

## 9.0 CONCLUSION

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### 9.1 Downtown Kingston - Making a Good Environment Better

In the report, Downtown Analysis 18 Ontario Communities (2001), it is noted that Kingston's downtown has evolved into a vital, attractive centre, with a balance of shopping, restaurants, entertainment and service functions. Downtown Kingston is unique in that its development has been shaped by a combination of characteristics, which are not present in many other Ontario communities. These include the downtown's historic streetscape and unique architecture, its connection with the waterfront, and the presence of Queen's University. A well-developed core of specialty and high-end stores, restaurant services and entertainment venues, as well as, the continued efforts of business and property owners, the City and BIA to maintain a visually attractive downtown area, all contribute to downtown Kingston's vitality. The downtown is healthy and shows continuing signs of investment in upscale commercial uses.

While the pressing need to replace underground utilities is the 'driving force' for street reconstruction, these disturbed streetscapes offer an opportunity to further enhance the downtown's open space character and support commercial and tourism potential. The Downtown Action Plan aims to achieve this through the following actions:

#### Enhance Connections to the Waterfront

Further the on-going integration of the waterfront into the downtown by redeveloping Confederation Park and completing the Waterfront Pathway. This will promote the community-gathering nature of downtown. The construction of the large plaza proposed for Confederation Park will provide an enhanced event venue.

#### Development of a High Quality Streetscape to Highlight the Historic Architecture

Build on the attractive, pedestrian friendly environment of downtown.

#### Development of Tourist Attraction and Facilities

Develop further the Ontario Street scenic route with enhancement of the Fort Frontenac ruins, a memorial square (Barrack and Ontario Streets), linking city Hall to Confederation Park, redevelop Boucher Park, implement the aspects of the First Capital Place proposal and the historic district streetscape elements.

#### Highlight the Commercial Prominence of Lower Princess Street

A consistent, high quality streetscape treatment of 1.2 kilometres of Princess Street and development of the side streets with pedestrian friendly elements and cafes.

#### Encourage Development of the Interior Block Pedestrian System

Develop the potential of the emergent pedestrian system and courtyards and guidelines.

## 9.2 Cost Estimates

Capital cost estimates for the recommendations on the proposed Downtown Action Plan, were prepared by Corush Sunderland Wright Limited, Landscape Architects (streetscape, lighting, pedestrian pavements, etc.), J. L. Richards & Associates Limited (watermains, sanitary sewers, storm sewers, road restoration, traffic lights), and Utilities Kingston (gas, electricity, high speed internet). The infrastructure capital cost estimates are summarized in **Table 'A'** and are broken down into twenty subareas. A substantial 25% contingency allowance for the hard service works, in addition to 15% design and project management fees, has been included. This high contingency allowance is due to the uncertainty associated with the existing conditions. The total estimated capital cost to complete the full plan, both streetscape and hard service works, is in excess of eighty million dollars.

**TABLE 'A' - Infrastructure and Streetscape Improvements Cost Estimate**

Cost Estimate Area	Infrastructure & Vehicular Pavements (includes 25%)	Pedestrian Pavements & Streetscape Incl. Lighting (includes 10%)	Construction Cost Subtotal	15% Design Fees and Project Management	Project Budget
1. Queen, Division to Ontario	10,415,000	805,000	11,220,000	1,683,000	12,903,000
2. Princess, Division to Lake Ontario	11,395,000	4,845,000	16,240,000	2,436,000	18,676,000
3. Brock, Division to Bagot	4,640,000	469,000	5,109,000	766,350	5,875,350
4. Bagot, Princess to Johnson	1,435,000	532,000	1,967,000	295,050	2,262,050
5. Brock, Bagot to Lake Ontario	2,770,000	1,316,000	4,086,000	612,900	4,698,900
6. Johnson, Bagot to Lake Ontario	2,180,000	1,176,000	3,356,000	503,400	3,859,400
7. Wellington, Johnson to Princess	870,000	616,000	1,486,000	222,900	1,708,900
8. King, Johnson To Princess	1,225,000	728,000	1,953,000	292,950	2,245,950
9. Ontario, Johnson to Queen	2,645,000	1,092,000	3,737,000	560,550	4,297,550
10. Market Street	300,000	252,000	552,000	82,800	634,800
11. Confederation Park	NA	3,352,500	3,352,500	502,875	3,855,375
12. Ontario, Gore to Johnson	1,815,000	530,000	2,345,000	351,750	2,696,750
13. Waterfront Promenade south end to Confederation	NA	3,228,500	3,228,500	484,275	3,712,775
14. Waterfront Promenade Crawford Warf and Holiday	NA	113,000	113,000	16,950	129,950
15. Waterfront Promenade Holiday Inn Parking Lot	235,000	83,000	318,000	47,700	365,700
16. Ontario Queen to Place D'Armes	1,495,000	270,000	1,765,000	264,750	2,029,750
17. Fort Frontenac Park	480,000	375,000	855,000	128,250	983,250
18. Wellington, Place D'Armes, Barrack	4,810,000	588,000	5,398,000	809,700	6,207,700
19. Clarence, Brock to Lake Ontario	2,425,000	1,260,000	3,686,000	552,750	4,237,150
20. Boucher Park	NA	421,000	421,000	63,150	484,150
<b>Total</b>	<b>49,135,000</b>	<b>22,052,000</b>	<b>71,187,000</b>	<b>10,678,050</b>	<b>81,865,050</b>

Table 'B' sets out additional details on the hard service works only, allocating the costs among the eight types of works. Water, sanitary sewer, storm sewers, road and traffic light works are each anticipated to cost in the range of four to six million each, with high speed internet estimated at three million and gas at \$60 thousand. The most expensive infrastructure item is estimated to be the electrical work at \$23 million, approximately half of the total hard service expenditures.

**TABLE 'B' - Infrastructure Cost Estimate**

Cost Estimate Zone	Street	Sanitary Sewer	Storm Sewer	Watermain	Road Restoration	Traffic Lights	Gas	Electricity	High Speed Internet	Total
1.	Queen, Division to Ontario	910,000	1,010,000	795,000	1,050,000	1,050,000		5,010,000	590,000	10,415,000
2.	Princess, Division to Lake Ontario	840,000	1,060,000	850,000	650,000	1,200,000	60,000	5,930,000	805,000	11,395,000
3.	Brock, Division to Bagot	420,000	620,000	510,000	565,000	570,000		1,720,000	235,000	4,640,000
4.	Bagot, Princess to Johnson	75,000	40,000	105,000	135,000	300,000		720,000	60,000	1,435,000
5.	Brock, Bagot to Lake Ontario	190,000	210,000	235,000	300,000	300,000		1,355,000	180,000	2,770,000
6.	Johnson, Bagot to Lake Ontario	210,000	220,000	215,000	285,000	300,000		835,000	115,000	2,180,000
7.	Wellington, Johnson to Princess	85,000		135,000	135,000			450,000	65,000	870,000
8.	King Johnson to Princess	105,000	45,000	120,000	155,000			710,000	90,000	1,225,000
9.	Ontario, Johnson to Queen	895,000	50,000	215,000	275,000			1,065,000	145,000	2,645,000
10.	Market				65,000			200,000	35,000	300,000
11.	Confederation Park									-
12.	Ontario, Gore to Johnson	660,000	50,000	185,000	205,000			635,000	80,000	1,815,000
13.	Waterfront Promenade -Confederation Park									-
14.	Waterfront Promenade - Crawford and Holiday Inn									-
15.	Waterfront Promenade - Holiday Inn Parking Lot							200,000	35,000	235,000
16.	Ontario, Queen to Place D'Armes	325,000	45,000	135,000	155,000	150,000		620,000	65,000	1,495,000
17.	Fort Frontenac Park							435,000	45,000	480,000
18.	Wellington, Place D'Armes, Barrack	940,000	195,000	430,000	490,000	300,000		2,140,000	315,000	4,810,000
19.	Clarence, Brock to Lake Ontario	190,000	465,000	235,000	260,000			1,085,000	190,000	2,425,000
20.	Boucher Park									-
	<b>Total</b>	<b>5,845,000</b>	<b>4,010,000</b>	<b>4,165,000</b>	<b>4,725,000</b>	<b>4,170,000</b>	<b>60,000</b>	<b>23,110,000</b>	<b>3,050,000</b>	<b>49,135,000</b>

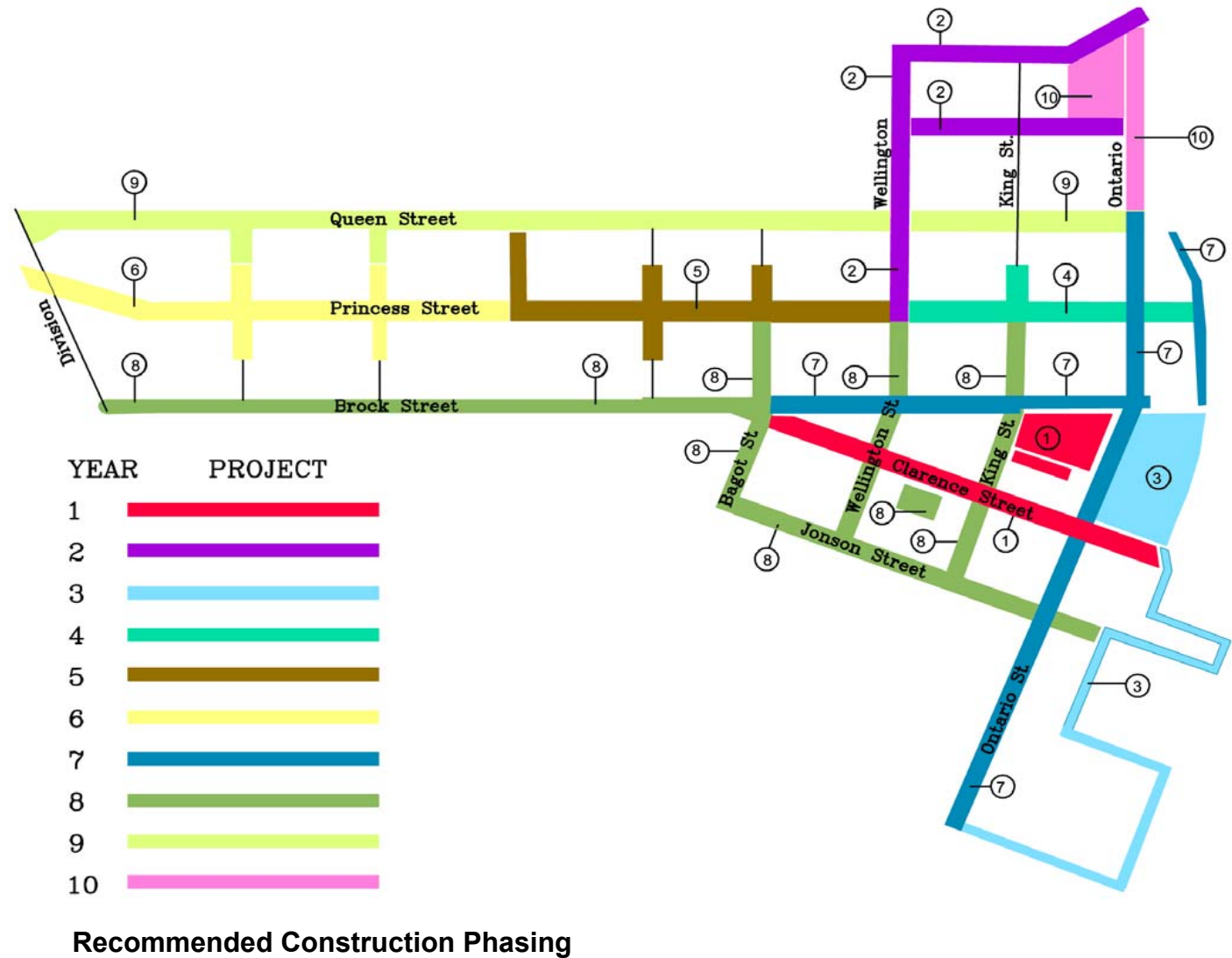
### 9.3 Phasing

The Downtown Action Plan (DAP) proposes a detailed phasing program for implementation and construction of the works over a ten-year period, in order to minimize the level of disruption within the community. Each phase has been identified according to a geographic area. It is planned that both underground hard service and above ground streetscape works be undertaken together. Each phase will result in a ‘completed’ section when finished. Generally, entrance features, the waterfront and parks have been planned relatively early in the process, as they can be constructed independently of the underground works.

The scope of the DAP is considerable, as it implicates reconstruction of all the streets and parks downtown, as well as, the Waterfront Esplanade. The implications of disruption, reasonable size of contracts, and cash flow issues, indicate that the work should be phased over several years. The recommendations set out a twelve-year sequence, influenced by the following assumptions:

#### Profile

While there is logic and need for infrastructure work, some of the high profile aspects of the plan (i.e. gateway elements, Confederation Park) should come early in the sequence as they will help offset the disruption inherent in the street reconstruction project.



Urgency

The underground utilities are well past their useful life span and require replacement. The sewers in particular, are undersized and should be separated into storm and sanitary lines. The Wellington Street sewer is most urgent and is planned for replacement in 2004.

The Size of Project

The street reconstruction projects will be disruptive to traffic and, in particular to retail businesses. Excavation to replace underground utilities and the road bed will extend from building face to building face. Careful study should be undertaken as to the number of blocks to be reconstructed in one project. The implications of keeping one lane open, stopping construction on Saturdays, and full closure, must be carefully taken into consideration by city staff, merchants and landlords. This is reflected in the sectioning of Princess Street into three block projects. The reconstruction of Brock and Queen Streets may be disruptive to traffic and residents, but is less likely to interfere with the livelihood of businesses, or promote changes in shopping patterns.

Timing

The streetscape projects, particularly on Princess or other retail streets, should be as short as possible and would best be scheduled for early spring construction. This timing recognizes that while the winter months (after Christmas) is the slowest time for retailers, sales generally climb through spring, but are strongest in summer and fall. Construction taking place in the summer and fall months, would not only disrupt access, but might have long term effects on shopping patterns and negatively impact tourism.

While the retail oriented projects should be brief and undertaken in early spring, construction in other parts of downtown could be timed for fall (after Labour Day). Some streets, and certainly the parks and Waterfront Esplanade, could be built in the fall, with allowance for planting in the following spring. It is recommended that construction should be kept at a minimum between July 10 and Labour Day, as this is the busiest time for festivals and tourism.

Cash Flow

Analysis of the availability of City and BIA funds, as they relate to scheduled capital projects, has also influenced the phasing of the individual projects. The recommended phasing is set out in **Table ‘C’** and illustrated by the schematic plan.

**TABLE ‘C’ - Infrastructure and Streetscape Cost Estimate by Phase**

Note: Market Square not included in cost estimates

Year	Cost Estimate Area	Infrastructure & Vehicular Pavements (includes 25% contingency)	Pedestrian Pavements & Streetscape Incl. Lighting (includes 10% contingency)	15% Design Fees and Project Management	Total
1	Market Street and Market Square	300,000	252,000	82,800	634,800
1	Clarence, Brock to Lake Ontario	2,425,000	1,260,000	552,750	4,237,750
2	Wellington, Place D'Armes, Barrack	4,810,000	588,000	809,700	6,207,700
3	Confederation Park	-	3,352,500	502,875	3,855,375
3	Waterfront Promenade south end to Confederation park	-	3,228,500	484,275	3,712,775
3	Waterfront Promenade Holiday Inn Parking Lot	235,000	83,000	47,700	365,700
4	Princess, east end to Wellington	3,798,333	1615,000	812,000	6,225,333
5	Princess, Wellington to Sydenham	3,798,333	1615,000	812,000	6,225,333
6	Princes, Sydenham to Division	3,798,333	1615,000	812,000	6,225,333
7	Brock, Bagot to Lake Ontario	2,770,000	1316,000	612,900	4,698,900
7	Ontario, Johnson to Queen	2,645,000	1092,000	560,550	4,297,550
7	Ontario, Gore to Johnson	1,815,000	530,000	351,750	2,696,750
7	Waterfront Promenade Crawford Warf to Holiday Inn	-	113,000	16,950	129,950
8	Boucher Park	-	421,000	63,150	484,150
8	Brock, Division to Bagot	4,640,000	469,000	766,350	5,875,350
8	Brock, Princess to Johnson	1,435,000	532,000	295,050	2,262,050
8	Johnson, Bagot to lake Ontario	2,180,000	1,176,000	503,400	3,859,400
8	Wellington, Johnson to Princess	870,000	616,000	222,900	1,708,900
8	King, Johnson to Princess	1,225,000	728,000	292,950	2,245,950
8	Queen, Division to Ontario	10,415,000	805,000	1,683,000	12,903,000
10	Ontario, Queen to Place D'Armes	1,495,000	270,000	264,750	2,029,750
10	Frontenac Park	480,000	375,000	128,250	983,250
	<b>Total</b>	<b>49,135,000</b>	<b>22,052,000</b>	<b>10,678,050</b>	<b>81,865,050</b>

## 9.4 Remediation and Transition

While the phasing recommendations suggest project packages and sequencing, many areas of downtown are years away from improvement. However, a repeated comment during the DAP study has been to ‘get on with it’. In the interests of moving forward, a remediation and transition plan is advised. In reviewing the overall plan, it is apparent that while there are discrete, stand alone projects, there are small remedial works which could be done in the short term. For example, Centennial Fountain could be removed and the area paved to provide a larger performance space in the existing Confederation Park prior to the complete park reconstruction. However, caution should be taken that partial completion becomes acceptable, or ‘good enough’. It may be better to undertake complete, high quality phases.

In addition to physical projects, there are planning activities required in order to address approval issues. The last category is operational and includes actions that might be incorporated into existing maintenance activities.

### 9.4.1 Remedial Capital or Repair Projects

- fill in any gaps along the existing waterfront path to provide a continuous paved surface, along the water, through downtown;
- relocate three sculptures from Confederation Park, remove flags and Centennial Fountain;
- remove all crosswalks and replace with asphalt;

- screen the parking lot at the corner of Brock and Ontario Streets with a hedge and street trees;
- remove free-flow right lane from Place D’ Armes to Ontario Street and reinstate with turf;
- install Gateway Column Elements at the west entrance to Princess Street and both ends of Ontario Street;
- construct the path through Boucher Park and St. Andrew’s Church to King Street;
- plant ornamental trees at west end of park.

### 9.4.2 Planning Initiatives

- incorporate sidewalk patio and café standards into by-laws;
- prepare a policy to facilitate infill development of the courtyards; include review of approvals procedures and fees plus consideration of tax deferrals through the Community Improvement Program;
- study the harbour operation and update it’s business plan;
- prepare a physical plan to relocate the dock layout and improve the Harbour Masters building, to enhance the Block ‘D’ side of the basin;
- at Block ‘D’, incorporate open space requirements at the waters edge, Earl Street and north-south view corridors;
- prepare a program, funding strategy and design for Fort Frontenac Park.

### 9.4.3 Operational Actions

- power wash sidewalk pavements, repaint site furniture and reset pavers in boulevards where uneven;
- create annual flower beds or large pots at Confederation Park and Boucher Park, encourage business sponsored floral program in Historic District;
- establish a regular street closing schedule (i.e. weekends) of Ontario Street at Confederation Park during summer season.

