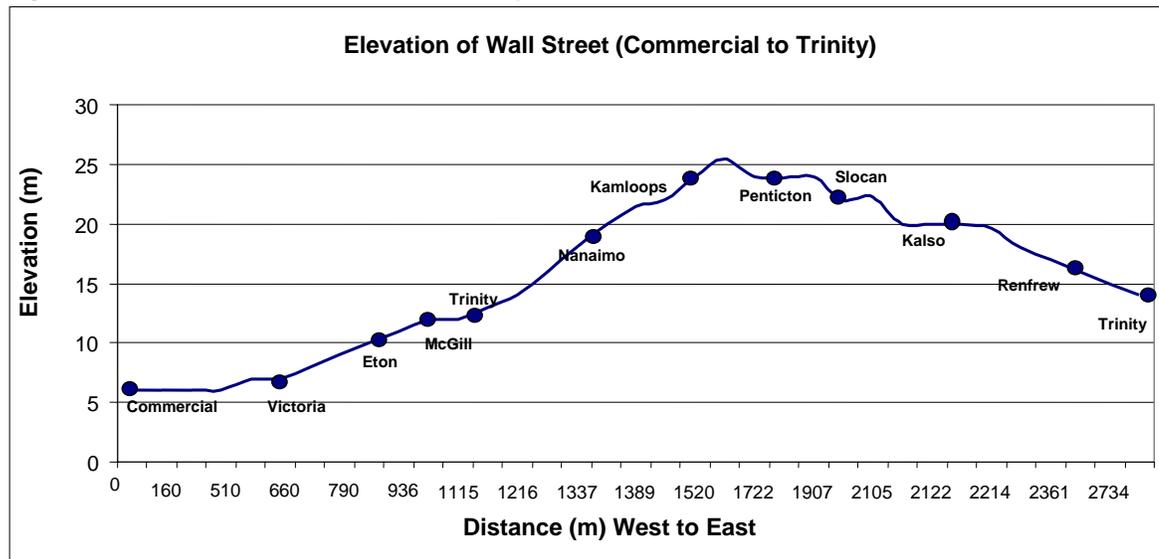
Figure 2. EVPL Area-by-Area Height Guideline Limits



As shown in Figure 3, elevation differences between the escarpment and Port lands vary significantly, impacting opportunities for view preservation. As a result, some loss of water views is possible, with precise impacts depending on both elevation and on-site building location.

For the purposes of these policies and guidelines, height is measured as the vertical distance that the building extends above the base surface.

Figure 3. Cross Section of the Wall Street Escarpment



#### 4.1.1 Building Height

- (a) Heights up to 13.7 m (45 feet) may be considered in Area 1;
- (b) In order to preserve mountain and water views, heights up to 10.7 m (35 feet) may be considered in Area 2;
- (c) In Area 3 (east of Nanaimo), a rising escarpment permits consideration of heights up to 16.8 metres (55 feet) while achieving the same view protection objectives as in Area 2;
- (d) In Area 4 (between Slocan and Kaslo), heights up to 13.7 metres (45 feet) may be considered;
- (e) For Area 5 (east of Kaslo), heights up to 10.7 metres (35 feet) may be considered;
- (f) Area 6 contains Cascadia Grain terminals and New Brighton Park. A view analysis should be provided if substantial change occurs such as redevelopment or the addition of more grain terminals;
- (g) New development with significant portions of structures (e.g. conveyors, silos, towers) above 10.7 metres (35 feet) should generally be located in Areas 1, 3 and 4;
- (h) Where new development requires height above the height guideline limit, and the use is a compatible use, the proposed use will be treated as a Less Compatible Use. A view analysis will be required to determine the magnitude of the view encroachment and how the design of the structure or building responds to the local environment;
- (i) Where a portion of a structure needs to be above the height guideline limit, a view analysis will determine whether view benefits can be realized by reducing the height of the remainder of the structure by an equivalent amount to achieve an average height that meets the guidelines;
- (j) In Areas 1 through 5, heights above the guideline limits should normally be considered only for structures occupying a small portion of any site (such as loading towers) and should be limited to a maximum width of 12 metres (40 feet) in most instances. Where functional requirements can be shown to require greater width, an increase in this maximum width may be considered where view impacts are limited; and
- (k) In the following instances existing structures would be “grandfathered” and would not need to comply with the height guidelines:
  - (i) Where a structure is partly or entirely destroyed by fire it could be rebuilt if the form of the new structure did not increase view impacts;
  - (ii) Where the use on the site remains the same but the structure has reached the end of its useful life it could be rebuilt if the form of the new structure did not increase view impacts; and
  - (iii) Where the use on the site changes, an existing structure could remain.

#### 4.1.2 Container Height

Containers also create view impacts from the escarpment but differ from buildings since their view impacts change as containers are moved frequently. Containers have standard heights of either 2.6 metres (8.5 feet) or 2.9 metres (9.5 feet). While heights of stacked containers will generally respect the height guidelines, stacking taller containers may result in heights slightly above guideline limits in some areas.

- (a) In areas with guideline limits of 10.7 metres (35 feet), stacking of four taller containers can be considered up to 11.6 metres (38 feet); and
- (b) In areas with guideline limits of 13.7 metres (45 feet) or more, stacking of five taller containers can be considered up to 14.5 metres (47.5 feet).

### 5 Architectural Components

#### 5.1 Exterior Walls and Finishing

- (a) The design aesthetics of new structures should be optimized through high quality industrial materials, colour, detailing, landscaping and general design to reduce the obtrusiveness and minimize the visual impact of the structure;
- (b) Leases with owners of new structures should contain provisions to ensure a high standard of exterior maintenance for the life of the structure; and
- (c) Owners of existing structures will be encouraged to maintain a similar high standard of exterior maintenance.

## **5.2 Lighting**

- (a) Applications for new development within the EVPL should include a lighting plan that ensures new light fixtures provide no more than the minimum lighting needed for the intended purpose, considering nationally recognized standards; and
- (b) Ensure that the lighting level is the minimum required to ensure safety and security and that it points north or is shielded as much as possible to reduce impacts on residential properties located to the south.