



City of Kingston
Report to Kingston Heritage Properties Committee
Report Number HP-24-041

To: Chair and Members of the Kingston Heritage Properties Committee

From: Jennifer Campbell, Commissioner, Community Services

Resource Staff: Kevin Gibbs, Director, Heritage Services

Date of Meeting: October 16, 2024

Subject: Amendment to Designation under the *Ontario Heritage Act*

Addresses: 8 Estate Lane; 8, 14 & 17 Gable Lane; 15 Leahurst Lane; 25, 38, 46 & 51 Heakes Lane; 18 & 24 Penrose Lane; 18, 36, 42 & 46 Lakewatch Lane; 11, 23 & 43 Beechgrove Lane; and 730 & 752 King Street West

File Numbers: R01-020-2020

Council Strategic Plan Alignment:

Theme: Corporate business

Goal: See above

Executive Summary:

Section 30.1 of the *Ontario Heritage Act* authorizes the Council of a Municipality to enact by-laws to amend designating by-laws passed under Section 29. Council shall, before giving notice of a proposed amendment to a designating by-law, consult with its Municipal Heritage Committee when the Council of a municipality has appointed a Municipal Heritage Committee.

This report provides background information regarding the proposed amendment to the designating by-law for the former Rockwood Asylum property, to clarify the cultural heritage value of the property and to refine the boundaries of the resource. This will have the effect of removing the existing designation from those lands outside of the “heritage landscape” land use

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category in the City of Kingston Official Plan, which do not contribute to the cultural heritage value of the property. The amendment will also remove the now separate parcel at 730 King Street West, which has recently been developed as the Kingston Veterans' Village.

Representatives of the owner of the property (Infrastructure Ontario) have been provided with the draft designation by-law and have worked closely with Heritage Planning staff to prepare this amendment. The owners of 730 King Street West have also been contacted and have no concerns.

The Notice of Proposed Amendment and updated designation by-law has been prepared in accordance with the *Ontario Heritage Act*. Staff recommend serving the Notice of Proposed Amendment on the subject properties to ensure the continued heritage conservation of the former Rockwood Asylum and to refine the boundaries of the designation by-law to only those portions of the property that contribute to its cultural heritage value.

Recommendation:

That Kingston Heritage Properties Committee recommends to Council:

That Council direct staff to serve a Notice of Proposed Amendment for the properties located at 8 Estate Lane; 8, 14 & 17 Gable Lane; 15 Leahurst Lane; 25, 38, 46 & 51 Heakes Lane; 18 & 24 Penrose Lane; 18, 36, 42 & 46 Lakewatch Lane; 11, 23 & 43 Beechgrove Lane; and 730 & 752 King Street West, pursuant to Section 30.1 of the *Ontario Heritage Act*, attached as Exhibit C to Report Number HP-24-041; and

That should no Notice of Objection be received by the Clerk of The Corporation of the City of Kingston within thirty (30) days of the publication of the Notice of Proposed Amendment, the Designation By-Law for the former Rockwood Asylum, attached as Exhibit D to Report Number HP-24-041, be presented to Council for all three readings, and that staff be directed to carry out the requirements as prescribed under Section 30.1 of the Act.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Jennifer Campbell,
Commissioner, Community
Services**

P.P. ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services	Not required
Neil Carbone, Commissioner, Corporate Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Peter Huigenbos, Commissioner, Major Projects & Strategic Initiatives	Not required
Brad Joyce, Commissioner, Infrastructure, Transportation & Emergency Services	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:

The two properties subject to this application, at 730 King Street West (Kingston Veterans' Village) and 752 King Street West, 8 Estate Lane, 8, 14 & 17 Gable Lane, 15 Leahurst Lane; 25, 38, 46 & 51 Heakes Lane, 18 & 24 Penrose Lane, 18, 36, 42 & 46 Lakewatch Lane, and 11, 23 & 43 Beechgrove Lane (Kingston Provincial Campus and Providence Care Hospital), are located on the south side of King Street West at the terminus of Portsmouth Avenue, west of Portsmouth Village and extending to Lake Ontario (Exhibit A - Context Maps). The entire holding, including the two separately owned parcels, are currently designated under Part IV of the *Ontario Heritage Act* through By-Law Number 8497, passed in 1975, and amended by By-Law Number 8892 in 1976 (Exhibit B - Designation By-Laws 8497 & 8892).

Background

In 1975-1976 the total 46-hectare (110-acre) parcel from King Street West south to Lake Ontario was owned by the Province of Ontario and included in the designation by-laws. The primary asylum building (Penrose) ceased operation and was vacated in the 1990s. While the Rockwood Villa, South Cottage and Beechgrove Infirmary were renovated in more recent times, the remainder of the 19th century buildings remain vacant or used for storage and property maintenance purposes.

Given its strategic location in Kingston's urban area and its proximity to existing infrastructure and services, the subject property is a candidate for intensification and future development. A number of studies have been undertaken to evaluate land use compatibility, servicing and transportation needs and availability, and environmental impacts such as stormwater management and flora and fauna considerations. In addition, several heritage impact studies, cultural heritage analyses and architectural histories have been prepared by heritage professionals to better understand the heritage value and history of the property.

On September 5, 2017, Council approved an amendment to the City of Kingston Official Plan (OP) to create a site-specific policy area for the subject property to direct its future development. This included areas for future residential and mixed-use intensification and a substantial portion set aside for the Providence Care Hospital. Almost half of the property (approximately 22 hectares [54 acres]) was included in a "Heritage Landscape" policy category (Exhibit A - Context Maps). The policies associated with the Heritage Landscape category direct the retention, conservation and adaptive reuse of the various limestone buildings and the cultural landscape in any future development application. It requires that any new development be "compatible with and complementary to the existing land use, building massing and materials."

In 2018, Infrastructure Ontario retained Archaeological Research Associates Ltd. (ARA Heritage) to complete a detailed evaluation of the property against Ontario Regulations 9/06 and 10/06 (the 'Criteria for Determining Cultural Heritage Value or Interest' for designations under Part IV of the *Ontario Heritage Act* and for Provincially owned properties of provincial significance). The evaluation determined that the property met the criteria as a Provincial

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Heritage Property of Provincial Significance under the ‘Standards and Guidelines for the Conservation of Provincial Heritage Properties’.

As a result, in 2020 a Strategic Conservation Plan was prepared by ARA Heritage. It included an updated Statement of Cultural Heritage Value for the former Rockwood Asylum. The revised statement included a detailed list of heritage attributes that included both buildings and landscape features. It also confirmed the portion of the property that represented the most intact and contributing portion of the cultural heritage landscape (following generally the OP ‘Heritage Landscape’ land use category).

In 2021, a 0.6-hectare portion of the property at the northern extent of the heritage landscape was severed from the total holding and sold to the Homes for Heroes Foundation for the construction of the Kingston Veterans’ Village, now 730 King Street West. The City of Kingston entered into a heritage easement agreement with the Homes for Heroes Foundation in order to identify and conserve the cultural heritage value of that portion of the landscape and its contribution to the overall Rockwood Asylum heritage resource.

In 2023, Infrastructure Ontario, on behalf of the Province of Ontario, requested the advancement of their 2020 application (File Number R01-020-2020) under Section 30.1(2) of the *Ontario Heritage Act* to request that Council amend the designation by-law to correct the legal description and boundaries of the designation and to clarify the cultural heritage value of this resource.

All submission materials are available online through the Development and Services Hub (DASH) at the following link, [DASH](#), using “Look-up a Specific Address”. If there are multiple addresses, search one address at a time. Submission materials may also be found by searching the file number.

Process

Section 30.1 of the *Ontario Heritage Act* authorizes the Council of a Municipality to enact by-laws to amend designation by-laws passed under Part IV, Section 29 of the Act. Council shall, before giving notice of a proposed amendment to a designating by-law, consult with its Municipal Heritage Committee (Kingston Heritage Properties Committee) when the Council of a municipality has appointed a Municipal Heritage Committee.

For amendments, such as a correction to the legal description and refinements to bring existing by-laws into conformity with current standards, the Act provides a streamlined process under Section 30.1(2). Through this streamlined process, no public notice is required to be published in the newspaper and appeal rights are limited to only the effected property owners themselves. The draft Notice of Proposed Amendment is attached as Exhibit C. The draft amending by-law is attached as Exhibit D.

Similar to the process for new designations, the *Ontario Heritage Act* requires a two-tier appeal process for amending existing designations. Under the streamlined process, as noted above, and following consultation with its heritage committee, Council can choose to serve a notice of

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its intention to amend the existing designation under Section 30.1(3) of the *Ontario Heritage Act* on the property owner(s). Within 30 days of receipt of the notice, the owner can object by providing a notice of objection to the City Clerk.

Any notice of objection received by the Clerk's office is then sent to City Council for consideration. Council has 90 days to decide if it wishes to withdraw its Notice of Proposed Amendment or not. Its decision is required to be served on the owner, the Ontario Heritage Trust and be published in the newspaper in the form of either a Notice of Passing (after giving final reading to the by-law) or a Notice of Withdrawal (section 30.1(8) or (9)).

Regardless of whether an objection is received or not, the owner is afforded a second opportunity to appeal the amendment to the Ontario Land Tribunal within 30 days of the publication of the Notice of Passing. The Tribunal will review the appeal, hold a hearing and render a binding decision on the fate and content of the amendment.

Analysis

The currently designated heritage property, now spanning two separately conveyable lots and approximately 100 acres, contains several limestone buildings, the majority of which were built between 1842 and 1910, contained within a cultural heritage landscape. The property also contains a number of later buildings including a laundry and power plant built in 1955, the former Beechgrove Regional Children's Centre built in 1975, the Providence Care Hospital built in 2014, and the Kingston Veterans' Village built in 2023.

The cultural heritage evaluation and Strategic Conservation Plan (both available on [DASH](#)), prepared by ARA Heritage, were prepared in consultation with Heritage Planning staff, heritage staff at the then Ministry of Culture, and heritage staff from infrastructure Ontario. The heritage consultant outlined the cultural heritage value of the subject property, noting various features of the former Rockwood Asylum including the broader cultural heritage landscape. The revised statement provides a detailed overview of the cultural heritage value of this resource not only for its local heritage value but also as a property of provincial significance.

The draft amending by-law (Exhibit D) has incorporated the revised statement prepared by ARA Heritage. The subject property is a relatively intact cultural heritage landscape. Its two primary buildings, Rockwood Villa and Penrose, are considered uncommon and of heritage value on their own. The Rockwood Villa is the oldest building on the site, built in 1842, to plans by well-known architect George Brown (City Hall, Smith Robinson building, etc.) for John Soloman Cartwright, a prominent local politician, lawyer and businessman. It was also the home of Dr. John Litchfield who ran a private asylum within its walls.

The Penrose building is considered the oldest extant purpose-built asylum building in Canada. Constructed to plans by well-known local architect William Coverdale (main cell block Kingston Penitentiary, Rosemount, Sydenham Street United Church, etc.) starting in 1858. Penrose (named after Dr. L.S. Penrose in 1974) is associated with Dr. William Metcalf and Dr. Charles Clarke who were asylum superintendents that practiced a progressive approach to mental health care, which was instrumental in the development of today's treatment and practices.

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The complex of infirmary, residence, greenhouse, workshops, storage and other accessory buildings are rare surviving examples of the type of infrastructure needed for this self-sustaining institution. The Leahurst nurses' residence, the Beechgrove Infirmary and the South Cottage are of particular value to the property for their high degree of craftsmanship.

The landscape is also of particular interest as a cultural heritage attribute because it was purpose-designed for the former Asylum and its programming. It demonstrates the evolution of the treatment and approach to mental health care in Canada. The curvilinear network of roads and pathways, the mature trees and vegetation and various stone structures, such as stone steps, the dry-stone walls, and the McLeod Basin, add to the picturesque and purposeful arrangement of this cultural landscape.

As part of the evaluation of this resource, it was determined that the entire 100-acre parcel did not contribute equally to the heritage value of the property. Portions of the property, such as those developed with the former Beechgrove Children's Centre and the Providence Care Hospital, do not contribute greatly to one's understanding of the Rockwood Asylum's cultural landscape. Following the direction from the various cultural heritage evaluations undertaken on this property over the past 20 years, as well as recent site inspections and analysis, the cultural heritage landscape of the former Rockwood Asylum is most clearly represented by those lands within the "Heritage Landscape" OP category and more particularly described in Reference Plan 13R22309.

The 0.6-hectare (1.5 acre) property now developed with the Kingston Veterans' Village (730 King Street West) is located in a portion of the cultural heritage landscape. The landscape elements and circulation patterns of the property contribute to the understanding of life at the asylum and the pre-asylum agricultural era of Rockwood Villa. A detailed Statement of Cultural Heritage Value for this particular parcel is included in the 2022 Heritage Conservation Easement Agreement between the property owners and the City of Kingston. The agreement includes a requirement to obtain approval from the City for any new construction, alteration or demolition on the property that is likely to affect the noted heritage attributes. The heritage agreement will remain on title of the property in perpetuity and can only be removed if agreed to by both parties. The retention of the Part IV heritage designation on 730 King Street West is unnecessary and could lead to confusion in the future.

The subject property was designated in 1975 under the 1974 *Ontario Heritage Act*. Since this time, the Act has had several significant amendments with respect to the minimum requirements for designation by-laws, particularly in 2005 and again in 2020/2022. Section 30(15) of the Act requires that all new amending by-laws shall be prepared to comply with the minimum standard requirements of the current Act. With respect to a 1970s era by-law, this means the crafting of a new statement of cultural heritage value and a detailed list of heritage attributes.

As required by the *Ontario Heritage Act*, the properties were evaluated against the 'Criteria for Determining Cultural Heritage Value or Interest' in Ontario Regulation 9/06, which requires each property to meet at least two (2) of the nine (9) criteria to be considered for designation under the Act. It was determined that the larger property exceeds the Regulation's evaluation criteria

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and accordingly met the requirements for designation under the Act. Those portions of the property outside of the Heritage Landscape OP category do not satisfy the minimum requirements and are therefore not recommended for designation.

Infrastructure Ontario, on behalf of the Province of Ontario, has worked closely with Heritage Planning staff to prepare and review the draft amending by-law and are supportive of the proposed amendment. Staff have also been in contact with the owners of the Kingston Veterans' Village (Homes for Heroes Foundation), who have no objection to this amendment.

The Heritage Properties Working Group has reviewed the draft by-law and supports the continued designation of the subject property as a property of cultural heritage value and interest. The full statements of significance, including list of attributes is included in the draft designation by-law attached as Exhibit D. Photographs of properties are included in Exhibit E.

Conclusion

As a result of staff's evaluation and the assessments of the various heritage consultants, it has been determined that the cultural heritage value of the former Rockwood Asylum can be best conserved into the future by refining the boundaries of the resource and amending the Statement of Cultural Heritage Value as proposed. The Rockwood Asylum property far exceeds the prescribed criteria for municipal heritage designation, and it is recommended that the designation by-law be amended to bring it into conformity with current provincial standards and to help direct conservation efforts into the future.

Staff recommend proceeding with serving the Notice of Proposed Amendment to the property owners, thereby removing the designation from 730 King Street West and updating the statement of significance and boundaries of the designation for the parcel owned by the Province of Ontario. It is recommended that the Notice be served by the Clerk as required by Sections 30.1(3) and (4) of the Act. Should no notice of objection be received by the Clerk within the thirty (30) day timeframe, staff recommends that Council approve the amended designation by-law, attached as Exhibit D, and serve a Notice of Passing in accordance with Section 30.1(9) of the Act.

Existing Policy/By-Law:

Ontario Heritage Act, R.S.O. 1990, C.O. 18 (Province of Ontario)

Ontario Regulation 9/06 – Criteria for Determining Cultural Heritage Value or Interest (Ontario)

Ontario Regulation 10/06 – Criteria for Determining Cultural Heritage Value or Interest of Provincial Significance (Ontario)

Ontario Regulation 385/21 – General Regulations (Ontario)

City of Kingston Official Plan

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By-Law Number 8497 – A By-Law to Designate Certain Properties within the Municipality to be of Historic or Architectural Value or Interest

By-Law Number 8892 – A By-Law to Amend By-Law Number 8497

By-Law Number 2017-186 – A By-Law to Amend the Official Plan for 752 King Street West

By-Law Number 2022-029 – A By-Law to Enact a Heritage Easement Agreement for 730 King Street West

Notice Provisions:

Notice of Proposed Amendment and Notice of Passing/Withdrawal must be served on the property owners, the Ontario Heritage Trust and published in The Whig Standard, as required, pursuant to Sections 30.1(3) and (8) or (9) of the *Ontario Heritage Act*.

Accessibility Considerations:

None

Financial Considerations:

None

Contacts:

Kevin Gibbs, Director, Heritage Services, 613-546-4291 extension 1354

Joel Konrad, Manager, Heritage Planning, Heritage Services, 613-546-4291 extension 3256

Ryan Leary, Senior Planner, Heritage Services, 613-546-4291 extension 3233

Other City of Kingston Staff Consulted:

Alan McLeod, Senior Legal Counsel & Deputy City Solicitor, Legal Services

Exhibits Attached:

Exhibit A Context Maps

Exhibit B Designation By-Laws 8497 & 8892

Exhibit C Draft Notice of Proposed Amendment

Exhibit D Draft Designation By-Law – former Rockwood Asylum

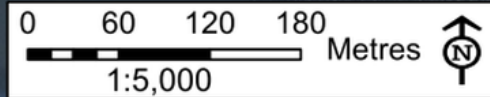
Exhibit E Property Photographs



Kingston Heritage Properties Committee
Neighbourhood Context

Address: 752 King Street W
File Number: R01-020-2020
Prepared On: Sep-05-2024

- Subject Lands
- Property Boundaries
- Proposed Parcels

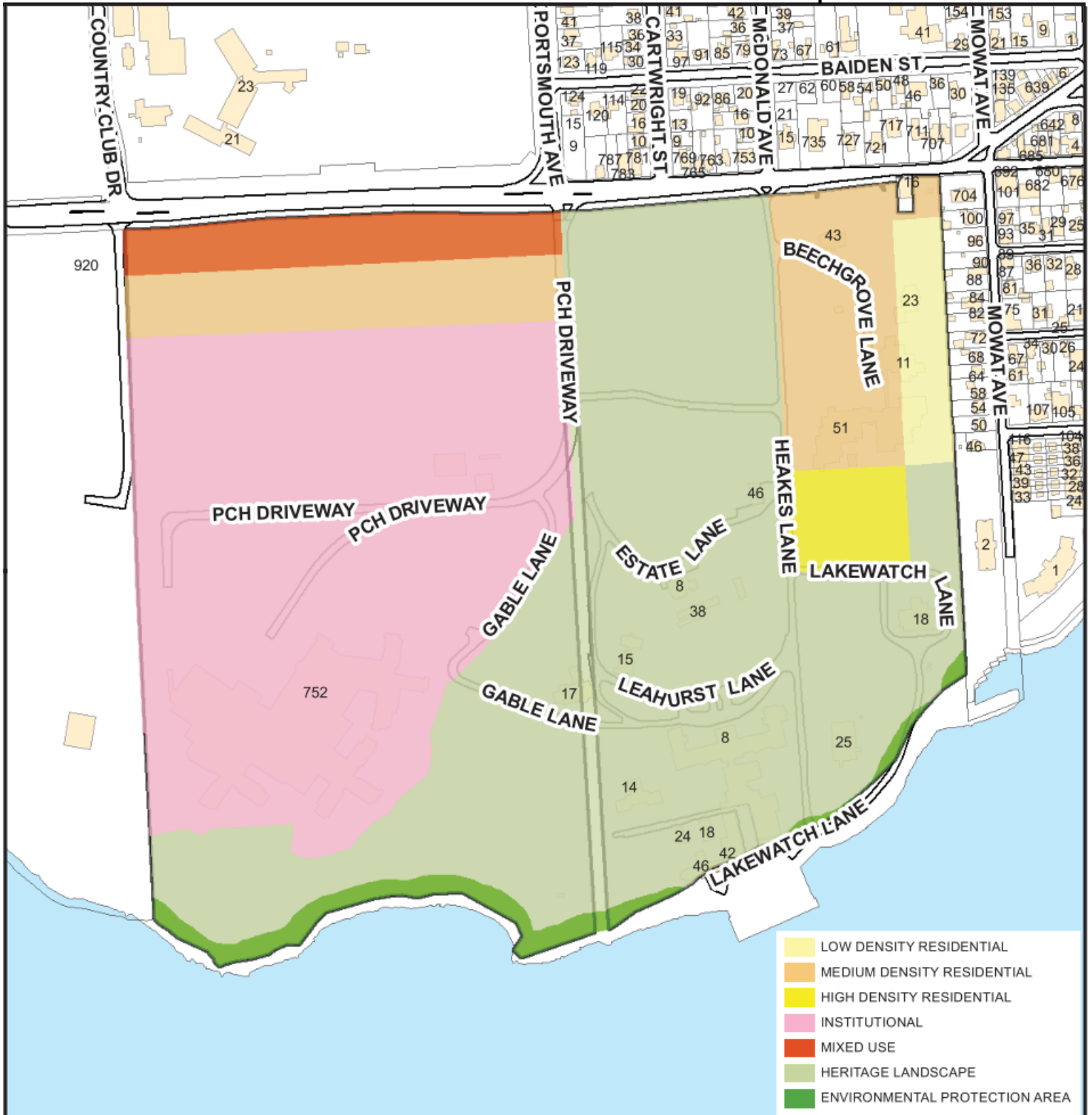


Prepared By: neameron
Prepared On: Sep-05-2024

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Former Rockwood Asylum





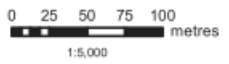
- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- INSTITUTIONAL
- MIXED USE
- HERITAGE LANDSCAPE
- ENVIRONMENTAL PROTECTION AREA

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Kingston Provincial Campus Secondary Plan

Address: 752 King Street West



DATE: 2020-09-23
PREPARED BY: rochefort



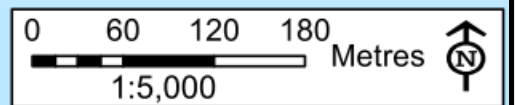
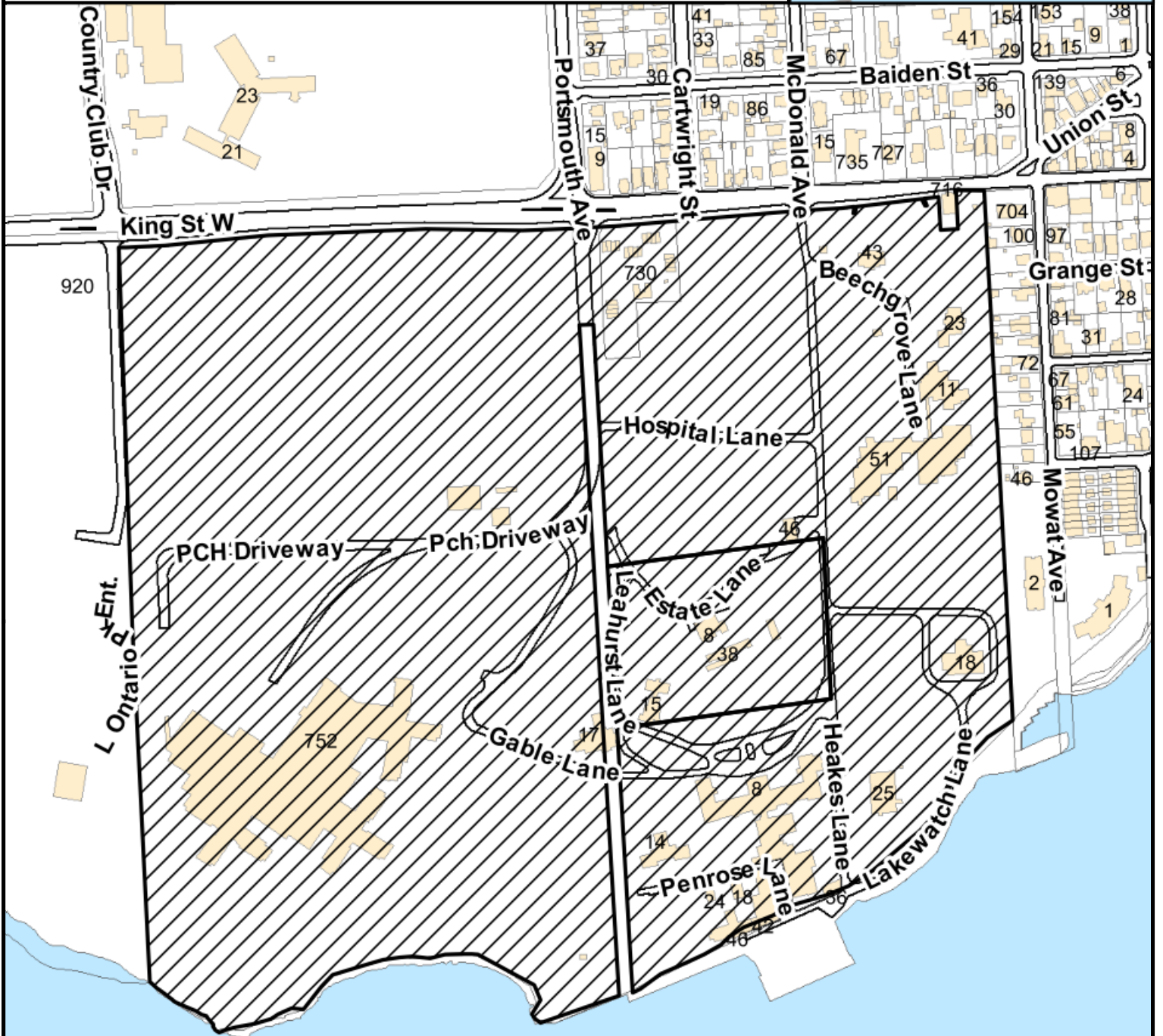


Kingston Heritage Properties Committee

Key Map

Address: 752 King Street W
File Number: R01-020-2020
Prepared On: Sep-05-2024

Current Designation





Kingston Heritage Properties Committee

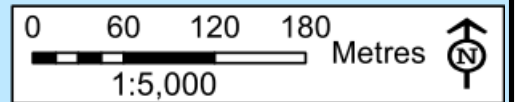
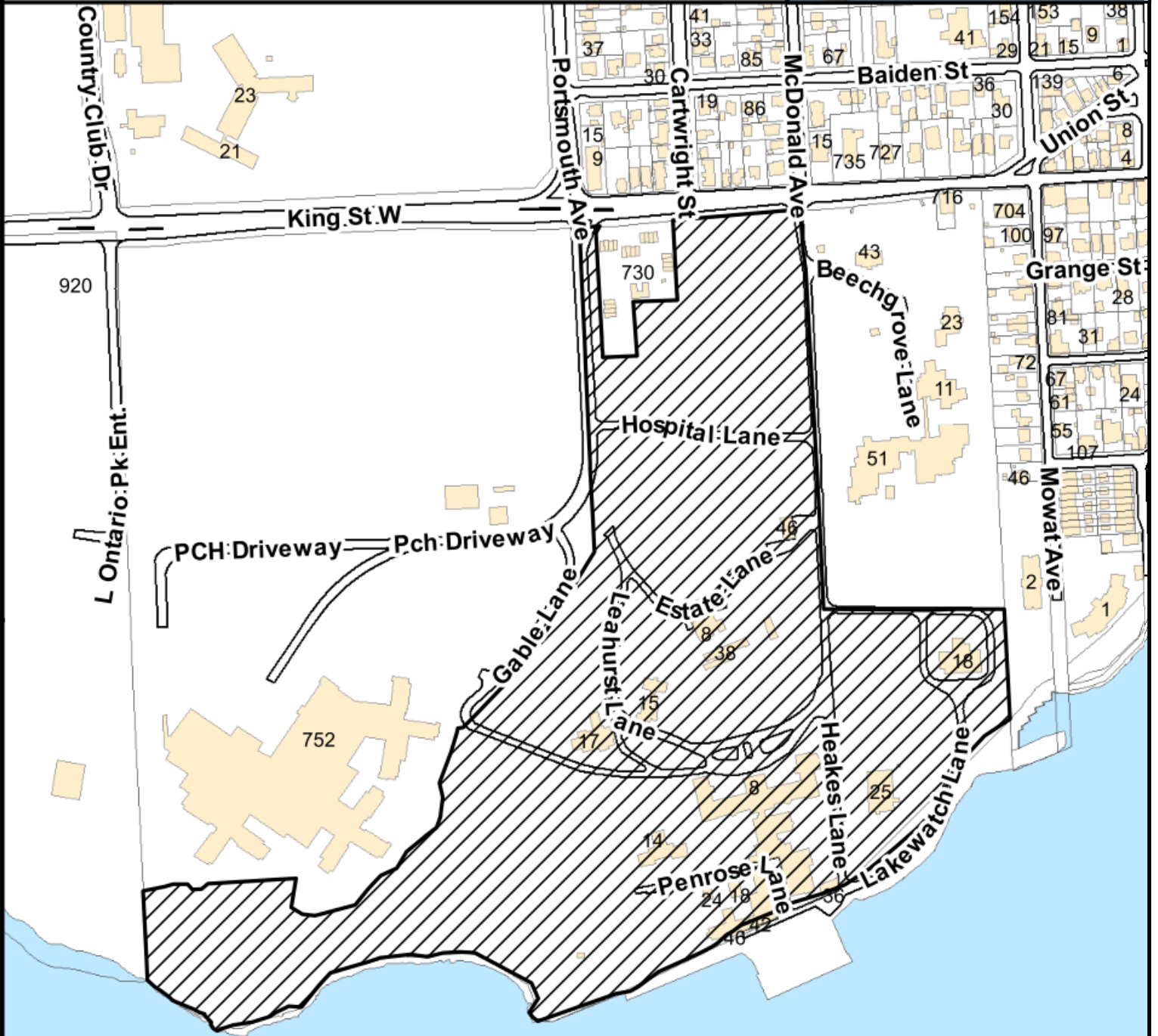
Key Map

Address: 752 King Street W

File Number: R01-020-2020

Prepared On: Sep-12-2024

Proposed Designation Area



APPROVED AS TO FORM

DATE *Aug 30, 1976*

*deleted City Hall by
By-Law No. 84-169.*

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[Signature]
CITY SOLICITOR

Report No. 72
Clause 8

BY-LAW NO. 8497

A BY-LAW TO DESIGNATE CERTAIN PROPERTIES WITHIN THE MUNICIPALITY TO BE OF HISTORIC OR ARCHITECTURAL VALUE OR INTEREST

PASSED: July 28th, 1975.

WHEREAS Section 29 of The Ontario Heritage Act, 1974, provides that the Council of a municipality may, by by-law, designate a property within the municipality to be of historic or architectural value or interest;

AND WHEREAS notice of intention to designate certain properties within the municipality was served on the owners of the property and The Ontario Heritage Foundation on June 2nd, 1975, and was published in the Whig-Standard on June 2nd, 9th and 16th, 1975;

AND WHEREAS no objections were received against the designation of the said certain properties as a result of the aforementioned notices;

THEREFORE the Council of the Corporation of the City of Kingston enacts as follows:

1. The following properties be and are hereby designated to be of historic or architectural value or interest:

(1) CITY HALL - 216 Ontario Street

Built: 1842-44, rear wing rebuilt 1865-66, dome rebuilt 1909

Architects: 1841-43 George Browne
1844, 1866 William Coverdale
1909 Joseph Power

Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Part Market Reserve, Original Survey, M1802 Patent.

Owner: The Corporation of the City of Kingston

Reason for Designation: This building is one of the finest nineteenth century municipal buildings in Ontario and is one of the great classic buildings of Canada. It was designated as being of national significance by the Historic Sites and Monuments Board of Canada in 1961.

(2) ST. GEORGE'S CATHEDRAL BLOCK

St. George's Cathedral, St. George's Church Hall, Sexton's House, Caretaker's Cottage, Old Post Office, Customs House.

Reason for Designation: The differing limestone buildings render this block unique in the City of Kingston. The relationship of the building masses to each other and to the streets, provide a most interesting progression of scale from the smallest residential building to St. George's Cathedral.

C.K. # 8497

- (19) ST. HELEN'S - 440 King Street West
Built: 1837-38
Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Part of Broken Front of Lot 21, Concession 1, as described in Instrument #33705.
Owner: Her Majesty The Queen, as Represented by The Minister of Public Works, Canada.
Reason for Designation: T. Kirkpatrick, Mayor of Kingston, moved into his new country villa in September 1838 and was then removed from office because he lived outside the town.
This stucco building, built on an unusual plan, is a good example of an elegant country villa.
- (20) HAZELDELL - 225 Mowat Avenue
Built: c.1842
Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Part of Lots 4 and 15, Plan 589, as described in Instrument #182216.
Owner: Mrs. Mary Dover
Reason for Designation: Sir John A. Macdonald's mother resided here from 1860-62, and his sisters from 1860-65. This stone house is a good example of the use of austere, simple proportions in the Regency style.
- (21) ROSELAWN - Union Street West at College Street
Built: 1841-43
Architect: William Coverdale
Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Lots 1, 2 and 3, Registered Plan B-11, as described in Instrument #201868.
Owner: Queen's University at Kingston
Reason for Designation: This house was built for D. Smith, lawyer. This substantial stone villa is a combination of vernacular Neo-classic and Regency styles on a grand scale.
- (22) ROCKWOOD HOUSE - Kingston Psychiatric Hospital Grounds
Built: 1841
Architect: George Browne
Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Part of Block 60, Registered Plan 54, lands described in instrument #C209, save and except lands conveyed to the City of Kingston by Instrument #158282.
Owner: Her Majesty The Queen as Represented by The Minister of Public Works, Ontario.

C.K. # 8497

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- (22) ROCKWOOD HOUSE - Kingston Psychiatric Hospital Grounds (cont'd)
- Reason for Designation: This house was built for J. S. Cartwright, lawyer. This imposing stucco building is one of the most famous Regency villas in Kingston.
- (23) BISHOP'S HOUSE - Corner of Bagot and Johnson Streets
- Built: c.1812
- Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Lot 248, Original Survey, as described in Instrument #223810.
- Owner: The Corporation of the City of Kingston
- Reason for Designation: This building was first recorded in the Ordnance Papers of 1813 as being owned by the Reverend Macdonnell. Although this building has received some stylistic alterations, namely a mansard roof and some Gothic Revival trim, it is on the whole a good example of a Classic Revival townhouse.
- (24) VICTORIA AND GREY TRUST COMPANY - 168 Wellington Street
- Built: 1842
- Architect: George Browne
- Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Part of Lot 188, Original Survey, as described in Instruments #78705 and #181985.
- Owner: Victoria and Grey Trust Company
- Reason for Designation: This commercial block is one of the two remaining round-cornered stone buildings designed by George Browne in the early 1840's. The classical symmetry of its design and the fine texture of its stone ashlar facade have both been well preserved.
- (25) 103 WELLINGTON STREET
- Built: c.1837
- Building: Sidney Scobell
- Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Part of Lot 164, Original Survey, as described in Instrument #212428.
- Owner: Gillian Mary Margaret Sadinsky
- Reason for Designation: This house is an excellent example of a whimsical Greek Revival treatment on what is otherwise - in scale and character - a Loyalist style cottage.

C.K.# 8497

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(67) SUNNYSIDE - Northeast Corner of Union and Macdonnell Streets (cont'd)

Reason for Designation: This stucco house was built for J. Counter, one of Kingston's most distinguished mayors. This building is a good example of a Regency style country estate.

(68) LAKEVIEW - 86 Beverley Street

Built: 1850, 1855

Architects: 1850 J. Crawford
1855 William Coverdale

Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Part of West half of the East half of Lot 22, Concession 1 and Lot 19, Plan B15, designated as Part 2 on Reference Plan 13R890.

Owner: Robert Wallace Best & Mary Elisabeth Best

Reason for Designation: This is one of the very few Kingston houses which retains not only most of its original yard and garden, but also the attached "offices" which are little altered. This stone building is an excellent example of a country estate built in the Regency style.

(69) OTTERBURN - 124 Centre Street

Built: 1834

Description: All and singular that certain parcel or tract of land and premises situate, lying and being in the City of Kingston and County of Frontenac, and being more particularly described as Part of West ½ of Farm Lot 22, Concession 1, as described in Instrument #82339.


Owner: Beth Israel Congregation of Kingston

Reason for Designation: The Regency elegance of this stucco building's proportions makes it a good example of an 1830's country residence.

This by-law shall come into force and take effect on its passing.

GIVEN THREE READINGS AND FINALLY PASSED the 28th day of July, 1975.


CLERK-COMPTROLLER


MAYOR

APPROVED AS TO FORM

DATE *Aug 16/76*

[Signature]
CITY SOLICITOR

Report No. 84
Clause 1

BY-LAW NO. 8892

A BY-LAW TO AMEND BY-LAW NO. 8497, "A BY-LAW TO DESIGNATE CERTAIN PROPERTIES WITHIN THE MUNICIPALITY TO BE OF HISTORIC OR ARCHITECTURAL VALUE OR INTEREST" (EXPAND REASONS FOR DESIGNATION)

PASSED: August 16th, 1976.

The Council of the Corporation of the City of Kingston enacts as follows:

1. By-Law No. 8497, "A By-Law to Designate Certain Properties Within the Municipality to be of Historic or Architectural Value or Interest", is hereby amended by expanding the reasons for designation as set forth on the attached Schedule "A".

This by-law shall come into force and take effect on its passing.

GIVEN THREE READINGS AND FINALLY PASSED the 16th day of August, 1976.

[Signature]
CLERK-COMPTROLLER

[Signature]
MAYOR

REASONS FOR DESIGNATION (cont'd)

(21) ROSELAWN - Union Street West at College Street (cont'd)

Roselawn is a rectangular stone house with three bays, pedimented front and rear. Until 1900 the Venetian windows of the ground floor opened on to a one-storey verandah which ran across the front of the house. They have since been replaced by shorter sash windows and the verandah by a smaller portico. A screened porch has been added to the side. The entrance doorway is an elaborate classical composition with pilasters and side lights. The upper storey fenestration is intact except for the insertion of a small window to the left of the central window. The elevations are crowned by a bracketed cornice, a hip roof, a pair of massive block chimneys. The rear elevation makes use of triads in the form of fenestration and arches. A mezzanine window has been inserted on the right. To the west runs a high wall articulated with a niche and blind arcading ending in a pedimented porte-cochère. To the north there is a one and a half storey stable block. The interior contains several spacious reception rooms which retain some original woodwork and fittings including an elaborately carved marble fireplace. The large staircase hall has a stair of three flights and two landings and its original hardwood balustrade.

(22) ROCKWOOD HOUSE - Kingston Psychiatric Hospital Grounds



REASONS FOR DESIGNATION (cont'd)

(22) **ROCKWOOD HOUSE - Kingston Psychiatric Hospital Grounds** (cont'd)

Significance: On July 23, 1841, tenders were called "for erecting an Italian Villa near Hatters Bay for John S. Cartwright, Esq., according to plans and specifications drawn for the same. Tenders to be opened on the 10th of August next. G. Browne, Architect." John Solomon Cartwright, a lawyer, was President of the Commercial Bank of Kingston, Member of the Legislative Assembly and twin brother of the Reverend Robert David Cartwright.

His funeral procession was from Rockwood House, in December 1845 and the next spring his widow offered the house for rent but had difficulty finding a tenant. The Crown subsequently purchased the property in 1856 and the house was occupied by Dr. J.P. Litchfield, Medical Superintendent of the new Asylum for Female Lunatics. Rockwood Hospital was the first separate institution for the criminally insane in Ontario.

The house continued to serve as the residence of superintendents of Rockwood Hospital until 1955 when it became impossible to get sufficient domestic help for such a large establishment. Until recently, it has been used as a nurses' residence. It has been well maintained and its spacious site enhances this handsome country villa.

Rockwood House is a large, two storey villa with a two storey central wing and two twentieth century additions at the rear. The original section is of limestone stuccoed and lined to imitate a smooth ashlar surface. It is set on a stone base faced with wood topped by a wooden base course. This base, a wooden string course between the first and second storeys and the chunky dentils under the eaves, all served to unify the various elevations. A further unifying factor was the basement-level fenestration with its high segmental arched windows and deep wells. This unity has been broken by the additions which do not carry out these architectural features.

The front elevation, which faces north, is dominated by a massive two storey central portico with a pediment and Tuscan capitals to the columns.

REASONS FOR DESIGNATION (cont'd)

(22) ROCKWOOD HOUSE - Kingston Psychiatric Hospital Grounds (cont'd)

This portico projects from the front wall only the depth of the wooden columns - the square columns to the outside as they are attached to the building and the round, lighter columns towards the centre as they are free-standing. Behind these columns the wall area is divided into a central portion consisting of a doorway with transom light and simple wood surround in the lower storey and a small rectangular window in the upper. A pair of pilasters separates this central section from the curved area on either side. The area to the east of the doorway has a tall, narrow, round arched window in the lower storey and a rectangular window in the upper while the area to the west has these same features but blind rather than open. The other windows in this north elevation are grouped into four pairs. All are double casements with off-centre glazing bars; those of the lower storey having a transom and those of the upper each having a bracketed wooden balcony. A shallow projection of the wall and cornice serves to accent both corners of the facade and provides a frame for the fenestration and portico. This symmetry is carried through in the ribbed metal hipped roof where a pair of pierced brick chimneys with plain stone caps rise on either side of the panelled octagonal dome which is crowned by a skylight of rose-coloured glass and topped by a ball finial.

Facing west the facade of the house proper is simple, consisting of a shallow projecting bay which includes the cornice and which is decorated with a blind arched niche in the lower storey and a rectangular fielded panel in the upper. The south section of this elevation has a pair of French doors with transom and two smaller double casements in the upper.

The rear elevation, originally boasted the symmetry of the front. The area is framed by the same shallow projections of the wall and cornice found on the front elevation and is dominated by the wing with its gabled roof, eaves return and wood quoins. There are no openings on the side of the wing but the end has three large windows with side lights, and originally, double casements. The upper storey

REASONS FOR DESIGNATION (cont'd)

(22) ROCKWOOD HOUSE - Kingston Psychiatric Hospital Grounds (cont'd)

window opens on to a wooden balcony with an oriel bracket and tent-awning roof. To the west of the wing a sunporch replaces the original greenhouse and the upper storey window with its classical wood surrounds has been altered to contain a door. To the east of the wing the original French door with transom remains in the lower storey, although it opens on to a porch of fairly recent construction. Above, is a window whose design repeats that found in the west side.

The two-storey addition intrudes on both the south and east elevations. It has an ashlar base, three small windows and a shed roof. To the east there are two high basement windows, three sash windows in the lower storey and three in the upper; to the north a tall narrow sash window and a door in the upper storey which serves as a fire exit. The framing of the fenestration in the remaining section of the east facade is original. The basement level has French doors with side lights which open on to a terrace. The first and second floor windows are double casements with side lights and the facade is completed by a rectangular segmental arched blind in the main storey.

Rockwood House is situated in the beautifully landscaped and generous grounds of the Kingston Psychiatric Hospital. The house itself is on a slight rise approached by a sweeping curved drive. A limestone coach house is to the northeast. Limestone walls serve to terrace the site and to provide some smaller, sheltered areas. A stairway of stone decorated with a scroll design on either side leads from the house level to the lower level which originally led down to Lake Ontario.

**Notice of Proposed Amendment to By-Law Numbers 8497 and 8892
for the former Rockwood Asylum property
Pursuant to the Provisions of the *Ontario Heritage Act* (R.S.O. 1990, Chapter 0.18)**

Take Notice that the Council of The Corporation of the City of Kingston intends to pass a by-law under the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18, to amend By-Law Number 8497 “A By-Law to Designate Certain Properties within the Municipality to be of Historic or Architectural Value or Interest” and By-Law Number 8892 “A By-Law to Amend By-Law Number 8497”, to correct the legal description in order to remove reference to a portion of the former parcel, now a separate property, known as 730 King Street West, and to clarify the boundaries of and to update the statement explaining the cultural heritage value or interest for the property known as the former Rockwood Asylum (being Part of Lot 17 Broken Front Concession; Part of Road Allowance between Lots 17 and 18 Broken Front Concession; Parts of Blocks 60 and 63 and all of Blocks 61 and 62 R.P. 54; shown as Parts 6-17 (inclusive) and Parts 20-23 (inclusive) on Reference Plan 13R22309, save and except Part 3 on Plan 13R22567; City of Kingston) to make it consistent with the requirements of the *Ontario Heritage Act*.

Additional information including a full description of the reasons for designation is available upon request from Ryan Leary, Senior Heritage Planner, Heritage Services at 613-546-4291, extension 3233, or by email at rleary@cityofkingston.ca during regular business hours.

The registered property owner has the right to object to the proposed amendment by filing a notice of objection, setting out the reason for objection and all relevant facts, with the City Clerk within 30 days of the receipt of this notice.

Dated at the City of Kingston
this XXXX day of AAAAA, 2024

Janet Jaynes, City Clerk
City of Kingston

By-Law Number 2024-XX

A By-Law to Amend By-Law Number 8497 (A By-Law To Designate Certain Properties within the Municipality to be of Historic or Architectural Value or Interest) and By-Law Number 8892 (A By-Law to Amend By-Law No. 8497) Pursuant to the Provisions of the *Ontario Heritage Act* (R.S.O. 1990, 0.18)

Passed: [Meeting Date]

Whereas pursuant to By-Law Number 8497 (A By-Law To Designate Certain Properties within the Municipality to be of Historic or Architectural Value or Interest), as amended through By-Law Number 8892, the subject property was designated as a property of historic or architectural value and interest in accordance with the provisions of the *Ontario Heritage Act*, R.S.O. 1974, Chapter O.18 (the “Act”); and

Whereas Section 30.1(2) of the Act authorizes the Council of a municipality to amend a by-law designating a property to be of cultural heritage value or interest; and

Whereas the Cultural Heritage Attributes and Statement of Cultural Heritage Value of the former Rockwood Asylum property does not meet the current requirements of the *Ontario Heritage Act*,

Whereas Council has consulted with its Municipal Heritage Committee on the amendment to the designation by-law for the subject property on October 16, 2024; and

Whereas Council served a notice of proposed amendment of a designating by-law on the property owner and the Ontario Heritage Trust and published in *The Kingston Whig-Standard*, which is a newspaper having general circulation in the Municipality, on XXX, 2024; and

Whereas no notice of objection to the proposed amendment was served to the Clerk of The Corporation of the City of Kingston.

Therefore Be It Resolved That the Council of The Corporation of the City of Kingston hereby enacts as follows:

1. By-Law Number 8497, and Schedule “A” of By-Law Number 8892, as they related to the subject property only, is deleted and replaced with Schedule “A” attached to and forming part of this by-law;
2. A copy of this 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

City of Kingston By-Law Number 2024-XX

this by-law to be served on the owner of the land described in Schedule “A” hereto and on the Ontario Heritage Trust and on those lands formerly included in By-Law Numbers 8497 and 8892, and to cause notice of the passing of this by-law to be published in *The Kingston Whig-Standard*;

1. By-Law Numbers 8497 and 8892 shall be removed from the land title of 730 King Street West;
2. The City reserves the right to install a designated property plaque or interpretive panel; and
3. This by-law shall come into force and take effect on the date of its passing.

Given all Three Readings and Passed: XXX, 2024

Janet Jaynes

City Clerk

Bryan Paterson

Mayor

Schedule "A"

Description and Reasons for Designation

Former Rockwood Asylum

Civic Addresses:

8 Estate Lane; 8, 14 & 17 Gable Lane; 15 Leahurst Lane; 25, 38 & 46 Heakes Lane;
18 & 24 Penrose Lane; 18, 36, 42 & 46 Lakewatch Lane

Legal Description:

Part of Lot 17 Broken Front Concession; Part of Road Allowance between Lots 17 and 18 Broken Front Concession; Parts of Blocks 60 and 63 and All of Blocks 61 and 62 R.P. 54; shown as Parts 6-17 (inclusive) and Parts 20-23 (inclusive) on Reference Plan 13R22309, save and except Part 3 on Plan 13R22567; City of Kingston

Property Roll Number: 101107015000100

Introduction and Description of Property

The former Rockwood Asylum, also known as the former Kingston Psychiatric Hospital (KPH), is located on the south side of King Street, at the junction of King Street West and Portsmouth Avenue. The subject portion of the total property is approximately 22 hectares and consists of several buildings, the majority of which were constructed between 1842 and 1910, contained within a cultural heritage landscape. While in the ownership of the Province of Ontario, the property was identified as having provincial heritage significance and as meeting criteria under both Ontario Regulations 9/06 and 10/06 under the *Ontario Heritage Act*.

Statement of Cultural Heritage Value/Statement of Significance

Physical/Design Value

The former Rockwood Asylum parcel is a relatively intact cultural heritage landscape set on the shore of Lake Ontario. Two prominent buildings within the landscape, Rockwood Villa (8 Estate Lane) and Penrose (8 Gable Lane), are examples of buildings that can be considered rare or uncommon.

Rockwood Villa was a country villa that features an unusual two-storey octagonal rotunda topped with a rose-coloured glass dome flanked by two sets of four chimneys, a stucco finish that emulates stone ashlar and a columned portico and balconies. These features result in a very rare architectural expression.

Penrose is the oldest extant purpose-built asylum building in Canada. It is the best preserved and most accurate representation in the province of the Kirkbride Plan.

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Further, the complex of infirmary, residences, garden, workshop, storage and other associated buildings are rare surviving examples of the type of infrastructure required for a self-sustaining large institution of this nature, including the production of food and full accommodations for the staff and residents.

The various limestone buildings on the former Rockwork Asylum site display a high degree of craftsmanship, including the prominent Leahurst nurses' residence (15 Leahurst Lane), Beechgrove Infirmary (17 Gable Lane), and South Cottage (14 Gable Lane). The craftsmanship is visible through the remarkable scale and quality of Penrose's symmetrical Italianate Revival design. Due to the durability and quality of construction (i.e. limestone construction, conservation of early decorative features), Penrose and the other asylum buildings have survived largely intact. Further, Rockwood Villa displays sophistication as an estate house through its fine architectural details.

The property demonstrates a high degree of technical achievement as the former Rockwood Asylum was designed to be self-contained and reliant on its own resources for food, heat and power. Specifically, the Penrose building displays a high degree of scientific achievement as it was functionally designed to accommodate the needs of a progressive mental health facility for its time.

Historical/Associative Value

The former Rockwood Asylum is associated with prominent local citizen John Solomon Cartwright, who commissioned and used Rockwood Villa as his cottage estate from 1842 until his death in 1845. Cartwright was a lawyer, militia officer, author, judge, justice of the peace, businessman, politician, farmer and architectural patron and was a local representative in the legislative assembly. Beginning in 1854, John Palmer Litchfield, a British physician and educator, used the Villa for a private asylum, and in 1856 the estate was purchased by the government of Upper Canada for use as an asylum.

The former Rockwood Asylum is also associated with Dr. William G. Metcalf and Dr. Charles K. Clarke who were asylum superintendents that practiced a progressive approach to mental health care. The buildings and grounds of the former Asylum provide insight into the extent to which political and social views aligned with medical theory in mental health care. Additions over time represented changes in perceptions. The nurses' residence (Leahurst), Beechgrove Infirmary and the South Cottage represent efforts to modernize the property throughout the 19th and early-20th century as views around patient treatment evolved.

The property is also associated with two prominent architects, George Brown and William Coverdale. George Brown was the architect for Rockwood Villa and was an early architect in the Province of Upper Canada who designed many noteworthy buildings in Kingston, the majority of which were constructed with the City's iconic grey limestone, including Kingston City Hall.

William Coverdale was the architect for the Asylum lands, most notably the Penrose building. Coverdale was also one of the master builders for the Kingston Penitentiary and City of Kingston architect from 1846-1865. William Coverdale designed the site in keeping with the latest ideas in hospital design at the time, relying heavily on Kirkbride's 1854 book *The Construction, Organization, and General Arrangements of Hospitals for the Insane with Some Remarks on Insanity and Its Treatment*.

The landscape is also of particular interest as a cultural heritage attribute because it was purpose-designed for the former Asylum and its programming. Its history is well-documented in surviving written and visual records. Further, there are a number of registered archaeological sites located on the property that span hundreds of years of history and demonstrate the evolution of the property from a Pre-Contact Middle Woodland site through its use as a mental health institution from the 19th century on.

Contextual Value

The former Rockwood Asylum is one of a number of properties home to historic public institutions along the shore of Lake Ontario, west of the original Town of Kingston limits. The former Asylum is linked to the nearby Kingston Penitentiary contextually through views and historically as both properties evolved in tandem. In its early years, Rockwood received patients from the neighbouring Kingston Penitentiary, representing an early shift in institutional approach to the treatment of those with mental illness. It is reported that Penrose was built using inmate labour and materials quarried nearby.

The former Asylum, much like the Kingston Penitentiary, has a close historical link to the nearby Portsmouth Village neighbourhood and played a key role in supporting growth of the village during the mid-19th century by providing employment opportunities for local residents.

The property is also landmark in Kingston due to its size and lakeside location. The former Rockwood Asylum is a landmark along King Street West due to its contrast with the generally urban area – the grounds have the character of an urban arboretum. It is also a landmark on the waterfront trail that runs along the shore of Lake Ontario. The property sits on a point and is visible from the shore both to the east and west of the property as well as from the lake.

The former Rockwood Asylum is an early example of a mental health facility designed specifically to address care and treatment of individuals with mental health conditions in Ontario from the mid-19th to the mid-20th century. All of the structures and grounds/landscaping, including outbuildings and extensions to the main asylum complex, were constructed to address the treatment and care of patients.

The property is an intact example of a large, pre-Confederation public work, with a landmark building by William Coverdale, a leading architect of the period. The drive and lawns from Rockwood Villa to King Street and extending south to Lake Ontario waterfront are included within the boundaries of this cultural heritage landscape. The

former Kingston Psychiatric Hospital/Rockwood Asylum is the oldest psychiatric facility in the country, accompanied by a purpose-designed landscape.

The cultural heritage value of the archaeological resources on the property lie in the cultural and temporal associations of multiple instances of significant Indigenous archaeological resources and relating to early Canadian settlement and use of the property.

Cultural Heritage Attributes

Cultural Heritage Landscape

- Overall arrangement of the site with Rockwood Villa at the middle of the site facing King Street and Penrose located near the Lake facing King Street West;
- Landscape elements and circulation patterns that contribute to understanding of the residential function of the asylum for patients and staff and the pre-asylum agricultural era of Rockwood Villa;
- Organization of circulation routes and patterns to maintain a purposeful distinction between the Rockwood Villa, used as the residence, and the former Rockwood Asylum complex;
- Orientation of service buildings towards the lake, which was the primary transportation route until the early 20th century;
- Views to and from the key buildings, primarily Rockwood Villa and Penrose, and Lake Ontario;
- McLeod Basin, a fountain designed and built by a patient in 1894, and other elements of the designed landscape, including dry-stone walls, stone pillars, stone stairs and garden beds; and
- Extensive ornamental plantings established in the 19th century, including mature tree specimens, particularly in proximity to the noted heritage buildings and Lake Ontario.

Building Exteriors

- Massing, configuration, consistent use of limestone and select exterior attributes and finishes of the following buildings of the former Kingston Psychiatric Hospital/Rockwood Asylum:
 - Penrose (Rockwood Asylum) complex; including Ongwanada Industrial building; Islandview Workshop; Paint Shop; Boiler House and Weld Shop; Tractor Shed; Root House; and Ward 9 and Recreation buildings;
 - South Cottage;
 - Beechgrove Infirmary;
 - Leahurst Nurses' Residence;
 - Rockwood Villa; and
 - Outbuildings: Greenhouse Storage; Horse Stables; Greenhouse;.
- Rockwood Villa: including its Palladian inspired design with symmetrical façade, monumental pedimented central portico with columns and original rotunda with octagonal lantern; its hipped roof with tall brick chimneys; deep cornice with

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dentils, balconies, including covered balcony on south side; stucco finish with quoins and banding; and its limestone foundation;

- Penrose Complex: its Italianate Revival detailing following the Kirkbride Plan, including the purposeful arrangement of buildings and extensions; its symmetrical fenestration pattern with arched openings including key stones and lintels; stone chimneys; pedimented main door surround with arched transom and side lights; tower features with bell-cast steel roofs and oculus windows; and three-storey projecting bays;
- Leahurst: including its original four-square plan (not included - later rear additions), its conical roofed rounded tower feature; deep cornice with dentils; verandah; mix of openings including arched, flat-head, four-sided bay windows with transoms, and oval window with torch and Laurel wreath stained glass; its elliptical arched three-piece stained-glass transom with the word "Leahurst" over the main entrance way, flanked by wooden pilasters and multi-paned side lights;
- Beechgrove Infirmary: including its three-storey central tower with pyramidal roof with finial and recessed semi-circular window on three sides; its three-sided projecting bay with gabled roof, decorative brackets and round opening on both its east and west sides; its symmetrical fenestration pattern of flat-headed openings; its prominent stone staircase leading to the main entrance (once flanked by a large covered verandah) with arched opening; its stone quoins include date stone "Beechgrove 1893"; and its two storey stone addition;
- South Cottage: including its hipped and gable roofs, stone chimneys, tympanum with triple window; and regular fenestration pattern of narrow flat-headed windows; and
- Survival of special-purpose buildings, such as the Penrose Complex workshops and storage buildings, the Greenhouse, Horse Stables and Greenhouse Storage building, each of which having a utilitarian design, and simple unadorned style that was an integral part of an ideal 19th century asylum complex.

Building Interiors

- Penrose Complex: select surviving original interior attributes, including heavy timber roof structure in Penrose and Ward 9, some chamfered with decorative scrollwork; select features of the basement including exposed brick and stone walls and arched ceilings;
- Leahurst: select surviving original attributes, including stained glass windows and vestibule;
- Rockwood House: select surviving original interior attributes, including main entrance wood door and vestibule, two-storey rotunda with rose coloured stained glass dome, and curved staircase with newel post and railings between the main and second floor.



South Cottage



Beech Grove Infirmary



Leahurst



Rockwood Villa

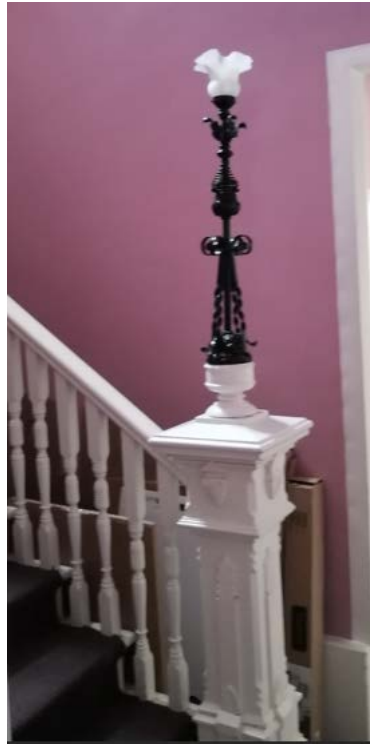
Cultural Heritage Landscape Features



Penrose Complex



Interior Features – Rockwood Villa



Interior Features – Penrose



Interior Features – Leahurst

