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MAY

BRIEF TO THE CITY OF EDMONTON
PARKS & RECREATION ADVISORY BOARD
FOR THE DEVELOPMENT OF A MASTER PLAN

Presented by:
THE EDMONTON SOCIAL PLANNING COUNCIL
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Brief to: The City of Edmonton
Parks & Recreation Advisory Board

From: The Edmonton Social Planning Council

May 15, 1968.

The Edmonton Social Planning Council is a voluntary citizens' organization which merges lay citizen interest and professional expertise in planning for and acting on social and health problems. It determines current and emerging health and welfare needs, develops plans to meet them, and carries these plans to fruition.

George Levine, President.

Committee: Prof. Gerald Wright, Chairman
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FOREWORD

... in an age when city life seems inescapable,
and when the cities themselves
stand in need of replanning and reconstruction,
we have been left, disconcertingly,
without a philosophy to guide us.
Architects and planners have stepped into the breach -
spokesmen for a new art
and a new approach
uninhibited by the old myths.
But the planners should be the first to admit
that they stand in need of guidelines
more long range and comprehensive
than those provided by traffic surveys or housing standards.
Physical beauty or grand design
cannot be a substitute
for the kind of human relationships that make a true city.
Urban growth has too often involved wholesale destruction,
heedless of community values and institutions,
and a re-building that left city dwellers suspended
in an awkward isolation.
The discrepancy between the rhetoric and the achievement
is itself a strong indication
of the need for philosophy.
We need to reach into the realm of values, ideals,
and the good life -
these lie at the heart of fruitful action ...

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INTRODUCTION

The Parks & Recreation Department of the City of Edmonton is to be commended for the farsighted approach it is proposing in the drafting of a set of guidelines for policy making and innovation in parks and recreation development for the City of Edmonton for the decade ahead. It is also commendable that the Department, through its Citizen Advisory Council, has seen fit to seek from the community some reflections on immediate felt needs and proposed future needs as envisioned by present citizen groups and individuals within the City.

- We ask that the Advisory Board and Department give serious attention to the massive social change that is occurring in our City and throughout the world.
- We ask that the Board and Department recognize their unique position and responsibility at this critical time when they are privileged to design for the future.
- It is essential that such a design be formed in full recognition of the upheaval mentioned above and that the thinking of those responsible for the master plan be people-centered.
- We ask that the design for the future be flexible in nature to accommodate the social development so evident at present in Edmonton.

The Brief presented here on behalf of the Edmonton Social Planning Council is constructed in a series of seven main themes. The Brief should not be looked upon as final and complete documentation of the issues it raises but rather as a working paper which hopefully will assist the Department and the Advisory Board to develop a master plan taking into account the themes outlined.

The Social Planning Council firmly endorses master planning as a sound, necessary and intelligent step; we would caution, however, that the master plan itself take into account that the City is a living organism and that such factors as fluidity, growth, death and renewal are indigenous characteristics of the City. The master plan cannot be a set of rigid prescriptions for the future to which the administration must adhere inflexibly. We

recognize that planning for parks and recreation is not restricted to problems of land use and community activity programs but should encompass much broader guidelines for the enhancement of the "quality of living" in the urban scene.

Harvey Cox, a member of the M.I.T. Seminar on Technology and Culture stated that the struggle which is shaping up over our cities is the struggle over the whole direction of our civilization because we live in a time in which the world has become a city and our cities have become our world. Whether or not we are able to create a human environment within the city will tell the story about whether our whole cosmos can be made over into the cosmos of man.

The inner logic of our cities involves a potential collision between, on the one side, the scientific technologists concerned about efficiency, streamlining of the physical city and the decision making that goes into the building of it - and on the other, increasing resentment on the part of those who have been left out of the issues, the planning and the decision making about our cities and our environment. We would support the contention that technology and science must be the servants of man and not his masters; that the making of a master plan is a vital and intelligent step but that the involvement in continuous consultation of the citizenry in the very designing and implementation of the master plan is of itself a highly significant dimension of the plan. In other words the process of arriving at decisions about ourselves and our city is just as vital and legitimate a part of living urban life as instrumentation and execution of those decisions. Surely if people are excluded and alienated from the process of decision making and thinking about the vital issues in their lives then they cease to think at all and man shall be reduced to a robotized clientelism.

THEME I - THE QUALITY OF LIVING

We simply will not live in the same world in a few years. This point is repeated to sickening redundancy but the question remains "do we really take it into account in our thinking and planning"? Do we ask ourselves what the quality of life will be in just a few years? Do we ask ourselves what power we have today, now, to make deliberate choices about deliberately designed alternatives for our city five or ten years hence? We have the power and the technology to eradicate poverty and depredation of every kind. We just don't think its important enough yet to solve it. Leaders in major corporations are beginning to acknowledge that poverty is the largest single threat to the continuation of the free enterprise profit system - capacity of industry to overproduce in almost any line of commodity has created an enormous dependence upon the continued extension of the consumption potential of every living member within the system. Industry cannot condone an expanding culture of poverty. That level of government closest to the citizen cannot ignore it.

Growing cultures of poverty, endemic to the city scene command the special attention of the Parks & Recreation Department in the design of participation opportunities and programming for the poor that go beyond the perpetuation of middle class styles and assumptions.

Four major new forces or powers are now available to man and they are changing, whether we like it or not, our place in the world. They are forcing us to question and examine all the basic assumptions that have been central to the success and prosperity of the industrial age, the age of discovery, the age of rationalism and science.

First, the power of nuclear destruction and the promise of catastrophe that is inherent in perpetuation of the arms race as founded upon the assumption of basic incompatibility between capitalism and communism.

Second, the capacity of the computer for production and the displacement of people from employment, which until now has been man's singular legitimate foundation for participation and respectability in our society.

Third, the capacity to alter our human biological system through drugs, the pill and organ transplants all of which are challenging our views on morality, population control and the very definition of life and death itself.

Fourth, the power of knowledge in the custody of even greater numbers of people, who have been so educated that they can continue to expand the frontiers of knowledge but so far in directions which at present are largely determined by national defense, economic interest, and competitive advantage.

These increases in man's ability to shape and control his environment are leading to a fundamental clash between the goals of the industrial age and an emerging commitment to provide each individual with the maximum possibility for personal development. The parks and recreation program of this city to a large extent can create an appropriate accommodation and enabling societal framework. This is one of the unique functions we see in the potential of the Parks & Recreation Department; that it is in a position to promote developmental opportunities in a climate, free from power, authority, status, competition and other inhibiting factors.

These are not speculative matters to be contemplated at leisure for a society that may come into existence in three or four generations. The outlines of the future press sharply into the present. The pressure of human misery in most American cities is so critical now that it no longer seems fantasy to propose that 1969 and 1970 will be years of massive legislative innovation that will give substance to a new economy : that will support sweeping changes in our value system.

Among the value changes that now appear is the re-appraisal of economic interest and profitability as the dominant determining factor in our decision making and choosing of alternatives. For this very reason, the Edmonton Social Planning Council sees it as supremely significant that a master plan for the City of Edmonton Parks & Recreation take seriously into account these deeper psychological and philosophical shifts that are already pressing here and now - programs that today seem improbable must become realities in the immediate future.

THEME II - CHANGING VALUES - A NEW SOCIAL ETHIC

The Advisory Board has set out to design a master plan for the future. At a time when man's potential control over his human and physical environment is so great, it would seem a serious omission to plan only "quantitatively" on the projected assumption that the future will be simply more of what already is. Central to the success of a master plan, therefore, is an assessment of the alternatives open for man in the future. What will man be living about in a few years hence? What will be the qualitative pre-occupations to which he will give his time, his energy and his loyalties? The past decade has seen an enormous growth in the body of literature dealing with these issues; the Social Planning Council would urge that the Advisory Board establish within itself a system for continuous, ongoing examination of this literature.

We would like to propose three main values that appear to be arising as the central focus of a new ethic for our society:

1. The significance of assigned power as an aspect of the relationship between people shall be much reduced. For the politician, the bureaucrat, the boss, authority will become a quality earned and granted rather than a quality assumed by right of status or position or decreed from a still higher authority. The present vertical, hierarchical structures common to nearly every form of organizational life whether economic, social or political shall be altered to much more egalitarian, horizontal forms by reason of the changing value orientations of the members of society. People are becoming much more energetic in the exercise of their right and need for individual recognition as particular and unique human individuals. There is a growing rejection of the exercise of arbitrary authority and power based upon privilege and license.
2. There is evident a quest for truth and integrity in the quality and content of human relationships ... not just relationships within the primary family group but in all relationships at work or in associations. There is an increasing questioning of superficial sincerity. Political leaders are becoming acutely aware of this pressing demand for truthful sincerity about issues. The intimacy of the new media is piercing the artful false front of the playactors and the pretenders. Especially is this true as our use of the media becomes more intensely

skillful in penetrating to the psyche of the person. At a more personal level our new skills in human relationships gained through psychological insights not only assist us in the perception of others but also contribute to our need and desire to be known and recognized and acknowledged by others at a deeper, richer level.

3. A desire and a willingness to be involved in life.

An acknowledgment of the passivity of previous generations and their willingness to live life vicariously by a set of externally prescribed rules. These rules act as a constant barrier between the person and the real experiencing and feeling of life. People want to be actively involved in the living of life rather than the watching of life; this desire for involvement gains expression in at least three dimensions:

First, the passionate rejection of the separation of thought from feeling, of feeling from action and of knowledge from experience;

Second, the desire to be actively engaged in the doing of art, sculpture, painting, drama, skiing, swimming, camping and learning;

Third, the compulsion to obtain the right and the opportunity to be responsibly involved in decision making about the political, social and economic environment of the world in which we live.

THEME III - STATISTICAL REALITIES - SOCIAL IMPLICATIONS

We have discussed in previous themes the rapidly evolving changes in values and the quality of living which a master plan must take into account. Of importance, also, is an understanding of the numbers and the age groupings of people now and projected over several decades.

Professor B. Y. Card in "Trends and Change in Canadian Society" asks:

"Where will the Canadians of the future come from? It is estimated that net migration between 1961 and 1991 will bring 50,000 persons a year, or a total of 1,500,000 in the three decades. From natural increase, 15,368,000 persons will be added. The implication seems clear that producing, rearing, educating, and motivating this many persons will be Canada's most important 'growth industry' in the future."

The following table indicates projected change in age groupings to 1991.

Projected Population of Canada, Selected Age Groups, 1961-91
(in thousands)*

Population group	Age group	1961 number	Per-centage	1991 number	Per-centage	3-decade percentage change+
Pre-school	0-4	2,256.4	12.37	4,296.4	12.24	91
Elementary school	5-14	3,935.5	21.58	7,549.6	21.50	92
High school	15-19	1,432.6	7.86	3,161.7	9.00	112
University	20-24	1,183.6	6.49	2,755.9	7.85	132
Labour force recruiting	15-24	2,616.2	14.35	5,917.6	16.86	126
Population of working force	15-64	10,655.2	58.43	20,140.7	57.37	89
Elderly Dependents	65 plus	1,391.2	7.62	3,120.0	8.89	125
	0-14 & 65 plus	7,583.1	41.57	14,966.0	42.63	96
Main family formation ages	20-29	2,392.9	13.12	5,251.4	14.96	111
Total population (all ages)		18,238.3	100.00	35,106.7	100.00	92

* Taken from Tables 4.4 and 4.5 of the "Report of the Royal Commission on Health Services", Ottawa: Queen's Printer, 1964.

+ The three-decade percentage change was computed by B. Y. Card.

Dr. Card in reviewing this table sees three implications for Canadians over the next 25 years.

"First, a major national goal must be to double or more than double nearly every facility for social living by 1991 compared to 1961 standards.

Second, since the achievement of this goal will depend on a labour force that is proportionately reduced in numbers, this labour force will have to be more than twice as productive as the 1961 labour force.

Third, since the number of youth and young adults will be comparatively large, it will be necessary to find better ways for them to participate constructively in the achievement of important Canadian goals, such as the goal of doubling Canada's capacity for social living."

Further to these implications we draw attention to the following:

The statistical reality of the dominance of youth in our population - 8,801,100 under 24 years in a total population of 18,238,300 or 48.30%. Projected to 1991 we can expect 17,763,600 persons under 24 years in a total population of 35,106,700 or 50.59%.

The latest Civic Census in Edmonton in 1967 places our population at 393,563. Based on patterns of natural increase and net migration estimates for 1981 are 570,000 or a total metropolitan region population of 633,000.

The numbers in paragraph one clearly indicate that persons under 24 years of age make up almost half of our population and their values and attitudes should be reflected in decisions regarding the society in which we live. It is not enough, however, to make statements in this regard. The opinions of young people must be actively sought and machinery set in motion to bring this about on a continuing basis.

In order to insure that young people are involved in the process of decision making in society, means must be provided by which this age group can be advanced from their present state of non-involved

dependency. Increasingly we see groups of young people coming to grips with this issue and making strong attempts to design plans by which it can be achieved. We note with interest the report in the press of a Brief presented to the Advisory Board regarding a Youth Centre. This Brief suggests one means by which a start could be made to place control of the design and operation of youth programs with the consumers.

The Parks & Recreation Department is in a critical position to take the initiative in our community in instigating such opportunities. Many imaginative alternatives can be evolved if the Department will avail itself of the services of this age group. We recognize that for those who are accustomed to rigid program control this may become a threatening situation and seem to be a risk requiring a great deal of courage.

The Edmonton Social Planning Council supports innovative planning and programming of this quality and we urge the Parks & Recreation Department to step outside the traditional structured patterns of operation and seek out new means of establishing contact with youth.

The statistical realities point to the need for an examination by leaders in all fields of community activity not only of attitudes toward youth but also of legislation. It is increasingly evident that our laws regarding youth behavior in relation to voting, sex, liquor, marriage, employment, responsibility have become irrelevant in modern society.

The evidence is rapidly mounting to support the immediate development of physical places and financially supported opportunities for youth to do things, to express themselves, to test their values, to test their ideals, to gain experience in a real life situation that would offset the perpetuation of artificiality and societal irrelevance that is present in our school system and other of society's institutions.

The predicted drop in percentage of persons in the labour force indicates that our future needs must be based on more leisure time available for the working class.

The statistics regarding the elderly and the dependent elderly similarly indicate that we must consider the special needs of older citizens as closely as we do those of youth. Here too it is mandatory that the senior citizen participate in the design and plan stage and the measurement criteria of "Richness, Openness, Accessibility" are of supreme importance. Much research is being conducted at present relative to aging, preparation for retirement and the useful life of the senior citizen. It is our urgent hope that the Parks & Recreation Department will study current information on the needs of this particular age grouping.

THEME IV - CRITERIA FOR "THE GOOD CITY"

While there continues, on the one hand, to be a number of intentional communities our problem is not so much to build a new City of Edmonton but to renew our City. The broadest issue with respect to objectives, is whether to aim merely at physical renewal or at social renewal as well. Social renewal is not called social because it does not involve physical change but only because the physical changes are made for the sake of a social result. If we assume that the goals of community renewal are in themselves the result of a value judgement and are not necessarily established either by some economic determination or the rules of technical science, then we are quite proper in stating the assumption that community renewal consists in the achievement within the urban space of certain social objectives. These might include:

- a focus in neighbourhood;
- face to face transactions between people who live close together;
- incorporation of a wide range of opportunities for personal action so that such action will enrich the lives of the inhabitants.

The Edmonton Social Planning Council would urge the Parks & Recreation Advisory Board in its designing of the master plan to take social renewal as the basic prior orientation of its objectives thus making physical facilities and economic interests subordinate to and in service to the social interest. The ultimate goal of the master plan as we see it should be nothing less than to provide a physical setting in the urban place that can enhance and enrich the life of every member of that community regardless of wealth, social status or position.

In setting out guidelines for what ought to be, we would like to propose that the Advisory Board maintain as its basic guidelines the following three characteristics, which are drawn from the work of Lawrence Haworth in a book titled "The Good City"

Richness

"The pursuit of richness in a city implies an attempt to broaden the range of opportunities for significant action available to the residents. When a community renewal program is aimed at a proper object it will provide for recreational educational knowledge and artistic opportunity to the extent that arrangements for these activities are at present inadequate. This is partially a matter of ensuring that there are sufficient physical facilities such as play space, school buildings, factories and offices and all the tools that creative expression demands. But the activities themselves must be ordered in a satisfactory manner such that opportunity will not be so excessively organized that it stifles spontaneity."

Openness

"Openness for a community renewal program is that opportunities for action in the neighbourhood should be accessible to every resident. Class, colour or religion should not of themselves bar participation in any facet of neighbourhood life. The stores, factories, play spaces, churches, schools, museums, streets and political offices should be open to all. Open means that they should be held open in the formal sense that all should be permitted to participate. It also means that the neighbourhood should make a resolute effort to remove such informal obstacles as lack of time, money, skill, or verbal facility; factors that effectively prevent some residents from taking full advantage of the opportunities offered."

Accessibility

"Opportunity to participate includes the idea of accessibility - that is that facilities are physically accessible to the entire neighbourhood. A park or an educational centre too far from a person's home or removed from available transportation is as inaccessible to him as if he were formally prohibited from going there. Accessibility, therefore, must take into account the potential users of a particular facility or cluster of facilities and their means of access thereto. Such users might run full range from children, youths, adults to senior citizens and from the economically deprived to the wealthy and persons with special handicaps. Accessibility, therefore, must take into account the geographic and transportation barriers to participation in the same way that openness must take into account the socio-cultural barriers."

PERSON-CENTEREDNESS AND PARTICIPATION

Social renewal should be designed to enhance a climate of person-centeredness and participation. One device is to increase the continuity of acquaintanceship among the residents of a neighbourhood by providing a wide range of opportunities and activities and by clustering these opportunities around some neighbourhood focal point.

The emphasis on citizen participation is the second aspect of community renewal that enhances person-centeredness. Unlike other opportunities which a neighbourhood may provide, participation in planning for renewal brings the resident into contact with the whole realm of neighbourhood life. Though community renewal and the designing of it is a specialized activity its subject matter is not a narrow fragment of the community, but is in fact the whole of it. By participating in a community renewal design program the citizens can broaden their acquaintance not only with neighbourhood affairs but with those who conduct them. An assumption which the Social Planning Council would urge the Advisory Board to retain in its purview is the axiom which states that those who are to be affected by a decision should be involved in the making of that decision. The Social Planning Council therefore sees the designing of a master plan for community renewal as a part of the master plan itself - in other words the planning, designing and decision making and fact finding that go into the making of a master plan are in point of fact a major part of the community renewal program itself. The planning process is not something that should be compressed into a matter of a few months and a few consultations.

The Social Planning Council would further urge and reiterate a statement made earlier in this Brief that some form of continuous information feedback be established that keeps the Council and the Parks & Recreation and related City Departments sensitive to and aware of the community's evolving definitions of the qualities of richness, openness and accessibility. Continuous input and updating of new information is requisite to responsible continuous revision and updating of policy making and guideline setting.

THEME V - CENTRALIZATION of Policy - DECENTRALIZATION of Program

The City Parks & Recreation Department is to be commended for the development and co-sponsorship of the large number of Community Leagues which now exist in Edmonton. The expansion of programs and accretion of functions of these and similar organizations might well be a very important influence toward the halting of creeping "big brotherism" with its attendant dysfunctionalities of personal alienation, mental illness, vandalism and juvenile delinquency. As our City becomes larger and more complex, the greater will be our need for efficiently run bureaucratic structures at the centre, but also increasingly will be our need for small voluntary organizations.

All of this means that the Parks & Recreation Department shall have to accept new forms of programs, new modes of organization which might in fact be less directive in style and involve a new sort of delegation of responsibility or relinquishing of authority for program. This is not easy - the traditional administrator, the bureaucrat and the politician see all kinds of risks involved here - but these may prove to be superficial and arise largely out of bureaucratic concerns for "control". If there is a failure to adjust administrative philosophy into alignment with contemporary values then the Administration shall have failed the community it is meant to serve. Parks and Recreation in its master plan must not assume a future based upon simple projections of current directive authoritative instructional style programs. Such projections will be irrelevant to the future actual social milieu. The person and the people must be the central concern of program design not form, control and administrative feasibility.

The principal function of the small local organization is to present a physical place wherein people of the community can undertake meaningful activities designed, organized and programmed on their own terms. The neighbourhood community centre when operated on criteria of openness, richness and

accessibility, can serve as the instrument for individual participation in the decision making about our total Edmonton environment. A network of community leagues and voluntary organizations can provide natural links between programming in the community and general policy planning at the centre. Relative to this, is a comment from Robert Nisbet - (Community and Power):

"Where then, are the dislocations and the deprivations that have driven so many men in this age of economic abundance and political welfare to the quest for community, to narcotic relief from the sense of isolation and anxiety? They lie in the realm of the small primary person relationships that mediate directly between man and his larger world of economic, moral and political and religious values. Our problem may be ultimately concerned with all of these values and their greater or lesser accessibility to man, but it is, I think primarily social; social in an exact sense of pertaining to the small areas of membership and association in which these values are ordinarily made meaningful and directive to the individual."

From this basic position the Social Planning Council would therefore recommend as a constant fundamental theme of recreation administration, the practice and principle of centralization of matters of policy formation and decentralization of program operation and implementation of policy. Planning now and action in the years ahead based on this principle is intended to prevent political chaos on the one hand, and big brotherism on the other; to restate it: More and more centralization in matter of policy-making" and more and more decentralization where the "implementation" of policy is concerned.

With this principle in operation, as indeed it already is to some extent, it emphasizes that the role of the central office of the Department of Parks & Recreation will be the formulation of broad policies with some forms of liaison to ensure that such policies are realistic, manageable and functional.

Key functions include:

- the development of leadership resource personnel at the centre who can serve as consultants to personnel in the network of voluntary organizations;
- the department at the centre should provide an information resource to the leagues and community organizations that illustrates ideas of new program possibilities, news about urban growth in Edmonton, changes in each neighbourhood community, and ideas from other cities.

On the grounds that information is power and the very root of individual participation, we are concerned about the oppressive practice of people at the "centre" of our democracy to privatize information thereby maintaining control. To add irony to this practice much of such privatized information is in fact the public's domain, gathered at the public's expense! If democracy is to work and the problems of powerlessness and apathy are to be overcome, then access to information is generic to our survival. Very sizable portions of budget are now necessary to support the flow of information. We should examine now, new media such as ETV, closed circuit local TV broadcast, and computerized information retrieval systems, all of which are revolutionizing our capacities for information, multi-directional communication, and hence participation.

- From the centre also, must come some direct financial assistance to support and give substance to the program ideas and efforts of the communities. Too frequently, the voluntary organizations expend a disproportionate amount of their energy on fund raising at the sacrifice of program. Too frequently, programs that are economically feasible are the only ones undertaken, while others more socially significant remain undone because the necessary "seed" money is not available.

Please note that the word assistance is underlined. In our opinion it would be highly dysfunctional if the Community Leagues or other voluntary organizations became entirely dependent on Government for their financing. It should be possible to work out some system of matching funds collected by an organization up to a specified limit, together with a basic grant. An additional possibility is a "Program Bank Fund" from which groups could obtain funds to initiate a program and repay some or all of it from earned income.

We subscribe to the position that City Council, through the Parks & Recreation Department and its Board, are responsible for facilitating the process by which citizen involvement can be guaranteed in decision making re policy. Citizen action can and should, we believe, implement such policies and operate the programs.

We submit, a structure is required which would insure representatives from local communities to a central organization. The system now in existence with Community Leagues might serve as the model but requires expansion to reflect total local concerns and interests not presently taken into consideration. As a pertinent example, it is suggested that community leagues and voluntary organizations be invited to establish study groups to develop their own outline on "the quality" of life in Edmonton, anticipated changes they foresee and changes they would like to see. In the process of dealing with this material a new policy making technique and structure will be developed.

THEME VI - THE RESPONSIBILITY OF THE PUBLIC DEPARTMENT

The special flavour or élan or vitality of a city is much reflected in the leisure-time pursuits of its people - the sports, arts, crafts, music and drama, or the means for people to meet, talk, eat, dance and enjoy one another. This "quality" of living in a city plays a major part in making it attractive or unattractive to creative, talented people from elsewhere, to industries which require creative, energetic, imaginative personnel, and to visitors seeking the richness, variety and intensity of experience that a big city can offer. This qualitative dimension must be a concern of the whole municipal government, but most centrally a concern of the Parks & Recreation Advisory Board and the Department.

In this regard the Social Planning Council views with alarm the disproportionate amount of the budget devoted to parks and recreation in contrast to say education.

Tax resources must be freed at the municipal level so that wide ranging projects in community growth, urban renewal, housing, transportation and recreation can be undertaken. It is the particular responsibility of the Public Department to insure that meaningful and continuous opportunities for recreation are within reach of every man, woman and child in the community. The division of roles between the public and private organizations should not be rigidly maintained. Private initiatives of a testing nature should be encouraged into new areas of service or program; at the same time public funds should not go readily to private organizations that are serving very particular groups rather than serving general needs that would otherwise have to be provided by the public service.

SPECIFIC RESPONSIBILITIES

1. To determine program needs and land requirements in three categories:

- (a) existing areas now physically developed, but inadequately served;

- (b) areas of redevelopment and renewal. A philosophy of "physical" renewal only must not dominate city planning;
- (c) new subdivisions. While land costs are low, these new "intentional" communities should be guaranteed provision for current and estimated future land needs in keeping with projections on the "qualitative" aspects of the years ahead. We suggest current legislation should be reviewed and recreation land allotments increased.

2. Consultation - We have discussed in Theme V the necessity for decentralization of the operation of program. In order to accomplish this and maintain a high standard of service it is important that consultative assistance be available to groups and individuals to assist in planning, design and the conducting of recreational programs.

This would of course require a small expert staff of consultants in major areas. Further to this we suggest consideration of the availability of funds so that voluntary organizations might apply for these monies to retain consultants from this city or elsewhere. This principle would eliminate the need of a large professional staff and further it would prevent control over program being exerted simply by the availability of certain skills.

3. Conducting certain activities and providing certain major facilities which are most effectively handled by a municipal agent e.g. swimming pools, playgrounds, golf courses, rinks, auditoriums.

4. Parks and recreation facilities near at hand are needed more by those living in the lowest socio-economic levels. Parks and recreation facilities in lower socio-economic and over-crowded areas are likely to be abused and littered much more than similar facilities elsewhere. Unkempt and littered parks, etc., are very depressing sights and constitute poor examples where good examples are most needed. For these reasons we suggest that more money, per area unit, be budgeted for the maintenance and upkeep of facilities in low socio-economic and over-crowded areas than for similar upkeep and maintenance elsewhere.

8. Information resource pertaining to all phases of recreation throughout the community and impinging upon it, including,

- legislation from all levels of government that might make grants available for program or capital undertakings or might "regulate" activities in any way such as the National Health and Fitness Program;
- demographic information - re population distribution, shifts within a community, class, age groups shifts;
- facilities - what are available, new design concepts from U.S.A., Britain, Europe, etc;
- programs - what program ideas are being generated, tested in other cities, other countries, other sections of the City;
- a public relations program that assists groups and individuals.

9. Acceptance and promotion of the concept that Adult Education and Recreation are indivisible. The General Plan outlines various types of parks from playlot to city park with the river valley treated separately; it discusses active and passive recreation needs of people, but the language consistently implies a concept of recreation that is physical outdoor activity only - the wider idea of "re-creation" of the self and the mind through educational, cultural or contemplative activities seems omitted. We would urge, therefore, that the Advisory Board establish a philosophy and concept of "re-creation" that sees Recreation and Adult Education as indivisible in this new age. This is not to suggest that the Parks Department alone become responsible for widening its own specific program responsibilities, but that it declare its activities as one segment of the wider scene and that it work to foster program development in the City by related agencies or departments within this wider philosophy.

By reason of this, we ask for the provision of an Adult Education and Recreation Centre or Centres and this is noted in Theme VI. We are concerned that the excellent contract providing for the joint use of schools has not led to a more aggressive program of adult education at all levels.

An aggressive program of adult education, also described in Theme VII, possibly through more cooperation with the School Boards and the University. The contract providing for the joint use of school facilities may provide a framework within which a more comprehensive program could be developed.

10. Acquisition and protection of land. It is considered to be of extreme urgency that adequate assurance of suitable land should be made now to meet the estimated needs of Parks and Recreation for, say, the next 100 years or so. Expense will increase rapidly with delay in this connection and too long delay may result in excellent plans having to be abandoned. The Social Planning Council urges, therefore, establishment of a foundation for the acquisition and preservation of parkland. It would serve to acquire and protect parklands and to accept donations of lands or facilities or artifacts; gifts of all kinds to be used for the benefit of all citizens. It would serve to develop in each of its members a wider view of the "whole" city and the "whole" quality of life for Edmontonians.

Such a foundation would safeguard parkland against the encroachments of roadways or other developments and would further encourage citizens, business and organized groups to make bequests to be kept in perpetuity. We recognize what can happen with the conflicting pressures in our present Council system and submit that a foundation set up for this purpose would command greater opportunities for private support and greater power to restrict intrusions into parkland. We make this request in particular cognizance of the statement in the General Plan, Chapter VII, page 82, Section 4, the section dealing with "principles" of parkland acquisition and preservation states:

"Where parkland is essential for the location of transportation facilities such as freeways and expressways every effort should be made through alternative design proposals to minimize effective loss of parkland. A cost for the parkland loss should be established and budgets for parkland acquisition should subsequently be related to the value of land removed from park use."

The low-key wording of these provisions in the General Plan already set the stage for a massive take-over of parkland. They offer no protection whatsoever besides the hollow ring of platitudinous rhetoric.

The proposals for freeways and rapid transit already presume to devour parkland in the river valley and the ravines. The domed stadium proposal now being entertained for the central river valley would require a network of ingress and egress roadways and parking that would make the river valley a nightmarish concrete jungle.

The Social Planning Council strongly urges that the City Council protect itself from its own propensity to "cut costs, at all costs" and to protect itself from bitter criticism. A system must be devised to protect future councils upon whom pressures to usurp parkland for other purposes shall be ever greater year by year. It seems imperative now, that an entity be established with regard to parkland such that in the context of scarce land means, the parks "interests" and the economic "interests" achieve that equality of bargaining power from which freedom of contract begins.

It takes little imagination to see that the terms of reference of such a foundation might in the future be expanded to encompass the work of the Zoo Board, Library, Symphony, Adult Education Centre and many other allied organizations.

THEME VII- FOCUS, PLACE, OPPORTUNITY

If this Brief has one central theme, it is that of the need for equal opportunities for all members of the community to participate in meaningful self-fulfilling activity. This is not to suggest that participation for its own sake is a holy writ; we intend here participation in the doing of things that people see and identify as being meaningful and self-fulfilling ... activities that give focus and place to their lives within the framework that is the society in which we live. We also mean participation in the processes of deciding what forms of activity are meaningful and thereby affecting the use of the society's resources such that these activity needs are served.

The basic support system required then is an arrangement of physical places and facilities where people can meet, plan and carry out activities and, secondly, some reasonable level of financial support so that citizen groups can translate their ideas into program reality.

As an integral part of the master plan the Edmonton Social Planning Council would urge the Parks Advisory Board to establish guideline plans for a major recreation-education complex central to the heart of the City making use of the North Saskatchewan River Valley. The City already retains ownership of several feasible sites in the River Valley strip of the City. Other property in this strip could still be made available at relatively low retrievable cost. As rapid transit facilities are developed in the years ahead they would increase the accessibility of such a centre to all residents no matter what the size of the ultimate city. The Centre would also give to the downtown region and the city core a "meaning" and a "place" in the lives of our citizens that is above and beyond the relative narrow preoccupations of economic production and services. Such a Centre with a matching rapid transit system could integrate the library, the archives and the federal, provincial and municipal government centres into a unified

River Valley system providing for recreation, education and information needs of citizen activity.

Central to this recommendation is the idea that the Centre is only "suggestively" conceived by the City as a concept of land use and program potential. This rather is the way that Expo was conceived as a Theme but individual contributions expanded and expressed this theme in their distinctive way and relative to their particular skills and interests. The community should add the fibre and texture to the concept through public and private initiatives and undertakings within that "theme" framework. Inducements to private investment in the Centre could be offered by low land costs, tax abatement, capital grants, operating grants and so on for whatever uses are seen as congruent and desirable within the land use and Centre theme concept. All three levels of government could be operative in these various forms of inducement - by no means need the whole financial burden fall upon the municipal government alone.

In point of fact this mode of establishing a land use concept in offering inducements along such lines is not in any way different from present common practises of cities to "zone" land for specified uses such as industrial or commercial or residential and then offer to business firms, industries or construction companies special tax allowances and other considerations in order to attract them to invest in the development of that particular area. Businesses provide services, employment and tax revenues, all of which are additions to the general wealth of the community; equally basic, if not even more fundamental to the general wealth of the community, is the health, creativity and education level of the population. The Economic Council of Canada has made very plain in its 1966 Annual Review that national economic stability and growth is grounded upon the educational and cultural level of the people.

Continuing cultural, educational and character growth opportunity therefore is a vital necessity to our own technological and economic survival, Canada's investment is seriously lagging

nearly all other advanced countries in the Western World and that of the Soviet Union. We must also note that with the abundance of our own Alberta resources and the urgent promise of an awakening giant in the North West Territories there seems no doubt that Edmonton is destined in a few short years to become the inland metropolis of Canada. Projections suggest we shall be the living place of over a million Canadians by 1980. To make it livable then we need to plan with courage and vision now.

We would urge therefore that while our downtown central valley region is still available we should in wisdom and forethought establish a land use concept that will provide opportunity for the growth of educational-recreational facilities in service to the whole community and in keeping with:

1. expanding population
2. changing needs of the population;

which includes concepts already discussed thoroughly in the Brief, such as more leisure time for personal development pursuits, frequent change of location in occupational pursuits with resulting needs for retraining opportunities, rapid change in professional and para-professional fields with exploding needs for continuing education and staff ~~retraining~~ programs.

The existence of such a centre concept and reserved land would be a strong inducement to encourage public and private investment in the Centre. Agencies of all kinds drawing financial support from many segments of industry, foundations and provincial and federal governments could establish themselves in the Centre. They would thereby make a vital contribution to the quality of human life in the City of Edmonton. It is not proposed that the Centre should be owned, operated and financed by the Municipal Government.

One project within the Centre which the Municipal Government could seriously examine, is the establishment of an evening university offering degree opportunities to thousands of Edmontonians and

Albertans now unable to continue programs of self development because of the singular day-time, full-time student orientation of our established universities. The admission policies of the established universities do not facilitate the second-chance opportunity for those fully capable of sustaining themselves in regular day-time employment and continuing their studies in evening classes.

The City of Edmonton University fashioned on such excellent models as the City College of New York or Montreal's Sir George Williams University would put the City of Edmonton far in the lead in attracting industry, business and cultural investment to the city and to the province. Modelled on the Sir George Williams University approach, the per student costs and gross operating costs can be a fraction of those of the established universities - with the student body now approaching 17,000 that institution is 76% self-sustaining on student fees as opposed to 16% for the University of Alberta. The fee structure is less than or comparable to the University of Alberta.

We urge that an immediate start be made to offer evening classes at university level in schools and institutions throughout the City - in short in any available space.

A city university such as we conceive need not be dependent upon a permanent educational facility of its own.

The ultimate idea of the downtown complex as it takes shape is that of a city within the city - a complex of studios, restaurants, coffee houses, parkland, boating facilities and sporting facilities contiguous to the river bank thereby making full recreational use of the single special natural physical beauty asset in our possession. The theme planners could design the region and its buildings to present an overall general land scheme that would retain in the heart of the City diverse opportunities for countrylike retreat in some sections, bustling recreation in some and educational activities in other sections.

The concept would attract public and private investment in facilities and activities such as:

- (a) a small theatre and performing arts opportunities where people could write, produce and perform their own dramas;
- (b) a music centre and performing opportunities for those interested in the writing, producing and playing of music;
- (c) the broadcasting and educational television facilities serving the City of Edmonton and perhaps the province;
- (d) educational conferencing facilities for business, industry and government where a number of small learning conferences or staff training sessions could be operating simultaneously - a vital need currently in the community and one to which industry has already expressed a willingness to invest capital funds and operational support.
- (e) meeting rooms, information retrieval opportunities and small individualized administrative facilities to serve for a whole range of citizen groups working as voluntary social inquiry and team research groups on vital issues and problems of civic life.
- (f) an information retrieval systems centre linked to the Centennial Library and the Provincial Archives as well as tying in information resource of the Provincial Government, the Federal Government and City Hall as a total information resource centre for study groups examining in depth public issues and civic affairs. Such a facility could be one of the most significant new steps towards the democratization and enhancement of citizen participation in the decision making about our society.
- (g) a residential facility perhaps on the Habitat 67 megastructure style or alternatively in rustic country style to offer private retreat conditions to small intensive short term study groups or social rehabilitation counselling for those currently denoted as culturally deprived.
- (h) recreation facilities along the waterfront including swimming pools, boating, tennis, curling, etc.

- (i) eating places of distinctive national character;
- (j) day care facilities;
- (k) small informal bars, bistros and coffee shops where people of all ages can gather freely for daytime conversation, relaxation and evening dancing.
- (l) studio centres for art, sculpture, pottery - not just the looking at and the examining of these subjects but the doing of them;
- (m) a number of small auditoriums for film presentations and small studio centres to provide opportunities for the writing and production for amateur film makers, such film production is rapidly becoming a new art form and significantly a new media for social comment.

Administration of the Centre is by a properly, duly chartered Board of Governors responsible to the City Government. Such Board would be advised about day to day program matters and year to year budgetary recommendations by a program council composed of elected representatives from the various participating member organizations in the Centre. Public funds, either capital or operating in nature, would be under the control of this Board. Private funds raised or earned by individual private undertakings within the Centre would remain private and under the control of the member organization. Member organizations receiving grants of public funds through the Board of Governors would thereby be accountable for such funds to the Board of Governors from year to year. The organizational objective of the Centre is to make it as open and democratic a style as possible in order to encourage citizen participation in the planning of and in the doing of all incumbent activities, both administrative and program.

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