

UNION PARK REDEVELOPMENT PROJECT

HERITAGE CONSERVATION STRATEGY
FORMER PRISON FOR WOMEN
KINGSTON, ONTARIO



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Revised JUNE 2021

Cover illustration: The Prison for Women is an infamous landmark in Kingston and for many is negatively remembered. This bird's eye view presents the design intent to reground the site and the former Prison for Women as an active and integral part of Kingston's cultural heritage landscape. Source: CSW Landscape Architects Inc.

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EXECUTIVE SUMMARY

VISION

The overall intent and vision for Union Park is to create a carefully designed, compact community with a healthy mix of uses, a pedestrian-friendly public realm, context-sensitive buildings, and well-formed open spaces. The intent is to animate the area by seamlessly integrating a mix of residential, commercial, and open space uses. The proposed plan derives from the desire to preserve and respect the heritage and context of the site through the respectful integration of modern content.

This development is situated on Anishinaabe and Haudenosaunee and the Huron-Wendat territories lands, which are also occupied by the Métis, Inuit, and other Indigenous peoples. This acknowledgment is a sign of our recognition of and respect for Indigenous people living in this area.

Union Park is a gateway into Portsmouth Village, the Penitentiary District National Historic District, Queen's University, and downtown Kingston. It acknowledges and reflects the neighbourhood's full history while also turning the focus towards the future.

The name Union Park reflects the links that will be created within Kingston and the places and features that make Kingston unique. This development will bring together Kingston's past and future; create a link between heritage restoration and sympathetic modern design; permanently connect Union Street and King Street West and neighbourhoods such as Portsmouth Village and Sydenham Ward; and bring new housing, employment, and neighbourhood retail opportunities to one of Kingston's most storied parts of the city.

As part of the effort to unite these diverse and important elements of Kingston, the Union Park Project will open this historically closed-off property. Unlike most private-sector developments, it is intended that approximately three-quarters of the land will be left open for accessible public use including park, roads, and walkways. It will also maintain and capitalize on the beautiful sight lines of Lake Ontario and the surrounding neighbourhoods. The most valuable and coveted portion of the lands that offers the most stunning south-westerly views over Portsmouth Olympic Harbour will become the West Yard Park and connecting pathway for all to enjoy.

PURPOSE OF THIS REPORT

This report responds to the City's request for a Heritage Conservation Strategy that addresses the overall redevelopment of Union Park, focusing on the repurposing of the existing Prison for Women Building and how it will be integrated with a triad of new mid to high-rise buildings and a comprehensive landscape. The project will divide the 3.28-hectare subject lands into five blocks consisting of a future mixed-use building on Block A, the Former Prison for Women with a new Annex Wing on Block B, senior's housing continuum of care on Block C, a Hotel on Block D, and open space intended for public access and use on Block E.

The Strategy aims to insert significant heritage considerations into the overall development proposal submitted under the Planning Act applications (e.g., Official Plan amendment, Zoning By-law amendment, etc.) and the subsequent heritage permit application(s) that will be necessary to obtain building permits during the phased redevelopment of the site. The aims of the strategy and report are:

- To appraise and evaluate features of heritage significance within the Union Park Project site.

- To provide site specific guidelines and make recommendations on the implementation of a cultural heritage strategy with reference to Parks Canada’s “Standards and Guidelines”.
- To undertake the interpretation of the cultural heritage of the prison and the enhancement of the public realm linked to interpretation and access to surviving features.
- To identify the potential impacts (positive and negative) on the Prison for Women and where possible suggest mitigation measures.

THE REPORT

The report is divided into 7 chapters that explore the history of the property, examine the heritage attributes of the site, define the overall development intent, and weigh the impacts on each of the concepts against primary conservation strategies based on Parks Canada's Standards and Guidelines for Historic Places.

Chapters 1.0 and 2.0 provide location and contextual values, legislative and policy context and a chronology outlines the history of the Prison for Women, a Federal Heritage ‘Recognized’ historic site and part of a distinct cultural heritage landscape. For the heritage strategy to form the basis for the Planning Act applications (e.g., Official Plan amendment, Zoning By-law amendment, Plan of Subdivision and Heritage Permit applications) the legislative and policy documents were identified, and redevelopment strategies set out. A chronology of key events dating from 1780 to the prison’s closing in 2000 are provided as part of the context and suggested interpretive sources.

Chapter 3.0 is a pivotal part of the strategy; it deals with Heritage Guidelines that provide an informed heritage framework to guide the comprehensive conceptual planning of the site and the development proposals for each parcel. The heritage guidelines are crafted to assist the architectural design teams responsible for each development project and provide specific tools for evaluating the proposals by the City of Kingston. It is acknowledged that each of the developments has its own specific and different architecture programs that may not lend themselves to incorporating every Strategy guideline. The guidelines consider built form, materials, and massing. A key component of the guidelines is the series of views into and out of the site that are essential for setting the stage and as a means of monitoring the impact of new development on the defined attributes.

Chapter 4.0 The Design Intent provides a synopsis of the proposed redevelopment concept for the property that includes the introduction of a triad of new buildings on three sides of the former Prison for Women - the focal point and centrepiece of the redevelopment. Each of the development parcels is described. These new, larger, and taller buildings will frame the Prison, while recognizing the importance of protecting sightlines to the Prison and providing appropriate setbacks to maintain these sightlines. Further, the intent is to create a high-quality public realm as it relates to on-site movement, interaction, and access by the community.

Chapter 5.0 assesses the Impact of development as it relates to the Prison for Women. The process of determining impact has been iterative. Changes to the conceptual designs have been a critical part of the design process. It is understood that in addition to this Heritage Strategy, four specific Heritage Impacts Statements will be required by the City of Kingston Official Plan to accompany the specific future site plan and building applications.

Chapter 6.0 takes in opportunities to tell the Prison for Women's stories and recognizes that the Statement of Significance (SOS) has highlighted the importance of interpreting defined attributes of the prison and prison life. The Prison for Women is an infamous landmark in Kingston and for many is negatively remembered. This proposed project will take dormant contaminated lands and buildings with a dark history and transform them into a vibrant development that enhances and adds to the community. For the former inmates and their families, the prison building is a monument to a tragic time in their lives. The development team seeks to shine a light on their stories, with their assistance, through elements of this project. The interpretation is part of the mitigation strategy. It will provide insights and help bridge and provide context for the former Prison for Women as an active and integral part of Kingston's cultural heritage landscape.

Chapter 7.0 summarizes the process and outlines the next steps necessary to move this exciting project forward.

The team behind Union Park, Siderius Developments Ltd., is a Kingston based partnership between two well recognized heritage developers: ABNA Investments Ltd. and King's Town Development Corporation. This team has invested in and is proud of its stewardship of some of the Kingston region's most beloved and celebrated heritage restoration projects, including the Smith Robinson Building ("S&R Building"), The Woolen Mill, the Imperial Oil Building, the Gibbard District Riverside Residences, the Royal Artillery Park Barracks, and The Frontenac Club.

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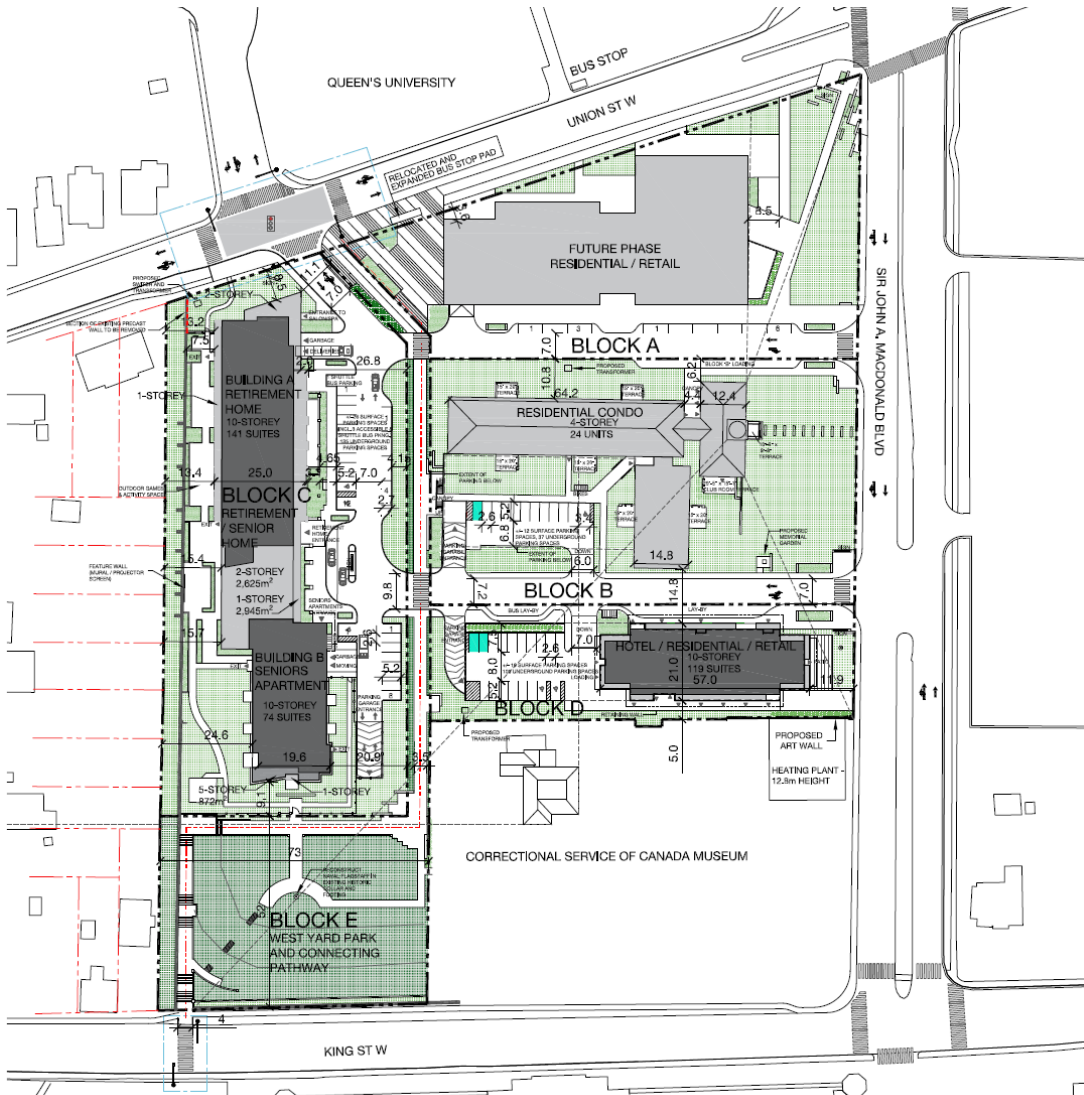


Figure 1: THE CONCEPTUAL MASTER PLAN illustrates the organization of the site into development blocks with specific approaches based on Parks Canada's Standards and Guidelines. Source Fotenn 2021.

In a Rehabilitation project, alterations to the historic place may be needed to ensure its continued use and economic viability. There is a need to find creative solutions that balance health, safety, security, accessibility, sustainability, and other regulations, and the preservation of the character-defining attributes.

As the development proposal involves the adaptive reuse of the former Prison for Women (Block B) to make possible compatible contemporary uses, the primary conservation treatment is rehabilitation for a new use Administration building and Cell Block.

The approach for the new south addition (part of Block B), the senior housing continuum of care (Block C), hotel (Block D), and the future phase mixed-use development along Union Street (Block A) is new design that respects the site's historic character. The approach with the landscape including the front lawn, the West Yard and the pedestrian link and the wall along King Street West will be a combination of preservation, and rehabilitation, in a new design concept.

1.0 INTRODUCTION

1.1 Background and Approach

Union Park, the subject property at 40 Sir John A MacDonald Boulevard is a 3.28-hectare site located south west of the intersection with Union Street and contains the Prison for Women Building. Since 1990, and prior to its sale from federal ownership in 2007, the prison building had status as a 'Recognized' federal heritage building, resulting from the approval of the 1989 Federal Heritage Building Review (FHBRO) building report. It is part of the Kingston Penitentiary National Historic Site of Canada. In 2007, the property was designated under Part IV of the Ontario Heritage Act through By-Law Number 2007-167 City of Kingston.

The Prison for Women is part of a complex of significant heritage features that includes Kingston Penitentiary, the former warden's residence, named Cedarhedge and now the Penitentiary Museum, Portsmouth Village, Portsmouth Olympic Harbour and Lake Ontario. Together they form a cultural heritage landscape and serve as features of the City of Kingston penitentiary historic tour.

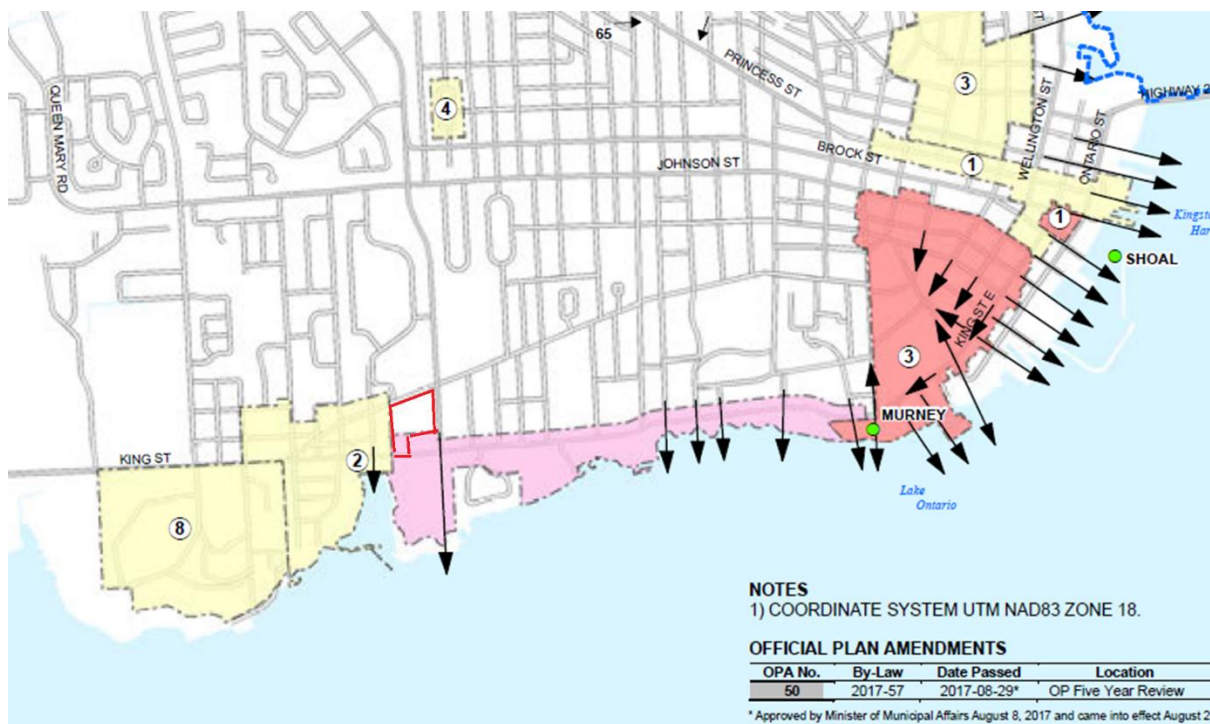


Figure 2: A portion of the City of Kingston Official Plan Schedule 9 Heritage Areas, Features and Protected Views. King Street West Heritage Corridor (pink) includes the West Yard Wardens Residence and Kingston Penitentiary; Portsmouth Village and Harbour Heritage Character Area (Yellow). The property is delineated in red. Source City of Kingston.

This report responds to the City's request for a Heritage Conservation Strategy that addresses the overall redevelopment of Union Park, including the repurposing of the existing Prison for Women Building, a landscape plan, and the introduction of a triad of new mid to high-rise buildings. The report explores the

history of the property, examines the heritage attributes of the site, and weighs them against primary conservation strategies outlined in Parks Canada's Standards and Guidelines for Historic Places.

The Heritage Conservation Strategy aims to insert significant heritage considerations into the overall development proposal submitted under the Planning Act applications (e.g., Official Plan amendment, Zoning By-law amendment, etc.) and the subsequent heritage permit application(s) that will be necessary to obtain building permits during the phased redevelopment of the site.

Standards and Guidelines for the Conservation of Historic Properties in Canada

The “Standards and Guidelines for the Conservation of Historic Places in Canada” (2008) were adopted by City Council and are used to assess applications under the Ontario Heritage Act.

The Standards and Guidelines identify three strategies (preservation, rehabilitation, and restoration, two of which are applicable:

Rehabilitation involves the sensitive adaptation of a historic place or individual component for a continuing or compatible contemporary use, while protecting its heritage value. Consider Rehabilitation as the primary treatment when: (a) Repair or replacement of deteriorated features is necessary; (b) Alterations or additions to the historic place are planned for a new or continued use.

Restoration involves the action or process of accurately revealing, recovering, or representing the state of an historic place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

***Strategy:** In a Rehabilitation project, some alterations to the historic place may be needed to ensure its continued use and economic viability. There is a need to find creative solutions that balance health, safety, security, accessibility, sustainability, and other regulations, and the preservation of the character-defining attributes.*

As the development proposal involves the adaptive reuse of the former Prison for Women (Block B) to make possible compatible contemporary uses, the primary conservation treatment is rehabilitation for a new use Administration Building and Cell Block.

The approach for the new south addition, senior housing continuum of care (Block C), hotel (Block D), and the future phase mixed-use development along Union Street (Block A) is new design that respects the site's historic character. (see the conceptual master plan Figure 1).

The approach with the landscape including the front lawn, the West Yard and the pedestrian link and the wall along King Street will be a combination of preservation, and rehabilitation, in a new design concept.

Applicable standards for this application will be more detailed in the HIS for each of the properties as part of the individual Site Plan Control applications. The approach includes:

- *Standard 1(a): Conserve the heritage value of an historic place. Do not remove, replace, or substantially alter its intact or repairable character-defining elements. Do not move a part of an historic place if its current location is a character-defining element.*
- *Standard 3. Conserve heritage value by adopting an approach calling for minimum intervention.*

- *Standard 11: Conserve the heritage value and character-defining elements when creating any new additions to a historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.*
- *Standard 12. Create any new additions or related new construction so that the essential form and integrity of a historic place will not be impaired if the new work is removed in the future.*

Other Charters

- The City of Kingston Official Plan and HIS Requirements (2015 - Appendix A),
- The Ministry of Culture, Heritage & Sport Ontario Heritage Tool Kit; and
- Other charters and guidelines that exemplify best practice.

1.2 Project Context

As a component of the overall master planning of Union Park, Siderius Developments Ltd. (“Siderius”) is committed to provide a Heritage Conservation Strategy to guide the new development planned for Union Park, a property featuring the recognizable Kingston landmark - the Prison for Women. Along with the Strategy, the developers for each block will submit an HIS as part of their specific Site Plan Control Application for each of the development blocks, in accordance with the City of Kingston's requirements. These blocks include the Prison for Women condominium on Block B, the future phase mixed-use residential building with ground floor commercial on Block A, the Hotel on Block D, and a seniors housing continuum of care on Block C. Block E will consist of the West Yard Park and interpretive connecting pathway, which is intended to be jointly owned and maintained by the four-block owners and will be open for public access and use.

The Heritage Strategy sets an objective that interventions are carried out in a way that accords with best practice in conservation while preserving the cultural significance of the Prison for Women.

The aims of the strategy and report are:

- To appraise and evaluate features of heritage significance within the Union Park project site.
- To provide site specific guidelines and make recommendations on the implementation of a cultural heritage strategy with reference to Parks Canada’s “Standards and Guidelines”.
- To undertake the interpretation of the cultural heritage of the prison and the enhancement of the public realm linked to interpretation and access to surviving features.
- To identify the potential impacts (positive and negative) on the Prison for Women.

Major interventions are planned for Union Park. These include the conservation and adaptive re-use of the prison building (Block B), a future new mixed-use development along Union Street (Block A), construction of a hotel (Block D), the introduction of a senior's housing continuum of care (Block C) and the development of the public West Yard Park and interpretive Connecting Pathway on Block E. The West Yard park will be re-developed to include restoration of the historic limestone and Iron perimeter fencing and the re-introduction of historic items such as a garden swing, flagpole, tennis lawn and orchards. The plan features extensive upgrading of the Union Park grounds with mid block access and an interpretive connecting pathway. These interventions are being carried out in line with best conservation principles and are mitigated by the following conservation strategy that has been developed with due regard to Parks Canada Standards and Guidelines:

- Best-practice recording using photographs, video technology documenting the exterior and interior of the prison.
- Commitment to an Archaeological program as part of due diligence (completed).
- Ensuring that new interventions comply with “Standards and Guidelines for Historic Places in Canada.”
- Ensuring legibility of interventions on the original construction and historic fabric.
- Introducing an architectural vocabulary that does not overwhelm and is compatible with the heritage attributes of the Prison for Women.
- Taking design cues from the Prison for Women’s distinct architectural style and material expressions.
- Opening parts of the landscape as a public amenity allowing access to previously inaccessible areas.
- Providing interpretation of the original penitentiary design and construction through an architecturally innovative interpretation scheme in the public amenity area.
- Providing visual links highlighting the cupola, views between the Prison for Women and the museum, overlooking Lake Ontario, from and to Portsmouth Harbour and the residential neighbourhood to the west.

Part of Siderius Development’s commitment is to reintegrate the prison lands with the City to provide access to aspects of the cultural heritage, including the design of an interpretive amenity area reinforcing the community’s relationship with the prison. The remaining sections of the perimeter walls, the historic grounds with paths and terraced walk, stairways and seating areas and maintaining a visual relationship with the museum, men’s prison, harbour, and neighbouring residential community are aspects of the design. The development team has also indicated that it will work with the City to ensure that interior heritage attributes that are not functional to the adaptive reuse of the building be displayed in the Prison Museum or integrated in the Kingston Penitentiary tours or be displayed in buildings on site.

Strategy: *In accordance with the City of Kingston’s guidelines for the preparation of a Heritage Impact Statements, (the HIS) is required as part of future Planning Act and Heritage Act applications and will need to identify impacts on the Prison for Women (Block B), the proposed seniors’ continuum of care (Block C), hotel (Block D) and future phase mixed-use development along Union Street (Block A). Recommended conservation measures addressing potential impacts will be an integral part of the review.*

1.3 Location and Contextual Value

The contextual value of the Union Park is noted in the FHRBO report which identifies the relationship of the prison with the village of Portsmouth. It is also an important element in the cultural heritage landscape of “prison and Penitentiary Land” within Kingston. The land on which the prison is located was once part of a larger prison landscape, which consisted of properties from Lake Ontario to Bath Road. The former Prison for Women as well as the Kingston Penitentiary were part of Portsmouth Village until 1955 when the Village was annexed to the City of Kingston.



Figure 3: A section of an aerial view of Kingston with the prison lands highlighted. Until 1955, the east boundary between Kingston and Portsmouth was just east of Sir John A. Macdonald Boulevard. Source: City of Kingston Maps 2018.

Prison Precinct

Cultural Heritage Landscape of the Kingston Penitentiary National Historic Site of Canada

The subject property is of cultural heritage value not only as an individually designated property, but also as part of a larger cultural heritage landscape of penitentiary lands within the City of Kingston. While many of these properties have been subdivided, remnants include the former Correctional Services prison buildings at Rodden Park, the water tower and farmhouse located on the west campus of Queen's University, the Correctional Staff College, the Penitentiary Museum. (Cedarhedge). Adjacent to the development site and across from it is the Kingston Penitentiary fronting onto King Street and serving as the focal attribute in this cultural landscape. The subject property is also adjacent to the Portsmouth Village Heritage Character Area and the Olympic Harbour. Commanding views from the West Yard overlooking the Kingston Penitentiary, the Harbour and Lake Ontario are a feature of the property.

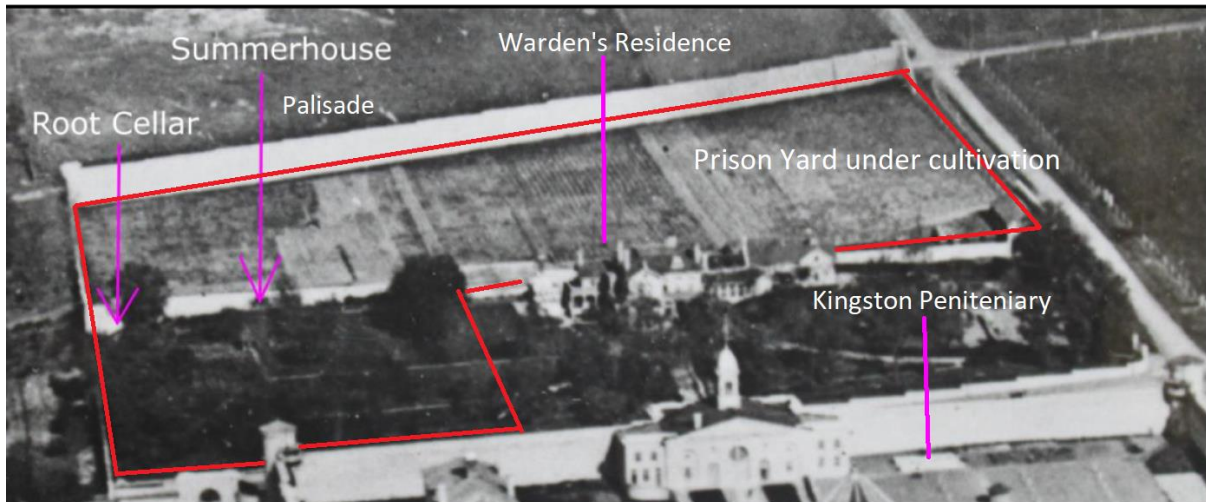


Figure 4: Bird's eye view of the Warden's Residence. The palisade fence surrounds the property that will become the Prison for Women. Source Queen's University Archives

The Warden's Residence "Cedarhedge"

Originally designed by local architect Edward Horsey, construction of the wardens home began 1871. The home became known as "Cedarhedge." The 1873 Annual Report noted, "Among the more important works for the year, are the completion of the Warden's House, which – with finely terraced grounds, won from the sterile rock – present a very splendid appearance" (Annual Report 1873; p.8). Additional archival references to the grounds of the West Yard note that "A dwelling house has been built for the Warden opposite the main entrance to the prison, and what was formerly a rough, rocky ridge has been terraced and planted with trees" (Annual Report 1873, Warden's Report by John Creighton; p.22).



Figure 5: View of the Wardens' Residence (Cedarhedge) 1891.

Strategy: The restrictive covenant agreement referencing the Parks Canada report on the Warden's Residence (2006) triggered a series of archaeological investigations. These along with

the recommendations are discussed in more detail. Maintaining the visual relationship between the Warden's Residence, the Kingston Penitentiary and the Prison for Women will be important to understanding the evolution of the sites.

King Street West

The City of Kingston Official Plan 7.3.D.2, the King Street West Heritage Character Area

The King Street West Heritage Character Area, shown on Schedule 9, (Figure: 2) is a scenic corridor linkage between the Old Sydenham Heritage Conservation District (Barrie Street) and Portsmouth Village Heritage Character Area. Its cultural heritage value includes the entry to the former Vice-Regal residence at Alwington Place, several protected heritage properties, including the Tett Centre for Creativity and Learning, St. Helen's, Stone Gables, the West Yard, a portion of the Prison for Women property and Kingston Penitentiary. As well it is an important cultural heritage streetscape marked by mature trees, wide boulevards and protected views identified at the terminus of Sir John A Macdonald Boulevard (towards Lake Ontario) and a view over Portsmouth Harbour. Planning for the roadway and first tier of lots abutting the roadway requires:

- a. maintaining the arterial road function of King Street West in the context of preserving and enhancing the heritage corridor and the serial visual experiences that occur along its length.
- b. analyzing the traffic impacts that may affect the heritage character of the Area.
- c. undertaking a coordinated approach with respect to any streetscape or public infrastructure improvements within the Area.
- d. maintaining the public walkways, Waterfront Pathway, and the Lake Ontario Waterfront Trail to encourage active transportation and public use of the Area.
- e. designing and siting development of private landholdings in a manner that is compatible with the cultural heritage value and heritage attributes of the Area; and,
- f. preserving and supplementing mature tree cover wherever possible through a program of tree replacement. (Amended by By-Law Number 2017-57, OPA Number

Strategy: *According to policy section 7.3.D.2 of the Official Plan, which applies to the King Street West Heritage Character Area, planning for the corridor and first tier of lots abutting the roadway requires an approach that analyzes the traffic impacts that may affect the heritage character of the area. McIntosh Perry has been commissioned to undertake a traffic study. The landscape design being prepared by CSW Landscape Architects recognizes the cultural heritage value and heritage attributes of the area; and their landscape plans will include the preservation and supplementing mature tree cover wherever possible through a program of tree replacement. The plan will visually reconnect the West Yard Park and the Warden's Residence.*

Portsmouth Village and Portsmouth Olympic Harbour

The City of Kingston Official Plan, the Portsmouth Village Character Area

The Village of Portsmouth developed in the 1830s and 1840s. The area around what was then known as Hatter's Bay, Farm Lot 19, was originally granted to Michael Dederick in 1784. By 1817, he began to sell off the southern part of his land to allow for the construction of tanneries and other early development (McKendry, 2005). The boundary of the village extended from the Lake and Harbour in the south, along Portsmouth Avenue on the west to Johnson Avenue in the north. The eastern boundary was approximately half a block east of Sir John A. Macdonald Boulevard.

The area was likely dotted with homes during the early part of the century. However, with the government purchase of 100 acres in 1832 for the construction of the Provincial Penitentiary (present day Kingston Penitentiary) the village of Portsmouth grew rapidly. The penitentiary and buildings required stone masons, carpenters, and workmen, which brought people to the area. The harbour was suitable for large shipping and repair work resulting in the construction of large wharves and docks. The streets were laid out in 1841 and during the remainder of the century the Penitentiary and Kingston Psychiatric Hospital, founded in 1856 as the Rockwood Lunatic Asylum, were within the village boundary.

The Portsmouth Village Heritage Character Area focuses on the village square at the intersection of King and Yonge Streets. It recognizes the built heritage resources, narrow lane ways, distinctive streetscape, and the Portsmouth Olympic Harbour. The Penitentiary Sites, and the Warden's Residence are not included as part of the heritage character area. It is the City's intent to conserve the cultural heritage value of the area by:

- a. conserving and maintaining the cultural heritage value of the built heritage resources and encouraging their adaptive reuse.
- b. supporting the village atmosphere through the preservation and design of streetscapes, rights-of-way, public spaces, and outdoor areas.
- c. requiring that any traffic analysis recognize the heritage attributes of the Village and specifically address improvements to local traffic, parking, and public access to individual establishments, as well as any land use impacts that would result from any proposed change to the transportation system.
- d. supporting the linkage of any development adjacent to the harbour to the Village and acquiring additional public access to the harbour wherever possible; and, providing for maximum views of the harbour and compatibility with existing development.

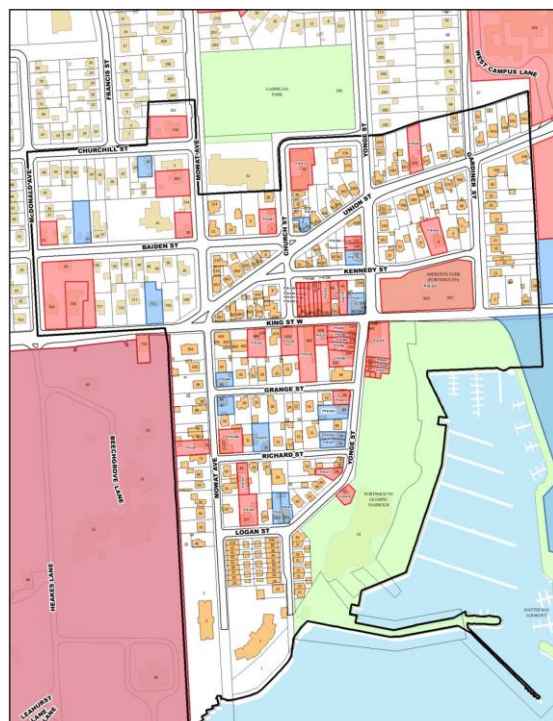


Figure 6: 2003 proposed Portsmouth Village Heritage Area. note the campus walk along the edge of the West Yard. Source City of Kingston

Strategy: The master plan for Union Park supports the objectives of the Portsmouth Heritage Character Area, including detailed conservation analysis encouraging the redevelopment and adoptive reuse of the Prison for Women, the integration of new structures and uses on the site, a landscape interpretive plan, renewal of the West Yard gardens and grounds, a mid block link between Union Street and King Street, a transportation analysis addressing traffic, public access, and below grade parking.

1.4 Legislative and Policy Context

For the Heritage Strategy to form the basis for the Planning Act applications (e.g., Official Plan amendment, Zoning By-law amendment, Plan of Subdivision and Heritage Permit applications) the following legislative and policy documents will be used to define the site's redevelopment strategy. The prison building had status as a 'Recognized' federal heritage building, resulting from a 1989 Federal Heritage Building Review (FHBRO) building report. The 'West Yard' portion of the property is part of the

Kingston Penitentiary National Historic Site of Canada and triggered the archaeological work. In 2007 the property was designated under Part IV of the Ontario Heritage Act through By-Law Number 2007-167 City of Kingston.



Figure 7: View of the Administration Building from Sir. John A. Macdonald. Source: *The Kingston Whig-Standard* 2017.



Figure 8: Interior view of the Cell Block Wing. Source: *Freakphotography.com*

Designation under Part IV of the Ontario Heritage Act By-Law Number 2007-167

The property was designated by the City of Kingston in 2007, under Part IV of the Ontario Heritage Act through By-Law Number 2007-167. The bylaw provides a description of the heritage attributes. It is intended that identified attributes be preserved. The applicant must obtain Council's permission for the loss of attributes during renovations, and they must present reasons for doing so. The Reasons for Designation include the following “important” attributes:

- Hand worked limestone masonry veneer over a poured concrete core, which is smooth hammer dressed on the public faces of the C-18 Building and the rusticated blocks used on the rear elevations of C-18, the link between C-18 and C-16, and most of C-16.
- The use of the Auburn Penitentiary style cellblock reflects a desire to alter social behavior via architecture.
- Its function as a recognizable landmark in the City of Kingston and throughout Canada.

Architectural details associated with the C-18 Administration Building, including:

- its more sophisticated classical architectural styling with the principal façade broken into seven bays,
- its copper coated hip roof topped with a distinctive cupola supported on a square base located just behind the central pediment in the front façade with an octagonal drum topped with a finial,
- its slightly projecting pedimented central entrance bay featuring on the ground floor a double door with a square headed transom set into a portico composed as an entablature and pediment carried by Tuscan columns,
- its distinctive fenestration which includes a modified Palladian window and a three-part window formed of narrow slides flanking a central window in the central bay of the principal façade and the contrasting use square headed windows on the first and third floor and the semicircle arched windows on the second floor of the symmetrical wings which flank the central section.

Architectural details associated with C-16 Cellblock, which is divided by fifteen bays with a three-bay rear wall, including:

- its classical style of architecture,
- its shallow pitched copper-covered hipped roof,
- its symmetrical arrangement and distinctive treatment of windows which includes the use of semicircular arched windows with keystones,
- its cellblock design found on the third floor and mezzanine (fourth floor) which was more typical of men's prisons and which is marked by its poured concrete walls, terrazzo floors, steel bars, elevated walkways, barriers, staircases, and the locking mechanism, and
- a stone chimney on the north slope of the roof.
- Its historic economic benefits to Kingston, through the creation of Federal positions, thereby contributing to the community of 'prison workers' which were a unique group within Kingston; and
- Contextual values such as views towards Portsmouth Olympic Harbour and Portsmouth Village and as part of a cultural heritage landscape of prison life within Kingston.
- A portion of the property fronting onto King Street West referred to herein as the West Yard is included as part of the Kingston Penitentiary National Historic Site of Canada that contains the neighbouring "Warden's House" at 555 King Street West. This portion of the property is also "Listed" as a property of cultural heritage value on the City of Kingston's Register of Heritage Properties.

Strategy: *The applicant has determined that over the course of redevelopment, attributes will be modified or removed. The applicant will seek Council's permission and is prepared to outline reasons and a mitigation strategy as part of the HIS as part of the reuse and rehabilitation of the Prison for Women.*

1.5 Conditions of Sale Agreement

Archaeological Investigations and Notice to Parks Canada

The original sale of the property from the Federal Government to the Canada Lands Corporation includes a restrictive covenant agreement (2007). This report and the restrictive covenant agreement triggered the Stage 1 – 4 Archaeological Investigations. The archaeological assessments were carried out to the satisfaction of the Ministry of Tourism Culture and Sport and the City prior to ground disturbance in accordance with the City of Kingston's Archaeological Master Plan and provincial regulations.

2.0 SITE HISTORY

2.1 Property and Structural History

The completed Archaeological Assessments Stages 1-4 provide a detailed history of the West Yard, the Prison landscape, and the adjoining lands of the Warden's Residence. Dana Johnston's 1989 report for the Federal Heritage Review Board Office (FHRBO) is a useful guide to understanding the building's character defining features, architectural merits, and the social and contextual relationships. The City of Kingston Reasons for Designation provides the history of the property and lists the prison's character defining features. Material for the historical chronology is drawn from these excellent sources. The extensive writings of Jennifer McKendry were an invaluable source of local history, Portsmouth Village, and the City's architecture.

The Prison for Women is an infamous landmark in Kingston. However, it is of cultural heritage value not only because of the design values, which include its overall massing, its integration of Edwardian classical motifs, the limestone veneer treatment to the exterior, its fenestration, distinctive cupola on the Administration Building and copper-coated roof with stone chimney on the cellblock building but also because of the Auburn Penitentiary style cell block with a prisoner designed locking mechanism and limestone and iron perimeter fencing and the remaining portions of the more modern prison wall. The landmark status applies to a coherent whole property with linked views to and from neighbouring sites and Lake Ontario. The property has historical associations with the Correctional Services of Canada and its treatment of women, its historic economic benefits to Kingston through the creation of Federal positions, and existing part of a larger cultural heritage landscape of penitentiary lands within Kingston.

The historical value of the property is based on Correctional Services of Canada's mandate, and more particularly with its treatment of women. The story of the lands associated with the Prison for Women is closely linked to the penitentiary lands and their historical associations with the Correctional Services of Canada. The following chronology outlines that association as it evolved.

Phase 1 Development 1780 – 1866

The Prison for Women is located within the south western quarter of Farm Lot 20 in Concession I of the Township of Kingston, the lot lay west of the original Kingston town plot. The area was first surveyed to accommodate the arrival of the Loyalists in the early 1780s. Farm Lot 20 was granted by the Crown in eastern and western 100-acre halves. The eastern half was granted on December 31, 1798 to the Rev John Stuart (OLR). The 100-acre western part was granted to Philip Pember on May 17, 1802. The Loyalist Philip Pember was a Revolutionary War veteran of the King's Royal Regiment of New York. Lot 20 lay just east of the extensive bay, which was known as Hatter's Bay within Lot 19.

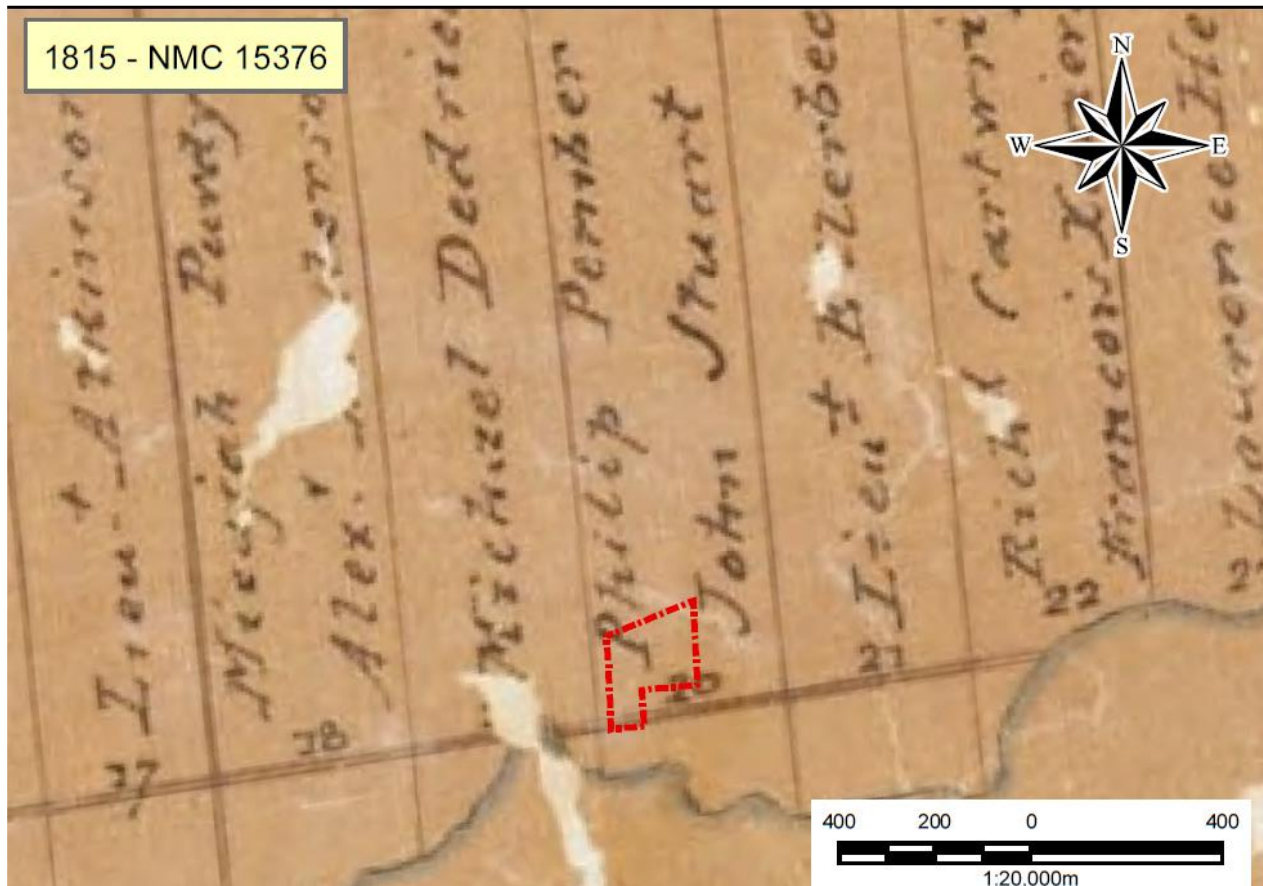


Figure 9: An 1815 map of the area does not indicate any structures within the subject property. The portion of lot 20 to be developed as the Prison for Women is shown in red. National Maps Collection 15376.

On July 29, 1808, Philip Pember filed his will, which arranged to pass his 100-acre parcel to his son Philip Pember Jr. (OLR). The will was registered in November 1818, likely under the real estate of his mother, Martha Pember. The Pember's owned town lots within Kingston.

On May 20, 1833, the heirs of the late Philip Pember Jr., Robert & Eleanor Tolbert and Capt. James & Mary Atkinson sold the property to the King of England for £1000 for the construction of what was then referred to as the Provincial Penitentiary (later the Kingston Penitentiary). The first Provincial Penitentiary building located south of the subject property was constructed by 1834. The grounds included other accompanying outbuildings and a surrounding 12 foot high wooden-plank fence/stockade that originally enclosed the entire facility.



Figure 10: A 1911 view of the penitentiary quarry located in Garrigan Park Portsmouth was purchased in 1903. Stone had also been quarried from the lands fronting onto King Street until the Wardens residence was built and the area landscaped. Source: Corrections Canada

C. 1830 the penitentiary provided a range of work opportunities both to the village of Portsmouth and Kingston's residents. However, by the mid 1830s, concerns were raised in the *Chronicle & Gazette*, 28 May 1836 about "that monster called the Penitentiary [which] has now commenced actually to swallow up their means of subsistence by a powerful competition with their genius and labour." A notice in the *Daily British Whig* of 1850 from the penitentiary warden advertised hiring out the labour of 150 convicts; executing blacksmith work at wholesale prices; and selling cut stone, such as windowsills and lintels, arch-stones, and cornices, shipped for free from the prison wharf.

The 1833 report of the "Commissioners Appointed to Superintend the Erection of a Provincial Penitentiary," noted that the "constant presence of the Superintendent and Master Builder at the works induced the Commissioners to construct a stone cottage on the north side of the highway, large enough for the use of two families" (Bazely, 2006). This building may have been in the subject property or directly adjacent and was in use until the warden's home was built within the prison grounds.

Since 1835, women were admitted to Kingston Penitentiary in a separate facility within the Kingston Penitentiary compound.

On June 1, 1835, convicts were first admitted and in the early days of the facility work efforts were concentrated on clearing construction debris and quarrying from nearby limestone for the continued expansion of the prison.

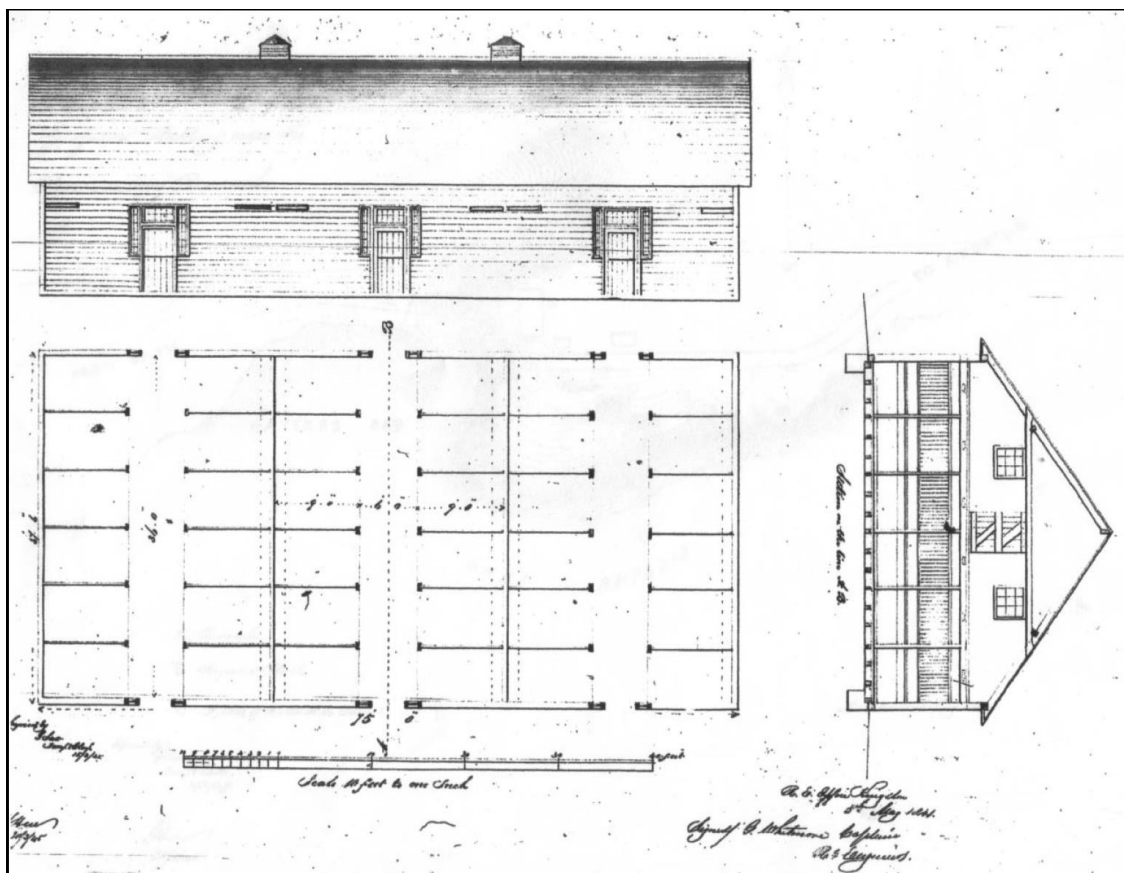


Figure 11: 1841 plan of the stable. The stable was demolished with the construction of Warden's gardens. Stage 3 Archaeology located the stable within the West Yard.

1837-38 with the Upper Canada Rebellion it was decided to construct a military barracks and cavalry stable adjacent to the Provincial Penitentiary.

1839 Part of the north wing of KP was designated in 1839 as the first women's prison in Canada.

An 1841 report was produced by the military for the purposes of estimating the cost of a proposed stable for cavalry within the vicinity of the penitentiary barracks. A map from 1841, details the locations of the Barracks, southwest of the subject property near the west wall of the Penitentiary, and the Cavalry Stables, located in the southwest corner of the subject property. This area within the property is currently known as the "West Yard." A similar report was produced on July 1, 1841, which states that stabling for 33 horses was nearly completed and proposes that a shed for a forge for the Kings Dragoon Guards be built about 20 yards from the stable (Bazely, 2006).

In 1845, rock was moved by convict labour from the height of land in front of the penitentiary to create a bed for carrying King Street straight across the shallow waters of the bay. A large quarry is identified on the 1866 Ordnance map (Figure 13). King Street is aligned and there is a stagnant pond cut off from the harbour.

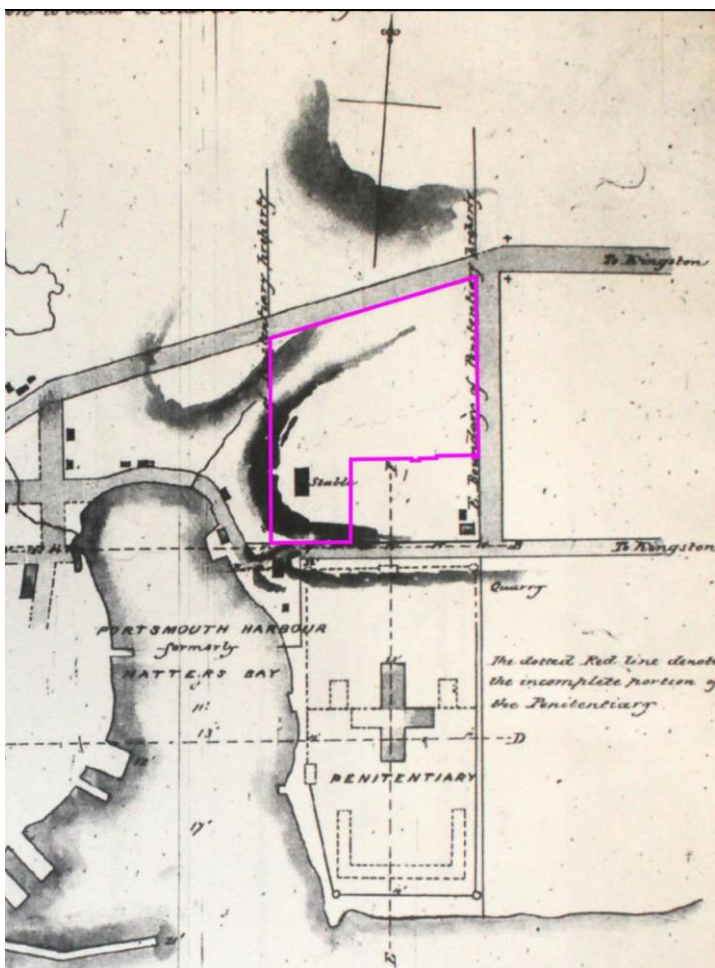


Figure 12: A portion of an 1843 map of the property (highlighted in pink) indicates the location of the stable. King Street takes a dog's leg just past the property. This portion of the Harbour was filled in and the road taken straight through following the dotted line. It was c1878 that fill material from the property was removed and used to fill the nearby west wharf (Bazely, 2006).

On December 23, 1858, the official plan of Portsmouth, Registered Plan No. 54, was filed. However, the street layout of the village was established by 1841. The subject property, already the government-owned penitentiary lands, was registered as Block 182 of Plan 54.

Phase 2 Development 1867 -1924

The Phase 2 development of the subject property and surrounding area began in the in the late 1860s.

In 1867, recommendations were made for the construction of a proper women's prison. In 1868, it was decided by government staff that a separate Warden's Residence outside the penitentiary grounds was preferred. Originally designed by local architect Edward Horsey, construction of the Warden's home began c. 1871.

The 1868 Ordnance Survey Plan indicates that the property was still primarily wooded; a small stream, which was covered and passed beneath the path of Union Street to the north of the property, flowed westward towards Hatters Bay/Portsmouth Harbour. The cavalry stable is indicated in the West Yard consisting of a wood-framed structure surrounded by fenced yards on its east and west sides.

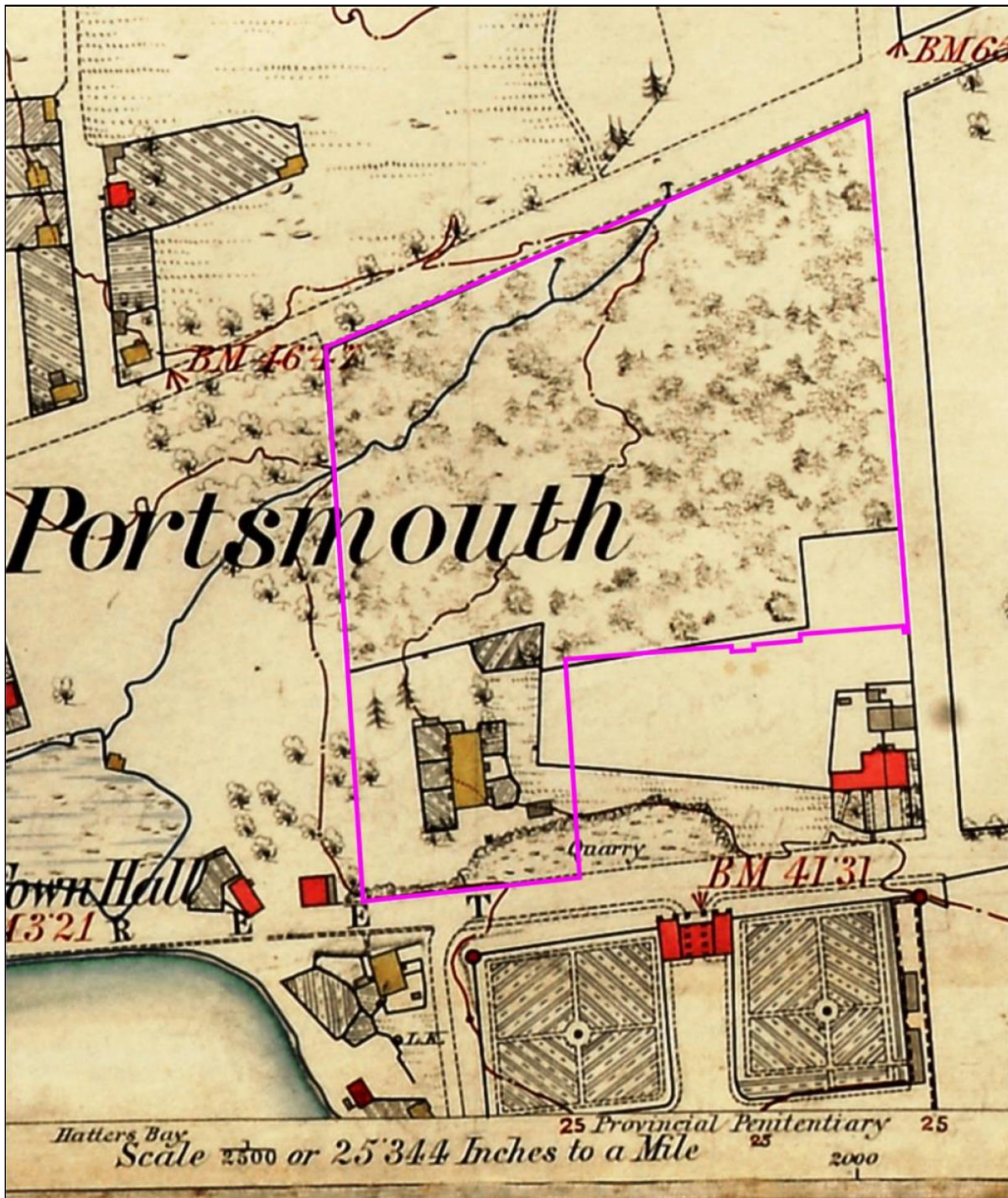


Figure 13: A section of the 1868 Ordinance Plan of Kingston, with the subject property outlined in pink. A small structure located at the northwest corner of the yards may be a representation of the forge shed for the Kings Dragoon Guards. The face of the bluff that was to become the terraced garden of the Warden's residence served as a limestone quarry along the King Street frontage at that time. Archaeology has documented the creation of the terraced gardens was a major engineering feat. (See Figure 29.) Source: National Maps Collection 20433

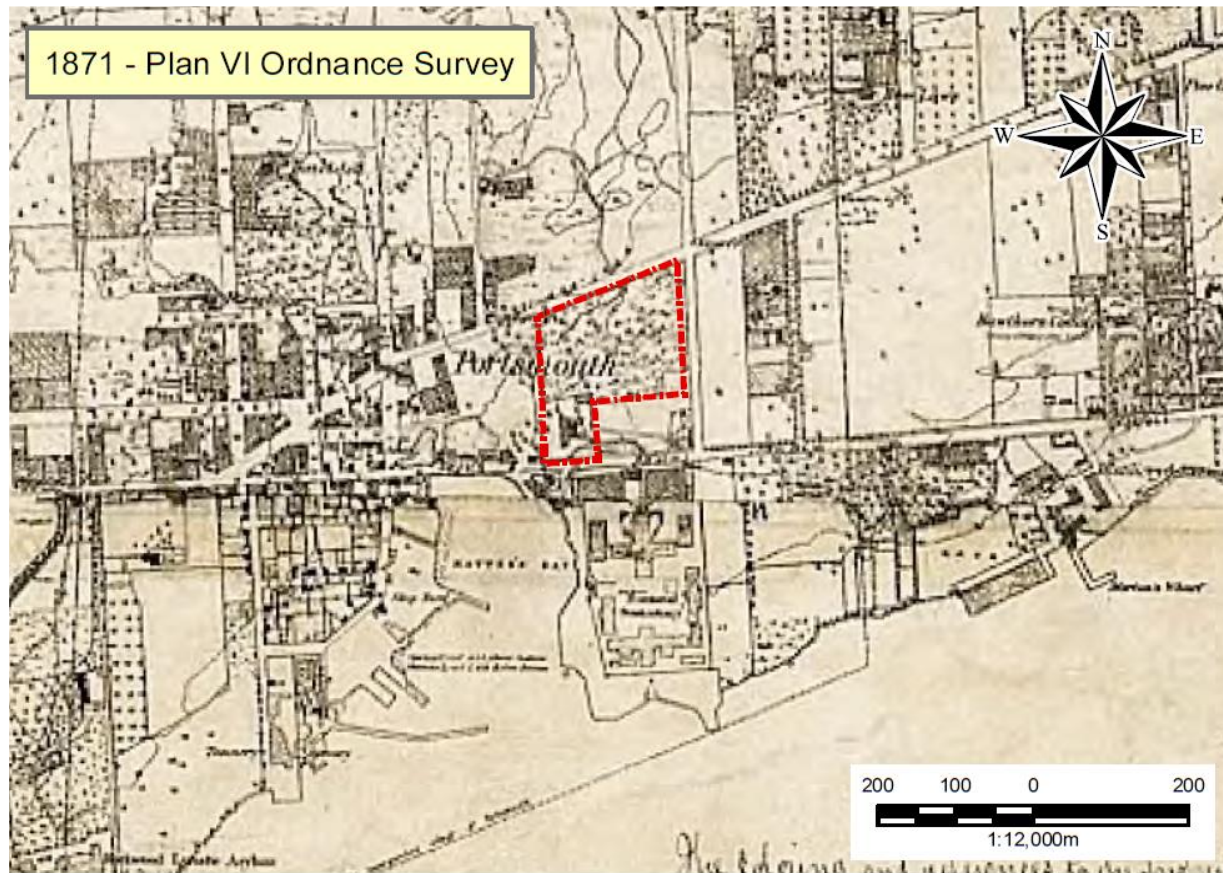


Figure 14: an 1871 Ordnance Survey Illustrates the extent that the surrounding lands have been developed. Except for a structure in the West Yard, the prison lands are undeveloped.

C. 1873, the home construction was completed under plans drawn by Edward Horsey's son H.H. Horsey.

On August 28, 1873, Warden Creighton and his family moved into the residence which became known as "Cedarhedge." The 1873 Annual Report noted, "Among the more important works for the year, are the completion of the Warden's House, which – with finely terraced grounds, won from the sterile rock – present a very splendid appearance" (Annual Report 1873; p.8). Additional archival references to the grounds of the West Yard note that "A dwelling house has been built for the Warden opposite the main entrance to the prison, and what was formerly a rough, rocky ridge has been terraced and planted with trees" (Annual Report 1873, Warden's Report by John Creighton; p.22).

An 1873 report describing the construction of Cedarhedge indicated that it required considerable alteration to the area of the subject property. The report stated that the "tenement houses" had been removed, that the grading of the surrounding ground was commenced including the grading of the yards, which were in part drained and macadamized. Material from the property was removed and used to fill the nearby west wharf (Bazely, 2006). The construction of Cedarhedge included significant alteration of the West Yard, including filling of the previous quarry along the King Street road frontage. A large, terraced garden complex was built in the West Yard that included a wood clad "Summerhouse" gazebo-

like structure, foot paths and steps. The garden was used extensively by the Warden's families and was maintained by convict gardeners. A greenhouse was built in 1874 to the western rear of the home.

Beyond the development and ongoing Warden's use of Cedarhedge and its surrounding gardens, the subject property experienced little alteration during the latter part of the 19th century. Once wooded lands, the area was cleared of vegetation during the late 19th century; likely during a period when the property was planned to be used to construct a "Prison of Isolation" in the late 19th century. A turn-of-the-century photo (Figure 4) suggests that the land was under cultivation with a high fence around it suggesting it was a prison garden with inmates providing labour.



Figure 15: A view of the Warden's residence from King Street highlights the grade change and the elaborate, terracing with a stone and iron fence running the length of the properties. Source Google images.

In 1909, a new separate women's prison was constructed within the confines of the Kingston Penitentiary.

Phase 3 Development 1925 -2018

The property was maintained as open lands into the 20th century until in 1920, overcrowding, and a recommendation to the Minister of Justice, led to the initiation of the establishment of a separate Prison for Women.

1925-1934 The Administration Building/Cellblock was constructed by prisoners to the design of the architectural staff of the Department of Justice.

In 1925, construction began on the main prison structure, grounds and surrounding walls with inmates providing the labour.

In 1932, approximately 150 male inmates were housed on the Prison for Women grounds due to a riot at the Kingston Penitentiary. This was done to allow administrators to reorganize accommodations. The male prisoners remained there for approximately a year and a half.



Figure 16: The Women's Prison; note the wall on the right-hand side that blocked all views into the prison yard. Source: McKendry

By January 1934, The Prison for Women was officially opened.

1966 additions to the Cellblock wing were constructed (north elevation), 1981 (south elevation) and at unknown dates (west), and included replacement of the original windows, the creation of new exits through the basement walls, the loss of the original stone compound wall, and significant changes to the circulation patterns.



Figure 17: South Elevation. Note the lamp standard in the foreground. This standard was a design feature of the c1900 plans by Fredrick Todd as part of the Ottawa Improvement Commission. Source McKendry

Beginning in the 1990s a government task force recommended that the prison be replaced by new regional facilities. The Prison for Women remained in use until 2000 when it was officially closed.

In 2000, The Prison for Women was until it closed, the only Federal penitentiary for women.

On May 30th, 2000, the property was sold by the Federal government to the Canada Lands Company CLC Ltd. The sale included the parcel of land known as the West Yard.

In 2008 Queen's University purchased the property and removed the prison walls in the same year. As well all the mid-late twentieth-century buildings have been demolished with only the main structure (known as Building A3) remaining.

In 2018, Siderius Developments Ltd. purchased the property from Queen's University.

2.2 Landscape History

The Prison for Women's Yard

The area bounded by Union Street, Sir John A Macdonald Boulevard, King Street, and the ravine overlooking the Village of Portsmouth were part of the 100-acres granted to Philip Pember on May 17, 1802. The property was sold for the construction of what was then referred to as the Provincial Penitentiary (later the Kingston Penitentiary). Development took place along the King Street frontage, including an active quarry, military buildings, and the building of the Warden's residence. What was to become the prison for Women's yard remained wooded until late in the 19th century.

A portion of the 1868 Ordinance Plan of Kingston illustrates a small structure located at the northwest corner of the yards which may be a representation of the forge shed for the Kings Dragoon Guards. Limestone quarrying was being conducted along the King Street frontage at that time. There is a small stream that cuts diagonally across the property, which is illustrated as being wooded. Figures 13, 14 and 15 illustrate these lands as being undeveloped. A turn of the century view (Figure 4) with Cedarhedge in the foreground illustrates that by the turn of the century, the land is under cultivation with a high palisade fence around the perimeter.

With construction of the prison, the prison yard was enclosed by a masonry perimeter wall surrounding the entire property. The front lawn off Sir John A. Macdonald appears to have been the only part of the property to be planted and maintained. The enclosed yard took on a utilitarian role providing an outdoor area for prisoners and as required a place for the construction of ancillary buildings. A 1966 aerial view, (Figure 19), documents the build out of the yard to accommodate the prison population. By 2017, when Siderius Development Ltd. took over the property (Figure 20), all the buildings and the perimeter walls had been demolished except for the west portion overlooking the ravine.

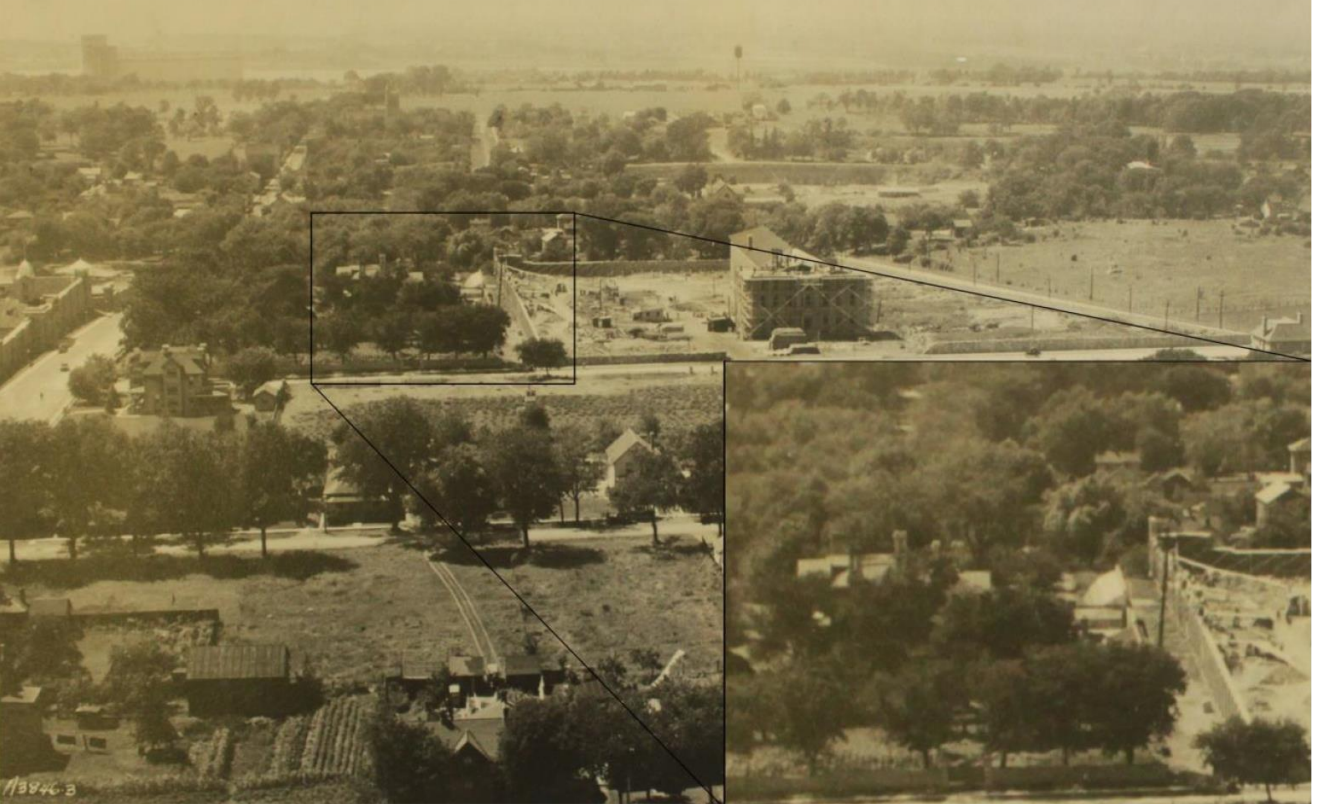


Figure 18: A 1931 aerial view from the east with the Women's Prison under construction. The view includes a blow-up of the West Yard area. Source Stage3 Archaeological Investigation.



Figure 19: Aerial view 1966. Source: Kingston Kmaps



Figure 20: Aerial view 2017 after the wall and buildings had been removed. Source: Kingston Kmaps

The Grounds Around the Warden's Residence - West Yard

The residence and grounds occupy the entire promontory overlooking the Penitentiary with spectacular views out over the harbour and Lake Ontario. Originally designed by local architect Edward Horsey, construction of the warden's home began c. 1871 and was completed in 1873. It is assessed as FHRBO designated building.

The construction of Cedarhedge required extensive alteration to the area of the subject property. A report from February 10, 1873 stated that the "tenement houses" had been removed, that the grading of the surrounding ground was commenced including the grading of the yards which were in part drained and macadamized. Material from the property was removed and used to fill the nearby west wharf (Bazely, 2006). The construction of Cedarhedge included significant alteration of the West Yard, including filling of the prison quarry along the King Street road frontage (Figure13).

A large, terraced garden complex was built in the West Yard which included a wood clad "Summerhouse" gazebo-like structure, foot paths and steps. The garden was used extensively by the Warden's families and was maintained by convict gardeners. A greenhouse was built in 1874 to the western rear of the home.

The West Yard was used as a place of recreation and gathering for informal games such as lawn tennis and boules. The original design included open lawns framed by perimeter paths, orchard tree planting, a central flagpole and large swing structure. The existing broad terraces and mature trees along the South perimeter of the site will be retained and protected and the stone steps, existing historic flagstaff footing, and collar will be repaired and refitted with a new flagpole.

The West Yard portion of the property fronting onto King Street West is included as part of the Kingston Penitentiary National Historic Site of Canada and is part of the development lands. Due to the status of the West Yard as a National Historic Site of Canada, a restrictive covenant agreement (2007) is in place, which outlines several conditions imposed by the Federal Government on the West Yard. The West yard is defined as the lands fronting on King Street to the South and the line running parallel to the front façade of the Warden's Residence. The conditions of this agreement included the requirement for protection and appropriate mitigation of known and potential archaeological resources. This document also states that consultation with Parks Canada with regards to archaeological issues is required and that the Parks Canada report on the former Warden's Residence (2006) must also be followed. The report states:

"There are known and potential archaeological resources within the West Yard, both from the military and penitentiary periods. Of particular interest are the archaeological traces of the small summer house and once prominent path system."

It also states that if:

"...the known and potential archaeological resources notably traces of the former summer house and pathways...cannot be preserved, appropriate archaeological excavation and recording should be undertaken to ensure that knowledge of these former features is preserved".



Figure 21: An 1891 view of the path system with the large flagpole the harbour in the background can be seen.



Figure 22: Looking south with the large swing.



Figure 23: Lawn and gardens 1891.



Figure 24: Summerhouse gazebo 1891.



Figure 25: A view of the summerhouse 1891



Figure 26. Lawn tennis.



Figure 27: A view of the earthwork's profile showing the extent of grade change and introduction of new materials. Source Stage 3 Archaeological Report.

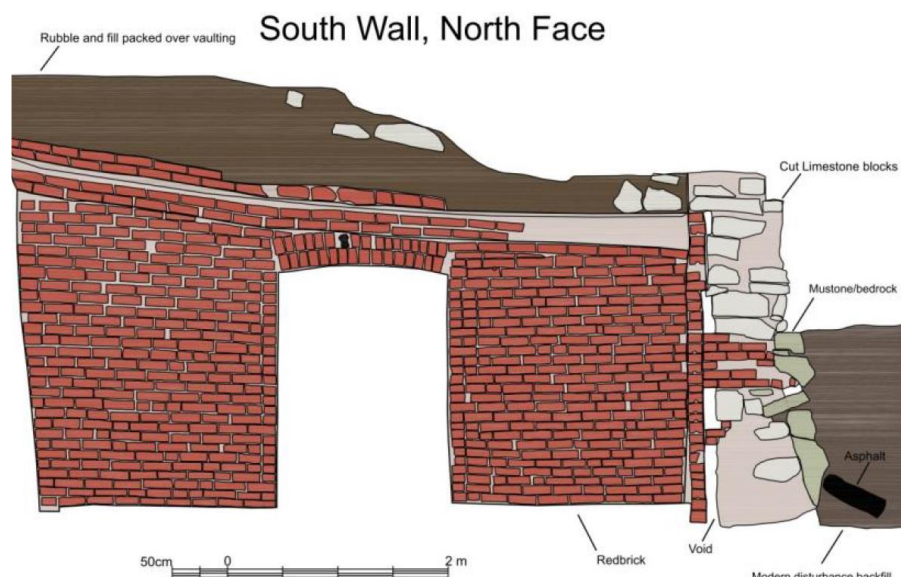


Figure 28: Stage IV Archaeological record of one of the structures located in the West Yard. Source: Abacus Archaeological Services

2.3 Archaeological Assessment

Assessment Kingston Prison for Women, Kingston, Ontario

The 1- 4 Stage archaeological assessments have been completed by Abacus Archaeological Services on behalf of Siderius and submitted to the Province of Ontario. Stages 1, 2 and 3 have been registered with

the Ministry. Stage 4 is currently being processed. Archaeological work completed on the West Yard lands, brings to light an interesting story of this prominent piece of the site and its evolution from settler and tenant cottages, military garrison, quarry, and elaborate pleasure garden associated with the Warden's Residence and Corrections Services.

The archaeological assessments were required to the satisfaction of the Ministry of Tourism Culture and Sport and the City prior to ground disturbance in accordance with the City of Kingston's Archaeological Master Plan and provincial regulations. The original sale of the property from the Federal Government to the Canada Lands Corporation includes a restrictive covenant agreement (2007). This report and the restrictive covenant agreement triggered the Stage 1 – 4 Archaeological investigations to have been carried out at the grounds.

Stage 1 determined that there were potential resources. Based upon the established potential for archaeological resources a Stage 2 test pit survey on a five-metre interval within the property identified 40 positive test pit locations containing 174 finds of a post-contact Euro-Canadian origin located exclusively within the "West Yard." Golder Archaeological Services.

Stage 2 and Stage 3 - The Stage 3 assessment found that the Wardens Residence Site (BbGd-17) and West Yard are composed exclusively with secondary fill deposits and does not retain archaeological value or significance. The one area of interest was the structure observed during Stage 2 assessment located in the northwest corner of the West Yard. Abacus Archaeological Services 2018.

Stage 4: A Stage 4 Archeological Assessment focused on the identified an area in the NW corner of the West Yard where a structural foundation feature of archeological value was excavated and recorded. Abacus Archaeological Services

Strategy: *The Archaeological work undertaken meets the City of Kingston's requirements. A Provincial letter confirms that the Stages 1-3 assessments of the archaeological site BbGd-17 were carried out to their standards. Stage 4 requirements for the mechanical stripping of topsoil and excavation of deeply buried archaeological sites (2011: Section 4.2.3, 4.2.8) have also been carried out and is currently being processed. All items of significance have been removed to facilitate development of the lands.*

3.0 HERITAGE GUIDELINES

3.1 Purpose of Guidelines

The following heritage guidelines are a key part of the overall heritage conservation strategy designed to promote a positive impact and mitigate the potential negative impacts on the property's heritage character. The guidelines provide site specific recommendations designed to complement the national "Standards and Guidelines for Historic Places in Canada" adopted by the City of Kingston and most authorities in Canada. The heritage guidelines recognize that the overall site will be developed in phases generally in accordance with the Concept Site Plan submitted to the City of Kingston for planning approvals.

The heritage guidelines are aimed at the overall development and their distinct components as illustrated in the Concept Site Plan (the Block B, Prison for Women rehabilitation project, the Block C senior's housing continuum of care, the Block D hotel, the future phase Block A mixed use development and the Block E West Yard park and interpretive connecting pathway) to ensure that they respond to the heritage attributes of the site.

The heritage guidelines are crafted to assist the architectural design teams responsible for each development project and provide specific tools for evaluating the proposals by the City of Kingston. It is acknowledged that each of the developments has its own specific and different architecture programs that may not lend themselves to incorporate every guide.

3.2 Application of Guidelines

The heritage guidelines have been actively consulted by the property owner and its design professionals during the process of developing the overall Site Concept Plan, the rehabilitation plans for the Prison for Women, the plans for the Block D-hotel, Block C-seniors housing continuum of care, the Block E-West Yard park, and the overall landscaping plan.

This consultation process was iterative. It consisted of a number of rounds of design review commencing with the initial proposals by the design professionals responsible for each project. The proposals were reviewed by the heritage consultants with reference to Standards and Guidelines for the Conservation of Historic Places in Canada, and the site-specific heritage guidelines. The heritage recommendations were used to refine the design. The final conceptual design proposals and the written narratives included in Section 3 of this report (Design Intent) reflect the outcome of this iterative process.

The guidelines are expected to be consulted during the preparation of the plans for the Block A mixed use development when development takes place at a future date.

3.3 Key Views and Viewscapes

The designation bylaw identifies the goal of ensuring that the public should be able to experience views towards the harbour and the “cultural heritage landscape of prison life.” A heritage analysis of the site and its context suggests that there are several key views and vistas *from* the public realm looking *towards* the Prison for Women that should be considered given its heritage value as a “familiar landmark.”

The most iconic views of the for Prison for Women building are as you travel along Sir John A Macdonald Boulevard, as you approach the site from both the north and south. The proposed design aims to enhance these key views with a gateway design which draws the eye and frames the view to the Prison’s Administration Building and its cupola. A series of low seating walls and planting provide a foreground to the view and the diagonal paving pattern and pathway with pedestrian scale lighting direct the views.

Defining the views has helped guide the overall design of the landscape and the placement of each of the Blocks and the adjacent public realm: John A Macdonald Boulevard, Union Street, King Street West, and the West Yard Park. They also include the distant view of the cupola from Portsmouth Harbour.

They are located on the plan below (Figure 29) and illustrated in the following renderings (Figures 30 – 39). The principal focus of each view is annotated below.

The Reasons for Designation identifies views as character defining attributes; these are highlighted in the Statement of Significance. “*Contextual values such as views towards Portsmouth Olympic Harbour and Portsmouth Village and as part of a cultural heritage landscape of prison life within Kingston.*”

These key views along with the views illustrated below are identified to assist in the process of assessing the impact of the proposed development, protecting (and enhancing) views of Kingston’s heritage assets.

It was found that the proposed development will not obstruct the Official Plan protected views down Sir John A. Macdonald Boulevard to Lake Ontario or the view from Portsmouth Harbour towards Lake Ontario. Further, the towers will not obstruct views of the cupola. (See Figure 2 Protected views.)

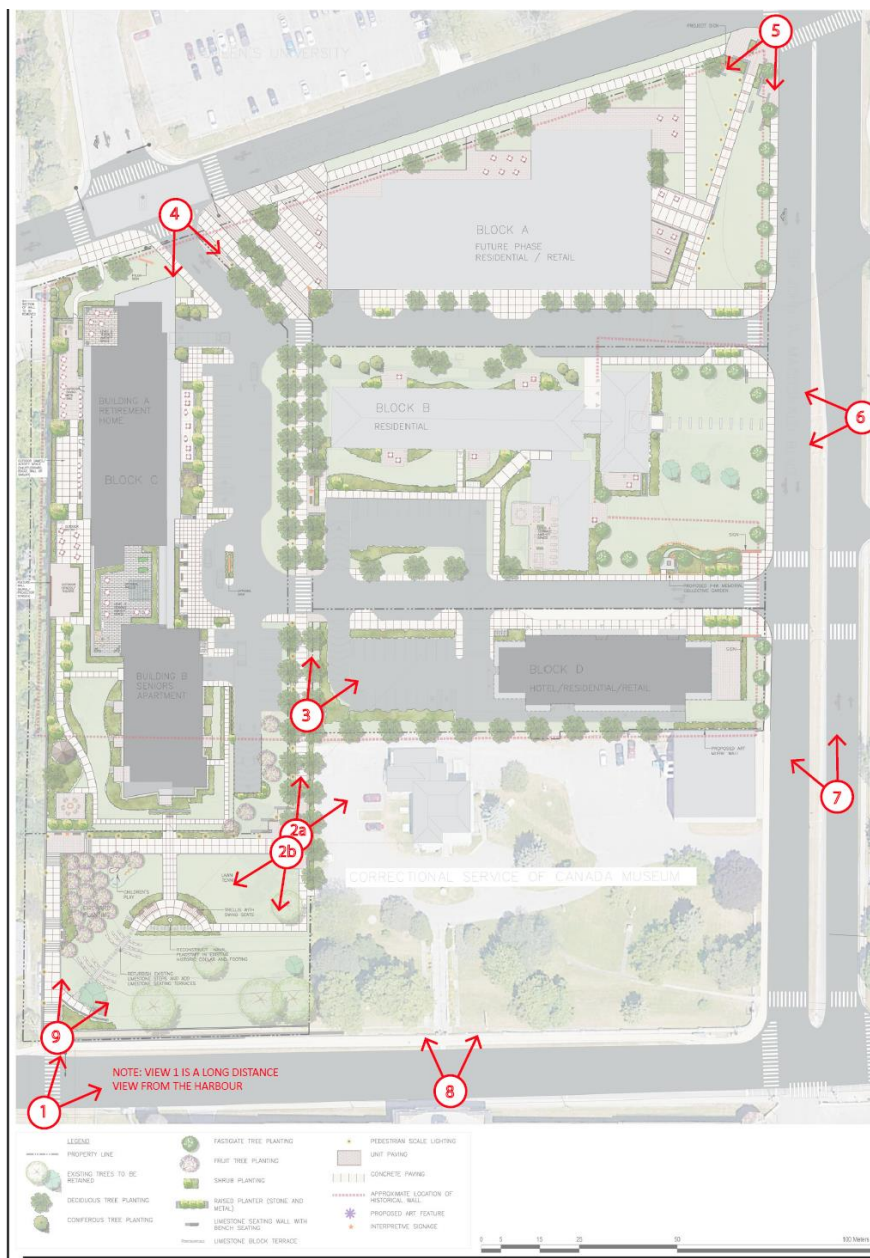


Figure 29: Significant views throughout Union Park. Source CWS Landscape Architects Inc.

Key View 1 (from Portsmouth Harbour) Protect and frame view of cupola.

Key View 2A (from West Yard). Looking towards the Museum and the Cell Block.

Key View 2B (from the West Yard) Panorama looking south towards Portsmouth Harbour and the lake.

Key view 3 (from the West Yard) Protect and enhance the view of P4W from the public footpath.

Key View 4 (from Union St W) Protect and frame the view of the Prison for Women from Union Street West at the site entry.

Key View 5,6,7 (from Sir John A Macdonald Blvd.). Protect views of the Prison for Women with its cupola from Sir John A. Macdonald Boulevard.

Key View 8, 9 (from King Street West). They focus on the silhouette of museum from the entrance of Kingston Prison.

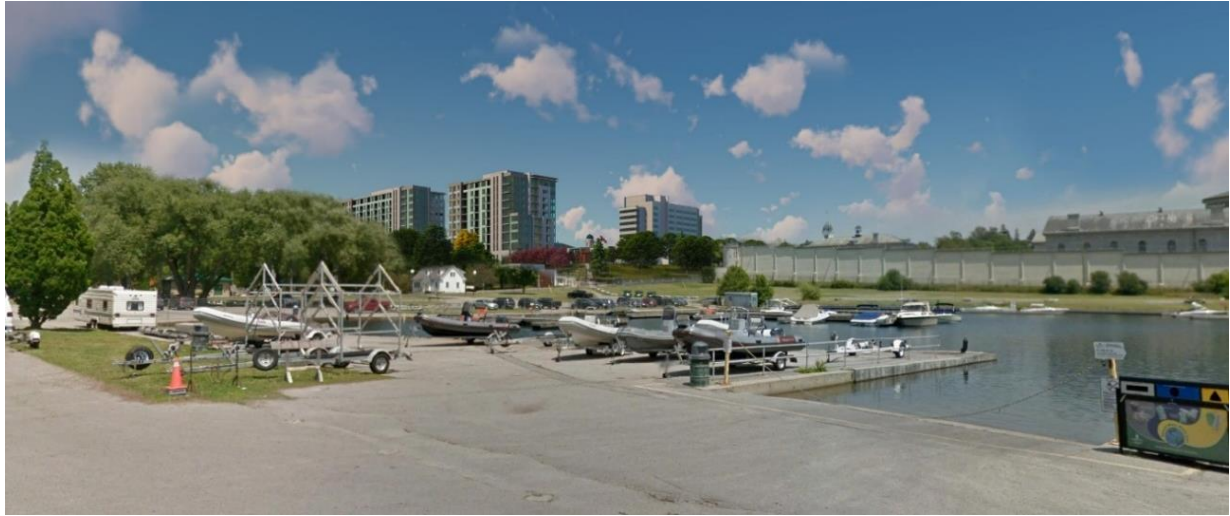


Figure 30: **View # 1** from the southern end of Portsmouth Harbour with the cupola visible. Source: CWS landscape Architects Inc.



Figure 31: **View #2A** is one of several focused views from the West Yard path to the warden's residence looking north towards Block B. supports the historic relationship between the Museum and the West Yard. Source: CSW Landscape Architects Inc.



Figure 32: **View #2B** captures the iconic view that is seen here in the 1890s photograph taken from the roof of the museum. The large flag staff will be a feature of the landscape with the harbour in the background. Source: Museum Archives



Figure 33: **View #3** looking north from along the pedestrian path. Source: CSW Landscape Architects Inc.



Figure 34: **View #4** from the entrance at Union Street looking towards the former prison with the seniors housing complex on the right. The podium of Block C tower wraps the corner. The verticality mirrors the window pattern of the prison as does the use of limestone. Source: CSW Landscape Architects Inc.



Figure 35: **View #5** as seen from the intersection of Sir John A. Macdonald and Union Street. The cupola on the prison is an iconic image as one drives along Sir John A. Macdonald Blvd. Source: CSW landscape Architects Inc.



Figure 36: **View #6** illustrates the framing of the prison by the hotel, Block C and the future Block A developments will be set back to maintain this view. Source: CSW landscape Architects Inc.



Figure 37: **View #7** looking north-west towards the cupola with the front of the hotel in the foreground. The hotel was carefully considered. It is intentionally setback from the property line to afford an uninterrupted view of the Administration Building while maintaining the silhouette of the museum from King Street as illustrated in Figure 38. Source: CSW Landscape Architects Inc.



Figure 38: **View #8** looking up towards Union Park from the front entrance of the Kingston Penitentiary. To mitigate the potential visual impact and maintain a visible link between the Prison for Women and Cedarhedge, (Block D the hotel) was shifted towards Sir John A. Macdonald Boulevard. Source: CSW Landscape Architects Inc.



Figure 39: **View #9** illustrating the public walkway providing midblock connection between Union Street and King Street West. The pedestrian link is an identified objective set out in the City of Kingston Official Plan, the Portsmouth Village Character Area. Source: CSW Landscape Architects Inc.

3.4 Site Layout

The heritage value of the former Prison for Women depends in part on its visible presence as a “familiar landmark”. Although, all but the east façade of the Administration Building was visible from the public realm during the facility’s life as a prison – the prison walls concealed the overall form - the demolition of most of the perimeter prison walls and ancillary buildings created the opportunity to view the original architectural composition “in the round”.

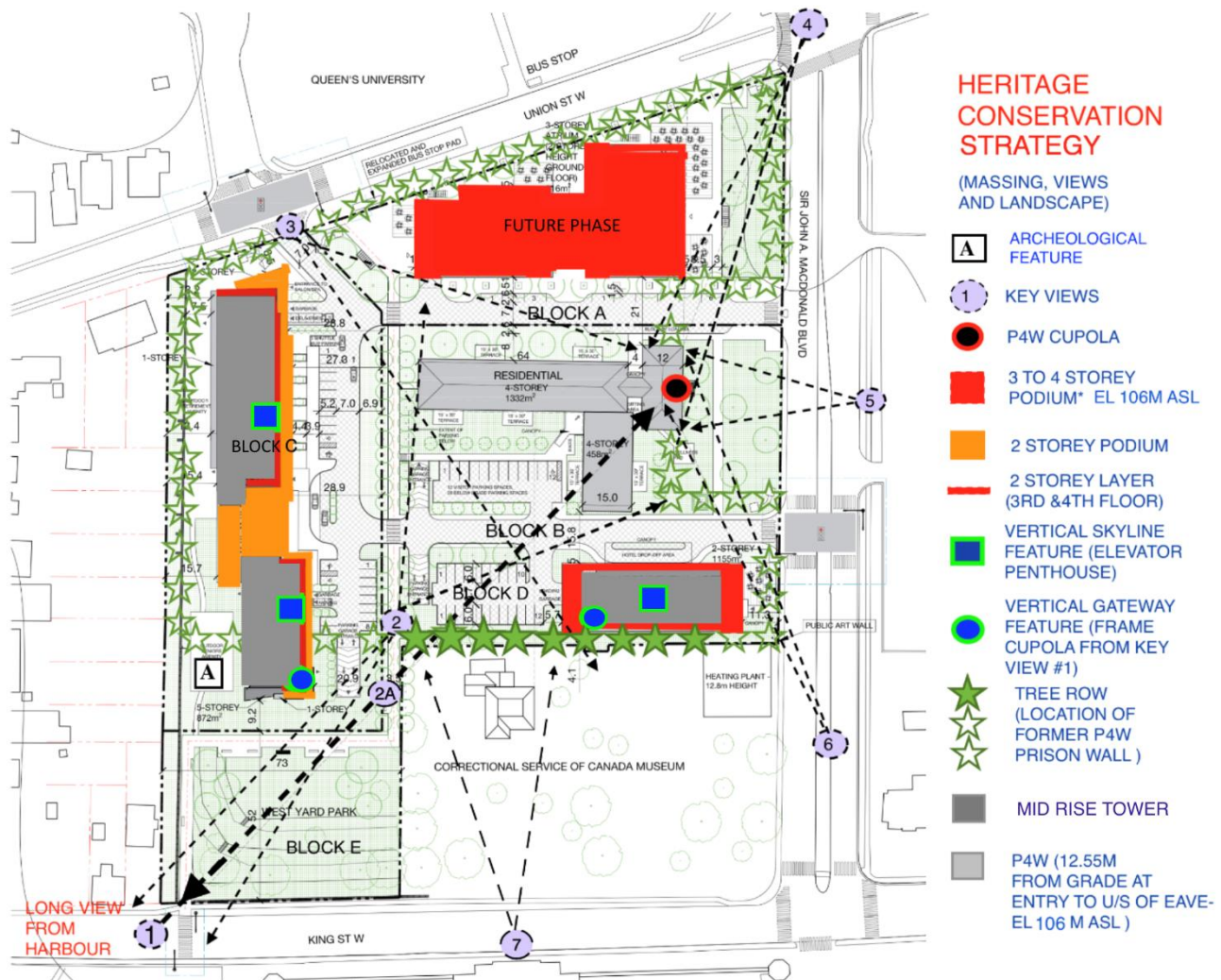


Figure 40: The plan illustrating the heritage conservation strategy includes recommendations for podium heights, vertical gateways, and key views. The plan was part of the original draft outlining the Conservation Strategy. It has served as the basis of the recommended strategy and provided direction to the design team. Source: Barry Padolsky & Associates November 2020.

It is recommended that the proposed redevelopment of the property includes a maximum of open space between the Prison for Women and the new buildings to exploit the opportunity to view the form and architecture of the former Prison for Women “in the round.” It is also recommended that the location of new buildings be spatially separated as much as possible to maximize the porosity of the site.

It is recommended that the site has multiple access points and continuous pedestrian links through the site to maximize the opportunities to view the P4W “in the round.”

A key recommendation is the protection of the West Yard as open space and limiting of built forms north of the Museum’s south façade.

3.5 Massing and Form

The heritage value of existing Prison for Women depends heavily on the Edwardian Classical architectural style, massing, and form of the Administrative Building and Cell Block. The existing 3 storey Activity Building addition (1981) is not included in the FHBRO Heritage Character Statement as a heritage character defining element but is acknowledged to be generally “in keeping” with the original building in scale and treatment. Excluding the prominent entrance tower and cupola, the approximate height of the Prison for Women from grade at its front entrance to its consistent eave line is 12.55 metre (geodetic elevation 106 metre ASL.) This height establishes the essential scale that is part of the heritage character of this recognizable Kingston landmark.

It is recommended that the new triad of buildings recognize and incorporate a significant massing element that reflects the scale of the Prison for Women to demonstrate their compatibility with the heritage character of the historic place. (Standards and Guidelines, “Standard 11”: *Conserve the heritage value and character-defining elements when creating any new additions to a historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.*)

The preliminary Concept Site Plan incorporates a podium like feature in each of the new buildings in the “triad.” It is recommended that the podia should have a height of approximately 3 or 4 architectural storeys depending on the floor-to-floor heights.

The purpose of these 3 or 4 storey architectural podia would be to establish a strong visual relationship between each new building and the height and massing of the Prison for Women heritage landmark. The podia, if robustly designed would command attention and offset the visual impact of the taller elements of the proposed buildings.

This recommendation is designed to ensure that the new buildings are visually compatible with the character defining elements of the Prison for Women heritage place as recommended by “Standards and Guidelines for Historic Places in Canada” (Standard 11).

3.6 Architectural Design and Materiality

An analysis of the Prison for Women heritage character statement and “Standards and Guidelines” suggests that achieving “compatibility” between the new buildings and the Prison for Women could be reinforced by the architectural treatment of the 3 or 4 storey podium elements of the new buildings. Acknowledging the administration building’s 3rd floor datum line and the ground floor plinth can also help to establish compatibility.

The architectural design of the podia should demonstrate an understanding of the scale, proportions, and heritage character of the Prison for Women. The use of stone and glass in the design of the podia would contribute towards the goal of compatibility. The architectural design with strong vertical

elements and materiality above the podia have opportunity for greater diversity and distinction in their treatment as illustrated in the east façade of Block C.

Vertical Skyline Features

An analysis of the key views, the Concept Site Plan, and the preliminary architectural sketches for Block C suggest that the proposed new buildings, could complement the Prison for Women entrance tower and make a welcome contribution to the Kingston skyline by emphasizing certain vertical elements such as elevator penthouses. In addition, by introducing a vertical corner “tower” element above the roofline at the northeast corner of Block C and at the south-west corner of the proposed hotel, the long view to the former Prison for Women cupola from Portsmouth Harbour (View #1) could be subtly and consciously “framed and enhanced”.



Figure 41: This view is important in illustrating the architect's interpretation of the datum line at the third floor of the Administration wing, which is referenced with an architectural layering at the eighth floor of Block C. Vertical skyline features are identified as a desirable component of the new buildings. The glazed corner feature if extended on the north east corner of Block C would provide a vertical feature for the Union Street entrance. A similar feature is being considered as part of the Hotel's skyline (see Figure 45). Source: Hobin Architecture 2020.

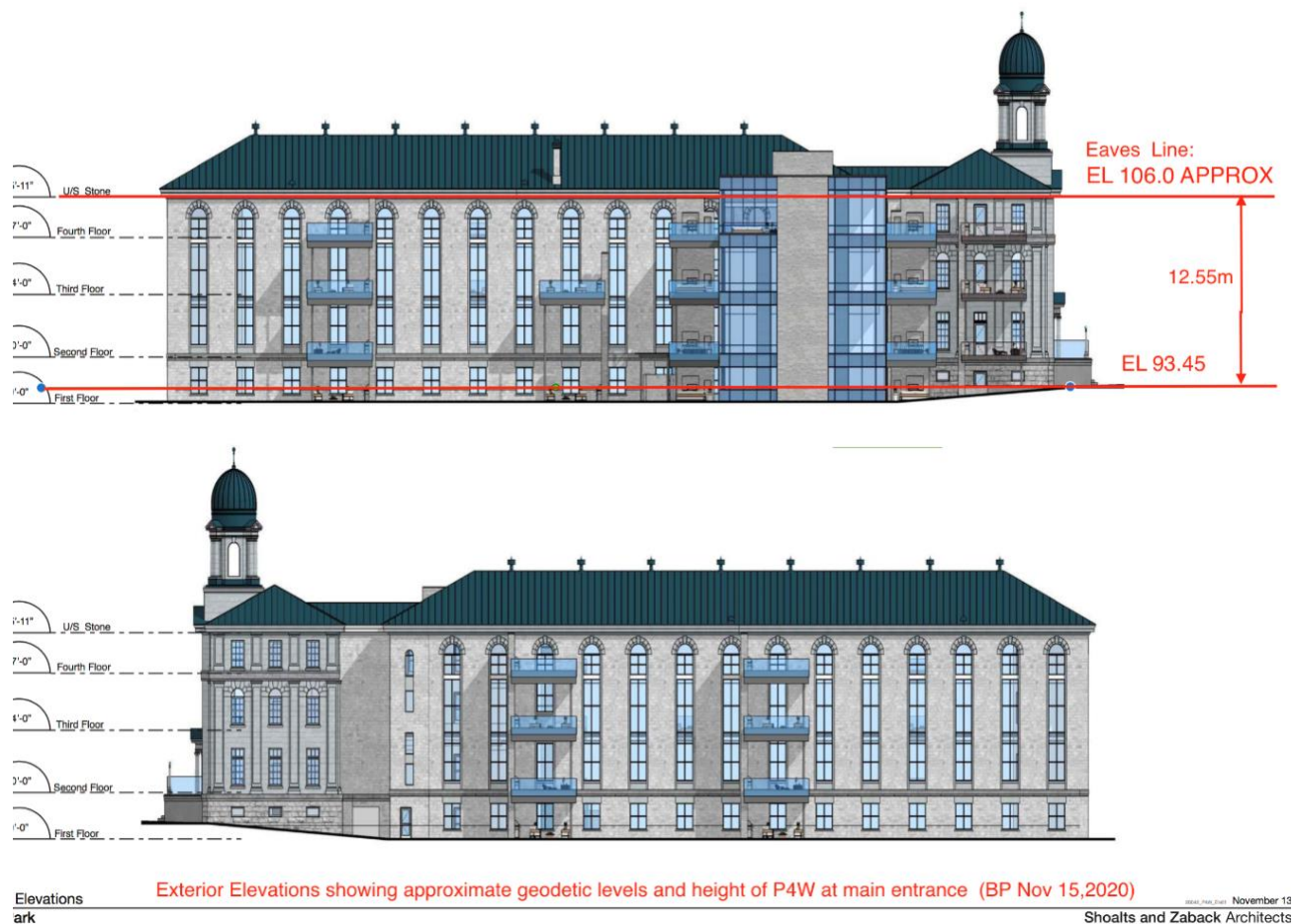


Figure 42: Exterior Elevations of the Prison for Women Administration Building and Cell Block. The upper drawing illustrates the 12.55 m. between grade and the eave line, which is equivalent to a three-storey podium. Source: Barry Padolsky & Associates.

3.7 Adaptive Re-use of the Prison for Women

“Rehabilitation” has been selected as the conservation approach to the most significant element of this historic place. An analysis of the preliminary architectural sketches for the conservation and adaptive re-use of the prison demonstrates an imaginative “fit” of the proposed residential uses within the envelope of the existing building.

It is recommended that the exterior of the Administration Building and Cellblock adopt the Standards and Guidelines “Standard 3”: *Conserve heritage value by adopting an approach calling for minimum intervention.*

The plans call for the demolition of the 3 storey, 1981 Activity Building Annex, which is functionally and structurally obsolete (not part of the historic place’s heritage character defining elements). This decision was taken after extensive review and attempts to incorporate the massing. The new build is designed to

maintain the Activity Building's footprint with the exterior form and architectural treatment of the wing respectful of the heritage building and in accordance with Standards and Guidelines "Standard 11": *Conserve heritage value and character-defining elements when creating new additions or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.*

It is recommended that the surviving minor exterior additions to the Cellblock be removed by adopting Standards and Guidelines "Building Guideline 25" *[Remove] a non-character-defining feature of the building's exterior form such as an addition built after the restoration period.*

The introduction of large three storey balcony/terraces attached to the Prison for Women reference the earlier additions and access points that have been removed. They are an important feature for the condominiums as they provide amenity space for each unit. Views of them are partially mitigated by the landscape plantings. (see Figures 45 and 48).

4.0 DESIGN INTENT

4.1 Introduction

The City's guidelines for the preparation of a HIS requires "A brief outline of the proposed development and its context focusing on how it will impact the heritage resources on or adjacent to the site.

i. This outline should address such issues as setbacks, massing, the relationship to build heritage features, and recommended building materials. Conceptual drawings, including proposed materials, should be included where appropriate.

ii. This outline should also address the influence of the development on the setting, character, and use of lands in this part of Kingston, including how activities such as deliveries, parking, and pedestrian flow -may change and outline the potential impact of these changes.

The following conforms with this guideline in outlining the Redevelopment strategy.

The proposed redevelopment concept for the former Prison for Women property includes the introduction of a triad of new buildings on three sides of the former Prison for Women- the focal point and centre piece of the redevelopment. The conserved Prison for Women will be adapted to accommodate 24 residential condominium apartments. A new 10-storey 119 room hotel (Block D) will be introduced on the south side of the property. The plan for the west boundary of the property (Block C) provides for a 10-storey, 215-unit senior's housing continuum of care. A future phase development (Block A) is planned for the land at the intersection of Union Street and Sir John A. Macdonald Boulevard. The three new buildings are setback along the edge of the property to create internal circulation and open space designed to frame the Prison for Women. Block E encompasses the West Block lands extending down to King Street West that are being rehabilitated as a public garden and landscaped walkway.

The following **Site Statistics** and accompanying **Master Plan** provide an overview.

SITE INFORMATION

Total Site Area:	32,825 m ² (3.28 ha)
* Retail GFA:	364 m ² (3,918 sf)
* Residential GFA:	29,163 m ² (313,908 sf)
* Hotel GFA:	8,335 m ² (89,717 sf)
* Total GFA:	27,862 m ² (407,543 sf)
* excludes Block A	

SITE INFORMATION

SITE COVERAGE

Built	25.6%
Roads	18.0%
Landscape / Sidewalks:	56.4%

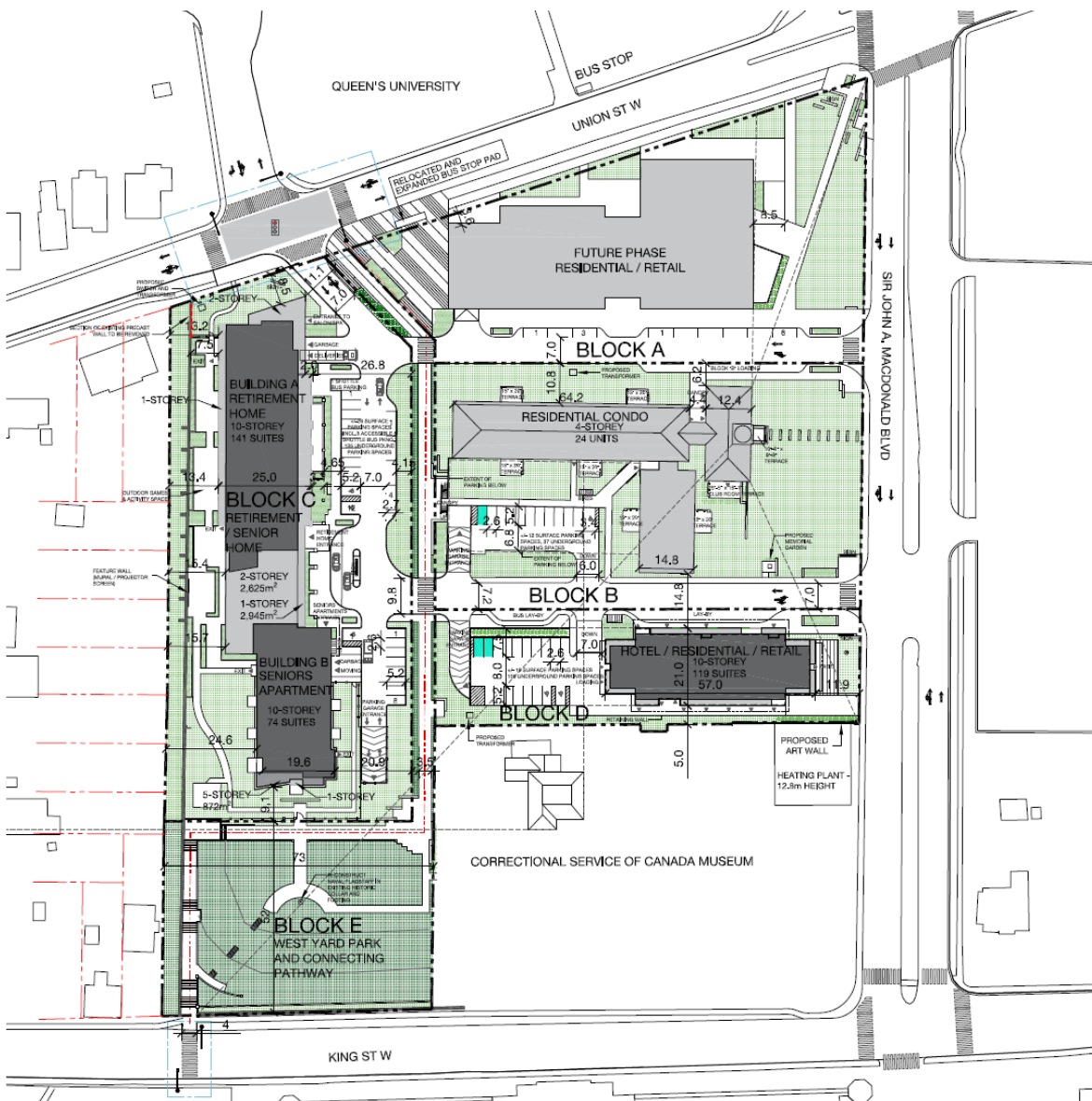


Figure 43: Master Plan for the redevelopment of Union Park with the site broken down into defined Blocks. Source: Fotenn

4.2 Block A – FUTURE PHASE 3 RESIDENTIAL/RETAIL DEVELOPMENT

Severed Lot Area: 7,144 m² (76,897 sf)

For the strategy Block A is conceptual and will be subject to future planning applications.

No specific development concept is being proposed for Block A at the time of writing this report; however, the concept plan prepared by Fotenn Planning + Design provides some indication as to the future development potential of the block. It is intended that Block A be developed as a third phase of the project.

The general design intent of Block A is to provide an opportunity for a mixed-use development. The block is enhanced by an open lawn along Sir John A Macdonald Boulevard, which frames the larger overall development. The block provides a key entrance to the site, and transitions from the public realm along Union Street and Sir John A Macdonald Boulevard into the development. Hardscape features and the 'Union Park' sign located at the corner of Union Street and Sir John A Macdonald Boulevard will further signify the entrance to the new community.

It is anticipated that the proposed development of Block A will feature a two- tower high-rise (greater than 10 storeys) component located on a ground-oriented podium. The build out is expected to include a range of residential and retail or small- scale commercial uses that would serve the larger community. Block A is located in the northeast portion of the property at the corner of a Collector Road and Arterial Road, as identified by the City's Official Plan. Due to this unique location, this block is the most appropriate to support greater height than 10-storeys.

The expansive open space along the Sir John A Macdonald Boulevard frontage and at the intersection with Union Street ensures the views of the rehabilitated Prison for Women and cupola are unobstructed, protected and enhanced by the future building to be located on Block A.

The future building should be situated closer to Union Street to provide enhanced street animation and serve to provide a greater connection between the public and private realms. As well, this will allow the building to have greater separation from the rehabilitated Administration Wing, Cell Block, and Annex Wing located on Block B to the south.

Specific detail related to the façade, materiality, and overall building design of Block A will be determined through future planning applications and a future Heritage Impact Statement. Although the design for Block A is at the conceptual stage at the time of writing this report, any future building to be located on Block A will rely on the same design intent of Blocks B, C, and D to ensure that development frames the Former Prison for Women, sightlines and setbacks are maintained to and from the Prison, and the block integrates high quality landscape open space and community amenity area. Further, any future building will adhere to the Strategies identified in this report.



Figure 44: The Rideau on Bank Street at Lansdowne Park, Ottawa illustrates the envisioned massing and scale with a 3- storey podium set next to the street that helps ground the 15-storey tower. Source: Hobin Architecture 2009

4.3 Block B -The Former Prison for Women Redevelopment

Severed Lot Area: 7,737 m² (83,280 sf)

Total Residential GFA: 7,108 m² (76,510 sf)

Height: 4- storey

Total Units: 24

Ground Floor Area: 1,540 m² (16,576 sf)

Vehicle Parking: +- 49 spaces (+- 12 surface, +- 37 underground)

Bicycle Parking: 24 spaces

The former Prison for Women complex is comprised of three wings – “**The Administration Block**”, “**Cell Block**” and the “**New Annex Wing**”.

The design intent is to rehabilitate the Administration Wing and the Cell Block while replacing the Annex Wing with a new Annex. The new Annex will respect the scale, geometry and materiality but does not attempt to “mimic” the original prison buildings. This new building will be built on the original footprint and reconnected to the original 1932 building complex in a more sensitive fashion, re-emphasizing the formal link connection between the original Administration and Cell Block.



Figure 45: Aerial view of the Prison for Women, the planned new South Wing, and the Hotel. The plan preserves the iconic view of the cupola and the front lawn. Source: CSW Landscape Architects Inc.

Administration Building

The Administration Building faces Sir John A. Macdonald Boulevard. It was constructed with the Cell Block and was completed as the last stage of the original prison circa 1932. This Prison was designed by Public Works Canada and is attributed to Toronto Architect, Edward Horsey. It is a strikingly symmetrical building constructed entirely of smooth sawn local limestone with its iconic, highly detailed, domed cupola centered above the main entrance. This building remains largely in its original configuration, with minor renovations including fire escapes and additional exterior doors placed in enlarged window openings. All original windows have been replaced. Originally framed on both sides by the prison wall, this classically inspired building is the face of the former penitentiary.

The design intent for the rehabilitation of the Administration Building will include the window replacement with operating window units that will reflect a configuration similar to the original units.

The central stone main entrance stair on the east facade will no longer be used and will be modified to serve as a small terrace for the associated condominium apartment. The pair of precast concrete Art Deco light poles will remain. Balconies for the condominium units are a marketing requirement and will be located sympathetically.



Figure 46: A view of the Administration Building with the introduction of a new South Wing replacing the existing building. Source: Shoalts and Zaback Architecture, 2021.

Cell Block

The Cell Block (also known as the “Range”) is the largest component of the prison complex and the portion that is functionally obsolete and the most challenging to repurpose. It is constructed on an east-west axis perpendicular to Sir John A. Macdonald Boulevard (formerly Palace Street). This linear wing housed the prison cells on the upper two floors with common activity rooms and offices located on the floors below. This was the first wing constructed between 1924 and 1932 using prison labour from the Kingston Penitentiary. Since its construction, this wing has seen several additions, the most significant of which were two parged masonry exit stairwells, one on the west end and another midway along the north side. A single story, metal clad building was added along the north side. None of these additions will be retained. All original windows have been replaced.

The intent of the design is to retain the original configuration, modifying it carefully, to suit the requirements of the new use. All four floors will be converted to large residential condominiums. A total of only 24 units will be accommodated within all three wings. New stairs will be placed within the footprint of the original wing, allowing for the removal of the existing additions on the west and north facades.

Each residential apartment will have an exterior balconies/terraces, which have been designed to touch the existing façades “lightly”. Stone privacy walls for these balconies will be free standing and not connected to the existing. Mechanical venting will be concealed within the balcony floor structures to avoid multiple penetrations through the existing stonework. Windows will be replaced with new operable window units. Security bars will be removed. The fenestration pattern will be altered only within the original window openings.



Figure 47: North elevation of the Cell Block illustrating the balcony/terrace with privacy walls. Source Shoalts and Zaback Architecture.



Figure 48: Bird's eye view of the hotel and Prison for Women illustrating the balconies, and landscape treatment. Below grade parking reduces the amount of surface parking. Source: Shoalts and Zaback Architecture.

New Annex Wing

The annex wing was constructed in the 1980s to provide common facilities for inmates on its main floor with administration and medical facilities on the two upper floors. It is an attempt to create a compatible, economical addition to the otherwise symmetrical arrangement of the Administration and Cell Block, although it was never meant to be seen fully from Sir John A. Macdonald Boulevard as it was located behind the original prison wall.

The intent is to demolish the existing wing and replace it with a new building constructed on the same footprint as the existing. The connection to the existing Cell Block will be reduced in width and height to

expose the corner and two of the original four-storey window openings, currently concealed by the existing annex building. It will have a “flat” roof upon which the mechanical equipment for the entire complex will be located.

The New Annex will sit directly adjacent to the more prominent Administration Building, in the same location as the current 1980’s structure. However, because the prison wall has been removed, its relationship to the Administration Building becomes significantly more important. The proposed façade will “refer” to the adjacent Administration Building in scale, “rhythm” and materiality, but is intended to defer to the existing building with simpler detailing, horizontality, and less articulation. The geometry of the new Annex will follow a “disciplined” 11’-0” grid, as does the existing Administration Wing. It will be four storeys in height with floor elevations and horizontal spandrels of the new façade aligned with those of the Administration Building. The horizontal spandrel will correspond to the 106 m geodetic elevation of the cornice of the original building.

The new building facade will be composed of a limited “palette” of materials: local limestone, aluminum window frames, clear glass and prefabricated, prefinished aluminum panels. The simple detailing will contrast with the more articulated façade of the prison. This is a deliberate strategy to define the Annex New Wing.



Figure 49: View of the entrance courtyard linking the Cell Block with the Annex Wing. Source Shoalts and Zaback Architecture.

A memorial garden is proposed to be developed on the south east side of the prison entrance as part of a collaborative process with the P4W Memorial Collective. The planned garden provides a quiet place for reflection and memorialization of the woman who have spent time in prison. The garden will include signage, bench seating, and plantings and will be developed in consultation with the P4W Memorial Collective.

4.4 Block C - Seniors Housing Continuum of Care

Severed Lot Area: 9,526 m² (102,537 sf)

Total Residential GFA: 22,055 m² (237,398 sf)

Height: Ten Storey mid-rise residence

Total Units: 215 (141 Retirement Units and 74 Seniors Apartments)

Ground Floor Area: 2,813 m² (30,279sf)

Vehicle Parking: +- 161 spaces (+- 26 surface, +- 135 underground)

Bicycle Parking: 12 spaces

Bus Parking: 1 space

The proposed development of Block C is two 10-storey mid-rise towers offering facilities for senior's housing continuum of care. This development will serve two communities: 74 seniors' apartments and 141 retirement residence suites along with common amenity space.

The proposed building is two towers that are offset in plan and linked at the first 2 storeys. This offset is intended to break the massing of the building when entering the site from Union Street on the north-south driveway (Figure 51).

The development's facades are designed with a simple material palette and form. All facades are tied together using light-coloured brick, dark grey and copper-like aluminum panels in addition to the grey rough-cut limestone that complements the heritage attributes of the Prison for Women Historic Site.

The proposed development is located on the west boundary of the property with Union Street to the north, the former Prison for Women to the east, the West Yard to the south and the remaining prison wall defining the west boundary overlooking Portsmouth Village. The north façade along Union Street houses a salon/spa on the ground floor and common areas on the second level with a roof top terrace. Additionally, the remaining concrete prison wall along the west property line is being retained with approximately 6.2m from the north end cut back to open the view from Union Street.

The main entrances to the building are located on the east façade with vehicular access and the pedestrian link separating it from the former Prison for Women. The long single storey base repeats the scale of the former Prison for Women. The programming of the proposed development does not lend itself to a 3 or 4 storey podium treatment as outlined in the guidelines. However, the rhythmic language and materiality of the former Prison for Women inspires the design of the base along this east façade. The functional design of Block C interprets the datum line at the third floor of the Administration wing, which is referenced with an architectural "layer" rising to the 8th floor (Figure 41 in Chapter 3 illustrates this). The material, colour palette, and verticality of the fenestration are in keeping with the prison's heritage attributes. The glazed column at the corner accentuates and focuses views from Union Street.



Figure 50: The main entrance to the residences is in the two-storey link between the towers. Source Hobin Architecture.

The base is accentuated by deep piers separated by recessed windows and finished in a locally quarried cut limestone that takes its cue from the plinth treatment of the prison.

The design purposely keeps all vehicular traffic to the East of the Block C buildings with underground parking at the south end of the driveway. The south façade overlooks the West Yard Park, Kingston Penitentiary and Portsmouth Olympic Harbour. The South tower steps back at the 6th storey to break the vertical massing along this façade. Between the west façade and the remaining prison wall a private oasis has been created with amenity spaces that include dining, games, and fitness. Upper floors have views that encompass the City of Kingston, Portsmouth Village, Lake Ontario, and beyond.



Figure 51: The rendering illustrates the effort to link the new building with the existing Prison using materials and colour palette. The single-storey plinth references to plinth line of the prison across the street as does the strong verticality. The offset helps break-up the long façade. Source: Hobin Architecture Incorporated.



Figure 52: The space between the west facade and the prison wall crates an enclosed landscape exclusive to the residents. Source; Hobin Architecture.



Figure 53: A view from the entrance at Union Street. The two-storey podium helps to wrap the corner. Source: Hobin Architecture



Figure 54: The west elevation set back from the prison wall has balconies oriented to face towards Lake Ontario and Portsmouth Harbour. Source Hobin Architecture.

4.5 Block D - The Hotel

Severed Lot Area: 3,608 m² (38,836 sf)

Retail GFA: 364 m² (3,918 sf)

Hotel GFA: 8,335 m² (89,717 sf)

Total GFA: 8,699 m² (93,635 sf)

Height: 10-storey mid-rise hotel

Total Units: 119

Ground Floor Area: 908 m² (9,773 sf)

Vehicle Parking: +/- 119 spaces (+/- 19 surface, +/- 100 underground)

Bus Parking: 1 space

The proposed hotel will house 119 guest suites in its upper nine floors. The ground floor will contain the hotel lobby, loading and housekeeping/ maintenance space along with some leasable commercial space suitable for restaurant, convenience store and similar uses. Underground and surface parking is provided. The footprint of the hotel is positioned on the site to respect the existing view to the Administration Building's cupola (Key View #6 Figure 36) and the silhouette of the museum (Key View #7 Figure 37).

The 10-storey mid-rise hotel building, although significantly higher than the prison building acknowledges the existing prison buildings by incorporating an architectural podium or "base" with a height at geodetic elevation 106.0 M. ASL. The top of this base will correspond to the cornice height of

the Administration Building. Upper storeys will be articulated using stepped façades and alternative, contrasting cladding systems. The upper building facades will recede from the stone base in a series of steps, culminating with the top floor and an integrated rooftop mechanical room.

Room configurations on the upper floors have been established to provide the building with four fenestrated elevations. Horizontally, the building grid will be set at 10'0", like the existing Administration Building and the New Annex Wing. The hotel's exterior cladding material palette will include locally quarried limestone, clear glass, dark grey or black aluminum frame windows and a prefabricated aluminum panel cladding system to maximize its compatibility with the limestone of the Prison.



Figure 55: The Hotel building has been purposely positioned close to Sir John A. Macdonald in such a way as not to negatively impact the view from King Street of the museum and the view of the dome on the Administration Building. Source Shoalts and Zaback Architecture.



Figure 56: A rendering of the planned Hotel with a limestone masonry podium. The simple material “palette” will match the proposed Annex Wing: locally quarried limestone, clear glass, dark grey or black aluminum frame windows and a prefabricated aluminum panel cladding system. Source: Shoalts and Zaback Architecture.

4.6 Block E West Yard and Overall Landscape Design

Severed Lot Area: 4820 m² (51,882 sf)

Landscape

The design approach to the conservation and redevelopment of the landscape at the former Prison for Women is to create a park-like setting in which a triad of new services will be introduced including a condominium in the rehabilitated Prison for Women Building, a hotel, and Block C. A future phase (Block A) is planned for the land at the intersection of Union Street and Sir John A. Macdonald Boulevard.

The planned new buildings are setback along the edge of the property to create internal circulation and open space designed to frame the Prison for Women. The overall master plan including the landscape could be described as a very gentle intervention. Only 25% of the property is occupied by building footprints. Approximately 75% of the property is devoted to open space divided between roads (and surface parking and roads (18%) and landscaping at (57%). The plan features extensive upgrading of the Union Park with interventions carried out in line with best conservation principles.

Highlights of the plan include a landscaped connecting pathway, that provides publicly accessible amenity space linking Union Street with King Street West. The tree lined walkway passes between the Prison for Women and the seniors' continuum of care leading to a terraced landscape overlooking Lake Ontario and Portsmouth Harbour. This linear park will include pedestrian scale lighting and seating nodes with interpretive info panels. These nodes provide the opportunity to pause and take in the surrounding views and at the same time gaining an understanding of the site's history and context.

The West Yard (Block E) portion of the property fronting onto King Street West is part of the Kingston Penitentiary National Historic Site of Canada and is a valued part of the development lands. The reinterpreted park complements the setting of the (FHBRO "Recognized") Warden's Residence and interprets a significant landscape constructed and maintained by inmates. It also creates a landscaped pedestrian forecourt to the former Prison for Women historic place.

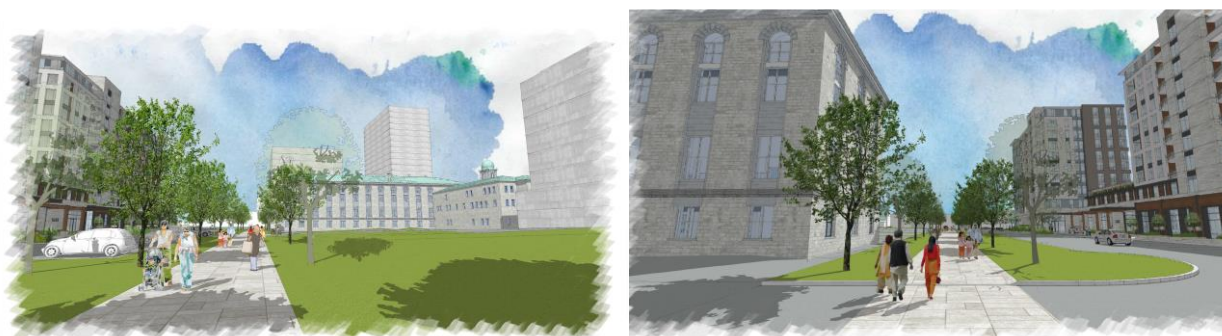
The proposed design re-imagines the historic uses of the site and includes a new formal garden and seating area centred around the flagpole. The seating area will include new trellis structures complete with hanging swing seats to take advantage of the panoramic views to the south across Portsmouth Harbour. The gardens will be planted with low maintenance, flowering shrub and perennials, indicative of the original planting. Orchard trees frames the view to the Prison for Woman cupola and provide shade for a children's play area. A circular walking path frames an area of open lawn for informal games such as lawn tennis, small community events and indigenous ceremonies.

Along the west property line an entrance will be restored to allow the public access to the grounds. A series of gentle steps with regular landings and two seating areas will provide opportunities to stop and rest along the route.

One of the most significant and intimidating features of many prisons are the formidable perimeter walls which enclose the buildings and yards. Except for the surviving west wall and some localized fragments, the historic wall enclosing prison has been demolished. The landscape plan hints at this feature with tree planting that reference the original enclosure. Along the south line of this perimeter wall, an avenue of trees will separate the museum from the new hotel building. At the south-east corner of this line of trees, an interpretive feature will be in association with the old prison wall, which forms part of the steam plant

building. The intent is to incorporate the wall as part of an interpretive strategy that memorializes some of the stories of prison life. This could take the form of didactic murals, a listing of person's, or commemorative artifacts mounted on the wall.

The foreground along Sir John A. Macdonald is defined with a series of columnar trees that frame views through to the historic property. The existing mature conifers on the front lawn will be retained with low shrub planting (less than 450mm height) along the buildings base. A series of large limestone slabs will be set flush with the lawn to hint at the former pathway leading to the building's entrance. Planting around the perimeter of the building is intended to provide some privacy, screening the balconies and enhance the park-like setting.



Figures 57 & 58: Two views looking north and south illustrate a publicly accessible mid-block walkway connecting Union Street with King Street. Source CSW Landscape Architects Inc.

The conservation and interpretation of the West Yard to create a park and interpretive connecting pathway as a publicly accessible amenity space complements the setting of the (FHBRO “Recognized”) former Warden’s Residence and interprets a significant landscape constructed and maintained by inmates. It also creates a landscaped pedestrian forecourt to the former Prison for Women historic place.

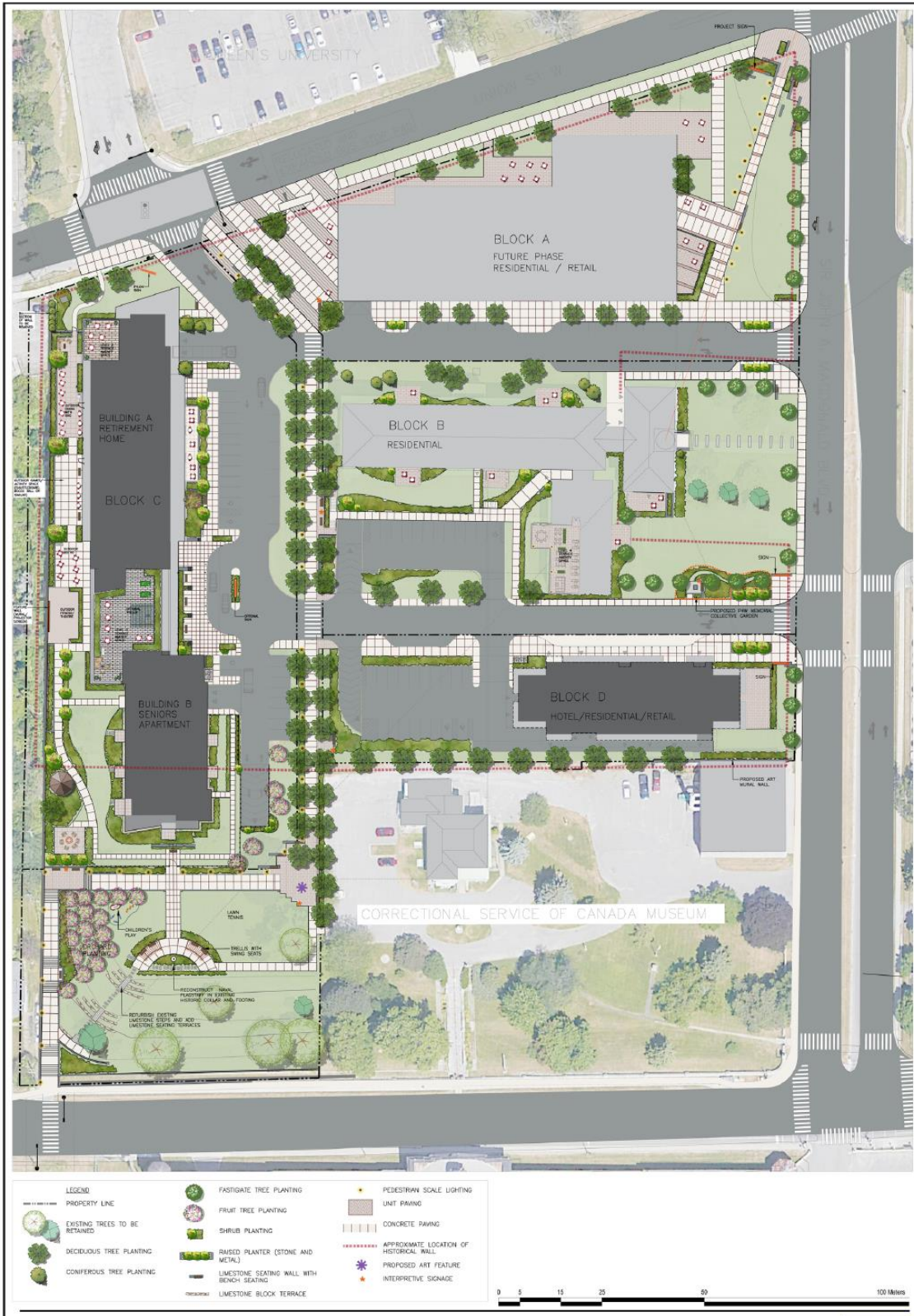


Figure 59: The conceptual landscape plan outlining the integration of the four development blocks. The renewal of the West Block grounds and the mid-block pedestrian link will be publicly accessible features and highlight the renewal. source CSW Landscape Architects Incorporated.2021

5.0 IMPACTS & POTENTIAL MITIGATION

When a historic site is being redeveloped there are potential threats that need to be recognized and mitigation measures introduced to protect not only the tangible physical form but also the spirit of the place.

5.1 Cultural Significance Impacts

As described in FHRBO documents the Prison for Women was erected between 1925 and 1934 to a design prepared by the Department of Justice staff architects. No significant external modifications were made to the building until 1966. The Prison for Women is associated with the evolution of thought in Canadian penology the separate treatment of female prisoners and much of its cultural importance derives from this. The architectural heritage value of the Prison for Women depends heavily on the Edwardian Classical style, massing and form of the Administrative Building and Cell Block. Although not specifically included in FHRBO or Part IV statements of significance, the West Yard is historically significant as is the front lawn off Sir John A. Macdonald Boulevard. Contextual, historical, architectural, and social significance are part of the site's DNA and are being integrated into the redevelopment.

5.2 Development Impacts

Modern development, insensitive to the age, character, or heritage significance (architectural, cultural, technical, or otherwise) of historic structures or settings, or the removal of features that define the heritage character and development involving intervention, which is not mitigated may be a threat to the significance of the complex.

Positive Impacts

1. The current proposal to develop the site, occurring 21 years since the closing of the Prison for Women, is a timely (long overdue) investment. It presents the opportunity to prevent the further deterioration and contribute to the conservation of this National Historic Site.
2. As part of the overall development concept, it is proposed that the existing former Prison for Women be conserved, adapted, and reused for residential purposes. This initiative makes a significant contribution to preserving the heritage values of this historic place. Although major alterations to the interior of the prison are required for the new residential use (including removal of its character defining elements), this initiative respects the overall intent of Standards and Guidelines for Historic places in Canada Standard 4: Find a use for an historic place that requires minimal or no change to its character-defining elements.
3. The proposed introduction and location of a triad of new larger buildings at the perimeter of the property (Blocks A, B, C and D) - generously set back from the prison building - allows the exterior form and heritage character-defining elements of the prison to be fully viewed from all four sides. This approach, as illustrated in the Concept Site Plan minimizes the need for additions and obscuring views

to the former Prison for Women from the public realm. This approach makes a significant contribution to preserving the heritage values of this historic place.

4. The proposed introduction of multiple entry points and pedestrian routes through the site will make the site “porous” and provide opportunities for close-up appreciation of the exterior form and architectural attributes of the former Prison for Women historic place.

5. The conservation and interpretation of the West Yard to create a park and Interpretive Connecting Pathway as a landscaped publicly accessible amenity space complements the setting of the (FHBRO “Recognized”) former Warden’s Residence and interprets a significant landscape constructed and maintained by inmates. It also creates a landscaped pedestrian forecourt to the former Prison for Women historic place.

6. The future phase mixed-use building on Block A will be setback from the east property line to align with the east façade of the Administrative Block to enable public views of the Administrative Block façade and cupola from the intersection of Union Street and Sir John A. Macdonald Boulevard. This setback conforms to the setback requirements of the “protected” view triangle.

7. The proposed scale and siting of Block C provide a strong edge to the overall development of Union Park. The defined break between the two towers is strategically placed on axis with the entrance off Sir John A. Macdonald and the staggering of towers helps frame views from the key view number #4 from Union Street.

8. The material, colour palette, and verticality of the fenestration of Block C are in keeping with the prison’s heritage attributes. The glazed corner treatment of the north-east façade accentuates and focuses this view from Union Street and from the driveway off Sir John A Macdonald Boulevard. The corner treatment proposed for the north-west corner of the Hotel (Block D) provides an example that interprets this vertical element as part of the new build.

9. The proposed setback of the Block D hotel from the east property line will enable public views of the prison façade and cupola from a point on Sir John A Macdonald Boulevard just north of King St West where the view of the former Prison for Women is not obscured by the existing Heating Plant. This setback conforms to the setback requirements of the “protected” view triangle.



Figure 60: Protected view triangle looking north with the cupola of the Administration as the focus of views.

10. The proposed setback of the Block D hotel closer to the east property line will enable public views from King Street West looking north on the entry axis of the Museum against a landscaped background. It also permits the views to the former Prison for Women Cupola from the Portsmouth Olympic Harbour to be unobstructed and “framed” and maintains a visual link between the Prison for Women and the Warden’s Residence.

11. Where possible incorporating a podium or podium like feature in each of the new buildings in the “triad” of approximately 3 or 4 architectural storeys ensures that the new buildings are visually compatible with the character defining elements of the Prison for Women heritage place as recommended by “Standards and Guidelines for Historic Places in Canada (Standard 11).

12. The podiums reference the original walls while establishing a strong visual relationship between each new building and the height and massing of the Prison for Women heritage landmark. The robustly designed podium like treatment will focus attention and offset the visual impact of the taller elements of the proposed buildings.

13. Retaining most of the remaining “modern,” former prison walls and the restoration of the limestone and iron fencing along King St W contribute to value of the Historic Place.

14. The preparation of an Interpretive strategy that will contribute significantly to the public’s appreciation of the National Historic Site as presented by the Prison Museum and the Penitentiary Heritage District Tour.

Negative Impacts

1. The FHBRO Heritage Character Statement identifies the former Prison for Women Administration Building as a “familiar landmark” in its spatial relationship and immediate context. However, the introduction of new higher buildings on the site, from some views may impact the Administration Building’s visual singularity in its immediate context. It should be recognized that the FHBRO heritage

character statement does not identify the Administration Building's visual singularity as a heritage character defining element. As well, this is partially mitigated given that the prison walls blocked all views of the property except for the front façade of the Administration Building.

2. The Heritage Strategy seeks to mitigate the potential negative impact of this contrast in scale by adopting the specific heritage guidelines and other measures outlined below. These guidelines give specific direction for respecting key views, introducing compatible massing and forms, architectural design and materiality, vertical skyline features and landscape features. The adoption of these guidelines will mitigate the impact of the new buildings on the visual singularity of the Administration Building and retain its role as a "familiar landmark."

3. Attributes listed in The Reasons for Designation specifically identify interior elements within the cell block. Because of the extensive requirements for rehabilitation that deal with code compliance, contaminated properties, and new uses, most of these attributes will not be retained. This is partially mitigated through the interpretive strategy being developed as part of the site rehabilitation and outlined in Chapter 7.

Alternatives and Mitigation

1. The strategy as outlined provides direction and guidance. It also recognizes that certain building typologies do not lend themselves to adopt some of these guidelines. For example, the 3 to 4 storey podia may not be easily accommodated into the architectural program. Mitigation can be achieved with compatible massing, materials, and landscape features.

6.0 PRESENTING THE FORMER PRISON FOR WOMEN

6.1 Introduction

A key part of mitigating impact is the establishment of a program that commemorates and interprets Union Park as a distinct part of a larger cultural landscape of historical, political, and social importance. Finding ways to tell the stories, past and present, that are associated with the prison and prison life's successive transformations is the mandate at the Prison Museum. Union Park is only a part of the larger story that provides the 'sense of place'. This interpretive strategy will contribute to the Museum's story offering a window into the Prison for Women as an infamous landmark in Kingston and for many negatively remembered.

The development of a thematic framework: the filter through which all the stories are organized; takes the history of the Prison for Women (its role as a place of incarceration and some of the characters who played significant roles) all as contributors to the story of Kingston and the nation. The following are suggestions for approaching the interpretation organized around locations and attributes that have been identified.

The FHRBO Statement of Significance as well as the City's Reasons for Designation under Part 4 OHA highlight the importance of defined attributes of The Prison for Women. This proposed redevelopment project will take dormant contaminated lands and buildings with a dark history and transform them into a vibrant development that enhances and adds to the community. For the former inmates and their families, the prison building is a monument to a tragic time in their lives. The development team seeks to shine a light on their stories, with their assistance, through elements of this project. The interpretation is part of the strategy. It will provide insights and help bridge and provide context for the Prison for Women as an active and integral part of Kingston's cultural heritage landscape.

Part of Siderius Development's commitment is to reintegrate the prison lands with the City to provide access to aspects of the cultural heritage reinforcing the community's relationship with the prison. The remaining sections of the perimeter walls, the historic grounds with paths and terraced walk, stairways and seating areas and maintaining a visual relationship with the museum, men's prison, harbour, and neighbouring residential community are aspects of the design.

6.2 Components and Attributes Associated with the Former Prison for Women

The Remnant Portions of the Prison Walls

One of the most significant and intimidating features is the perimeter walls, which enclose the buildings and yard. Except for the surviving west wall and some localized fragments, the historic enclosure has been demolished. The interpretive plan interprets this feature with tree planting that delineates the original enclosure. Along the South line of this perimeter wall, an avenue of cedar trees will separate the museum from the new hotel building. At the south-east corner of this line of trees, an interpretive feature will be in association with the old prison wall, which forms part of the steam plant building. The

intent is to incorporate the wall into didactic murals, depicting historical images of events that occurred at the prison and in Portsmouth Village.



Figure 61: *The west portion of the perimeter wall, an identified heritage attribute has been preserved and will create a private landscape space between it and the senior's housing complex."*

The West Yard Gardens

The West Yard (Block E) portion of the property fronting onto King Street West is part of the Kingston Penitentiary National Historic Site of Canada and is a valued part of the development lands. The reinterpreted park complements the setting of the (FHBRO "Recognized") Warden's Residence and interprets a significant landscape constructed and maintained by inmates. It is an interesting archaeological site that includes a former quarry used to build portions of the prison, a garrison and military stables built as part of the defense during the 1837 insurrection, and fragments of the extensive gardens. The West Yards interpretation could specifically address the listed attribute:

- *historic economic benefits to Kingston, through the creation of Federal positions, thereby contributing to the community of 'prison workers, which were a unique group within Kingston.*

The proposed design re-imagines the historical uses of the site and includes a new formal garden and seating area centred around the flagpole. The seating area will include new trellis structures complete with hanging swing seats to take advantage of the panoramic views to the south across Portsmouth Harbour. The gardens will be planted indicative of the original planting. An area of orchard tree planting frames the view to the Prison for Women cupola and provides shade for a small children's play area. A circular walking path frames an area of open lawn.

Gateway and Midblock Interpretive Pathway

An attribute of the West Yard adjacent to the Prison for Women is the wrought iron and masonry garden wall extending along King Street. At the west property line, an entrance will be restored to allow the public access to the grounds. This is an important pedestrian gateway.

The movement of residents and visitors along a continuous loop across Union Park from Union Street to King Street West is a vital way to convey the varied stories. The pathway contains a variety of experiences that are thematically linked and not limited to only one of the neighbourhoods and therein contain the potential to cut across time, subject matter, and media.



Figure 62: At the west property line an entrance will be restored to allow the public access to the grounds. This is a potential interpretive node. Source: CSW Landscape Architects Inc.

Memorial Garden

A memorial garden is proposed to be developed on the south east side of the prison entrance as part of a collaborative process with the P4W Memorial Collective. The planned garden provides a quiet place for reflection and the commemoration of the woman who have spent time and died in prison. The garden will include interpretive signage, a bench seat, and plantings, developed in consultation with the P4W Memorial Collective.

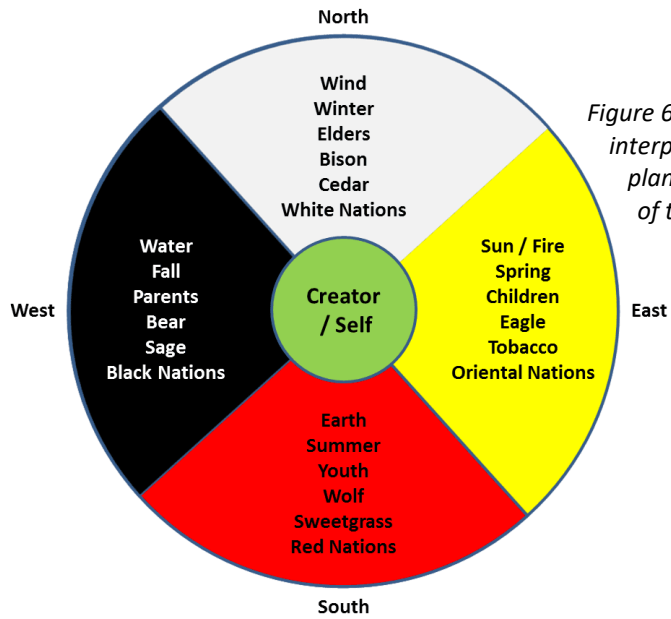


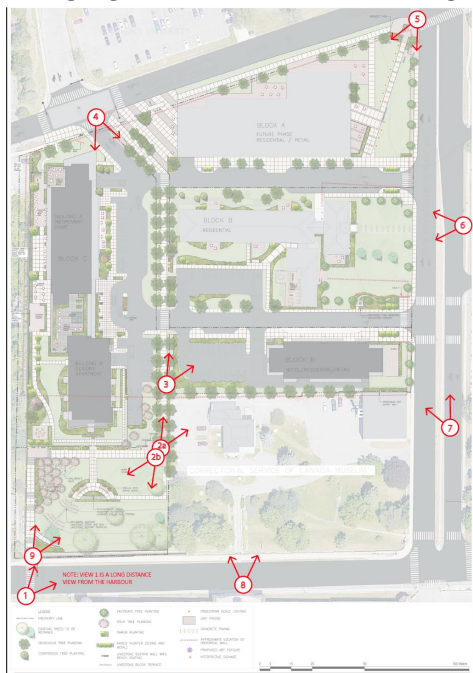
Figure 63: A potential concept would be to incorporate an interpretation of the Indigenous medicine wheel using native plant material and local stone representing the four colours of the wheel to create a meeting place.



Figure 64: The Memorial Garden will be located on the edge of the front lawn in the foreground of this view. Its form and design are being developed in collaboration with the P4W Collective. Source CSW Landscape Architects Inc:

Vistas and Viewsheds

The City's Reasons for Designation under Part IV OHA identify views as character defining attributes and are highlighted in the Statement of Significance. *"Contextual values such as views towards Portsmouth Olympic Harbour and Portsmouth Village and as part of a cultural heritage landscape of prison life within Kingston."*



A heritage analysis of the site and its context suggests that there are key views and vistas *from* the public realm looking *towards* the Prison for Women who should be considered given its heritage value as a "familiar landmark." Their significance is discussed in more detail in the heritage guidelines of Chapter 3. Several of the viewing stations provide an opportunity for locating an interpretive panel and or artifact that will encourage passersby to stop and take in the view. Incorporating interpretation at view #5 would address the City's cultural attribute: *"Its function as a recognizable landmark in the City of Kingston and throughout Canada."*

Figure 65: It indicates some of the key views that offer potential locations for interpretive nodes. Source: CSW Landscape Architects Inc.

Possible interpretive locations include:

- Views #2A and #2B are in the West Yard and next to the Prison Museum.
- Views #4 and #9 are gateways and potential interpretive nodes.
- Views #5, #6 and #7 are considered iconic views of the front lawn and Administration Building focusing on the cupola.

Fragments and Archaeological Elements

Interior features considered significant to the story of the prison were identified in the SOS. Components and attributes associated with the interior of the Prison for Women that cannot be integrated into the rehabilitation include:

- *It is cellblock design found on the third floor and mezzanine (fourth floor) which was more typical of men's prisons and, which is marked by its poured concrete walls, terrazzo floors, steel bars, elevated walkways, barriers, staircases, and the locking mechanism,*
- *The use of the Auburn Penitentiary style cellblock reflects a desire to alter social behavior via architecture.*

The development team has indicated that it will work with the City to ensure that interior heritage attributes that are not functional to the adaptive reuse of the building be displayed either in the Prison Museum or integrated in the Kingston Penitentiary tours.

7.0 CONCLUSION AND NEXT STEPS

These Heritage Guidelines, and this Heritage Strategy document were prepared to provide an informed heritage framework to guide the comprehensive conceptual planning of the site and the development proposals for each Block. The Heritage Strategy will also be valuable for the evaluation of the Union Park Official Plan and Zoning planning applications being submitted to the City of Kingston for approval.

It is understood that in addition to this Heritage Strategy, four specific Heritage Impacts Statements will be required by the City of Kingston Official Plan to accompany the specific future site plan and heritage applications. Based on the development parcels and phasing, these Heritage Impact Statements will be for the proposed Prison for Women rehabilitation project (Block B), the proposed hotel (Block D), the proposed seniors' housing continuum of care (Block C) and the future mixed-use project (Block A).

These Heritage Impact Statements will assess the positive and negative impacts of the future development proposals giving regard to “Standards and Guidelines for the Conservation of Historic Places in Canada, The City of Kingston’s review as well as the Union Park Heritage Conservation Strategy.

8.0 REFERENCE MATERIAL

BY-LAW NO.2007-167 A By-Law to Designate 40 Sir John A. Macdonald Boulevard, Also Known As 'The Prison for Women (P4w)' To Be of Cultural Heritage Value Pursuant to The Provisions of The Ontario Heritage Act, (R.S.O. 1990, Chapter O.18) Passed September 18, 2007.

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Heritage impact Statement 55 Ontario Street, Kingston. ERA Architects Inc. 2017 (sample Project)

Heritage Character Statement Kingston Penitentiary Prison for Women (A-3) Kingston, Ontario 1991.

Johnson, Dana, *Architectural History Branch Kingston Penitentiary King Street West Kingston, Ontario*. Federal Heritage Building Review Office Building Report #89-32.

Johnson, Dana, and C.J. Taylor. *Report on Selected Buildings in Kingston, Ontario*. 2 volumes Ottawa Parks Canada, 1976-7.

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Kalman Harold. *A History of Canadian Architecture*, 2 vol. Toronto Oxford University Press, 1994.

McKendry, Jennifer *PORTSMOUTH VILLAGE'S HERITAGE VOLUME ONE: OVERVIEW & CHRONOLOGY*, revised 2014.

McKendry, Jennifer *PORTSMOUTH VILLAGE'S HERITAGE VOLUME TWO: INVENTORY SOUTH OF KING ST W.*, 2013.

McKendry, Jennifer *With Our Past Before Us Nineteenth-Century Architecture in the Kinston Area*. University of Toronto Press

Ministry of Culture (Ontario). *Eight Guiding Principles in the Conservation of Historic Properties*. <http://www.culture.gov.on.ca/english/culdiv/heritage/conote1.htm>

National Parks Service. *Preservation Tech Notes: Protecting a Historic Structure during Adjacent Construction*. <http://www.cr.nps.gov/hps/tps/technotes/PTN42/intro.htm>

Parks Canada. *Standards and Guidelines for the Conservation of Historic Places in Canada*. http://www.pc.gc.ca/docs/pc/guide/nldclpc-sgchpc/index_E.asp

Public Works Canada. *Canada's Federal Heritage Buildings Review Office Code of Practice*. http://www.pc.gc.ca/progs/beefp-fhbro/code/index_E.asp

Stage 1 Archaeological Assessment Kingston Prison for Women Concession 1, Part Lot 20 Township of Frontenac County Kingston, Ontario. Golder Associates Ltd CS&P Architects Inc. 2013

Stage 2 archaeological assessment of the Former Kingston Prison for Women property (P4W), 40 Sir John A MacDonald Boulevard, Part of Lot 20, Concession 1, Geographic Township of Kingston, now within the City of Kingston. Abacus Archaeological Services 2018.

Stage 3 Archaeological Assessment of the Wardens Residence Site, BbGd-17 Union Park Archaeological Assessment Kingston Prison for Women Concession 1, Part Lot 20 Township of Frontenac County Kingston, Ontario. Abacus Archaeological Services 2018.

Stage 4 Archaeological Assessment of the Wardens Residence Site, BbGd-17 Union Park Former Kingston Prison for Women Property (P4W) 40 Sir John A MacDonald Boulevard Block 182, Registered Plan 54 Part of Lot 20, Concession 1, Kingston City of Kingston Ontario. Abacus Archaeological Services 2018.

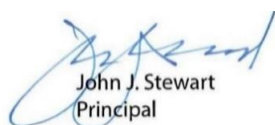
9.0 AUTHORS

Commonwealth Resource Management is an integrated consulting and management firm that offers a range of professional services related to conservation, planning, research, design, and interpretation for historical and cultural resources. A key focus of the practice is planning and assessment of heritage resources as part of the development process.

John J. Stewart, B.L.A., O.A.L.A., C.S.L.A., CAHP, a principal of Commonwealth is a specialist in the planning and design of cultural resources, building conservation, and commercial area revitalization. A graduate of the University of Guelph, he received additional training at Cornell University (USA) and Oxford University (UK) and holds a diploma in the Conservation of Monuments from Parks Canada, where he worked as Head, Restoration Services Landscape Section. Before Commonwealth's formation, Stewart served for four years as the first director of Heritage Canada's Main Street Program.

Stewart is a founding member of the Canadian Association of Heritage Professionals. He has served as the Canadian representative of the Historic Landscapes and Gardens Committee of ICOMOS and the International Federation of Landscape Architects. Stewart is a panel member with the Ottawa Urban design Review Panel and a board member of Algonquin College Heritage Carpentry Program.

Respectfully submitted.



John J. Stewart
Principal

Barry Padolsky, B. ARCH., M. SC. (URBAN DESIGN), OAA, FRAIC, RCA, CAHP is an Ottawa-based architect, urban designer, and heritage consultant. He is a member of the **Ontario** Association of Architects, (1965); the Royal Architectural Institute of Canada, (1965); a Fellow, Royal Architectural Institute of Canada, (1987); the Canadian Association of Heritage Professionals, (2003) and the Royal Canadian Academy of Arts, 2006

Barry Padolsky Associates Inc., Architects founded in 1969. He led his firm in the restoration, rehabilitation, or adaptive re-use of over 60 *historic places* (buildings "Classified" or "Recognized" by FHBRO or designated Part IV or Part V of the Ontario Heritage Act). He has been recognized with 43 national and civic architectural and urban design awards including 29 for heritage conservation. Barry is currently a member of the City of Ottawa Built Heritage sub-committee advising Ottawa City Council on heritage matters.



Barry Padolsky, B.Arch., M.Sc. Urban Design OAA, FRAIC, RCA, CAHP

APPENDIX A: CITY OF KINGSTON GUIDELINES



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heritage@cityofkingston.ca

HERITAGE IMPACT STATEMENT

A Heritage Impact Statement is a required study to be submitted for development proposals where there is the potential to impact to protected heritage properties. This could be the result of development or site alteration on the property itself or on adjacent properties.

This document will identify how the cultural heritage significance of a protected heritage property will be affected by the proposed works. This document should be prepared by a heritage professional (i.e. member of Canadian Association of Heritage Professionals).

The authority for the Heritage Impact Statement is derived from the *Ontario Heritage Act*, Section 2(d) of the *Planning Act*, and Section 2.6 of the *Provincial Policy Statement, 2005*.

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Heritage Impact Statement Requirements

The Heritage Impact Statement should include the following basic information:

- a. Present owner contact information for property proposed for development.
- b. Property description and documentation of cultural heritage resources on or adjacent (both sides of the street) to the site including :
 - i. current photographs, from each elevation, and/or measured drawings.
 - ii. a location plan with indications of existing heritage resources, on or adjacent to the subject property, at an appropriate scale.
 - iii. historical photos, drawings, or other archival material that may be available or relevant.
- c. Statement of significance of the culture heritage resources on or adjacent to the subject property (historical, architectural, contextual) drawing on either the Designation By-law or any relevant legal agreement.
- d. Heritage assessment of the subject property's existing conditions.

- e. A brief outline of the proposed development and its context focusing on how it will impact the heritage resources on or adjacent to the site.
 - i. This outline should address such issues as setbacks, massing, the relationship to built heritage features, and recommended building materials. Conceptual drawings, including proposed materials, should be included where appropriate.
 - ii. This outline should also address the influence of the development on the setting, character, and use of lands in this part of Kingston including how activities -- such as deliveries, parking and pedestrian flow -- may change and outline the potential impact of these changes
- f. Summary of conservation objectives for recognized cultural heritage resources on or adjacent to the site, including how retained historical elements or properties will be protected during any construction/demolition. (See also the National Parks Service document *Preservation Tech Notes: Protecting a Historic Structure during Adjacent Construction*. available online)
 - i. This summary should include a discussion of conservation principles to be used. Conservation principles can be found within the following documents: Parks Canada - *Standards and Guidelines for the Conservation of Historic Places in Canada* (available online); Mark Fram - *Well Preserved: The Ontario Heritage Foundation's Manual of Principles and Practice for Architectural Conservation*; Ministry of Culture (Ontario) - *Eight Guiding Principles in the Conservation of Historic Properties* (available online); and Public Works Canada - *Canada's Federal Heritage Buildings Review Office Code of Practice* (available online).
- g. The extent to which any proposed demolition represents a loss of culture heritage significance and its impact on the streetscape and sense of place.
- h. The ability of the proposed development to reinstate or enhance the cultural heritage value of the site.
- i. Identification of additional studies required and how their recommendations are incorporated into the schedule of work (i.e., a Bracing Plan for façade retention, archaeological assessment).
- j. The qualifications and background of the person(s) completing the Heritage Impact Statement.
 - i. The Statement should also include references for any literature cited, and a list of people contacted during the study and referenced in the report.

Form revised: April 13, 2015

The property was designated by the City of Kingston in 2007, under Part IV of the Ontario Heritage Act through By-Law Number 2007-167. The “Reasons for Designation” include the following “important” attributes:

- Hand worked limestone masonry veneer over a poured concrete core, which is smooth hammer dressed on the public faces of the C-18 Building and the rusticated blocks used on the rear elevations of C-18, the link between C-18 and C-16, and most of C-16.
- The use of the Auburn Penitentiary style cellblock reflects a desire to alter social behavior via architecture.
- Its function as a recognizable landmark in the City of Kingston and throughout Canada.

Architectural details associated with the C-18 Administration Building including:

- its more sophisticated classical architectural styling with the principal façade broken into seven bays,
- its copper coated hip roof topped with a distinctive cupola supported on a square base located just behind the central pediment in the front façade with an octagonal drum topped with a finial,
- its slightly projecting pedimented central entrance bay featuring on the ground floor a double door with a square headed transom set into a portico composed as an entablature and pediment carried by Tuscan columns,
- its distinctive fenestration which includes a modified Palladian window and a three-part window formed of narrow slides flanking a central window in the central bay of the principal façade and the contrasting use square headed windows on the first and third floor and the semicircle arched windows on the second floor of the symmetrical wings which flank the central section.

Architectural details associated with C-16 Cellblock, which is divided by fifteen bays with a three-bay rear wall, including:

- its classical style of architecture,
- its shallow pitched copper-covered hipped roof,
- its symmetrical arrangement and distinctive treatment of windows which includes the use of semicircular arched windows with keystones,
- its cellblock design found on the third floor and mezzanine (fourth floor) which was more typical of men’s prisons and which is marked by its poured concrete walls, terrazzo floors, steel bars, elevated walkways, barriers, staircases, and the locking mechanism, and
- a stone chimney on the north slope of the roof.
- Its historic economic benefits to Kingston, through the creation of Federal positions, thereby contributing to the community of 'prison workers' which were a unique group within Kingston; and
- Contextual values such as views towards Portsmouth Olympic Harbour and Portsmouth Village and as part of a cultural heritage landscape of prison life within Kingston.
- A portion of the property fronting onto King Street West is included as part of the Kingston Penitentiary National Historic Site of Canada that contains the “Warden’s House” at 555 King Street West (Exhibit A –Maps and Site Photo). This portion of the property is also “Listed” as a property of cultural heritage value on the City of Kingston’s Register of Heritage Properties.

APPENDIX B: STANDARDS AND GUIDELINES FOR HISTORIC PLACES IN CANADA (2010)

<https://www.historicplaces.ca/en/pages/standards-normes>

The **Standards & Guidelines** for the Conservation of Historic Places in Canada. The **Standards and Guidelines** for the Conservation of Historic Places in Canada is the first-ever pan-Canadian benchmark for heritage conservation practice in this country. It offers results-oriented guidance for sound decision-making when planning for, intervening on, and using historic places.