

THE UNIVERSITY OF MANITOBA

A PARKS AND RECREATION PLAN

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CITY OF OTTAWA

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## PREFACE

Even before the time of Queen Victoria, when Bytown became Ottawa and the Nation's Capital, the region in which the City is now situated was blessed with a natural aesthetic topography. The beautiful Gatineau Hills, the historic Rideau Canal, the Gatineau, Ottawa and Rideau Rivers with their tumbling rapids and falls, innumerable lakes, forests and vast areas of rolling farm lands, gave to this region a wealth of natural active and passive recreation assets lacking in most urban areas. As the Nation's Capital, it has been blessed further by the interest of the Federal Government, as evidenced by the establishment of fine regional parks, public buildings in parklike settings, and miles of scenic driveways interlaced through the urban area. In the municipal field, the City has been active with the development of large district and small neighbourhood parks and play areas. The City too, has established a fine recreation movement, actively supported by interested Citizen Recreation Councils.

Notwithstanding the extent of natural and man-made facilities presently existing, the park system leaves much to be desired, in that it has not kept pace with the incessant demands of an expanding city and a rapidly growing population. Further, and in spite of a rising motor vehicle registration, which results in a 10% increase in total vehicles per year, many people do not own cars, and cannot take advantage of the region's scenic beauty.

Within the City proper, fine parks and playgrounds have been developed in some sections, while other parts are wholly unserved. Overall, the facilities available at neighbourhood level are far below the minimum standards generally recommended. This state of affairs is not uncommon in large cities, where lack of forethought and the absence of a land acquisition programme, possibly resulting from a shortage of funds, together with an attitude of apathy on the part of the public, give rise to insufficient public services. However, in Ottawa, the situation was complicated further by a vast annexation programme, which in 1950, transformed the City from minor to major rank among large Canadian cities in both gross area and population. Since <sup>a</sup>Annexation, the new areas which were previously rural, have been characterized by a high rate of urban residential development, but little has been done in these areas to provide them with even a minimum of developed park and recreation land. Additionally, in some of the more central areas, where population density is high, open space is deficient or totally absent.

In an effort to rectify this situation, in 1956, the Ottawa Planning Area Board determined to prepare a report on the situation, and to make recommendations respecting remedial action. In the studies that followed, it was recognized that the establishment of a parks and recreation plan without full correlation with other factors such as major thoroughfares, land use, schools and neighbourhood development, should be approached with caution. It

is perhaps of interest to note that the successful development of the park and recreation plan, and its acceptance by the Province of Ontario as an Official Plan of the City, was a major factor in the subsequent decision of City Council, to have the Planning Board review the existing Official Plan of Highways, Parkways and Railways, and to expand this plan to include the other elements of an overall city development plan.

In the preparation of the parks report, the basic intent was to assess the situation with respect to the availability and distribution of land suited to the present and future recreation needs of the people of Ottawa. It was not proposed to review the adequacy of site development, financing, programme, maintenance or public relations, and these matters were not dealt with. At the same time, it must be recognized by the reader that these other aspects of recreation planning are essential to a successful programme and that if they are not recorded herein, it should not be assumed that they are, therefore, of minor importance.

As City Planner, the author of this thesis was called upon by the Planning Board to make the necessary fact finding studies, and to prepare the requested report. He is, therefore, extremely conversant with its background, purpose and content. Part I of this thesis is devoted to the Theory of Recreation Planning, while Part II is an illustration of the development of a plan by the author in a complex urban area. Through this discussion of theory and practice, it is hoped to provide others, particularly

students in City Planning, with a better appreciation of the many factors which in practice must be considered in the development of any major proposal to change the existing community or to direct the pattern of its future growth.

The writer is greatly indebted to many people who assisted in the preparation of this thesis. In particular, he would mention Mr. Eric W. Thrift, General Manager of the National Capital Commission, who many years ago, as Director of the Metropolitan Planning Committee - Greater Winnipeg, provided the writer with his first opportunity to carry out research in the parks and recreation field, and to engage in the art of writing planning reports, with particular reference to Neighbourhoods,<sup>1</sup> fifth in a series of planning reports for Greater Winnipeg. He is further indebted to Mr. Thrift for making available the extensive technical libraries of first, the Metropolitan Planning Commission, and later, the National Capital Commission.

Mr. J. Alph Dulude, Commissioner of Recreation and Parks of the City of Ottawa, has been of great assistance, offering inspiration to the writer on the great need for open space in the City, and providing valuable data and advice on present facilities and special recreation problems. Mr. Arnold Faintuck, Associate

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<sup>1</sup> [R. W. Borrowman], Neighbourhoods: Schools, Recreation, Parks, (prepared jointly by the Winnipeg Town Planning Commission and the Metropolitan Planning Committee, later called the Metropolitan Planning Commission 1947).

City Planner on the writer's staff, offered a most important contribution, through a re-examination of the special problems of the Central Area.

Finally, the writer is appreciative of the assistance and interest of Mr. George H. Nelms, who as Mayor of the City of Ottawa, encouraged the writer to undertake this thesis, and authorized him to utilize all available city records to support the thesis.

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## INTRODUCTION

No introduction is quite complete without some reference to the history of the subject. While neither complete nor entirely unbiased in terms of the efforts of others involved in recreation in other countries, the following comments by Ladislav Segoe, do however, give a good picture of the overall movement in the United States and of its progress from the latter part of the 19th century almost up to the present time. Current thinking and practice is discussed more fully in Chapters I and II.

The origin of the recreation movement is usually traced to the establishment of sand gardens in Boston by the Massachusetts Emergency and Hygiene Association in 1887. By 1890 about a dozen large cities had established play areas of this sand garden type. These were supervised play-grounds usually located in the courts of tenement houses for small children of the underprivileged classes living in the congested districts. While they were first intended primarily for children of pre-school age, they were soon enlarged and equipped to appeal to young people and in some cases to adults as well. About the turn of the century, the play and park movements joined forces to the mutual benefit of both: playgrounds were developed attractively while parks were gradually opened to active recreational uses. This combining of forces produced the small, neighbourhood park idea -- attractive, properly located small parks for both passive and active recreation.

Recreation programs on these playgrounds and small parks necessarily were limited to the summer months. With the establishment of recreation centers in public parks and social centers in schools, it was possible to extend these into all-year programs including manual, aesthetic, social, and

civic activities as well as physical recreation.

However, even as late as 1910, the objectives of the public recreation movement had been to make provision for play areas primarily in the congested sections of the city. It was not until then that cities began to take a broader view of the recreation function, to recognize the need of facilities in all parts of the community and to plan for these on a city-wide basis. The concept of a communitywide recreational plan, combining into a unified and balanced system all parks, playgrounds, reservations, boulevards, and parkways of the entire city or region, originated in our cities and is regarded as one of the United States' contributions to the art of modern community planning.<sup>1</sup>

As with all forms of planning, parks and recreation planning should proceed from an agreement on policies or rules which will reflect the best thinking of the community regarding the purposes, scope and general character of the overall park system. These policies or rules are called "principles" and largely embody the accepted philosophy of recreation.

When the parks or recreation authority adopts such principles, the citizens may be assured that decisions respecting individual facilities, will be consistent with the broad concepts which experience has shown should guide the entire recreation program. A carefully conceived set of principles, adopted and

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<sup>1</sup>Ladislas Segoe, Local Planning Administration, International City Managers Association, Municipal Management Series (Chicago, Ill: R. R. Donnelly & Sons Ltd. 1941.) p.452

enforced by the authority, shows that authority to be aware of the advantages of proceeding with deliberation and wisdom to create a system of areas and facilities best suited to serve the people. As a minimum, principles should:

1. determine the best approach to the selection and location of various types of parks and recreation areas.
2. establish the relationship of one site to another in the total complex of recreation areas.
3. establish the relationship of the entire recreation system to other elements of the overall city plan.
4. establish an orderly procedure for development of the plan.

Together with principles, there must be 'objectives' towards which the program should be guided. The objectives of public recreation are varied, but might be stated inclusively as being intended "To provide leisure-time opportunities which contribute to the social, physical, educational, cultural and general well-being of the community and its people."<sup>1</sup>

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<sup>1</sup>Irwin T. Sanders, The Community (New York: The Ronald Press Company, 1958), p. 325, quoting Community Recreation: A Guide to its Organization, 2nd Ed., pp. 308-10.

In the past, recreation experiences were thought to be an important, but nonessential part of individual experience. However, this attitude is being changed to favor the proposition that many recreation experiences are essential to the health, maturity, and stability of the individual, the community, and the nation.<sup>1</sup>

In addition to and not to be confused with principles or objectives, are 'standards', which serve as the measure of the quality or adequacy of a particular recreation area. Principles govern general matters, whereas standards concern concrete details such as size, facilities provided and service areas. Principles and standards together form the basic tools required for planning a public park and recreation system.

Since this report is confined to a discussion of the physical aspects of recreation planning, the principles and standards set forth are primarily restricted to physical needs. As a word of caution, it is noted that, while the principles and standards outlined here<sup>in</sup>after can be considered as basic wherever they may be applied, they should not be considered as all inclusive. In general, while they cover the broader aspects of universal application, at the same time they were adapted for application to the Ottawa scene, and specifically to the City of Ottawa.

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<sup>1</sup>National Advisory Council on Regional Recreation Planning, Loomis, Calif., 1959 A User-Resource Recreation Planning Method, p.52

It will be appreciated that in a subject with a scope as broad as that of parks and recreation, in a profession practiced widely throughout the world, there are bound to be common terms which have different meanings to different people under different circumstances, in different parts of the world, and even in different agencies in the same city. For this reason, it is essential to know specifically the sense in which words are used. Certain terms employed herein, are therefore defined, and appear in the Glossary of Terms at the back of this report.

PART I

THE THEORY OF RECREATION PLANNING

## CHAPTER I

### PRINCIPLES FOR PLANNING

In the Introduction, the scope of principles was suggested. In this section<sup>1</sup>, principles are simply stated, expanded and discussed in some detail. While an effort has been made to categorize into stages of development, the order of listing does not necessarily indicate order of importance. This will vary from place to place, and even though all principles may apply, they should be evaluated and weighted to suit local conditions.

#### The Early Stages of Planning

##### Opportunities for All

A park system should provide active and passive recreation opportunities for all, regardless of race, creed, colour, age, sex, or economic status.

While it is an accepted precept that in Canada, this principle should apply without saying and without elaboration, in actual application the recreation administration must plan with each and

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<sup>1</sup>California Committee on Planning for Recreation, Park Areas and Facilities, Guide for Planning Recreation Parks in California (Sacramento, California: Documents Section, Printing Division 1956).

every aspect of it constantly in mind. In Canada people of diverse origins, faiths and social traditions live together, and the recreation program must include a wide variety of areas and facilities, and must be capable of being adapted to programs having appeal to peoples of widely varied interests. The ~~normal~~ Canadian<sup>citizen,</sup> long resident here, must be provided for, but so too must be the new Canadian, not yet familiar with our ways and customs. It is not sufficient<sup>only</sup> to provide play areas for our young children ~~only~~. Public recreation must allow equally for the needs of young people, middle aged and elderly. Rich or poor, gifted or retarded, male or female, all must be provided for, and failure to do so adequately, can lead to social problems demanding the additional services of such agencies as Health, Welfare and Police.

#### Analysis of Facilities, Needs and Trends

Planning for parks and recreation facilities should be based, initially, upon comprehensive and thorough evaluation of existing public facilities, and of present and future needs and trends. Periodic review, re-evaluation and revision of long range plans should follow on a predetermined schedule.

Decisions respecting selection and acquisition of individual recreation or park sites, should be guided by, and be based upon area-wide planning. Careful analysis, neighbourhood by neighbourhood, and community by community, of data respecting age grouping in the population, incomes of the employed, leisure habits and problems

arising from lack of recreation facilities or from inadequate facilities, will enable the recreation authorities, in cooperation with school authorities and the planning agency, to develop plans for an overall system that may be expected to be satisfactory for up to twenty years. Costly mistakes of the past, with lack of overall planning, resulted in sites too poorly located to provide effective service, too expensive to operate, too small for the population to be served and incapable of proper development or expansion to meet the specific, growing and changing needs of the community.

At first glance, a site may appear to be quite desirable, but upon more mature deliberation, with consideration of probable changes in population characteristics and recreation habits, it may be found to be unsuitable for the particular area to be served. Naturally, in a world changing as quickly as ours is today, it is difficult, if not impossible, to foresee all changing social conditions, and their effect on areas which are still developing, or which are otherwise unstable.

Serious miscalculations can be avoided by a re-evaluation, at least once every five years, of the adequacy of each site with respect to needs, trends and long range plans. In addition, basic principles and standards should also be reviewed. It should always be remembered that the job of planning is never finished, that it is a continuing creative process.

### Analysis of Private Facilities

Facilities and services provided by commercial enterprises, and by private agencies and institutions, to meet the leisure needs and demands of the public, should be evaluated by the public recreation agency and cooperating agencies, before plans for new public facilities are finalized. Unnecessary duplication should be avoided and a proper balance and integration of private and public services should be achieved.

The prime responsibility for providing areas and facilities for leisure use rests with the public agencies, since they are supported by all taxpayers, and are obligated to serve everyone. The various school boards must share this obligation, since in most cases, they participate actively in providing recreation outlets. Great care must be taken to avoid duplication, but at the same time, the public agencies must be sure that the private agencies operating extensive recreation programs, are doing so on a non-exclusive basis. A reasonable working agreement can frequently be arrived at by frank discussions between the various agencies as to the proper function of each.

Commercial recreation has a very definite place in the overall program, and such enterprises as theatres, bowling alleys, roller skating rinks, tennis courts and golf courses meet a special need not found normally in the field of public recreation. In addition to commercial recreation, certain private firms provide employee recreation facilities, and quasi-public services such as

the YMCA and private clubs, perform most effectively in specialized fields. Public agencies must, therefore, assess carefully the extent of these varied services, and provide accordingly to fill the otherwise unmet needs.

#### Public Cooperation

Planning for parks and recreation areas should be undertaken with the full cooperation of the citizens, so that the system will reflect their thinking with respect to the needs and interests of all groups.

When planning an overall system, or when developing plans for new parks or reorganization of existing parks, the recreation agency, or the recreation agency and the school boards jointly, should invite the views and suggestions of the people proposed to be served. Besides acting as a check on the views of the professional recreation official on what he thinks people want, with what the people themselves consider as desirable or necessary, meetings with citizens strengthen interest in the recreation program and assure financial support where needed, to expand and improve the recreation system. Such meetings should encourage voicing of the views of all age groups, and not just those of adult ratepayers.

          Holding a series of public meetings is time consuming, and demands great patience, skill and open-mindedness. The recreation officials must guard against the false impression

that they must defend the present system or their own personal views. The purpose of the meetings is primarily to hear the views of others, and to explain to the public, the plans of the agency. Unquestionably this system is an effective means of assuring that plans being developed are sound, and that they will meet with general approval. The recreation official must recognize that he is more conditioned to trends, and that the public is likely to resist change in the things <sup>to which</sup> it is accustomed. ~~to~~. Good leadership can avoid this pitfall, and can make the meeting an occasion for good public relations, as well as group education. An informed citizenry can be counted upon to support a good program, and to make wise decisions on such occasions as money by-law referendums.

### Planning the Overall System

#### Unified System

Recreation or park areas for a community, city or metropolitan area, should be planned as related parts of a unified, well balanced system, so as to serve the whole area under consideration.

The effectiveness of any particular facility depends upon its relationship to other facilities, since the use of each site affects the use of others. Piecemeal planning - the consideration of each site as a separate, unrelated project - almost inevitably

results in the selection of sites which are poorly spaced with respect to each other, or which are unrelated to schools or other cultural facilities. In order to serve the full social utility of each site, all must be integrated into a single system serving the whole jurisdiction. Comprehensive planning avoids overlapping of service areas, assures equal standards of accessibility according to population density, and reveals opportunities for relating individual facilities to each other and to nearby facilities under other jurisdiction. Particularly in metropolitan areas, large recreation areas should be linked physically by parkways, greenbelts, or other means such as scenic trails or pedestrian walkways.

In urban areas having several jurisdictions such as several municipalities, several school boards or districts, or even two or more recreation administrations, planning must be on a cooperative basis to ensure equitable and effective distribution of community, area and special use facilities. Recreation and park systems planned within the narrow confines of political or other jurisdictional boundaries, may lack the essential coordination which could be achieved by an integration of effort to meet the overall needs of the whole area.

### Integration in the General Plan

The recreation plan, including both existing and proposed facilities, should form an integral part of the overall master plan for development of the area.

Land included in the park and recreation program is extremely important, but it is only one element in the overall land use pattern of the area. The location of recreation sites can only be planned to advantage through consideration of the other elements - residential, commercial and industrial - and through consideration of the relationships of schools, thoroughfares, railways, transit routes, city services, waterways, various forms of residential development and density of population.

A park or playground properly located from the standpoint of a coordinated and balanced recreation system and general neighborhood and community development is much more useful as a recreational area and of much greater value in building a better community than one poorly located. It is well to remember that such an area once established usually becomes a permanent feature of the community, whether suitable and appropriately located or not.<sup>1</sup>

Cooperative planning by the various agencies responsible for each phase of city development, brings about the opportunity to group or distribute the various buildings, open areas and services as required to best serve the community. By proper development of the whole plan, the individual phases of the plan can each serve better.

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<sup>1</sup>Segoe, op.cit., p.455

Proper development of the park and recreation plan is similar to that for the overall city plan, and should be integrated with it. The best results are achieved by development of all aspects of the plan at the same time. If it is not possible for the municipality or region, through lack of funds or staff, or for any other reason, to undertake the general plan, the park and recreation officials may prepare the recreation plan separately, but should do so through the planning agency, or at least in close cooperation with that agency, which is in the best position to assess and coordinate the various factors which influence an overall plan. When no regular planning agency is available, then recreation officials should consider employing planning staff, or a firm of planning consultants.

#### Related Areas

Planning for recreation and park systems should encompass related areas which lie beyond the immediate limits of the city, county, or other jurisdiction concerned.

Seldom, if ever, are the boundaries of natural planning areas coincident with political or jurisdictional boundaries. As is the practice in the preparation of the overall master plan, service areas for parks and recreation facilities should extend beyond, or in some cases, short of, the imaginary lines which establish corporate or jurisdictional limits, and should include such areas as are directly related, or which lie within the confines

of natural or physical barriers such as rivers, railroads, or important major thoroughfares.

In considering such extended limits, it is helpful to view the surrounding district from the air, or to employ aerial photographs and contour maps, in addition to utilizing city or district maps which show street patterns only.

Care should be exercised when planning beyond jurisdictional boundaries, to ascertain the accessibility of the facility to all parts of the service area, and particularly, the street pattern itself should be examined to assure not only that the pattern established by registered plans provides continuous access streets, but also that the streets themselves are actually constructed on the ground in accord with the registered plans.

Care should also be exercised to assure the active cooperation of agencies responsible for adjoining jurisdictions. The development of facilities to serve non-residents has serious political implications, and should not be undertaken excepting with the expressed approval of the responsible elected officials.

#### Planning Individual Facilities

##### Central Location

Parks and recreational areas, as a general rule, should be located centrally within the areas they are planned to serve, and should be provided with safe and convenient access for all residents of the area.

Particularly in the case of neighbourhood recreation centres,

sites should be centrally located, well removed from major traffic arteries, waterways, railways and similar hazards, since these neighbourhood areas are designed primarily for use by young children. If children can reach play areas by safe residential streets, their parents will welcome and encourage their participation in recreation activities, but if the children must cross dangerous, busy thoroughfares to get to the centre, parents may withhold permission, centre attendance may suffer, and more important, children may miss healthy activities.

While central location is extremely important for neighbourhood areas, convenient transportation is equally important for community or city wide facilities. Many people using these larger facilities will travel by automobile or by public transportation rather than by foot. Major community centres must therefore be so located as to be readily accessible to major traffic arteries.

As previously noted, natural features such as rivers, canals, steep hills, and man made features such as thoroughfares and railways, should form the boundaries of service areas.

### Flexibility and Adaptability

Within any specific park or recreation area, the location, size, and design of activity areas and facilities should be regarded as being flexible, so as to be adaptable to changes in population size and complex, and to changes in recreation program offered to meet changing needs.

Over the course of twenty years or more, the population of any area and its recreation habits will almost certainly change in various ways. The recreation program, to be effective, must be adapted to suit, and for this reason the indoor and outdoor facilities must be flexible and easily adapted, or readily removable for use elsewhere in a site requiring this facility.

The site itself is normally fixed, and frequently site size cannot be increased. The only remaining flexible factor is therefore the size and arrangement of the various areas within the overall site. The larger the site, of course, the more readily and effectively can the redesign and rearrangement be carried out. Structures and fixed play equipment are also difficult to adapt, so that in their original design, care should be exercised to allow for a reasonable amount of remodelling to suit changing use.

### Beauty and Efficiency

Beauty and functional efficiency should complement each other in recreation sites and parks, and should be almost equal goals of planning.

As well as providing facilities adequate in design for

public recreation, it is extremely important that as much "eye appeal" as possible is built into each site. The public today demands attractiveness as well as efficiency, and recreation site designers should be expected to achieve beauty as well as an effective solution to the more practical problems of space arrangement, circulation and construction.

Where possible, the recreation authority should employ the talents of skilled architects, landscape architects and other specialists in park and recreation area design, for the combination of beauty and efficiency can only be obtained through the application of design skill.

Once a project has been completed, good maintenance is essential. Areas planted in lawns, trees and shrubs require the best of care to mature as the designer intended them, and without maintenance, no amount of skilful design can bring about pleasing and useful facilities. This same principle applies to the buildings, to the equipment on the site, and to the verges or boulevard areas on the streets adjoining the site. If the maintenance budget is low, it is better to maintain fewer sites than to permit a larger number to become rundown, with consequent depreciation of capital outlay. It is also true that when grounds and buildings are not well maintained, the users lose respect for both the facilities and the agency, and the site and whole program suffer as a result.

## Implementation of Plans

### Advance Acquisition of Sites

Land for parks or for recreation should be acquired or reserved well in advance of actual development.

Opportunities to select good sites rarely present themselves once an area has begun to develop. Too frequently, land is subdivided, houses are built, and families move in before any real thought is given to the recreation needs of these new families. Consequently, it is often too late to acquire any good sites adequate in size and topography, and in some cases, too late to obtain any land at all except through condemnation or land expropriation procedures. This method is frequently beyond the financial means of the recreation agency.

The principal shortcomings of the recreational facilities of our cities consist of the lack of sufficient park and play areas and, still more, their poor distribution and consequently, limited serviceability. These shortcomings are due mainly to the failure of our municipal authorities to realize the need for recreational areas while the cities were small and before they became densely built up. As a result, providing anything like adequate areas in the congested sections of many of our larger cities is often regarded as out of the question because of the prohibitive cost of acquiring land.<sup>1</sup>

Sites for active and passive recreation should, wherever possible, be selected well ahead of development, and reserved for

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<sup>1</sup>Ibid., p.455.

that purpose by means of an official plan, respected by all authorities. By this practice, land most suitable for the purpose can be selected in locations designed to fit the overall program. Proper size can be assured, and acquisition cost can be minimized.

All agencies should cooperate in this regard, and developers should not be permitted to proceed with their plans until adequate provision is made for the community's needs. It will be recognized that once the street pattern is established, so too is the size and shape of the recreation area.

In this pre-development program, other agencies, such as school boards, should be brought into discussions, to assure integration of plans and facilities, and to provide the maximum recreation opportunity for the people.

Not only does early purchase of raw land bring economies in land acquisition, but it also permits preservation of scenic features in their natural state. Too often these aspects are destroyed with development.

#### Achieving Space Standards

Reasonable space standards should be developed, and applied to all new purchases, even if development must be delayed temporarily due to cost of acquiring "enough" land.

Possibly the most important consideration in the development of a recreation program, is the provision of sufficient space to

meet both present and future requirements. No site should be selected which is admittedly less than adequate for long term needs, merely because funds are not available at the time for full development. It is far better to acquire a proper site, and to defer its development until funds are available. Stage development in step with budget is quite a desirable method, provided that each stage contributes to the overall project, and is carried out according to a preconceived plan.

The cost of providing adequate open space is obviously an important factor. However by careful design it is possible to preserve large open space in block centers at practically no additional cost per lot, and with far less investment of capital and labor.<sup>1</sup>

It is false economy to refuse land gifts, because no development funds are available, and it is equally false economy to reject them because they take land off the tax roll. Lands not required for recreation or other public purposes can usually be sold, but seldom has any community so much land that it cannot benefit from a better selection. Land sale moneys can usually be put into a land purchase fund, and no site should be rejected unless it unduly compromises the recreation agency.

It should always be recognized that recreation facilities and open space contribute to general well-being, better health,

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<sup>1</sup>Clarence S. Stein, Toward New Towns for America, (New York: Reinhold Publishing Corporation 1957) p.22.

morale and social adjustment, and at the same time assist in the reduction of social ills, delinquency and welfare costs. These are frequently hard to assess on a dollar basis, but nonetheless have a very real value, too often neglected in determining the ability of a community to acquire land.

At the same time, in the vicinity of park and recreation areas, enhanced values of building sites up to 15 - 20% with sustained values over the years are not an uncommon experience.<sup>1</sup>

Even unimproved land has real value as a means of relieving congestion and providing 'breathing space'. Most cities stand condemned for having too few open areas, and rather than deprive future or present neighbourhoods of future recreation areas, it is good policy to acquire by gift, purchase or other means, land as it becomes available. Means of developing it may not appear for years, and frequently where this is the case, the citizens themselves are stimulated to take an active part in finding the means, and when they do, they can be counted upon to remain as active partners in program and maintenance.

#### Suitability of Sites

Selection or acceptance of sites should be based on their suitability for the intended purpose, as indicated in the overall plan for the whole recreation and park system.

One of the chief advantages of a comprehensive park plan, which shows the approximate location of proposed neighbourhood

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<sup>1</sup>Home Builders Manual for Land Development (Washington, D.C.: National Home Builders of the United States, 2nd Rev. Edition; 1958) p.194.

recreation centers and community and city-wide parks, is that it serves as a guide in making decisions concerning acceptance of land gifts or land purchases. Nothing is so important in acquiring land as the right location, easily accessible to serve potential users, and so situated as to avoid either duplication of service areas, or the premature development of unserved areas.

Also important are size, shape, site topography, subsoil, natural features and surroundings. Properties which are oddly shaped, small, steep, unduly exposed to strong winds, low lying, or subject to flooding, are certainly unsuitable.

A certain degree of topographic variety should be provided for, and care should be taken to select sites which are protected by zoning by-laws against the excessive intrusion of detrimental commercial or industrial development into the site service area. Preferably, no such undesirable use should occupy land immediately abutting the park site itself.

Proper criteria for site selection, adopted as part of the comprehensive plan, should enable the recreation agency to make proper selection. In consideration of the time period that a well selected site will serve the people, it is evident that a great deal of planning and substantial capital outlays are warranted.

### Perpetuity of Use

Recreation sites and parks should be on lands specifically designated and held inviolate in perpetuity against encroachment or diversion to other use.

Despite population increase, extended leisure time, and mounting demand for park and recreation space and facilities, many cities still convert park and recreation space to other use to meet special demands, or to acquire ready cash. The requisitioning of parks for additional automobile parking space, and the unhappy practice of inserting fire stations, public utilities and the like in park areas, in nearly all cases deprives the public of much needed recreation space. If conditions are such that these raids must be permitted, then provision should be made to compensate for the loss of land with other suitable space. The theory that park lands are a 'reserve' held for other needs on demand is a fallacy, and clearly against the public interest. Trafficways frequently are routed through public parks, solely because they are publicly held, and therefore 'cheap' land. Park land is never cheap, and cannot be assessed on a 'market value' basis.

Park lands should be inviolate, and even 'temporary' use for private or public use should be prohibited. Too often temporary uses become permanent.

## CHAPTER II

### RECREATION STANDARDS

As important to the development of an efficient recreation program as the principles previously cited, are standards to which each site is tailored to fit, and their establishment should be undertaken with equal deliberation. Standards are used as guides for the selection and acquisition of sites, and will largely determine whether or not the facilities created will be satisfactory for activities, both present and future.

#### Criteria for Standards

The standards outlined in this report represent a suitable goal for the City of Ottawa and should not be accepted for use elsewhere, without review of the particular circumstances of the local area. The needs and capabilities of every locality are different to a greater or lesser degree than those of every other locality, and further, these needs and capabilities change gradually over the years. It is hoped that these standards will be reviewed from time to time, and their application adjusted as changing circumstances permit or dictate. They should not be considered as a final answer to the needs of the community, but only as a working basis, being neither maxima nor minima.

Standards should satisfy four criteria:

1. They must meet the needs to which they are related.
2. They must be tested by experience.
3. They must be acceptable to expert practitioners.
4. They must be reasonably attainable.

If the foregoing criteria are applied seriously, they will be found to be severe indeed. On the one hand, they check the temptation to establish low standards which are attained easily, but inadequate to meet future need, and on the other hand, they discourage the establishment of standards unrealistically high and beyond the means of the taxpayers.

#### Essential Development Studies

Standards which follow, are intended to meet "average" conditions in various parts of Ottawa. However, conditions, like localities and people, are seldom average. Urban areas have fundamental similarities, but each has individual characteristics which set it apart from others. Seldom, if ever, do any two localities grow at the same rate, or attract the same kinds of people and new enterprises.

Thus, while standards for recreation areas should be basically the same for most areas, it is extremely important that they be specifically designed or adapted to suit the particular

needs of the localities to be served. Population, physical environment, form of urban development, pattern of economic base, and similar factors vary from place to place, and indicate the need for consideration of local conditions in the application of standards.

Not only do communities differ, but also individual neighbourhoods vary within localities. Some neighbourhoods may be old, run down, or lacking in open space, while in others, development may be new, well maintained, and provided with planned recreation space. Some areas may be devoted exclusively to single family homes, on good sized lots, whereas others may be more densely developed with duplexes, row housing and apartment houses, with little available yard space. The resulting populations obviously require different units of measurement for open areas. Topography and climatic conditions, family income, family size, educational levels, and health conditions are a few of the social and economic characteristics which vary greatly. Thus each individual neighbourhood should be studied early in the planning program in order to determine upon appropriate facilities.

It is further important to note that conditions are constantly changing. Some areas are relatively stable, while in others, conversions from single family homes to multiple housing is a normal course of events. The supplanting of residential by industrial or commercial uses is another changing pattern. Population size and character consequently may vary widely over

a relatively short period. It can be seen, therefore, that it is not enough to assess the present situation. A knowledge of probable changes, and the timing of such changes is essential to good recreation planning.

From the foregoing, it can be appreciated readily that certain basic, detailed factual data must be acquired and analyzed. A number of planning authorities have undertaken studies in this regard to determine the probable changes which are likely to take place in neighbourhoods over a twenty year period. These studies have indicated that recreation needs are closely related to the rate of population growth, population density, population age grouping, and to climatic and topographic conditions. Few conclusive studies are yet available to show the effect of income and occupational variations on recreation needs, interests and habits, but recreation leaders believe that acreage standards should vary little in this respect from area to area. Obviously, some account must be taken of these factors in the type of areas and facilities provided at community centres and parks. The appropriate special services, or combinations of standard services should be worked out after detailed survey, and consultation with social and welfare workers, school executives, city planners, and other informed civic leaders. The following studies are suggested as basic, to be supplemented by such

other special investigations as seem indicated because of special local circumstances.

### Population Forecasts

In most cities in North America, and Ottawa is far from an exception to this statement, one of the dominant influences in recreation planning is population growth. It follows therefore, that the more information that can be collected and analyzed, respecting present and anticipated population, the easier and better will be recreation planning. Overall population forecasts are especially important, provided that the basic assumptions used in the forecasts are soundly conceived and clearly stated. In many localities, the local planning commission, the public utilities, school boards, government departments and other public and private agencies have such forecasts, or will assist in preparing them. If not ~~se~~ available, it is good planning to employ competent help, such as a planning consultant, or a population analyst to make the necessary studies. He should be assisted by existing agencies through the supply of information respecting economic developments, and trends affecting local growth.

### Population Density

It is essential to analyze and project trends in population in the various neighbourhoods and communities, so as to assess increases and decreases in population as a basis for change in

services, both in the individual site, and in the provision of the sites themselves. Spacing of sites should be related to population density, or intensity of population distribution. In the newer fringe areas, population density may be extremely low, being composed largely of single family homes on larger lots. Some vacant areas may also remain to keep overall density low.

The effective service radius of the neighbourhood center in the low density areas say of 20 persons or less per acre, should be close to three-eighths of a mile. In areas of single family homes where density averages between twenty and thirty persons per acre, lots are usually closer to minimum area, say 5,000 square feet. The service radius must be reduced to about one quarter mile, depending upon the frequency of vacant lots, to serve a reasonable total population.

In areas with the same general lot sizes, but where doubles, duplexes, and some small apartments are permitted, the population density may rise somewhat, to from thirty to fifty persons per acre. A service radius of one-quarter mile will serve a population of from thirty-five hundred to four thousand persons.

Where lot sizes are as small as 2,500 square feet, as is the case in older more central areas, or where row housing,

rooming houses and large apartments are permitted, density may rise above 50 persons per acre, to as high as 100 persons per acre. This density is not in itself a bad thing, but is usually accompanied by a general shortage of open space, which is serious. In such areas, a service radius of one eighth mile may serve between three and four thousand persons.

In general, the closer neighbourhood recreation centres are together, the greater the number of persons who will be served. It has also been found that the closer centres are to the people to be served, the more use these people will make of a centre. Spacing of centres will of course depend on the importance people place on recreation, the availability of sites, land costs, budget, and other factors. Thus service radius, however desirable, can only be a guide, and must be adapted to meet local conditions. It should however be a basic consideration, in order that the most people may be served, and the most use be made of the centre.

This is particularly true in the multiple family areas, where yard space is small or non-existent and income is frequently low. Public recreation space is far more necessary in these areas than in areas where lots are larger and where private yard space offers larger scope for leisure activity.

### Age Distribution

Analysis of age groups in the population of each neighbourhood is needed. The long range trend in age distribution must be understood if recreation needs are to be assessed properly.

It is important to bear in mind in planning the recreation system that opportunities for recreation are needed by and should be afforded to all age groups of the population. Various age groups have different interests, abilities, and needs, and require different types of facilities. While some areas, such as picnic grounds, may be enjoyed by whole families, segregation by age groups is necessary for most facilities for active recreation. Even on picnic grounds, lack of separate play areas for different age groups often leads to confusion, accidents, and dissatisfaction.<sup>1</sup>

In some areas, which were fully built up years ago, it may be found that the overall population is gradually aging. The recreation services must then be tailored to meet this changing need for more passive recreation. It may be found that instead of aging, the population is being replaced by young couples with young families. The recreation department must anticipate such a development and change its services accordingly.

In other areas, particularly the newer ones, the population is likely to be young, and will require a series of

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<sup>1</sup>Segoe, op.cit., p.466.

smaller, more closely spaced areas for small children. At the same time, the recreation officials must recognize that these smaller children are growing, and progressively will require larger and larger areas for their more active needs and changing habits. With this change, of course, equipment designed for young children becomes less used, and may be removed to advantage to other areas where it may be utilized to a greater degree.

To assist in this problem of constantly changing needs due to age changes, it is recommended that close attention be paid to the factual data presented in the ten year census summaries, and to census data now supplementing these major surveys, every five years in Canada. In addition, most municipalities have civic departments, such as the Assessment Department, which make an annual inventory of people, with their places of residence and often their ages. The Health Department, school boards, public utilities, real estate firms, builders and social agencies are also fertile sources of information respecting people, and should be solicited for assistance.

#### Climate and Topography

Differences in physical environment of various areas suggest that variations in space standards should be considered. Facilities offered, too, may require adjustment. As hilly terrain affects the size of residential lots, so too it affects recreation

sites. In particularly rugged territory, service radius standards must be adjusted. Where temperature variations are extreme from season to season, it may be necessary to provide special facilities. For instance in localities with high summer temperatures, recreation facilities on elevated sites with cooler temperatures, or sites on lakes or streams, may attract people from a wide radius, and recreation officials will be justified in providing sites with acreage in excess of standards, or with special water facilities. Similarly in cold climates, activities such as skiing and skating may be very popular, and recreation officials would be well advised to provide special services and facilities such as ski tows, open air or enclosed rinks. These facilities may attract large numbers of people, who will require other special facilities such as refreshment concessions, comfort and first aid stations.

#### Recreation Trends

Changing needs, and trends in recreation are proving of great concern to recreation leaders. For example, in recent years, family activities have grown remarkably.

It has been found that opinion polls, surveys of use of leisure time, analyses of recreation equipment and studies of commercial recreation enterprises are extremely helpful in determining trends. Another means of determining interest, is experimentation with new or unusual areas and facilities.

Opinion surveys often take the form of random samples of the opinions of school children, young people and adults. For

reliable indications, it is considered that at least a 5% sample is required. Staff employed in opinion polls should be trained, and questionnaires should be prepared with the assistance of a person skilled in the use of polls. An experienced analyst is also needed for data interpretation.

To furnish guidance in the recreation program, leisure time surveys are useful. Methods similar to opinion polls may be used, or study may be given to a specific group whose recreation habits are not thoroughly understood. It is important to keep in mind that these surveys are intended to assist the recreation agency, and that information is specifically required on the use of public facilities, as well as on commercial facilities and private or personally provided recreation.

Data concerning retail sales trends for recreation equipment, sports equipment, camping equipment and arts and crafts materials over a period of years may be helpful in assessing probable future requirements. Rapid increases in sales in any field of recreation, represents a marked interest in that field. Where such a field lies within the purvue of a recreation agency, the interest should be recognized and appropriate action taken in anticipation of public demand.

The availability of commercial recreation facilities and the extent to which they are patronized, may indicate a need for expanded public facilities. For instance, if new swimming pools are constructed, there may be a need for an expanded

swimming training program in public pools, or at school pools. Continuous study is needed to assure the availability of proper facilities to meet public needs at the right time.

Since recreation needs are constantly changing, and since some needs exist which are not recognized, it is advisable to experiment with new or different facilities. Magazines, newspapers and technical publications from national and foreign recreation agencies are frequently helpful in suggesting new ventures or needs. Each community, of course, will have its own special needs, and advances in recreation will vary greatly, depending on the people themselves, and their special problems. Creative thinking on the part of local leaders and citizens is required to expand, adapt and adjust local facilities to best advantage.

#### The Neighbourhood Concept

It is understood that the neighbourhood concept was first developed in 1929 by Clarence Arthur Perry<sup>1</sup>, but whether this be so or not, it has received general acceptance in Europe and in North America. It is based on the principle that the city should be divided into suitable social and physical areas called neighbourhoods, and that the center of neighbourhood

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<sup>1</sup>[Clarence Arthur Perry], The Neighbourhood Unit, Regional Survey of New York and Its Environs, Monograph One, Vol. VII, 1929.

affairs should be the elementary public school, its playground and the quiet park. The neighbourhood itself is conceived to be a unit of such size that the school, located near the neighbourhood center, can service the scholastic needs of the area effectively. "The neighbourhood concept is relatively new, its first application to town design being in the now famous Radburn plan in 1929<sup>1</sup>.

Kostka describes the neighbourhood as follows, stressing the responsibility of the planning commission for its design:

A planned neighbourhood is visualized as a geographic unit of between five and ten thousand people which supports its own educational, shopping, amusement and recreational facilities and social institutions. The design of a neighbourhood should feature a local community centre and, possibly, sub-centres to which all buildings and streets within the unit are conveniently related. Besides providing a suitable physical form of residential living, the neighbourhood is contemplated as a medium to promote the feeling of a community and a more or less coherent social life. The planning of neighbourhoods and the physical integration of all housing developments with existing or proposed neighbourhood units should be the responsibility of a local planning commission.<sup>2</sup>

A basic consideration of the theory is that, insofar as possible, the neighbourhood should be a quiet, compact, residential area, with pedestrian movements between the homes, and from the

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<sup>1</sup>Clarence S. Stein, Toward New Towns for America, (New York: Reinhold Publishing Corporation 1957) p.48.

<sup>2</sup>V. Joseph Kostka, Planning Residential Subdivisions, The Appraisal Institute of Canada, (Winnipeg, Man.: Hignell Printing Limited, 1954) p.21.

homes to the neighbourhood centre, free of the hazard of crossing heavy traffic movements, and free to circulate without undue detour. Prof. Gordon Stephenson, referring to Baldwin Hills Village, and Stein's new 'regional city' concept, refers to the separation of vehicular and pedestrian traffic, noting general acceptance and fundamental nature of the theory, but noting further that: "Disagreement begins to appear when an attempt is made to put it into practice".<sup>1</sup>

Thus, designwise, the neighbourhood boundaries are formed by natural and man-made barriers such as major and secondary traffic arteries, railways and rivers. The theory extends further, and contemplates the central school to be not only the center of learning for children, but also the social center in non-school periods for persons of all ages.

By siting the quiet park, school and school playground together, most efficient use of space is achieved with resulting economies, and a greater variety of facilities may be grouped together by integration of public lands. In part, the theory is founded upon the belief that the tremendous investment represented by such facilities should be utilized to best advantage through their employment to fill the cultural,

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<sup>1</sup>Prof. Gordon Stephenson, "Human Values and Urban Growth", Community Planning Review, paper presented to National Planning Conference in Vancouver 1957, Vol. VIII, No. 1, (Ottawa, Ont.: Community Planning Association of Canada, 1958), p.8.

vocational and recreational needs of both adults and children.

With respect to the quiet park Kostka advises:

The neighborhood park is a desirable space and should be provided unless residential lots are generally one quarter acre or larger. Its shape and design are as important as its size. The total acreage of park and recreation lands means little if it is not distributed in such a way that the residents find it accessible and useful. In planning open spaces, due regard must be given to population densities. A mere placing of green squares on a map is unlikely to provide a good arrangement for the intended purpose.<sup>1</sup>

Participants in a national facilities conference in 1956 concluded:

The concept is greater than just a grouping of these facilities on a single site. It is a unit, the wholeness of which is its essential characteristic. It is a plant functionally designed to house and make possible an integrated program of education, recreation, and community activities suitable to the geographic area it serves. In addition to the economy it represents in land use, construction, and operation, it represents a wholeness of environment in which integrated living in education, recreation, and community life takes place.<sup>2</sup>

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<sup>1</sup>V. Joseph Kostka, Neighborhood Planning, The Appraisal Institute of Canada, Winnipeg, Man.: 1955, (No printer stated), p.14.

<sup>2</sup>Participants in National Facilities Conference, Planning Facilities for Health, Physical Education and Recreation, (Chicago, Ill: The Athletic Institute, Inc. 1956.), p.4.

Further in connection with financial advantages, Anderson suggests:

This coordinated plan brings the recreation resources of the school system and the municipality under central direction, thereby avoiding duplication of costs, facilities, services and personnel. The significance of the coordinated plan in enabling the city to meet its increasing needs for recreation has been dramatically demonstrated within the past few years. Modern gymnasiums, swimming pools, school playgrounds, tennis courts, auditoriums and athletic fields are among the school facilities available, when not needed for school purposes, to supplement the city facilities for community recreation.<sup>1</sup>

Aside from economic considerations, the concept has an even more important function - it sets up a unit of workable size, with which the individual can identify himself, permitting the establishment of sound urban social relationships. The active interest and participation of the resident in local affairs fosters essential consciousness of and pride in the social and physical environment, assists in halting the all too evident process of decay in our urban areas, and promotes overall good citizenship.

As a result of changing conditions, the neighbourhood playground is no longer considered primarily as a children's area but as a playground for the entire neighbourhood. It not only serves the children's needs but affords limited

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<sup>1</sup>Sanders, op.cit., p.334 quoting Jackson M. Anderson, "Education and Recreation", The Annals of the American Academy of Political and Social Science, CCCII, Nov. 1955.

opportunities for informal recreation for young people and adults. It is an outdoor center where people of the neighbourhood can find recreation and relaxation with their families, neighbours or friends.<sup>1</sup>

Beyond the confines of the individual neighbourhood, the concept envisages an association of several neighbourhoods to form larger social units, commonly identified as communities.

Again, relating the area to the school, the community is considered to be equivalent to the district served by a public high school, and again the park and recreation facilities are physically associated closely with the education facilities, including their classrooms, auditoria, gymnasias and other special facilities.

Playfields . . . may or may not be associated with school properties but if joint usage can be arranged, some objectives can be achieved at lower cost than maintaining additional areas for specialized uses.<sup>2</sup>

In character, the community centre is basically the same as the neighbourhood centre. It is, however, developed on a broader scale, with facilities and programs specifically designed to serve the wider and ever changing interests of older children

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<sup>1</sup>George D. Butler, Recreation Areas - Their Design and Equipment, National Recreation Association, (New York: The Ronald Press Company, 2nd Edition, 1958) p.98.

<sup>2</sup>Harold V. Miller, Mr. Planning Commissioner, (Public Administration Service Chicago 1954) p.50.

and adults from the several neighbourhoods comprising the community. Butler says: "the playfield provides facilities for young people and adults . . . that require more space than is available on the neighborhood playground."<sup>1</sup>

It is of interest to note that even terminology is changing. The neighbourhood in many areas is now being called a "planning area", due to a growing recognition that the size of this unit lends itself most readily to adoption in other fields, such as hydro, fire, police, health, welfare, works and probably others. The advantages of establishing common statistical units are obvious.

In scale, the neighbourhood is roughly identical with the elementary school service area. This area in itself will vary from neighbourhood to neighbourhood, depending on school size, age of children, population density and such limitations as major traffic arteries and other features which establish practical boundaries. In general, however, the school service area will be in the approximate range of one-quarter square mile. Its ideal shape is circular, but for practical purposes is square, being about one-half mile in each dimension. This size and shape provides an effective maximum walking distance of one-quarter mile to the centrally located school, which distance is considered to be desirable, particularly in Canadian cities where severe

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<sup>1</sup>Butler, op.cit. p.2.

winter temperatures and deep snow may require excessive walking distances to be minimized.

The size of a neighbourhood will vary considerably depending on size of school, ratio of school population to total population and family size, population density and desirable walking distances. With maximum distances for a child walking to school being one-half to three-quarters of a mile, for children five to fifteen years of age walking to a playground being one-quarter to one-half mile, and for adults walking to a shopping area being one-half mile, it can be seen that the ideal neighborhood size is close to one-half mile.<sup>1</sup>

The one-half mile dimension also fits well into the overall pattern of major thoroughfares, since the Official Plan establishes this as the desirable distance between the basic elements of the through arterial system. Additionally, in connection with public transportation, it is commonly accepted that transit patrons should be served by a sufficient number of routes as to place service within one-quarter mile of most homes. Through use of the major thoroughfare system, the transit objectives are also achieved. Similarly, commercial service areas for local use should be close to the homes and should also be located on major traffic arteries. Their location on the fringes of neighbourhoods is entirely satisfactory, meeting the demands of easy walking distance for pedestrians, ready accessibility for motorized customers and freedom of the neighbourhood from the hazards of shopping centre generated

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<sup>1</sup>Harold MacLean Lewis, Planning the Modern City, Vol. Two, (New York: John Wiley & Sons Inc., 1949), p.4.

traffic. In describing the healthy city, Eliel Saarinen<sup>1</sup> compares its plan to a cross-section of living tissue, the city being a collection of cells, each cell being a neighbourhood. Each cell is somewhat of a complete entity in itself with its own interior circulation and parts.

With respect to the community centre, the spacial relationships also work well, in that the grouping of neighbourhoods with their intercepting through traffic arteries, establishes a focal point in the community which is readily accessible to all areas by car or by local transit service. This focal point is also the location chosen as most suitable for the high school and the community centre.

Obviously, the ideal conditions for neighbourhoods and communities will seldom if ever be achieved in practice, due to the many disciplines imposed on the city planner. Excepting in the rare case where the planner works with entirely raw land, on flat terrain with no interference from meandering water courses, he will seldom be able to establish the theoretically desirable half-mile grid of major traffic arteries which forms the base for neighbourhood boundaries. In practice, topography dictates other than a regular street pattern. Most cities are developed on or around water courses which provide many blessings, but which also create difficulties, financial and otherwise, with respect

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<sup>1</sup>Eliel Saarinen, The City - Its Growth, Its Decay, Its Future, (New York: Reinhold Publishing Corp., 1943), pp.8-19.

to the thoroughfare system, forcing irregular spacing and deviations. These in turn dictate an irregular shaping of the neighbourhoods, complicated further by the location of other barriers to growth, such as canals and railroads. Into this already complex pattern, the planner must also inject other local variables, one of the most important of which is population density. It will be readily apparent that, with a given total population, the area occupied will vary widely depending on the form of housing. Thus a suburban neighbourhood consisting largely of single family homes will occupy a substantially larger area than with a downtown neighbourhood made up of many forms of multiple housing. If then, an ideal neighbourhood population is accepted as being in the range of 4,000 to 7,000 persons, then too, the neighbourhood size must vary in inverse proportion to the density.

Thus the neighbourhood seldom meets the theoretically desirable size or shape because of other elements, and neighbourhood populations will vary considerably. As a result, the facilities to be offered at various neighbourhood centres will seldom be identical. Authorities recognize that conditions are never standard, either across a city or among a number of cities. Table 4 exhibits this recognition of varying conditions through the spread in recommended standards, although almost without exception, the various authorities

polled, agree on general principles and on the approach to be made to this complex problem.

One of the major factors influencing the spread in standards mentioned above, is the different base which exists across the North American continent for determining what constitutes an elementary school. In many areas, the term 'elementary' means grades one through six, in other, grades one through eight, and in still others, kindergarten is a calculated variable. Thus, the school structure itself has an apparent effect on standards to as much as 50 per cent of the lower range. The word apparent is used advisedly, since in actual fact, other factors come into play with respect to the size of public open space. For instance, in Manitoba, the school structure permits an intermediate level between elementary and high school, namely the junior high school, which includes grades seven, eight and nine. This arrangement requires an additional set of open space facilities, which tends to balance the apparently larger standards recommended for other areas, such as Ontario, where elementary means grades one through eight. Similarly, open space is frequently based upon a fixed number of square feet per pupil or per capita, so that regardless of the school structure, open space becomes a factor of population, rather than of size. This too, tends to reduce the apparent disparity in the standards of recognized authorities.

Operating in the other direction, there is a trend to extend the period of a child's life when he is associated with the school. This trend is reflected in the expansion of the kindergarten system, the increase in number of grades, the extension of the high school leaving age by law and the higher educational standards of business which influence students to remain longer in school. These factors may not affect standards greatly, but do tend to show a changing picture which has the overall effect of increasing the facilities which must be provided at neighbourhood and community levels.

#### Space Requirements for Various Areas and Facilities

##### Neighbourhood Park and Recreation Areas

In the previous section, discussion of the neighbourhood concept illustrated how the neighbourhood should serve a functional area similar to that of the elementary school. In Ontario, where the two-level school system is operative, the elementary school includes grades one through eight, and pupil ages vary from five to fourteen or fifteen. At the neighbourhood centre, therefore, a wide range of interests may be represented, and the facilities to be provided must anticipate the need for various use areas, not only for the school children themselves

but also for pre-school children, family groups and senior citizens. Butler<sup>1</sup> says this area is the chief outdoor centre for the people of the neighbourhood.

As has been stated,<sup>2</sup> the neighbourhood centre should be a combination school and recreation park, providing space for both indoor and outdoor activities under supervision. As frequently happens, the school and centre may be on separate sites, and a certain amount of duplication may exist. Should division of facilities be necessary, it may often prove desirable to retain the active recreation aspects of the centre together at one location, and to remove the quiet park to another site. Some additional area may then be required at both sites to maintain their effectiveness.

Regardless of whether the facilities are combined or on separate sites, they should be so located as to be within easy walking distance of the homes in the area being served, and should provide for both indoor and outdoor activities under supervision, in all seasons. Perry's original formula<sup>3</sup> for successful neighbourhood development required that the residents should be within convenient access to an elementary school, to common play spaces and to retail shopping centres.

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<sup>1</sup>Butler, op.cit. p.1.

<sup>2</sup>Supra, p.37.

<sup>3</sup>Clarence Arthur Perry, Housing for the Machine Age, Russell Sage Foundation, New York: 1939.

Local needs will permit some differences in the services provided at recreation centres from neighbourhood to neighbourhood, but each centre will have certain basic types, with generally similar space standards. An examination of uses and their space occupancy suggests that the areas to be provided at each centre generally should include the following, with space requirements as indicated.

#### Playlot

This area is designed primarily for pre-school children, and needs to be only two or three city lots in area. "The age group to be served is generally close to one-tenth of the total population".<sup>1</sup> A playlot containing ten thousand to fifteen thousand square feet or 0.25 acres is ample to accommodate a range of activities such as swings, slides, sandboxes, open play area, climbing structure (jungle gym), playhouse, play sculpture, shrubs and shade trees and shelter for mothers. A spray pool, wading pool or other water facility is common, and being a very active feature, will require about 0.10 acres additional area. The playlot is desirable in all areas, and some experts recommend that in addition to the neighbourhood centre, other areas should provide for playlots, possibly as many as one per block. However, finances and needs may dictate

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<sup>1</sup>Harold MacLean Lewis, Planning the Modern City Vol. I, (New York: John Wiley & Sons, Inc., 1949), p.201.

its provision only in densely populated areas, where open space is at a premium. Where playlots are not present, the facilities for pre-school children should be provided on school grounds and at conveniently located play areas. Butler<sup>1</sup> advises that the playlot is now not commonly considered as an essential in the recreation system. It serves as a substitute for the backyard, and is seldom provided by the city except in large-scale housing projects, in apartment areas and in underprivileged neighbourhoods.

#### Play Area

This facility is intended for the use of children in the elementary school age bracket. It may be located adjoining a park or in an elementary school playground, and should occupy not less than 15,000 square feet or 0.35 acres, to permit the active play of this exuberant group. Provision should be made for such features as a safe apparatus area including large swings, travelling rings, horizontal ladder, large scale play sculpture, and a "vacant lot" for cave and trench digging, mock battles, hut building, and imaginative play. Part of this area should be provided with shade trees and boundary planting.

#### Paved Areas

More formal activities should be provided for as well as free play. An area of from 20,000 to 25,000 square feet

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<sup>1</sup>Butler, op.cit., p.1

or 0.5 acres will serve well for court games such as basketball, tennis and volleyball, and for all-purpose uses when combined with school grounds. Where the recreation area is separate from the school, the paved area might be increased to 1.0 acres.

#### Field for Active Sports

An essential to every neighbourhood is a playfield for "pick-up" and organized sports. An area of 3.00 acres is required at separate recreation centres to provide open space for softball diamonds, soccer and touch football. If a hardball diamond is provided, an extra 2.0 acres should be provided. Sites adjoining or close to school grounds having similar use facilities, might be eliminated, or alternately used for other purposes.

#### Neighbourhood Centre Building

As the recreation area develops, so will the need for shelter, equipment storage, administration and indoor activities. An area of 0.25 acres at separate recreation centres will provide space for a 5,000 square foot building with 5,000 square feet of grounds including a terrace, walks and planting. Wherever possible, the school building should serve as the centre when the recreation centre and school adjoin. However, for administrative reasons, in combined areas, the recreation building is frequently a separate structure.

### Quiet Park

Equal in importance to the play field, is an area devoted to more passive recreation. This quiet landscaped area should contain 1.5 acres or more, depending upon local use. Usually the area is a grassed, well shaded area with benches for quiet relaxation. In some larger sites, family picnic areas with outdoor grills might be permitted, but such areas are normally possible in the Community Centre. Older people are likely to frequent the quiet park.

The neighborhood park could be provided with a few recreation facilities, such as sand boxes for very small children, but there should not be sufficient equipment to make recreation supervision necessary. Such parks should be well treed and planted, and designed primarily for passive use.<sup>1</sup>

### Off-Street Parking

Wherever people congregate, even within short walking distance of home, there will be cars and a need for off-street parking space. Experience has shown that, where the recreation centre adjoins a school which provides additional parking space, 0.40 acres are desirable. At three hundred square feet per space, this area will provide for approximately fifty-eight automobiles. Where the recreation area is separate, approximately 0.60 acres should be provided, to accommodate some eighty-six

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<sup>1</sup>[R.W. Borrowman] op.cit., p.44.

automobiles. These figures are approximate, the accommodation to be provided depending on need, shape of area, good design, and to some extent, the income of the neighbourhood families.

#### Landscaping, Fringe Planting and Transitional Areas

One of the principles enunciated earlier has suggested the need for landscaping. Good designers allow at least 10 percent of the total area to landscape a park, and to separate the various play areas from each other. The actual area will vary from site to site.

TABLE I

#### TABULAR ILLUSTRATION OF NEIGHBOURHOOD CENTRE SPACE REQUIREMENTS

Facility	Area in Acres	
	Adjoining School	Separate from School
Playlot	0.35	0.35
Play area	0.35	0.35
Paved court game area	0.50	1.00
Open play area	-	3.00
Building area	0.25	0.25
Quiet park	1.50	1.50
Off-street parking	0.40	0.50
Landscaping (10% of site)	0.35	0.65
Total	3.70	7.60

Table 1 sets forth in concise form the requirements of various uses, and illustrates how the inclusion or exclusion

of certain activities may permit a recreation area to vary in size from two or three acres to up to ten acres where neighbourhoods are very large. Generally, however, the larger areas will be the exception, since the activities permitted at major sites are by design oriented to the community centre rather than the neighbourhood centre.

#### Community Park and Recreation Area

As has been described,<sup>1</sup> a community is an area served by one or more secondary or high schools. In a city, it is a group of neighbourhoods forming a recognized section or district of the city. A community recreation centre is, accordingly, an area serving the several neighbourhoods within a community. It is designed primarily for young people and adults, and is intended to provide both indoor and outdoor facilities to meet a much wider range of recreation interests than does the neighbourhood recreation centre. It is characterized by special facilities, larger play areas and substantial off-street parking space, since its service area extends beyond normal walking distance. Usually it is located on a public transportation route. "The athletic field and the well organized playground should not take the place of the neighbourhood park, but is a separate and distinct need."<sup>2</sup>

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<sup>1</sup>Supra, p.41

<sup>2</sup>Nelson P. Lewis, The Planning of the Modern City, (Brooklyn, N.Y.: Braunworth & Co. 1916), p.146.

The community centre frequently, but not necessarily, is also the neighbourhood centre for the smaller service area within which it happens to be located. Whether this be so or not, its facilities will include many of those normally found at the neighbourhood centre, plus those other facilities which make it suitable for its more specific use by young adults. Lewis<sup>1</sup> estimates that about one-fourth of the population falls into the group using this space.

With its appeal to a cross-section of some 25,000 to 50,000 people, the community centre attracts more people than does the neighbourhood centre, and its various use areas must each be larger than its counterpart at neighbourhood level. This is particularly true of the field for sports, which permits more active games such as baseball and football, which occupy very large areas. Similarly the area for free play and the quiet park must be enlarged considerably, and provision must be made for special facilities such as community centre buildings, indoor rinks, swimming pools and running tracks. Off-street parking becomes a factor of considerable importance, due to the increased percentage of visitors travelling by car. Table 2 suggests the nature of space occupancy, and illustrates how the standards outlined in Table 4 have been established. The centre

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<sup>1</sup>H.M. Lewis, op.cit., p.203.

could be smaller or considerably larger, depending upon the facilities offered at the high school, and upon the suitability of available land. Obviously space standards are empirical to a degree, but as Butler says: "The space requirements for these purely local areas . . . have been worked out by the National Recreation Association on the basis of functional analysis and long practical experience."<sup>1</sup>

TABLE 2  
TABULAR ILLUSTRATION OF COMMUNITY CENTRE SPACE REQUIREMENTS

Facility	Area in Acres	
	Adjoining School	Separate from School
Playlot	0.35	0.35
Play area	0.45	0.45
Paved court game area	0.50	1.25
Sports area	-	5.00
Open play area	1.00	1.00
Family and picnic area	1.00	1.00
Building and special facilities area	2.00	3.00
Off-street parking	1.00	1.50
Landscaping (10% of site)	0.70	1.45
Total	7.00	15.00

Table 3 suggests various site areas, depending on dwelling unit sizes, and shows clearly how density affects recreation sites.

<sup>1</sup>Butler, The New Play Areas, quoting Subdivision Regulations, Harold W. Lautner, Public Administration Service, (Chicago: R. R. Donnelley & Sons Co. 1941)p.102.

TABLE 3  
 QUANTITATIVE ESTIMATES OF USE AREAS AND POPULATION FOR A  
 RESIDENTIAL AREA ½ MILE SQUARE AT VARIOUS POPULATION DENSITIES

Net Site Area per Dwelling Unit in Square Feet

	5,000	2,500	1,300	1,000	600
Area in acres of					
Streets	40-48	40-48	36-48	32-48	32-48
Parks, playgrounds, schools, and shops	18	18-20	18-22	20-24	20-26
Residential use	94-102	92-102	90-106	88-108	86-103
Number of dwelling units	820-890	1,600-1,780	3,020-3,550	3,840-4,710	6,250-7,850
Estimated number of persons per dwelling unit	3.5-4.0	3.4-3.9	3.3-3.8	3.2-3.7	3.0-3.5
Probable total population	2,860-3,560	5,450-6,950	9,960-13,500	12,300-17,400	18,750-27,400
Probable school population*	260-360	490-695	900-1,350	1,100-1,740	1,700-2,740

\*At nine to 10 per cent of total population (Note that City of Ottawa is higher)

Source:- H.M. Lewis, Planning the Modern City

### City-wide Recreation Areas

In addition to the foregoing recreation areas, which are intended to serve the specific needs of local areas, there is also a need for facilities which will serve the whole of the city. Properly termed 'parks', these areas should each contain one hundred or more acres and should be located every four or five miles around the fringe of the city at a density of about one such park for every 40,000 persons. Exact location would be dependent upon natural features.

Included in each park should be substantial wooded areas, expanses of open lawn, scenic drives and paths, ponds and streams, picnic areas and areas for active recreation for all ages. In parks such as these are commonly located facilities of city-wide interest such as zoos, conservatories, bandshells and outdoor theatres.

Linking the major parks and recreation areas together in an overall system should be a series of pleasure drives. These should be major arteries having variable width and parklike treatment.

Parkways, devoted to movement as well as to recreation, are an addition type of area. They constitute a strong link between the recreation areas and the thoroughfare system, for ideally the major recreation areas, especially large parks and reservations will be joined by continuous parkways.<sup>1</sup>

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<sup>1</sup>Lautner, Parkways and Land Values, quoting Subdivision Regulations, Harold W. Lautner, Public Administration Service, (Chicago: R. R. Donnelley & Sons Co., 1941) p.178.

Possibly the best example of this is the parkway system under development by federal authorities as part of the development of the City of Ottawa as the National Capital.

Some authorities call for a total acreage of parks across the city, based upon population, as a rule of thumb to measure the adequacy of the park system.

The standards of one acre per 100 population and 10 percent of the area, both applying to parks within or adjacent to the built-up area, are satisfactory for the average city up to about 500,000 population, provided it has a population density of about 10 persons per acre.<sup>1</sup>

Wayne R. Williams, with respect to the total park program, stresses the part of the municipality. He says: "To sum up, the primary responsibility of municipal parks is to provide open spaces for free play and a background of basic facilities, qualified leadership, and services on a community-wide basis."<sup>2</sup>

A general standard widely recommended by planning, park, and recreation authorities is for development of from forty to fifty percent of the total park and recreation area for active recreation. Appropriate development of the total park area is of the utmost importance, as there is often a tendency for large parks to comprise too great a proportion of the total area provided.<sup>3</sup>

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<sup>1</sup>"Proceedings of the Annual Meeting," Planning, 1943, (Chicago, Ill.: American Society of Planning Officials 1943) pp.106-112.

<sup>2</sup>Wayne R. Williams, Recreation Places, (New York: Reinhold Publishing Corp., 1958), p.124.

<sup>3</sup>[R.W. Borrowman] op.cit., p.45

Similarly Segoe states quite clearly, the variety of facilities which the municipality should provide. In 1941 he had this to say:

Opportunities for wholesome recreation have come to be regarded as essential in every community. Making available those types which are not provided by private and commercial agencies, and for that segment of the population which is unable to pay although usually most in need of recreation, is commonly accepted as a public function and responsibility. It is increasingly recognized, moreover, that public agencies should not only furnish the facilities but should also teach persons of all ages to play in order that all may know how to make constructive use of their leisure time. Public parks, playfields, outlying reservations, parkways, recreation buildings, even golf courses and bathing beaches, are now available or are being provided in most communities, in recognition of the demonstrated fact that opportunities for recreation in the open air among attractive, natural surroundings are a vital necessity for all age groups of the population. They are needed for children to ensure their proper physical and mental development and to prevent delinquency; and for youth and adults to relieve stress and strain, to aid in physical and mental regeneration, and to permit constructive use of increasing leisure.<sup>1</sup>

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<sup>1</sup>Segoe, op.cit. p.451.

TABLE 4  
COMPARISON OF STANDARDS  
FOR PUBLIC RECREATION AREAS

RECREATION AREA	CLEVELAND CITY PLANNING COMMISSION, 1944	AMERICAN SOCIETY OF PLANNING OFFICIALS, 1943	LOCAL PLANNING ADMINISTRATION, 1941	G.D. BUTLER, in Introduction to Community Recreation, 1940	MUNICIPAL RECREATION ADMINISTRATION, 1940
<b>PLAYLOT</b> Active recreation for pre-school children (under five years)	1,500 to 5,000 square feet. One per block congested areas or one per two or three units of a multiple-housing development. Cannot be provided by city except as parts of larger play areas; otherwise playlots must be built by neighborhood organizations or private apartment developments.	5,000 to 10,000 square feet recommended; 2,500 square feet minimum. 75 square feet per child. 1/4 mile maximum service radius; 1/8 mile recommended in high density areas.	50 to 100 square feet per child. Space available should serve 20 children at one time per 100 families.	1,500 to 5,000 square feet. Rarely provided except in large-scale housing projects or areas where back yard play space is not available.	2,500 to 5,000 square feet. Only for high-density areas where back yard play space is not available.
<b>PLAYGROUND</b> Active recreation for grade and junior high school children (five to fifteen years)	3 to 7 acres. One acre per 1,000 population. One per neighborhood of 3,000 to 5,000 population. Preferably adjacent to elementary school or centrally located. 1/4 to 1/8 mile service radius; 1/2 mile may be acceptable under special conditions in low-density areas.	3 to 7 acres, 5 acres desirable minimum; 3 acres absolute minimum. 150 square feet per child playing at one time. One at each elementary school. 1/2 mile service radius.	2 1/2 to 3 1/2 acres for elementary school sites; 4 to 5 acres for junior high school sites. 100 square feet per child enrolled.	3 to 7 acres. One acre per 1,000 population. One per 3,500 to 4,000 population. Preferably at or adjoining elementary school. 1/4 mile service radius in congested areas; 1/2 mile maximum.	3 to 7 acres. One acre per 1,000 population. One per neighborhood of 3,000 to 5,000 population. Preferably near elementary school. 1/4 mile service radius in congested areas; 1/2 mile otherwise.
<b>PLAYFIELD</b> Active recreation for older children and adults (fifteen years and over)	10 to 30 acres. One acre per 800 population (or 1 1/4 acres per 1,000 population). One per 4 or 5 neighborhoods (each provided with a playground) One per 15,000 to 25,000 population. Preferably adjoining a high school site. 1/2 to 1 mile service radius.	20 acres and over recommended; 10 acres minimum. 600 square feet per player. Preferably adjacent to high school. One mile service radius.	10 to 20 acres. Wherever possible, combine with a neighborhood park, not with a high school. Separate high school playfields recommended. 1/2 to 1 mile service radius.	10 to 20 acres or more. One acre per 800 population. One per 4 or 5 neighborhoods having playgrounds. Preferably adjacent to high school site.	10 to 50 acres. One acre per 800 population. Two acres 4 or 5 neighborhoods having playgrounds. Preferably adjoining high school. 1 mile service radius.
<b>NEIGHBORHOOD PARK</b> Passive recreation for all ages.	2 to 4 acres. One acre per 1,000 population. Natural features should determine site selection. Preferably in combination with neighborhood playground, playfield, school or community centre.	5 to 50 acres. Topography and scenery more important than standard spacing. One mile service radius.	Preferably combined with school and play areas for all ages in a community centre of about 15 acres (minimum) and preferably 25 to 30 acres.	1/2 to 30 acres or more. One to each square mile of city. 1/2 mile service radius.	Varies largely, from small parks at street intersections to areas of 30 acres or more. One per square mile if possible, but natural features are determining factor.
<b>TOTAL AREA WITHIN WALKING DISTANCE</b>	Total of playground, playfield, and neighborhood park is 3 1/4 acres per 1,000 population. However, total area within city limits should be 5 acres per 1,000 population. The additional 1 1/4 acres per 1,000 population should be devoted to large passive town park areas, standards for which cannot logically be based on population within city limits, as such parks are used by residents of entire metropolitan area.				
<b>LARGE PARK</b> Passive and active recreation for all ages.	100 acres or more. One per 40,000 population. Distribution and location determined by natural features.	100 to 1,000 acres or more serving city as a whole. Location generally on edge of city, spaced 4 or 5 miles apart.	100 to 1,000 acres.	100 to 300 acres or more. One per 40,000 population. Located not to interfere with normal traffic flow.	One park of 100 to 300 acres or more per 40,000 population.
<b>GENERAL OR MISCELLANEOUS STANDARDS</b>	40 to 50% of recreation area within city limits or closely adjoining should be devoted to active use.	Total active recreation use should be 20 to 30% of total recreation area, or about 2 acres per 1,000 population.		About 50% of recreation area should be devoted to active uses.	50% of park areas for active uses; 50% for passive uses. 10% playgrounds. 12 1/2% playfields.
<b>TOTAL WITHIN METROPOLITAN REGION</b>	For cities 500,000 to 1,000,000, 1 acre per 800 population. For cities under 500,000, 1 acre per 100 population. Cleveland's 878,000 population requires one acre per 800 population. In addition, there should be one acre per 100 population of outlying parkways, reservations, etc. Thus, entire metropolitan area requires one acre per 66 population, or 1 1/2 acres per 100 population.	For cities over 1,000,000, one acre per 300 population. For cities 500,000 to 1,000,000, one acre per 200 population. For cities under 500,000, one acre per 100 population, or 10% of city area.	One acre per 100 population (also quotes several other authorities).	One acre per 100 population (Area within or close to city limits).	One acre per 100 population for park area within or closely adjoining city limits. Additional one acre per 100 population in outlying parkways, reservations, etc., or total of one acre per 50 population in the whole region.

SOURCE: Places for Playing in Cleveland, published by Cleveland City Planning Commission, March 1945. Adapted by author.

PART II

THE DEVELOPMENT OF A PLAN FOR OTTAWA

## CHAPTER III

### A STUDY OF PRESENT FACILITIES

Across Canada, through the British North America Act, certain rights and responsibilities were transferred from the central government to the jurisdiction of the individual provinces. Included were basic elements primarily respecting the management of provincial affairs, such as planning and recreation. In turn, the provincial governments have assigned certain powers and authority, primarily affecting local affairs, to the individual municipalities. This delegation of authority is carried out by means of enabling legislation, which in Ontario, consists of a number of general and special Acts of the Provincial Legislature.

Among many others, acts have been passed which deal with such matters as planning, education, parks and recreation. More specifically, these include the Municipal Act, the Planning Act, the Community Centres Act and the Department of Education Act.

In each of these and in several lesser acts, the provincial government has established rules and regulations under which municipalities are authorized to make provision for recreation in its many forms. As will be seen from the following comments, enabling legislation is generally of the "permissive"

rather than "mandatory" type, and municipalities have been permitted a great deal of freedom with respect to how intensively they may engage in this activity. It is of importance to note that the Province not only permits municipal activity in this field, but also encourages it through financial grants of one kind or another.

The Planning Act, 1955.<sup>1</sup>

The provisions of this legislation have been designed to permit the Minister of Municipal Affairs, who is responsible for the Act, to do several specific things. These include the establishment of planning areas for one or more municipalities which the Minister considers to constitute a complete planning unit, the appointment of a planning board, the definition of the scope and general purpose of the official plan and of the functions of the planning board. With respect to the scope and general purpose of an official plan, the Act in Section 1(h), defines an official plan as follows:

"official plan" means a programme and policy, or any part thereof, covering a planning area or any part thereof, designed to secure the health, safety, convenience or welfare of the inhabitants

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<sup>1</sup>Province of Ontario, Department of Municipal Affairs, Community Planning Branch, The Planning Act, Statutes of Ontario 1955, Chap. 61, Rev. 1960 (Toronto, Ontario: The Queen's Printer, 1955). (This Act has been revised by S.O. 1956, Chap. 64; S.O. 1957, Chap. 92; S.O. 1959, Chap. 71; and by S.O. 1960, Chap. 83, but the provisions of the original 1955 Act, insofar as this paper is concerned, are substantially effective).

of the area, and consisting of the text and maps, describing such programme and policy, approved by the Minister from time to time as provided in this Act;<sup>1</sup>

In defining the scope and general purpose of the official plan, the Minister has very broad terms of reference, but must have regard among other matters to the requirements of the planning area for drainage, land uses, communications and public services.<sup>2</sup>

Similarly, the duties of planning boards are extremely broad as specified in Part I, Section 10 (1):

Every planning board shall investigate and survey the physical, social and economic conditions in relation to the development of the planning area and may perform such other duties of a planning nature as may be referred to it by any council having jurisdiction in the planning area, and without limiting the generality of the foregoing it shall,

- (a) prepare maps, drawings, texts, statistical information and all other material necessary for the study, explanation and solution of problems or matters affecting the development of the planning area;
- (b) hold public meetings and publish information for the purpose of obtaining the participation and co-operation of the inhabitants of the planning area in determining the solution of problems or matters affecting the development of the planning area;

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<sup>1</sup>Ibid., p.2.

<sup>2</sup>Ibid., p.5.

- (c) consult with any local board having jurisdiction within the planning area;
- (d) prepare a plan for the planning area suitable for adoption as the official plan thereof and forward it to the councils of the municipalities affected thereby, and recommend such plan to the council of the designated municipality for adoption;
- (e) recommend from time to time to the councils of the municipalities in the planning area the implementation of any of the features of the official plan of planning area;
- (f) review the official plan from time to time and recommend amendments thereto to the council of the designated municipality for adoption.<sup>1</sup>

Particular note should be made in the above quoted, to the words "physical, social and economic conditions". These, very specifically, provide almost unlimited scope for planning board studies and investigations, which it will be noted, are mandatory, through use of the word "shall". Upon completion of its studies, the planning board must prepare the necessary material to explain and solve planning problems, and must prepare a plan, suitable for adoption as an official plan, to the council of the municipality. While the Council is not required to adopt such a plan, if it does so, it must submit it to the Minister, and if he approves it, then the plan becomes the official plan of the municipality. This adoption has very important and far reaching effects, since

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<sup>1</sup>Ibid., p.6.

Section 15 (1) of the Act provides that: "Notwithstanding any other general or special Act, where an official plan is in effect, no public work shall be undertaken and, except as provided in subsections 2 and 3, no by-law shall be passed for any purpose that ~~does~~<sup>does</sup> not conform therewith.<sup>1</sup> "Subsections 2 and 3 deal with amendments to the plan and conformity of by-laws and do not change the far reaching effect of the foregoing. The extent of its impact will be readily appreciated since the words "public work"<sup>2</sup> referred to above, are defined to include any undertaking within the jurisdiction of council or any local board, (italics mine) and local board is defined as follows:

"local board" means any school board, public utility commission, transportation commission, public library board, board of park management, board of health, board of commissioners of police, planning board or any other board, commission, committee, body or local authority established or exercising any power or authority under any general or special Act with respect to any of the affairs or purposes of a municipality or of two or more municipalities or portions thereof.<sup>3</sup>

It is apparent, then, with dominance over almost every facet of municipal affairs, that the official plan is a very powerful document, which must be prepared and employed with great skill, wisdom, foresight and discretion.

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<sup>1</sup>Ibid., p.6.

<sup>2</sup>Ibid., p.2.

<sup>3</sup>Ibid.,

It is also apparent in the terms of reference of the planning board, that among other things, the board is expected to plan for the social well-being of the residents, and that this includes planning for parks and recreation facilities. The Minister has so interpreted the Act.

Further, in Section 19 (1)<sup>1</sup>, the Act provides authority for the municipality to acquire, hold, sell, lease and dispose of land in connection with the purposes of the official plan.

Additionally in Section 20<sup>2</sup>, the Act makes provision for "redevelopment areas", and in the definition of "redevelopment", specifically lists recreation and spaces therefore as being within the meaning of the Act, and subject thereto to such agreements, grants and other matters as the Act may provide.

Part II, Section 26 (5) of the Act, is devoted to the control of land subdivision, and provides that, where land is subdivided, the subdivider, if required by the Minister, must deed to the municipality, up to five percent of the lands included in his plan for public purposes<sup>3</sup> other than highways. It will be appreciated that few municipalities turn down the opportunity to obtain land, for any purpose, at no cost, and

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<sup>1</sup>Ibid., p.9.

<sup>2</sup>Ibid., p.10.

<sup>3</sup>Ibid., p.13.

recommend to the Minister, in most cases, that he so require. The Department of Municipal Affairs<sup>1</sup> has determined as policy,<sup>2</sup> that land for "public purposes" means land for parks and recreation purposes. Thus the Act, in addition to permitting municipalities to participate in recreation, actually encourages them to do so through the five percent requirements, and through offers of direct assistance in the form of study and redevelopment grants. Additional guidance and assistance is provided in other legislation.

The Municipal Act.<sup>3</sup>

This Act is the general act respecting municipal affairs. Insofar as this thesis is concerned, it authorizes municipalities to buy, sell and expropriate land for any municipal purpose, and to erect or extend buildings thereon.<sup>4</sup> Additionally it authorizes grants for public bathing houses, community recreation programmes and aiding sports.<sup>5</sup>

<sup>1</sup>The Departments of Planning and Development and Municipal Affairs in 1960, were reorganized and renamed, with jurisdiction over planning being transferred to Municipal Affairs. See R.S.O. Vol. I, Chap. 98, Dept. of Mun. Affairs Act, p.1185, and R.S.O. Vol. I, Chap. 99, Dept. of Planning and Development Act, p. 1215.

<sup>2</sup>Department of Planning and Development, Ontario Planning, Aug. - Sept. 1959, Vol. 6, No. 7, (Toronto, Ontario: Community Planning Branch, 1959) p.3.

<sup>3</sup>The Province of Ontario, The Municipal Act, Revised Statutes of Ontario, Vol. 3, Chap. 249 (Toronto, Ontario: The Queen's Printer, 1960) p. 499.

<sup>4</sup>Ibid., pp. 1167-8.

<sup>5</sup>Ibid., p. 681.

The Public Parks Act.<sup>1</sup>

In addition to the major provisions of the Planning Act, 1955, which provides for the deeding of five percent of the lands in new subdivisions for public purposes, at no cost to the municipality, other means are available for acquisition of park lands. In particular the Public Parks Act provides authority for municipalities to establish parks. "A park, or a system of parks, avenues, boulevards and drives, or any of them, may be established in any municipality, and the same, as well as existing parks and avenues, may be controlled and managed . . . ."<sup>2</sup>

This legislation provides limitations<sup>3</sup> on the amount of land which may be purchased, over and above that acquired by devise or gift.

The Parks Assistance Act.<sup>4</sup>

This Act is designed primarily to permit the establishment of parks which will meet the following requirements: "The parks established under this Act shall be maintained and operated for

<sup>1</sup>Province of Ontario, The Public Parks Act, Revised Statutes of Ontario, Vol. 4, Chap. 329 (Toronto, Ontario: The Queen's Printer, 1960) p. 233.

<sup>2</sup>Ibid., p. 237.

<sup>3</sup>Ibid.,

<sup>4</sup>Province of Ontario, The Parks Assistance Act, Revised Statutes of Ontario, Vol. 3, Chap. 285 (Toronto, Ontario: The Queen's Printer, 1960) p. 1225.

the use and enjoyment of the public in such a manner as will be complementary to the use and enjoyment of provincial parks."<sup>1</sup>

The Act further provides financial assistance to municipalities for acquisition of land for such approved parks, for their development and for conversion of provincial or public parks into approved parks.

The Community Centres Act.<sup>2</sup>

This legislation was written specifically to foster the development of active recreation, and provides direct financial assistance for community centres. By definition<sup>3</sup>, a community centre includes land, a community hall, athletic field, indoor or outdoor swimming pool, skating arena or outdoor skating rink. It is important to note that municipalities are not restricted to development within their corporate limits, but in keeping with the regional nature of the subject facilities, may acquire land and develop community centres outside of municipal limits.<sup>4</sup> The Act is administered by the Department of Agriculture.

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<sup>1</sup>Ibid.

<sup>2</sup>The Province of Ontario, The Community Centres Act, Revised Statutes of Ontario, Vol. 1, Chap. 60 (Toronto, Ontario: The Queen's Printer, 1960) p. 563.

<sup>3</sup>Ibid.

<sup>4</sup>Ibid., p. 564.

The Department of Education Act.<sup>1</sup>

While this legislation is concerned with education, it considers recreation to be one of the desirable features of education and is administered by the Community Programmes Branch. The Act provides the responsible Minister with authority to make regulations respecting adult education, recreation, camping and physical education. It also deals with recreation committees, programmes, maintenance and operating costs, and establishes authority for provincial grants-in-aid.

The Conservation Authorities Act.<sup>2</sup>

This Act is intended primarily to foster conservation of natural resources and prevention of pollution of rivers and streams. It permits municipalities to buy and sell land, to use such land for park or other recreation purposes, and to collaborate with other boards and recreation authorities in connection with its activities.

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<sup>1</sup>The Province of Ontario, The Department of Education Act, Revised Statutes of Ontario, Vol. 1, Chap. 94 (Toronto, Ontario: The Queen's Printer, 1960) p. 1157.

<sup>2</sup>The Province of Ontario, The Conservation Authorities Act, Revised Statutes of Ontario, Vol. 1, Chap. 62 (Toronto, Ontario: The Queen's Printer, 1960) p. 581.

The Public Schools Act<sup>1</sup> and the Separate Schools Act.<sup>2</sup>

These Acts permit school boards to acquire by purchase or otherwise, lands for school buildings and for other school purposes including recreation. Recreation programme and facilities apparently are dealt with under the Schools Administration Act.

The Schools Administration Act.<sup>3</sup>

This Act is devoted primarily to the administration of school programmes, and according to School Board officials, provides them with their authority for recreation programmes.

The National Capital Act.<sup>4</sup>

This is a federal government act which establishes the National Capital Region, and the National Capital Commission which replaces the previous Federal District Commission. The provisions of the Act are many, and authorize the Commission to prepare plans for and assist in the development, conservation

<sup>1</sup>The Province of Ontario, The Public Schools Act, Revised Statutes of Ontario, Vol. 4, Chap. 330 (Toronto, Ontario: The Queen's Printer, 1960) p. 243.

<sup>2</sup>The Province of Ontario, The Separate Schools Act, Revised Statutes of Ontario, Vol. 4, Chap. 361 (Toronto, Ontario: The Queen's Printer, 1960) p. 797

<sup>3</sup>The Province of Ontario, The Schools Administration Act, Revised Statutes of Ontario, Vol. 4, Chap. 361 (Toronto, Ontario: The Queen's Printer, 1960) p. 603.

<sup>4</sup>The National Capital Act, 7 Eliz. II, Chap. 37, Statutes of Canada.

and improvement of the National Capital Region, in order that the nature and character of the seat of government may be in accordance with its national significance. It authorizes the Commission further to cooperate and engage in joint projects with, or make grants to local municipalities or authorities to achieve its purposes.

Other Legislation.

In addition to the foregoing legislation, other sections of the statutes provide authority and assistance directly or indirectly to municipal recreation systems. For instance, The Public Lands Act,<sup>1</sup> while it is devoted to the provision of provincial facilities, cannot be ignored, in that the parks and recreation areas developed by the Province may very well be located close to municipalities, and may be utilized as part of the local programme.

Further federal authority also exists in the relatively new Municipal Winter Works Incentive Plan, which is designed to foster winter works at all levels of government so as to promote employment. Large grants are made to assist these works.

Similarly, there are other pieces of legislation which are associated with the overall question of recreation, but it is

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<sup>1</sup>The Province of Ontario, The Public Lands Act, Revised Statutes of Ontario, Vol. 4, Chap. 324 (Toronto, Ontario: The Queen's Printer, 1960) p. 163.

suggested that the foregoing provide the main sources of authority, direction and assistance for municipalities. It is further suggested that if all these various sources are fully explored, they will permit everything that any municipality needs or can afford.

#### Application of Legislation

In the preceding section, the nature of some of the existing legislation has been described and documented. Particularly with respect to official plans, it has been shown that the Planning Act, 1955, is firstly permissive in character, and secondly, where the municipality determines to utilize permissive sections of the legislation, certain aspects of the legislation become mandatory. In this regard, the Act is quite commendable, but in the author's opinion, has two very serious shortcomings.

1. The mandatory sections are not specific with respect to the time element. Thus while a municipality or planning board may be compelled to undertake certain action, there are no effective clauses respecting how long such action may take place before it must reach conclusion. Studies thus might be undertaken leading toward adoption and final approval by the Minister of an official plan, but such studies, plan preparation and plan

adoption by the municipality might be prolonged almost indefinitely, with the result that the mandatory aspects of the Act could be evaded successfully should a municipality so desire. In practice, however, this is an unlikely event, in that there are certain checks and reins employed to see that it does not happen. These take the form of unofficial and official advice to the municipality that certain matters which concern the municipality will be acted upon when an official plan is adopted, or, the municipality upon adoption of an official plan, will be permitted to do certain things which it might not otherwise be able to do. There is nothing untoward, or unethical about such an approach, and in fact the Planning Act itself sets forth quite clearly that certain freedoms, grants and assistance will be provided to municipalities which establish long range plans to reach desirable goals. However, it would appear to be much more desirable not to resort to apparent subterfuge to gain desirable ends. Amendment to the Act would appear to be in order to introduce the time element into official plan adoption.

2. The second fault possibly lies in the fact that an official plan, as defined, may be a number of different things. It would appear that it should be a number of things, different in part, perhaps, but with all parts forming a comprehensive whole, rather than the whole being any one or more possibly unrelated parts. It

is suggested that the Act, or at least its administration and enforcement, should require official plans to include all of a minimum number of elements which are related and dependent on each other. Other things should be permitted to be included, but individual elements alone should not be permitted to become the plan.

Notwithstanding these apparent weaknesses which can be exploited, the Act is an excellent piece of legislation, which, if employed reasonably and intelligently by people sincerely striving to achieve desirable goals, can be a valuable guide toward fulfilment of its intended purpose - well planned and developed cities in Ontario. Municipalities would do well to use it to this end.

For instance, with respect to the provisions of the Act dealing with five percent lands, the municipality may acquire a large acreage of land for public purposes. Some parts of this acreage in new subdivisions might not be suitable for any one of a variety of reasons. The Act permits, where a municipality has an official plan, the sale of five percent lands and the taking of cash in lieu of land, but not otherwise. Thus a municipality, faced with the choice of taking land it did not particularly want, could not obtain cash which it could use to acquire more suitable land, unless it had an official plan. It could, under the Act, in order to secure the right to take cash in lieu, adopt a very

simple official plan, say for instance, dealing only with future land use, but with the detail of the plan so vague or general as to be ineffective as a guide to detailed land use development. This has happened, and can still happen, but would appear to be a very short sighted policy, when, through more extensive research, a thorough plan of land use related to other elements of development might be prepared which would serve the municipality well in guiding it toward planned development.

Further with respect to planning boards and official plans, with particular reference to the Ottawa scene, advantage was taken of the permissive legislation. In 1946, it was mutually agreed by a number of municipalities in the Ottawa area that they should join together in planning for the region as a whole. In keeping with the legislation, due application was made to the Minister, and in 1947 the area included in the City of Ottawa, the Village of Rockcliffe Park, the Town of Eastview, and the Townships of Nepean, Gloucester, Torbolton, Fitzroy and March, was duly constituted a provincial planning area, and the Ottawa Planning Area Board appointed to administer its affairs.

It will be noted that the planning area as established, was identical with that designated by the Federal Government as the area of the National Capital District to be administered by the Federal District Commission, later to become the National Capital Commission.

While due care was no doubt exercised in first establishing the area for National Capital purposes, it was later almost doubled in size, recognizing the need for a more comprehensive planning area. No similar action was taken to enlarge the area of jurisdiction of the Ottawa Planning Area Board, and the present area leaves something to be desired in the way of a coherent economic, physical and social planning area.

Notwithstanding such shortcomings as it may have, the area is an extremely large one for local planning purposes, and presents a sufficient challenge to the Board to keep it more than occupied. As part of its activities, the Board in 1951 produced, in terms of the Planning Act, an official plan. This document<sup>1</sup> took the form of a single map of the planning area, accompanied by a very brief text dealing with design width standards. The plan itself was devoted to a long range programme for major traffic arteries, parkways and railway relocation, with the latter two aspects being major programmes undertaken by the National Capital Commission. In later years, minor amendments were made to the thoroughfare plan, and in general, this phase of the official plan was carried out in keeping with the concept, at least to the extent that development took place. Progressively,

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<sup>1</sup>Highways, Parkway and Railways, Official Plan for the Ottawa Planning Area, (Ottawa, Ontario: The Ottawa Planning Area Board, 1951).

as new areas opened up, the major thoroughfares were designed in keeping with the plan, and in areas proposed to be developed, intent was carried out in approval of new plans of subdivision with respect to thoroughfare location and width.

As might be expected, in the ten years since the plan was adopted, other things have transpired which have made the plan inadequate. It is presently being revamped completely, as part of comprehensive official plan studies.

In 1957, a major amendment was made to the official plan. Although dealing with a phase of planning in many ways remote from thoroughfares, it was in terms of the Planning Act, an amendment to the existing official plan. This amendment, concerned with parks and recreation areas in the City of Ottawa, is the basis of this thesis, and its provisions are dealt with in detail in Chapter IV.

A further major concern of the Planning Act relates to the development of land, through subdivision and land transfer approvals. For purposes of this thesis, the question of subdivision control is perhaps interesting, but not particularly relevant except with respect to the provision of open space through five percent land dedications for public purposes. In a largely developed city, of course, this would not be of great importance, but in a city such as Ottawa, where vast areas of farmland have been transformed into urban residential use, five percent lands represent a substantial proportion of all public open space.

It will be apparent that, with subdivision size varying from a few lots to a few hundred lots, depending directly upon the size of the owners holdings, so too will five percent parcels vary greatly. In some cases, this public purpose land will be less than one lot in size, while in others it will represent an area sufficient to serve the public open space needs of a whole neighbourhood. This is not to say that the five percent lands should be accepted as the only land needed for parks and recreation, but in many cases, municipalities have other financial commitments which prevent them from acquiring other lands to augment the five percent parcels.

Thus it becomes apparent that the selection of land in new subdivisions is an important choice, which may, good or bad, provide the only park lands in a neighbourhood. In some cases, particularly where the municipality has no official plan, a motley array of large and small parcels materializes throughout the city, and the recreation or park authority is presented with the impossible task of welding them into a park system. In other communities, where an official plan exists, much greater hope exists that the five percent lands will ever be utilized to advantage. In the first place, <sup>w</sup>here a plan exists, the municipality has a guide as to where it wants the park to be. It can then determine where to take its five percent lands, and can combine parcels as subsequent subdivisions develop. Secondly, it can

take cash in lieu of land, and can sell unwanted parcels, using the funds so acquired to buy land where needed.

Ottawa is an example of both situations, having no official plan dealing with land use for many years, and later having such a plan. The result is that in many older areas, park lands are entirely inadequate, and unlikely to be improved due to subsequent adjacent development and lack of funds. In other areas, subdivisions have been planned carefully so as to combine five percent lands and to locate them adjacent to other public open areas in accord with the neighbourhood concept.

#### The Municipal Act.

This is the major authority under which the Department of Recreation and Parks operates. As is mentioned under the heading of "The Public Parks Act", municipalities may choose either of these acts, and each has its advantages and disadvantages. In Ottawa, the Municipal Act has been found to be most suitable, placing little or no limitation on the land which may be taken by the Department, or on the funds which it may expect for site acquisition, development and programme. This does not mean that there are no such limitations, since in fact the Department operates under the more direct control of City Council and the Board of Control, which authorize budgets annually.

It is considered, however, that the Municipal Act together with other legislation detailed on following pages,

provides all the scope necessary for a complete recreation organization.

The Public Parks Act.

Under provincial legislation, municipalities may operate under either the Public Parks Act or the Municipal Act insofar as basic authority and finances are concerned. The Public Parks Act is designed for municipalities which delegate parks and recreation responsibility to separate Boards, such as a Parks Board. Its use is generally restricted to smaller cities and municipalities for two reasons. While the Act assures the Parks Board of funds to the extent of one mil on the taxable assessment, this amount is frequently insufficient for larger municipalities, and the recreation authority usually fares better under the less restrictive clauses of the Municipal Act, wherein the funds available depend on the generosity of Council. The second deterrent to use of the Public Parks Act lies in the fact that it restricts the purchase of municipal park areas to fixed acreages, plus such other lands as may be acquired by "devise or gift."

In the City of Ottawa, recreation and parks are the responsibility of a city department, which department considers its scope to be much broader under the Municipal Act. The Department does not consider that the Public Parks Act is likely to be utilized by the City.

The Parks Assistance Act.

This Act, to the author's knowledge, has not been utilized in the Ottawa area. There are, however, certain major parks and park sites which could be developed in specified directions so as to become eligible for grants under the Act. As development funds become available, their use might be combined with provincial grants to achieve more useful park areas.

In particular, this Act is interpreted by the Province to be for the purpose of augmenting the provincial park system, and in this light, it would appear that any municipal park, in order to receive grants, would require to be developed with facilities comparable to those in provincial parks. In particular, this means that the park would be required to provide areas for overnight and vacation accommodation. Camping areas for tents and trailers would be prerequisites, complete with ample supplies of drinking water, sanitary facilities, shelters, and other facilities not normally found in city parks, but essential in provincial parks which are designed for the use of persons from all over the province, rather than for local residents.

In discussing this question with the Commissioner of the Department of Recreation and Parks, the author was advised that consideration had been given in recent years to the application of this legislation to such major parks as Britannia Park on the Ottawa River. As a policy decision, it had been determined that

the provision of parks of the kind and for the purpose intended by this Act, was not the function of the Department and that unless City policy changes with respect to the provision of trailer or camp sites, it is unlikely that the City will utilize the provisions of the Act.

The Community Centres Act.

In several instances, the City has developed indoor skating rinks, outdoor swimming pools and beaches. It is safe to say that, without the major financial assistance provided by this Act, some or all of these facilities might never have been developed. Further use of the Act is anticipated as other major activity centres are developed.

The Department of Education Act.

As previously mentioned, this act permits the establishment of a Recreation Committee by a municipality. This Committee is then responsible for the development of community programmes across the city, and it is the only recognized agency which can secure grants-in-aid.

The Commissioner of Recreation and Parks advises that his department has been so designated by Council, and operates a complete programme in various parts of the City, including such features of an educational nature as arts and crafts. Grants are scaled to suit the qualifications of the instruction staff and the extent and quality of programme. Due to the fine

programme provided in Ottawa, the Department of Recreation and Parks receives the maximum grant available under the Act, which amounts to about \$10,000.00 annually.

The Conservation Authorities Act.

This legislation has not been employed by municipalities in the Ottawa area, but extensive works are carried on in this general field by the National Capital Commission under federal legislation. While the act is primarily designed to promote conservation of natural resources, such conservation includes purchase and development of land and watershed areas for parks and recreation purposes. Authorities may carry on these activities directly or may collaborate with other public agencies. It is likely that in the future, the need for conservation will become more apparent, and that, at municipal level, works will be undertaken under this act.

The Public Schools Act, and the Separate Schools Act.

These two acts are very similar, and provide authority for the establishment of schools. Parts of the acts are devoted to the matter of sites, and specific authority is given for school boards to purchase or otherwise acquire land, not only for school buildings, but also for pupil recreation and any other purpose required by the boards.

Under one or other of these acts then, all three school boards - Public, Separate and Collegiate - acquire extensive grounds for recreation purposes. Generally, the Public Schools

strive to obtain sites ranging in size from seven to ten acres, depending upon the area to be served and the number of pupils. Separate School normally acquire sites of about three acres. The Collegiate sites are usually the largest, and run anywhere up to twenty acres in size.

With respect to the type of recreation programme, reference is made to the heading 'The Schools Administration Act'.

The Schools Administration Act.

All three school boards derive their authority for recreation activity from this act. While broad powers are given to boards in this respect, programme and facilities are scaled to suit the requirements of school children in the limited time they have available. Most schools have excellent auditoriums, gymnasiums, and other special purpose indoor facilities in addition to the outdoor facilities.

School authorities advise that indoors, they provide physical fitness programmes and foster such activities as basketball and volleyball. Additionally arrangements are made for curling, figure skating and hockey at enclosed rinks, and the Public Schools in particular sponsor an extensive swimming programme at the various City public baths. Outdoors, the elementary school grounds are developed to provide for touch rugby, soccer, softball and basketball, while the Collegiate grounds provide similar facilities, extended to include more active sports such as rugby,

football, and baseball. All boards appear to carry on their programmes to the full limit of available budget.

Beyond these levels, all three boards liaise actively with the Department of Recreation and Parks in the development of more comprehensive programmes, geared to suit the needs of the general public both indoors and outdoors.

In some areas, the grounds of the various school boards are the only public open spaces available, while in others, school grounds have been coordinated effectively with those of the Parks and Recreation Department to produce neighbourhood and community centres in the full meaning of the neighbourhood concept.

#### The Municipal Winter Works Incentive Plan.

While this is federal legislation, it nevertheless is important in that it has offered great financial assistance on labour costs to municipalities. Its prime purpose is, of course, to encourage winter works programmes, so as to reduce winter unemployment. With respect to recreation, it has been of particular assistance since by sharing labour costs, it has permitted more municipal developments to proceed sooner, or alternately, has permitted funds to be diverted to other urgent projects.

For example, a project carried out with assistance of the Community Centres Act is limited by maximum specified grants, whereas under the Winter Works Programme no limitations are placed on total amounts but grants are restricted to labour costs. In

one case, a project for which only \$5,000.00 was available under the Community Centres Act, was assisted in the amount of \$50,000.00 under the Winter Works Programme. Both grants are not available at the same time. It will be appreciated that with assistance of this magnitude, certain types of recreation development projects benefit substantially, with resulting overall improvement in the total facilities available to the public.

#### The National Capital Act.

In addition to the various provincial acts enumerated above, there is a further important piece of federal legislation which has specific application to the Ottawa area. The act establishing the National Capital Area and the National Capital Commission has permitted the development of the Ottawa area to a degree not possible in other cities in Canada.

While the Commission has many and varied functions and activities, it is in particular charged with the responsibility of developing the National Capital, insofar as federal interests are concerned. As part of its duties, the Commission prepared what is commonly described as the Greber or National Capital Plan. While this document has no official status insofar as the provincial Planning Act, 1955, is concerned, it presents the results of a comprehensive examination of the National Capital Region, and sets forth the Commission's views on the form development should take, particularly in the urban areas centred on Ottawa in both Ontario

and Quebec. Notwithstanding this lack of official status, for many years the Plan has been the only guide for the rapidly developing urban area. The various local government entities, pending production of something of their own, have looked upon the Greber Plan as an acceptable alternate.

The Commission has spent millions of dollars annually on the development of federally owned lands in the region, and is well toward achievement of what many planners consider to be the ultimate in planning - a greenbelt, completely surrounding the urban area. Greenbelt is perhaps a misnomer, in that the lands in it, which vary from two to four miles in depth, are not intended to be developed solely as a park area, but are proposed for low density uses. This means that all uses, whether they be industrial, commercial, residential or public open space, should be developed on large acreages, with extensive, landscaped 'green' areas surrounding such buildings as may be permitted. The Greenbelt, in addition to its obvious advantages aesthetically, has placed a limit upon the extent to which the central city may grow, thus minimizing the services which the central city must provide for the urban area beyond the city limits.

Some of its intended purposes, may never be achieved by the Greenbelt. For example, it was originally proposed that the Greenbelt would contain development in the central area, and would force the overflow to materialize in controlled satellite towns.

While this may happen to some degree, in general what is happening is that overflow is spilling over the Greenbelt to take up where it left off in the City, in uncontrolled fringe development outside the Greenbelt. As put succinctly by H.A. Hosse:

Ottawa's urban growth will ignore the "five-minute belt" of low density, will jump it and continue its stampede across the countryside. Wherever the physical nature of the land permits, the urban spill will bubble over the two-mile rim and will eventually girdle the girdle.

Thus, while the National Capital Commission can do an effective job of controlling development in the Greenbelt, which it is purchasing, it has no control whatsoever over lands in the townships bordering the Greenbelt, and to date, these townships have done little to plan comprehensively for the surge of urban growth now inundating the outer fringes of the Greenbelt.

In terms of recreation, the Greenbelt offers tremendous potential as a reservoir of raw land which may be utilized for almost any conceivable form of active and passive recreation. In immediate terms, it is likely that one or more public golf courses will be available for play within the next year or two. In the future, only imagination, will, dollars and compliance with the overall intent of the Greenbelt can contain its potentialities.

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<sup>1</sup>H. A. Hosse, Ottawa's Greenbelt and its Anticipated Effects, a paper presented to the Tenth Annual Meeting of the Canadian Association of Geographers, Kingston 1960, (The Canadian Geographer, No. 17, Nov. 1960) p. 40.

More particularly with respect to the City of Ottawa, the National Capital Commission has purchased vast tracts of land interlaced throughout the City in continuous ribbons along waterways and through scenic areas. Upon these lands the Commission is in process of constructing a magnificent network of urban parkways, parts of which have been in operation for years, to the immeasurable benefit of residents and tourists as well. As an ornamentation of the National Capital, they are without parallel, and as open green "breathing space", they have provided the Capital City with all it could ask for in major passive open areas.

In addition to the parkway system, the Commission has also been active in the construction and operation of individual park areas, such as are shown at Rockcliffe Park and Mooney's Bay on the illustrative maps forming part of this thesis.

It will be understood that these varied federal activities are mixed blessings. The barriers to growth, the problems of city services, and expenses to the city ratepayers are only a few of the compensating problems. However, from a strictly recreation point of view, the federal lands, consisting of over 25% of all lands in the City, are tremendous assets, which augment the local recreation system to a degree inconceivable in terms of local municipal budgets.

#### General.

The foregoing are the major items of legislation affecting the development of recreation in the Ottawa area. Other

legislation may be available in this same field, but does not affect the sphere of land, which is the primary interest of this thesis.

### Existing Facilities

The most important, and probably the most time consuming aspect of any planning proposal, is an assessment of the present situation. In connection with parks and recreation, it might be assumed that it would be a relatively simple matter to total up the various areas developed for parks and school playgrounds and to draw direct conclusions as to future requirements based on some standard. Unfortunately, the process is not so simple, and the uninitiated <sup>w</sup>ould do well to make a careful appraisal of available information before committing himself with respect to time or cost involved.

In the Ottawa situation, the problem was simplified to the extent that the study was restricted to the City of Ottawa proper. It had been the sincere hope of the Planning Board and of the city planners, that the scope of the study might be the whole of the planning area. Recreation knows no political boundaries, but the provision of facilities, and the expenditure of staff time and money depend directly upon the attitude of the elected officials. Notwithstanding the Board request that the study be made all-embracing insofar as the planning area municipalities were concerned,

only the City of Ottawa was prepared to proceed with the study. It was then made for the City alone, but with an open invitation to other municipalities to join should they determine to do so.

#### Parks and Playgrounds.

As a first step, the existing park structure was analyzed. It was with some surprise, possibly unjustified, that the park maps and records were found to be completely inadequate, and in some cases, non-existent. City maps were examined, and some parks were found thereon, but not all, and such as were shown were not necessarily accurate in either size or location. It became apparent that the park and recreation system had grown by leaps and bounds with the recent annexation of parts of adjoining townships, and had never quite recovered, at least to the extent of completing a city-wide recording of all properties used or held for recreation and park purposes.

Then began the long and tedious task of searching the Recreation and Parks department files. The Department staff was most cooperative in this regard and produced a listing of sites which to their knowledge, after a search of City Council Minutes for many years, were assigned to the Department for administration. In some cases the information was comprehensive, but in others, general location was available, but specifics respecting size, legal description and official status as dedicated park land were incomplete. Part of the problem lay in the fact that many records

had been lost, or destroyed in the fire which consumed the old City Hall years ago.

Following this phase, an exhaustive search of Assessment, City Clerk, Surveys and Board of Control records was made. A surprising amount of additional data was accumulated, but it was still necessary to make an examination of the land registry offices to complete the title descriptions. Unfortunately land records in Ottawa were contained in three separate registry offices. This situation did not help.

Finally, the file of existing city-owned park sites was complete, and all information was transferred to city maps to permit an analysis of the suitability of the parks. Map 2, which is located at the end of this report, shows clearly, coloured green, the varied size, shape and distribution of city-owned parks.

It will be noted that on this same map, other recreation lands, as represented by the grounds of the various school boards and universities, identified with diagonal cross lines, and the lands of other levels of government, identified with diagonal hatch lines, have been shown to illustrate their relationship.

While city parks are distributed over the City, there is no pattern of any kind as to location, with some parts of the City well served, and others completely without open space of any kind. This is especially true in the heavily populated central area, where space is most needed and most difficult to obtain. Similarly, the

newer areas of the City have been developed almost without regard to provision of park or playground space other than that provided at school grounds. Further, the size and shape of park sites varies drastically, with no relationship to areas being served. Certainly no relationship such as is suggested by the neighbourhood concept is in evidence.

It is assumed that the variations noted lie at least in part, in the history of development in the Ottawa area. As has been the case in many other cities, Ottawa was originally a very small city, which progressively annexed to it, the adjoining communities, some being fully developed, others consisting largely of rural farm areas. The adequacy of park and recreation space under such circumstances is understandably less than might be desired.

#### School and University Grounds.

The task of establishing the size and location of school playgrounds and similar educational open space was much simpler than that for parks. Fortunately the Public School Board, the Separate School Board and the Collegiate Board had relatively few sites each, and had complete records respecting location. Some difficulty was encountered with respect to calculating total size of some sites, and in almost all cases, the specific location of school buildings on the various sites was not available. In order to determine the outdoor space available for recreation purposes,

it was often necessary to measure up each site on the ground. As will be appreciated, with 53 Public School, 53 Separate School and 13 Collegiate sites, this chore represented a sizeable outlay of time.

When finally tabulated, the educational lands were mapped as shown on Map 3. Grounds of the Public Schools on this map have been coloured bright yellow, those of the Separate Schools a yellow-orange, and those of the Collegiate Board bright orange. The sites of the Technical School, the Normal School, the University of Ottawa and Carleton University have been shown in light brown. Private schools are shown dark brown.

Particularly evident from this map is the marked variation in school ground size for all three boards. It will be noted that in the central area, there are a remarkable number of schools, established in early years to serve ethnic groupings. Unfortunately, in terms of recreation, nearly all central area sites are extremely small and occupied almost entirely by school buildings. It is significant that, with the passing of the years, all three school boards progressively acquired larger sites. This is reflected, almost directly, by the distance schools are located from the centre of the city. Exceptions to this rule are found in some of the older schools in outlying areas, acquired by annexation from other communities.

By policy, the Separate School Board even today acquires relatively small sites, in the vicinity of three acres, whereas the

Public School Board purchases sites in the range of from seven to ten acres, depending upon the size of the area to be serviced. The Collegiate Board sites are normally about twenty acres in area.

In terms of the neighbourhood concept, schools are better located than are parks, but the exigencies of the moment have obviously been served in the past. The pattern of school location has developed to serve population existing at the time, rather than the population ultimately to be served. It is only in the past few years, when planning officials were able to advise school boards on probable development, that school site selection has resulted in centrally located neighbourhood schools. With respect to Collegiate Board sites, other factors have influenced site location. Chief of these is the fact that the Collegiate Board has been required to serve not only the pupils from the City, but also those from the adjoining townships. This has resulted in recent years in Collegiate sites being located closer to the city limits than might be wished for in terms of their use as community centres for the City.

#### Five Percent Lands.

While the parks and playgrounds of the Department of Recreation and Parks together with school grounds undoubtedly form the core of local recreation space resources, another group of sites is extremely important, and will provide the bulk of all additional lands to be acquired in the future at neighbourhood and

community level. These are the lands described in the legislation section of this chapter as "five percent" lands for public purposes. Since 1947, Ontario legislation has permitted the Minister of the Department of Planning and Development to require subdividers to set aside for public purposes other than highways, land not in excess of five percent of the total land in any plan of subdivision. In 1952, the Planning Act was amended to empower the Minister to authorize payment of a sum of money in lieu of the five percent lands to be given to the municipality, under certain circumstances. Under this amended act, the Minister may also authorize municipalities to sell five percent lands. Regulations respecting monies obtained in these ways are required to be placed in a special fund which may only be used with the Minister's approval, and then only for the purpose of acquiring other lands for public purposes.

One of the "circumstances" required by the Minister has been that the municipality, before being permitted to accept cash in lieu, or to sell five percent lands, must have an official plan of land use. Since Ottawa has had only an official plan of major thoroughfares, parkways and railways, it has since 1947, been compelled to take land from each subdivision, regardless of whether or not the land was suitable for public purposes. Thus with rapid urban expansion in the period from 1947, Ottawa has acquired a large number of five percent parcels.

In the August-September<sup>1</sup> and November<sup>2</sup> issues of "Ontario Planning", the Department of Planning and Development makes a previously stated policy amply clear that public purposes means "for parks and recreation". Thus the vast acreage of five percent land held by the City, represents an equally large area of prospective park lands which can be added to the available land now in parks and school grounds.

Not all the five percent lands are suitable, and one of the major tasks in preparing the plan for Ottawa, was the examination of each of these parcels to ascertain which ones were adaptable to the needs of the proposed park system, and which ones should be sold. Since five percent lands over the years had been accepted and the transfer deeds quietly filed away, it was necessary to review the individual file of each subdivision to ascertain their size, shape and location. This process was carried out and the most suitable sites plotted as shown on Map 4. All other parcels were considered as inadequate, and were referred to the Minister for his approval of their sale, subject to approval of the official plan. An estimate of their value at

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<sup>1</sup>The Community Planning Branch, Ontario Planning August-September, 1959, Vol. 6, No. 7 (Toronto, Ontario: Department of Planning and Development, 1959) pp. 1-4.

<sup>2</sup>Ibid., Nov. 1959, Vol. 6, No. 9, pp. 2-3, 6.

that time was made by the City's Land Valuation Committee at \$145,000.00. Actual sales consummated to December 31, 1960, for thirty-seven parcels, together with cash in lieu taken from five small subdivisions, after Ministerial approval, actually amounted to over \$210,000. Since this sum represents only part of the value of lands not required for the park plan, the overall importance of the five percent provisions of the Planning Act will be more apparent.

With particular reference to Map 4, it will be seen that the five percent parcels retained, have been coloured in yellow-green. They are nearly all fairly substantial in size, and as might be expected from the enabling legislation, are distributed throughout the newer areas of the City. Often placed adjacent to school sites, they permit combination of public open space with more efficient use of such space. It will be noted too, that with devotion of these public purpose lands to recreation and park use, many of the otherwise unserved, new residential areas become much better endowed with public open space than are some of the older areas. This observation is not made to suggest that the new areas are necessarily provided with adequate space, but that in comparison with other areas, they are better served. Also shown on Map 4, are two or three sites now proposed to be sold.

National Capital Commission and Other Government Lands.

Also shown on Maps 2-4, are lands owned by federal government agencies. Information respecting the size of various holdings and their intended uses, was provided by the National Capital Commission and transferred directly to the City base maps. On the several large maps in this report, they are shown in several ways to depict use clearly, since not all such lands, although "open" in character, can be considered as park or recreation lands. Existing parks are shown with diagonal hatching, while lands now developed or held for the National Capital Commission drives or parkways are stippled, as are the major government building concentrations, which are park-like in their landscaping treatment. Prime examples of this latter form of public ownership exist at the Dominion Experimental Farm, Parliament Hill, Tunney's Pasture and the new Rideau Heights development. Major parks are at Britannia Bay (natural state), Mooney's Bay (National Capital Commission owned but city operated), Rockcliffe Park (city-owned but National Capital Commission operated) and at Vincent Massey Park (picnic area). One other area not shown on the map, since it lies in Quebec, but one not to be omitted, is the tremendous Gatineau Park, so famous to Canadians. Located just across the Ottawa River, it plays an important part in the recreation activities of Ottawa people. It is retained in its natural mountainous state and is one of the best recreation areas in Canada.

Noted for its winter sports, particularly skiing at Camp Fortune and at other private "islands" in the park, it also offers a wide variety of summer and fall activities with its lakes, walking trails, and well paved parkways. The fall "turning-of-the-leaves" is one of the Capital's major sights for visitors and residents alike.

Also not shown on the various maps illustrating present facilities, is the previously discussed Greenbelt. It is however shown in part on Map 5. This belt, designed for low density development, is located just outside the City limits, and extends as a crescent, varying in width from two to four miles, from west to east around the southern part of the City. Eventually it is hoped that its counterpart will be completed to encompass the urban area about the City of Hull in Quebec.

The Greenbelt is still being acquired by the National Capital Commission, and its final uses are far from settled. However, the Commission has stated on more than one occasion that much of it will be devoted to open public uses. In at least two locations, space is being leased to private companies for the purpose of developing new golf courses. These are urgently needed in the National Capital, and are illustrative of the wide uses to which the Greenbelt may be put, while maintaining its essential low density and open character. While yet to be proven, there seems little doubt that its fifty-seven odd square miles of wooded, farm and waste lands will serve an important function in the recreation field.

Private Facilities.

Finally, the overall study examined the many private institutional and commercial facilities available for recreation purposes. These have not been mapped since in general they are provided within buildings which have little or no outdoor open space available to the public. It must be recognized that these facilities, provided at such places as the YMCA, YWCA, churches, private schools, clubs, bowling alleys, tennis clubs and golf courses, provide essential services. They are not, however, within the terms of reference of this thesis and are therefore mentioned only to recognize the part they play.

## CHAPTER IV

### PREPARATION OF THE PLAN FOR OTTAWA

#### Procedure

The purpose of the Plan has been expressed previously in this report, but possibly not as fully nor as pointedly as it appears in the formal submission of the Plan to the Minister for final approval. This document, briefly identified as Amendment No. 2 to the Official Plan, states that its purpose is:

. . . to establish a policy for parks and recreation areas situated within the City of Ottawa, for guidance in the development of an overall long range site location program; to reserve City and other publicly owned lands for park purposes; to make most effective use of the "5% Public Purpose" provisions of the Planning Act; to minimize the inconvenience and expense to subdividers and to the City, of the present practice of taking 5% lands, where such lands do not form part of a comprehensive park plan; and to establish the authority to accept cash in lieu of 5% lands in new subdivisions to facilitate the acquisition of private lands for park and recreation purposes.

The plan deals with the location and size of active and passive recreation areas. It is not intended to provide for either development or program for lands herein proposed. Both of these will vary from time to time, depending on a variety of changing conditions which cannot

now be forecasted accurately, and which will be determined and carried on by the appropriate City department as need, funds and policy dictate.<sup>1</sup>

### Neighbourhoods

Upon completion of the assessment of existing conditions, and of the mapping of the various facilities so established, the task of establishing a rationale into which these facilities might be oriented in proper perspective, was commenced. Consideration was first given to the overall theory and philosophy of recreation as it appears in Chapter I. It was determined that, while the neighbourhood concept, as suggested in the "Neighborhood",<sup>2</sup> is more often realized on paper than on the ground, the alternative, sprawl, is unacceptable, and the concept is one solution to the provision of a better and more efficient environment. Our distinguished the Hon. Vincent Massey, when Governor General, is reputed to have said:

Does the amount of land dedicated to parks seem sufficient in a country with the area of half a continent? Few as our parks may be, they are, in some cities, constantly suffering from encroachment. Some of these invasions are doubtless necessary, but can we not see that a park is as essential as a road to sane and healthy town life? To reduce without need the precious area set apart as a park is to betray posterity.<sup>3</sup>

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<sup>1</sup>The Ottawa Planning Area Board, Amendment No. 2 to the Official Plan of the Ottawa Planning Area (Ottawa, Ontario: The Planning Branch of the City of Ottawa, 1959)

<sup>2</sup>R. Shean McConnell, The Neighborhood, a paper in the Community Planning Review, September, 1959, (Ottawa, Ontario: The Community Planning Association of Canada, 1959) pp.82-87.

<sup>3</sup>J. Alph Dulude, unpublished notes respecting the Official Plan of Parks and Recreation Areas, Ottawa: 1959.

These profound ideas, so clearly expressed, might as easily have extended to include the corollary, namely, that to fail to set apart available land as a park is also a betrayal of posterity. Thus, in tackling the preparation of a plan for Ottawa, every effort was made to conserve and retain all land in public ownership which conceivably could add to the public enjoyment, and all land which could not so serve, profitably, was put up for sale, so as to acquire funds for purchase of more desirable land.

The first step was to make a general appreciation of the form of the City, to examine the various facets of its make-up, and to divide it into general districts, physically and socially coherent, and of such size as to permit convenient study. Possibly the most important factor in this preliminary arrangement was acceptance of the old central city as being a natural study area, being bounded by dominant physical features such as the railway to Hull and the Rideau River. With this central district tentatively fixed, other parts of the City fell into three natural segments, West, South and East. These four areas appeared to be likely to remain natural districts in the future, and fitted well into the general city administrative structure, particularly with respect to the Department of Recreation and Parks programme administration.

The next step was to examine each of these districts in detail, and to set up the basic element proposed in the

neighbourhood concept - the neighbourhood itself. To simplify this examination, all areas used or proposed for use as industrial, commercial or other non-residential purposes, were determined and deleted from the study so as to isolate the residential lands which were the prime areas of interest. These lands were the ones in which people would reside, and to which, therefore, public open space should be oriented.

With details of desirable standards as expressed in Chapter II in mind, each district was studied with respect to the natural or man-made barriers which tended to influence neighbourhood size and physical liaison between portions of the residential complex. All railways, canals, rivers, major traffic arteries and geological faults were plotted. The location of schools, existing parks, five percent lands and other public open spaces were related. Gradually, with the desirable half-mile unit size in mind, the neighbourhood pattern emerged. As might be expected, due to the irregular pattern of physical barriers, the shape of neighbourhood units frequently varied from the theoretically desirable circular or square shape.

The gross area of each neighbourhood, so tentatively selected, was then measured carefully, and appropriate reductions made with respect to such matters as substantial local commercial areas, school playgrounds and other large areas such as parks, which would not contribute directly to neighbourhood population. As each such deduction was made, each neighbourhood was further

refined, so as to assure a reasonable and workable size.

Once the net residential land was established and set forth in tentative neighbourhood units, each such unit was then studied in still greater detail. Since people were the primary concern, and an assessment of the number of people, present and future, an immediate goal, an effort was then made to count heads. Present population was relatively easy to determine, and was established first from the Dominion Bureau of Statistics Census records. These data were carefully plotted, both with respect to census tracts and the smaller enumeration areas. Since these data were based on the 1956 interim census, they were already, in some respects, inaccurate through passage of time. Further refinement was then achieved through use of records of the Assessment Department, which compiles yearly records for purposes of the voters lists. Still further detail was available as a check from Might's Directory, an annual publication similar to the Henderson Directory in Winnipeg.

The establishment of future population was a much more difficult task, which involved a complete study of population trends, and a twenty-year projection into the future, not only of the total population, but of the population of each of the neighbourhood units. The details of calculations and assumptions made in this study were most involved and time consuming.

Incorporation of a summary of pertinent material in the text at

this point would be confusing, and it has, therefore, been relegated to the Appendices. It is sufficient to note here, that the calculations were based on a thorough analysis of existing land use and zoning regulations, and on a careful appreciation of the probable changes which would take place and affect population density. The probable age composition of the population was also determined, since the application of space standards is related not only to total population, but to the various age groups in the population.

Once future total population and distribution was determined, and related to the individual neighbourhoods, a further refinement of boundaries was made to assure that each would contain a future population within the general range established as being desirable in terms of the neighbourhood concept. Final refinements were also made to assure that each neighbourhood was reasonably homogeneous with respect to its social composition, and insofar as existing physical plant was concerned, well oriented to the park and recreation spaces available, both existing and reasonably likely to be acquired as extensions to existing parks and school grounds.

These final refinements included a careful appreciation of ethnic groupings, family incomes and problems of the two-board system of Public and Separate schools with their connotations of religious training cleavage. Insofar as possible this aspect of social coherence, or lack of it, was subdued and an

effort made to achieve neighbourhood solidarity on the basis of common interests, rather than on doctrinal differences. Neighbourhoods finally determined upon are shown on Map 5, which is the Plan for Ottawa.

### Space Standards

With neighbourhoods thus established, and population of each ascertained, the next phase of study concerned a determination of how much public open space was desirable for each neighbourhood. As discussed under the heading of standards, in Chapter II, and as detailed in the Appendices, appropriate standards were determined and applied to the population of each neighbourhood, making suitable adjustments to allow for peculiarities in population composition and needs in the Central District. In this district, the predominating features were high density, small family size, extensive building coverage, high land cost and inadequate public open space.

From the gross public space requirements determined in this fashion, were deducted the existing public spaces, including parks and playgrounds, five percent lands, and effective school playgrounds, "effective" meaning the land available for recreation space after deduction of land actually used up for school buildings and building landscaping. Thus the net public open space required to be obtained by purchase, gift, exchange or other devise was

established. This figure is shown on Map 5, in the lower half of the circle centred on each neighbourhood. The other numbers in the upper halves of the circles are the individual neighbourhood identification numbers. These are composed of the first letter of the district name, plus the number of the individual neighbourhood in that district.

To permit the official plan to act as a flexible guide, rather than a rigid rule, the required additional open spaces are not delineated or identified specifically as to location. They are rather, shown merely as acreage totals to be acquired as opportunities present themselves, and as funds and City policy permit. This method has the additional advantage, which is very real, of keeping the specific requirements of the City out of the hands of land speculators, whose activities might result in increase in land costs to the City.

Map 5 has been prepared to show final proposals with respect to neighbourhoods and with respect to the specific proposals for recreation space in each. It represents an achievable compromise between the desirable theoretical plan, and the contrary elements of existing fact, namely the present facilities such as parks and schools which do not fit exactly into the desired pattern. Further improvements can be made in time, but some elements will remain for many years until obsolescence overcomes the realities of cost, and forces, or at least permits, relocation to fit the overall, long range scheme.

### Communities.

Similarly, in accordance with the neighbourhood concept, neighbourhoods were grouped together to form communities, centred on the high schools. Due to the extremely large size of these institutions, it was possible to minimize the amount of new park and recreation land to be added to the high school sites, and to distribute land thus made available to other locations where it could be employed more effectively. Only the land necessary for Recreation Department buildings was located at the high schools. The school buildings, with their extensive array of auditoria, gymnasias and similar special facilities, provided an excellent base for indoor recreation and community affairs, while their extensive grounds provided the essential open space needed for the community playfields.

### City-wide Facilities.

With respect to city-wide facilities, it was considered that the major parks already existing, such as Britannia Park, Brewer Park, Mooney's Bay, Vincent Massey Park, Rockcliffe Park and the extensive federal government open spaces included in the parkway system and around public buildings, provided very well for the needs of the City. A few exceptions exist. The first is a proposal for a new Ottawa River park to be located roughly midway between Britannia and Rockcliffe Parks. This new park is proposed to be on land reclaimed from the Ottawa River

with construction of a causeway across Nepean Bay as part of the Ottawa River Parkway, followed by filling of the bay so severed from the river. In this same area, the National Capital Commission has long range proposals for development of the Lazy Bay islands. It is proposed also to construct a new Ottawa River bridge across the islands, and it is considered that combination of the two projects will result in an exceptionally fine park projecting well out into the Ottawa River.

With respect to Britannia Park, plans are to extend the present site, probably by agreement or by acquisition, of the large area immediately adjacent, owned by the Ontario Hydro and under lease to the National Capital Commission. Some need exists for public beaches along the Ottawa and Rideau Rivers, and plans are being made for these. A further proposal is being explored with the National Capital Commission, to develop the large government holding adjacent to the University of Ottawa playfield on the Rideau River, so as to complete the pattern of major parks at desirably spaced intervals throughout the City. Finally proposed is development of the Rideau River Trail. This is essentially a walking trail, linking up historic places and existing parks along the north and west banks of the Rideau River, from the southerly city limits to the junction of the Rideau and Ottawa Rivers at City Hall on Green Island.

Reference has been made from time to time to the National Capital Commission parkway system. It is not complete,

but the lands necessary for its completion have been acquired, and only funds and time hold back its fulfilment as one of the finest combined park and thoroughfare systems in the world. Insofar as the City's Plan is concerned, the parkways are accepted as background, as a fixed framework of public open space, into which other elements of the City are fitted. The parkways are not part of the Plan, but are essential to it.

#### Adoption

The Plan, finalized as noted in the foregoing, was submitted to the City Technical Advisory Committee, which recommended it for approval to the Ottawa Planning Area Board. The Board, after careful examination of its contents, finally accepted it as an amendment to the Official Plan of the Planning Area, and recommended its enactment as a by-law to Board of Control and City Council. In due course, these elected officials adopted the Plan, and referred it to the Minister of Planning and Development. In March of 1959, over two years after commencement of studies, the Minister gave formal approval to the Plan.

#### Implementation, Budget and Priorities

The foregoing, then, is the Plan for Ottawa, It is bold in its concept, farsighted in its vision, complete in its

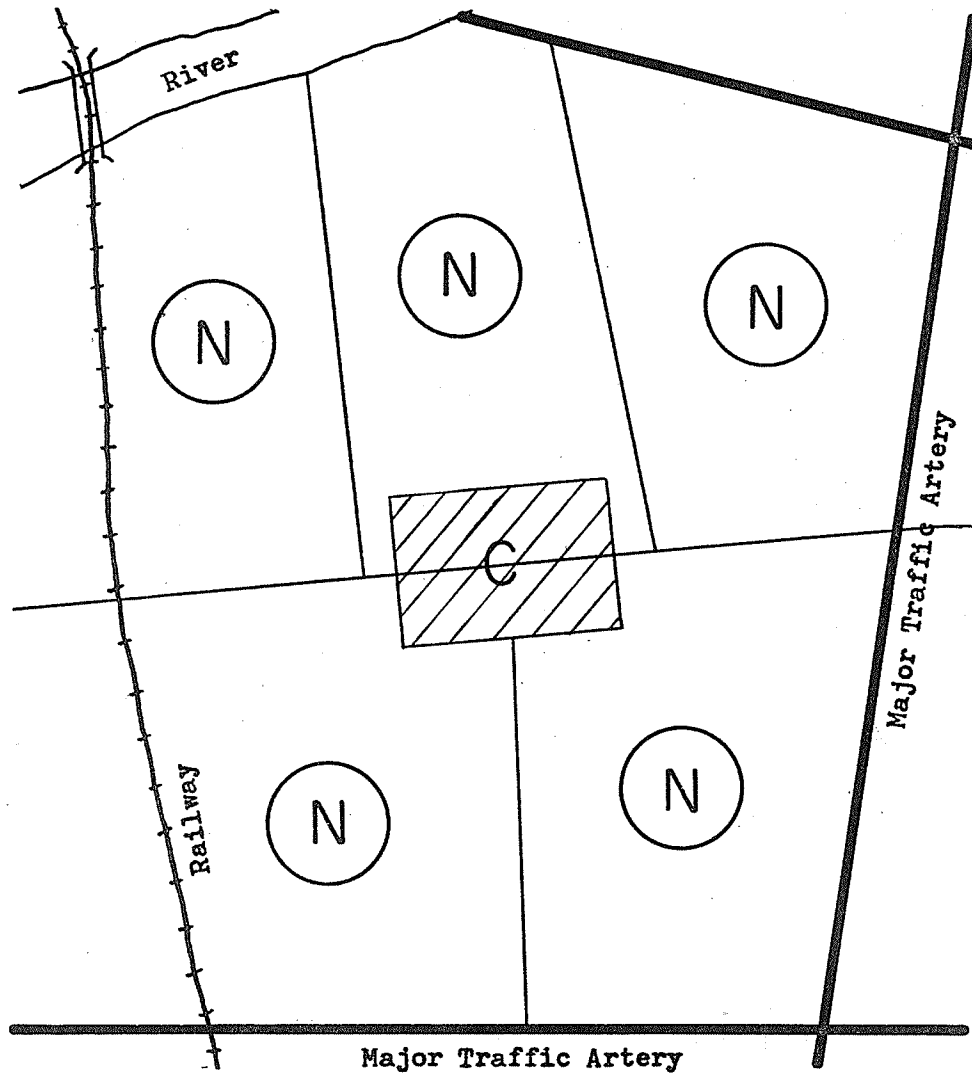
detail, practical in its hope of achievement.

What remains to be done, is a very great deal, but it can be done if the appropriate city employees are diligent, if the elected officials are responsible and if the public presses for its fulfilment. The task ahead is substantial, and will not become less so as various land areas in the Plan are added to the park system, for as the problems of land are overcome, the problems of development and program just begin.

Implementation in respect of land takes many forms. Part of the requirements will be met by simple dedication by-laws, assigning city-owned lands to park use, or by similar transfer of excess government lands. Other lands will be acquired through the five percent requirements of the Planning Act with new land subdivision. Parts will be acquired through gifts and exchanges of land, and some will be reclaimed through redevelopment and urban renewal, particularly in the Central Area. Finally some will be acquired by purchase and through expropriation proceedings when all else fails.

By comparison with results achieved, the cost is small. Legislation, as outlined in Chapter III, is more than adequate with respect to authority, and is generous with respect to financial grants-in-aid. Whatever costs are additional, need not be onerous, in that the total may be diluted through allocation over a period of many years. Success is dependent

upon City officials preparing a programme, geared to the urgent needs, scheduled to protect lands which eventually will be required, and tailored to fit the City's annual financial ability to pay. Priorities will fit into this programme, and will vary from time to time, depending on the current needs of people, who are, after all, the masters, and their needs the only reasons for recreation.



MAP I

DIAGRAMMATIC REPRESENTATION  
OF A COMMUNITY

LEGEND



COMMUNITY CENTRE

High School

Community recreation  
including playfield and  
indoor facilities.

Health Centre or clinic

Church

Community Shopping and  
offices.



NEIGHBOURHOOD CENTRE

Public School

Neighbourhood park and  
playground.

Church

Note: Neighbourhood  
shopping located at  
fringe of neighbourhood.










MAP 2

PRESENT PARK AREAS

# PRESENT PARK AREAS

CORPORATION OF THE CITY OF OTTAWA  
PROPOSED OFFICIAL PLAN OF PARKS & RECREATION

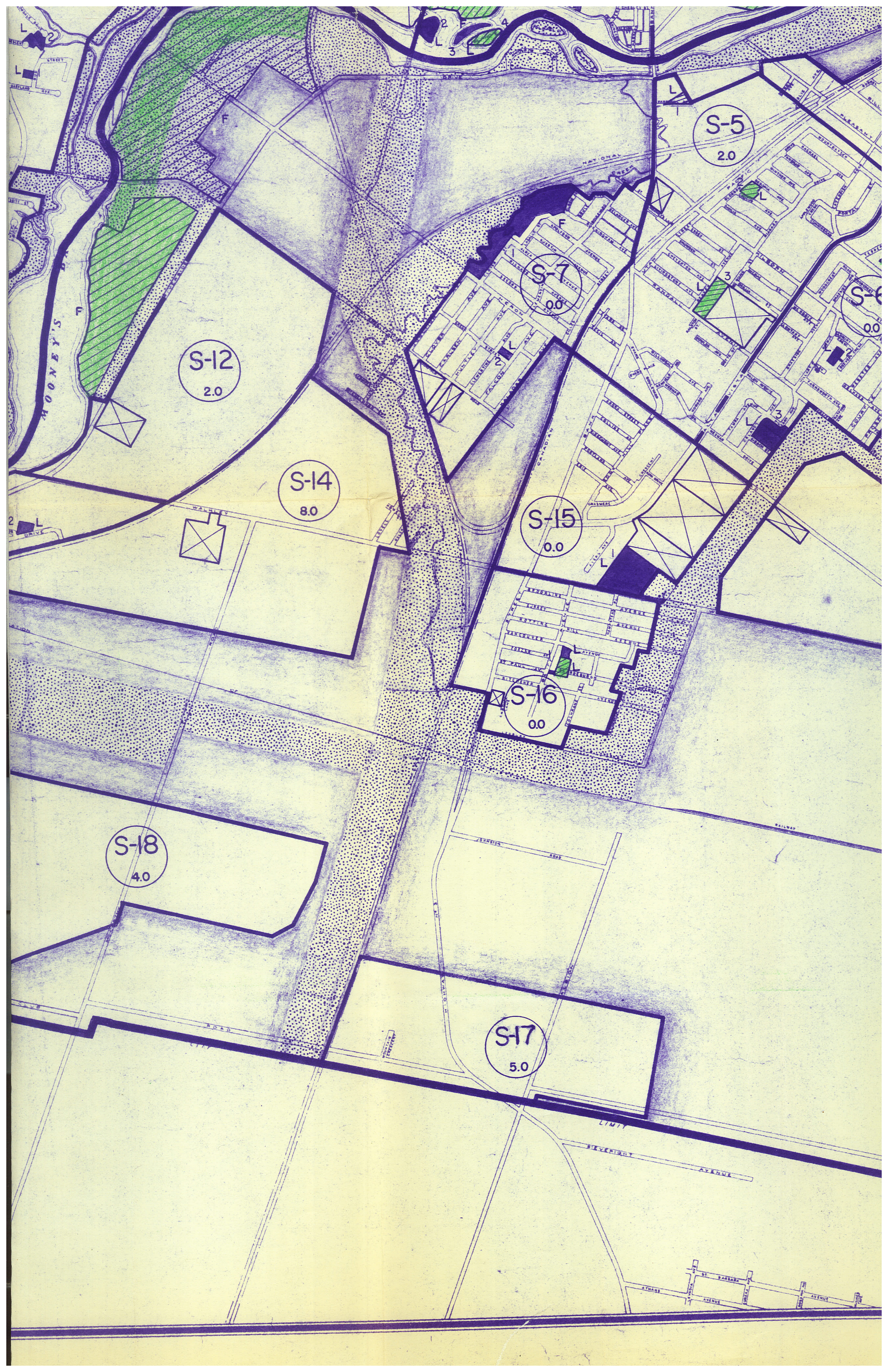
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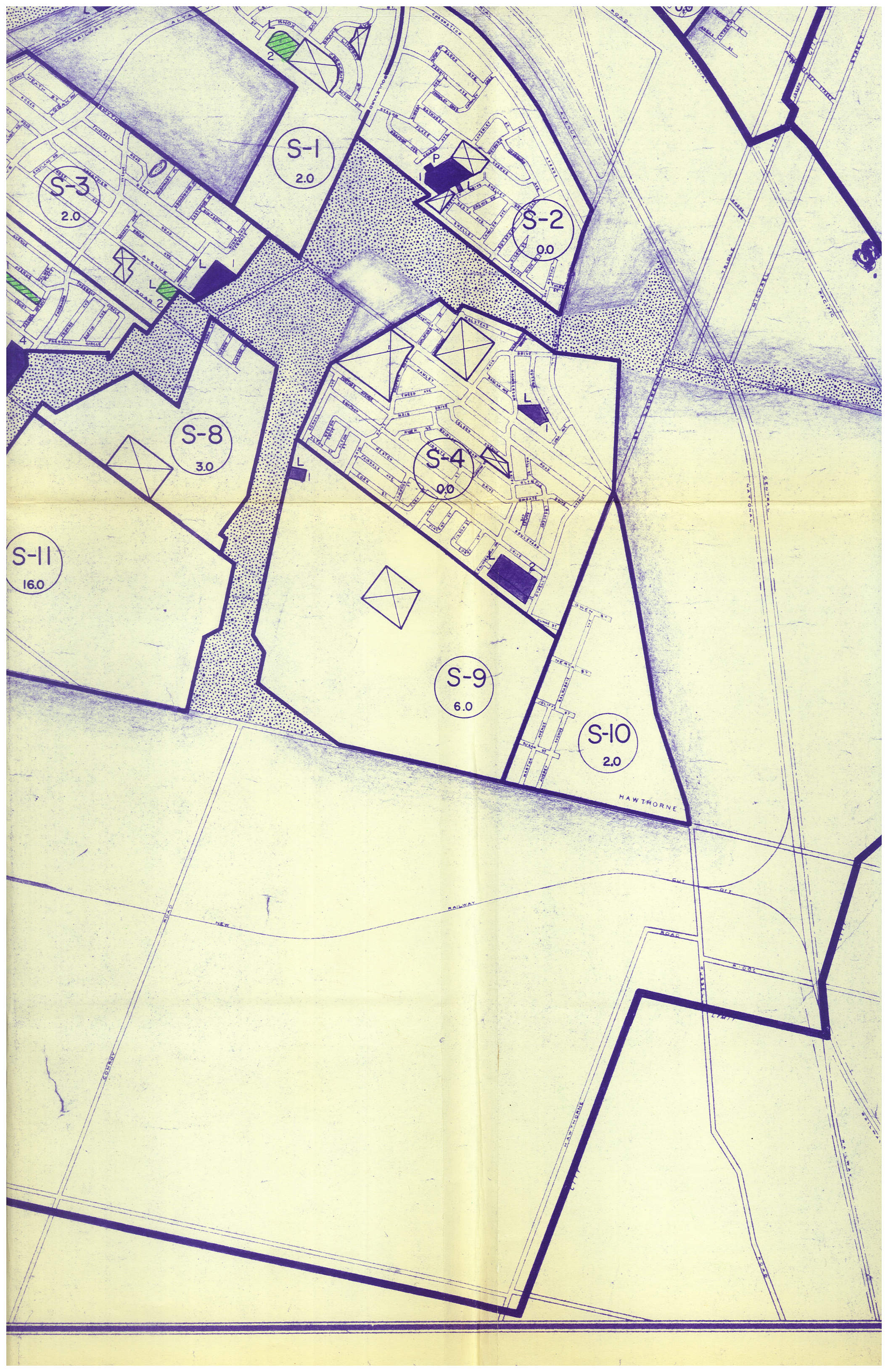
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-  L EXISTING PARKS AND RECREATION AREAS (CITY PROPERTY)
-  F EXISTING PARKS AND RECREATION AREAS (FEDERAL OR PROVINCIAL PROPERTY)
-  L PROPOSED AREAS FOR PARKS AND RECREATION (CITY PROPERTY)
-  F PROPOSED AREAS FOR PARKS AND RECREATION (FEDERAL OR PROVINCIAL PROPERTY)
-  EXISTING AND PROPOSED PARKWAYS AND OTHER CONTROLLED LANDSCAPED AREAS
-  DISTRICT BOUNDARIES
-  NEIGHBOURHOOD BOUNDARIES
-  IDENTIFICATION OF NEIGHBOURHOOD (e.g. S-3) AND AREA IN ACRES TO BE ACQUIRED FOR PARKS AND RECREATION IN THAT NEIGHBOURHOOD IN ADDITION TO EXISTING AND PROPOSED SITE SHOWN (e.g. 1.2 ACRES)

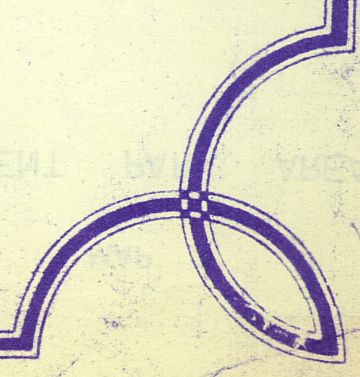
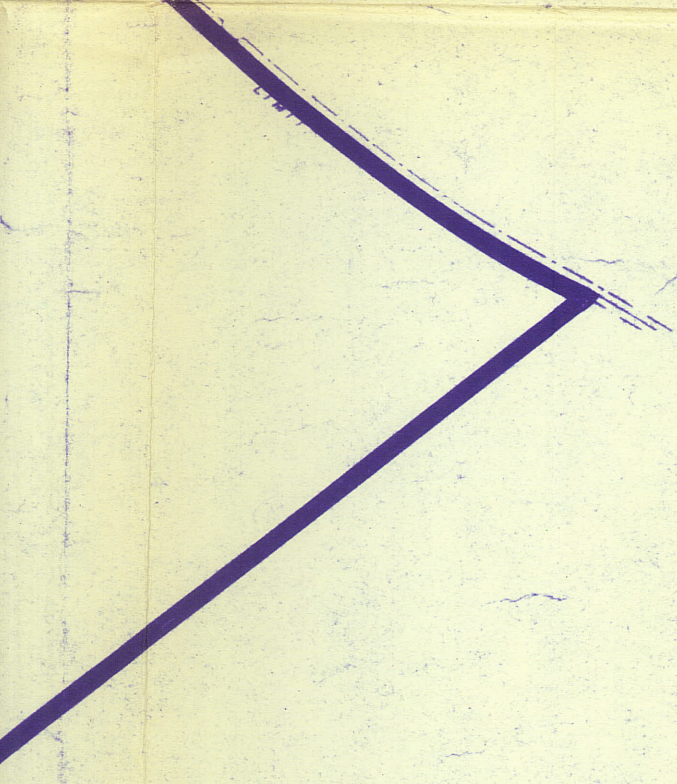
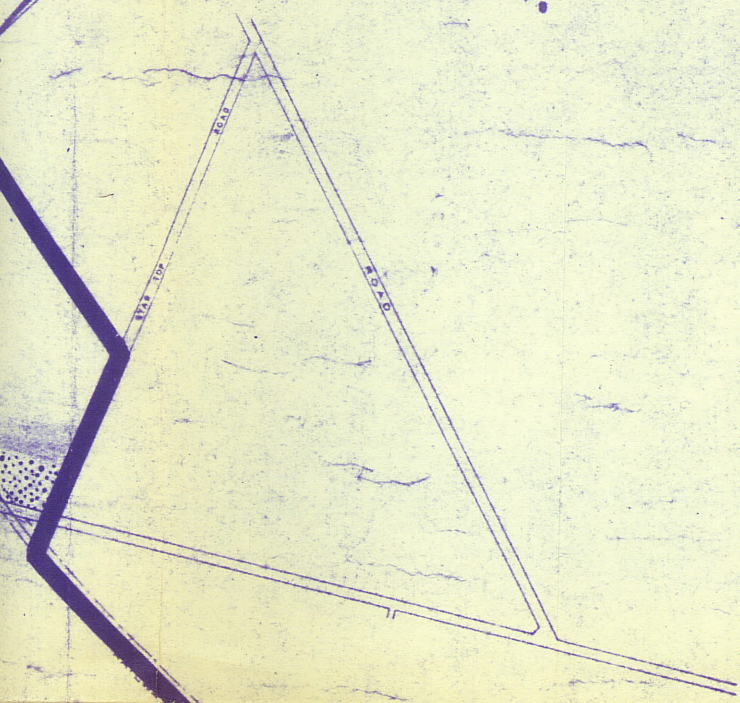


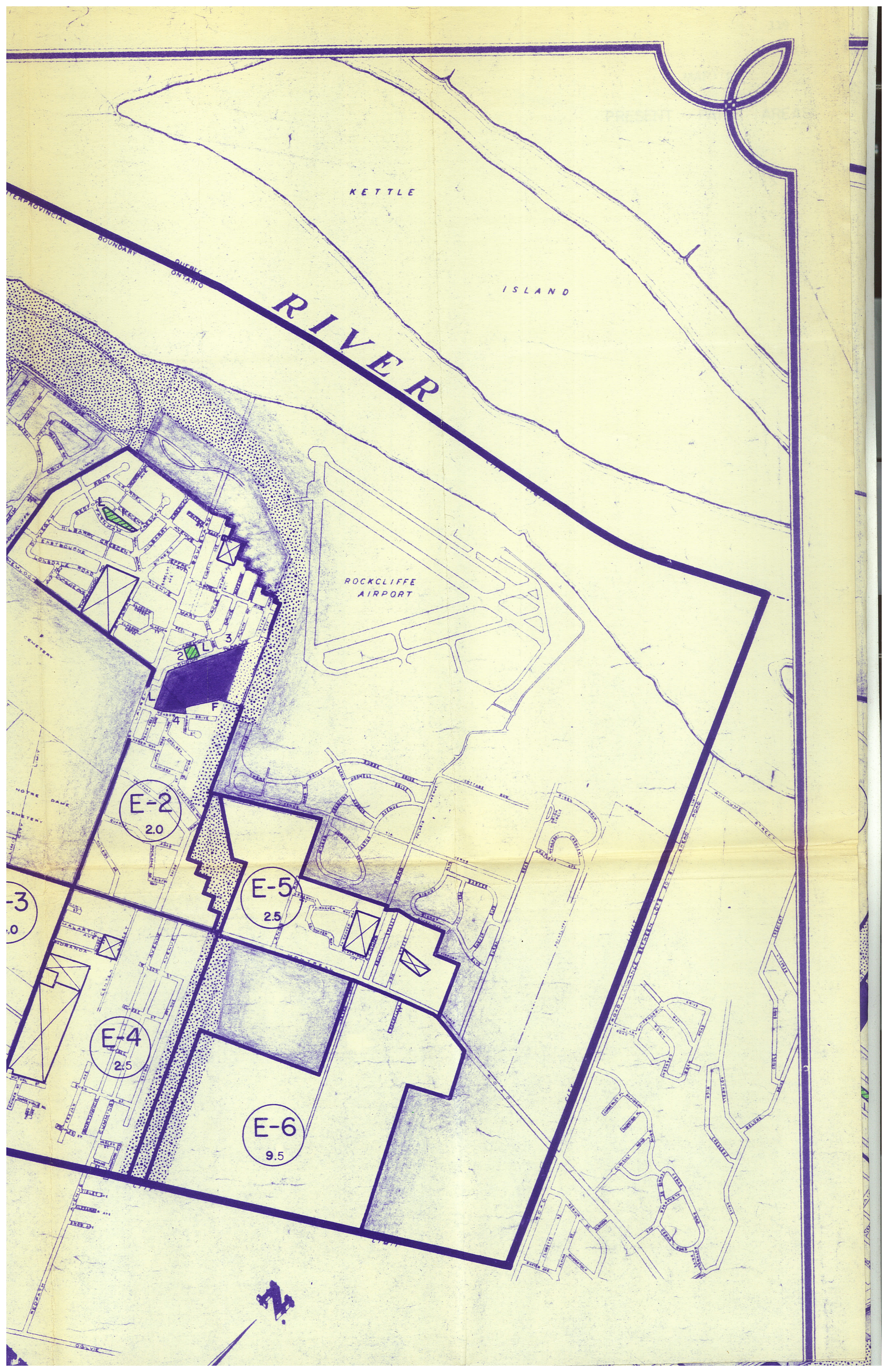
SCALE IN FEET











# OTTAWA



RIVER

CANAL

NEPEAN BAY

DOW'S LAKE

RIDEAU

W-7  
30

W-8  
20

W-12  
40

W-13  
20

C-1  
24

C-7  
70

C-10  
50

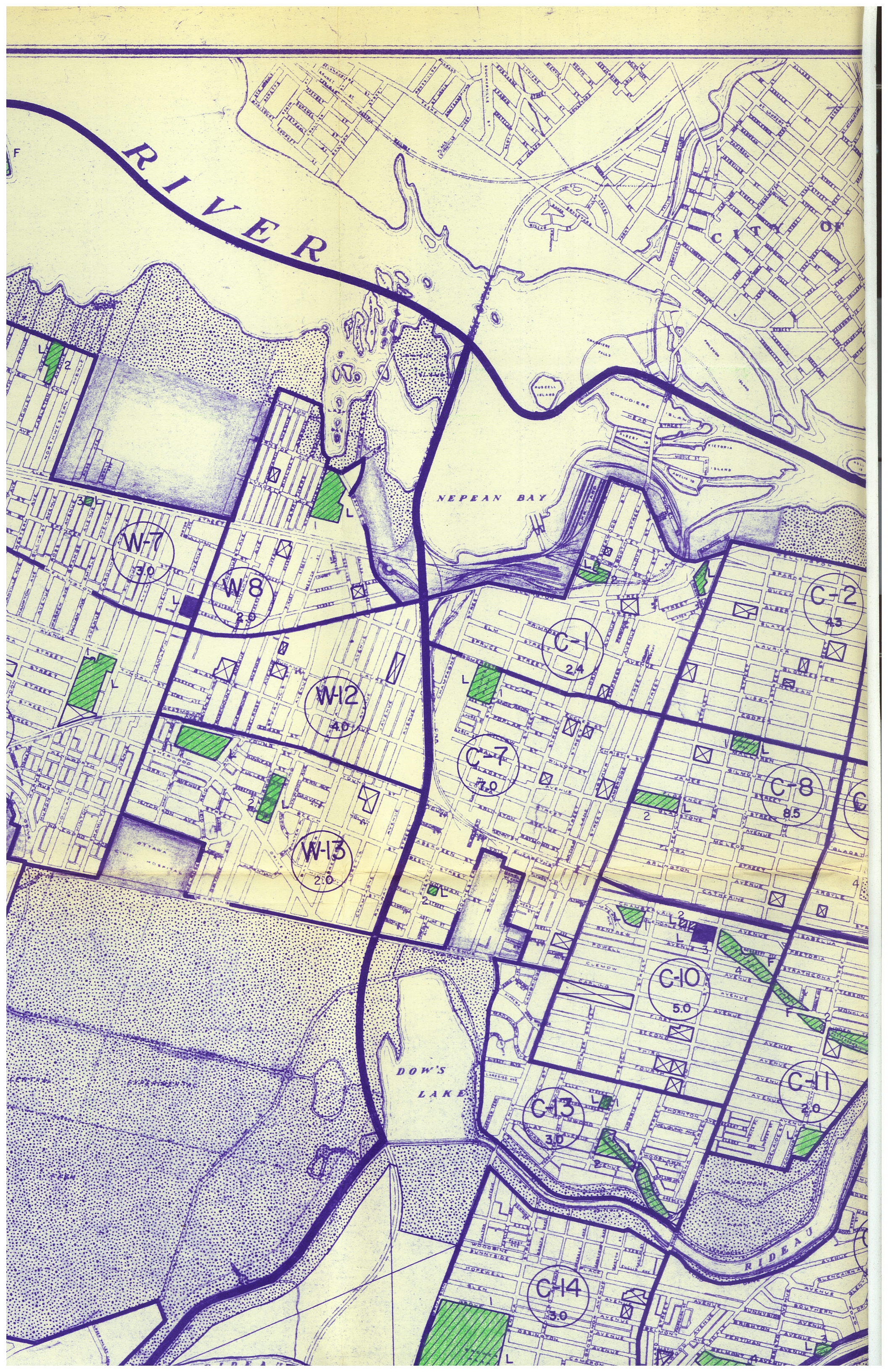
C-13  
30

C-14  
50

C-2  
45

C-8  
85

C-11  
20

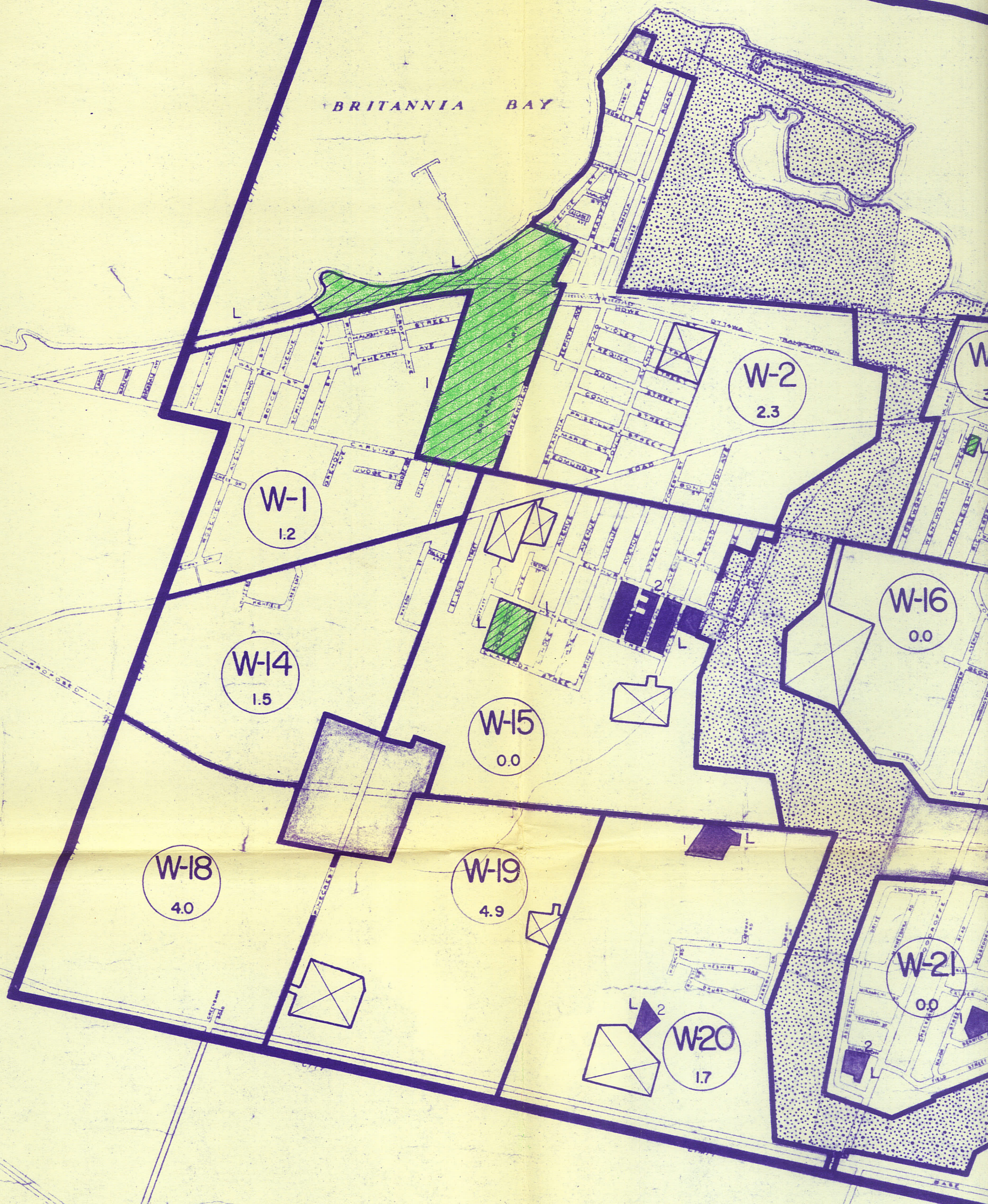


# OTTAWA

INTERPROVINCIAL BOUNDARY  
QUEBEC  
ONTARIO

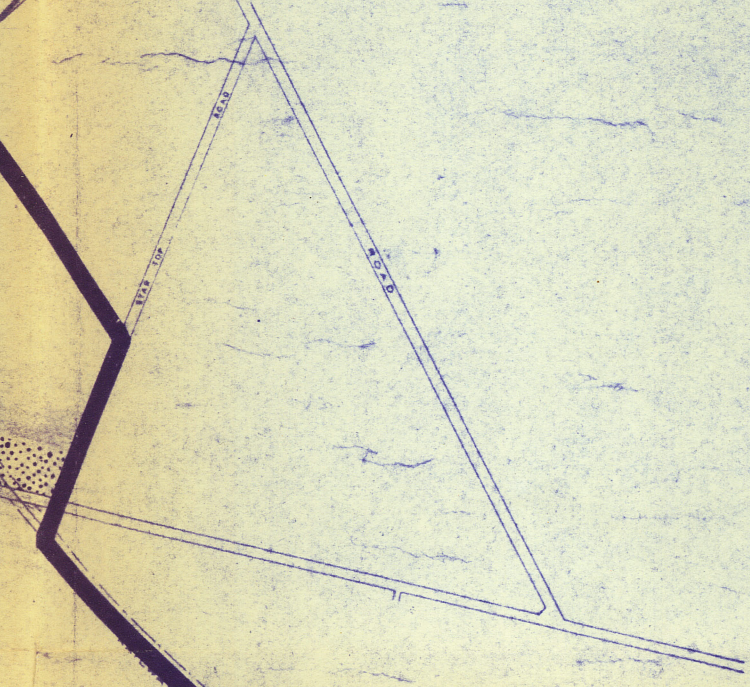


BRITANNIA BAY



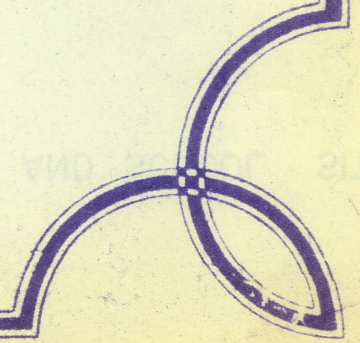
MAP 3

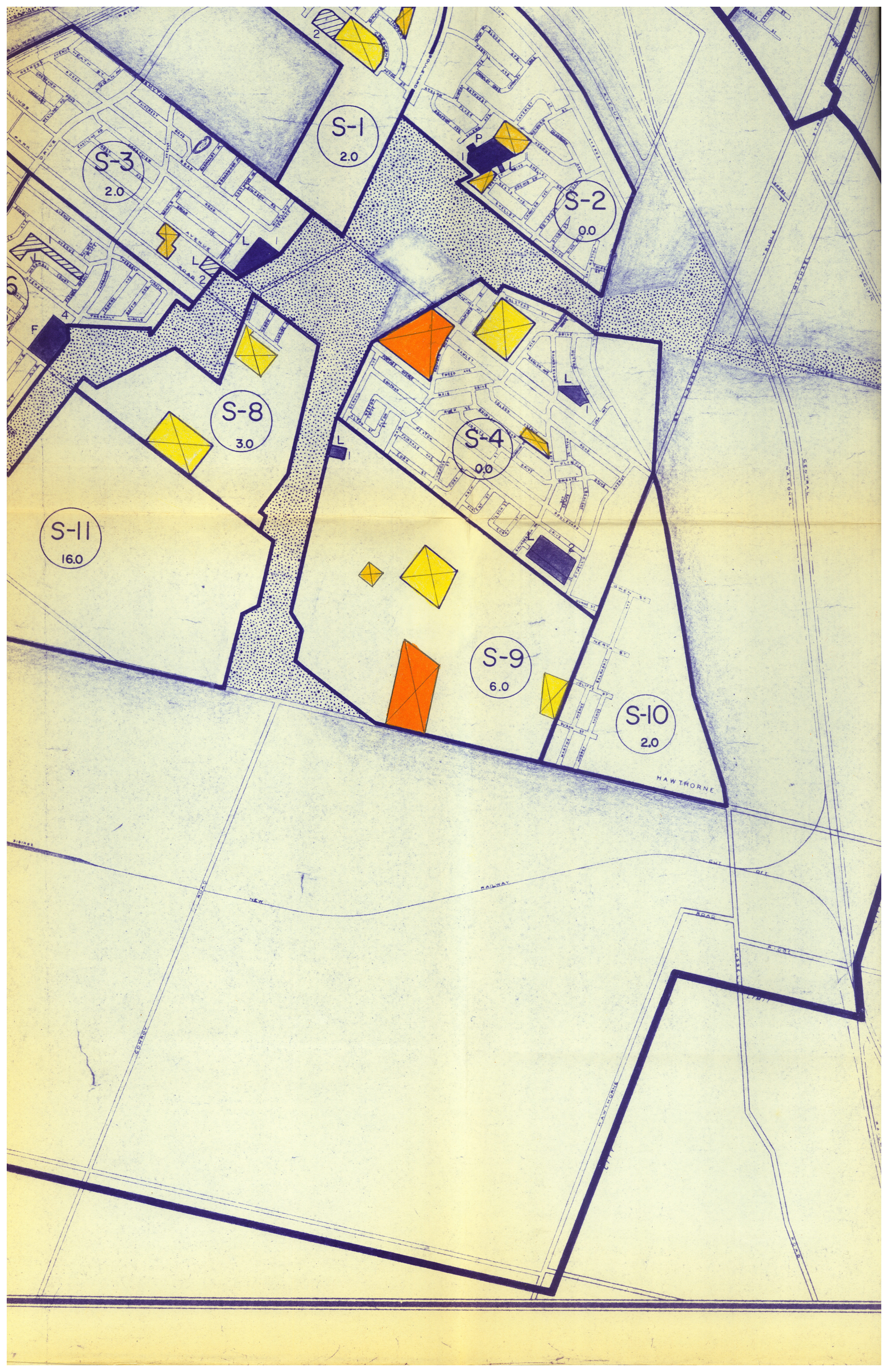
PRESENT SCHOOLS AND SCHOOL SITES



PRESENT SCHOOLS AND ...

COPYRIGHT CANADA BY CORPORATION OF THE CITY OF OTTAWA  
SERIAL NO 97477





S-1  
2.0

S-3  
2.0

S-2  
0.0

S-8  
3.0

S-4  
0.0

S-11  
16.0

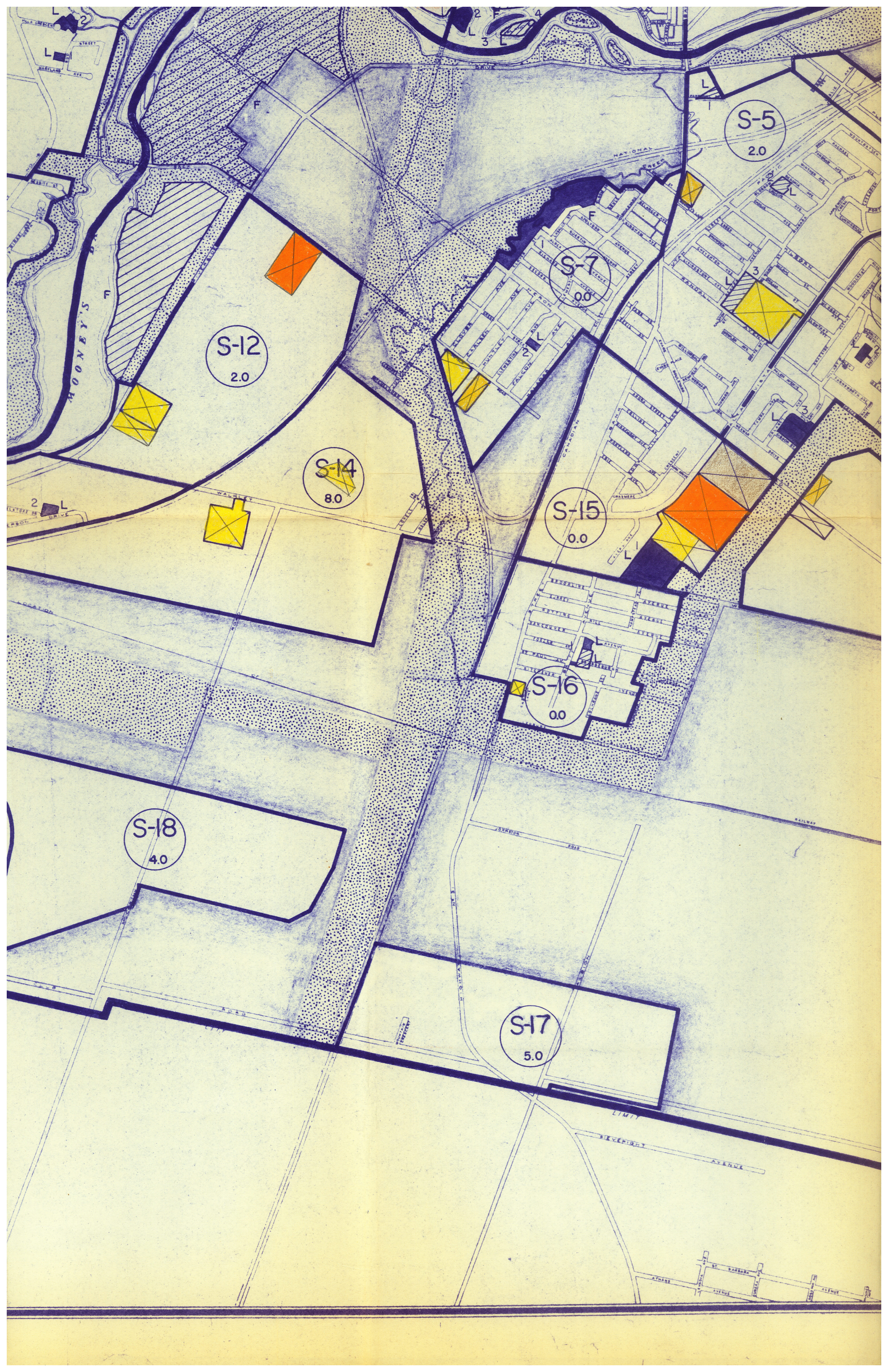
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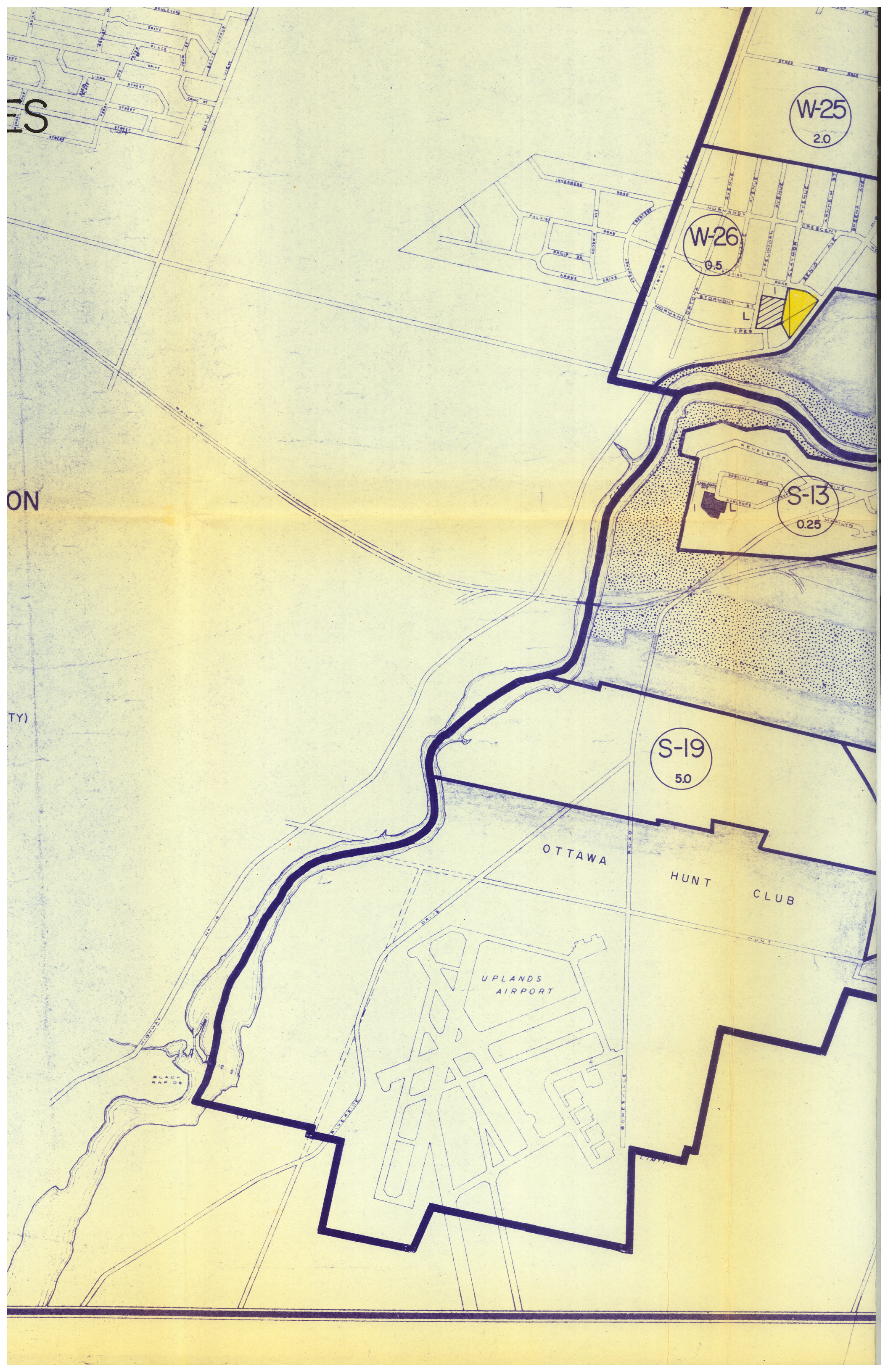
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2.0

HAWTHORNE

RAILWAY

HAWTHORNE





W-25  
2.0

W-26  
0.5

S-13  
0.25

S-19  
5.0

OTTAWA

HUNT CLUB

UPLANDS AIRPORT

BLACK RAPIDS






S

ON

TY)



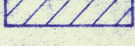





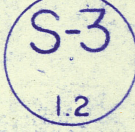
# PRESENT SCHOOLS AND SCHOOL SITES

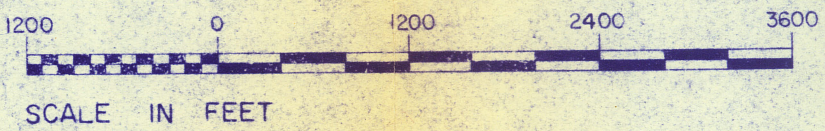
**LEGEND**

-  Public School Site
-  Separate School Site
-  Collegiate Board Site
-  University Site
-  Private Institutes

CORPORATION OF THE CITY OF OTTAWA  
**PROPOSED OFFICIAL PLAN OF PARKS & RECREATION**

**LEGEND**

-  SCHOOL OR UNIVERSITY PROPERTY
-  L EXISTING PARKS AND RECREATION AREAS (CITY PROPERTY)
-  F EXISTING PARKS AND RECREATION AREAS (FEDERAL OR PROVINCIAL PROPERTY)
-  L PROPOSED AREAS FOR PARKS AND RECREATION (CITY PROPERTY)
-  F PROPOSED AREAS FOR PARKS AND RECREATION (FEDERAL OR PROVINCIAL PROPERTY)
-  EXISTING AND PROPOSED PARKWAYS AND OTHER CONTROLLED LANDSCAPED AREAS
-  DISTRICT BOUNDARIES
-  NEIGHBOURHOOD BOUNDARIES
-  IDENTIFICATION OF NEIGHBOURHOOD (e.g. S-3) AND AREA IN ACRES TO BE ACQUIRED FOR PARKS AND RECREATION IN THAT NEIGHBOURHOOD IN ADDITION TO EXISTING AND PROPOSED SITE SHOWN (e.g. 1.2 ACRES)





# OTTAWA

QUEBEC  
ONTARIO  
INTERPROVINCIAL  
BOUNDARY



RIVER

NEPEAN BAY

DOW'S LAKE

RIDEAU



W-7  
3.0

W-8  
2.0

W-11  
2.0

W-12  
4.0

W-13  
2.0

C-1  
2.4

C-7  
2.0

C-8  
8.5

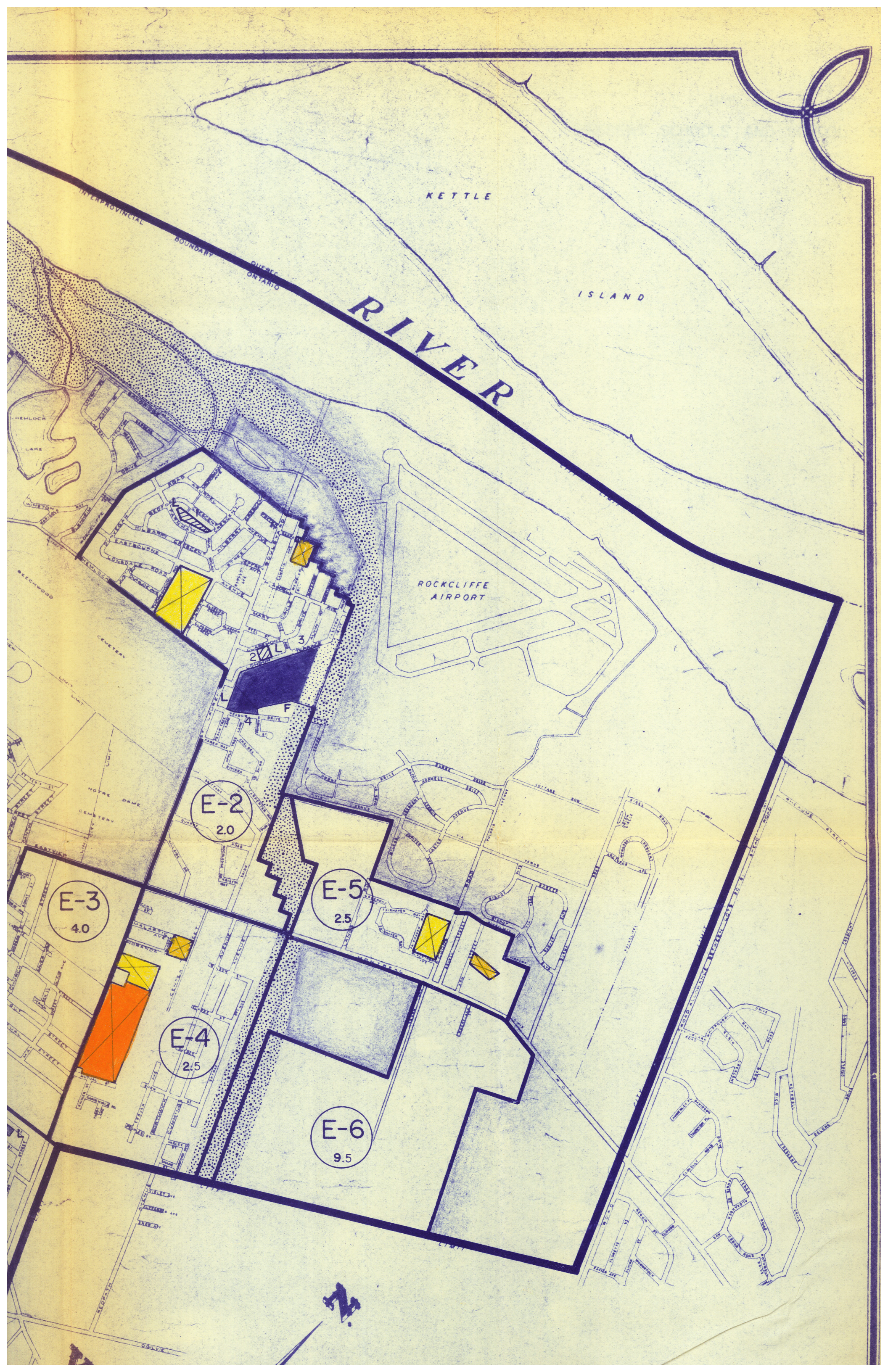
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C-13  
3.0

C-14  
3.0

C-11  
2.0



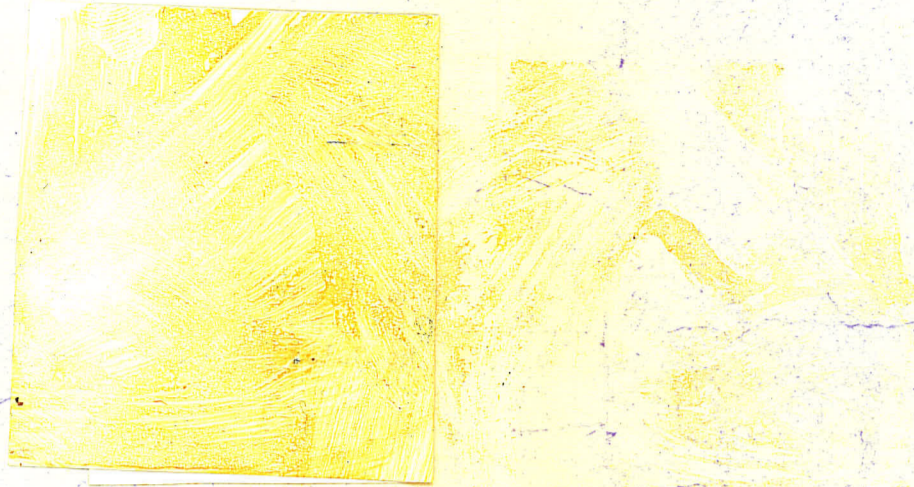


MAP 4  
FIVE PERCENT LANDS







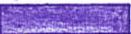






# FIVE PERCENT LANDS



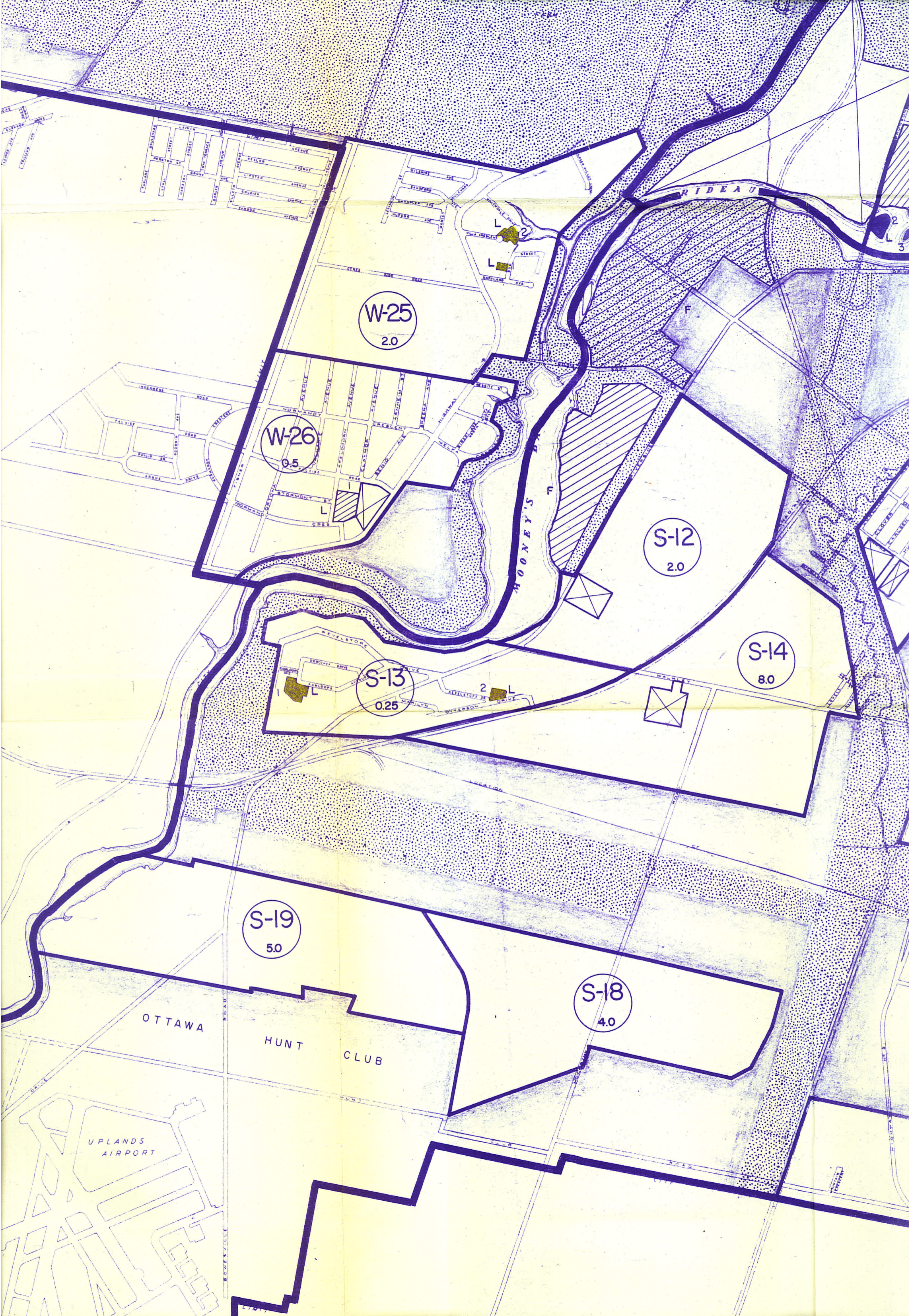
## CORPORATION OF THE CITY OF OTTAWA PROPOSED OFFICIAL PLAN OF PARKS & RECREATION

### LEGEND

-  SCHOOL OR UNIVERSITY PROPERTY
-  L EXISTING PARKS AND RECREATION AREAS (CITY PROPERTY)
-  F EXISTING PARKS AND RECREATION AREAS (FEDERAL OR PROVINCIAL PROPERTY)
-  L PROPOSED AREAS FOR PARKS AND RECREATION (CITY PROPERTY)
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W-25  
2.0

W-26  
0.5

S-12  
2.0

S-14  
8.0

S-13  
0.25

S-19  
5.0

S-18  
4.0

OTTAWA  
HUNTSVILLE  
HUNT CLUB

UPLANDS  
AIRPORT

BRIDEAU

HOONEY'S  
CREEK



OTTAWA

NEPEAN BAY

CIA OF HO

C-1  
24

C-2  
43

C-3  
42

C-4  
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C-5  
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C-7  
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C-8  
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C-9  
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C-6  
40

C-10  
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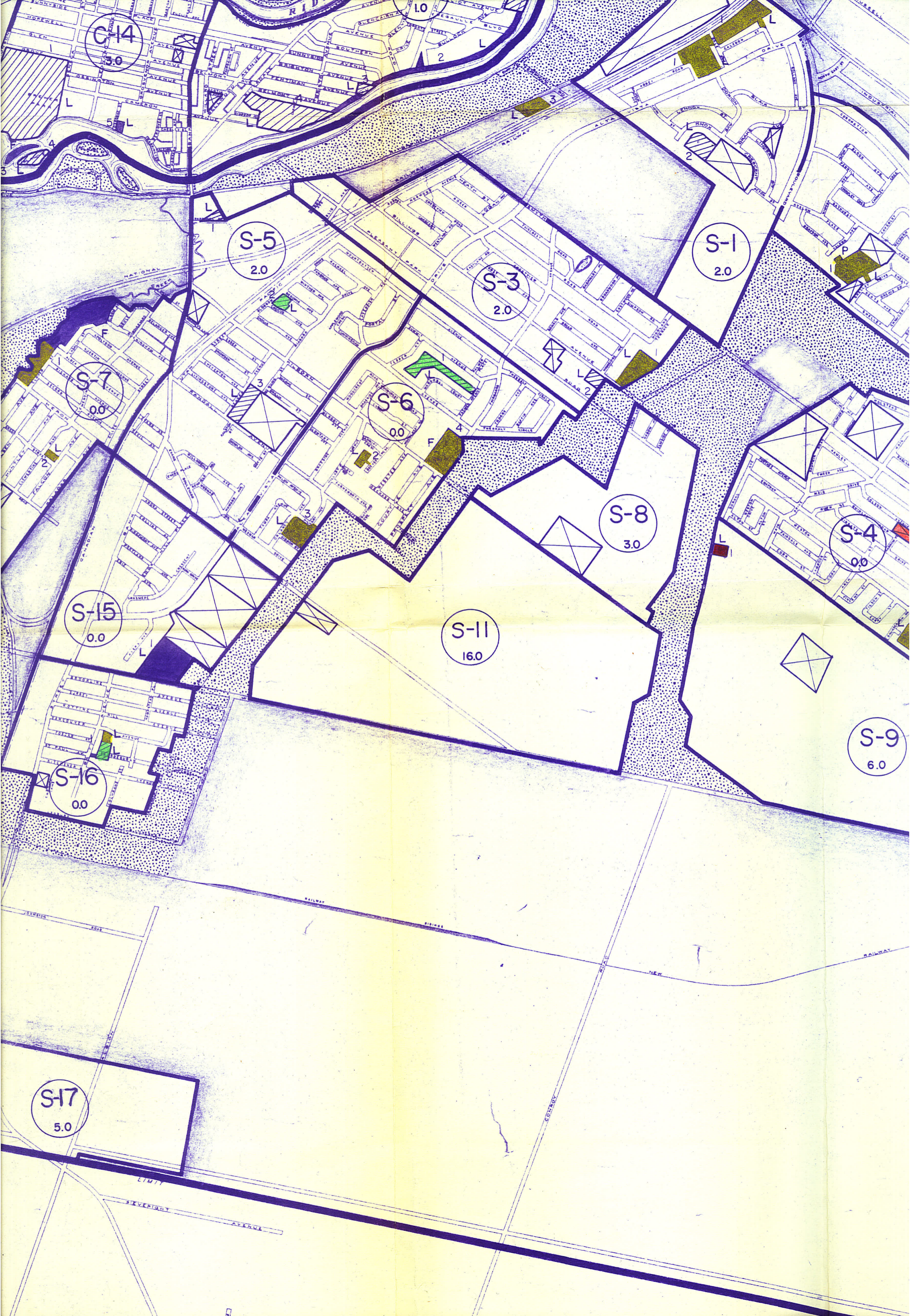
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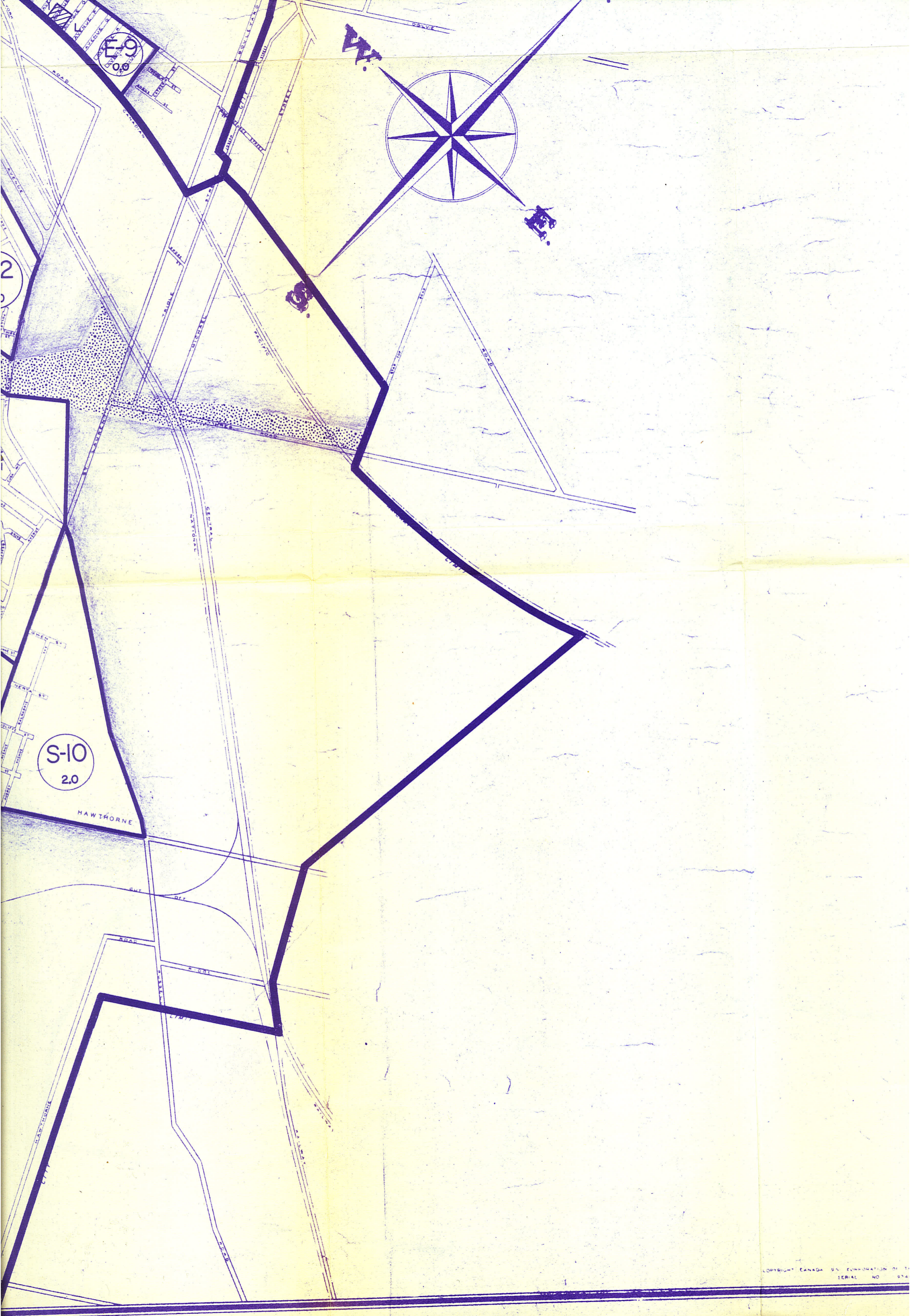
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C-15  
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C-14  
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E-9  
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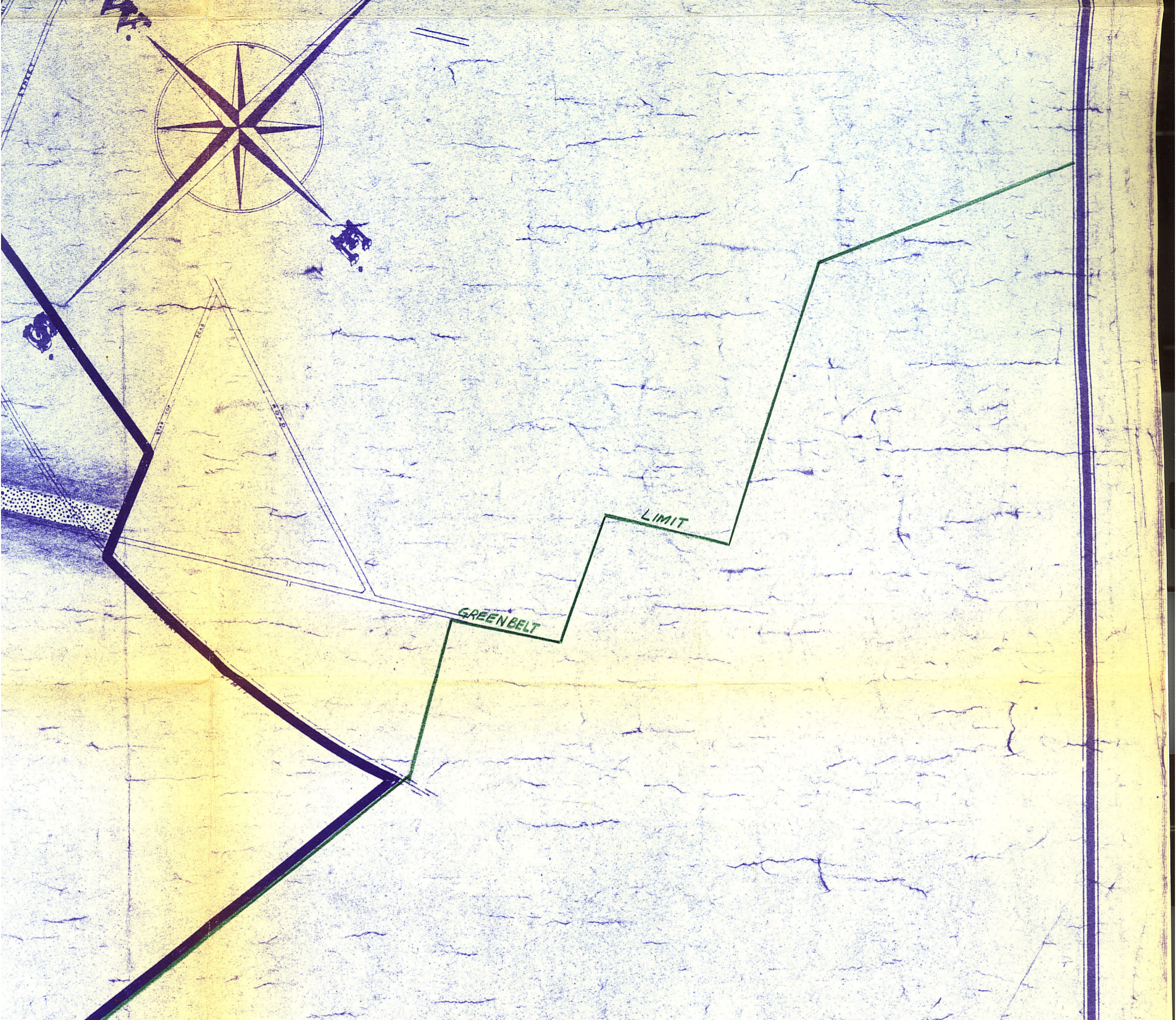


S-10  
2.0

HAWTHORNE

MAP 5

THE PLAN OF PARKS FOR OTTAWA



PREPARED BY THE PLANNING BRANCH, CITY OF OTTAWA,  
IN CO-OPERATION WITH THE DEPARTMENT OF  
RECREATION AND PARKS, CITY OF OTTAWA,  
AND THE FEDERAL DISTRICT COMMISSION.

APPROVED BY CITY COUNCIL THE THIRD DAY OF SEPTEMBER, 1958.  
AS AMENDMENT NO.2 OF THE OFFICIAL PLAN OF THE  
OTTAWA PLANNING AREA.

APPROVED PURSUANT TO SECTION 14 OF THE PLANNING ACT, 1955,  
AS AMENDMENT NO.2 TO THE OFFICIAL PLAN OF THE OTTAWA  
PLANNING AREA.

Signed: W.M. NICKLE Q.C.  
MINISTER OF PLANNING  
AND DEVELOPMENT.



KETTLE

ISLAND

RIVER

INTERPROVINCIAL  
BOUNDARY

SURREY  
ONTARIO

ROCKCLIFFE  
AIRPORT

E-2  
2.0

E-3  
4.0

E-5  
2.5

E-4  
2.5

E-6  
9.5

L  
2

L  
3

F  
4





S-5  
2.0

S-1  
2.0

S-3  
2.0

S-7  
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S-6  
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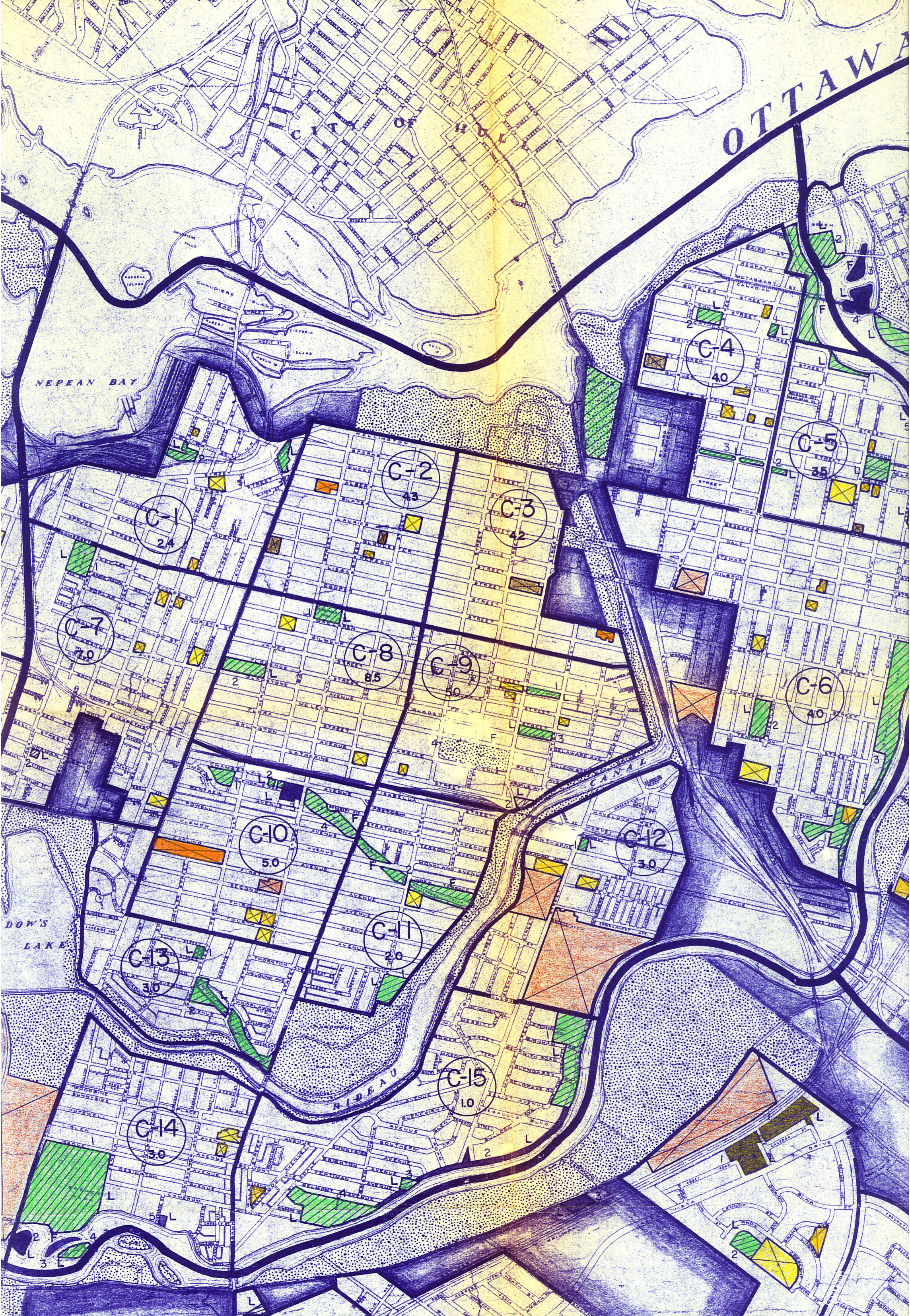
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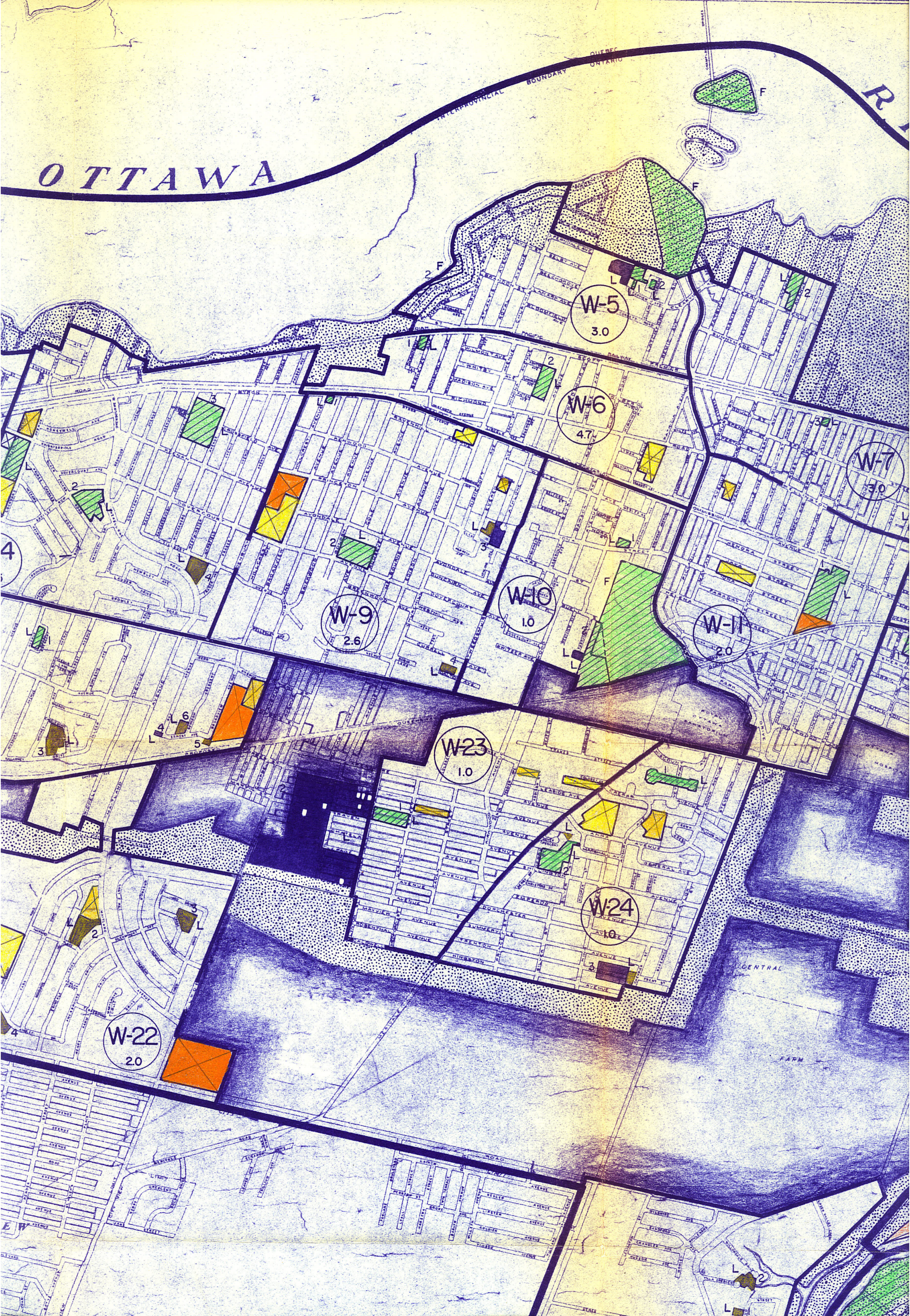
S-16  
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S-17  
5.0












# OTTAWA












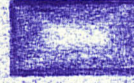
# THE PLAN OF PARKS FOR OTTAWA

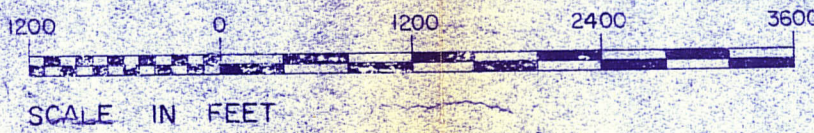
LEGEND

-  Parks
-  Public School Site
-  Separate School Site
-  Collegiate Board Site
-  University Site
-  5% to be retained for park
-  Private Institutions

CORPORATION OF THE CITY OF OTTAWA  
~~PROPOSED~~ OFFICIAL PLAN OF PARKS & RECREATION

LEGEND

- \*  SCHOOL OR UNIVERSITY PROPERTY
-  L EXISTING PARKS AND RECREATION AREAS (CITY PROPERTY)
-  F EXISTING PARKS AND RECREATION AREAS (FEDERAL OR PROVINCIAL PROPERTY)
-  L PROPOSED AREAS FOR PARKS AND RECREATION (CITY PROPERTY)
-  F PROPOSED AREAS FOR PARKS AND RECREATION (FEDERAL OR PROVINCIAL PROPERTY)
- \*  EXISTING AND PROPOSED PARKWAYS AND OTHER CONTROLLED LANDSCAPED LANDS OR OTHER LANDS OFFERING SOME AESTHETIC VALUE
-  DISTRICT BOUNDARIES
-  NEIGHBOURHOOD BOUNDARIES
-  IDENTIFICATION OF NEIGHBOURHOOD (e.g. S-3) AND AREA IN ACRES TO BE ACQUIRED FOR PARKS AND RECREATION IN THAT NEIGHBOURHOOD IN ADDITION TO EXISTING AND PROPOSED SITES SHOWN (e.g. 1.2 ACRES)
- \*  OTHER AREAS NOT CONSIDERED PART OF A NEIGHBOURHOOD



\* MERELY BACKGROUND TO THE PLAN AND NOT TO BE INTERPRETED AS PART OF THE POLICIES ESTABLISHED BY THIS PLAN



THE PLAN OF PARKS FOR OTTAWA

## APPENDIX A

## GLOSSARY OF TERMS

- Community.- This term applies to the district of a city consisting of several neighbourhoods centred upon a high school and dependent upon the high school and playfield for recreation of young people and adults.
- Community Centre.- The combined playfield and high school which provides the recreation facilities and base of operations for young people and adults.
- Collegiate.- This expression is synonymous with high school, and means a building provided by the Collegiate Board of Ottawa for instruction of young adults in the grades nine to thirteen group.
- Elementary School.- The building provided by either the Separate or Public School Board for instruction of children in the grades one to eight group.
- Facility.- Any land, building or equipment used for or in connection with recreation.
- Neighbourhood.- The area served by an elementary school and considered to be the smallest unit of land for recreation organization.
- Neighbourhood Centre.- The combined elementary school playground and quiet park which forms the focus of neighbourhood recreation activity.
- Park.- A loose expression, generally used to denote a small, quiet, landscaped area for passive recreation, but also used to denote the much larger general area provided for both active and passive recreation at city-wide level.

Plan.-

The overall proposals for development of the system of park and recreation lands in Ottawa.

Playfield.-

The active recreation space provided at the high school for community use.

Playground.-

The active recreation space provided at the elementary school for neighbourhood use.

Recreation.-

Any form of physical endeavor, either active or passive, designed to improve the participant's physical or mental well-being.

School.-

Any of the instructional buildings provided by the Separate, Public or Collegiate Boards.

## APPENDIX B

## ANALYSIS OF POPULATION DATA AND SPACE STANDARDS

	1931	1941	1951	1956
Total Population	126,872	154,951	202,045	222,129
5-14       "	23,279	22,797	29,052	39,469
Percentage Elementary School	18.35	14.71	14.38	17.77

Source: Dominion Bureau of Statistics

Trends in Growth of Households - expressed as a ratio of population

Year	Total Population	Households	Ratio
1931	126,872	27,658	4.59
1941	154,951	34,866	4.45
1951	202,045	48,968	4.13
1956	222,129	56,059	3.96

Observations

While the choice of time of study may not provide a firm indication of the value of the productive trend of population, the following should be noted:

1. In the stable economic period 1917-26, the ratio of children born per unit population was high (18.35%).
2. This ratio appears to drop during the difficult economic period 1927-36 (11.71%).

3. The ratio continues to drop during World War II, possibly due to the shortage of males.
4. The higher rate was resumed after the war, when economic conditions were more stable.

It is suggested therefore, that, given a stable economic period, the ratio of children between 5 and 14 years of age will likely be high. On the basis of the foregoing, an estimate of 17% of total population has been assumed.

This conclusion is supported to some degree by the fact that the ratio of household to total population has increased steadily since 1931. This suggests a progressively more stable population.

#### Method for Establishing Standards for Recreation Areas

Generally, the standards used across North America allow from 25 - 55 square feet per person in the neighbourhood for the age group 5 - 14 years of age. However, the ratio of children in this age group varies with respect to total population and some allowance should be made.

Another accepted standard for elementary schools is 200 square feet of space per child 5 - 14 years of age. This results in a figure of approximately 35 square feet per person - total population. The apparent practice is to duplicate this standard for older children and adults.

Generally, major parks are acceptable at 100 acres in area, with one located for every 40,000 population.

In the overall park system, the recreation area should be about 10% of the total land area in the city, with this space utilized in the ratio of 50% for active use and 50% for passive use.

In assessing the effective playground area of school sites, it was assumed that the elementary school building and its landscaping occupied 2 acres, and the high school 4 acres.

Minimum acceptable sizes were set at 2 acres for playgrounds, and 1½ acres for quiet parks.

## APPENDIX C

## AREA CALCULATIONS FOR TYPICAL ZONING DISTRICTS

R1 - Net lot area - 7200 sq. ft. per family

ie. for lot 72 x 100

if X = gross area, then

$X = 7200 + 0.3X$  where streets are 30%

= 10,286 sq. ft./family - say 10,500/family

Similarly

R3 Gross area = 9000 sq. ft. per family

R4 Gross area = 7200 sq. ft. per family

R5 Gross area = 4500 sq. ft. per family

R6 Gross area = 2500 sq. ft. per family

R7 Gross area = 720 sq. ft. per family

R8 Gross area = 450 sq. ft. per family

Based on the Ottawa average of 3.5 persons per family and utilizing the above gross area averages, possible densities in each zone could approach the following.

R1 families per acre = 4.15 = 14.4 persons per acre

R3 families per acre = 4.85 = 17.0 persons per acre

R4 families per acre = 6.05 = 21.2 persons per acre

R5 families per acre = 9.70 = 34.0 persons per acre

R6 families per acre = 17.4 = 61.0 persons per acre

R7 families per acre = 60.5 = 212.0 persons per acre

R8 families per acre = 97.0 = 340.0 persons per acre

RA families per acre = 1.0 = 3.5 persons per acre

As this was not realistic, at least insofar as the R7 and R8 zones were concerned, these zones were restudied and compared with actual conditions in apartment buildings constructed within the R7 and R8 limitations. As a result,

family size of 3.5 persons was found to be high, and was adjusted to the lower figure of 2.5, which compares with census findings.





NEIGHBOURHOOD	GROSS AREA	DEDUCTIONS (COMM., IND., Etc.)		GROSS RESIDENTIAL AREA (Acres)	R-1	R-3	R-4	R-5	R-6	R-7	R-8	TOTAL POPULATION
		%	Acres		% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	
W - 22	432	15	64.8	367	-	-	70 5450	20 2495	10 2238	-	-	10183
23	275	20	55.0	220	-	-	40 1850	30 2244	30 4026	-	-	8120
24	250	5	12.5	238	-	-	55 2751	30 2414	15 2196	-	-	7361
25	310	15	46.5	264	35 1288	-	50 2772	10 884	5 793	-	-	5737
26	237	5	11.8	225	35 1106	-	50 2373	15 1156	-	-	-	4635
TOTAL WEST											153,080	

NEIGHBOURHOOD	GROSS AREA	DEDUCTIONS (COMM., IND., Etc.)		GROSS RESIDENTIAL AREA (Acres)	R-1		R-3		R-4		R-5		R-6		R-7		R-8		RA	TOTAL POPULATION
		%	Acres		% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.	% POP.		
S O U T H - 1	215	5	10.8	204	-	-	60	2570	10	700	30	3750	-	-	-	-	-	-	-	7020
2	171	5	8.5	162	-	-	70	2381	10	550	20	1976	-	-	-	-	-	-	-	4907
3	238	-	-	238	100	3427	-	-	-	-	-	-	-	-	-	-	-	-	-	3427
4	378	10	37.8	340	-	-	65	4685	30	3468	5	1037	-	-	-	-	-	-	-	9190
5	301	15	45.1	256	-	-	80	4300	10	870	5	781	5	2713	-	-	-	-	-	8664
6	218	-	-	218	50	1570	50	1853	-	-	-	-	-	-	-	-	-	-	-	3423
7	124	5	6.2	118	-	-	40	1001	45	1805	15	1080	-	-	-	-	-	-	-	3886
8	125	5	6.25	119	-	-	75	1897	10	405	10	726	5	1262	-	-	-	-	-	4290
9	232	5	11.60	220	-	-	65	3032	20	1496	10	1347	5	2332	-	-	-	-	-	8207
10	140	50	70.0	70	-	-	60	890	20	476	20	854	-	-	-	-	-	-	-	2220
11	364	15	54.60	309	-	-	40	2620	35	3677	20	3770	5	3275	-	-	-	-	-	13342
12	210	10	21.0	189	5	136	20	643	45	1803	20	1285	10	1143	-	-	-	-	-	5010
13	153	-	-	153	100	2203	-	-	-	-	-	-	-	-	-	-	-	-	-	2203
14	307	5	15.35	292	30	1261	-	-	40	1466	10	993	20	3562	-	-	-	-	-	7282
15	166	60	99.6	66	-	-	10	112	55	770	35	785	-	-	-	-	-	-	-	1667
16	120	50	60.0	60	-	-	-	-	80	1018	20	510	-	-	-	-	-	-	-	1528
17	178	10	17.8	160	-	-	-	-	60	2035	30	1632	-	-	-	-	-	10	56	3725
18	196	5	9.80	186	-	-	-	-	50	1972	35	913	10	1135	-	-	-	5	33	4053
19	221	20	44.2	177	-	-	-	-	50	1876	35	2106	10	1080	-	-	-	5	31	5093
TOTAL SOUTH																			99,127	

NEIGHBOURHOOD	GROSS AREA	DEDUCTIONS (COMM.,IND.,Etc.)		GROSS RESIDENTIAL AREA (Acres)									TOTAL POPULATION						
		%	Acres		R-1 % POP.	R-3 % POP.	R-4 % POP.	R-5 % POP.	R-6 % POP.	R-7 % POP.	R-8 % POP.								
E A S T - 1	189	10	18.9	170	-	-	-	-	45	1600	25	1430	20	2080	5	1800	5	2890	9800
2	309	20	61.8	247	5	179	5	210	50	2583	10	840	25	3782	5	2628	0	-	10222
3	155	20	31.0	124	-	-	-	-	45	1176	35	1465	20	1525	0	-	0	-	4166
4	187	15	28.0	159	-	-	-	-	40	1335	30	1622	30	2910	0	-	0	-	5867
5	109	25	27.3	82	15	177	5	70	20	344	30	816	30	1464	0	-	0	-	2871
6	222	15	33.3	189	-	-	-	-	20	800	35	2244	40	4611	5	2014	0	-	9669
7	210	5	10.5	210	-	-	-	-	55	2426	30	2142	15	192	0	-	0	-	4760
8	210	10	21.0	189	-	-	-	-	50	1974	25	1600	25	2867	-	-	-	-	6441
9	58	60	34.8	23	-	-	-	-	60	308	35	275	5	70	-	-	-	-	653
TOTAL EAST																		54,449	

S U M M A R Y	- West	153,080
	Central	123,240
	East	54,449
	South	99,127
		<hr/>
	TOTAL	429,896
		<hr/> <hr/>

## APPENDIX E

## RECREATION SPACE TO BE ACQUIRED

(As shown on Map 5)

NEIGHBOURHOOD	ULTIMATE POPULATION	GROSS PLAYGROUND REQUIRED	DED. SCHOOL PLAYGROUND	GROSS PLAYFIELD REQUIRED	DED. SCHOOL PLAYFIELD	NET PLAYGROUND REQUIRED	NET PLAYFIELD REQUIRED	QUIET PARK REQUIRED	T O T A L
C - 1	6434	4.7	-	4.7	-	4.7	4.7	2.9	12.3
2	6243	4.3	-	4.3	-	4.3	4.3	2.7	11.3
3	3342	2.1	-	2.1	-	2.1	2.1	1.3	5.5
4	5169	3.5	-	3.5	-	3.5	3.5	2.2	9.2
5	7731	5.3	1.0	5.3	-	4.3	5.3	3.4	13.0
6	18312	11.2	3.0	11.2	-	8.2	11.2	7.7	27.1
7	8951	6.3	-	6.3	-	6.3	6.3	3.9	16.5
8	8469	6.1	-	6.1	-	6.1	6.1	3.7	15.9
9	6364	4.5	-	4.5	-	4.5	4.5	2.8	11.8
10	6700	5.0	-	5.0	1.5	5.0	3.5	3.0	11.5
11	5749	4.1	-	4.1	-	4.1	4.1	2.5	10.7
12	4582	3.5	0.3	3.5	5.1	3.2	-1.6	2.0	5.2
13	4084	3.1	-	3.1	-	3.1	3.1	1.9	8.1
14	4951	3.8	-	3.8	-	3.8	3.8	2.2	9.8
15	6391	5.1	-	5.1	-	5.1	5.1	2.9	13.1

NEIGHBOURHOOD	ULTIMATE POPULATION	GROSS PLAYGROUND REQUIRED	DED. SCHOOL PLAYGROUND	GROSS PLAYFIELD REQUIRED	DED. SCHOOL PLAYFIELD	NET PLAYGROUND REQUIRED	NET PLAYFIELD REQUIRED	QUIET PARK REQUIRED	TOTAL
W- 1	4015	3.2	-	3.2	-	3.2	3.2	1.8	8.2
2	6080	4.9	2.6	4.9	-	2.3	4.9	4.3	11.5
3	4475	3.6	-	3.6	-	3.6	3.6	2.1	9.3
4	8900	7.1	3.1	7.1	-	4.0	7.1	4.1	15.2
5	9383	7.5	-	7.5	-	7.5	7.5	4.3	19.3
6	7166	5.7	1.7	5.7	-	4.0	5.7	3.3	13.0
7	5356	4.3	-	4.3	-	4.3	4.3	2.4	11.0
8	4559	3.7	-	3.7	-	3.7	3.7	2.1	9.5
9	10100	8.2	4.6	8.2	1.2	3.6	7.0	4.8	15.4
10	5113	4.1	-	4.1	-	4.1	4.1	2.3	10.5
11	6360	5.1	0.9	5.1	-	4.2	5.1	2.9	12.2
12	4610	3.5	-	3.5	-	3.5	3.5	2.1	9.1
13	4711	3.8	-	3.8	-	3.8	3.8	2.2	9.8
14	3116	2.5	-	2.5	-	2.5	2.5	1.5 (Min.)	6.5
15	10964	8.8	6.3	8.8	-	2.5	8.8	5.0	16.3
16	4026	3.2	4.9	3.2	13.5	-	-10.2	1.8	1.8
17	3858	3.1	0.7	3.1	-	2.4	3.1	1.8	7.3
18	4242	3.4	-	3.4	-	-	2.9	1.9	8.7
19	3656	2.9	10.0	2.9	-	-	2.9	1.6	4.5
20	3966	3.2	3.8	3.2	-	-	3.2	1.8	4.0
21	2388	1.9	-	1.9	-	2.0 (Min.)	1.9	1.5 (Min.)	5.4
22	10183	9.5	8.1	9.5	12.2	1.4	- 2.7	5.4	6.8
23	8120	6.5	-	6.5	-	6.5	6.5	3.7	16.7
24	7361	5.9	4.2	5.9	-	1.7	5.9	3.4	11.0
25	5737	4.6	-	4.6	-	4.6	4.6	2.6	11.8
26	4635	3.7	3.8	3.7	-	-	3.7	2.1	5.8

NEIGHBOURHOOD	ULTIMATE POPULATION	GROSS PLAYGROUND REQUIRED	DED. SCHOOL PLAYGROUND	GROSS PLAYFIELD REQUIRED	DED. SCHOOL PLAYFIELD	NET PLAYGROUND REQUIRED	NET PLAYFIELD REQUIRED	QUIET PARK REQUIRED	T O T A L
									8.8
S - 1	7020	5.6	7.6	5.6	-	-	5.6	3.2	8.1
2	4907	3.9	1.9	3.9	-	2.0	3.9	2.2	6.6
3	3427	2.8	.6	2.8	-	2.2	2.8	1.6	4.2
4	9190	7.4	8.2	7.4	13.5	-	-6.1	4.2	11.8
5	8664	7.0	6.2	7.0	-	0.8	7.0	4.0	7.0
6	3423	2.7	-	2.7	-	2.7	2.7	1.6	4.9
7	3886	3.1	3.5	3.1	-	-	3.1	1.8	5.4
8	4290	3.4	8.39	3.4	-	-	3.4	2.0	10.4
9	8207	6.6	7.9	6.6	-	-	6.6	3.8	5.3
10	2220	1.8	-	1.8	-	2.0 (Min.)	1.8	1.5 (Min.)	27.5
11	13342	10.7	-	10.7	-	10.7	10.7	6.1	6.3
12	6010	4.0	4.0	4.0	-	-	4.0	2.3	4.9
13	2203	1.7	-	1.7	-	1.7	1.7	1.5 (Min.)	9.1
14	7282	5.8	8.7	5.8	-	-	5.8	3.3	1.5
15	1667	1.4	7.2	1.4	12.8	-	-11.4	1.5 (Min.)	4.7
16	1528	1.2	-	1.2	-	2.0 (Min.)	1.2	1.5 (Min.)	7.7
17	3725	3.0	-	3.0	-	3.0	3.0	1.7	8.3
18	4053	3.2	-	3.2	-	3.2	3.2	1.9	10.5
19	5043	4.1	-	4.1	-	4.1	4.1	2.3	

NEIGHBOURHOOD	ULTIMATE POPULATION	GROSS PLAYGROUND REQUIRED	DED. SCHOOL PLAYGROUND	GROSS PLAYFIELD REQUIRED	DED. SCHOOL PLAYFIELD	NET PLAYGROUND REQUIRED	NEW PLAYFIELD REQUIRED	QUIET PARK REQUIRED	T O T A L
E - 1	9800	7.9	-	7.9	-	7.9	7.9	4.5	20.3
2	10222	8.2	9.3	8.2	-	-	8.2	4.7	12.9
3	4166	3.3	-	3.3	-	3.3	3.3	1.9	8.5
4	5867	4.7	5.4	4.7	10.8	-	-6.1	2.7	2.7
5	2871	2.3	3.2	2.3	-	-	2.3	1.3	3.6
6	9669	7.8	-	7.8	-	7.8	7.8	4.4	20.0
7	4760	3.8	1.2	3.8	-	2.6	3.8	2.2	8.6
8	6441	5.2	7.0	5.2	-	-	5.2	2.9	8.1
9	653	0.5	-	0.5	-	2.0	0.5	1.5	4.0

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