

9 Precedents



This chapter examines different view protection controls and guidelines used in cities throughout Canada and around the world. Examining various methods of view protection, this chapter summarizes the 13 case studies from national capitals, former capitals, state and/or provincial capitals, as well as cities that do not serve any capital function. These cities range from over 8 million people to as small as 120,000 within the urban core. By evaluating view protection policies from a diverse range of cities, the project team was able to identify lessons that may be utilized within Canada's National Capital Region.



9.1 CASE STUDY SELECTION

This section includes five Canadian case studies from across the country. Using domestic cities as precedents is ideal because they use similar planning systems, and are governed by similar legislative powers, and must follow similar procedures for policy protection as the City of Ottawa and Ville de Gatineau. Alternatively, investigating other capital cities such as Canberra and Washington can provide insight into possible tools that can be used by the NCC. These view protection initiatives include not only policies influencing development, but also include strategies for public engagement, view management, and partnerships between various levels of government.

Furthermore, looking at a diverse range of cities helped identify novel view protection initiatives, which may be valuable to the NCC, the City of Ottawa, and Ville de Gatineau.

A total of 41 cities were investigated. Case study selection for detailed research was determined by criteria that included: availability of planning documents (taking into account accessibility of documents in English, or availability of translations), similarity of planning systems and processes, types of views being protected, and the presence of legislated view control policies and programs. After collecting this

information for all of the cities, the list was narrowed down to 13 case studies documented more fully in the precedent catalogue found in Appendix D. For a description of why cities were and/or were not included as precedents, reasoning is given for each city and can be found in Appendix D. The full list of cities investigated is found on the map below. As well, the following page lists in bold the cities used as precedents and case studies in the following chapter. The selected 13 precedents have been organized into three categories - blanket height controls, corridors, cones, and alternative strategies in order to examine various types of international view control policies.



Map 9-1: Precedents map showing case studies reviewed from around the world.

1. Abuja

Federal Capital Territory, Nigeria
2. Austin

Texas, USA
3. Barcelona

Catalonia, Spain
4. Berlin

Berlin, Germany
5. Abuja

Bern, Switzerland
6. Brasilia

Federal District, Brazil
7. Brussels

Brussels-Capital Region, Belgium
8. Budapest

Central Hungary, Hungary
9. Canberra

Federal Capital Territory, Australia
10. Chandigarh

Chandigarh (Capital Region), India
11. Edinburgh

Edinburgh, Scotland (U.K.)
12. Florence

Tuscany, Italy
13. Guelph

Ontario, Canada
14. Halifax

Nova Scotia, Canada
15. Helsinki

Uusimaa, Finland
16. Islamabad

Islamabad Capital Territory, Pakistan
17. Kingston

Ontario, Canada
18. London

Greater London, England (U.K.)
19. Montréal

Québec, Canada
20. Moscow

Central Federal District, Russia
21. New Delhi

Delhi State, India
22. New York City

New York, USA
23. Oxford

Oxfordshire, England (U.K.)
24. Paris

Île-de-France, France
25. Philadelphia

Pennsylvania, USA
26. Portland

Oregon, USA
27. Prague

Prague, Czech Republic
28. Pretoria

Gauteng, South Africa
29. Québec City

Québec, Canada
30. Regina

Saskatchewan, Canada
31. Reykjavik

Capital Region, Iceland
32. Rome

Lazio, Italy
33. San Francisco

California, USA
34. Seattle

Washington, USA
35. St. Petersburg

Federal Subject of St. Petersburg, Russia
36. Stockholm

Södermanland and Uppland, Sweden
37. Sydney

New South Wales, Australia
38. Toronto

Ontario, Canada
39. Vancouver

British Columbia, Canada
40. Washington

District of Columbia, USA
41. Winnipeg

Manitoba, Canada

*Note: Cities in red were selected for in-depth case study.

9.2 VIEW CONTROLS FROM OTHER CITIES

9.2.1 BLANKET HEIGHT CONTROLS

Blanket height controls are an efficient method of achieving view protection found within many capital cities. Washington is one of the most famous examples of how blanket height restrictions have been used to protect views of capital buildings and other monuments. Blanket height controls include policies that restrict the maximum height of any development in an outlined area. This method is usually used to protect views within a city district or downtown core, and are often implemented in historic areas where heritage buildings - usually lower in height - require stronger protections as to not be overcome by tall, modern development.

A prominent precedent for blanket height controls is Washington, District of Columbia, where this restrictive policy was federally implemented early in the city's development in 1910.¹ These policies were put in place in order to preserve views of national monuments. Helsinki, Finland is another city that has implemented blanket height controls. Helsinki uses a

blanket height control formula that was established in 1895 and was used to guide Helsinki's development in the city centre around historic monuments.² Guelph, Ontario has variable heights allowed within its protected view planes and a height restriction within the vicinity of the Church of Our Lady Immaculate which is implemented through policy and zoning by-laws.³ Montréal uses blanket height controls to protect views of Mont-Royal, a beloved landmark important to the identity of the city, setting the limit of any development to 200 metres (or 232.5 metres above sea level).⁴ The blanket height limit is imposed on all boroughs throughout Montréal, but additional height criteria is set for the Ville-Marie Borough.⁵ This supplemental criteria helps create the 'hill-and-bowl' appearance that is characteristic of Montréal's skyline.

This tool can be used to a high degree of success in cities that want to highlight iconic landmarks across the landscape, but it can also be limiting for cities facing development pressures characterized by high-

rise towers such as Helsinki. High density tower development can be very disruptive to the skyline in cities that have a history of blanket height controls. This can be disruptive if tall buildings pierce the skyline and can change the landscape in a dramatic manner. These controls are not a practical policy tool that could be used at this time in an area like the National Capital Region, which already has many buildings that exceed the height of Parliament. However, it is interesting to note that while both Washington and Ottawa began view protection policies around the same time, the policies in Washington strongly shaped the city's horizontal character and changes in Ottawa's policies in the late 1960s overshadowed the National Capital Region's silhouette. Blanket height controls are a more dated policy tool that was implemented before pressures from developers to build high-rise high-density towers became a strong factor. A blanket height control for a central area can be combined with taller buildings on the edge of the city as seen in Oxford or La Défense in Paris.



Figure 9-1: View of the Tuomiokirkko in Helsinki enabled by blanket height controls (City of Helsinki, 2011)



Figure 9-2: Blanket height controls prevent obstruction of the Capitol building in Washington (Highsmith, 2011)

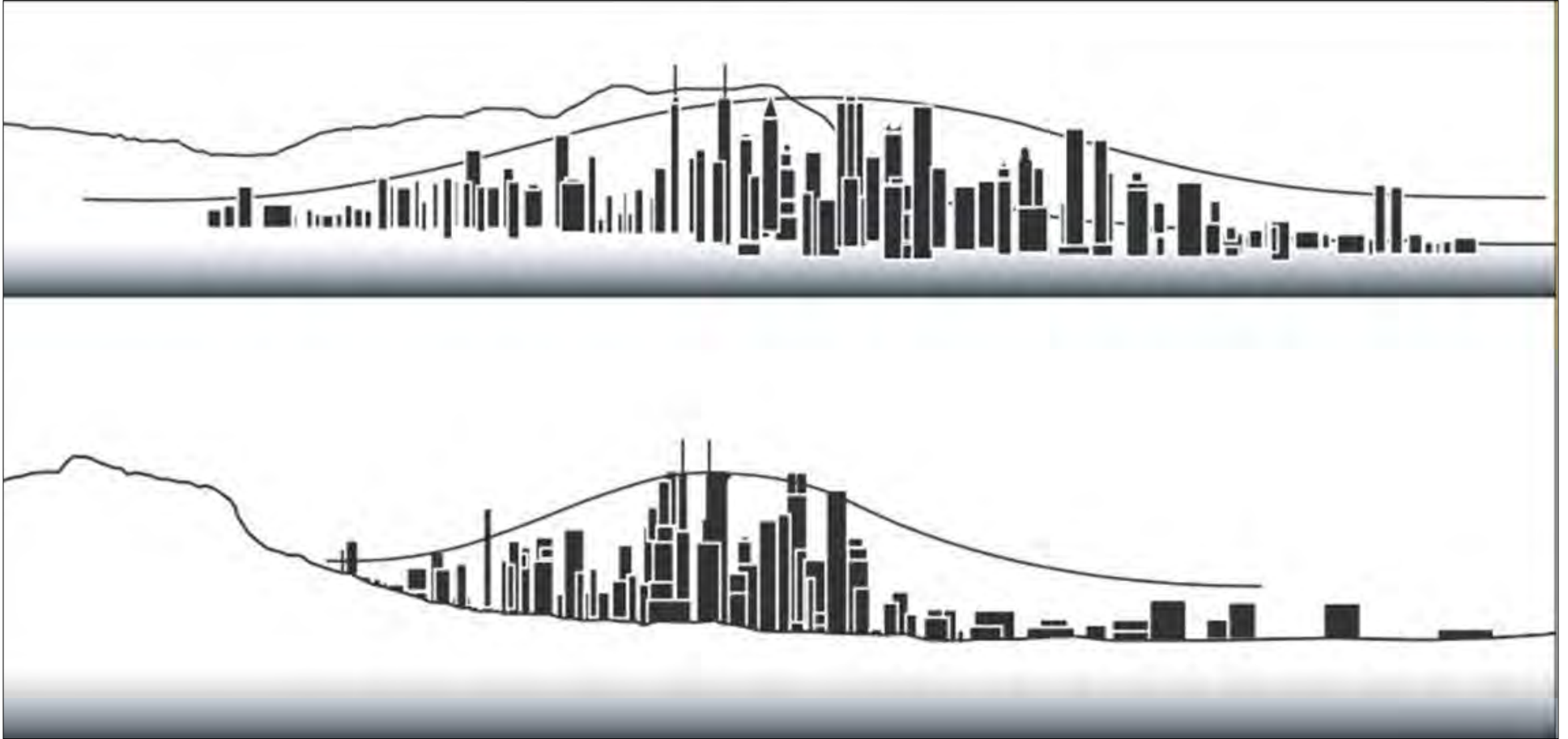


Figure 9-3: Montréal's 'hill-and-bowl' skyline, which relies on the use of blanket height controls through the city's boroughs to prevent buildings exceeding the height of Mount Royal throughout the city; (top) and further shapes the height of buildings in the CBD to keep the form of the mountains visible (Ville de Montréal, 2004)

9.2.2 VIEW CORRIDORS

As an alternative to blanket height controls, many planning bodies look to view control policies that establish view corridors - also called view cones in some instances - to protect views to important landmarks, features and skylines. These policies are generally considered more permissive and work by restricting the height of developments in view corridors, while permitting taller developments to take place in strategic alternative locations. In this respect, high-rise development is still permitted, but planning bodies have the ability to control where it is located so they do not interrupt view corridors/cones. The use of view corridors in policies is very popular in both Canadian and international contexts. Vancouver, Halifax, and Guelph provide good examples of the use of view corridors to protect important views on very different scales throughout Canada.

Vancouver is renowned for its in-depth study on view protection around the city and the resulting comprehensive guidelines for the protection of view cones. The guidelines have been used to such a high degree of success that Vancouver has become a model for view protection policies around the world.

Halifax has been influential in their protection of view corridors, as well as views between corridors around the city in order to preserve the skyline and avoid clusters of tall buildings being located within narrow gaps between protected view planes.⁶ This eliminates

the “picket fence” effect that could result from clusters of high-rise developments. While Guelph only has a few view protection corridors, these corridors are protected through zoning by-laws.⁷ American cities such as Austin, Texas and Portland, Oregon also demonstrate how view corridors have been successfully used in the United States. Austin, combining state and municipal protection, has created view corridors to preserve views of the iconic State Capitol Building from viewpoints surrounding the city.⁸ This has allowed for development to be strategically located, protecting views and meeting downtown intensification goals. Portland, a city with a rich cultural and natural history, is also an excellent example of how view corridors can preserve both man-made and natural views of the Willamette River and of the surrounding mountains. Canberra, Australia’s planned capital, is well-regarded in the planning community for its comprehensive view control guidelines that were established when the city was built, and influenced the development of view corridors to and from the national capital buildings. These guidelines have remained in place over the city’s history and continue to play a role in the location of new development around the core. The use of view corridor/cone protection policies is found to be the most successful policy tool as it works to integrate new high-density development while preserving designated protection sites.



Figure 9-4 City of Vancouver utilizes view cones in order to protect views of the water and the mountains (Mac Marketing Solutions, 2015)



Figure 9-5: Halifax, N.S. A view from the water to the Citadel (Glen Euloth, 2011)

9.2.3 ALTERNATIVE/HYBRID STRATEGIES

Edinburgh, Scotland is a strong example of an alternative strategy to view protection. While the city has developed strong local policies to protect views across the city, they have also been using a buffer zone to protect its UNESCO (United Nations Educational, Scientific and Cultural Organization) World Heritage site. The use of a buffer zone was mandated by the UNESCO World Heritage Centre to ensure that proper protections were in place around the site as the city initially had weak protection policies. However, since the buffer zone has been in place, the City of Edinburgh Council has also implemented policies that require the skyline be preserved through the recommendations of a skyline study, adding to view protection policies across the city.⁹

Similarly, London, England also completed a skyline study that was used to formulate a set of guidelines for view protection corridors to major landmarks around the city. This was implemented after many views of St. Paul’s Cathedral were compromised by new towers.

As well, London’s iconic monuments, Maritime Greenwich, Royal Botanic Gardens Kew, Palace of Westminster and Westminster Abbey, including St Margaret’s Church and Tower of London, are also protected by buffer zones as UNESCO World Heritage Sites.¹⁰

Kingston, Ontario, which is a mid-sized city, has created varying height limits throughout the downtown’s districts to protect the views of its iconic City Hall, in order to ensure the future of its prominence in the city’s skyline.¹¹ This is supplemented with the protection of numerous view planes looking toward the iconic building. However, much of the city’s institutional skyline from 1970 has been lost by a series of slab apartment buildings that are out of scale with the historic building fabric of Kingston’s downtown and waterfront.

Lastly, looking to the United Kingdom, Oxford has legislated ten protected view cones along with a 1200 metre buffer zone around Carfax Tower to preserve its iconic skyline as the city developed over time.¹² Within the City of Oxford, multiple government and non-government bodies work collectively to analyze and improve current view control policies.¹³



Map 9-2: Excerpt from the Oxford Local Plan (2001-2006) showing the 1200-metre buffer zone around Carfax Tower and the 10 protected view cones (Oxford City Council, 2015)



Figure 9-6: Obstructed view of St. Paul's Cathedral with the 'Gherkin' present in the background (Attractions Map, 2016)

9.3 VIEW PROTECTION BEST PRACTICES

There were a few overarching themes that were exposed during this research. First, other capital cities have view control policies to protect their national symbols, and most of these policies are stronger than those in Canada's National Capital Region. Second, view controls are also common in non-capital cities to preserve views that are valued by the public and are important for tourism. Many of these cities have strong controls that the National Capital Region could look to as a best practice. The NCC has the ability to use the lessons learned and successes of these precedents to strengthen the view planes throughout the City of Ottawa and Ville de Gatineau. Protecting the Nation's primary symbols should be a top priority for the City of Ottawa and Ville de Gatineau, in collaboration with the NCC.

First, in order for a city to achieve effective view protection, initiatives must be enforced through policy and law. This is a pertinent issue in cities such as London and Vancouver, which have developed comprehensive protection guidelines, yet they are not given legislative authority. Without this formal authority to control development, these protection guidelines have often fallen short of their view protection goals. The research has shown that the most effective method in achieving view protection objectives is found in cities that use comprehensive land use plans (or other community planning documents) to outline view

protection policies, which are then reinforced through zoning regulations. Canadian cities such as Montréal, and Guelph have all set straightforward goals in their comprehensive land use plans, goals which are then implemented through the zoning by-law.

In addition, it appears that using view corridors/cones is the most effective method a city or other jurisdiction can utilize in order to achieve view protection. This method allows for planning bodies to strategically direct development in areas that do not impact view corridors, and concentrate development in these areas. This is especially useful in a city that is experiencing strong development pressures such as the City of Ottawa and Ville de Gatineau. One of the most common strategic methods of calculating allowable maximum heights in view corridors is to use a trigonometric formula. These formulas are used in Austin, Portland, and Vancouver to fit the view protection challenges faced in their respective jurisdictions. Using view corridors/cones is also more adaptable to new developments as it still allows for high-rise, high-density development to take place, but is strategic as to where development can occur. Another best practice discovered through research is regular evaluation of view corridors and viewpoints that are currently being protected. Evaluating view corridors can help determine which viewpoints are still important, unimpeded by development/vegetation,

and valued by the public. This can also help to identify new views that have yet to be given protection. By regularly evaluating view corridors and viewpoints, insight can be gained into which view protection policies are effective, and which have fallen short of their intended goals. This also allows for planning bodies to remove views that may have been lost. Involving the public in this process can raise awareness and interest in the pertinence of view protection. Other policies that aim to increase public attention of views and their history, are also important in garnering public support for the preservation of views for future generations. Public engagement is essential to gain buy-in from the agencies that have the power to implement view control policies.

A final best practice is to create comprehensive policies and guidelines that influence additional factors that relate to the enjoyment or quality of views. For example, policies regarding vegetation management can help ensure that vegetation complements, enhances and frames a view instead of competing with or obstructing it. Vegetation management guidelines, developed by the City of Portland include aspects such as species selection, pruning schedules, and vegetation removal.¹⁴ Vegetation management is a pertinent issue in Ottawa and Gatineau that could help improve the quality of views significantly by properly managing vegetation.

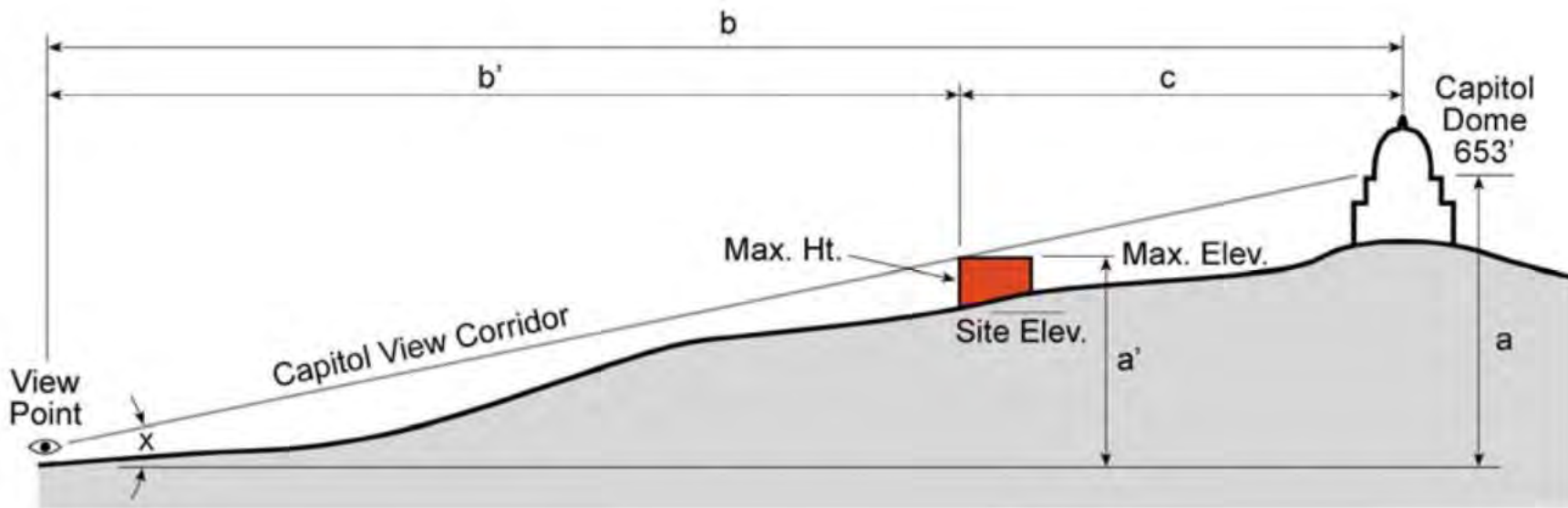


Figure 9-7: Diagram representing the trigonometric formula used to determine height limits in view corridors protecting the Texas State Capitol building (Austin Downtown Commission, 2007)

9.4 CHAPTER SUMMARY

KEY POINT 1:

- Most capital cities researched have view control policies to protect their national symbols, and most of these policies are stronger than those currently present in Canada's Capital Region.

KEY POINT 2:

- Cities from around the world that are not capitals also employ strong view controls.

KEY POINT 3:

- View control policies found in the 13 cities was further categorized into three groups; blanket height controls, view corridors or cones and alternative/hybrid strategies (specifically the use of buffer zones).

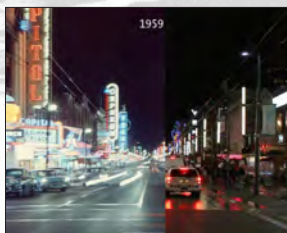
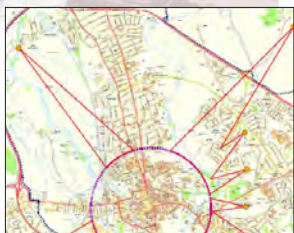
KEY POINT 4:

- In order for a city to achieve effective view protection, initiatives must be enforced through policy and law. The most effective method in achieving view protection is found in cities that use comprehensive land use plans (or other community planning documents).

NOTES:

- 1 National Capital Planning Commission, 2016
- 2 City of Helsinki, 2011
- 3 City of Guelph, 2016
- 4-5 Ville de Montréal, 2004
- 6 Halifax Regional Municipality, 2016
- 7 City of Guelph, 2016
- 8 City of Austin, 2016
- 9 Edinburgh World Heritage, 2011
- 10 Greater London Authority, 2016
- 11 City of Kingston Planning and Development Department, 2010
- 12 Oxford City Council, 2016
- 13 Oxford City Council, 2015
- 14 Bureau of Planning, Portland Oregon, 1991

10 Best Practices



This chapter draws best practices from the six cities whose view control policies and tools can serve as guides for the National Capital Region. Amongst the selected cities, three case studies are Canadian (Halifax, Montreal, Vancouver), two are European (Edinburgh and Oxford), and one is American (Portland). Each of these cities has excelled at developing innovative and comprehensive approaches for ensuring successful view protection tools.



10.1 EDINBURGH, SCOTLAND (U.K.)

10.1.1 EDINBURGH: CITY INFORMATION

Scotland's capital city, Edinburgh, is located on the Firth of Forth's southern shore. Edinburgh has developed a strong national identity that is tied to its world-renowned skyline. Many of the buildings and monuments found here have created a distinguishing picturesque landscape, and have defined Edinburgh's iconic silhouette. In order to maintain the character of this historic city, the City of Edinburgh Council has adopted the *Edinburgh City Local Plan 2010* which manages the whole city, with the exception of the Old and New Towns of Edinburgh. This specific area is under the protection of *The Old and New Towns of Edinburgh World Heritage Site Management Plan 2011-2016*. Through the *Edinburgh City Local Plan* and the *Skyline Study* guiding document, tall building development is controlled to protect the silhouette of the Heritage Site, and views of the city from the site. Edinburgh is a strong precedent for the National Capital Region due to their picturesque landscapes and similar topography.



Figure 10-1: Calton Hill, Edinburgh (jockrutherford, 2014)

LOCATION SCOTLAND, UNITED KINGDOM	POPULATION (2014) CITY: 492,680 METRO: 244,00	DENSITY (PEOPLE PER KM ²) CITY: 1,828/KM ²	TYPE OF CAPITAL NATIONAL CAPITAL	AGE OF CITY BURGH CHARTER: 1125 CITY STATUS: 1889
RESPONSIBLE PLANNING BODY CITY OF EDINBURGH COUNCIL	BUILDING HEIGHT LIMITS NO DEFINED LIMIT; BUFFER ZONE SURROUNDING WORLD HERITAGE SITE	WHAT VIEWS ARE BEING PROTECTED? OLD AND NEW TOWNS OF EDINBURGH WORLD HERITAGE SITE; CALTON HILL; ARTHUR'S SEAT; FIRTH OF FORTH	TYPES OF CONTROLS ALTERNATIVE/HYBRID STRATEGIES: BUFFER ZONES	LANDSCAPE PICTURESQUE

10.1.2 BEST PRACTICE: IMPLEMENTATION AND MANAGEMENT

The *World Heritage Site Management Plan* has been prepared by the three partners who are involved in the management of the site: Historic Scotland, City of Edinburgh Council and Edinburgh World Heritage. Through this process, all partners play an important role in the implementation of the plan. The main goal of this plan outside of the Heritage site boundary is to protect the city's iconic skyline, along with key views to and from the site. From a national perspective, the importance of protection of this site has been identified in a guiding document by Historic Scotland titled *Managing Change in the Historic Environment*. Locally, a Skyline Study was commissioned by the City of Edinburgh Council to investigate key views around

the city, in relation to the Heritage site. The results of this study and the identified key viewpoints were adopted by Council and were used to complete a consultation exercise with key stakeholders in the city. The aim of Council was to understand whether the theoretical opinion regarding view protection in the study matched public opinion. This exercise resulted in agreement on the importance of the Heritage site and view protection to and from it, and thus were adopted by the City of Edinburgh Council as an enforceable policy. When combined with existing policies, the Skyline Study provides a more comprehensive planning tool for protecting the Heritage site, as compared to a traditional buffer zone. A significant benefit that

resulted from the development of the Skyline Study is additional protection of the World Heritage Site.¹ To include public consultation as part of the development of the *World Heritage Management Plan*, a study was conducted on local residents' attitudes and perceptions of the Heritage site. It was discovered that public awareness of the site was correlated to their proximity to the site. As well, those living in more affluent areas were more aware of the World Heritage site's value, in comparison to those living in more deprived areas of the city.



Figure 10-2: Edinburgh at night (easyjet.com, N.D.)

10.1.3 BEST PRACTICE: PUBLIC AWARENESS AND CONSULTATION

Edinburgh World Heritage is an independent non-profit organization that was formed after the Old and New Towns of Edinburgh were designated as a World Heritage Site by UNESCO. The organization was formed as an amalgamation of local conservation groups that existed before the Heritage site gained international heritage recognition. Governed by trustees, the organization works in partnership with the City of Edinburgh and Heritage Scotland to manage and promote the site through the “celebrat[ion of] the World Heritage city by involving residents, businesses and visitors to deliver crucial social, environmental and economic benefits.”² Edinburgh World Heritage aims to connect residents and visitors to the city’s heritage, and to “engender a sense of custodianship and secure its long term support by increasing an understanding of the Heritage site’s value and significance.”³

Promotion of the site is done through a variety of publicly accessible tools. The homepage of their website invites visitors to “explore the highlights of the World Heritage Site, follow walking trails and find out the stories behind Edinburgh’s streets and buildings.”⁴ Following this invitation there are links to an interactive map showing highlights of the Heritage site. Each location provides a detailed history, along with links to the multimedia page with historical images. Each webpage for a chosen highlighted sight also includes a link for users to listen to city guides and interviews along with time-lapse videos. On the multimedia page, users can listen to local stories, legends and interviews with experts on selected areas. Each of these files can also be downloaded for users to save and listen offline.

As well, there is a series of podcasts on their website which can be downloaded and listened to while strolling around the City. The site also contains video virtual tours of the Old and New Towns that offer stunning panoramas of Edinburgh’s skyline with corresponding historic detailing. Additionally, there is a list of curated walking trails throughout the site (see Figure 9-3). Each of these looks at a different aspect of history on the site and is well laid out with a detailed map showing key locations along the way.⁵

There has been a lack of awareness of the Heritage site, leading Edinburgh World Heritage to develop multiple outreach and awareness programs. These programs have resulted in the creation of a large body of accessible material for people of all ages. Edinburgh World Heritage along with local hotels and businesses work to promote and market materials relating to the Heritage site. There is still much to be done to raise awareness of the site’s heritage value.⁶ As a result, in 2011 a *World Heritage Business Toolkit* was developed by the Edinburgh Tourist Action Group and Scottish Enterprise, with support from Edinburgh World Heritage. This toolkit provides local businesses with “an insight into how they can use the World Heritage site as a promotional tool for visitors [and further elaborates on the] concept of World Heritage and the qualities that led to the site’s inscription. It also covers visitor profiles and the importance of the city’s built heritage in attracting tourists and shaping their experience whilst in the city.”⁷ Through the development of this toolkit, the Edinburgh Visitor Survey found that 82% of visitors considered the city’s

architecture to be the most impressive feature, and a favourite activity for 95% of those surveyed was simply walking around the city.⁸ From this perspective, Edinburgh World Heritage aims to emphasize “the sheer scale and exceptional quality of the World Heritage Site means that the journey is just as important as the attraction at the end.”⁹

One of the challenges that the *Management Plan* attempts to address is the translation of the Statement of Outstanding Universal Value into “a series of understandable and useful points which give people the ability to engage, take ownership and understand why the Site is important and how change might affect it. It is critical that these are universally appreciated for a clear understanding of how the issues [of awareness presented in the plan] affect the protection of the Site and the maintenance of its special attributes.”¹⁰ While the *Management Plan* seeks to explain the site’s outstanding universal value, this work needs to be taken further “through a programme of education and awareness raising activities which ensure outstanding universal value is embedded in the decision making processes around the city. This activity is extremely wide ranging, encompassing organisations for which World Heritage is not a core part of their remit, but whose activities have the potential to impact on the site. The cumulative affect of minor changes and actions have potential impacts and the maintenance of the outstanding universal value is the responsibility of all users of the site. The partners, therefore, have a responsibility to ensure that users are aware of the outstanding universal value and how it should be

maintained. While steps are being taken to ensure that forms of interpretation for tourists raise awareness of World Heritage status, there is a very broad range of information providers, from museums to bus tours to hotels to walking tours. This requires coordination and agreement amongst providers.”¹¹ Finally, one of the ways that Edinburgh World Heritage has been successful in creating accessibility to the site has been through the development of an app for the site (see Figure 9-4). The app was developed through sponsorship from Historic Scotland and provides many of the same tools as the webpage, but in a more interactive and mobile manner. This is an especially important tool that will be able to reach a larger demographic through its interactive user interface that allows users to upload pictures and hosts a game to play while they are exploring.¹²

The Edinburgh World Heritage app emphasizes the importance of the Heritage site, and allows users to fully access and learn about its history. Such an application could become a modern and fully accessible method of self-promotion and awareness about historic view controls in the Canadian National Capital Region.



Figure 10-3: Edinburgh World Heritage Trail Map. Shows notable houses on a map with images (Edinburgh World Heritage, 2016)

Edinburgh - World Heritage City is your essential guide to one of the most beautiful cityscapes in the world.

Inscribed as a UNESCO World Heritage Site in 1995, the city's medieval Old Town and Georgian New Town are packed with over 4,000 historic buildings. This app will help you explore the nooks and crannies of the site, revealing the hidden stories behind the city's architecture.

The app features four city tours with maps, photos and a game to play as you explore. You can add



Figure 10-4: Edinburgh World Heritage City App user interface and details (Edinburgh World Heritage, 2016)

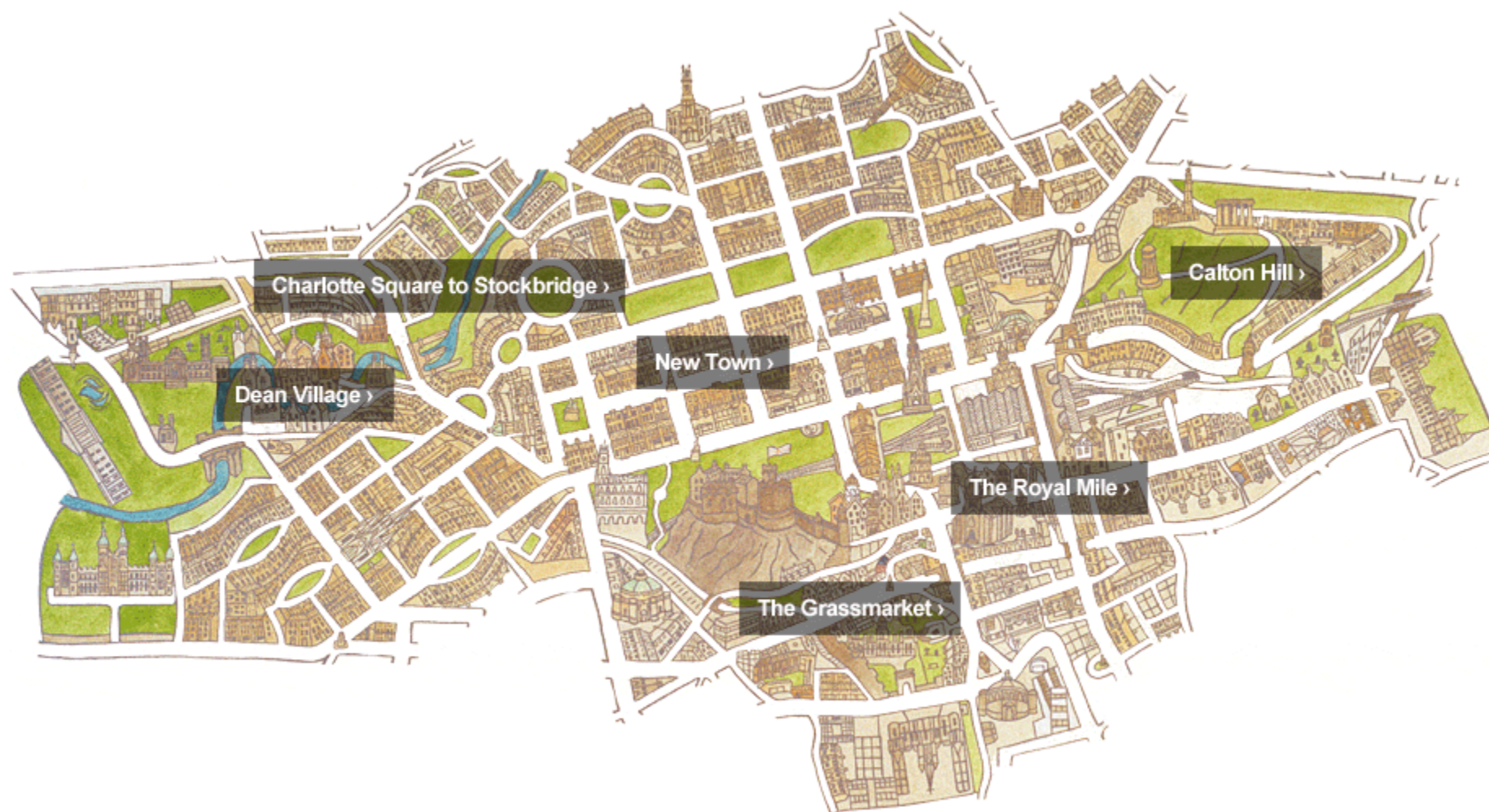


Figure 10-5: Highlights of the Edinburgh World Heritage Site showing interactive links (Edinburgh World Heritage, 2016)

10.2 HALIFAX, CANADA

10.2.1 HALIFAX: CITY INFORMATION

The founding of Halifax in 1749 can be deeply attributed to Citadel Hill, a star-shaped fortification built on the summit of a large hill, located in the city's downtown. The strategic hilltop location offers commanding views of the Halifax Harbour, and was chosen to protect the dockyards from enemy invasions.¹³ Parks Canada now operates the Citadel Hill whose primary function is as a tourist attraction where it hosts 800,000 people annually.¹⁴

The type of view protection policy utilized in Halifax is view planes. The idea of establishing protected views from Citadel Hill arose in the late 1960's when Halifax was going through the process of Urban Renewal. Lower quality building stock was being torn down in favour of mega projects such as Scotia Square and Maritime Centre, which challenged the traditional low-rise character of the downtown.¹⁵ In 1974, City Council approved the protection of 10 defined, unobstructed view places from the Citadel to the Halifax Harbour.

Since being incorporated into *Halifax's Municipal Planning Strategy* (MPS) and *Land Use By-law* (LUB), there have been no exceptions or compromises made to the view plane policies. To better protect the views, and to avoid a 'picket fence' effect with narrow gaps between tall buildings, Council implemented more policies in the LUB regarding height restrictions in areas between and adjacent to the view planes. The policy is detailed in the Halifax subsection of the Precedents Catalogue in Appendix D.

Halifax is a relevant precedent for views protection in relation to this research because of the similar geography it shares with the National Capital Region. Halifax Regional Municipality (HRM) is comprised of two major urban centres, Halifax and Dartmouth. Central Halifax is on a peninsula to the west of the Harbour, while Dartmouth is to the east. The case studies are similar because of the similar geographic landscape; both Halifax and Ottawa/Gatineau have two urban centres separated by a large body of water. Halifax was chosen as a case study to showcase how view protection policies have been implemented and perceived on both sides of the Harbour. This is an important concept to be explored by the NCC when involving and considering the role of Gatineau in planning new tools for view protection of Canada's national symbols.

It is important to note the differences between Halifax and the National Capital Region, when discussing views. Firstly, Ottawa and Gatineau are two separate municipalities within different provinces, while Halifax and Dartmouth both comprise the HRM and are governed by the same *Municipal Planning Strategy*. Secondly, view protection policy for the national symbols protects the views of a single point (Centre Block) from a variety of locations within Ottawa and Gatineau, whereas in Halifax, the protected view planes emanate from one public place (Citadel) out to the Harbour. Views to symbols in Ottawa are protected from particular points versus views in Halifax being protected to a particular symbol.



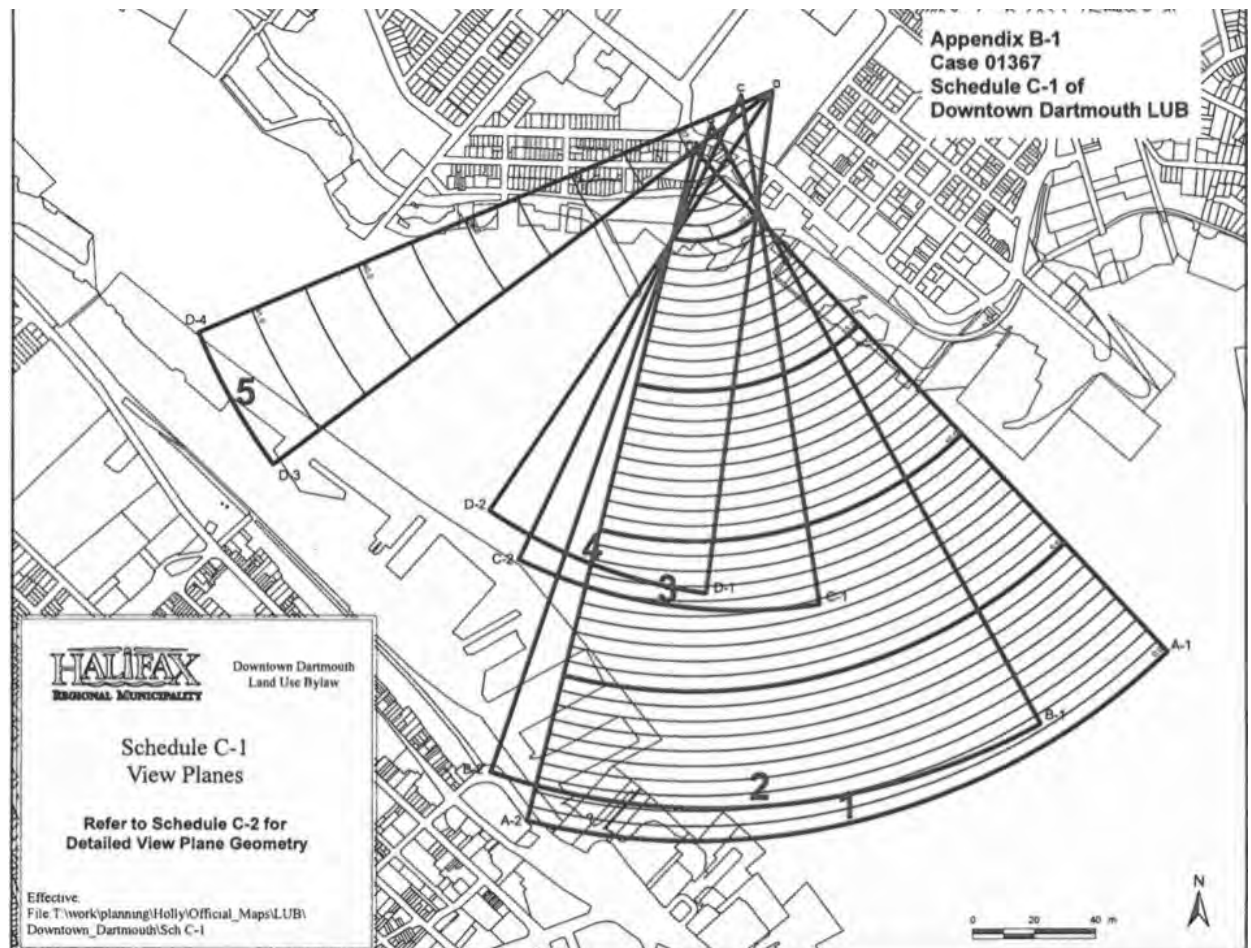
Top: Figure 10-6: Aerial view of Citadel Hill (Novascotia.com, 2016) Bottom: Figure 10-7: Citadel Hill from the street (Paul Gorbould, 2006)

LOCATION NOVA SCOTIA, CANADA	POPULATION (2011) CITY: 297,943 METRO: 408,702	DENSITY (PEOPLE PER KM ²) CITY: 1,077.2/KM ² METRO: 1,077.2/KM ²	TYPE OF CAPITAL PROVINCIAL CAPITAL	AGE OF CITY 1749
RESPONSIBLE PLANNING BODY HALIFAX REGIONAL MUNICIPALITY	BUILDING HEIGHT LIMITS 27.43M (90FT)	WHAT VIEWS ARE BEING PROTECTED? CITADEL HILL	TYPES OF CONTROLS VIEW CORRIDORS/CONES	LANDSCAPE OTHER

10.2.2 BEST PRACTICE: REVIEW AND RANKING OF VIEWPOINTS

Since 1974, there have been 10 protected view planes of the Halifax Harbour from the Citadel in Halifax, as well as from Dartmouth on the east side of the Harbour. View protection from Dartmouth is achieved through three view planes established in both the Dartmouth, and *Downtown Dartmouth MPS* and LUB, which were implemented to protect key views of the Harbour from excessive encroachment by development. Two of the view places originate from the Dartmouth Common, a large public space near the Dartmouth waterfront, which offer a vista of George's Island, and panoramic views of downtown Halifax and the Harbour. The other view plane is from the 7th hole of the Brightwood Golf Course, which offers wide panoramic views of downtown Halifax.¹⁶

In 2008, Regional Council was advised to review the Dartmouth view planes regarding concerns of inaccurate mapping with the MPS and LUB, which dated back to 1978, and was again accepted in 2000. There was interest to re-consider the viewpoints protecting the Harbour, as well as to remove the view plane originating from the Brightwood Golf Course. Unlike Halifax, where view planes provide height restrictions in slivers of the downtown, the view plane restriction in Dartmouth covered the entire downtown. As with the Ottawa/Gatineau case, the best views of the Harbour are from the Dartmouth side of the municipality, and therefore the view planes in



Map 10-1: Dartmouth's five amended protected viewplanes as of 2013 (HRM, 2000)

Dartmouth were more broad to protect such views. Before the review of the view planes, it was not possible to build above 35 metres anywhere in the downtown, which was becoming both problematic and frustrating when considering growth and intensification pressures. Halifax is an important precedent for this research because of the amendment process initiated to update Dartmouth's view plane restrictions to allow development while protecting important views of the Harbour.¹⁷

Beginning in 2011, a private firm retained for the project identified eight candidate view positions (including two of the existing view points) based upon public comments, a visual site inventory and the 1988 *Dartmouth View Plane Study*. The eight candidate views were presented to the public in an open house, which was attended by approximately 150 people. The attendees were to rank the proposed viewpoints in order of preference, and select the key features in each view to determine what made the view special. The questionnaire included the questions 'what are notable objects in the foreground and midground of the view' and 'notable things [in the view] and their relationship to the background [the Harbour]'. An online survey was also used to gather input on the guiding principles for the views from the Common, and on the issue of the Brightwood Golf Course view plane. There were 68 survey responses. The overall ranking of

views led to the top four being recommended for modeling (Figure 9-9). It was discovered that the public ranked the existing protected view planes low in the overall ranking, at numbers 7 and 8.¹⁸

From the public consultation strategy, staff recommended that Council protect five view planes from four viewpoint positions in the Dartmouth Common (Figure 10-9), and that the Brightwood Golf Course viewpoint be removed. The later decision is consistent with the HRM's practice of not protecting views from private property. Council accepted both recommendations in 2013.

The NCC could adopt a similar public consultation strategy with the public, and have the existing 22 viewpoints ranked and critiqued for notable components of the view and their relation to the national symbols. Results from such a consultation session could provide insight as to what viewpoints are significant for the public. It could help re-evaluate viewpoints that are not of importance, or that are missing from current mapping. Such a strategy could strengthen the public's perception of the importance of viewpoints, as well as their personal connection to them.

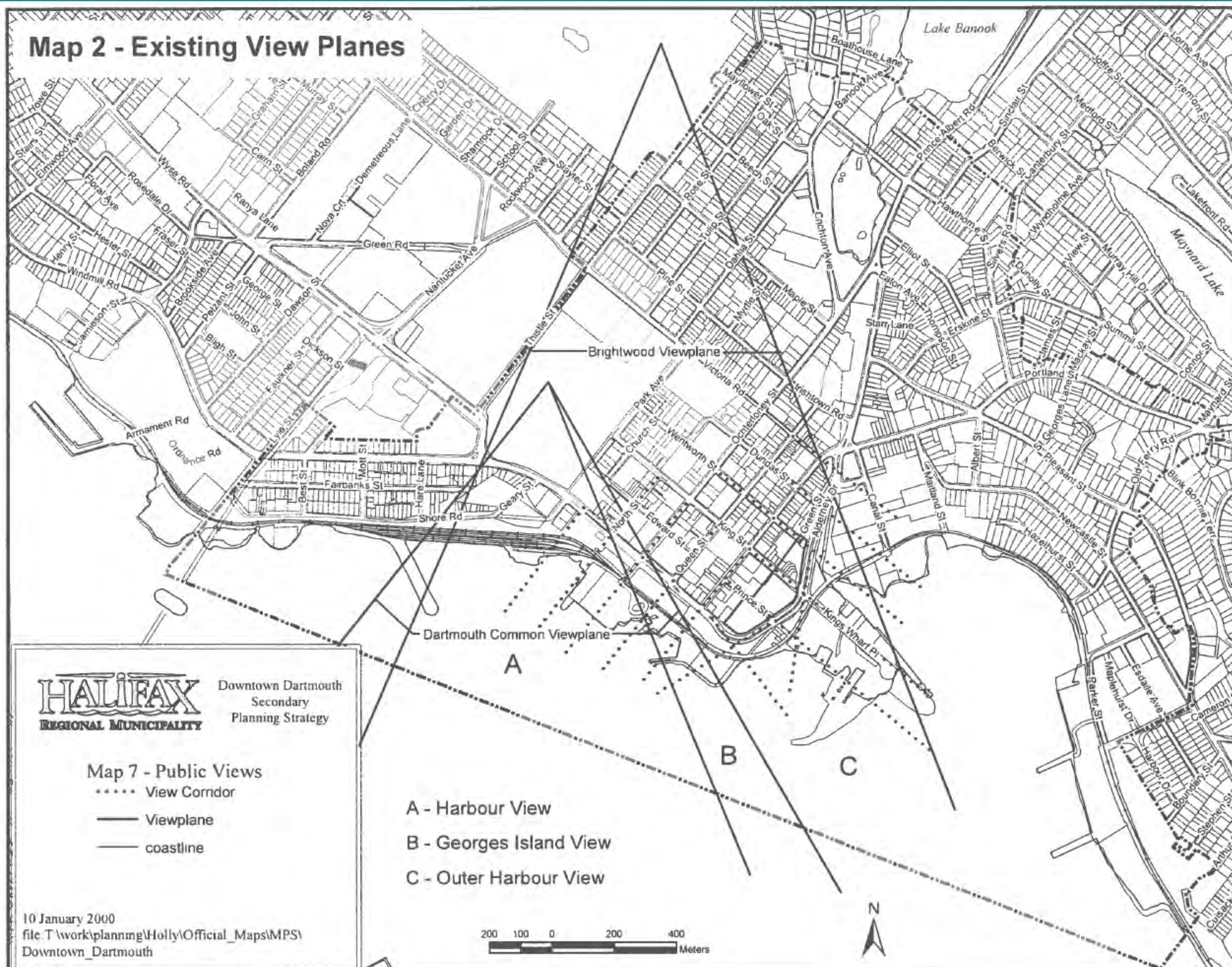


Map 10-2: The top four chosen viewpoints, as chosen by the public (HRM, 2013)

10. BEST PRACTICES



Map 10-3: Dartmouth recommended new view planes (HRM, 2013)



Map 10-4: The three protected view planes in Dartmouth, before being amended in 2013 (HRM, 2000)

10.2.3 BEST PRACTICE: IMPORTANCE OF THE CITADEL FOR TOURISTS AND RESIDENTS

Another best practice found in Halifax is the showcasing of the Citadel, and the views it offers, as the primary tourist attraction in the city. As earlier stated, approximately 800,000 people visit the Citadel annually; it is one of the most popular tourist attractions in both Halifax and Atlantic Canada. There are guided and self-guided tours available to visitors, as well as demonstrations and exhibits which communicate the Citadel's role in shaping Halifax's and North America's history.

The mapping to accompany the self-guided tours of Citadel recommend visiting both the North and South viewing platforms, and offer a brief description of the historic importance and what can be seen from the view. The Citadel attracts thousands of visitors, and through their mapping techniques, the site is able to showcase the views and their importance to tourists. This idea could be adopted by the NCC through the creation of self-guided walking tours of Confederation Boulevard and the existing viewpoints, highlighting both visually and ideologically the importance of the views for Ottawa, Gatineau, and the rest of Canada.

Not only is the Citadel a prominent tourist attraction, it is also significant to the residents of Halifax. An unintentional consequence of the view plane protection policies emanating from the fortification is that views of the Citadel from downtown Halifax are affected. In conjunction with a Council that has "never shown an appetite for getting rid of [view planes]"¹⁹, Haligonians are in support of view protection to maintain the historic feel of the downtown and views of the Citadel from various points in the downtown. As such, residents are vocal, and protect accordingly, when there are development proposals that will impact views to or from the Citadel.

Haligonians protested a mixed-use seven-story building that was proposed across from the Halifax Central Library, citing the problems the development poses for the views of Citadel from the library's fifth floor (Figure 10-12). Renderings of the development pre-and post-protesting show differences in the rooftop patio, which was seemingly amended to prevent view obstruction.²⁰ Furthermore, Save The View (STV) is a coalition of eleven non-partisan groups in Halifax that has strongly

advocated for view protection in the city. The group has been explicitly against the controversial Nova Centre, a one-million-square-foot mixed-use commercial building, slated to be complete mid 2017, which will occupy two city blocks. STV has strongly advocated the implications of the Nova Centre, and other proposed developments, for views of the Halifax Harbour, and has successfully organized public meetings regarding smart development and view preservation.²¹

The Citadel, and the views it provides of the Harbour and the rest of the city, is an important feature for both tourists visiting Halifax, as well as for local residents. Local enthusiasm and public involvement regarding views to national symbols seems to be missing from the culture of Ottawa and Gatineau. By increasingly promoting the importance of the national symbols to tourists and citizens alike, the NCC can foster greater notions of local involvement and pride, and generate a culture similar to Halifax's, where views are a cherished component of downtown living.



Figure 10-8: Views of Citadel Hill from the 5th floor of the Halifax Central Library are highly valued by residents and visitors (CBC, 2016)



Figure 10-9: Aerial view of Halifax and Citadel Hill (Halifax Regional Municipality Flickr, 2009)

10.3 MONTRÉAL, CANADA

10.3.1 MONTRÉAL: CITY INFORMATION

The Ville de Montréal is distinguished by Mont-Royal, the beloved three-peaked mountain dominating the City's topography. Views to and from Mont-Royal are protected with a blanket height limit restricting all buildings within the City to 200 metres (or 232.5 metres above sea level), a height corresponding to the peak of mountain.²² Although view protection methodology, population size, and topography differs significantly from that found within the National Capital Region, Montréal still serves as a valuable precedent. This section will focus on what is being done pertaining to views from the mountain (instead of views to the mountain), or within Mont-Royal's parks with views

looking outwards towards the city and the river. This section will discuss how Montréal is improving accessibility of Mont-Royal, showcasing viewpoints, and increasing connectivity to make the area easier for the public to travel to and enjoy. In addition, the partnerships that Montréal has formed with other parties has led to more efficient management and use of the area. The principles of these best practices can be translated to the National Capital Region to spread public awareness, as well as to increase participation and sense of engagement among the public associated with views of the national symbols.



Figure 10-10: View of Montréal at night taken from the edge of the Belvédère Kondiaronk (Diliff, 2009)

LOCATION QUÉBEC, CANADA	POPULATION CITY: 1,649,519 METRO: 4,127,100	DENSITY (PEOPLE PER KM ²) CITY: 4,517/KM ² METRO: 898/KM ²	TYPE OF CAPITAL FORMER CAPITAL	AGE OF CITY 1642
RESPONSIBLE PLANNING BODY CITY OF MONTRÉAL; URBANISME ET PROJET URBAINS DE MONTRÉAL	BUILDING HEIGHT LIMITS 200M (656FT)	WHAT VIEWS ARE BEING PROTECTED? MONT-ROYAL AND THE ST. LAWRENCE RIVER	TYPES OF CONTROLS ALTERNATIVE/HYBRID STRATEGIES	LANDSCAPE OTHER

10.3.2 BEST PRACTICE: ACCESSIBILITY

Mont-Royal is a popular destination for both locals and tourists alike, and it is estimated that the mountain welcomes over four million visitors a year.²³ Influencing its popularity is one of the measures taken in order to increase public accessibility to the Parc du Mont-Royal (and several other parks on the mountain) to fit the needs of a diverse range of prospective visitors. The *Mount Royal Protection and Enhancement Plan* (2007) which is a guiding document, envisions the following:

“The Mount Royal Protection and Enhancement Plan is intended to encourage and improve access to different parts of the Mountain – primarily to Mount Royal Park – by offering a variety of routes and means of getting around to all potential users, including those with reduced mobility, without compromising the integrity and maintenance of its natural habitats, its various heritage and landscape components, the primary role of its parks and the nature of the different spaces that make up the Mountain.”²⁴ (pp. 60)

Mont-Royal is accessible by foot, bike, car and city bus and there is no admission fee. Pedestrians who wish to walk to Mont-Royal can find one of the several access points linking to Olmsted Road, by walking towards the mountain from downtown.²⁵ This route is also accessible for cyclists. Increasing the number of access points was identified as a goal in the 1992 *Mount Royal Protection and Enhancement Plan*.²⁶ In the early 2000's a new access point from University Avenue was secured which has become very popular.²⁷ For those who choose to drive personal vehicles, there are numerous parking areas scattered throughout Mont-Royal.²⁸ In addition, there are busses from downtown (#80/435 or #29) which can take visitors all the way up the mountain to the Chalet du Mont-Royal.²⁹

Parc du Mont-Royal also hosts washrooms, play structures, restaurants, dozens of shelters and gazebos, ballparks, and is decorated with a wide range of park furniture.³⁰ Mont-Royal has no shortage of activities for visitors. These include skating, cross country skiing, snowshoeing and tobogganing in the winter, as well as paddle boating, walking, running, and biking in the summer.³¹

Having all of these amenities allows for people to visit the mountain for longer periods of time and also makes it a popular spot for families to spend the day. Including park furniture at intermittent areas allows for rest stops for those who may need them. It also allows for visitors to sit, talk, picnic, and enjoy the views of the city. To aid wayfinding on the mountain, signs were placed by landscape architects in 1991, identifying the direction of various structures, amenities and/or viewpoints.³²

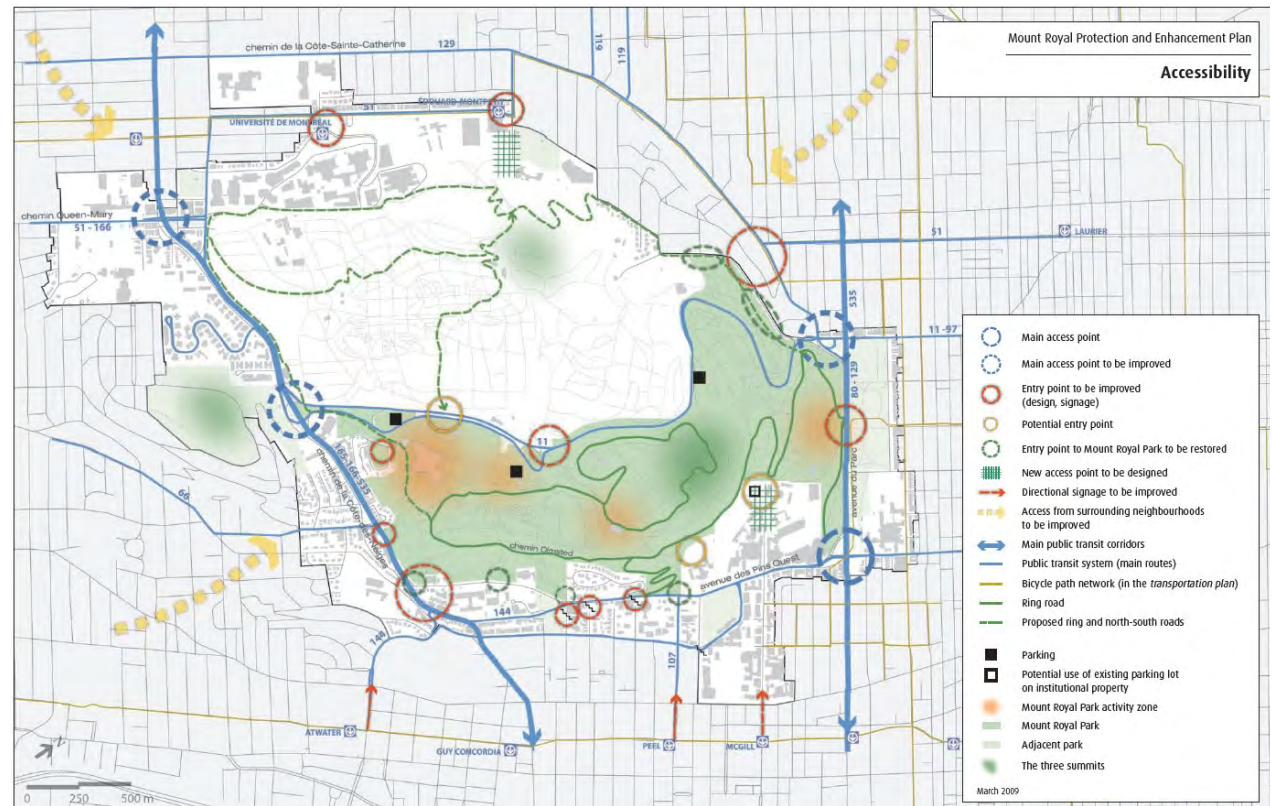


Figure 10-11: Accessibility map of Mont-Royal from the Protection and Enhancement Plan showing main access points, public transit routes, parking lots etc. (Ville de Montréal, 2009)

10.3.3 BEST PRACTICE: SHOWCASING OF VIEWPOINTS

Mont-Royal hosts several major lookouts and scenic views scattered throughout the mountain. The Belvédère Kondiaronk (built in 1906) faces towards the City and the St. Lawrence River, and is located in front of the Chalet du Mont-Royal. It is from this point that the most iconic and recognizable pictures of the Montréal skyline are taken, and it is the place most visitors to the City will visit at least once during their stay. Another famous lookout is the Belvédère Camillien Houde looking east, towards the Olympic Stadium. The Belvédère Kondiaronk and the Belvédère Camillien Houde were fully restored in the early 1990's.³³ In addition to the large lookouts, new viewpoints were identified along the mountain with small vistas being constructed. As well, a path connecting these views was created to improve connectivity.³⁴ These measures were implemented as a result of the 1992 *Protection and Enhancement Plan*. Although a vegetation management plan could not be found for Mont-Royal, there is evidence that regular trimming of vegetation is performed on the Olmsted Trail. The Olmsted Trail, which was included in Olmsted's original plan, loops up the mountain and is followed by a lower slope with trees and shrubs. The vegetation on this lower slope does not grow tall enough to interrupt the views along the trail indicating it is trimmed on a regular basis.



Figure 10-12: A portion of the Belvédère Kondiaronk, behind the tree, the majority of Montréal's towers are visible. Note the attractive landscaping and the ample places to sit (Chaplin, 2010)

10.3.4 BEST PRACTICE: INCREASED CONNECTIVITY WITHIN AND AROUND MONT-ROYAL

Mont-Royal has taken many strides to improve access to the park both within the mountain and from neighbouring areas. In 2004, the city began to tear down the Park-Pine interchange which not only obstructed views of Mont-Royal, but was also unsafe for cyclists and pedestrians to cross.³⁵ After demolishing the overpass, extensive citizen consultation resulted in a roadway with ample sidewalk space, a bike path and increased green space.³⁶ This was more harmonious with the backdrop of Mont-Royal and improved accessibility to the mountain.³⁷

In 2014, a new ‘beltway’ or ‘ring road’ was completed as a result of one of the objectives in the *Mont-Royal Protection and Enhancement Plan* (1992). This ring road was completed in order to increase connectivity both between the park’s road network, and the road network within the rest of the mountain.³⁸ The new 12 kilometre road, which is intended for pedestrians and cyclists, consists of a loop surrounding the base of Mont-Royal.³⁹ This loop also connects Parc du Mont-Royal to other high profile areas including the Cimetière Notre-Dame-des-Neiges, and the Université de Montréal.⁴⁰ The *Integrated Transportation Plan for Mount Royal*, an appendix of *Montréal’s Transportation Plan* (2008), also supported the creation of this new ring road.⁴¹ The plan set additional objectives related to increasing cycling paths toward the mountain, improved bus routes, as well as a call to re-evaluate parking spaces available on the mountain in an effort to protect greenspace.⁴²



Figure 10-13: This image (captured in August of 2016), was taken from Google Street View at the Park/Pine Interchange. The intersection provides views of Mont-Royal at eye-level which were previously unavailable due to development (Google Earth, 2016a)

10.3.5 BEST PRACTICE: PARTNERSHIPS

One of the most notable characteristics of Mont-Royal is the value associated by locals and visitors to protecting and preserving Mont-Royal for future generations. There are many concerned citizens who wish to preserve and enhance the unique character, history and biodiversity that Mont-Royal holds. In 1992, a partnership was created between Ville de Montréal and les Amis de la Montagne (“the mountain’s friends”).⁴³ This partnership has allowed for many improvements to be made on Mont-Royal including the establishment of reception services, a new café, rental services and a gift shop.⁴⁴ Amis de la Montagne organizes many events and activities including the Winter Traditions at Smith House where free and educational presentations are held every Saturday from January to March.⁴⁵ A comprehensive interactive map created by les Amis de la Montagne (with the support of several government entities including the province, and Department of Canadian Heritage), is also available online which marks the roads, structures, paths, and the scenic viewpoints located throughout Mont-Royal.⁴⁶ This is a readily available resource, and the key points on the map are identified by pictures (see Figure 9-18). These help facilitate understanding of where the lookouts are located for readers who may not understand French or English. When users scroll over the scenic lookout on the map, a photograph appears illustrating the view at that location.

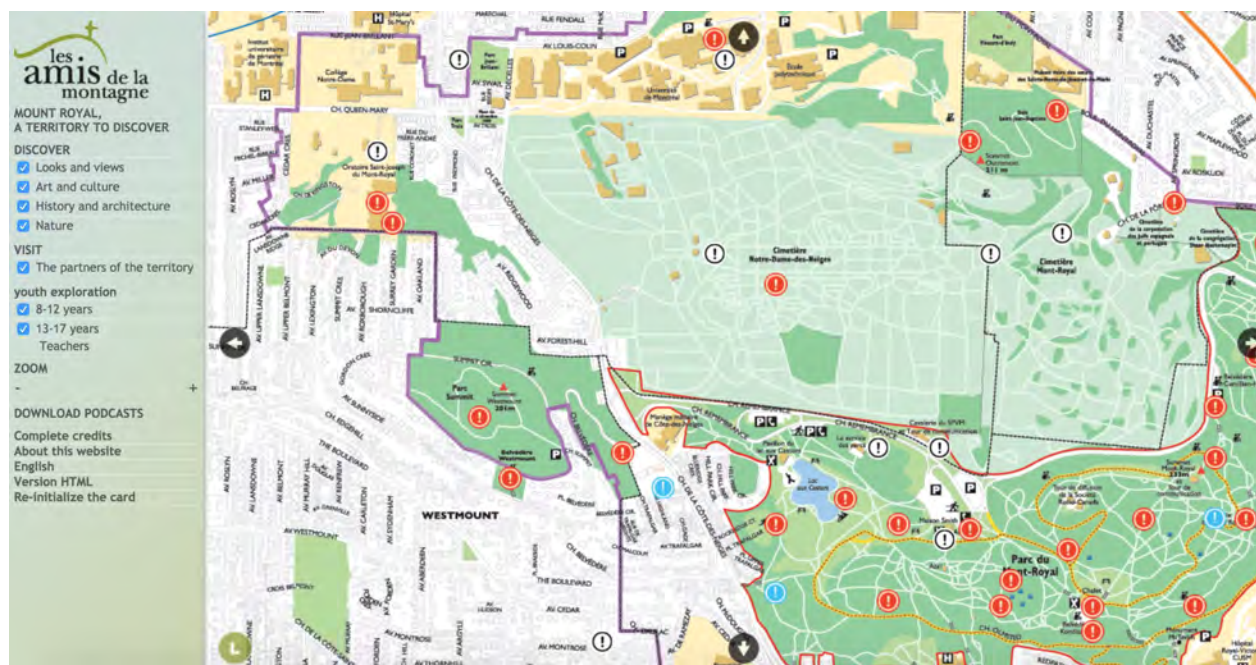


Figure 10-14: The interactive map of Mont-Royal created by les Amis de la Montagne (Les Amis de la Montagne, n.d.)

The Ville de Montréal also works closely with other institutions, as many other organizations are situated on or own portions of Mont-Royal. In 2009, it was announced that the Ville de Montréal, the Université de Montréal, and the Cimetière Notre-Dames-des-Neiges were partnering to create a new public park on the mountain’s Outremont or northern summit.⁴⁷

10.4 OXFORD, ENGLAND (U.K.)

10.4.1 OXFORD: CITY INFORMATION

Oxford showcases a unique architectural history that spans nearly 1000 years. The medley of diverse buildings comes together to form the city's core townscape and skyline consisting of domes, spires and towers. Oxford's unique character is also shaped by its physical environment. The River Thames and River Cherwell flow into the west and east of the City Centre respectively, and the city's historic core was established where the rivers meet. The earliest published views of Oxford date from the 16th and 17th centuries that address the skyline from various vantage points from surrounding cities.⁴⁸ By the early 1960s, local officials recognized that the views of Oxford could be harmed by development within the city and its surrounding rural setting.⁴⁹ These observations led to the establishment of high rise buildings and view cone policies, which have been implemented in the City of Oxford for over fifty years.

The Oxford City Council's *City Architect and Planning Officer's Report* of 1962 highlighted six points spread evenly around the perimeter of the city that provided multiple views of the Oxford skyline.⁵⁰ View cones were drawn from these points to the centre of the city with each view focusing on selected historic buildings that distinctly contributed to the skyline.⁵¹ The report suggested that the areas within the view cones were unsuitable for construction of tall buildings.⁵² Principles from this report formed the foundation for subsequent planning documents in Oxford, and remain largely unchanged today, with the exception of an addition of four new view planes. The additional view planes were introduced by the *Oxford Local Plan* in

1986 and were formally adopted in the *Local Plan* for 1991-2001.⁵³ Protected view corridors identified by the *Oxford Local Plan* are located both within the city's boundaries and its perimeters. As well, all development within a 1200 metres radius of Carfax Tower has a height restriction of approximately 18 metres.

Additional view protection of Oxford's skyline can be found in the *Oxford Core Strategy 2026* and the *West End Area Action Plan 2007 – 2016*. Both plans work to supplement policies mandated by the *Oxford Local*

Plan acknowledging the need to preserve the skyline's character as the city plans for new development.⁵⁴ Lastly, view protection policy is also written into the *National Planning Policy Framework (NPPF)* of 2012.⁵⁵ Policies set forth by the *NPPF* must be taken into account in all planning decisions and supported by the local and neighbourhood plans in England.⁵⁶ The *NPPF* reinforces the government's overarching aim to preserve its national historic environment and its heritage assets for current and future generations.⁵⁷



Figure 10-15: This view from St. Mary's Tower shows the city's preserved view with the traditional domes and spires in the background not being overshadowed by modern development (Aishima, 2013)

LOCATION ENGLAND, UNITED KINGDOM	POPULATION CITY: 171,380 METRO: 244,000	DENSITY (PEOPLE PER KM ²) CITY: 3,270/KM ²	TYPE OF CAPITAL CULTURAL AND EDUCATIONAL	AGE OF CITY 1071
RESPONSIBLE PLANNING BODY OXFORD CITY COUNCIL	BUILDING HEIGHT LIMITS NO DEVELOPMENT EXCEEDING 18.28M(60FT) WITHIN A 1,200M (3937FT) RADIUS OF CARFAX TOWER	WHAT VIEWS ARE BEING PROTECTED? SKYLINE AND CARFAX TOWER	TYPES OF CONTROLS ALTERNATIVE/HYBRID STRATEGIES	LANDSCAPE OTHER

10.4.2 BEST PRACTICE: METHODOLOGY

Oxford City Council, in partnership with the Oxford Preservation Trust, developed a rigorous methodology to define views for protection. Oxford City Council used a Landscape and Visual Assessment (LVIA) method to identify views of the city’s skyline. This type of assessment provides a system for analyzing the impact of proposed new development on landscapes in relation to the protected view cones. The LVIA is based on the assessment of the significance of landscape, its sensitivity to change and the impact of a development.⁵⁸ Once the sensitivity to change, and impact of development are found, they are then compared with the “...changes in available views of the landscape, and the effect of those changes on people.”⁵⁹ In developing a methodology for assessing the heritage significance of views of Oxford, they sought to provide an assessment that can be used in a similar manner to understand the significance of the view, its vulnerability to change and the impact on the view from local development. The Oxford views assessment methodology adopts a similar consideration of the significance of the viewer, the viewing place and the landscape in the view.⁶⁰

Oxford’s policy clearly defines within its methodology the definition of a view and the elements that are needed for a view. A view, as defined in the document, is a “sight or prospect of the landscape, that can be taken in by the eye from a particular place”.⁶¹ Elements needed for a view include a viewer, a viewing place and the landscape in view.⁶² A viewer includes a person who is able to see and determine that a view exists and “imbues with meaning.” A “viewing place”

includes what a viewer observes and how they experience the view. Lastly, the “landscape in view” comprises of what is seen, how it is experienced and what meaning can be applied to it.”⁶³

Beyond the LVIA analysis, the City of Oxford has also adopted the use of ICOMOS *Burra Charter* of 1979. This charter was developed as the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance* for the mining town of Burra, Australia.⁶⁴ The charter provided an understanding of cultural heritage that goes beyond the built physical form of an area. The City of Oxford takes into account historical, evidential, aesthetic and communal value when evaluating a space. Table 10-1 provides a brief definition of each value as stated in chapter one of the *Assessment of Oxford View Cones*. Views of heritage assets contribute significantly to a viewer’s shared experience, which may then contribute to communal identity, the asset’s aesthetic value as well as provide a connection with past viewers and understanding of their history. For each view being analyzed for protection, a statement is required summarizing the history of viewing and the contribution this makes to the significance of the view as a recognized and appreciated experience of the heritage assets.⁶⁵

Once the initial views are distinguished, they are placed in a matrix that considers; the viewing place, the topography and layout of the view, green characteristics, architectural characteristics, the influence of light and seasons, detractors and sensitivity to change. The team conducting analysis

must start by reviewing the context of the view and how the location affects the experience as a whole. The analysis then moves on to the layout of the view, and looks at how individual features in a view are distributed and affect how the view is enjoyed. The next step is to look at the topography of the site, and the relationship between the viewer’s elevation and the elevation of the object being viewed. The plan then looks at green characteristics of the view, and how vegetation interacts with the view. They then consider any architectural characteristics, and how buildings contribute to the overall character of the view. Next, it highlights the focal features of the view and whether there is just one or many. The last four steps include infrastructure, skyscape light and seasons, unique features, and detractors. Table 2 in Appendix E provides an overview of criterion used for assessing a view in relation to the aforementioned categories.

The final step in assessing a view requires examination of how the viewing place contributes to the significance of the heritage asset in the view, and how the viewing place as a potential or known heritage asset gains significance from being the viewing place. Once this is done, photos are added and the assessment is complete.⁶⁶

HISTORICAL VALUE	The ways in which past people, events, as aspects of life can be connected through a place to the present. These can simply be through the associations the place has with these people, events or aspects of life. Or, though the way its features provide a visible illustration of these associations and their influences on the heritage assets.
EVIDENTIAL VALUE	The potential a place has to yield evidence about past human activity through the physical remains.
AESTHETIC VALUE	The ways in which people draw sensory and intellectual stimulation from a place, which can be a result of their design or the fortuitous outcome of the way it has developed over time or a combination of the two.
COMMUNAL VALUE	The meanings of a place for the people who relate to it or for whom it figures in their collective experience memory. These are often closely related to historical associations of a place, as well as its aesthetic values but have aspect that contribute to the identity, cohesion, spiritual life or memory communities.

Table 10-1: Four Categories of Determining Value of a Place (Oxford Preservation Trust, & Oxford City Council, 2015)

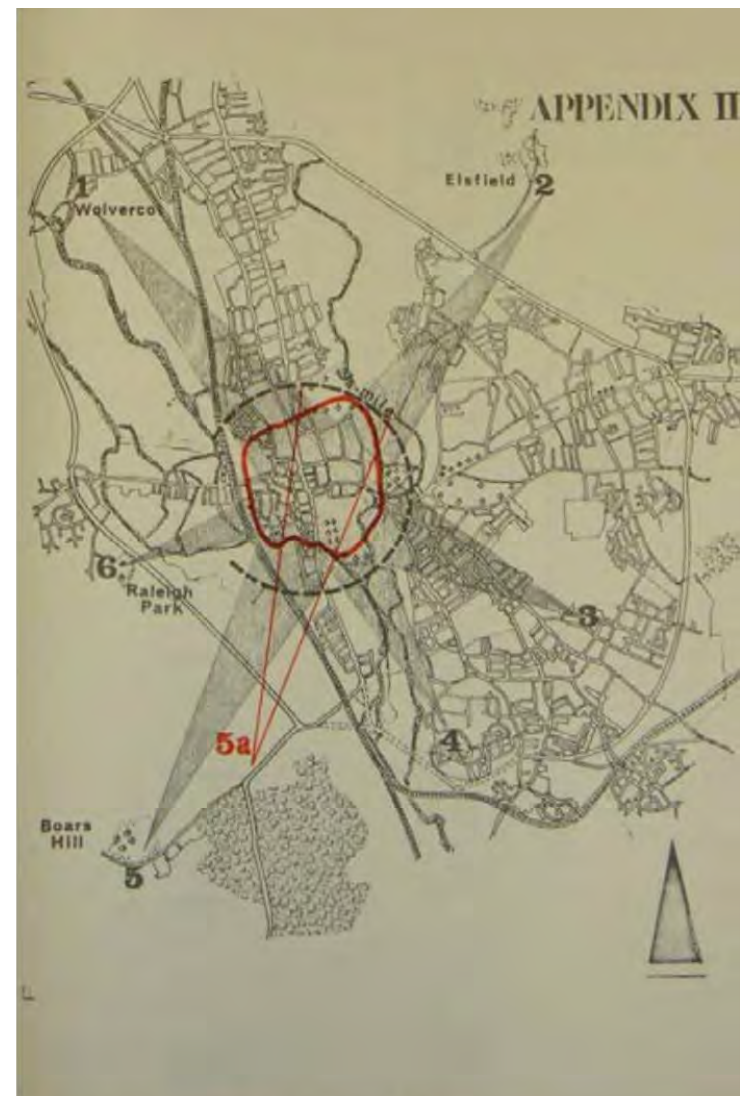


Figure 10-16: Diagram from Oxford City Council's City Architect and Planning Officer's Report from 1962 (Oxford Preservation Trust, & Oxford City Council, 2015)

10.4.3 BEST PRACTICE: PARTNERSHIP WITH OXFORD PRESERVATION TRUST

Oxford City Council has successfully collaborated with the Oxford Preservation Trust (OPT) for multiple planning projects. OPT is a not-for-profit body that was founded in 1927 to “protect what people loved about the City of Oxford”.⁶⁷ The OPT is a unique organization that includes many well-respected academics and practitioners, who provide a rigorous and non-political perspective on planning issues. As Oxford continues to develop, OPT works to influence planning decisions that support new development while enhancing the city’s unique past. OPT has been involved in the consultation process for the revision of the *Oxford Local Plan*, *South Oxfordshire District Council Local Plan*, *Vale of White Horse Local Plan* and with Oxford University’s new development proposals. More specifically, OPT is heavily involved in all planning

matters related to Oxford’s Views. OPT, in partnership with Oxford City Council and Historic England has completed an in-depth analysis the City’s 10 protected view cones in a report titled *Oxford View Study 2015* Part I. Currently, OPT is working on a subsequent project with the same partners to analyze Oxford views from the city looking outwards. Moreover, OPT is highly involved with the local community. The organization often holds workshops and events to raise public awareness in Oxford regarding heritage conservation.

In October of 2014, *An Assessment of the Oxford View Cones* was carried out by the Oxford City Council in collaboration with both the OPT and English Heritage. The public was asked to comment on the methodology that was used for assessing view cones in Oxford, and

if any other elements were missing. They were also asked about whether or not they were in agreement that the view analysis summaries define each view properly, and to add any further comments. Overall, the public had strong support (74%) in agreement of the methodology being sound,⁶⁸ and 63% noted they did not feel anything was missing from the report.⁶⁹ These public opinion results showcase the positive support for Oxford’s view cone assessment policy.⁷⁰



Figure 10-17: Radcliffe Camera and All Souls College from top of University Church (Tejvan Pettinger, 2010)



Figure 10-18: General view of Oxford and High Street, around 1890-1900 (Library of Congress (goodfreephotos.com), N.D.)

10.5 PORTLAND, UNITED STATES OF AMERICA

10.5.1 PORTLAND: CITY INFORMATION

In regards to view protection, the City of Portland is widely regarded as one of the most progressive cities to look to as a precedent. Although the mountains are largely considered the most notable features of the city, Portland also implements view protection measures to protect views of historical bridges, buildings, parks, and the Willamette River.⁷¹ Portland mainly uses view corridors to protect views, and over 100 are identified as significant and warranting protection.⁷² Today, Portland has created an innovative method to identify 'Scenic Resources' and to protect them in the face of developmental pressures. This method is complemented with strong citizen involvement initiatives when creating view protection policies and vegetation management policies. In addition, Portland has historically paid close attention to ensure that views can be enjoyed and accessible to the larger population. Four best practices that the NCC could look to as precedents for successful views protection are its successful methodology, citizen involvement in the planning process, bolstering public enjoyment, accessibility of views and vegetation management. Although not a capital, Portland places a strong emphasis on protection of river views, which are also relevant to the National Capital Region. They also have a similar population and have been established cities for a similar period of time. These best practices were chosen as tools to increase public engagement and to manage vegetation, which are concerns identified by the NCC.



Figure 10-19: View of Mt. Hood over Portland (Rdguez, 2015)

LOCATION ENGLAND, UNITED KINGDOM	POPULATION (2015) CITY: 632,309 METRO: 2,389,228	DENSITY (PEOPLE PER KM ²) CITY: 1,689/KM ²	TYPE OF CAPITAL NON-CAPITAL CITY	AGE OF CITY 1843
RESPONSIBLE PLANNING BODY OXFORD CITY COUNCIL	BUILDING HEIGHT LIMITS THE PORTLAND BUREAU OF PLANNING AND SUSTAINABILITY (BPS)	WHAT VIEWS ARE BEING PROTECTED? MOUNTAINS, BRIDGES, PANORAMAS	TYPES OF CONTROLS VIEW CORRIDORS/CONES	LANDSCAPE OTHER

10.5.2 BEST PRACTICE: METHODOLOGY

The City of Portland is currently working on the 2035 *Central Scenic Resources Protection Plan*. This plan lays out strong policies and a concise methodology to protect views across the city. Although this plan has not yet been drafted to a final policy document, all information points to it being completed with little changes. The City of Portland is unique in that it refers to its scenic views as resources rather than just visual points. What this does is provide a resource-based definition that re-labels views as a shared public good. In order to better understand the scenic resources, and to make alterations to the existing views, the City of Portland completed a scenic resources inventory. A senior private land-use and design consultant in Portland praised the methodology used by the City of Portland as a “scientific process”, and well removed from becoming a political process.⁷³

Once the initial inventory was reviewed, planning staff began the process by mapping all previous scenic resources from earlier plans. These were also compared with views from other North American cities, Europe, and New Zealand. After this was done, planning staff added scenic resources using at least one of these four mechanisms:

- 1. Central city staff identified potential new scenic resources based on input received from the 2035 advisory committee and public open house events.

- 2. An inter bureau technical committee consisting of staff from the Bureau of Planning and Sustainability, Portland Parks and Recreation, Bureau of Environmental Sciences and the Bureau of Transportation identified potential new scenic resources.
- 3. The public nominated potential new views and viewpoints via an open call for nominations through an online survey, email, phone call, or written letter.
- 4. Staff documented potential new scenic resources during field visits while inventorying existing and potential scenic resources.⁷⁴

Once the new scenic resources were added, the City of Portland went through all the scenic resources and categorized them in the following groups: views and viewpoints, view streets, scenic corridors, visual focal points, and scenic sites. The viewpoints themselves were then evaluated based on three factors: “1) whether or not the viewpoint was developed as a viewpoint, 2) the accessibility of the viewpoint, 3) the amount of use the viewpoint receives as a viewpoint (as opposed to in general)”.⁷⁵ After this analysis was done, the City of Portland ended up with 152 views from 144 viewpoints: 15 view streets, six scenic corridors, 22 visual focal points, and five scenic sites.⁷⁶

After the sites were identified, the City of Portland applied an Economic, Social, Environmental and Energy analysis (ESEE) to identify types of uses that detract from the scenic resources, and to determine if there should be any intervention. City of Portland staff mainly focused on the effects of building height and massing on views, as well as vegetation management as a tool to enhance or maintain views. Under *Oregon State Land Use Goal 5*, the city is required to perform an ESEE analysis, but no methodology exists within the state policies, so the City of Portland developed their own based on five steps (see page 10-33).⁷⁷

A senior planner at the City of Portland and member of the Scenic Resources Project team for the 2035 plan, reaffirmed the difficulty of monetizing views. She also mentioned a potentially powerful tool that is being used by Portland, but not expressly written. This is the ability for a landowner or developer that owns property within a view corridor the option to sell unused Floor Area Ratio (FAR) to a building that needs additional height elsewhere. Although it is a monetary compensation, she stressed that some developers do not feel this compensates for the entire potential loss.⁷⁸

STEP 1

Determine whether or not the views were significant. This was done based on the experts scoring of the views, which were then classified as: Upland Tier I, II, III, or River Group A, B, C. The Upland Tier III views were not included as they were not considered significant.⁷⁹

STEP 2

Determine where there were conflicting uses. Conflicting uses that exist in the City of Portland are: building height and massing, roof top structures, sky bridges, vegetation, above ground utilities, permanent fencing, and other uses such as garbage bins.⁸⁰

STEP 3

Perform the ESEE Analysis of the scenic resources and conflicting uses. All of the benefits and detractions are considered to produce a general recommendation for each grouping of scenic resources. They are then placed into one of three groups:

- **Prohibit** - This means that conflicting uses, such as vegetation and buildings should not be allowed in the view. A prohibit recommendation is put forward when the benefits of the scenic resource outweigh the benefits of the conflicting uses.
- **Limit** - This means that conflicting uses, such as vegetation should be managed to reduce the impacts on a view. A limit recommendation is put forward when the benefits of scenic resources and conflicting uses must be balanced.
- **Allow** - This means that conflicting uses do not need to be managed. An allow recommendation is put forward when the benefits of the conflicting resource outweigh the benefits of a scenic resource.⁸¹

STEP 4

This step is a two-part process. The City of Portland had to determine what views under the Tier I and Group A views received a 'Prohibit' designation. View corridors were then digitized using GIS to identify the number of conflicts that existed within the Buildable Lands Inventory. In part two, the City of Portland determined what the economic impact was on the Buildable Lands Inventory on prohibiting any portion of the building from protruding into the view corridor. The analysis considered potential storeys lost (in dollars per square foot terms), and loss in jobs. The result was a dollar amount and jobs that would be lost by protecting the view.⁸²

STEP 5

The fifth and last step was to apply general recommendations to individual sites and additional economic analysis if needed.⁸³

10.5.3 BEST PRACTICE: CITIZEN INVOLVEMENT

As previously mentioned, the citizens of the City of Portland have been very vocal about views protection dating back to the mid 1970s.⁸⁴ The city has responded to concerns from the public regarding view protection, and has also fostered and facilitated public involvement and awareness of view protection initiatives. The project team learned through interviews, that the public was initially responsible for advocating for the protection of views and the Terwilliger Parkway, culminating in the *Terwilliger Parkway Corridor Plan (1988)*.⁸⁵ In addition, the City of Portland also acquired large portions of land in order for the plan to come to fruition and ensure adequate protection of the area.⁸⁶ In the 1980's, citizens were asked to nominate views they believed warranted protection in preparation for a comprehensive analysis of Portland's scenic resources.⁸⁷ Citizens were then involved on the technical review committee that ranked viewpoints listed in Portland's *Scenic views, Sites, and Corridors: Scenic Resources Protection Plan (1991)*.⁸⁸

In the city's most recent citizen engagement exercise, the planning staff shared a map with the public displaying the existing scenic resources around the city.⁸⁹ Then the public was asked to nominate new scenic resources for inclusion in the 2035 plan.⁹⁰ In 2015, 11 nominated views were evaluated using the Central City Scenic Resources Inventory (CCSRI).⁹¹ The current draft of the CSSRI was published in February, 2016 and was presented through a press release, postcards, and emails.⁹² There have been two public meetings since the release of the 2035 plan, and more will be added as the plan is updated.⁹³ It should be noted that after performing an interview with a Planner from Portland, it was their personal opinion that most members of the public were aware of the view protection measures in place.⁹⁴



Figure 10-20: The City of Portland Stakeholder Advisory Committee met 15 times from 2015–2016 to discuss residential infill (Portland, 2016)

10.5.4 BEST PRACTICE: INCREASING VIEWPOINT ACCESSIBILITY

There have been many policies created by the City of Portland aimed at increasing public accessibility to views and viewpoints. One practice that has been popular throughout Portland's history, is to create and/or situate parks in areas with spectacular views. Although it was created in 1980, before the *Scenic Resources Protection Plan* came into force, locating Cathedral Park below St Johns Bridge- a historic protected view- allowed for unparalleled views of the bridge.⁹⁵ In addition, Tom McCall Waterfront Park was completed in 1978 along a large section of waterfront in the downtown after the removal of a highway, which ran parallel to the river's edge.⁹⁶ This section of the Willamette River is home to dozens of major viewpoints looking east with views towards the river, bridges, and the mountains.⁹⁷ The *Willamette Greenway Plan* (1988) aimed to frame these views, and improve the existing active transportation routes found along the Tom McCall park, and further along the river.⁹⁸ The plan also called for the city to actively solicit donations of land for a predetermined list of parcels to further protect views.⁹⁹ Donations, deeds, and acquisition of lands set aside significant resources for the public and improved connectivity of view corridors and active transportation networks. Furthermore, Portland's *Scenic views, Sites, and Corridors: Scenic Resources*

Protection Plan (1991) included provisions for establishing bike and pedestrian routes in areas with important viewpoints or view corridors.¹⁰⁰ Increasing accessibility of viewpoints, and creating areas that attract the public, in order to experience them regularly, makes Portland a more esthetic place to live and visit. In addition, creating active transportation networks increases quality of life, while locating them around views helps to increase citizen attachment.

In terms of the viewpoints themselves, the *Willamette Greenway Plan* has strong *Design Guidelines* in place influencing some of Portland's most frequented viewpoints. The criterion for creating and developing viewpoints includes safety, and availability of comfortable spaces to rest and enjoy the surroundings.¹⁰¹ In addition, viewpoints should be naturally orientated towards views, should be separate from the greenway trail and located between the trail and the view. As well, the viewpoint should be located on a permanent, hard surface.¹⁰² Viewpoints should have places for visitors to stop and sit, and other facilities such as public art, fountains, garbage receptacles, signs, and kiosks should be available.¹⁰³



Figure 10-21: View of St. John's Bridge (A protected view in Portland) from Cathedral Park below (Axcordion, 2007)

10.5.5 BEST PRACTICE: VEGETATION MANAGEMENT

Portland's *Scenic views, Sites, and Corridors: Scenic Resources Protection Plan (1991)* places a heavy emphasis on vegetation management regarding view protection throughout the city. The plan included the following two programs which were both adopted by city council:

"The Street Tree Program: to work the with the City Forester to ensure that street trees enhance views rather than obstruct them. And to encourage the City Forester to develop a plan for planting street trees that promote native species of trees where natural vegetation is predominant. The Tree Pruning Program: Work with the City Forester, the Parks Bureau and arborists to encourage and promote pruning of vegetation to enhance views and provide advice to individual property owners who wish to enhance scenic resources."¹⁰⁴

Additional provisions were made including a list of permitted species, tree removal/planting requirements, and pruning measures on both public and private lands.¹⁰⁵ A *Tree Removal Review* also determines circumstances when mature trees can be removed in order to complement and/or achieve objectives set out in the plan.¹⁰⁶ These policies aim to guarantee that vegetation complements and does not obstruct views.

Vegetation management was also discussed in the *Willamette Greenway Plan (1988)* within its *Design Guidelines* in reference to viewpoints along the Willamette River. The plan suggests vegetation that would be suitable on the riverbank to decrease erosion and therefore protects the delicate riparian habitat.¹⁰⁷ In addition, the relationship between the viewpoints located along the greenway, as well as vegetation was

frequently mentioned in the plan. It was determined that any new vegetation should shape and define the viewpoint, while framing the view and also providing a sense of enclosure.¹⁰⁸ Vegetation is also mentioned frequently in the new *2035 Central Scenic Resources Protection Plan*, which was explained previously.



Figure 10-22: Aerial view of Tom McCall Park. Note the public art in the middle ('Friendship circle' dedicated in 1990, celebrating the relationship between Portland and Sapporo, Japan), it has numerous streetlights, cyclists are allowed, and vegetation is located behind the viewer and the river (Brx0, 2008)

10.6 VANCOUVER, CANADA

10.6.1 VANCOUVER: CITY INFORMATION

Vancouver is located on a peninsula between the Strait of Georgia, the Fraser River and the Burrard Inlet on the west coast of British Columbia. The city has grown to become a Beta Global City, and is considered one of the most livable cities in the world. Its stunning location on the Pacific Ocean and its proximity to the North Shore mountains have allowed Vancouver to develop a unique skyline that offers views and backdrops of both the shoreline and the mountains. These views have become synonymous with the city's "connection to nature."¹⁰⁹ As a result, the maintenance and preservation of the views have become a crucial part of the City of Vancouver's planning aims.¹¹⁰

Due to the limited availability of land in the downtown core, high-rise buildings have become an inevitable part of the city's landscape. To help mediate the negative effects that high-rise development can have on the city's skyline, Vancouver conducted two studies regarding the public's vision for the city's future in 1978 and 1979. These reports outlined that the preservation of views of the shoreline, the downtown

skyline, and the North Shore are to be a top priority. Following these studies, development pressures in the 1980's began to threaten skylines across the city – and without intervention from the city, these views would have been lost. In 1989 the *Vancouver View Study* was conducted. This resulted in the creation of *View Protection Guidelines (2011)* identifying 26 view corridors across the city, created to protect the mountains, the downtown skyline, and False Creek from a number of different viewpoints. The goal of this set of guidelines is to encourage the development of high-rise buildings in places around the city that will not impact skylines, thus maintaining view corridors

while still supporting large-scale development. This is done through the use of angular planes which measure the total height of proposed buildings to determine whether or not they will protrude into a view cone. After a review of the guidelines in 2011, including public review that identified more views to protect, they were adopted by City Council and resulted in a total of 36 protected view corridors in Vancouver. In Vancouver, the value is in the natural environment and the ability for people to see and experience it everyday.¹¹¹



Figure 10-23: Vancouver's skyline as seen from above showing views of both the mountains and the shoreline (Concord Pacific, 2016)

LOCATION BRITISH COLUMBIA, CANADA	POPULATION (2015) CITY: 603,502 METRO: 2,313,328	DENSITY (PEOPLE PER KM ²) CITY: 5,249/KM ² METRO: 804/KM ²	TYPE OF CAPITAL BETA GLOBAL CITY	AGE OF CITY 1886 (INCORPORATED)
RESPONSIBLE PLANNING BODY CITY OF VANCOUVER COUNCIL	BUILDING HEIGHT LIMITS VARIABLE	WHAT VIEWS ARE BEING PROTECTED? OCEAN AND MOUNTAIN VIEWS; 36 PROTECTED VIEW CORRIDORS	TYPES OF CONTROLS VIEW CORRIDORS/CONES	LANDSCAPE OTHER AND PICTURESQUE

10.6.2 BEST PRACTICE: IMPLEMENTATION OF VIEW CORRIDORS

View corridors were implemented in Vancouver in 1987, and have since gone through revisions and modifications. Through this process, the city has conducted multiple consultation sessions, development studies and reviews. In preparation for the *Downtown Official Development Plan* (2016), which was commenced in 2011, two additional studies were undertaken by the City of Vancouver; *The Heritage Area Height Review* (2011) and the *Higher Building Review* (2013).¹¹² The purpose of these studies was to measure the ability of the city to allow taller high-rise development in areas outside of view corridors without affecting protected views.¹¹³ One adjustment to the *View Protection Guidelines* that came about in the *Downtown Official Development Plan* (2016) is the potential development of “benefit capacity” as a planning tool.¹¹⁴ This tool allows developers to increase the density of their building into a view corridor if they agree to provide public benefits in exchange. The City of

Vancouver would then be responsible for adjusting the respective view corridor to allow for the new development.¹¹⁵ Benefit capacity was developed after the *View Protection Guidelines* were effected as a tool to circumvent the current view cones and to allow more development to occur in the downtown. This would allow the City of Vancouver to protect important views and make room for new high-rise development at the same time. To explore the foreseeable potential of benefit capacity, a study has been requested by City Council. It was requested to determine the long term development potential of this tool and the effects it may have on view corridors around the city.¹¹⁶

The 2016 plan also had some significant shortcomings that were identified in relation to the alternative governance structure that operates in Vancouver. It puts “a significant degree of discretion [that is] given to the development permit board in relation to

interpretation of regulations, policies, and guidelines”¹¹⁷; therefore, the developer has potential incentives to ignore existing guidelines. There is also a distinction drawn between regulations and interpretive requirements. View controls run the risk of becoming interpretive requirements that are set out with respect to the permitted height of buildings, social and recreational amenities and facilities. Any policies pertaining to these issues are not regulations and do not require adherence.¹¹⁸ Furthermore, “the development permit board may relax the provisions of this plan in any case where literal enforcement causes unnecessary hardship.”¹¹⁹ These provisions provide strong examples of issues that can arise if view protection policies are not regulated, or drafted with strong policy language. The development permit board is continually given a high level of power and control that can cause potential contradictions to Vancouver’s development goals.

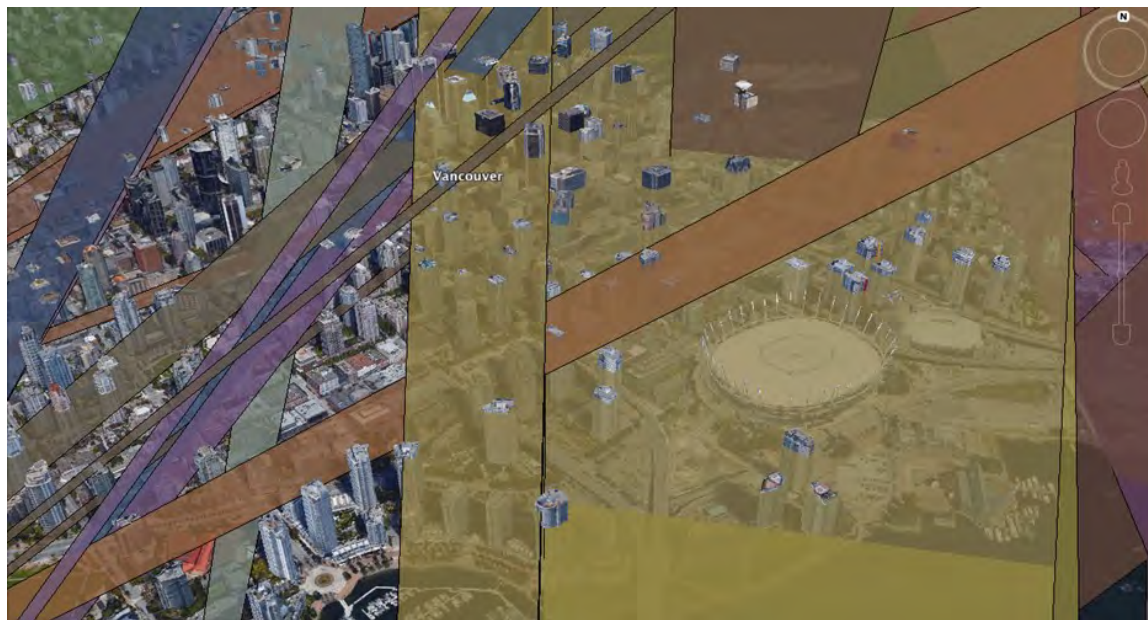


Figure 10-24: Google Earth illustration of buildings interfering with view corridors in Vancouver, British Columbia (KML data created by Centre for Landscape Research using raw data from Vancouver's Open Data Catalogue, 2010; Google Earth, 2016)

10.6.3 BEST PRACTICES: PUBLIC PARTICIPATION AND CONSULTATION

The City of Vancouver Council has been successful in continuing their review of view corridors and their policies while including public consultation at every stage. The first review of the guidelines was in the *Downtown Vancouver Skyline Study (1997)*. During this review, a series of open houses and public meetings were held to help identify key vantage points for examining Vancouver’s skyline. During these public consultation sessions there were some recurring themes: “that the skyline should complement not compete with the natural setting, that the skyline should work with the topography and water features, that the skyline is an important symbol of the city, and that landmark buildings should achieve a variety of community objectives as well as a high degree of architectural excellence.”¹²⁰ Of these concerns, many were previously known and had served as the basis for the original formulation of view corridors, such as complementing the natural setting, and maintaining the symbolic importance of the skyline.¹²¹

A new concern arose from the 1997 study, which generated a discussion about landmark buildings being integrated into the City. As a result, these concerns reinforced the public’s understanding of the importance of view corridors, as well as provided the public with renewed confidence that view protection was in Vancouver’s best interest. These meetings were well attended with planning staff, and it was estimated that several thousand residents became aware of the study throughout the consultation process.¹²² As well, approximately 1000 individuals reviewed the

presentation boards and close to 220 comment sheets were submitted for review.¹²³ A Senior Planner from the City of Vancouver pointed out that if politicians campaigned against removing, or significantly altering views in Vancouver, it would be unlikely that they would be re-elected.¹²⁴

The next consultation session was held from 2010 to 2011, over an 18-month period for the development of the *Vancouver Views Study 2011*. Through this extensive consultation process, a number of important reviews were completed to be used for the *Vancouver Views Study*, and to inform the upcoming *Downtown Official Development Plan (2016)*. These two reviews were; *Implementation of Vancouver Views (2011)* and *Higher Buildings Review (2011)*. More importantly, the *Higher Building Review (2011)* focused on higher building opportunities in Vancouver. The report was targeted at gauging local concerns but also considered a city-wide perspective.¹²⁵ In this consultation period, planning staff engaged with landowners who had properties that were impacted by building heights or view corridors around the city. A total of 11 open houses and public forums were held with additional meetings added, to solicit feedback from specific interest groups such as the Vancouver Downtown BIA. Residents were also consulted for their opinions towards higher buildings and their opinions on the specific areas that were proposed for higher building development. This yielded strong results, but unfortunately staff noted that the questionnaire provided was not a statistically valid poll and therefore

could not be used in an official policy-informing capacity.¹²⁶

Overall, through the series of public consultation exercises with the various plans, view corridors have been continually fortified. Extensive work has also been done to include additional view corridors, such as the view corridors from the Olympic Village. A former Chief Urban Designer for the city of Vancouver expressed that most of the view corridors are oriented north and south, and are often missed when walking or driving through the city.¹²⁷ Yet, if people have a general understanding that view corridors are no longer separate entities, then they can become part of the larger character-defining strategy that shapes the city of Vancouver.¹²⁸ Another Senior Planner from the City of Vancouver also echoed this idea.¹²⁹ He highlighted that there was a principle that streets and views were important for facilitating views of the mountain and water.¹³⁰ He noted that the three studies, and the public consultation sessions that took place between 1990-2000, revealed that there was no interest in removing view controls. This opened up a larger discussion on changing view controls.¹³¹ He also pointed out that residents of Vancouver have a lifestyle that is closely tied to the nature surrounding it, and that there are many political discussions to be made for protecting view corridors.¹³²

The public also plays an important role in the promotion of view controls in Vancouver, outside of the formal review process. For example, a podcast series

was developed on the planning system in Vancouver. As well, a locally developed app was created that allows the user to follow guided walking tours that showcase the history of the city. These initiatives play an important role in the self-promotion of Vancouver's character. More specifically, an app called 'On This Spot' provides users with guided walking tours and downloadable maps that can be used offline and are accessible in a variety of languages.¹³³

Additionally, Vancouver has a promotional website called "Vancouver is Awesome" which discusses the development and continued operation of view corridors, and how they have enriched the lives of residents.¹³⁴ Through these various informative sources, awareness of view controls and the resulting history is made publicly accessible to a larger audience. These sources are also a strong example of grassroots promotion of the importance of view controls in Vancouver, and their vital role in the experience of the city. These views often become ingrained in what it means to be a Vancouverite. Through increased awareness, public engagement with planning in the city has sparked controversy. For example, a lawsuit was filed in the British Columbia Supreme Court by the Residents Association of Mount Pleasant.¹³⁵ The association claimed that "changes to view corridors would raise the allowable height of future buildings by over 100 feet and would impact the views of residents living in East False Creek adjacent to Science World and in the rest of the west side of the city."¹³⁶ Once residents are made aware of these policies and their strengths or weaknesses, it can inspire local activism and help residents influence city council in their decision making process.

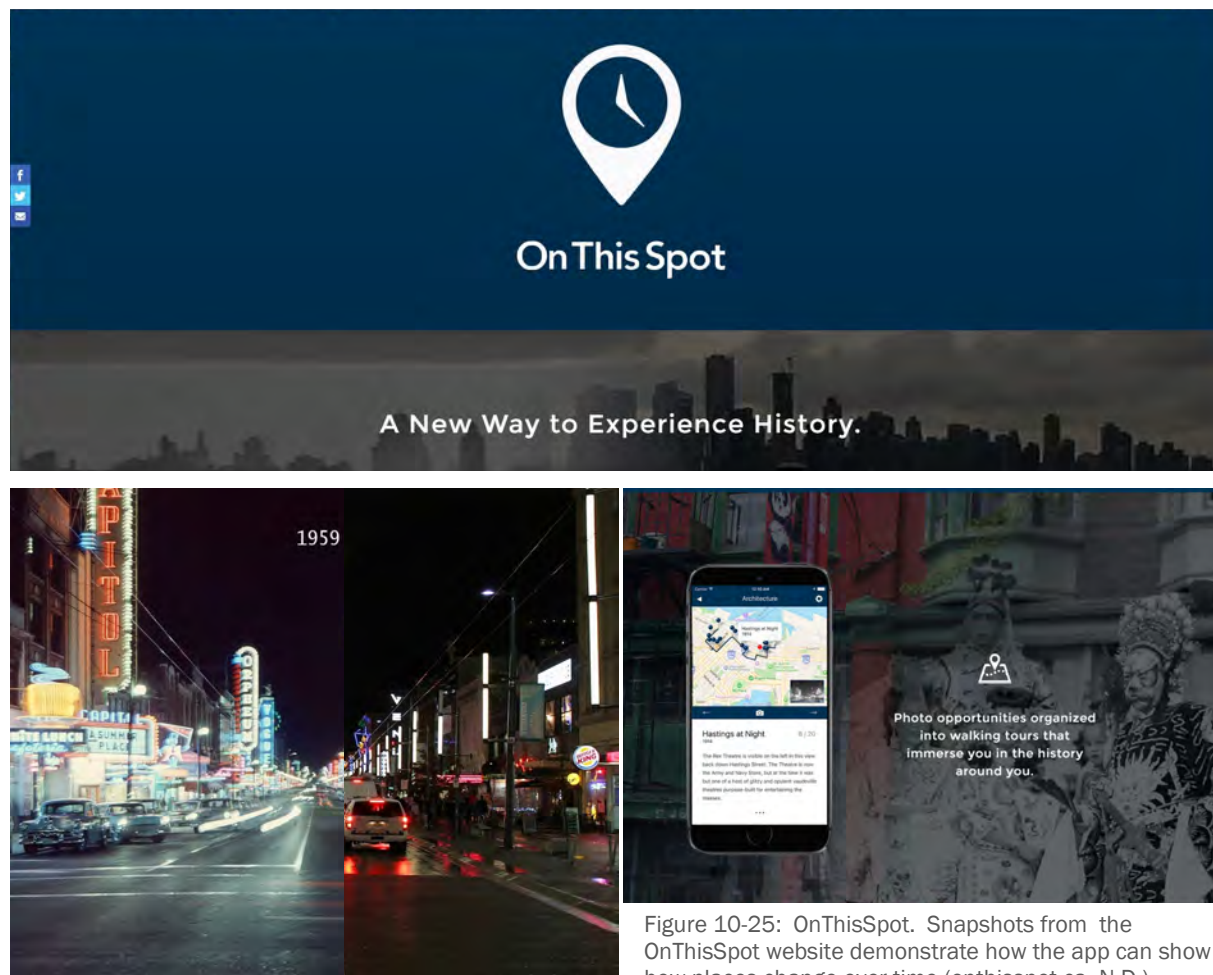


Figure 10-25: OnThisSpot. Snapshots from the OnThisSpot website demonstrate how the app can show how places change over time (onthisspot.ca, N.D.)

10.7 CHAPTER SUMMARY

KEY POINT 1:

- After further investigating Edinburgh, Halifax, Montréal, Oxford, Portland and Vancouver, best practices were categorized into six groups; showcasing views, vegetation management, public consultation, public awareness, methodology and collaboration & partnerships.

KEY POINT 2:

- Citizens can be valuable resources when re-evaluating viewpoint locations and evaluating views in need of protection.

KEY POINT 3:

- Interactive mapping technology can be a useful tool by pointing visitors to different viewpoints, while also providing information on the historical significance of the area. Signs/arrows/plaques can also help guide wayfinding to major lookouts and/or viewpoints.

KEY POINT 4:

- Creating parks and/or active transportation networks near iconic views increases accessibility to the public. Locating garbage receptacles, public art, places to sit and washroom facilities make viewpoints more enjoyable to stay at, and more likely to be visited.

KEY POINT 5:

- Vegetation should complement and frame a view. Vegetation should be regularly maintained so views are not obstructed. As well, strategic planting can help eliminate or block unattractive structures negatively influencing a viewshed.

NOTES:

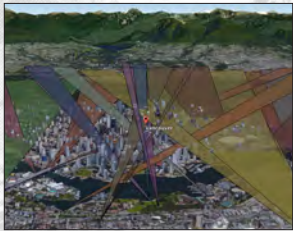
1 Edinburgh World Heritage, 2011	31 Les Amis de la Montagne, 2014c	87 Portland Bureau of Planning, 1988
2 Edinburgh World Heritage, 2016, Home	32-33 Les Amis de la Montagne, 2014b	88 Bureau of Planning Portland, Oregon, 1991
3 Edinburgh World Heritage, 2016, What We Do	34 Ville de Montréal, 2009	89-93 Bureau of Planning and Sustainability, 2016
4 Edinburgh World Heritage, 2016, Home	35 Maurice, 2013	94 Interview with M.B, 2016
5-6 Edinburgh World Heritage, 2016	36 CBC News, 2007	95 Portland, Oregon, 2016a
7 Edinburgh World Heritage, 2011, 35	37 Maurice, 2013	96 Portland, Oregon, 2016b
8 Edinburgh World Heritage, 2011	38-40 Ville de Montréal, 2009	97-99 Bureau of Planning Portland, Oregon, 1988
9 Edinburgh World Heritage, 2011, 35	41-42 Ville de Montréal, 2008	100 Bureau of Planning Portland, Oregon, 1991
10 Edinburgh World Heritage, 2011, 36	43 Les Amis de la Montagne, 2014d	101-103 Bureau of Planning Portland, Oregon, 1988
11 Edinburgh World Heritage, 2011, 36	44-45 Les Amis de la Montagne, 2014b	104 Bureau of Planning Portland, Oregon, 1991, 14
12 Edinburgh World Heritage, 20	46 Les Amis de la Montagne, nd	105-106 Bureau of Planning Portland, Oregon, 1991
13 Save The View, 2010	47 Clement, 2009	107-108 Bureau of Planning Portland, Oregon, 1988
14 Parks Canada, 2014	48-53 Oxford Trust, & Oxford City Council, 2015	109-111 Vancouver, 2016
15 Save The View, 2010	54-55 Oxford City Council, 2016	112 Vancouver, 2011
16-18 HRM, 2013	56-57 Department for Communities and Local Government, 2012	113-115 Vancouver, 2011a
19 Richie, 2016	58-66 Oxford Trust, & Oxford City Council, 2015	116-117 Vancouver, 2016
20 vanKampen, 2016 & Luck, 2016	67 Oxford Preservation Trust, 2016	118-119 Vancouver, 2016a
21 Save The View, 2010	68-70 An Assessment of the Oxford View Cones: Consultation on Draft, 2014	120-123 Planning, Zoning, and Development Vancouver, 1997
22 Ville de Montréal, 2004	71 Portland Bureau of Planning, 1988	124 Gordon, 2016
23 Montréal, 2016a	72 Bureau of Planning Portland, Oregon, 1991	125-126 Vancouver, 2011a
24 Ville de Montréal, 2009	73 Interview with P.F, 2016	127-128 Hein, 2016
25 Montréal.com, 2015	74-77 Bureau of Planning and Sustainability, 2016	129-132 Gordon, 2016
26-27 Ville de Montréal, 2009	78 Interview with M.B, 2016	133 Farris & Reid Global Historical Institute for Innovation and Development, 2016
28 Montréal, 2016b	79-83 Bureau of Planning and Sustainability, 2016	134 Kronbauer, 2012
29 Montréal.com, 2015	84-86 Interview with M.B, 2016	135-136 Bellett, 2014
30 Les Amis de la Montagne, 2014a		

“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)

11

Recommendations



These recommendations should be reviewed with the flexibility to adapt to future consultation on the view protection of the national symbols. The recommendations, which are in no order of importance, are categorized within three areas: policy tools, physical environment, and public outreach and public involvement. This is a starting point for the preparatory stages of developing new tools for view controls. Depending on changing conditions, as well as the outcomes of public engagement, these recommendations and timelines may require modification. Ultimately, should the NCC undertake these recommendations, the visual integrity and symbolic primacy of the national symbols has the potential to be strongly protected and enjoyed by residents of Ottawa, Gatineau, Canada and international tourists alike.



11.1 ANALYSES CONCLUSIONS

11. RECOMMENDATIONS

After completing research and analysis on view control tools in the National Capital Region and other cities, the project team has made the following conclusions:

ONE View control policies are common planning tools in capital cities and other communities with outstanding natural and built heritage; Canada's National Capital Region has both.

TWO The National Capital Region's view control policies are currently weaker than in most jurisdictions the project team reviewed. The policies themselves (as laid out in the 1994 *Views Plan* and recapitulated in 2007) are fairly robust, considering the complexity of protecting views in a multi-jurisdictional environment. However, their implementation is uneven and their public and stakeholder awareness is minimal.






THREE Many of the existing views of national symbols are in poor condition, while others are threatened.

FOUR Public support is needed to legislate the protection of views in the National Capital Region.

FIVE Views of the natural and built heritage in the National Capital Region are valued by citizens and visitors.

11.2 GUIDING PRINCIPLES

The recommendations made by the project team are based on guiding principles which were derived from the analysis of: existing, historic, and lost views; historic and current policy; design concepts; public awareness of views; precedents and best practices on from other cities. The following guiding principles should be considered and applied to future view control tools with regards to the national symbols.

GUIDING PRINCIPLE	PURPOSE	STRATEGY
<p>SYMBOLIC PRIMACY</p> 	<p>To ensure that the national symbols are of the utmost importance in the National Capital Region. National symbols include the Centre Block, Peace Tower, Library of Parliament, East Block, West Block, the Supreme Court and Library and Archives Canada</p>	<p>To ensure symbolic primacy of the national symbols, additional controls should be put in place to protect their future in the National Capital Region. Modeling current view protection initiatives in Ottawa and Gatineau after best practices identified worldwide will assure that this goal is not lost. By maintaining that these symbols should be first and foremost protected it will ensure that the iconic views remain unobstructed.</p>
<p>NATIONAL IDENTITY</p> 	<p>To protect the unique sense of identity attached to the national symbols.</p>	<p>The protection of views should be focused on the preservation of the unique identity of the National Capital Region. As a result, tools should focus on preserving the historic and iconic views familiar to all Canadians. To ensure this, new and existing developments will be geared towards preserving and showcasing these iconic views.</p>
<p>REGARD FOR POLICY</p> 	<p>To respect existing federal, provincial and municipal policies, in both Ottawa and Gatineau, whilst promoting and advocating for new policy directions and initiatives that support view protection.</p>	<p>Existing view protection produced by various levels of government should be respected. Policies should be updated by all levels of government to create a comprehensive document that will fully support view protection in the National Capital Region.</p>
<p>MULTI-LEVEL COLLABORATION</p> 	<p>To improve collaboration between agents of the Federal, Provincial and Municipal governments when considering view protection. Extend this collaboration to local actors such as developers, tourism agencies and the public.</p>	<p>New tools should be created as a result of a multi-level governmental collaboration to ensure cohesion between existing control initiatives and policies. By doing so, the various actors can put forward their concerns to achieve effective view controls. This collaboration will take into consideration each players assets and use it to benefit the project.</p>
<p>PUBLIC AWARENESS AND PROMOTION</p> 	<p>To foster a sense of public ownership of view protection initiatives in the National Capital Region and amongst all Canadians.</p>	<p>The introduction of new public awareness initiatives will enhance the public's awareness and understanding of the view protection process. This means that new tools that are developed should be simplified for the public to understand and actively participate. Furthermore, views shall be strategically marketed and advertised so that the public is aware of their existence, and can enjoy the view and its surrounding area. This can be done through tourism apps, media and social networking.</p>

11.3 RECOMMENDATIONS: POLICY TOOLS

EXPAND DEFINITION OF NATIONAL SYMBOLS

The NCC should expand the definition of its national symbols to include the Ottawa River, and other natural landscapes. The importance of the landscape has been emphasized since the earliest settlement of the area. The NCC should also update and maintain the 2007 *Canada's Capital Views Protection Plan* with better co-operation between the City of Ottawa and Ville de Gatineau in order to ensure view protection of the national symbols.

IMPLEMENT A FEDERAL LEASING POLICY

The project team recommends the implementation of a federal leasing policy, similar to the proposed policy in the *Ottawa Central Area Study* of 1969. Currently, some federally occupied buildings disregard the NCC's view protection policies. The Government of Canada is the largest commercial tenant in the core of the National Capital Region; thus holding a substantial amount of power with respect to the buildings they occupy. Moving forward, if Public Service and Procurement Canada's Real Property Branch refused to lease space in new buildings which do not conform to the NCC's view protection policy, it would incentivize developers to conform to the policy. It is important to note that Public Services and Procurement Canada and the National Capital Commission have worked with the City of Ottawa and Ville de Gatineau to ensure that federally leased commercial office buildings conform to the view protection policies since the 1960's.

REDEFINE VIEWPOINTS AND METHODOLOGY

The project team recommends that the NCC, City of Ottawa, and Ville de Gatineau look to the City of Portland and the City of Oxford for their methods used for identifying and protecting views. The NCC should then move towards adapting them to the National Capital Region. The processes used by Portland and Oxford have been clear, open, concise, and consider details, such as defining different views based on changes in light and climate. The more 'scientific' and rigorous the method, the stronger it will stand when challenged with opposing quantitative data. This will lead to stronger view control tools for the protection of the national symbols.

IMPLEMENT FLOOR AREA RATIO TRADING

The City of Portland has been referred to as one of the more progressive cities for their view control policies. The project team believes that the NCC, the City of Ottawa and Ville de Gatineau could extract some existing tools and implement them into their respective policies. Portland's Floor Area Ratio (FAR) Trading Policy allows landowners in the strictest view cones to sell FAR to other property holders in area, allowing for more FAR bonuses. Therefore, property owners that abide by height limits can have costs recovered in this alternative model. Combined with FAR Trading, the City of Portland has also conducted a *Development Capacity Study* using GIS data. This allows Portland to release data that provides very clear and visual representation of where taller buildings can be located in the future, and where capacity for heights and density has already been reached.

11.4 RECOMMENDATIONS: PHYSICAL ENVIRONMENT

IDENTIFY AND MARK VIEWPOINTS

Currently, the viewpoints are difficult to locate as they are only identified on policy documents. In order for individuals to enjoy the views that are being protected, they must be able to locate them. Therefore, key identification of the viewpoints should be developed and installed. This can easily be achieved through maps, apps, signage, and pathways. Additionally, the viewpoints should be marked (with a plaque, for example) to inform individuals that they are standing in the correct location.

CREATE AN ENJOYABLE VIEWING ENVIRONMENT

The project team recommends that the NCC create an enjoyable environment at the viewpoints to allow individuals to relax and take their time to enjoy their surroundings. This can be created through the adoption of pathways, pedestrian nodes, as well as the installation of benches and information areas providing history of the views at the viewpoints (see Figure 11-1).

- Comfortable
- Accessible
- Unobstructed
- Close to amenities
- Connected to existing networks
- Clearly Marked

VEGETATION MANAGEMENT

Finally, the project team recommends that the physical environment surrounding the viewpoints be improved through vegetation management. The NCC can look to Portland’s vegetation management tools which includes measures such as, pruning trees, as well as planting bushes and native species. In Portland’s newest *Central City Plan*, vegetation is identified in terms of either needing intervention to enhance views, in cases where vegetation is obstructing the view. Conversely, vegetation can be used to complement views by framing the subject favourably and covering up unappealing infrastructure. If the NCC, the City of Ottawa, and Ville de Gatineau were to undertake vegetation management to enhance the physical environment surrounding the views, the visual integrity and symbolic primacy of the national symbols would be greater protected.



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

11.5 RECOMMENDATIONS: PUBLIC OUTREACH AND INVOLVEMENT

USE MOBILE APPS AND MAPPING SOFTWARE

Because of a surge in online mapping technologies, as well as the ease of developing applications, the project team believe that the NCC, City of Ottawa and Ville de Gatineau can increase public consultation through apps and mapping software. There are pre-existing tools such as ESRI Story Map, Google Earth, or Maptionnaire that can be used to gather data about how the view sites are being used, where photos are taken from and the public's enjoyment of the views. These online tools can also be used to advertise and promote views.

OPEN DATA

The next major revision to NCC's computer modeling software should require inclusion of files that are publicly available, and suitable for interactive mapping. The NCC, City of Ottawa and Ville de Gatineau should look to the City of Vancouver for its use of open data for applications such as GIS. Vancouver's KML files can be integrated with Google Earth, allowing the public to overlay view cones on top of the existing built environment. This tool can empower the public to take ownership of views, as well as engage them in current development in the downtown areas. With the public taking ownership of the views, local developers will face more challenges in blocking the views; while allowing municipalities and the NCC to protect the visual integrity and symbolic primacy of the national symbols.

12

Implementation



A phasing and implementation plan will help to guide the development of new tools for view controls of the national symbols. The following implementation plan should be interpreted as dynamic and flexible, to allow for changing political environments and a comprehensive public consultation program.



	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		

Table 12-1: Implementation



