



NEW TOOLS FOR VIEW CONTROLS IN CANADA'S CAPITAL

SURP 824 REPORT 2016



NEW TOOLS FOR VIEW CONTROLS IN CANADA'S CAPITAL

PRESENTED BY:

RABIYA ADHIA | PAUL BELL | JONATHAN BYRD | CAITLIN CARMICHAEL |
EMILIE COYLE | SARAH CRANSTON | OLIVIA FORTENBACHER | HENNA HOVI
AIDAN J. KENNEDY | LESLEY MUSHET | NATALIE PULCINE

SURP 824 Project Course
December 2016
School of Urban and Regional Planning
Department of Geography and Planning
Queen's University

In Partnership with:
National Capital Commission



The contents of this document do not necessarily reflect the view and policies of the National Capital Commission. The contents reflect solely the advice and views of the Queen's University School of Urban and Regional Planning authors as part of the SURP 824 Project Course.

EXECUTIVE SUMMARY

INTRODUCTION

The report entitled *New Tools for View Controls in Canada’s Capital* was produced by the project team: a group of eleven second-year graduate students from Queen’s University’s School of Urban and Regional Planning. This report was produced over the span of four months from September to December of 2016, and is the result of a close partnership and collaboration between the project group and the National Capital Commission. Dr. David L.A. Gordon, Director of the School of Urban and Regional Planning acted as a mentor to help guide and direct this report.

OBJECTIVE

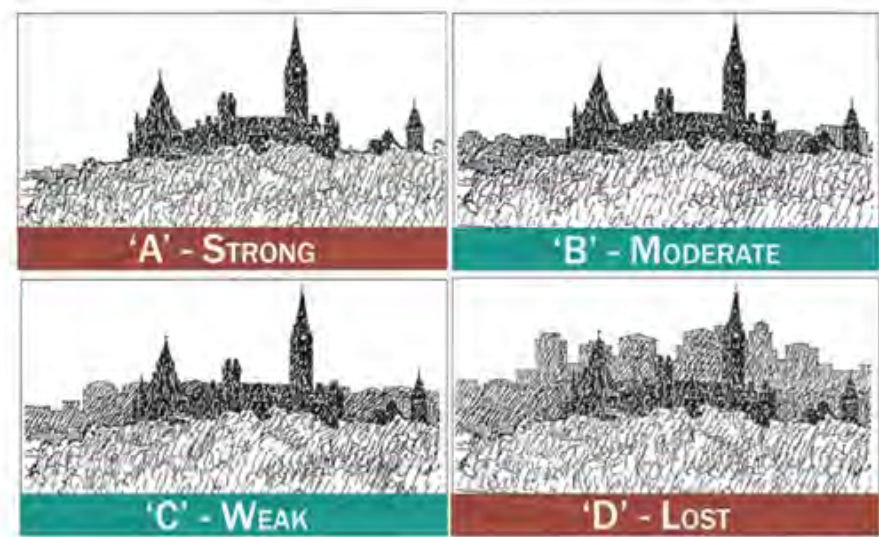
This project was undertaken to create new tools for view control’s in Canada’s Capital to enhance view protection in the National Capital Region. This project also aims to enhance the public’s enjoyment and understanding of view protection initiatives.

POLICY ANALYSIS

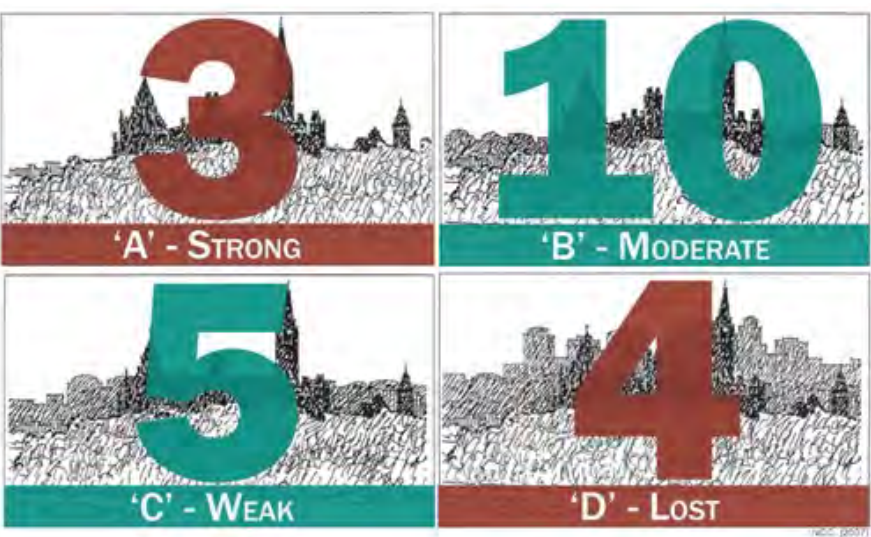
An extensive policy review was undertaken; historical plans were reviewed to give context of the last century of view protection in the capital and current plans from the City of Ottawa, the Ville de Gatineau, and the NCC were analyzed.

EXISTING CONDITIONS

Research for this topic started with field work in order to perform an analysis of existing conditions. The project team travelled to Ottawa on September 16, 2016 to examine each of the 22 viewpoints looking towards the national symbols, as identified in the NCC’s 2007 *Canada’s Capital Views Protection* document. These viewpoints were scattered along Confederation Boulevard in the Capital Core Area. Upon return, views were then analyzed and ranked using a modified version of the system found within the 1993 and 2007 NCC policy documents. From analysis, three viewpoints were considered to be ‘A’ grade, and were thus considered strong views. Ten views were graded ‘B’ and were considered moderate. Five ranked ‘C’ and considered weak, while four were ranked ‘D’ and considered lost. After completion, a strengths, weaknesses, opportunities, and challenges (SWOC) analysis was performed identifying what areas could be investigated to overcome some of the view protection issues that can be improved in the national capital.



Adapted view rating system from the NCC, first used in the 1993 Ottawa Views Report (NCC-CCN, 2007)



Number of viewpoints in each rating category.



Project study area with Confederation Boulevard in white.

SWOC ANALYSIS

	STRENGTHS	WEAKNESSES
INTERNAL	<ul style="list-style-type: none"> Views contribute to a prominent cultural identity Key national symbols have been identified by the NCC Majority of views are obstructed, but not completely lost Integrated pathways and green spaces allow the public to enjoy views NCC has control over the vegetation on their land (to better showcase views; block infrastructure) NCC has approval over design of federally owned buildings on their land 	<ul style="list-style-type: none"> Limited tools for public engagement/public awareness of the national symbols No distinct markers at the viewpoints in Ottawa or Gatineau on NCC property Principles of current sightline protections are based on dated theories, studies and assumptions Inconsistent identification of national symbols Reconstruction of the Parliament Buildings leading to temporary view loss of the Peace Tower and Centre Block
	OPPORTUNITIES	CHALLENGES
EXTERNAL	<ul style="list-style-type: none"> Key viewpoints have been identified by the City of Ottawa City of Ottawa's <i>Official Plan</i> strongly supports view control protection Best practices from other cities can be incorporated into view control for the National Capital Region Mutually beneficial priorities exist between the NCC, Ottawa and Gatineau to form stronger partnerships When priorities align between the NCC and the two municipalities (ex. tourism) partnerships can be formed 	<ul style="list-style-type: none"> Awkward partnerships between the NCC, Ottawa and Gatineau; priorities are aligned differently Political cycle implications Gatineau has limited view control policy Existing built form that interfered with policy Views have been lost due to buildings that are not on NCC lands or that they have control over The cities benefit from intensification, which can lead to blocked or lost view



Photo from viewpoint 11 in front of the Museum of History

PRECEDENT ANALYSIS

To supplement the research completed within the context of the National Capital Region, 41 cities from across the world were investigated as precedents. The list of 41 cities included national capitals, provincial and/or state capitals, in addition to cities which served no capital function. After careful consideration and review of available documents, 13 case studies were chosen and investigated. The 13 case studies were divided into three different view protection methods; blanket height controls, view corridors/cones, and alternative strategies. Case studies also gave insight into practices that work in tandem with view protection, including public engagement and vegetation management. Although cities varied considerably from the National Capital Region, each provided awareness of the different practices that may be investigated or can be implemented in the City of Ottawa and Ville de Gatineau.

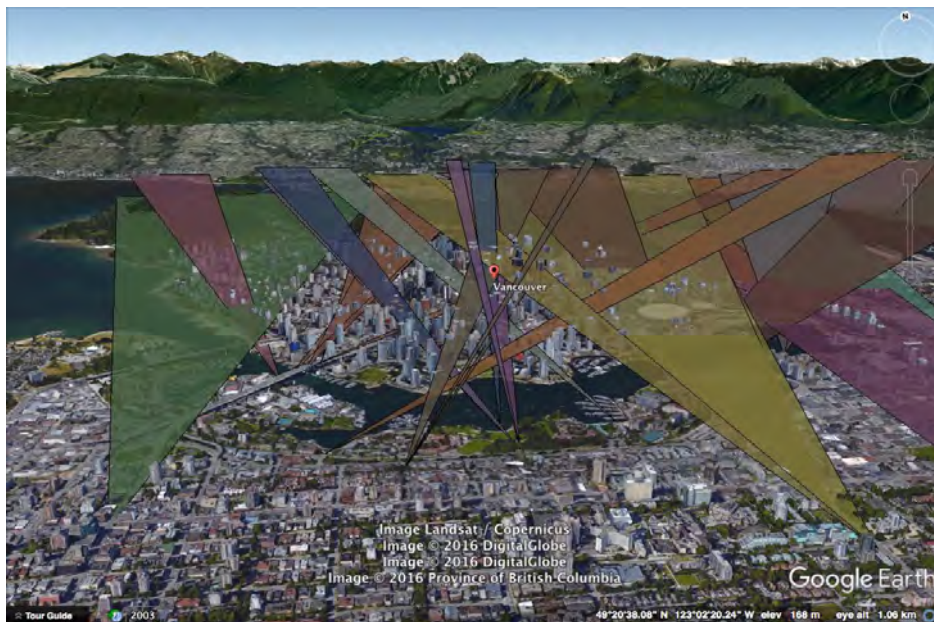


Map demonstrating case studies selected from around the world

- | | | | |
|--|--|--|---|
| 1. Abuja
Federal Capital Territory, Nigeria | 11. Edinburgh
Edinburgh, Scotland (U.K.) | 21. New Delhi
Delhi State, India | 31. Reykjavik
Capital Region, Iceland |
| 2. Austin
Texas, USA | 12. Florence
Tuscany, Italy | 22. New York City
New York, USA | 32. Rome
Lazio, Italy |
| 3. Barcelona
Catalonia, Spain | 13. Guelph
Ontario, Canada | 23. Oxford
Oxfordshire, England (U.K.) | 33. San Francisco
California, USA |
| 4. Berlin
Berlin, Germany | 14. Halifax
Nova Scotia, Canada | 24. Paris
Île-de-France, France | 34. Seattle
Washington, USA |
| 5. Abuja
Bern, Switzerland | 15. Helsinki
Uusimaa, Finland | 25. Philadelphia
Pennsylvania, USA | 35. St. Petersburg
Federal Subject of St. Petersburg, Russia |
| 6. Brasilia
Federal District, Brazil | 16. Islamabad
Islamabad Capital Territory, Pakistan | 26. Portland
Oregon, USA | 36. Stockholm
Södermanland and Uppland, Sweden |
| 7. Brussels
Brussels-Capital Region, Belgium | 17. Kingston
Ontario, Canada | 27. Prague
Prague, Czech Republic | 37. Sydney
New South Wales, Australia |
| 8. Budapest
Central Hungary, Hungary | 18. London
Greater London, England (U.K.) | 28. Pretoria
Gauteng, South Africa | 38. Toronto
Ontario, Canada |
| 9. Canberra
Federal Capital Territory, Australia | 19. Montréal
Québec, Canada | 29. Québec City
Québec, Canada | 39. Vancouver
British Columbia, Canada |
| 10. Chandigarh
Chandigarh (Capital Region), India | 20. Moscow
Central Federal District, Russia | 30. Regina
Saskatchewan, Canada | 40. Washington
District of Columbia, USA |
| | | | 41. Winnipeg
Manitoba, Canada |

BEST PRACTICES

In October, midway through this project course, a midterm workshop was held in Kingston, ON. Various members from the NCC took part, in addition to City of Kingston Planners, students, and other professionals. After completion of the workshop, six cities were identified as best practices. These six cities were then further investigated in depth. From this research, best practices identified included public awareness, public consultation, vegetation management, showcasing of viewpoints, collaboration & partnerships, and the use of novel methodology.



Vancouver's view planes on Google Earth allow people to easily see view obstructions from development (KML data created by Centre for Landscape Research using raw data from Vancouver's Open Data Catalogue, 2010; Google Earth, 2016)

GUIDING PRINCIPLES

After compiling and reviewing all of research, five guiding principles were created that the project team believed should take centre stage in the National Capital Region. Guiding Principles are:



Symbolic primacy: ensuring that the national symbols are of the utmost importance in the National Capital Region;



National identity: protecting the unique sense of identity attached to these symbols;



Public awareness and promotion of views: translating the importance of views to the public realm, as well as enhancing them for the public to use;



Regard for policy: respecting the existing view policies, as well as developing opportunities for the creation of new ones; and finally,



Multi-level collaboration: taking advantage of the opportunities to create partnerships between the public and private sector as well as various levels of government.

RECOMMENDATIONS

The guiding principles were used to create a series of twelve recommendations (in no order of importance)

1. Update and maintain Canada's Capital Views Protection Policy (published in 2007)
2. Expand the definition of the national symbols
3. Implement a federal leasing policy
4. Implement a floor area ratio (FAR) trading policy
5. Implement a development capacity study
6. Redefine the viewpoints and explain the methodology
7. Identify and mark the viewpoints
8. Create an enjoyable environment at the viewpoints
9. Implement a vegetation management policy
10. Increase public consultation through apps and mapping software
11. Increase public awareness
12. Explore 'open data' possibilities



Figure 11-1: Sketch of what a good viewpoint could be. It includes comfortable seating, is clearly marked, and is accessible.

IMPLEMENTATION

To help guide the implementation of the twelve recommendations, a timeline was created identifying short-term, medium-term, and long-term goals. The timeline includes a chart that also identifies responsible stakeholders for each goal.

	Stakeholders	Short Term (1-2 years)	Medium Term (2-5 years)	Long Term (5 + years)	
Federal Government	Government of Canada Agencies			Expand definition of national symbols	
	Public Services and Procurement Canada	Revisit Good Neighbour Policy		Expand definition of national symbols	
	National Capital Commission	Stakeholder Survey and Awareness	Redefining Views & Methodology	Expand definition of national symbols	
		Vegetation Management	Public Consultation (Survey)		
		App Development			
		Viewpoint Identification and Markers	Viewpoint Enhancement		
		Promotion of Views			
		Open Data			
		Evaluation and Initiation of the existing 2007 Canada's Capital Views Protection Plan, in partnership with Ottawa and Gatineau	Maintain 2007 Canada's Capital Views Protection Plan in partnership with Ottawa and Gatineau		
Municipalities	City of Ottawa & Ville de Gatineau	Public Consultation	Floor Area Ratio Trading Policy		
		Vegetation Management			
		App Development	Development Capacity Study		
		Viewpoint Identification and Markers	Viewpoint Enhancement		
		Promotion of Views			
		Open Data			
		Partner with NCC in 2007 Update			
Others	Tourism Industry (Public and private organizations)	App Development	Viewpoint Enhancement		
		Viewpoint Identification and Markers			
		Promotion of Views			
	Developers	Vegetation Management	Viewpoint Enhancement		
	Promotion of Views				

INTRODUCTION

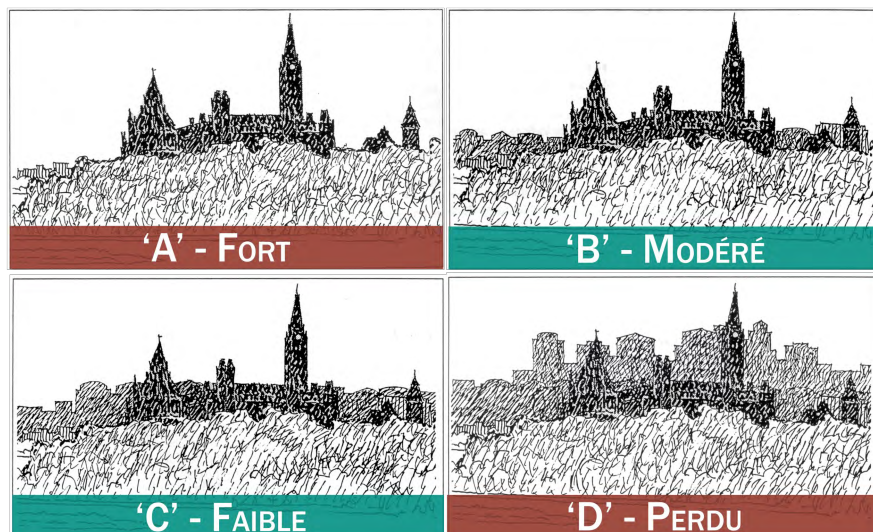
Le rapport intitulé *Les nouveaux outils pour le contrôle de la vue dans la capitale du Canada* est l'aboutissement du projet d'un groupe de onze étudiants de deuxième année de l'École de planification urbaine et régionale de l'Université Queen's. Ce rapport a été produit au cours d'une période de quatre mois, soit de septembre à décembre 2016. Le rapport est le résultat d'un partenariat entre le groupe et la Commission de la capitale nationale. Le Professeur David L. A. Gordon, Ph.D, directeur de l'École de planification urbaine et régionale, a servi de mentor pour orienter ce rapport.

OBJECTIF

Ce projet a été entrepris afin de créer de nouveaux outils de contrôle et de protection des vues dans la capitale du Canada. Ce projet vise également à améliorer la perception et la compréhension du public sur les différentes initiatives de protection de vue.

ANALYSE DE POLITIQUE

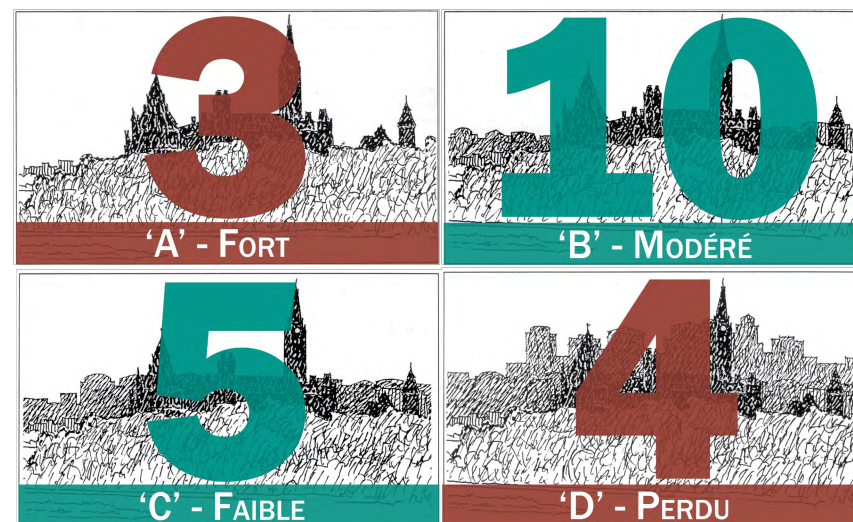
Une étude approfondie des politiques a été effectuée. Les plans historiques du dernier siècle ont été consultés afin d'obtenir un contexte historique des protections des vues dans la capitale, et les plans actuels de la Ville d'Ottawa, de la Ville de Gatineau et que ceux de la CCN ont fait l'objet d'une analyse.



Système de notation adapté par la CCN, utilisé pour la première fois dans le Rapport sur les points de vue d'Ottawa de 1993. (CCN-NCC, 2007)

CONDITIONS ACTUELLES

La recherche sur ce sujet a commencé avec une visite du site pour une analyse des conditions existantes. L'équipe du projet s'est rendue à Ottawa le 16 septembre 2016 pour examiner chacun des 22 points de vue des symboles nationaux, tels qu'identifiés dans le document de 2007 de la CCN intitulé *La protection des vues dans la capitale du Canada*. Ces points de vue étaient disséminés le long du boulevard de la Confédération, dans la zone centrale de la capitale. Au retour, l'équipe a ensuite analysé et classé les points de vue selon une version modifiée du système figurant dans les plans de la CCN de 1993 et de 2007. À partir de l'analyse, trois points de vue ont été considérés comme étant «A» et ont donc été considérés comme des points de vue forts. Dix points de vue ont été notés «B» et considérés comme modérés. Cinq classés «C» et considérés comme faibles, tandis que quatre ont été classés «D» et considérés comme perdus. Une fois terminé, une analyse des points forts, des faiblesses, des possibilités et des défis (FFOD) a été réalisée pour déterminer quels secteurs pourraient être étudiés pour améliorer la protection des vues dans la capitale du Canada.



Points de vues dans chaque catégorie



Boulevard de la Confédération

SWOC ANALYSIS

	FORCES	FAIBLESSES
INTERNE	<ul style="list-style-type: none"> • Principaux symboles nationaux et points du vue on été identifiés • La majorité des vues sont obstruées, mais ne sont pas perdues • Une identité culturelle importante identifié • Des vois intégrées permettent au public de profiter des vues • La CCN contrôle la végétation sur leur terrain et a un pouvoir d’approbation sur ca 	<ul style="list-style-type: none"> • Outils limités pour l’engagement et la sensibilisation du public • Pas de marqueurs distincts aux points du vue • Les théories, études et hypotheses sont datées • Identification inconsistante des symboles nationaux • Reconstruction des bâtiments du Parlement
	OPPORTUNITÉS	DÉFIS
EXTERNE	<ul style="list-style-type: none"> • Principaux points de vue identifiés par Ottawa • Le plan officiel d’Ottawa soutient la protection du contrôle des vues • Les meilleures pratiques peuvent être incorporées dans la ville • Créer plus de partenariats entre Ottawa et Gatineau • Des priorités mutuellement bénéfiques entre la CCN, Ottawa et Gatineau 	<ul style="list-style-type: none"> • Les bâtiments qui ne sont pas situés sur les terrains de la CNN • Des partenariats difficiles entre la CCN, Ottawa et Gatineau • Le cycle et climat politique • Gatineau a des politique de contrôle de la vue limitée • Les formes construites qui interfère déjà avec les vues • Les villes bénéficient d’une intensification de bâtiments



Photo du point de vue 11 au musée de l’histoire

ANALYSE DES PRÉCÉDENTS

Pour compléter la recherche, une étude de 41 villes internationales a été effectuée. La liste des 41 villes comprenait des capitales nationales, des capitales provinciales et d'États, ainsi que des villes qui n'étaient pas des capitales. Après avoir examiné les documents disponibles, 13 ont été choisies pour en faire des études de cas. Les 13 études de cas ont été divisées en trois selon leurs différentes méthodes de protection de vues; Des contrôles de hauteur; des corridors ou cônes; ainsi que d'autres stratégies. Ces études de cas ont également donné un aperçu des pratiques qui fonctionnent en parallèle avec la protection des vues, y compris l'engagement du public et la gestion de la végétation. Bien que les villes diffèrent considérablement de la région de la capitale nationale, chacune a démontré que différentes pratiques peuvent être étudiées ou être mises en œuvre dans la Ville d'Ottawa et la Ville de Gatineau.



Carte qui démontre les précédents

- | | | | |
|--|--|--|---|
| 1. Abuja
Federal Capital Territory, Nigeria | 11. Edinburgh
Edinburgh, Scotland (U.K.) | 21. New Delhi
Delhi State, India | 31. Reykjavik
Capital Region, Iceland |
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| 3. Barcelona
Catalonia, Spain | 13. Guelph
Ontario, Canada | 23. Oxford
Oxfordshire, England (U.K.) | 33. San Francisco
California, USA |
| 4. Berlin
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Nova Scotia, Canada | 24. Paris
Île-de-France, France | 34. Seattle
Washington, USA |
| 5. Abuja
Bern, Switzerland | 15. Helsinki
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Federal Subject of St. Petersburg, Russia |
| 6. Brasilia
Federal District, Brazil | 16. Islamabad
Islamabad Capital Territory, Pakistan | 26. Portland
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Gauteng, South Africa | 38. Toronto
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Central Federal District, Russia | 30. Regina
Saskatchewan, Canada | 40. Washington
District of Columbia, USA |
| | | | 41. Winnipeg
Manitoba, Canada |

LES MEILLURES PRATIQUES

En octobre, après plus d'un mois de travail sur le projet, un atelier a eu lieu à Kingston, Ontario. Divers membres de la CCN ont participé, en plus des urbanistes de la Ville de Kingston, des étudiants et d'autres professionnels. À la fin de l'atelier, six villes ont été identifiées comme proposant les meilleures pratiques. Ces six villes furent ensuite étudiées en profondeur. À partir de cette recherche, les meilleures pratiques identifiées comprenaient la sensibilisation du public, la consultation publique, la gestion de la végétation, la présentation de points de vue, la collaboration et les partenariats ainsi que l'utilisation d'une nouvelle méthodologie.



Les vues de Vancouver sur le programme Google Earth, qui démontre les développements qui encombrent les champs de vision. (KML data created by Centre for Landscape Research using raw data from Vancouver's Open Data Catalogue, 2010; Google Earth, 2016)

PRINCIPES DIRECTEURS

Après avoir compilé et révisé l'ensemble de la recherche, l'équipe du projet a conçu cinq principes directeurs qui, selon elle, devraient occuper un rôle important dans la région de la capitale nationale. Les principes directeurs sont:



Primauté symbolique: S'assurer que les symboles nationaux soient de la plus haute importance dans la région de la capitale nationale;



Identité nationale: Protéger le sens unique de l'identité attachée à ces symboles;



Sensibilisation du public et promotion de points de vue - traduire l'importance des points de vue dans le domaine public, ainsi que leur mise en valeur pour leur fréquentation par le public;



Respect de la politique - respecter les politiques existantes, ainsi qu'étudier la possibilité d'en créer de nouvelles ; et enfin,



Collaboration à plusieurs niveaux - créer des occasions pour des partenariats entre le secteur public et le secteur privé ainsi qu'entre les différents paliers de gouvernement et d'administration.

RECOMMANDATIONS

Ces principes directeurs ont servi à créer une série de douze recommandations (sans ordre d'importance):

1. Mise à jour et maintien de la politique de la protection des vues dans la capitale du Canada (publiée en 2007)
2. Développer la définition des symboles nationaux
3. Mettre en œuvre une politique de location fédérale
4. Mettre en œuvre une politique d'échange du rapport plancher-terrain (RPT) autorisé
5. Mettre en œuvre une étude sur la capacité de développement
6. Redéfinir les points de vue ainsi qu'expliquer la méthodologie
7. Identifier et marquer les points de vue
8. Créer un environnement agréable pour les points de vue
9. Mettre en œuvre une politique pour la gestion de la végétation
10. Augmenter la consultation publique par le biais d'applications et de logiciels de cartographie
11. Développer plus de sensibilisation pour le public
12. Explorer les possibilités de créer une banque de données publique



Dessin de un 'bon' point de vue. Ceci inclue des bancs confortables, ainsi que une chance pour promouvoir la vue.

MISE EN OEUVRE

Pour aider à orienter la mise en œuvre de ces douze recommandations, les objectifs à court, moyen et long terme ont été identifiés dans un calendrier créé à cette fin. Le calendrier comprend un tableau qui identifie également les intervenants responsables pour chaque objectif.

	Intervenants	Court terme (1-2 années)	Terme moyen (2-5 années)	Long terme (5 + années)
Federal Government	Agences du gouvernement du Canada			Développer la définition des symboles nationaux
	Services Publiques et Approvisionnement Canada	Revoir la politique de bon voisinage		Développer la définition des symboles nationaux
	Commission de la Capitale Nationale	Enquête auprès des intervenants	Redéfinir les vues et la méthodologie	Développer la définition des symboles nationaux
		Gestion de la végétation	Consultation publique	
		Développement d'applications		La valeur financière des vues
		Identification et amélioration des points de vue	Amélioration des points de vues	
		Promotion des vues		
		Banque de données		
Évaluation et initiation du plan de 2007 en partenariat avec Ottawa et Gatineau		Maintenir le plan de 2007 en partenariat avec Ottawa et Gatineau		
Municipalities	Ville d'Ottawa et la ville de Gatineau	Public Consultation		Politique de négociation de la ration au sol
		Gestion de la végétation		La valeur financière des vues
		Développement d'applications	Capacité de développement	
		Identification et amélioration des points de vue	Amélioration des points de vues	
		Promotion des vues		
		Banque de données		
		Partenariat avec la CCN pour une mise-à-jour du plan de 2007		
Others	Industrie du tourisme (publique et privé)	Développement d'applications	Amélioration des points de vues	
		Identification et amélioration des points de vue		
		Promotion des vues		
	Agences d'immobilier	Gestion de la végétation	Amélioration des points de vues	
		Promotion des vues		

Queen's University Master of Urban and Regional Planning Project Course

Each year, Queen's University's School of Urban and Regional Planning's project course offers a group of second-year graduate students the opportunity to act as consultants for a partner in the public or private sector. This report is the culmination of the 2016 Land Use Planning and Real Estate project course, in which a team of eleven graduate students worked with the National Capital Commission to produce new tools for view controls of the national symbols in Canada's Capital.

The project course provides students with an experience in creating a report that responds to the clients' needs in intensive conditions that are similar to those of a professional workplace.

Le Cours d'Urbanisme de l'Université Queen's

Chaque année, l'École de planification urbaine et régionale de l'Université Queen's offrent à un groupe d'étudiants en deuxième année de leur maîtrise la possibilité d'agir comme consultants pour un partenaire du secteur public ou privé. Ce rapport est la culmination du projet des étudiants qui spécialisent en planification de l'aménagement du territoire et de l'immobilier. Une équipe de onze étudiants ont collaboré avec la Commission de la capitale nationale pour produire des nouveaux outils pour la protection des vues des symboles nationaux dans la capitale du Canada.

Ce cours permet aux étudiants d'acquérir de l'expérience dans la création d'un rapport pour un client dans des conditions semblables à un environnement professionnel.



Back Row: Paul Bell, Aidan J. Kennedy, Dr. David Gordon, Jonathan Byrd
Front Row: Emilie Coyle, Henna Hovi, Caitlin Carmichael, Rabiya Adhia, Lesley Mushet, Olivia Fortenbacher, Madeleine Demers, Sarah Cranston, Natalie Pulcine, Sophie Acheson

ACKNOWLEDGEMENTS

The project team would first like to thank Dr. David L.A Gordon of the School of Urban and Regional Planning at Queen's University. Dr. Gordon's continued feedback, expertise and availability at almost any time of the day, helped make a complicated Project Course a success. The project team would also like to recognize his unwavering support for the team.

We would also like to thank Madeline Demers, OAQ, OUQ, and Sophie Acheson, MCIP, RPP from the National Capital Commission. Both Madeline and Sophie provided the project team with a clear sense of direction as well as valuable guidance.

We also acknowledge the countless number of professionals and stakeholders who provided valuable information, feedback, and ideas throughout our communications and interviews, specifically those from: City of Ottawa, Halifax Regional Municipality, University of British Columbia, City of Vancouver, Private Consulting Firm in Portland, City of Portland, and the City of Guelph.

Special thanks are extended to John Abel FRAIC, and Professor John Danahy, as well as Professor Robert Allsopp for the depth of their knowledge and willingness to share it with our team.

Angela Balesdent, Kathy Hoover, and Jo-Anne Tinlin for their administrative and logistical support.

We would also like to thank our workshop participants, for their support, expertise, feedback and enthusiasm: Robert Allsopp (DTAH), Greg Newman MCIP, RPP, and Chris Wicke MCIP, RPP (City of Kingston), Patrick Bunting (National Capital Commission) and Anthony Clements-Haines, Emily Goldney, Kevin Keresztes, Sarah Liberia, Ellie Meiklejohn, Malcom Norwood, Megan Robidoux, and Tyler Venable (Queen's University Students).

Thank you,

Rabiya Adhia, Paul Bell, Jonathan Byrd, Caitlin Carmichael, Emilie Coyle, Sarah Cranston, Olivia Fortenbacher, Henna Hovi, Aidan J. Kennedy, Lesley Mushet, and Natalie Pulcine

RECONNAISSANCES

L'équipe du projet aimerait premièrement remercier le Dr David L. Gordon de l'École d'aménagement et d'urbanisme de l'Université Queen's. La rétroaction, l'expertise et la disponibilité continue du Dr. Gordon ont contribué grandement à la réussite du projet. Ont souhaité également à reconnaître son soutien pour l'équipe.

Nous tenons également à remercier Madeleine Demers, OAQ, OUQ, et Sophie Acheson, MCIP RPP de la Commission de la capitale nationale. Madeline et Sophie ont fourni à l'équipe du projet de l'orientation ainsi que des conseils précieux.

Nous reconnaissons également l'innombrable nombre de professionnels et d'intervenants qui ont fourni des informations, des commentaires et des idées à travers de nos communications et nos entrevues, en spécifique: La ville d'Ottawa, Municipalité de Halifax, Université de la Colombie-Britannique, la ville de Vancouver, Consultant privé de Portland, ville de Portland, et la ville de Guelph.

Nous tenons à remercier tout spécialement John Abel FRAIC et le professeur John Danahy , et le professeur Robert Allsopp, pour leurs renseignements et leurs aide.

Angela Balesdent, Kathy Hoover et Jo-Anne Tinlin pour leur soutien administratif et logistique.

Nous aimerions également remercier les participants de notre atelier pour leur soutien, leur expertise, leur rétroaction et leur enthousiasme: Robert Allsopp (DTAH), Greg Newman MCIP, RPP et Chris Wicke MCIP, RPP - Ville de Kingston, Patrick Bunting BLA, MLA - Commission de la capitale nationale et Anthony Clements-Hains, Emily Goldney, Kevin Keresztes, Sarah Libera, Ellie Meiklejohn, Malcom Norwood, Meghan Robidoux et Tyler Venable – Élèves de l'université Queen's

Merci,

Rabiya Adhia, Paul Bell, Jonathan Byrd, Caitlin Carmichael, Emilie Coyle, Sarah Cranston, Olivia Fortenbacher, Henna Hovi, Aidan J. Kennedy, Lesley Mushet, and Natalie Pulcine

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GLOSSARY OF TERMS

Benefit Capacity

A planning tool that gives a developer the ability to accommodate additional residential floor space on the available development sites in the downtown area to allow for bonuses, rezoning, and transfers; the ability to increase the density of a building into a view corridor if they agree to provide public benefits in exchange (Vancouver, 2016).

Blanket Height Control

A view protection tool that establishes a single and broadly applicable maximum permitted height of any new development within a designated area. Usually listed in metres above the ground or metres from sea level.

Buffer Zone

An area of land designated for view protection achieved by utilizing various planning tools such as height limits, zoning and/or development restrictions.

Capitol

A group of buildings in which the functions of government are carried out.

Central Capital Landscape

The symbolic centre of the of the Capital Core, including the Parliament Buildings as well as the Supreme Court, Major’s Hill Park, and green space on the Gatineau waterfront.

Community Design Plan (CDP)

A plan developed for a community or neighbourhood in the City of Ottawa that will undergo significant change. The Community Design Plan guides change and will translate the principles and policies of the Official Plan to the community scale.

Core Area

The area that includes the downtown cores of both the City of Ottawa and the Ville de Gatineau.

Cultural Landscape

A geographic area, including both cultural and natural resources exhibiting cultural or aesthetic values.

Federal District Commission (FDC)

The Federal District Commission was established by Prime Minister Mackenzie King in 1927 to supersede the Ottawa Improvement Commission.

Federal Plan Commission (FPC)

The Federal Plan Commission was appointed by Prime Minister Robert Borden in 1912 to prepare a comprehensive plan for Ottawa and Hull. It was chaired by Herbert Holt, and retained Chicago architect Edward Bennet as its primary consultant. The FPC is also referred to as the Holt Commission.

Floor Space Index (FSI)

The ratio of the gross floor area of a building to the total area of the lot on which the building is located. Also known as Floor Area Ratio (FAR).

Gross Floor Area (GFA)

The total area of each floor whether located above, at or below grade, including: shared mechanical and service equipment, commons hallways, stairwells, elevator shafts, landing, steps and other voids, common washroom, laundry, storage, amenity, parking and loading space.

Holt Commission

The Holt Commission was a nickname given to the Federal Plan Commission of which Herbert Holt was the Chair. See the definition for FPC.

Kinetic

Depending on movement for a desired viewing effect.

National Capital Commission (NCC)

The National Capital Commission is a federal Crown corporation created by Canada’s Parliament in 1959 under the National Capital Act. The NCC’s mandate is to plan, develop and conserve Canada’s Capital Region, which is a source of national pride and significance for the entire country. Its predecessors were the Federal District Commission, established in 1927, and the Ottawa Improvement Commission, established in 1899 (NCC, n.d.).

National Capital Region (NCR)

The official federal designation for the Canadian capital, including the City of Ottawa, Ontario, the neighbouring Ville de Gatineau, Quebec, and surrounding urban and rural communities, under the authority of the NCC, as per the National Capital Act.

National Symbols

The Parliament Buildings and other major public buildings and physical landforms within the Parliamentary Precinct and around Confederation Boulevard.

GLOSSARY OF TERMS

Official Plan

In Ontario, the Official Plan (OP) contains goals, objectives, and policies established primarily to manage and direct physical change and the effects on the social, economic, and natural environment of a municipality. The Quebec equivalent of the Official Plan is termed the Plan d'urbanisme.

Ottawa Improvement Commission

The Ottawa Improvement Commission (OIC) was established by Prime Minister Sir Wilfred Laurier in 1899 with the intention of improving parks, streets, and acquiring land area in an effort to improve the image of Ottawa. The OIC was replaced by the Federal District Commission in 1927.

Parliamentary Precinct

The Parliamentary Precinct is home to Canada's democratic and judicial systems, which includes the Supreme Court of Canada, as well as the Parliament Buildings. It is bound by the Rideau Canal to the east, the Ottawa River to the north, Wellington Street to the south and the Portage Bridge to the west.

Protected Viewpoint

Best or most favorable place for the view to be gained; the location is protected as it provides the greatest appreciation of its heritage values due to the composition of the view and the associations of the point from which it is seen.

Public Services and Procurement Canada (PSPC)

Public Services and Procurement Canada is a department of the government of Canada responsible for the administration of federal real property. Formerly called Public Works and Government Services Canada (PWGSC).

Real Property

Any right, interest or benefit in land, which includes mines, minerals and improvements on, above, or below the surface of the land.

School of Urban and Regional Planning (SURP)

Queen's University's planning school in Kingston, Ontario, which offers a 2-year Master of Planning program (M.Pl) that is accredited by the Ontario Professional Planners Institute (OPPI) and the Canadian Institute of Planners (CIP).

Silhouette

The dark shape and outline of something visible in restricted light against a brighter background.

Study Area

The Study Area, as determined by the Project Team, consists of Canada's Capital Core Area with a particular focus on the 'Central Capital Landscape', which includes the Ottawa River and water's edge; the escarpment and higher riverbanks on which the National Symbols are located; and the ceremonial ring of Confederation Boulevard

Transit-Oriented Development (TOD)

High-density developments, with a mix of residential, commercial, office, and/or other uses within 600m of a major transit station. These are often integrated with active transportation networks.

View Controls

A set of policies and/or guidelines that aim to protect views of the national symbols, natural features, or other landmarks.

View Corridor/View Cones

The line-of-sight encompassing the three-dimensional area between the viewpoint and the object or scene being viewed. View corridors are commonly referred to as view cones in European settings.

View Sequence

A sequence of views of a significant building and/or landscape feature from a series of vantage points along a path or road, such as the sequence of views of the Parliament Buildings and other national symbols from Confederation Boulevard.

Zoning By-law

A Zoning By-law divides the municipality into different land use zones, with detailed maps. The Zoning By-law specifies the permitted uses (e.g. commercial or residential) and the required standards (e.g. building size and location) in each zone. The Zoning By-law is termed the Règlements de zonage in Quebec.

ANATOMY OF A VIEWSHED

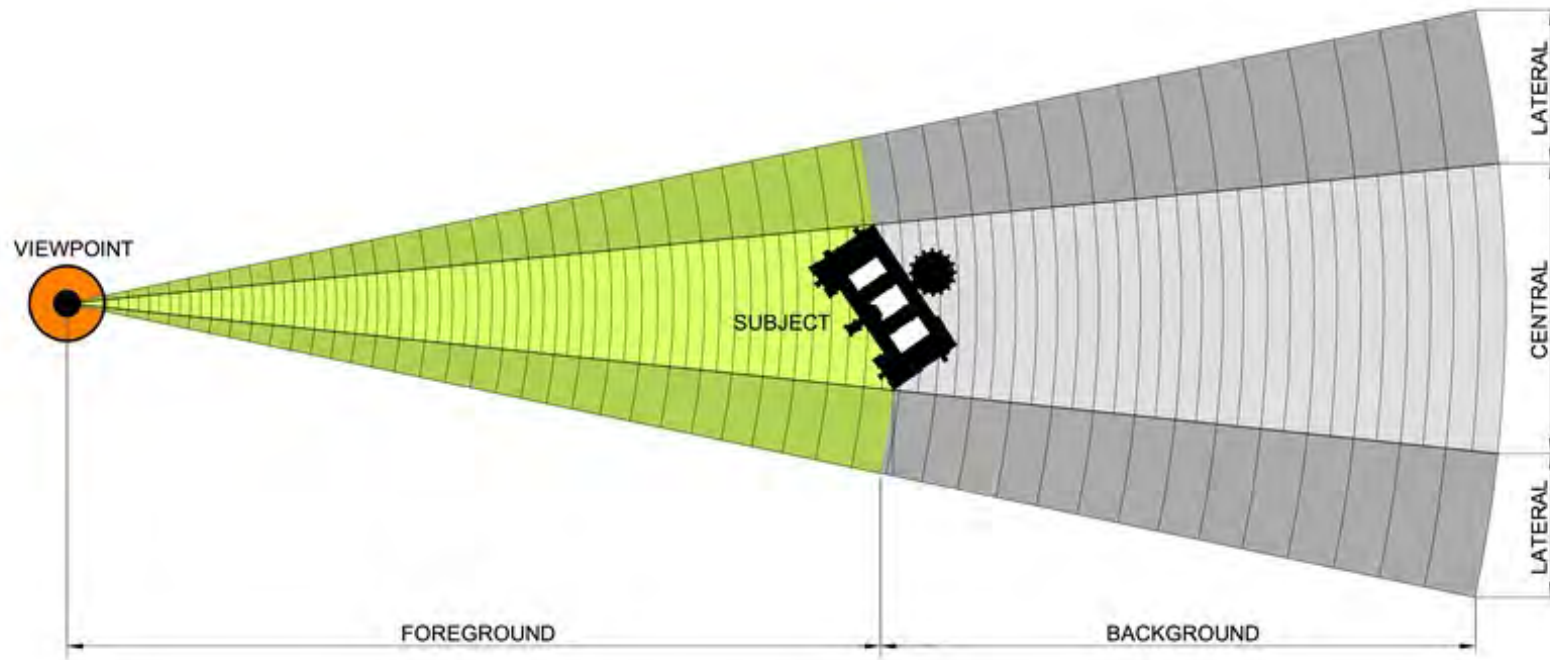


Figure 1 Anatomy of a Viewshed (Source: NCC, 2007)

Background

The area that is visible behind the subject of an image or scene.

Foreground

The area of a scene that is between the viewer and the subject.

Viewpoint

The point from which a viewer observes the subject of a scene.

Viewshed

All aspects of a view. This includes the viewpoint, foreground, background and subject.

LIST OF ACRONYMS

CBD	Central Business District
CIP	Canadian Institute of Planners
CDP	Community Design Plan
FAR	Floor Area Ratio
FDC	Federal District Commission
FPC	Federal Plan Commission
FSI	Floor Space Index
GFA	Gross Floor Area
NCC	National Capital Commission
NCR	National Capital Region
OIC	Ottawa Improvement Commission
OP	Official Plan
OPPI	Ontario Professional Planners Institute
PSPC	Public Services and Procurement Canada
PWGSC	Public Works and Government Services Canada
SURP	School of Urban and Regional Planning
SWOC	Strengths, Weaknesses, Opportunities, and Challenges
TOD	Transit-Oriented Development

1

Introduction





1.1.1 PURPOSE OF REPORT

The National Capital Commission (NCC) wishes to develop improved planning tools to control iconic views of Canada's national symbols, consistent with its mandate to plan and manage federal lands wisely and sustainably on behalf of all Canadians. The national symbols are broadly defined as the Parliament Buildings and other major public buildings, monuments and physical landforms within the Parliamentary Precinct and around Confederation Boulevard.

Maintaining and modernizing view control tools is one of the NCC's current planning priorities given the recent intensification and development pressures in downtown Ottawa and Gatineau, including an increasing number of proposals for high-rise buildings. The NCC has retained the SURP 824 project team to research view control techniques used in other capitals and selected cities that could be useful precedents for Canada's Capital. The purpose of this report is to suggest new approaches and tools to improve view controls in Ottawa and Gatineau, and recommend means of representation to enhance communication and public perception of view control policies. The research will analyze historic and existing views, theories of views, policies in all relevant jurisdictions, and develop recommendations to ensure the successful implementation of view control policies, including effective communication to the public of these policies.

1.1.2 REPORT OUTLINE

The next chapter (Chapter 2) will examine a history of views and lost views. Chapter 3 highlights theoretical planning and design concepts that are relevant to the research. Chapter 4 provides a review of view control policies in the National Capital Region. Chapter 5 outlines the stakeholders involved with view protection in the National Capital Region, including their perceived needs and interest in view protection tools for the national symbols. Chapter 6 evaluates the existing conditions of view protection in the National Capital Region. Chapter 7 analyzes the strengths, weaknesses, opportunities and challenges of the project and with view protection in the National Capital Region more broadly. Chapter 8 analyzes contemporary public awareness of views in the National Capital Region, both in terms of current involvement and awareness, and tools to enhance such behavior moving forward. Chapter 9 summarizes precedents of view protection controls and guidelines from 13 North American and international cities. Chapter 10 streamlines the content of the prior chapter, and highlights view protection best practices from six cities who can serve as examples for the National Capital Region. The project team's recommendations are provided in Chapter 11, Chapter 12 includes the implementation strategy.



Figure 1-1: Parliament Hill as an idealized landscape (Grant, 1882)

1.2 BACKGROUND

1.2.1 STUDY AREA: THE CORE AREA OF CANADA'S CAPITAL

The Core Area of Canada's Capital Region is the primary study area for this report (see Figure 1-2). The Core Area is located in the centre of the Ottawa-Gatineau metropolitan area, and spans the two municipalities along with the provinces of Ontario and Québec.¹ The existing natural landscape includes unique waterways, an elevated escarpment on which major national symbols are situated, built urban environments, and interlocking public open spaces. The Ottawa River flows through the centre of the Core Area, and is a focal point of the natural landscape.

Confederation Boulevard is a key structural component of the Core Area. The ceremonial route connects the Capital (Crown) and Civil (Town) realms, and acts as an encompassing ring to physically and symbolically connect the two sides of the Ottawa River. It represents the centre of the capital realm, and includes all of the primary national symbols.



Map1-1: The Core Area of Canada's Capital (dotted red outline), with Confederation Boulevard (in white)

1.2.2 THE PARLIAMENTARY PRECINCT

The Parliamentary Precinct (Figure 1-4) is the focal point of the capital landscape. It houses the seat of government and is one of the most recognizable and picturesque images in the city, with many views leading to it. The primary area for which the view protection measures apply is Parliament Hill; a landscape comprised of Gothic Revival buildings, the formal landscape that connects them, and the plateau escarpment on which they reside.² The Centre Block, including the Parliamentary Library, the Peace Tower and the escarpment are considered the most important national symbols, and worthy of the greatest protection and enhancement. Secondary symbols (in terms of the view protection hierarchy) in the Parliamentary Precinct include the East and West Blocks, and the Justice and Confederation buildings to the west of Parliament along Wellington Street (see Figures 1-1 and 1-3).³

When determining the hierarchy of view protection policies, it is important to note that there are additional secondary national symbols within the Central Capital Landscape whose views are to be protected, preserved, and enhanced (see Figure 1-3). This includes national symbols on both sides of the Ottawa River such as the National Gallery, the Notre-Dame Cathedral, the Museum of History, the Supreme Court, and Château Laurier.



Figure 1-2: National symbols hierarchy of importance (NCC- CCN, 2007)

1.2.3 EXSITING CONTROL AND KEY VIEWPOINTS

There are 22 viewpoints in Ottawa and Gatineau, from which the views of Parliament are protected. The selection of the 22 viewpoints was based on the quality of available views, public accessibility and there likelihood of view protection. The 22 viewpoints are classified as either ‘key’ or ‘control viewpoints’. Control viewpoints determine background building height restrictions; the remaining key viewpoints offer attractive sequential views from within the National Capital Region. Additionally, there are 8 unnumbered viewpoints that provide good views of national symbols, but are not used as planning tools integrated in policy. For more information on existing view conditions, please reference Section 6.1.2.

NOTES

- 1-2. NCC-CCN, 2005
- 3. NCC-CCN, du Toit, Allsopp, & Hillier, 2006



Figure 1-3: The 1987 Parliamentary Precinct Area Plan (du Toit, Allsopp & Hillier, 2006)

2

History of View Protection



There has been over a hundred years of view protection of the national symbols in Ottawa and Gatineau. In order to evaluate the existing conditions of the views looking at the national symbols, it is important to understand the history of planning principles that have guided view protection policies. This chapter will look into the historical aspect of view protection in the National Capital Region to provide a notion of how the views and the view protection methods of the national symbols changed over time.



2.1 HISTORY OF VIEW PROTECTION

2.1.1 THE TODD REPORT (1903)

Frederick Todd's report for the Ottawa Improvement Commission (OIC) focuses on the role of the Capital City for both sides of the Ottawa River, and emphasizes the role of parks, open spaces, and parkways to provide views to the waterfront and Parliament Hill. The report recommends that industries should be regulated so as not to interfere with Parliament. In order to achieve this ideal, Todd suggested a 7.6 metre (25 feet) height restriction on Clemow Boulevard (now called Clemow Avenue), which was designed to extend to Rideau Canal and be a parkway with views looking at Parliament Hill. Parkway along the Rideau Canal

were praised by Todd; he was convinced that a boulevard should be constructed along the Ottawa River banks to ensure an impressive view of the Capital. Todd mentioned tree growth as a potential impediment to views, especially trees not under the OIC's control.¹

Although Washington and Ottawa are both capital cities, Todd understood that Washington D.C was not a model landscape for Ottawa because the terrain, architecture, and overall setting differ from each other. Thus, Todd concluded that what had worked in

Washington would not necessarily work in Ottawa. Ottawa was designed so that the steep terrain and the Ottawa River would complement the Gothic architecture, whereas Washington's Capitol building is situated in low-lying terrain and features neoclassic architecture.

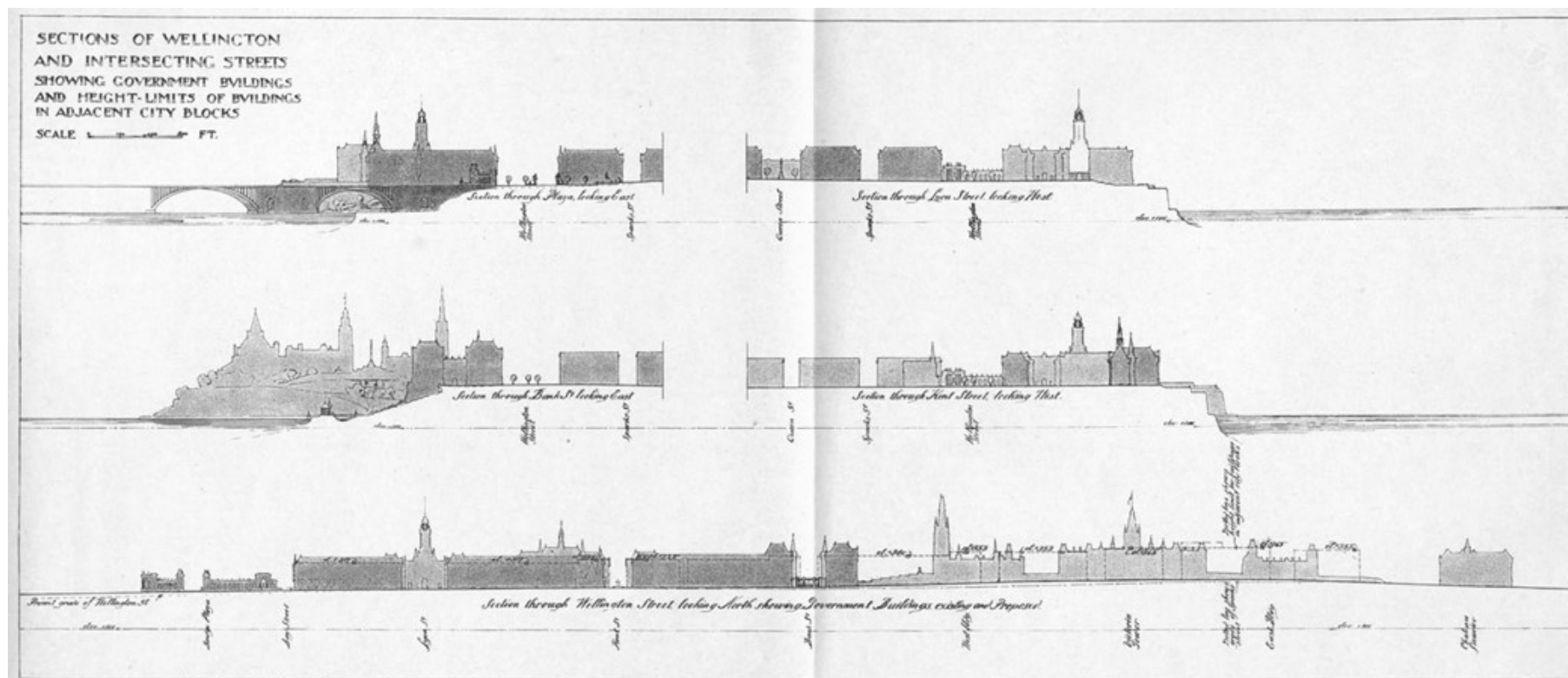


Figure 2-1: Proposed building height restrictions, demonstrating that no building in the CBD should exceed the eavesline of Parliament Buildings (Bennett, 1915)

2.1.2 REPORT OF THE FEDERAL PLAN COMMISSION ON A GENERAL PLAN FOR THE CITIES OF OTTAWA AND HULL BY EDWARD BENNETT (1915)

Edward Bennett's plan is premised on a City Beautiful silhouette (Figure 2-1) with an emphasis on nature, views, and Parliament Hill. The report stresses the importance of being able to take in the view of different national icons from many angles while standing in one spot. Throughout the report, emphasis is placed on the need for improved cooperation between Ottawa and Hull in order to protect what is seen as a shared 'Capital Area.'

In terms of building heights, the report puts forward height restrictions of no greater than 33 metres (110 feet) anywhere in Ottawa. Within downtown Hull (now Gatineau) no building was to exceed 12 metres (40 feet), and 18 metres (60 feet) in the Central Business District (CBD). The recommended height limits of buildings in the CBD in Ottawa are shown in relation to the existing government buildings in Figure 2-1. It was also suggested in the report that there be regulations on the material, colour, and architectural design of new buildings in proximity of the national symbols.²

The Todd report's influence on Bennett's plan is evident; maintain the Capital city's characteristics by imposing height regulations and emphasize the role of the natural environment. Map 2-1 shows the different districts and land uses in Ottawa and also illustrates height controls in different areas of Ottawa and Gatineau. In 1914, the City of Ottawa imposed a 33 metre (110 feet) height limit zoning bylaw within the CBD that controlled building heights for over 50 years, allowing Ottawa to acquire a silhouette admired by Gréber in the 1950s.³

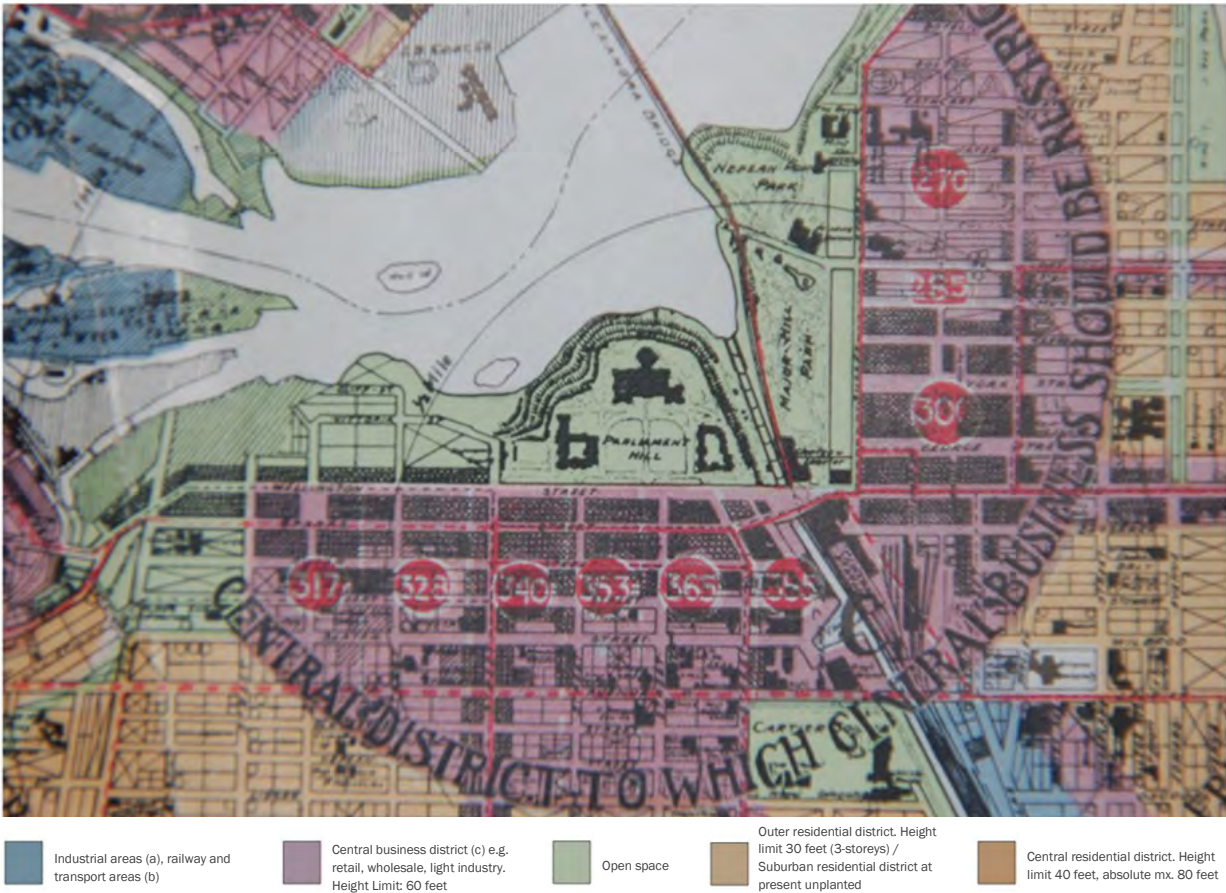


Figure 2-2: Height restrictions in Ottawa controlled by districts. Legend recreated from 1915 Bennet Plan. The numbers in red circles are the maximum heights in feet above sea level (Bennett, 1915)

2.1.3 GENERAL REPORT ON THE PLAN FOR THE NATIONAL CAPITAL BY GRÉBER (1946–1950)

Jacques Gréber's *General Report on the Plan for the National Capital* does not pinpoint any specific policies or regulations for building heights or views cones. Instead, the report provides a narrative of picturesque landscapes, and areas of interest within the downtown of the national capital. It is suggested that every new development should be built in relation to the old, so that established vistas would continue to dominate the city scape. Furthermore, the report recommends avoiding the commercialization of the streetscape as to prevent visual competition with the national symbols. The report details important sightlines such as views of Parliament Hill from Nepean Point, Boulevard Saint-Joseph, the City Centre, and Laurier Avenue in Hull (now Gatineau).⁴

Because Gréber wanted to preserve the symbolic primacy and character of the Parliament Buildings, he considered industrial buildings on the riverfront obnoxious; these buildings contradicted the planned views of Parliament from the parkway along the river.⁵ Gréber summarizes his perception of view protection in the National Capital Region in the following statement: “there can never be too much care exercised in the preservation of vistas opening on Parliament Hill. The design of main roads takes into consideration the necessity of providing or protecting such vistas in their multiple aspects and characters.”⁶

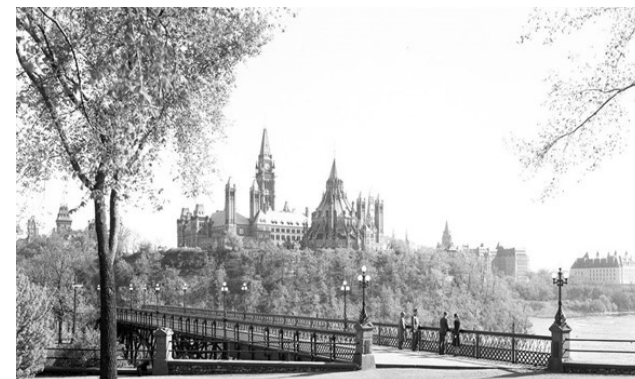


Figure 2-3: A unobstructed view of Parliament from the 1950 Gréber Plan (Gréber, 1950)



Figure 2-4: Gréber's suggestion of the future Parliamentary silhouette; was the concluding image of the 1950s plan (Gréber, 1950)

2.1.4 OTTAWA CENTRAL AREA STUDY OR “HAMMER REPORT” (1969)

The study prepared by Hammer, Greene, and Siler Associates (1969) was prepared when Ottawa began to face major growth pressures within the downtown core. The approval of phase one of Place de Ville tower in 1966 started a trend of commercial office building construction that exceeded the height of the Parliament Buildings. This proposal was approved by Ottawa City Council against the advice of its planning staff and the National Capital Commission.⁷ The 1969 *Central Area Study* emphasized that views of Parliament and the city's silhouette must remain protected, however, that the City of Ottawa should also provide space for commercial growth. Furthermore, the *Central Area Study* suggests that the Peace Tower should remain the tallest landmark, and that high-rise buildings should develop along the border of the city centre to create a bowl effect to the skyline. Additionally, promoting high-rise development on the city's edge would additionally better define the boundaries of the city centre.⁸

View planes (sight planes) were introduced in the report as a method of protecting views. The purpose of view planes was to establish background building height restrictions to ensure the prominence of Parliament throughout the National Capital Region. Hammer believed any structure that exceeded the height of the Peace Tower was degrading to the national image of Canada, therefore, the report proposes an absolute height cap within the downtown of 175 metres (574 feet) above sea level.⁹

In order to accomplish its objectives, the *Central Area Study*'s height control system is based upon three principles: that remaining vistas of Parliament be saved, that the scale of Parliament Square be maintained, and that the symbolism of the Peace Tower be maintained. The ideal height control 'bowl' effect from the study, which creates favourable views of Parliament Hill is presented in Figure 2-4.¹⁰

Hammer believed the worst case scenario to be any background obstruction to the roofline of Parliament; this would negatively affect the silhouette and weaken its unique symbolic primacy (Figure 2-5).¹¹ Hammer noted in the *Central Area Study* that “Ottawa's central area is worth protecting and enhancing for many reasons, [we] hope this study will contribute in some small measure to its continued beauty and vitality in the future.”¹²



Figure 2-5: Hammer's ideal silhouette with the 'bowl' effect on the east side of the vista (Hammer, 1969)



Figure 2-6: Hammer's worst-case scenario; Parliament Hill overpowered by uncontrolled development (Hammer, 1969)



Figure 2-7: Photo from Nepean Point, from the NCC's 2007 *Canada's Capital Views Protection Plan* (NCC-CCN, 2007)

2.1.5 IMPLICATIONS OF HISTORIC VIEWS FOR VIEW CONTROLS

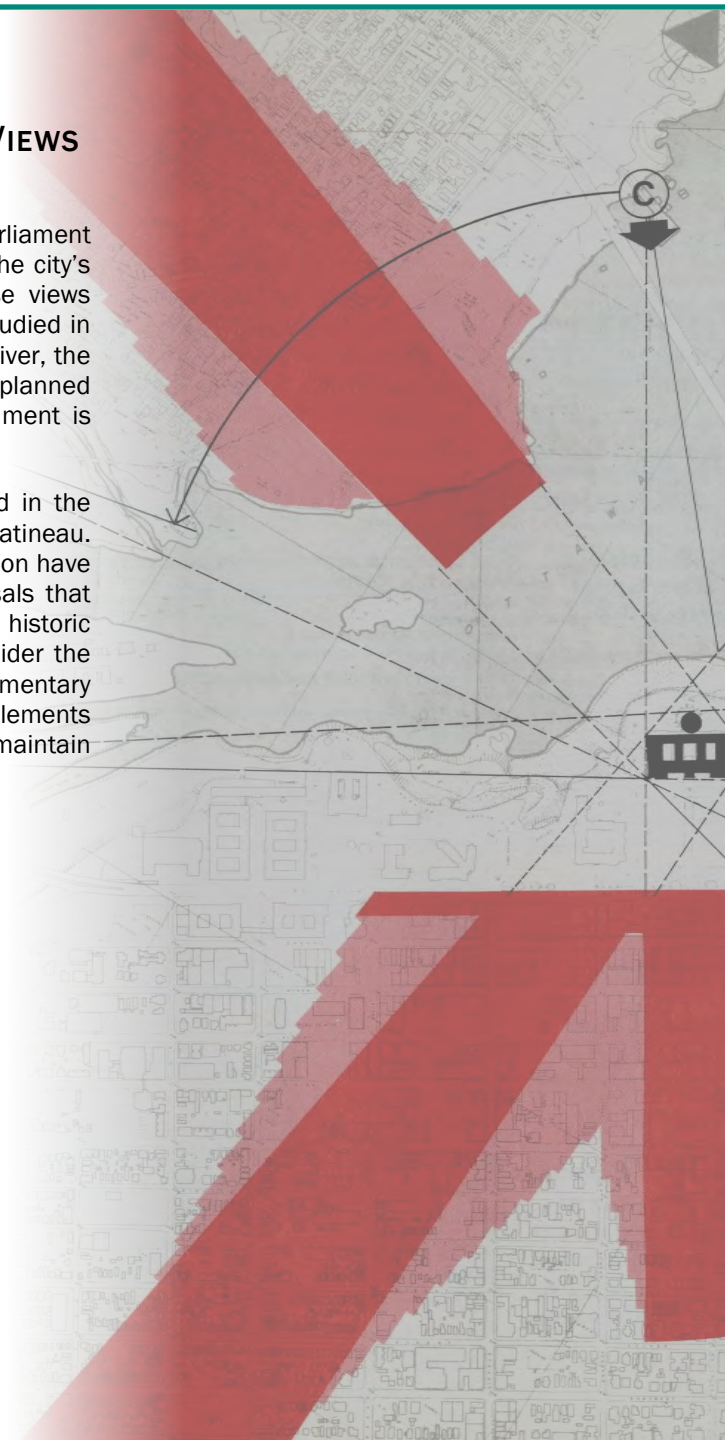
The historical plans studied in this chapter suggest that civic buildings of Ottawa deserve prominence as they reflect the culture and foundation of both the city and the nation. The National Capital Commission and the City of Ottawa have created policies from these historical plans, most notably using height limits from Bennett's *Report of the Federal Plan Commission* and view planes from Hammer's *Ottawa Central Area Study*. It is important to recognize that these plans are heavily influenced by planning ideals of the time, and that they reflect the framework and tools planners had to work within. For example, the view planes in use today (regulated by control viewpoints 1, 6, 12 and 16) are a reflection of view protection methods guided by Modernism, which celebrated high skyscrapers and favoured 'new' over 'old'. This demonstrates the importance of historic plans in shaping contemporary view protection policies in the National Capital Region.

2.1.6 IMPORTANCE OF HISTORIC VIEWS AND MOVING FORWARD

Throughout Ottawa's history, the views to Parliament have been regarded as an important part of the city's character. Height regulations to protect these views were suggested in all of the historical plans studied in this chapter. Similarly, the role of the Ottawa River, the escarpment, the natural environment, and planned vegetation have in enhancing views to Parliament is emphasized in these plans.

Since the 1960s, tall buildings have emerged in the downtown core of both Ottawa and Gatineau. Pressures to intensify the National Capital Region have started a trend for large development proposals that challenge height restrictions established by historic plans. Moving forward, it is important to consider the value of historic plans in protecting Parliamentary views and silhouettes. Furthermore, symbolic elements of a view emphasized in historic plans must maintain their supremacy in future planning endeavors.

Figure 2-8: Primary height control from the Central Area Study (Hammer, 1969)



2.2 LONG-LOST VIEWS



Figure 2-9: Timber Slide at Chaudière Falls in 1890 (National Archives)



Figure 2-10: View from the west towards Parliament Hill from the spur line of the Canadian Atlantic Railway in 1890s Ottawa (Bond, 1984)



Figure 2-11: Painting of Parliament by Dalton, 1881 (TEC 874.5)

2.3 CHAPTER SUMMARY

KEY POINT 1:

- A historic review of planning ideals and city plans enables greater understanding of the value of views over time, and provides a rationale for the existing conditions in Ottawa and Gatineau.

KEY POINT 2:

- Different planning ideals have guided view protection of the national symbols in Ottawa and Gatineau, however the importance of these symbols and their protection have been recognized in all of the plans studied in this chapter.

KEY POINT 3:

- Specifically, the plans by Todd (1905) and Bennett (1915) emphasize the importance of the natural landscape complementing the Gothic Revival architecture of the Parliament Buildings.

KEY POINT 4:

- The NCC and the City of Ottawa have created many of their view protection policies based on the historic plans studied in this chapter. Most notably the height limits from Bennett's plan and the view planes introduced by Hammer (1969).

KEY POINT 5:

- There are many long-lost views in the National Capital Region. The 1964 bylaw to increase building height limits was created under pressure to intensify the National Capital Region, and views to the national symbols started to disappear more rapidly.

NOTES

1 Todd, 1903

2 Bennett, 1915

3 Bennett, 1915; City of Ottawa, 1914

4-6 Gréber, 1950

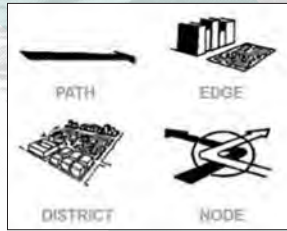
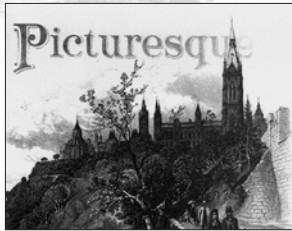
7 McGuire, 1968

8-11 Hammer, Greene, & Siler, 1969

“...a city can be understood as a product of history, as traces of the past are inescapably ingrained in the dynamics of urban form.”

- Peter C. Bosselmann (2011, P. 257)

3 Planning Concepts



View protection and sightlines are not a robust topic in planning and urban design. Often, when an important feature or landmark is created, it is assumed that people will be able to see and experience it. But, cities are dynamic, continually changing, and what was once easily viewable becomes obstructed or overshadowed. This chapter reviews the existing planning and design concepts that can aid the National Capital Region in developing quality tools for view protection in Ottawa and Gatineau, and for understanding why such protections are important.



3.1 WHY ARE VIEWS TO NATIONAL SYMBOLS IMPORTANT?

The importance of a vista has less to do with the view itself, and is more about the relationship that forms between the observer and the visible subject. An emotion is evoked, connected to the ideas that are held in our minds, the values we carry, and the histories that we have inherited from our forbearers.¹ The observer shapes the symbol's meaning, going beyond whatever meaning it was instilled with by its creator. Without an observer, the relationship is broken and the meaning is lost. Within the context of Ottawa and Gatineau, the sightlines to the national symbols play an important role in shaping the nation's identity, and ensuring their integrity is of paramount importance.

"Nothing is experienced by itself, but always in relation to its surroundings, the sequences of events leading up to it, the memory of past experiences."

-Kevin Lynch, 1960, p.1

Capital cities are a vital institution to a nation, serving as a symbol of the state, and housing the seat of government.² There is an expectation that capital cities function as symbolic centres; the capitol buildings and monuments legitimize the democratic institutions housed within.³ National identity is more pronounced in Ottawa and Gatineau, where the Parliament Buildings were intended to be the defining point for constructing a Canadian identity and culture amongst non-unified people.⁴ In *Design of Cities*, Edmund Bacon describes that the form of the city "always has been and always will be a pitiless indicator of the state of [a] civilization."⁵ Considering these words, we must

consider the state of our social values when tall, private commercial buildings are allowed to infringe upon the silhouette of the most important democratic institutions in Canada.

"A beautiful building can move, inspire, and beguile its beholders with the visual language of architectural form in the same way as a charismatic orator can move, inspire and beguile an audience with words."

-William H. Coaldrake, 2002, p. 3

Beyond the political and symbolic importance of maintaining the integrity of sightlines, is the role of the national symbols in forging the city's image. In describing the image of a city, Kevin Lynch draws attention to legibility, or how easily "parts can be recognized and can be organized into a coherent pattern."⁶ When a city has easily accessible and identifiable pathways and landmarks, our ability to navigate it becomes more enjoyable.⁷ If a person is able to see a landmark in the distance, dipping in and out of sight, slightly obscured but still prominent, it generates an excitement over the prospect of the destination as it builds in intensity.⁸ However, when a skyline is marred by indistinguishable structures, and national symbols are unable to be contrasted to its spatial surroundings, the image is lost.

"Landmarks become more easily identifiable, more likely to be chosen as significant, if they have a clear form; if they contrast with their background; and if there is some prominence of spatial location."

-Kevin Lynch, 1960, p. 78

Mark Bobrowski asserts that people "draw their identities from the community of which they are a part," and therefore "protection of [visual resources] promotes general welfare by furthering both communitarian and individualistic aims."⁹ It can be drawn from these claims that 'attractive' communities increase public welfare through the pride and sense of belonging experienced by citizens. Of course, there are significant implications for the economic well-being of a city when considering its aesthetic. Capital cities become especially relevant in discussions of city branding. For example, Jon Lang emphasizes the importance of having a unique brand, or image of a city in the modern context.¹⁰ If a capital city is the iconic image of a country, it must be visually attractive and also have "basic attributes that make it operate well on a day-to-day basis."¹¹ Qualities of aesthetic and function are also vital to attract investment and tourism. This may be especially important for the National Capital Region, for notions of greater national financial well-being.

Bobrowski also discusses tourism and how it is "driven by an appreciation of beauty."¹² This is another factor through which public welfare is increased by the aesthetic of the urban form – or by a good view. It can be theorized that good views are beneficial to the cities and neighbourhoods in which they are located. Yet, attractiveness is subjective; whether a scene is attractive or not, may depend on the individual viewer, the background they come from, or even the political climate.¹³

Although Ottawa and Gatineau are separate municipalities and located in different provinces, together they comprise the nation's capital. Like other international capital cities (see Chapter 9), Ottawa and Gatineau are responsible for maintaining the visual integrity of Canada's national symbols. This results in tensions between the needs of market-driven development to achieve economic feasibility, and the desire to protect national symbols. Recognizing the synergistic relationship between Town and Crown will serve to ease these tensions, and accentuate the cultural, political and economic value in preserving prominent sightlines of Canada's national symbols.



Figure 3-1: Drawing of Parliament Hill, demonstrating the picturesque landscape (Grant, 1882)

3.2 WHAT MAKES A 'GOOD' VIEW?

The City Beautiful and Beaux Arts styles, idealized in cities like Washington and Paris, feature large axial views to places of prominence such as a capitol building or national symbol. Frederick Todd wanted Canada's Capital to break from this tradition, and embrace its rugged landscape; the Ottawa River and the escarpment.¹⁴ Ottawa's Picturesque landscape style capitalizes on the beauty and majestic nature of the landscape, and its complimentary architecture, demonstrated by the Gothic Revival design of the Parliament Buildings.

The difference between the Beaux Arts and Picturesque styles are dramatic, and effects how sightlines are protected and how view controls are implemented. The Picturesque approach does not have the large axial corridors with 'direct' sightlines to prominent symbols as found with the Beaux Arts style, as in Washington, D.C. or Paris. Careful consideration must be given as to how sightlines to national symbols

are preserved, and how the image of the silhouette can alter over time. In a Beaux Arts setting, it is quite apparent how a structure can offend the view plane along/beyond an axial corridor. However, with the Picturesque approach, it is not always clear how the sightlines or silhouette are being affected by new buildings, as the view point is constantly changing throughout the city. Diagonal views, such as from Elgin Street, or from the Ottawa River are better than 'straight-on' axial views in these circumstances; however, these views are harder to protect.

From a theoretical perspective, it is necessary to question not only the importance of certain views in a community, but also ask what constitutes a 'good' view? When considering the future of views in the National Capital Region, this concept, although abstract, is important to consider. It is impossible to answer this question without a number of considerations such as: what is being looked at, who is looking, and from where. This chapter will explore these concepts, with the use of planning and urban design literature, as well as scientific evidence as to what makes a 'good' view. Risks and benefits of the implementation process of views will be discussed with reference to controls that have been theorized and used in major cities. This will be analyzed in order to provide a theoretical basis for interpreting the policies and precedents (Chapters 4 and 9 respectively).

The concept of 'image' arises in analysis of urban design and view-making. With the growth of the world economy, the concept of image when considering a place carries greater weight. To a city, such images are important for tourism, trade, and recognition; requiring originality and positive associations. Such an

image could be a skyline, monument, building, ecological feature, and/or designated view, but there must be more attached to the image than simple recognition of the place. Lynch theorized that a meaningful city image requires "value-added qualities" such as a "multiplicity of nodes," notable districts or "clear edges."¹⁵ Imageability, as Lynch notes, is made



Figure 3-3: Washington's National Museum of American History - one of the civic buildings located in the city's 'inward-looking cultural compound' (Wikimedia, 2008)

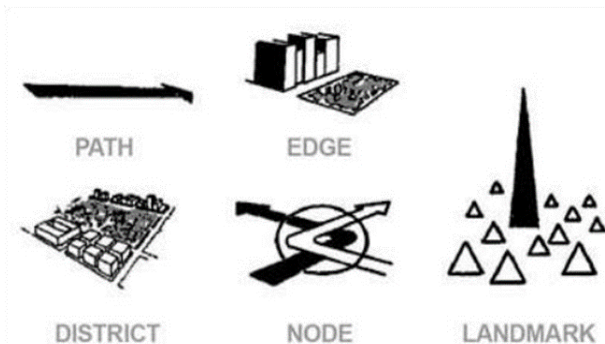


Figure 3-2: Kevin Lynch's 'Value-added qualities' - paths, clear edges, notable districts, several nodes, and landmarks. (Karmakar, 2014)

up of "identity (object recognition), structure (where objects are relative to one another), and meaning (emotional values associated with the object)."¹⁶ Imageability, then, is the process by which places are recognized, made sense of, and valued by the viewer. The final valuation stage of the process involves identifying the place as something that could make one excited, pleased, or nervous. In this sense, one could theorize that a good view may be one that incites positive emotions.

This measure of the meaning of a place, or a view, may be simple when considering the individual. However, urban design focuses on the larger scale; such as “economic–social and psychological effects,”¹⁷ or what is pleasing to a community, neighbourhood, or city. There are difficulties in that there may be a lack of understanding, or methodology, surrounding the city form and its functionality for people – and according to Lynch, “our vocabulary of city form is impoverished.”¹⁸ Given such limitations, it is necessary to explore other theoretical concepts.

Sense of place has been defined by John Nivala as the phenomenon of the physical environment being combined with the spirit of that place.¹⁹ Nivala recalls the Roman concept of *genius loci* as “places where we work and live have a spirit; a spirit that enlivens our present by reminding us of our past and anticipating our future.”²⁰ So it may be argued that a view is a good one if it has a ‘spirit’ and succeeds in provoking a sense of place. Sense of place may seem somewhat arbitrary when considering the importance of views, however, recent research has delved further into the theory of urban design and aesthetics. The sense of place one secures depends on the person, as well as the social context. For example, the City Beautiful planning movement saw the use of fine arts institutions and inward-looking city centres for the creation of ‘cultural compounds’, as seen in Washington, DC.²¹ Though such compounds can be attractive, and a means to introduce revenue into the area, they can also be a “segregation of high culture,”²² which can have negative implications for inclusivity and diversity across different socio-economic backgrounds. Conversely, an area such as Confederation Boulevard is able to connect national

institutions across English, French and Aboriginal identities. It is necessary to consider the social setting, as a value in itself, before considering the structures that occur on top of it.



Figure 3-4: The Manitoba Parliament is a good example of the Beaux Arts style architecture (Tavares, 2013)

In terms of the National Capital Region, it is important to consider the accessibility of different social groups to the district and to the national symbols. Furthermore, considerations of national symbols as symbols of power are necessary. Lawrence Vale stresses that architecture in a national capital carries great meaning in terms of power.²³ Architecture and the social context, for example, can convey different meanings to viewers in different ways.²⁴ In this sense, when designing urban centres or developing new policy, when, and how buildings are being viewed is an

important consideration – as well as who is looking.

New research has emerged that suggests some views may be better than others. Stamps et al. looked at the preferences of individuals pertaining to urban skylines. Using simulations of skylines, authors interviewed participants about their preferences among a number of different images.²⁵ Their results found that people tend to be attracted to the same features, and more complex skylines were preferred by participants.²⁶ Complexity can be referred to in terms of variance in height of the structures, as well as the number of roof turns in an image; “Georgian Revival with domes, spires and ornaments”, noting psychological findings which have shown that “as a scene’s complexity increases, the scene elicits higher levels of attention and exploration.”²⁷

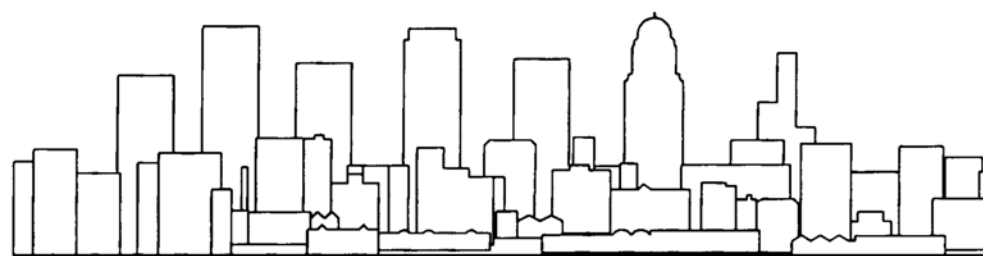
One example of a complex picturesque skyline can be seen in Oxford, England and Edinburgh, Scotland (see Chapter 9). This type of skyline can be considered timeless; not only in its physical endurance, but in its ability to remain a preferred aesthetic. It is vital to note that a vast diversity of social groups must be considered when discussing preferences; the social characteristics of Canadian groups may differ from those in the precedents cities examined (see Chapter 9). More specifically, Ottawa and Gatineau’s populations are vibrant and ethnically diverse, so there may be additional visual preferences to consider.

A second feature of the simulations preferred by participants was the overall shape of the skyline. More specifically, people tended to prefer skylines that had a simple, convex shape, perceiving them as “more orderly and preferred to skylines with multiple

mounds.”²⁸ An example of such skyline can be seen in Portland, Oregon (Chapter 9).

These studies allow for a better understanding of what theorized techniques are meaningful in practice. This research has significant implications for urban design, as it has determined specifications for a skyline that the public has enjoyed. This is valuable to the design and preservation of important views moving forward.

Other innovative view controls have been practiced as well, such as Oh’s Visual Threshold Carrying Capacity method, which identifies visually significant landscapes in order to preserve them.²⁹ This method is being used in Seoul, Korea and functions on the basic premise of environmental ‘carrying capacity.’ This assumes “there are certain environmental thresholds which when...identified ahead of time, can be particularly useful.”³⁰ Oh has used GIS and other computer graphics to analyze both the visibility of landscape resources and street scale to identify areas for landscape management and conservation.³¹ This research demonstrates how modern technologies have been utilized for view protection. As well, this provides a unique example of how to identify ‘good’ views using a technique other than visual preference surveys as discussed earlier in this section.



Nturns = 84



Nturns = 131



Nturns = 248

Figure 3-5: Arthur Stamps' study image showing skylines with different numbers of 'roof turns'. The bottom skyline is preferred to those pictured above (Stamps, 2002)

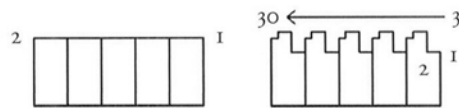


Figure 3-6: Portland, Oregon's skyline; convex in its overall shape. This shape has been shown to be preferred by Stamps. (Wikimedia, 2011)

Number of Roof Turns

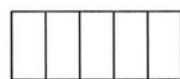


Individual Buildings



Groups of Buildings

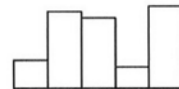
Variance in Height



None

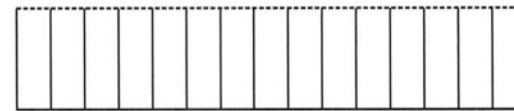


Some

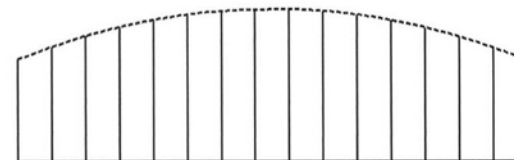


More

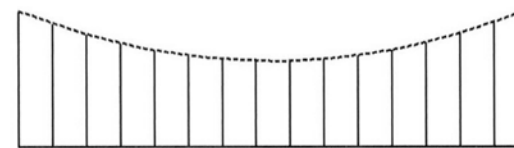
Overall Shape



Flat



Convex Envelope



Concave Envelope

Figure 3-7: A higher variance in building heights is preferred, as is a higher number of roof turns. A 'concave envelope' skyline shape is preferred to others (Stamps et. al, 2005)

It is important to examine successful view controls techniques as well as new innovative ones in order to determine what the best tool is for a certain area. It is also important to analyze the associated risks when implementing these controls. Height controls must be well planned to provide for a variation in heights along the skyline. One of these risk is “stifling design innovation.”³² In terms of view controls in the National Capital Region, this research implies that risks should be weighed against desired results and goals of preservation, specific to the area in question. Furthermore, other capital cities should be studied in order to determine what is considered a ‘good’ view, as well as tools that may be acceptable for Ottawa and Gatineau to implement. Such precedents are examined in detail in Chapter 9.

City image is an important visual concept. Often, personal meaning is tied to image, and it can be quite powerful for an individual. A city that is “highly

imageable”³³ is more distinct and may invoke strong emotions and meaning. The Eiffel Tower is an example of a powerful image for Paris, which is an instantly recognizable global symbol.

Landmarks are another important visual concept. A landmark is strong if it can be seen from a great distance, and over time. Spatial prominence makes a landmark even more substantial; achieving this may require view controls in the surrounding area. Figure 3-8 is from Lynch’s *Image of the City* and demonstrates a landmark which is distinct from the rest of the area.

Dynamic, or kinetic views are vital to consider for the rugged and hilly landscape of the National Capital Region. It is possible to add excitement to a view by temporarily obscuring the object as the observer travels. As demonstrated in Figure 3-9, this is particularly effective as the intensity of the landmark increases as it reappears when the observer gets closer. This kind of dynamism of a view can be obstructed if the surrounding built form is large and overpowering, which detracts from the landmark or obscures it completely. This concepts is especially important for the automotive approaches into Ottawa, such as the Sir John A. Macdonald Parkway.



Figure 3-8: Landmark and Distinguishability (Lynch, 1960)

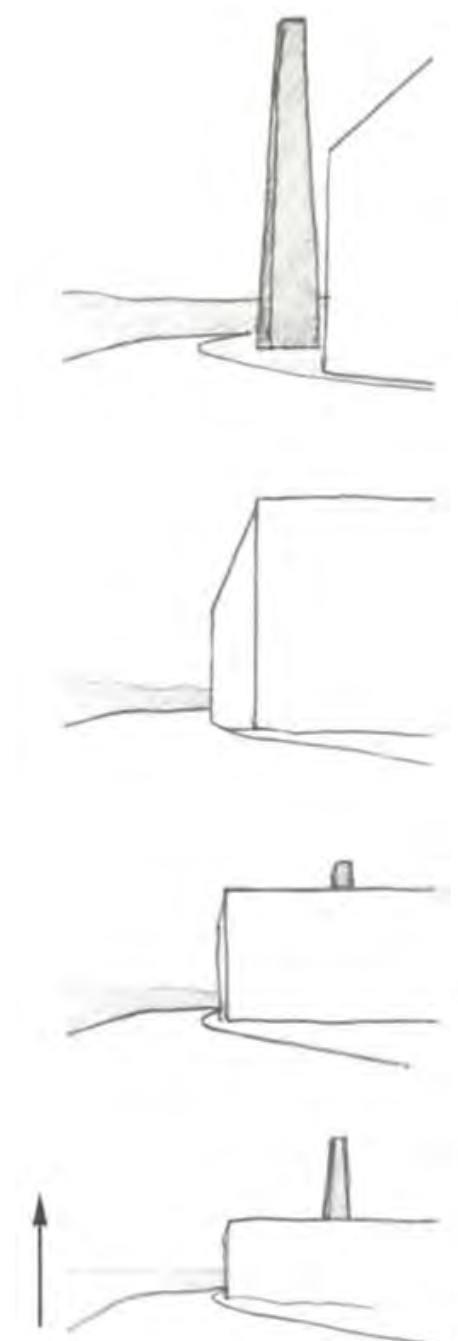


Figure 3-9: Sketch of a Dynamic View (Appleyard, Lynch and Meyer, 1964)

3.3 CHAPTER SUMMARY

KEY POINT 1:

- Since capital cities are symbols of national identity and governance, preserving views to the national symbols is important to the Canadian identity.

KEY POINT 2:

- Attractive views are instrumental in upholding public welfare, for both residents of the city and visitors – especially in an increasingly globalized market.

KEY POINT 3:

- Complex skylines that entail higher variation in building heights, and higher number of 'roof turns' are preferred by viewers than those with less variation.

KEY POINT 4:

- The Picturesque approach to planning has been used in the National Capital Region, and embraces the natural landscape. The Beaux Arts approach, which features axial corridors leading to landmarks, is less often used in Ottawa and Gatineau.

KEY POINT 5:

- Design concepts such as city image, landmarks, distinguishability and dynamic views must be factored into the study and protection of views.

NOTES

- 1 Appleyard, Lynch, & Myer, 1964
- 2-3 Vale, 2008
- 4 Sonne, 2003; Gordon & Osborne, 2004
- 5 Bacon, 1967, p. 13
- 6 Lynch, 1960, p. 3
- 7 Lynch, 1960
- 8 Appleyard, Lynch, & Myer, 1964
- 9 Bobrowski, 1995, p. 745
- 10 Lang, 2011
- 11 Lang, 2011, p. 542
- 12 Bobrowski, 1995, p. 744
- 13 Vale, 2008
- 14 Grodach, 2011, p. 406
- 15 Lang, 2011, p. 544
- 16 Stamps et. al, 2005
- 17-18 Lynch, 1990, p. 483
- 19-20 Nivala, 1997, p. 1
- 21-22 Grodach, 2011
- 23-24 Vale, 1992
- 25-26 Stamps et al., 2005
- 27 Stamps et al., 2005, p.75
- 28 Stamps et al., 2005, p. 76
- 29 Oh, 1997
- 30 Oh, 1997, p. 284
- 31 Oh, 1997
- 32 Lynch, 1990, p. 487
- 33 Lynch, 1960, p. 10

4 Policy Analysis



An extensive review of plans and policies, both historic and current, was undertaken to determine the level of current and past support for view control policies in the National Capital Region. The following section provides an overview of these policies and their implications for view control policies organized chronologically, and then divided by jurisdiction. Appendix 'A' evaluates the policies in more detail.





4.1 HISTORIC PLANS AND POLICIES

The following section provides an overview of the historic plans and policies that focus on view and height controls in Ottawa and Gatineau. The section provides analysis of *The Preliminary Report to the Ottawa Improvement Commission (1903)*, *The Report of the Federal Plan Commission on a General Plan for the Cities of Ottawa and Hull (1915)*, *The General Report on the Plan for the National Capital (1950)*, *The Ottawa Central Area Study (1969)*, *The Ottawa Views Plan (1993)*, and *The Plan for Canada's Capital (2007)*.

4.1.1 PRELIMINARY REPORT TO THE OTTAWA IMPROVEMENT COMMISSION 1903

The Preliminary Report to the Ottawa Improvement Commission (OIC) is a simple analysis that was carried out by Frederick Todd during a brief visit to the City of Ottawa. The report was never intended to be a standalone document, but rather provided recommendations for the City.

“Ottawa has the opportunity of making a drive between Rideau Hall and the Parliament Buildings, grandly characteristic of the city, and I believe that if properly carried out such a boulevard would become famous the world over for its picturesque beauty and the magnificence and extent of its views.”¹

Todd believed industry should be located away from the central area of the City, to not impede views of Parliament. To accomplish this, he recommended a 25 foot height limit on Clemow Boulevard (now Clemow Avenue), in the Glebe.²

4.1.1.1 IMPLICATIONS FOR VIEW CONTROLS

The *Preliminary Report* to the OIC is not a standalone analysis of the City of Ottawa, therefore there is only one recommendation for a view control. Todd recognized that Ottawa should not be modeled upon Washington D.C due to differing terrain, architecture and overall setting; this suggestion was unfortunately ignored and building height limits were modelled from Washington. Todd also highlighted important scenic resources that were later incorporated plans for the City of Ottawa.³



Figure 4-1: Centre of Ottawa, 1876 by H. Brosius (NCC, 1967)

4.1.2 THE REPORT OF THE FEDERAL PLAN COMMISSION ON A GENERAL PLAN FOR THE CITIES OF OTTAWA AND HULL (1915)

The 1915 *Report of the Federal Plan Commission on a General Plan for the Cities of Ottawa and Hull* was the earliest plan to mention height restrictions in the downtown. Bennett recommended that buildings erected in the Central Business District (CBD) should not exceed 110 feet from the sidewalk to the highest point of the building. The Board of Control in Ottawa recommended enacting this regulation, which was then passed by council as by-law No. 3754 in June of 1914. Bennett referenced the Report of the Heights and Building Commission in New York, where “recommendations with regard to height and bulk of buildings is given chief consideration.”⁴ With this height restriction, also came the first suggestion of horizontal planes to suppress building heights.⁵

Bennett also highlighted that “... [t]he height of buildings is invariably regulated with relation to the width of the street upon which the building is situated...”⁶ Heights of up to 60 feet were allowed for residential buildings; heights of 40-80 feet were allowed for the Central Residential Area; a maximum of 30 feet for the outer residential areas; and a maximum of 40 feet in the Hull area. Bennett stressed the importance of maintaining his suggested building heights to protect the appearance of Ottawa and Hull as a capital city. As early as 1915, buildings along Sparks Street began to threaten views of Parliament. Bennett was careful to consider implementing height

controls and view planes that would protect the symbol of Canadian democracy for many years to come. However, the report may have benefited from equally strong language and policies to preserve the natural landscape, including the Ottawa River.⁷

4.1.2.1 IMPLICATIONS FOR VIEW CONTROLS

The report’s 110 foot height restriction would leave a lasting effect on the City of Ottawa. The mayor of Ottawa had been a member of the Federal Plan Commission, and enacted a 110 foot (34m) height limit in the Ottawa zoning by-law in 1914, before Bennett’s recommendation. This by-law controlled building heights in the downtown for over 50 years.⁸ Similarly, the heights that were suggested for the downtown residential areas were overly restrictive, which in turn suppressed tall buildings in those areas. At the time the plan was developed, there were very few buildings in Ottawa or Hull that came close to the 110 foot restriction. The height regulation was modeled from the widths of streets in Washington D.C, which were much wider than Ottawa’s 60 ft.. Because this height restriction remained in effect for a long period of time, building heights were able to surpass what should have been acceptable for Ottawa’s narrow streets.⁹

The General Report on the Plan for the National Capital (1946–1950) by Jacques Gréber was one of the most

4.1.3 THE GENERAL REPORT ON THE PLAN FOR THE NATIONAL CAPITAL (1946-1950)

influential plans produced during an era of tremendous growth. An important aspect for Gréber was the preservation of the Gothic Revival Style of the Parliament Buildings, and how future modifications in the area should retain the picturesque silhouette.¹⁰ He stressed “there can never be too much care exercised in the preservation of vistas opening on Parliament Hill.”¹¹

One of the important policies found in the Gréber plan was the use of the pre-existing 110 foot height by-law. This was used to “[preserve] the distinct character of the land ... [to maintain] a human scale”.¹² The plan also includes urban design guidelines along Elgin Street, Sussex Drive, Wellington Street, and Rue Laurier in Hull (now Gatineau). Height limits were suggested at 60 feet (18m) on Sussex Drive, up to 70 feet (21m) along George Street, 50 feet (15m) for Rue Laurier in Gatineau; Rideau Street was to continue with their existing heights. The south side of Wellington Street was to be subject to very strict height restrictions of a horizontal height plane of 320 feet (98m) above sea level, with all future buildings facing Parliament Hill respecting its height and alignment. An additional proposal for Rue Laurier in Gatineau was to remove the industrial buildings that remained along the river frontage. Panoramic views were also sighted as a future imperative for the National Capital Region. The proposed site of the Memorial Terrace in the Gatineau



Figure 4-2: Proposed Infill of the Wellington Street South Frontage, 1950 (Gréber, 1950)

4.1.4 THE OTTAWA CENTRAL AREA STUDY (1969)

Hills was intended by Gréber to be an excellent place to view the National Capital from afar. In addition to the importance of buildings, Gréber strongly supported the restoration of the Chaudière Islands to their primitive beauty and wilderness.¹³

4.1.3.1 IMPLICATIONS FOR VIEW CONTROLS

The General Report on the Plan for the National Capital was instrumental in shaping growth in Ottawa during the post war period. Many of the changes brought forth by Jacques Gréber are part of the landscape today. Because the plan did not account for height restrictions outside the main dedicated streets and downtown core, it created an environment for buildings on the edges of the city that would exceed the intent of earlier plans. Overall, the plan strongly supported view controls for Parliament Hill and the landscape, but many of the secondary and tertiary symbols could have been given stronger reinforcement.¹⁴

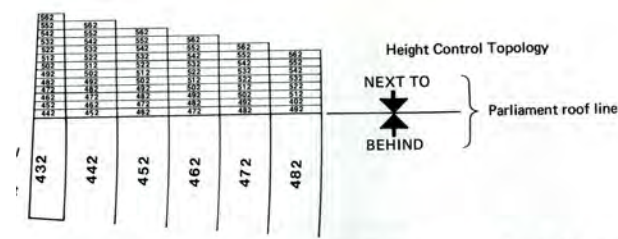


Figure 4-3: Height Control Topology (Ottawa Central Area Study, 1969)

The Ottawa Central Area Study of 1969 radically changed the course of development in Ottawa's downtown core. Although this was not the first time height planes had been used, it was the first time a complex spatial analysis was conducted in Ottawa to provide data that lead to the creation of height and visual controls.

The guiding principles from *The Ottawa Central Area Study* are: protecting remaining vistas of the Parliament Buildings, retaining the scale of the Parliament Buildings, and maintaining the important symbolism of the Peace Tower. The protection of Parliament was set out by identifying various vantage points (three on the Ottawa side, and two on the Gatineau side of the river), and drawing sight planes from these points to the roof lines of Parliament. The planes were then widened to protect height and density on the flanks of the Parliament Buildings. The planes were then translated into 10-foot steps, and plotted on a map to provide stepped height controls from the 572 feet (158m) height of the Peace Tower.¹⁵

On page 54, the report stresses the importance of putting forward a federal leasing policy in which the Federal Government does not lease space in structures that violate the integrity of the national symbols. Unfortunately, some of the design objectives from the report are inconsistent with preservation of views. In addition, the report seems to provide contradictory objectives regarding development and view protection. An example of this contradiction is found within the design objective of this plan, which states that the Parliamentary Precinct should be

protected and enhanced; and that the boundaries of the compact centre should be defined to give new form to the area by promoting high-rise development on its edges. The report also assumes that height controls set in other districts around the Central Area will ultimately be enforced.¹⁶

4.1.4.1 IMPLICATIONS FOR VIEW CONTROLS

The Ottawa Central Area Study would direct the growth, and heights of the downtown core for years to come. The stepped height limits proposed would move the City of Ottawa away from blanket height restrictions to a stepped height restriction which started at the Centre Block roofline. As the distance increased away from the Centre Block, the permitted height would increase in a ratio of 10 feet (3m) for every 40 feet (12m) of distance from the Centre Block, creating a shallow 'bowl' as a height limit. This stepped height control system would fundamentally alter the City of Ottawa's skyline, and was difficult to control during the time it was implemented. Later computer-based imagining shows several buildings built between the 1960s-1990s that exceeded the height limits from the *Ottawa Central Area Study*. In summary, the report had strong support for view controls, but offered many contradictory policies as the ultimate goal was economic growth in the downtown core.¹⁷

4.1.5 THE OTTAWA VIEWS PLAN (1993)

The 1993 *Ottawa Views Plan* produced by du Toit, Allsopp, and Hillier, is the most comprehensive view control study conducted in the City of Ottawa. It reviewed the entire history of view control regulation between 1903 and 1993, and offered 14 noteworthy recommendations to protect the visual integrity of national symbols.

The report suggested that additional height limits within other precincts in the downtown core be retained and strengthened to protect the edges around Wellington Street, Elgin Street, Colonel By Drive, and Mackenzie Avenue to provide transitional zones for development. It also proposed increased reliance on the 'visual threshold' approach that was originally suggested in the Hammer Study, rather than a blanket height restriction. The report called for the preservation of the key and control viewpoints, as well as sequences of viewpoints achieved through static and dynamic view sequences. Lastly, it encouraged the enhancement of public awareness about view protection.¹⁸

4.1.5.1 IMPLICATIONS FOR VIEW CONTROLS

The following recommendations focus on foreground and background view protection – two elements that encompass a basic viewshed. The plan recommended that protection of the view sheds be further aided through a design control and review process monitored and implemented by the City of Ottawa, the City of Hull, and the National Capital Commission. The report also

called for additional height control limits both east, and west of the Rideau Canal looking towards the Centre Block of Parliament. A life cycle approach was also recommended; existing non-conforming buildings should have to conform to the height restrictions when under redevelopment. The last recommendation was that all controlling agencies should be subject to the

same rule; if the authorities work together, they allow for preservation that aid each other in achieving long term goals for view protection in the National Capital Region. Overall, *The Ottawa Views Plan* has strong support for view controls; many of the issues highlighted had been stressed for more than thirty years.¹⁹

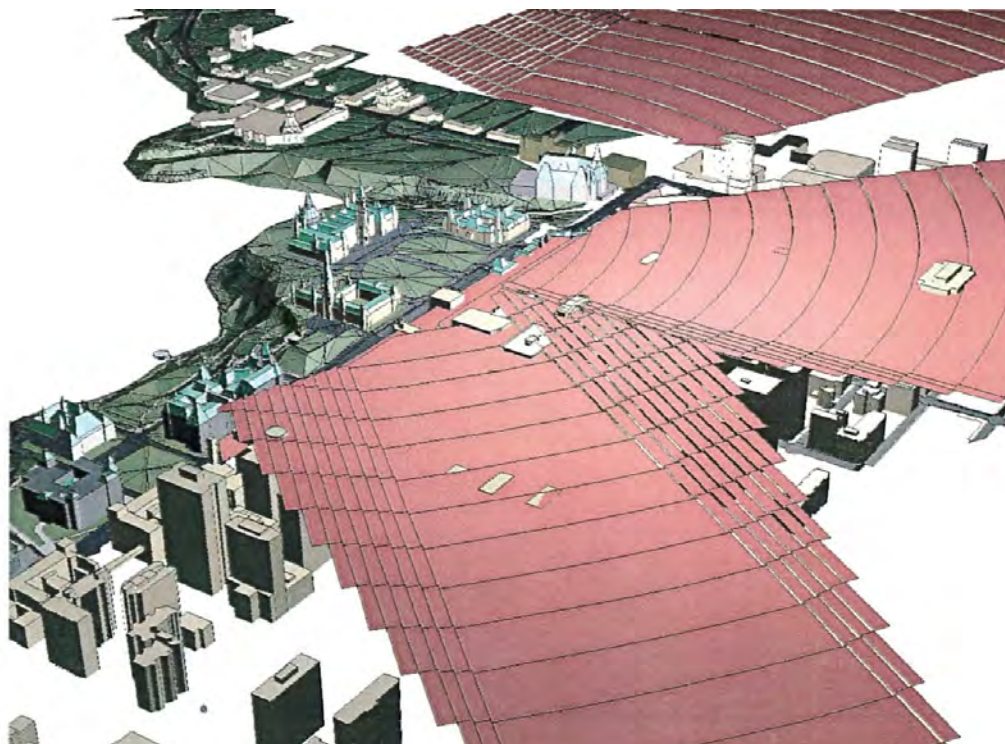


Figure 4-4: Model of the 1969 *Central Area Study* height control planes, showing existing non-conforming buildings (Ottawa Views, 1993)

4.1.6 THE PLAN FOR CANADA'S CAPITAL (1999)

The 1999 *Plan for Canada's Capital* is a broad-based policy document that works to drive an overall vision of Ottawa moving into the 21st Century. The report re-addressed key policies raised in the 1993 *Views Plan*. This included revision of policies in an attempt to continue to protect the views of Parliament and other national symbols. This was achieved through height controls and urban design guidelines by the City of Ottawa, Ville de Gatineau, and the NCC. The Plan also proposed protection of views along Confederation Boulevard and other main approaches to the Ottawa, such as Sir John A. Macdonald Parkway. Moreover, the plan recommended adopting a life cycle approach when dealing with federal building assets, but does not discuss the policy in further depth. This plan is a descriptive document that discusses important values for Ottawa, without providing substantive policies to aid in the overall objectives of the plan. That being said, the draft *Plan for Canada's Capital 2017-2067* calls for the renewal and reinforcement of view protection policies as a milestone project looking forward 50 years. This is a complementary measure to the major rehabilitation of the Parliamentary and Judicial Precincts that are underway.²⁰

4.1.6.1 IMPLICATIONS FOR VIEW CONTROLS

The Plan for Canada's Capital makes some excellent recommendations for the protection of views, but offers no real implementation methods. The plan reiterates many of the same issues discussed in the 1993

Ottawa Views of Plan; the plan supports moderate protection of the national symbols, however has no real teeth for implementation. Hopefully, the 2017 update will lead to more implementable measures and offer stronger protection of the Parliamentary and Judicial Precincts.



Figure 4-5: The view from Victoria Island towards Parliament

4.2 FEDERAL POLICY

The following section evaluates the National Capital Commission's policies including *Canada's Capital View Protection Policy* and the *View Study for Hull* as well as Public Services and Procurement Canada's policies such as the *Parliamentary and Judicial Precinct Area Site Capacity and Long Term Development Plan* and the *Good Neighbour Policy*.

4.2.1 NATIONAL CAPITAL COMMISSION POLICY

The NCC's policies are the strongest policies that influence view protection. The NCC developed *Canada's Capital View Protection Policy* which was consolidated in 2007. The policy outlines the history of view controls used in the capital and describes the inter-governmental relationships that regulate development in the area. It is the highest-ranking federal policy, which employs a variety of tools or controls to protect the visual foreground and background of the national symbols. The policy's key objective is to protect the integrity of the silhouette outlining the national symbols from obstruction or interference.²¹

The NCC's policies identify viewpoints throughout Ottawa and Gatineau from which views of the Parliamentary Precinct and national symbols are protected. These policies are challenging to implement because the NCC has limited jurisdiction or authority when reviewing development applications that may affect the views of Parliament and the national symbols. Because development approvals are a municipal responsibility, the NCC relies on the collaboration and cooperation of Ottawa and Gatineau to uphold view control policy.

Beyond the NCC, other federal policies do not explicitly mention protecting views to ensure the symbolic primacy of the national symbols. It would appear that this may be a result of the federal governments mandate (or lack thereof) with respect to protecting views of the Parliamentary Precinct and national symbols.

4.2.2 OTHER FEDERAL POLICY

The Parliamentary and Judicial Precinct Area Site Capacity and Long Term Development Plan was developed by Public Services and Procurement Canada (PSPC) and updated in 2006. These plans were prepared to provide direction for the rehabilitation of deteriorating buildings located within the Parliamentary Precinct. Rehabilitation is being conducted in order for the buildings to continue to meet operational requirements. The plan outlines the history of preceding plans for the area, and sets planning and design principles that will be fulfilled over the next 25 years. While the plan protects and enhances the special qualities of the area, it falls short in the protection of viewsheds and the surrounding settings of the Parliamentary Precinct.²²

PSPC developed the *Good Neighbour Policy* in 2011, demonstrating its commitment to working closely with Canadian communities with PSPC's Real Property Branch (RPB) presence. While the policy does not discuss view controls, it does advocate for collaboration between municipalities and the federal government. The policy applies to all real property assets under the administration of RPB, including all of the offices in the National Capital Region's Core Area. Cooperation and consultation with local governments is the foundation of the policy, which seeks to strengthen quality of life in large urban centres and to consider local plans and priorities, while considering the needs of the federal government.²³ Although the policy advocates for collaboration with local government to meet planning objectives, it does not contain recommendations to implement federal

government (NCC) view control planning objectives by not leasing office space in buildings that exceed the height limits.

In 2010, the Canadian Register of Historic Places worked in collaboration with a number of federal, provincial, and territorial agencies to develop the *Standards and Guidelines for the Conservation of Heritage Places*. A notable section in this document that applies to the Parliamentary Precinct is the "Guidelines for Cultural Landscapes." The national symbols were identified as contributing to a cultural landscape, which can be viewed from specific viewpoints through protected sightlines. Water features such as the Ottawa River and other natural landforms such as the 'wild escarpment' are considered character-defining elements in part because they were significant factors in determining the location and development of the cultural landscape. For designated cultural landscapes, a viewshed has been established, with elements located in the foreground, middle ground, and background. The position of the natural and built components of a viewshed influence the visual and physical relationships between elements of a designed landscape, which contribute to the user experience. In urban areas, land use, buildings, streets, and topography often define or influence spatial organization. Depending on the surrounding built or natural form, a tall building in the foreground or background can be perceived as out of place and/or scale. The scale of a cultural landscape can evoke an emotional response for viewers; large landscapes either intimidate or inspire us. For this reason it is

important to limit the height of development in the foreground and background of the national symbols' silhouette to maintain the integrity and power of the nationally significant cultural landscape.²⁴

4.2.2.1 IMPLICATIONS FOR VIEW CONTROLS

The NCC has strong policy that supports view controls, however they have limited ability to implement it because they are only able to govern federally owned land. This inhibits the effectiveness of the policy because it relies on the voluntary collaboration of both Ottawa and Gatineau.

Other federal departments or agencies do not have strong policy that protects views. This is likely a result of their mandate, which is more focused on managing their real property portfolio in a cost-effective manner rather than protecting the national symbols.



Figure 4-6: Parliament Hill (Cangrulo, 2016)

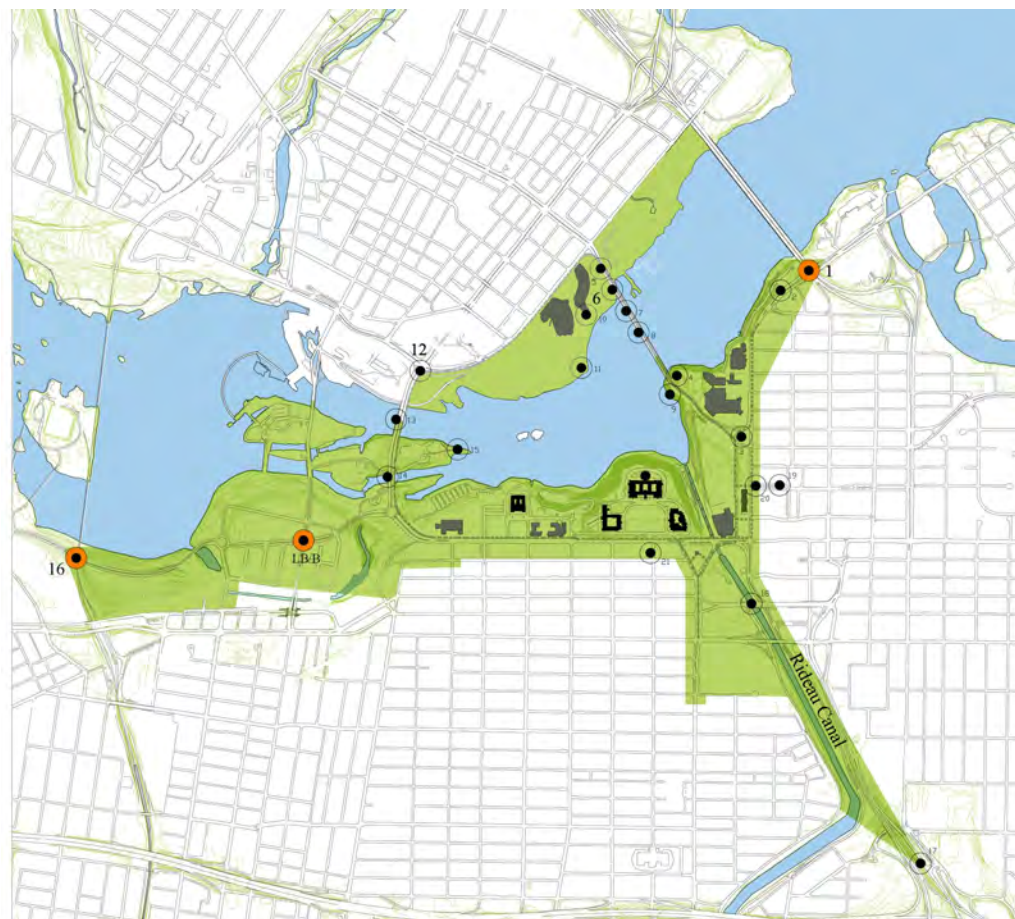


Figure 4-7: Areas subject to foreground control (NCC-CCN, 2007)

4.3 OTTAWA MUNICIPAL POLICY

The following section assesses the City of Ottawa’s policies including the *Official Plan*, the *Central Area Secondary Plan*, urban design guidelines, as well as site-specific zoning provisions. It is important to note that the City of Ottawa has not permitted buildings that exceed the height limits adjacent to Parliament Hill since the 1960s.

4.3.1 OFFICIAL PLAN (2014)

The City of Ottawa’s *Official Plan* (OP) is the overarching policy document that guides planning, development, and growth management within Ottawa.²⁵ The study area, as determined by the project team, is designated and referred to as the Central Area within the *OP*. The *OP* states this area is the economic and cultural heart of the city and also serves as the symbolic heart of the nation.²⁶

Within this designation, the city will promote and protect the visual integrity and symbolic primacy of the Parliament Buildings and other national symbols through various policies as set out in Section 3.6.6. of the *OP*. Height limits in the Central Area are enforced by both angular planes and heights as measured from sea level (see Appendix A). Additionally, key viewpoints of Parliament Buildings and other national symbols are identified by the *OP* (see Appendix A), and are also protected by policies in Section 3.6.6.²⁷

Section 4.11 of the *Official Plan* states that the city will protect views of the Parliament Buildings from two locations in Beechwood Cemetery: Tommy Douglas Memorial and Poet’s Hill as identified on Annex 12 in the *OP* (see Appendix A). Within these viewsheds, new buildings or structures should be located to complement or enhance the view of the national symbols, and for each property in the viewshed. No zoning by-law amendment or minor variance shall be

permitted that would obstruct the view. Within the viewsheds from Beechwood Cemetery, site plan control approval, other regulations, and city maintenance practices may also be adjusted to ensure that fences, signs, trees and other elements do not obstruct the view of the national symbols. Additionally, development applications for all high-rise buildings in the City of Ottawa are required to demonstrate how the proposed building will contribute to and enhance the skyline of the city and existing prominent views.²⁸

Section 2.5.6 states that in areas where buildings of 30 or more storeys are permitted, the *Secondary Plan* and *Community Design Plan* must include a public view and skyline analysis. These will assess the impact of proposed buildings on significant public view corridors and skylines, including the views of the national symbols.²⁹

Finally, the *Official Plan* states that pursuant to Section 37 of the *Planning Act*, the city may authorize an increase in the height and density of development above the levels permitted in the zoning by-law in return for provision of community benefits. However, Section 5.2.1 of the *OP* states “no increase in height will comprise any of the Capital Views Protection policy of the National Capital Commission.”³⁰

Through Sections 2.5.6; 3.6.6; 4.11; and 5.2.1 it is clear that the City of Ottawa’s *Official Plan* strongly supports the visual integrity and symbolic primacy of the Parliament Buildings and other national symbols.³¹

As part of the city’s *OP*, the existing *Central Area Secondary Plan* indicates the strong support for view protection of national symbols. The *Secondary Plan*, which further delineates the central area into ‘character areas’ (Bank Street, Parliamentary Precinct, the Canal, etc.), incorporates view protection policy in every character area to ensure all views in the city are maintained and enhanced.³²

4.3.2 ZONING BY-LAW

The City's *Zoning By-law No. 2008-250* is a binding document that regulates development within the city, as well as sets provisions including setbacks, Floor Area Ratio (FAR), Ground Floor Area (GFA), Floor Space Index (FSI), maximum building height, and parking requirements. The study area has a variety of zones, with varying site-specific provisions and/or schedules. These zones include mainly the "Mixed-Use Downtown Zone", as well as the "General Mixed-Use Zone," and the "Minor Institutional Zone".³³

According to Section 193 of the City's zoning by-law, one of the main purposes of the Mixed Use Downtown Zone, which covers a large portion of the study area, is to "impose development standards that will protect the visual integrity and symbolic primacy of the Parliament Buildings."³⁴ In addition, the designation aims to maintain the existing scale and character of the area while having regard to the heritage structures in the Central Area.³⁵

The site-specific schedule(s) (see Appendix A) identifies the permitted height for the zoned properties, and in certain schedules also identifies setbacks. Within the Central Area of Ottawa, heights are identified and measured by elevation above sea level and limit building heights to protect views of the Parliament Buildings and other national symbols.³⁶

4.3.3 DOWNTOWN URBAN DESIGN STRATEGY 20/20

The *Downtown Ottawa Urban Design Strategy 20/20* was commissioned by the City of Ottawa, in partnership with the NCC, in 2002. Although not a statutory document, it was the city's intention to use the strategy's recommendations in conjunction with the *OP*, to guide future development within the downtown.³⁷

In terms of view protection of the national symbols, the strategy recommends that current views be safeguarded, the height controls in place in the City of Ottawa not be revised, and that the built form guidelines respect height controls to protect views.³⁸

4.3.4 URBAN DESIGN OBJECTIVES (2007)

The 2007 *Urban Design Objectives* outline the city's design goals, and are derived from the more detailed design objectives contained in the *Official Plan*. The *Urban Design Objectives* recommends the preservation of distinct views, as they are important for the community and for wayfinding. However, the document does not clearly recommend view controls and/or tools to protect views of national symbols.³⁹

4.3.5 OTTAWA TRANSIT-ORIENTED DEVELOPMENT GUIDELINES (2007)

The *Ottawa Transit Oriented Development (TOD) Guidelines*, approved by City Council in 2007, includes 56 guidelines that apply throughout the city for "all development within a 600-metre walking distance of a rapid transit stop or station, in conjunction with the policies of the *Official Plan* and all other applicable regulations (i.e. Zoning By-law, Private Approach By-law, Signs By-Law)."⁴⁰

The guidelines cover areas such as parking, layout of streets, architectural considerations, pedestrian connections, signage, and amenities in TOD areas. A select few of these guidelines briefly touch on density or views, but the *TOD Guidelines* do not address view controls of the national symbols. For example, guideline eight states "locate the highest density and mixed uses immediately adjacent and as close as possible to the transit station," and guideline twelve states "create highly visible landmarks through distinctive design features that can be easily identified and located."⁴¹ However, the guidelines do not address the views or national symbols landmarks, thus providing no support for view protection.

The *TOD Guidelines* state that development proposals in TOD areas must be in conjunction with the policies of the *OP* and other applicable regulations. This suggests that the *Official Plan* height restrictions to protect views of the national symbols should take precedence over the *TOD Guidelines*.⁴²

4.3.6 TRANSIT-ORIENTED DEVELOPMENT PLANS—LEES, HURDMAN, TREMBLAY, ST. LAURENT, CYRVILLE AND BLAIR

In 2014, City Council established the creation of *Transit-Oriented Development (TOD) Plans* in support of transit-oriented, intensified land development near future Confederation Line stations. The plans created were for the stations Lees, Hurdman, Tremblay, St. Laurent, Cyrville, and Blair. Despite the fact that these stations are outside the project’s study area, an analysis was conducted of the *TOD Plans* as they are in close proximity to the national symbols and could affect views.

The area included in the *TOD Plans* are within a 10-minute (800-metre) walking distance from the transit stations. The *TOD Plans* were prepared with an understanding that redevelopment and increased densities will occur around the stations. Transit-supportive densities are typically expressed as the number of people and jobs (residents and employees) per hectare of land in the community immediately surrounding the stations. The “target range for transit-supportive density in the Ottawa TOD Plan areas is 200 to 400 people and jobs per gross hectare”.⁴³ Additionally, each TOD plan incorporates different density targets, through TOD zoning regulations. These targets are identified as: *Low TOD Density Zone*, *Medium TOD Density Zone*, and *High TOD Density Zone*. There is a fear that the density targets for TOD stations will create an increase in building height, leading to a loss of views of the national symbols. More importantly, is the concern that this will create a precedent for an increase in height and density that could be set for all TOD stations, including those closer to the Central Area in the City of Ottawa. As Lees and Hurdman are the stations closest to the project study area, further analysis of their respective *TOD Plans* was undertaken to analyze permitted density and height (see Appendix A).⁴⁴

4.3.7 URBAN DESIGN GUIDELINES FOR HIGH-RISE HOUSING

The City of Ottawa’s *Urban Design Guidelines for High-Rise Housing*, approved by City Council in 2009, is used during the review of development proposals to promote and achieve appropriate high-rise development. One of the *Guidelines’* objectives is to “promote high-rise buildings that contribute to views of the skyline and enhance orientation and the image of the city”.⁴⁵ In order to accomplish this and the other objectives, there are 68 guidelines to be reviewed for high-rise development.

The guidelines cover types of buildings, built form, the public realm, open spaces and amenities, environmental considerations, site circulation and parking, and services and utilities. In terms of type of buildings, Guideline 2b states the building can be a ‘background’ building if it enhances and frames the context of significant places. Additionally, it can be a background building if it creates views corridors and frames the views to significant places, such as to the national symbols.⁴⁶

Guideline 9 further supports view protection, and states “locate high-rise development to preserve and enhance important views and vistas. Do not block or detract from views to landmarks, historic buildings, monuments, public art, parks, gardens and rivers”.⁴⁷ The Guidelines outlines that the built form of high-rise developments must protect the views already created and must contribute to the skyline in Ottawa.

Overall, the *Urban Design Guidelines for High-Rise Housing* supports view protection of the national symbols, and must be followed in conjunction with the *Official Plan* and other applicable regulations. This strengthens the support for the visual integrity and view protection of the national symbols.

4.3.8 IMPLICATIONS FOR VIEW CONTROLS

The City of Ottawa’s *Zoning By-law*, *Official Plan*, and related guidelines either strongly or moderately support the visual protection of the Parliament Buildings and other national symbols. Each plan supports the visual integrity and symbolic primacy of the national symbols through its policies and/or recommendations. The outlying policy document that could create issues with view controls are the *TOD Plans*, which call for intensification surrounding the LRT stations, which could potentially create precedent-setting heights. Overall, the City of Ottawa strongly supports view protection controls through their *Official Plan*, which demonstrates a commitment to preserving the visual integrity of the national symbols.



Figure 4-8: Aerial view of Ottawa (Rohse, 2014)

4.4 VILLE DE GATINEAU POLICY

This section assesses Ville de Gatineau policies, including le *Plan d'urbanisme*, Le *Programme Particulier d'urbanisme* and les *Règlements de Zonage*.

4.4.1 GATINEAU PLAN D'URBANISME

Gatineau's *Plan D'urbanisme* (2015) is the overarching policy that guides planning, development, growth and secondary plans. Within the *Plan D'urbanisme*, the scope of this work is located in the area known as *le centre-ville*. The study area consists of the edges of the Capital Core: Place du Portage, to the Windmill Zibi (former Domtar) lands and the majority of *Île de Hull*. The uses of this area are distinguished as commercial, institutional, recreational and residential.⁴⁸

In part two of the *Plan d'urbanisme*, the planning policy and action section has no support for view control of the national symbols, however, there is mention of some view protection policy. It is noted that there is to be valorization and encouragement of the maintenance of cultural identity. This is manifested through an action aimed at protecting the views of the Gatineau Hills. Ville de Gatineau seeks to protect its individual symbol, suggesting that view plane protection is a concept that could be considered.⁴⁹

The most significant indicator of the city's involvement in view protection is located in Le *Programme Particulier d'Urbanisme: le Coeur du centre-ville*. However, this section is a suggested vision rather than a legally-binding policy document. The main recommendation is that planning should be favored on an east-west axis between both bridges to showcase important views. This secondary plan also outlines that the tallest buildings should extend the administrative pole located on Rue Laurier [Place du Portage], and that there should be support for the creation of a park on the former Domtar lands that would showcase and offer panoramic views of the precinct. Moreover, there is some mention of enhancing pedestrian activity around the banks of the Outaouais river to promote more enjoyment the view. In contrast, other policies recommend establishing an entrance to the Gatineau area by locating taller buildings on the border of the corridors of Portage and Chaudière bridges.⁵⁰

4.4.2 GATINEAU PLAN DE ZONAGE

Gatineau's *Règlements de Zonage* is a document that regulates development within the city, and provides instructions and provisions for construction, setbacks, parking, and maximum heights. Currently, the site has a variety of zones for commercial, mixed use, residential and recreational uses.⁵¹

Height limits in the Ville de Gatineau are limited by specific zone ranging from 1 to 30-storeys. Within the study area, the heights are regulated based on the height in metres (up to 99m in certain zones) rather than storeys. There is no mention of view protection through height limits in the zoning by-laws.⁵²

4.4.3 IMPLICATIONS FOR VIEW CONTROLS

The City's *Plan D'Urbanisme*, Le *Programme Particulier d'Urbanisme* and les *Règlements de Zonage* offer little mention or support for the implementation of view controls in the downtown/capital core of the city. The few times that views of the national symbols are discussed, the focus is on showcasing the view rather than implementing a protection policy. The zoning by-laws address height limits on a zone-by-zone basis, therefore offering some insight and regulation of heights in the city.



Figure 4-9: Gatineau Hills from Pink Lake Lookout (Bulinski, 2006)

4.5 POLICY SUMMARY

Through the analysis of historic plans and policies, and through federal, City of Ottawa, and Ville de Gatineau policies, it is clear the incentives to protect views of the national symbols are not aligned amongst all stakeholders. The federal government (represented by the NCC) only has authority to approve developments on federal lands. There is no approval authority for non-federal lands; proposed developments are subject to the municipal approval process. Therefore, planning in the National Capital Region relies on the collaboration of both municipalities to implement federal view protection policy.

The City of Ottawa has two policy conflicts and reverse incentives. First, its TOD policies encourage high-density building around transit stations, which increase the pressure for tall buildings around the new stations near Parliament Hill in the CBD. Secondly, the City would lose property tax revenue that could be generated from new developments in order to preserve views of the national symbols from Gatineau. Similarly, la Ville de Gatineau would also lose tax revenue associated with tall buildings to preserve views of national symbols from Ottawa. It is evident all levels of government need to work together in order for the policies to be aligned, and for the visual integrity and symbolic primacy of the national symbols to be protected. The necessary tools for public engagement and outreach are discussed in the Chapter 8.

4.6 CHAPTER SUMMARY

KEY POINT 1:

- Through the analysis of the historic plans and policies, and through the federal, Ville de Gatineau, and City of Ottawa policies, it is clear that the incentives to protect the views of the national symbols are not aligned amongst all stakeholders.

KEY POINT 2:

- Historic plans for Canada's Capital impacted the NCC's *Canada's Capital View Protection Policy (2007)*, which is the highest-ranking federal policy that employs a variety of tools and controls to protect the visual foreground and background of the national symbols.

KEY POINT 3:

- PSPC's Real Property Branch developed the *Good Neighbour Policy* in 2011 to promote cooperation and collaboration with local governments.

KEY POINT 4:

- While the City of Ottawa's *Official Plan* and *Zoning By-law* strongly support view protection controls, their transit oriented development policies encourage high-density building around transit stations, which increases the pressure for tall buildings around Parliament Hill in the Central Business District.

KEY POINT 5:

- There is no mention of view protection of national symbols or height limits in the Ville de Gatineau's zoning by-laws, although its *Plan D'Urbanisme* suggests protecting the views of the Gatineau Hills.

NOTES

1-3 Todd, 1903

4-9 Bennett, 1915

10-14 Gréber, 1950

15-17 Hammer, Greene, & Siler, 1969

18-19 du Toit, Allsopp, & Hillier, 1993

20 NCC, 1999

21 NCC, 2007

22-23 Public Works and Government Services Canada, Parliamentary Precinct Branch, 2011

24 Public Works and Government Services Canada, Parliamentary Precinct Branch, 2006

25-32 City of Ottawa, 2014

33-36 City of Ottawa, 2008

37-38 City of Ottawa, 2002

39 City of Ottawa, 2007

40-42 City of Ottawa, 2007a

43-44 City of Ottawa, 2014a

45-47 City of Ottawa, 2009

48-49 Ville de Gatineau, 2015

50 Ville de Gatineau, 2008

51-52 Ville de Gatineau, 2015a