TO: Chair and Members of Municipal Heritage Committee  
FROM: Lanie Hurdle, Commissioner, Community Services  
RESOURCE STAFF: Shirley Bailey, Manager, Heritage and Urban Design  
DATE OF MEETING: November 4, 2013  
SUBJECT: Information Report on Providence Care Facility and Secondary Plan for 752 King Street West

EXECUTIVE SUMMARY:

The property referenced as 752 King Street West (P18-244), is the location of the current Providence Continuing Care Hospital, also an assortment of heritage buildings (Rockwood and Penrose as examples) and other buildings which house a number of provincial ministries. Initial meetings on the redevelopment of the property were held by Infrastructure Ontario in 2011, and at that time, the entire property was being considered for redevelopment.

Following these initial meetings, a proposal was presented to the City whereby a Request for Proposal would be issued to select a consortium of developers and architects to build a new hospital to replace the existing Providence Care hospital. This facility would lease the southwestern portion of the property. As part of the process, the City was asked to issue a preliminary set of conditions which would constitute a staged Site Plan approval. This approval document was released on November 28, 2012.

A consortium of firms has now been selected to carry out the project, however, at this time the initial qualification process is being carried out in confidence. The construction schedule is very ambitious and there is a desire to have a foundation permit issued by the City in January 2014. The Site Plan approval for this proposal has been delegated to the Director of Planning.

Given the fact that the property is designated under the Ontario Heritage Act, the application must be reviewed by the Municipal Heritage Committee, and staff have been reassured that an updated Heritage Impact Statement (HIS) will be completed in November 2013, well in advance of the December Municipal Heritage Committee meeting. This will allow the Committee members to be provided with a copy of the HIS in advance of the Heritage Committee meeting on December 2, 2013.
This information report is being provided to the Committee so that there is an opportunity for the Committee members to become familiar with the history on this proposal and to ask questions regarding the process which will come before them at the next Heritage Committee meeting. At that time, an application for demolition of the existing hospital facility is expected along with an application for approval for the construction of a new hospital facility.

RECOMMENDATION:

This report is for information only.
AUTHORIZING SIGNATURES:

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<td>Lanie Hurdle, Commissioner, Community Services</td>
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<th>ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER</th>
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<td>Gerard Hunt, Chief Administrative Officer</td>
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CONSULTATION WITH THE FOLLOWING COMMISSIONERS:

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<th>Commissioner</th>
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<tr>
<td>Cynthia Beach</td>
<td>Sustainability &amp; Growth</td>
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<td>Denis Leger</td>
<td>Transportation, Properties &amp; Emergency Services</td>
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<td>Jim Keech</td>
<td>President and CEO, Utilities Kingston</td>
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(N/R indicates consultation not required)
OPTIONS/DISCUSION:
The property, located at 752 King Street West at the foot of Portsmouth Avenue, is 49 hectares in size and is designated under the *Ontario Heritage Act*. Infrastructure Ontario has been working over the last year and a half to develop a process whereby a Request for Proposals would be issued and a developer would be chosen to construct, operate and maintain a new hospital in the immediate vicinity of the existing hospital on a 12.1 hectare portion of the property that is leased to Providence Care.

In March 2011, the Committee members discussed a public meeting which had been held to discuss the Kingston Provincial Campus Draft Master Plan. Several Committee members had attended the public meeting and staff noted that a cultural heritage landscape on the subject site was of importance when considering the redevelopment of the property.

In October 2012, an application for Site Plan Control (D11-408-2012) was submitted by Shoalts and Zaback Architects Ltd. on behalf of Infrastructure Ontario and Providence Care. The application proposed the development of a new hospital on the subject property. As noted above, the site is currently developed with the existing Providence Continuing Care Hospital in a building which was constructed in 1969. The site is also home to several significant heritage buildings (Rockwood and Penrose as examples) and modern buildings which house a number of Provincial ministries. A number of studies were submitted to support the application including a Heritage Impact Statement (Bray Heritage, dated June 2011) and an updated Heritage Impact Statement (ERA, dated September 4, 2012).

At the October 2, 2012 Municipal Heritage Committee meeting the Site Plan application proposal was presented and the following motion was passed:

> Moved by Councillor Glover  
> Seconded by Mr. Gervan

> "WHEREAS the material presented to the Municipal Heritage Committee on October 1, 2012 regarding the Technical Circulation for 752 King Street West varies considerably and in a negative way to what was presented at the public meetings; and

> WHEREAS the draft staff report identifies unsubstantiated statement which cause real concern, such as building height and massing having no impact notwithstanding its apparent scale and proximity to important heritage buildings; and

> WHEREAS the proposed location will have a real impact on heritage vistas;

> THEREFORE BE IT RESOLVED THAT the Municipal Heritage Committee strongly supports the staff comments on the HIS and further recommends that the site plan approval not be granted until after a review with complete information has been conducted."
On November 5, 2012, Shoalts & Zaback Architects Ltd. provided a presentation to the Municipal Heritage Committee regarding the Providence Care proposal. Mr. Shoalts advised the Committee that he was seeking the Committee’s input on building materials. Mr. Shoalts indicated that three submissions would be taken and evaluated and that these designs would be confidential and would not come back to the Committee until one had been accepted. The intent of the presentation was to establish materials that could and could not be used for the exterior surfaces of the proposed new building. These are reflected in the conditional Site Plan approval by the City (see below); however, the Committee had supported the use of stucco as well as the other materials and that does not appear to be reflected in the City’s approval.

On November 28, 2012, the City issued a conditional approval by the Director of Planning and Development. These conditions of approval included the usual wide range of conditions which typically relate to a range of planning issues. Selected heritage-related conditions were set out as follows:

“16. Heritage

i. The subject lands, including the entire “Kingston Provincial Campus”, are included on the City of Kingston Heritage Properties Register as both a designated property of cultural heritage value, under Part IV of the Ontario Heritage Act, and a listed property. The subject lands are also part of a recognized “cultural heritage landscape” within Section 7.3.D.5 of the Kingston Official Plan. They are also identified by the Province of Ontario as a property of cultural heritage value or interest.

ii. An updated Heritage Impact Statement (HIS) will be required to be submitted with the application for final Site Plan Control Approval. This updated document will be required to address the details of the final design as they relate to the proposed hospital structure as well as the heritage context of the site and its impacts of the overall design of the property and any necessary mitigation measures.

iii. As noted in the Heritage Impact Statement (HIS) the landscaping of the subject lands is an extremely important heritage feature of this site. Staff request additional details regarding the proposed landscaping plans, particularly as they relate to the protected cultural heritage landscape to the south and east of the proposed development.

iv. The “purposeful organization of site elements and circulation systems” are also identified as components of the heritage character of the site. Please review in the HIS how the cultural heritage aspects of the new development will complement the existing organization of the site and circulation network.

v. The HIS notes that the “proposed building concept is compatible with the park-like setting of the cultural landscape” (Sec. 7.1) but does not provide any rationale for this statement. Similarly the conclusion notes a “complementary height and massing strategy” but does not elaborate on what makes the height and massing complementary, or what the height will be. Staff requests a review of the building’s final design details, including cladding, height, massing and location in relation to the cultural heritage of the subject and adjoining properties.
vi. The “Site Development Criteria” no. 7 (Sec. 7.1) speaks to protecting views of the Lake, between the existing buildings and across the property from King Street. Staff requests an assessment to reflect the change in views from the existing building to those as a result of placement of the new building.

vii. The “Site Development Criteria” no. 10 (Sec. 7.1) speaks to the relationship between the subject lands and adjacent properties. Please provide in the HIS a comment on how the link between the subject property and the adjacent properties (former farmlands) are to be maintained and enhanced.

viii. The updated HIS needs to speak to the proposed stormwater management facilities; will a retention pond be required, where would such a facility be located and what is its impact on the cultural heritage of the subject and adjacent lands?

ix. If it is necessary to move the historic gazebo, staff do not object to “Option 1”, as outlined in the HIS, as a temporary solution. Once plans for the re-use of the Penrose building proceed, staff recommends the gazebo be returned to its original location between Penrose and the Rockwood House.

17. Archaeology:

i. Any further Archaeological Assessments completed and a letter of acceptance from the Ministry of Tourism, Culture and Sport clearing the development site of all archeological concerns will be required to be provided to the municipality prior to commencement of any site alterations.

ii. The City’s standard archaeological conditions are required to be included in the final site plan control agreement.

18. Ontario Heritage Act Application Process/Requirements:

i. Applications for Demolition and Alteration under the *Ontario Heritage Act* are required to be submitted to the municipality and approved by Council for the subject development prior to the issuance of final site plan control approval.

As part of the General Conditions, the following conditions were included: Exterior wall cladding shall be composed of a combination of building materials including two or more of the following in addition to Kingston Limestone:

- Brick
- Curtain wall system including glazing and metal panels and other panels
- Stone
- Ceramic panels
- Terra cotta
- Limited use of wood
- Composite Metal Panel
  - Prefinished metal cladding (rooftop support areas not in areas of prominent view)
i. The following materials and assemblies are not permitted to be used in the new construction of the Hospital Facility:
   - Exterior Insulation and Finishing Systems (EIFS)
   - Sandwich panels (metal, concrete or otherwise)
   - Precast concrete
   - Cementitious fiberboard
   - Resilient type metal siding
   - Vinyl (siding, windows, railing, awnings)
   - Pressure treated softwood
   - Residential metal siding
   - Concrete block
   - Coloured or patterned finished effects (e.g. that simulate another material)
   - Sheet metal siding
   - Dark Tinted or reflective glass"

The demolition of the south wing of the existing hospital will require demolition approval from the Municipal Heritage Committee and Council. It is not clear at this time whether the proposal will be for a partial demolition approval and then a further demolition approval at a later date. The proponent may request the full demolition at the upcoming meeting which could then be staged on-site over time to allow hospital activities to continue during construction.

The Municipal Heritage Committee will also be asked to make a recommendation for an approval under the *Ontario Heritage Act* for the new hospital which is intended to be largely located between the existing hospital and a setback from the top of bank on the shoreline.

Staff have been assured by the proponent that a further updated Heritage Impact Statement (HIS) will be available for circulation to staff and the Heritage Committee and that the HIS will address the parameters which were established in the November 2012 approval by the City.

CONCLUSION:
Initial meetings on the redevelopment of the property at 752 King Street West were held by Infrastructure Ontario in 2012. Following these meetings, a proposal was presented to the City whereby a Request for Proposal was issued to select a consortium of developers and architects to build a new Providence Care facility. This facility would use the extreme southwestern portion of the property. As part of the process, the City was asked to assess a number of preliminary studies in order to issue a preliminary set of conditions for Site Plan approval, which was released on November 28, 2012.

A consortium of firms have been retained to carry out the project. At this time the initial stages of review must be carried out in confidence. The construction schedule is very ambitious and there is a desire to have a foundation permit issued in early 2014. Given the fact that the property is designated under the *Ontario Heritage Act*, the application must be presented to the Municipal Heritage Committee. Staff have been reassured that an updated Heritage Impact Statement
(HIS) will be completed in November so that the Committee members can be provided with a copy of the HIS well in advance of the Committee meeting on December 2, 2013.

It should also be noted that Infrastructure Ontario has retained FoTenn Consultants to prepare a Secondary Plan for the entire site at 752 King Street West. As this process continues, there will be public meetings required as part of the planning approval process. It is anticipated that the plan will call for general subdivision of the overall property and the Municipal Heritage Committee will be involved in the development of the secondary plan as well as the future redevelopment of the individual blocks or lots. This matter will be addressed in a future report to the Municipal Heritage Committee.

EXISTING POLICY/BY LAW:
N/A

NOTICE PROVISIONS:
N/A

ACCESSIBILITY CONSIDERATIONS:
This report is available in alternate formats upon request.

FINANCIAL CONSIDERATIONS:
N/A

CONTACTS:
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OTHER CITY OF KINGSTON STAFF CONSULTED:
Marnie Venditti, Senior Manager, Client Relations & Development Services

EXHIBITS ATTACHED:
N/A