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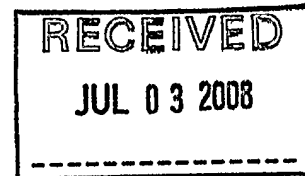
City of Kingston

216 Ontario Street
Kingston, Ontario
Canada K7L 2Z3

www.cityofkingston.ca

where history and innovation thrive

2008-06-26



Mr. David Larmour
Department of Justice
Ontario Regional Office
3400-130 King Street West
P. O. Box 36
Toronto, ON M5X 1K6

Dear Mr. Larmour:

RE: HERITAGE DESIGNATION – 40 SIR JOHN A. MACDONALD BLVD., KINGSTON

Pursuant to Section 29(6) of the Ontario Heritage Act, attached please find a copy of By-Law No. 2007-167, "A By-Law to Designate 40 Sir John A. Macdonald Boulevard, Also Known as 'The Prison for Women (P4W)' to be of Cultural Heritage Value Pursuant to the Provisions of the Ontario Heritage Act (RSO 1990, Chapter 0.18)", which By-Law was registered on title on June 17, 2008, as Instrument No. FC58484.

If you require any further information, please do not hesitate to contact Marcus Letourneau, Heritage Planner.

Yours truly,

Carolyn Downs
City Clerk

/ki

Enclosure

Cc: L. Thurston, Commissioner, Community Development Services
M. Letourneau, Heritage Planner, Culture & Heritage Division (with copy of By-Law)
S. Powley, Committee Clerk (KMHC)
Ontario Heritage Trust (with copy of By-Law)
J. Moran, Records Clerk (By-Laws & Agreements) (with original By-Law)

File No. P18

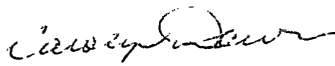
City Clerk's Department
Corporate Services

Phone: (613) 546-4291 ext. 1247 Fax: (613) 546-5232 cdowns@cityofkingston.ca



I, Carolyn Downs, hereby certify this to be a true and correct copy of By-Law No. 2007-167, "A BY-LAW TO DESIGNATE 40 SIR JOHN A. MACDONALD BOULEVARD, ALSO KNOWN AS 'THE PRISON FOR WOMEN (P4W)' TO BE OF CULTURAL HERITAGE VALUE PURSUANT TO THE PROVISIONS OF THE ONTARIO HERITAGE ACT, (R.S.O. 1990, Chapter 0.18)", which By-Law was passed by the Council of the Corporation of the City of Kingston on September 18th, 2007.

DATED at Kingston, Ontario
this 12th day of June, 2008


Carolyn Downs, City Clerk
The Corporation of the City of Kingston

BY-LAW NO. 2007-167

A BY-LAW TO DESIGNATE 40 SIR JOHN A. MACDONALD BOULEVARD, ALSO KNOWN AS 'THE PRISON FOR WOMEN (P4W)' TO BE OF CULTURAL HERITAGE VALUE PURSUANT TO THE PROVISIONS OF THE ONTARIO HERITAGE ACT, (R.S.O. 1990, Chapter 0.18)

PASSED: September 18, 2007

WHEREAS Section 29 of the Ontario Heritage Act, R.S.O. 1990, Chapter 0.18 authorizes the Council of a Municipality to enact by-laws to designate real property, including all buildings and structures thereon, to be of cultural heritage value or interest;

AND WHEREAS Council has consulted with its Municipal Heritage Committee and has approved the designation of a property located at PLAN 54 PT B182; RP 13R18756 PARTS 11 to 20 inclusive, as illustrated in Schedule "A", known as 40 Sir John A. Macdonald Boulevard, on September 18, 2007

AND WHEREAS notice of the designating by-law was published in the Kingston Whig Standard, which is a newspaper having general circulation in the municipality, on, August 24, 2006.

THEREFORE, the Council of The Corporation of the City of Kingston hereby enacts as follows:

1. To designate as being of cultural heritage value and interest the following property in the City of Kingston:

(a) 40 Sir John A Macdonald Boulevard

2. The above mentioned property is more particularly described in Schedule "B" attached hereto.

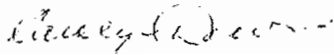
3. A copy of the designating by-law shall be registered against the property affected in the proper land registry office. The City Clerk is hereby authorized to cause a copy of this by-law to be served on the owner of the land described in Schedule "A" hereto and on The Ontario Heritage Trust and to cause notice of the passing of this by-law to be published in the Kingston Whig Standard.

4. This by-law does not apply to the property affected, or to any adjacent lands, so long as the affected property or adjacent lands are held by Her Majesty the Queen in right of Canada (the "Federal Crown"). This by-law shall apply to any portion of the affected property or adjacent lands which cease to be owned by the Federal Crown, and shall be in full effect in relation to any other purpose including section 2.6.3 of the Provincial Policy Statement (2005), or any superseding policy statement.

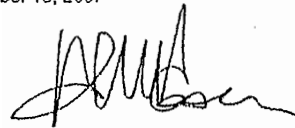
5. This By-Law shall come into force and take effect on the date of its passing.

GIVEN FIRST AND SECOND READINGS September 4, 2007

GIVEN THIRD READING AND FINALLY PASSED September 18, 2007

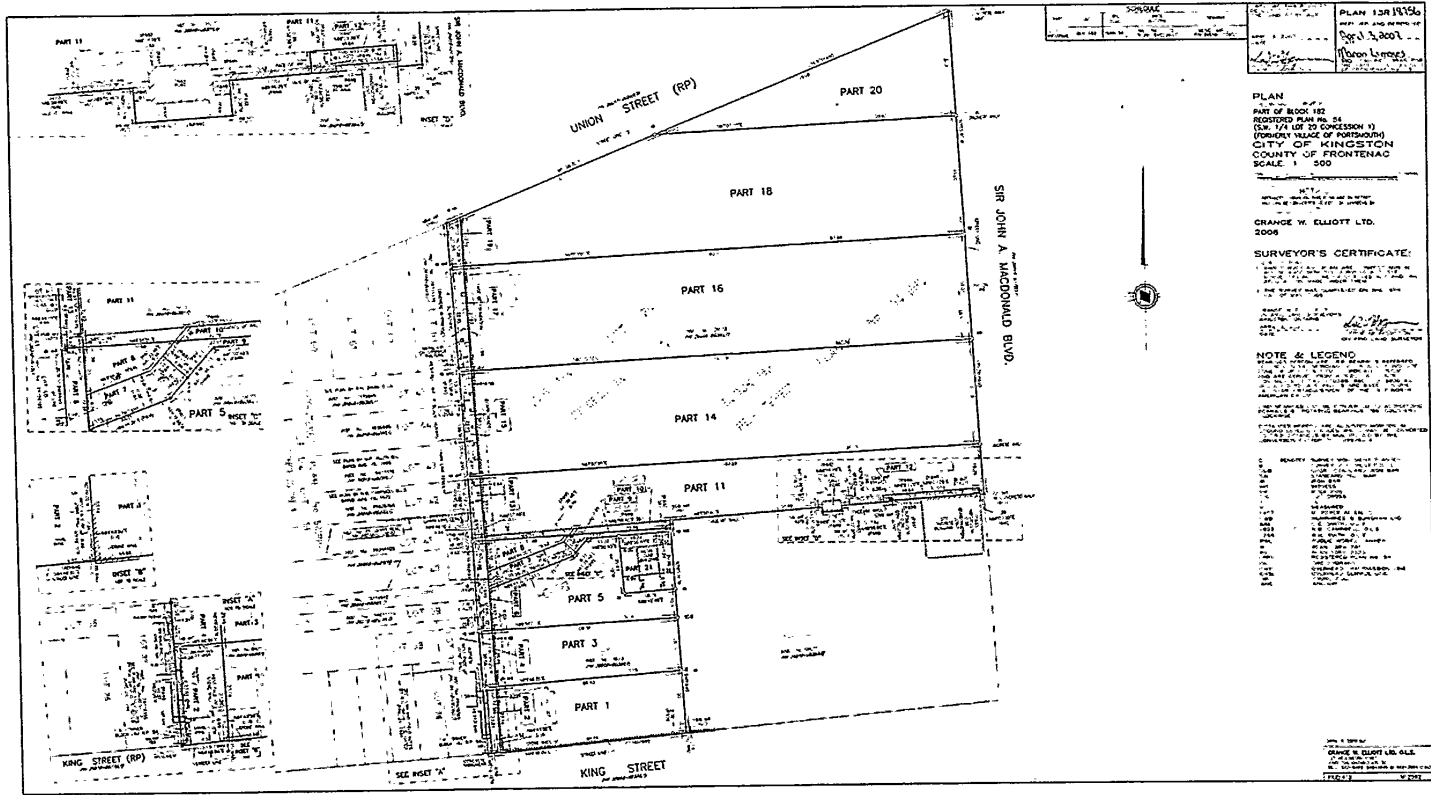


CITY CLERK



MAYOR

Schedule "A"



Schedule "B"
Description and Reasons for Designation
40 Sir John A. Macdonald Boulevard, also known as the 'Prison for Women' (P4W)

Legal Description

Civic Address: 40 Sir John A. Macdonald Boulevard
Lot/Concession: PLAN 54 PT B182; RP 13R18756 PARTS 11 to 20 inclusive.
Property Number: 101107008007500

Description of Property

The property at 40 Sir John A. Macdonald Boulevard, also known as the Prison for Women (P4W), is a landmark in both Kingston and Canada. It is of cultural heritage value not only because of the Prison for Women's design values which include its use of the Auburn Penitentiary style cellblock with a prisoner-designed locking mechanism, the limestone veneer treatment on its exterior, its integration of Edwardian classical motifs, its fenestration, its distinctive copula on the Administrative Building and copper-coated roof with a stone chimney on the Cellblock building but also as a coherent whole property having historical associations with the Correctional Service of Canada and its treatment of women, viewsapes, its historic economic benefits to Kingston through the creation of Federal positions, and existing part of a larger cultural heritage landscape of penitentiary lands within Kingston.

Statement of Cultural Heritage Value/Statement of Significance:

The cultural heritage value of the property at 40 Sir John A. Macdonald Boulevard, also known as the "Prison for Women (P4W)" lies in its design values, historical associations, and contextual values.

There are many design and physical values associated with Prison for Women complex (initially completed in 1934) located at 40 Sir John A. Macdonald Boulevard. As the Federal Heritage Building Review Office (Building Report 01-041) [hereafter *FHBRO Report*] noted, "P4W, and C-16/C-18 in particular, constitute a rare and almost unique surviving structural expression of women's interaction with criminal law." (4). (See Figure 1 identifying C-16 (Cellblock Building) and C-18 (Administrative Building)). Designed by architectural staff at the Department of Justice (Canada), the complex (consisting of C-18, C-16 and the linking section between them) was constructed as a means to facilitate prisoner rehabilitation. In particular, the use of the Auburn Penitentiary style cellblock reflects a desire to alter social behavior via architecture. The property also reflects the Department of Justice's approach to the treatment of exteriors of its properties, particularly its approach of combining fairly formal but rather severe variations on Edwardian classical motifs in the decoration of the public façades and considerably less elaborate classical treatments of those sections not intended for public view. Important attributes of the Prison for Women complex include its hand worked limestone masonry veneer over a poured concrete core. This limestone veneer is smooth hammer dressed on the public faces of the C-18 Administrative Building and more rusticated blocks were used on its rear elevations, the link between the C-18 and C-16 Buildings, and most of the C-16 Cellblock. Further, Kingston is unique in its massing of limestone buildings and P4W reflects this tradition. More particularly, the C-18 Administration Building is noteworthy for its more sophisticated classical architectural styling with its principle 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 consisting of an entablature and pediment supported 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, and the contrasting use of square headed windows on the first and third floor and the semicircle arched windows on the second floor in the symmetrical wings which flank the central section. (Figure 2) More particularly associated with the C-16 Cellblock, which is divided by fifteen bays with a three bay rear wall, are the following architectural elements: its classical style of architecture; its shallow pitched copper-covered hipped roof; the symmetrical arrangement and distinctive treatment of windows, which includes the use of semicircular arches windows with keystones; and a stone chimney on the north slope of the roof. (Figure 3) On the interior, C-16 features a cellblock design more typically associated with men's prisons and which is marked on the third floor and mezzanine (fourth floor) of C-16 by its poured

concrete walls, terrazzo floors, steel bars, elevated walkways, barriers, staircases and a distinctive locking mechanism which was identified in the *FHBRO Report* (Figure 4, 5, 6, 7).

The historical value of this property is based on its association with the Correctional Service of Canada, and more particularly with its treatment of women. The Prison for Women symbolizes, in the words of the *FHBRO Report*, "the correctional system's often-questioned equation of female and male inmates . . ." (6). Little is known about the Prison for Women property prior to 1833, at which point it was purchased from the heirs of Philip Pember for the sum of £1000.00 for the construction for a new Provincial Penitentiary. Once the Provincial Penitentiary (now Kingston Penitentiary) was constructed, efforts were made to clear the rest of the property purchased in 1833 of trees and rock to develop it as arable land for the growing of produce. The 1869 Fortification Survey of Kingston seems to show that land clearing of the Prison for Women property had begun in earnest that time. (Figure 8) At some point before 1895, the property was enclosed by a wall; this wall can be seen in the attached aerial photo from 1920. (Figure 9)

The Prison for Women was, until its closure, the sole Federal penitentiary for women. However, it was not the first Prison for Women. While the first three women inmates arrived at Kingston Penitentiary (KP) in 1835, it was not until 1839 that the female prisoners were moved into part of the North Wing of KP, which had been designated as the first prison specifically for women in Canada. Although there were limited numbers of female prisoners, overcrowding was a regular problem. In 1867, recommendations were first made for the construction of proper women's prison. In 1909, a new, separate prison for women was constructed within the confines of Kingston Penitentiary and by February 1913, the female inmates were moved into their accommodations. This Building is now an Administrative Building at KP (which is a National Historic Site). Nevertheless, the following year the Royal Commission on Penitentiaries stated

... that the interests of all concerned would be best served if those few inmates were transferred to an institution for women. It may be possible that, as has been suggested elsewhere in this report, in connection with certain other classes, arrangements might be made with the provincial authorities for the custody of all female offenders.

Construction on the Prison for Women complex located at 40 Sir John A Macdonald Boulevard (also called P4W) did not begin until 1925. In an interesting turn of events, because overcrowding pressures at Kingston Penitentiary exacerbated by a riot in 1932, approximately 100 men from KP were incarcerated in the Prison for Women (despite the fact that it was still under construction), thus becoming the institution's first inmates. These inmates would remain at P4W until December 1933. It was on January 24, 1934 that the first female prisoners arrived at Prison for Women. While offering improved conditions, P4W was criticized early in its history. Indeed, in 1938 the *Archambault Report* recommended that the prison be closed. Since the *Archambault Report*, no less than 15 government reports have criticized the Prison for Women. However, it was a series of inmate disturbances between April 22 and 26, 1994, resulted in the use of the Institutional Emergency Response Team, which led to the closure of the building. In the word of Correctional Service of Canada, "these events served to underscore the need to accelerate the move toward modern regional institutions specifically designed to meet the security and programming needs of women inmates." The *Commission of Inquiry into Certain Events at the Prison for Women in Kingston* was blunter: "The prison is an old fashioned, dysfunctional labyrinth of claustrophobic and inadequate spaces holding 142 prisoners of all security levels, minimum through maximum." On May 8, 2000, the last inmate of the Prison for Women was transferred, thus ending approximately 65 years of operation.

In addition, the Prison brought historic economic benefits to Kingston through the creation of Federal positions, thereby contributing to the City's community of 'prison workers' which were a unique group within Kingston apart from the Military, factory or migrant farm labourers, or settlers that existed in other communities. Indeed, Kingston was, and continues to be, known for its number of prisons per capita, particularly in the 1960s and 1970s when they were quite dominant in the social structure of Kingston.

The contextual value of this property is illustrated within the *FHBRO Report* which identifies the relationship of the Prison with the village of Portsmouth as a consideration along with its function as a recognizable landmark in the City of Kingston and throughout Canada. It is also an important element in the cultural heritage landscape of prisons and 'Penitentiary Lands' within Kingston. The land on which the Prison for Women is located was once part of a larger prison landscape which

consisted of properties from Lake Ontario to Bath Road. (See Figure 10) While many of these lands have been subdivided, remnants of this landscape persist including the former Correctional Services of Canada prison buildings located at Rodden Park, the water tower and farm house located on the West Campus of Queen's University, the Correctional Staff College at 443 Union Street, the Prison for Women, the Penitentiary Museum, a house located at 525 King Street West, and the Kingston Penitentiary, all of which have been identified as having cultural heritage value. The property is also located in the proximity of known and potential archaeological resources; indeed, the Cataraqui Archaeological Research Foundation has undertaken public excavations on the property of the Penitentiary Museum at the site of former military barracks. The property also has contextual values for its views towards and from Portsmouth Village and Portsmouth Olympic Harbour. (Figure 11 and 12)

Character Defining Features/Heritage Attributes

Important attributes of the property include:

- 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 principle 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 principle 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.

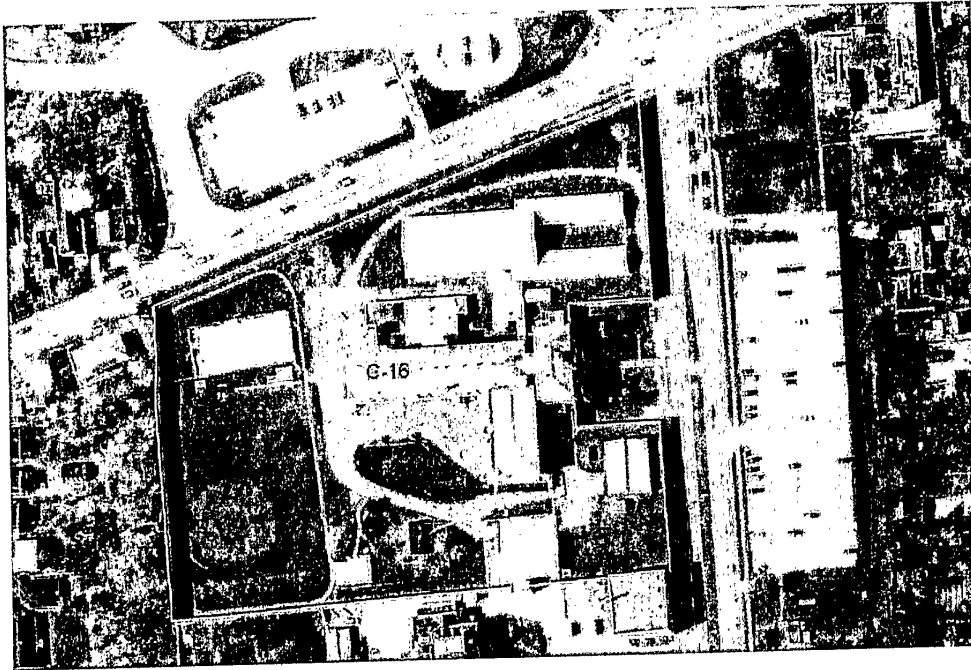


Figure 1: 2004 Ortho Image of the Prison for Women property with C-18 (Administrative Building) and C-16 (Cellblock) identified



Figure 2: Front (Sir John A Macdonald Blvd.) façade (2006)

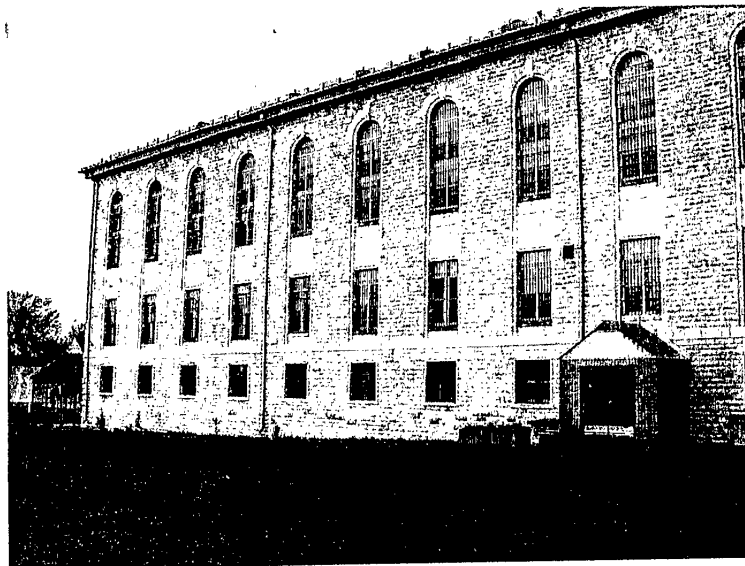
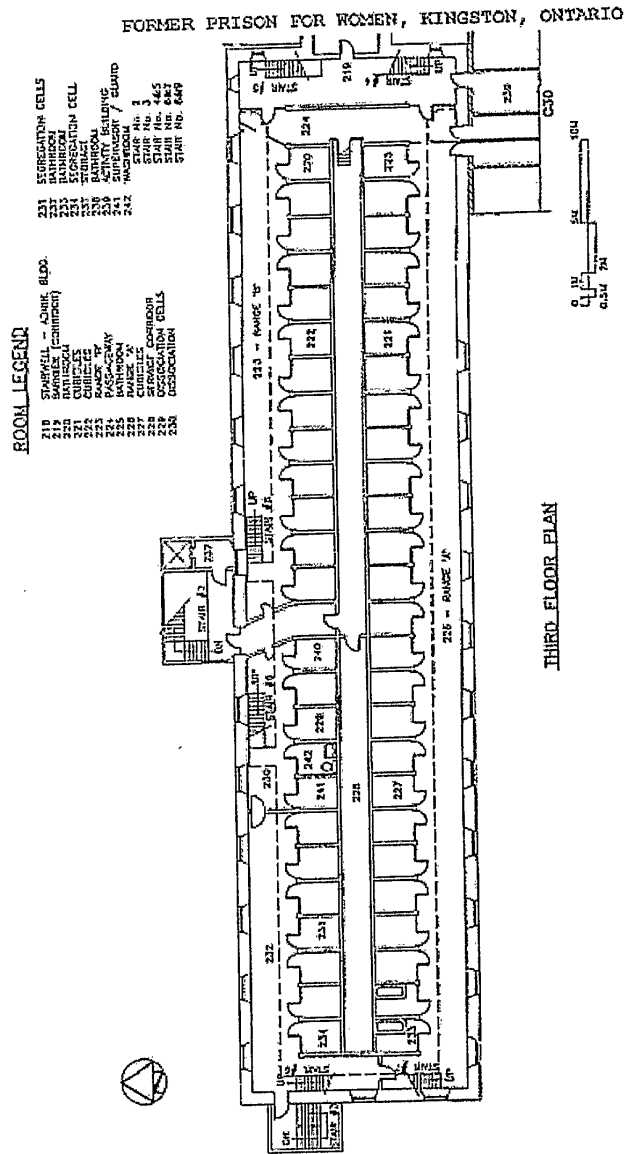


Figure 3: C-16 (Cellblock) Building – South Face (2005)



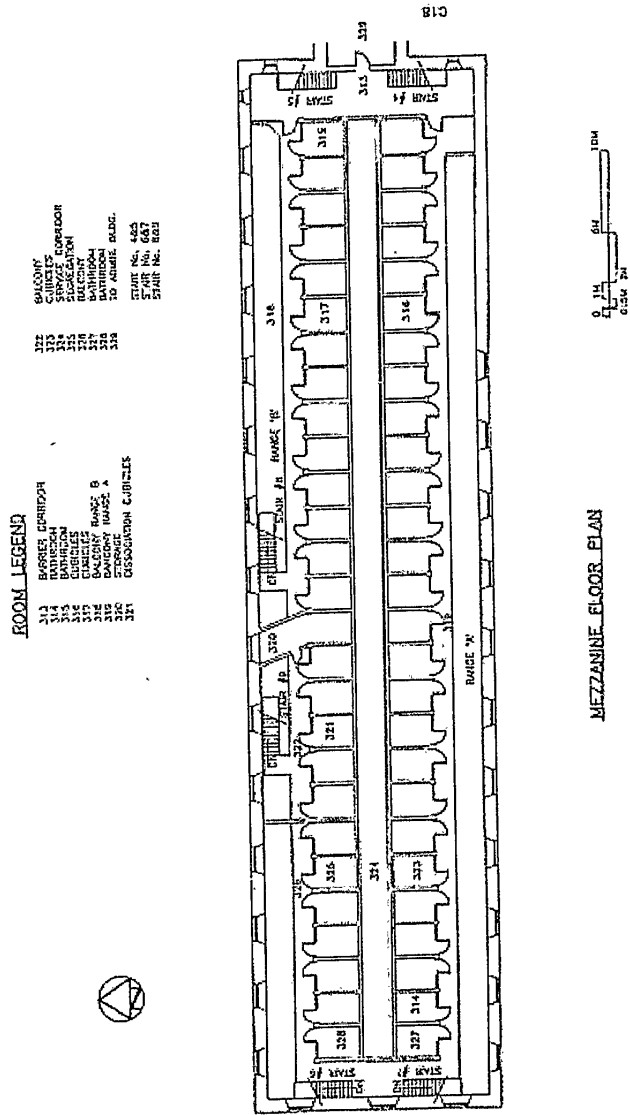
Figure 4: C-16 (Cellblock) Building – Southern Range (2005)



38 Current third floor plan of C-16 Cellblock; except for staircase additions, this layout appears to be largely original. (CSC, April 2001.)

Figure 5: Third Floor Plan of C-16 (Cellblock). Source: *FHBRO Report, Figure 38*

FORMER PRISON FOR WOMEN, KINGSTON, ONTARIO



39 Current fourth (mezzanine) floor plan of C-16 Cellblock; this layout appears largely original. (CSC, April 2001.)

Figure 6: Mezzanine (Fourth) Floor Plan of C-16 (Cellblock). Source: FHBRO Report, Figure 39



Figure 7: Prisoner-designed Locking System (2005)

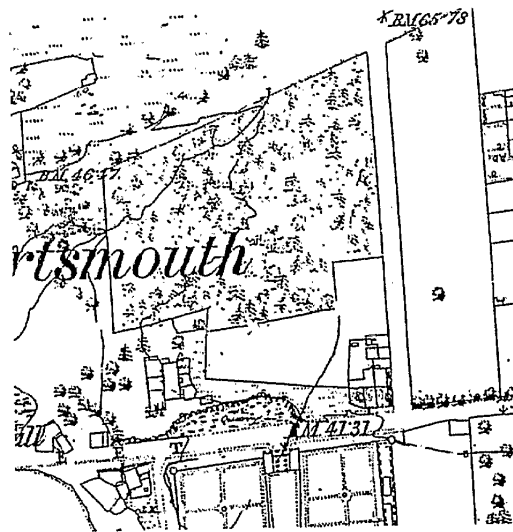


Figure 8: 1869 Fortification Plan of Kingston (Source: CARF Assessment)

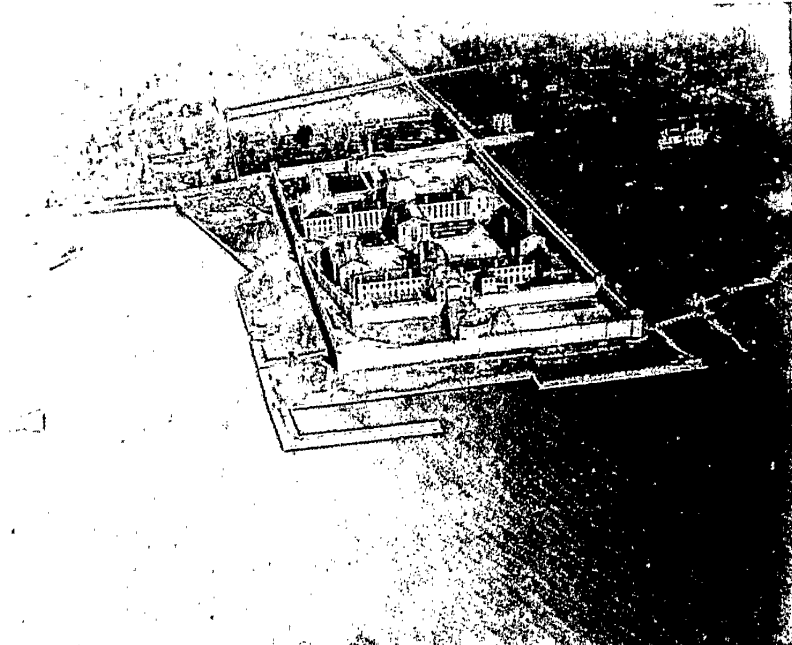


Figure 9: Aerial View of Kingston Penitentiary and Lands showing enclosed area, 1920. (Source: National Archives of Canada)

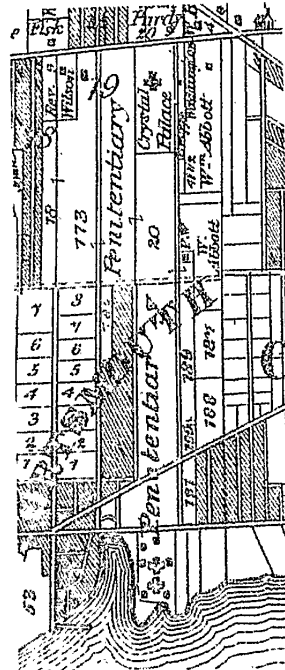


Figure 10: 1878 Map showing Penitentiary Properties. (Source: J. Meacham. Illustrated Historical Atlas of Frontenac, Lennox and Addington Counties, Ont. Toronto, 1878)

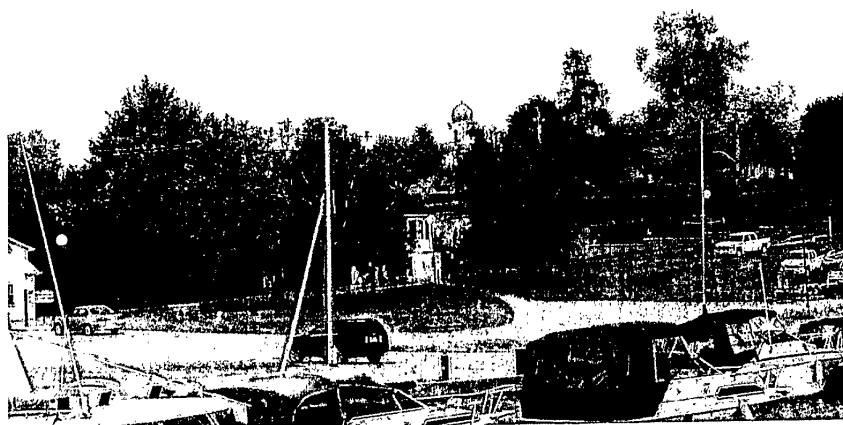


Figure 11: View towards the Prison for Women property

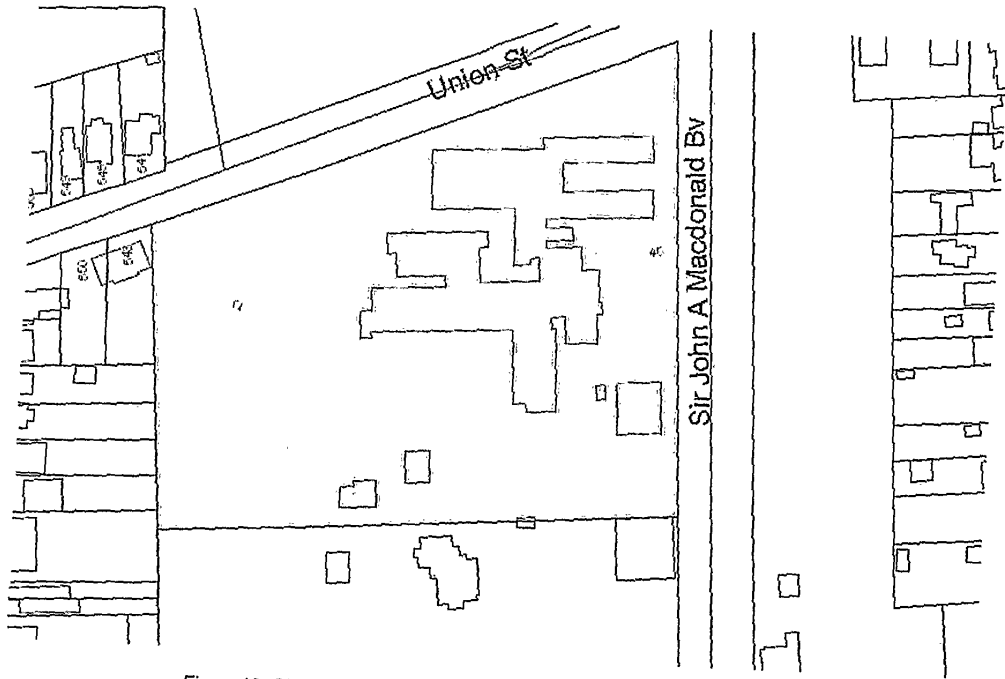


Figure 12: GIS image of 40 Sir John A Macdonald Boulevard property.