

UNION PARK KINGSTON REDEVELOPMENT PROJECT

HERITAGE CONSERVATION STRATEGY

FORMER PRISON FOR WOMEN
KINGSTON, ONTARIO



Prepared for: Siderius Development Ltd.

September 2022 revised final

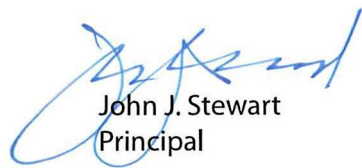
AUTHORS



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EXECUTIVE SUMMARY

The overall intent and vision for Union Park Kingston 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 Kingston 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 Kingston 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 connecting Union Street and King Street West with 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 different elements, 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 with much of it accessible to the public including parkland, 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 pathways for all to enjoy.

PURPOSE OF THIS REPORT

Union Park's Heritage Conservation Strategy is an overarching management tool used as a baseline to evaluate development proposals (future blocks/site plans) that will have impact on the heritage merit of the site as a whole campus. The strategy is used to understand and manage the heritage significance of a complex site like Union Park. The strategy provides a benchmark from which detailed plans and proposals can be compared and conservation/preservation and mitigation responses identified.

The strategy includes a statement of significance and value for the site, an overview of which areas of the site are sensitive to change and why, and what are the key attributes, values and contexts that need to be considered as the site is developed/adapted/alterd.

A strategy is typically begun prior to work starting on a project so it can be used to guide and inform development campaigns. In the case of Union Park Kingston, the strategy has been undertaken while the project is advancing, requiring that the development program and the strategy be compared – so that alternate designs or mitigations can be considered if current projects are determined to have adverse effects on the baseline established for the site. For this reason, the report has been divided into two sections.

- **Section I: Heritage Conservation Strategy** that speaks to the as-found attributes within an overall strategy and does not consider the specifics of the Union Park Kingston development proposals; and,
- **Section II: Union Park Kingston Development** considers the block specific proposals and compares them to the attributes and aspects first identified/described in Section I.

Once the strategy for the Park is complete, a **Heritage Easement Agreement** endorsed by both the city and the developer(s) will set out the requirements for maintaining the specific heritage features, attributes, and resources of significance at Union Park. This will involve statutory considerations under the Ontario Heritage Act replacing the Part IV designation and positioning the **Heritage Conservation Strategy** as an appending document providing guidance to future heritage approvals. It will also be used to inform site specific policies in the Official Plan.

As well, when a conservation strategy is in place, site plan applications by block will have detailed consideration through **Heritage Impact Statement/Assessments (HIS/As)** that compare these detailed block proposals against the agreed upon conservation strategy enacted through a Heritage Easement Agreement and OP updates.

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 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 seven blocks consisting of a future mixed-use building on Block 1, the Former Prison for Women with a new Annex Wing on Block 2, senior's housing continuum of care on Block 3, a Hotel on Block 4, the nationally designated open space intended for public access and use on Block 5 referred to as the West Yard Park and Connecting Pathway, the Prison For Woman Memorial Collective garden and gallery on Block 7 and the municipal road widening on Block 6 .

The two sections of the Strategy aim 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:

1. Establish a baseline to evaluate features of heritage significance within the Union Park Project site,
2. Provide site specific guidelines and make recommendations on the implementation of a cultural heritage strategy with reference to Parks Canada's "Standards and Guidelines for the Conservation of Historic Places,"
3. Identify the potential scope of the guidelines on the Prison for Women and recommend alternate designs or mitigation measures, and
4. 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.

Owner and Contact

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Siderius Developments Ltd. is a Kingston based partnership undertaking the redevelopment of the former Prison for Women (Union Park Kingston.) The partners are 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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SECTION 1: HERITAGE GUIDELINES

1.1 Background and Approach

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 first section of the report explores the history of the property, examines the heritage attributes of the site, and sets out guidelines and a preliminary conservation strategy outlined in Parks Canada's Standards and Guidelines for Historic Places. Section II considers the redevelopment proposal looking at the block specific designs and using the guidelines to evaluate the impact on defined attributes and aspects first identified/described in Section I.

The Heritage Conservation Strategy aims to insert significant heritage considerations into the overall development proposal. It is intended that a Heritage Easement Agreement endorsed by both the City and the developer(s) will replace the Part IV designation and position the Heritage Conservation Strategy as an appending document providing guidance to future heritage approvals. The Heritage Easement will set out the requirements for maintaining the specific heritage features, attributes, and resources of significance at Union Park. This will involve statutory considerations under the Ontario Heritage Act and be used to inform site specific policies in the Official Plan, 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.

1.2 Project Location and Context

Union Park, the subject property at 40 Sir John A Macdonald Boulevard is a 3.28-hectare site located southwest 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.

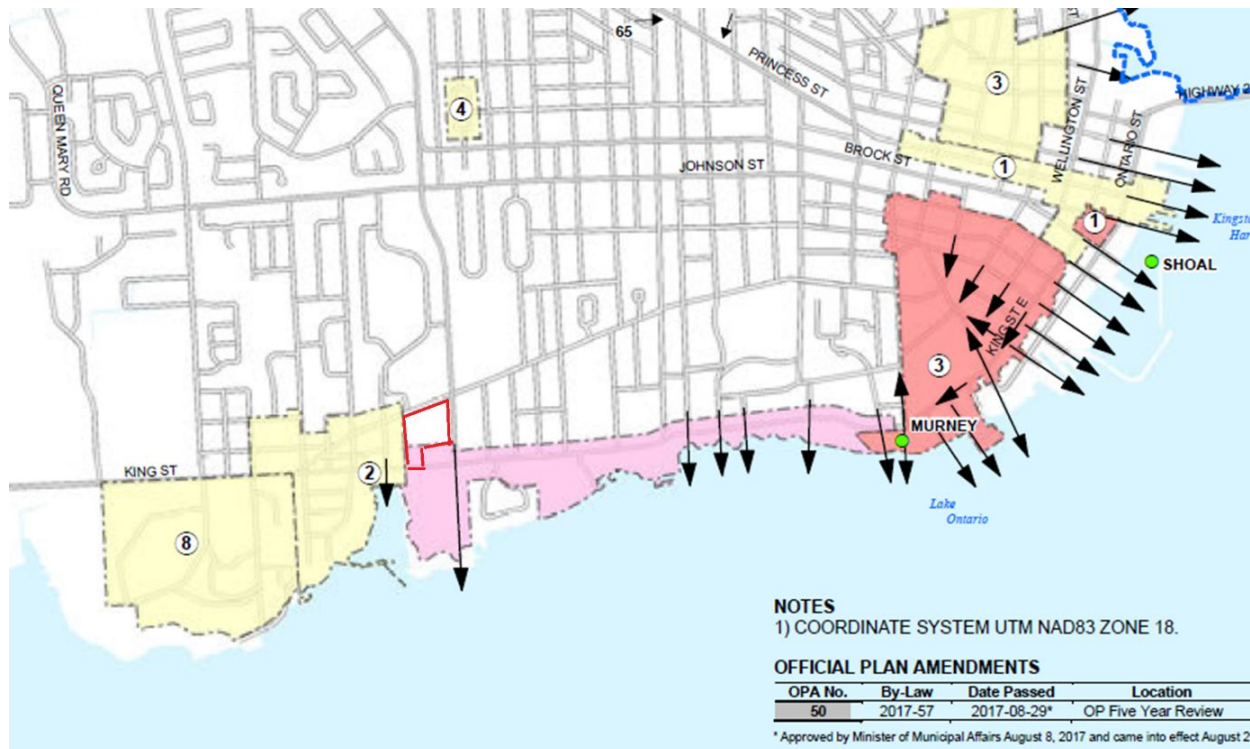


Figure 1: A portion of the City of Kingston Official Plan Schedule 9 Heritage Areas, Features and Protected Views. King Street West Heritage Corridor (pink) includes the West Yard Wardens Residence and Kingston Penitentiary; Portsmouth Village and Harbour Heritage Character Area (Yellow). The property is delineated in red. Source City of Kingston.

1.3 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 heritage 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 Former Prison for Women was designated under Part IV of the Ontario Heritage Act through By-Law Number 2007-167 City of Kingston. The strategy relies on appropriate legislative and policy documents from, Federal, Provincial, City of Kingston and Other charters and guidelines that exemplify best practice. A full listing of reference documents is included in the appendix.

1.3.1 Federal Policy

The Kingston Penitentiary National Historic Site of Canada - Prison Precinct

The context 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 2: 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.

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, and the Penitentiary Museum. (Cedarhedge). To the south of development site is the Kingston Penitentiary, which fronts onto King Street and serves 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.

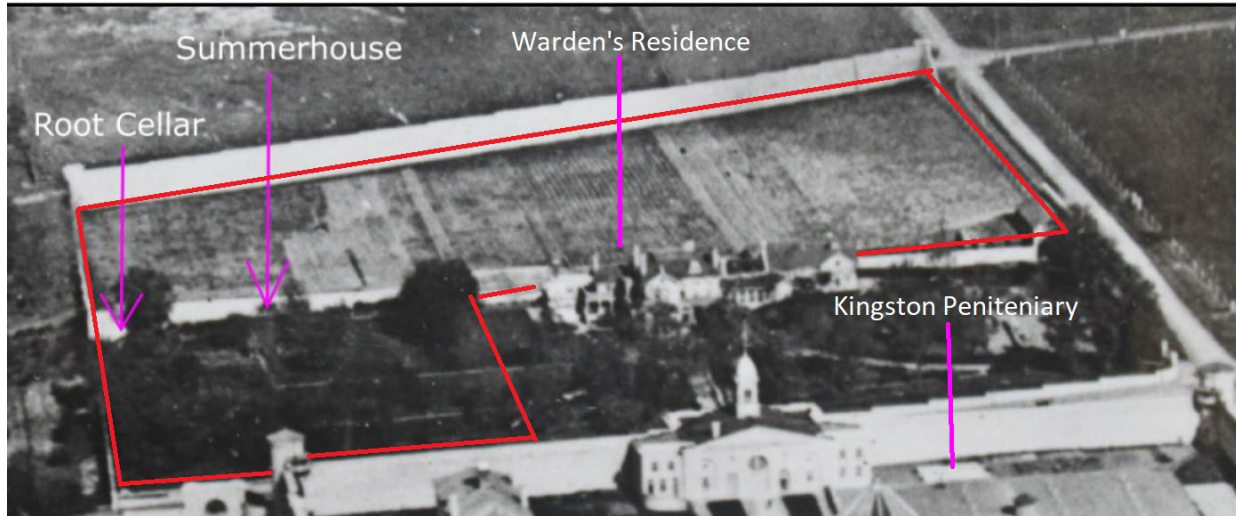


Figure 3: Bird's eye view of the Warden's Residence. The palisade fence surrounds the property that will become the Prison for Women. Source Queen's University Archives.

The Warden's Residence "Cedarhedge" and the West Yard

The former Warden's residence and associate property are part of the Kingston Penitentiary National Historic Site of Canada. The residence was also designated a recognized federal Heritage Building in 1989 by FHBRO in part due to the quality of the landscape.

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).

FHRBO Statement of Significance for the Warden's Residence Property

Summary of Heritage Values

In considering further development that would affect the former Warden's residence property and the West Yard specifically, key heritage values should be safeguarded in order to respect, and hopefully enhance, the overall heritage character of the site:

- Sophistication of the overall plan, including the leisure zone of the West yard
- Boundary fence(an iron railing set on a stone masonry wall)
- Open grassed areas atop well-defined terraced embankments
- Existing plant material, including remnants of orchard
- Known and potential archaeological resources
- Key views to and from the site
- Position of the residence above the penitentiary prominence of the residence on the site and within the community.



Figure 4: View of the Wardens' Residence (Cedarhedge) 1891.

WEST YARD DEFINITION

Siderius is the registered owner of the property municipally known as 40 Sir John A. Macdonald Blvd., Kingston, legally described by PIN 36018-0086 (LT) (the **"Property"**). Title to the Property is subject to Instrument No. FC46927, registered on September 24, 2007, being an Application to Annex Restrictive Covenants attaching an agreement of the same date (the **"RC Agreement"**) between CLC Lands Company CLC Limited, being Siderius' predecessor in title, and Her Majesty the Queen in Right of Canada, as she then was, (the **"Crown"**) as represented by the Minister of Public Safety, as represented by Parks Canada Agency (**"Parks Canada"**).

The RC Agreement sets out certain restrictions on the use of a portion of the Property defined as the "West Yard", which is approximately described as Parts 1-10 & 21 on Plan 13R-18756 and approximately outlined in Schedule "B" in red. (see Figure 5).

In a Memorandum dated September 12, 2002, File # 52564-1007 Soloway Wright LLP summarized the effect of the Restrictive Covenants in support of Zoning By-law Amendment application D35-007-2021

(the “**Application**”) made by Siderius to The Corporation of the City of Kingston (the “**City**”) in respect of the Property. The following is a summary of the Memorandum.

Restrictive Covenant Language

“The restrictive covenants are expressed as follows (the “**Restrictive Covenants**”):

“[The owner] hereby covenants and agrees that it shall not, without the prior written consent or waiver of [Parks Canada]:

- (a) raze, dismantle, reposition, or permit the deterioration of the perimeter stone walls and iron works;
- (b) destroy, dismantle, reposition, or permit the deterioration of the gross terraces located within the West Yard;
- (c) construct any new buildings on the [West Yard and East Yard] except to the extent that such construction is confined to the northern edge of the West Yard and is behind an East-West line running across the front (South) facade of the former Warden's Residence.”

[Note: In respect of (c), above, the east-west line which is the southerly limit to permitted development the is approximately shown by the orange dotted line in Schedule “B”]

The RC Agreement also requires Siderius to use “best efforts” to comply with the following positive covenants:

- “(a) protect the mature tree plantings..., known and potential archaeological resources *[sic]*... . To the extent that these resources cannot be preserved, [the owner] agrees to perform appropriate archaeological excavation and recording to ensure that knowledge of these former features is preserved.
- (b) develop and apply design guidelines consistent with the Standards and Guidelines to ensure that any physical interventions to the West Yard are respectful of the [West Yard and East Yard] hierarchy, scale, and overall balance.
- (c) have regard for the Standards and Guidelines in its ongoing management of the West Yard, including ongoing maintenance and any new development.”

The RC Agreement expressly provides that the owner of the lands must consult with Parks Canada as the representative of the Crown in making development decisions relating to the positive covenants. Parks Canada has the authority to provide consents or waivers on behalf of the Crown in respect of the RC Agreement.

As an aide to interpreting the Restrictive Covenants and visualizing the lands at issue, attached (Figure 5) hereto as Schedule “B” is a diagram approximately outlining the West Yard (red), the East Yard (green), the location of the stone walls and iron works (blue) and the east-west line formed by extending westward from the southern façade of the former Warden’s Residence (orange).

Impact on the Application

The Application relates to the whole of the Property which includes the West Yard. As such, Siderius must seek the consent of Parks Canada for any development or alterations which would otherwise be prohibited by the RC Agreement.

We are advised of the following in respect of each of the restrictive covenants and positive covenants noted above:

<u>Restriction</u>	<u>Impact on Application</u>
(a) No alteration to stone wall or iron works	The Application seeks to remove a four metre (appx.) portion of the stone wall and iron works at the south-west corner of the West Yard to permit the installation of a pedestrian pathway to provide another point of access to the West Yard as a public park. Siderius has written to Parks Canada to seek its input/approval for this change in anticipation of the site plan application for the West Yard. The remainder of the wall and iron works will undergo restoration in accordance with applicable laws and guidelines.
(b) No destruction or repositioning of grass terraces	The Application provides for the continued existence of existing terraces and stairs, except where the grading must be altered to accommodate the pedestrian path running along the western boundary of the West Yard and for underground project and City services. The remainder of the terraces will be refurbished and the subject of minor modifications. Siderius has written to Parks Canada to seek its input/approval for this change in anticipation of the site plan application for the West Yard.
(c) Do not construct buildings south of the southern façade of the former Warden's Residence	The Application does not conflict with this restriction, as no buildings are proposed to be constructed south of that limit.

<u>Positive Covenant</u>	<u>Impact on Application</u>
(a) Protect mature trees and archaeological resources	Mature trees are being preserved or, where limited removal is required due to poor tree condition or due to construction, trees will be grafted or replaced, all to the satisfaction of Parks Canada and the City. Stages 1-4 Archaeological Assessment Reports have been completed and have been entered into the Ontario Public Register Archeological Reports by the Province of Ontario.
(b, c) Follow guidelines to ensure changes and ongoing maintenance are respectful to the historic significance of the West Yard	Siderius has written to Parks Canada to seek its input/approval of the proposed works on the West Yard.

Other Comments

Earlier submissions of the Application and supporting materials indicated another restrictive covenant agreement registered against title to the Property as Instrument No. FC46927 on September 24, 2007. This instrument was expressly deleted from title by Instrument No. FC254721 registered on January 12, 2018, and therefore is no longer binding on the Property or its owner.

We have been advised that information in earlier submissions of the Application indicated a restriction upon site lines and westward facing windows. We are not aware of the source of such statements, and there is nothing registered against title to the Property which would have such an effect.”¹

SCHEDULE “B”

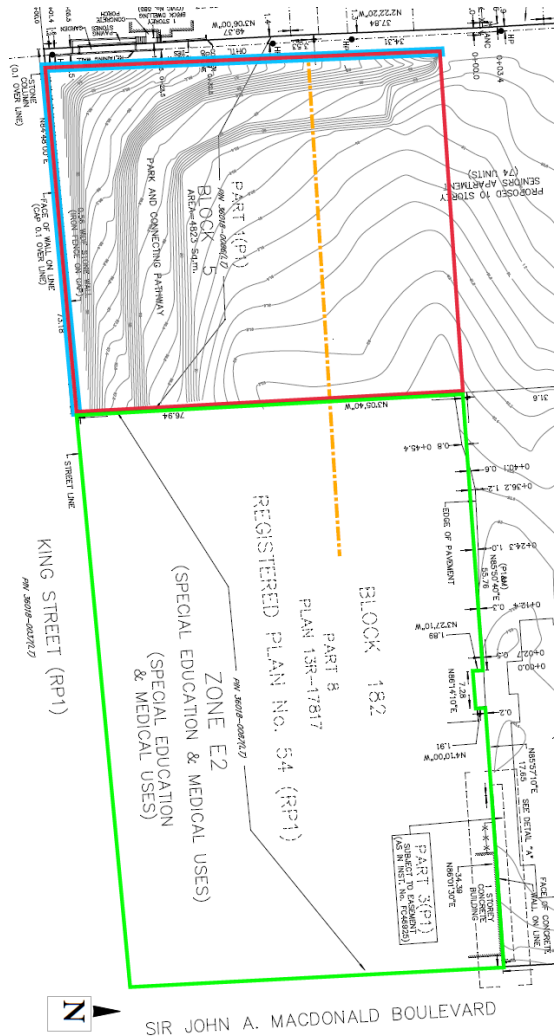
Red = “West Yard”

Green = “East Yard”

Blue = Stone wall and iron works

Orange = Extension of south façade of former Warden’s Residence

Figure 5. Exhibit B As an aide to interpreting the Restrictive Covenants and visualizing the lands at issue, attached hereto as Schedule “B” is a diagram approximately outlining the West Yard (red), the East Yard (green), the location of the stone walls and iron works (blue) and the east-west line formed by extending westward from the southern façade of the former Warden’s Residence (orange).



¹ Memorandum Restrictive Covenant affecting 40 Sir John A. Macdonald Blvd., Kingston September 12, 2022 From Soloway Wright Lawyers to Siderius Development Ltd. SW File: 52564-1007

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 Kingston City Council and are used to assess applications under the Ontario Heritage Act as well as federally designated historic places.

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

Conservation involves all actions or processes that are aimed at safeguarding the character-defining elements of a historic place so as to retain its heritage value and extend its physical life. This may involve Preservation, Restoration and/or Rehabilitation,

Preservation involves protecting, maintaining, and stabilizing the existing form, material and integrity of a historic place or individual component, while protecting its heritage value. Preservation can include both short-term and interim measures to protect or stabilize the place, as well as long-term actions to stave off deterioration or prevent damage. In archaeological sites, Preservation can consist of creating or maintaining a stable environment for the character-defining elements to extend their physical life.

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.

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.

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

FHBRO HERITAGE CHARACTER STATEMENT Number 01-041 Kingston, Ontario

Administration Building/Cellblock Street Address DFRP No. 30917

The Administration Building/Cellblock of the Former Women’s Prison was constructed between 1925 and 1934. The architectural staff of the Department of Justice designed it. Additions to the Cellblock wing were constructed in 1966 (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. The building is currently vacant. Correctional Services Canada is the custodian. See FHBRO Building Report 01-041.

Reasons for Designation

The Administration/Cellblock building has been designated Recognized because of its important historical associations, its architectural significance, and its environmental merit.

The Administration/Cellblock of the Former Prison for Women is one of the best buildings to illustrate the theme of women in the federal criminal justice system. The complex is representative of the first self-

contained institution to house women prisoners outside Kingston Penitentiary. In 1994, disturbances at the facility led to the creation of a commission of inquiry whose recommendations have had a profound impact on the Canadian penal system. The building is also directly associated with the appointment of the first female warden in Canada, as well as the promotion of women in important roles as correctional services employees.

The Administration building is a good example of the Edwardian Classicism, and it and the attached cellblock demonstrate a skilled level of masonry material and artisanship. The Cellblock's interior functional design represents a different approach to the accommodation of female inmate services and living accommodations in the same building.

The Administration building reinforces the institutional character of the area which also includes the Kingston Penitentiary, and it is a familiar landmark within the City of Kingston.

Character Defining Elements

The heritage character of the Administration/Cellblock building resides in the following character-defining elements:

As an illustration of the theme of women in the federal criminal justice system: The cellblock's functional design and interior layout consists of programming and support spaces on the lower levels and cellblocks based on the traditional internal cellular arrangement on the upper levels. Similar in its arrangement to the men's facilities of the period, it reflects typical attitudes to the incarceration of women in the early 20th century.

The Administration building

The Administration Building is a good example of Edwardian Classicism, displaying the characteristics and detailing typical of the style in elements such as the central entrance portico, the cupola, the Palladian window, and the central pavilion. The Administration Building is also characterized by a high level of craftsmanship and materials evidenced in the execution of the Administration Building's, as well as good quality sheet metal work on the cupola roof and finial.

Its spatial relationship with its immediate context:

The Administration Building reinforces the institutional character of the area and is a familiar landmark within the larger area of the city of Kingston.

1.3.2 City of Kingston Policy

The Former Prison for Women Designation under Part IV of the Ontario Heritage Act By-Law Number 2007-167

The City of Kingston designated the property in 2007, under Part IV of the Ontario Heritage Act through By-Law Number 2007-167. The by-law 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:

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.

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

The King Street West Heritage Character Area, shown on Schedule 9, (Figure: 1) 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, 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 50)

The City of Kingston Official Plan 7.3.D.3, Portsmouth Village and Portsmouth Olympic Harbour Heritage 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 village's eastern boundary was half a block east of Sir John A. Macdonald Boulevard.

The area was 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 workers, 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,
- e. Providing for maximum views of the harbour and compatibility with existing development.

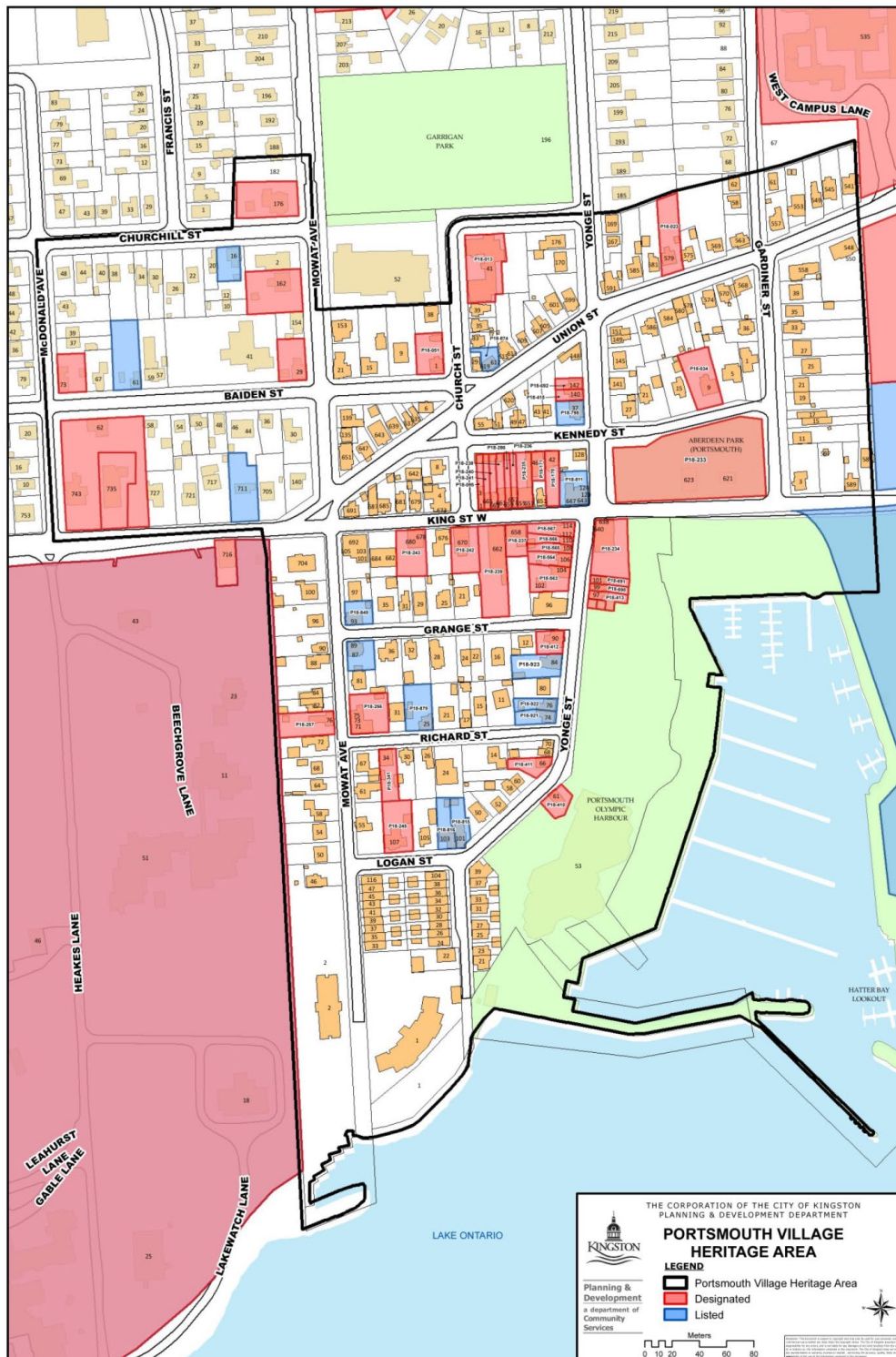


Figure 6: 2003 proposed Portsmouth Village Heritage Conservation Area. Note the campus walk lane along the edge of the West Yard. Source: City of Kingston



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





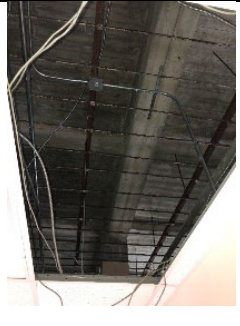


			
Environmental challenges with building materials.	Cell block constructed of steel and poured concrete.	Basement windows elevated from floor.	Mezzanine floor is a feature of the Cell Block.
			
Wire mesh & concrete wall construction.	Poured concrete ceilings and interior steel cage.	Lead paint throughout interior of building	Concrete walled central Utility corridor

Figure 8: Interior views illustrating the condition of the interior including structural and environmental concerns that compromise attempts to incorporate these attributes as part of the conversion. Source: Siderius Development 2022.



Figure 9: Interior view of the Cell Block Wing. Source: Freakphotography.com

1.4 Jurisdictional and Regulatory

Regulatory impacts can occur from the application of any relevant legislation and bylaws, at both the local and provincial levels, including such issues as accessibility, building life safety, environmental design and building envelope. The following are listed here and will be addressed part of the development design stage. Building envelope issues may include such things as:

- Increased thermal insulation is thought to be integral to making buildings function responsibly into the future, and includes thermal insulation masonry and wood frame structures
- Metal and wood windows are challenged by contemporary insulating performance standards
- Heritage roof assemblies may not meet contemporary insulation, snow loads and ventilation standards
- Masonry foundations may not be up to current standards guarding against water ingress or current insulation standards

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 as 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 intricately linked to the penitentiary lands and their historical associations with the Correctional Services of Canada. The following chronology outlines that association as it evolved.

2.1.1 Phase 1 Development 1780 – 1866

The Prison for Women is located within the southwestern quarter of Farm Lot 20 in Concession I of the Township of Kingston, the lot I situated west of the original Kingston town plot. The area was first surveyed to accommodate the arrival of the Loyalists in the early 1780s. The Crown granted Lot 20 into 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.

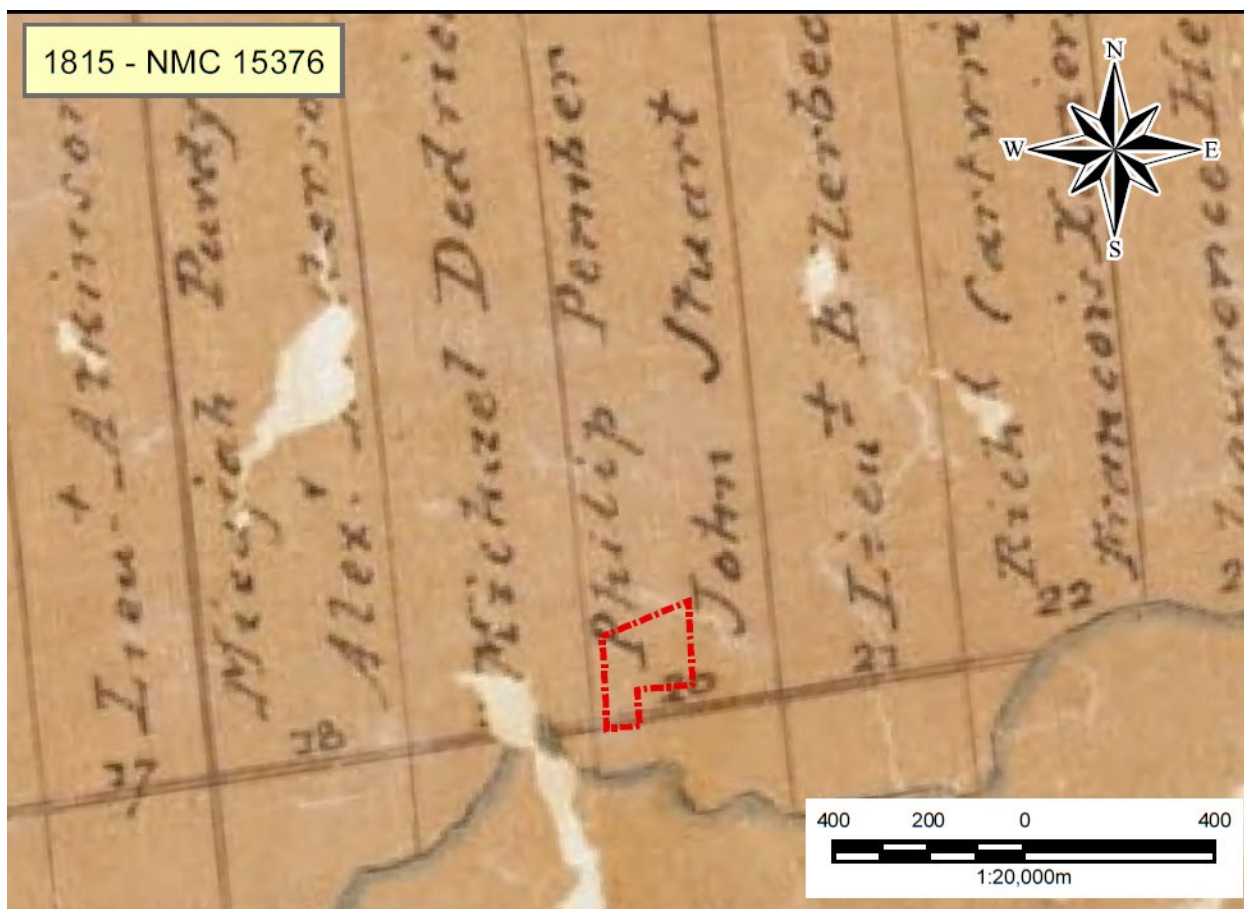


Figure 10: An 1815 map of the area does not indicate any structures within the subject property. The portion of lot 20 to be developed as the Prison for Women is shown in red. National Maps Collection 15376.

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, 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 11: A 1911 view of the penitentiary quarry located in Garrigan Park Portsmouth, which 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.

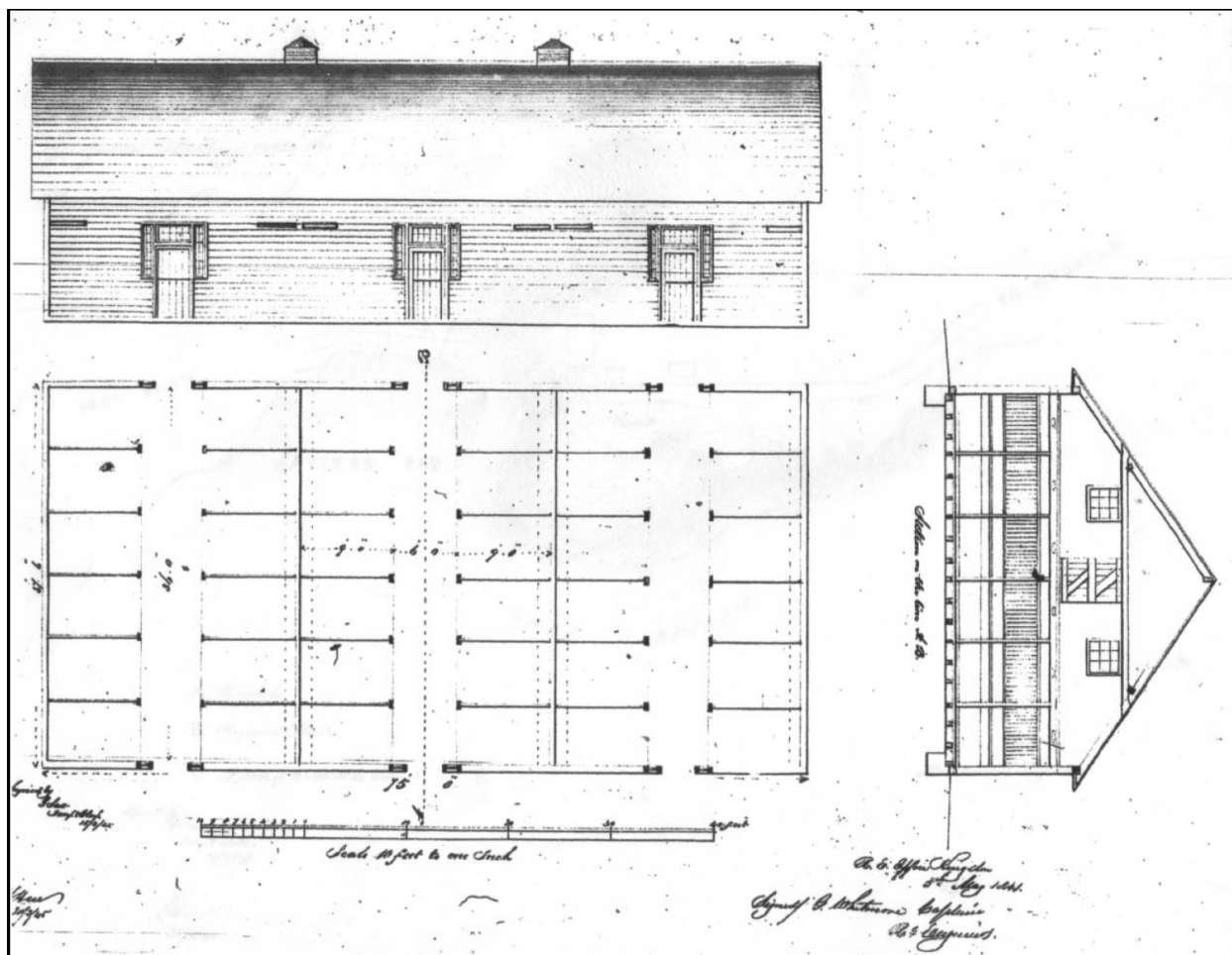


Figure 12: 1841 plan of the stable. The stable was demolished with the construction of Warden's gardens. Stage 3 Archaeology located the stable within the West Yard.

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.

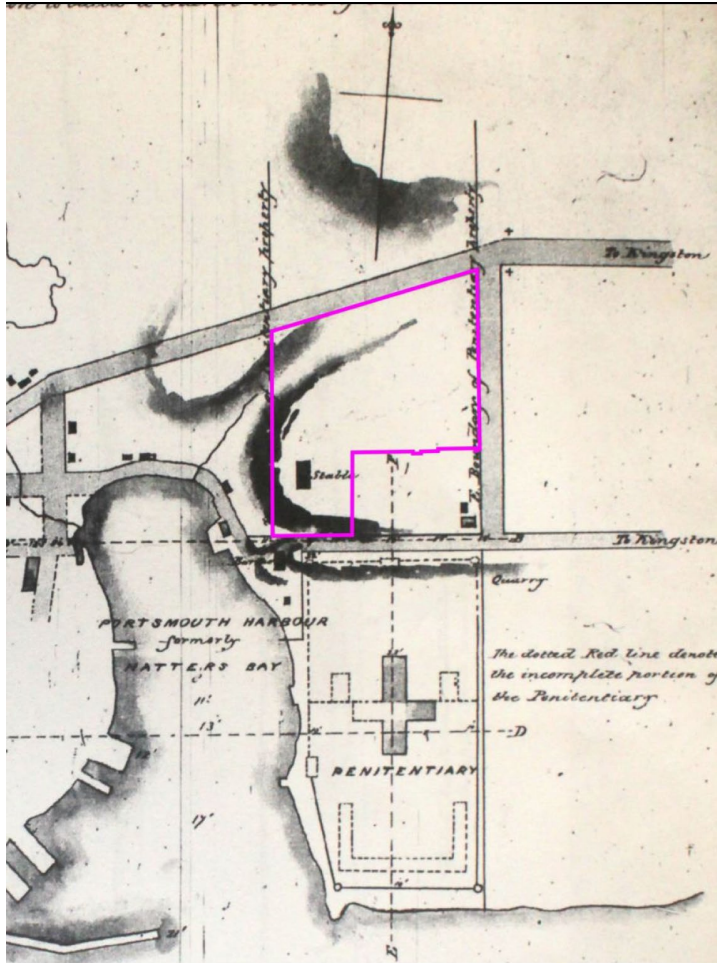


Figure 13: A portion of an 1843 map of the property (highlighted in pink) indicates the location of the stable. King Street takes a dog's leg just past the property. This portion of the Harbour was filled in and the road taken straight through following the dotted line. It was c1878 that fill material 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.

2.1.2 Phase 2 Development 1867 -1924

The Phase 2 development of the subject property and surrounding area began 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.

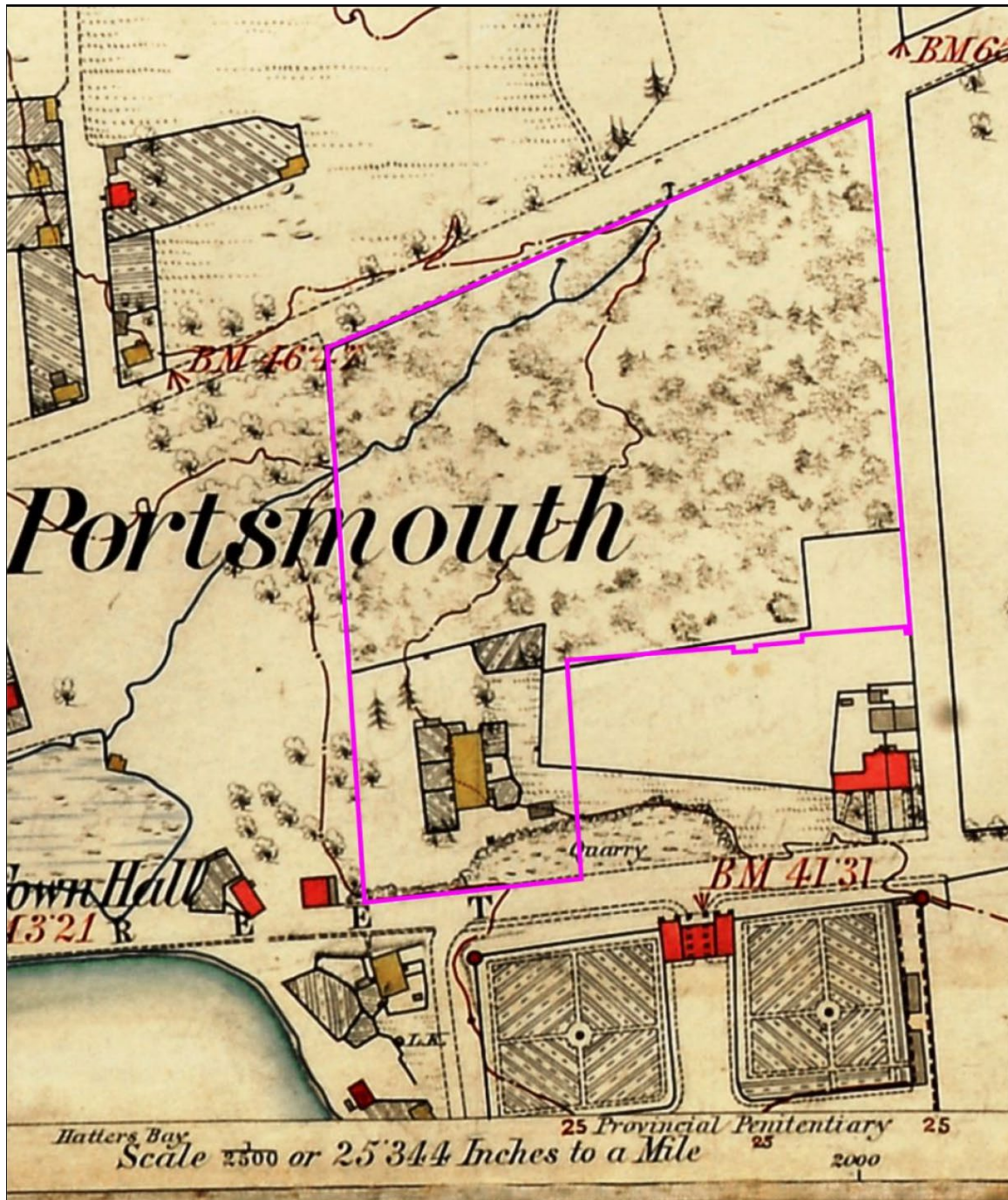


Figure 14: A section of the 1868 Ordinance Plan of Kingston, with the subject property outlined in pink. A small structure located at the northwest corner of the yards may be a representation of the forge shed for the Kings Dragoon Guards. The face of the bluff that was to become the terraced garden 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

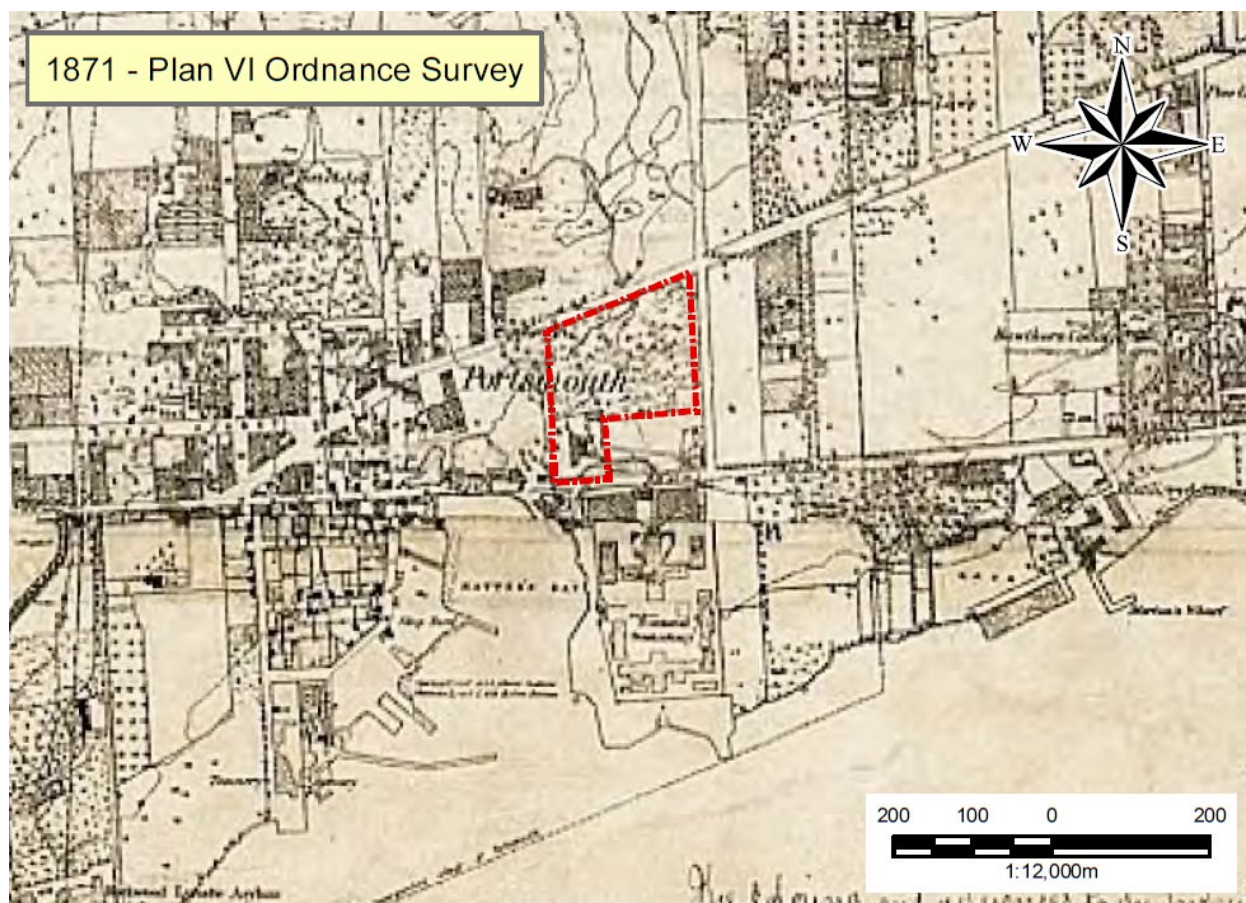


Figure 15: an 1871 Ordnance Survey Illustrates the extent that the surrounding lands have been developed. Except for a structure in the West Yard, the prison lands are undeveloped

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; 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 3) suggests that the land was under cultivation with a high fence around it suggesting it was a prison garden with inmates providing labour.



Figure 16: 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. Although partially blocked by vegetation the cupola and roof of the Prison is on the right. Source Google images.

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

2.1.3 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 a year and a half.



Figure 17: The Women's Prison; note the wall on the right-hand side that blocked all views into the prison yard. It is positioned with the east façade slightly proud. Source: J. 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 18: South Elevation. Note the lamp standard in the foreground. This standard was a design feature of the c.1900 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.



Figure 19: two views of sections of the perimeter wall. The section next to the power plant will be retained. Source Fotenn



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 3) 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 2018, 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 20: 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 21: Aerial view 1966. Source: Kingston Kmaps



Figure 22: 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 frontage (Figure 13).

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 plantings, 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 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 include 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 trace 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 23: An 1891 view of the path system with the large flagpole the harbour in the background can be seen.



Figure 24: Looking south with the large swing.



Figure 25: Lawn and gardens 1891.



Figure 26: Summerhouse gazebo 1891.



Figure 27: A view of the summerhouse 1891



Figure 28: Lawn tennis.



Figure 30: A view of the earthwork's profile showing the extent of grade change and introduction of new materials. Source Stage 3 Archaeological Report.

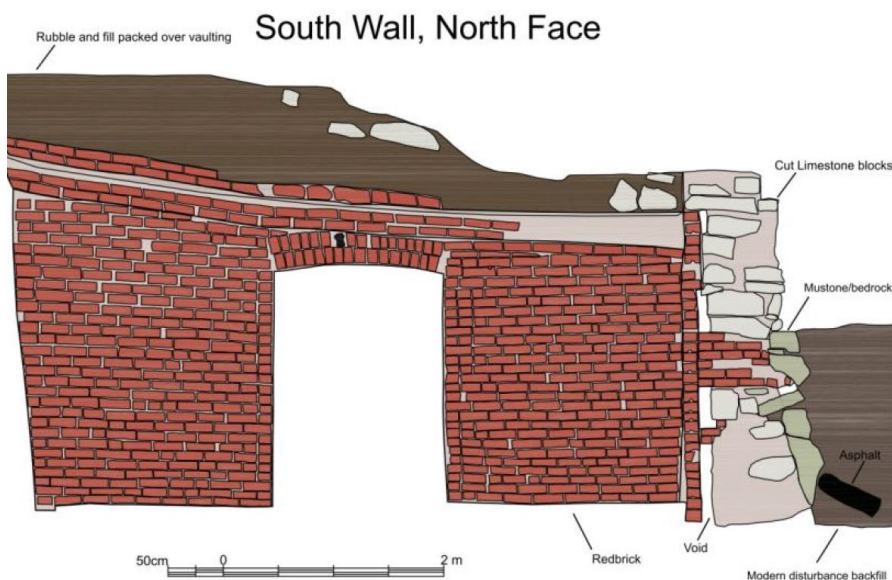


Figure 31: Stage IV Archaeological record of one of the structures located in the West Yard. Source: Abacus Archaeological Services

Stage 1- 4 Archaeological Assessments

Abacus Archaeological Services completed the archaeological assessments 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.

3.0 ASSESSMENT & HERITAGE GUIDELINES,

3.1 Assessment of Significance and Heritage Merit

Prior to considering the specifics of the Union Park redevelopment proposal, an assessment of significance and heritage merit summarizes the various contributing attributes identified in FHRBO Statements, the Part IV OHA Act - Reasons for Designation, and the City of Kingston Official Plan. The listing is not exhaustive but does represent attributes defined in legislation that could be impacted through neglect or in the process of redevelopment. Each of the categories is broken down into a listing of contributing attributes and then judged to have **associative, contextual, and/or architectural value**. Site specific and overarching heritage guidelines are then established consolidated and expanded on to addresses categories and their listed attributes such that the resulting comprehensive guidelines can be used to assess the redevelopment of the site as a complex heritage resource.


The following table lists cultural heritage categories that define and/or have influence on the character of the former Prison for Women and surrounding property. Each of the categories are further broken down in a listing of the contributing attributes. A Value is then determined to be either high, medium, or low.

CATEGORIES DEFINING/IMPACT THE FORMER P4W	LISTING OF CONTRIBUTING ATTRIBUTES ,	VALUE		
		High	Med.	Low
3.1.1.Familiar landmarks	recognizable landmark in the City of Kingston and throughout Canada			
Cupula and Macdonald Blvd. façade of the Administration Building & the landscaped lawn.	Used extensively in news clips and referenced notorious prisoners residing at the P4W (Carla Homolka)	High contextual, associative & Architectural value		
King Street West Heritage Corridor including: West Yard, Terracing & Masonry retaining wall, mature apple trees; archaeological remains, Warden's Residence, Remnants of prison wall,	The City of Kingston Official Plan 7.3.D.2, King Street West Heritage Corridor Character Area Important cultural heritage streetscape linking Portsmouth Harbour & Old Sydenham HCD. marked by mature trees, wide boulevards and Prison Complex Precinct includes the West Yard, Wardens Residence and Kingston Penitentiary & Former Prison for Women; Proximity to Kingston Pen. reinforces institutional role the West Yard fronting onto King Street West included as part of the Kingston Penitentiary National Historic Site of Canada that contains the neighbouring "Warden's House" Commanding views from the West Yard overlooking the	Contextual		

	<i>Kingston Penitentiary, the Harbour and Lake Ontario.</i>	
<i>Kingston Penitentiary</i>	<i>National Historic Site Kingston Penitentiary fronting onto King Street serving as the focal attribute in this cultural landscape. The designation also includes the former Warden's residence and west Yard property.</i>	<i>High associative value</i>
<i>Landscape features including Masonry/iron retaining wall terraced landscape along King Street and remnant orchard.</i>	<i>Sophistication of the overall plan, including the leisure zone of the West yard Boundary fence(an iron railing set on a stone masonry wall) Open grassed areas atop well-defined terraced embankments Existing plant material, including remnants of orchard (apple tree) Known and potential archaeological resources Key views to and from the site Position of the residence above the penitentiary prominence of the residence on the site and within the community. FHRBO report</i>	<i>High Architectural, & Landscape Value Medium contextual value</i>
<i>Portsmouth Village & Harbour Heritage Character Area</i>	<i>The City of Kingston Official Plan 7.3.D.3, Portsmouth Village and Portsmouth Olympic Harbour Heritage Character Area The built heritage attributes, narrow lane ways, distinctive streetscape, village square at the intersection of King and Yonge Streets, deep harbour, large wharves, and docks</i>	<i>High Contextual & Medium Associative Value City's intent/goals for Heritage character corridor includes a mid-block link between Union and King Streets, renewal of the West Yard grounds, landscape interpretive plan</i>
3.1.2. Key Views and Viewscapes	Defined views & visual relationships essential part of placemaking including dynamic views & statutory views	<i>High contextual value</i>
<i>Views identified in the Part IV OHA Designation, FHRBO 'Recognized' SOS, City of Kingston OP.</i>	<i>Viewshed of the South façade from Sir John A. View from the harbour looking north to the Cupula View from West Yard overlooking the Kingston Pen and the Harbour Visual relationship between the Warden's Residence, the Kingston Penitentiary and the Prison for Women is important to understanding the evolution of the sites. OP identified protected views at the terminus of Sir John A Macdonald Boulevard (towards Lake Ontario) and a view over</i>	<i>These defined views & visual relationships are an essential part of placemaking. They are explored more fully in section 3.1.2</i>

	<i>Portsmouth Harbour from King Street.</i>	
3.1.3 Site Layout	<i>As-found records of the existing grounds present partially demolished perimeter walls, mature but isolated trees and eroding terrace, with a significant but unmanaged buffer zone extending west of the remaining section of perimeter wall. In spite of its status as a NHS the adjacent Warden's Residence appears as a neglected landscape and parking lot.</i>	<i>High Architectural & Associative value</i> <i>Low Contextual Value</i> <i>a derelict landscape, with remnant features</i>
3.1.4. Administration Building C18/Cellblock C16 & Annex Building	Federally' Recognized'; Designated under Part IV OHA The Annex is not included in either of the designations	
<i>Overall Massing and Form</i> <i>Edwardian Classicism</i>	<i>Its function as a recognizable landmark in the City of Kingston and throughout Canada.</i> <i>Symmetry & Repetition of architectural details, distinctive windows</i> <i>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.</i> <i>The use of the Auburn Penitentiary style cellblock reflects a desire to alter social behavior via architecture.</i>	<i>High Architectural Value</i> <i>Negative impacts:</i> <i>replacement of the original windows,</i> <i>the creation of new exits through the basement walls,</i> <i>the loss of the original stone compound wall, and significant changes to the circulation patterns.</i> <i>Some question if Auburn Penitentiary system is a significant contributing attribute.</i>
Administration Building C18 - Architectural Design & Materiality	Specific Architectural details associated with the C-18 Administration Building, including:	<i>High Architectural, Associative & Contextual value</i>
	<i>sophisticated classical architectural styling with the principal façade broken into seven bays,</i> <i>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,</i> <i>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.</i> <i>distinctive fenestration which includes a modified Palladian</i>	<i>Listing is taken from Designation Statement of Significance Part IV OHA</i>

	<p>window and a three-part window formed of narrow slides flanking a central window in the central bay of the principal façade and</p> <p>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.</p> <p>its slightly projecting pedimented central entrance bay</p>	
C16 Cellblock Architectural Design & Materiality	Architectural details associated with C-16 Cellblock,	High Architectural, Associative & Contextual value
	<p>its classical style of architecture, divided by fifteen bays with a three-bay rear wall,</p> <p>its shallow pitched copper-covered hipped roof,</p> <p>its symmetrical arrangement and distinctive treatment of windows which includes the use of semicircular arched windows with keystones,</p> <p>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</p> <p>a stone chimney on the north slope of the roof.</p>	<p>Cellblock design with double height vertical windows reflect the relationship between exterior façade and the cell block design on the interior. Double height interior with 4th floor Mezzanine.</p> <p>Potential to incorporate some of the prison fixturing on the rear wall such as iron bars on windows</p> <p>Interior features are deteriorated and in poor condition.</p>
Range/Cell Block Interior	<p>Auburn Penitentiary style cellblock cellblock's functional design and interior layout Interior layout with terraced range</p> <p>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,</p>	<p>Interior features are deteriorated and in poor condition. Many of the features are specific to incarceration with negative connotations.</p> <p>Many of the features are specific to incarceration with negative connotations. Potential to be introduced as artifacts/relics. Functional interpretation very difficult</p> <p>Some question of the validity & importance of</p>

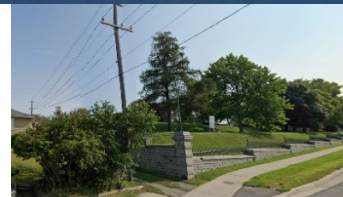
		<i>the Auburn System.</i>
Annex Building 1981 Addition	<i>The existing 3 storey Building not included in the FHBRO Heritage Character Statement as a heritage character defining element</i>	<i>Low architectural Value, Medium contextual value, Acknowledged to be generally “in keeping” with the original building in scale and treatment. Fenestration and siting are considered negative features.</i>
3.1.5 Adaptive Re-use of the Prison for Women	<i>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.</i>	
3.1.6. Associative Attributes & Intangible defining features	<i>Incarceration of women through the criminal justice system in Canada holds a rich and dark associative history linked to the lives of the inmates, staff, and the community. It is part of a cultural heritage landscape documenting the story of prison life within Kingston.</i>	<i>High Associative and Contextual Values</i>
 <p><i>Lieutenant Commander Isabel Macneill, 1st female commanding officer of the HMCS Conestoga & 1st female prison superintendent in Canada.</i></p>	<p><i>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. Theme: Women in criminal justice system alter social behavior via architecture representative of the first self-contained institution to house women prisoners outside Kingston Penitentiary. The first female warden in Canada, Isabel Macneill The Administration Building's Edwardian Classical style and its proximity to the Kingston Penitentiary reinforce its institutional role. A familiar landmark within the larger area of the city of Kingston. Artifacts associated with penal system include exterior prison walls, cell blocks, steel bars and barriers. Early example of land reclamation with the conversion of the quarry along Queen Street W to the West Yard terraced garden.</i></p>	<p><i>Proximity to the prison Museum next door in the former Warden's Residence</i></p> <p><i>Need for meaningful National attention and interpretation</i></p>
3.1.8. Archaeology	<p><i>See Section for discussion</i></p> <p><i>The reclamation of the quarry Along King St. W is a significant part of the penal community story.</i></p>	<i>High Associative Value</i> <i>Important interpretive features documented</i>



View 1. from Harbour north



View 2. Harbour from King Street



View 3. King St. wall of West Yard



View 4: The West Yard -south-north



View 5: from terminus of Sir John A.



View 6: portico of Kingston Pen.



Views 7. from Sir John A. - north



Views 8. from Sir John A. -



Views 9. from Sir John A. - south

Figure 32: Key Views identified and defined in 3.1.2 of the attribute table. Source: Siderius

3.2 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 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 guideline.

3.3 Heritage Guidelines

Based on information in Section 3.1 Assessment of Significance and Heritage Merit the legislated attributes contributing to heritage analysis of the site and its context includes identified structures and cultural landscapes that are associated with visual, architectural, associative, and contextual values related to the Prison for Women as a landmark. The guidelines are intended to provide direction in terms of how to best conserve the heritage attributes with the least negative impact and to seek out mitigation and alternatives including options such as commemoration, salvage, or documentation.

Applicable standards for this application will be more detailed in determining impact in Section II when assessing the Block plans for the Rezoning and Site Plan Control applications. The approach includes:

- Standard 1(a): Conserve the heritage value of a historic place. Do not remove, replace, or substantially alter its intact or repairable character-defining elements. Do not move a part of a 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.

3.3.1 Familiar Landmarks Guidelines

Familiar landmarks are features with contextual and high associative value that contribute to Union Park Kingston and its role as part of a family of features that make up the prison precinct. They are not necessarily the direct responsibility of Union Park; however, the heritage value of the former Prison for Women depends in part on its visible presence as a "familiar landmark."

What we see today is dramatically different from the facility's appearance as a prison. The prison walls and collection of ancillary structures concealed the overall form; all but the east façade of the Administration Building was screened from the public realm. The demolition of most of the perimeter wall has created a pavilion in the landscape.

- *Conserving some remaining portions of the perimeter wall and incorporating plantings to reflect its historic position would be appropriate as part of an interpretive plan.*
- *Introducing new development around the perimeter of the Administration Building and Cellblock to evoke the original enclosure would also support the sense of enclosure and be appropriate as part of an interpretation plan.*

3.3.2 Key Views and Viewscapes Guidelines

The Reasons for Designation as prescribed Federally, Provincially and within the Official Plan identify 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.”*

Defining, protecting, and enhancing) views is a key part of the strategy guiding the overall design/rehabilitation of the landscape and the placement of new features. These key views as well as design supported views will assist in the process of assessing the impact of the proposed development as discussed in 5.3.

The Prison for Women traditionally was defined as a building in a compound landscape surrounded by a high wall, minimum egress, and restricted visual opportunities.

- *Exploiting the opportunity to view the form and architecture of the former Prison for Women “in the round” with new development set back is a key part of the strategy guiding spatial separation and the site porosity.*

3.3.3 Site Layout Guidelines

Any planned redevelopment should be guided by retaining landscape features such as the remaining sections of the perimeter wall, the mature plantings on the east lawn in front of the Administration Building and mature trees throughout the property (particularly the original apple trees). These features provide a positive means of retaining heritage character and if at all possible, the two remaining apple trees that are in good condition should be maintained.

Standard 1(a): Conserve the heritage value of an historic place. Do not remove, replace, or substantially alter this guideline encourages the retention of the mature tree as possible. They evoke a sense of established history. Of particular note are the apple trees, which are located in Figure 47. Before removing these trees, in any new plans an attempt should be made to accommodate their preservation. Alternatively, a program of replacement with grafted saplings using cuttings from the apple trees.

- *The existing drainage gutter at the base of the wall around the perimeter of the building, with its pedestrian crossovers is an important landscape feature both functionally and visually. The interpretation of this feature will ensure the integrity of the historical relationship between the building and the landscaping of the entry courtyard. FHBO 1991.03.20*

- Multiple access points and continuous pedestrian links through the site to maximize the porosity of the site are all non traditional approaches but provide mitigation and address the City OP (Section 7.3.D.2) as part of the King Street West cultural landscape objectives.
- The traditional access into the prison yard was from the south. Visually this link should be interpreted as a landscape feature and potential focus of an exhibit.
- The City OP (Sections 7.3.D.2 and 7.3.D.3) and the Portsmouth community have expressed interest in a midblock access between King Street west and Union Street which potentially could impact the national significance of the West Yard, including the stone and iron fence along King Street West. The guideline will look at how to best conserve the wall and provide access from the buffer lands at the west side of the property.
- The reclamation of the original limestone quarry used to supply stone for construction of the Kingston Penitentiary and the creation of a terraced landscape and garden offers an interpretive theme as an archaeological feature.
- The lands formerly described as the gully running between the perimeter wall and the rear yards of homes is approximately 7.5m between the wall and the rear property line to the west and should be retained with additional native species planted to serve as a screen and to provide a wildlife corridor running from Union Street south to King St. west.

3.1.4 Massing and Form Guidelines



Figure 33: Exterior Elevations of the Prison for Women Administration Building 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.

The heritage value of the existing Prison for Women is defined by the Edwardian Classical architectural style, massing, and form of the Administrative Building and Cell Block. 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 guideline supports a strategy where the exterior façade of both Administration Building and the Cellblock is being preserved, and fully rehabilitated in accordance with Standards and Guidelines.*
- *The existing three storey Annex 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. The annex serves as an example of hierarchy of forms with scale, finishes and massing guiding future planning options.*

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 metres ASL.) This height establishes the essential scale that is part of the heritage character of this recognizable Kingston landmark. It also alludes to the height of the perimeter walls that have been removed.

- *It is recommended that the height serve as a guideline for potential new development having a podium 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 concept of podia is to help ‘ground’ taller structures adjacent to lower built-form and to create a more human-scale environment relative to the typical eave height of P4W is site-specific and integrative. The proportional analysis of P4W (Base, Stringcourse, Cornice) and the use of these ratios in establishing the placement of feature elements at the facades of any new buildings allows for general coherence across the site.*
- *It is recommended that for any new building grid be set at a repeating 10’- 15’, like the existing Administration Building and the Cell Block with a strong vertical expression for the fenestration.*

These recommendations are designed to ensure that any 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).

- *It is recommended that significant massing element such as the verticality of fenestration and its repetition, which reflects the scale of the Prison for Women be incorporated to demonstrate 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.)*

3.1.5 Architectural Design and Materiality Guidelines



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 prominent use of local limestone (with glazed areas as contrast) will establish compatibility between old and new elements.

3.1.6 Adaptive Re-use of the Prison for Women Guidelines

In a Rehabilitation project, alterations to the historic place may be needed to ensure its continued use and economic viability.

- In adapting the Prison for re-use the physical altering of the stone clad prison building itself, particularly with respect to features added such as changing openings and the lengthening of original window openings needs to be considered carefully.
- From a rehabilitation standpoint in the cell block, the height of the third floor and mezzanine can accommodate two floors of living space. Standards and Guidelines for the Conservation of Historic Places in Canada 4.3.5 – 21: **does not Recommend** “Inserting new floors... that cut across windows openings, changing the interior and exterior appearance of the building...” so this intervention will have to be carefully considered and planned to be acceptable.
- It is recommended if basement windows are being lowered it should be done by extending their length by the same amount for every window. If the grade does not allow this, then extending groupings of windows to the same length to maintain symmetry.
- All of the original windows were replaced in the 1980’s. It is recommended that research be carried out to determine the appearance of the original fenestration.

3.1.7 Associative History Guidelines

- In keeping with the Standards and Guidelines, thorough documentation will be required both prior to the start of the work, to record existing, as-found conditions, as well as throughout the design and construction process, in order to maintain an accurate record of intervention.
- All areas of the building, and in particular, the interior of the Cellblocks need to be documented in the form of high-resolution photography. As far as documenting as-found conditions, a high-resolution colour laser scanning for the interior of the Cellblock prior to any demolition or alteration to the heritage resource. A separate, detailed laser scan of architectural attributes identified in the designation should also be undertaken.

3.1.8 Archaeology Guidelines See Section 2.3

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.

The condition of the archaeological survey within the West Yard as part of the Restrictive Covenant (2007) has been noted. There are also several other guidelines coming out of the 2006 Parks Canada report (2006-08-11) on the Warden’s House/West Yard property. These are quoted below:

“Any developments, such as a new building, should be confined to the northern edge of the West Yard, and be set well back from the front (south) façade of the former Warden’s Residence. Efforts should be made to protect the mature apple tree on the West Yard, itself a signature feature of the earlier orchard, and the known and potential archaeological resources, notably the traces of the former summerhouse and pathways.”

- *The preservation of the apple tree is discussed in Block 5 Design Intent and the placement of the new development north of the West Yard relative to the façade of the Warden’s Residence, is considered in the Design intent for Block 3.*
- *In considering further development that would affect the former Warden’s residence property and the West Yard, specifically, key heritage values should be safeguarded including between the prison and the Warden’s residence.*
- *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. It is recommended the addition of new structures should recognize the site’s hierarchy.*

4.0 ADOPTION OF GUIDELINES & IMPLEMENTATION PLAN

4.1. A Heritage Easement Agreement

A strategy is typically begun prior to work starting on a project so it can be used to guide and inform development campaigns. In the case of Union Park Kingston, the strategy has been undertaken while the project is advancing, requiring that the development program and the strategy be compared – so that alternate designs or mitigations can be considered if current projects are determined to have adverse effects on the baseline established for the site. For this reason, the report has been divided into two sections.

- **Section I: Heritage Conservation Strategy** that speaks to the as-found attributes within an overall strategy and does not consider the specifics of the Union Park development proposals; and,
- **Section II: Union Park Kingston Redevelopment** considers the block specific proposals and compares them to the attributes and aspects first identified/described in Section I.

Once the strategy for the Park is complete, a **Heritage Easement Agreement** endorsed by both the city, and the developer(s) will set out the requirements for maintaining the specific heritage features, attributes, and resources of significance at Union Park. This will involve statutory considerations under the Ontario Heritage Act replacing the Part IV designation and positioning the **Heritage Conservation Strategy** as an appending document providing guidance to future heritage approvals. It will also be used to inform site specific policies in the Official Plan.

4.2 HIS/A(s) for Block Developments and Heritage Approvals

The Strategy provides a heritage framework to guide the comprehensive conceptual planning of the site and the development proposals for each Block. As a general statement, the actual points of division between the Heritage Conservation Strategy and the future HISs tend to overlap with the latter examining matters at a ‘finer grain’ and the former addressing options such as, documentation commemoration, salvage, and compatibility. Any interventions being proposed as part of the site plan design submission which involves the heritage character of the site would be subject to guidance and direction within the Strategy Report whereas the individual HISs will focus on a finer grain impact analysis and where necessary appropriate mitigation and alternatives.

Future HISs will be brought forward as part of detailed site plan submissions and provide independent professional analysis of the proposal(s) against the accepted heritage conservation principles, including the guidelines and key heritage considerations established in the Heritage Conservation Strategy.

As a component of the overall master planning of Union Park Kingston, Siderius Developments Ltd. (“Siderius”) is committed to provide a Heritage Conservation Strategy to guide the new development planned for Union Park Kingston, a property featuring the recognizable Kingston landmark - the Prison for Women. Along with the Strategy, a HIS will be part of the specific Site Plan Control Application for each of the development blocks, in accordance with the City of Kingston's requirements.

4.3. Proposed Site-Specific Policies in the Official Plan

For the area identified on Schedule 3-D of this Plan and as SSP Number __, the following policies apply:

1. The lands identified as Residential on Schedule 3-A and identified on Schedule 3-D as Area XX located at the southwest corner of Sir John A MacDonald Boulevard and Union Street and municipally known as 40 Sir John A MacDonald Boulevard, are intended to be developed as 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 lands are suitable to accommodate a mix of uses and mid-rise and high-rise buildings to support expansive open space and a friendly pedestrian environment.

The history of the site and heritage designation are intended to be considered, celebrated, respected, and complemented by new development. It is the intent that the lands be developed in accordance with the Residential policies of this Plan and the following specific policies:

- a. Integrate a mix of residential, commercial, and open space uses;
- b. Buildings should be set back from the street frontages and separated on-site to ensure identified heritage views are protected within the site, from Sir John A MacDonald Boulevard, Union Street, King Street West, the West Yard, and Portsmouth Olympic Harbour;
- c. Integrate open space between the rehabilitated Prison for Women and new buildings on the subject site through well designed yards and landscaped areas, pedestrian pathways, terraces/patios, and similar public realm uses;
- d. To the extent possible, parking should be provided in underground parking garages to ensure the maximum open space. It is recognized that some surface parking is desirable and necessary to serve the buildings on-site and that underground parking provides challenges related to cost, access, and layout. Each of these factors should be considered in the context of the entire site design and functionality;
- e. Maximize the building separation between the rehabilitated Prison for Women and new buildings, considering setbacks from Sir John A MacDonald Boulevard and Union Street, as well as emphasis on-site open space, landscaped areas, and provisions for entrances, lanes, surface parking and other functional requirements;
- f. Ensure visual compatibility between new and existing buildings on the site. Buildings should incorporate a strong podium like feature, which relates to and establishes a relationship with the rehabilitated Prison for Women building;
- g. Building materials reflective of the architecture of the rehabilitated Prison for Women, such as stone, copper, and glass, should be incorporated into podium designs of new buildings, while greater opportunity for diversity and distinction in design and materiality should be provided above the podium;
- h. Development is required to conform with the recommendations, and requirements set forth in the Heritage Conservation Strategy dated __, 2022.
- i. Block Plan documenting the 7 Blocks.



SITE STATISTICS

SITE AREA	
Total Site Area	31,824.2m ² (0.2 ha)
Residential GFA	28,884 m ² (315,246 sq ft)
Hotel GFA	8,889 m ² (95,655 sq ft)
TOTAL GFA	37,773 m² (404,901 sq ft)

SITE COVERAGE	
Site	17.4%
Roads	19.3%
Landscaping / Sidewalks	64.3%

DEVELOPMENT BLOCKS

BLOCK 1 - FUTURE PHASE RESIDENTIAL/RETAIL
Severed Lot Area: 5,870 m² (103,045 sq ft)

BLOCK 2 - RESIDENTIAL CONDOMINIUM
Severed Lot Area: 7,285 m² (78,458 sq ft)
Total Residential GFA: 7,138 m² (76,354 sq ft)
Total Units: 24
Ground Floor Area: 1,540 m² (16,576 sq ft)
Vehicle Parking: 40 spaces (x 12 surface, x 37 underground)
Bicycle Parking: 24 spaces

BLOCK 3 - SENIORS HOUSING CONTINUUM OF CARE
Severed Lot Area: 5,870 m² (103,045 sq ft)
Total GFA: 21,728 m² (233,859 sq ft)
Total Units: 216 (141 Retirement Units and 74 Seniors Apartments)
Ground Floor Area: 3,060 m² (32,963 sq ft)
Vehicle Parking: 138 spaces (x 18 surface, x 133 underground)
Bicycle Parking: 12 spaces
Blue Parking: 1 space

BLOCK 4 - HOTEL / RESIDENTIAL
Severed Lot Area: 4,452 m² (47,897 sq ft)
Total GFA: 8,889 m² (95,655 sq ft)
Total Units: 119
Ground Floor Area: 928 m² (10,073 sq ft)
Vehicle Parking: 119 spaces (x 19 surface, x 100 underground)
Blue Parking: 1 space

BLOCK 5 - WEST YARD PARK AND CONNECTING PATHWAY
Severed Lot Area: 4,786 m² (51,488 sq ft)

BLOCK 6 - ROAD WIDENING
Severed Lot Area: 916.4 m² (9,854 sq ft)

BLOCK 7 - MEMORIAL GARDEN
Severed Lot Area: 142 m² (1,528 sq ft)

Total # Residential Units: 399
Total # Hotel Rooms: 119
Total # Residential Units + Hotel Rooms: 399
(both excluding Block 4)
Total # Vehicle Parking Spaces: 397
• Surface: 47
• Underground: 290

Blocks have been numbered rather than lettered to match the blocks on the Draft Plan of Subdivision.

40 SIR JOHN A. MACDONALD BLVD CONCEPT SITE PLAN

UNION PARK



LEGEND	
[Symbol]	POCKET
[Symbol]	MEMORIAL GARDEN
[Symbol]	LANDSCAPE PARK
[Symbol]	WESTWARD PARK AND CONNECTING PATHWAY
[Symbol]	MINI-QUALITY LANDSCAPING
[Symbol]	TERACE AMENITIES
[Symbol]	PROPOSED SEWERAGE LINE
[Symbol]	PROPOSED WATER MAIN
[Symbol]	PUBLIC CONNECTION PATHWAY
[Symbol]	PROPOSED PROSPECTOR CHORUS
[Symbol]	CAR SHARE PARKING STALL
[Symbol]	ACCESSIBLE PARKING STALL
[Symbol]	PROPOSED REPAIRED JUNCTION (TO BE DETERMINED)
[Symbol]	STORMWATER
[Symbol]	PLANTING
[Symbol]	BBQ PAD
[Symbol]	EXISTING WEST LIMESTONE AND FRESH WALL

NO.	REVISION	DATE	BY
34	REVISED PLAN	2022.06.13	MB
33	REVISED PLAN	2022.06.21	MB
32	REVISED PLAN	2022.06.16	MB
31	REVISED PLAN	2021.08.05	MAC
30	REVISED PLAN	2021.04.20	MAC
29	REVISED PLAN	2021.03.28	MAC
28	REVISED PLAN	2021.03.28	MAC
27	REVISED PLAN	2021.03.28	MAC
26	REVISED PLAN	2021.03.28	MAC
25	REVISED PLAN	2021.03.28	MAC
24	REVISED PLAN	2021.03.28	MAC
23	REVISED PLAN	2021.03.28	MAC

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DESIGNED	MBP
REVIEWED	MB
DATE	2022.06.13

P1

SECTION 2: REDEVELOPMENT PLANS

5.0 INTERVENTIONS

5.1 Introduction

Major interventions are planned for Union Park. These include the conservation and adaptive re-use of the prison building (Block 2), a future new mixed-use development along Union Street (Block 1), the introduction of a senior's housing continuum of care (Block 3), construction of a hotel (Block 4), the development of the public West Yard Park and interpretive Connecting Pathway on Block E. 5, municipal road widening on Block 6 and the garden and exterior gallery being developed and managed by the Prison For Women Memorial Collective on Block 7.

Part of Siderius Development's commitment is to re-integrate 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.

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

Guiding the strategy and report are:

- 1) Best-practice recording using photographs, video technology documenting the exterior and interior of the prison.
- 2) Appraising and evaluating features of heritage significance within the Union Park project site.
- 3) Providing site specific guidelines and recommendations on the implementation of a cultural heritage strategy with reference to Parks Canada's "Standards and Guidelines."
- 4) Taking design cues from the Prison for Women's distinct architectural style and material expressions.
- 5) Ensuring legibility of interventions on the original construction and historic fabric of the Prison for Women.
- 6) Identifying the potential impacts (positive and negative) on the Prison for Women.
- 7) Ensuring that new interventions comply with "Standards and Guidelines for Historic Places in Canada."
- 8) 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.
- 9) Providing visual links highlighting the cupola, views between the Prison for Women and the museum, overlooking Lake Ontario, from and to Portsmouth Harbour and Portsmouth Village to the west.

5.2 Design Intent

In Chapter 3 Standards and Guidelines identified Union Park overall as a **Rehabilitation Project**, with alterations to the historic place needed to ensure its continued use and economic viability. The conserved Prison for Women will be adapted to accommodate 24 residential condominium apartments. As the development proposal involves the adaptive reuse of the former Prison for Women (Block 2) to make possible compatible contemporary uses, the primary conservation treatment is **preservation** of the exterior. For the interior, the planned approach is **rehabilitation** for the new residential uses planned for the Administration Building and Cell Block and sympathetic contemporary design for the Annex Wing.

The proposed redevelopment concept for the 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 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. A new 10-storey 119 room hotel (Block 4) will be introduced on the south side of the property. The plan for the west boundary (Block 3) provides for an 8 and 10-storey, 215-unit senior's housing continuum of care. A future phase development (Block 1) is planned for the land at the intersection of Union Street and Sir John A. Macdonald Boulevard where a two-tower mixed-use plan has yet to be formalized. Block 5 encompasses the West Block lands extending down to King Street West. A proposed new healing and memorial garden with exterior gallery pavilion is planned on Block 7 to be constructed and maintained by the Prison For Woman Memorial Collective. Block 6 will be transferred to the City of Kingston for future road widening. The plan foresees a rehabilitated a public garden and landscaped walkway. The approach with the landscape, including the front lawn, the West Yard, the remnant sections of perimeter wall and the pedestrian link and the wall along King Street West will be a combination of preservation, and rehabilitation.

5.2.1 SITE INFORMATION

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

Total Site Area: 31,924.5 m² (3.2 ha)

* Residential GFA: 28,834 m² (310,366 sf)

* Hotel GFA: 8,699 m² (93,365 sf)

* Total GFA: 37,533 m² (404,001 sf) * excludes Block 1

SITE INFORMATION

SITE COVERAGE

Built: 17.3%

Roads: 18.3%

Landscape / Sidewalks: 64.3%

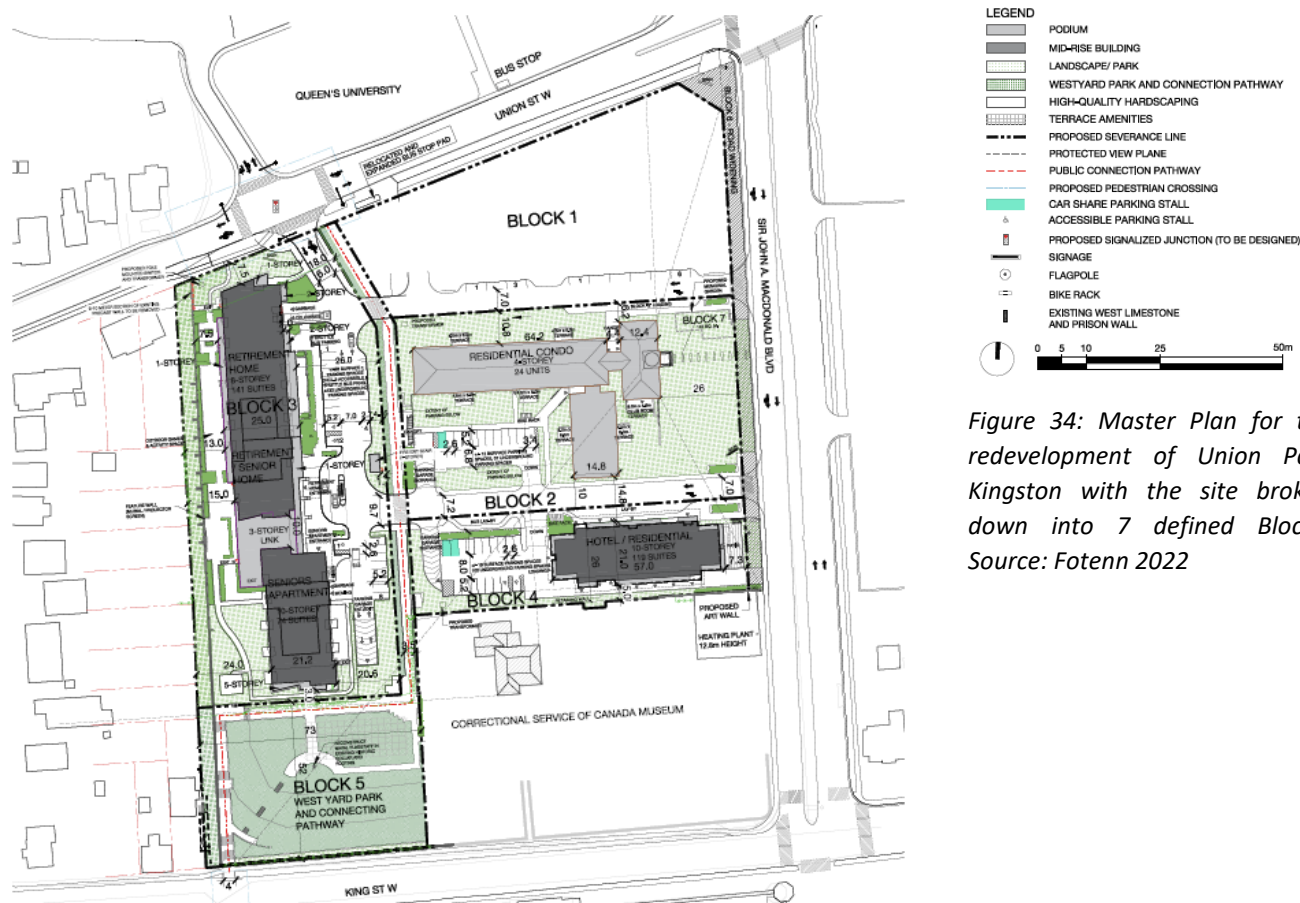


Figure 34: Master Plan for the redevelopment of Union Park Kingston with the site broken down into 7 defined Blocks.
Source: Fotenn 2022

5.3 Block 2 -The Former Prison for Women Adaptive Reuse

Severed Lot Area:	7,289 m ² (78,458 sf)
Total Residential GFA:	7,108 m ² (78,458 sf)
Height:	4- storeys
Total Units:	24
Ground Floor Area:	1,540 m ² (16,576 sf)
Vehicular Parking:	+/- 49 spaces (+/- 12 surface, +/- 37 underground)
Bicycle Parking:	24 spaces

“Rehabilitation” has been selected as the conservation approach to the most significant attribute of this historic place. An analysis of the preliminary architectural sketches for the conservation and adaptive reuse of the prison demonstrates an imaginative “fit” of the proposed residential uses within the envelope of the existing building. All four floors will be converted to large residential condominiums. A total of only 24 units will be accommodated within all three wings.

The plans call for the gutting and removal of the interior of the Cell Block and demolition of the 3-storey, 1981 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 adapt the layout and incorporate the massing. As the as-found record and structural analysis documents the prison range is not adaptable for habitation.

The former Prison for Women complex is the anchor around which the new Union Park Kingston development will take place. Historically the three wings – “**The Administration Block**,” “**Cell Block**” and the 1980s “**Annex Wing**” were arranged in the centre of a prison yard surrounded by perimeter walls. The Administration Block fronting onto Sir John A. Macdonald is the only portion of the complex set outside the walls. Its front elevation with cupula and roof has high architectural, contextual, and associative value with National recognition and landmark status.

5.3.1 Heritage Considerations

Heritage Considerations	Comment & Potential Impact
(Specific to the Prison for Women)	Standard 3. <i>Conserve heritage value by adopting an approach calling for minimum intervention</i> , which applies to the exterior treatment. The interior is being approached as a rehabilitation project
Familiar Landmark - Site Arrangement	Retain the prison’s focus role as a free-standing anchor Classically inspired building is the face of the former penitentiary. Clear unimpeded circulation around the complex conserves its anchor role and capacity to dominate the campus Free standing focus of the front elevation from Sir John A. New development set back from the east elevation & defining the perimeter
Fixed and dynamic Views	Both long views of cupula and roof, dynamic views of front elevation & unimpeded short views of the complex ‘in the round’ are maintained.
Perimeter Wall	Character defining feature - Confined inward-looking environment. Significant associative value contributing to the memory of place that the prison was an enclosed and confined space. Opportunity with new development to reference the wall.
Conservation Approach to the Exterior of Administration and Cell Blocks.	Architectural Design and Materiality is intended to preserve the original exterior configuration and massing with modifications limited to integrate and accommodate new uses.
Specific Attributes of the exterior	Foundation – preservation with altering height of windows Masonry – preservation -limited to repointing and localized interventions - venting Fenestration – restoration to original appearance. Introduction of doors related to individual units. Window pattern changing to match new floor levels in range Roof & Cupula - preservation Chimney – preservation repointing as required. Security bars on windows will be kept in several windows

Exterior Interventions	<p>The major impacts will be:</p> <ul style="list-style-type: none"> The introduction of balconies on the south side of the front lawn in front of annex. Demolition and construction of the Annex Wing, Converting specific windows into doorways for access to balconies, and Altering the height of windows in the basement.
Interior Approach to the Administration and Cell Blocks	Rehabilitation is the intended conservation approach for the treatment of the interior. It was a specifically designed interior which is obsolete, challenging to adapt with few opportunities to integrate either materiality or form. Features such as the mezzanine will continue to be interpreted with setbacks from windows. Potential for salvage and interpretive integration of attributes.
The Annex Wing	Contrasting New Design using the existing footprint

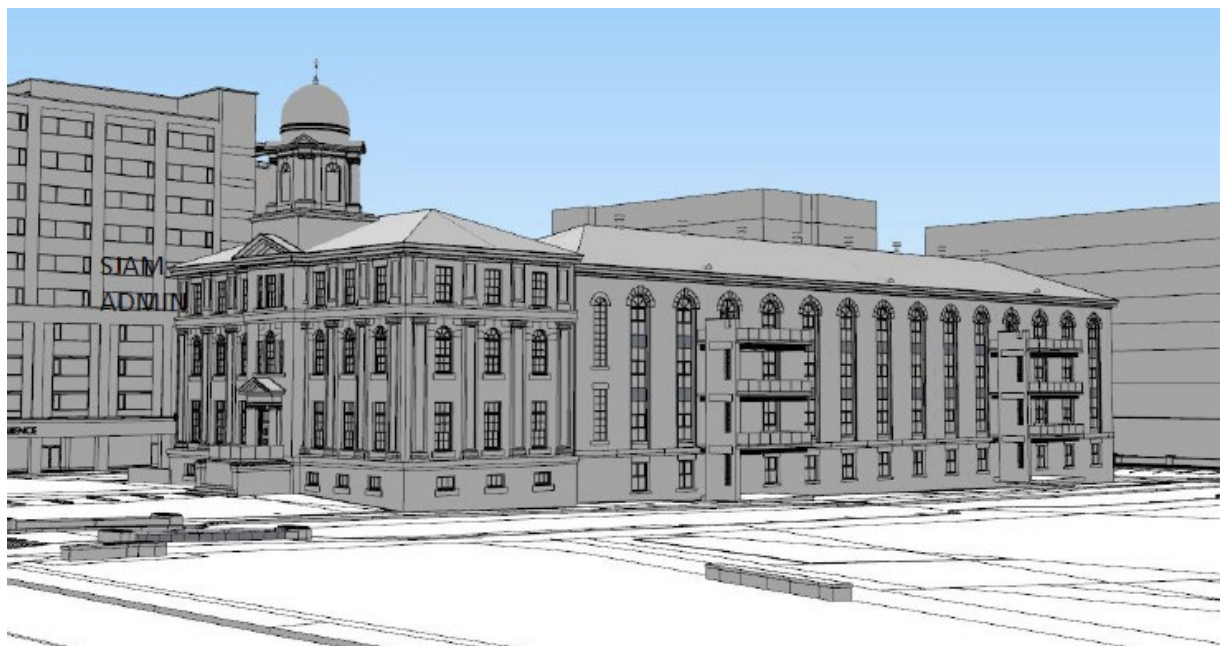


Figure 35: The view of the Prison for Women, anchoring the development as a focus with the planned 8 and 10 - storey towered retirement residence along the west property line and the 10-storey hotel forming the south perimeter. The plan preserves the iconic view of the cupola and the Administration building and the front lawn.
Source:

5.3.2 Administration Building and Cell Block – Conservation Approach: Preservation of the Exterior and Rehabilitation of the Interior

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 design is attributed to the 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 in its original configuration, with minor renovations including fire escapes and additional exterior doors placed in enlarged window openings. Originally framed on all sides by the prison wall, this classically inspired building is the face of the former penitentiary.

The original windows throughout the complex were replaced in the 1980's. As part of the conservation of the exterior the windows will be replaced with operating window units in a configuration modelled on the originals. The rehabilitation will include the removal of the iron bars and grates covering the openings. Potentially some of the iron bars could be retained for interpretation. Conversion of windows to doors specifically for access to individual units will respect the original openings.

The central stone main entrance stair on the east facade will no longer be used as the main entrance but will be preserved.

Balconies for the condominium units are a marketing requirement providing outdoor amenity space to occupants, which partially mitigates their introduction as illustrated in Figure 36.



Figure 36: A view of the Administration Building with the introduction of a new South Wing replacing the existing building. Source: Shoalts and Zaback Architecture, 2021.

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. This linear wing housed the prison cells on the upper two floors with common activity rooms and offices located on the floors below. Since its construction, several additions were added, the most significant is the Annex, as well two purged masonry exit stairwells, one on the west end and another midway along the north side were added. A single story, metal clad building was added along the north side. None of these additions will be retained.

Each residential apartment will have an exterior balcony/terrace. These are large, free standing structure with stone privacy walls. Mechanical venting will be concealed within the balcony floor structures to avoid multiple penetrations through the existing stonework.



Figure 37: North elevation of the Cell Block illustrating the balcony/terrace with privacy walls. Source Shoalts and Zaback Architecture.



Figure 38: 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 new build is designed to maintain the footprint 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.*

The plan calls for the demolition of the existing 1980’s wing and replacement with a new building constructed on the same footprint as the existing. This is not a designated part of the prison. Its removal will enable the connection to the existing Cell Block will be reduced in width and height. This will open up the corner and two of the original four-storey window openings currently concealed by the existing annex building. The new Annex will have a “flat” roof upon which the mechanical equipment for the entire complex will be located.

5.3.3 Comment and Specific Guidelines

- In keeping with the Standards and Guidelines, thorough documentation will be required both prior to the start of the work, to record existing, as-found conditions, as well as throughout the design and construction process, in order to maintain an accurate record of intervention.
- All areas of the building, and in particular the interior of the Cellblocks need to be documented in the form of high-resolution photography. As far as documenting as-found conditions, a high-resolution colour laser scanning for the interior of the Cellblock prior to any demolition or alteration to the heritage resource. A separate, detailed laser scan of architectural attributes identified in the designation should also be undertaken.
- Proposed interventions such as the addition of terraces and balconies, and the removal of the window security bars on most windows has to be evaluated. While these changes are consistent with the transition of the building to residential use and are positive from a marketing perspective, they impact the character defining attributes.
- The introduction of the large balconies (particularly as viewed from Sir John A.) tends to lessen formal features of the Administration Building’s front facade.
- The introduction of the large, free-standing balconies along the face of the range will need to be considered carefully. Historically, the Administration Building side walls and the cellblock elevations were not visible to the public justifying some differentiation between the treatment of the front elevation of the Administration Building and the rest of the P4W. The proposed terraces/balconies within the formerly walled area are acceptable as a free-standing feature that could be reversible.
- The vertical rhythm of the fenestration extending along the length of both sides of the Cell Block is a significant character defining feature. Windows will be replaced with new operable window units based on the appearance of the original windows. Security bars will be removed on most windows. The fenestration pattern will be altered only within the original window openings to align with the new floor levels in the range only.

- Conversion of windows to doors specifically for access to individual units should respect the original opens.
- When the windows on the basement level of the Administration Building are replaced the original grill and iron bars could be left in place as part of the interpretive plan.

Windows in the basement level are set high on the face of the building. A possible approach would consider lowering of the basement windows. This could be done sensitively by extending their length by the same amount for every window and maintaining the existing symmetry.

Figure 39: View of windows in the basement level are set high on the building making them difficult to adapt as residential space.



Listed in the reasons for designation, are architectural details associated with C-16 Cellblock interior. The cellblock design found on the third floor and mezzanine (fourth floor) are listed attributes “marked by its poured concrete walls, terrazzo floors, steel bars, elevated walkways, barriers, staircases, and the locking mechanism.” These features will not be incorporated into the new layout. Their loss is considered a negative impact which can be partially mitigated by the deteriorated condition and hazardous materials of many of the attributes.

Figure 40: The mezzanine height of the third floor allows for conversion to accommodate two floors.



The removal of a series of federally and locally noted heritage attributes on the interior of the Cell Block building is a substantial heritage impact. Recognizing the change in usage, alternative means of commemoration will be considered through specific discussions pertaining to the extent of this impact on the heritage value of the property with considerations for retention, commemoration, documentation, or relocation is provided, as part of the conservation strategy .

Interpretive Options:

- Features such as the cell doors could be reused as a feature of the tenant storage units or in the wine room in the club lounge. The retention of some cells could be incorporated into new condominiums as panic rooms.
- An option would be to record, dismantle and retain all the elements of a typical cell(s) and related components and accurately reconstruct on site as a curated exhibit.
- The height of the third floor and mezzanine can accommodate two floors of living space. Plans to extend the mezzanine outwards will have to be respectful of the windows and the exterior appearance and be as unobtrusive as possible. Standards and Guidelines for the Conservation of Historic Places in Canada 4.3.5 – 21: does not recommend “Inserting new floors... that cut across windows openings, changing the interior and exterior appearance of the building...” suggesting this intervention will have to be carefully considered.

Comments specific to the Annex

- As the Annex is a new purpose-built structure the introduction of balconies there is an opportunity to integrate them as part of the annex design given that it is a flat roof to allow the introduction of venting.
- The new building facade will be composed of a limited “palette” of materials: local limestone, aluminum window frames, glass, and prefabricated, prefinished aluminum panels. The geometry of the new Annex is 4-storeys, with a flat roof and decidedly horizontal treatment in contrast to the existing historic building.
- Because the prison wall has been removed, the Annex’ s relationship to the Administration Building becomes significantly more important but should continue to interpret the hierarchy of form. The rusticated base, verticality, fenestration pattern and hip roof of the Prison Complex are character defining feature. Given that the Annex is a secondary structure consideration should be given to a less contrasting expression as a means of integrating its relationship to the historic site.



Figure 41: View of the entrance courtyard linking the Cell Block with the Annex Wing. Source Shoalts and Zaback Architecture.

5.4 Block 1 – Future Phase 3 Residential/Retail Development

Severed Lot Area: 6,656.5 m² (71,650 sf)

For Block 1, the strategy is conceptual and will be subject to future planning applications.

No specific development concept is being proposed for Block 1 at the time of preparing this report; however, the concept plan prepared by Fotenn Planning + Design provides some indication as to the future development potential of the block. Block 1 will be developed as a third phase of the project.

5.4.1 Heritage Considerations

Heritage Considerations	Comment and Potential Impact:
(Specific to Block 1)	The new build will be designed in accordance with Standards and Guidelines “Standard 11”: <i>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.</i>
Familiar Landmark - Site Arrangement	<p>The arrangement of the new development setback and defining the perimeter should provide:</p> <ul style="list-style-type: none"> · associative value with podium expression referencing the walled enclosure. · clear unimpeded circulation around the Prison for Women. · Conserves its anchor role and visual prominence. · Maintain of an open lawn along Sir John A. Macdonald Boulevard, frames and offers foreground to the larger overall development. · Its front elevation set back from Sir John A. to maintain the prominence of the Prison Building and avoid overwhelming the skyline views of the cupula from the harbour. · Integrates high quality landscape, open space, and community amenity area and provides a street frontage for Union Street, and · maintaining a separation distance between Block 1 and the prison of approximately 25m.
Fixed and Dynamic Views	<p>Preservation of both long views of cupula and roof, dynamic views of the front elevation. Unimpeded short views of the complex ‘in the round’ ensuring that development frames the Former Prison for Women.</p> <p>Introduces a new entrance off of Union Street and in conjunction with the retirement residence will create a gateway with focused views of the prison.</p> <p>Sightlines and setbacks are maintained to and from the Prison.</p>
Perimeter Wall	<p>Character defining - Confined inward-looking environment.</p> <p>Significant associative value contributing to the memory of place</p>

	Opportunity with new development to reference the wall with the podium treatment and material selection. - Pos. impact
Specific Attributes of the Exterior Podium Treatment	Architectural Design and Materiality is intended to reference the prison building with the original podium configuration and massing echoing the P4W.
Overlook	Given the height of the two towers it will be important to take into consideration overlook into the site as well as views north. The orientation of the towers, point towers and a small floor plate will help breakup the skyline and minimize overlook.
Shadow	Block 1's location to the north edge of the site will limit the impact of shade and shadowing for most of the year.

The general design intent of Block 1 will provide an opportunity for a mixed-use development. The siting of the block respects the position of the Administration building and will be set back. 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.



5.4.2 Comments and Specific Guidelines

- The east façade of Block '1' should be set back and aligned in the position of the front façade of the east elevation of the Administration Building.
- The future building should be situated next to Union Street with a 3-4 storey podium to provide enhanced street animation and provide a greater connection between public and private realms. The separation between the towers (noted as 15-25 metres in UD Brief p.41). As well, this will allow the building to have greater separation from the rehabilitated Administration Wing, and Cell Block to the south.
- The design for Block 1 has not advanced at this time. Specific detail related to the façade, materiality, and overall building design of Block 1 should be determined through future planning applications and a future Heritage Impact Statement.

5.5 Block 3 - Seniors Housing Continuum of Care

Severed Lot Area:	9,573 m2 (103,043 sf)
Total Residential GFA:	21,726 m2 (233,859 sf)
Height:	Ten Storey and Eight Storey mid-rise residence
Total Units:	215 (141 Retirement Units and 74 Seniors Apartments)
Ground Floor Area:	3,090 m2 (33,263sf)
Vehicular Parking:	+/- 159 spaces (+/- 26 surface, +/- 133 underground)
Bicycle Parking:	12 spaces
Bus Parking:	1 space

5.5.1 Heritage Considerations

Heritage Considerations	Comment and Potential Impact:
(Specific to Block 3)	The new build be designed in accordance with Standards and Guidelines "Standard 11": <i>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.</i>
Familiar Landmark - Site Arrangement 	New 8 and 10-storey towers defining the western perimeter overlooking Portsmouth Village and Olympic Harbour. Provides clear unimpeded circulation around the Prison for Women. Conserves its anchor role and visual prominence. Driveway along the entire frontage is a prominent feature framing the larger overall development. The variation in height 10 and 8-storey appears comfortably on the skyline.
Fixed and Dynamic Views 	Preservation of the long views of cupola and roof from the Harbour. Dynamic views of the rear elevations. Sightlines and setbacks are maintained to and from the Prison.

<p>Perimeter Wall</p> 	<p>A large section of the Character defining wall is retained directly behind the west elevation. Significant associative value contributing to the memory of place. Opportunity with new development to reference the wall as a component of the interpretation. The wall is a defined attribute. A desire to demolish a portion of the wall next to Union Street should be considered in terms of both the aesthetic value and as a relic feature defining its original use.</p>
<p>Specific Attributes of the Exterior Podium Treatment</p> 	<p>Architectural Design and Materiality is intended to reference the prison building with the original podium configuration and massing echoing the P4W. Simple material palette of light-coloured brick, dark grey and copper-like aluminum and composite panels. The grey rough-cut limestone at the base complements the heritage attributes. The separation distance between the towers has been kept to a minimum and the 3-storey podium has compressed the gap separating the two towers.</p>
<p>Overlook</p>	<p>Given the proposed height of the two towers there will be some overlook into the site as well as views overlooking Portsmouth Village. The impact of overlook inward will be broken up with other buildings and street trees lining the driveway. The views looking south, and west above the height of the concrete perimeter wall will be dramatic. Given the distance from the village the overlook does not overwhelm the adjacent neighbourhood.</p>
<p>Shadow</p>	<p>Block 3's location to the west edge of the site and its length will have an impact on adjacent properties. The height at 8-storeys of the north tower will have minor impact. Shadowing of the 8-storey tower will be limited. Shadowing from the higher tower will impact the core of the property in the afternoons, which will shade the parking areas.</p>

Perimeter Wall	✓	
Long Views	✓	
Short views	✓	
Tower separation	✓	
Floorplate size	—	
Overlook	✓	
Shadow	✓	
Intersection Alignment	✓	

Figure 42: This is one of a series evaluating the impact of changes to the retirement complex including a 6 m shift to the south and reducing the height of one of the towers. Source: An example sheet of the City of Kingston Evaluation.

The proposed development of Block 3 is an 8 and 10-storey mid-rise towers. This development will serve two communities: 74 seniors' apartments and 141 retirement residence suites along with common amenity space. 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. Additionally, all but 9m of the remaining concrete prison wall along the west property line is being retained.

The proposed complex is two towers that are offset in plan and linked at the first 3 storeys. This offset is intended to break the massing of the building when entering the site from Union Street on the north-south driveway.

The facades are designed with a simple material palette and form using light-coloured brick, dark grey and copper-like aluminum panels, and composite paneling in addition to the grey rough-cut limestone that complements the heritage attributes of the Prison for Women Historic Site. A 3-storey podium references back to the Prison.

The functional design of Block 3 interprets the datum line at the third floor of the Administration wing. The material, colour palette, and verticality of the fenestration are in keeping with the prison's heritage attributes.

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

5.5.2 Comments and Specific Guidelines

- The material, colour palette, and verticality of the fenestration of Block 3 should be in keeping with the prison's heritage attributes.
- As per the Parks Canada guideline "any new development, such as a building, should be confined to the northern edge of the West Yard and set back in line with the Warden's residence" the south elevation respects the setback.
- The 8 and 10-storey height variation assists in creating greater visual interest when viewed from different locations in the neighbourhood.
- The west perimeter wall is considered a heritage feature and included as part of the interpretive strategy. It is proposed to remove 9-10 m at its northern end to "open up the view."
- Sun\Shadow studies indicate that the potential impact of the 8-storey building on the residences along Gardiner Street, will be minimal.
- The distance from Portsmouth Village relative to the Block 3 buildings limits the overlook and presents a background change to the skyline.


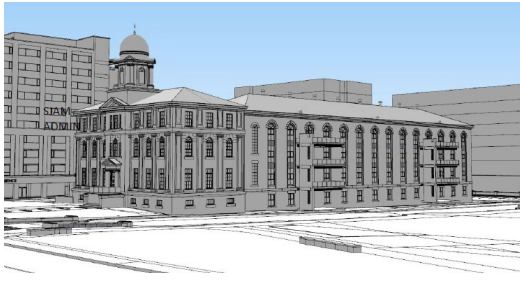

5.6 Block 4 - The Hotel

Severed Lot Area:	3,465 m ² (37,297 sf)
Hotel GFA:	8,699 m ² (93,635 sf)
Total GFA:	8,699 m ² (93,635 sf)
Height:	10-storey mid-rise hotel
Total Units:	119
Ground Floor Area:	908 m ² (9,773 sf)
Vehicular Parking:	+/- 119 spaces (+/- 19 surface, +/- 100 underground)
Bus Parking:	1 space

The proposed hotel will accommodate 119 guest suites in its upper nine floors. The ground floor will contain the hotel lobby, loading and housekeeping/ maintenance space along with 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 61) and the silhouette of the museum (Key View #7 Figure 62).

5.6.1 Heritage Considerations

Heritage Considerations	Comments and Potential Impacts
(Specific to Block 4) - Hotel	The new build is designed in accordance with Standards and Guidelines "Standard 11": <i>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.</i>

<p>Familiar Landmark - Site Arrangement</p> 	<p>New 10 storey tower defining the southern perimeter overlooks the Warden's Residence, Kingston Penitentiary and Olympic Harbour. Provides clear unimpeded circulation around the Prison for Women.</p> <p>The proximity and 10-storey may overshadow the museum and needs to be considered.</p> <p>In long views the three towers and the variation in heights establishes a handsome skyline. The staggered heights - 10 and 8-storey appears comfortably on the skyline.</p>
<p>Fixed and Dynamic Views</p> 	<p>Preservation of the long views of cupola and roof from the Harbour.</p> <p>The hotel helps to frame the dynamic views along Sir John A. Sightlines and setbacks are maintained to and from the Prison.</p>
<p>Perimeter Wall</p>	<p>A small section of the Character defining wall is retained beside the heating plant. It will be viewed from Sir John A MacDonald Blvd. And from the Warden's property. Opportunity with new development to reference the wall with the podium treatment and material selection.</p>
<p>Specific Attributes of the Exterior Podium Treatment 10m Tower Separation</p> 	<p>Architectural design and materiality is intended to reference the prison building with the original podium configuration and massing echoing the P4W. The height of the hotel podium supports the podium guideline.</p> <p>The separation distance between the retirement towers has been reduced and the 3-storey podium has compressed the gap separating the two towers. The hotel and P4W channel this visual sky from the driveway.</p>
<p>Overlook</p>	<p>The combination of the 10-storey height and the proximity to the two NHS's create overlook particularly with the Warden's residence. The shifting of the hotel to the east and staggering it has mitigated this. As well the setback of the P4W as well as the street trees along the driveway will break up and filter views looking north.</p>

	The views looking south, towards the harbour and open water will be dramatic.		
Shadow	Block 4's location to the south edge of the site and its height and length will cast shadows on the core of the property in the afternoons. The impact will mainly be on the driveway and surface parking. parking areas.		
	Acceptable*	Cautious*	Unacceptable*
	✓	●	✗
Perimeter Wall	✓		
Long Views	✓		
Short views	✓		
Tower separation	✓		
Floorplate size	●		
Overlook	●		
Shadow	✓		
Intersection Alignment	✓		

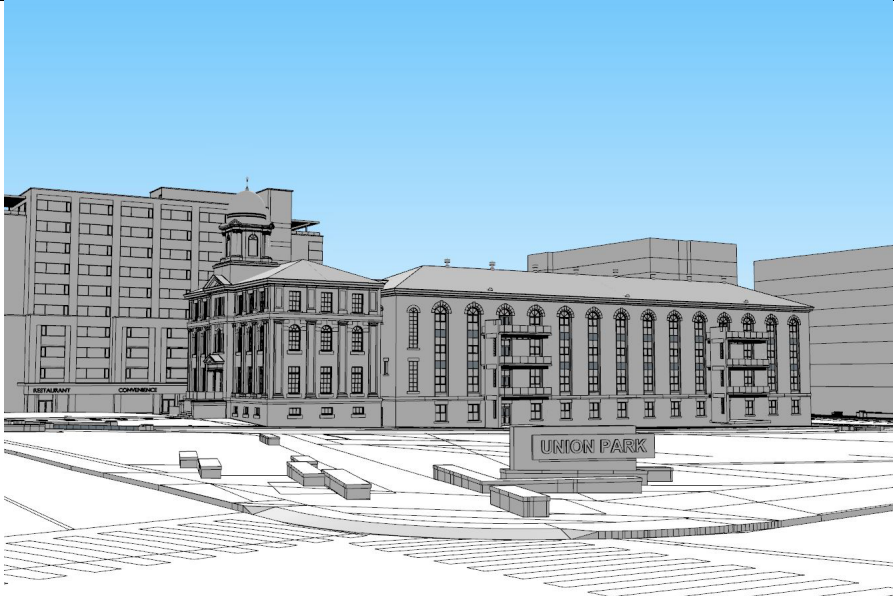


Figure 43: Evaluating the impact on listed considerations as they relate to the hotel including a 10-storey height next to the two National Historic Sites. Source: Adapted from an example sheet of the City of Kingston Evaluation.



Figure 44: Artist's rendering of the west and south façades of the hotel with the museum in the foreground and the Prison for Women framing the background. Source CSW: Landscape Architects 2021.

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.

5.6.2 Comments and Specific Guidelines

- 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.
- The hotel’s position between the two NHS’s challenges their anchor role and visual prominence. Moving it forward closer to Sir John A. has retained the long views from the Harbour and the relationship with the Prison for Women, the Warden’s residence, and the Penitentiary.



Figure 45: The Hotel building has been purposely positioned close to Sir John A. Macdonald Bld. in such a way as not to negatively impact the view from King Street West of the museum and the view of the cupola on the Administration Building. Source Shoalts and Zaback Architecture 2021.



Figure 46: 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 2021.

5.7 Block 5 - West Yard and Overall Landscape Design

Severed Lot Area: 4,799 m² (51,656 sf)

The West Yard 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.

5.7.1 Site Layout

The design approach to the 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, Block 4 (hotel), and Block 3 will be the Seniors Housing Complex. A future phase (Block 1) is planned for the land at the intersection of Union Street and Sir John A. Macdonald Boulevard. Block 7 will be the Prison For Woman Memorial Collective garden and exterior gallery and Block 6 will be for municipal road widening.

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 plan including the landscape could be described as a very gentle intervention. Only 17.3% of the property (excluding Block 1) is occupied by building footprints. Approximately 82.7% of the property is devoted to open space divided between roads (and surface parking and roads (20.7%) and landscaping at (62.0%). The plan features extensive upgrading of the Union Park Kingston lands with interventions carried out with respect for conservation principles.

Highlights of the plan include a landscaped connecting pathway, which 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 lead 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 nationally designated landscape constructed and maintained by inmates. It also creates a landscaped pedestrian forecourt to the former Prison for Women historic place.

The proposed work 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 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 limited 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.



Figure 47: Plan view of the West Yard with the location of the apple trees located. The view of a fine specimen apple tree #29 on the inventory holds a prominent position. It was assessed to be in good condition. A program of replacement trees using grafts from these trees should be initiated as part of the landscape conservation.

One of the most significant and intimidating features of prisons are the formidable perimeter walls which enclose the buildings and yards. Except for the surviving west wall and some localized fragments next to the heating plant, 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 plaque will highlight the old prison wall, and reference the remnant section that forms part of the steam plant building. The intent is to incorporate the wall as part of an interpretive strategy that memorializes stories of prison life. This could take the form of didactic murals,

a listing of inmates and persons associated with the penal system, or commemorative artifacts mounted on the wall.



Figure 48 & 49: The existing fence at the west side of the property and a proposed intervention that illustrates the potential of removing one section of the wall/fence and introducing a midblock walkway between King Street West and Union Street. An alternative would be to establish the entrance on the narrow buffer strip to the west and enter the site by removing a section of the side wall. Either option will result in negative impact to the defined attribute.

Along the west property line an entrance is proposed requiring the demolition of the limestone wall 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. The wall/fence is a defined attribute listed in the reasons for designation.

It will be necessary to weigh the loss of heritage fabric against the public good. The access stairs represent a grand gesture that response to recommendations identified in the Official Plan 7.3.D.3, Portsmouth Village and Portsmouth Olympic Harbour Heritage Character Area



Figures 50 & 51: 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.

5.7.2 Site Layout of the Foreground Landscape in front of the P4W

The front lawn along Sir John A Macdonald Boulevard was historically limited to the area directly in front of the Administration Building. The perimeter wall extended out to the property line on either side restricted any public views into the prison yard from the public realm.

There are a number of mature trees on the lawn that should be retained, and views established to maximize the street views along Sir John A. from both the south and the north.

5.8 Block 6 – City Required Allowance for Road Widening

Lot Area: 916.4 m² (9,864 sf)

Running parallel to Sir John A. Macdonald is a strip of land forming Block 7. This has been allocated as potential road widening reserve. (See Figure 53.)

5.9 Block 7 – P4W Memorial Garden

Lot Area: 142 m² (1,528 sf)

A memorial garden and exterior gallery are proposed to be developed on Block 7 at the northeast side of the prison entrance as part of a collaborative restorative process with the P4W Memorial Collective (Figure 52.) The planned garden provides a quiet place for reflection and memorialization of the woman who have spent time in prison. The garden and the gallery will display works or art and writings of former prisoners. The garden will include a gallery, signage, bench seating, and plantings and will be developed in consultation with the P4W Memorial Collective.



The foreground lawn along Sir John A. Macdonald Boulevard has traditionally been the public face of the Administration Building and cupola. It will be 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 privacy, screening the balconies and enhance the park-like setting.

Figure 52: A portion of the landscape plan indicating the position of the Memorial Garden designated as Block 7.

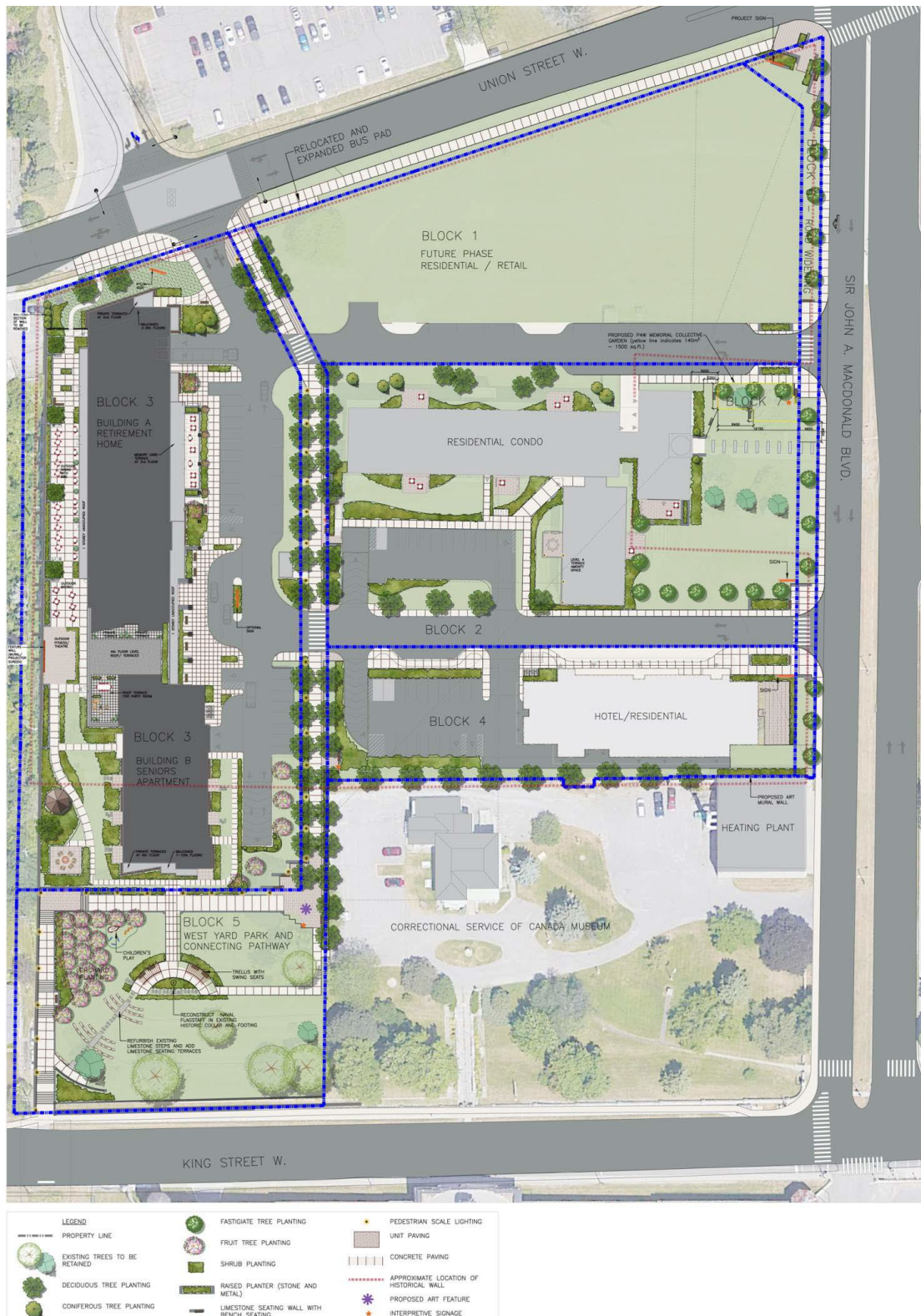


Figure 53: The conceptual landscape plan outlining the integration of the seven development blocks. The renewal of the West Block grounds and the mid-block pedestrian link will be publicly accessible features and highlight the renewal. Source CSW Landscape Architects Incorporated. 2022

5.10 Key Views and Viewscapes

The most pertinent guidelines for examining the impact of the proposed development on Visual Relationships are:

- Documenting the visual relationships in the cultural landscape
- Protecting and maintaining the features that define visual relationships.

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 although the long views from the harbour are diminished. The following discussion of views and indicates alternatives where relevant.

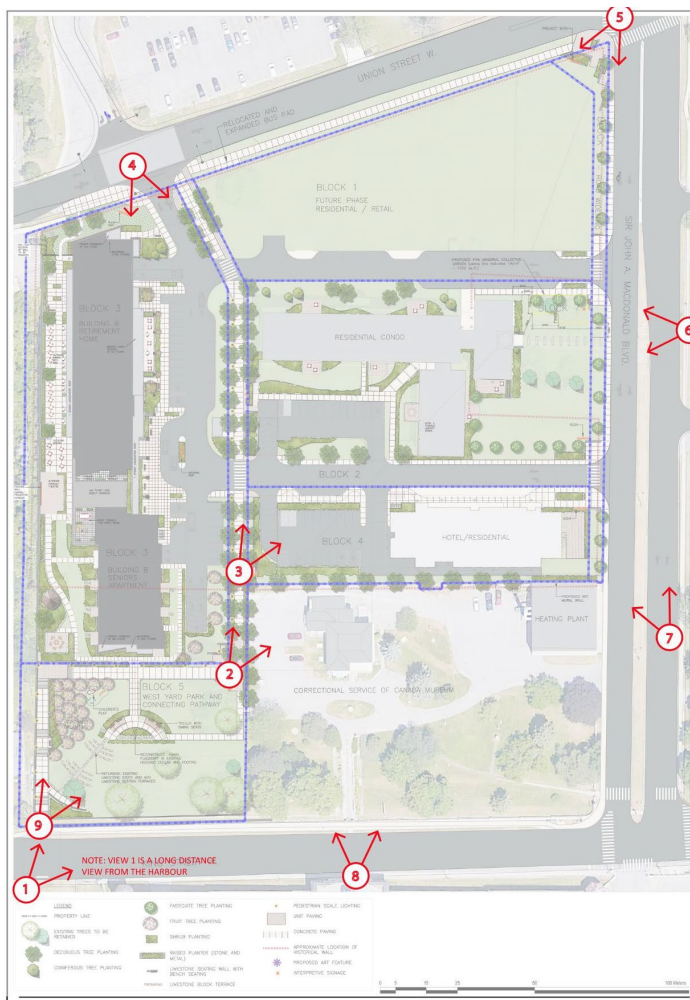


Figure 54: A key plan locating significant views throughout Union Park. Source CWS Landscape Architects Inc.

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.). Dynamic 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 55: **View # 1** from the southern end of Portsmouth Harbour illustrating the two retirement towers and the hotel to the right with the cupola framed between them. The variation in heights supports the guideline recommending a varied height against the skyline. Source: CSW landscape Architects Inc.



Figure 56: **View #2A** is one of several dynamic, focused views from the West Yard path to the warden's residence looking north towards Block 2 and the hotel. Shifting the hotel east preserves the historic relationship between the Museum and the West Yard. Source: CSW Landscape Architects Inc.



Figure 57: Existing **View #2B** captures the iconic view from the upper terrace overlooking the Kingston Penitentiary and the harbour. The landscape plan Figure 53 provides an indication of the planned renewal of the West Yard landscape. Source: Siderius



Figure 58: **View #3** looking north from along the pedestrian path tends to focus on the parking ramp and hotel surface parking. Additional buffering should be considered around the parking lot. Source: CSW Landscape Architects Inc.



Figure 59: **View #4** from the entrance at Union Street looking towards the seniors housing complex on the right. The proposed introduction of multiple entry points and pedestrian routes through the site make the site “porous” and provides opportunities for close-up appreciation of the exterior form and architectural attributes of the former Prison for Women historic place. The podium of Block 3 tower wraps the corner. The verticality references the window pattern of the prison as does the use of limestone. Source: Hobin Architecture 2022.



Figure 60: **Existing View # 5** as seen from Sir John A. Macdonald at the corner of Union Street. The cupola on the prison is an iconic feature as one drives along Sir John A. Macdonald Blvd. With the introduction of Block 1 this foreground will be altered. Source: Google 2022.



Figure 61: **View #6** illustrates the framing of the prison by the hotel, and the future Block 1 development. Block 1 developments will be set back from the front façade of the Administration Building to maintain this view. Source: CSW landscape Architects Inc.



Figure 62: **View #7** looking north-west towards the cupola with the front of the hotel in the foreground. The positioning of the hotel was carefully considered. It is intentionally setback from the property line to afford a view of the Administration Building while maintaining the silhouette of the museum as one moves up the stairs from King Street as illustrated in Figure 63. Source: CSW Landscape Architects Inc.



Figure 63: **View # 8** looking up towards Union Park from the front entrance of the Kingston Penitentiary. To mitigate the potential negative impact and maintain a visible link between the Prison for Women and Cedarhedge, (Block 4 the hotel) was shifted towards Sir John A. Macdonald Boulevard. Source: CSW Landscape Architects Inc.



Figure 64: **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. The removal of one panel of the designated wall represents a negative impact that should be weighed against the community benefits of introducing mid block access from Union St to King Street West. Source: CSW Landscape Architects Inc.

6.0 PRESENTING THE STORY OF THE PRISON FOR WOMEN

6.1 Interpreting Cultural Significance

Contextual, historical, architectural, and social significance are all linked to the prison and its role as part of Kingston's penitentiary cultural landscape, and all are part of the site's DNA. These are itemized in the Reasons for Designation. The Prison for Women is associated with the evolution of thought in Canadian penology and the separate treatment of female prisoners, and much of its cultural importance derives from this. As described in FHBRO documents and the Part IV designation the Prison for Women erected between 1925 and 1934 the Administration building is considered a good example of Edwardian Classicism, and it and the attached cellblock demonstrate a skilled level of masonry material and artisanship.

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.

The role/function of the Prison for Women as an 'infamous landmark' is an essential aspect of its heritage character. Transformation of the prison and the introduction of new development are changes consistent with the transition of the building to residential use and moving it away from the category of dark heritage. Ideally, some balance needs to be sought between the requirements of the adaptive use with its very different, contrasting character and a treatment which still subtly references its original 'austere' character. While the site needs to transition and be 'healed' from its dark past it is also essential that the public understands and not forgets what this place was. The preparation of an Interpretive strategy that will contribute significantly to the public's appreciation of the National Historic Site.

A key part of referencing this dark history 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 contributes to the 'sense of place.' This interpretive concept 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 individuals 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 IV of 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. The following advocates and highlights potential interpretive themes and stories.

6.2 Components and Associative Attributes

Interior Heritage Attributes to be Removed

As a conservation strategy and given the physical and engineering constraints with this building, commemoration of these attributes (e.g., cellblock design, terrazzo floor, barrier, etc.) may be the best option for conservation.

The peer review put forward an interesting suggestion to interpret an example (third-floor floor cell/mezzanine cell above) in situ, isolated from all the other rehabilitated sections of the building but with its own access to allow for scheduled tours organized through the Correctional Service of Canada Museum (CSCM). It is, however, understood that this creates a fairly complex design issue and is not conducive to condominium living (nor any other alternative use).

An alternative would be to record, dismantle and retain all the elements of typical cell(s) and related components and accurately reconstruct them somewhere on site as a carefully and sensitively curated exhibit. This could be housed within a relatively simple structure but with a great deal of interpretive/contextual information also included. If it was undertaken in partnership with the museum and juxtaposition to the proposed Memorial Garden, it could be linked as part of the remaining section of wall, and a gatehouse feature connecting the two sites with formal management by CSCM.

Fragments and Relic Attributes

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 will be difficult to integrate into the rehabilitation include:

The 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

The use of the Auburn Penitentiary style cellblock reflects a desire to alter social behavior via architecture.

A number of these features that will not be reintegrated and will require revision to the designation by-law. The development team has indicated it will work with the City so that heritage attributes that are not functional to the adaptive reuse of the building can be displayed either in the Prison Museum or integrated in the Kingston Penitentiary tours.

The Remnant Portions of the Prison Walls

One of the most significant and intimidating features is the perimeter walls, which enclosed the buildings and yard. Except for the surviving west wall and localized fragments, the historic enclosure has been demolished. The interpretive plan interprets the footprint 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 65: 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." Source: Hobin Architecture 2022.

The West Yard

The West Yard (Block 5) 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. As well, 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, including the preservation of the apple trees as discussed elsewhere in the report. The terracing of the quarry is an early example of reclamation. The West Yards interpretation could specifically address the listed attribute:

- Sophistication of the overall plan, including the leisure zone of the West Yard.
- Historic economic benefits to Kingston, through the creation of Federal positions, hereby contributing to the community of 'prison workers, which were a unique group within Kingston.
- Boundary fence(an iron railing set on a stone masonry wall)
- Open grassed areas atop well-defined terraced embankments
- Existing plant material, including remnants of the orchard
- Known and potential archaeological resources
- Key views to and from the site
- Siting of the residence above the penitentiary; the prominence of the residence on the site and within the community.

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 Woman 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 introduced to allow the public access to the grounds. This is an important pedestrian gateway but involves the demolition of one section of fence and the partial loss of a significant attribute.

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 66: 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: Hobin Architecture 2022.

P4W Memorial Garden Block 7

A memorial garden is proposed to be developed on the northeast side of the prison entrance on Block 7 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.

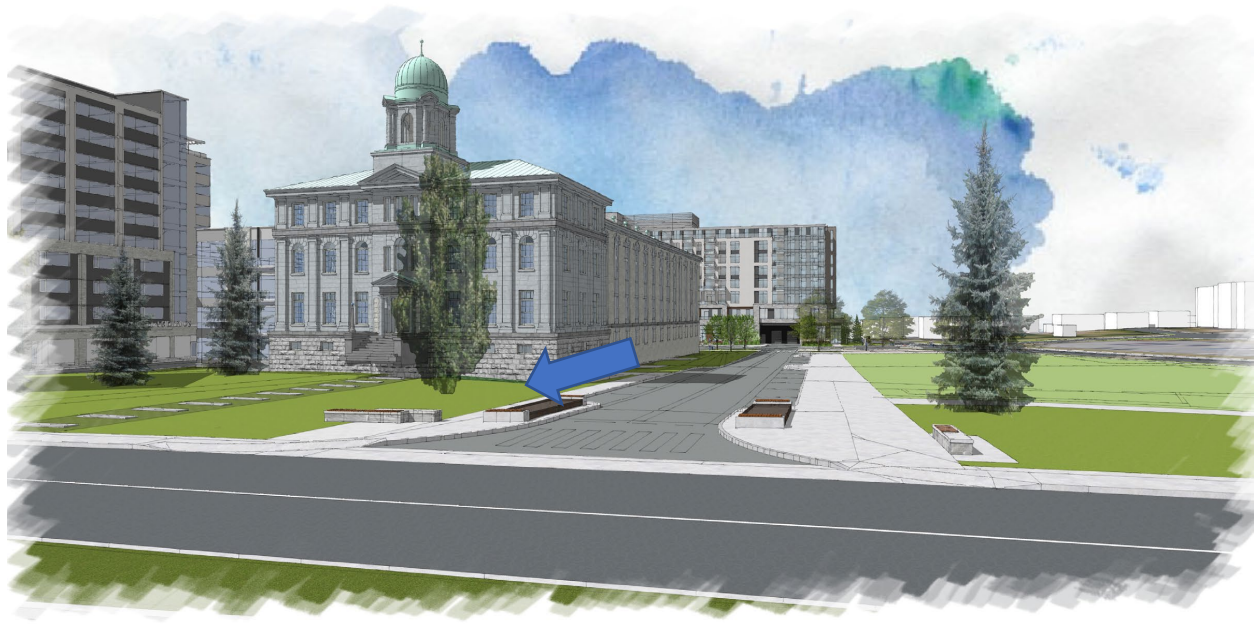


Figure 67: The Memorial Garden will be located on the edge of the front lawn in the foreground of this view (see Figure 52 for the plan defined as Block 7) Its form and design are being developed in collaboration with the P4W Collective. Source: Hobin Architecture 2022.

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, which should be considered a "familiar landmark."

Their significance is discussed in more detail in the heritage guidelines of Chapter 5. The viewing stations provide an opportunity for locating an interpretive panel and or artifact that will encourage stopping and take in the view. For example, 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."*

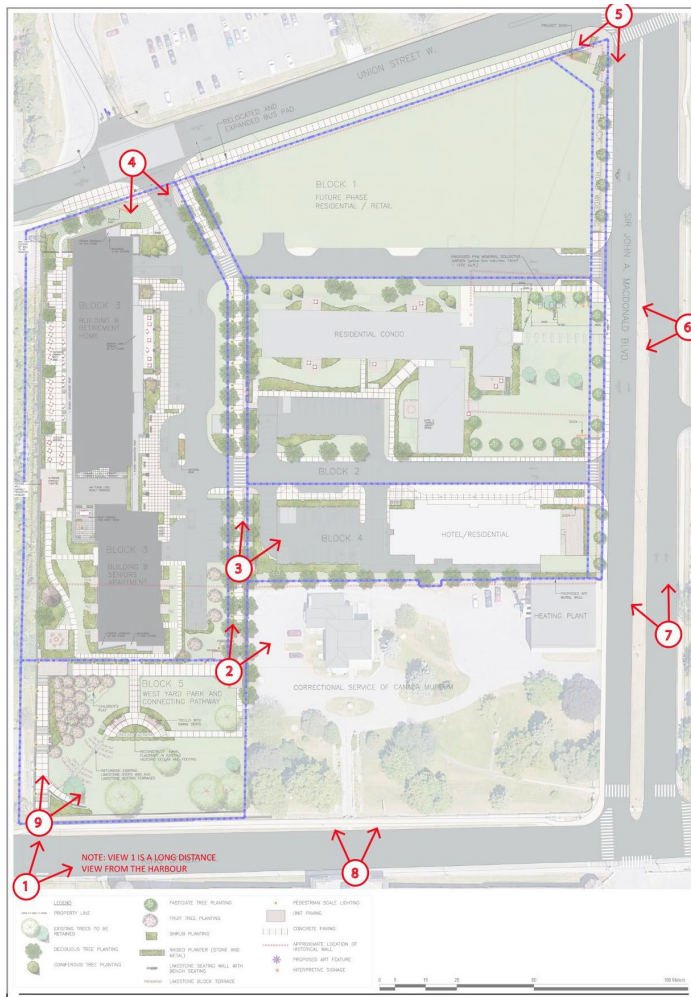


Figure 68: Indicates some of the key views that offer potential locations for interpretive nodes. Source: CSW Landscape Architects Inc.

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.

7.0 CONCLUSION AND NEXT STEPS

Union Park Kingston's Heritage Conservation Strategy has been prepared as part of a *Planning Act* application that, if approved, will establish the policy framework and performance standards for the subject property. The Heritage Conservation Strategy aims to insert significant heritage considerations into the overall development proposal. It is intended that a Heritage Easement Agreement endorsed by both the city and the developer(s) will replace the Part IV designation and position the Heritage Conservation Strategy as an appending document providing guidance to future heritage approvals. The Heritage Easement will set out the requirements for maintaining the specific heritage features, attributes, and resources of significance at Union Park Kingston. This will involve statutory considerations under the Ontario Heritage Act and be used to inform site specific policies in the Official Plan, 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 strategy has been developed as an overarching management tool used as a baseline against which to evaluate development proposals (future blocks/site plans) that will impact the heritage merit of the site as a whole campus. The Heritage Strategy will also be valuable for the evaluation of the Union Park Kingston Official Plan and Zoning planning applications being submitted to the City of Kingston for approval. It offers a benchmark from which detailed plans and proposals can be compared and conservation, preservation and mitigation responses identified.

Challenges in coming to grip with the strategy include:

- The complexity of the site, with various designations mandated by Federal, Provincial and City of Kingston legislation.
- The actual points of division between the Heritage Conservation Strategy and the future tend to overlap with the latter examining matters at a 'finer grain' and the former addressing guidance such as, documentation commemoration, salvage, and compatibility.
- The poor condition of many of the recognized attributes, particularly on the interior of the Cell Block and their incompatibility with the planned residential uses.
- The infamous nature of the site's history and finding a comfortable balance between exploiting the dark nature of the story and assuring the story is not glossed over.
- The approach to Block 1 is not part of this submission. The **Heritage Easement Agreement** endorsed by both the city and the developer(s) will set out the requirements for maintaining the specific heritage features, attributes, and resources of significance at Union Park. These will be in force when Block 1 advances at a later point in time and will guide development. The strategy relies on Federal and Provincial statements of significance and value for the site, in determining an overview of which areas of the site are sensitive to change and why, and what are the key attributes, values and contexts that need to be considered as the site is developed/adapted/altered.
- Working in cooperation with the P4W Memorial Collective to establishing a memorial garden and exterior gallery as a significant way to interpret and memorialize the women who have spent time

in Kingston's Prison for Women. The planned garden (Figure 49) will provide a quiet place for reflection as part of a collaborative restorative process.

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. It is the authors' opinion that the planned development at Union Park Kingston is in general conformity with the requirements of the *Standards & Guidelines for the Conservation of Historic Places in Canada* and addresses the heritage values of the Prison for Women building as outlined in Chapter 3.

It should be noted that in addition to this Heritage Strategy, the City of Kingston Official Plan will require specific Heritage Impacts Statements to accompany the future site plan and heritage applications for each of the Blocks. Based on the development parcels and phasing, these Heritage Impact Statements will be for the proposed Prison for Women rehabilitation project (Block 2), the proposed hotel (Block 4), the proposed seniors' housing continuum of care (Block 3), The West Yard Block 5 and the future mixed-use project (Block 1). 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.

The authors confirm that the proposal, establishes and justifies the need for a heritage conservation strategy, and that there will be appropriate oversight to ensure that future processes are in place to conserve the heritage value of the property. All items outlined in the *Conservation Strategy* provide a mechanism that can be closely followed to ensure ongoing integrity of the site's heritage components.

8.0 REFERENCE MATERIAL

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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.

Scheinman André *Peer Review Letter* dated December 8, 2021

APPENDIX A: BY-LAW NUMBER 2007-167.

THE REASONS FOR DESIGNATION

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 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.