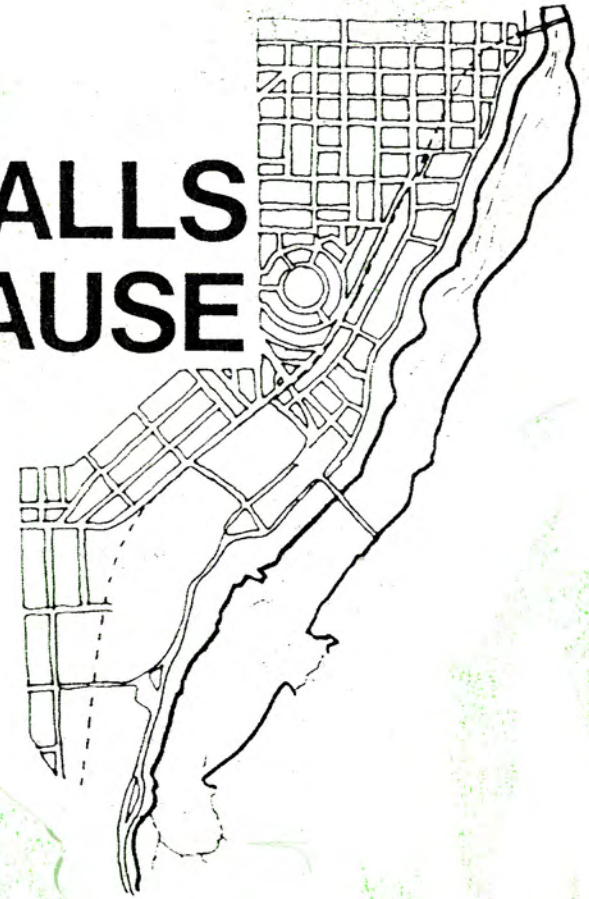


APRIL 1984

NIAGARA FALLS CAUSE



DOWNTOWN BOARD OF MANAGEMENT

Ontario Association of Architects
50 Park Road
Toronto, Ontario M4W 2N5
(416) 929-0623



16 April, 1984

Mr. Gabe Mallouk
Chairman, Downtown Board of Management
Mr. Michael Halle
Chairman, Steering Committee
Niagara Falls, Ontario

Gentlemen:

The members of the CAUSE Team from the Ontario Association of Architects appreciate the opportunity to make our contribution to the proposals to create a new imagery to the center core of Niagara Falls.

Our report which follows presents many comments and recommendations. They are to be taken as conceptual statements to stimulate public discussion and, we hope, fruitful results for your delightful community.

In addition, I would also like to thank your committee for the fine reception you arranged at the Skylon Tower for ourselves and our hard working colleagues from the Niagara Falls, New York R/UDAT Group of their Steering Committee.

We thank you and your Committee, the members of City Council, and the many citizens who have welcomed us and have made our stay in Niagara Falls a memorable one.

Respectfully submitted,

David A. Novick, B. Arch., MRAIC, AIA
Chairman, Niagara Falls CAUSE

Anthony Butler, B. Arch., FRAIC
Bruce Downey, B. Arch.
Allan M. Levine, B. Arch., MRAIC
Blaine M. Nicholls, B.E.S., B. Arch., (Waterloo), MRAIC
William I.L. Pullen, Dip. Arch. Tech., M.E.S. (PL.), MRAIC
Lennis W. Trotter, B.E.S., B. Arch., OAA, MRAIC
Dan Cowling, Student
Jeff Latto, Student
Ken MacSporran, Student

INTRODUCTION

On August 24, 1982, the Chairman of the Niagara Falls Downtown Board of Management, sent a letter to the CAUSE Committee requesting guidance on solutions to problems affecting the central business district of Niagara Falls, Ontario.

In this letter he defines the problems:

1. High number of empty stores which we feel is being caused by the high assessments
2. Deteriorating buildings and the lack of beauty on the street.... must be livened up someways.
3. ... are in the midst of having a large development being placed on the street and we need help to assist us to blend into this project, ...

On September 27, 1983, a member of the CAUSE Committee made an evaluation trip and reported the following:

1. Image of downtown city center as part of "touristry" center, which it is not.
2. No guidance to the core either by strong promotional effort or physical connection.
3. Proposed people-mover system must address Item 2 during Phase 1 of construction, not later.
4. Minimal coordination of tourist board and downtown business board.
5. Lack of center-piece downtown. (No building or development coordinates with present core area).
6. Proposed "Primesite Developments" core area project has poor plan and improper objectives.
7. Cause team encouraged to give guidance to removal and relocation of freight trackage.
8. VIA station to center core reinforcement needed.
9. There is no performing arts/rec. center for core area.

On April 12, 1984 the CAUSE team heard from approximately 30 persons representing the municipality, business interests, and citizenizing.

The following are capsule comments enimating from the public forum:

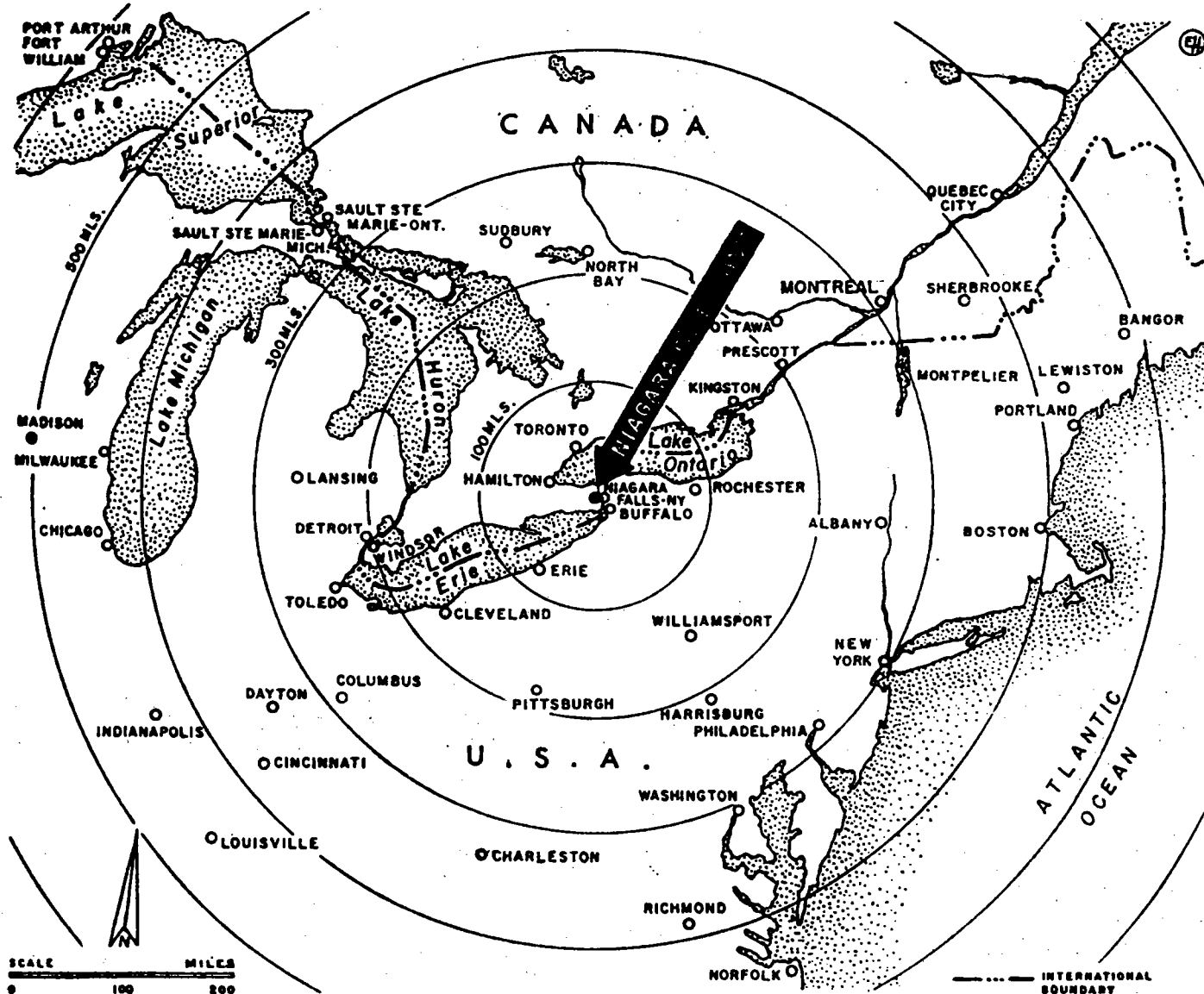
1. Need to create a focal skyline.
2. Must enhance and preserve beauty.
3. Promote positive image campaign.
4. Attract new types of business to downtown.
5. Develop strong marketing program.
6. Create a "People Place" and downplay the central city core as a "tourist type" attraction (in a carnival way).
7. Institute a pedestrian walking system along with new parking facilities and new high and low use inner city.
8. Increase tourist season.
9. Core area needs greater visibility to Tourist.
10. Need to provide more senior citizen housing.
11. Encourage local grocer to remain in core area.
12. Create a friendlier and more eye pleasing shopping atmosphere.
13. Speaking and entertainment platform or bandshell.
14. Unique uses of railroad lands with or without the need to continue operations.
15. Have the Business Improvement Area (BIA) create a unique form of business generator system to promote and financially assist new merchants and or artisan/crafts people to relocate in the Core area.
16. Provide more parking spaces.

The above list is but a sampling of an enormous set of complex problems that have created a strong commitment on the citizens of the Region to go forth with our ideas and those presented before recreate the fine community that once was, still is, and can be.

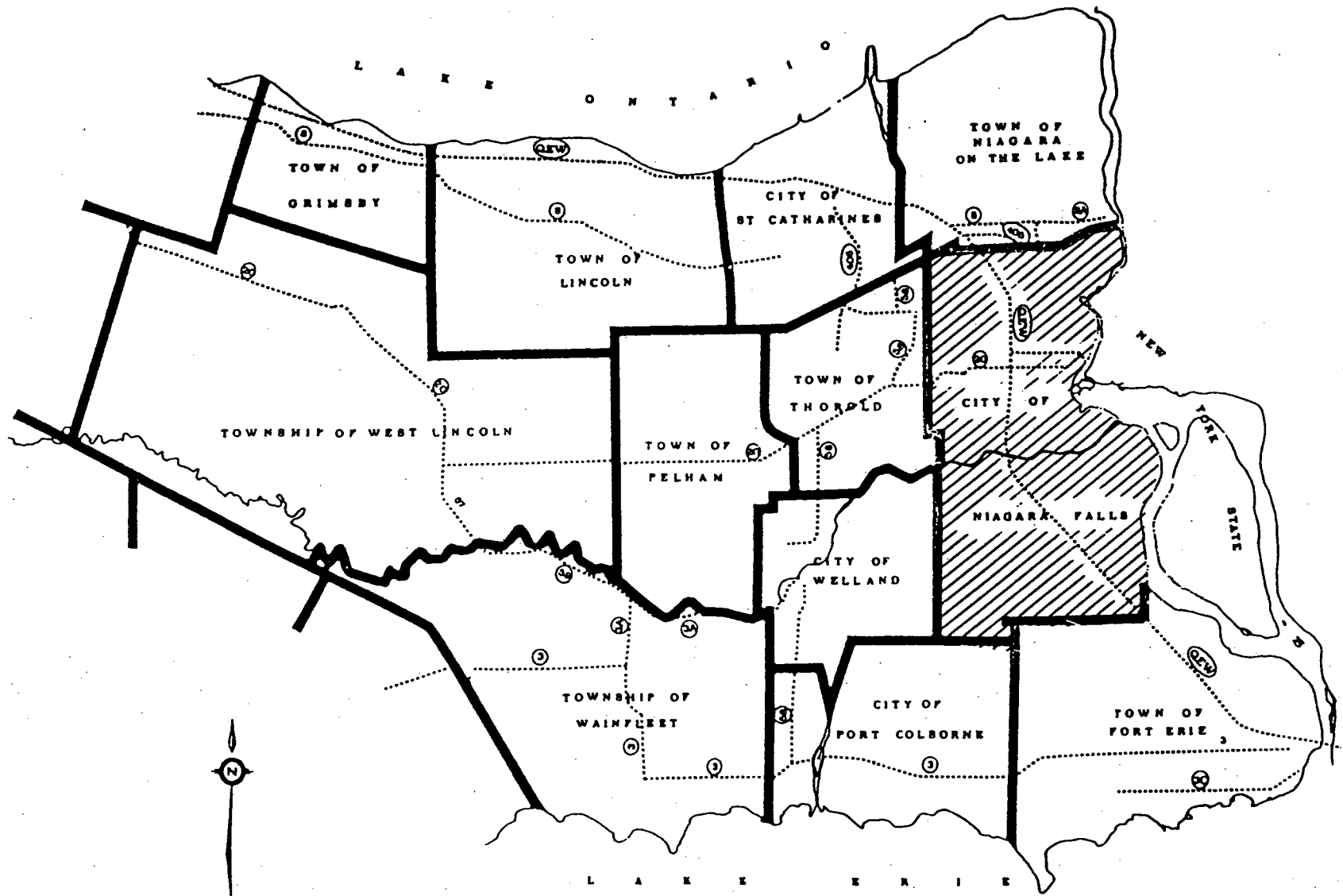
At the same time as discussions about Niagara Falls, Ontario, the City Council and Mayor of Niagara Falls, New York were requesting help from R/UDAT (Regional Urban Design Assistant Team), a program of the American Institute of Architects.

The two cities are on a common border; because of the attraction of a dazzling geographical wonder, the Falls, people enter and re-enter a foreign country quite frequently. The two urban design groups felt a need to form a Joint Team which would review some unique common problems, and suggest some solutions.

The CAUSE Team, the R/UDAT Team, and the Joint International Team, visited Niagara Falls from the 11th to 16th of April, 1984. The report which follows results from this visit.

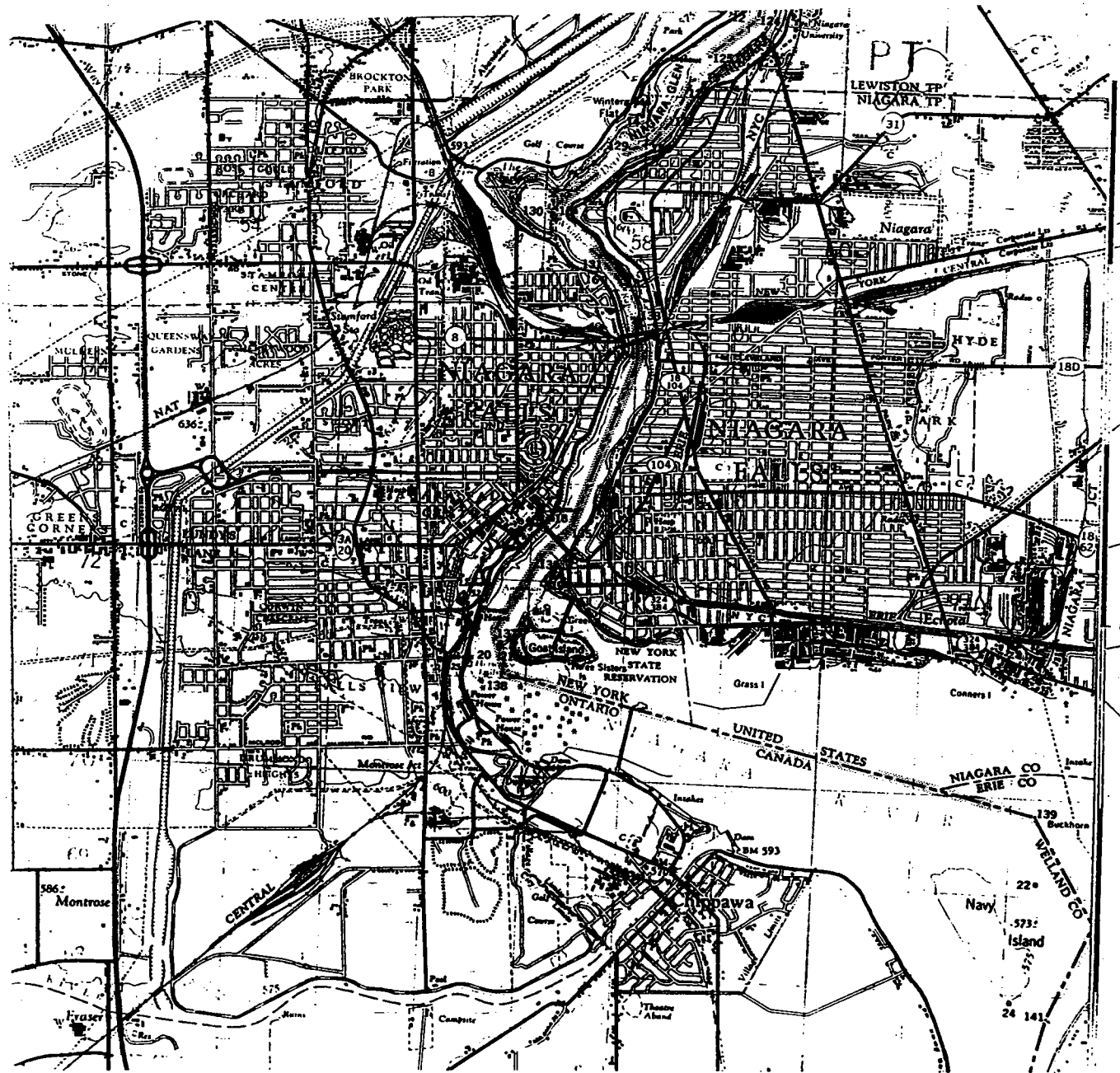


NIAGARA FALLS CAUSE



NIAGARA FALLS CAUSE

THE REGIONAL MUNICIPALITY OF NIAGARA



NIAGARA FALLS CAUSE

RATIONALE

When the team arrived in Niagara Falls it was not the first visit for any member. Our memory mental picture was that Niagara Falls was the Falls-Tourist area. We were not aware of the fact that your city is indeed much more than that small area nor did we know what else you could offer to outside visitors, and to each other. After studying the area, listening to your officials, your citizens with their briefs at the public meetings, talking to your business people, we found such a wide divergence of opinion and purpose that we concluded that you yourselves could not tell either.

What are the problems? Why are there such ambivalent and dichotomous views? Why do you see yourselves as far less than what you really could be? Why do you, the people of Niagara Falls, deprive yourselves of the full measure of pride and lifestyle that you could have? What can you do to alleviate this?

Every human settlement, from the beginning of time, started in a particular place and grew in a pattern that reflected the geography, transportation, and lifestyle directions of the inhabitants. When these were mutually supportive and changes in one augmented changes in the others, the community grew and flourished. When one or the other failed or was changed with no regard to the others, the community faltered and was diminished. Human history records not only magnificent cities that are vital today, centuries after their beginning, but also cities that declined, crumbled, and died, and today are but craters in the landscape.

The City of Niagara Falls is no different. It has a most unique geographic phenomenon - THE FALLS. This attracts visitors from all over the planet to stand in awe at the grandeur of the Falls, to visit you, stay with you and shop with you. It also provided the genesis of your industrial base through the electric power that was originally generated and continues to be generated today.

The Falls themselves are forever changing - slowly to be sure, but nevertheless changing. We are told that 3500 years ago the Falls were at the foot of Queen Street and have receded to their present position over time. The process continues.

The earliest major transportation link was the railway that crosses the border at Bridge Street and continues to the south and to the west. Around this nucleus one town - Clifton - grew. This area is what you presently refer to as Downtown. Other municipalities grew up to the south of this, each with their own identity, each relatively weak, each nonetheless introspective to themselves, their industries and their people. Each had their own connections in the major transportation link. That too changed. Railways more and more became conveyors of goods and less passenger oriented. Trucks, cars and roadways flourished, providing a different pattern for the transportation of goods and services, altering the relationships among the local municipalities and within themselves as well. The major transportation artery, the Queen Elizabeth Highway, came in the 1930's and significantly altered the local fabric. Accommodation to this was necessary but was only partly done.

Over the years, through amalgamation, the present city of Niagara Falls evolved. Its creation was atypical of the usual growth patterns of the normal Ontario city. Rather than cellular growth outward from a central core nucleus, Niagara Falls grew as a collection of individual villages forced together by the ultimate touching of common boundaries. Each of these villages, being in the shadow of the Falls, had their economies and civic patterns distorted by the economics of tourism and electric power. The historical jealousies of purpose and direction, as well as ambivalence towards the Falls themselves, appear to pervade the present attitudes and philosophies of the people of Niagara Falls today. This is an invitation to inevitable decline and disaster.

A human being is not merely a collection of arms, legs, fingers and sinews but each part of that human is mutually supportive of and dependent on all the other parts, and has but one heart and soul. A great city is exactly the same. Each part of the city, recreational, commercial, industrial, tourist, financial, residential, cultural, is mutually supportive and surrounding a living heart and soul. It's a place for people to find their niche, passions, joys, tears, and rest. If Niagara Falls wants to be a great city, it is time to look upon yourselves with true pride as being in one city, truly married to the Falls themselves, and create a central, cultural heart accessible to all people, local as well as visitors, and provide a myriad of goods and services all mantled by that soul of visual delight, not simply a political collection of separate areas and interests.

For these reasons, we feel it is imperative to restore a Downtown, not in one village, but a New Downtown of the NEW NIAGARA FALLS. This must work with the unique geography, augment, not compete, with the tourist area, and provide urban places for all citizens - citizens not only of Niagara Falls, but citizens of the world to rally and mix. This is indeed the future you deserve.

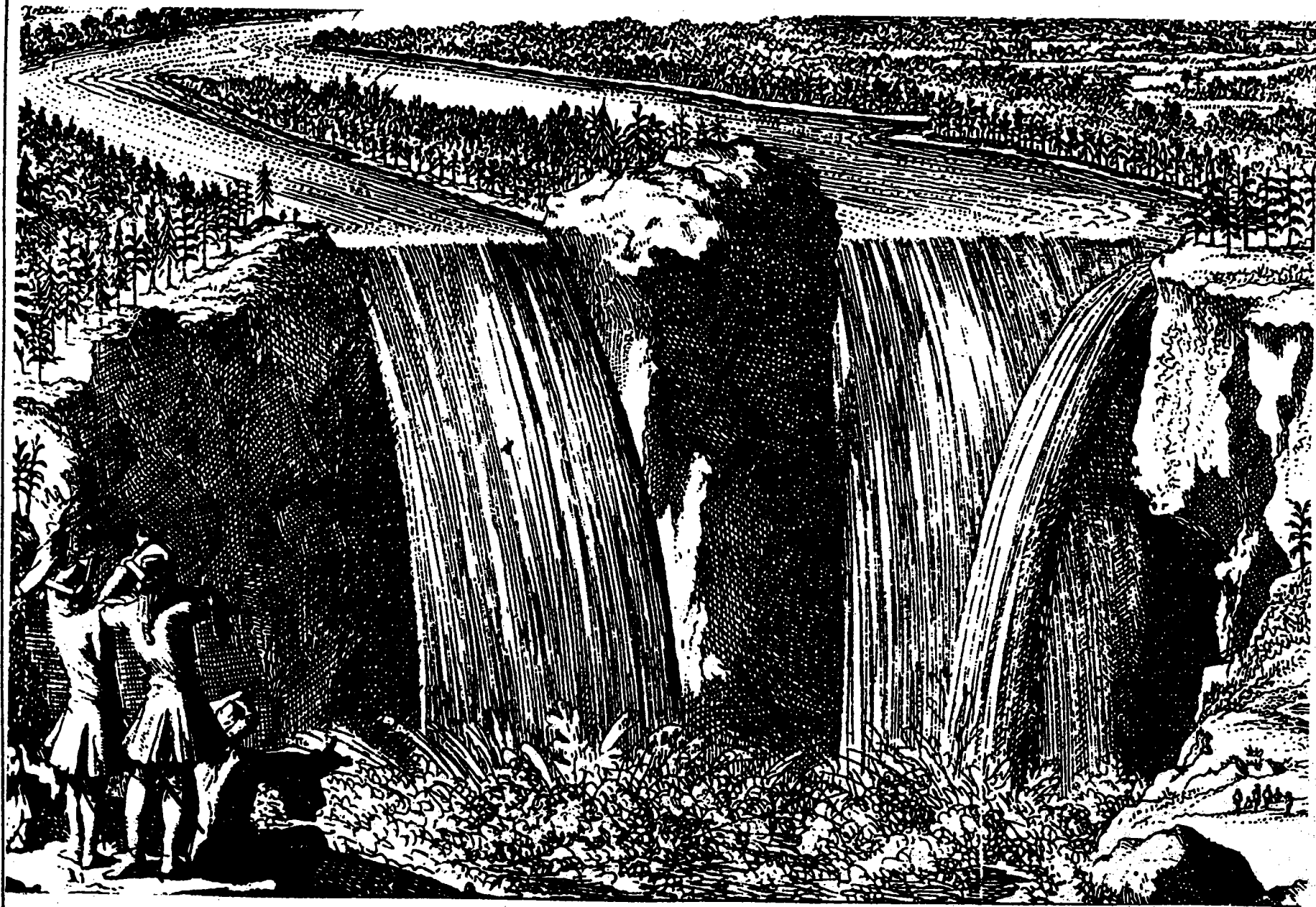
Your downtown is accessible by public and private transportation to the local citizens. However, its very existence is a well kept secret, and it is hidden from the rest of the world. Notwithstanding its existence, your downtown is often perceived as a second class area by your own local citizens and, as such, it behaves, looks and is that way. As a result of previously produced studies, you started to group your governmental services (police, civic administration, courts, post office). But few local citizens and fewer visitors have any reason to physically be at any of them. Although you use an auditorium for music and theatre in a local high school, there is no public transportation nearby, no parking for private automobiles, no nearby restaurant facilities, and it is totally invisible to any visitor, being completely surrounded by single family housing. You have no art gallery, no real specialty shopping, no outdoor cafes or artisan ateliers. All of these are a portion of the soul necessary in the urban fabric. Your New Downtown area accessible to all by public and private modes of transport, is the natural historical and necessary place for all of these to happen. Further, a downtown must be perceived to be a core, a heart, truly necessary and must be totally embraced by the citizenry at large.

Without such an approach, the city of Niagara Falls will no doubt continue to be a focus of the tourist industry for the people who wish to see the Falls themselves, but will never achieve true greatness, and will slowly start to atrophy, decline and diminish in the sad way proven by history.

The team felt that perceptions and jealousies must be replaced by a singularity of purpose for a renaissance to occur. Attitudes of self-interest have to be replaced by mutual respect and support. It is an old aphorism, but true - the whole is larger than the sum of the individual parts.

This philosophical stance costs no money. We recognize that grand designs costing vast sums of money would create an impediment to implementation, impeding implementation of anything, causing discouragement. What we propose can be started modestly. The trolley system is relatively inexpensive, can quickly be brought on stream, and will start to tie people together. The Queen Street entrances invite people simply and elegantly, rather than shunning them. The cost is relatively modest. The pride is immense. Values will begin to rise, stores begin to fill and clean up because people come. Merchants must service them and growth begins. It is called bootstrapping. In the theatre, cultural themes can then be slowly phased in.

The whole is larger than the sum of the individual parts.



**NIAGARA FALLS
CAUSE**

HISTORY

Man has probably dwelt on the Niagara frontier for 9,000 years. By 1,000 A.D., the Indians had established more or less permanent village sites, and there are signs of groups living together in a Long House culture. The Iroquois were an agricultural people whose comparatively settled existence led to a high level of domestic and political development. The Indians of the Niagara region were neutral and were on good terms with both the Hurons and other Iroquois, who were at war with each other.

The first white man to travel in the Niagara area was probably Brule, who was followed by the first white missionary to visit the neutral Indians in 1626. The first reference to the falls at Niagara was made in 1648. The name of the river, Onguiaahra, appears on maps as early as 1641; the generally accepted meaning is "the strait".

The French controlled the Niagara area until 1759, when they surrendered Fort Niagara to a British force commanded by Sir William Johnson. Johnson was a remarkable man, and gained the reputation of being one of the few in the history of North America who treated the Indians with consideration and fairness. In 1764, he negotiated a treaty with the Indians, which put the English in undisputed control of the portage around the falls, and the trade route to the Upper Lakes.

When the American Revolution began, Loyalists to the British Crown fled from the rebels. When the resources of Fort Niagara were stretched to the limit in caring for the stream of refugees, the solution of the problem was to establish settlement on the west bank of the Niagara River. The original treaty with the Indians in 1764 had given the British a narrow stretch of land on each side of the river, from Lake Ontario to the cataract. A further treaty in 1784 gave them the whole Niagara area and provided land for the refugees.

Settlement began, and by 1785 the first saw and grist mill had been constructed. This first mill was located approximately where the Toronto Power Plant now stands. About 10 years later, a saw and a grist mill were built on the high bank overlooking the islands which are now known as Dufferin Island; this area was given the name Bridgewater. Ironworks were constructed in 1799, and in spite of the destruction of Bridgewater during the War of 1812, the area continued to flourish. A nail factory, the first of its kind in Upper Canada, was established in 1826.

The first area to have a municipal government was Stamford Township, which was established in 1793. By 1820, tourists began to arrive. The first hotel was built in 1822, close to the Falls. In 1831, the Erie and Ontario Railway, running between Chippawa and Queenston was proposed, in an attempt to compensate for the loss of business resulting from the construction and opening of the Welland Canal. This horse-drawn railroad was the first in Upper Canada. It was completed in 1841 and was converted to steam locomotion and relocated nearer to the communities of Elgin and Clifton in 1854.

The first attempt at establishing a residential community occurred in 1832, when streets and lots were laid out in the Falls View area, and given the grand title of the City of the Falls. Few houses were built and the lots did not sell too rapidly.

Drummondville was the first community to be established in Stamford Township, in 1831, at the junction of Portage Road, Lundy's Lane and Ferry Street.

The Village of Clifton was laid out in 1832 in what is now the centre area of the City. Very little expansion occurred in this area until after 1850, when Samuel Zimmerman purchased much of the land in that area, as well as around the Village of Elgin, which was founded in 1853. Zimmerman brought the Great Western Railway to the Niagara frontier and had a part in building the bridge which connected the railway to the United States. He founded the first bank in the community, which was located on the corner of Bridge Street and Clifton Avenue on the site now occupied by the Customs Building.

In 1856, the Villages of Clifton and Elgin were merged to form the Town of Clifton; in 1881, the Town changed its name to Niagara Falls. The main business district was located on the lower part of Bridge Street and on Erie Avenue, although there was a substantial business area at the centre, close to the Falls. A horse-drawn street railway was constructed in 1887 through the old Town of Clifton to the Village of Drummondville; this streetcar line did much to hasten the amalgamation of the two municipalities. Before this could happen, however, the people of Drummondville successfully petitioned to have the name of their community changed to the Village of Niagara Falls (South). By 1904 the Town and Village of Niagara Falls agreed to amalgamate and form the City. The population at that time was less than 7,000 and there were few industries. The coming of the power companies changed this picture dramatically, as factories were constructed to take advantage of cheap electricity.

Stamford Township and the City of Niagara Falls were amalgamated in 1963, to form a community with a population of 54,000.

COMMERCIAL CORES OF
NIAGARA FALLS

Due to the historical development of the city there are several Commercial Cores throughout the municipality. Most of these cores had their start in the early 1800's but very few examples of buildings remain from this era.

- The Chippawa core starts with present building stock of the late 1800's serving a community that is geographically isolated from the rest of the city and located in a very picturesque setting. The buildings in this centre are the oldest examples in Niagara Falls. This area should reflect its setting in the image of its urban fabric and create activity events that relate to the image of the community and water events that take part in the Welland River and Lyon's Creek.
- The regional shopping centre, Niagara Square 1977, is located in the south west section of the city. This shopping area is still removed from supporting types of land use, such as residential and other forms of commercial uses. This centre serves the region from the geographical fringe, competing with Pen Centre in St. Catharines. Now industrial uses are developing around it.
- The Stamford core is made up of retail buildings. The present stock started in the 1950's, in the form of strip development and urban plazas. This core services the local community.
- The Main-Ferry core starts with present building stock of the early 1900's concentrated in a small geographical area made up of speciality stores. The local community is served by this core, except that the farmers' market serves the entire city.

- Clifton Hill Core, with present building stock starting in the 1950's, is man's reaction to the splendor, power, and beauty of the Niagara River. This is a vibrant part of the city in which the visitor can escape from the usual events of his daily life.
- The Lundy's Lane, with present building stock starting in the 1950's, provides additional tourist facilities as an overflow to Clifton Hill in the form of strip development and an additional entry to the city.
- The Queen Street core with present building stock starting in the early 1900's has the largest retail square footage with the exception of Niagara Square. Queen Street has the civic focus, the main bank branches and the highest density of non-retail commercial uses normally found in the core. This is the Central Business District of Niagara Falls. This area must reinforce the Civic Centre that is started, and add cultural uses to stimulate activity and pride in the main Downtown. The vista from the vehicular approaches must be opened up and strengthened to invite the visitor to explore Niagara Falls beyond the Falls and the tourist centre of Clifton Hill.
- Victoria Avenue forms the link between the main city Downtown and Clifton Hill, the tourist Downtown. This avenue provides additional services as an extension of both Queen Street and Clifton Hill. The transition is subtle and often overlooked by the city visitor, who would reach the curve in Victoria at Ontario Street and feel that is the end, and turn around disappointed. From the Clifton Hill core the City must give the guest alternates to encourage further exploration of the city. One choice is other tourist activities, such as Marineland. The other choice is to invite the visitor into the heart of the real life of the community so that he leaves with a complete experience of all Niagara Falls has to offer. Unless the guest has the opportunity to experience the life styles and benefits that the citizen enjoys, he will continue to perceive Niagara Falls as only a pretty park around a natural geographic wonder.

INDUSTRIAL

- Niagara Falls has a strong industrial base initially developed in response to the availability of inexpensive energy. Once the first industry to produce hydro electric power was developed, other industries were attracted. The Abrasive and Silverware industries came in the early 1900's. The Canning and Wine industries followed to process the fruit produced in the area. The proximity to the United States' market attracted the import/export industry. The City is continuing to provide services and facilities for the continued growth of industry in Niagara Falls.

TRANSPORTATION

- Niagara Falls has good rail and road systems. Portage Road is the original route to bypass the Falls first used by the Empire Loyalists in 1788 and the Indians before that.
- Rail lines link Toronto, Ontario and New York City, New York with presently three trains from Toronto and one train from New York per day. The trains bring in 100 visitors per day during the summer months to the city. By marketing the rail route as a mode of travel for special events, the ridership could be increased. The Station location reinforces the Central Business District, giving the visitor a sense of arrival which will be enhanced by the improvement of this area.
- The local bus transit system appears to serve the community well. Each route overlaps sufficiently with other routes to give the user complete access to the City.
- The inter-municipal bus lines serve the city but, unfortunately, the station is located away from the main Downtown, which isolates the arriving visitor from the heart of the city.
- The road system services all activities and destinations in the city. Signage and sense of direction could be reinforced to assist the guest in appreciating and understanding the city in its entirety rather than from only the perceived tourist view.



NIAGARA FALLS
CAUSE

CLIFTONHILL

THE TOURIST-DOWNTOWN CONNECTION

BACKGROUND

The Clifton Hill tourist area is part of the Northern Tourist area of Niagara Falls. The total tourist area itself is quite large, extending from south of the Dufferin Island, Marineland Area on the south up to (essentially) the Queen Elizabeth Way on the north, a median distance of approximately 4 kilometres.

The totality of the tourist attractions, the number of people arriving, their length of stay, the industry problems etc. has been dealt with extensively in the Lanmer-Fenco report of August 1981 and is referred to here only for background information, as well as the extensive Report on Parking and Traffic Improvements in the Tourist Area of the City of Niagara Falls, prepared under the sponsorship of the Niagara Parks Commission. This deals extensively with their short and long range solutions to the problems of moving people and parking cars within the tourist and park areas. While the long range estimated costs and schedule for their proposed systems amount to 70.5 million of 1980 dollars, in stages that will implement it over some 20 plus years. We are informed that the initial rubber tired People Mover vehicles are now in the developmental process and so modest number of these will be in service in the near future. These "People Movers", and the ancillary parking areas, pickup stations, elevated guideways, road and intersection improvements are solely for the tourist area itself, and the estimated annual number of 28 million visitations that are projected by 1990.



NIAGARA FALLS
CAUSE

CLIFTONHILL

The Clifton Hill area as we perceive it is that area south of Highway 420 to approximately Robinson, centred on Victoria and extending on the east to the Niagara Parks property which is just west of the banks of the gorge. It is but a small portion of the northern tourist area.

This area contains part of the available hotel rooms, a number of eating places, the majority of the museum type display areas, novelty, souvenir and tourist type shops, and amusement facilities. It is also close by the Skylon, Pyramid Place, and Panasonic Tower. All are bright, vivid, vibrant, and raucous creating a fun atmosphere and bringing out the frivolous spirit of people. It is the counterbalance of the introspective natural serenity of the park area to the east. Both are well used and compliment each other to serve the needs of the millions who come to the area to see and be in awe of the magnificance of the Falls themselves.

WHY A CONNECTION

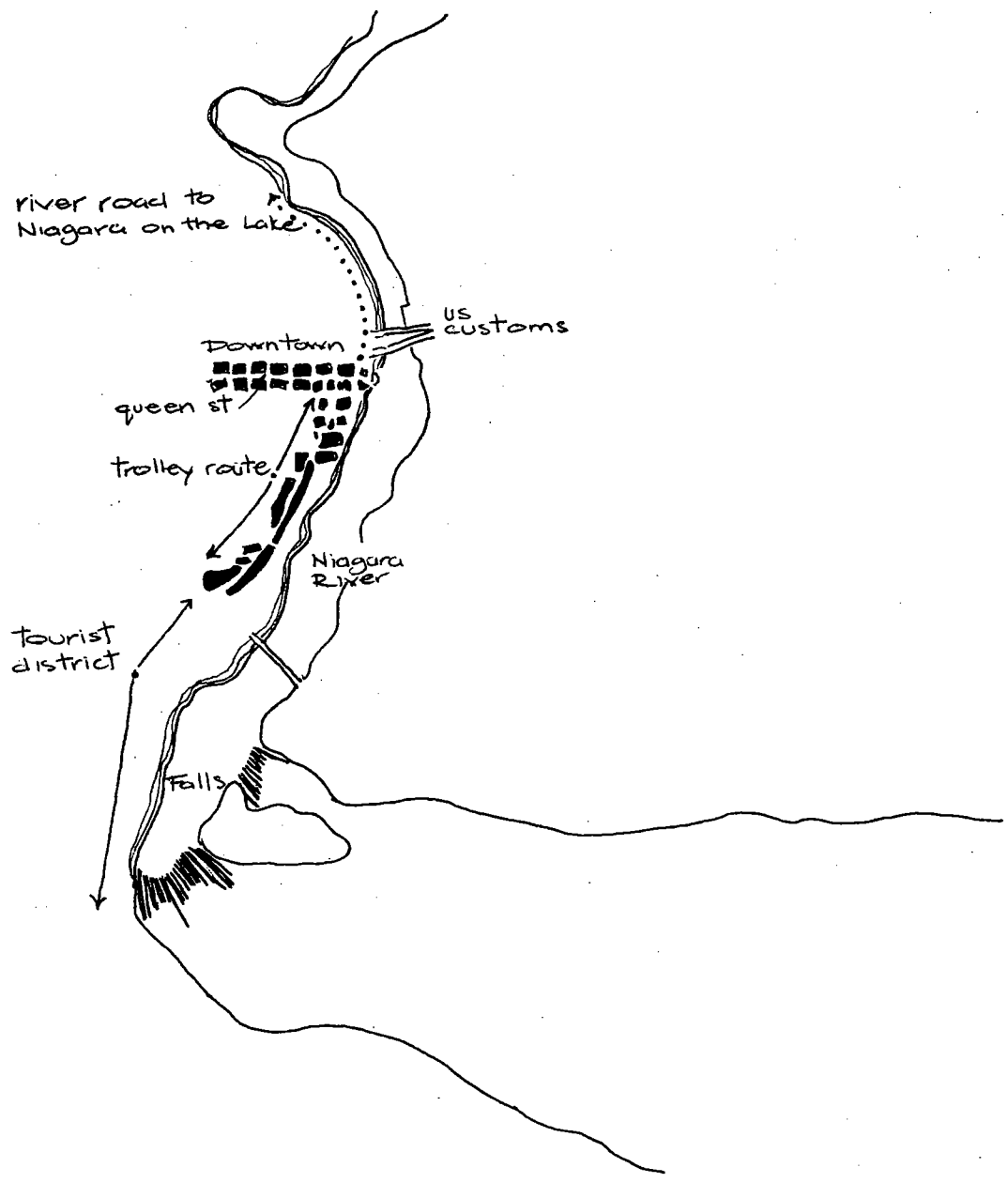
Presently some fourteen million people visit Niagara Falls annually, mostly to see the Falls themselves and the Tourist Area attractions. However a small percentage of these people might want to travel the approximate two kilometres to experience the augmenting facilities that the New Downtown might offer by way of distinctive shopping and cultural amenities. To provide awareness, easy accessibility, and another fun experience for people within the tourist area to travel to the New Downtown, and vice versa, is necessary for the viability of both these areas, for one compliments and boosts the other. They do not compete. They reinforce and enhance the future desire of people to return at some later date.

WHERE?

Conrail has trackage that runs from the Lower Level bridge down to the south end of Niagara Falls and beyond. This rail has been in existence since approximately the late 19th century and will probably be required for the foreseeable future. The rail has always been a part of Niagara Falls and the life of Niagara Falls, and the city and the tourist area have been built up around the reality of the rail. In the area between the New Downtown and the Tourist Area, the Right Of Way contains two tracks, which we are told is used about four times a day. This trackage is relatively level with the adjacent roads as it proceeds south from Queen to Morrison. At that point, it continues adjacent to and just east of Palmer, running parallel to Palmer which has minor variations of elevation, sometimes being slightly above and sometimes slightly below the rail. When the rail meets Victoria at Bender, it is level with the intersection. As it proceeds south from Victoria and Bender, it runs between Victoria and Maple Leaf Village, at an elevation above both. As it meets Clifton Hill and Centre Street, it is a level crossing, and then as it proceeds further south to the vicinity of the Victoria Street Ferry intersection, it starts to go down into a cut.

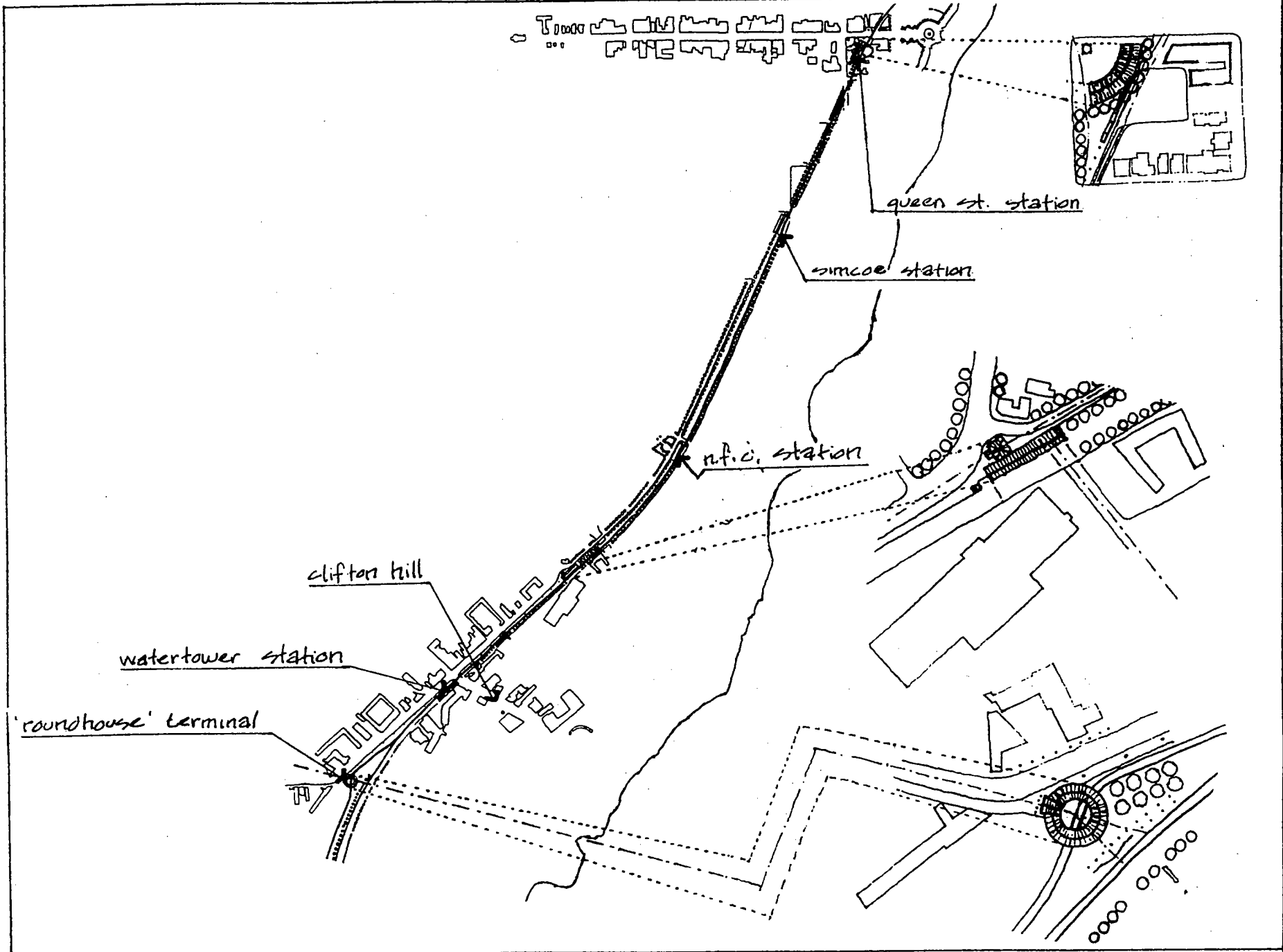
Since there are numerous level crossings on its route from Queen Street to the Lundy's Lane area, especially across Clifton Hill just at the Victoria intersection, the trains obviously go quite slowly and therefore quite safely. We are not aware of any accidents that have occurred at any of the level crossings over the period of years. This rail line is a direct physical connection between the New Downtown and the north end of the Tourist Area.

We see an opportunity to use this existing connection in an auxiliary way. In effect to have the one Right Of Way be a conduit not only for the Conrail trains but also for an event ride to join the separate uses of the New Downtown to the existing uses on the Tourist Area, easily moving crowds of people and at the same time entertaining them.



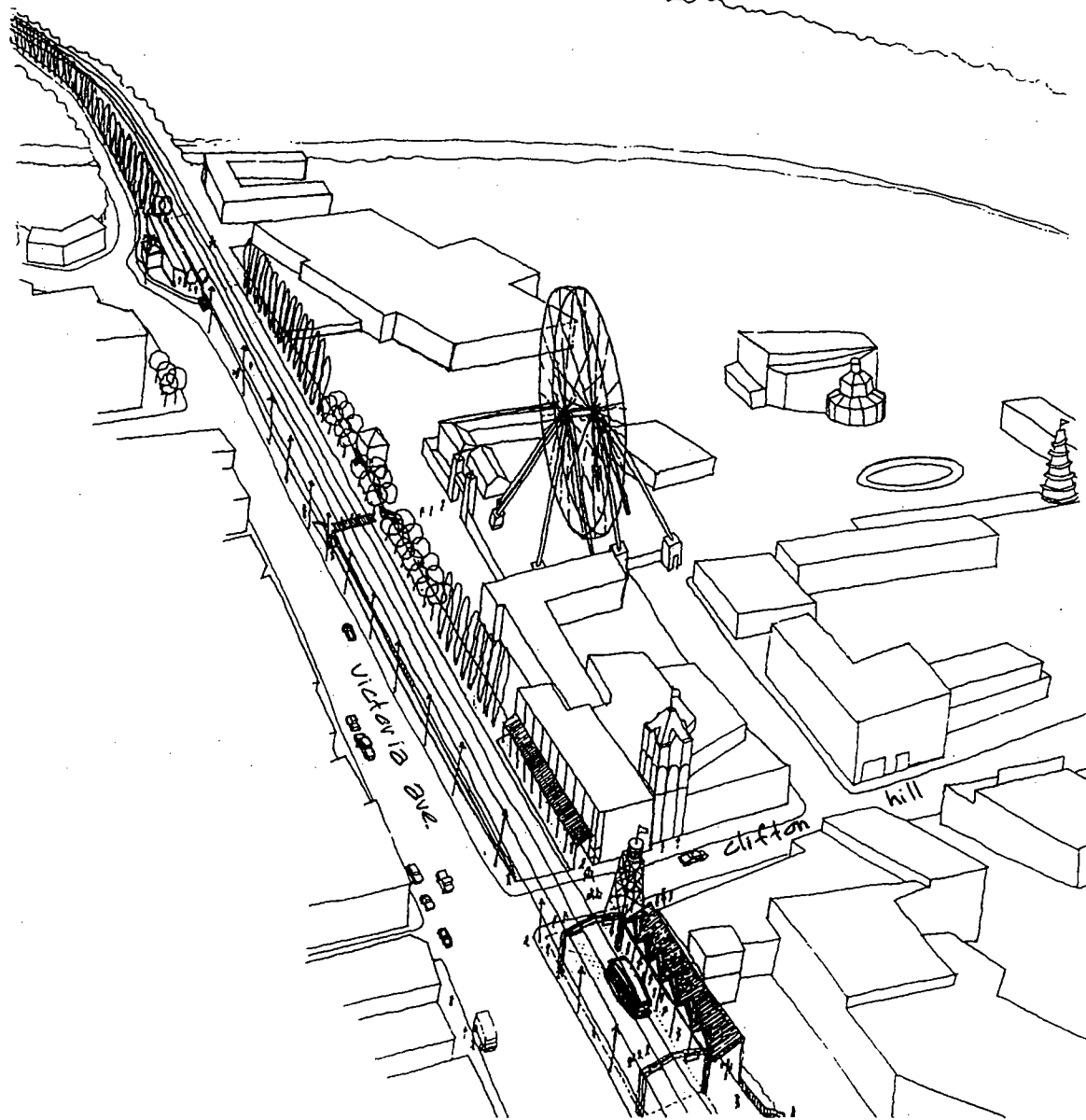
NIAGARA FALLS
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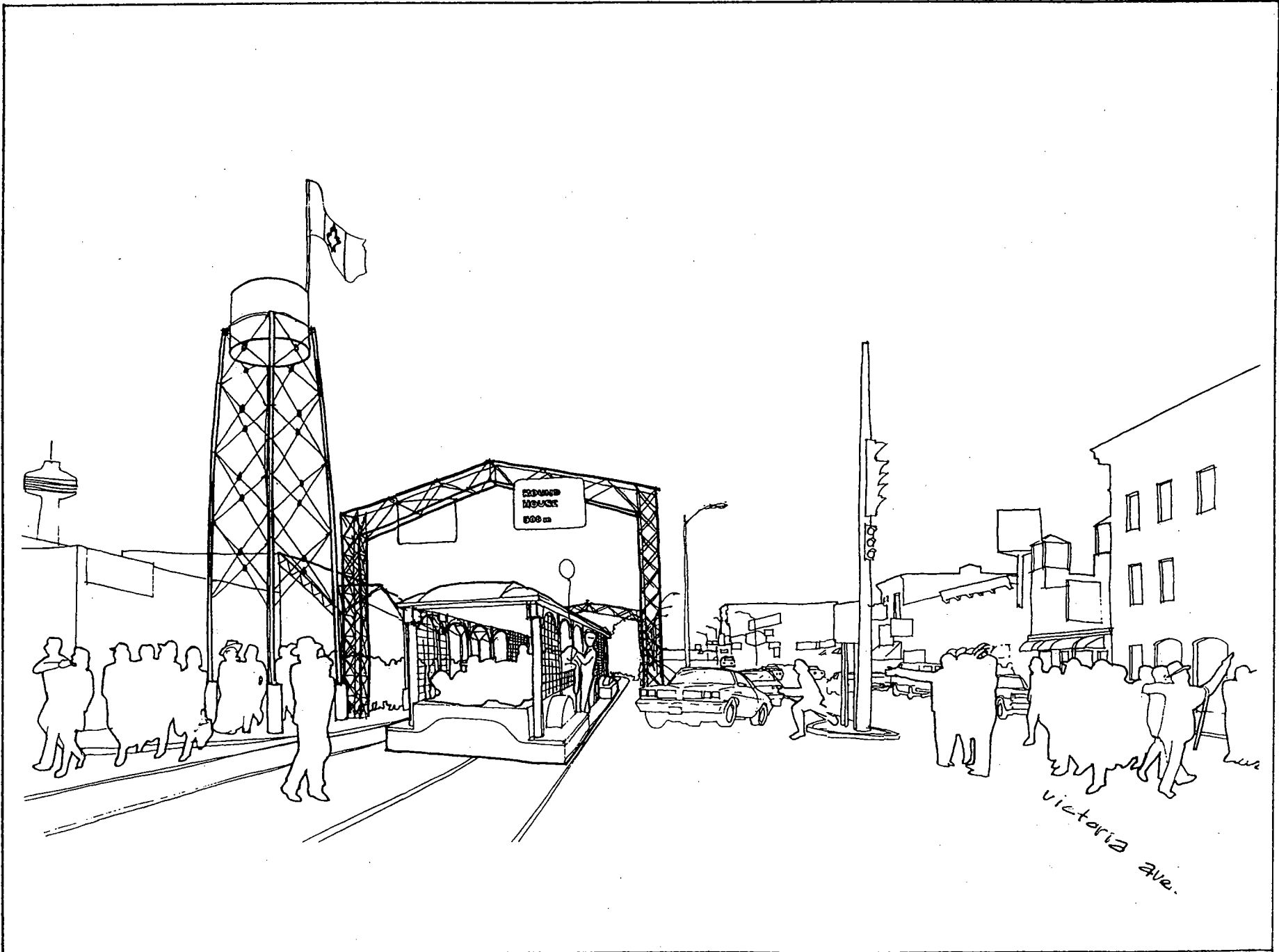
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TROLLEY ROUTE



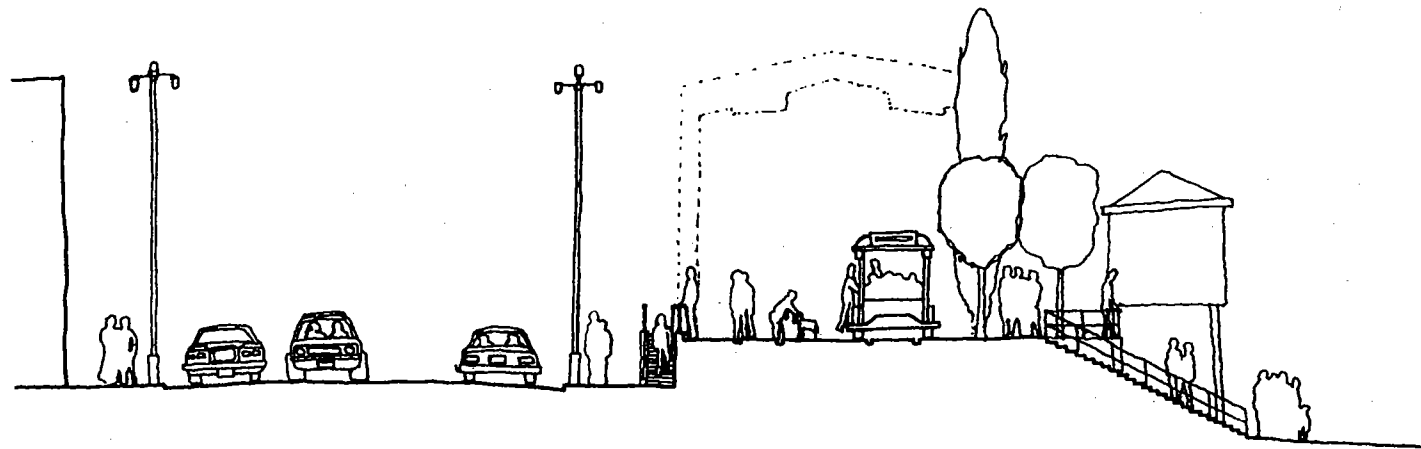
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TROLLEY ROUTE TOWARDS DOWNTOWN



**NIAGARA FALLS
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TROLLEY STOP: VICTORIA AVE. AND CLIFTON HILL

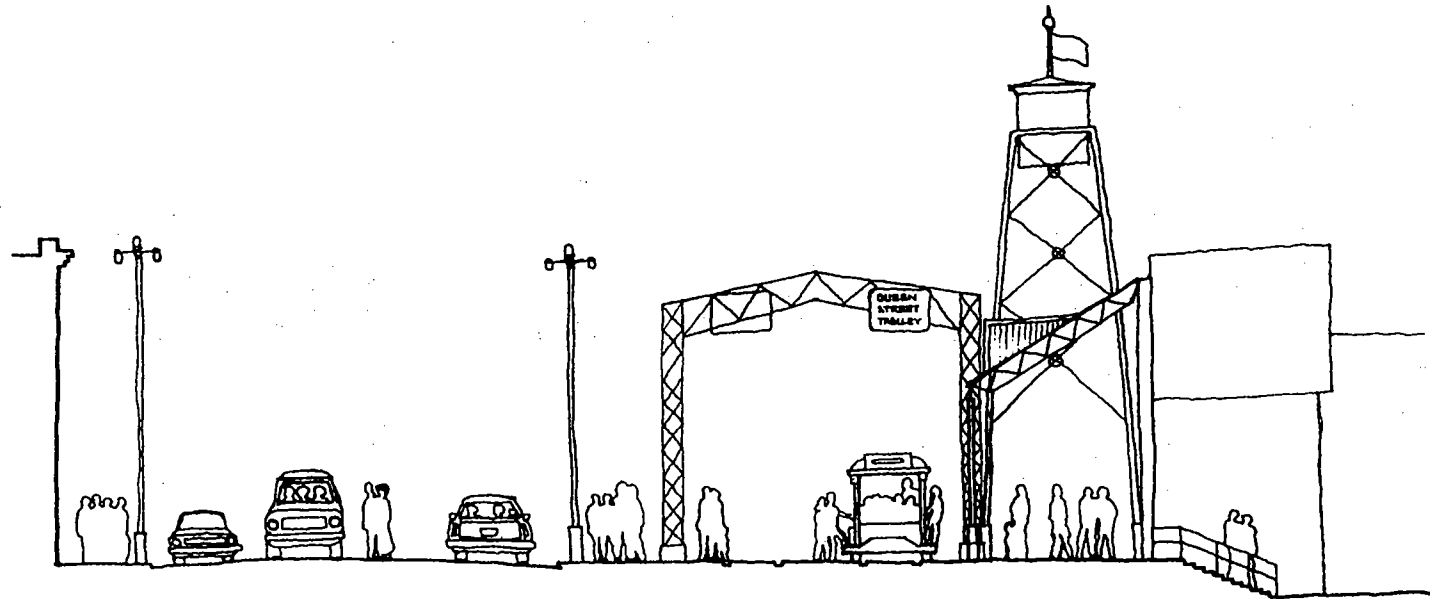


shops

victoria avenue

linear park

maple leaf village



shops

victoria avenue

trolley stop

platform

parking

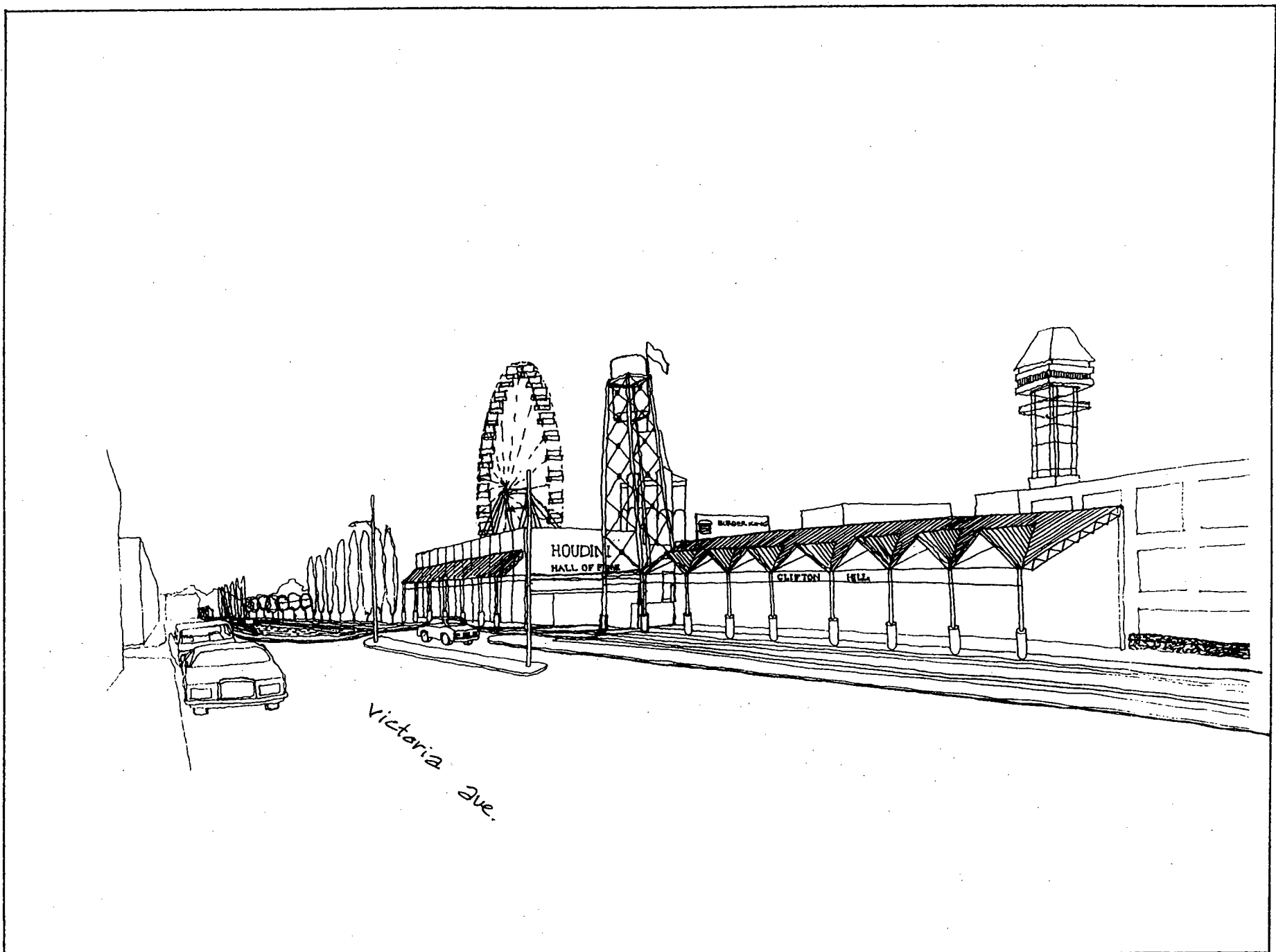
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TROLLEY SECTIONS



**NIAGARA FALLS
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TROLLEY ROUTE TOWARDS DOWNTOWN



**NIAGARA FALLS
CAUSE**

TROLLEY STOP: VICTORIA AVE. AND CLIFTON HILL

South of that there are the two simple terminals on Palmer in the vicinity of Simcoe and also near Eastwood to serve local residents who wish to go in either direction.

There would be a theme terminal at the Victoria Palmer intersection.

There would be a theme terminal, possibly a railway water tower at the Victoria Clifton Hill junction.

The southway terminal would be a railway roundhouse at the Victoria Ferry knuckle which is the easterly visual axis of the Lundy's Lane Ferry roadway system, which could also take advantage of the presently under utilized Skylon parking area just beside it.

Between the Victoria-Ferry stations, and the Victoria-Palmer station, the Right Of Way space between the east boundary of the Right Of Way and the east boundary of Victoria would contain not only the paved trolley road bed, but also pedestrian and landscape places to provide a linear park for people connected to both Victoria Street and Maple Leaf Village for pedestrian access to and from both areas.

This system has nothing to do with the Parks Commission People Mover system. The only point of physical overlap is a common terminal in the Victoria Ferry station area which could be omitted depending upon the detail and timing of the Parks Commission project. Our proposal is simply to augment, not compete with the Tourist Area routing by providing a separate extension of transport from the Tourist Area to the New Downtown area and return, at the same time maintaining the holiday connotation and fun mood for the visitor.

All of this could be achieved inexpensively since the Right Of Way exists, the stone road bed exists. The basic costs are simply paving, theme stations, and trollies that are intrinsically stock motor vehicles. These can be road licenced. As such they can be maintained and fueled by simply driving off the Right Of Way onto the public road system, to the transit authority maintenance garage. Further should it be desired to extend this transport mode to other routes such as from the New Downtown to the Rainbow Bridge area along River road and then the same vehicles are used directly and interchangeably.

THE DOWNTOWN

Any examination of the historical pattern of growth and development in most urban communities of Canada will reveal several factors and characteristics common to all.

Basically during the initial formative years of a community, settlers were attracted to the area for many reasons including protection and safety, convenience, agriculture and commercial opportunities.

There was usually a part of the community centrally located and accessible to all residents providing facilities and services used by all citizens. These included places of worship, markets, the blacksmith's shop, clothing stores, tools and equipment outlets. That street was generally referred to as Main Street. Transportation lines to the community usually terminated in this central area on or near Main Street.

As the community prospered, the range of goods and services on Main Street increased and development on the Main Street gradually spilled over onto adjacent and intersecting streets. However, this central area always maintained its position as the focus or heart of the community. It became the downtown.

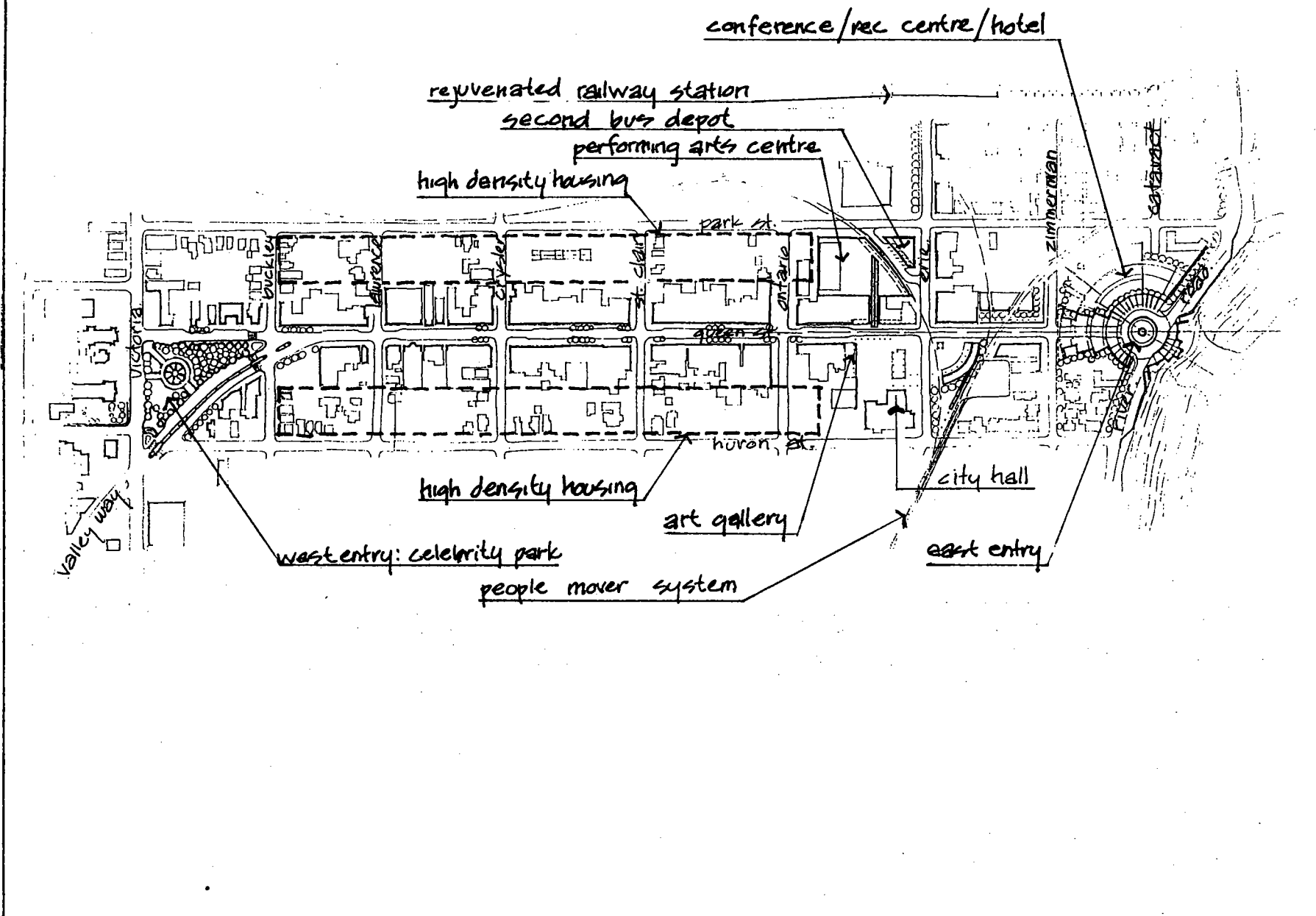
The historical development of the area known as The Downtown in Niagara Falls is atypical of the development pattern of most other urban areas. Its existence was a direct result of the introduction of rail service between industrial Ontario and the United States. The Downtown Area, known at the time as the Town of Elgin, was the last Canadian stop along that line. It was the Canadian entry point for rail service from the United States.

The railway company built a railway station on Bridge Street just opposite Erie Street.

When rail service remained the principal mode of transportation the community of Elgin in today's downtown area prospered and grew. However, with the arrival of the automobile and super highways, the importance of rail transportation declined. Especially critical to the decline of the downtown area was the fact that the Queen Elizabeth Way was constructed with the access to this area terminating in the Tourist Area. There was no direct and rapid highway link to the downtown area.

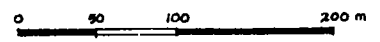
Today the centre of gravity for the city of Niagara Falls is unquestionably the Falls which attracts millions of tourists each year. With time, the Downtown shrunk while other areas grew. Unlike most other cities the heart of the community is not centered around a central business district, but rather around the number one tourist attraction in the world. This is unique. It is an asset that is the envy of all cities, and offers unlimited opportunities for the City of Niagara Falls as a whole.

Our recommendations for the Downtown Area reflect our concern to reverse the obvious deterioration by creating a more vibrant and exciting centre for the city. These are not a set of static and inflexible directives. Rather, our recommendations are part of a scenario of opportunities and options for encouraging certain events to occur which can act as a catalyst for more detailed study and examination. Any strategy for revitalizing the Downtown Area must start with understanding the deficiencies and problems existing. Following is a list of the critical problems identified by the Team which form the basis for our recommendations.



**NIAGARA FALLS
CAUSE**

**DOWNTOWN
MASTERPLAN**



PROBLEMS

1. VISUAL AWARENESS AND IDENTIFICATION OF QUEEN STREET AND THE DOWNTOWN AREA
 - The Downtown has no identity and it is not a central core.
 - It is difficult to find by road.
 - There is no urban profile with taller buildings creating a skyline.
 - The entry points to the area are not defined.
 - The major arterials and highways do not lead to the area.
 - Within the general and larger City of Niagara Falls, the Downtown is peripherally located, not centrally located.
 - Street direction signs to Downtown are weak.
 - The physical character of Downtown is similar to that of other areas with no difference in urban form.
 - On arrival to the area there is no sense of a Downtown ambience. Many people think that the Clifton Hill area is the Downtown of Niagara Falls.



NIAGARA FALLS
CAUSE

QUEEN STREET

2. QUEEN STREET BLIGHT

- The Street as it exists is bland; empty stores and show windows reinforce this.
- The Street is uninviting lacking curb appeal. There is little daytime life on the street and certainly no night life or activity.
- There is no visual excitement.
- There is no colour or texture.
- There are no trees, flowers, shrubs, planting or any other forms of soft landscaping.

3. QUALITY OF SHOPPING

- The level of retail shopping is basically the same as other more easily accessible areas, and inferior to the Regional Malls.
- The presentation of merchandise in the store windows is poor and uninviting.
- The stores themselves look rundown and poorly managed both inside and outside reinforcing the overall impression of decay and poor quality merchandise.

4. TOURIST APPEAL

- Niagara Falls is known as a tourist city but the Downtown area is unknown to tourists.
- There is no tourist appeal on Queen Street or the Downtown area. There is nothing to see, nothing to do, and nothing exquisite or unique.

5. RESIDENTIAL/COMMERCIAL DENSITIES

- Local residential and office/commercial densities are too low in the area to support a greater variety and number of retail functions.
- The Downtown is but a local neighbourhood serving the immediate area only, not the larger City as it should.

RECOMMENDATIONS

1. DOWNTOWN AS THE RECREATIONAL, BUSINESS AND CULTURAL CENTRE OF NIAGARA FALLS

During the public meetings which were held on the first day of the team's arrival, several groups stressed the need for a range of cultural facilities which the city does not have and which are definitely needed. Basically, these are a performing arts centre, a recreation facility, and a good quality art gallery.

We have addressed these needs and, because of the tourist nature of Niagara Falls, we feel that national and provincial organizations would find the city most desirable as a meeting place if adequate facilities existed. We think that a conference centre, in conjunction with recreational facilities and possibly a hotel, would be very viable. Accordingly, the cultural facilities suggested by the team are:

- a. A conference/entertainment/recreation centre.
- b. A gallery of contemporary art.
- c. A centre for the performing arts, to accommodate dance troupes, symphonic music, plays, and special events.

To stress the attractiveness of the downtown area as the core of the city, we feel that these cultural facilities should be located on Queen Street. In effect, downtown would become the cultural centre of Niagara Falls. Because people will now have a reason for going downtown, we would anticipate that restaurants, cafes, and possibly bistros may open on the street to attract theatregoers, patrons of the art gallery, and members of visiting conventions, in addition to tourists. These facilities have been grouped at the east end of Queen Street in the vicinity of City Hall and the River Road.



NIAGARA FALLS
CAUSE

QUEEN STREET

2. IDENTIFICATION OF ENTRANCES TO QUEEN STREET

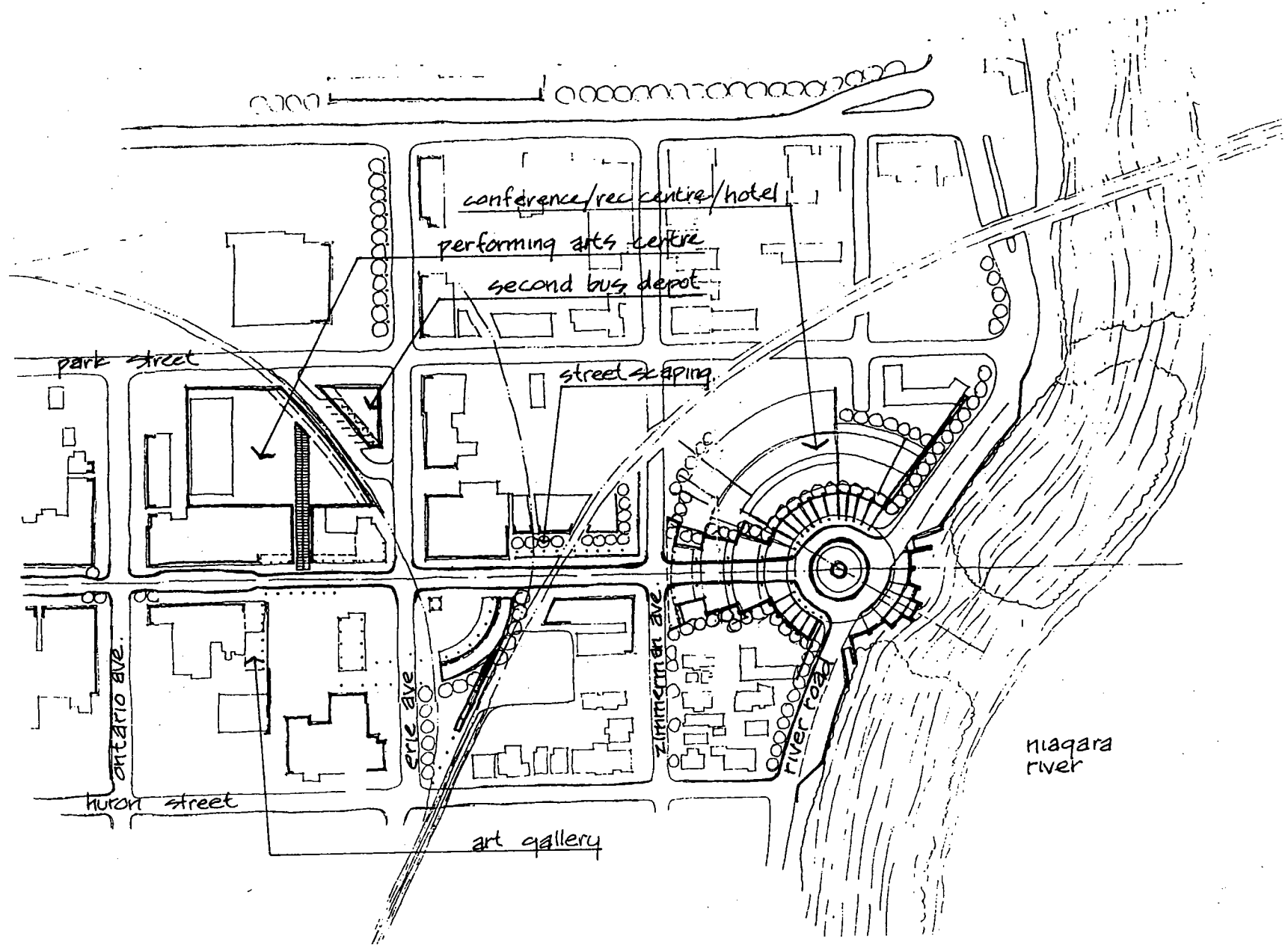
As one drives along the River Road, travelling in either a north or south direction, it is very easy to drive past the downtown area without realizing that you are doing so. Nothing different happens in the area. Queen Street, where it meets the River Road, looks very much like any other residential street in the immediate area.

At the west end of Queen Street, where it meets Victoria Avenue, almost the same thing happens. The core is not identifiable and Queen Street has the appearance of being just like any other city street. This lack of identity is further confused by the triangle of land formed by Victoria Avenue, the Valley Way, and Queen Street. This triangle, which should be the gateway to Queen Street contains instead a few old and poorly maintained houses and an unattractive commercial store which together occupy a relatively small section of the triangle. The rest of the site consists of bushes, rear yards, some of which are fenced in, and a giant overhead billboard.

If the objective is to bring people onto Queen Street, then those people have to be able to find the street, and to find it, the two entry points from the east and the west have to act as prominent gateways to the street.

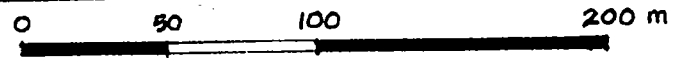
THE EAST ENTRANCE TO QUEEN STREET.

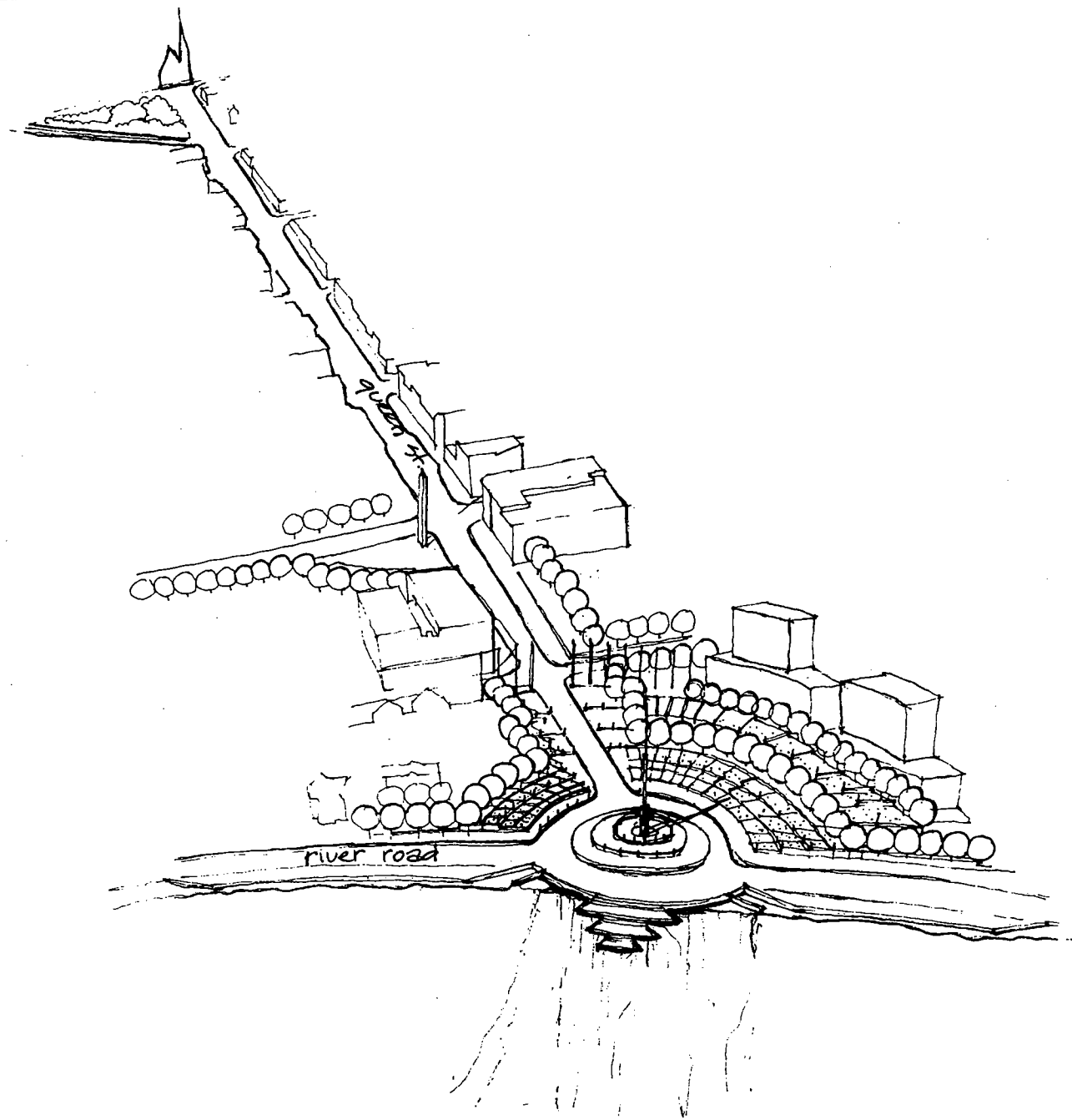
We suggest that the east entrance, which is located at Queen Street and the River Road, should be dramatic, attractive and urban in scale and texture. On either side of Queen Street and stepping up from the River Road, are terraced gardens which lead up towards City Hall. It is possible that on the northwest corner of this intersection a conference centre, recreation centre and hotel could be located to reinforce the core centre aspect of Queen Street. This intersection, together with an enlarged observation platform overlooking the Niagara Gorge at the head of Queen Street could become an attraction of its own.



NIAGARA FALLS CAUSE

EAST ENTRANCE TO QUEEN ST.





**NIAGARA FALLS
CAUSE**

EAST ENTRANCE TO QUEEN ST.



**NIAGARA FALLS
CAUSE**

WEST ENTRANCE TO QUEEN ST.

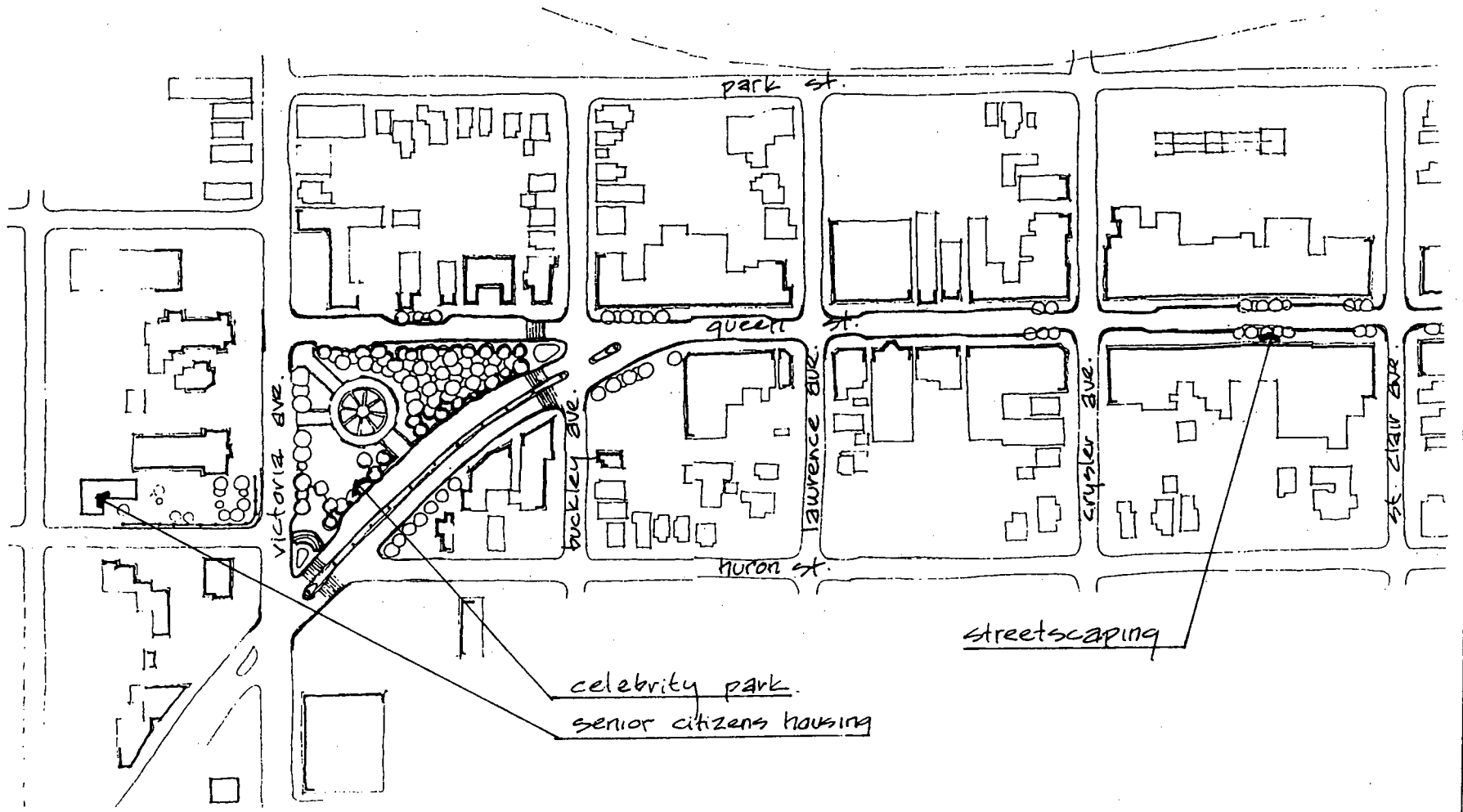
THE WEST ENTRANCE TO QUEEN STREET.

The triangle of land formed by Victoria Square, the Valley Way, and Queen Street is in an ideal location to serve as the focal entry point to Queen Street. On this triangle we are suggesting a mixed use park which could be used by local artists and artisans to display their works. Also, to create tourist appeal, there is no reason why a unique attraction could not be added to the park. Many celebrities and famous persons visit the Falls. It could be quite exciting to honour them by having them place their signatures on a concrete slab which could then be placed in the park as part of the pedestrian walkway system. The concept of a celebrity park where pedestrians can walk and view the signatures of Liz Taylor, Michael Jackson, Leonard Bernstein, Princess Di, Pierre Trudeau and others, would undoubtedly become a tourist attraction.

Long Term Objectives For Queen Street

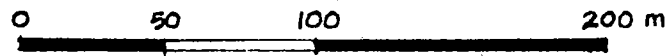
3. STREETScape

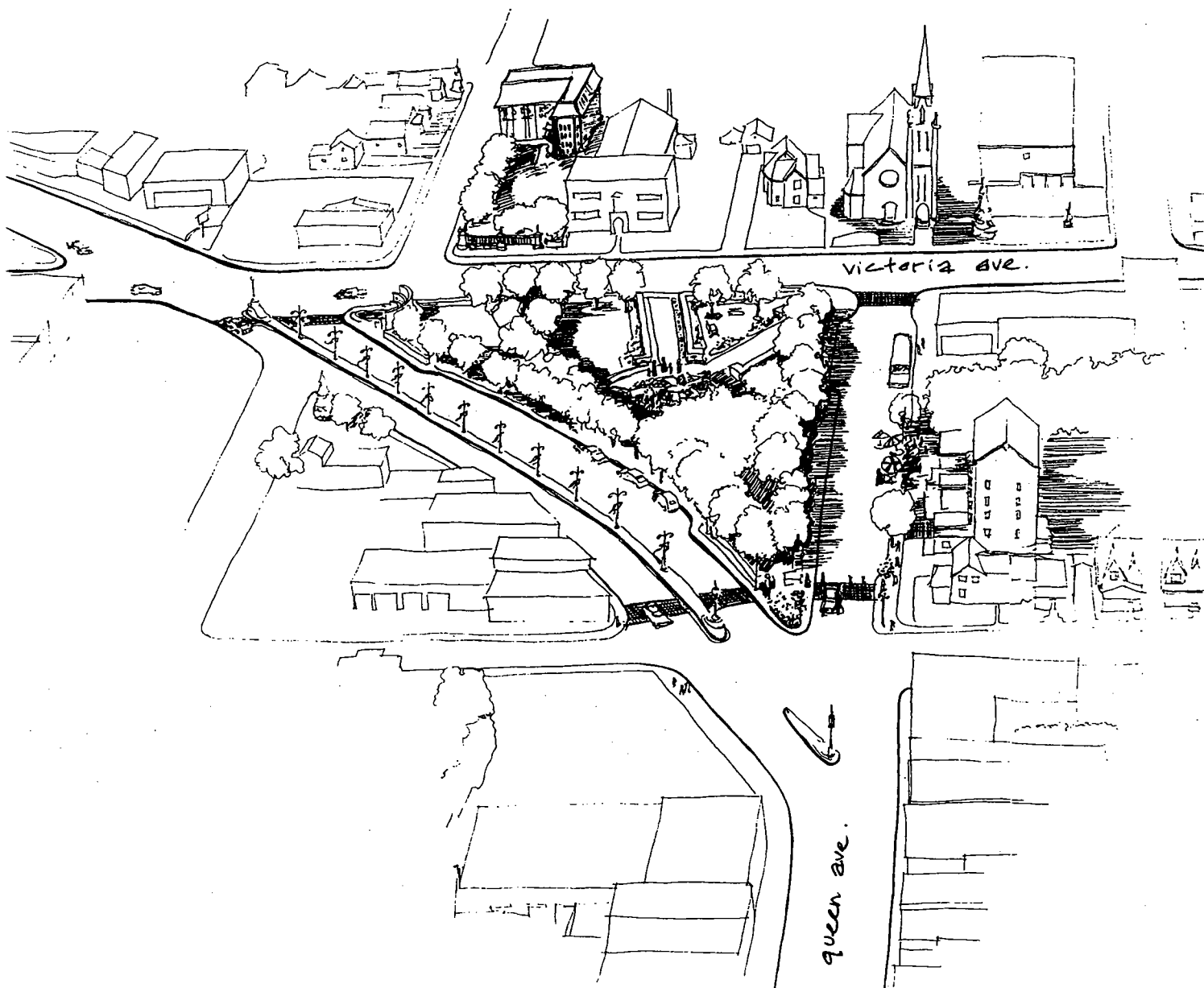
We have stressed the need to identify the important entrances to Queen Street, however after you arrive on the street it should be attractive, interesting and inviting. You should be able to see activity in the distance, which encourages you to continue along the street. This is generally referred to as streetscape.



**NIAGARA FALLS
CAUSE**

WEST ENTRANCE TO QUEEN ST.





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WEST ENTRANCE TO QUEEN ST.



**NIAGARA FALLS
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WEST ENTRANCE TO QUEEN ST.

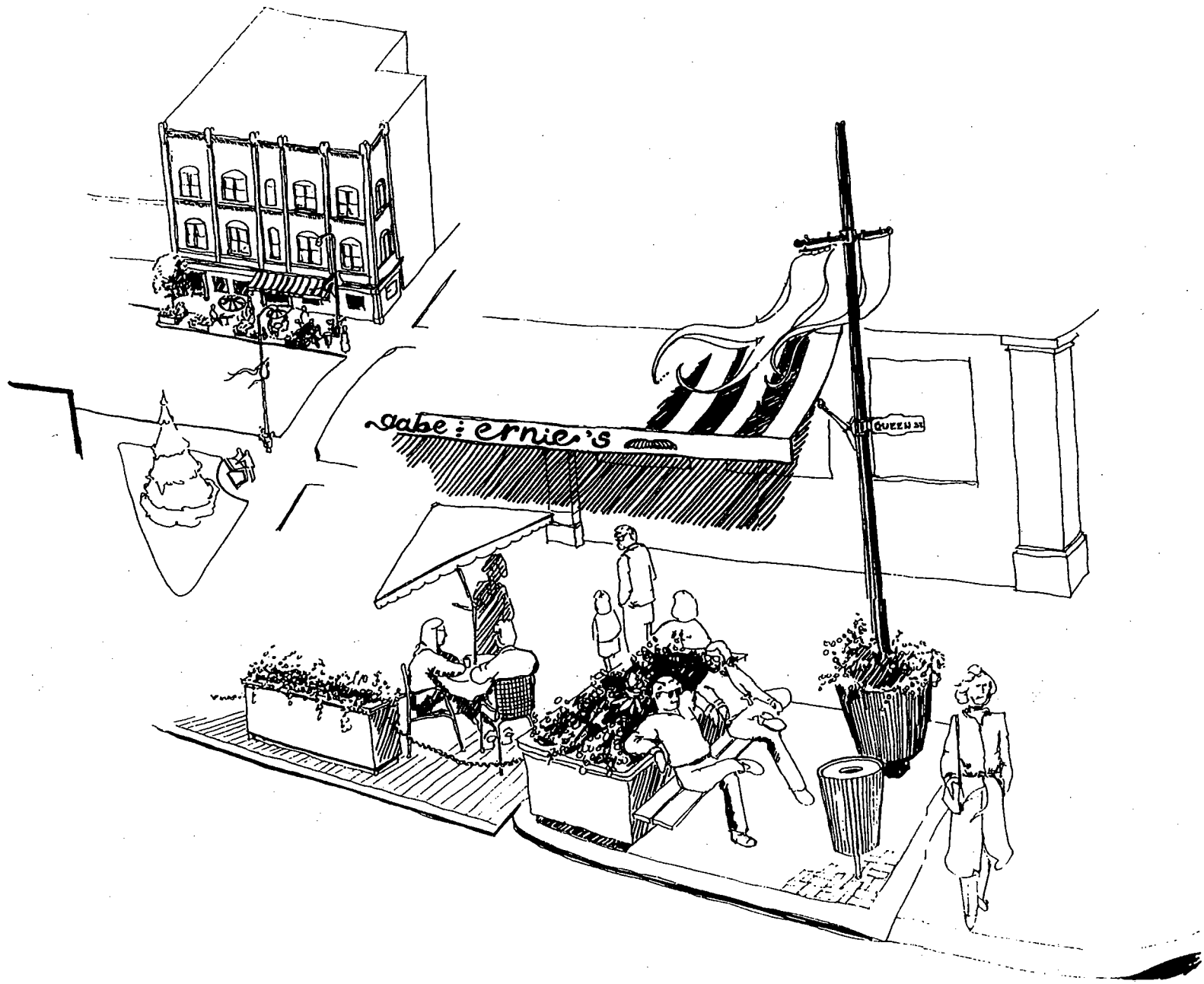


**NIAGARA FALLS
CAUSE**

QUEEN STREET

There are many elements which can be added to Queen Street to improve the streetscape and some of these are:

- Street furniture including benches and information display kiosks.
- Wider sidewalks to allow outdoor cafes.
- Trees, shrubs, and flowering plants.
- Textured road surfaces and sidewalks.
- Attractive streetlamps.
- Awnings projecting over the sidewalk, possibly right up to the curb.
- Attractive building fronts.
- Well designed store fronts.
- Interesting and attractive window displays.
- Well designed signage on the front of stores.



NIAGARA FALLS
CAUSE

STREET TREATMENT

Short Term Implementation For Queen Street

In order to provide an improved look to Queen Street for the immediate future, the team recommends the use of above-surface wooden duckboards acting as bulbouts. These extended wooden sidewalks could be designed to provide sufficient area for sidewalk cafes, seating and planter areas, and bandstand platforms. These platforms could remain in use year round or be removed during the snow season.

The street could further be exciting and appealing with the use of banners and colorful flags depicting promotional events.

4. QUEEN STREET AS A SPECIAL SHOPPING DISTRICT

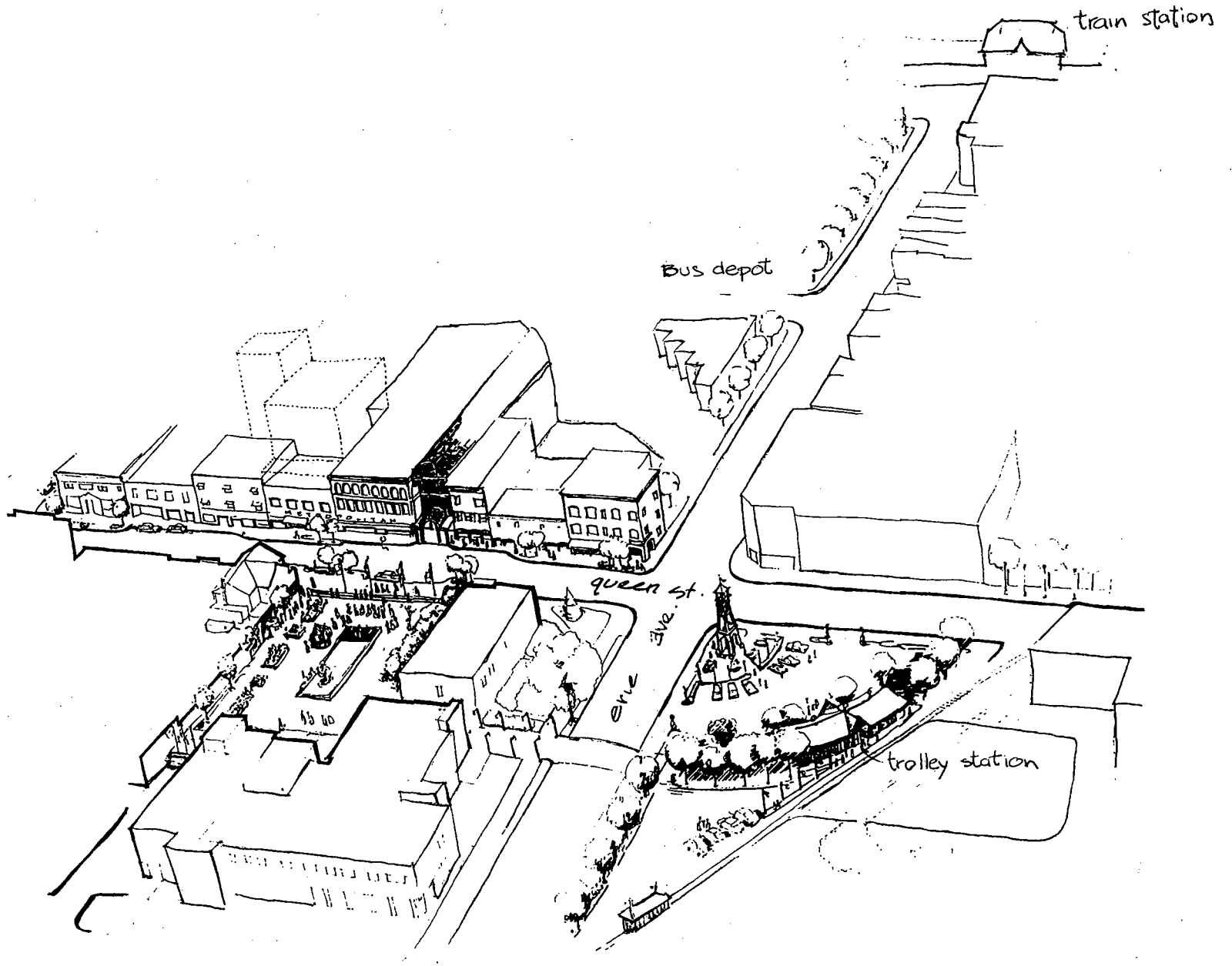
It is generally recognized that Queen Street has not been successful in competing for sales with the other suburban and regional shopping malls, all of which offer a wider variety of the same type of merchandise and are situated in more accessible locations. To be successful, the downtown area must offer merchandise which cannot be obtained elsewhere in the city. In effect, merchandise and goods must be specialty and one-of-a-kind items.

It would also be desirable if the area could be designated as a tourist district, thereby allowing businesses to open on Sunday. We feel that the Sunday shopping aspect, together with the higher and more specialized level of merchandise, will reinforce the downtown as a shopping area which is unique and quite different from the other competing shopping areas and will once again attract shoppers to the downtown district.



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CAUSE

QUEEN STREET



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CAUSE**

INTERSECTION OF QUEEN ST. AND ERIE AVE.

5. DEVELOPMENT INCENTIVES IN THE DOWNTOWN AREA

To assist the downtown to become a vibrant and active area, higher residential and commercial densities should be permitted. Also, to establish a downtown skyline and presence, relatively tall buildings would be desirable. Unfortunately, at present rather low height limits prevail in parts of the area and it may be desirable to remove these. As an added incentive to encourage higher density buildings, perhaps incentives could be introduced, one of which might be the removal of zoning controls in the area.

Presently, the central business commercial zone (CB zone) has too many restrictions on the encouragement of the viable and urban centre that it could be. The restriction against the construction of 100% pure multiple family dwelling residential buildings and a 12-metre height restriction, amongst others, help to keep the central business district too small in relation to the number of potential users.

A recommendation to make an official zoning by-law amendment to encourage or, in retrospect, not discourage this type of large urban type development, could be established in a special zone (SP zone). Control of good design and concern for neighbouring properties could be addressed by the proponent working in conjunction with the Planning Department in a format similar to site plan control.

It is strongly felt that by changing or amending By-Law 79-200, 8.5, the downtown would, with time and proper incentive, develop a new skyline and sense of place.

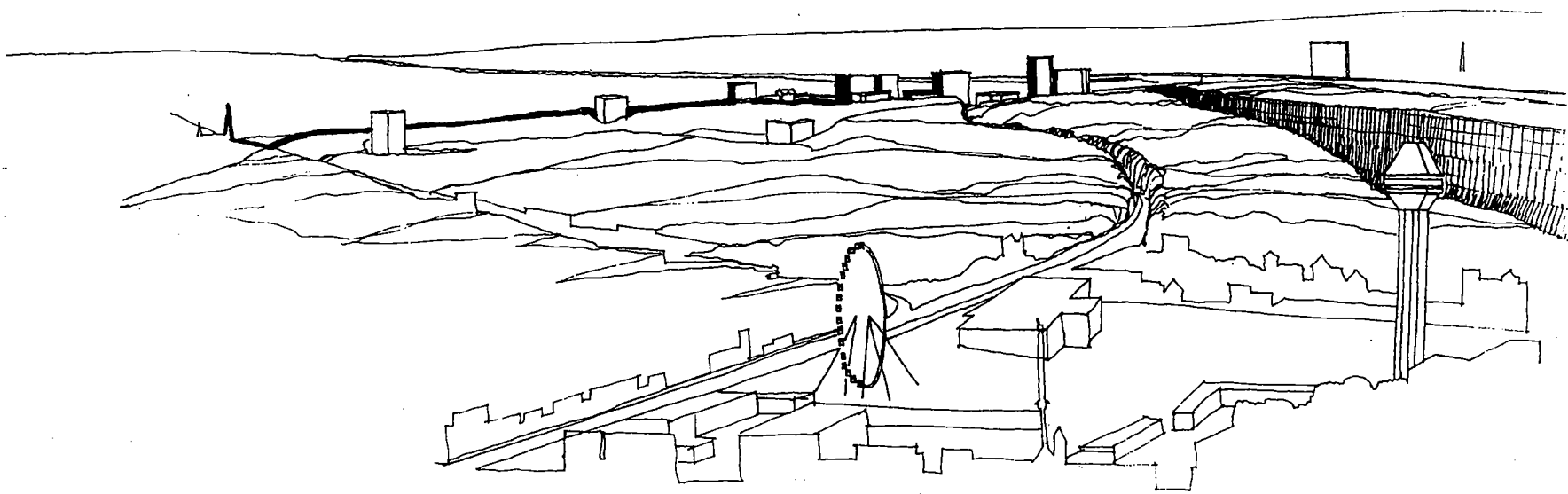
It is also suggested that the lands north of Buttrey from Victoria on the west to River Road be purchased by the City and master planned for a high volume multiple dwelling unit neighbourhood, tiered to take advantage of the view and natural topography.

Another suggested planning direction would be to relocate the present offloading lumber yard facility directly north of the railway station. This property, when wedged between a new central city core and a new high value, intense multiple dwelling complex, would do more for the overall image of the city and its people as a high density corporate office core within walking distance to downtown and residence. It would also be in demand for the commanding views that proper design could capture. The present offloading area could be relocated somewhere in the vicinity of Stanley and Thorold Stone Road, where railroad sidings could expand and truck traffic to Bridge Street and the Lower Bridge could be facilitated. This property, presently Transportation-Distribution Industrial Zone (TDI Zone) would also become an SP zone with planning guidelines to encourage office use.

A new zoning category (SP Zone) would be introduced. This classification would be similar to other "free-zone" or "no-zone" formats where specific uses are encouraged without limitations to height, density, coverage, setbacks, etc., but must be designed so as to encourage open ground level public plazas and light and space guidelines considered as valuable to human scale and comfort. As stated earlier, a policy for review and approval would be established to facilitate construction and occupancy.

Municipalities can encourage development by selling lands to developers at negotiated purchase agreements such as deferred payments and geared-to-profit ratio incentives.

Private enterprise should get any grant or low interest loan programs available from City Hall, as well as provincial and federal aid at the time of financing.



**NIAGARA FALLS
CAUSE**

POSSIBLE DOWNTOWN PROFILE

CHAMBER OF COMMERCE
AND THE BUSINESS AND
INDUSTRIAL GROWTH
AGENCY

After reviewing the efforts of various local organizations to increase new industry and commerce in the region, the Team realized there was a white collar job vacuum that needed filling.

The team recommends the Chamber of Commerce prepare a revision to its budget to include sufficient funds to promote industries and corporations to relocate their head office complexes to Niagara Falls. An aesthetically pleasing central core area, alive with quality boutiques, sidewalk cafes, land available for high density office building within walking distance, and local incentives put forth by City Council could accomplish the desired effect. This land might be what is now the lumber loading facility north of the VIA station, which has a commanding view of the falls.

6. THE TROLLEY TERMINAL

In another section of this report, a trolley system for moving people between downtown and the Falls tourist district has been described and illustrated. The system could terminate at the southeast corner of Queen Street and Erie Avenue. A terminal building could also be constructed.

This location is desirable because it will bring people directly to Queen Street, helping to reinforce pedestrian activity on the street. It is also close to City Hall, the railway station, the proposed conference and recreation centre, including the hotel, the proposed performing arts centre and art gallery, and the proposed bus terminal.

7. BUS TERMINAL

The existing bus terminal inter city is located some distance to the south of the downtown district and serves primarily the Falls tourist area. As a result, the downtown is underserved and could certainly benefit from having a bus terminal within its area.

8. PROMOTION

Many events for promoting the Central Business District are being planned for 1984. However, as the Canadian Dollar offers a great incentive to those potential shoppers with a greater dollar value such as American, a greater amount of the promotional budget should target this market. If necessary, the Downtown Board of Management should increase merchants' contribution to the BIA tax for this purpose.

In addition, the DBM might consider purchase of a kiosk or similar display at the Niagara Falls New York Convention Centre. Further, ads should go into any hotel type books such as 'GUESTINFORMAT', both in the Niagara Falls/Metro area accommodations, and possibly in cities where those people known to frequent this area reside.

By providing temporary wooden platform bulbouts we are suggesting that the DBM could encourage more non-retail promotion events to encourage residents and tourists alike to visit downtown, see what the merchants offer and revisit for purchasing reasons at a later date.

Events such as a 'brown bag' theatre every day at noon, or strolling bands, would offer an attraction. In addition, talent shows, beauty pageants, a 'lunch up back' series, breakdance exhibitions, mimists, puppet shows, sidewalk vendors and the like, would all encourage new and repeat visitors to the Queen Street shopping area.

Sidewalk cafes could expand out into these 'boardwalk-type' sidewalk extensions and help to provide needed diversion and rest to shoppers and strollers. LCBO has allowed liquor to be served in similar situations where the defined area is separated from the face of the licensed facility by up to six feet, in order to allow an easy flow for walkers to pass by.

Another form of U.S. promotion might be a packaged 48 hour overnight shopping stay in Ontario for U.S. residents. The promotional package could start with free parking, reduced or special hotel rates and ground transportation to the Central Business District, along with some merchant giveaways, and/or free lunch. All of this would be marketed as buying merchandise "duty free" and at a 20% to 25% discount.

Similar type specials could be promoted to Canadians, especially through VIA Rail where mass amounts of people could take an impressive steam excursion run from Toronto to Niagara Falls during the summer, and be offered discount accommodations and purchasing, along with giveaways. This type of promotion should be advertised at the airport in Toronto as well as in Union Station in Toronto, and Central Station in Montreal.

BIA REVENUE

In order to raise promotions revenue with the least amount of hardship to BIA members, the Downtown Board of Management might consider imposing a minimum/maximum limit tax.

If another \$50,000 is determined to be justified to add to US promotion, consider imposing a \$75.00/year minimum and \$5,000.00/year maximum, with a two mil increase to all members in between. The middle figure can float until the added revenue is obtained.

If a capital expenditure such as a kiosk or other such display is desired at the convention center, the cost for this might be spread out over a two or three year period, borrowing the money from the city, with Council's approval to spend funds beyond the present Board of Management tenure.



**NIAGARA FALLS
CAUSE**

THE GORGE LOOKING SOUTH

HISTORY OF CAUSE

Community Assist for an Urban Study Effort or CAUSE, is a program developed by the Ontario Association of Architects.

Recent CAUSE programs have included representatives of the Ontario Association of Landscape Architects, the Canadian Institute of Planners, Ontario Association of Planners, the Heritage Canada Foundation, and students from the Universities of Carleton, University of Toronto, University of Waterloo, and the University of Guelph.

The aim of the program is to assist Ontario Communities to cope with urban problems, and to take advantage of perceived opportunities.

We do not need to be told that growth in urban areas creates many new problems and compounds many old ones. The environment deteriorates; opportunities are missed to provide much needed housing, sound commercial development, life-giving community services, and to take advantage of nature's surrounding assets. Only recently are communities being reminded of a beautiful heritage through architectural renovation. Indeed, most urban communities have many valuable qualities, but citizens frequently do not know how to build on their assets.

Realizing the valuable contribution architects, planners, landscape architects and other professionals could make to these communities, the CAUSE program was developed.

The visiting CAUSE team is made up of professional volunteers and students from several disciplines from all over Ontario. Their acceptance to work on a CAUSE, along with the committee member initially assisting the community, brings them all together to develop a working program. The team, working for a five day weekend, concentrates on local problems and creates a tool for corrective guidance and planned or phased implementation.

The CAUSE Study is not a research study, but a catalyst which suggests options. The Team's main limitation is time. From Thursday afternoon until Monday at noon, many meetings with citizens, public employees and sponsors take place. Along with listening to their input, the team tours the area under study. Then thoughts and ideas are put on paper and opportunities develop. Printing of the Team's report, and public presentation of the recommendations, occur during the final morning.

The document presented is the result of some six to seven hundred hours of donated professional time and contains direction and hope for the community and future generations.

ONTARIO ASSOCIATION
OF ARCHITECTS

The Ontario Association of Architects is the licensing body for the profession of architecture in Ontario under the provision of the Architects Act. It comprises a body of professionals very much involved with all aspects of the built environment.

The OAA is governed by an elected Council formed from its membership and charged with the responsibility of providing direction and assistance, not only to the membership, but also to the general public through the programs initiated and sponsored by the Council.

The architect is concerned with human habitations in all their forms and their impact on the welfare and life of society at large. The CAUSE program continues the historical public involvement of Ontario architects in matters of importance to the communities of the province.

A committee authorized by the OAA Council administers CAUSE and evaluates applications for assistance. If you believe this program could be of assistance to your community, simply contact:

CAUSE
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NIAGARA FALLS CAUSE TEAM BIOGRAPHIES

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- Principal of the firm David Aaron Novick & Associates; Windsor, Ontario; Muskegon, Michigan; and Detroit, Michigan.
- Received his Bachelor of Architecture degree from Howard University (Washington, D.C.) and the University of Maryland.
- Base Architect, Davis-Monthan A.F.B., Tuscon, Arizona, 1963-66.
- Founder of CAUSE Program and Past-Chairman.
- Projects in Canada, the United States, Bahamas, Mexico, Panama, Trinidad and Jamaica.
- Brunswick Street/Halifax, Nova Scotia renovation project.
- Ontario Renews Honour Award Recipient.
- President - Ontario Business Improvement Area Association.
- Chairman, Downtown Windsor Board of Management.
- CAUSE Participant:
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 - Collingwood
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- Principal of the firm Anthony Butler Architect, Hamilton
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- Chairman, CAUSE Committee
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- Member of the Owen Sound CAUSE Team.
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- Partner in the firm of Inglis & Downey, Architects, Kingston.
- Received his Bachelor of Architecture degree from Carleton University, 1976.
- Has worked on residential, commercial, and institutional projects.
- Work has primarily been on renovation and restoration.
- Member of the Kingston Local Architectural Conservation Advisory Committee.
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- Principal of the firm Allan M. Levine, Architect, Toronto.
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- Former instructor in Urban Studies at York University, Toronto.
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- Member of the Collingwood CAUSE Team.
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- CAUSE Committee Liaison for the Peterborough CAUSE Team.

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- Principal of the firm Lennis Trotter Associates, Architect, Oshawa.
- Graduated from the University of Waterloo, School of Architecture, 1974.
- Part time lecturer, Durham College of Applied Arts & Technology, Interior Design Division.
- Responsible for a wide variety of projects including residential, commercial, industrial, institutional, and interior design.
- Treasurer, and Immediate Past Chairman, Durham Trent Society of Architects.
- Member of the Jackson's Point CAUSE Team.
- Member of the Oshawa CAUSE Steering Committee.
- CAUSE Committee Liaison for the St. Catharines, North Bay, and Bolton CAUSE Team.

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A. ACKNOWLEDGEMENTS

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SPONSORS

Downtown Board of Management

NIAGARA FALLS STEERING COMMITTEE

Mayor W.S. Smeaton (ex officio)

Mr. Michael Halle, Chairman
Michael Halle and Associates

Mr. Renato Romanin, Co-ordinator
Downtown Board of Management

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General Manager, Skylon Tower

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Executive Director YMCA

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Mr. Gabe Mallouk
Mariner Realty Ltd., and
Chairman D.B.M.

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Ernest Fusco Photographer

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Paul Foy Pontiac

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Mrs. Bev Allan

Skylon Tower
CP Hotels

Inn By The Falls

The Camera Place
Mr. Ken James

Display Typesetting and Camera Works
Mr. Harry Allen

Young Ontario Career Program
Ministry of Municipal Affairs and Housing

Ernest Fusco, Photographer

Your Host Best Western Motor Inn

My Country Delicatessen
Mrs. Kotar

Beattie Stationery
Mr. Michael Minns

Chapman Murray Associates
Mr. Don Chapman

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Jack and Theresa Bell

Cottage Fresh Donuts
Lundy's Lane at Franklin
Georg & Steve Triantopoulos

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Mr. Ray Thompson
Skylon Tower

Mrs. Judy Quagliariello and the
Staff of the Planning Department

Ms. Donna Taylor
McDonald's Restaurants

Mr. Ernest Fusco

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THE INTERNATIONAL
REPORT

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 issues 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 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.

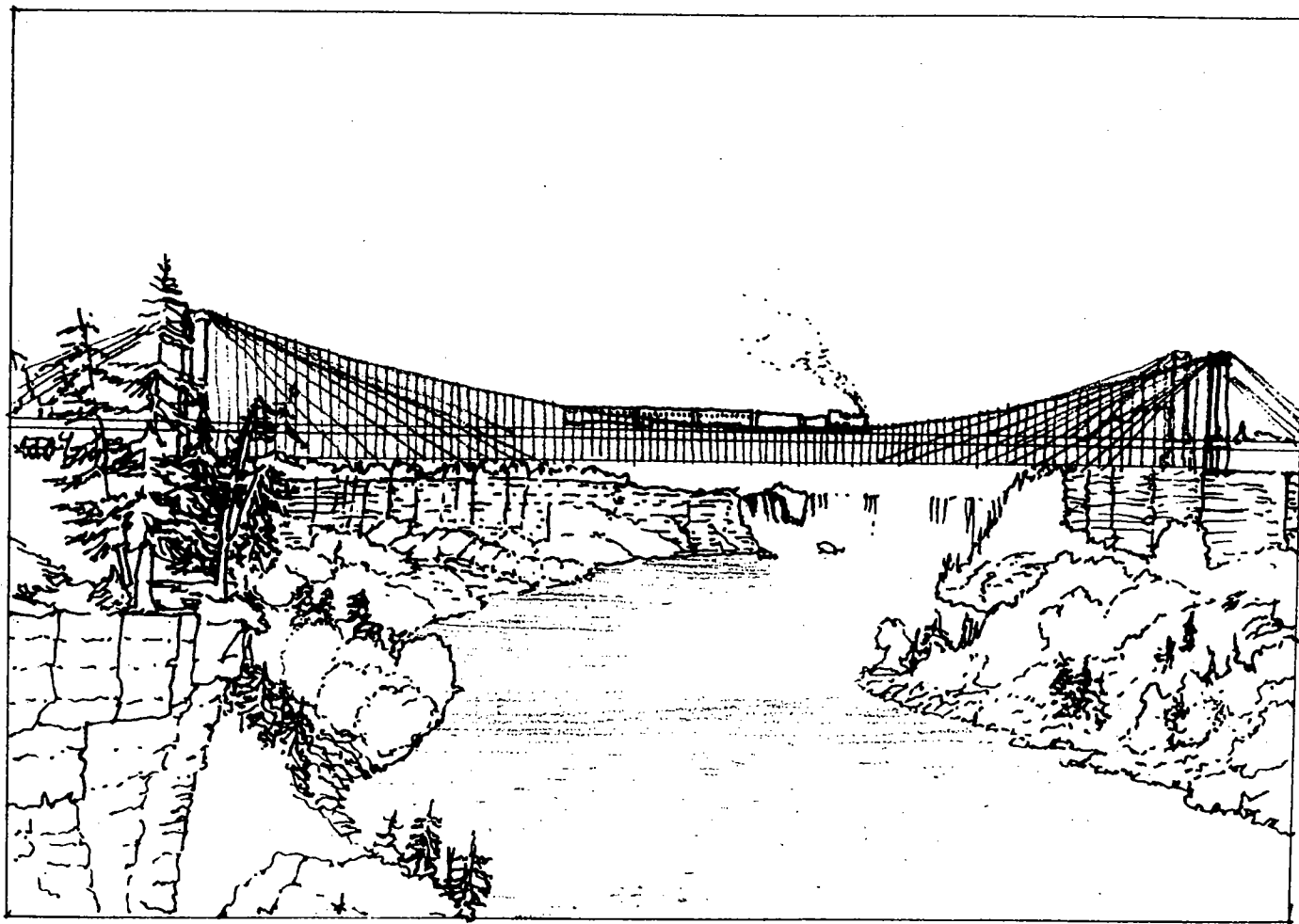
1. HISTORY OF THE RIVER CROSSINGS AT NIAGARA FALLS

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 stagecoaches, 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.



JOHN ROEBLING'S BRIDGE 1855

The third suspension bridge was, in fact, a redesign of the second to increase its load capacity. The elegant stone pylons of John 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 disrupting train traffic. The bridge was completed in 1897, and is still in use.

Two bridges have occupied the site immediately adjacent. The first was constructed as a cantilever bridge in the early 1880's; it was replaced by the present arch bridge which opened in 1925.

The first of the Falls View bridges was constructed in 1868. It was a suspension bridge with timber deck and timber towers supporting the cables. Between 1872 and 1888, the wooden parts of the bridge were replaced in stages by steel, and the bridge was widened, but in January 1889, the entire bridge was destroyed during a violent storm. Rebuilding commenced immediately, and a duplicate was completed in May of the same year. The bridge was short-lived, however, and was replaced in 1898 by a new steel arch bridge, which became known as the Honeymoon Bridge. This bridge was wide enough to accommodate double tracks for electric trolley cars, as well as vehicles. The suspension bridge was removed and reconstructed at Lewiston, where it remained in service until the 1960's.

In January 1938, ice pressure destroyed the foundations of the Honeymoon Bridge and it collapsed into the river. Construction of the Rainbow Bridge began in 1940; with its span of 950 feet, this was the longest hingeless arch in the world, until the completion of the Queenston/Lewiston Bridge in 1962.

Linkages across the Niagara River have played important roles in the development of both cities.

2. COMMON TOURIST 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 by marketing the attractions of both cities together. The annual visitors to both cities exceed ten million people—a lot of people indeed. It's more than the population of New York City. It's only slightly less than the number of visitors to Disney World. It's 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 present conditions. It can reach a far greater audience with a proven product.

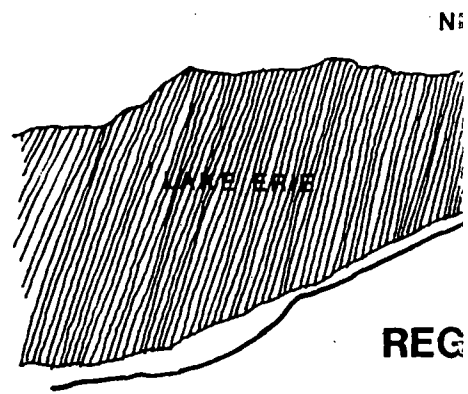
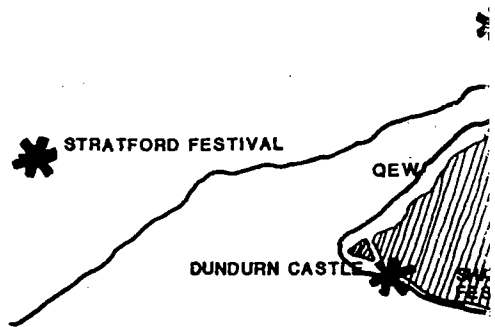
There has been considerable expression that there are insufficient first class hotel rooms in Niagara Falls, New York to support the Convention Center. In Ontario a reluctance has been shown to consider a new Convention Center in that place because of the proximity to the one across the river. These 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 technical 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 dearth of cultural activities and places for them. In Ontario, concepts 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 would be tied into the broad tourist picture.

3. COMMON TOURIST 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 worked out. New packages 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 facilities 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 rejuvenated to be used by both cities and special tourist 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.

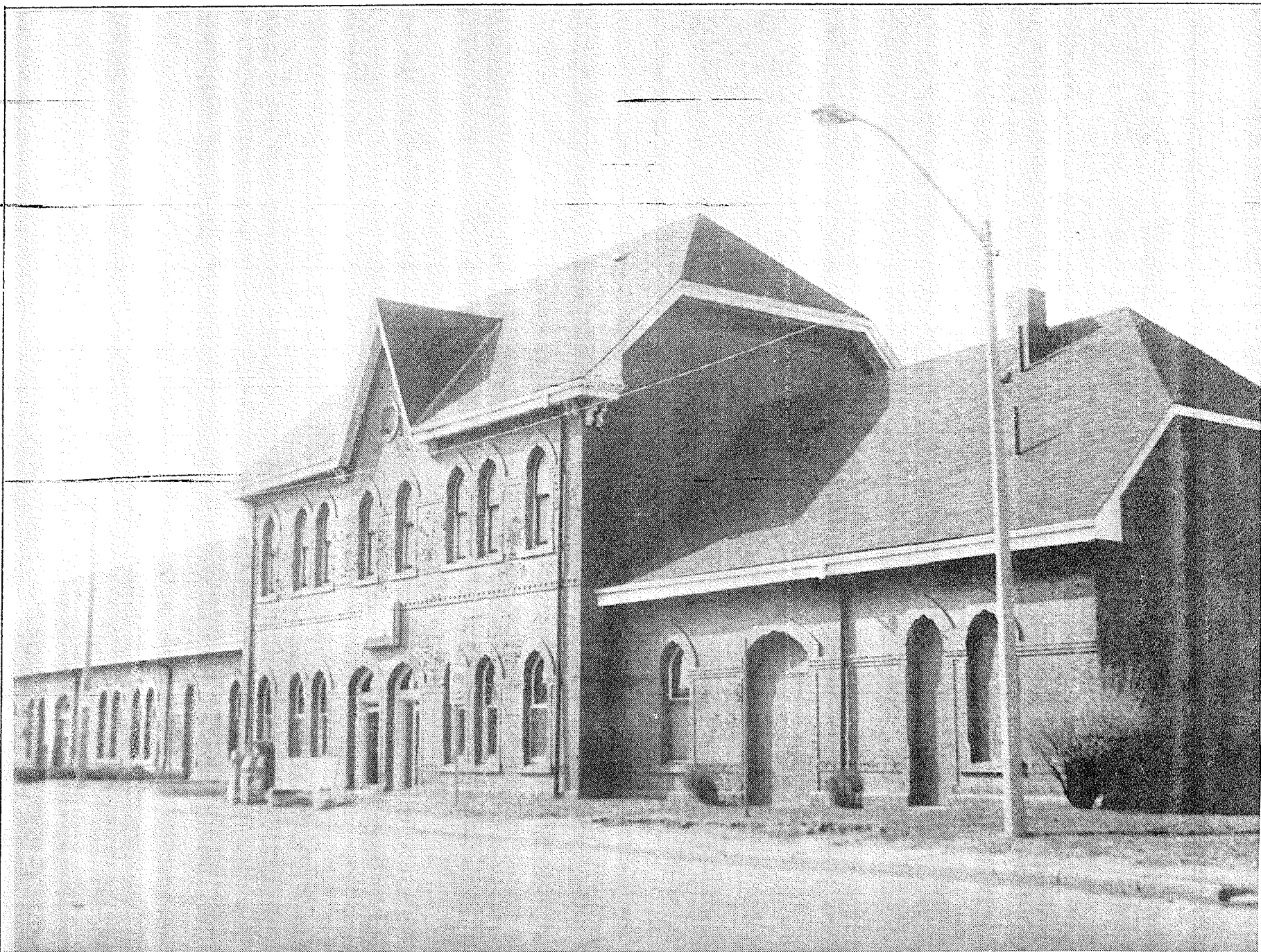
The Buffalo airport serves both cities with scheduled passenger service and Niagara Falls airport serves charters. Both will continue these functions. Perhaps both will be served by a snappier international bus service--one with more frequent runs, better equipment, and visual appearance. A new international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

The present viewmobile is very popular. It offers interesting experience 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 at stops, and some kind of weather protection of the vehicles.



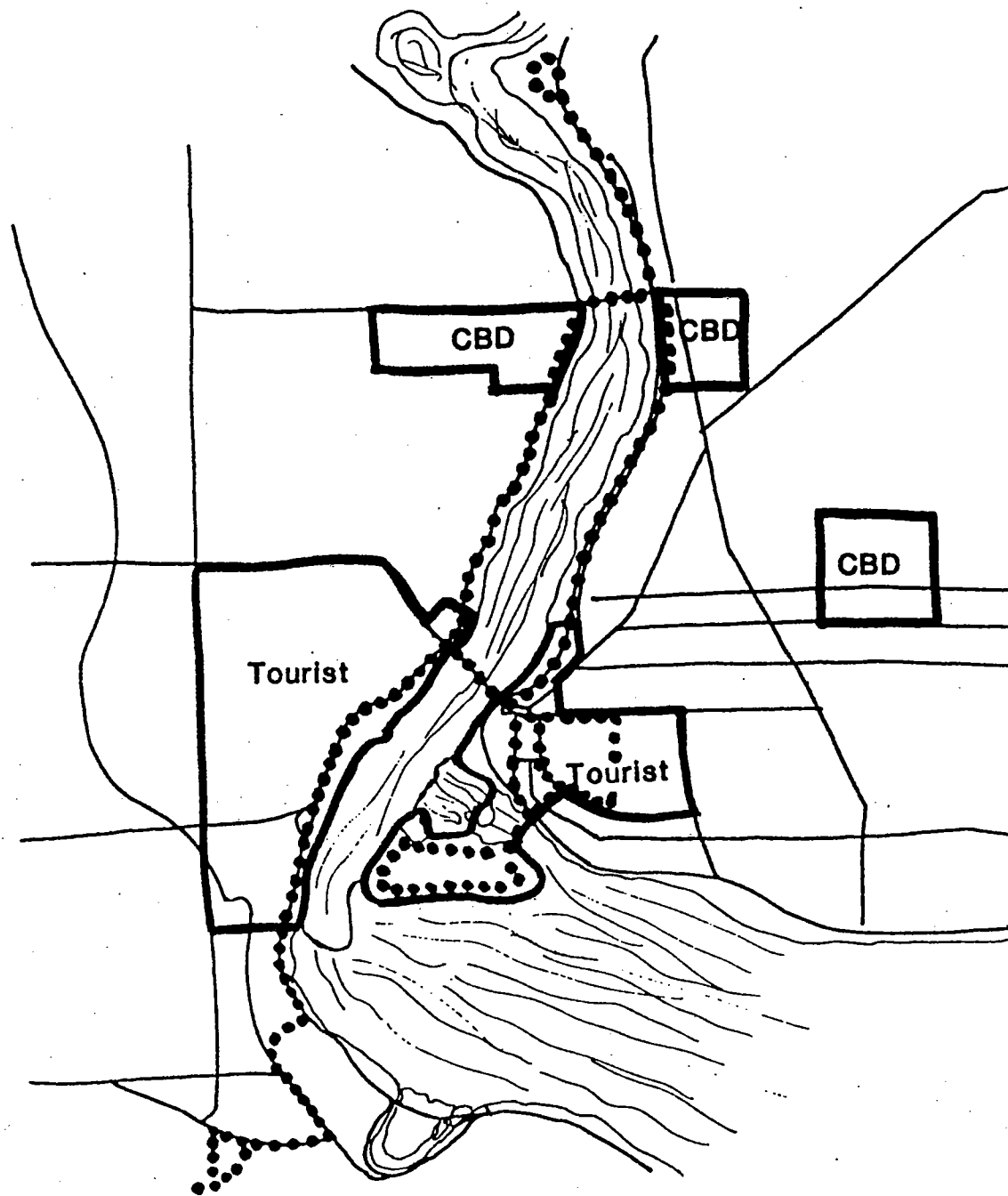
**NIAGARA FALLS
CAUSE**

TRAIN ENTRY FROM N.Y. STATE



NIAGARA FALLS
CAUSE

TRAIN STATION



Viewmobile route

5. THE "FREE ZONE" CONCEPT

Let's imagine a new concept of the cities of Niagara Falls. Instead of two cities divided by an international boundary, let's 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 one:

- 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.

NIAGARA FALLS FOR YOU



Anthony Suttler
Candy / Suttler

Alix Elve
of 20th

of 20th

Bill Fuller
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