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Niagara Falls has
all the ingredients
— but no recipe

MAIN LEVEL

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American Institute of Architects. Urban Plan
Regional/Urban Design Assistance Te
am report :Niagara Falls, N.Y. Apri
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Part I. Introduction

In Niagara Falls, you are accustomed to visitors. All of us on the R/UDAT Team are visitors of Niagara Falls, no different than all of your other visitors. It might be useful if we start our report by saying what our impressions are.

First, your natural resources. You have one of the Seven Wonders of the World. There must be few cities in the world that enjoy such incredibly beautiful natural features. The Falls are unmatched in their drama and the gorge through which the Niagara River flows is unmatched in its beauty. No wonder people come from all over the world to experience them.

Yet there must be few cities in the world which make less of their natural endowments than Niagara Falls. You permit expressways to cut you off from the world's most dramatic vistas. And the edge of the gorge is used by your citizens as a rubbish tip.

Over ten million tourists cross the Rainbow Bridge every year, to enjoy the splendor of the Falls. Here are three diagrams. The first one shows three circles: the City, natural resources and tourists. The second tells us that the three circles should form a single entity, working together. The third shows the reality. Something is cutting the City off from those wonderful natural resources, and from tapping into that vast reservoir of tourist dollars. What is it?

It is clear that local industries, important though they all are - and we are referring to major employers such as Nabisco, Carborundum, Hooker and others - are

not enough. Unemployment is above the national average. The median age is rising. Young people are leaving Niagara Falls to seek careers in other cities.

Something must be done!

The R/UDAT Team would not be invited here if things were not seriously wrong. We have heard the voices of the citizens of Niagara Falls speaking to us at our public meeting on Saturday, April 14, 1984 with passion, pride and concern. We want to help: we believe, as you do, in the future of American cities.

We have attempted to respond to the issues with ideas and recommendations which we hope will be useful. Niagara Falls is a wonderful place. We want you to succeed, not only because we seek for the citizens a better quality of life, but because this City is a major resource for all of the United States and Canada to enjoy and benefit from for generations to come.

Our Report

Our Report is in three sections.

1. Tourism
2. Quality of Life
3. R/UDAT and CAUSE.

1. Tourism.

We are devoting an entire section to this subject because we believe that the best economic future for the city lies in tapping and enlarging this market.

2. Quality of Life.

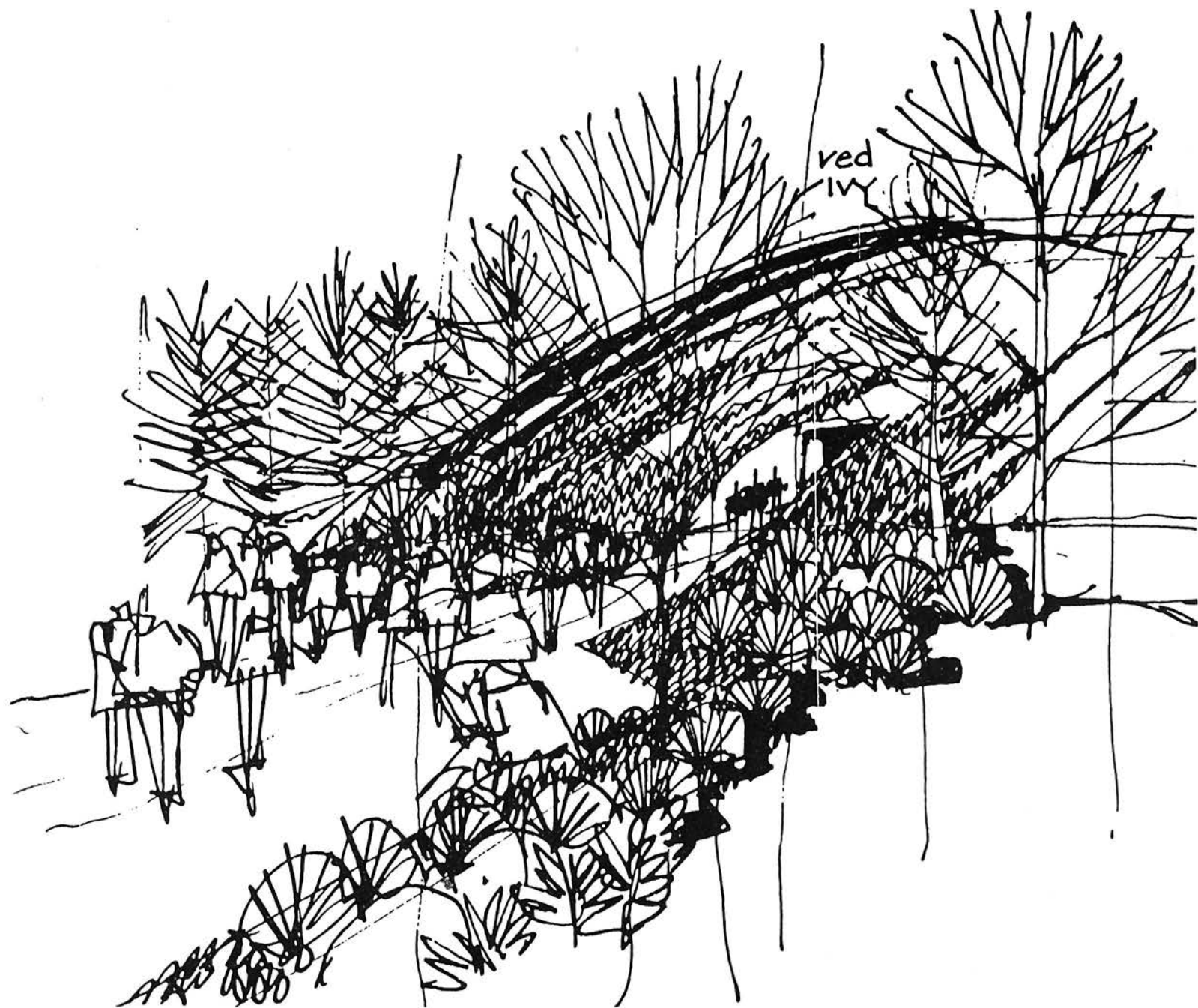
However, we also believe that the greatest asset of this city is its people. In this section we offer some ideas to assist in reinforcing the quality of neighborhoods, and in providing citizens with a renewed sense of pride and inspiration.

3. R/UDAT and CAUSE.

It is appropriate that Niagara Falls should be the location of the first international assistance teams. The two cities are bound together by the Falls, they share the same tourist market, and they also share many of the same urban problems and aspirations.

The Canadian CAUSE (Community Assist for an Urban Study Effort) is conducting a parallel study to ours. We look forward with keen anticipation to seeing their recommendations, just as they look forward to seeing ours. The public interest of both cities is in the forefront of both efforts.





Part II Tourism

It seems to us that the key to the economic future of the City of Niagara Falls is tourism. Everywhere we go in your city, we hear about the one hundred golden days.

Now why only one hundred?

Why not three hundred and sixty golden days?

The expansion of tourism, both in duration and in the number of visits, is crucial to the economic future of Niagara Falls. You must capture more tourist dollars in this city.

The lack of visitor attractions and your short season limit the city's ability to capitalize on a regional resident base of 6.8 million people, and an annual tourist market in excess of 10 million visitors.

Objectives:

Objectives you might want to think about are:

- how to increase the length of stay of the visitors you already have
- how to generate more visitors
- how to generate new markets in the off-season



Existing Markets

Incredible though it may seem, if you increase the length of stay of each visitor to Niagara Falls by merely one hour, you will stimulate some \$50,000,000 in additional tourist spending. This alone would have a substantial positive impact on your retail sales and jobs.

Now hear this. A single night extension of an existing tourist's trip would pump an additional \$75,000,000 into the local economy. Extensions of your existing market add up to \$125,000,000 of additional revenue for the citizens of this city.

New Markets

And that is only the tip of the iceberg. New markets, and extensions of the visitor season beyond the traditional one hundred golden days would bring additional revenues of a magnitude we cannot easily compute in the short span of our four-day study.

Market Area	<u>American Portion</u>	<u>Canadian Portion</u>	<u>Total</u>
Primary (0-20 miles)	226,000	369,000	595,000
Secondary (21-50 miles)	997,000	411,000	1,408,000
Tertiary (51-80 miles)	987,000	3,784,000	4,771,000
Total	4,564,000	2,210,000	6,774,000

**SUMMARY OF AVAILABLE TOURIST MARKET
FOR NIAGARA FALLS**

(Thousands)

Source: Economic Consulting Services.

	<u>Year-Round Market</u>
American Tourists (beyond 150 miles)	5,100 - 5,600
Ontario Tourists (beyond 150 miles)	3,600
Canadian Tourists (from other provinces) and Other Tourists	<u>1,000</u>
Total Tourist Market	9,700 -10,200

Source: Economic Consulting Services.

The following pages bristle with what we think are exciting ideas for extending the volume of tourism. These include:

- Spring and Fall Week-Ends
- Winter Festivals and Events
- Groups
- Conventions

Two Big Strategies

We propose two big and existing strategies. They are:

1. The "base camp" theory
2. New promotion/new markets

The "Base Camp" Theory

The average summer visitor who takes a hotel room in the Niagara Falls area stays about two days. The average day tripper stays two hours. And during those two hours, he is likely to contribute little to Niagara Falls' economy.

There is very little in the City of Niagara Falls to encourage him to stay much longer. You have very few shops of a kind that would appeal to someone on vacation. There are no amusements, no night life, and your many fine restaurants do their best to be invisible to everyone except to local people, who already know where they are and what they serve.

It is not music to anyone's ears to hear citizens telling us that the city closes down at the end of the working day; that there is nothing to do in the evening here; and that the downtown "rolls up its sidewalks at 5 o'clock".

Can't we do something about it? Ontario does. Perhaps

pastures are greener on the other side of the fence; but from this side, the place appears to be hopping after dark, in-season and out.

The fact is that there is much more to see and do in and around Niagara Falls, U.S.A. than the day trippers are seeing and doing. The problem at hand is how to induce the day trippers to spend more than a few hours here in Niagara Falls. The strategy is to get them to make Niagara Falls a "base camp" from which they go to see and do running around the area.

It seems to us that the hotels in Niagara Falls could be perceived as a sort of "base camp", a base of operations from which the visitor could embark on a series of coordinated and enjoyable options, short excursions and events that are all around.

Here are some of the things a visitor could do:

1. Eating/Drinking. The city abounds in fine restaurants that the rest of the world knows nothing about. And everyone who has eaten your pizzas knows that Niagara Falls is the pizza capital of the world. Advertise them!
2. Shopping. Vacationers love to shop. We know that from our own personal experience. Yet apart from the Rainbow Centre, where are the shops that would turn vacationers on?

3. See the Falls. Feel the Falls. The big difference between the Canadian Falls and the American Falls is that you cannot get near the Canadian Falls. After two minutes at the Canadian Falls the kids are saying: "OK Daddy. What else is there to do? How about a hamburger." But on the American side you can experience the water. The rapids and the Falls are in close proximity and everchanging. Make something special out of the experience of water.

4. Goat Island. Goat Island is a park designed by Frederick Law Olmsted in the mid - 1880's. He was one of the greatest landscape architects who ever lived. This gentle park is typical of his work. Shouldn't the public know?

5. Museums, Aquarium. Niagara Falls has great assets. Perhaps they could be connected by an imaginative people-mover that runs year round.

6. Festivals. Niagara Falls has already demonstrated how astonishingly successful an off-season festival can be when it organized the Festival of Lights. Later on in this report we offer some ideas for more festivals.

7. Amusement / Recreation Park. A proposal has recently been made to build a recreation park in the vicinity of the Convention Center. We encourage this kind of thinking.

8. Ontario. We tend to think of the other side of the Falls as a competitor. Not at all. Have "base camp" on our side -- and treat Ontario as one of the excursions we offer!

9. History. This neck of the woods is steeped in history, dating from the earliest historic contacts of the settlers with the Indians, and the battles between the English and the French. Historic buildings, environments and tours to places like Fort Niagara form a mandatory option to

visitors to the Falls.

10. Buffalo. Buffalo is not far away. Shouldn't we think of its museums, professional sports teams, historic buildings and other assets, as part of the exciting excursions that tourist can choose.

We see that the two essential ingredients for inducing day trippers to stay thru the evening and overnight in Niagara Falls are:

1. Good Access from downtown Niagara Falls to all the wonderful sites and experiences, the Whirlpool, Fort Niagara, Ontario, etc.

Good access means not only ease of auto travel from and back to downtown. It also means convenient parking all day in downtown, with a luxury lobby as you await your tour mobile.

2. Nightlife in the Downtown. Every effort must be made to make our nightlife different from and maybe "better than" the nightlife on the other side of the Falls. One way is upscale. How about classy activities:

- concerts, string quartets, splendid jazz, ethnic song and dance, brass bands, gospel.
- ballet, Indian dancing, plays, Punch and Judy.
- festivals, arts and crafts.
- food festivals, gourmet and ethnic.

The name of the game is style, spirit, and celebration.

New Promotions to Generate New Markets on the Line:

It is not enough to merely exploit existing assets. New assets must be invented and brought into being.

We believe that there are a number of ways to extend the tour season to a year 'round activity. These involve aggressive promotion.

Here are some ideas that seem to us worth thinking about.

Ice Bridge.

None of us on the Team has ever seen this phenomenon - but we hear that in the coldest days of Winter the spray of the Falls freezes to form a gigantic ice bridge over the roaring waters. Surely this is one of the natural wonders on our great earth. Wouldn't tourists travel from far and wide to witness this extraordinary event?

Second Honeymoon:

This concept has its roots in historic Niagara Falls. The city used to be a Mecca for honeymooners until the late 30's. After World War II, with the spread of greater wealth, sophistication and mobility, the city fell into disuse as a honeymoon area, although it should be noted that to this day, Ontario seeks out honeymooners and presents them with a certificate.

The Second Honeymoon Concept grows from the notion that upscale newlyweds are less likely to be attracted to the Niagara Falls area for their (first) honeymoons. But what about their "second honeymoons" or their 5th, 15th, 20th, 25th, 30th, etc. anniversaries?

These older couples can be attracted to the area by a combination of nostalgia, convenience and economics. If this can be done without kitch, Niagara Falls should be able to attract upscale couples. Upscale, by the way,

is the general market direction of such traditionally blue collar operations as Sears, Penny's, etc. In that sense, Niagara Falls will be moving with the times.

To move with the times means preparation. There is no time like the present. If this is a good idea, let us begin. Here's what we think has to be done.

The second honeymoon theme has to be refined and worked out by appropriate public relations and ad agencies so that the message will reach the millions of married people who live within, say, a four hour car trip from Niagara Falls. It would, however, make good sense to offer discounts on services and facilities where marginal costs are very low. This would keep up the spirit of celebration we are trying to generate.

Like all honeymoons, the trip starts at the point of origin. Celebration begins the moment you leave home. Lets not go by car! Take the train!

This idea takes off from, and indeed exploits, the late 20's (early 30's) song "Shuffle Off to Buffalo", which had a wonderful line about a honeymoon sleeper trip to Niagara Falls. That song, appropriately re-written, can be the theme song for this program.

Amtrak currently runs a sleeper service from New York City to Toronto. It leaves at 7:30 p.m, an ideal departure time for this service. It arrives in Niagara Falls at about 4:00 a.m., much less than ideal. Under our concept, Amtrak could earmark one or more second honeymoon sleeper cars. These would be dropped from the thru train when it arrives in Niagara Falls, Canada.

Passengers would be permitted to sleep in their railroad cars until some reasonable hour, say 8:30. At about, say nine o'clock, they would be walked across the street to one of the great old buildings rehabilitated for that

purpose, for a champagne breakfast.

After breakfast, say, 10:15 a.m., they would be bused to the Canadian observation points so that they can get an over-view of the Falls. They would be dropped off and their baggage taken to their hotel(s) which would be on the U.S. side.

The passengers could wander around Canada to their hearts' content. When they'd seen, bought and eaten enough, they could pick up any tourmobile which would take them to the U.S. transportation center where they would make an "across the platform" transfer to another tourmobile, which would take them to their hotels.

Couples who do not take the train are generally willing to drive four hours each way for a 2-3 day holiday. Two or three days is just about the right amount of time we can keep them entertained in the Niagara Falls area.

All sorts of slogans leap to mind. "Celebrate your second honeymoon with us in Niagara Falls".

Niagara Falls, New York is the intimate site of the Falls. "Everyday is a rainbow day". "We fell for the Falls". "We love (double heart) Niagara Falls, New York.

Another message can relate directly to the pocket-book. "Two can live it up as cheaply as one in Niagara Falls, New York".

Couples who visit Niagara Falls in the month of their wedding anniversaries single room rates, hotel price, parking rates and transportation rates, free color photographs, and twosers for concerts, festivals and restaurants.

The Second Honeymoon promotional will tend to attract

visitors to Niagara Falls at times when they would otherwise not come. For example . . . a couple married in the month of October would benefit from the promotional discount only during that month. A difficulty might be that the yearly marriage season (late Spring) tends to overlap Niagara Falls' high season. This can be handled by eliminating the program during the June, July and August months. It would probably make no sense to offer hotel discounts then.

Tourmobiles would not only circulate to points of interest and entertainment in the city, but would tour up and down river, and visit places of interest like Lewiston, Youngstown and Fort Niagara.

Walks and trails should have lots of gazebos and romantic arbors for two (or four maximum) person settings and picnics. Picnic fixin' places should be placed at the heads of the trails and perhaps at their ends, etc.

Transportation vehicles should be designed again to be romantic as well as functional. Perhaps horsedrawn vehicles a la Fifth Avenue and Charleston, S.C. would not only serve the few who can afford them, but will contribute to the spirit of celebration.

The above urban may mean getting the autos off Goat Island and leave it only for the people, the horses and the tourmobiles.

Winter Festivals

Niagara Falls has already cored a tremendous success with its Festival of Lights! Now it should think of other festivals in the off-season months. Here are some thoughts.

How about a Children's Festival. Let the kids write plays and act them, paint and erect decorations, make huge murals, compose music and dance, write and tell stories.

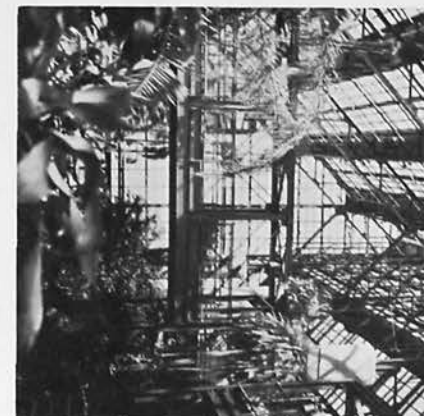
The first festival could be local. The second could encompass Ontario and Buffalo. The third could include New York State. The fourth could be national. The fifth, international.

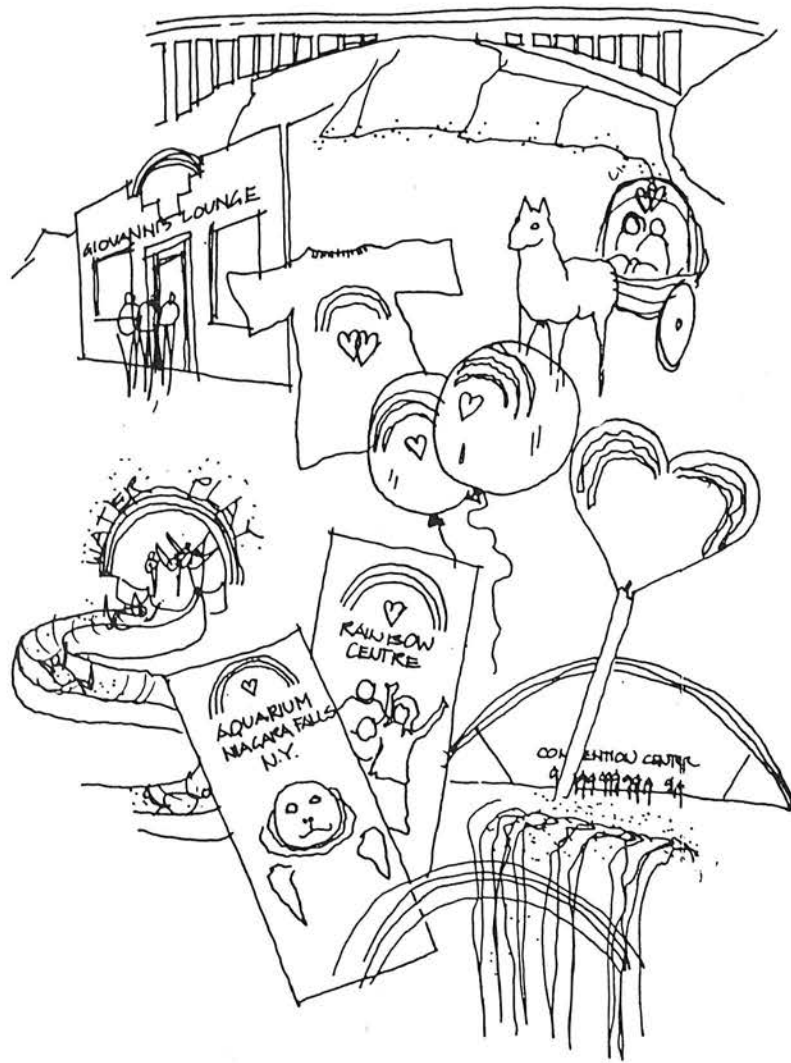
The entries could be the subject of competitions. Proud parents and kids from far and wide would flock to the city. And the event could be televised and written about in the national and international media, bringing new fame to the Rainbow City.

Winter Sports

The old trails could be mapped for cross-country skiers, with historic markers and tour guides to assist them.

A peewee national ice hockey tournament could become an annual event of growing importance.





C. HOW TO GET IT DONE

1. Design Concepts

The metaphor for Niagara Falls is obvious...it's the rainbow!

The rainbow is a natural phenomenon that only happens with the Falls.

It is a simple art:

Life
Light
Power
Energy
Romanticism
Activity
Color
Water

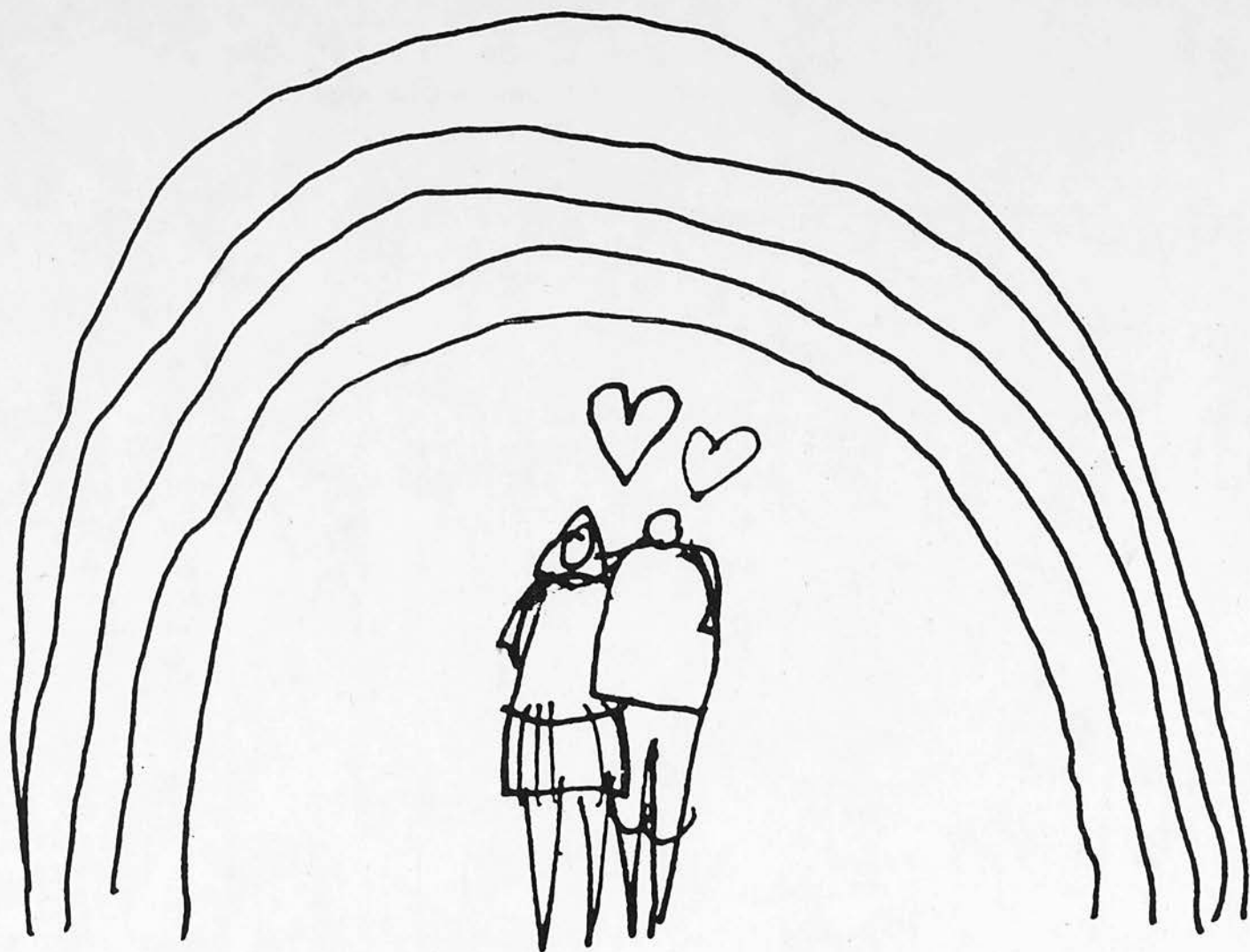
The rainbow is also a bridge, a gateway, a portal, and a connection between two nations.

No wonder we call downtown Niagara Falls the Rainbow Center.

Let's call our city the Rainbow City.

Rainbow City and Why...

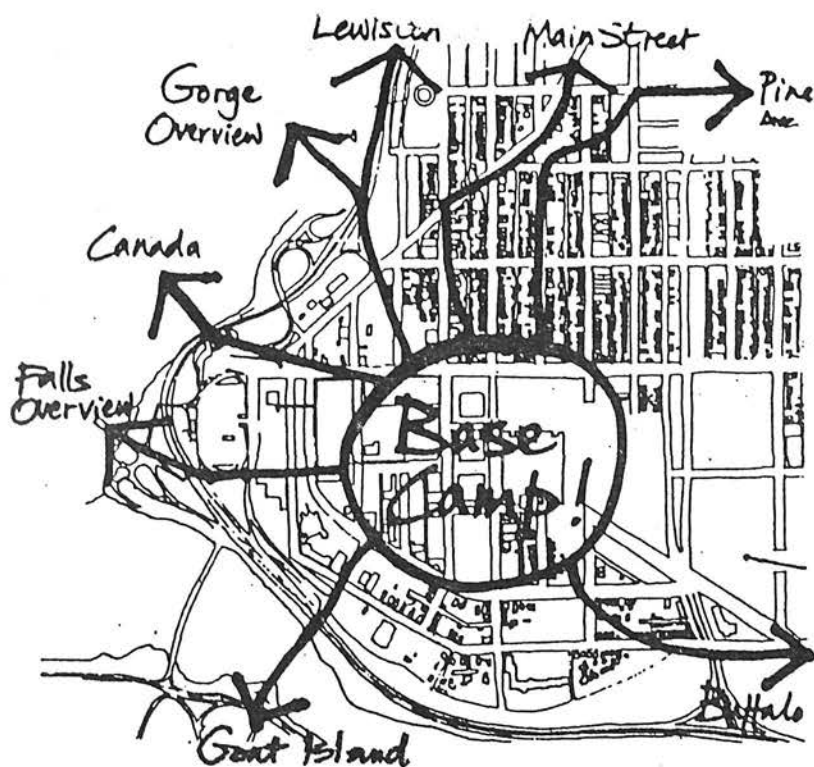




Base Camp

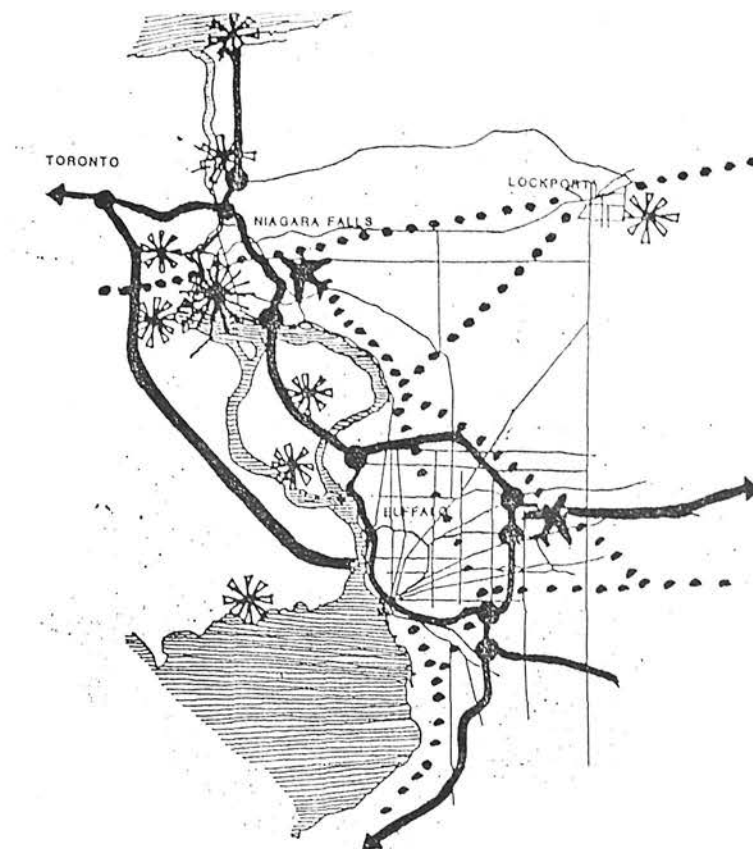
The Base Camp is the point of embarkation for interesting and enticing excursions!

by foot
by horse-drawn tram
by viewmobile
by bicycle
by jitney



Let's go to the overview to see the Falls...

to Goat Island
to the Rainbow Bridge and Canada
to Lewiston
to the Gorge overview
to Pine Avenue to dinner
to Buffalo to see the Sabres

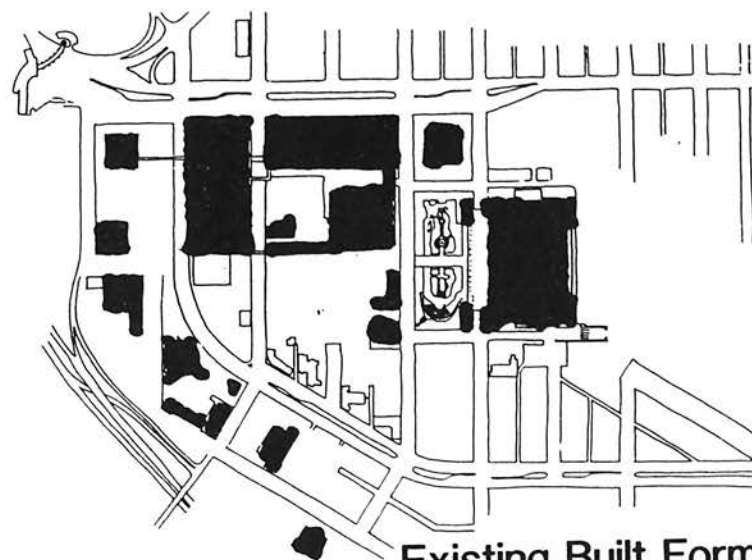
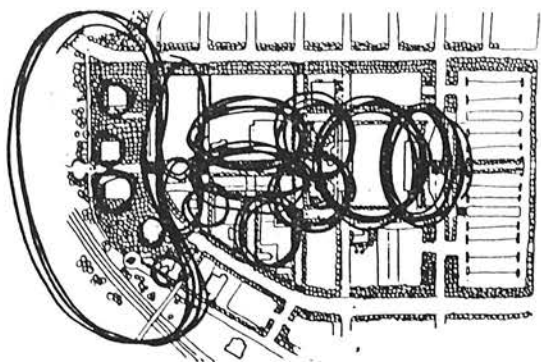


Island

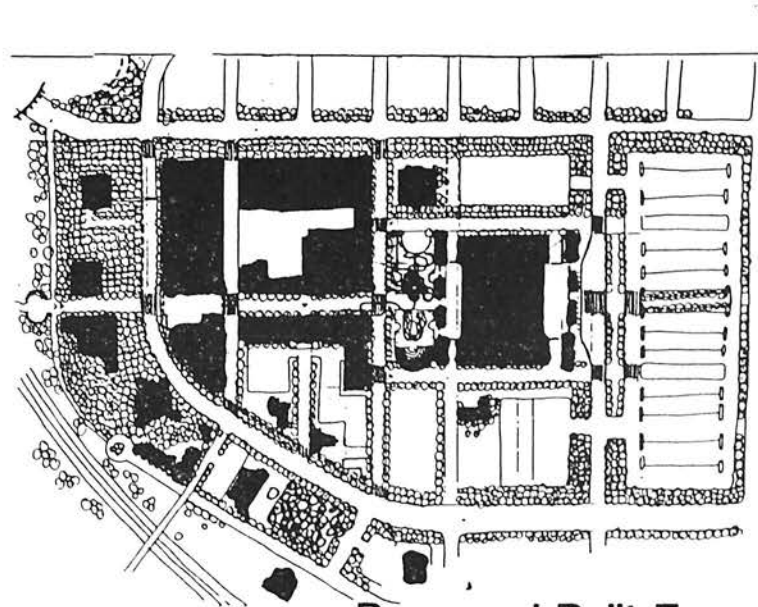
Today's Rainbow Centre/Convention Center is not part of the city. It is an island in the city, surrounded by parking areas and open sites.

We have to stitch the city and the Centre together again. We suggest putting the proposed recreation development in front of the Convention Center where the existing amphitheaters can be used, and along the mall where it can fill the vacant sites with people-generating activities and festive life.

We suggest bringing new housing into the Center, shops, landscaping and festivals.



Existing Built Form



Proposed Built Form

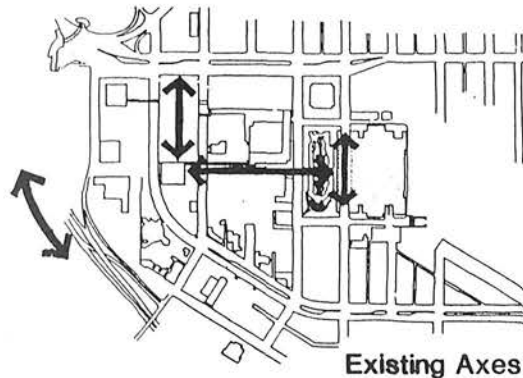
The Spine

The organizing principle of the Convention Center Mall is an axis from the Convention Center to Ontario's Sky-lon, through the center of the Wintergarden.

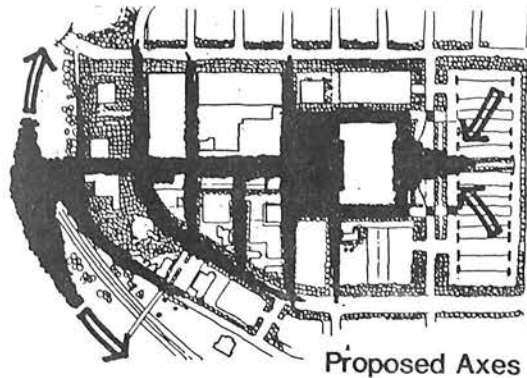
We propose to echo the rainbow form of the Convention Center roof in a series of rainbow arches along the spine to the gorge overlooking the American Falls.

The spine becomes a parkway to the end of the rainbow at Prospect Point.

The spine brings together many of the fragmented components of the downtown into a single statement.



Existing Axes

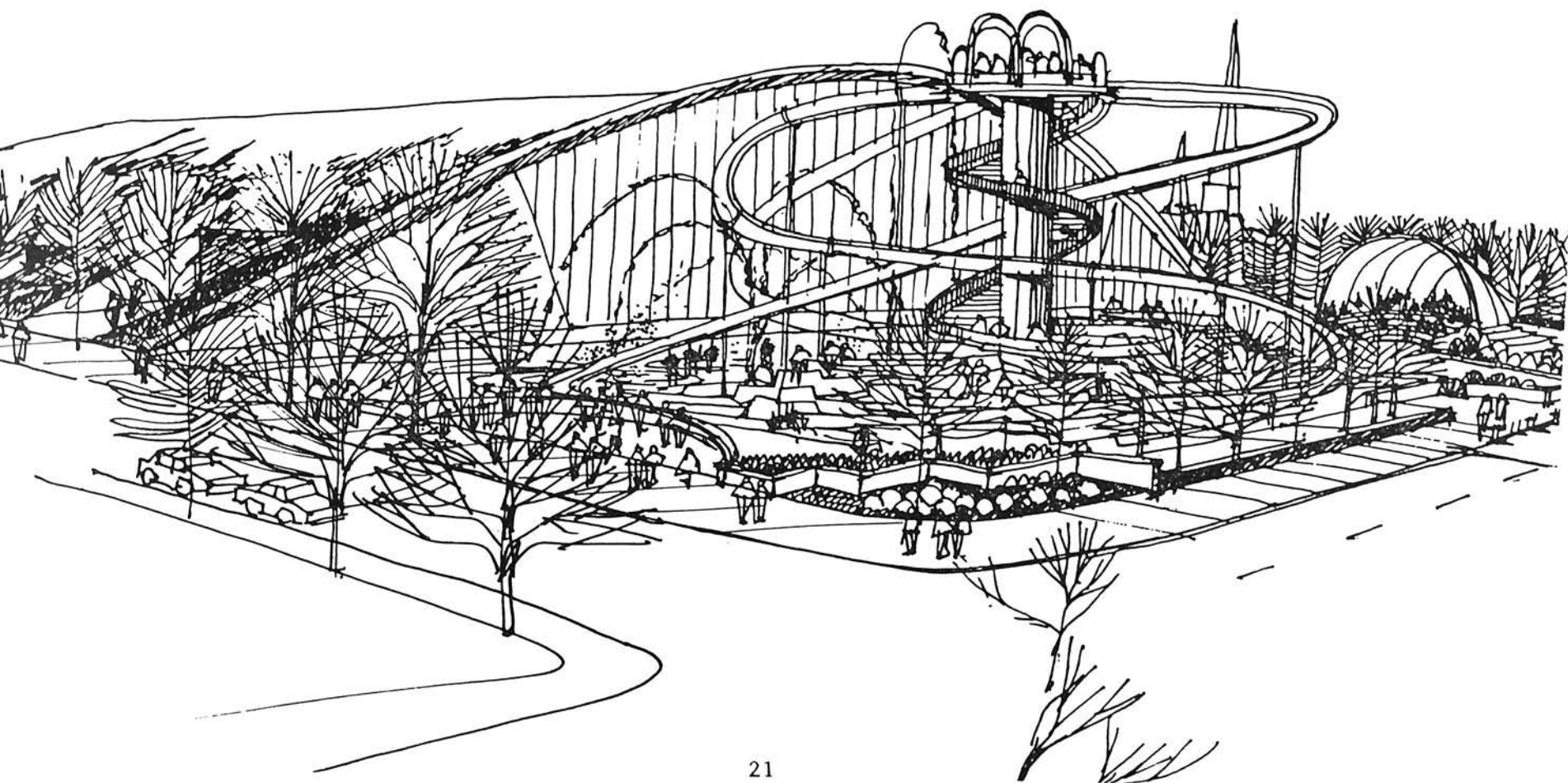


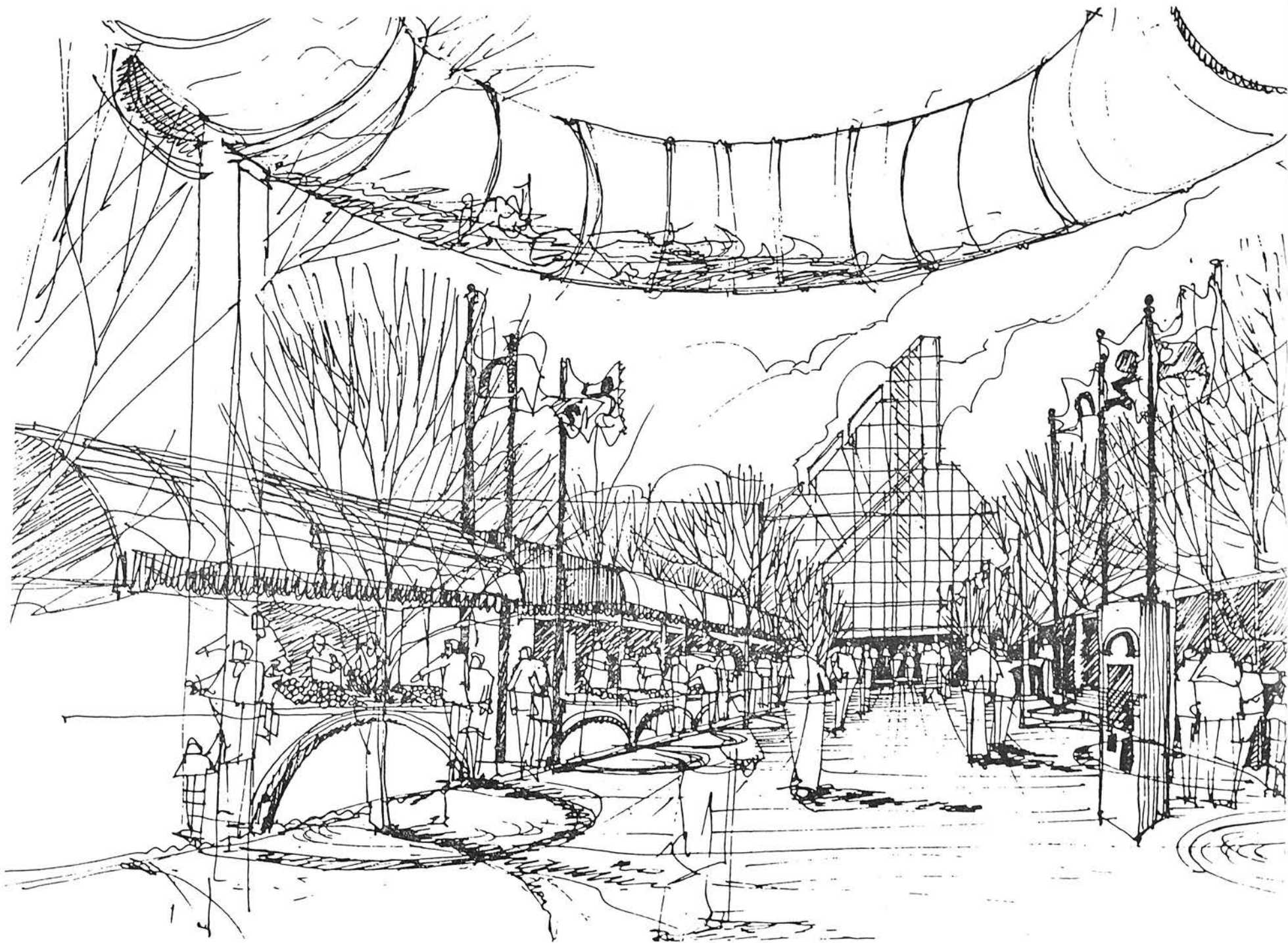
Proposed Axes

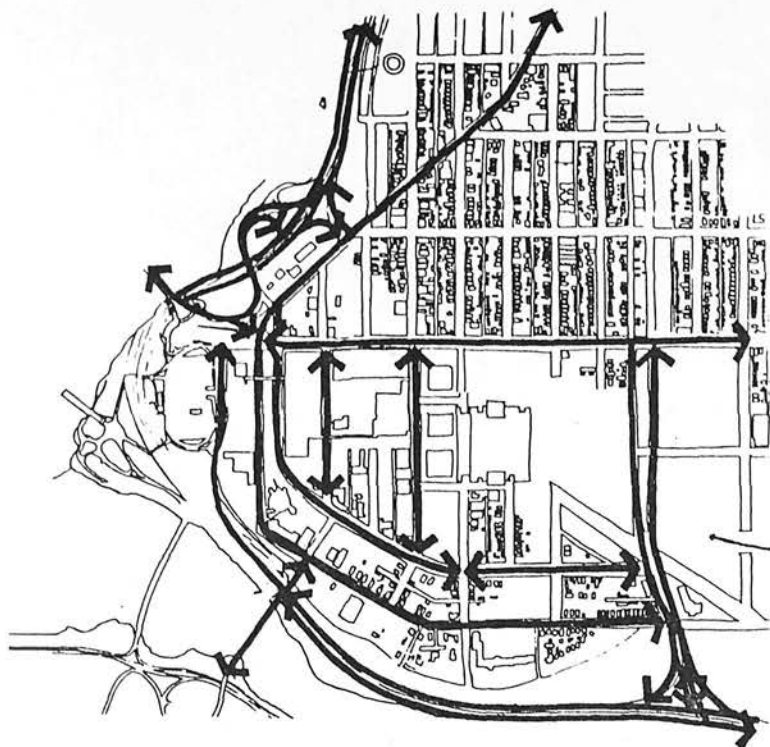




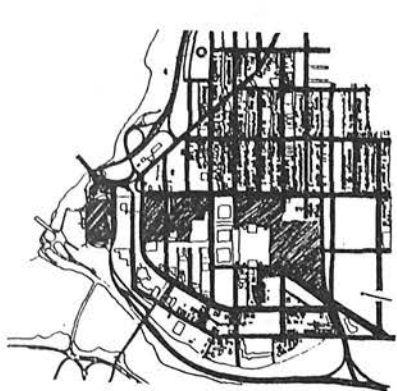








Existing Vehicular Circulation



Existing Streets



Vehicular Access Routes

Infrastructure

The historic form of Niagara Falls is a north, south, east, west grid of streets. Only in recent years has the grid been interrupted by the big, new developments downtown, and by the Robert Moses Parkway.

Major access routes through the city from Buffalo in the west, and from Lewiston in the north, follow the bank of the Niagara River and the Niagara Gorge. But, a major access route is also along Pine Avenue.

The existing vehicular circulation, particularly tourist traffic, bypass the downtown area. Tourist traffic from the west loops around the Niagara River and the American Falls and courses to Canada on the Rainbow Bridge. A similar bypass access system takes traffic away from Niagara Falls to the Rainbow Bridge. As a result, only a small percentage of tourist traffic comes through downtown Niagara Falls.

Axis

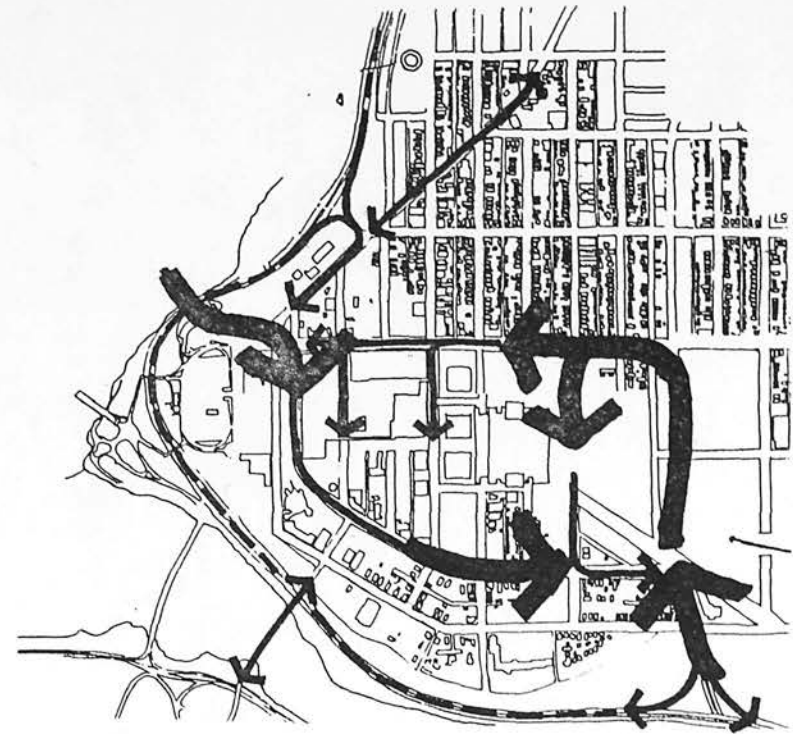
We propose a vehicular traffic system which will not permit traffic to bypass downtown. To get to the Falls and the Rainbow Bridge, or either major direction, you will have to enter downtown.

From the west, you enter downtown on a one way street system. From the northeast, a similar one way street system takes you into the Convention Center area.

You may either continue to the Rainbow Bridge, or turn into one of the parking areas and enjoy the amenities of downtown.

A pedestrian circulation system for those free of major traffic conference in the downtown area.

Similarly, a people mover system, possibly an electric car, carries passengers on special street alignments and to excursions from the base camp.



Proposed Vehicular Circulation



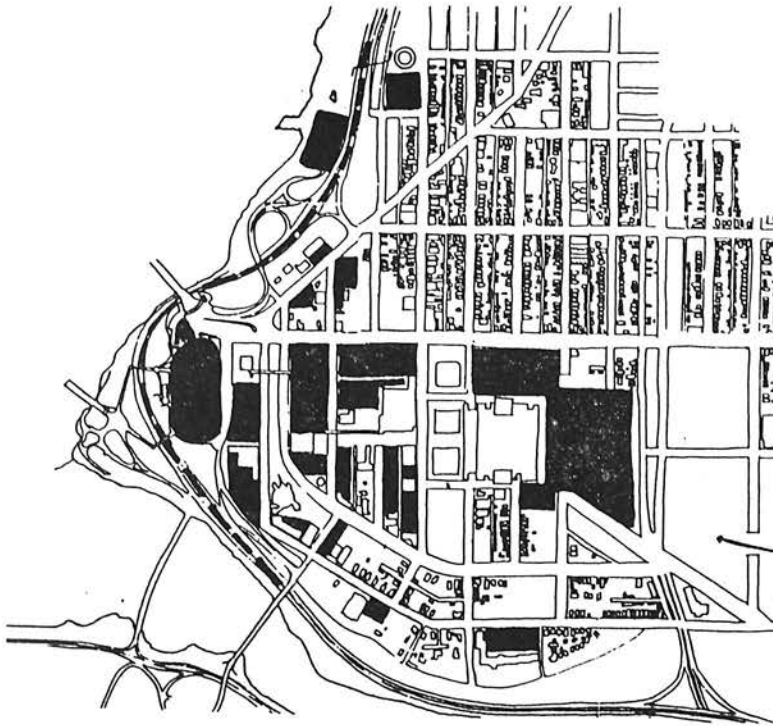
Pedestrian Movement
Horse Drawn Carriage



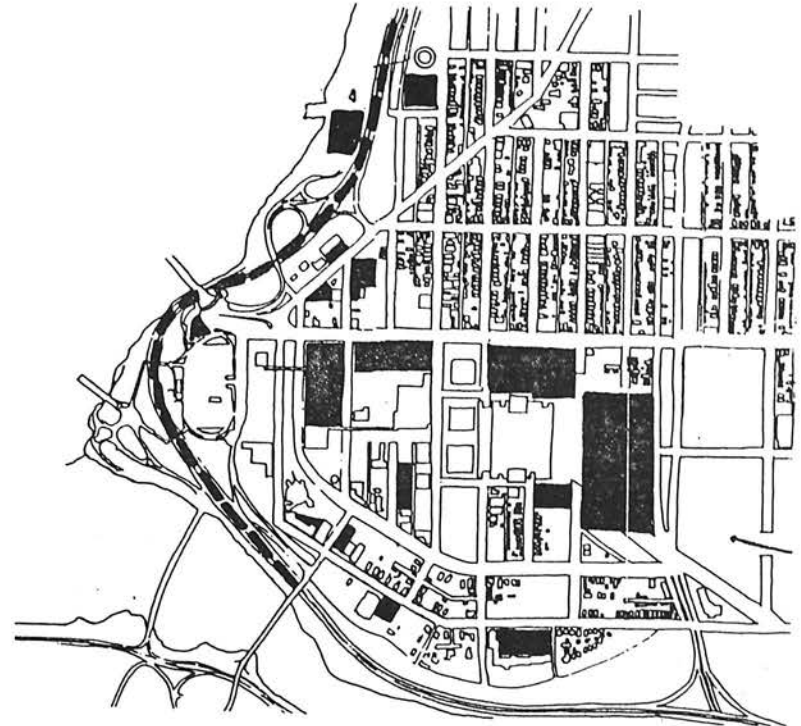
People Mover

Parking

Today's parking lots consume over 50% of the development area of downtown. We believe that this is excessive. We propose to reorganize the parking system along with the rerouting of tourist traffic to relieve congestion and to make sites available for development.



Existing Parking

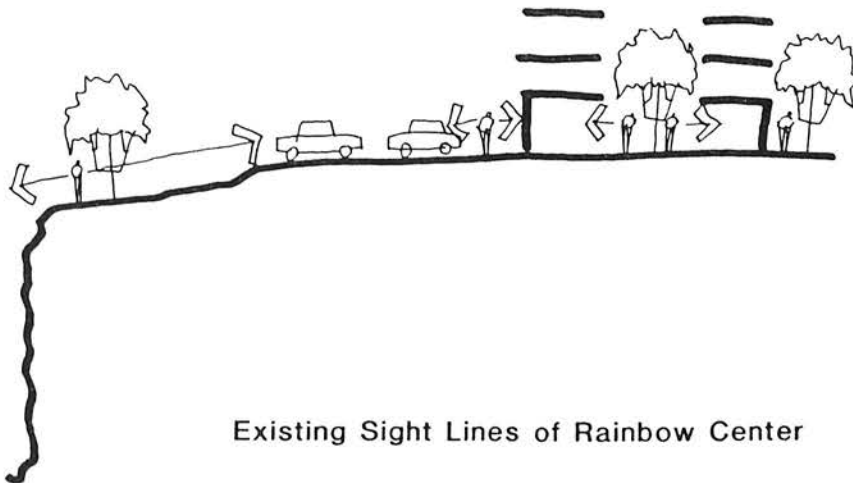


Proposed Parking

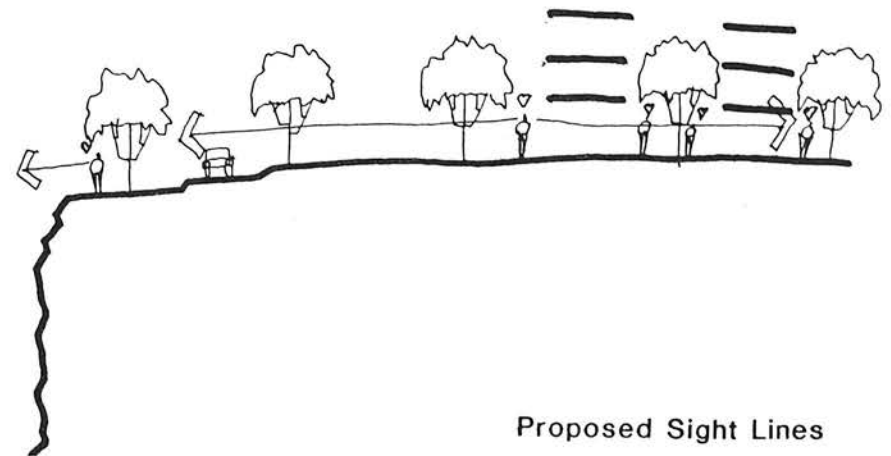
Sections

These drawings show how we can improve vistas and sight lines.

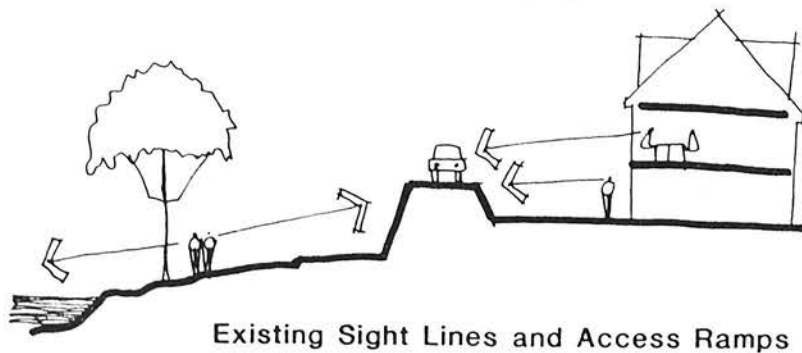
The top pair of drawings show the Rainbow Centre. By moving the parking away from the structure, vistas can be opened up, and new store windows can be provided.



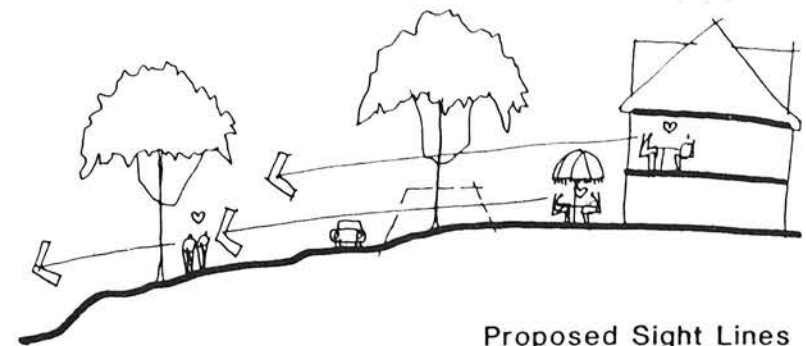
Existing Sight Lines of Rainbow Center



Proposed Sight Lines



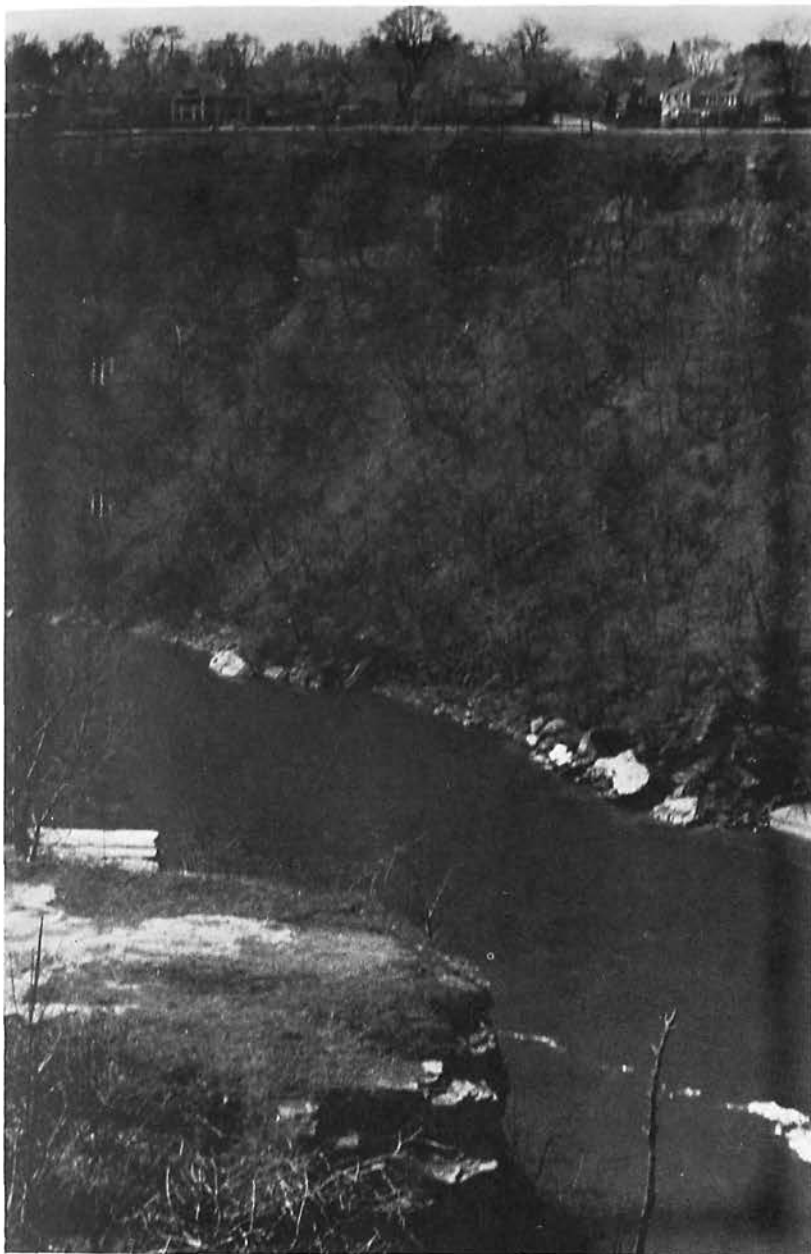
Existing Sight Lines and Access Ramps



Proposed Sight Lines

The second pair shows how access ramps on berms cut off the vistas of homeowners. The second drawing of the pair shows how the ramp may be re-designed to permit vistas and outdoor peace.

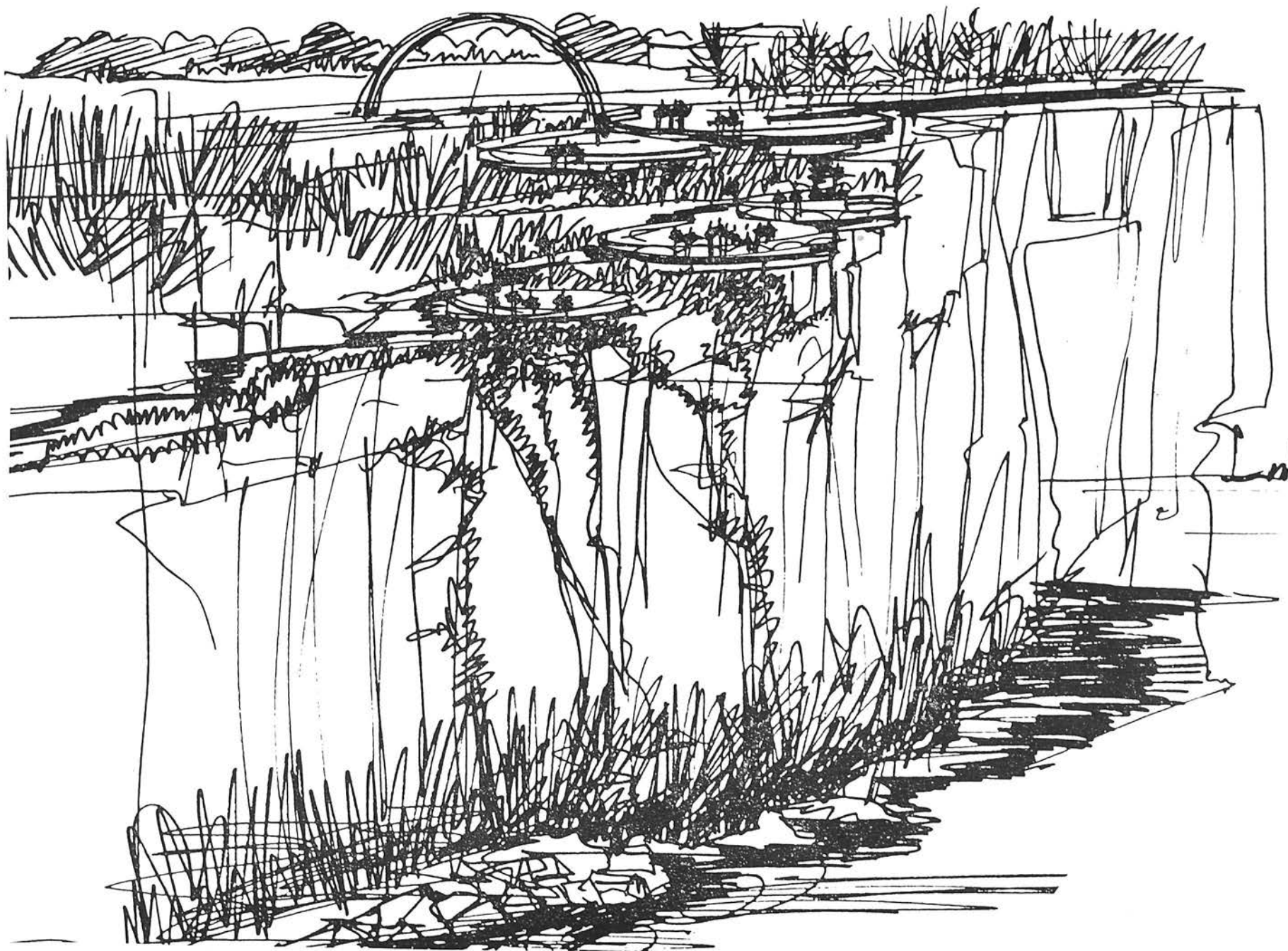
These two drawings show how pedestrians can cross from waterfront activities into the city, across a parkway. The second drawing is a parkway, with crossings enabling pedestrians to enjoy riverfront amenities.

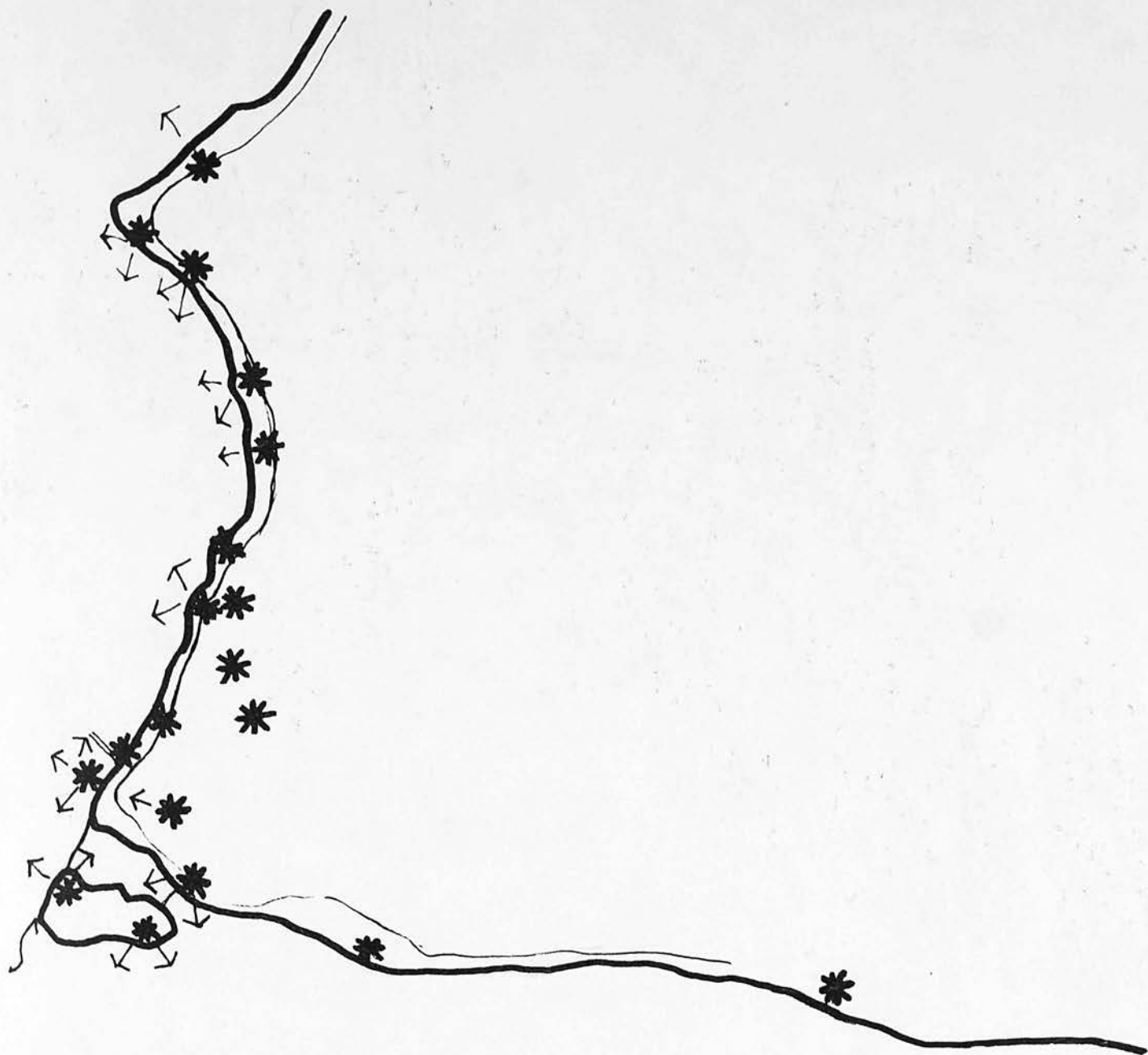


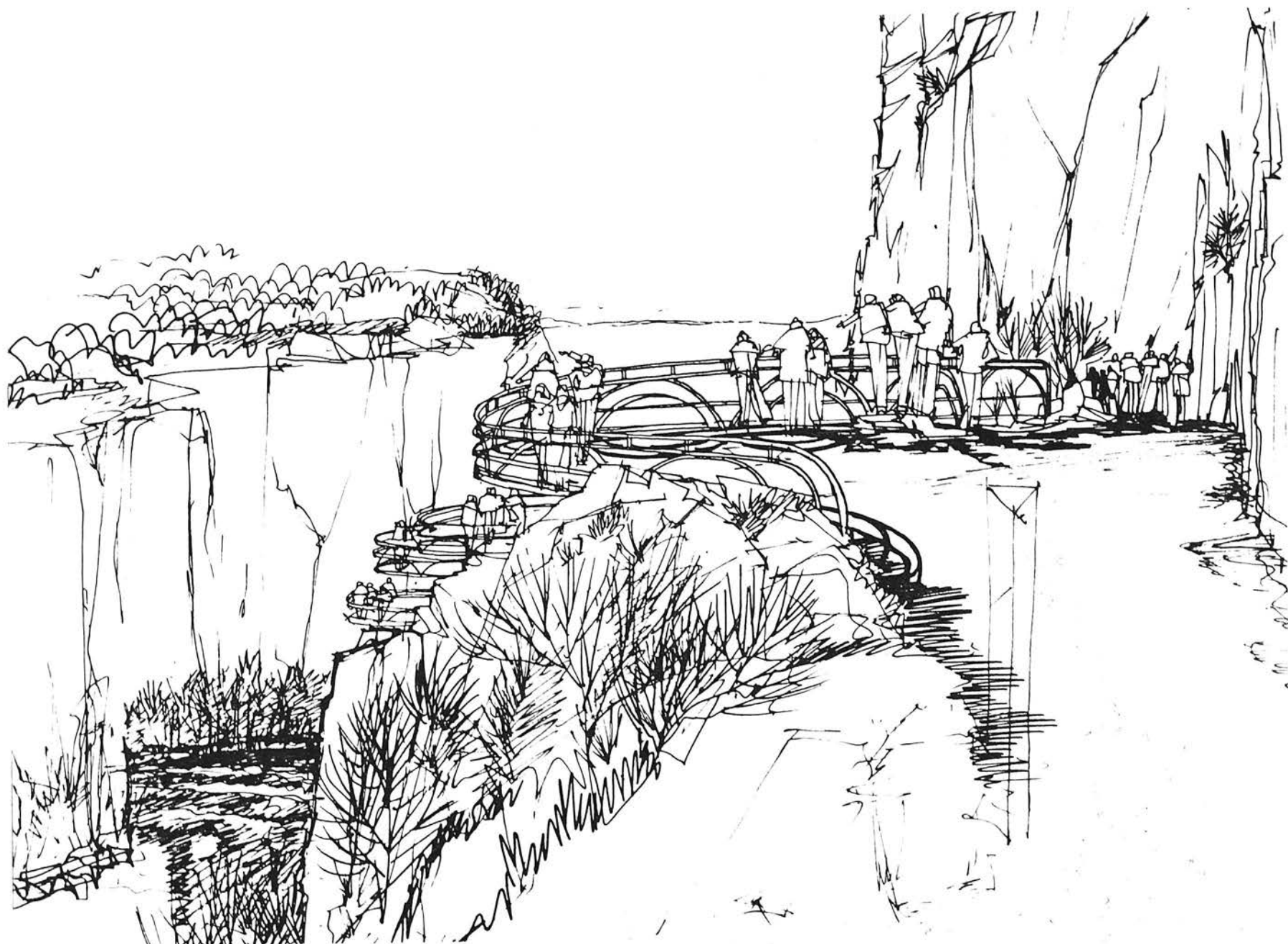
The Gorge

One of the most beautiful places in Niagara Falls is the cliff's edge overlooking the river gorge near the pumping station. It is also the most neglected. Its major function at present, is to be a rubbish dump.

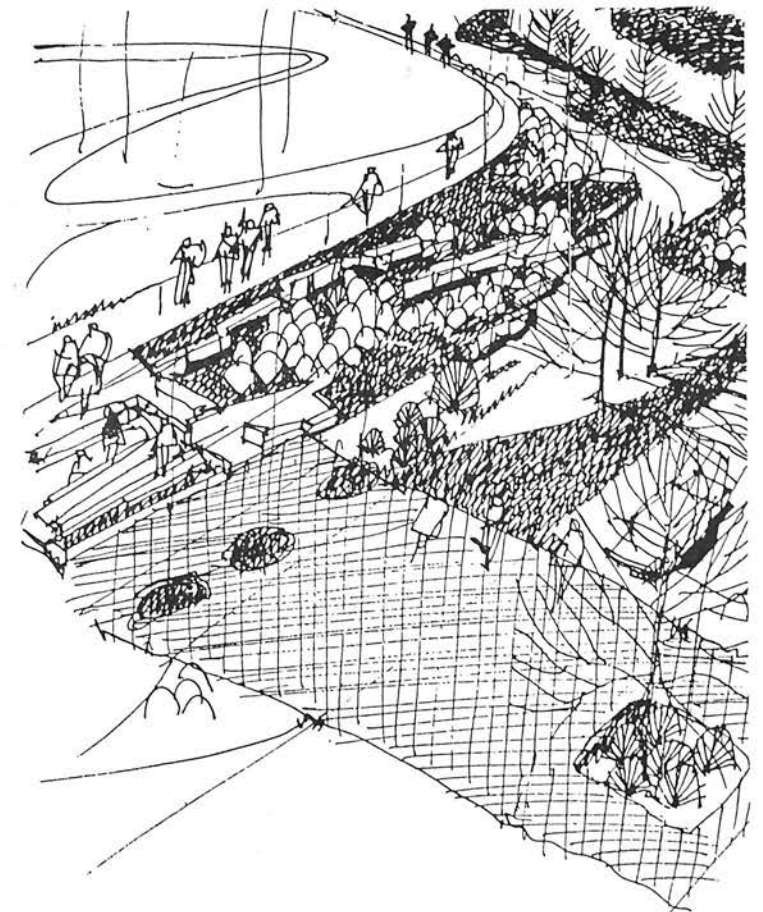
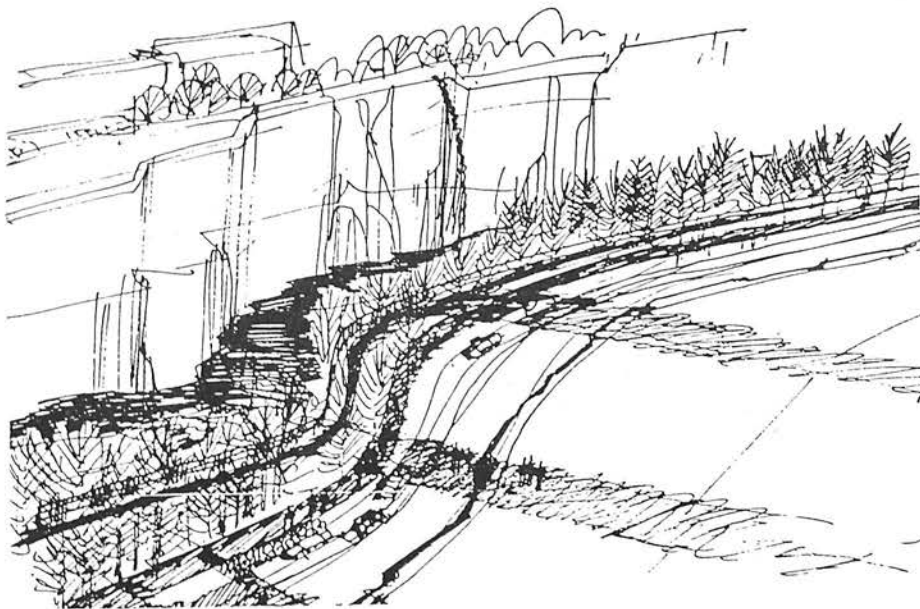
These drawings show how the area can be turned into a magnificent park. Overlooks in the form of rainbows enable visitors to look upstream to the Falls and downstream towards Lake Ontario. Other drawings show rockscapes and picnic areas.

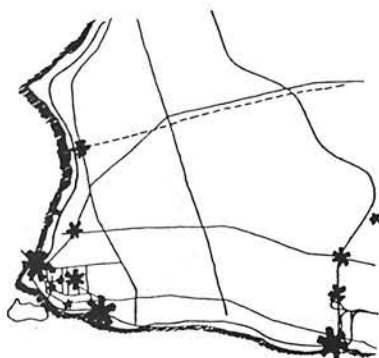




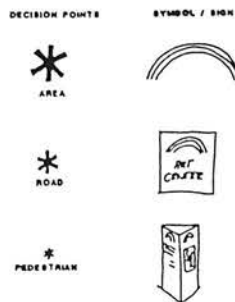








Decision Points



Decision Point Symbols



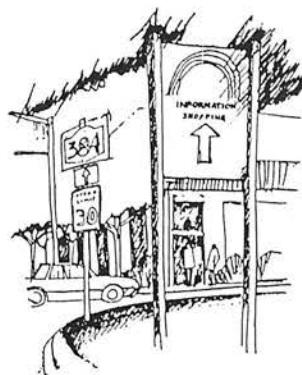
Existing Street Signage



Proposed Street Signage



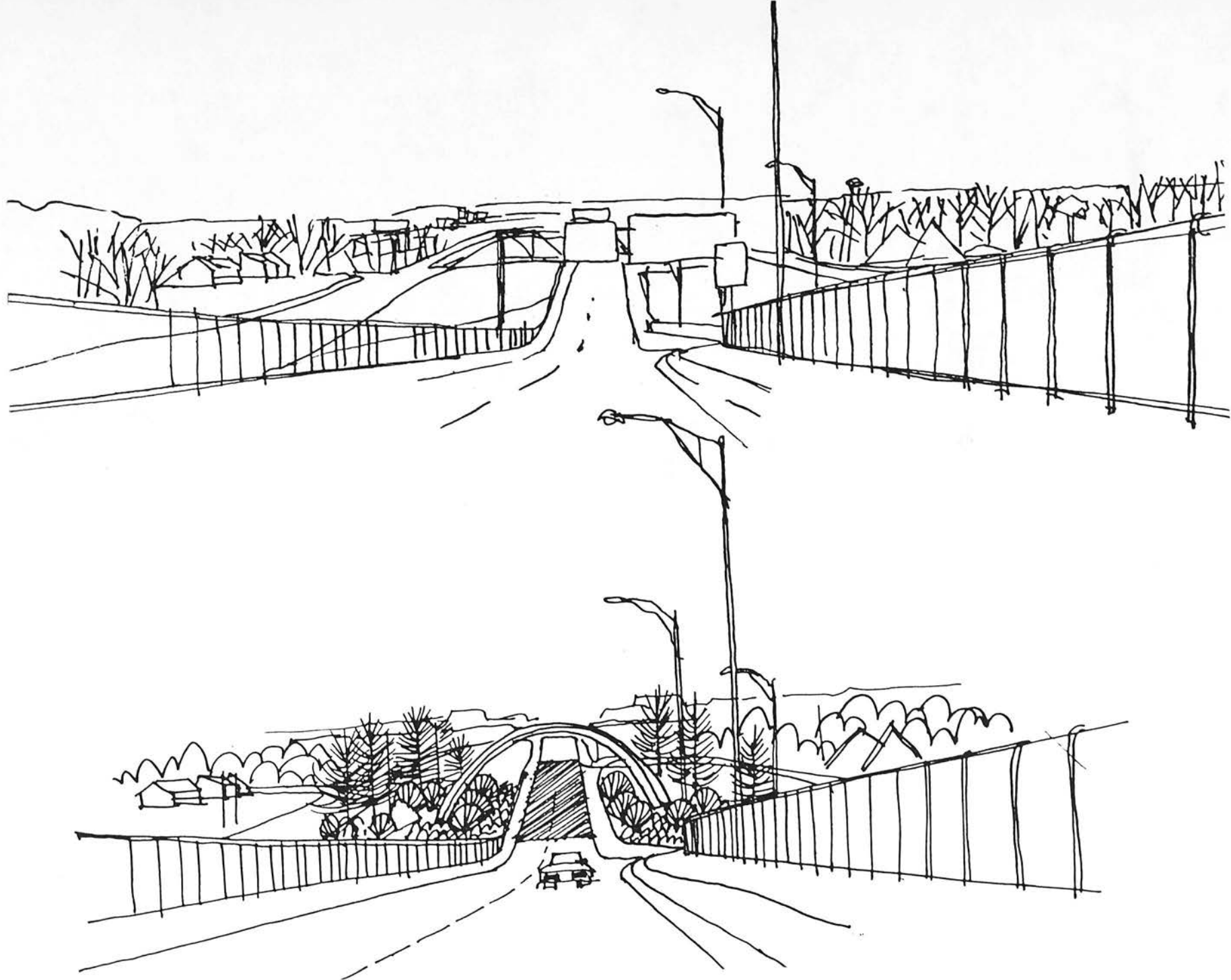
Existing Street Signage

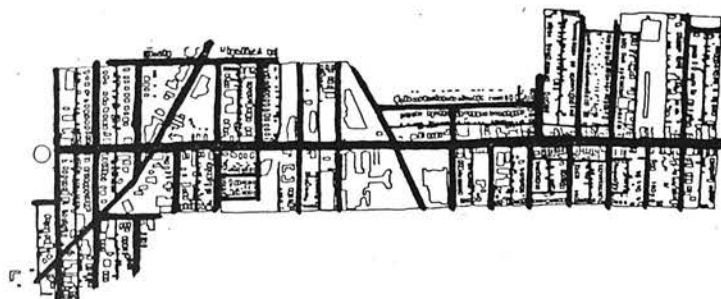


Pine Avenue

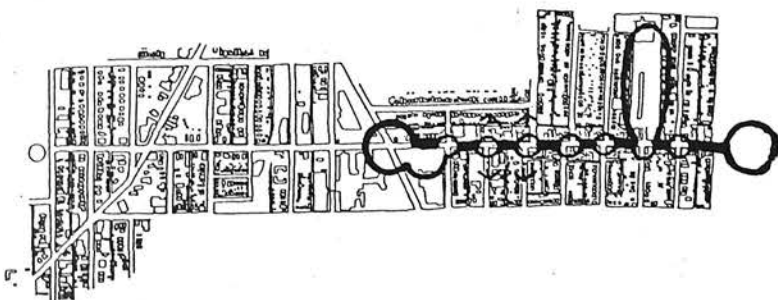
Signage and symbols are extremely important to the visitor. A rainbow arch across the freeway announces Niagara Falls. Once the visitor is in the city, the usual clutter of signs is replaced by simple order and clarity. The new signs give the driver essential information, making driving in the city simple.



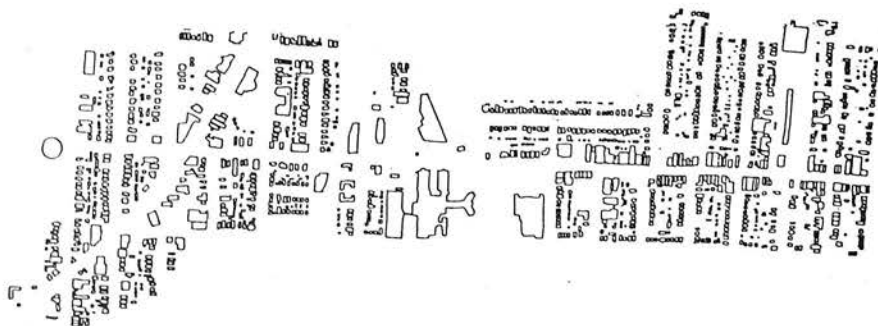




Pine Avenue Existing Streets



Pine Avenue Circulation and Nodes



; Pine Avenue Existing Built Form

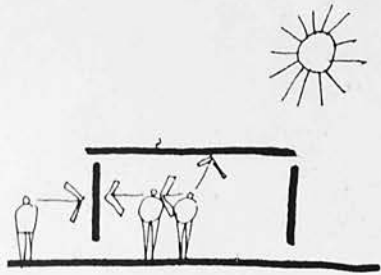
This series of drawings concern Pine Avenue. The same approach can be used for both ends of Main Street. At present Pine is a major artery. It is also an intimate shopping street, famous for its restaurants, and attempting to establish its identity. These two aspects of the street are in conflict.

Our drawings show the construction of a gateway at each end of the commercial core of Pine Avenue. In the center is the market square. We believe that parking can remain in the square, yet we also encourage landscaping and trees. Existing buildings around the square provide the key to the introduction of new buildings, as well as providing opportunities for colorful rehabilitation.

We also recommend special stree furniture for Pine Avenue; bus shelters with glass or perapex roofs, benches, litterbins, lamp posts and signage.



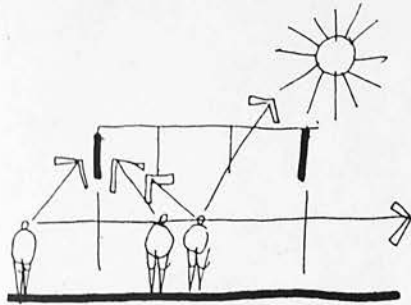




Existing Bus Shelter



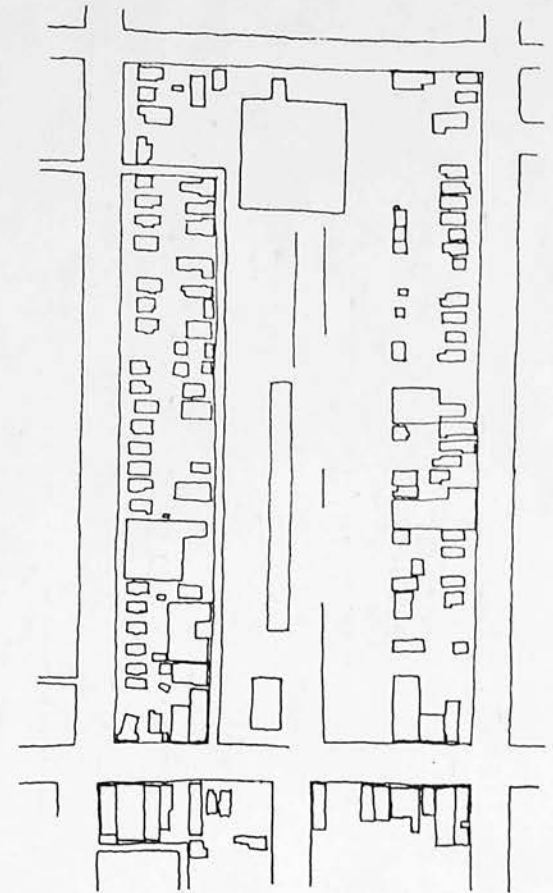
Existing Bus Shelter



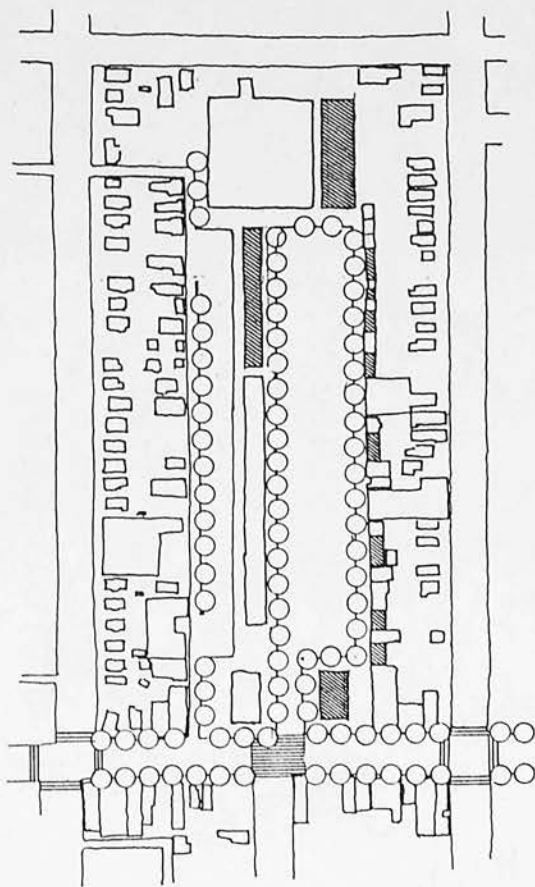
Proposed Bus Shelter



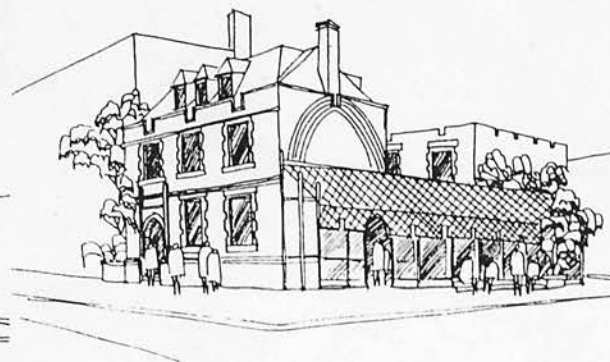
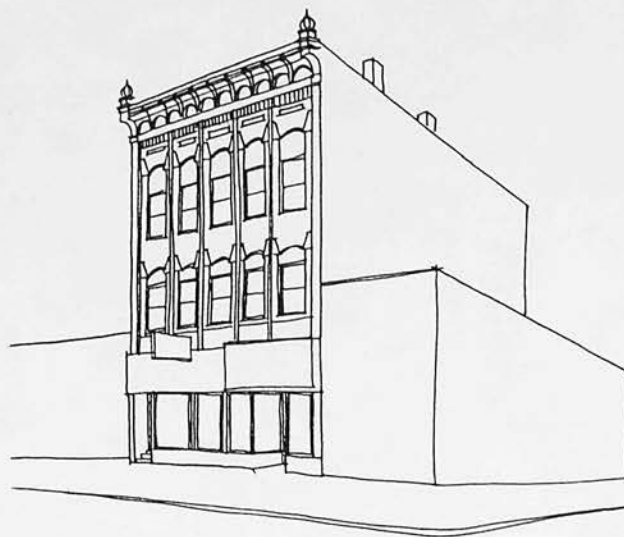
Proposed Bus Shelter



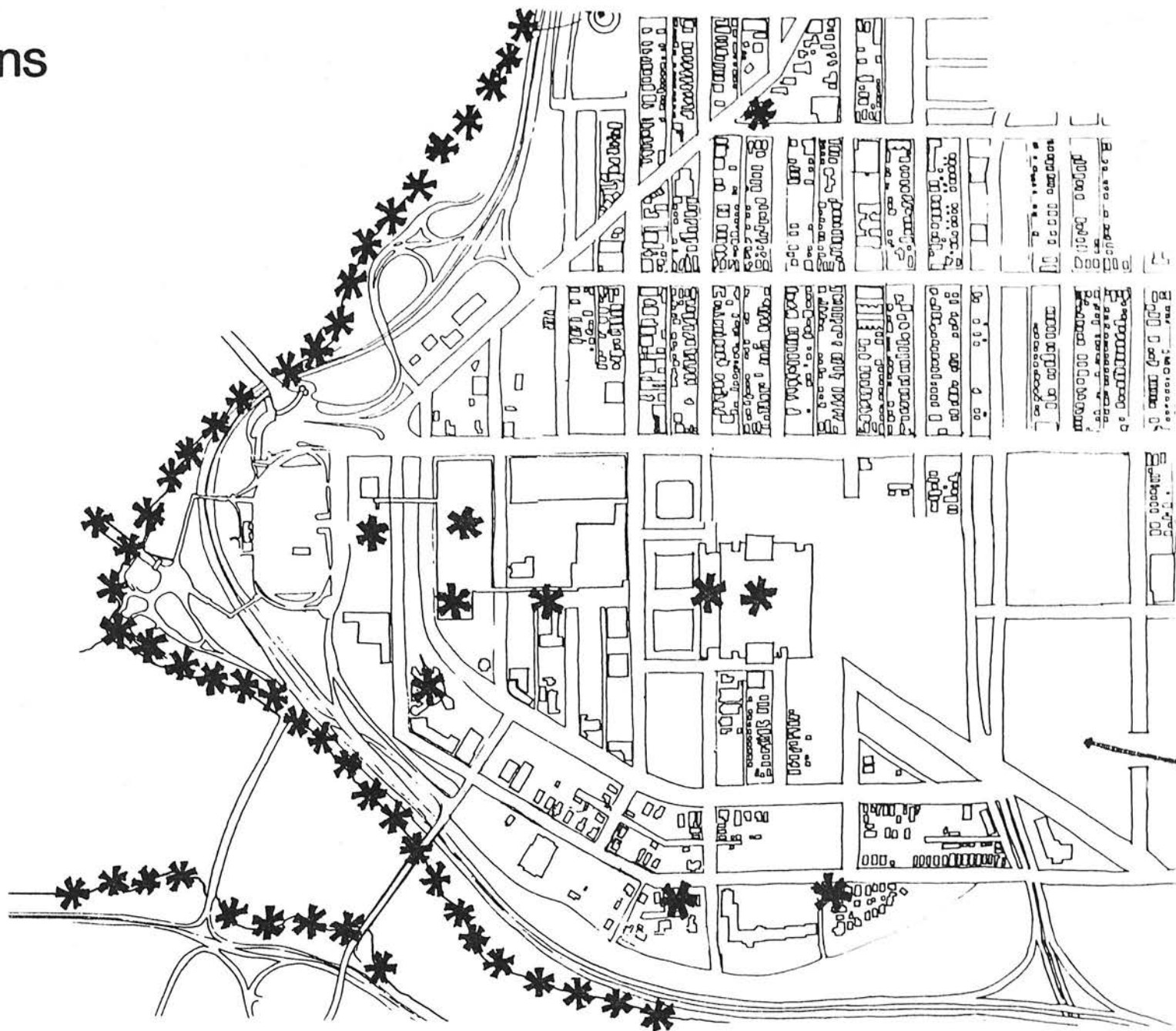
Existing Market Place



Proposed Market Place



Attractions



2. Promotion

In order to conduct an effective and efficient tourist and convention marketing program, it is essential that the markets and their attributes be identified. In our search of literature there was no evidence that Niagara Falls, New York has made any recent attempt to identify its tourist market. Reasonably good data on the other hand exists for the convention market. As a result it is strongly recommended that prior to any changes in the promotion of tourism a market analysis, of the existing and potential tourist market to Niagara Falls, New York, be implemented.

At a minimum, the market research should consist of determining the following:

- a) Identification of origins of tourists
- b) Identification of destination(s) of tourists
- c) Seasonality patterns
- d) Demographic characteristics including age, income, family size, sex of head of household, educational level, marital status, occupation, family with children under 18 and with children over 18.
- e) Motivations for travel: i.e., to visit friends or relatives, business, leisure, pleasure travel, pleasure only.
- f) Duration of travel
- g) Duration of travel in Niagara Falls
- h) Duration of nights spent away from home and number in Niagara Falls.
- i) Number of dollars spent during entire trip
- j) Number of dollars spent in Niagara Falls, New York
- k) Time spent in Canada/USA
- l) All attractions and activities visited
- m) What does traveller look for in a vacation: i.e., relaxation, history, water, etc.
- n) Mode of travel used
- o) Type of accomodation used

- p) Whether prior accomodation reservations were made

In addition, the research project should also address the travel trade market to the following extent:

- a) Identification of existing motorcoach and tour broker groups presently traveling to Niagara Falls, New York/Ontario
- b) Identification of itinerary used and number of days spent in Niagara Falls
- c) Origin of group tours
- d) Identification of group tour bookings via scheduled airline service to Buffalo, New York
- e) Identification of group tour wholesalers/operators utilizing Niagara Falls as part of itinerary.
- f) Number of group movements produced, length of stay, number persons and estimated dollars
- g) Identification of all group tour operators that reside within the radius or areas of where existing group tour operators are presently providing movements to Niagara Falls

The above market research results will enable the Niagara Falls Convention and Visitors Bureau to then determine its promotional tourism strategies relevant to its existing potential and individual and group tour markets; thereby appealing to and reaching the best market potential.

Following market and tourist profiles as a result of market research, come the following promotional ideas that could be employed:

- a) Development of an extensive consumer advertising program, employing at this point, print media only. Advertising should be directed toward the consumer market, and have as its objectives, the creation of awareness of Niagara Falls; provide general attractive information and seek a coupon or reader service response. Advertising should be placed in March -

April for summer season, September - October for Fall season, and at least two months prior to activities and events occurring between November and March.

- b) Development of adequate fulfillment literature. At present, there is little evidence that the City of Niagara Falls produces more than one general 4" x 9" four color brochure. Based upon the number of facilities, attractions events and accommodations, the literature is inadequate. The Niagara Falls Convention and Visitors Bureau should provide these minimum necessary fulfillment pieces: Complete Guidebook of visitor attractions, private and public, updated annually; A quarterly calendar of events, incorporating events within the immediate

Niagara Falls region; an outdoor recreational guide that provides the visitor with various outdoor leisure activities that Niagara Falls offers-- i.e., camping, fishing, hiking, boating, bicycle trails, cross country skiing, ice skating, swimming, etc and map of the Niagara Frontier Region identifying major arteries to Niagara Falls, New York and individual city streets within the CBD of Niagara Falls, New York.

It is felt, that until the City of Niagara Falls, New York can accomplish the two above recommendations they are not in a position to involve themselves in any form of regional promotional activity. Ideally, there will eventually be both cost and promotional advantages for Niagara Falls, New York to engage in regional promotion with Niagara County, Niagara Falls Ontario, and Erie County. However until Niagara Falls, New York, has its basic market identified and addresses it with a basic consumer promotion program such a step is not recommended.

- c) Development of both radio and T.V. public service announcements on a quarterly seasonal basis outlining the various seasonal activities taking place in Niagara Falls. PSA's should also encourage the consumer to write for fulfillment kit. PSA's can be produced inexpensively with local media sources and can be distributed throughout the state by the State of New York Tourism Department.
- d) Development of an ongoing public relations program directed to the media destinations identified from the market research. Public relations program should consist of a well designed press kit that includes feature articles on selected and varied attractions and interests in Niagara Falls, a listing of calendar of events, and a supply of 8" x 10" b/w photographs captioned and relevant to the feature articles. Press releases should also be issued to the same media sources on a demand basis rather than a weekly quota basis. In all cases, each release or press bit should be accompanied with a personal letter.
- e) Attendance at selected consumer travel shows. Shows should be determined by the market research and should offer the ability to exhibit a display and provide literature on Niagara Falls.
- f) Because of the international notoriety of the Falls, an alternative to paid promotion can be cooperative promotion with regional or national media networks for promotion of Niagara Falls in return for free vacations to Niagara Falls.
- g) An audio/visual presentation, wither slides converted to video tape, or film, should be developed on the attractions and events of Niagara Falls for use in convention bureau Sales Presentations, for airing on cable television

networks, in local schools and civic meetings. Distribution should also be made to all major Travel Trade organizations and business for their sales promotion of Niagara Falls.

h) A monthly newsletter of activities of the Niagara Falls tourism activities and the activities of the Convention and Visitor Bureau should be issued monthly as a communication vehicle to its members, all media sources and travel trade industry representatives as a means of maintaining communications, informing and creating awareness periodically of Niagara Falls activities.

i) Special promotional events (i.e., Maid of the Mist boat race, rafting the gorge) should be established as a means of attracting national and international attention to Niagara Falls, particularly in the off season.

j) Separate and distinct promotional activities should occur for the Travel Trade industry. Most important is the production of a group tour planners manual that allows operators to plan an itinerary to all of Niagara Falls. The tour manual should incorporate all existing means of transportation to Niagara Fall sample fares, road networks used by motorcoach companies and specific itinerary, points of interest and time spent at each attraction. All attractions, prices and phone numbers should be listed. Representative group room rates and special events should also be listed. Once produced, the manual should be distributed to all group tour producers identified by market research. Follow up contact to the producers should then continue monthly either utilizing the above mentioned newsletter or a listing of activities group tour leaders would be interested in.

k) At this stage, it is recommended that, because of the high intensity of motorcoach interest in Niagara Falls, that at least quarterly group tour advertisements be placed in major motorcoach journals to create further avenues and interest in events and activities occurring in Niagara Falls, Each advertisement should feature events at least six months in advance of occurrence to facilitate the planning of tours.

l) Organization of group tour and American and Canadian Automobile Association familiarization tours should be developed immediately. Such tours should include travel agents, Amtrak and major airline representatives with the purpose of introducing them to the attractions and activities of Niagara Falls. Travel expenses should be incurred by the carrier and ground expenses donated by participating hotels, attractions and restaurants.

m) Media familiarization tours should be offered selected media on a demand basis. Through the results of market research, selected target cities can be identified and invitations to travel writers in those regions for tours can be issued. Freelance travel writers should also be identified and issued



invitations. So as not to over burden the effort, it is recommended that no more than 35 writers and or publications be identified. Concentration of invitations, releases, press kits and correspondence should then continue on Niagara Falls is obtained from the publications.

3. Organization

The organization of all tourist promotion and development for the City of Niagara Falls, New York and the Town of Niagara should rest with an umbrella agency that can provide direction and communication between all agencies, neighborhoods and City departments involved in or that affect the performance of the area to deliver the best tourist product possible.

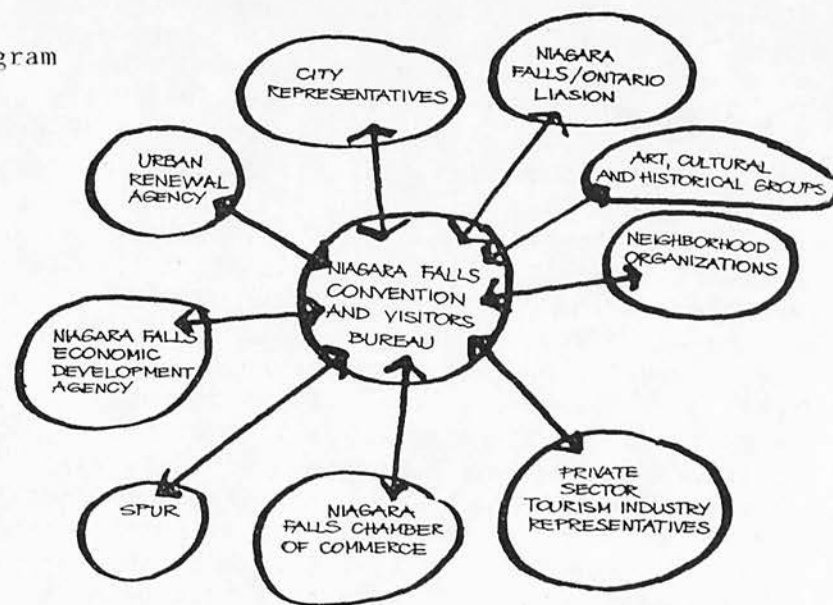
The logical existing agency to perform this task is the Niagara Falls Convention and Visitors Bureau. This agency has been selected because it has and is the agency charged with convention and tourism promotion for the area and represents, as a private non-profit organization, both the public and private sectors.

We propose, however, that the City consider expanding the existing role and accountability of the Convention and Visitors Bureau to include all sectors as outlined in the accompanying diagram. This is to say that if the Convention and Visitors Bureau should accept the additional charge presented, it must respond accordingly by representing the entire spectrum of tourist interest in the Niagara area. Such responsibility would include the review of organization, planning, implementing and funding of major neighborhood based tourist developments and promotions. It must also be representative and responsible for all tourist interest in the Niagara area, including the RT62 Association, Hotel Motel Association, Attractions Association, etc.



Finally, since this plan calls for the interface with the Niagara Falls, Ontario tourism organizations, it is recommended that the Convention and Visitors Bureau develop a strong communication and promotional relationship with its counter organization in Canada.

Inherent in this effort is the understanding that the Convention and Visitors Bureau will devote equal amounts of revenue, staff and effort to tourism and convention activities since the R/UDAT team believes both have equal potential and demand equal attention. Responsibility for the implementation of the tourism segments of this report, therefore, would rest with the Convention and Visitors Bureau. This implementation carries with it the responsibility for the physical tourism development through the various existing development agencies; the review of neighborhood and citizen development projects targeted toward improvement of tourism in neighborhoods and directed toward improved visitor appeal; the coordination and promotion of all public and private sector tourist development entities in a cohesive marketing program that will result in a competitive promotion program designed to improve the tourist potential of the entire region and its businesses.



4. Financing

Our general assumption is that due to current general city needs, the base camp must be self supporting and base camp revenues would be pledged for re-use in future development financing, promotion and maintenance activities in the base camp area. In order to reach this goal, we recommend that the following ideas be considered.

- a. Make the base camp a special business tax assessment district.
- b. Increase the hotel room rate or bed tax to no more than \$1 per night off season or \$2 per night in season, with all funds reverting to the umbrella organization.
- c. Promote more base camp UDAGs and include off-site improvements, linkages to the water and district maintenance in deal proformas and "but for" statements.
- d. Use base camp UDAG repayments for new incentives, maintenance and promotion in the base camp area.
- e. Have flexible Urban Renewal Land Leases (rather than land sales) with very low base lease payments and participation kickers. Lease payments and participation proceeds would be pledged to future base camp activities.
- f. Pledge revenues from the state park portion of the base camp to the camp area.
- g. Pledge base camp city and state parking revenues to the area.
- h. Sell posters, tee shirts and stickers for the area.
- i. Sell tickets to tourists for theater festivals. Open air festivals would be free.
- j. Maintain, and where possible increase, the current city budget for distinct maintenance and promotions.
- k. Maintain current CDBG funding for the North Main, Pine Street and Highland Park areas to promote commercial revitalization activities and improvements, which could attract tourist to these areas. Specific ideas area described under the Quality of Life section.

The R/UDAT team would discourage the following financing ideas.

- a. Increasing any current base camp taxes or rates to the point of discouraging tourists.
- b. Diverting other city funds, such as CDBG funds and general city funds, from ideas that were described in the Maintaining the Quality of Life section of this report to the base camp.
- c. Increasing resident property taxes.

Part III

Maintaining The Quality of Life



A. Overview

"Plan for the city as a whole, not just the tourists because we're here all the time."
(A Highland Park Resident 4/14/84)

As has been stated in the tourist section, the development of the tourist sector is expected to have a major positive impact on the existing residents. This impact will be derived via the improvement of

the City's tax base and the increase in job opportunities for city residents. The R/UDAT Team feels, however, that life in the neighborhoods for the existing residents must be an equal priority. Housing, schools, open space, commercial districts, industrial and environmental factors currently facing existing residents, must be improved upon in order to maintain and build upon the City's population base. New families, young adults and businesses moving to the City are looking for a solid neighborhood in the City, in addition to an active downtown area.

B. Action Ideas

The R/UDAT Team is recommending that further consideration and economic feasibility analysis be conducted towards the implementation of the design and programmatic ideas referenced below. The R/UDAT Team emphasizes that the team has not conducted detailed feasibility studies for any of these ideas.

1) Housing:

a. Code Enforcement - An active code enforcement program should be implemented throughout the City. There is little incentive for home and business owners to take advantage of the City's rehabilitation programs if there is little or no indication that adjoining property owners will also be making improvements. The code enforcement program should be initiated on eight-ten block areas at a time in the City's CDBG target areas and should be followed up immediately with marketing of the rehabilitation programs available. Penalties should be established for non-compliance with both commercial and residential code enforcement programs.

b. Acquisition/Rehabilitation Programs - There should be an increase in programs to turn vacant, boarded properites into occupied housing units. This action should be con-

centrated in the target areas as well as the LaSalle areas. The City would acquire properties and sell them at a nominal price to home owners who would agree to renovate the property for their own use. Properties in the target area would receive rehabilitation loans and non-target area properties would utilize conventional financing. By selling the properties to home owners in unrepaired condition, but with financing available, the home owners could work with a group of preapproved banks and private contractors and may be able to complete the rehabilitation faster than if the City or its agents were to undertake both the acquisition and renovation functions.



c. On-Going, Single Family Efforts - The City cannot afford to abandon its housing maintenance efforts in target areas. The implementation of code enforcement will increase the demand for loan programs and will help to complete actions now underway on selected blocks.

d. New Multi-Family Construction - Requests for proposals from developers for new market rate housing construction should be published. Developers might be offered flexible land lease terms for urban renewal sites in back of the Convention Center and the poten-

tial for additional subsidies as needed under HUD's new rental production program, which will begin this summer. New multi-family subsidized housing should be encouraged at the present time for existing non-center city target areas due to problems of impactation the likelihood that new rental units would immediately lead to higher vacancy rates in existing rental complexes, and the potential for new single-family production as described below and under the acquisition/rehabilitation section. Housing should be 0, 1 and 2 bedroom sizes and marketed towards elderly, singles or young families.

e. New Construction Infill Housing - A pilot project of new construction infill townhouses should be considered for Highland Park and East Falls. New market rate townhouses constructed by private developers and subsidized using CDBG, UDAG or other funds should be considered for 2-3 sites in 5-10 unit clusters. This will be extremely difficult to finance due to the difficulty in securing HUD subsidy and the probable reluctance by private developers. It is being recommended due to the fact that the residents have asked that new construction be considered and we feel that large new multi-family developments will only lead to higher vacancy rates in existing multi-family complexes.

f. Public Housing Renovation - Existing landscaping and exterior design improvements should be considered for undesirable existing public housing complexes. These design ideas should be planned in a charrette with complex residents with an agreed upon budget published at the outset.

g. Scattered Site Multi-Family Housing - Sites should be explored for small multi-family rental housing for low and moderate income families in non-impacted areas.



2) Recreation and Open Space:

- a. East Falls Drive - Two tree lined drives should be considered for the area behind the Convention Center and abutting the East Falls neighborhood. New housing and office development should be considered for the corridor created between the two drives.
- b. Access to Goat Island and the Gorge - Pedestrian access improvements should be designed to enable existing residents to gain access to the park areas along the gorge.
- c. Maintenance of Existing Parks & State Properties - Existing neighborhood parks must be maintained for use by the residents. Garden plot programs should be initiated.



Existing Pine Ave. Character

3) Commercial Areas:

- a. North Main Street - Color and landscaping should be added to the North Main Street Commercial Strip. This area should be maintained as a neighborhood convenience center as opposed to focusing efforts on developing it as a tourist attraction.
- b. Pine Avenue Commercial Area - The City Market should be more visible in this area and promotion and street front design assistance should be targeted toward the restaurant district.
- c. Highland Avenue - The Highland Avenue Commercial Strip should be condensed to the first three blocks after the Highland Avenue Bridge. Efforts should be made to encourage new private investment in the commercial district. Small scale new commercial may be appropriate for the areas adjacent to the grocery store.



Proposed Pine Ave. Character



Existing Commercial Character



Proposed Commercial Character

4) Schools: An adequate school system is vital to the growth of the community. Schools should be encouraged to expand contacts with industrial and business leaders who may be able to assist in the management and retraining programs for the school system.

5) Industrial Development:

a. Small Industrial Assistance - Efforts should be made to expand low interest loan assistance for small industries and businesses. The loan criteria should be private leverage, business retention and job creation.

b. Waste Research - The City and the State should explore the possibility of developing a hazardous waste research center in Niagara Falls, if it generates new jobs for existing residents.

6) Environment: Due to the complex legal engineering and financial implications, this R/UDAT Team has intentionally avoided making recommendations relevant to the City's hazardous waste problems.

7) Historic Preservation Opportunities: Niagara Falls seems to have an inferiority complex about its architectural and historical heritage. This is because it is not "colonial", not a city of "Victorian mansions" nor does it have a typical "Old Town" commercial district. But, there are several planes of architectural/historic significance that overlay each other and--synergistically--can serve as both community revitalization and tourist attracting resources.

The first of these is the regional history of the

Niagara area. This includes the early occupation by the Indians, the opening of the area by the French explorers, the feuds between the English and French fur traders and the War of 1812. Another plane is the history of tourism. Here, you have the Falls themselves and the "Grand Tours" of the early 19th century, the daredevils such as the tightwire walkers and the barrel riders and Niagara Falls' image as the "honeymoon capital of the world". There is also technological history. As a transportation route, the Portage along the Niagara River was one of the early transportation advances. This was followed by the water-power and navigation canals, the establishment of hydro-electric power, the electro-chemical industries that flourished until today and the engineering structures such as bridges and power plants that were developed.

The most enduring development in the history of the Niagara Falls community is the arrival of European immigrant families--such as Polish, Italians, Armenians--who came to the Niagara region in their

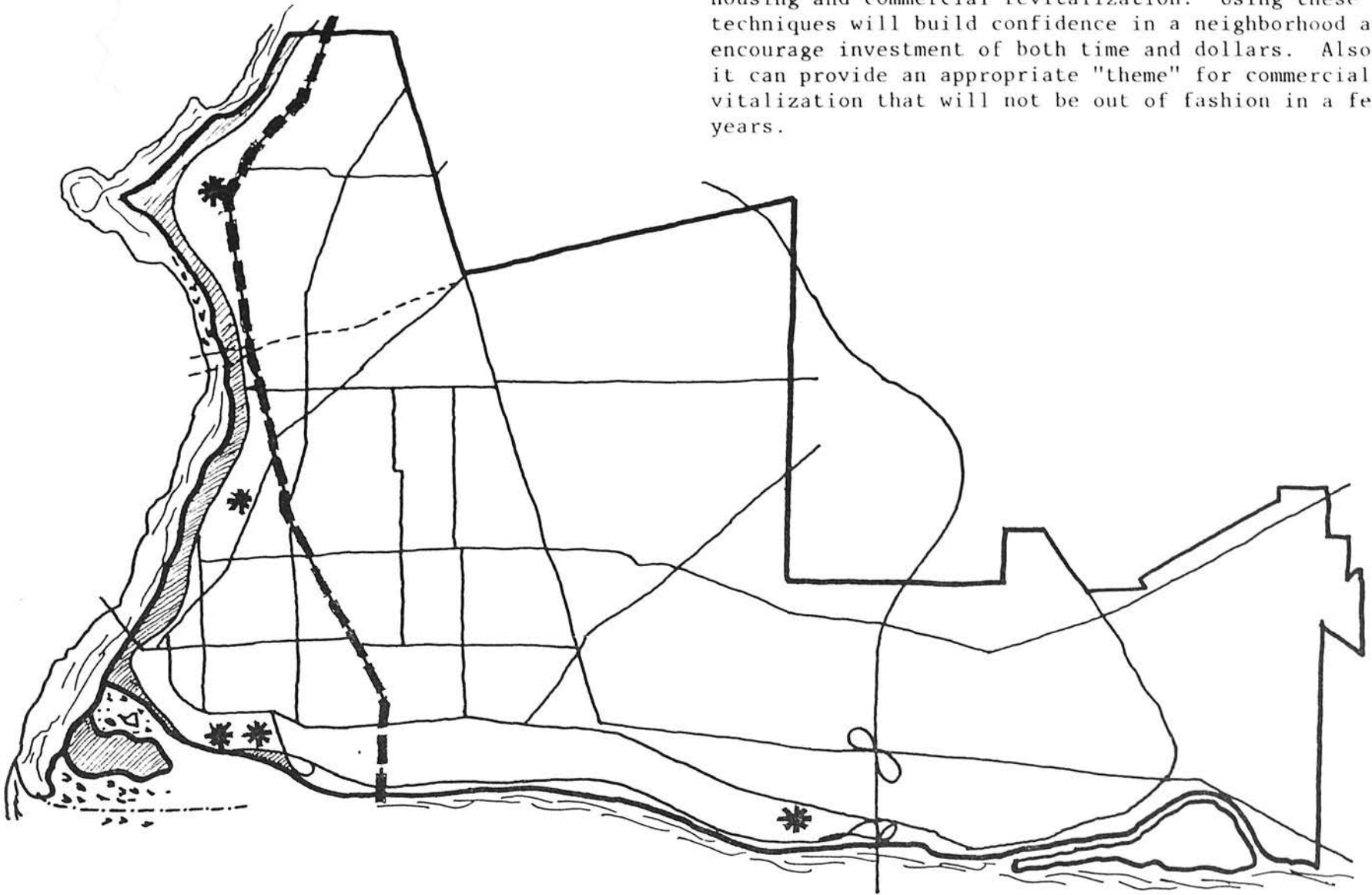
search for work. The more recent immigration of black families and the ethnic maturing of neighborhoods, churches and family ties make Niagara Falls more than just a city of buildings. It is a city of people.

Historic structures and long-standing traditions can be a catalyst for building community pride as well as serving as an economic resource. For example, already built buildings can provide a focus for neighborhood revitalization as well as a resource for commercial development. Because of this, the following recommendations can be made:

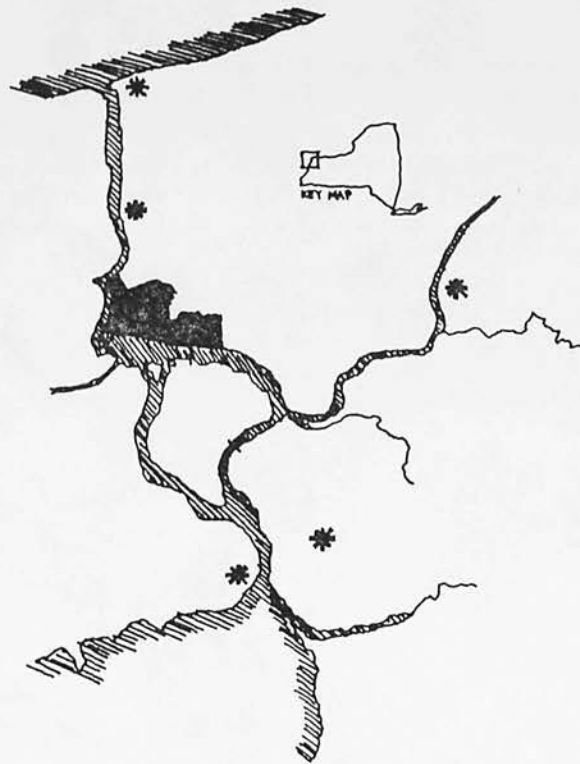
- a. The City should undertake a comprehensive survey of its architectural and historic resources so that all districts and individual properties that are eligible may be nominated for listing on the National Register of Historic Places. This will serve several purposes. It will generate local pride in the community's architectural heritage, it will assure that architectural/historic resources are considered in making planning decisions, it will make investment tax credits available to owners who rehabilitate income producing properties and it will make matching grants for rehabilitation available to eligible owners.
- b. The City should consider formulating and adopting a local historic preservation ordinance for the designation and protection of significant properties. This will provide a local design review board to assure that investments made in building rehabilitation are appropriate both to the building and to its surroundings. It will also provide a review period to assure that the demolition of buildings that are of significance to the community does not occur without thorough study.
- c. The City should use local historic district designation and listing on the National Register of Historic Places as an incentive to spark neighborhood



housing and commercial revitalization. Using these techniques will build confidence in a neighborhood and encourage investment of both time and dollars. Also, it can provide an appropriate "theme" for commercial revitalization that will not be out of fashion in a few years.



Historic Places within the City



Regional Historic Places

Historic Places as an incentive to spark neighborhood housing and commercial revitalization. Using these techniques will build confidence in a neighborhood and encourage investment of both time and dollars. Also, it can provide an appropriate "theme" for commercial revitalization that will not be out of fashion in a few years.

The historic architectural resources are here in the Niagara Falls community. These resources need to be systematically inventoried and properly documented so that the people of the City--and its visitors--can understand and appreciate the tangible heritage of this unique community.

C.The Need for Coordination

Our major recommendation for implementing the quality of life is increased communications and cooperation between the residents, government and business leaders. the intense animosity that we have detected between these entities has been unusual compared to that we have perceived in other cities. This is not to say that anyone of these groups is accurate in its assessment of the other, but instead, points to the fact that there is not a feeling of mutual respect, cooperation and understanding between the participants.

We recommend that consideration be given to the ideas listed below:

Creation of a Greater Niagara Advisory Committee -
This committee would be made up of government, neighborhood and business representatives. The purpose of the committee would be to:

- a) Discuss, and where appropriate, implement the recommendations of the R/UDAT Study;
- b) Discuss ways to form job retraining programs and adult education programs through the school district;
- c) Discuss and implement art and beautification campaigns for the City.

BACKGROUND

In March 1963, a General Neighborhood Renewal Plan was prepared for the City under the title: RAINBOW CENTER.

The goal of the plan was to reverse a decline in tourism of 10.9% between 1954 and 1958. Between 1958 and 1963, the decline accelerated further, accompanied by a parallel decline in retail activity.

The causes were said to be many. The existing mixes of housing, hotels and shopping sites was considered harmful to comprehensive planning. Deterioration and blight in the downtown area was such that its major clearance was seen to be more suitable than rehabilitation. An expansion of tourist facilities on the Canadian side offered increasingly severe competition.

Additional causes of decline in the central areas were those that typically assailed all older cities in the U.S. in the fifties and sixties. Highways encouraged radial expansion and residential suburbanization outwards into agricultural areas. This expansion weakened in-city neighborhoods, while regional shopping centers and office parks began to siphon off the downtown's traditional commercial strengths.

The 1963 plan called for a full mix of new uses downtown. In effect, the Rainbow Center was to be a new center city. The plan included three types of residential; medium density, high density and residential neighborhoods, and it included mixes of housing with neighborhood commercial facilities. The plan also called for offices, hotels, motels and shops. Government, education facilities, museums, libraries, theaters and auditoria were all included, and also churches, public open spaces and parking facilities.

In 1966, an amended and more detailed plan was prepared. Its basic premises were the same..."the extent of building deterioration and the intermixture of obsolete hotels, tourist homes and other living accommodations into various commercial uses, require a comprehensive revitalization program to eliminate their deteriorating conditions".

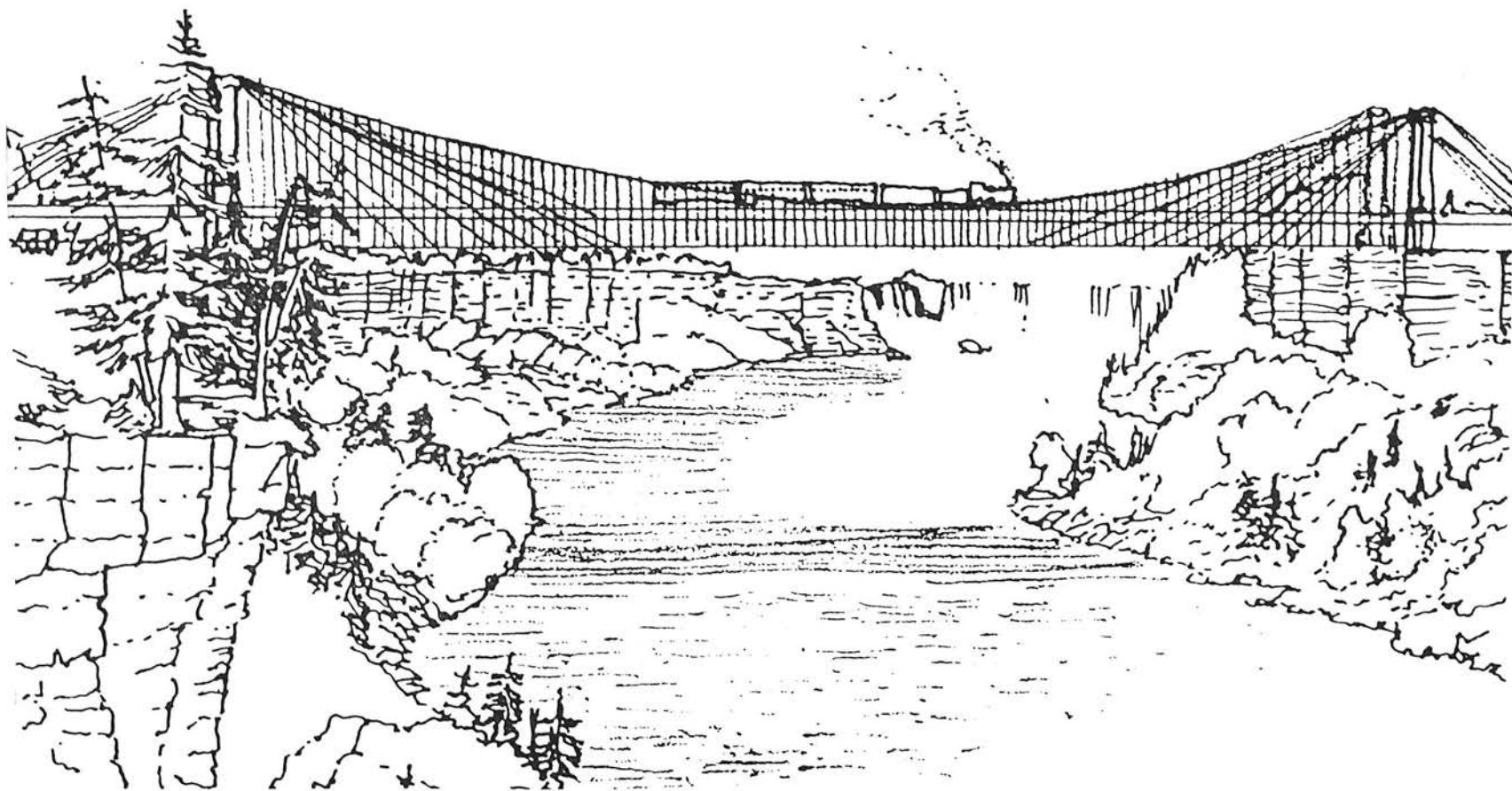
It is interesting to note that between the 1963 and 1966 plans, the focus had swung from a mixed-use downtown to a commercial/civic center downtown. Residential was no longer part of the plan by 1966.

The City moved ahead on the basis of the 1966 plan with massive clearances downtown. By 1974, clearance of over eighty acres had been substantially accomplished.

The goal of the 1974 plan was to realize an architectural form to serve "as a pylon of prestigious identification for the Gateway to America, with particular sensitivity to the vistas from and to the Falls".

The new Convention Center was already built and open. A parking structure for 1,500 cars was under construction to serve the Carborundum Center and the Hilton Convention Center Hotel. The four-acre plaza in front of the Convention Center was also being built, with "amphitheater, waterfalls, gardens, cyclorama, and wintertime skating rink". The new headquarters building for the Hooker Chemical Corporation was also committed.

By 1978, the Wintergarden, "the largest plan conservatory to be constructed in recent memory", was completed. The geometry of the plan is an axis that connects the main doors of the Convention Center, the mall, the central corridor of the Wintergarden to Skylon on the Canadian side of the Falls.



Part IV R/UDAT-CAUSE Coordination

Each team, CAUSE and R/UDAT has by necessity and definition dealt with the problems and opportunities of its own individual city, but, because this is the first international design assistance team project, this final combined report is called for.

Each team has focused on the functional and physical issue of its city--movement, open space, downtown. These problems come together in the issues of tourism where both cities share a common involvement and natural concern. Both share the phenomenal natural asset of river, rapids and gorge and the spectacular experience of the two falls. People come in huge numbers from all over the world to experience these phenomena and play a major role in the activity, economics and physical organization of both places. In Ontario, they experience the glories of the dynamic grand views and in New York they can make the intimate connection to the river, rapids and falls. Both experiences are necessary for total enjoyment and understanding of Niagara Falls--one of the seven wonders of the world.

1. History of River Crossings at Niagara Falls

Tourism had already begun at Niagara Falls in the early 1800's. In 1818, a stairway was built down the bank at Table Rock and the first ferry service across the lower river was begun. By 1827, a paved road had been built up from the ferry landing to the top of the bank on the Ontario side. This site naturally became the prime location for hotel development, and the Clifton was built here, after which Clifton Hill is named.

The first steam railroad came to the United States side of the river in 1837. Tourists came from Buffalo to Niagara Falls, New York, and crossed by ferry to stay at one of the hotels on the Canadian side. The first Maid of the Mist was launched in 1846, to operate as a ferry across the river for carriages and stage-coaches, but the opening of the suspension bridge two years later forced it to resort to carrying sightseers.

The first suspension bridge was 762 feet long and eight feet wide; it was simply a heavy oak plank roadway suspended from iron wire cables which were supported at either end by wooden towers. The charter for the bridge provided for railway service, which showed great foresight on the part of its promoters.

The second suspension bridge was designed by John A. Roebling, who was to design the Brooklyn Bridge 28 years later. Construction of this suspension bridge began in 1853, from Bellevue on the U.S. side to Elgin on the Canadian side. The Great Western Railway had taken over a charter which gave it authority to build through Ontario from any point on the Niagara River to the Detroit River. The construction of the suspension bridge at Elgin made it the obvious choice for the river crossing. The top deck of the second suspension bridge was completed in 1855, two years after the Great Western reached Elgin.

The third suspension bridge was, in fact, a redesign of the second to increase its load capacity. The elegant stone pylons of Roebling's bridge were replaced by heavy steel towers, and steel beams and trusses replaced the wood framework of the earlier bridge. The work was completed in 1886 with practically no interruption of railway traffic.

Within ten years, a steel arch bridge was constructed beneath the suspension bridge, again without disrupt-

ing train traffic. The bridge was completed in 1897, and is still in use.

2. Common Tourism Marketing

It is evident in both studies that there is opportunity for improved marketing of the tourist activity on both sides of the river. In New York, many feel that inadequate funds are available and attractions compete with one another rather than being coordinated as a package. Similar complaints have been heard in Ontario. It is obvious to both teams that enormous advantage could be made at marketing the attractions at both cities together. The annual visitors to both cities exceeds ten million people--a lot of people indeed. It is more than the population of New York City. It is only slightly less than the number of visitors to Disney World. It is twice the number of people who annually visit Hawaii.

Such a large market justifies a dynamic, coordinated, international effort. It should involve all media and utilize correlated logos and slogans. It should be put together by some kind of controlling organization--a combined tourist, hotel and convention bureau. It would have greater powers and a more sophisticated approach. More is possible than under the present conditions. It can reach a far greater audience with a proven product.

There has been considerable expression that there are insufficient first-class hotel rooms in Niagara Falls, New York, to support the Convention Center. In Ontario, a reluctance has been shown to consider a new Convention Center in that place because of the proximity to the one across the river. These two facts come together to suggest the Convention Center as an activity for both countries. We doubt that there has ever been a Canadian activity in the Convention Center (as we recognize that certain techni-

cal or legal difficulties exist to be overcome) and it seems wasteful not to include the Canadian hotel rooms in the count available to the Convention Center. We suggest that the Convention Center be considered as an international place and that it be marketed as such--particularly for off-season events.

There has been substantial expression of concern in both cities about the death of cultural activities and places for them. In Ontario, concerts and theatrical productions take place in the high school auditorium--a place that is well-liked and is said to have perfect acoustics. The primary place for these activities in New York is the Convention Center with its vast spaces and intimate Greek Theater. But there is no theater proper, no museum of art, no art gallery as such. With such a population density as occurs during the summer months, some of these activities and facilities would seem well justified and their marketing could be tied into the broad tourist picture.

3. Common Tourism Management and planning

It becomes apparent that coordinated management and planning of all tourist activities would offer substantial advantages. Artificial competition could be eliminated and activities of the various attractions could be coordinated so as to complement one another. There could be master scheduling of events. Pricing policies could be developed for maximum return. Strategies for development of new attractions could be assembled on both sides of the river, combining hotels, railroads, buses and the attractions. These can offer greater variety and options for the tourist because of their wider base. New international routes of the viewmobile will contribute to this flexibility.

In reality, the new organization that controls this activity will become a non-profit planning group. It will

set policies and standards that will govern all tourist activities. Standards will apply to the appearance of all tourist activities without sacrifice of the individual character of each place. It will motivate policies for new attractions--theme park, theater, museum and art gallery, sports. It will be run by a strong and vigorous group that will extend the present limits in all directions.

4. Common Transportation Development

Substantial gains will be made by coordination of tourist transportation planning for both cities. the interesting old railroad station in Ontario, with its downtown location, could be reutilized to be used by both cities and special tour packages could be developed. Gateways to the cities of Niagara Falls could be designed and built along the highways helping to establish the single identity, supported by international signage. The planned transportation center could take on an international character. New coordinated routes could provide additional variety.

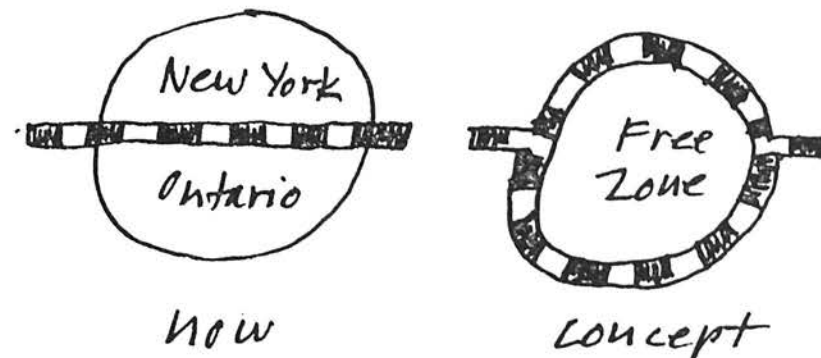
The Buffalo Airport serves both cities with scheduled passenger service and Niagara Falls Airport serves the charters. Both will continue these functions. Perhaps both will be served by a sharper international bus service--one with more frequent runs, better equipment and visual appearance. A new international helicopter service will be considered.

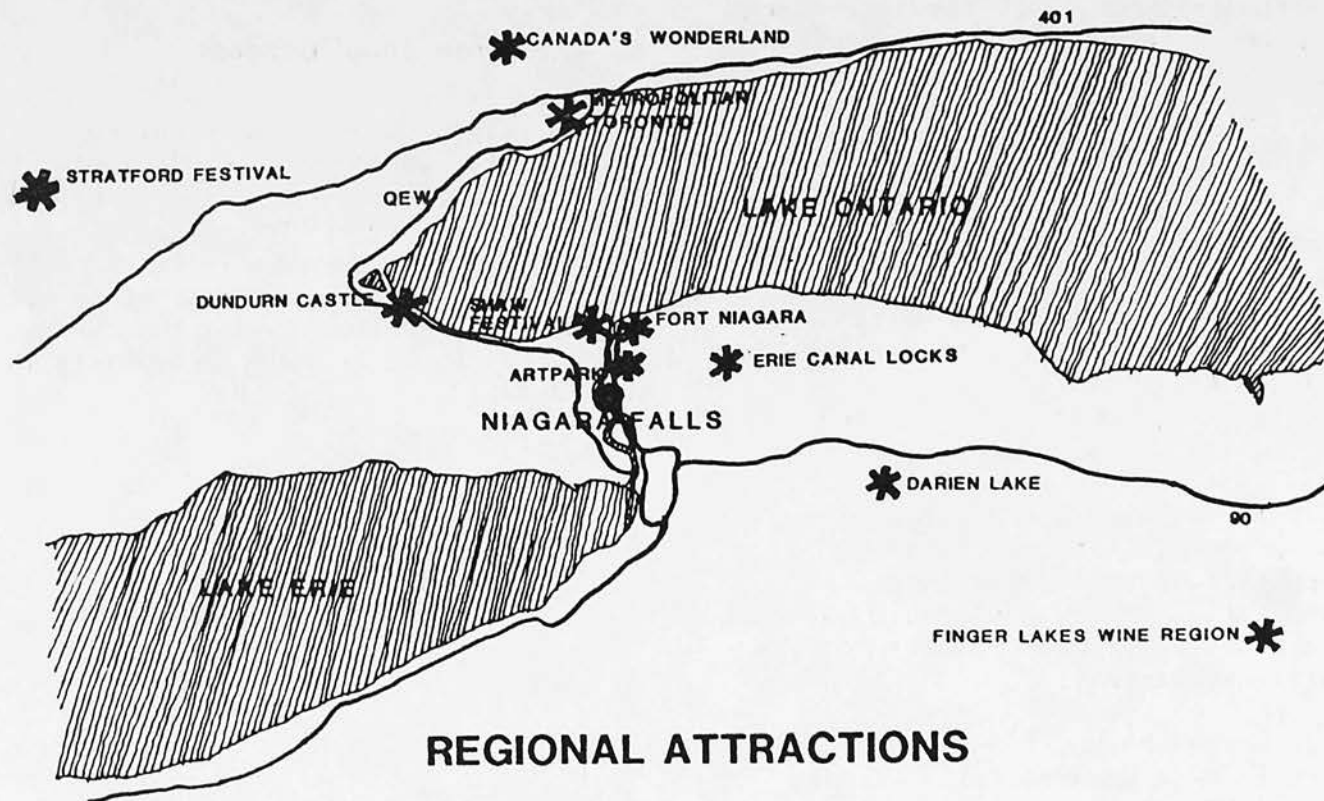
The present viewmobile is very popular. It offers interesting experiences at affordable prices. Common development will offer new routes across the international boundaries, offering new route options and connecting more attractions. Needed are better maps,

identification of stops and some kind of weather protection of the vehicles.

5. The "Free Zone" Concept

Let us imagine a new concept of the cities of Niagara Falls. Instead of two cities divided by an international boundry, let us consider what would happen if we had a single city--a free zone, if you allow--surrounded by an international boundary. It will probably never happen but, while we're not recommending it, it's interesting to consider because of the concepts that it suggests--particularly in the area of tourism.



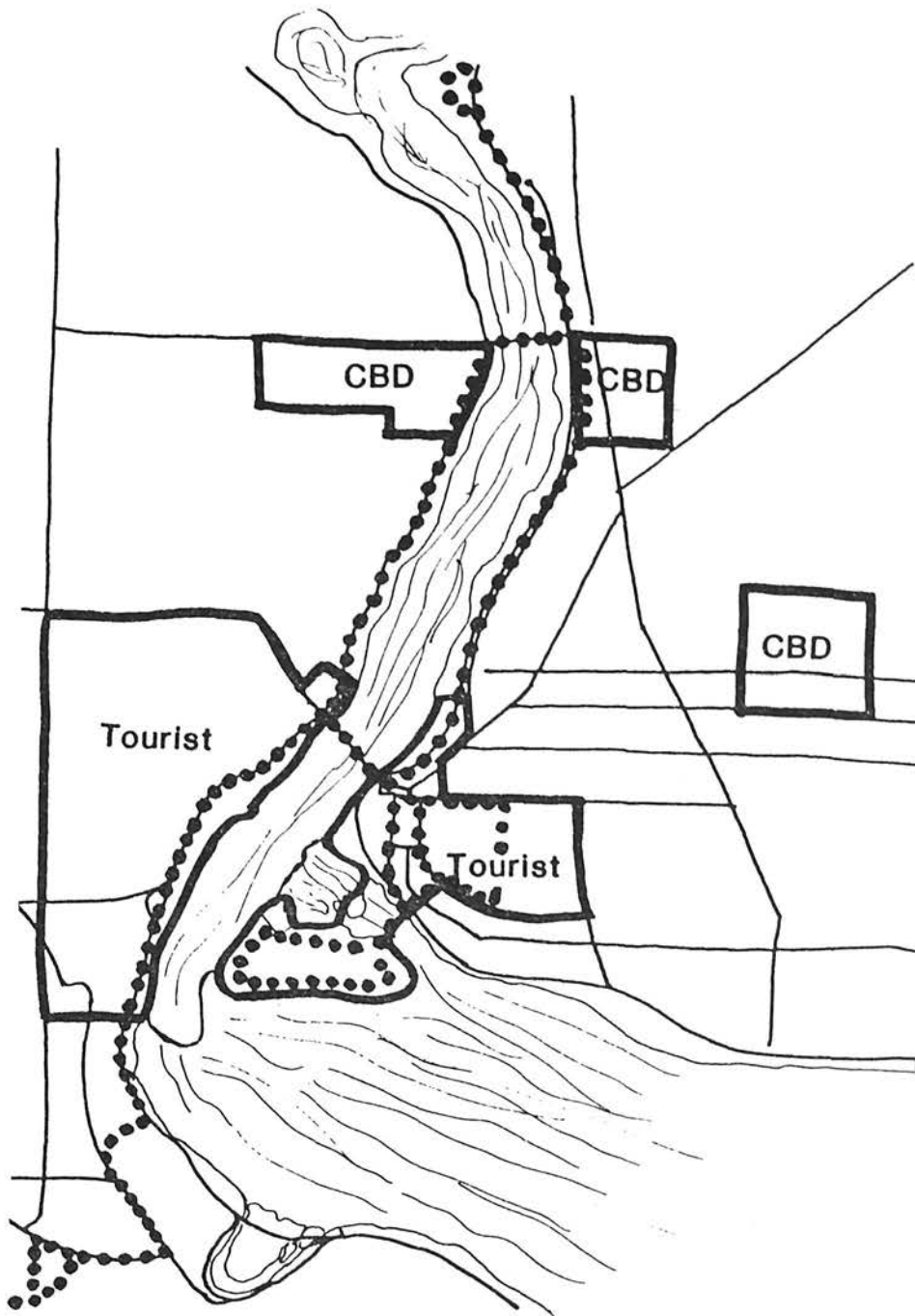


First, this concept becomes an expression of a precious, single international place. The existing competitive fever vanishes and movement and planning become parts of a single, unified entity. Instead of two, we have:

- Marketing Program
- Planning and Management Operation
- Cultural Program
- Transportation Policy and Plan
- New Attractions Policy
- Routage and Signage
- Physical Guidelines for Tourist Areas

The concept of an international zone suggests reinforcement of international shopping for furs, cigars, cameras, spirits and native crafts--from Russia, France, Japan and Czechoslovakia.

It is a way of thinking of the place with a new attraction and character.



Viewmobile route

Part V The People

i) The R/UDAT Concept

Late in 1982, the Urban Planning and Design Committee of the American Institute of Architects held one of its regular meetings in Toronto, Ontario, where it was hosted by the Ontario Association of Architects. At that meeting, it was inevitable that there were discussions of the Urban Design Assistance team programs at both organizations -- R/UDAT of the AIA and CAUSE of the Ontario Association -- and there the first suggestion was made that there be a combined effort made in the two cities of Niagara Falls, Ontario and New York. Representatives of both organizations carried the idea back to their local chapters and found enthusiastic receptions -- and the movement began.

The process of information and discussion leading to endorsement take time. The endorsement of Mayor O'Laughlin was given in September 1983 and an evaluation visit to Niagara Falls, New York was made by Charles Redmon and Jules Gregory of the R/UDAT task force. This culminated in a commitment to this visit and team assembly was begun.

The R/UDAT program is a voluntary, interdisciplinary program that sends carefully organized teams into cities across the country that ask for help. This is the 79th of such visits that have taken place over the past 17 years. More than \$3 million dollars worth of professional services have been contributed to cities and communities with populations totalling more than ten million citizens. Team members have been drawn from some 25 areas of specialty and are tops in their fields. They serve without pay; their expenses are

reimbursed and they may not accept commissions for work that is a result of the study's recommendations. They willingly serve because they believe in the causes of our cities.



ii) Niagara Falls, N.Y. R/UDAT Team



DAVID LEWIS, TEAM CHAIRMAN, ARCHITECT/URBAN DESIGNER

David Lewis is a partner in WDA/Architects, one of the first firms in the nation to specialize in urban design and to include citizens and users in the design of their own buildings and environments. He graduated in architecture from Leeds, England. He was the Andrew Mellon Professor of Architecture and Urban Design at the Carnegie Institute of Technology (now Carnegie-Mellon University) 1963-7, and William Henry Bishop Visiting Professor of Architecture at Yale University in 1973 and 1975. Recent commissions at WDA/Architects include the Northshore Waterfront and the \$139 million dollar Liberty Center developments in Pittsburgh. He is a Fellow of the American Institute of Architects and a member of the American Institute of Certified Planners. He serves on the Board of the International Institute for Urban Design, and is the author and editor of several books on architecture, urban design and visual art.



KURT P. ALVERSON, SPECIALIST IN TOURISM/PROMOTION

Kurt Alverson is a specialist in tourism marketing and promotion. He was born in Niagara Falls, N.Y. and received his education at the University of Buffalo and Canisius College. He holds a Master's of Business Administration with a concentration in marketing and economics. Mr. Alverson currently is Director of Tourism for the State of Maryland. Previous to that, he operated a tour operator firm in Niagara Falls, N.Y., following his tenure as Director of Marketing with the Buffalo Chamber of Commerce.

ERIC ERNSTBERGER, LAND PLANNER/LANDSCAPE ARCHITECT

Eric Ernstberger is a partner in Rundell, Ernstberger & Associates, a landplanning and development planning firm in Muncie, Ind. He has practiced throughout the Midwest on a variety of interdisciplinary teams, most recently as primary consultant for design of the "commons", the principal public space at the new Indianapolis Zoo. He has completed designs for proposed waterfront developments on the Ohio River in both Jeffersonville and Evansville, Ind. Mr. Ernstberger holds professional degrees in Environmental Design and Landscape Architecture and is a member of the American Society of Landscape Architects.



JULES GREGORY, ARCHITECT/URBAN DESIGNER

Jules Gregory is an architect urban designer from Princeton, N.J. He is a principal in Uniplan, a professional association of architects, engineers and planners. He has a long association with the R/UDAT Program, having served in one capacity or another in more than half of the R/UDAT visits over the last 15 years. Uniplan's work has received numerous awards for excellence in design and has been widely published here and abroad. It has pioneered in projects involving citizen design processes across the country.





MICHAEL L. HORST, RESORT DEVELOPMENT CONSULTANT

Michael L. Horst is a founder and principal of International Tourism and Resort Advisors (INTRA), a San Francisco based management consulting firm specializing in resort development. He has served as an advisor to the top developers and prominent public agencies in the resort and real estate industries. His consulting has covered assignments ranging from major planned resort communities in the United States and Latin America such as Las Hadas in Mexico and Laguna Niguel in California to hotels in Greece and Hawaii.

Mr. Horst received a B.A. in Economics from the University of California, Santa Barbara and an MBA from the Stanford University Graduate School of Business. He also was a Loeb Fellow at the Harvard University Graduate School of Design and currently serves on the faculty there.



SUMNER MYERS, TRANSPORTATION

Sumner Myers, a graduate of Tufts University and M.I.T., has worked for twenty-five years on transportation and related urban problems. He directed the urban recreation study of the Northeastern Megalopolis for the Outdoor Recreation Review Commission. He was also the major transportation consultant on several recreational studies including "Getting There is Half the Fun" for the National Park Service. He is presently Director of Technology and Transportation, Institute of Public Administration, Washington, D.C. In addition to his interests in recreational transportation, Mr. Myers specialized in transportation for the elderly, handicapped and economically disadvantaged.

PATRICE YAGER NELSON, ECONOMIC DEVELOPMENT CONSULTANT

Patrice Nelson is the founder of Patrice Yager Nelson Associates, a private consulting firm based in Philadelphia, Pa., which specializes in assisting local governments and private developers in packaging and implementing complex public/private real estate development ventures. Prior to forming the firm, Ms. Nelson was the Director of the Urban Development Action Grant Program for the Commerce Department of Philadelphia, Pa. and in that capacity supervised the negotiation and implementation of 17 active projects totaling over \$250 million in development. She has served as Assistant to the Director of the Community Development Block Grant Program in Kansas City, Mo., and coordinated all CDBF, UDAG, SBA, EDA and Urban Renewal Planning for that City. Ms. Nelson received an BS and Master's in City Planning from the Massachusetts Institute of Technology in 1976 and has completed joint course work in real estate finance at the Harvard Business School and Graduate School of Design.



PETER SOLLOGUB, ARCHITECT/URBAN DESIGNER

Peter Sollogub is a Senior Associate and Project Designer with Cambridge Seven Associates, Inc., architects, exhibit designers and urban planners. He received a BFA in Interior Architecture from the Rhode Island School of Design and an MA in Architecture at the Harvard Graduate School of Design.

Projects in which he has been associated with includes the National Aquarium in Baltimore, the Cowboy Hall of Fame in Oklahoma City, Playland Recreation Park in Washington, D.C., Harrahs Resort and Casino in Atlantic City, the San Antonio Museum of Art and the New England Aquarium Water Plaza. He is currently designing the North Shore Animal League Adoption Facilities and Animal Clini. In addition to his professional practice, he is an Instructor of Design at Harvard University.





BRUCE M. KRIVISKEY

The team gratefully acknowledges the contribution of Bruce Kriviskey to the Niagara Falls R/UDAT. Mr. Kriviskey is the Director of Urban Design and R/UDAT Programs for the American Institute of Architects in Washington, D.C. He has over 17 years of professional experience as an urban designer and planner, specializing in historic preservation and urban revitalization. He has a Bachelor's Degree in Architecture and a Master's Degree in Urban Planning, both from the University of Illinois at Urbana-Champaign, and is a member of the American Institute of Certified Planners.

S.U.N.Y. AT BUFFALO

This R/UDAT study would not have been possible without the tireless and talented assistance of the following students and professors from the State University of New York at Buffalo:

STUDENTS: Aubrey Ross Ursula Corkutt

Carolyn Honan Tom Pratt

Gary Richmond Andrew Proehl

Lawrence Salvesen Maria Mazurek

Zdzislaw Mazurek Bakul Chibber

Jose Bruguera Adam Komesar

Rob Sanders David Steele

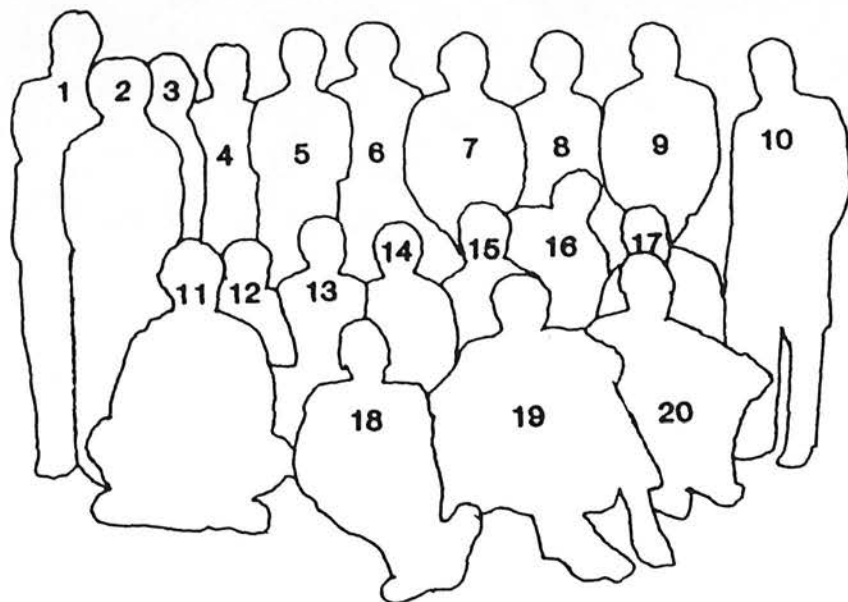
Randy Liebig

FACULTY: Gary Day Hiro Hata

Mark Ernst







R/UDAT Team: Niagara Falls, New York 1984

- | | |
|---------------------|-----------------------|
| 1. Bruce Kriviskey | 11. Lawrence Salvesen |
| 2. Patrice Nelson | 12. Andrew Proehl |
| 3. Carolyn Honan | 13. Maria Mazurek |
| 4. Michael Horst | 14. Ursula Corkutt |
| 5. Bakul Chibber | 15. Peter Sollugub |
| 6. Zdzislaw Mazurek | 16. Adam Komesar |
| 7. Jose Bruguera | 17. Rob Sanders |
| 8. Gary Richmond | 18. David Lewis |
| 9. Jules Gregory | 19. Sumner Myers |
| 10. Kurt Alverson | 20. Eric Ernstberger |

iii) Niagara Falls, N.Y. Steering Committee

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Elaine T. Forster
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James Bazemore
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Henry J. Kalfas
Larry Krizan
Joseph B. Lynch
Nicholas Marchelos
Robert D. O'Hara
Eddy Palmore
Joseph Romanowski
David Schultz
Paul H. VanWert
Cortland VanDeusan
Charles P. Steiner

iv) Special Thanks

Contributing

Businesses and Professional Groups

WJL - Radio
Grand Island Transit
Stefik Associates
Main Street Merchants Association

Special Mention

City of Niagara Falls City Council

Lewis Custode	Amendola Printing Co. 1415-17 Pine Avenue
Joe Rocco	Rocco J Photo Graphics Inc. 3018 Military Road
"Tad" Huckings	Wright & Kramer Bldg. (R/UDAT Workspace)
Fred Caso	NF Chamber of Commerce (Public Relations)

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Linda Wheaton
Gail Biamonte
Karen M. Stephens
Shirleen M. Prather

City Staff Assistance

City of Niagara Falls
Department of Planning's Staff
Department of Community Development's Staff



v)April 14, 1984 Public Hearing Participation

Mayor Michael C. O'Laughlin
City Manager, William Sdao
Council, Michael V. Redding
Councilman, Joseph J. Smith
Councilman, Mervin Cook
Councilman, Leo Martel
NY Assemblyman Joseph Pillittere
NY Senator John B. Daly
Legislator, H. William Feder
Legislator, Arthur V. Curcione
Legislator, Lee Simonson
Legislator, Lloyd O'Connor

Terence Cain, Manager Niagara Hilton Hotel
Mario Pirastru, Regional State Parks Administrator
James Phillips, Chairman NF Area Chamber of Commerce
Angelo Massaro, Director Urban Renewal Agency
Janet Krause, Publisher Niagara Gazette
Mark Gatley, Director NF Convention & Visitor Bureau
Carl Albion, President Main St. Merchant's Association
Herman Boyer Jr., Director NF Human Rights' Commission
Barbara Geracitano, President South End Business Alliance
William R. Hamblin, President Niagara Falls NHS, Inc.
Warren Payne, President East Falls Professional & Business Association
Frederick Brown, President Highland Avenue Neighborhood Preservation Corporation
John Koch, President LaSalle Merchants Association
William Marshall, Chairman Center City Development Corp.
Denise Easterline, President Black Social Workers
Robert McCoy, Director NF Economic Development Corp.
Sal Scalfani, US Department of HUD
John Schultz, Maid of the Mist Corporation
Joseph Thomas, President of the Permanent Savings Bank
William Wendel, Chairman SPUR, Inc.
Bonum S. Wilson, Chairman City Management Advisory Board
Dr. Reed Hagan, Superintendent NF School District
Frank Roma, Chairman Niagara Co. Tourism Advisory Board
Jackie Allen, Director Niagara Council of the Arts
Wnedy Peczkowski, Manager Rainbow Centre
John G. Orr, President Niagara County Savings Bank
Paul Muffin, Main Street Businessmen's Association

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Carol Romanowski
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Alice Gerard
Russell Lantice
Bobby Belton
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Duffy Wilson
Geno Guito
Paul Masters
Frarenza Zewis
W.G. DeLaure
Robin Perry
Joseph Russel
Tom Bauer

vi) What We Heard

WHAT WE HEARD

At the community meeting in the Convention Center on the 14th of April, many citizens spoke. Here are some of the things we heard:

THE CITY

First of all, we have to love the City. Without love, the City will be in ruins.

The City is its people. That is what determines the quality of our City. We have to dispel the attitude that the citizens can't do anything. Our leadership must make provisions for the creativeness of the citizens.

Let's get the City moving.

Everything closes at 5:00. We have to go over to Ontario if we want anything in the evening.

You can't get a bus after nine in the evening. I don't know of any tourists who go to bed at nine.

We are being crushed by our tax burdens.

Would you believe it? Last year during the Festival of Lights the Wintergarden was closed.

More than fifty percent of our youngsters leave the City after graduation. There's nothing for them here.

Let's do it ourselves.

Buffalo has talking proud. What do we have? We need to boost morale.

I hope you will plan for the City as a whole. Niagara Falls is a City of ethnic peoples; Italians, Polish, African-Americans. Please plan for the people who live in each neighborhood. Plan with them. If you satisfy the citizens, visitors will want to come into the City because it will be friendly.

Let's pull together; government, schools, people.

We are proud to live in a black district. We enjoy being with our own people, particularly after we have spent some days among white folks. When blacks come to Niagara Falls from other cities, they don't know we have a black district and where it is. We'd like to welcome them and everyone else to visit us. We want to build up our district and build up our pride.



Where's the milk?

The business district is the heartbeat of the community. It gives our young people their first jobs in the world. We need new businesses, especially adult business that will employ young people.

Let's plan for the little shops that are attractive to the eye. Not big commercial buildings that look like parking garages.

This town needs cleaning up. Pick up the litter. Plant beautiful flowers. We have to go through all kinds of red tape just to plant a Japanese Cherry. Why can't we get volunteer groups and Girl Scouts to plant things and maintain our open spaces?

We want to make Pine Avenue a place to visit, not just a place to shop. We also want to work with the entire area.



THE FALLS

I am a businessman in Niagara Falls and I receive many foreign visitors. After we have completed our business day, I give them dinner and then we go to see the Falls. But, unless we hurry, the Falls are closed, barricaded. It is ridiculous. They are closed too early. Then there is nothing to do on the American side. We roll up the sidewalks at five o'clock in the evening.

We need a glass enclosure to enable visitors to view the Falls in bad weather. The viewmobile has only a limited season now. It should operate all year round.

Where's the Falls?

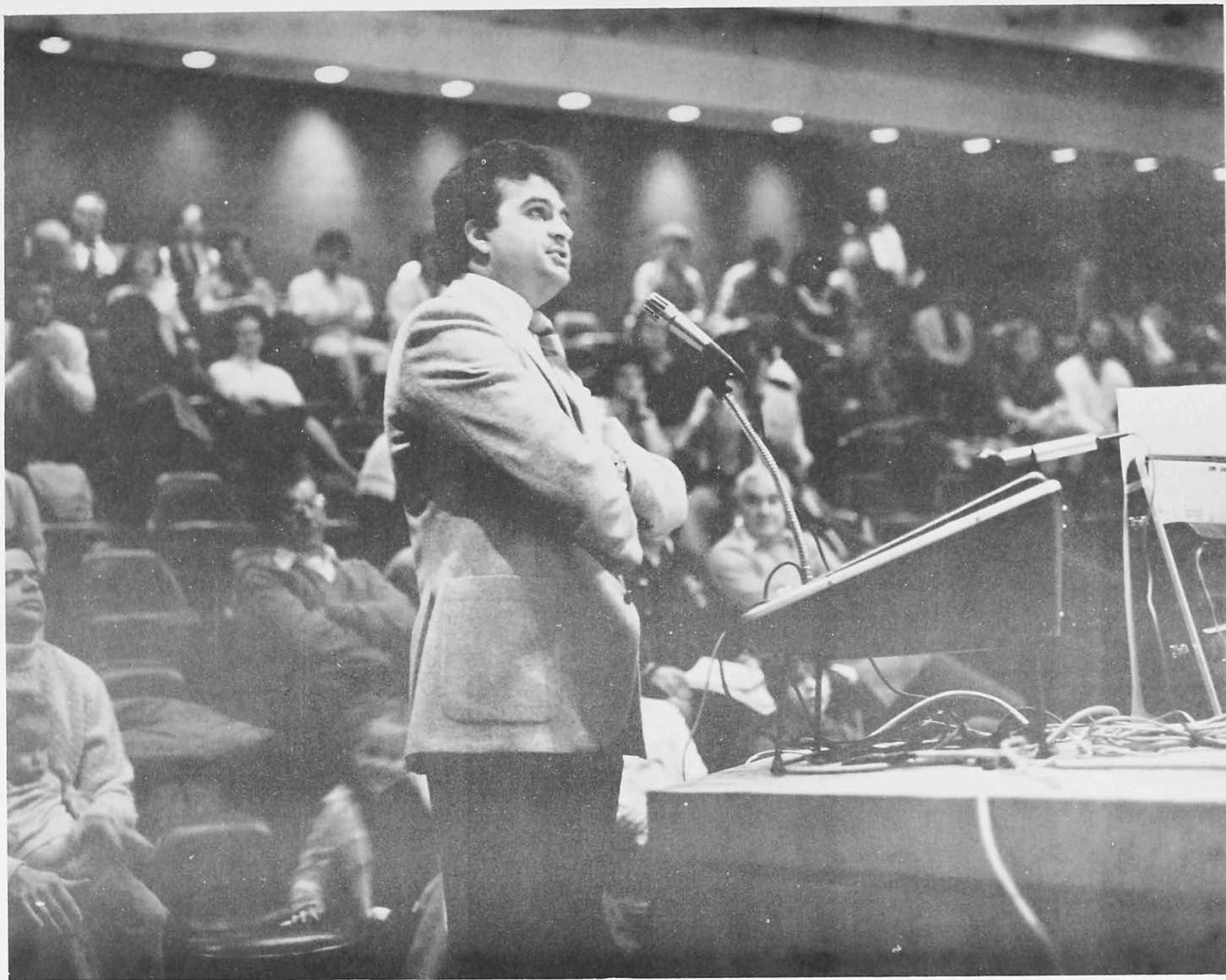
The Falls are the best-kept secret in the world. If I want to park by the Falls, I have to pay an exorbitant price. It's ridiculous. I'm a citizen and a taxpayer, but I can't even walk by the Falls.

Don't put the parking where the flowers ought to be.

How come the Falls don't have National Park status? We are one of the Seven Wonders of the World. But we don't stack up.

We have the Festival of Lights; now how about lighting up the American Falls from the bottom up? Let's have a transway to Canada and back across the Falls. We go to great lengths to bring in a new industry, but we do nothing to capitalize on our natural assets.





GOVERNMENT

The only way to turn the City around is for everyone to work together. Our city fathers should listen to us instead of fighting among themselves up there in City Hall. They think the biggest problem is who is going to sit where.

I don't think Council has a good relationship with the people. I sometimes think the Federal Government runs Council, not the people.

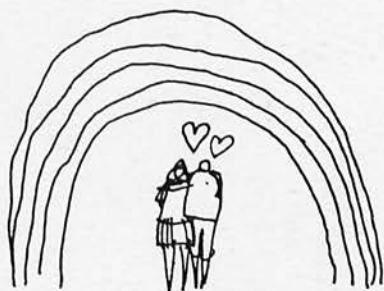
We should ask our high school kids to speak at forums like this. We need more exchange and more rapport in this City. Get people involved; give them a sense of creativeness, that their ideas and opinions count. We should have meetings like this on television and get exchanges going.

I am old, and I walk downtown all the time. Our town is filthy. People who drive don't see how dirty it is. Our sidewalks are in a disgraceful condition, and dangerous for us older people to walk on.

We'd have a clean city the moment our 29,000 homeowners decide they want a clean city. We have to decide if we want to be a part of the problem, or part of the solution.







R/UDAT NF/NY