

COMMERCIAL RECREATION AND SOME IMPLICATIONS
FOR THE PUBLIC RECREATION SECTOR.
CASE STUDY: EDMONTON, ALBERTA

Thesis for the Degree of M. S.
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ABSTRACT

COMMERCIAL RECREATION AND SOME IMPLICATIONS FOR THE PUBLIC RECREATION SECTOR. CASE STUDY: EDMONTON, ALBERTA

by John Ross Wright

With the ever-increasing public demands on recreational areas and facilities, commercial recreation is expanding rapidly to take advantage of this situation. The public recreation agency faces a tremendous competition for the tax dollar, on the local, provincial and federal levels of government. There has been very little if any cooperation between the public and commercial recreation sectors in the past, and this continues to be the case today. There has been very little research in the area of commercial recreation agencies on a municipal level as to their role and as to how they might best fit into the overall community recreation program. Too often, commercial recreation is merely tolerated by public recreation officials, with little understanding of its place in the community.

Using Edmonton, Alberta, a municipality of 281,027 (1961 Dominion Census) as the study area, the commercial recreation agencies were studied by undertaking a survey of agencies meeting the definition of commercial recreation. Both a mail questionnaire and personal approaches were used in this study. A review of the origin and growth of recreation with special emphasis on the commercial sector, was undertaken. This review also

considered the voluntary, private and public recreation sectors. These were defined as to their role and place within the field of community recreation. To better understand the commercial sector, the data secured from the survey was compared with similar information concerning both the public and semi-public agencies.

This data was summarized in light of the existing conditions in Edmonton and certain general as well as some specific recommendations are given as a result of the conclusions of the study. The principal conclusion was that commercial recreation is not significant in relationship to the overall total city property and business tax revenues in an economic sense. Also, the existing commercial recreation agencies are not significant in relation to the participant type of agencies, and serve about 10 percent as many persons as served by the public recreation sector. The commercial recreation agencies dominate the central business district of the city as opposed to the public agency which has only one recreational facility in that district. The commercial agencies have a lower total capital investment in buildings and facilities than the public recreation agency. The survey data indicates that the 17-25 year old age group is being served to a greater degree by the commercial agency. There is only one amusement type ride attraction for the city of a commercial nature.

The principal recommendations include the suggestion that the City of Edmonton Parks and Recreation Department take positive steps to determine a policy to permit commercial development on public land on a lease-back or other acceptable arrangement of a pay-as-you-play golf course, a

public marina and boat-launching ramp, and a ski tow facility, all within the North Saskatchewan River Valley.

The study also recommends that the public agency should take the initiative to cooperate with the Edmonton Regional Planning Commission to undertake a recreational land-use study of the total metropolitan region, to develop a master plan for a regional recreation system that includes both public and commercial interests. The recommendation is also made that the public agency should give strong consideration to meeting with a selected number of the commercial agencies to discuss the possibilities that might be rendered by the public agency in terms of assistance and advise on technical information, land-use planning, recreation trends, or other pertinent data that would be acceptable to both sectors in the general overall interest of constructive commercial recreation facilities. There are other recommendations given of a more specific nature to promote better cooperation between the public and commercial recreation agencies in the City of Edmonton.

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Appreciation is also in order to the various persons who cooperated in completing the commercial agency survey forms for the basis of the data information.

To my wife Phyllis, and my son John, I wish to express my sincere thanks for their patience, understanding and support during the undertaking of this study.

John Ross Wright

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CHAPTER I

INTRODUCTION

Nature of the Problem

The historic role of the municipal recreation agency has been to make available a variety of recreational opportunities to all the people of a community at the lowest possible cost. The role, extent, and range of recreational opportunities that the public agency should continue to provide in relation to the range of recreational services offered by the private sector is the basis of this study.

In the expanding economy of North America, there is an ever increasing awareness of the significance and the various outlets of commercialized recreation. These outlets and opportunities in the commercial sector of recreation are becoming much more numerous. A sense of competition and lack of understanding between the traditional public sector of recreation and the commercial agencies, often results in these two sectors tending to jealously guard their rights and seek their own vested interest, with a defensive and hostile attitude existing between them.

Also, in the expanding urban areas of North America, a well documented migration from the rural to urban centers is occurring. Increased costs of labour and material, coupled with the increased demands for public services of all types, results in a tremendous competition for the tax

dollar. This competition exists not only between the three major levels of government (Federal, Provincial, Municipal), but also between the various departments within the individual or separate levels of government.

It should be emphasized at this point, that this study is concerned with the municipal level of publically operated recreation agencies and their relationship to the commercial recreation agencies. As stated in the ORRRC Report 12, the discussion of private capital on the federal (park) level has been discussed many times and has a long history.¹ This study, however, is limited to the local level of government and commercial recreation, with the case study being the city of Edmonton, Alberta, Canada.

The ORRRC Study Report No. 12 substantiates this in terms of outdoor recreation demands:

The problem of providing the necessary funds for these facilities — ranging from simple family camping sites to ski tows and multi-million dollar motor lodges — has been a major problem in the past. In the absence of sound policy formulation, it could become even more of a problem in the future.²

The report indicates that this shortage of funds for man-made facilities could, under some circumstances, "become a major bottleneck in meeting recreation's future needs."³

¹ Outdoor Recreation Resources Review Commission, Paying for Recreation Facilities, Study Report No. 12 (Washington: U. S. Government Printing Office), p. 1.

² Ibid.

³ Ibid.

As a result of the pressures on local governments, many of the demands being made by recreation departments and their proponents are simply not being met. There are not sufficient financial resources to meet these demands. When the public agency is faced with this problem, it generally tends to postpone the day of decision by retaining the status quo. As a result, many recreational areas and facilities are not secured or developed. The public sector has tended, by and large, to avoid any serious consideration of discussing with the private or commercial sector as to the possibilities of private capital entering the picture for capital construction and development at the municipal level, in the interest of the public-at-large.¹ In the final analysis, it is only the general public that suffers, as these two sectors have not reached an understanding of their respective roles, and an understanding of how the private sector might be implemented, or allowed to function alongside the public sector of recreation on a municipal level.

There is considerable disagreement among authorities in the recreation profession as to the role of commercial recreation and its importance in the overall recreational scheme.

George D. Butler has stated, "furnishing recreation for all the people is too big a job for a private agency and too important to leave to commercial interests."²

¹Ibid., p. 4.

²George D. Butler, "The Structure of Public Leisure Agencies," The Annals of the American Academy of Political and Social Science (Philadelphia, 1957), p. 119.

Nash states that, "Commercial recreation has shown little imagination in meeting basic human needs. . . . It has invented nothing and has added nothing to the heritage of the race."¹

Gunn takes a different approach:

The dominant approach in the United States for over half a century is that in which someone, an organization, or an agency makes its own definition of leisure pursuit and then develops facilities and services according to its own concept. Generally, this has given little or very narrow regard to people's demand or need for such developments. It has been the approach of many who have established resorts, amusement parks, and other commercial recreation. This has also been the approach of most planners and administrators of city parks, state parks, National Parks, National Forests (recreational uses), organization camps, and school recreation.²

It is, then, this broad question of public preferences that presents itself. Reid reiterates this fact in discussing outdoor recreation. "Because of lack of factual evidence of recreationist's desires and preferences, administrators often have no solid guidelines for development and administration."³ Reid also discusses the subject of user preference in considerable detail in this same source. It also becomes important to investigate this matter of how the municipal public sector might cooperate, in the general public's interest, with the commercial sector in their planning and development schemes. The existing roles and future roles of both the

¹J. B. Nash, Philosophy of Recreation and Leisure (Dubuque, Iowa: Wm. C. Brown Co., Inc., 1960), p. 129.

²Clare A. Gunn, "Land for Leisure Use — A Crisis?" (Michigan State University, December 1959), p. 11. (Mimeographed.)

³Leslie M. Reid, Outdoor Recreation Preferences: A Nationwide Study of User Desires (Mason, Michigan: B. J. Press, November 1964), p. 4.

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public (municipal) and commercial sectors in the recreational scene will be examined.

As indicated in the ORRRC study, the private sector of the economy is "by far the most promising source of potential new funds for recreation facilities."¹

Purpose of the Study

In order to examine this problem as outlined, the study is focused on Edmonton, Alberta, a community in Western Canada of 281,027 persons.

The Edmonton Parks and Recreation Advisory Board at their June meeting in 1964, moved to accept a statement of Purpose and Objectives for the Parks and Recreation Department. This statement of general policy was moved unanimously by the Board.

The statement expresses the Purpose of the Department in these terms:

To make available opportunities for the development of the physical and mental well-being of all segments of the population of Edmonton during their leisure time, through the provision of leadership, program and facilities, and to improve the function and appearance of the urban environment.²

The statement also lists nine objectives, as fully stated in Appendix I. It is the eighth point that will be examined and discussed in this study.

Cooperate with the public, semi-public, private, and commercial organizations involved in all aspects of park and recreational development and programs.³

¹ Outdoor Recreation Resources Review Commission, loc. cit.

² City of Edmonton Parks and Recreation Department, Purpose and Objectives (June 1964), p. 1.

³ Ibid., No. 8, p. 2.

The department has not only the authority, but a responsibility, to undertake this cooperation along with nine other points listed as objectives of the department.

The department has earnestly attempted and indeed has accepted the responsibility of cooperation with other public and semi-private organizations, on the local (municipal), county, regional, provincial, and federal levels of government. This has been a commonly accepted practice for many years.

Also, it has been a well-accepted policy in more recent years, for the department to cooperate with both semi-public and voluntary recreational agencies and associations to the general benefit of the public-at-large.

The department, however, has on only a few occasions shown any cooperation, or given assistance in any form to commercial organizations involved in recreational development and programs. Any assistance given was at the request of the commercial agency or operator, and the information was at best limited.

The purpose of this thesis, then, is to study the commercial recreation agencies in Edmonton; to determine their existing roles and possible future roles; and to recommend ways and means that the Edmonton Department of Parks and Recreation might more fully implement its existing policy regarding cooperation with the commercial recreation sector.

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Scope

Scope and Limitations of the Study

Scope

The commercial recreation agencies within the political boundaries of the city of Edmonton have been analyzed through a survey of these agencies by questionnaire. Personal interviews with select operators, within each of the various groups of commercial agencies, were made and comments on their problems and operation were recorded. See Appendix II.

The available literature on the subject of commercial recreation and its relationship with the other recreation agencies of a public nature was reviewed. It has been stated that perhaps one way to gauge the maturity and distinctiveness of a profession is by the number and scope of textbooks written on it. While a limited number of books, periodicals and papers are available on the general subject of leisure and recreation, very little precise writing or discussion has been attempted on the commercial sector of recreation. This would indicate that there is a great deal of research to be undertaken in this particular area.

The various legislation that applies directly and indirectly to the commercial recreation sector as it pertains to the Edmonton setting, was reviewed. Personal discussions were held with a number of persons with either a direct or indirect interest in the field of community recreation and/or commercial recreation. This group includes members of the executive staff of the Edmonton Parks and Recreation Department; members of the staff of the Province of Alberta Department of Recreation and Cultural

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Development; staff members of the Province of Alberta Department of Parks; officials of the city of Edmonton Assessor's Department and Legal Department; as well as several professors in the Faculty of Physical Education and Recreation at the University of Alberta, Edmonton.

Limitations

The discussions, interviews and surveys were all related to commercial recreation in general, and to the political boundaries of Edmonton, in a specific sense.

The commercial recreation agencies under study were confined to those agencies or outlets that had as their primary purpose, or function, the serving or catering to the public in a direct recreational sense. Within this limitation, the agencies involved in serving food and beverages (non-alcoholic), such as drug stores, restaurants, hotels, lunch counters, etc., were not included in this survey.

The author also recognizes the recreational nature of establishments providing outlets for alcoholic beverages as a primary function of their existence. However, after information gathering in the area of liquor outlets and sales, it was decided that this area would not be included in this study. One should be cognizant of the fact that the City of Edmonton by law specifically prohibits for sale, any alcohol or spirit by the Edmonton Parks and Recreation Department.¹ It was also apparent that the information available on this topic was not necessarily pertinent to the problem

¹Bylaw #2202, A Bylaw Pertaining to Parks and Recreation, the City of Edmonton (1962), p. 7.

under discussion, since it has been, and presumably will continue to be treated as a unique type of recreational activity, as opposed to those surveyed. The activities included in the survey are much more compatible with the public recreation sector than those activities based on or related to the sale of liquor or alcohol.

CHAPTER II

THE NATURE OF RECREATION

Definitions of Leisure and Recreation

In order to determine the role of commercial recreation in Edmonton, it will be necessary to first determine the meaning of the words leisure and recreation. It will also be necessary to classify the various kinds of and sources of recreation available in Edmonton.

Leisure

The basic blocks of time available to every individual are normally considered to be that time set aside or spent at work, sleeping, eating, and for leisure.

Working, eating, and sleeping are easily recognized and understood almost universally. However, the definition and understanding of the word "leisure" has meant, and does mean, many things to different people. It has been stated that:

The word 'leisure' defies definition except in terms of values, norms, and cultural orientation in relation to the behaviour of particular class, ethnic, and regional groups.¹

Leisure, to many, is viewed as time available other than work. To many, there is simply no such thing as leisure.

¹Charles K. Brightbill, The Challenge of Leisure (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1960), p. 3.

It has been stated that leisure "is essentially a block of time."¹ It becomes quickly apparent in attempting to define leisure that, as Lee states, "leisure encompasses such a colossally varied assortment of behaviour that it well-nigh defies conceptualization."²

George Lundberg defines leisure, in a quantitative sense: "Leisure is time . . . the time we are free from the more obvious and formal duties which a paid job or other obligatory occupation imposes upon us."³ This definition fails to bring out or emphasize the subjective quality of the experience of the depth of the overall meaning of leisure. Lee also states that a true meaning of leisure "is that time during which we are free to choose what we wish to do within the range of our personal freedom."⁴

Our English word "leisure" comes from the French leisure and the Latin licere, both of which have the root meaning "to be permitted," "to be free." Our words "liberty," "license," and "leisure" are all etymologically derived from the same Latin word. A freedom of choice is an important element in the meaning of leisure.⁵

The Greek word for leisure is "scole," in Latin "scola," from which we derive our term "school." Leisure thus conceived is an aspect of the

¹ Charles K. Brightbill, Man and Leisure (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1961), p. 21.

² Robert Lee, "The Meaning of Leisure," The Christian Century, Vol. LXXXI, No. 21 (May 20, 1964).

³ G. A. Lundberg, M. Komarovskiy, and M. A. McNerny, Leisure, A Suburban Study (New York: Columbia University Press, 1934), p. 2.

⁴ Lee, loc. cit.

⁵ Ibid.

educational or learning process.¹ Aristotle has said that "the aim of education is the wise use of leisure." The term within this definition refers not merely to time, but to the content of time, how one uses and what one should do with time. Leisure then is related to man's response to it.²

Yukic defines leisure as "discretionary time, or time when a person is free to do as he chooses. Leisure is unobligated time — free from prior commitments to physiological or social needs."³

Meyer and Brightbill define leisure as "time beyond that which is required for existence," and also as "time in which our feelings of compulsion should be minimal. It is discretionary time, time to be used according to our own judgment or choice."⁴

These authors also describe time if it were divided into the major uses to which it is used:

<u>Type of Time</u>	<u>How Used</u>
I Existence	Eat Sleep Bodily Care
II Subsistence	Work
III Leisure	Play-Recreation Rest

Meyer and Brightbill go on to mention that these three types of time, while greatly differing in how they are used, also have certain characteristics in common. They state that each area has a high flexibility and

¹Ibid. ²Ibid.

³Thomas S. Yukic, Fundamentals of Recreation (New York and Evans-ton: Harper and Row, 1963), p. 2.

⁴H. D. Meyer and C. K. Brightbill, Community Recreation (3d ed.; Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964), p. 27.

may be increased or decreased depending upon various circumstances. They also mention that it is difficult to define these areas in terms of good or bad.

As a further clarification, these authors define true leisure as "the kind of leisure which is not imposed upon the individual"¹ as differing from enforced leisure which "is not the leisure which people seek or want. It is the time on his hands when he is unemployed, ill, or made to retire from the work when he wants to continue."²

This table introduces, as did Yukic, the aspect of freedom from physiological needs, and the idea that leisure is entirely a separate function of existence and subsistence.

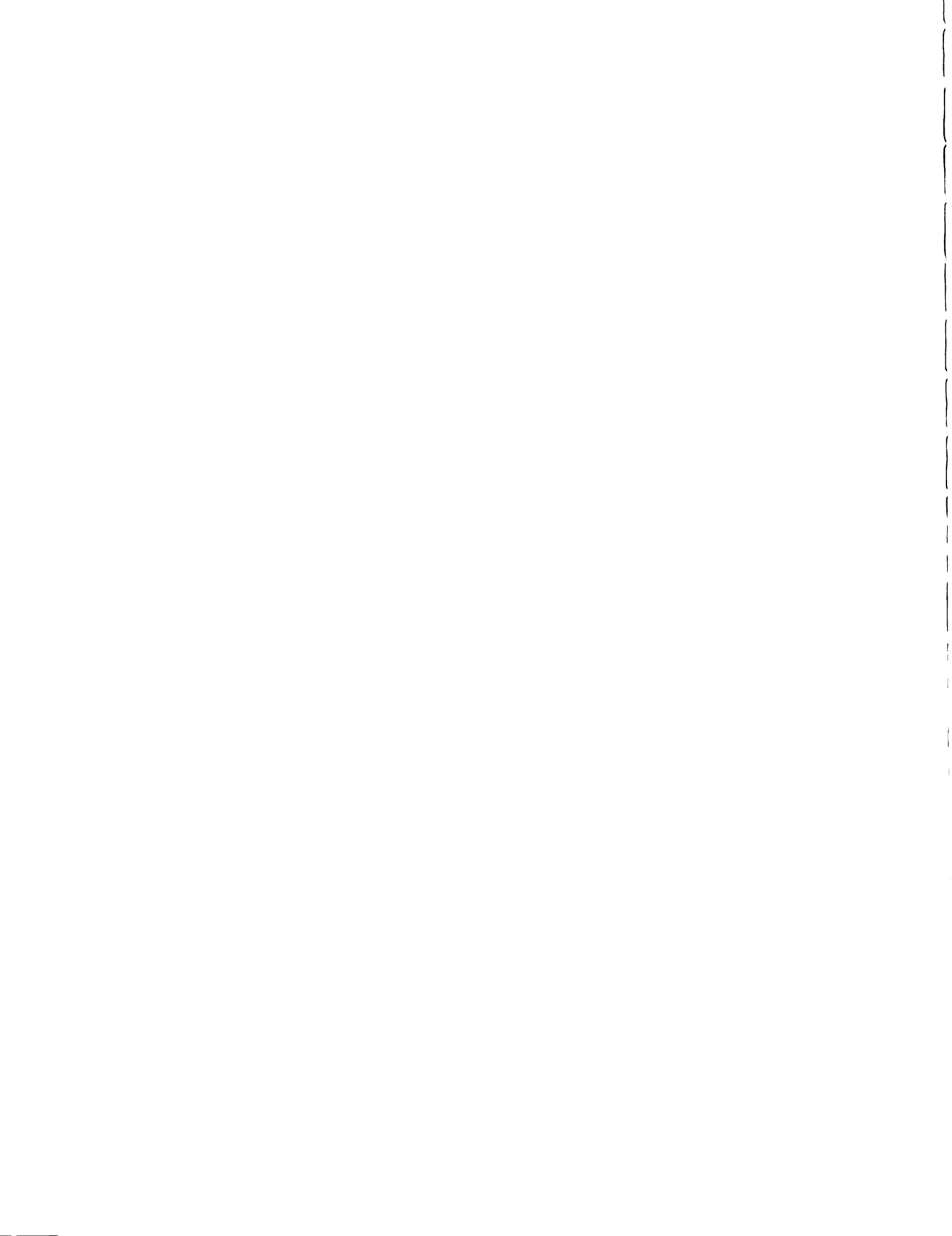
Craven, in providing a definition some years ago, stated that leisure "for purposes of social analysis the concept is usually narrowed — and widened — to mean simply freedom from activities centering around the making of a livelihood."³ This definition tends to be rather narrow, considered in the light of the foregoing definitions offered by the more recent authors. The Oxford Dictionary also follows the same train of thought as Craven, in "Leisure: the state of having time at one's own disposal; time which one can spend as one pleases; free or unoccupied time."⁴

This same thinking appears in the definition offered in Webster's

¹Ibid., p. 28. ²Ibid.

³Ida Craven, "Leisure," Encyclopedia of Social Sciences, ed. Edwin R. A. Seligman (New York: The Macmillan Company, 1933), p. 402.

⁴The Oxford English Dictionary.



Dictionary. "Leisure: free, unoccupied time during which a person may indulge in rest, recreation, etc. adj. (1) free and unoccupied; spare; as, leisure time. (2) having much leisure; not working for a living: as, the leisure class."¹

Another early publication defines leisure as "commonly thought of as the surplus time remaining after the formal duties and the necessities of life have been attended to. It is the free time, enabling a person to do as he chooses."²

Several of the more recent authors seem to satisfy the ideas suggested by the various definitions quoted up to this point.

Carlson, Deppe and Maclean, in 1963, defined leisure in this way. "Leisure may be defined as the unobligated hours available after caring for employment or the activities mandatory for self-maintenance."³ This definition encompasses the idea of the time factor, as well as the existence and subsistence aspect as did Meyer and Brightbill's definition.

Clawson, in a very direct and simple statement says, "by leisure we mean all time beyond the existence and subsistence time."⁴

¹Webster's New World Dictionary, College ed. (Cleveland, New York: The World Publishing Company, 1962).

²M. H. Neumeyer, and E. S. Neumeyer, Leisure and Recreation (1st ed.; New York: A. S. Barnes Co., 1936), p. 1.

³R. E. Carlson, T. R. Deppe, and J. R. Maclean, Recreation in American Life (Belmont, California: Wadsworth Publishing Co., Inc., 1963), p. 6.

⁴Marion Clawson, How Much Leisure Now and in the Future (Washington, D. C.: Resources for the Future, Inc., 1964), p. 1.

Sometimes it can be difficult, as Clawson mentions, to differentiate between whether a man is working for subsistence or engaged in activity primarily for sheer enjoyment.¹

In the writers opinion, the definition expressed by Maclean, Deppe and Carlson appears to be a very satisfactory expression for our purposes.

Recreation

Many widely different meanings are attributed to the word recreation. It is applied to a great variation of activities and situations.

Leisure and recreation are very often treated as if they were essentially the same, or perhaps the two sides of one element. For most people, recreation takes place during their leisure hours; we therefore consider recreation as primarily a leisure-time activity.

Recreation is derived from the Latin recreare. As the importance of play has become better understood and as the concept of leisure has gained greater appreciation, more people refer to the word recreation in place of the word play. Play has its origin in the Anglo-Saxon plegian, meaning to play and often refers to the free, happy, natural expression of people.

Meyer and Brightbill discuss a number of theories or explanations of play and recreation. They comment that "there remains some doubt as to whether any of the theories provided offer a completely satisfactory explanation."² One point that all the sociological theories hold in common, is that play is conceived as "action," whether passive or active in nature.

¹Ibid., p. 1.

²Meyer and Brightbill, op. cit., p. 28.

One activity can be recreation to one person, while it is drudgery to another. Butler states that "recreation is any form of experience or activity in which an individual engages from choice because of the personal enjoyment and satisfaction which it brings directly to him."¹

Butler describes recreation as:

The attitude which characterizes participation in these activities and which results from the satisfaction they bring to the individual; it is the spirit which finds expression in them and which through them contributes to satisfying, joyous, abundant living.²

Recreation is generally expressed in terms of free time or leisure. A recent manual published by the North Carolina Recreation Commission states that:

Free time is that time available to an individual after necessary work and other survival duties are accomplished; it may be spent at the discretion of the individual.

The term "discretionary time" also has the same meaning as free time. Recreation is a means of using this "discretionary time."³

The manual goes on to define recreation as:

The natural expression of certain human interests and needs seeking satisfaction during leisure. It is an individual or group experience motivated primarily by the enjoyment and satisfaction derived therefrom. It takes many forms and may be a planned or spontaneous activity.⁴

¹ George D. Butler, Introduction to Community Recreation (3d ed.; New York: McGraw-Hill Book Company, 1959), p. 10.

² Ibid., p. 7.

³ North Carolina Recreation Commission, Recreation and the Arts, Bulletin No. 33, June 1964, p. 9.

⁴ Ibid.

The manual also mentions the concern of recreation with the quality of the leisure experience.

These, as well as other definitions imply that recreation is carried out by an individual without compulsion and it brings satisfaction to that individual (or group).

The aspect of activity is discussed by Brightbill, wherein he states that an activity of some kind is invited by recreation. "Some kind of physical, mental, or emotional action, even if not visible on the surface, is necessary. It is action as distinguished from rest."¹

Kaplan, a Sociologist speaks of recreation in terms of "artistic recreation and appreciation, study and discourse, and prayer and worship." He mentions that in performing these acts we are "engaged in the very reformation and recreation of ourselves."²

Several sources eliminate the prerequisite that recreation must occur in leisure time.

Carlson, Deppe and Maclean state that "Recreation is any enjoyable leisure experience in which the participant voluntarily engages and from which he receives immediate satisfactions."³

Miller and Robinson refer to attitude and values in their definition. "Recreation is the process of engaging in activities during leisure time, with a set of attitudes that makes possible the attainment of leisure values."⁴

¹Brightbill, op. cit., p. 31.

²Max Kaplan, Leisure in America (New York: John Wiley & Sons, 1960), p. 155.

³Carlson, Deppe, and Maclean, op. cit., p. 7.

⁴N. P. Miller and D. M. Robinson, The Leisure Age, Its Challenge to Recreation (Belmont, California: Wadsworth Publishing Co., Inc., 1963), p. 7.

An all inclusive approach to recreation is taken by Twardzik in his studies on the nature of recreation where he proposes a theoretical model which emphasizes the idea that recreation as a human experience, can occur at any time.

$$A \rightarrow P (\pm An \pm Ep \pm Re) + Reg (\pm Mn \pm Phy \pm Sp) = R$$

Where A = activity (rationale activity)
 P = pleasurable response
 An = anticipating an activity
 Ep = experiencing an activity
 Re = reflecting upon an activity
 Reg = regenerative reaction
 Mn = mental
 Phy = physical
 Sp = spiritual
 R = recreation

This model is interpreted to read as follows:

Any rationale activity engaged in to produce a pleasurable response being derived from either anticipating a particular activity, or experiencing or reflecting upon the activity. The activity must also produce a regenerative reaction which may include mental regeneration, and/or physical and/or spiritual regeneration of the individual.¹

Twardzik does not feel that recreation, as a human experience, can be relegated or limited to a particular place or time, including leisure. He also feels that the element of voluntary participation as a qualification for recreation is perpetuated by many recreation leaders who use this as a way to differentiate between the job requirements of a school teacher (captive audience) and a recreator (who has to earn participation). When

¹L. F. Twardzik, Lectures on the Nature of Recreation, Department of Resource Development, Michigan State University, November 1961.

doctors order people to paint or play golf, it is not voluntary participation.¹

He further advances the concept that rationale activity can be a basis for differentiating between an activity being classified as a recreation activity instead of a play activity. This concept requires that an individual be equipped to make a reasonable choice when confronted with alternatives of activity-play is instinctive. Also, a regenerative response, mental and/or physical, and/or spiritual, to an activity, differentiates between recreation and a hedonistic amusement or pleasure.

Sapora discusses the changing literature on the subject of the theories of leisure, play, and recreation. He shows that play was originally defined in terms of certain specific activities that were aimless, frivolous, and barren of any useful results. The definitions then change to the point where work and play overlap, and not shown as an antithesis of work. The element of attitude was then introduced into the definition.

Recreation has now grown in use to broadly describe the entire field of mental, spiritual and physical activities. Play is now generally considered part of recreation.²

Keeping in mind, the elements of time, quality, attitude, compulsion (or lack of it), and satisfaction to the individual, we shall accept the

¹Ibid.

²A. Sapora and E. Mitchell, The Theory of Play and Recreation (New York: Ronald Press, 1961), p. 127.

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Chapter IV.

definition of Carlson, Deppe and Maclean as being satisfactory for the purpose of this particular study.

Recreation is any enjoyable leisure experience in which the participant voluntarily engages and from which he receives immediate satisfaction.¹

As to the matter of clearly defining what activities constitute recreation, DeGrazia has made a rather exhaustive study of this phenomena, and fully discusses the subjective definitions and explanations given by many individuals. In the context of the definition given by Carlson, Deppe and Maclean, DeGrazia's findings would be acceptable.²

Community Recreation

Having discussed and identified leisure and recreation, it is necessary to define community recreation within the broader context of recreation. We refer to Twardzik's ethically neutral theoretical model of the nature of recreation. The symbol "Sa" is now added to the model so that it reads:

$$A \rightarrow P(\pm AN \pm EP \pm RE) + Re(\pm Mn \pm Phys \pm Sp) + Sa = R$$

Sa = Socially acceptable

In his definition of public recreation Twardzik adds to the previous quotation "and further that the activity be considered socially acceptable within the community in which it occurs."

Carlson, Deppe and Maclean also emphasize the fact that community

¹ Carlson, Deppe and Maclean, loc. cit.

² Sebastian DeGrazia, Of Time, Work and Leisure, The Twentieth Century Fund (Hartford, Connecticut: The Connecticut Printers, 1962), Chapter IV.

recreation programs tend to provide recreation encompassing only positive values.¹ They comment that a person's individual choice of recreational activity could involve him in unwholesome activities, whereas community recreation programs tend to provide only positive values.

On the subject of community recreation, Carlson, Deppe and Maclean state "Community recreation denotes those recreation activities that society provides through various social institutions such as the municipal recreation department, the school, the home, and the church."²

Meyer and Brightbill's definition of community recreation established on an organized basis, regardless of the number or type of sponsors, for people who have in common a geographical, psychological, or institutional bond and who have a community of interest.³

Yukic, while still retaining the factor of recreation being socially acceptable, provides a definition that suits our purposes to a greater degree than the other sources.

Community recreation is an aggregate of constructive socially approved activities and services conducted and sponsored by tax-supported, voluntary and commercial agencies and groups for people within a defined area.⁴

Grouping of Recreation Agencies

Recreation programs, activities and facilities are supplied by many

¹Carlson, Deppe and Maclean, loc. cit.

²Ibid.

³Meyer and Brightbill, op. cit., p. 37.

⁴Yukic, op. cit., p. 7.

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organizations and agencies. Some serve a select membership, others attempt to meet the needs of an entire community. Some agencies exist with a profit motivation as their primary function; others exist to attempt to provide people programs and activities of a creative and satisfying means, as their primary purpose.

Recognizing the individual differences and varied concepts of the scope, content and approach to recreational programs, "an organized community effort is recognized as the total assembly of leisure activities conducted by its inherent agencies."¹ The definition of community recreation that has been selected for purposes of this study, contains the idea that community recreation takes place within a specified or defined area. This would clarify the point that community recreation is identified with a political boundary, whether this be a town or city, or another political subdivision of the province or federal government.

The major authorities in the field of recreation differ only slightly in their groupings of agencies in the community. There are certain differences in the terminology, but for our purposes, we shall use a combination of the groupings as suggested by Yukic,² and Butler³ with minor modifications.

1. Government or Public Agencies and Institutions: The agencies created and administered by federal, provincial, and local government

¹Ibid., p. 62.

²Ibid.

³Butler, op. cit., p. 32.

levels, supported primarily by public taxes, to provide recreation facilities, programs, and services of a socially acceptable nature, and regulated by law.

This grouping includes the Armed Services, hospitals at various government levels, villages, towns, cities, counties, school districts, libraries and museums.

2. Voluntary or Semi-Public Agencies: Those agencies supported by both community and private funds, philanthropy, and membership fees. This group operates basically on a membership basis, with membership seldom being exclusive, whereby participation in certain aspects of the program is permitted to non-members. This group have dominant social, religious and moral objectives.

Meyer and Brightbill discuss this group as:

Recreation facilities, services and programs established under the auspices of agencies and organizations supported by voluntary contributions or philanthropy, along with membership fees usually designed to serve a particular constituency (sex, creed, age, and the like), and often rendering service in a given part of a community.¹

Many of the voluntary group agencies are youth serving, but are not limited to this, and some offer adult programs and activities. Examples within the group are the Y.M.C.A., Y.W.C.A., Y.M.H.A., Boys Clubs, Catholic Youth Organization, Settlement Houses, Boy Scouts, Girl Guides and Youth Hostels. We shall also include local groups such as symphony

¹Meyer and Brightbill, op. cit., p. 36.

societies and amateur theater groups, as examples of groups that are difficult to classify, but would fit into this category more readily than the others.

3. Private Agencies: This group is comprised of a wide range of clubs and associations that normally depend upon a select membership, and are supported by membership fees and dues. This group exists primarily for the benefit of its own membership, in the pursuit of a common interest or belief. The programs are generally restricted to members.

This group includes agencies or organizations such as service clubs, industries, churches, country clubs, fraternal organizations, women's clubs, athletic clubs, and similar types of groups interested and organized to carry out a specific recreation activity or interest.

While some agencies within this group are of a national character or structure, the great majority are of a localized nature.

4. Commercial Agencies: Commercial recreation may be defined as recreation that is established as private enterprise, for which the participant pays, and from which the purveyor makes a profit.¹

For the purpose of this study, we shall define commercial recreation as referring to all spectator or participant activities, usually regulated by law, in which individuals or groups own and operate facilities, programs, or services for profit and therefore must charge for their use or services.

Examples within this group are theaters, night clubs, circuses, dance

¹Carlson, Deppe and Maclean, op. cit., p. 223.

halls, professional athletic clubs (baseball, hockey, football, etc.), automobile racing, ice and roller arenas, bowling, billiards, and vacation resorts.

These four major groupings of community recreation have not included the home as a source of recreation. The home, family and the individual within it, are not of an agency type grouping. This is a very important area of recreation and is mentioned to point out its role in community recreation.

As a facility, the home can provide opportunities for individuals within the family to participate in recreation peculiar to their individual interests, age, and sex characteristics, and it can also provide opportunities for all members of the family to participate jointly in common recreation interests.¹

Meyer and Brightbill provide a comparison of public, private (voluntary) and commercial recreation agencies in the following table. In this table, private and voluntary are treated as similar agencies.²

Comparison and Contrast Study of Public, Private
(Voluntary Agencies), and Commercial Recreation

Philosophy of Recreation	
Public	Enrichment of the life of the total community by providing opportunities for the worthy use of leisure. Nonprofit in nature.
Private	Enrichment of the life of participating members by offering opportunities for worthy use of leisure, frequently with emphasis on the group and the

¹ Athletic Institute, Recreation for Community Living (Chicago: Athletic Institute, 1954), pp. 30-31.

² Meyer and Brightbill, op. cit., pp. 269-271.

individual. Nonprofit in nature.

Commercial

Attempt to satisfy public demands in an effort to produce profit. Dollars from, as well as for, recreation.

Objectives of Recreation

Public

To provide leisure opportunities which contribute to the social, physical, educational, cultural, and general well-being of the community and its people.

Private

Similar to public, but limited by membership, race, religion, age, and the like. To provide opportunities for close group association with emphasis on citizenship, behavior, and life philosophy values. To provide activities that appeal to members.

Commercial

To provide activities or programs which will appeal to customers. To meet competition. To net profit. To serve the public.

Administrative Organization

Public

Governmental agencies (federal, state, county, and local).

Private

Boy Scouts, settlements, Girl Scouts, Camp Fire Girls, "Y" organizations, and others.

Commercial

Corporations, syndicates, partnerships, private ownerships. Examples: motion picture, television, and radio companies, resorts, bowling centers, skating rinks.

Finance

Public

Primarily by taxes. Also by gifts, grants, trust funds, small charges, and fees to defray cost.

Private

By gifts, grants, endowments, donations, drives, and membership fees.

Commercial

By the owner or promoters. By the users: admission and charges.

Facilities

- Public
Community buildings, parks (national, state, local), athletic fields, playgrounds, playfields, stadiums, camps, beaches, museums, zoos, golf courses, school facilities, etc.
- Private
Settlement houses, youth centers, churches, play areas, clubs, camps, and others.
- Commercial
Theaters, clubs, taverns, night clubs, lounges, race tracks, bowling lanes, stadiums, and others.

Leadership

- Public
Professionally prepared to provide extensive recreation programs for large numbers of people. Frequently subject to Civil Service regulations. Volunteers as well as professionals. College training facilities growing.
- Private
Professionally prepared to provide programs on a social group-work basis. Employed at discretion of managing agency. Volunteers as well as professionals.
- Commercial
Frequently trained by employing agency. Employed to secure greatest financial returns. Employed and retained at the discretion of the employer. No volunteers.

Program

- Public
Designed to provide a wide variety of activities, year-around, for all groups, regardless of age, sex, race, creed, social or economic status.
- Private
Designed to provide programs of a specialized nature for groups and in keeping with the aims and objectives of the agency.
- Commercial
Program designed to tap spending power in compliance with state and local laws.

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Membership

Public	Unlimited — open to all.
Private	Limited by organizational restrictions, such as age, sex, religion, and the like.
Commercial	Limited by: Law (local, state, and federal). Social conception regarding status and strata in some places. Economics — limited to those who have the price to pay.

Historical Perspective of Recreation

In order to appreciate how the government or public sector of recreation agencies might assist and utilize the commercial group to better advantage in overall community recreation development, the origins, growth, and history of recreation, with the major emphasis on North America will be broadly outlined.

In regard to the commercial sector, Astor states,

Although leisure activity through private associations and commercial agencies constitutes one of the major segments of the recreation movement, the subject is generally given as little academic attention as a church organist gives to calypso music.¹

Recognizing also, that the background and history of the public and voluntary groups has been explored and recorded to a far greater degree, only the essentials in the history of these groups will be discussed, with the major emphasis being on the commercial agencies.

¹William and Charlotte Astor, "The Private Associations Commercial Activities," The Annals of the American Academy of Political and Social Science (Philadelphia: The American Academy of Political and Social Science, 1957), p. 54.

Ancient Civilization

In tracing the early history of man, the great struggle was that of survival, with food, shelter and clothing, along with protection from his enemies as almost totally time-consuming. Earliest man had very little leisure or free time at his disposal. Early life does show man's search for a more enjoyable life as evidenced in Egyptian reliefs, of their interest in hunting, spearing, wrestling and fencing. There is evidence to show the Chinese built and flew kites 4,000 years before the Christian era. Although records show primitive forms of art back to Paleolithic man, the arts first found an important place in Western culture in the ancient civilizations of Egypt, Babylonia and Crete. While early pottery may have been primarily utilitarian, there were many decorative refinements added to these utensils of an artistic nature. Painting, music, literature, the dance, drama, games and sports are all traceable to early civilizations and either directly or indirectly to the hours left over from daily work.¹

The differences were not sharply drawn in these early and primitive cultures between work and play. It was only when permanent communities were established, did time for work and time for recreation become more definitive.

Classical Age

The Spartans and Romans viewed play as a means of education, primarily as a conditioning, in a physical and emotional sense, of the populace

¹Carlson, Deppe and Maclean, op. cit., p. 24.

to war and bloodshed. The basic pattern of cultural development of today was originated in the culture of Hellenism of ancient Greece. State-sponsored oratorical, literary, athletics and games, music, dance and drama flourished, while the public baths were extremely popular.¹ The culmination of these activities was, of course, in the Olympic Games, which had its origin in Olympia, Greece, which was a center for religion and athletics in the 5th century A.D. Of course, the leisured class was the minority in the Grecian era, as the majority of people were subjected to slavery. Williams also mentions private gambling houses, zoos and theaters (supported by the state).²

The Romans had extensive facilities for the pursuit of bathing, forums, circuses, and amphitheaters. These could be considered the forerunner of the amusement type entertainments of modern days, that appealed to the masses. Suffice it to say, these mass spectacles were not creative, constructive, or uplifting. Also mentioned at this period was "a gambling house and its diversions."³

The Middle Ages

The Middle Ages, including the Dark Ages, began with the fall of the Roman Empire and lasted approximately one thousand years. The church

¹W. G. Hardy, The Greek and Roman World (Toronto: The Canadian Broadcasting Corporation, 1961).

²Wayne R. Williams, Recreation Places (New York: Reinhold Publishing Corporation, 1958), p. 16.

³Ibid.

had a great influence upon the people, with its rigid rules. This age turned its back on the play activities of the former Roman and Grecian worlds.

The strong religious attitude of the church dominated choices of recreation activity, with a noticeable abstinence from the physical games and contests. Such authority had intermittent influences down through the Puritan period in American life.¹

Indoor activities of the nobleman included feasting, drinking, gambling, board games, and entertainment by the popular jester or the travelling band of the day. Commercial feudalism brought with it the medieval fair.

Besides their commercial value, the fairs were a great fund of entertainment as amateur and professional entertainers and tricksters amused the people.²

The church frowned on all such activities, but the people persisted at them.

Renaissance

The Renaissance saw a lifting of such a tight control by the church. The rising class enjoyed fairs, exhibitions, operas, and theater. Formal gardens and parks were outstanding then. Beer gardens, and later, coffee-houses served as social recreation haunts or highly literary discussion centers.

Amusement parks, as we know them today, began in the mid-1650's in the form of elaborate outdoor amusement centers in several of the European

¹Carlson, Deppe and Maclean, op. cit., p. 26.

²Williams, op. cit., p. 18.

countries, and were usually called "pleasure gardens." There was tight-rope walking, trapeze artists and by the 1790's, balloon ascensions and parachute jumps. There were swings, hobby horses and a number of trick devices, such as distorted mirrors. In 1815, the forerunner of the American Shoot-the-Chutes, originated as "Saut de Niagara" in an amusement park in France. This was the first of many "rides" we are familiar with today. The merry-go-round, the ferris wheel, and the roller coaster all began in the European pleasure gardens. It was estimated in 1959, over \$50 million was spent on amusement park rides in the U.S.¹

Colonial Period in America

I. (1620-1700)

The Colonial Period extended from the mid-16th to mid-17th century. In this period, recreation in Colonial America was not held in high esteem. Religion provided the strongest moral sanction for every law suppressing amusements, as carried over from the old country by the Puritans. The Continental Congress discouraged horse racing, cock fighting and gambling. Some Pennsylvania "Blue Laws" even today control certain forms of amusement on Sundays. The earliest forms of recreation legislation were prohibiting rather than permissive. While hunting and fishing were permitted, theaters were prohibited. With such restrictions, many turned to the taverns, primarily for drinking, but also for all manner of popular pastimes.

¹Robert M. Debevec, Laws of Places and Pleasures (Dobbs Ferry, New York: Oceana Publications, Inc., 1960), p. 50.

A growing interest in card playing, dancing, bear-baiting and also gambling produced more prohibitive laws and punishments. This period saw the rise of the county fairs. The establishment of the Boston Commons in 1634 is significant as is the date 1640, when the Massachusetts Bay Colony passed an ordinance opening bodies of fresh water over ten acres in size to the public for fishing and fowling.

II. (1700-1900)

The first evidence of a private dancing teacher is recorded in 1716. This also was the year of the first theater in America at Williamsburg, Virginia, which signified the first paid theater admissions. By 1752, there were professional actors.¹

Newport, Rhode Island, became a society resort center for summer visitors by 1765. By the late 1700's, and the early 1800's, the expanding cities on the East coast gradually changed their social customs and replaced many rural pleasures with commercial amusements and spectator activities. "The birth of commercial recreation came with the development of cities."² By 1850, New York had a population of 500,000, Philadelphia 300,000, and six other cities were over 100,000 each. The restless crowds, with few opportunities for much healthy recreation frequented the bar-rooms and sporting halls where cock fights were held, dogs fought each other, card and gambling games were also held. They furnished material for the city's underworld.

¹Foster Rhea Dulles, America Learns to Play (New York and London: D. Appleton Century Co., 1940), pp. 47-50.

²Williams, op. cit., p. 23.

As Dulles says:

And while commercial sports were a far from adequate answer to problems created by the new conditions of urban life, they were at least better than saloons and pool-rooms for the army of discontented ready for anything that promised to satisfy their thirst for amusement.¹

In general, the sporting events were professional affairs, run for a profit. The stage-coach, ferry, and later the railroads, became the promoters of sporting events with the added profits of drinks and refreshments at these outlying racing events.

While many of these events were of a spectator nature, they also played their part in maintaining an interest in sports which later blossomed out in publicly supported participation, which, along with parks and public playing fields was completely unknown.²

By 1850, skating (ice) was very popular, as was rowing. Many sports owed their origin to the British Isles, such as tennis, polo, and bicycling. The sophisticated magazines continued to comment that these types of sports "do not offer any attractions to the more vulgar elements of society." But the common man followed where the aristocrat led, and democracy would not allow him to be kept from any diversion within his means.

Steamboat excursions enjoyed an immense popularity and catered to the lower middle classes. Less respectable were the dance halls "branches of Satan's den," and also the beer gardens. These amusements shocked the country people.

¹Dulles, op. cit., p. 138.

²Ibid., p. 146.

By the 1890's, Barnum & Bailey's Circus was an institution, having flourished since 1850. With improved transportation, commercial amusement parks sprang up in the outlying districts of cities. The penny arcade and the "big top" were very popular, as were the Sunday band concerts in the park.

Despite the fact that the church generally condemned commercial amusements, whatever its form, there was a decided shift to the more passive diversions of theaters, minstrel shows, circuses, amusement parks, and horse racing, all of a commercialized nature. With the growth of the cities, the "grog shops" and taverns continued to flourish.

A vogue for self-improvement began in the 1830's and 1840's, and public lectures were very popular. The theater continued to gain popularity and lectures, music and drama proved to be "big business."

Travel to Europe by the well-to-do, and excursions to the beaches began to increase. Gentlemen's clubs were formed in the Eastern cities. In 1845, billiards was introduced and was greatly ridiculed. Professional prize-fighting, although illegal and often broken up by police raids, came into being. The National Professional Baseball League was organized in 1876, although baseball was first played in 1840. Other sports came into being, such as rodeos, 1850; field hockey, 1875; softball, 1887; basketball, 1891; (YMCA) along with lacross and ice hockey in Canada on a well-organized basis in this era.

Roller skating, introduced in 1863 for "the educated and refined classes"

at Newport, soon swept the country. Rinks were built in every town and huge ones in the cities, with admission being 50 or 25 cents. The introduction in 1876 of the high-wheeled bicycle, brought on the most spectacular craze of all, that continued for 15 years with great enthusiasm.

The influx of immigrants, with vastly different values and ideas on religion, had a great influence on the cities and helped bring about a more tolerant attitude to Sundays, and amusements in general. By 1890, starting in Chicago, Sundays were opened up for theater, excursions, saloons and other amusements. This was the most important single development of the late 19th century increasing the opportunities of the common man for recreation.¹ But even at this date, the sports and outdoor activities of the country were not within reach or possible for the majority of urban workers. Their entertainment was necessarily passive, commercialized, and cheap. Public amusements had expanded with the cities at a rate never known before.² Theater, especially burlesque, was at its hey-day.

Lodge night had become a nation-wide institution, and the private clubs and recreation agencies as we know them today, were well established by the 1880-1900 period. It was estimated that 40 percent of the male population over 21, was a member of an order or lodge by 1880.

The women, too, had their clubs. These clubs represented a conscious effort to fill the increasing leisure that the machine age was making available to the middle-class housewife.

¹Ibid., pp. 208-209.

²Ibid., p. 213.

The first motor vehicle race was held in Chicago in 1895. The first moving pictures were the Edison-invented peep-shows during the 1890's, in the phonograph parlours, billiard rooms and penny arcades of the cities. By 1896, the "Vitascope," a jerky, flickering screen production had been introduced. On Christmas Eve, 1908, Mayor McClellan of New York re-voked 550 Nickelodeon licenses because of objections by the city's pastors.

III. (1900-1920)

By 1910, there were 10,000 picture theaters playing to an audience of 10 million per week. This was by far the leading amusement industry, and symbolized commercial recreation in this period.

A number of voluntary agencies had their beginning in the mid-1800's. The YMCA was introduced from England in 1851, and the YWCA in 1866 in Boston.

It was during this period that the U.S. federal park system began. Yellowstone Park was set aside in 1872, but the National Park Service was not established until 1916. In Canada, Banff National Park was set aside in 1885, and the Federal Parks Branch established in 1864, at Yosemite in California. In most states, parks were not acquired until after the turn of the century and park agencies came into prominence only after the 1920's. In Canada, the Ontario government set aside Algonquin Park in 1894. By 1910, about 30 percent of the total area of the Canadian provincial systems were established.

In the U.S.A. the National Conference on State Parks was established in 1921 to further the state park movement.

The early 1900's opened with the continuation of taboos, and waste of time concepts regarding recreation.

In 1903, the South Park Playgrounds opened in Chicago under public auspices. In 1904, Los Angeles established the first playground commission within municipal government. In 1903, the city of Pittsburgh took "daring steps" in widening the sphere of its play activities to include many new activities. In 1907, Rochester, New York, demonstrated the use of the school building as a community center.

The Boy Scouts of America were organized in 1910, the Camp Fire Girls and Girl Scouts in 1912. Private camps and youth-service agency camps increased in large numbers.

During World War I years, both the U. S. and Canadian Governments organized recreation in communities adjacent to military posts and certain industrial districts. The YMCA operated an extensive program on military posts, and to a lesser degree the Knights of Columbus, the Salvation Army, and the Friends Service Committees of the Quakers.

IV. (1920-1940)

There was a tremendous awakening in recreation in the 1920's as it was finally accepted as a force for molding character and physical and mental health. Commercial recreation facilities were used more than ever. These included amusement parks, billiard parlours, bowling alleys and dance halls. The public facilities were greatly expanded in this period as well with new parks, swimming pools and picnic areas. This was a period of an awakening demand for better and more pleasurable recreation pursuits.

This was a period when more people had more wealth and leisure resulting in an opportunity to enjoy automobiles, radios, motion pictures, mammoth sports events and tourist travel. With these forces and at this period came an awareness of the value of recreation to the individual. Manufacturers and suppliers of recreation materials enjoyed a big expansion in production and sales of musical instruments, games of all types, and sporting goods and equipment. Spectator sports also increased in popularity. By 1927, half of the states had passed enabling legislation to allow public recreation at the municipal level.

During the depression years, the New Deal set up the C.C.C. and the W.P.A. amongst other federal organizations. By 1937, five million dollars had been allocated for new facilities in public parks on the municipal level alone. In Canada, this type of federal aid was not available and it was only in the post war years that interest in park development brought about further development.

V. (1940-1960)

During the Second World War, recreation was organized by many voluntary agencies, as well as the Armed Forces. The U.S.O. received much credit during these years. In Canada, the YMCA and the Salvation Army were leaders in this area during the war years. The year 1941 also saw the organization of the National Industrial Recreation Association, a grouping of industries concerned with recreation for their employees.

Following the War years, many towns and cities in Canada, with

government financial assistance, built "living" war memorials in the form of play fields, pools, arenas and community centers. Tax-supported municipal systems increased rapidly in both Canada and the United States. Canadian cities, lagging behind their American counterparts, began to accept recreation as a public responsibility to a greater degree. There was a strong movement to the unifying of public park and recreation agencies as one unit of local government. Considerable sums were spent for commercial recreation in terms of vacation resorts, golf courses, as well as various amusement-type facilities to serve the wants and needs of the post-war population.

Summary

Arising out of the growth of the recreation movement in North America have been the various agencies that have served the differing needs of the community. In the previous section, the background, and factors surrounding the origin of many of these agencies has been outlined. In keeping with the four major groupings that have been set out, being (1) government or public, (2) voluntary, (3) private, and (4) commercial agencies, we will very briefly review the growth of each sector on the North American scene.

(1) Government or Public Recreation Agencies

The outline of growth of the recreation movement shows many examples of private effort preceding and being by and large responsible for the inauguration of government services. Private effort, whether through voluntary, private or commercial agencies, continues to lay the ground work for public or government recreation.

From the historic sand garden in 1885 in Boston, sprang the public recreation movement in its modern terms. This movement, accompanied with play leaders soon spread to other cities. Then in 1905, another milestone was the Chicago bond issue of \$5 million to develop ten neighborhood parks with gyms, swimming pools, meeting halls and club room facilities. Up until this time, recreation facilities were mainly outdoor types suitable for active, or in most areas, passive type activities. The year 1904 was that in which Los Angeles set on the first board of playground commissioners.

It was the 1910-1920 period that witnessed the first real acceptance of city government for organized recreation. The First World War also brought home the need of public recreation. The 1920's, with more real income and shorter working hours, added more stimulus to this movement in both facilities, land acquisition and program.

The Depression had the long-term effect of turning people from commercialized recreation pursuits to a greater dependency on public facilities. The U. S. federal relief programs were significant in the expansion of both facilities and leadership. This also resulted in greater cooperation between public and voluntary agencies in the sponsorship of federal projects and the sharing of leadership personnel. This era also saw organized recreation brought to communities which had not had this service.

The Second World War forced an unprecedented responsibility upon recreation workers to serve both the armed forces as well as defense workers.

The outstanding feature of the municipal recreation program during this

period was cooperation between the U.S. federal and state agencies in building local programs. This same situation occurred in Canada, and gave the recreation movement a great boost immediately after the War years.

The post-war years began a definite trend to the amalgamation of municipal park and recreation agencies. In Canada, of its major cities of over 50,000, only Hamilton, Ontario, has not combined these departments. There has been virtually full acceptance of the responsibility for park and recreation functions by local government in Canada, and of course, the United States. The competition for tax dollars has increased with demands for many public services. A significant point on the Canadian scene was the introduction of grants by the provincial government of Ontario in 1947 to municipalities having professional recreation leadership. Alberta, British Columbia, and Saskatchewan also adopted this policy in the early 1950's. There are other facility grants to municipalities in the various provinces, instigated since the War.

Federal and Provincial Government Agencies

As described in the general outline of recreation growth in America, the Federal Park was set aside in 1885 at Banff. The National Parks Branch was established in 1916. By 1960, there were 18 National Parks set aside, and 23 historic sites.

The Fitness and Amateur Sport Act of 1961 provides for assistance to recognized sport agencies of a national character, and to provincial governments to aid in undertaking programs to encourage fitness and amateur

sport. The Agricultural Rehabilitation and Development Act of 1961 provides federal research and financial assistance to the provinces in projects for the development of alternate uses of marginal lands and rural development, with recreational uses high on the list. There are several other departments offering aid in various ways to both provincial and local government levels. The provinces have been active in the development of park areas since 1894 under provincial jurisdiction. Six of the ten provinces provide grants for recreation leadership. As in the U.S., there are many federal departments and agencies that provide recreational encouragement or guidance, either directly to the provincial governments, or to national organizations providing recreational coordination and programs for its membership.

(2) Voluntary Agencies

In their early years, these types of agencies were started in terms of character building, youth serving, or group work agencies. They are now generally recognized, and refer to themselves as agencies, having recreation as their primary benefit. In communities (some of the communities) as much as 40 to 50 percent of the United Fund goes toward such agencies. The first Settlement House opened in 1889 in Chicago, pioneering in an area of concern that is now governmental. The YMCA began in 1866 in America, and the YWCA in 1906, Boys Clubs of America in 1906, and 4-H in 1907. Again it is significant to note that these types of agencies began social movements prior to public acceptance of their responsibility.

Traditionally, the voluntary agencies have opened up new ground and then government agencies have moved in to these areas.

(3) Private Agencies

This group made up of service clubs, fraternal organizations, women's clubs, country clubs, and athletic clubs, as examples, had their real origin in the early 1800's in America. These clubs have traditionally been founded for a specific interest or common belief. They have persisted up until the present day, and in fact, have continuously grown in quantity. This group is probably less affected by the public agency than the voluntary groups, in that their main purpose is usually in areas not normally covered by a public recreation program.

(4) Commercial Agencies

Recreation on a commercial basis was first evident in North America in the form of the taverns, which provided one of the few social centers in the early pioneering days. Most of the activities and amusements of colonial America, were of course, originated in the old country. The country fairs were also commercialized to some extent in the days of the Puritans.

Commercial recreation preceded the other large groups, the voluntary, private and government. It has continued to persist along with the growth of the agencies in the other groups, and is considered to be of much greater economic significance than the other three combined. The post war years have seen a tremendous growth of agencies in this sector.

Doell and Fitzgerald comment on the growth of recreation in America:

Historically recreation has developed along three general patterns which are represented by spontaneous or unorganized or self-directed leisure pursuits; commercial recreation offered on a profit-based motive; and organized recreation as illustrated by the efforts of public and voluntary agencies formed for the purpose of helping individuals and groups to secure recreation.

Interwoven among these periods (of historical development and recreation) are such factors as recreation and our cultured heritage, the relationship of parks and recreation, recreation and the voluntary agency, the place of commercial recreation, the rise of recreation as a governmental function, the layman's contribution, the modern recreation movement, the influence of science and technology, education for leisure, and professional societies and service organizations in recreation.

These major developments, and others, are not isolated factors, but rather are inter-related.¹

Recreation Growth in Edmonton

In the year 1808, the Hudson's Bay Fur Company and the Northwestern Fur Company built trading posts at sites that are now occupied by the Provincial Legislative Building (Hudson-s Bay) and the latter by the Victoria (Municipal) Golf Course. Abandoned two years later, both companies returned in 1819.

These two companies merged in 1812, and the Hudson's Bay fort became the main trading point of the northwest prairie region. The employees of the company wintered at the fort, married local women and many settled for their lifetimes in the vicinity of Edmonton. In 1841 the population of the fort and vicinity numbered 130 people, and by 1857 this number had

¹ Charles E. Doell and G. B. Fitzgerald, A Brief History of Parks and Recreation in the United States (Chicago: The Athletic Institute, 1954), p. 55.

risen to 150 people. The fort site was surveyed in 1870, giving a definite starting point to the village.

The first regular Roman Catholic church was built within the fort enclosing in 1863. The only type of recreation available to these early residents was in the games and singing of the school children, the foot and horse races along with other athletic contests, the dances and drinking of the men in social events held within the fort when occasions presented themselves.

July 1, 1882, was a historic day for the early settlement, when the first Sports Day was held.

The prospect for the Sports Day is good. . . and a great deal of interest is manifest in the events. The principal prizes are \$15.00 first and \$5.00 second for the 100 yard foot-race, and \$35.00 each for the mile and half-mile horse races.¹

In 1881, the first school in the settlement was erected, allowing the villagers to take advantage of the big building for social events and infrequent meetings. In 1892, Edmonton was incorporated as a town.

Edmonton's first hotel was opened in 1876, as the second floor of a large home, owned by Donald Ross, at the bottom of the present McDougall Hill Road. Eventually this was expanded to 40 rooms, and also had a bar and pool room for entertainment of the guests.²

In 1893 a Sports Committee, chosen from the ranks of the village, was

¹Tony Cashman, The Edmonton Story (Edmonton: Educational Publications, 1956), p. 173.

²Ibid.

formed to organize sporting events such as foot-races, wrestling, horse-races, and events such as the Dominion Day (July 1) celebrations which were held at the race track and grounds on the Hudson's Bay reserve, just south of the present municipal airport, now well within the city limits.¹

The Edmonton Exhibition Association was formed in 1879, the village having held a fair in 1877. This was a highlight of the year for the whole region, and has been operating ever since that year.

Robertsons Hall & Opera House opened in late 1893, being a combined dance hall and opera house holding 500 people, travelling stock companies held regular plays and productions until it burned in 1906.²

The North Saskatchewan River had been used since the earliest inland empire, travelling from Winnipeg via Lake Winnipeg. The York boats of the Hudson's Bay Company began use of the River as far back as 1779 for this purpose. The River was also used in the late 1800's and early 1900's for purposes of river boat freighting. There is reference made to the boat "Northwest" travelling from Grand Rapids, Manitoba, in 1888, taking two weeks for the journey. The now famous "City of Edmonton" stern-wheeler was used every weekend for excursions to Bay Island, a distance of 12 miles upstream from the town site. These picnic excursions, accompanied with "suitable" refreshments and dancing on the evening return trip, were a highlight of the early days in the area.³ Perhaps this is where Edmontonians

¹Ibid., pp. 191-192. ²Ibid., pp. 237-238.

³Roy Devore, The North Saskatchewan River (City of Edmonton Archives, February 1963), p. 5.

gained their love for picnics, as today, picnic areas cannot keep up with the demand in the urban area of the city during the summer months. A round-trip to the island on the old river boat, 132 feet in length and carrying 400 passengers, costs \$1.00. The river was used between Winnipeg, Manitoba, and Edmonton, principally for commercial freight, until the mid-1930's, when the Saskatchewan Bell ceased to operate.¹

The first private club was formed in 1899, when 54 businessmen banded together as the Edmonton Club and built a substantial building to accommodate a lounge, dining room, card room and also a billiard table. This was the first "men only" club in the region, and the only one for many years.

In 1903 the Edmonton Shooting Parlour opened, promising "good sport every night," the hours being 9:00 A.M. to 10:00 P.M. This type of commercial entertainment was very popular in this period in Eastern cities.²

The first movie theater, the Bijou, was opened in 1908, in competition to the then two legitimate theaters. This was a source of real concern to the citizens, and continued to be for many years. In 1914, in convention at Carnrose, Alberta, the Swedish Baptist Conference of Alberta declared itself:

unalterably opposed to all amusements such as pool rooms and moving-picture shows and all other forms of vicious and degrading influences that demoralize

¹W. E. Edmonds, "Steamboat Days on the Saskatchewan," Queen's Quarterly, Vol. LVI, No. 2 (1949), p. 9.

²Edmonton Journal, Vol. I, No. 4 (November 14, 1903).

our youth, poisoning the very fountains of life, warping the soul and giving them a distorted view of life. . . .¹

The YMCA was formed in 1904, and built a residence, gym and pool in 1907. The YWCA was established in 1911 and also constructed similar facilities for its members.

By 1906, with a population of 14,000, the city (constituted as a city in 1904) had set aside 294 acres for parks. Interest in athletics had prompted the town council of 1904 to build a covered arena on the South Side, which stood until 1941.

In 1908, led by Lester Patrick, Edmonton played the Montreal Wanderers for the Stanley Cup and the Hockey Championship of Canada, but lost out. This was the first and only time an Edmonton team has participated in this event.

In 1912 a Parks Commission was formed, but promptly abandoned in 1913 due to a severe economic depression. In 1912 there was 800 acres of park area and a budget of \$59,940.² Daming of Whits White Creek was visualized, as well as scenic drives along the river. By 1912 it was estimated 5 to 7,000 people visited East End (Borden Park). However, park improvements were actually very minor, despite the keen interest, with only a few minor improvements carried out mainly at Tipton Park, Borden Park, and Victoria Cricket Pitch — a picnic grounds.

Recreation development slowed to a standstill until the end of the

¹Edmonton Journal, News Item, October 12, 1914.

²City of Edmonton, Park and Recreation Department historic files, 1965.

war. The 1920's saw Renfrew Ball Park built, three public swimming pools, and a small public zoo at Borden Park. In 1921, Canada's first municipal golf course was constructed on the Victoria flats. The original stands at Clarke Stadium were built and the Gyro Club built four city playgrounds. There is little record of any commercialized recreational development other than several more billiard halls and three miniature golf courses; one of which operated on the second floor of a downtown retail store. An amusement park was built at Borden Park on city land leased to a private operator.

In 1928 the Highlands Golf Course obtained a 40-year lease on 134 acres for an 18-hole course. In 1921 the Mayfair Golf Course Club had obtained a site further upstream.

An interest in skiing developed during the 1930's, and the city leased 17 acres to the Edmonton Ski Club at the Cloverdale flats in the heart of the city. The depression years virtually ground to a halt any public or commercial development. However, the private clubs, groups, and associations were extremely active, and provided a principal outlet of many recreational activities. The same conditions lasted through the war years. The U.S. Army Air Force, stationed in Edmonton, found so little organized recreation that in 1942 they built a downtown Recreation Center to serve their own and the Canadian forces. This building still serves as the downtown public recreation building.

Post-War Period

Toward the close of the war, a public Recreation Commission was

formed to alleviate the lack of organized activities for the public. In 1946 this became a City Department, and a superintendent and staff were appointed. In 1947 a Parks Department was formed, these functions having previously rested with the City Engineers Department. The population of the city at this time was 118,500 people, and the public facilities consisted of three outdoor swimming pools, nine outdoor hockey rinks, and approximately 20 separate park areas, including one public golf course and three picnic areas. Since that time, especially since 1959, a greater proportion of capital funds have been allocated to public recreational facilities and programs. Examples are the construction of two additional golf courses, eight picnic areas, three indoor artificial ice arenas, approximately 80 outdoor ice rinks, several ski tows, winter sports areas, 85 playgrounds, seven swimming pools, a childrens zoo (Storyland Valley), and the development of four major park areas of approximately one-half million dollars each, along with many acres of small park and roadside developments, to mention some of the highlights of the recent surge in public support.

Since the war, the voluntary agencies have also expanded—the YMCA building a new one million dollar central downtown building, and the Boy Scouts and Girl Guides are erecting a new headquarters. The Boys Club of Edmonton is currently erecting a new facility in one of the less fortunate areas of the downtown.

The commercial sector of the recreation agencies have expanded greatly since the war years. There have been approximately 15 bowling

alleys built, and several large modern billiard halls, both of these facilities catering to all the family. With the revision of the Provincial Liquor Regulations in 1960, several new and very modern lounges and night clubs have been added, as well as four high-rise motor hotels in the downtown area. Since the war, auto racing has been started, and attracts over 5,000 persons per week in the summer months. There have been several miniature golf courses built. Television was first introduced in 1954, and there are two stations now operating. Four drive-in theaters have been built since 1946. Professional baseball, hockey, football, wrestling and boxing are now widely attended.

The number of private clubs of a social and athletic nature has increased from three to over 20 since the war years.

Summary

The growth of recreational agencies in Edmonton has lagged behind, but followed the trend of the growth in North America. Typical has been the commercial agency dominance in the formative years, the start of the voluntary and private agencies in the formative years, and the awakening interest and greatly increasing public responsibility in the last decade.

CHAPTER III*

THE SETTING

The Region

The Province of Alberta stretches 756 miles from Montana on the south, to the border of the Northwest Territories, and from a minimum of 182 miles to a maximum of 404 miles east and west, between British Columbia and Saskatchewan. Of the 255,285 square miles, 248,000 square miles are land, the remainder fresh water. Alberta is Canada's fourth largest province.

The 1961 Dominion Census lists the population of the Province at 1,322,000, a 40 percent increase over the 1951 census, this being the greatest percentage increase of any Canadian province. The overall Canadian increase was 29.4 percent in this same period.

The province is divided roughly into three general geographic areas. From the United States to a point approximately 200 miles north, the land is a treeless, rolling prairie. The central division is known as the "parklands," made up of a succession of wide ridges and broad valleys, with a large number of lakes and streams, and numerous belts of indigenous

*The source material for this chapter, unless otherwise noted, was taken from information supplied by the Department of Industry and Development of the Province of Alberta; Canada, 1962-63: Handbook, Department of Trade and Commerce, Dominion Government Ottawa, Dominion Bureau of Statistics (1961 Census); and J. G. Suski, General and Administrative Statistics of the City (Edmonton: Hambly Press, 1960).

poplars and conifers in the northerly part of this division. The third area comprises the northerly portion of the province and is comprised of great lakes, rivers and forests broken by tracts of open prairie, as in the Grande Prairie and Peace River districts.

Edmonton lies in the central or parkland division, 60 miles south of the geographic center of the province and at $53^{\circ} 35' N$, is the most northerly city of its size in Canada. It is also the dominant city or the regional center of a vast area of land, being a natural drainage basin stretching from Edmonton to the Arctic Ocean and from the Rocky and MacKenzie Mountains to the height of land in the Northwest Territories, all draining into the Arctic Ocean. Physiographic regions indicate a clear cut interior plains region, running from Edmonton to the Arctic Ocean and bounded on the east by the Canadian Shield, and on the west by the Western Cordillera. This region comprises an area of over 450,000 square miles. (Figure 1.)

Transportation routes in the form of air, road, and rail routes help delineate the area as well. Edmonton has long been known as the "Gateway to the North," and more recently the city has adopted a slogan, "Heart of Canada's Great Northwest." Discussions that appear imminent in nature concern the building of major roadways connecting Edmonton to Vancouver by the Yellowhead Route through Jasper and Kamloops, British Columbia. The construction of the Great Slave Lake Railway to Pine Point is now under way, opening up access to zinc and lead deposits, as well as extensive farm and forest lands.

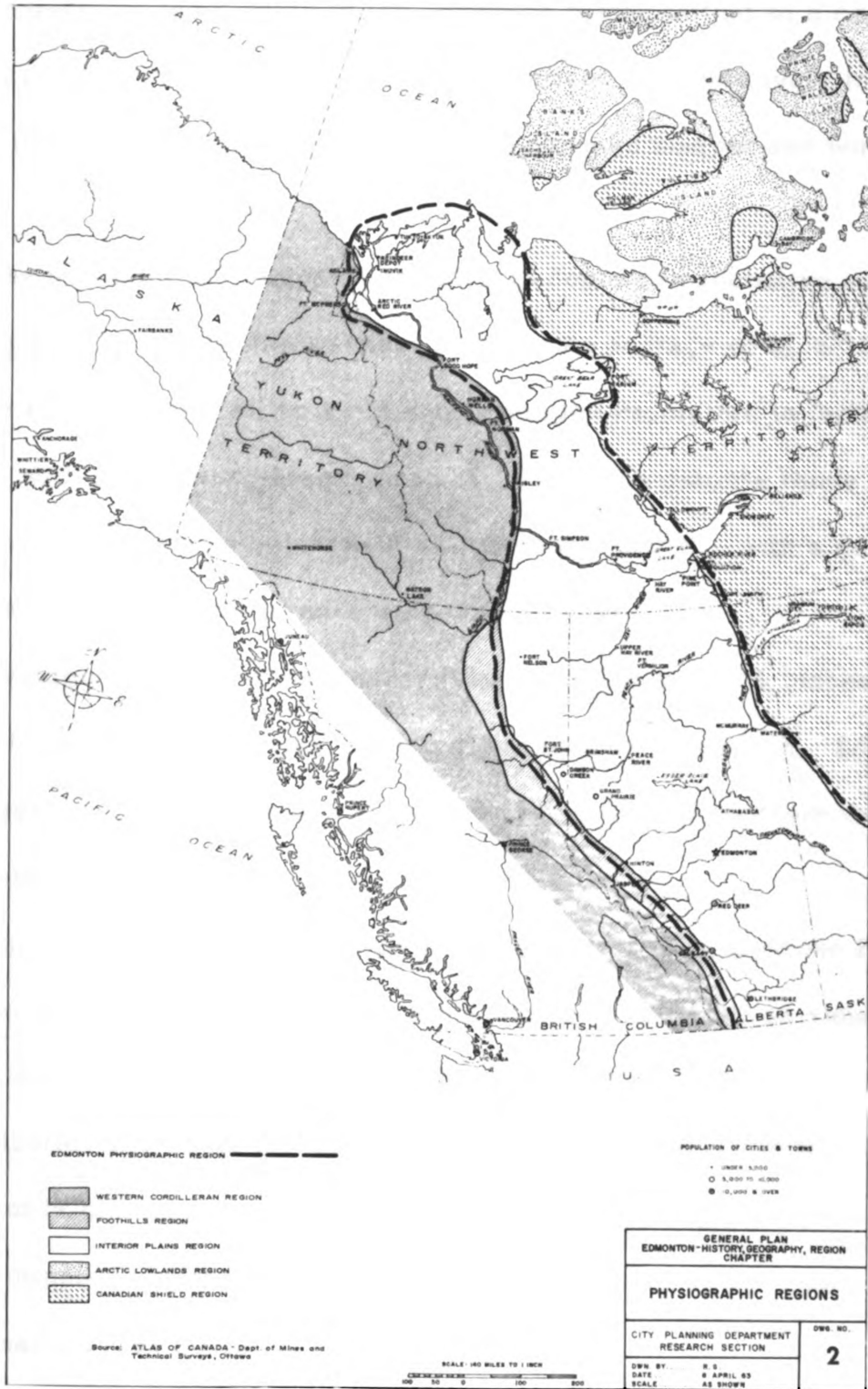


Figure 1.

Climate

In general, the climate of the Edmonton region is that of a continental region in northern latitude, and is characterized by a relatively low annual precipitation and extremes in temperature between summer and winter seasons.

The mean summer temperature, May to September inclusive, is 56° Fahrenheit, July being the warmest month at an average of 61.5° Fahrenheit. Winter temperatures fall to a minimum average temperature in January of 6° F., with a November-March mean of 16° F. The extreme range rarely produces temperatures below -40° F., or above +90° F., with a growing season relatively short or an average of 175 days.

Average annual precipitation is relatively low at 18.25 inches, but about 65 percent of this total falls during the growing season. Snowfall averages 30 inches per year, about one-half of that of southern Ontario or Quebec.

Summers are characterized by warm, relatively dry Maritime Pacific air from the west, but because of the altitude (2,200 feet) daytime temperatures are rarely oppressive, while the nights are cool.

Alberta, including the Edmonton region, averages 2,000 to 2,200 hours of bright sunshine annually, being the sunniest province in Canada. This compares to Vancouver's 1,784 hours, Toronto's 2,047 hours, and Montreal's 1,181 hours.

Relief and Drainage

The Edmonton region is at an average elevation of about 2,200 feet, except for the valley of the North Saskatchewan River (2,000 feet above sea level). The whole area is remarkably uniform in character and is typified by gently rolling and undulating relief.

The Edmonton region is drained by the North Saskatchewan River System to the east and the Athabasca River System to the north. The North Saskatchewan traverses the area from southwest to northeast in a "U" shaped valley that averages 200 feet in depth and one-half mile in width and is joined by the Sturgeon and Vermillion Rivers and the White Mud and Black Mud Creeks. The whole of the area is dotted with sloughs and shallow lakes; evidence of the former glaciation.¹

Industry and Manufacturing

Today, manufacturing has replaced agriculture as the most important industry in the province. Industry accounts for approximately \$1 billion to the provincial economy each year and is growing at the rate of \$50 million per year.

The most important sector is the food and beverage industry, which is also Canada's most important manufactured good. Within this category, meat packing is first, then dairy processing, flour milling and feed manufacturing follow.

¹Draft General Plan, Part I: History, Geography and Region; City of Edmonton Planning Department, p. 13.

Petroleum product processing is the second most important industry. Primary metal industries occupy third place, which includes metal rolling, casting and extruding plants, iron foundries, iron and steel mills.

Fourth in line are chemical products such as sulphur, plastics, cellulose, asphalt building material and fertilizer.

Alberta ranks fourth in Canada in manufacturing in number of employees engaged, salaries and wages paid, as well as selling value of factory shipments. In order of this importance the provinces are: Ontario, Quebec, British Columbia, Alberta, Manitoba, Nova Scotia, New Brunswick, Saskatchewan, Newfoundland and Prince Edward Island.

Agriculture

There are 47 million acres of occupied farm lands in Alberta, out of 174 million acres in Canada, of which 25 million are improved and utilized. In addition, it is estimated there are another 21 million acres which are suitable for agricultural purposes. Alberta produces, on the average, 150 million bushels of wheat, oats, barley and rye for domestic and world markets. In order of importance as cash income, wheat rates first, barley second, oats third, and rye fourth. Total grain crops amount to approximately 30 percent of the total production for Canada.

Alberta is first in beef production, third in dairying, second in swine, and third in poultry production in Canada.

Agriculture now contributes about 25 percent of the net value of production in Alberta for agriculture, manufacturing, mining and construction. Up until the 1940's this was more than 50 percent of this total.

Forestry

Over two-thirds of Alberta is covered by forests, of which 41 million acres is productive forest lands, concentrated along foothills of the Canadian Rockies and the northwest section of the province. Disposition of crown lands for forestry production is accomplished under public competition in the form of tender or auction bids, and by timber management licenses. The largest proportion of timber is used by the lumber industry, with the manufacture of plywood increasing. Fence post and poles, as well as expansion in pulp and paper production is increasing. Of the provinces, British Columbia produces approximately 68 percent of the volume of lumber, Alberta about 4 percent, following Quebec (12 percent), Ontario (7 percent), and the Atlantic Provinces (7 percent). Alberta also ranks way down the list for pulpwood production after Quebec (45 percent), Ontario (28 percent), and British Columbia (12 percent), while the remaining provinces produce the other 12 percent.

Fuels and Minerals

The Edmonton region came into prominence in 1947, with the discovery of the Leduc oil field, 16 miles west of Edmonton. Alberta boasts 80 percent of Canada's total reserves of natural gas and nearly 90 percent of the country's petroleum resources, with reserves of over 3 billion barrels. There are five major oil fields and two major gas fields in the Edmonton region. The Athabasca Tar Sands, 400 miles north of the city, covers 20,700 square miles and is believed to contain reserves of over 300 billion

barrels of oil which can be extracted. Production of oil from the sand is now being developed commercially.

Coal reserves in Alberta are estimated at 50 billion tons, about one-half of Canada's total. Coal production has increased in recent years due to use as a fuel in the production of electrical power in the province.

There are several large lakes serving as summer resort areas in the region. Lake Wabarnum being 55 miles west of the city, Pigeon Lake 60 miles southwest, Lac St. Anne 25 miles northeast, are the main summer cottage areas. Many smaller lakes, of questionable quality, are also prevalent in the region and receive considerable patronage in terms of fishing, boating and swimming. Winter ice fishing is also quite common.

Three of the five National Parks located in Alberta are in the Rocky Mountain region. Banff and Jasper Parks are almost equi-distant from Edmonton, each about 250 miles from the city; Elk Island Park is 30 miles east of the city, is 75 miles square and contains one of North America's few remaining buffalo herds. Wood Buffalo Park, 17,300 square miles in size, is in the northeast region of the province. There are 37 Provincial parks adding up to 37 square miles, 15 of which are in the Edmonton region. There are also 400 provincial highway campsites throughout the province.

Tourism

The Dominion Census Bureau of 1959 shows the dollar earnings from United States tourists by regions and provinces.

<u>Province</u>	<u>1959 Earnings</u> (million dollars)
Ontario	185.0
Quebec	57.6
British Columbia	54.8
Atlantic Provinces	28.1
Alberta	10.5
Manitoba	9.8
Saskatchewan	5.3

The information released by the Edmonton Tourist Information Bureau indicates that the last five years have been highly significant in the tourist industry in the Edmonton region. The rate of increase has been approximately 20 percent per year and 1964 was a 30 percent increase over 1963. It is estimated that the tourist influx in Edmonton in 1964 resulted in a gross expenditure by these visitors of about \$15 million. This is a very conservative estimate. A very significant trend in road development in Canada has been the recent entry of the federal government into the construction of highways and the Trans-Canada roadside park development. Eight of ten provinces, including all the western provinces, have joined in the program and to date 56 out of 106 roadside parks have been constructed. Surveys for national parks are also underway in the Yukon and Northwest Territories, which is likely to attract more tourists. Alaska's entry into the Union has meant a substantial increase in American tourists traveling through Edmonton from the east to reach the Alaska highway.

Hunting and fishing are excellent in the region, and attract a considerable number of visitors for this reason. (Figure 2.)

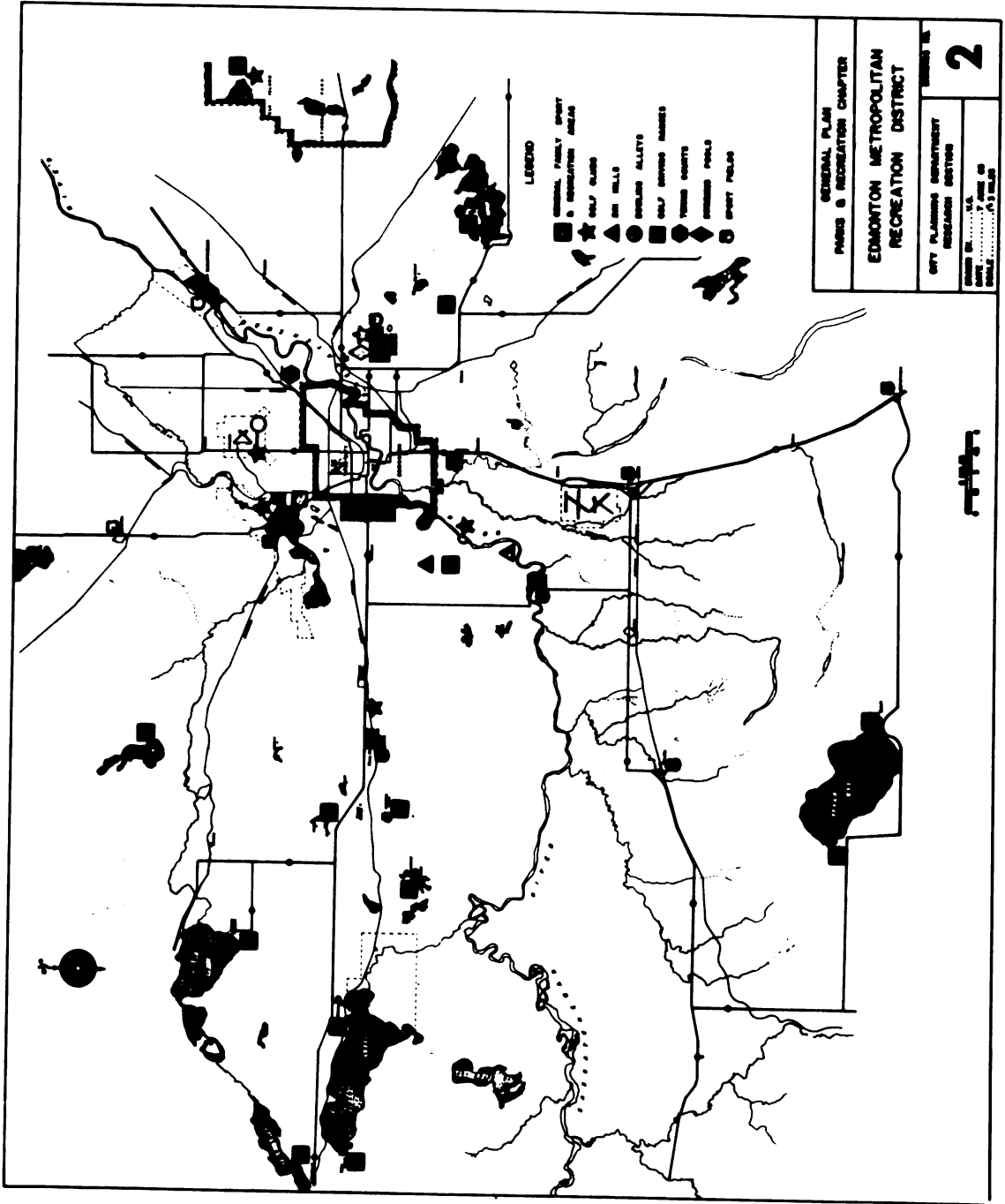


Figure 2.

The City

Edmonton is the capital city of the Province of Alberta. The population of the urban area of Edmonton stands at 281,027 according to the 1961 census, an increase from 227,381 in 1956, and 160,691 in 1951. The 1961 census shows the metropolitan area at 337,568, a rise from 254,800 in 1956 and 176,782 in 1951. Table 1 indicates the growth of the city since 1890. Population forecasts indicate a population of over 600,000 by 1980. The city proper and metropolitan area population are shown as follows:

Population of Edmonton Metropolitan Area
and City Proper for 1951-1963

	National Censuses			Civic Census 1962-May	Civic Census 1963-May
	1951	1956	1961		
Metropolitan Area	176,782	254,800	337,568	-	-
City Proper	160,691	227,381	281,027	294,967	303,756

Edmonton covers an area of 75 square miles and is governed by a council, consisting of a mayor and 12 aldermen. The council delegates authority of civic management to the board of commissioners, which consists of four commissioners, one of whom is the mayor ex-officio. There are 24 civic departments, who report to the board of commissioners. The 1964 expenditures of the city were \$48,895,535.

The sources of income for the operation of the civic government are shown in Figure 3, which indicates the primary source as realty tax at 52.93 percent; utilities, 11.65 percent; Federal Provincial Government

Table 1. City of Edmonton Population, 1899-1964*

Year	Population	Year	Population
1899 (Edmonton only)	2,212 C	1938	88,887 C
1901 Edmonton and Strathcona	4,176 D	1939	90,419 C
1903	6,995 C	1940	91,723 C
1906	14,088 D	1941	93,924 C
1909	27,000 C	1941	93,817 D
1911	31,064 D	1942	96,725 C
1912	53,611 C	1943	105,536 C
1913	67,243 C	1944	108,416 C
1914	72,516 C	1945	111,745 C
1915	59,339 C	1946	114,976 C
1916	53,846 D	1946	113,116 D
1917/1919	--	1947	118,541 C
1920	61,045 C	1948	126,609 C
1921	58,821 D	1949	137,469 C
1922/1923	--	1950	148,861 C
1924	63,160 C	1951	158,912 C
1925	65,378 C	1951	158,709 D
1926	65,163 D	1952	169,196 C
1927	67,083 C	1953	183,411 C
1928	69,744 C	1954	197,835 C
1929	74,298 C	1955	209,353 C
1930	77,557 C	1956	223,549 C
1931	79,059 C	1956	224,003 D
1931	79,197 D	1957	238,353 C
1932	78,387 C	1958	252,131 C
1933	79,231 C	1959	260,733 C
1934	79,773 C	1960	269,312 C
1935	82,634 C	1961	276,018 C
1936	85,470 C	1962	294,967 C
1936	85,696 D	1963	303,756 C
1937	87,034 C	1964	357,696 C

C = Civic Census

D = Dominion Census

*Figures in the above statement are compiled from the best available sources of information, combining the return for Edmonton and Strathcona, and also including the villages of North Edmonton and Calder from the time these were incorporated in the city.

Table 2. Population of Edmonton Metropolitan Area
by Sex, Marital Status and Specific Age Groups,
National Census 1961

	Metropolitan Area	City Proper
Total Population	337,568	281,027
Sex		
Male	170,265	140,923
Female	167,303	140,104
Number of males to 100 families	102	101
Marital Status		
Single, Total	168,567	137,669
Under 15 years	117,641	92,559
15 years and over	50,926	45,110
Married, Total	154,937	130,490
Widowed	12,173	11,129
Divorced	1,891	1,739
Specific Age Groups		
Total, Under 15 years of age	117,641	92,559
Total, Over 15 years of age	219,927	188,468
0 - 4 years	47,930	36,919
5 - 9 years	39,656	31,004
10 - 14 years	30,055	24,636
15 - 19 years	22,630	19,099
20 - 24 years	25,828	22,531
25 - 34 years	56,204	45,414
35 - 44 years	46,027	38,736
45 - 54 years	30,888	27,539
55 - 64 years	18,808	17,102
65 - 69 years	6,635	6,132
70 +	12,907	11,915

grants, 11.08 percent; departmental revenue, 10.75 percent; special front-age tax, 8.29 percent; business tax, 5.30 percent. The civic government expenditures are also shown on Figure 3. Education leads all others at 31.04 percent; then debt charges, 21.50 percent; protection to persons

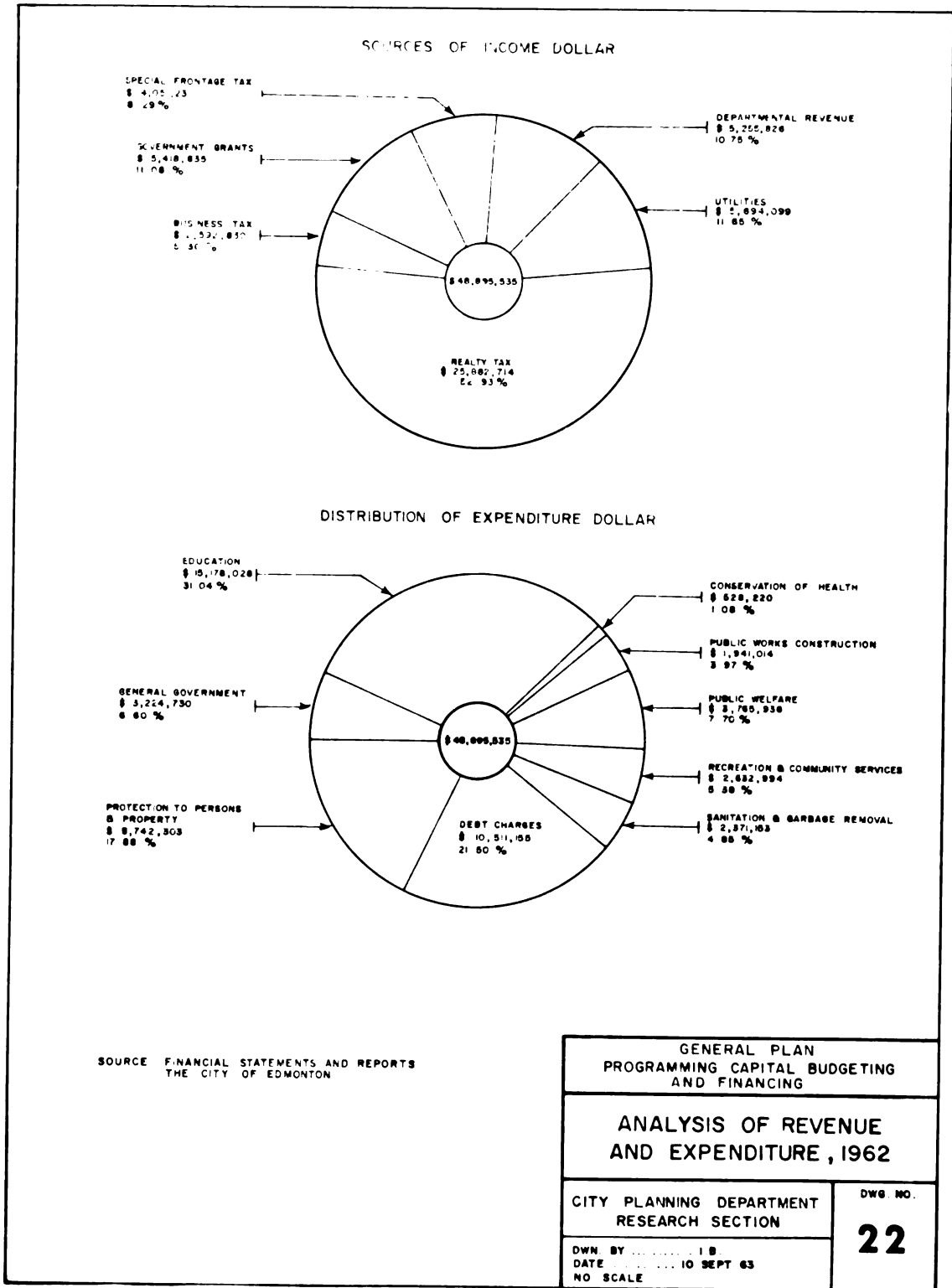


Figure 3.

and property, 17.88 percent; public welfare, 7.70 percent; general government, 6.60 percent; recreation and community services, 5.38 percent; sanitation and garbage removal, 4.85 percent; public works construction, 3.97 percent; and conservation of health, 1.08 percent.

One-third of the provinces entire purchasing power is concentrated in the Edmonton area, and three-quarters of Alberta's wholesale trade passes through the city's warehouses. The gross income of the population in Edmonton's trading area was an estimated \$486 million compared to \$227 million in 1951. Building permits issued in 1963 amounted to over \$90 million. As main supply center for northern and central Alberta, Edmonton handles well over one-third of the provinces' agricultural production (approximately \$800 million annually). About two-thirds of the provinces' entire meat production is processed at one of Edmonton's five meat packing plants. This amounts to approximately \$125 million annually in gross sales volume.

Major industries in order of importance are meat packing, petrochemical products, refined petroleum products and clothing manufacturing in terms of gross sales.

There were 119,660 persons over the age of 15 employed in all occupations in Edmonton in 1961. The average male earned \$4,059, while the average female earned \$2,055. Of the total number of males employed, 2,118 earned over \$10,000, the greatest numbers earning between \$3,000 and \$4,000 (18,375). See Tables 3 and 4. The ratio of males to females

Table 3. Wage Earners (Male) Reporting Earnings, by Amount of Earning

	-\$1,000	\$1,000	\$2,000	\$3,000	\$4,000	\$5,000	\$6,000	\$7,000	\$10,000
	1,999	2,999	3,999	4,999	5,999	6,999	9,999	+	
ALL OCCUPATIONS	6,099	6,073	9,620	18,375	16,461	9,210	5,414	5,374	2,118
Managerial	68	74	118	589	1,207	1,232	1,240	1,755	1,084
Professional & Technical	379	502	422	1,024	1,301	1,234	1,123	1,767	622
Clerical	549	522	1,198	2,627	1,874	642	220	110	6
Sales	751	422	682	1,428	1,387	933	613	481	162
Service & Recreation	953	990	1,665	2,500	1,757	866	239	238	61
Transport & Communications	480	505	955	2,030	1,948	747	534	360	97
Farmers & Farm Workers	294	251	212	221	55	8	3	-	1
Loggers & Related	19	21	7	1	2	1	1	1	1
Fishermen, Trappers & Hunters	3	3	3	1	2	-	-	-	-
Miners & Quarrymen	32	46	54	73	132	151	90	101	19
Craftsmen & Production Process	1,347	1,713	3,102	6,195	6,215	3,252	1,300	519	51
Labourers - not specified above	1,172	970	1,140	1,543	459	80	20	4	2

Source: Dominion Bureau of Statistics, Ottawa, 1961.

Table 4. Wage Earners 15 Years and Over
by Occupation, Earnings and Sex

	Wage Earners Who Worked for Wage or Salary		Average Earnings	
	Male	Female	Male	Female
ALL OCCUPATIONS	81,539	38,121	4,059	2,055
Managerial	7,479	618	6,714	3,496
Professional & Technical	8,485	5,488	5,528	3,218
Clerical	7,821	14,750	3,455	2,244
Sales	7,031	3,676	4,055	1,371
Service & Recreation	9,386	8,705	3,307	1,260
Transport & Communications	7,794	875	3,901	2,157
Farmers & Farm Workers	1,081	34	1,937	1,012
Loggers & Related	66	-	1,995	-
Fishermen, Trappers & Hunters	10	-	1,656	-
Miners, Quarrymen & Related	715	-	4,907	-
Craftsmen, Production Process and Related	24,016	2,632	3,740	1,861
Labourers - not specified above	5,485	391	2,291	1,313

Source: Dominion Bureau of Statistics, Ottawa, 1961.

in the urban area in 1964 was 101 males to 100 females. There are 92,559 persons under 15 years of age in Edmonton and 188,468 persons over 15 years of age. The largest age group occurs between 25-34 years, being a total of 45,414 persons, while the next highest group is the 35-44 year range, there being 38,736 persons. The third largest group is the 0-4 year, there being 36,919 persons. There are 67,923 children between 0-9 out of a total population of 281,027 persons, or approximately 25 percent of the total population. Of the 76,275 dwellings for household purposes, approximately 66 percent or 50,764 were single family detached dwellings.

Of the total population of the city proper, 212,192 were born in Canada (75.5 percent) and 157,154 of that number were born in Alberta. There were 68,835 persons born outside Canada (24.5 percent) of which 12,082 were born in England. There are 7,181 born in the U.S.A., 7,876 born in Germany, and 5,509 in the U.S.S.R. See Table 5 for full details.

Table 5. Population of the City of Edmonton by Birthplace and by Period of Immigration of Non-Canadian Born, National Census of 1961

	City of Edmonton Population	Percent
<u>Total Population</u>	281,027	100.0
<u>Birthplace</u>		
Canada	212,192	75.5
Alberta	157,154	
Saskatchewan	19,786	
Ontario	12,249	
Manitoba	9,513	
British Columbia	5,865	
Quebec	3,202	
Nova Scotia	1,916	
New Brunswick	1,095	
All other parts of Canada	1,412	
Outside Canada	68,835	24.5
England	12,082	
Scotland	5,165	
North Ireland	1,466	
Wales	806	
All other parts of the United Kingdom	43	
Other parts of the British Commonwealth of Nations	725	
United States	7,181	
Germany	7,876	
Poland	7,530	
U.S.S.R.	5,509	

Table 5--Continued

	City of Edmonton Population	Percent
Italy	2,720	
Scandinavian countries	2,612	
All other parts of Europe	13,348	
All Asiatic countries	1,570	
All other parts of the world	202	

The population of Edmonton city proper by specific ethnic groups shows the largest group is the British Isles, being 129,977 out of the 281,027 population, or 46.2 percent of the total. Germans are next at 17,246 persons or 12.2 percent, followed by the Ukraine at 32,526 or 11.6 percent. See Table 6.

The United Church is the leading religious denomination, with 31 percent of the population as members or adherents. Next is the Roman Catholic and Ukrainian Catholic at 26.2 percent, then the Anglican Church at 12.4 percent. See Table 6.

There are 67,056 families in Edmonton, with an average of 3.6 persons per family and an average of 1.6 children per family. The average family earnings by head of the family is \$4,498, while the average wages and salaries for each family is \$5,400. (See Table 7.)

There are many active groups in the city interested in art, music, and drama. The city has its own symphony orchestra, a professional opera company, a number of amateur drama and musical organizations. The

Table 6. Population of Edmonton Metropolitan Area
and City Proper by Specific Ethnic Groups and
Religious Denominations, National Census 1961

	Edmonton Metropolitan Area		Edmonton City Proper	
	Population	Percent	Population	Percent
<u>Total Population</u>	337,568	100.0	281,027	100.0
Specific Ethnic Groups				
British Isles	154,460	45.8	129,977	46.2
French	22,464	6.6	17,246	6.1
German	41,422	12.3	34,385	12.2
Ukranian	28,164	11.3	32,526	11.6
Italian	4,712		4,425	
Jewish	1,899		1,767	
Netherland	13,829		9,953	
Polish	12,900		11,197	
Russian	2,801		2,276	
Scandinavian	17,857		14,526	
Other European	17,571		14,948	
Asiatic	3,018		2,747	
Others	6,471		5,054	
Specific Religious Denominations				
United Church	105,305	31.2	87,060	31.0
Roman Catholic together with Ukranian Catholic	89,358	26.5	73,773	26.2
American Church of Canada	41,620	12.3	34,819	12.4
Lutheran	29,105	8.6	23,987	8.5
Greek Orthodox	17,186	5.1	14,895	5.3
Baptists	11,368		10,103	
Jewish	2,495		2,328	
Menonites	455		365	
Pentacostal	3,583		3,081	
Presbyterian	12,990		11,432	
Others	24,103		19,184	

Table 7. Population by Number, Average Persons and Earnings in Edmonton Metropolitan Area and City Proper, National Census, 1961

	Edmonton Metropolitan Area	Edmonton City Proper
<u>Population Total</u>	337,568	281,027
Families		
Total number of families	79,552	67,056
Average number of persons per family	3.7	3.6
Average number of children per family	1.7	1.6
Families by number of children		
0 children	21,230	19,306
1-2 children	36,108	30,381
3-4 children	18,048	14,263
5 and more children	4,166	3,106
Families by the age of the head		
Under 25 years of age	4,743	4,112
25-34 years of age	23,389	18,443
34-64 years of age	44,267	37,891
64-69 years of age	2,639	2,405
70+ years of age	4,514	4,205
Average Earnings of families		
Average wages and salaries per family head	4,495	4,498
Average wages and salaries per family (all members)	5,360	5,400

opening of the Jubilee Auditorium in 1955, with a capacity of 2,700 provided a real stimulus to cultural activities. There is professional football and hockey along with many private athletic and golf social clubs, harness and horse racing and stock car racing.

The city is served by both a public and a separate (Roman Catholic) school system. There are a total of 151 elementary and high schools with a 1963-64 enrollment of 68,515 pupils. The University of Alberta is situated

on the south bank of the North Saskatchewan River, in the central portion of the city. Founded in 1908, the University operates faculties of Agriculture, Arts, Commerce, Dentistry, Education, Engineering, Medicine, Pharmacy, Physical Education and Recreation, Law, Science, Household Economics, and a Department of Fine Arts. The 1964 enrollment was 8,200 students.

The city has nine hospitals, one being operated by the civic government. It also has a provincial tuberculosis sanatorium. There is just one daily newspaper, but seven radio stations and two television stations. One radio station is entirely French speaking.

The city has a 10.1 percent amount of its total land area set aside for park and recreational purposes. Approximately 50 percent of this is the river valley. The City Planning Act of the Provincial Government specifies that 10 percent of all newly subdivided land shall be set aside for schools and park purposes. A School Park Joint Development Policy has been in operation since 1959, whereby all planning of school buildings, parks and overlapping recreation uses are coordinated, and developed on a cost-sharing basis.

CHAPTER IV

SOME SOCIAL, ECONOMIC AND LEGAL FACTORS CONCERNING COMMERCIAL RECREATION

The justification, or the rationale for community recreation, has been discussed at some length by many professionals and educators in the fields of social work and recreation. Generally, these writers agree on the social aspects. There is very little literature or research available on the economic factors of community recreation, except in very broad, generalized terms.

In the area of the social factors of recreation, Butler lists a number of factors that recreation should contribute to the individual, and hence to the community.¹

Butler points out that the contributions of recreation in a non-materialistic sense to the various forces in the community, should be considered as by-products. He emphasizes the principal value of recreation being inherent in its power to enrich the lives of people.

Social Factors of Community Recreation

The major contributing factors of recreation to the community should be the following:

1. Health - Recreation is extremely useful in contributing to the spiritual, physical and emotional health of individuals. This is

¹Butler, op. cit., p. 21.

interpreted to be of greater significance to a notion of ever increasing non-physically oriented occupations, with the need to engage in recreative leisure time pursuits.

2. Character Development - Recreation activities can have positive or negative values; constructive or destructive. Recreation can develop qualities of the individual, and can therefore strongly influence the determination of social attitudes of that individual as a member of a group.
3. Crime Prevention - Since recreational activities appeal to young people in their formative years, recreation is a factor, to some degree, in helping prevent juvenile delinquency and reducing youth problems. The various activities provide an outlet for recognition, achievement and success. It should be pointed out that the absence of recreation in a community is not necessarily the cause of delinquency.
4. Civic Pride and Community Solidarity - Cooperative activities of members from a cross-section of a community helps to create understanding of peoples of various race, creed, economic, cultural, or educational background in a true sense of democracy.
5. Safety - Well-supervised, well-conducted programs and activities, under proper leadership, contributes to the reduction of accidents in young people's activities in such form as playgrounds, swimming and winter sport areas. Skills learned in recreational activities can also contribute to safety, such as learning to swim.

6. Democracy - Recreation that provides the opportunity for an individual to grow fully, express himself freely, and understand group and committee functioning, can assist and strengthen the system under which he lives. This should be interpreted in terms of strengthening a democratic society in which freedom of the individual is a cornerstone as opposed to a totalitarian state.
7. Education - While not identical, the objectives, methods and programs of recreation and education are similar, but not identical. Recreation offers immediate satisfactions while education is a long term satisfaction. Compulsion should not exist in recreation, while it is present in education. However, there is a strong inter-relationship that educational and recreation authorities recognize, and in many communities, they are sharing the common goal of developing young people to lead a full life based on both areas of concern.

These constitute the major social forces of recreation on the community.

Kaplan, a sociologist, states that "leisure activity becomes decreasingly successful on a continuum as the points of conflict increase and as the intensity of conflict deepens."¹ This brings out a rather significant point in the evaluation of a successful leisure activity, and in the final analysis is a point upon which commercial recreation might become or may not become socially acceptable.

¹Kaplan, op. cit., p. 164.

Economic Factors of Community Recreation

Leisure time, in an economic sense, can be considered consumptive time. The economy of society depends upon production and consumption, as well as supply and demand. These terms when adapted to leisure time and recreational supply and demand, are a potent sector of the economies of countries like the USA and Canada.

Expenditures on public recreation in the form of civic parks and recreational facilities make communities a more desirable place for the residents, industry and business to locate and live. The U. S. Department of Commerce has said that "Towns are held together more frequently by religious, social and recreational attractions than by plain business attractions."¹

Properly designed and maintained recreation parks and areas help increase land and property values. Many industries now produce materials strictly for recreational use. The linkage factors in this industry are of great importance to the overall economy. The expenditures for recreational pursuits in the commercial sector has been estimated at \$45 billion in the U.S. per year for recreation of all kinds. Recreation (commercial) is also a source of tax revenue to the various government levels. We need only mention automobile traveling for pleasure and the gasoline taxes incurred each year as one example.

Recreation, in all its forms, is exceedingly important in the overall

¹Meyer and Brightbill, op. cit., p. 49.

economy. The 1959 Dominion Census is the most recent survey to show family expenditure in cities of 15,000 or over.¹ This particular section is entitled "Recreation" and includes numerous activities, toys and recreational equipment. It by no means includes all the expenditures that might be called recreational in nature. For example, sports clothing, transportation (non-business), and alcohol are included under different sections. The table, however, does indicate that the average Canadian family expenditure, as arbitrarily selected, was \$130 per family of two or more with an income of \$2,500 to \$6,999. On the same basis, the prairie provinces are second to all other provinces in per family expenditure, the value being \$160.20. British Columbia indicates the highest expenditure at \$165.10. Ontario is shown at \$135.60. Of the major cities of Canada, Edmonton families, on the average, spend \$210 on recreation annually. This is followed by Winnipeg at \$163, and Toronto and Vancouver at \$162. Edmonton is much ahead of other Canadian cities in this regard, as of this particular census tabulation.

There are cities and regions where recreation in terms of certain attractions such as topography, climate or other features, has resulted in recreation being the largest single economic industry. Examples are Florida, certain parts of California, many sea-side or lake resorts, Las Vegas and Reno, to mention only a few. In Canada, the Tourist Industry has stabilized the economy of the Okanogan Valley in British Columbia. There are towns

¹ Dominion Bureau of Statistics, Urban Family Expenditure, 1959 (Ottawa: The Queen's Printer, 1963), p. 44.

in northern Ontario that depend upon the tourist season for their greatest percentage of income for the year. With these types of areas or towns, many factors of a seasonal nature can and do cause uncertainties in this business. Factors such as inclement weather, a period of unusually high rainfall, adverse publicity, other counter attractions of a new or different type not too distant (e.g. a World's Fair), large or unusual demands over a short season, and labour and personnel shortages or inexperience all cause many uncertainties in this type of recreational business.

Forces Shaping the Demand for Recreation

The forces shaping demand for recreational activities and facilities including the commercial recreation agency groups have been described by Brooks in some detail regarding the Canadian scene.

The population of Canada has recently been increasing at the rate of 2.7 percent per year. In 1956 the population of Canada totaled about 16 million; in 1961 over 18 million and the 1975 projection is for 25 million. This could represent the fastest rate of growth of any industrial nation in the world. About 80 percent of Canadians live in cities of 25,000 or more, and this percent is predicted to increase. Also, by 1980 it is estimated 92 out of 100 workers will be engaged in non-agricultural pursuits. The mid-1970's will see Canada's median age as 27, as compared to the present 30 years. A review of the changing work week shows that it has been reduced

¹Lloyd Brooks, "The Forces Shaping Demand for Recreation Space in Canada," Resources for Tomorrow, Vol. 2 (Ottawa: The Queen's Printer, 1961), p. 957.

by 45 percent by 1955 (68 hours in 1870 compared to 41 in 1955), and by 1970 will be reduced to about 35 hours.

Brooks indicates that if we collect all the items in the Dominion Census surveys, that could be classified of a recreational nature, it is shown that the average Canadian family spends over 14 percent of the family budget on this sector. Brooks also states that one approach to the U. S. Bureau of Statistics reports, places the average U.S. family recreation expenditure at about 12.3 percent of the personal disposal income.

It is clear that even without a past statistical trend to lean on to reveal rising per capita expenditures on recreation, total recreation expenditures in the next few decades will undoubtedly rise, if only as a consequence of stable per capita expenditure accompanied by increasing population.¹

There have been, and will continue to be changes in transportation and mobility. Probably close to 90 percent of all recreational travel in North America is now done by personal automobile. Forecasts place the number of passenger vehicles at between 8 and 9 million by 1980 or about two and one-half times today's number. In 1959, the per capita ownership of cars in Canada was about 60 percent of that of the U.S. but indications are that this gap is closing at a faster rate than is the gap in the per capita income between Canada and the U.S. It is also predicted that the relative cost of long distance air travel will decline as the volume of traffic increases. "This could become a popular means by which eastern populations of this continent could explore the west and vice versa without the tiresome, time-

¹Ibid., p. 961.

consuming transcontinental drive."¹ Another factor is the great improvement of recreational equipment for less money. Boats, camping equipment and water and snow skiing are examples of this. There is every indication that demand will grow for the all-day park with beaches, picnic areas and natural surroundings, located within a 75-mile radius of urban centers of population.

These factors, when combined, would indicate a much greater emphasis will be placed upon leisure time and the implications that arise from it would appear to be important to the western Canadian Provinces. Edmonton, centrally located as it is in the Province, should also be in a prime location to gain economic benefit from these facts.

Some Social and Economic Factors of Commercial Recreation

In order to evaluate how the government or public recreation agencies on the municipal level might take advantage of, plan with or cooperate to a greater degree with the commercial recreation sector, we should point out the key social and economic factors or aspects of commercial recreation. Admittedly, in practice, these two areas of the social and the economic, work hand in hand, but for the purpose of this discussion, they are treated separately.

Social Significance

The positive and negative aspects of commercial recreation have been a source of much controversy, as was illustrated in the growth and history of recreation in Chapter III.

¹Ibid., p. 963.

In considering commercial recreation in the light of the major contributing factors of recreation to community recreation, there immediately arises some differences of opinion with respect to the value of commercial recreation. Some forms of commercialized recreation provide an opportunity for growth and development to the individual, and also provide an economic input to the community. On the other hand, some commercialized activities are not conducive to personality growth. Some kinds of activities provide vigorous physical involvement, while others are completely passive in nature of an "exposure" type. Yukic states that the recreation experience "as a social movement, can either contribute toward or detract from the progress and development of more fruitful group living, positive understanding and better human understandings and relations."¹

Farina refers to commercialized recreation in terms of "self-indulgence," and states that as a leisure time activity, attendance at spectator sports, theaters, clubs, etc. is a "flight from the home" and such participation "does not provide the release from materialistic drives nor the freedom from social, economic and psychological pressures which makes self-expression possible."²

Hutchinson, in commenting on the generalization of millions of persons doing nothing but watching T.V. or a spectator sport, suggests that these references make no effort or explanation to follow through to ascertain

¹Yukic, op. cit., p. 9.

²John Farina, "The Social and Cultural Aspects of Recreation," Resources for Tomorrow (Ottawa: The Queen's Printer, 1961), p. 944.

what these millions are doing when they are not so engaged.¹ He states that being a spectator is neither good nor bad, whereas over-indulgence as a spectator is the danger. In the final analysis, the values derived by a spectator at any event can only be evaluated by the one enjoying them. Many people find true enjoyment from spectator sports, as others do from the performing arts. There is the matter of appreciation of the activity for its true perfections and having an understanding and appreciation of the performance. We are not prepared to enter into a sociological debate on the issue of the values of commercial recreation. However, the comments indicate the controversy on this subject.

Meyer and Brightbill outline five positive points for the constructive side of commercial recreation agencies.² These are as follows:

1. Stimulation - Group interest can be stimulated by wholesome recreation. It has had a beneficial effect on the promotion and acceptance of golf, swimming, winter sports, bowling, baseball and hockey. Its influence is also shown in the expressive and cultural arts, as well as travel.
2. Provision of Recreational Activities - There is an ever-increasing demand for commercial recreation facilities both in addition to, as well as to supplement public and private facilities. Facilities that

¹John L. Hutchinson, Principles of Recreation (New York: A. S. Barnes & Company, 1949), p. 59.

²Meyer and Brightbill, op. cit., p. 274.

might not be provided, or that would be unduly delayed by the public sector, can be provided by commercial entrepreneurs. Examples of this is the theatre, at one time considered the ruination of civilization, as well as bowling alleys, billiard halls and swimming pools. We shall examine the Edmonton setting to ascertain the validity of such a proposition at a later point in the study.

3. Enjoyment - Much pleasure can arise from highly artistic entertainment or other diversions such as the theatre, movies, T.V., drama, a symphony orchestra, or a professional football game. This situation varies with each individual.
4. Accessibility - Commercial recreation agencies are normally conveniently located as to public access and available at all times of the year, or at least when seasonal interest is present. These types of agencies often supplement other leisure time activities of people.
5. Inexpensiveness - With added volume of users, on the average, the participant cost to the user has tended to come down over the long term. Many forms of activities, once only afforded by the privileged few, are now available at a reasonable cost to a great many persons. Examples of this are golf, equestrian riding, boating and skiing.

Carlson, Deppe and MacLean describe this subject of positive values of commercial recreation by stating types of activities that are only passing

fancies or whims, are better left to commercial enterprise.¹ They also suggest it is impossible for the public agency to offer all recreation facilities without depending on the private and commercial sector. Commercial recreation can also experiment and introduce new activities to the public that can be adapted by the government agencies when proven acceptable and successful. The commercial sector is also an excellent way to prevent the private and government agencies from becoming stagnant or resting on their laurels. Just as commercial agencies cannot be dull and survive in their operations, so should government agencies be alert to the interests and comforts of the general public.

There are four major arguments to show the negative factors in commercial recreation as described by Meyer and Brightbill.²

1. Passivity - There are many amusements at which there is no participation by the user. Examples of these are the theatre, movies, television, and professional and many amateur athletic events. This tends to encourage "spectatoritis" in place of involvement by the individual.
2. Substitution - This refers to the matter of "buying" something rather than being something. By watching boxing, horse racing or wrestling, the feeling is expressed that substitution hinders the spontaneous and wholesome use of human capabilities.

¹Carlson, Deppe and MacLean, op. cit., p. 225.

²Meyer and Brightbill, op. cit., p. 273.

3. Demoralization - Certain forms of commercialized recreation lead to dishonesty, vice, gambling, crime or poverty. Often, poolrooms, dance halls, night clubs, roadhouses and amusement parks are accused of this. The history of commercial recreation backs up this point.
4. Exploitation - There is often concern that commercial agencies exist solely for the gate receipts and the net profits accruing therefrom. This can result in a taking advantage of children and also adults. There can be a tendency for the operator to play upon the desires of people and there is no limit to what is offered, as long as the box office receipts justify it. This can result in a sordid and debased form of attraction, which can be contrary to the principles of community recreation ideas. As an example, certain night clubs or exotic type theatres could fall into this category.

Economic Significance

Consumption, rather than supply, is now America's chief economic concern. Leisure and its demands have become important in the consumption of a vast array of goods. The business of leisure has assumed a gigantic economic proportion and represents about 8 percent of the gross national product of the USA, or about \$40 billion of gross retail sales per year.¹

Commercial recreation agencies must have sufficient demand to guarantee

¹Canada, 1962: Handbook, op. cit., p. 193.

their viability. There has always been a willingness for people to pay for certain forms of recreational activities. It also appears that there is a desire to pay for recreation under certain circumstances.

There is available information on the economic impact of commercial recreation in the overall community scene. The amount of expenditures for various sports and activities has been estimated for such recreation as bowling, professional baseball, hockey, skiing, etc. For example, it is estimated in Canada in 1962, there were 1,500 bowling establishments, grossing over \$50 million on bowling.¹ While these types of statistics indicate the overall gross expenditures and allows comparisons to other businesses and commercial areas, this information is not of great importance for the purpose of our consideration of the economics of commercial recreation in terms of the localized area being Edmonton.

There is very little information available as to the individuals who participate or engage in the various amusement agencies under study. A few studies have been made on the relationship of income to a person's recreation pursuits. Usually the higher his income, the more numerous are the kinds of recreation in which he engages. The areas of concern to this study center around such questions as, who participates or engages in commercial recreation; in which age bracket does he fit; what proportions of males or females participate; what income groups participate in which activities; what percentage of leisure time available to the individual

¹Robert Coughlan, "A \$40 Billion Bill Just for Fun," Life Magazine, December 28, 1959, pp. 69-74.

is spent at these activities; what expenditures per participant are involved; what are trends in the particular agency; what is main competition to these agencies; what legal limitations are placed on the various agencies; how much does each agency contribute to the various taxes and business fees and licenses to the municipality in which it operates?

These questions along with similar types should then be related to the public or governmental recreation agency to indicate the compatibilities and differences. Arising out of this interpretation should emerge some conclusions as to the commercial recreation sector's role in future community recreation planning for the community.

Legislation Affecting Commercial Recreation

The matter of legislation in respect to commercial recreation is a responsibility of each provincial government. Under the terms of the enabling legislation of the individual provinces, these terms or laws vary to some degree with each province. We shall only deal with provincial legislation that affects the Province of Alberta. The City Act of the Alberta Statutes covers the great majority of responsibilities that the province turns over to the various cities of the province. This is the fundamental and basic terms of reference for local government. In addition to this Act, there are many Acts that bear indirectly on commercial recreation, and several that deal directly with the operation and/or conduct of commercialized recreation agencies. The City Act covers commercial recreation agencies under Section 350, which provides authority to the municipality to control and

regulate all businesses and also to so license if the City Council so deems necessary.¹ This particular portion of the Act also states that no owner, proprietor, manager, agent, or lessee of a menagerie, circus, wild west show, trained animal show, or similar show, theatre, moving picture theatre, opera house, concert hall, dance hall, assembly room or other place of public entertainment, or film exchange, shall be issued a license by the city, until such person obtains a provincial license.² The Act also provides authority for a City Council to pass by-laws for licensing and regulating places of amusement, which includes billiard parlours, bowling alleys, circuses, menageries, shows, theatres, caravans, exhibitions, halls, opera houses, clubs and associations whether for social or commercial purposes, slot machines, automatic vending machines, automatic golf machines, automatic music machines, pin games, marble games, instruments, contrivances, games or mechanical devices of like nature. The Act also permits Council to prevent or regulate horse racing. In addition to these sections, other sections cover the public recreation and park areas as to limitations and powers of boards or commissions of such public agencies.

In addition to the all-inclusive City Act, there are certain specific Provincial Acts that deal directly with certain commercial recreation outlets.

¹Government of the Province of Alberta, The City Act (Edmonton: Queen's Printer, 1962), Chapter 42, Section 350, p. 125.

²Ibid., Section 355, pp. 126-27.

Provincial Legislation

The Amusement Act (1962) being Chapter 13 of the Revised Statutes of Alberta, 1955, as amended up to 1962.

An Act respecting the licensing of Amusements, Places of Amusement, Film Exchanges and Moving Picture Operators, the Imposition of an Amusements Tax and the Censorship of Films.

This Act applies to a building, hall, pavilion, place, premises, tent or structure of any kind where an amusement takes place for which a price of admission is charged or collected, in cash or by means of tickets or otherwise. The Act does not include schools, colleges, churches or halls owned and operated as places of amusement by a municipal corporation or by the trustees of a school district for public concerts, dances and social gatherings except when the halls are rented or leased to other persons or organizations.

The owner or any other person who operates any of these places of amusement must hold a license issued under this Act, which prescribes the various regulations of operation and conduct.

The Billiard Rooms Act being Chapter 22 of the Revised Statutes of Alberta, 1955, with amendments up to and including 1962. Being an Act to regulate billiard rooms.

No person shall carry on the business of a billiard room proprietor unless he has obtained a license under this Act. No person under the age of sixteen years, unless accompanied by a parent or guardian, shall be

allowed to play any billiard game in a billiard room to which the Act applies. Regulations are also applied to the hours of permitted operation.

This Act does not apply to a club incorporated by special Act of the Legislature, the Y. M. C. A., or service clubs, nor non-profit organizations or institutions.

The Livery Stable Keepers Act, Chapter 180, 1942, being an Act respecting Keepers of Livery, Boarding and Sales Stables.

This Act applies to the manner and method of keeping animals for hire, rent or sale, as well as the general cleanliness and care of the premises.

The Masters and Servants Act being Chapter 194 of the Revised Statutes of Alberta, 1955, with amendments up to and including 1959.

This Act applies to the non-payment of wages by the master or employer, or improper dismissal by the master or employer, and the manner by which the dispute is heard by a magistrate.

The Slot Machine Act, Chapter 313, 1954.

The maintenance of a slot machine on any premises within the Province is declared a nuisance. A slot machine is defined as a machine, contrivance or device that by the insertion therein of any coin, token or slug can be used for playing a game of skill or chance. No one is permitted ownership of such a machine.

The Alberta Labour Act being Chapter 167 of the Revised Statutes of Alberta, 1955, with amendments up to and including 1960.

This is an Act respecting the conditions of Labour and the Welfare of

employees in the province that affects every business, calling, trade, undertaking and work of any nature whatsoever. The Act regulates the arrangements for hours of work, minimum wages, labour welfare, industrial standards, conciliation and arbitration, equal pay for identical work, and general conditions of employment, and includes any and all places of employment that are included as licensed business premises. This includes all commercial recreation agencies.

The Public Health Act being Chapter 255 of the Revised Statutes of Alberta, 1955, with amendments up to and including 1962.

This Act grants authority to local or district public health boards to issue orders, rules and regulations in respect to the sanitation, location, facilities, registration, staff requirements and general conditions that might affect the health of the public. This Act applied to virtually every area or business that deals directly or indirectly with the public, as a public place. Public place is defined as referring to (amongst other locations) theatre, or other place of amusement, public building, or other place visited by or accessible to the public. This is a very all-inclusive Act, and in practice the health by-law is very strong, well regulated and strictly enforced in the City of Edmonton. There have been several examples of commercial agencies being closed down in recent years due to infractions of the by-law.

There are other Provincial Acts which deal indirectly with commercial agencies such as the Insurance Act, Workman's Compensation Act, etc., but we will not relate the details of these.

City of Edmonton By-Laws

The City of Edmonton in turn enforces all of these Acts through one by-law, being the Edmonton License By-Law, Number 1808, 1958, as authorized under the Provincial City Act.

Being a by-law of the City of Edmonton to revise and consolidate certain by-laws of the said city, dealing with the issues of licenses.

This one by-law is all encompassing in terms of including the licensing of certain businesses, occupations and property that are included in the category of commercial recreation (as well as other businesses not of a recreational nature) or contained within the definition of commercial recreation.

The by-law deals with the matter of Council granting certain authorities to a License Inspector and such assistants as are required to deal with all applications for licenses, keep records, carry out necessary inspections, report each month to City Commissioners as to the statistics of licenses granted and repealed and to administer the by-law as far as practicable. The following commercial recreation agencies are listed within the by-law and the annual license fee is listed with each type of business.¹ (Only those that are dealt with in this study are reported on.)

<u>Type of Recreation Business</u>	<u>City of Edmonton Annual License Fee</u>
Bath House Keeper	\$ 10.00
Billiard or Pool Room Keeper	5.00

¹ City of Edmonton, The Edmonton License By-Law, No. 1808, 1958.

<u>Type of Recreation Business</u>	<u>City of Edmonton Annual License Fee</u>
Bowling Alley Keeper -	\$
First Alley	10.00
Second Alley	5.00
Third or each additional Alley	2.00
Miniature Bowling Alley, each machine	10.00
Candy or Ice Cream Dealer	5.00
Cigars, Cigarettes and Tobacco Dealer	15.00
Circus, for main show per day	1,000.00
<p>The Council may make a reasonable reduction having regard to the size and nature of the circus or to the objects for which the circus is being operated. In addition to the above fee, there shall be paid by every "Side Show" the following fees:</p>	
When the admission is 10¢	20.00 per day
" " " " 15¢	30.00 " "
" " " " 20¢ or more	40.00 " "
Dance Hall Keeper	25.00
Hall for Entertainment, Keeper of	
(i) Seating 400 or more	35.00
(ii) Seating less than 400	25.00
(iii) Rented for religious, charitable or educational purposes	1.00
Hypnotist	50.00
Massage Parlour	10.00
Merry-go-round	
Operator, per year	75.00
Or, 1st day	15.00
Each succeeding day	10.00
Miniature Golf Course	50.00
Places of Amusement	
(When not especially provided for, and may be refused if deemed a nuisance or undue annoyance.)	25.00 to 200.00
Rinks (Ice or Roller)	15.00
Shooting Gallery	50.00

<u>Type of Recreation Business</u>	<u>City of Edmonton Annual License Fee</u>
Slot Machines (Various classifications range from match vending to cigarette machines)	\$ 1.00 to 50.00
Theatre	75.00
Toboggan Slides (per season)	15.00

These license fees do not apply to any and all facilities or services provided by the government or public recreation group.

CHAPTER V

SURVEY OF EDMONTON COMMERCIAL SEMI-PUBLIC AND PUBLIC RECREATION AGENCIES

Methodology

The commercial recreation agencies of Edmonton city proper were selected within the context of the definition of Chapter I, and these agencies were surveyed by questionnaire. The purpose of the survey was to attempt to gather certain information regarding commercial recreation that upon interpretation might be useful and meaningful to the public recreation sector. This data might indicate the overall role of the commercial sector by showing what type of activities, functions or events occur in relation to activities conducted by the public agency. An analysis was made of the age groups; income groups; degree of participation; overall and specific attendance and participation; unit cost per participant; charges per event, hour, or game; capacity of the agencies; hours of operation; winter or summer attendance comparisons; trends of the various agencies in an economic business sense; competition factors and desired changes in regulatory ordinances. These should lead to some conclusions that would provide a base for recommendations to the public recreation sector to assist, plan with, advise, and in general support the commercial sector in the best interests of community recreation for the citizens of Edmonton.

Limitations

A survey of the commercial recreation agencies was carried out in the Fall months of 1963 within the city proper of Edmonton. (See Appendix II.)

The agencies were selected that carried out their activities for a profit-motivation and were legally licensed by the City License Inspector under authority of the city council. The agencies were selected from the files of the City License Inspector as well as being checked against the Yellow Pages of the local telephone directory, and records of the City of Edmonton Parks and Recreation Department. The survey as herein contained was generally well received and answered. The questionnaire was sent by mail. Certain personal follow-up was required in a few cases. The data secured from the questionnaire should be evaluated in terms of the subjective nature of the respondents. Much of the information is in the form of opinions. However, the data does allow a base for comparison with the public recreation sector by providing an insight into the commercial recreation agencies' operations.

Commercial Agencies

The following (Table 8) is a listing of the commercial agencies that were included in the survey, showing the type of agency, kind of participation, number of agencies of each type, and the response within each of these general types.

Table 8. Commercial Recreation Agencies, Edmonton (1963)

Type of Agency	Number of Agencies Surveyed	Agencies Responding to Questionnaire
A. <u>Participation-Oriented</u>		
1. Billiards and Poolrooms	30	23
2. Bowling Alleys	22	16
3. Ballrooms and Dance Halls	4	4
4. Health Clubs and Steam Baths	4	4
5. Riding Clubs and Stables	10	10
6. Golf Driving Ranges	2	2
7. Miniature Golf	2	0
8. Go-Kart Tracks	<u>2</u>	<u>2</u>
Total	<u>76</u>	<u>61</u>
B. <u>Spectator-Oriented</u>		
1. Theatres		
a) Indoor Movie	13	12
b) Outdoor Drive-in	5	4
2. Automobile Racing	1	1
3. Amusement Rides		
a) Jaycopter	<u>1</u>	<u>1</u>
Total	<u>20</u>	<u>18</u>

The response to the questionnaire by the participant-oriented types was 61 out of 76, or 80.2 percent. The response to the spectator-oriented types was 18 out of 20, or 90.0 percent. Of the total survey, there was an 82.3 percent response, as 79 out of 96 agencies responded to the questionnaire.

The Semi-Public Agency

In addition to the agencies covered by the questionnaire, another group of commercial activities of a rather unique nature are included at this point. These are offered through the Edmonton Exhibition Association and its facilities. While the Exhibition Association is a limited company and operates in a commercial sense to derive a net profit on its operation, it is nevertheless in a special category. The land and buildings are owned by the City of Edmonton. The Board of Directors are appointed from the citizens-at-large, as well as three members from City Council. The Association receives an annual grant of \$100,000 from the Provincial Government and any capital debentures are guaranteed by the Edmonton City Council. It pays no property or business tax to the city.

The Exhibition Association not only leases its facilities for certain events, but it also manages and operates several events on its own. There are also some events that are managed or operated by the Association but certain facilities, rides, or events are leased to private operators.

The following is a breakdown of these activities. These are grouped as facilities self-operated, facilities leased to private operators and combination of self-operation and leasing. These events sponsored by the Exhibition Association are defined as semi-public.

A. Facilities Self-Operated

1. Rodeo
2. Hockey-Junior A
3. Harness Racing
4. Race Meets
5. Gardens - Social Skating, Figure Skating, Minor Hockey

B. Facilities Leased to Private Operator

1. Gardens - Ice Capades, Bingo, Professional Hockey
2. Pavilion - Wrestling, Miscellaneous Events
3. Sportex - Curling, Banquets, Private Meetings

C. Combination (A & B) - Self-Operation with Leasing

1. Summer Exhibition
2. Northwest Trade Fair

Analysis of Commercial Agency Survey

The following information has been secured through the data and information supplied by the respondents to the commercial recreation questionnaire.

Of the total number of agencies of a commercial nature that were sent questionnaires (96 in total), 31 are situated in the central business district of Edmonton. This is an area of approximately one-half square mile, out of a total city proper area of 75 square miles. This represents 32.3 percent of the total agencies in this area of the city. Of the balance, 16 (representing 16.6 percent of the total number) are located in two well-defined areas immediately north and south of the C.B.D. In short, 47.3 percent of all agencies are located either within or on the immediate fringe of the downtown central business district. The balance of the agencies, or 51.1 percent, are more or less equally distributed throughout the suburban areas of the city. There are two districts showing a concentration of three or more facilities grouped in close proximity or at the same shopping site. See Table 9.

Of the 96 agencies, all of the health clubs and steam baths are located

in the central business district. All the riding stables, go-kart tracks, drive-in theatres, and auto racing tracks are located in the suburbs. Both miniature golf courses and the jaycopter amusement ride are located in the area adjacent to the C.B.D.

Table 9. Location of All Commercial Recreation Agencies in Edmonton City Proper - 1963

Type of Activity	Number	Location					
		C.B.D. ¹		Adjacent to C.B.D.		Suburbs	
		#	%	#	%	#	%
<u>A. Participation-Oriented</u>							
1. Billiards	30	16	(53.3)	4	(13.7)	10	(33)
2. Bowling Alleys	22	2	(6.6)	5		15	
3. Dance Halls	4	2	(50)			2	(50)
4. Health Clubs	4	4	(100)				
5. Riding Stables	10					10	(100)
6. Golf Driving Ranges	2			1	(50)	1	(50)
7. Miniature Golf	2			2	(100)		
8. Go-Karts	2					2	(100)
<u>B. Spectator-Oriented</u>							
1. Theatres							
a) Indoor	13	7	(54)	3	(23)	3	(23)
b) Drive-In	5					5	(100)
2. Auto Racing	1					1	(100)
3. Jaycopter	1			1	(100)		
Totals	96	31	(32.3)	16	(16.6)	49	(51.1)

¹C.B.D. = Central Business District.

Analysis of Various Types of Commercial Agencies

Participation-Oriented Types

Billiards and Pool Rooms

There were 23 responses from the 30 agencies surveyed. Of the 30 pool halls, 16 are located in the central business district which is 53.3

percent of the total number of pool rooms, 14 being distributed throughout the rest of the city. There are two districts where two halls are located in very close proximity to each other. These 23 agencies have a maximum playing capacity of 891 persons at any one time. The surveys indicated that about 50 percent of the persons in a billiard room at a time were spectators. This number tended to increase in the winter months. The total number of business hours of all the agencies for the winter months is 2,041 hours per week and for the summer months 2,029 hours per week. The majority of the operators were open for business from 9:00 A. M. to midnight, six days per week, one at 8:00 A. M., and two at 10:30 A. M. The reported average length of stay was 1-1/4 hours for all visitors. Billiards is of a seasonal nature, being more popular in the winter than summer by at least 50 to 60 percent. The operators state that during mild falls business is down, as opposed to an early winter when construction is reduced for the winter. The average cost per hour per person is 47¢. This does not include any purchases for food and drink, tobacco or confectionary. Many pool rooms have amusement-type pin-ball machines for extra revenue. The average age group is reported to be between 17-25 years, 18 being the minimum age of entry by law, representing 64 percent of the clientele. About one-half of the operators would like to see the age lowered to 16, and one operator suggested to 15. The reports also indicated the income group of most clients probably less than \$3,000 per year. Several downtown halls of recent establishment and one in the suburbs catering to family

groups, reported average income in the \$3,000 - \$5,000 range or higher. In terms of pertinent regulatory ordinances, 80 percent of the operators asked that they be allowed to open on Sundays. They stated that if bowling is legal on Sundays, why not billiards? About 25 percent suggested that there should be a regulation as to the number of halls in each district of the city. About one-third of the operators stated, or intimated, there was always a problem of controlling the customers in terms of rowdiness and foul language, requiring police assistance on frequent occasions. This latter group tended to be in the downtown area of the city. Almost half of the operators contacted said their businesses were declining. They believe the following provide their strongest competition: T.V., sports events, other pool halls and bowling.

The total property tax paid by the 23 pool halls amounts to \$796,390 or an average of \$3,462. Total business tax amounts to \$5,312 annually or \$231 on the average. Total property and business tax of the 23 agencies amounts to \$801,702.

Bowling Alleys

There were 16 responses from 22 alleys in the city. Of the total of 30, only two, representing 6.6 percent are located in the central business district. Five others are in the two areas just north and south of the central business district. The others are equally distributed throughout the city.

Of the 16 bowling agencies, there is a capacity of 1,952 people at one time. These alleys vary in size from six lanes in one instance to 48

in two cases. The others are 8, 12, or 24 lanes. There are four agencies catering to ten-pin bowling being a recent introduction to the city. Total winter business hours per week amount to 1,542 hours and 1,235 summer hours per week. There is no set pattern of hours, some opening at 9:00 A.M., 10:00 A.M., noon, or 2:00 P.M. One alley closes all summer. All open every evening during the winter months and all open Sundays from 1:00 P.M. Despite the seven-day week, there are less total hours available to the public than for the billiards hall group. The reported average length of stay for participants was 1.8 hours, at an average cost of 35¢ per hour per participant. The reported age group of most clients is in the 26-40 year range being 43 percent, of mixed sex (50-50), with an estimated income of \$3,000 to \$5,000 per year.

The overwhelming comment (90 percent) on regulatory ordinances was a request for a restriction on the number of lanes permitted to operate or receive a license, on a per capita and district basis. The loudest complaint was "too many bowling alleys." One other request was for police control of reckless driving in parking lots. There were four requests or comments to allow more than one pinball machine per establishment.

Forty-seven percent of the operators indicated their gross dollar volume of business as being down. Competition in order of importance is listed as other bowling alleys, curling, television, beer parlours, other summer attractions, football games and other sports events.

Total property tax paid by the 16 bowling agencies amounts to \$99,555,

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or an average of \$6,222 per agency. Business tax amounts to \$11,290 for all businesses, which is \$705 on the average. Total property and business tax amounts to \$110,845.

Riding Stables

There were 10 responses from the 10 existing stables. All of these sites are located at the periphery of the city, except two within the river valley. Of these two, only one is reasonably close to a built-up housing area. There is an availability of 109 horses for hire by the public, while 257 are boarded by these operators. There are 686 hours a week for winter business and 968 hours a week in the summer. This is accounted for by the much longer daylight period in the summer months. Summer hours are usually 9:00 A. M. to 9:00 P. M. while winter hours are 10:00 A. M. to 5:00 P. M. Winter activities also involve rides by horse-drawn sleighs in five of the agencies. The average length of stay is one hour, at an average cost of \$1.97. The average group is 46 percent in the 16 or lower category and 40 percent in the 17-25 group. The income group showed that 25 percent earn under \$1,000, while 21 percent are in the \$1,000-\$3,000 range. While the cost per hour is high, all operators report an upward trend in business. All the operators stated they felt that the majority of their clientele came from homes where the average income was above average. Their busy season is in the summer but winter business is increasing slowly each year. In terms of regulating ordinances, all operators favour a change to summer daylight saving time, and for greater

provision for bridle paths in the city parks and river valley areas. While business appears good, the main competition stems from other riding stables, lakes and summer resorts, swimming and other outdoor sports.

All the taxes are based on a farm or agricultural basis, and are approximately \$200 per year as a property tax on each stable or approximately \$2,000 annual overall taxes.

Gymnasiums, Health Clubs and Steam Baths

Four out of four agencies responded to the survey. All four are located within the central business district of the city. There is a total capacity of 120 persons at any one time. There are a total of 332 hours per week in the winter and 332 per week in the summer months, with winter being a busier period by approximately 50 percent to 60 percent. Normal business hours are 9:00 A.M. to 11:00 P.M. with one staying open until 2:00 A.M. The reported length of stay is two hours, at an average cost of \$1.00 per hour. The clients represent 37 percent from the 26-40 year range, and 35 percent from the 41-65 year range with 46 percent having an average income of \$3,000-\$5,000 and 30 percent \$1,000-\$3,000, with 20 percent between \$5,000-\$10,000. None of the operators report any serious competition excepting television. The total business tax for all units is \$600 or an average of \$150 each. The property tax is included as the total building in which each is located and cannot be defined as a specific figure.

Dance Halls

Four out of four dance halls made a response to the survey. Two dance

halls are located in the central business district, one other being in the west end of the city on a principal street and the fourth on the main south side avenue. The winter business hours available for dance purposes averages 21 hours per week both winter and summer. In addition to these hours, two of the halls are open for an additional 24 hours for rental purposes such as bingos and public meetings. All halls are closed on Sundays. The reported length of stay is three hours for dances at an average cost of 43 cents per person. The greatest percentage of clients (40 percent) are from the 26-40 age group, next being the 41-65 age group. This indicates the older age group interest in bingo. The reported income group is \$3,000-\$5,000. All the operators report a steady business in the last few years. Their main competition is from other lake resort dance halls and television.

Total property tax amounted to \$13,939, or an average of \$3,485. Business tax amounted to \$1,380 or an average of \$345. Total property and business tax amounted to \$15,319.

Golf Driving Ranges

The two driving ranges both made reply to the questionnaire. One range is located in the river valley on the fringe of the central business district. The other is located on the southern fringe of the city, adjacent to the main highway leading out of the city to Calgary. There are 50 tees available to serve the public at any one time and are available only for the summer months from 9:00 A.M. till 11:00 P.M. in mid-summer and then hours are regulated according to the season and weather. No average

age or income was reported for this group as this activity serves all ages. There are 116 hours per week available to the public at an average cost of 65¢ per hour per person and serving 30 persons at one time. The operators feel very strongly that the city should not be in the golf driving range business as this is a major source of competition. The ranges operate well below capacity. The operators report business going down each year. The operators believe their competition comes from summer resorts, football games, stock car races and television sport broadcasts.

One operator leases the property from the city on a 10 percent of gross volume of sales contract (gross sales 1963, \$28,980, netting \$2,898 to the city). The other operator pays a straight agricultural tax to the city at an undetermined figure.

Go-Karts

The two operators in the city both reported. Both are located at the fringes of the city on leased property. There are 30 karts available for rental purposes as strictly a summer activity. They operate seven days a week. One operator being open 54 hours a week - the other 80 hours. One operator opens at 10:00 A.M., the other 1:00 P.M. Rides are 50¢ for a five-minute ride, with most customers spending \$1.00. The mean cost per hour is \$6.00. The age breakdown shows 40 percent of clients under 16 and 40 percent in the 17-25 age bracket. Average income of clients is 40 percent under \$1,000 and 40 percent in the \$1,000-\$3,000 range. Opinion is split as to whether interest is waxing or waning in

their business. There are up to 1,200 spectators on a Sunday at both locations, with a typical evening having several hundred.

Both operators pay a straight lease fee for the land, which is taxed on an agricultural basis. These figures were not available for these purposes.

Miniature Golf

There are two courses in the city, both located outside the central business district, but well within the built-up areas of the city, providing 45 holes (1 - 18 holes, 1 - 27 holes). There is accommodation for a maximum of 180 persons at any one time. Each is open 80 hours a week during the summer months, providing 160 hours to the public. This activity is catered to by young adults (no figures to report). The major activity appears to take place in the evenings by floodlights. Both owners did state that their business trend was up. The business and property tax is included within a larger unit of business (i.e., shopping centre and a motel) so that this figure is not available per se.

Spectator-Oriented Agencies

Theatres

Indoor Movie

Twelve of the 13 indoor movie theatres responded to the survey. These 12 have a total capacity of 10,500 seats. Of the 13 theatres, seven are located within the central business district, or 55.5 percent. Three others are near the University and Whyte Avenue, a principal older shopping site

on the south side. The others are scattered at random in the city as neighbourhood theatres. Total business hours of the 12 theatres amounts to 605 hours per week for both winter and summer seasons. The average length of stay is two to three hours, at an average cost per hour to adults of 42¢, students 25¢ and children 11¢. The average age percentage indicates 36 percent under 16 and 27 percent in the 17-25 year bracket. The average income groups show 19 percent under \$1,000 and 31 percent \$1,000-\$3,000. Most theatre operators report the trend of their business to be either the same or slightly up. The theatre owners main concern was for Sunday movies, and a more realistic censorship policy to allow showing certain movies prohibited by the Provincial Censorship Board, and yet shown on national television. The strongest competition comes from television. Next is sport attractions, then summer activities and holidays, horse races, bowling, bingo and curling, in that order.

The total property tax on the 12 theatres amounts to \$81,452, an average of \$6,787 per agency. The highest tax was \$14,318 paid by two theatres, the lowest \$1,037. Business tax of all agencies amounts to \$12,627, averaging \$1,052 per theatre, the highest being \$2,743, the lowest \$288. Total property and business taxes paid on an annual basis to the city was \$94,079 by the 12 movie theatres.

Drive-In Movies

Four of the five drive-ins reported to the survey. These are all located at the fringes of the city, at least one in each quadrant. These four drive-ins have a maximum capacity of 2,429 cars. The total summer business

hours amounts to 125 hours per week from April until November. Average length of stay is four hours, with heaviest business on the weekends when school children accompany their parents. The average cost is 27¢ per hour, with an average of 2.6 persons per automobile. All drive-ins provide playground equipment for the younger children for pre-show entertainment. The concession operation, the operators report, represents a good net profit return. No figures were obtainable on this portion of the business. The reported age group in greatest attendance is the 17-25 year group at 37.5 percent, which is the same percent as the 26-40 year group. Only 15 percent are reported to be under 16, which is a remarkable contrast to the indoor theatres, where 36 percent of the attendance is reported to be under 16 years of age. The operators reported that 36 percent of their customers were in the \$1,000-\$3,000 income range, 27 percent in the \$3,000-\$5,000 and 24.5 percent in the \$5,000-\$10,000 range. This latter group represents the highest income percent for any of the agencies. The operators would object very strongly to daylight saving time in relation to the long summer daylight period. Every drive-in would like to open Sunday evenings. The operators believe competition comes from television, various sport events, teen dances and other drive-ins.

Total property taxes of the five drive-ins adds up to \$20,810, an average of \$4,162. Business taxes amount to \$2,177, or an average of \$435. Total property and business taxes paid the city were \$22,987.

Automobile Racing

The only car racing track in the city is located at the northern fringe of the city. The lighted track has a seating capacity of 9,200 persons. There are a total of 7.5 hours per week of racing, from May to September, on Wednesday or Friday nights from 7:00 to 11:00, and Sundays 1:30 to 4:00 P.M. Sundays cater to sports cars while Wednesday caters to stock cars. There is a silver collection on Sundays as a paid admission is not legal. The total attendance was 54,000 in 1963, averaging 2,600 per week with an average stay of 3-1/2 to 4 hours. Charges are \$1.25 for adults and 75¢ for students, children free. (This is an average of 40¢/hour for adults and 25¢ for students.) The highest percent of spectators is from the 17-25 and 26-40 age brackets. Thirty percent reported in each case. The average income of spectators is reported to be 80 percent at the \$3,000-\$5,000 range. Popularity is increasing and the operator is considering expanding his facilities. The major competition is from late summer and fall football. The operator would like to have Sunday sports legalized in order to charge admittance to his track. As this property had just been brought under annexation, no tax data was available. The property was leased from an adjacent farm property and paid only a lease for the facilities to the farmer in the district in which the track was located.

Jaycopters

The one operator of this unique amusement machine reported that his machine has been well accepted. This is a simulated helicopter ride,

being an enclosed cabin seating eight persons. The vertical lift is 60 feet and the horizontal movement is 40 feet. The machine is located at the municipal airport, not too distant from the central business district. The hours of operation are from noon till 10:00 P.M., seven days per week. A 10-minute ride is 50¢ for children and \$1.00 for adults. Approximately 80 percent of the customers are in the 17-25 year range and the balance in the 26-40 year range. This is an average of \$6.00 per hour for adults and \$3.00 for children per person on an hourly basis. This amusement and the go-karts both are this amount, which is \$5.00 per hour higher than the next highest, being the health club groups. There is no estimate on the income group average. Business is reported good with no serious competition. The city makes no business tax charge and the operator stated that he pays a nominal rent for the property, which is privately owned.

Overall Summary of Commercial Agency Survey Data

The total hours of commercial recreation available to the public is indicated from the survey, as well as activities available either in winter or summer or both. Table 10 shows the various types of agencies and these hours of business.

Availability of Business Hours

There are a total of 10,536 hours available in a year for business purposes of all the agencies surveyed. Of these, 5,552 hours or 52.6 percent are available in the summer period and 4,984 hours or 47.4 percent

are available in the winter months. Of these total hours, the participation-oriented types of agencies offer 4,744 hours for summer business, and 4,379 hours for winter. Of the total hours, 9,123 hours or 86.5 percent is available to 5,723 persons which represents 18.2 percent of the persons that could use the facilities at any one time. The balance, or 25,578 persons, who represent 81.8 percent of the maximum people at one time partake of all spectator activities during 1,413 hours in the year, 808 hours being the summer months and 605 hours being winter months. Thus 81.8 percent of the people using commercial agencies are served by four agency types, in 1,413 business hours or 7.4 percent of the total business hours available. The other 18.2 percent agencies offering 92.6 percent of the business hours available. See Table 10.

Table 10. Business Hours and Maximum Number of Persons at any one time for Commercial Recreation Agencies - Edmonton, 1963

Type of Participation	Total		Maximum Persons at any one time
	Business Hrs./Week Summer	Winter	
A. Participation-Oriented			
1. Billiards	2,029	2,041	891
2. Bowling Alleys	1,235	1,542	1,952
3. Ballrooms	21	21	2,450
4. Health Clubs	331	231	119
5. Riding Stables	718	544	233
6. Golf Driving Ranges	116	-	50
7. Miniature Golf	160	-	
8. Go-Karts	134	-	28
Total	4,744	4,379	5,723
B. Spectator-Oriented			
1. Theatres			
a) Indoor Movie	605	605	10,472
b) Drive-ins	125	-	5,898
2. Auto Racing	8	-	9,200
3. Jaycopter	70	-	8
Total	808	605	25,578
Winter & Summer Totals	5,552	4,984	31,301
Yearly Total	10,536		

Average Length of Stay

The average length of stay of persons for all the agencies is 2.4 hours. The participant-oriented group have an average length of stay of 1.8 hours, and the spectator-oriented type, 3.6 hours. It is shown that the average length of stay is under two hours for the participant type activities and about 3-1/2 hours for spectator activities.

Business Trends

Forty-five percent of the billiard group and 47 percent of the bowling businesses report a downward trend in business. Health clubs are split 50:50 in their comments. Both indoor and outdoor theatres report in the majority, 58 percent and 75 percent respectively that business is the same. The auto race track and the amusement ride (Jaycopter) operators report business way up. Dance halls, by 80 percent of the operators say business is the same as the past several years. Table 11 illustrates these comments.

Table 11. Business Trend (Percent) in Commercial Recreation Agencies - Edmonton, 1963

	Up	Same	Down
Billiards	12.5	42	45.5
Bowling	20	33	47
Health Clubs	-	50	50
Indoor Theatres	33	58	9
Outdoor Theatres	25	75	-
Riding Academies	75	-	25
Go-Karts	50		50
Speedway Park	100		
Dance Halls	20	80	
Jaycopters	100		

Age Groups

Of the various age groups, riding stables report 46 percent of their customers under 16 years of age. Go-karts attract 40 percent of their customers under 16 years of age. Indoor theatres report 36 percent of clients under 16, while drive-ins report only 15 percent are under 16. The drive-ins cater to the 17-25 and 26-40 age groups. These two groups representing 75 percent of their customers. Billiards attract customers predominantly of ages 17-25 (64 percent). Automobile racing appears to draw 60 percent of its customers between the ages of 17-40. Of the participant type agencies, the health clubs and dance halls are the only ones to attract persons of 65 years or over. About 12 percent of health club customers are over this age and 8 percent of the dance hall group. It should be noted this latter agency rent their premises for bingos, at which it was reported many older people attend. This could account for this particular percentage. Table 12 illustrates these facts.

Table 12. Age of Clients at Edmonton Commercial Recreation Agencies, 1963
(mean percentage breakdown)

	Under 16	17-25	26-40	41-65	65+
Billiards	.27	64.05	23.77	11.18	.73
Bowling	13	21	43	18	5
Health Clubs	-	15.5	37	35	12.5
Indoor Theatres	36	27	22	12	3
Outdoor Theatres	15	37.5	37.5	7.5	2.5
Riding Academies	46	40	9	5	-
Go-Karts	40	40	15	5	-
Speedway Park	10	30	30	15	15
Dance Halls	7	20	40	25	8
Jaycopters	50	30	15	4	1

Income Groups

Billiards operators report that 47.8 percent of their customers earn under \$1,000 per year. No person under 18 years of age is legally permitted to play indicating a prevalence of low income persons frequenting the billiard and pool hall agencies.

The Go-Kart operators report that 40 percent of their customers earn less than \$1,000 annually, while the riding stables report 25 percent earn below \$1,000 annually. The outdoor theatre drive-in operators report 24.5 percent of customers earn between \$5,000-\$10,000, while both the bowling and health club groups state 20 percent of their customers are in this \$5,000-\$10,000 bracket. The automobile racing operator believes 80 percent of his customers are in the \$3,000-\$5,000 income bracket. Table 13 illustrates the income breakdowns.

Table 13. Income Group of Clients at Edmonton
Commercial Recreation Agencies, 1963
(mean percentage breakdown)

	Under 1	1-3	3-5	5-10	10+
Billiards	47.84	26.64	22.59	2.9	.05
Bowling	6	23	50	20	1
Health Clubs	-	30	46	20	4
Indoor Theatres	19	31	42	7	1
Outdoor Theatres	9	36.5	27	24.5	3
Riding Academies	25	21	32	17	5
Go-Karts	40	40	20	-	-
Speedway Park	15	-	80	-	5
Dance Halls	12	15	71	2	-
Jaycopters	(declined to estimate)				

Mean Cost Per Hour

The mean cost per hour breakdown indicates that the activity-oriented group of agencies provide individual participation at a little more than double the cost of the spectator-oriented group. In calculating these costs, the very high cost go-karts and the jaycopter were not included (\$6.00/hr. adults, \$3.00 children for each one). Of the balance, the spectator type indicate an overall mean cost of 36¢ per hour per participant and 76¢ per hour per participant for the activity-oriented group. The least expensive on a mean cost per hour basis of all the agencies for adults are the drive-in theatres at 27¢. Of the participant type, bowling at 35¢ per hour is the lowest cost per hour. For children, 11¢ an hour is the mean cost for indoor movie theatres and no charge at the auto race track, nor at the drive-in when with the parents. Two special type agencies, in that the attraction is for a very short duration, the go-karts and the jaycopter are \$6.00 mean cost per hour per person. The various mean costs are shown in Table 14.

Competition

The operators, when commenting on the main competition to their businesses, suggested other forms of commercial recreation as key sources of competition. Most of the agencies suggested that their own counter-parts were the primary competitors, with television alongside next, then summer or winter sports activities being next.

Table 14. Mean Cost Per Hour Per Person,
Edmonton Commercial Recreation Agencies, 1963

Billiards	\$.47		
Bowling	.35		
Health Clubs	1.00		
Indoor Theatres	*C - .11	S - \$.25	A - \$.42
Outdoor Theatres	.27		
Riding Academies	1.94		
Go-Karts	6.00		
Speedway Park	C - free	S - .25	A - .40
Dance Halls	.43		
Jaycopters	C - 3.00		A - 6.00
Golf Driving	.65		
Miniature Golf	.50		

*C - Children, S - Student, A - Adult.

Legal Limitations

The strongest protest came from both the billiard parlour operators and the theatre groups who both would strongly favour Sunday openings for their businesses. Over one-half of the bowling operators would like to see a restriction or limitation placed on the number of alleys per capita in a district. The riding stable group would favour daylight saving hours, but this would be strongly objected to by the outdoor drive-in theatre managers. All theatre owners would like to see a change in the censorship policy by the provincial government to allow showing of certain banned movies on a strictly adult basis. No agency made any comment in regard to liquor legislation as to their favouring licenses in their agencies.

Assessment and Taxes

The Assessor's Department of the City of Edmonton supplied the information regarding assessment on land and buildings, and annual property

and business taxes for the commercial agencies. As mentioned, no comparable information was available for certain agencies due to a variety of reasons as stated previously. Table 15 indicates the various assessments and taxes paid by the agencies. Certain arbitrary figures were used in these computations. However, accuracy is sufficient to indicate the relative importance of the commercial agencies to the overall city financial picture.

Table 15. Assessment and Taxes Paid by Various Commercial Recreation Agencies, City of Edmonton, 1963

Agency	Assessment		Annual Tax	
	Land	Buildings	Property	Business
A. Activity-Oriented				
1. Billiards & Pool Halls	\$ 666,010	\$ 796,390	\$ 68,616	\$ 5,312
2. Bowling Alleys	679,080	1,272,580	99,555	11,290
3. Health Clubs	77,130	75,165	7,274	600
4. Ballrooms	86,775	168,650	13,939	1,380
Total	\$1,508,995	\$2,312,785	\$189,384	\$18,582
B. Spectator-Oriented				
1. Theatres				
a) Indoor Movies	\$ 989,850	\$ 707,930	\$ 81,452	\$12,627
b) Drive-ins	291,840	5,550	23,988	2,177
Total	\$1,281,690	\$ 713,480	\$105,440	\$14,804
GRAND TOTAL	\$2,790,685	\$3,026,265	\$294,824	\$33,386

Total land assessment for all agencies amounts to \$2,790,685 and total building assessment amounts to \$3,026,265. The total net land assessment of the city in 1963 was \$221,083,470. The total net building assessment in the same year was \$409,779,680. These figures then indicate that the land assessment for the various agencies was in the vicinity

of .1 percent for the year of the net assessment for the city. Gross assessment includes values of properties exempt from taxes; including Federal, Provincial, Municipal, University, parkland, tax-free charitable organizations and churches. (This amounted to about \$41,000,000 in 1963.) The recreational building assessment represented about .07 percent of the net city assessment. Bowling alleys represent the largest investment of all agencies in land and buildings, followed by land investment by the outdoor movies. Drive-ins have the lowest investment in buildings.

The net property tax of the city amounted to \$36,808,724 in 1963, while the net business tax amounted to \$3,100,000 for the same year. The bowling alleys pay the highest net property taxes, health clubs the lowest. Property taxes of all agencies again is not significant on an overall city basis, representing less than 1 percent of the total net property tax. Indoor movies pay the highest business taxes, followed by bowling alleys. Health clubs pay the lowest business taxes. Of the total city net business taxes, recreational agencies pay just over 1 percent of all business taxes.

Capital Investment

An estimate given by the City Assessor's Department placed a value on all commercial recreation buildings and facilities up to December 31, 1963 at approximately \$7,600,000.

The Edmonton Exhibition Association

As outlined in the introductory portion of this chapter, the various

events and facilities provided by the Exhibition Association are included to indicate a supplier of a number of commercial type attractions available to the public on both limited and special occasions, as well as on a regular basis for other events. There are only three participation-oriented types of facilities or programs supplied by the Association. All attractions are held within the confines of the property and grounds of the Association. The property is located approximately 12 blocks north and 20 blocks east of the central business district, or at a point about one-third of the distance between the central business district and the northeast periphery of the city proper. Of the various activities available to the public, the following indicates the various types offered by the Association, in terms of the available winter and summer hours and the total capacity at any one time. (See Table 16.) There are 240 summer hours per week available for public usage, 12 hours of which are available for individual participation-oriented types, and 228 hours for spectator events. Of the spectator events, all occur on a seasonal or one-night show basis, catering to a total capacity of 96,400, leaving 112 hours for 94,600 persons at any one time in the winter months. In other words, 62.5 percent of the total capacity at any one time is served by 228 summer hours, and 37.5 percent by 112 available winter hours. Of the participation-oriented types, only 12 hours per week are available to a maximum capacity of 1,400 at any one time, while 114 hours per week are available for 1,800 persons in the winter season, which expressed as a percentage, indicates that 12 summer hours per week can

serve 77 percent of the capacity and 114 hours are available for 23 percent of capacity.

Table 16. Various Activities Available to the Public, Edmonton Exhibition Association, 1963

Type of Activity	<u>Hours Business/Week</u>		Maximum Persons at any one time	
	Summer	Winter		
<u>A. Participation-Oriented</u>				
1. Gardens - Ice Skating and Minor Hockey	---	18	400	
2. Sportex - Curling, Banquets and Meetings	<u>12</u>	<u>96</u>	<u>1,400</u>	
Total	12	114	1,800	(51,400)
<u>B. Spectator-Oriented</u>				
1. Rodeo		18*	6,200	
2. Hockey - Junior & Professional		4	6,200	
3. Harness Racing	72*		12,000	
4. Racing Meets	72*		12,000	
5. Summer Exhibition	84*		45,000	
6. N.W. Trade Fair		84*	3,000	
7. Pavilion - Wrestling & Miscellaneous Events		3	4,000	
8. Gardens - Ice Capades, Circuses, Bingos and State Events		<u>3*</u>	<u>6,200</u>	
Total	<u>228</u>	<u>112</u>	<u>94,600</u>	S(59,000)**
Totals (A & B)	240	226	96,400	S(60,400)

*Events occurring on seasonal (one to three week), or on a one-night only basis.

**S = Summer.

This is explained by the fact that curling provides 84 hours per week to the public in the winter months, which is a low participation type sport requiring considerable time per participant.

The summer exhibition provides in the 84 annual available hours a very high capacity opportunity, providing facilities for 45,000 at any one time, as opposed to horse racing in the same hour per week basis, offers a capacity of 12,000 persons. The participation-oriented types offer 1,400 persons at any one time opportunities in curling, banquets and meeting rooms. The lowest capacity is ice skating events, allowing a total capacity of 400 persons at any one time on an 18-hour per week basis. Most of the participation-oriented type events occur in the evening and weekend hours as do the spectator type. Exceptions are the summer exhibition and the Trade Fair, which open at noon each day. Horse racing begins at 4:00 P.M. when operating.

Average Length of Stay

The average length of stay varies from 1.8 hours for minor hockey and ice skating to the longest of 3.6 hours for the summer exhibition. Events at the Sportex (participation-oriented) run an average of 2.4 hours. Of the spectator types, after the exhibition comes wrestling at 3.0 hours, harness and horse racing at 2.9 hours, the rodeo at 2.5 hours, hockey at 2.4 hours and Garden Events at 2.2 hours. The average length of stay for the participant-type activities is 2.9 hours. The overall average or mean length of stay is 2.6 hours.

Business Trends

All events show an annual increase in the last five years excepting both professional and Junior A Hockey, and professional wrestling. The manager of the Association claims television sport viewing is the direct source of the decline. Professional hockey was dropped from Edmonton after the 1963 season due to lack of attendance and an inability of the club to meet its financial obligations.

Age Groups

A total age group estimate is not available making it difficult to assess the age groups who predominate each of the Association events, but the following would appear to be a reasonable classification of this grouping by events. (See Table 17.) Under 16 years of age, skating and minor

Table 17. Age Groups that Dominate Various Events,
Edmonton Exhibition Association, 1963

Activities	Age Groups				
	-16	17-25	26-40	41-65	65+
<u>A. Participation-Oriented</u>					
1. Gardens - Ice Skating & Minor Hockey	X				
2. Sportex - Curling, Banquets & Meetings				X	
<u>B. Spectator-Oriented</u>					
1. Rodeo		X			
2. Hockey - Junior & Pro.		X (Jr.)	X (Pro)		
3. Harness Racing				X	
4. Racing Meets				X	
5. Summer Exhibition			X		
6. N. W. Trade Fair			X		
7. Pavilion - Wrestling			X		
8. Gardens - Special Events			X		X (Bingo)

hockey are the principal activities of the participation-oriented group, while the Sportex caters to the predominant age group of 41-65. Of the spectator events, the 16-25 age group dominate the rodeo and Junior A hockey. The 26-40 age group dominate the exhibition, the trade fair, wrestling, ice capades and pro hockey. Harness and racing meets are dominated by the 41-65 age group, as well as bingo. There is no event at which the 65-year-olds are the key or principal age group.

Income Groups

Of the various income groups, the persons earning less than \$1,000 dominate participation-oriented events at the Gardens such as social skating, figure skating, and minor hockey. The \$1,000-\$3,000 income group dominates Junior A Hockey. The \$3,000-\$5,000 group are the largest attenders of all events and dominate the groups attending the rodeo, harness and racing meets, the summer exhibition, the Trade Fair and events such as wrestling at the Pavilion. The \$5,000-\$10,000 group dominates all events at the Sportex, such as curling, banquets and private and public meetings. (Table 18.)

Mean Cost Per Hour

The lowest mean cost per hour event or activity sponsored by the Association is in the participation-oriented types, being ice skating at 15¢ for children and 25¢ for adults. The highest mean hourly cost is for events such as the rodeo or ice capades or special stage events, for both adults and children. Of the spectator group, the children mean cost at 16¢ for

the summer exhibition is the lowest in the category, and the adults at 47¢ also the lowest. This does not take into account spending of a voluntary nature while at any of the listed events. Overall mean cost for children is 24¢, adults 53.5¢ for all events. Of the participation group, it is 15¢ for children and 38¢ for adults. For the spectator group, 24¢ for children and 69¢ for adults. (See Table 19.)

Table 18. Dominant Income Groups at Various Events, Edmonton Exhibition Association

Activity	Income Groups in \$ per Thousand				
	-1	1-3	3-5	5-10	10+
A. Participation-Oriented					
1. Gardens - Ice Skating & Minor Hockey	X				
2. Sportex - Curling, Banquets & Meetings				X	
B. Spectator-Oriented					
1. Rodeo			X		
2. Hockey - Junior & Pro.		X (Jr.)	X (Pro)		
3. Harness Racing			X		
4. Racing Meets			X		
5. Summer Exhibitions			X		
6. N.W. Trade Fair			X		
7. Pavilion - Wrestling			X		
8. Gardens - Special Events		X (Bingo)			

Table 19. Mean Cost per Hour per Participant for Various Events, Edmonton Exhibition Association, 1963

Activity	Mean Cost/hour/person	
	Child.	Adult
A. Participation-Oriented		
1. Gardens - Ice Skating & Minor Hockey	\$.15	\$.25
2. Sportex - Curling, Banquets & Meetings		.50
Average	\$.15	\$.38

Table 19--Continued

Activity	Mean Cost/hour/person	
	Child.	Adult
<u>B. Spectator-Oriented</u>		
1. Rodeo	\$.33	\$.97
2. Hockey - Junior & Professional	.46	.72
3. Harness Racing		.73
4. Racing Meets		.73
5. Summer Exhibitions	.16	.47
6. N. W. Trade Fair		.50
7. Pavilion - Wrestling	.26	.46
8. Gardens - Special Events	<u>.48</u>	<u>.97</u>
Average	<u>\$.33</u>	<u>\$.69</u>
Total Overall Average	\$.24	\$.535

Competition

The principal competition comes from television for the spectator-type events such as professional hockey and wrestling. There has been a sharp decline in attendance in the last five years. Competition for all other events is not highly significant except rental space for meetings and banquets. Other curling arenas also vie for rental of ice space for this activity. Skating meets competition from the various city operated outdoor and artificial indoor arenas throughout the city.

Assessment and Taxes

The Exhibition Association is not compelled to pay any property or business taxes to the city since their assessment of both land and property is waived by a city bylaw. In addition to these concessions, the Province provides a grant of \$100,000 annually to the Association for general expenses.

Minor and Junior Hockey is supported by a \$7,500 grant from the City Council. There is as well a \$8,240 grant from the National Hockey League, Detroit Red Wings, for the promotion and support of minor hockey talent for their "farm" operations in Edmonton. There are also grants of about \$9,300 for the livestock show each winter. These grants totaled about \$125,040 in 1963.

The Public Recreation Agency

The various functions, areas, and facilities provided or supplied by the public recreation agency amount to 779 various types. (See Table 20.) Of this total number only nine facilities derive a revenue, or have a fee or charge placed on them for their services. These are the swimming pools, both indoors and outdoors, the golf courses and golf driving range and the tourist campground, all of which are participation-oriented. Of the five facilities providing a spectator-type outlet, four derive a charge or fee. As to location, there is only one facility of the 779 in the central business district. This being the Central Recreation Building in the civic centre area, representing about .1 percent of the total facilities. There are 52 facilities (6.6 percent) in the areas adjacent to the central business district. There are 727 (93.2 percent) of the total number in the suburban areas of the city proper. Of the participation-oriented types, 93.8 percent occur in the suburbs, 6.0 percent in the area adjacent to the central business district and .1 percent in the central business district. Of the spectator-oriented types, 57.2 percent occur in the suburbs, 42.8 percent adjacent to the central business district and none in the central business district. (See Figure 4.)

Table 20. Location of all Public Recreation Agencies in Edmonton City Proper, 1963

Type of Activity or Facilities	#	Fee		Location					
				C. B. D.		Adj. to CBD.		Suburbs	
		Yes	No	#	%	#	%	#	%
A. Participation-Oriented									
1. District Park	11		X					11	(100)
2. Community Park	25		X			1	(4)	24	(96)
3. Neighborhood Park	301		X			5	(1.6)	294	(98.4)
4. Sports Fields	51		X					51	(100)
5. Major City-School Fields	7		X					7	(100)
6. Rugby Fields	5		X					5	(100)
7. Soccer Fields	4		X					4	(100)
8. Cricket Pitches	2		X			1	(50)	1	(50)
9. Horseshoe Pitches	73		X			6	(8.2)	67	(91.8)
10. Cinder 1/4 Mile Tracks	5		X			1	(20)	1	(80)
11. Baseball Diamonds	22		X			4	(18)	18	(82)
12. Fastball Diamonds	22		X			3	(13.6)	19	(86.4)
13. Wading Pools	36		X			5	(13.9)	31	(86.1)
14. Speed Skating Oval	1		X			1	(100)		
15. Toboggan Hills	18		X			4	(22.2)	16	(77.8)
16. Ski Hills & Tows	5		X			1	(25)	4	(75)
17. Hockey Rinks	37		X			4	(10.8)	33	(89.2)
18. Artificial Covered Arenas	3		X					3	(100)
19. Playgrounds	131		X			6	(4.5)	125	(95.5)
20. Swimming Pools (Indoor)	4	X				1	(25)	3	(75)
21. Swimming Pools (Outdoor)	5	X				2	(40)	3	(60)
22. Golf Courses	3	X				3	(100)		
23. Golf Driving Range	1	X				1	(100)		
24. Central Recreation Bldg.	1		X	1	(100)				
25. Tourist Campground	1	X						1	(100)
Total	774	5	20	1	(.11)	49	(6.0)	724	(93.8)
B. Spectator-Oriented									
1. Planetarium	1	X						1	(100)
2. Storyland Valley Zoo	1	X						1	(100)
3. Clarke Stadium	1	X				1	(100)		
4. Renfrew Ball Park	1	X				1	(100)		
5. Band Shell	1		X					1	(100)
Total	5	4	1			2	(42.8)	3	(57.2)
30 Totals (A and B)	779	9	21	1	(.12)	51	(6.6)	727	(93.2)

= Number. C. B. D. = Central Business District.

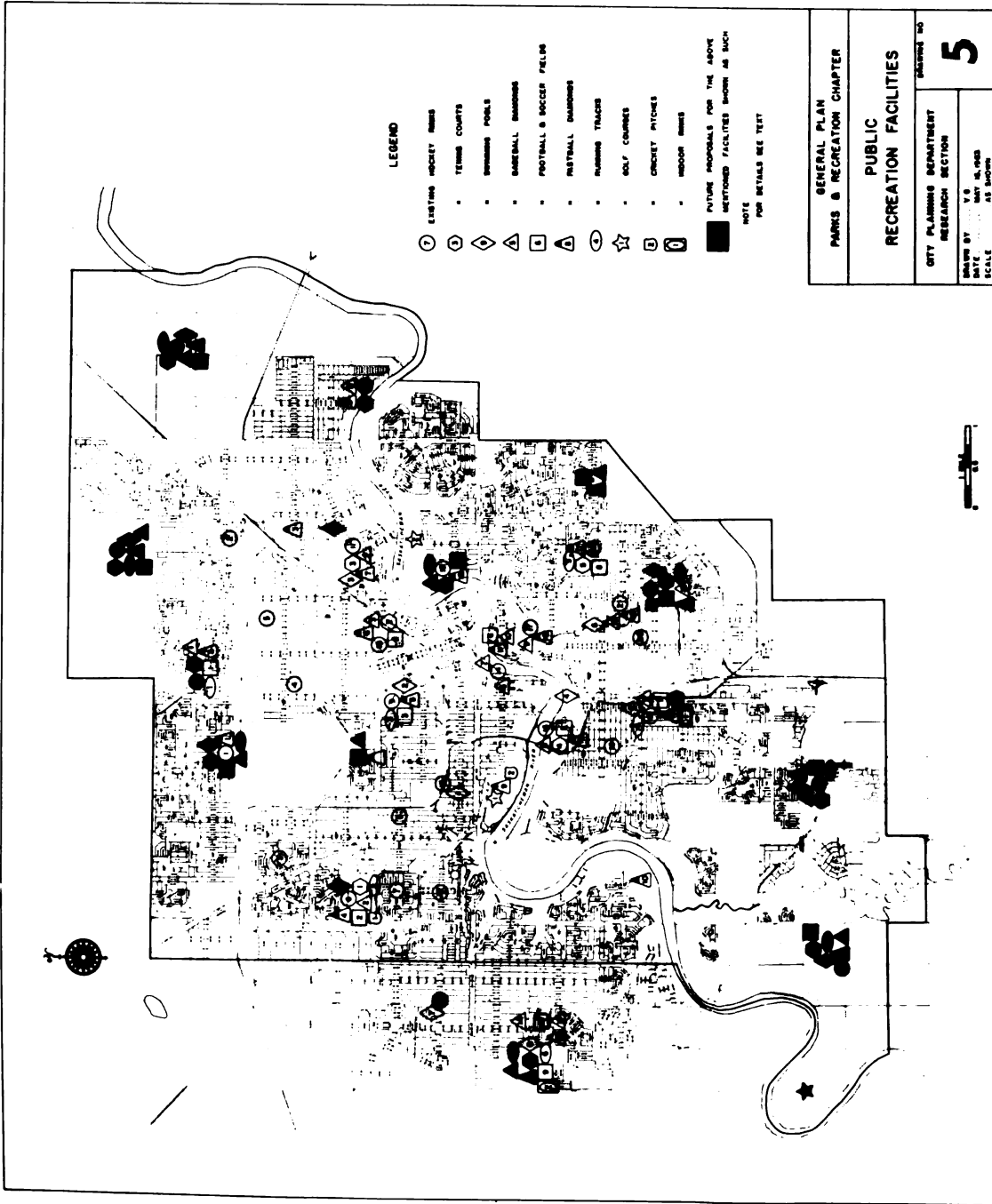


Figure 4.

Availability of Public Hours

The public recreation agency provides winter and summer activity hours to provide for 138,905 persons at any one time. (See Table 21.) Of this total, facilities and programs are available in the summer to provide 44,985 hours per week for 99,285 persons. The winter activity hours of 21,514 hours per week provide facilities and program for 39,620 persons. There is a sharp contrast in the hours of spectator-oriented hours and the participation-oriented in relation to maximum use. The 148 hours per week of spectator-type participation available for summer use can cater to 44,465 persons. This is contrasted to 44,837 summer participation-oriented hours per week serving a maximum of 54,820 persons. Thus the participation of large numbers of people at much fewer activities for spectator affairs is very evident.

Average Length of Stay

Of the various activities offered by the public recreation agency, the average length of stay at the participation-oriented types is 2.2 hours, as opposed to 2.3 hours at the spectator-oriented types, or an overall average of 2.25 hours for all types of programs and facilities. Of the participation-oriented group, the longest length of stay is for skiing at 3.0 hours followed in order by golf at 2.9 hours, summer playgrounds at 2.8 hours, summer picnics 2.7 hours, and summer outdoor athletics at 2.6 hours.

Table 21. Public Hours and Maximum Number of Persons at any one time for Public Recreation Programs & Facilities, Edmonton, 1963

Type of Participation	Total Available Hours/Week		Maximum Persons at any one time	
	Summer	Winter	S=Summer,	W=Winter
A. Participation-Oriented				
1. Park Sites (district, community, neighborhood)	31,500	7,875	25,000 S	6,250 W
2. Sports & Athletics				
a) Summer Outdoor	9,100		5,490 S	
b) Winter Indoor		3,200	9,480 W	
c) Ice Hockey		2,400	1,500 W	
d) Social Skating		1,000	26,000 W	
e) Tennis	360		120 S	
3. Picnics - Family and Organized	2,100		12,000 S	
4. Golf Courses	252		1,500 S	
5. Golf Driving Range	105		50 S	
6. Swimming Pools				
a) Indoor		200	1,000 S&W	
b) Outdoor	420		1,500 S&W	
7. Ski Hills & Tows		240	4,500 W	
8. Tourist Campground (tents)		84	160 S	
9. Playschools		2,800	1,500 W	
10. Playgrounds		3,200	8,000 S	
11. Expressive Arts (crafts, drama, art and dance)		438	2,640 W	
Total	44,837	21,489	94,440	(54,820 S)
B. Spectator-Oriented				
1. Planetarium	10	25	65 S&W	
2. Storyland Valley Zoo	56	-	14,000 S	
3. Major Stadium	20	-	22,000 S	
4. Major Ball Park	60	-	5,400 S	
5. Bandshell	2	-	3,000 S	
Total	148	25	44,465	(44,465 S)
Grand Total (A&B)	44,985	21,514	138,905	(99,285 S)

Of the spectator-type facilities, the longest length of stay is 2.9 hours for band concerts, followed by 2.5 hours for baseball, 2.4 hours for football and 2.3 hours for visiting the zoo, and 1.1 hours at the planetarium. The tourist campground was not included in this estimation due to the unique character and duration of this facility.

Trends in Participation

The annual reports of the Parks and Recreation Department indicate a decided overall increase in activity and participation over the past ten years. This is explained by the increase of public facilities and programs, increase in population and more available leisure time for the general public. There are no particular programs or facilities that show a decline in participation. Within certain programs, as for example, the expressive arts, or athletics, there are seasonal fluctuations due to a number of factors such as weather, fee charges, or the popularity of a particular activity. As for major facilities, their full use, in this stage of Edmonton's growth, is fully achieved within six months to nine months of their completion. This is a time lapse that normally occurs when a new facility is opened and before it is fully recognized and utilized by the community.

Income Groups

The income groups are accurate in terms of the activities offered to those under 16 years of age. The balance are accurate as far as the experience and observations of the writer and other department officials. Of the incomes under \$1,000, the predominant activities are playschool,

playgrounds, summer and winter indoor and outdoor sports, ice hockey, social skating, children's and teens' expressive arts, swimming and the children's zoo. Of the \$1,000-\$3,000 income bracket, tennis and skiing are the predominant activities, while the \$3,000-\$5,000 group shows park areas, picnics, bandshell and adult expressive arts as top activities. The \$5,000-\$10,000 group indicates golf, golf driving range, planetarium and major ball and football stadium events; of the \$10,000 and over group, golf, planetarium, major football and ball park events. (See Table 22.)

Table 22. Principal Activities in Public Programs
& Facilities of Various Income Groups, Edmonton, 1963

Income Groups	Under 1	1-3	3-5	5-10	10+
Activities					
A. <u>Participation-Oriented</u>	Play School Playgrounds Indoor & Outdoor Sports Ice Hockey Social Skat. Children's Exp. Arts Teens Exp. Arts Swimming	Tennis Skiing	Park Areas Picnics Bandshell Adult Exp. Arts	Golf Golf Dr. Range	Golf Golf Dr. Range
B. <u>Spectator-Oriented</u>	Zoo			Planetarium Major Stadium Major Ball Park	Planetarium Major Stadium Major Ball Park

There appears to be a wide range of activities for income groups of children of the under \$1,000 range, while the 1-3 indicates a scarcity of

activities. The spectator-type public activities are the key events engaged in by the \$5,000 and upward group.

Age Groups

Many of the various activities and events sponsored by the public agency are offered to specific age groups. This is particularly true of the organized type programs in the athletic, expressive arts and playground sections. Many sport clinics and other events are also aimed at a particular age group. This is not so in the spectator-type programs, which are generally open to all age groups. The age breakdown is accurate for the balance in terms of the experience and observation of the writer and other department officials. (See Table 23.) The activity with the predominant or exclusive age group participation is as follows: under 16, play school, playgrounds, summer and winter indoor sports, ice hockey, social skating, swimming, children's expressive arts and the zoo; between 17 and 25, tennis, skiing, teen expressive arts; between 26-40, all general park areas and sites, picnics, golf courses, golf driving range, adult expressive arts, major football and baseball stadium events; between 41-65, planetarium and bandshell; over 65, Senior Citizens Club.

The breakdown shows a lack of participation (on the average) by the 41-65 year age group in participation-oriented activities. There is also a lack of activities available to those 65 and over. The 17-25 age group also appear to not participate to the same degree as the under 16 group.

Table 23. Major Activities of Age Groups Using
Public Recreation Facilities, Edmonton, 1963

Age Group	Under 16	17-25	26-40	41-65	65+
Activities					
A. <u>Participation-Oriented</u>	Play School Play Grounds Indoor & Outdoor Sports Hockey (Ice) Social Skating Swimming Children's Expressive Arts	Tennis Skiing Teen Expressive Arts	All Park Areas Picnics Golf Golf Driving Range Adult Expressive Arts		Senior Citizens Club
B. <u>Spectator-Oriented</u>	Children's Zoo		Major Stadium Major Ball Park	Planetarium Bandshell	

Mean Cost Per Hour

The following is a listing of the mean cost per hour of the various activities or events for which a charge or fee is made by the public agency. For the spectator-oriented group, in order of highest charge per hour, major football stadium, \$1.15; planetarium, \$.67; major ball park, \$.40; and zoo, adults \$.10 and children \$.04. The activity-oriented group in order of highest charge: skiing, \$.67; golf driving range, \$.65; golf, \$.53; sports clinic, \$.33; social skating, \$.17 for adults and \$.11 for children; learning to swim, children, \$.20; expressive arts, adults \$.14, teens \$.04, children no charge.

The participation-oriented costs average out at \$.41 for adults, \$.29

for teens and \$.28 for children on a mean cost per hour basis. The spectator group averages \$.58 per mean hour cost per participant. (See Table 24.)

Table 24. Mean Cost per Hour per Person for
Public Recreation Facilities, Edmonton, 1963

Type		Cost Per Hour
A. <u>Participation-Oriented</u>	Skiing	\$.67
	Golf Driving Range	\$.65
	Golf	\$.53
	Sports Clinics	\$.33
	Social Skating	A \$.17, C \$.11
	Learn-to-Swim	\$.20
	Expressive Arts	A \$.14, T \$.04, C \$0
B. <u>Spectator-Oriented</u>	Major Football Stadium	\$1.15
	Planetarium	\$.67
	Major Ball Park	\$.40
	Zoo	A \$.10, C \$.04

A = Adults, C = Children, T = Teens.

Competition

While the basic philosophy and purpose of the public recreation agency is not to compete with other agencies for its "customers," it does have a legal responsibility to encourage and promote various activities of a socially acceptable nature in the public interest. In this sense, the main competition is judged to be firstly home and family activities of all types, which includes television. The second source of activities that often takes precedence to the public program are the involvement in voluntary,

and thirdly private organizations. The fourth area of participation in preference to public recreation is the commercial recreation agencies. These four areas of involvement are considered from an annual year's duration and not for any one season. In order, they are home and family, voluntary, private and commercial recreation sources and agencies.

Total Capital Investment

The total amount invested in public park and recreational areas, sites and facilities as of December 31, 1963, adds to approximately \$12.2 million, exclusive of land. This is calculated from past records of the public agency and is reliable within several \$100,000.

Overall Comparison of Public, Semi-Public, and Commercial Agencies

The various data relating to the commercial agencies and the public agencies will be compared to show similarities or differences in the operation of each group. To complement this data, the information regarding the Exhibition Association referred to as the semi-public agency, is also compared for a more complete evaluation. (See Table 25.)

Number of Agencies and Services

While it is normal and proper to consider the public agency as a single department, there are 779 various facilities, sites or services offered to the public for their use. Within many of these sites and services are more Programs of various types. We have used the 779 figure as a better basis for evaluation against the various commercial agencies, of which there

Table 25. Comparison of Commercial, Semi-Public
and Public Recreation Agencies, 1963

VARIOUS DATA		AGENCIES		
		Commercial	Semi-Public	Public
Location	C. B. D.	31	-	1
	Adjacent to C. B. D.	16	-	49
	Suburbs	49	1	724
	Total	96	1	774
Hours of Business (or activities) per Week	Summer	4,752	240	44,985
	Winter	4,984	226	21,514
	Total	10,536	466	66,499
Maximum Capacity at any one time	Summer	15,407	60,400	99,285
	Winter	15,894	36,000	39,620
	Total	31,301	96,400	138,905
Average Stay in Hours		2.7	2.6	2.25
Dominant Income Groups in \$1,000's ¹		-1	-1	-1
		1-3	1-3	
		3-5	3-5	3-5
			5-10	5-10
Dominant Age Groups		17-25		-16
		26-40	26-40	26-40
			41-65	
Mean Cost/Hour per Participant		.56	.53	.49
Total Assessment in Dollars	Land	2,790,685	---	---
	Property	3,026,625	---	---
Total Taxes in Dollars	Property	294,824	---	---
	Business	33,386	---	---
Approximate Investment in Buildings & Facilities in Dollars		7.6 Million	14.5 Million	12.2 Million
Major Source of Competition		Similar attrac- tions of other agencies and television	Other similar events	Home and family; voluntary and private agencies; commercial agencies
Trend in Business		Steady to declining	Steady to increasing	Increasing
Legal Changes Desired		Open Sundays Lower age limits Restricted com- petition Change movie censorship regulations		

¹For fee-charging facilities only.

are 96 various specific agencies, many of which are similar in type (e.g., 30 billiard and pool halls). The semi-public agency is limited to one site and one agency, the Edmonton Exhibition Association. It provides various services and programs which have been grouped into ten main types for our purposes. All these facilities, services or programs were divided by the nature of their physical activity, into two broad categories, participation-oriented and spectator-oriented, for a closer examination or comparison of the agencies.

Location of Agencies

The commercial group of agencies dominate the central business district of the city, as there are 30 of the 76 agencies surveyed located there. On the other hand, only 1 out of 779 of the public facilities is located in this area and there are no semi-public agencies. In the area of the city adjacent to or surrounding the central business district, there are 16, or 21 percent, of the commercial agencies and 52, or 6.6 percent public agencies. In the suburbs the public dominate, having 727, or 93.2 percent of their total services or sites, while the commercial have 49, or 64 percent and the semi public their sole location, or 100 percent. The commercial agencies have 47.3 percent of their locations in or adjacent to the central business district.

Maximum Capacity

Due to the greater number of sites and diversity of facilities, the public agency is capable of handling 138,905 persons at any one time at

all the facilities. This is almost four times the number the commercial agencies can accommodate at any one period, their maximum being 31,301 persons. The semi-public agency can accommodate 96,400 for all events at any one time, or approximately 66 percent of the public capacity and three times that of the commercial agencies. However, the semi-public agency has by far the greatest patronage per facility or event, due to the very special nature of its operation. Eight of its ten main types of service are of a spectator nature that cater to large crowds, e.g., summer exhibition, 45,000 persons at any one time and thus allowing a potential 80 to 90,000 persons per day access to this single event, which occupies one week per year.

Business or Activity Hours

The public agency, again due to the great number and diversity of areas and facilities offers 66,499 hours of activity opportunity for the public. This is compared to 10,536 commercial hours. The semi-public hours are only 466, or less than 1 percent of the public hours, and about 5 percent of the commercial hours. This again illustrates the exceedingly high volume or high capacity of the exhibition events that occur on relatively few occasions. Of these hours provided by each group of agencies, the commercial hours are almost equally split between summer and winter, as are the semi-public hours. However, the public agency offers almost twice as many summer opportunities as the winter months.

It is also interesting to note the hours available for spectator and participation-oriented types of activity. The commercial agencies provide

about four-fifths of their hours for participation-oriented activities, but these hours only serve about 20 percent of the total customers. On the other hand, the remaining 80 percent of persons use the other 20 percent of available hours for spectator type events. This means that over 25,000 persons are served in about 20 percent of the available commercial agency business hours. The public agency offers about 99 percent of its available activity hours in the participation-oriented types of activities, and serves about two-thirds of its total numbers of participants. The remaining 2 percent of its public activity hours are used by the remaining one-third of its participants. This indicates a very high volume of use of the spectator-type activities, for which a fee is charged.

The semi-public agency offers a total of 340 hours for spectator-oriented events that serves about 98 percent of its patronage. The remaining hours available for public use represent 24 percent of the time available serving 1,800 persons, or less than 2 percent of the total available capacity. This indicates a low participant usage of facilities in the participant type.

Average Stay in Hours

The average stay per person at all activities offered by the agencies is topped by the commercial agencies at 2.7 hours, then the semi-public at 2.6 hours, and the public agency at 2.25 hours. It is to be noted that of the commercial agency, 1.8 hours is the average stay at participant-oriented events and 3.6 at the spectator events. The semi-public spectator

events average 2.9 hours and 2.3 for the public agency. Of the participant activities, the semi-public figure is 2.4 hours and 2.2 hours for the public. The commercial agency provides the longest average stay for spectator events of the three groups and the lowest average stay for all types in the participant group.

Dominant Age Groups

Next to the income groups estimate, this category is difficult to firmly substantiate except by a more detailed type survey of random sampling of persons attending the various activities offered by the agencies. The most reliable estimates for purposes of this study indicate that the public agency programs are attended by a predominant number of persons under 16 years of age, and 26-40 age group. The commercial agencies offer activities that are dominated by the 17-25 year group and the 26-40 group. The semi-public cater largely to the 26-40 and the 41-65 groups. The agencies all offer activities and events attended by all age groups. The 65 and over age group does not dominate any agency except one Senior Citizen Club within the public agency.

Indications are that the commercial agency caters to more 17-25 year olds than the public agency, while the public caters to a great degree to those beneath and above that bracket. This is partially so because of the great emphasis on public expenditures of a recreational nature on children's programs, as well as many activities of a family nature, where most parents of children under 16 fall into the 26-40 age group. The

commercial agency appears to appeal to the 17-25 age group due to the type of facility not offered by the public or semi-public group. The semi-public group events are most often attended by parents or persons within the 26-40 year range. The 1961 Dominion Census shows 92,559 children under 15 years of age. There are 125,780 between the ages of 15 and 44. The census data indicates a strong correlation to users by age groups of the various agencies.

Dominant Income Groups

This is a most difficult grouping to assess, as are the age groups. The comparisons are based on experienced judgment and long experience by the responsible operators of the various agencies and professionals with the public and semi-public agencies. All the groups of agencies serve persons of incomes of less than \$1,000 per year, although the public agency serves a greater overall number in a diversity of areas, whereas the commercial agencies cater to this group largely by the billiard and stables types, and the semi-public in the areas of two specific areas, social skating and junior hockey. All the groups offer activities dominated by the income groups of \$3,000-\$5,000. The commercial and semi-public activities indicate a dominance also of those in the \$3,000-\$5,000 group, whereas none of the various activities of the public agency are dominated by this group. The public agency and the semi-public offer events dominated by the \$5,000-\$10,000 group, whereas this is not so of the commercial group. The public agency offers certain events or programs dominated

by the \$10,000 income group, which does not occur to the other two. These findings tend to follow the wage earning statistics of the city from the 1961 Dominion Census. The census shows the average male earnings of workers over 15 at \$4,059. Of this total, about two-thirds of all workers earn wages in the \$3,000-\$5,000 range, while about 15 percent earn \$1,000-\$3,000, mainly in the craftsman, production work and labouring occupations.

Mean Cost Per Hour

The lowest mean cost per hour per participant is offered by the commercial spectator-oriented agencies at \$.36, while the highest mean cost per hour is \$.76 for the participation-oriented commercial group, which gives an overall mean cost of \$.56, the highest of the three groups. The overall mean for the semi-public is \$.53 and the public \$.49. It is to be noted that the public cost is calculated only for those programs or facilities at which a charge is made. If all facilities were calculated in the mean cost figure, this would amount to less than a cent per hour per activity since a charge is made for only nine facilities. The lowest mean hour cost is for children at semi-public events, for facilities for which a charge is made.

Assessment and Taxes

The public and semi-public agencies pay no taxes, either for business or property. The commercial agencies pay taxes to the amount of \$294,824 in annual property taxes and \$33,386 in business tax. While these amounts

are not overly significant in relation to the total city tax revenues, it is important to note the tax relief enjoyed by the non-commercial agencies.

Total Investment in Facilities

While the figures used are at best approximate, they do indicate the relative financial investment in the three groups of agencies. The semi-public has the greatest investment, at \$14.5 million, which is indicated in the large spectator type accommodation, arena, sportex building, horse barns, etc. However, this is closely followed by the public agency at \$12.2 million. The commercial agencies show \$7.6 million investment. These figures do not include land costs, which would increase the commercial sector substantially considering the central business district ownership pattern. This, however, does indicate that other than the bowling, theatre and billiard hall group, buildings of the commercial sector are not large investments.

Trend in Business or Activities

The public agency indicates ever increasing demands on its services, whether a fee is charged or not, as opposed to the commercial sector which in general states business problems. Only two of the 15 types of commercial agencies report business as being up. In the semi-public area, with the exception of professional hockey and wrestling, attendances are holding up and improving in the majority of cases.

Competition

The commercial agencies indicate that, generally speaking, the greatest source of competition is from other similar business operations, and secondly television. None of the operators mentioned the public agency as a competitor. The public agency tends to look upon the home and family as the major source of non-interest in public programs, followed by individual participation in voluntary and private clubs and organizations, and lastly commercial recreation agencies. The semi-public agency tends to believe other similar events and television as its main competitor. While these tend to be subjective opinions, there is a belief by each of the agencies that similar type events are the major counter attractions. This is shown by the public agency not placing commercial events as the greatest source of competition and the commercial agencies not even mentioning the public agency as a source of competition.

Legal Aspect

The commercial agency mentions the desirability of the lowering of the legal age of entry for some activities, and also the desire by certain operators to introduce a legal restriction on the number of similar agencies on a per capita/use basis. There is also a strongly expressed desire for Open Sundays for all agencies. All of the agencies operate under certain legal restrictions and/or bylaws. The commercial sector is treated quite specifically by provincial legislation, as opposed to the public and semi-public groups which are only dealt with within the City Act in terms of regulating conditions of operations.

CHAPTER VI

SUMMARY AND RECOMMENDATIONS

Summary

The pressures for a greater number of recreational facilities and opportunities continue to increase each year due to the increasing available hours of leisure time which is being used for recreational purposes. Coupled with increased incomes, greater mobility, rural to urban migration, and advertising, the demand has far exceeded the supply in the City of Edmonton. This is a comparable situation to most Canadian urban areas.

The growth of recreation in North America typifies a pattern of its growth in Edmonton. Recreation facilities and opportunities, other than the home environment, were by and large initiated by commercial interests for a profit motivation. Then the private clubs and organizations expanded greatly. It was the voluntary socially inclined agencies in the early 1900's that brought the real leisure problems to public attention. It was only after this action and the resultant publicity that government began to accept a responsibility in the field of public recreation. Public recreation has been fully accepted as a function of local government in Edmonton since World War II.

There have been increased demands and a financial inability to meet these demands. A survey was undertaken to ascertain the position of the

commercial group of recreational agencies in Edmonton. This data was compared to the semi-public and public agencies as to the areas where the public agency might establish better cooperative relationships with the commercial agencies. The information derived from the review of commercial recreation agencies in Edmonton indicate the following conclusions in their relationship to the public and semi-public sector.

Commercial recreation agencies are principally of a participation-oriented type in number of agencies, being almost 75 percent of the total of commercial outlets. However, these participation types cater to less than 20 percent of all persons who use commercial agencies. The remaining 25 percent of the agencies are of a spectator-type and cater to about 80 percent of all persons using commercial agencies. This same situation is also true in regard to the events offered by the semi-public (Exhibition Association) agency, where the largest attendance and capacity is for the spectator-type activities. The semi-public agency, however, offers its attractions and events on a single night's basis, and also along with events such as horse racing held twice a year, for three weeks per time, or the summer exhibition, held for a one-week period each summer.

It then follows that the semi-public agency is of a special type, or unique in the fact that almost all its activities do not run concurrently on a week-to-week basis, as do the public and commercial agencies.

The public agency offers the widest range of activities and facilities, and greatly exceeds the commercial and semi-public agencies in its offering

of participation-type activities. Almost all of the public facilities are free of charge, as opposed to the other groups of agencies.

Of the facilities for which a charge is made, the commercial agencies provide a lower mean cost per hour attraction, that averages a longer stay than the public agency, that caters to a greater number of the 17-25 age group than the public agency, and to income groups of up to \$5,000.

The commercial agencies provide taxes through property, business and license fees, whereas the public agency does not.

It would appear that the commercial recreation agencies are not significant in an economic sense, in relationship to the total city property and business tax revenues. Also, existing commercial recreation is not significant in terms of the participation-oriented types of agencies, and can serve less than 10 percent of the people served by the public sector. In assessing the data of the survey, the one key point as to actual participation is not recorded. While this figure was available from some operators, it was not released by the majority of operators. As an indication and example of the importance of this fact, the Canadian Motion Picture Year Book for 1963-64, shows that by figures prepared by the Dominion Bureau of Statistics, that the average capacity of seats utilized for all theatres is 19 percent.¹ This compares to 33 percent in 1953, the optimum year since 1945. While actual participation figures are not available for the

¹Canadian Motion Picture Year Book, Principal Statistics of Motion Picture Theatres by Provinces (Toronto: Film Publications of Canada, Ltd., 1964), pp. 22-23.

other commercial agencies, it appears in conversation with the operators, about 20 percent of capacity is obtained at billiard halls and about 35 percent at drive-in theatres. This is compared to actual attendance at the public and semi-public attractions, which show figures such as Planetarium - 37 percent of actual average capacity, football - 64 percent actual average capacity, and golf at 90 percent actual capacity. The events, except for wrestling and hockey, at the semi-public agency, range from 40 percent to 100 percent actual capacity.

The commercial agencies dominate the downtown or central business district as opposed to the public agency which has only one facility. This indicates a void in the public agency facilities when the 1980 downtown population is considered. It is estimated by the Edmonton City Planners Department that this population will double by 1980, with fewer children and more adults of the 41-65 age group living in apartments. This could also be important for the commercial sector to consider for additional or expanded facilities in this area.

The commercial agencies have a lower total capital investment in buildings and facilities than either the semi-public or public agency. Even if one were to take into account the land and its value, one would have to consider the fact that the public agency, as of December 31, 1963, had zoned 4,500 acres of park land in the city proper. There are figures available on commercial land costs, but no reliable estimates on park land value, making a comparison extremely difficult.

The data showing that the 17-25 age group is being served to a greater degree by the commercial agencies, indicates that the public recreation department should examine this area and determine if there are opportunities for this group to participate in non-spectator type activities that could be of a more constructive nature. Also the fact that income groups of less than \$1,000 annually or up to \$5,000 are dominant users of commercial agencies should be examined by the public agency to determine if there are other recreational outlets of a constructive nature that could be introduced into the total community program.

The survey indicated only one permanent type amusement ride to serve the city proper. The only other such rides are offered by the semi-public agency during Exhibition Week. Perhaps there is an area here that the public sector might investigate in terms of public-commercial cooperation to introduce good quality rides into certain selected and planned-for park sites in the general public interest.

The one outstanding omission in this study is in terms of the facilities not mentioned in relation to the chief topographic feature of the city, being the Saskatchewan River and its valley. The whole subject of pleasure boating, small cruise vessels (tourists) should be analyzed with a view to utilization of the river for recreational purposes. This might be a most legitimate opportunity for public-commercial cooperation. The river valley is less than one-third developed by the public agency whose planning indicates eventual ownership by 1980, in terms of 5,000 acres of park land.

Perhaps there is an opportunity for commercial participation in developments such as golf courses, concession and restaurant facilities, amusement rides, par-3 golf, riding stables, drag-strips, motorcycle scramble tracks, model plane flying clubs, winter skiing and sports areas, both in the valley and on the contiguous ravines.

To assess the community recreation facilities and arrive at a more positive conclusion, the role of the voluntary agencies and their service to the community should also be determined. There should also be an examination and study of the commercial facilities, as well as public facilities and sites, beyond the city's political boundaries. An overall regional approach is essential before the best possible assessment can be made for total community recreation planning. This should constitute the region within a radius of 60-75 miles to include one-day visitor areas of an extensive type. A regional evaluation should include winter and summer sites for existing and potential recreational possibilities of both the public and commercial agencies.

Recommendations

Arising out of the summary and conclusions are the following recommendations:

That the public recreation agency, being the Parks and Recreation Department of the City of Edmonton, take positive steps to determine a policy to permit commercial development of at least one 18-hole regulation golf course, on public land on a lease-back or other acceptable arrangement, such course being a pay-as-you-play type course.

That a similar policy be developed for the development of at least one marina and boat launching ramp as an incentive to public use of the river, and also for a ski tow facility in the valley area.

That a policy for the establishment of one or two riding stables be developed within the confines of the river valley, with the public agency defining land-use of the various valley park areas for existing stables as well as newly initiated ones, and that the Department open up more bridle trails for public usage by the commercial operators on an agreed upon basis.

That the public agency study and analyze the downtown area of the city in the light of no public facilities or attractions, excepting one program building, to determine whether the public or commercial agencies might cooperate or act independently to promote further recreation outlets of a constructive nature.

That the public agency determine whether there are locations for legitimate amusement type rides for both children and adults, that might be installed and operated by a commercial operator or the public agency within its park system.

That the public agency ascertain whether the commercial sector is adequately meeting the needs of the 17-25 age group or should the public agency be attempting to offer more interesting, meaningful activities and facilities for this group.

There is a very obvious need arising out of this study for the public agency to undertake a more comprehensive user-preference study of the various facilities offered in the total community recreation program.

There is also a need for further analysis of the commercial sector in an economic sense to determine its total role in this capacity, and the linkage factors associated with this.

There is a very positive need to determine whose responsibility are tourist campgrounds. The public agency, commercial operators or the provincial government? Should tourist campgrounds be established on public recreation lands?

There is a valid need for the public agency to take the initiative to approach commercial recreation concerns both within and outside the city proper, to involve the Edmonton Regional Planning Commission and the Provincial Government in a comprehensive recreational land-use study of the metropolitan region, and to develop a general or master plan for a regional recreation system, that includes both public and commercial interests.

There is also a need to examine the voluntary and private recreation agencies to help determine their roles in the present-day community recreation program scheme.

The public agency should have direct representation on the Board of the Exhibition Association to help, guide and advise in their general policies.

That the public agency, through its Board, should give strong consideration to meeting with a selected number of the commercial agencies to discuss the possibilities of assistance that might be rendered to these operators in terms of technical planning (land use), advise on landscape

architecture and design, recreation trends or other pertinent data that would be acceptable to both agencies in the general overall interest of constructive community recreation facilities. There is a possibility that matters of a legal or restrictive nature could be discussed and the City Council advised on any joint recommendation. There is also a possibility that matters of tax relief for certain agencies could be discussed as well.

As a final recommendation, the data as covered in this study should be correlated to the commercial agencies and their activities in the metropolitan areas of the city to give a more complete picture and understanding of the total commercial agencies in the City of Edmonton's community recreation opportunities.

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APPENDICES

APPENDIX I

PURPOSE AND OBJECTIVES. THE CITY OF EDMONTON PARKS AND RECREATION DEPARTMENT

Purpose

To make available opportunities for the development of the physical and mental well-being of all segments of the population of Edmonton during their leisure time, through the provision of leadership, program and facilities, and to improve the function and appearance of the urban environment.

Objectives

1. To provide the citizens of Edmonton with opportunities for constructive, socially-acceptable use of their leisure time through provision of comprehensive recreational programs and skilled leaders, recognizing the following principles:
 - a) Provide equal service for all citizens and visitors, regardless of age, sex, ethnic, religious, social or financial status
 - b) Recognize prevailing leisure-time trends, interests and desires
 - c) Provide programs for all seasons of the year
 - d) Integrate programs with the organizational structure at the neighborhood, community, district and city levels
 - e) Provide programs encompassing the total range and degree of skill and ability of the participants

- f) Inspire and stimulate the development of initiative, self reliance and leadership in individuals and groups, especially family groups
 - g) Recognize the necessity and compatibility of volunteer workers in the public recreation system.
2. Ensure that sufficient land is reserved for public park and recreational uses.
 3. Preserve and protect all land designated for public park and recreational uses.
 4. Provide, develop and maintain indoor and outdoor places suitable for recreational uses which satisfy the needs of individuals and groups.
 5. Ensure the most economical and efficient development, operation and maintenance of the park and recreational system.
 6. Ensure safe and healthy conditions and practices at all park and recreational areas and programs.
 7. Provide accepted services and facilities of a specialized nature which meet the demands of the public, for which reasonable fees and charges may be levied to partially off-set extra costs in these cases, and, also, for those services which may be considered beyond the basic services of the Department, e. g. golf courses, planetarium, swimming pools, ski tows, zoo, ice arenas, stadiums.
 8. Cooperate with the public, semi-public, private and commercial organizations involved in all aspects of park and recreational development and programs.

9. To stress the intrinsic value of open space — in particular, the North Saskatchewan River Valley — and their importance to the future growth of the city.
10. Stimulate an interest in, and appreciation for, landscape and horticultural amenities, and to improve the overall appearance of the city.

APPENDIX II
COMMERCIAL SURVEY

Please Answer ALL Questions

TYPE OF RECREATION (e. g. whether BOWLING, CINEMA, etc.)

<u>HOURS OF OPERATION:</u>	SUMMER	WINTER
Monday	_____ to _____	_____ to _____
Tuesday	_____ to _____	_____ to _____
Wednesday	_____ to _____	_____ to _____
Thursday	_____ to _____	_____ to _____
Friday	_____ to _____	_____ to _____
Saturday	_____ to _____	_____ to _____
Sunday	_____ to _____	_____ to _____
<u>TOTAL HOURS PER WEEK</u>		_____

RECREATIONAL EQUIPMENT (e. g. number of stalls, alleys, rides, tables, sets of games)

Please specify: _____

CAPACITY

Maximum Customers _____
 Maximum Spectators (non-paying) _____

OTHER MINOR FEATURES OR ATTRACTIONS (Please list concessions, rentals, vending machines, etc.)

CHARGES

_____ per admission, game, hour (underline whichever is applicable)

SPECIAL RATES

_____ (e. g. children, students, groups, leagues - specify):

ATTENDANCE (1963 figures if possible)

Total for year _____

How much does average patron spend at one time? _____

This figure is from actual record; an estimate

AVERAGE TOTAL ATTENDANCE (estimate)

<u>SUMMER</u>				<u>WINTER</u>					
	<u>Morn</u>	<u>Aft</u>	<u>Eve</u>	<u>Total</u>		<u>Morn</u>	<u>Aft</u>	<u>Eve</u>	<u>Total</u>
Mon	_____	_____	_____	_____	Mon	_____	_____	_____	_____
Tues	_____	_____	_____	_____	Tues	_____	_____	_____	_____
Wed	_____	_____	_____	_____	Wed	_____	_____	_____	_____
Thurs	_____	_____	_____	_____	Thurs	_____	_____	_____	_____
Fri	_____	_____	_____	_____	Fri	_____	_____	_____	_____
Sat	_____	_____	_____	_____	Sat	_____	_____	_____	_____
Sun	_____	_____	_____	_____	Sun	_____	_____	_____	_____

AVERAGE WEEKLY ATTENDANCE

Summer _____

Winter _____

CUSTOMER AGE GROUPS (percentages)

Under 16 _____
 17 - 25 _____
 26 - 40 _____
 41 - 65 _____
 Over 65 _____

CUSTOMER INCOME GROUPS (percentages)

Under \$1,000 _____
 1,000-2,999 _____
 3,000-4,999 _____
 5,000-10,000 _____
 Over 10,000 _____

IS THE TREND OF YOUR OWN BUSINESS (please check correct one):

- Up
- About the same
- Down

WHAT PROVIDES THE STRONGEST COMPETITION FOR YOUR CUSTOMER'S ENTERTAINMENT DOLLAR?

COMMENTS ON ANY PERTINENT REGULATORY ORDINANCES:

Since these two questions are central to this survey, we would very much appreciate estimates here.

If there is any question you have not answered, please indicate why.

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