Former Kingston Penitentiary & Portsmouth Olympic Harbour

Draft Executive Summary of the Recommendations Report

June 2017

The Planning Partnership
Michael Spaziani Architect Inc.
N. Barry Lyon Consultants
Poulos & Chung Limited

Baird & Associates
Touristics
SCS Consulting
Plan B Natural Heritage

Taylor Hazell Architects
Andre Scheinman
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Mayor Bryan Paterson
Councillor Liz Schell
Councillor Laura Turner
Councillor Richard Allen
Residents of Kingston
Portsmouth Visioning Community Working Group
City of Kingston Staff
Correctional Service Canada
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C.O.R.K.
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Brigantine Inc.
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Wind Athletes Canada
Paddle Canada
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Friends of the Phoebe
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Portsmouth Tavern
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Kingston Economic Development Corporation
Kingston Accommodation Partners
Downtown Kingston Business Improvement Area
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Queen’s University
Kingston Historical Society
Frontenac Heritage Foundation
Kingston Coalition of Active Transportation
Kingston Field Naturalists
Kingston Environmental Advisory Forum
Kingston Yacht Club
Cataraqui Region Conservation Authority
Portsmouth District Community Association
Friends of the Penitentiary Museum
John Howard Society of Canada
CaraCo Development Corporation
Haunted Walks Inc.
Jessup Food & Heritage Ltd.
KFL&A Public Health
Kingston 1000 Islands Cruises and Trolley
St. Lawrence Parks Commission
Imagine Kingston
Collins Bay Marina

100 Interviews
49 Roving Information Station Interviews
16 Meetings with Groups
04 Community Working Group Meetings
03 Workshops
330 Workshop Participants
235 Emails
1000 Online Survey Respondents
Introduction

The City of Kingston and Canada Lands Company came together to undertake a community visioning exercise for the redevelopment of the former Kingston Penitentiary and Portsmouth Olympic Harbour. The visioning exercise was spurred by a decision to dispose of the former Kingston Penitentiary property.

In April of 2016, The Planning Partnership was selected by Canada Lands Company in partnership with the City of Kingston to lead a multidisciplinary consulting team to undertake the master planning and community engagement process for the former Kingston Penitentiary and Portsmouth Olympic Harbour. The purpose of the exercise, called "Portsmouth Visioning," was to develop a vision for the development of these lands.

The visioning exercise was to be concluded prior to any decisions being made on the disposal, future redevelopment plans and municipal heritage designation.

The engagement process involved over a thousand members of the community through a variety of face to face and online opportunities. A tremendous diversity of opinion was heard.

This executive summary provides a snapshot of the extensive community consultation process that was undertaken, and the recommendations of the consultant team. The Recommended Vision was established through a robust public process where a vision statement was established, and development options then tested against that vision. Further, the consultant team recognized that the Recommended Vision needed to reflect a balance among a number of competing values, and ultimately be based on good planning, including the conservation of heritage and culture, development compatibility, public access to the water’s edge, market responsiveness and financial feasibility.

All of the work leading to the Recommended Vision was carried out with the understanding that whatever the outcome would be, the City of Kingston Official Plan would need to be amended, and that a new planning policy framework would be required. The new planning framework will be linked back to the vision statement, and will include planning policies that will facilitate the Recommended Vision over time.
Community Engagement

Portsmouth Visioning extended over the course of one year, and has offered many opportunities for stakeholder involvement. The following is a summary of the community engagement conducted throughout the visioning process.

One-on-One/Small Group Interviews

June, 2016

An invitation was extended to anyone wishing to meet with a member of the team to share their views on the possibilities for the site. On June 8th, 9th and 15th, 2016, almost 100 people participated in the 20 minute one-on-one interviews with a member of The Planning Partnership team either in person or on the phone.

On June 15, 2016, The Planning Partnership facilitated two workshop sessions for the first Community Workshop, Vision and Principles. Each workshop session began by introducing Canada Lands Company, the consultants, the Portsmouth Visioning exercise and the site. Following the presentation, participants were invited to take part in four table group discussions by sharing their visions concerning Market, Economic and Finance; Heritage and Culture; Neighbourhoods, which includes parks, trails, housing and shops; and Marina and Boating.

Roving Information Station Interviews

June, 2016

On June 15, 2016, The Planning Partnership visited 9 locations within the City of Kingston with their Roving Information Station. Approximately 49 people stopped by and shared their visions on possibilities for the site.

2 Roving Information Station Interviews

9 Information Station Locations Across Kingston

Community Workshop 1

June, 2016

On June 15, 2016, The Planning Partnership facilitated two workshop sessions for the first Community Workshop, Vision and Principles. Each workshop session began by introducing Canada Lands Company, the consultants, the Portsmouth Visioning exercise and the site. Following the presentation, participants were invited to take part in four table group discussions by sharing their visions concerning Market, Economic and Finance; Heritage and Culture; Neighbourhoods, which includes parks, trails, housing and shops; and Marina and Boating.

110 Participants at Workshop #1

90+ E-mails
Community Workshop 2

October, 2016

On Wednesday, October 12th two design charrettes were held to produce concepts/explorations for the study area. Workshop participants were asked to join one of four design teams, lead by a member of the consulting team, to work together and produce multiple explorations for the site.

The following variables were incorporated into each Exploration:

1. Building heights and types
2. Size of parks/park network
3. Road access/road network
4. Approach to heritage resources
5. Land uses
6. The location and configuration of the marina

On Thursday, October 13, 2016 the consulting team held a session to review and synthesize the concepts into 4 explorations. The consulting team met with the City of Kingston, Canada Lands Company, Custodians (Correctional Service Canada and Fisheries and Oceans Canada), Community Working Group and held a Public Open House to present the four Explorations to be evaluated against the principles.

Participants were asked to comment and provide feedback on what they liked most about each Exploration.

- 45+ Participants at Workshop #2 Afternoon Session
- 55+ Participants at Workshop #2 Evening Session
- 6 Small Group Meetings
- 60+ E-mails
Online Survey 1

October, 2016

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Following the second public workshop, each Exploration was articulated through description and precedent images and posted online to receive feedback.

The survey was intended to determine which Exploration illustrated the best approach to:

1. Form of new buildings
2. Heritage and culture
3. Location of parks, open space and trails
4. Location of roads and parking
5. Marina, marina building and space for boating events

650 Survey Responses

Community Workshop 3

February, 2017

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The third Community Workshop took place on February 27, 2017 at the Portsmouth Olympic Harbour. The purpose of the workshop was to review the Emerging Vision and receive comments. The workshop included meetings with the City of Kingston and Canada Lands Company, Custodians (Correctional Service Canada, Fisheries and Oceans Canada and Coast Guard) meetings with the Community Working Group, and two sessions with the public.

60+ Participants at Workshop #3 Afternoon Session

60+ Participants at Workshop #3 Evening Session

75+ E-mails
Following the third public workshop, the Emerging Vision was posted online to receive feedback. The survey was structured to gain feedback on what participants liked about the Emerging Vision for each area of the site, and what they would change.

The fourth Community Workshop took place on June 1, 2017 at the Portsmouth Olympic Harbour. The workshop included meetings with the City of Kingston and Canada Lands Company, Custodians (Correctional Service Canada, Fisheries and Oceans Canada and Coast Guard) meetings with the Community Working Group, and two sessions with the public. The Recommended Vision was presented and questions and comments were taken during the open house after the formal presentation. The Recommended Vision will be posted to the City’s website for further public feedback.

The Community Working Group (CWG) was established by Council and comprised of engaged stakeholders representing a balance of interests, with its members being endorsed by Council. This included a representative from City Council, interested community members, and representatives from relevant agencies. The CWG met at each stage of the process to be a sounding board for the consultant team and was involved in making key decisions.

Councillor Liz Schell (Council representative)
Bruce Bursey (interested member of the community)
Michael Hull (interested member of the community)
Donna J. Morrin (interested member of the community)
Rob McRae (Cataraqui Region Conservation Authority)
Marianne Davis (CORK)
Edward Grenda (Frontenac Heritage Foundation)
Wendy Bellamy (Greater Kingston Chamber of Commerce)
Murray Matheson (Kingston Accommodation Partners)
Donna Gillespie (Kingston Economic Development Corporation)
Violette Hiebert, (Kingston Economic Development Corporation)
Lou Grimshaw (Kingston Historical Society)
Donald Mitchell (Municipal Accessibility Advisory Committee)
David Grightmire (Municipal Accessibility Advisory Committee)
Phileen Dickinson (Portsmouth District Community Association)
Tony Gkotsis (Queen’s)
Chief James R. Marsden (First Peoples)
Recommended Vision

New Public Road
Public Waterfront Route
Community Space
Community Hub (up to 6 storeys)
Tourism and Heritage Focus
Repurpose, Residential and Commercial Development Focus (up to 25 storeys)
King Street Gateway Buildings (up to 6 storeys)

Low-Rise Residential (up to 4 storeys)
Low- to Mid-Rise Residential (up to 6 storeys)
High-Rise Residential (up to 25 storeys)
Residential Tower Location (approximate)
Residential Tower Location (to be determined)
SARK Facility
Wall Substantially Removed
Wall Maintained
Guard Towers Maintained where possible
The Recommended Vision illustrates zones for the organization of the site, associated with clusters of land uses. On the following pages, the community structure is explained in light of how it responds to the founding Principles of development.

The Recommended Vision is the result of six Big Moves:

1. The provision of continuous public access along the water’s edge;
2. The provision of a large, flexible open and event space around the harbour and substantially open views from King Street. Development formerly contemplated along King Street is shifted to the southern portion of the former penitentiary. This is a result of public and community feedback;
3. A new community gathering place and hub for marine and sailing uses;
4. The preservation of heritage resources for tourism and cultural uses for the north half of the former penitentiary;
5. Re-purposing buildings for commercial or mixed uses, and the introduction of new residential in the southern part of the former penitentiary; and
6. New residential buildings introduced around the periphery of the former penitentiary.

5 Maxims for a Long Term Vision

01 Flexibility

The Recommended Vision needs to be flexible over time. Each new proposal, as it comes forward, should be evaluated in how it meets the vision and principles. New ideas are welcome.

02 Patience

This site will take decades to mature.

03 Momentum

Build on each new success.

04 Synergy

Mix as many different uses together to create a critical mass of activity and animation. Success breeds success.

05 Vision

The site needs a champion to keep to the vision with each new increment.
Principle:

Portsmouth Visioning will result in a development framework that will open this waterfront site to the public, with clear, inviting connections to the existing city-wide system and unobstructed views from adjacent streets and pedestrian spaces. The waterfront will be fully accessible to users of all abilities, and include designated space for both cyclists and pedestrians. Encouraging a diversity of activities along the waterfront trail, by implementing a variety of recreational and public spaces, will assist in making the waterfront lively and interesting throughout the day and year-round.

A high quality and interconnected pedestrian realm will be developed with parks and squares linked with a street network accommodating pedestrians, cyclists, and vehicles. Streetscape and park design elements will create a visually cohesive pedestrian realm, planned to accommodate a variety of activities.
Waterfront Trail

The primary organizing feature of the vision is to provide continuous public access to the water’s edge along the whole of the site:

- Consistent with the City of Kingston Waterfront Master Plan
- Provides a linkage to existing Waterfront and Rideau Trail to the west
- Links to King Street via new public road – becomes part of the on-road trail linkage to next trail section
- No access to Alwington Place Park is currently proposed as it is a private park; existing fence maintained
- New development designed to provide views and connections to the water’s edge, such as through new pathways, sidewalks and roads
Public Access & Connectivity

1. Gateway Community Space

A large flexible space located to connect (visually and physically) Gardiner Street and Aberdeen Park with the water’s edge route - can be used for recreation, boating, and sailing events. This space can be changed and adapted over time as needs evolve.

2. Harbour Community Space

A large network of flexible space located in conjunction with the water’s edge route. This open space surrounds the harbour, varying in extent, and can be used for recreation, boating and sailing events, while providing the opportunity to change and adapt over time as needed.

3. Waterfront Park

A new publicly accessible Community Space at the foot of the former Penitentiary consistent with the City of Kingston Waterfront Master Plan, a minimum of 30 metres in width.
Dania Park, Malmo
Example of flexible, open space along the waterfront

Waterfront, Georgetown, Washington
Example of an accessible waterfront trail with amenities (lighting and benches)
Heritage & Culture

**Principle:**

Portsmouth Visioning development framework will provide strategies to introduce new uses to the site, while retaining links to the past. Key heritage structures will be conserved to commemorate the history of the site. Adaptive reuse will also be an important tool to support a viable approach for conserving heritage buildings and ensuring that future development speaks to the existing architectural character.
This site has experienced significant change since its origins as a prison and harbour. Many structures have been built, changed, or removed as people modified the site’s uses to meet their needs. Change has been a constant on this site. Today there is a built and landscape legacy, some of it over 180 years old, and some of it recent. In order to accommodate the site’s evolution, which is in part catalyzed by the decommissioning of the penitentiary, a heritage strategy has been developed that seeks to balance heritage conservation and commemoration with new development.

With respect to the existing structures and landscapes, there are four general approaches or levels of change:

1. Heritage resources are conserved to maintain their look, feel, and meaning, with adaptive re-use potential
2. Adaptive re-use of heritage buildings that include alterations or additions
3. Select heritage resources are removed and commemorated in an appropriate way within the context of the site
4. Structures not considered to have heritage value or significance to interpreting the story of the site are removed
Portsmouth Olympic Harbour

Much of the landscape and structures within the Portsmouth Olympic Harbour are more recent in origin and date to the lead-up to and time of the 1976 Olympics. The Recommended Vision establishes similar uses to what exists today: the majority of the land and water lot will continue to be used for boating purposes and public access, with the potential addition of some residential uses.

The key elements of the Olympic legacy, breakwater, flag poles and Ted Bieler’s Tetra sculpture, will be preserved, and function for the benefit of public use and enjoyment of the harbour. The shore walls may undergo adjustments and improvements over time. The Portsmouth Olympic Harbour building is not considered to have heritage value beyond its space frame construction, which is a common construction method, and can be removed and appropriately commemorated.

Former Penitentiary

With respect to the former Penitentiary, the Vision establishes three general zones: Tourism and Heritage, Repurpose and Residential, and Residential. The boundaries of these zones are based on their anticipated future uses and how they work together to create a heritage framework based on the levels of change.

Tourism and Heritage (north)

Heritage conservation and the preservation of local history is the primary consideration of this zone, and relates directly to the proposed future use of this area as a Tourism and Heritage destination. Notwithstanding, the introduction of new uses within the buildings, and appropriate new buildings within this part of the site, is encouraged. The walls should be retained because of their contribution to the heritage context and the intended purpose of this area.

Repurpose and Residential (central)

Heritage conservation is also an important consideration of this zone. Elements of the southern cruciform (workshops) should be conserved and adaptively re-used for commercial and/or residential purposes. Other portions of the southern cruciform building may be removed to facilitate new development. The West Workshop is an important heritage building, however in considering future redevelopment opportunities it may be necessary to substantially alter or remove this building. The guard tower is also an important heritage building that should be retained or integrated into new development if possible. The rest of the wall in this area may be considered for demolition. Any demolitions should be appropriately commemorated.

Residential (south)

While this area is supportive of the heritage value of the former Penitentiary, it is considered the least important with respect to retention and adaptive re-use of existing structures. In this area, demolition and commemoration is appropriate to facilitate comprehensive redevelopment. The guard towers, and potentially some elements of their adjacent walls, should be retained and integrated into new development if possible. The remainder of the wall may be removed where required to facilitate comprehensive redevelopment.

The future owner will work with affected agencies to determine the level of change and appropriate commemoration.

Celebrating the Olympic legacy can be achieved by maintaining public access to the breakwater, Ted Bieler’s Tetra sculpture and flag poles and through the development of an interpretive program to commemorate this history.
The view from the North Lodge to the main cell blocks is one of the important historical legacies that will be preserved by dedicating this area to Tourism uses.

The lake and harbour are not visible from within the former penitentiary. In order to create a residential community that is open, accessible, and connected to the waterfront, removal of the walls and many of the existing buildings is required in the southern part of the former penitentiary.
03 Water Recreation & Boaters

Principle:
The newly accessible waterfront lands will include facilities and infrastructure for the full spectrum of existing and new users, including launch zones, dockage and boat storage. The waterfront will be designed to enhance its link to the Kingston community by celebrating current and past events, including the 1976 Olympics and major sailing competitions.

*Boating and community uses will continue to be an important use on the site*
The Vision provides a significant amount of community space around the harbour for marine-related infrastructure and activities.

This high-level vision does not get into the detail of specific marina programming, such as location and configuration of docks, boat launches, and other facilities.

The harbour will continue to provide hard surface parking areas, flexible grass areas, and/or gravel areas around its perimeter, accommodating marina and event/regatta parking, boat staging, and winter boat storage, as well as community and sailing events.

A new SARK facility, which could be combined with a new Kingston Fire and Rescue facility, is accommodated on the east side of the harbour, where their boats have better and faster access to the lake.

The City intends to reorganize and re-orient the docks and slips of the existing marina over time, in order to cater to evolving marketplace demand for slips and fluctuation in lake levels (i.e. floating docks vs. fixed).

The harbour could provide a long term home for some of Kingston’s marine heritage vessels. Detailed review of marina programming, harbour depths, moorage availability, facilities planning, site integration and financial responsibilities will need to be undertaken as part of its future development.
**Principle:**

The Portsmouth Visioning development framework will allow the site to evolve to become a dynamic and innovative mixed use hub to complement existing Kingston destinations. This framework will provide opportunities to experiment with creative spaces, and can facilitate the development of Kingston’s creative economy. The high level of year-round activity will continue to attract residents and visitors of all ages, making this a new landmark community to live in and visit.

Building on the former Kingston Penitentiary’s recognized heritage attributes, the site will be a sustainable, family-oriented destination for residents and visitors, while maintaining the respectful and authentic treatment of its history. The attractions offered by the site will be flexible and dynamic, incorporating museum displays, tours, storytelling and performances.

The Portsmouth Olympic Harbour will continue its role as a hub of marine and sailing activity and events and which will incorporate significant community space, right to the water’s edge.
Introducing a Mix of Uses

The entire site is expected to have mixed uses and there are many potential uses which are both compatible and desired for the site:

- **Commercial**, such as retail, restaurant, personal and professional services, offices, hotel, maker space
- **Residential**, such as “ground contact” units, apartments, seniors living
- **Community space**, such as parkland, waterfront trail, playgrounds, and opportunities for natural areas
- **Institutional**, such as community uses, museums, tourist attractions, incubator space
- **Marine-related uses**, such as boating and sailing infrastructure, and associated office and event space

Most, if not all, of these uses are flexible and can be located anywhere on the site. Certain areas are identified in this Recommended Vision as intended for particular uses. For example, the former penitentiary buildings can host tours on the ground floor and offices on the upper floors. This mix of uses could occur within the area contemplated for Tourism and Heritage.
The north part of former penitentiary is envisioned to be a tourism opportunity as a heritage site for tours, interpretive installations, and/or museums.

The precise boundaries of the Tourism and Heritage area need to be refined based on the requirements of the future operator.

Buildings of heritage value will be maintained, as well as non-heritage buildings that contribute to the tourism experience.

Much of the wall is envisioned to remain, at least in the short term.

There is opportunity for cultural events (festivals, exhibitions, performances, etc.) and programming.

Parking, loading and access for service vehicles should be designed so as not to impact the visual character as viewed from the North Gate; should be located at side or rear.
Former Kingston Penitentiary

Former prison repurposed as a hotel and retail space

Malmaison Hotel, Oxford Castle, UK

Cafés, restaurants, and shops housed within heritage buildings

Lumina Borealis, Fort Henry, Kingston

Example of event in heritage space
**A Hub for the Community**

1. A new community building to replace the existing and obsolete Portsmouth Olympic Harbour building
2. Ground floor dedicated to marine and community uses
3. Opportunity to incorporate a new marina and CORK/sailing office
4. Potential new residential units above
5. Total height of building could be about 6 storeys
Marina Del Rey, Los Angeles (Artist’s Rendering)
Community use building with residential units

Dalhousie University, Halifax
Example of a six storey, mixed use building
New buildings with frontage on King Street can be mixed use, for example live-work units, and have a ‘main street’ character compatible with Portsmouth Village.

Commercial, restaurant and retail uses are encouraged in any of the former penitentiary buildings in the Repurpose area.

Compatible office and commercial uses are encouraged in the Tourism and Heritage Area, integrated with heritage buildings. This area could also be utilized for sailing centre activities.
Former Kingston Penitentiary

Former Kingston Penitentiary

Former Kingston Penitentiary

The Loft, Distillery District, Toronto
Adaptive reuse of heritage building

SouthGate, Bath, UK
Live-work, commercial units in heritage-style buildings

Inner Sunset District, San Francisco
Main street character, mixed use building
05 New Neighbourhood

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**Principle:**

Portsmouth Visioning development framework will establish a mixed use district, including new residences, which is compatible with the surrounding community. New streets, parks and buildings will be compatible with the form and character of the immediate context and will be designed to create appropriate transitions.
The forms of housing will be flexible over time to respond to market conditions. However there will be three general types of housing:

<table>
<thead>
<tr>
<th>Ground Contact</th>
<th>Mid Rise</th>
<th>High Rise</th>
</tr>
</thead>
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| • Low-rise, typically two to four storeys  
• Townhouses, stacked townhouses, back-to-back stacked townhouses | • Height up to 6 storeys  
• Apartment units | • Height up to 25 storeys  
• Apartment units |

Compatible housing forms should be placed adjacent to existing residential

Taller buildings should be placed towards the centre of the entire site, where they have the greatest separation from existing homes and few impacts. There is approximately 150 metres distance between the towers and any property line of existing homes.

Residential building location and design, particularly for taller buildings, will be guided by policies related to integration and compatibility with adjacent context including heritage.

Most new development clusters around the edges of the former Penitentiary, to preserve much of the heritage context.
05 New Neighbourhood

Roads

a. A new public road should create a linear view to the water when viewed on axis with Sir John A MacDonald Boulevard

b. Vehicular access to the tourism and heritage, adaptive re-use and residential areas will need to be provided

c. New roads should provide pedestrian and cycling connection to the water’s edge trail

d. New condominium roads will connect with adjacent public roads

e. All roads, regardless of ownership, will be faced by buildings and provide views and access to the water’s edge trail

f. Individual uses will be expected to provide sufficient parking – the form of the parking (surface, underground or structured) will be determined at the time of development, based on detailed soil testing and financial feasibility

g. Large parking areas should be well screened from all public streets and spaces
Parking

a. The Recommended Vision has considered parking during the planning for each of the activity zones. When development is more defined, a detailed parking strategy can be prepared, including how parking will be phased over time.

b. Surface parking in Portsmouth Olympic Harbour will continue to be provided for boating, event and recreation purposes.

c. The Tourism and Heritage area can provide surface parking for visitors.

d. Townhouses will provide parking in driveways and garages.

e. Taller buildings will provide structured parking

Accommodation

a. Hotel and convention uses are welcome throughout the site

b. Areas intended for residential, tourism, or adaptive re-use are ideal locations for hotel facilities

c. Hotel uses should not privatize any part of the waterfront, or in any way limit access for the public
Principle:

Development will be financially viable to ensure principles can be successfully achieved. The development framework will explore the potential for both public and private sector involvement, partnerships, phased implementation, attracting regional and/or national investment and a broad range of commercial opportunities. Redevelopment costs will align with future revenue opportunities and the feasibility of year-round use.

a. Provide development opportunities that are market-responsive, with flexibility to adapt to market changes over time:
   • Waterfront townhouses respond well to the Kingston market
   • Condominium apartments are attractive, though generally take longer to absorb

b. Must keep costs in line with revenues

c. Heritage re-use is expensive and risky, lucky to break even unless subsidized
   • Adaptive reuse not likely to achieve viable rents

d. Need to look to external partners for tourism and destination uses
Servicing

a. It is expected that external sanitary servicing capacity will be allocated to this site as part of the City of Kingston’s Sewer and Water Master Plan.

b. Internal servicing upgrades may be required to service the site.

c. Connections with City water can be made to existing services under King Street.

d. Stormwater management techniques to provide quality control of water entering the lake will be provided to meet current Provincial and City guidelines, and may include techniques such as infiltration trenches, oil and grit separators, and bio-retention.

e. External stormwater flows will continue to be piped through the Portsmouth Olympic Harbour lands.

f. Emergency service vehicles will require access throughout the site; some pedestrian elements may be designed to also accommodate emergency vehicles, such as a widened waterfront promenade.
It is important to recognize that this Portsmouth Visioning process is the first step in re-envisioning the potential of this waterfront site. There are a series of planning approvals that are required to implement this vision, and further study will be undertaken. These planning approvals will involve further public consultation and community input.

Based on the vision, prepare an Official Plan Amendment to:

- recognize that the site is no longer a penitentiary;
- establish a new mix of uses;
- establish broad height and density permissions;
- formalize policies to guide development over time;
- provide public waterfront access;
- protect the majority of the Portsmouth Olympic Harbour site for community and boating; and
- protect the north part of the former penitentiary site for tourism and heritage uses.

Canada Lands Company will prepare a detailed business case to support potential acquisition of the site.

Based on the vision, designate appropriate heritage buildings under the Heritage Act.