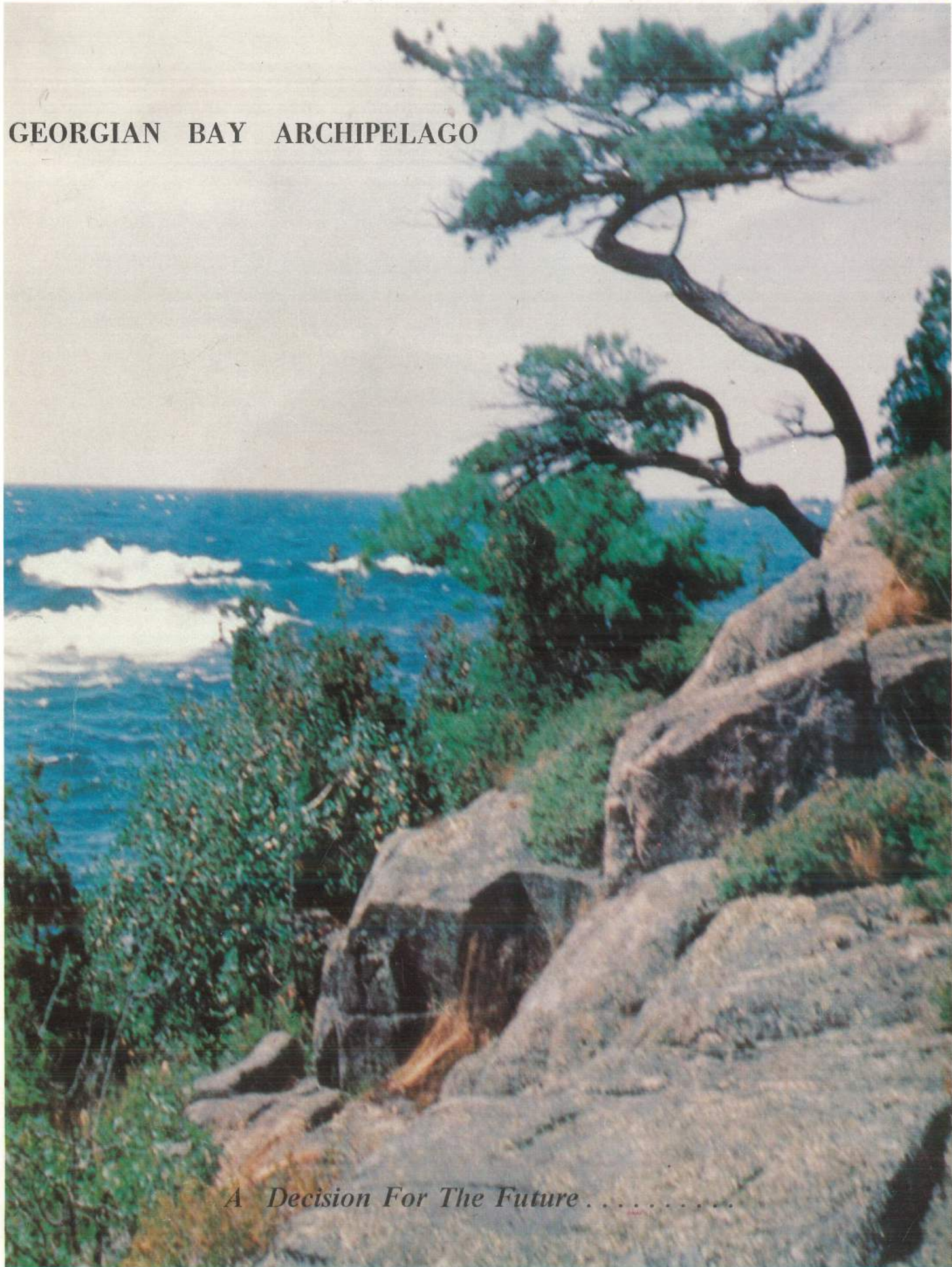


RETURN TO TOM MARTIN

GEORGIAN BAY ARCHIPELAGO



A Decision For The Future

THIS STUDY WAS COMMISSIONED BY THE SANS SOUCI AND
COPPERHEAD ASSOCIATION. IT IS SPONSORED BY THE
GEORGIAN BAY ASSOCIATION ON BEHALF OF ITS MEMBERS,
KEY HARBOUR ASSOCIATION, BAYFIELD-NARES ISLANDERS'
ASSOCIATION, POINTE AU BARIL ISLANDERS' ASSOCIATION,
SOUTH CHANNEL RATEPAYERS' ASSOCIATION, SANS SOUCI
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SUMMARY OF REPORT

The Report is an overview of the questions raised in the course of the District of Parry Sound Local Government Study. The Regional Government solution is inappropriate to the District of Parry Sound. Certain marginal areas are best served from the Regional Municipality of Sudbury, the City of North Bay, the District Municipality of Muskoka.

There are distinctive entities in the District, and the old Township rectilinear boundaries are no longer useful. One of these significant entities is the Georgian Bay archipelago. The Eastern Georgian Bay Interim Development Control Plan and the Northern Communities Bill serve to define this entity and to resolve the municipal needs of the related inshore urban places.

The archipelago municipality is economically and financially viable. It can contract with the District for higher-order services and provide a proper standard of local services. It meets real social needs, supports Provincial environmental policy, and leaves the inshore urban municipal entities a clear path for growth and change. The archipelago entity can secure a "mature-state" of environmental management in its area and greatly simplify hitherto complex jurisdictional problems in a "face-to-face" relationship with the Province.

ENVIRONMENT CONTROL, PLANNING AND LOCAL GOVERNMENT

IN THE

GEORGIAN BAY ARCHIPELAGO

Professor Norman Pearson, FRTPI,
AIP, MCIP,

Consultant Planner
London, Ontario

SANS SOUCI AND COPPERHEAD ASSOCIATION

APRIL 1975

ENVIRONMENTAL CONTROL, PLANNING AND LOCAL GOVERNMENT
IN THE
GEORGIAN BAY ARCHIPELAGO

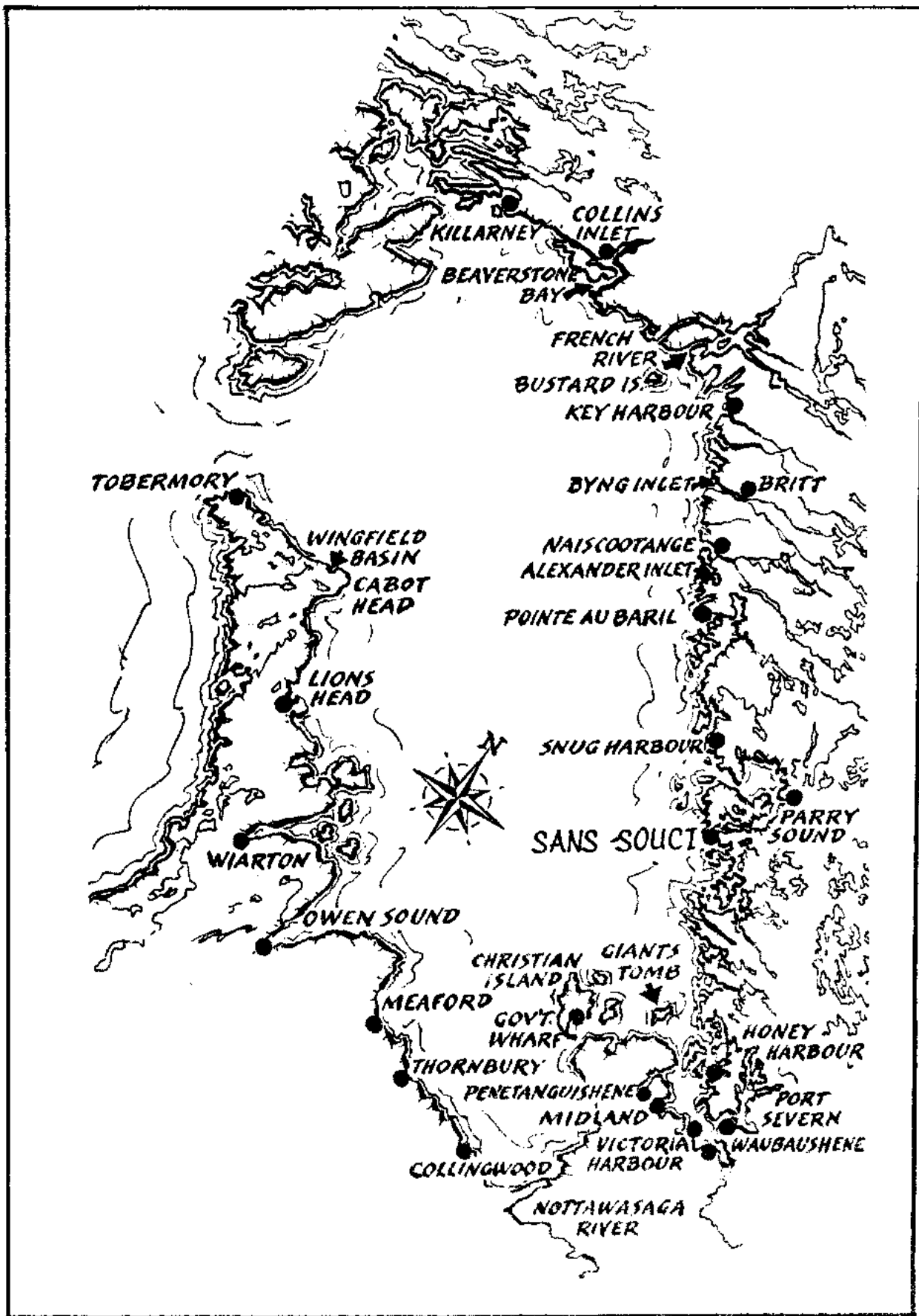
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ENVIRONMENTAL CONTROL, PLANNING AND LOCAL GOVERNMENT
IN THE
GEORGIAN BAY ARCHIPELAGO

1. THE SETTING AND THE PROBLEMS

The incomparable beauty of the tens of thousands of islands making up the Georgian Bay archipelago has been internationally appreciated since 1615, when they first came to the attention of the world. Prior to that they were also revered, admired and appreciated in the culture of the Indians. Since Georgian Bay is 120 miles (193 km) long and 51 miles (82 km) wide, this is one of the most significant archipelago formations in the world. Because of its complexity, it has not been readily mapped, nor has it been fully appreciated as a unity until relatively recently, because settlement occurred via the main river basins (the French, the Magnetawan, the Muskoka, the Severn and the Nottawasaga) and the frontier economy persisted here until the building of the transcontinental railways.

A measure of the extent to which development was delayed is that this area is still largely organized in Districts. The various counties of Southern Ontario were established between 1788 and 1850. Prior to 1850, the "district" was the comparable unit of local government. In "new Ontario" beyond the Muskoka River, the land remained organized in administrative Districts, and it is only in recent years that Muskoka has been reorganized into a modified form of regional government. The balance of the area remains organized into Districts. Thus, what is now Parry Sound District has successively been known as the District of Nassau, the Indian lands of the Home District, the Home and Newcastle Districts, Muskoka (1868) and Parry Sound (1870), with the present Districts of Muskoka and Parry Sound being created in 1899.

The subordinate units, the various Townships, were created either in the period 1860-1870 (mostly the inland Townships on the

Colonization Road), or in the period 1875-1899. Townships are predominantly rectilinear and according to the 1,000 acre section method used between 1835 and 1960 (100 chain squares divided into 100 acre parcels, 50 chains by 20 chains, making basic blocks of 1,000 acres, 5 farms by 2 farms). These units were drawn up without reference to the drainage or topography, and not one of them constitutes a sensible natural entity. The lines cut across rivers, streams, lakes and hills and all the significant features in the network of communications now cut across these rectilinear blocks.

The popular image is that the use of the lakeshore and islands for resort and cottage areas, and lately for permanent environmentally-oriented settlement patterns, is a recent phenomenon. This is not so. While the pattern of colonization for agriculture and forestry was taking place, and while transcontinental railway corridor linkages were being created along the shore and along the inland corridor to North Bay, the archipelago attracted international attention and was very early the scene of major permanent recreationally-oriented development, summer homes which would be simply regarded as substantial suburban houses, supported by an intricate network of steamer routes. By rail and water, the archipelago rapidly made a transition to playground status and to the civilized enjoyment of metropolitan culture while inland the pioneer frontier struggled on.

The economic landscape very early developed its present characteristics. Inland, a predominance of intermediate to low intensity forest use, with pockets of intermediate-intensity farming and high-intensity forestry on better land, with major national transport linkages passing through definite corridors, and the main shore areas devoted to resort and second-home development.

As a result of the automobile and the rapid advent of metropolitan society, the time has come to adjust the local government structure to these new needs. Hence the Province has set up the District of Parry Sound Local Government Study.

This second-home development has mistakenly been regarded as being the creation of people for whom this area is only a temporary haven. The term "seasonal" was often used. European Literature has long recognized these as simply second-homes, permanent places which are seasonally occupied but which become increasingly important as significant low-density settlement as metropolitan life increases in complexity. Increasingly, the so-called "second-home" may be the only significant house that metropolitan populations may have, as they rent apartments in the urban complex. This has very clear implications in that those who build such "second-homes" take great pride in them and in the environment and increasingly demand to be treated as full local citizens both in the metropolitan milieu and in the areas such as the archipelago. This is scarcely surprising, since they pay full property taxes in both locations.

While the Muskoka Local Government Study was proceeding, it was frequently alleged that there is a difference between these populations and those who were regarded as "permanent local" residents. Subsequent events have shown that this is not so. What is needed is an attitude which simply recognizes people in locations who are concerned about quality of life, environment and levels of service appropriate to their human needs. This must necessarily be a key issue in restructuring local government and in modifying the Provincial services and their relationship to the local government units.

As the area to the north developed into a major mining and resource-production area, the "frontier" economy shifted north. Once the major resources were exploited, population sank to the basis on which a local service economy could survive, essentially at about the level of 25,000 people for a District, which covers about 3,600 square miles, or an average of about 42 persons per square mile. Consider that the metropolitan area has about 600 per square mile and the agricultural area of Southern Ontario about 70 per square mile and we see the very limited population base which has faced the increasing obsolescence of the arbitrarily drawn Townships.

The exclusion of Algonquin Park from settlement limited the interconnections between the Ottawa Valley and the Georgian Bay shore, and further emphasized the "corridor" functions. With the opening of the CPR the ports such as Parry Sound ceased to be significant for east-west communication on a continental basis and east-west transport across the District became more difficult when the railway was removed.

With the advent of the rail corridors and then increased motor transport on the expanding road network, the steamship network steadily declined. Special ports (Britt, Bying Inlet) were created for commodity trans-shipments and fuel storage and bunkering for lake freighters. Areas such as Nobel were used for explosives manufacturing because in the event of a disaster, damage would be limited. These places either reached a fixed size, depending on the function, or fluctuated depending on the need for armaments. Thus by 1970 the District's population (Census count) was only about 30,000.

In fact, the Census count does not accurately portray what has been happening. The frontier population was being increasingly concentrated in a few service centres, leaving an emptier countryside than before. As railways, shipping and road transport went through technological change, functions such as refuelling, bunkering, servicing rail locomotives and the like passed away. The empty countryside and the reduced urban functions led to population declines, offset by increasing numbers of seasonal residences, resorts, second-homes and the like, but eventually apparent even in the gross population counts.

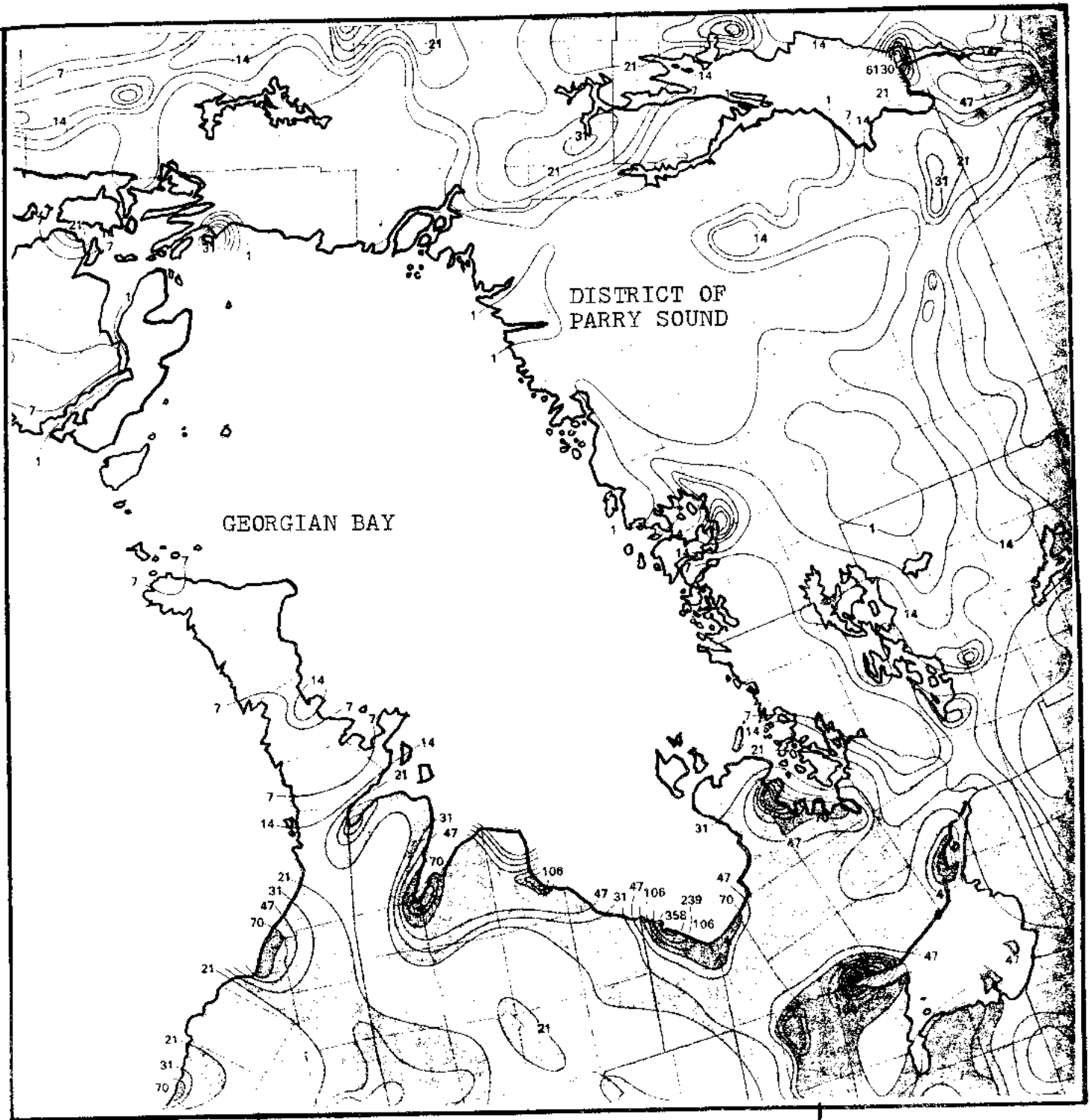
In fact, the main real population growth and the growth in taxes paid and in taxable assessment has been in the "second-home" areas, which have in effect, been subsidizing the urbanization while the industrial and functional base of the urban places weakened and their service functions expanded. This resulted in the demand for large-scale annexations to get an assessment base to compensate for the decline and in attempts to create industrial parks.

The measure of this change is that the 3,700 second-homes existing in 1961, according to Ontario Hydro records, increased to 7,600 in 1971 and this total is still increasing very rapidly. There was no population growth attributable to the so-called "permanent" population in 1961-1971, and the numbers of taxable income earners more than doubled in the same period. During 1967-1974, some 4,000 housing lots were created, and the vast majority of these were in the "second-home" or similar category.

This has again raised the significance of proper environmental management. This was a marked concern of the various island and lake associations in the latter part of the last century (when environmental destruction was prevalent in the then "frontier") and is still a vital concern. Pressures on the environment have been rapidly increasing. In 1929, the Federal Government created the Georgian Bay Islands National Park, and was able to secure only 30 of the 20,000 small islands in the vicinity. In 1963 the Province replaced the former Georgian Bay Provincial Forest (a measure to conserve forest areas) with the North Georgian Bay Recreational Reserve, to protect the last public lands on the Great Lakes accessible to urban Southern Ontario, and in 1971 the Minister of Natural Resources published the Plan for that Reserve, covering both public and private land. Substantial public access lands have been protected. In 1975 the Ministry placed development controls on the islands and shore to 1,000 feet inland from Key Harbour South to the Townships of Cowper and Conger.

In 1974 the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs instituted the District of Parry Sound Local Government Study and in the same year the Northern Communities Bill was introduced into the Legislature.

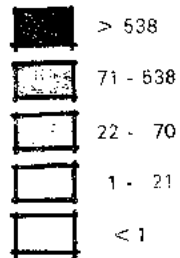
This Report is prepared to assist the Sans Souci and Copperhead Association in representations to the Government of Ontario.



Population density,

1961

Persons per square mile



Except for isolines 1 and 7, the value of each isoline is equal to 1.5 times the value of the next lowest isoline.

From:
Ontario
Economic
Atlas

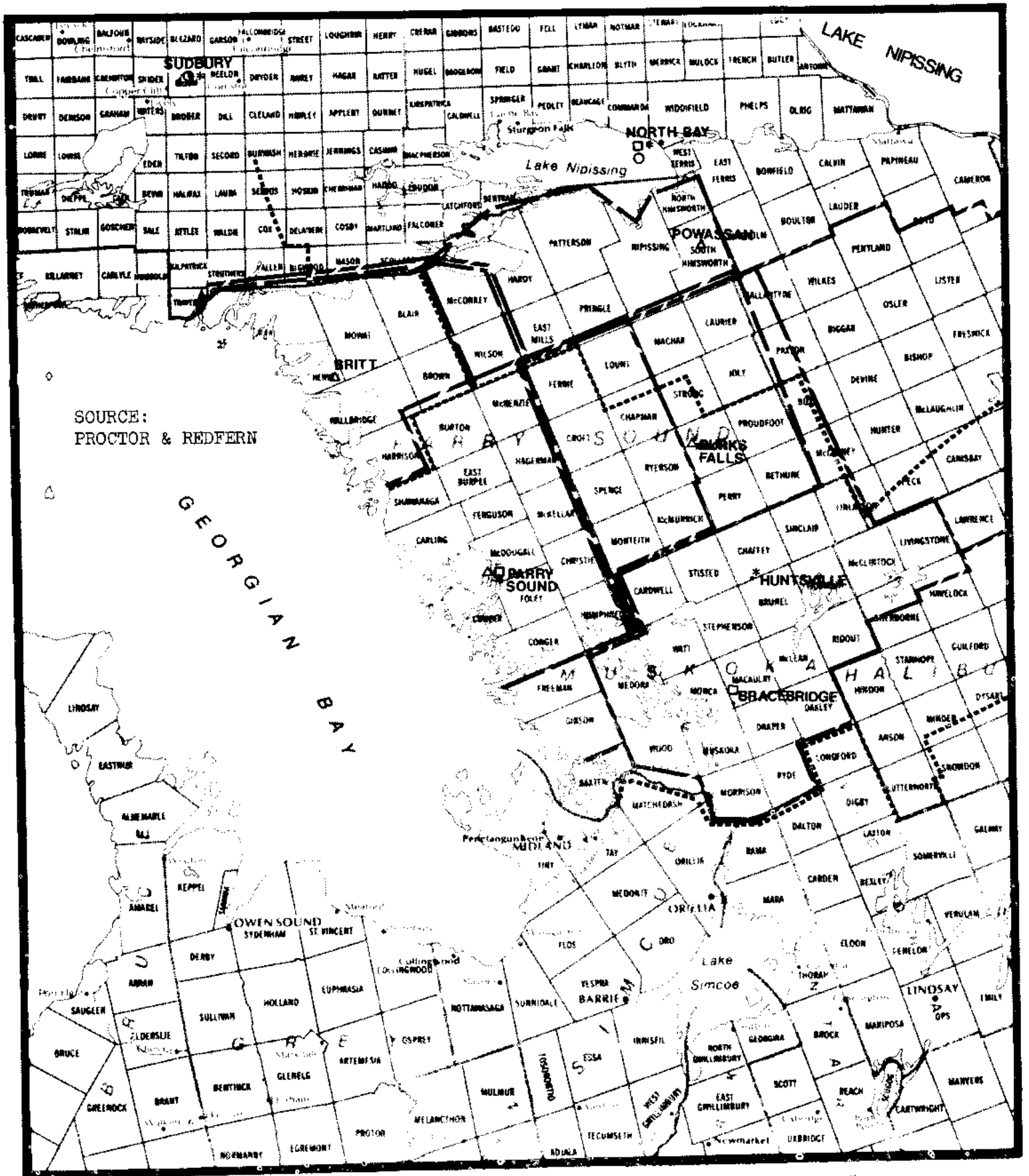
2. REGIONAL DEVELOPMENT AND THE DISTRICT OF PARRY SOUND

The map of population density (page 6) derived from the Ontario Economic Atlas indicates the very sparsely settled and thinly populated area constituting the District of Parry Sound.

The Regional Development programme of the Ontario Government studied this area in two reports: (1) The Georgian Bay Regional Plan 1968-72, and (2) The Parry Sound Industrial Estate Study 1971, both by Professor Norman Pearson. The former study indicated the need for rethinking the local government structure and the latter pointed to the need for stabilizing the economic base. This latter study indicated the difficulty of establishing industry in such a sparsely-settled area and indeed was subsequently quoted at length in the ill-fated application of the Town of Parry Sound for an extensive urban-centred local government unit, which was not approved by the Ontario Municipal Board.

Basically, there is a regional entity corresponding generally to the District of Parry Sound and it has an urban focus for some very limited functions in the Town of Parry Sound. Since the District has had a weakening economic base, the "regional capital" function of the Town of Parry Sound is not a strong one, and the external centres such as Sudbury, North Bay, the urban centres of Muskoka and/or areas such as Midland-Penetanguishene, have had increasing effect on the larger entity, the District, diminishing the significance of its boundaries by making inroads into the District for various "central-place" functions, such as employment, health, shopping for comparison goods and the like.

This trend added considerable difficulty and confusion to the complexities of the reorganization of local government in the area. No doubt they also played a part in the OMB decision on the Town of Parry Sound's efforts to establish a large urban-centred local government unit.



SOURCE:
PROCTOR & REDFERN

SAMPLE OF PROVINCIAL ADMINISTRATIVE DISTRICTS IN PARRY SOUND SCALE - 1" = 20 MILES

- MINISTRY OF TRANSPORTATION AND COMMUNICATIONS DISTRICTS * DISTRICT OFFICES
- MINISTRY OF NATURAL RESOURCES DISTRICTS □ DISTRICT OFFICES
- MINISTRY OF INDUSTRY AND TOURISM DISTRICTS ○ TRAVEL ASSOCIATION OFFICES
- ONTARIO PROVINCIAL POLICE DETACHMENTS △ DETACHMENT OFFICES

Source: MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS



In the Georgian Bay Regional Plan 1968-1972, this writer suggested that studies should be made by ways in which the numbers of local administrative units could be consolidated and reduced to about 15 rather than the vast numbers then existing in the Georgian Bay Economic Region, which of course was a much larger entity than this District. Some of the relevant groupings then suggested (after public hearings and considerable input by local residents) as a basis for further studies (p. 160-162 of the Regional Plan Report) were as follows:

(1) NORTH PARRY SOUND

The Nipissing and French River shore and the Powassan and Port Loring areas

(2) WEST PARRY SOUND

The Thirty Thousand Islands, the coastal islands, the western transport axis, including the Wahwashkesh McKellar, Rosseau and McTier areas

(3) SOUTH PARRY SOUND

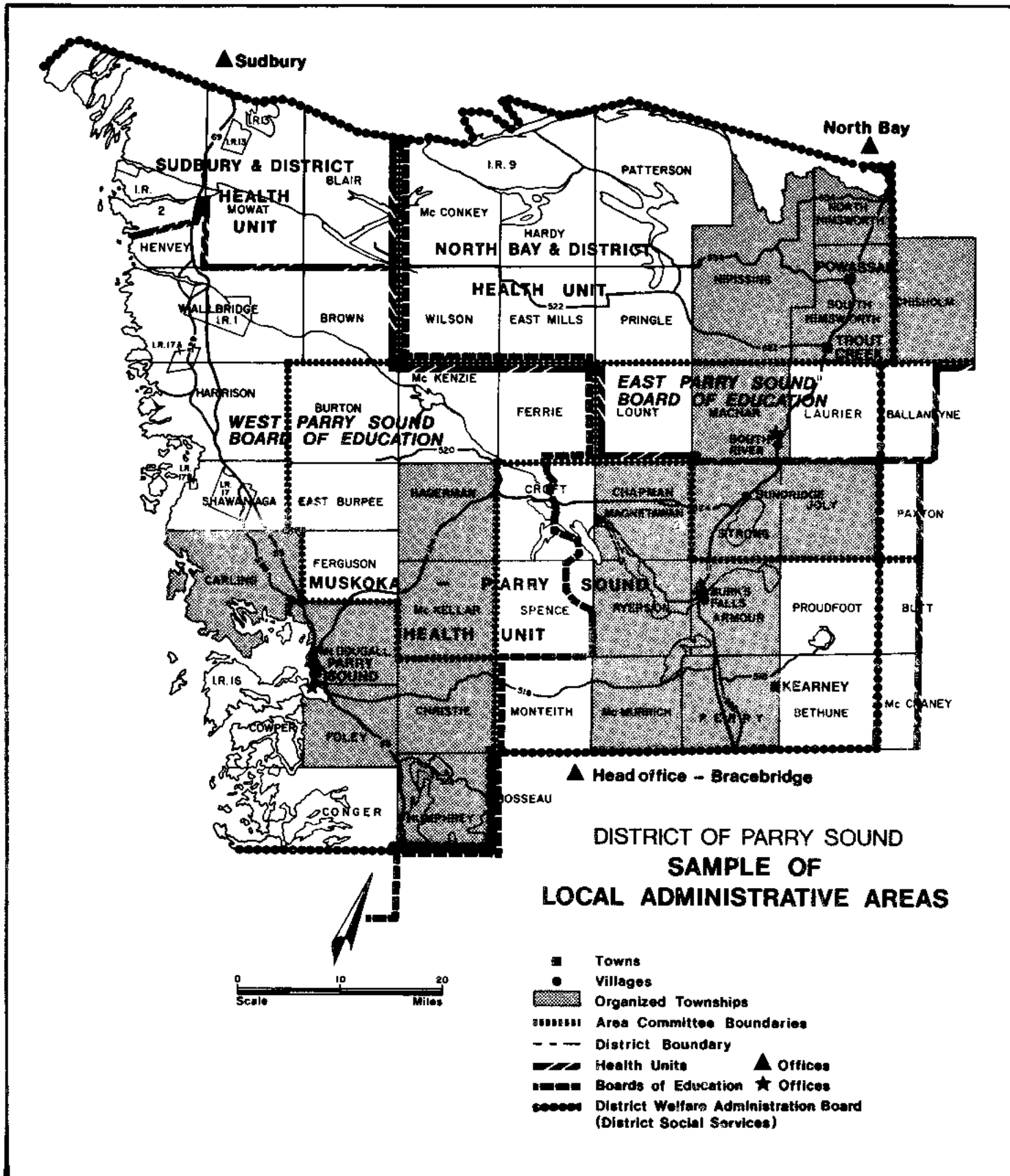
The South River, Magnetawan, Burks Falls and Kearney areas

(4) MUSKOKA

An entity made up of the whole district of Muskoka

These areas arose from local representations and inherent in them are the problems already discussed, of coping with urbanization, of dealing with emptying countrysides where the basic agricultural-forestry frontier economy still existed, and of seeking to enlarge local entities to include the lucrative assessment of the recreational areas and second-home areas.

This discussion was, of course, prior to the whole subsequent movement to Regional Municipalities. Both Sudbury and Muskoka have now been reorganized into Regional Municipalities. This in effect at this time fixes the northern and southern limits of Parry Sound District local government reorganization subject to any adjustments which might be made following further study, while the eastern limit is evidently Algonquin Park.



SOURCE:
PROCTOR & REDFERN

Subsequently, the Premier of Ontario has indicated in very clear terms that, since the metropolitan and large urban centres are now virtually all in regional governments, that particular mode of local government reorganization is over and that there will be no more regional governments in Ontario.

With the weakening of the economic base of Parry Sound relative to the other regions, considerable inroads have been made already into the Parry Sound District by such units as Sudbury and District Health Unit (unorganized Townships of Blair, Mowat and the French River mouth south shore) and by the North Bay and District Health Unit (the unorganized Townships of McConkey, Wilson, Hardy, East Mills, Patterson, Pringle and the organized Townships of Nippissing, North Himsworth, South Himsworth, Chisholm, as well as Powassan and Trout Creek). It overlaps with the East Parry Sound Board of Education in the unorganized Townships of Lount and Laurier and the organized Townships of Machar and South River.

These conditions are indicated quite clearly in the work of the consultants Proctor and Redfern, whose excellent map of these higher-order functions is shown on page 8, and in their map of sample local administrative areas shown on page 10.

There are locational and functional reasons for these trends, unco-ordinated though they seem.

The valley and mouth of the French River and the area most readily accessible to Sudbury is in fact now functionally part of the Regional Municipality of Sudbury and might properly be added to it.

The areas in the Powassan and Trout Creek transport corridor are within easy commuting distance of North Bay and there is increasing accessibility of the shore of Lake Nippissing to North Bay and much merit in simply accepting that relationship.

What further immensely complicates these matters is the rectilinear boundary system of the existing Townships, which ignores for the most part the realities of watersheds, lakes, islands, roads and settlements. These boundaries seem to be totally unsuited to a modern municipal structure.

Within the evidence that the operative Parry Sound Region no longer conforms to the original Parry Sound District, arises the problem: is the District so small in reality that it can be handled by a massive annexation outward from Parry Sound? This basic approach was on subsequent analysis, the unstated assumption of the large-scale Parry Sound annexation and amalgamation proposal in 1972, which did not receive OMB approval.

This leaves the resulting dilemma which can be stated as follows: the District of Parry Sound as an administrative entity has been greatly reduced but is not yet small enough to become simply an urban-centred local government unit (an enlarged Town of Parry Sound). In other words, the Town of Parry Sound can not be enlarged enough to encompass the shrunken District of Parry Sound and there will not be a Regional Government.

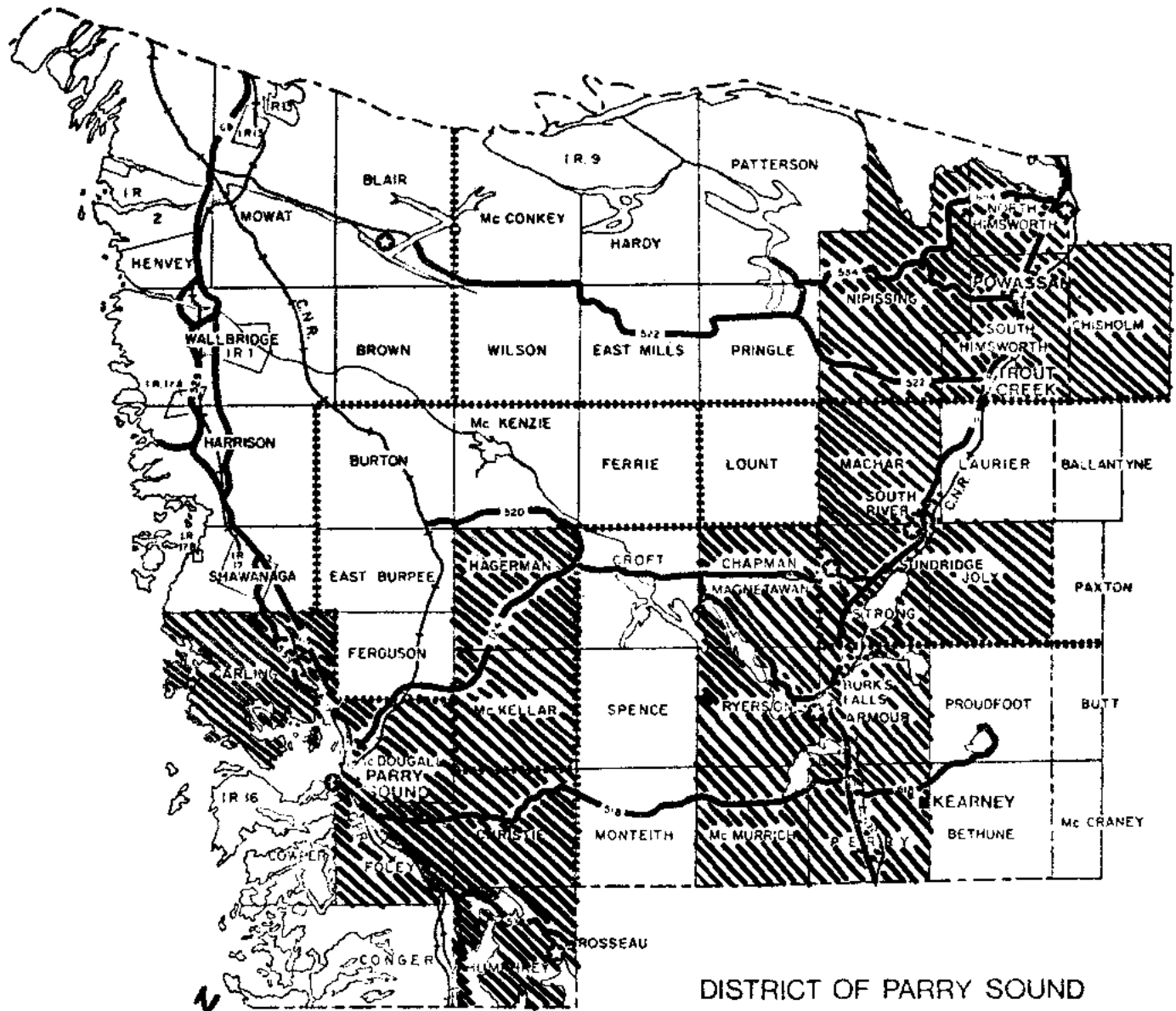
This perspective, derived from strategies of regional development, is helpful in dealing with the current issues, by classifying what is going on.

3. SIGNIFICANT ENTITIES IN THE DISTRICT

This perspective can be greatly clarified by looking at the significant entities in the District.

The map on page 13 indicates the organized local governments in the District of Parry Sound. It will be seen that these constitute two totally distinct areas, separated from each other by the unorganized territory of Croft, Spence and Monteith. The westerly area is organized around the Parry Sound and Rosseau focal points and the westerly transport corridor and its original offshoots, and the easterly one is organized around the CNR corridor and Highway 11 and their offshoots.

Later developments have followed the creation of new highway linkages, giving rise to the problem of population in unorganized territory without any local government and individuals dependent directly on the Province for their services. These are shown on the map on page 14 .

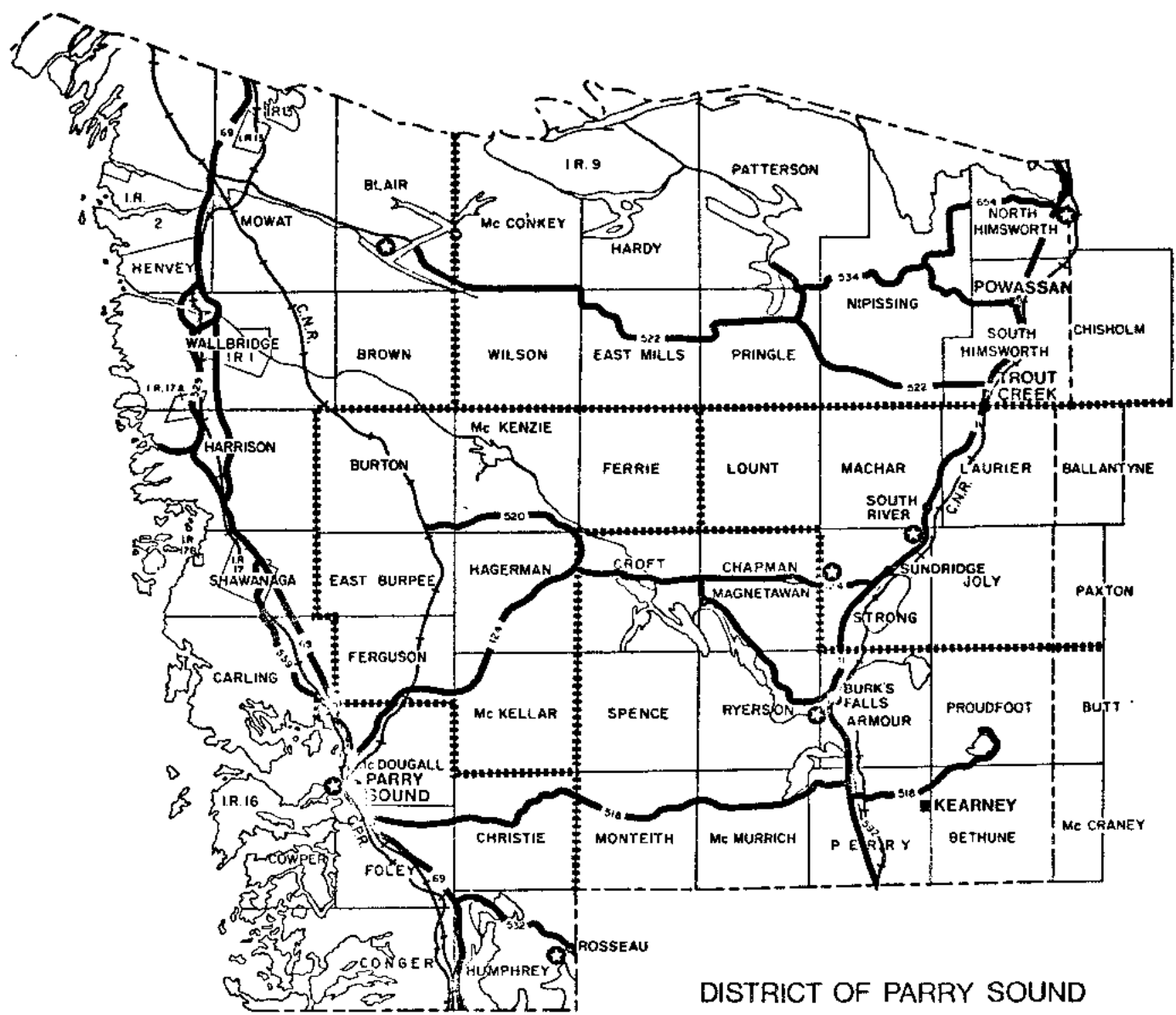


DISTRICT OF PARRY SOUND

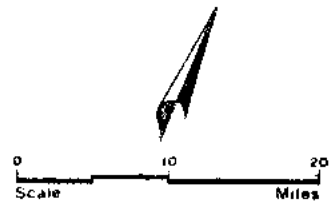


ORGANIZED MUNICIPALITIES

- Towns
- Villages
- Townships
- ▤ Area Committee Boundaries
- - - District Boundary
- +— Railway Lines
- Provincial Highways
- ⊕ Proposed locations for Highway Improvements

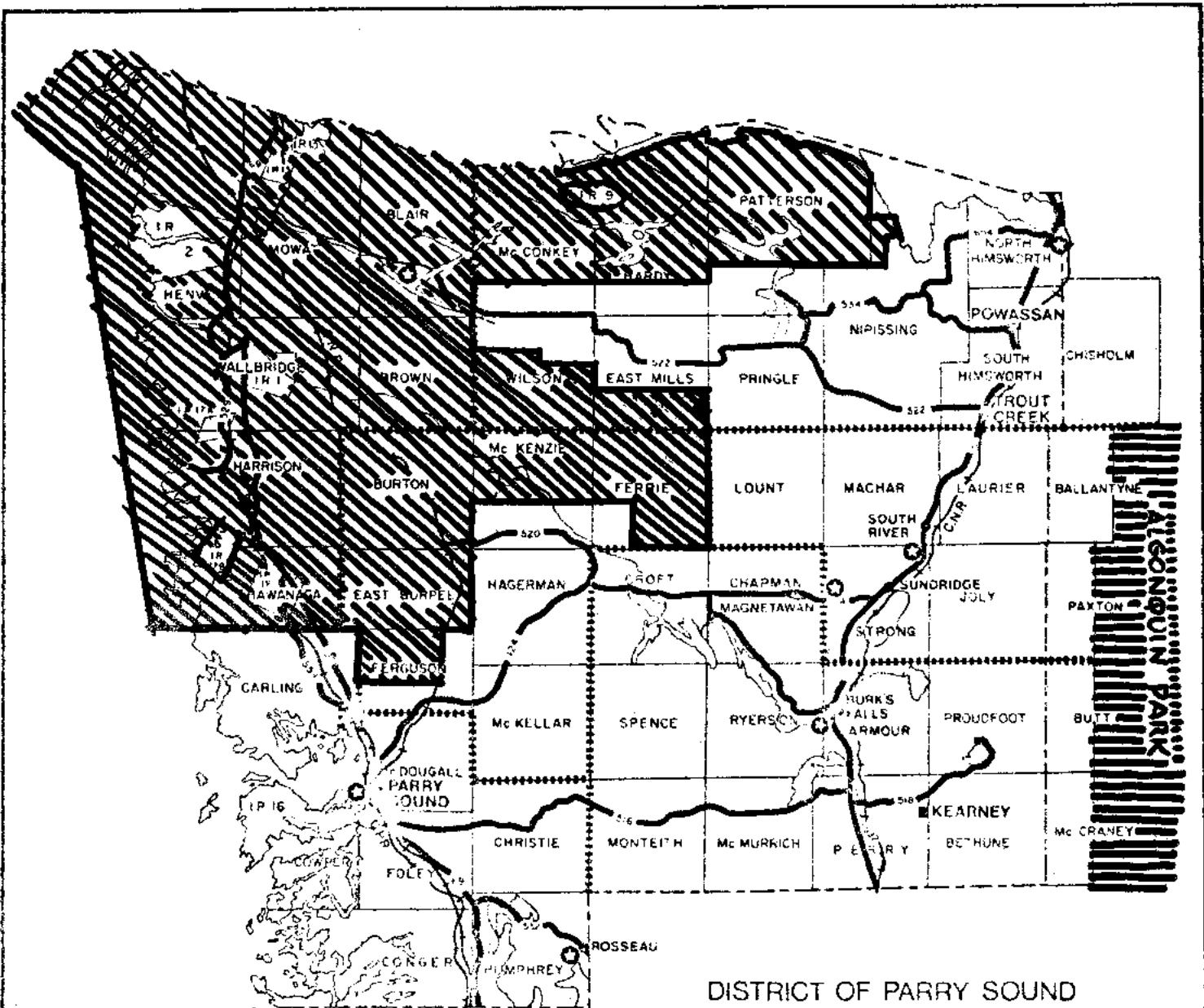


**DISTRICT OF PARRY SOUND
MAJOR TRANSPORTATION
ROUTES**



- Towns
- Villages
- Townships
- - - - - Area Committee Boundaries
- - - - - District Boundary
- + + + + + Railway Lines
- — — — — Provincial Highways
- ⊗ Proposed locations for Highway Improvements

After the PROCTOR & REDFERN study prepared for MINISTRY of TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS



**NORTH GEORGIAN BAY
RECREATIONAL RESERVE**

- Towns
- Villages
- ▭ Townships
- ▬ Area Committee Boundaries
- - - District Boundary
- ← → Railway Lines
- ▬ Provincial Highways
- ⊕ Proposed locations for Highway Improvements

The map on page 15 shows a major planning area in which the Minister of Natural Resources will be doing statutory planning with recreation as the predominant use. This is that section of the North Georgian Bay Recreational Reserve for which the Minister will prepare a land use plan. The first plan was in fact published in 1971, based on a report produced by the writer in 1966 for the Minister.

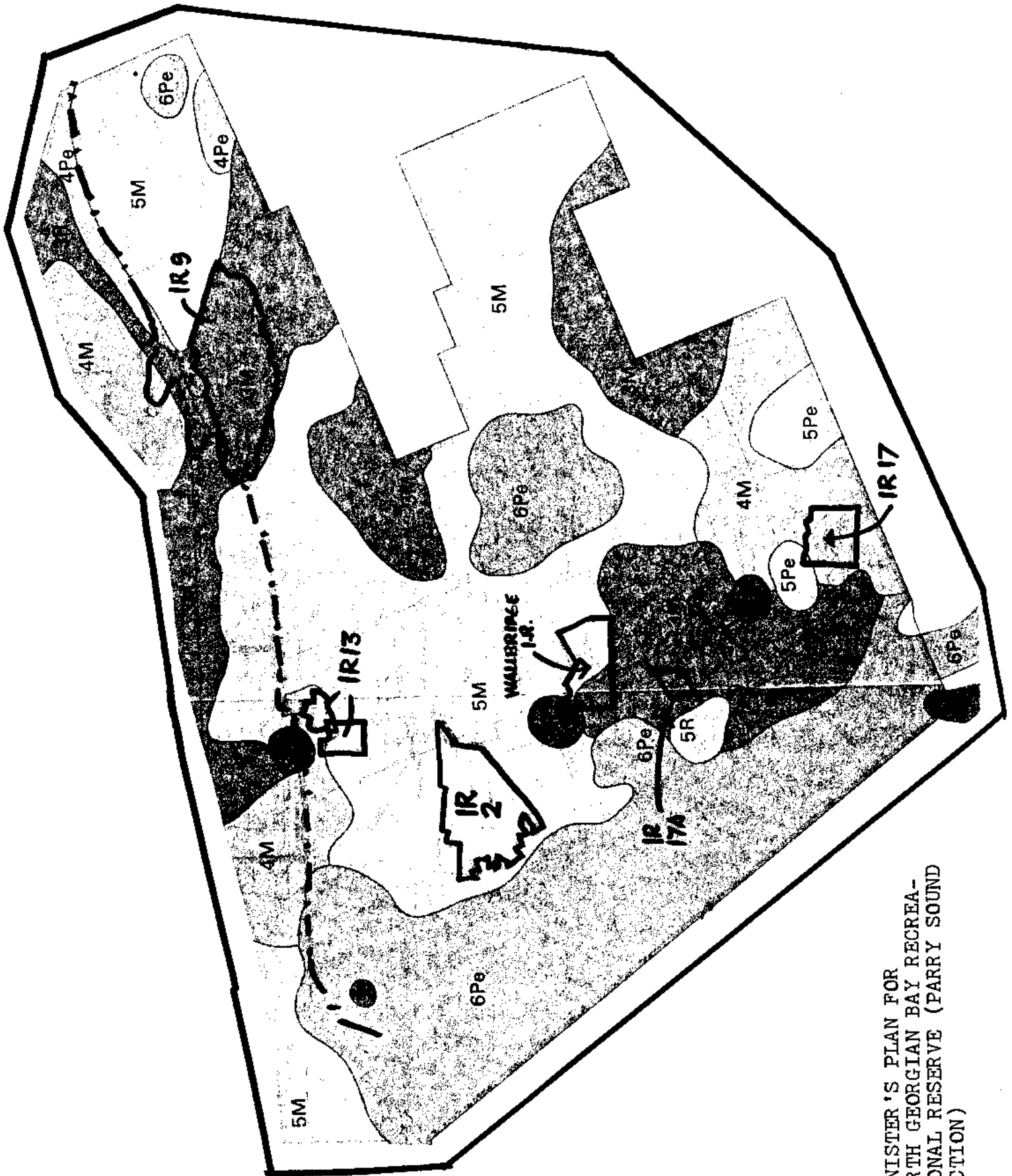
The map on page 17 indicates the main zoning areas established on what is called "Map 6: GENERAL ZONING PLAN". This Plan was approved on May 29th, 1971 and is now operative. It applies to both public and private land. Of course, it must be understood that this does not apply to the Indian Reserves, which are a Federal responsibility. The key to this map is indicated on page 18. This also involves a strict set of development control criteria, indicated on page 19.

These have been supplemented by the further shoreline controls already noted.

The Plan further spells out a series of "landscape units" largely dictated by natural and physical features, for which more detailed plans have yet to be worked out.

These are not insignificant policies, and if interpreted properly, they can go far to help preserve the environment of this highly significant area, which has international, national and Provincial importance in various ways.

Two disturbing features have recently risen, in connection with the proposal to create a new port in McGregor Bay, outside the District of Parry Sound, but within this Plan. The first is that the inshore urban municipalities by resolution indicated a desire to sacrifice the environmental planning of the Ministerial policy for industrial development. The second is that testimony offered before the special hearing of the Environmental Hearing Board (prior to the current Environmental Impact Assessment legislation) indicated that there are significant weaknesses in, and variable standards of,



MINISTER'S PLAN FOR
 NORTH GEORGIAN BAY RECREA-
 TIONAL RESERVE (PARRY SOUND
 SECTION)

EXTRACT FROM

NORTH GEORGIAN BAY RECREATIONAL RESERVE PLAN

MAP 6

GENERAL ZONING PLAN 1971

DEVELOPMENT CLASS

APPROVED DEVELOPMENT OR USE



1 - Very dense

Q - Quiet zone, no motors, no hunting or trapping



2 - Dense

P - Public recreation



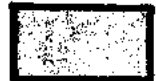
3 - Moderately dense

R - General Recreation including public, commercial and private developments



4 - Moderate

E - Resource production



5 - Moderately sparse

e - Very discreet resource production



6 - Sparse

M - Mixed development or uses



7 - None

S - Special uses to be specified as necessary, e.g. nature study

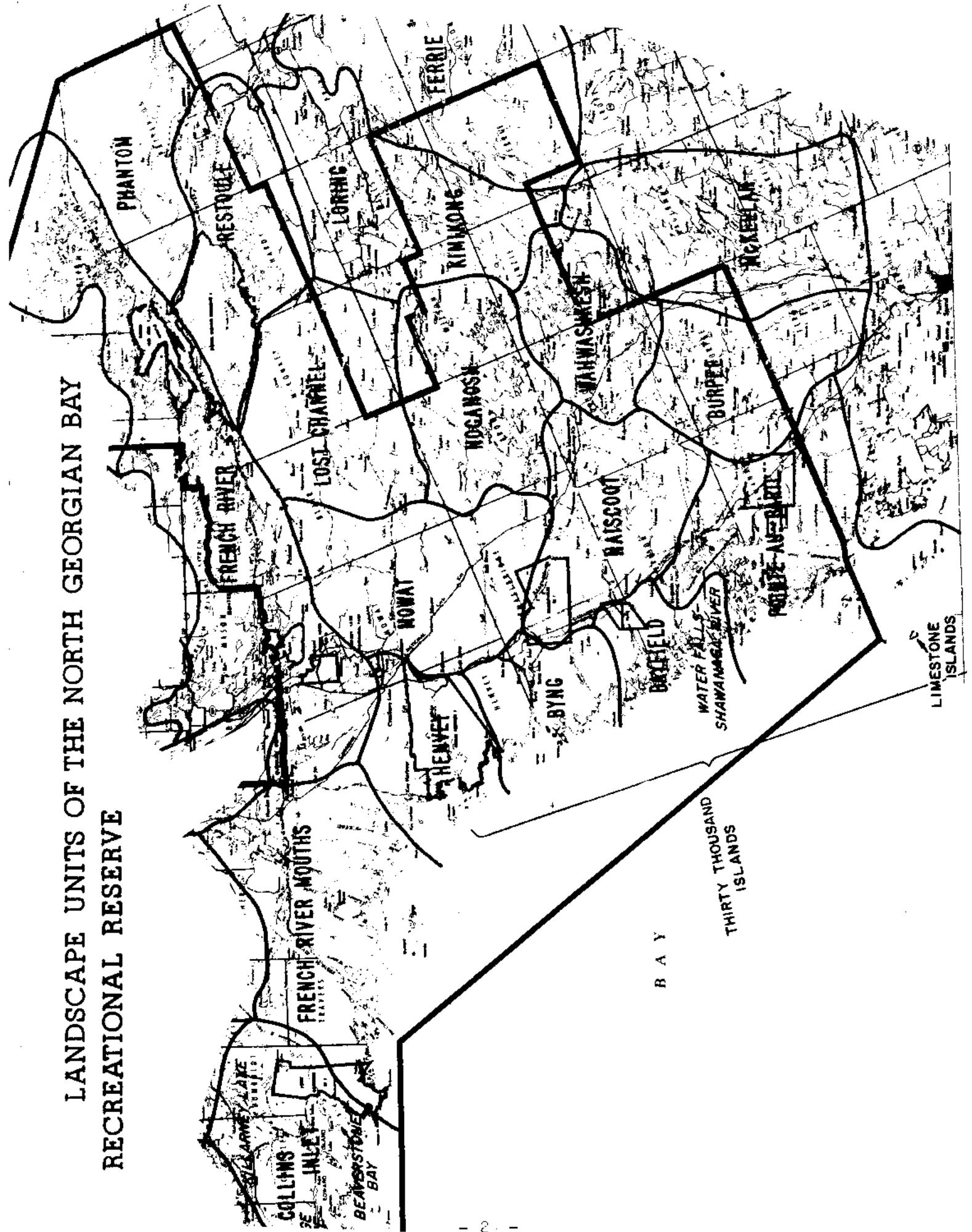
1. DEVELOPMENT UNIT CRITERIA

<u>Kind of Development</u>	<u>Development Unit Score</u>
<u>Buildings</u> All buildings with between 100 sq. ft. and 5,000 sq. ft. of floor space.	1
Buildings greater than 5,000 sq. ft. of floor space score @ 1 per 5,000 sq. ft.	
<u>Roads</u> Paved highways	per mile 3
Gravel all-weather roads	per mile 2
Seasonal roads	per mile 1
<u>Railroads</u> (single track)	per mile 2
<u>Major Hydro Lines</u>	per mile 1
<u>Docks, Dam Structures and other Similar Structures</u>	per 100 lineal ft. 1
<u>Parks and Roadside Developments</u> score according to building size, plus 1 point per 5 acres of developed area	
<u>Garbage Dumps</u>	per acre 1

2. DEGREE OF DEVELOPMENT SCALE

<u>Development Class</u>	<u>No. of Development Units per Square Mile</u>
1	32 or more
2	16-31
3	8-15
4	4-7
5	1-3
6	less than 1
7	none

LANDSCAPE UNITS OF THE NORTH GEORGIAN BAY
RECREATIONAL RESERVE



public enforcement of these policies; and also that there is a disturbing tendency now to interpret the development criteria shown on page 20 as applying to whole "landscape units" rather than per square mile as is clearly indicated in the text. While interpretation is ultimately a matter for the Courts, this clearly can not be what the Minister intended, for it results in such a latitude that anything imaginable can be located at a particular point. This is no plan at all. The problem then remains that if public servants effectively obviate the plan, and inshore municipalities sacrifice it for assessment benefits, there is a problem to which traditional annexations and broad policies are not the answer. This calls for new approaches.

One such approach can be to reorganize the local municipal entities to fit units which do correspond to significant socio-economic entities, and which also relate to ecological and environmental limitations. This can produce local municipalities which will reinforce rather than contradict the planning by the Minister of Natural Resources, which is so important to this area.

What, then, are such entities in the District of Parry Sound?

The map on page 23 gives the reality of current socio-economic activity, so far as it can be abstracted on a single sheet. It is an excellent map and gives a basis for analysis. The resulting areas are shown, diagrammatically and not to scale, on page 25, in the map entitled SIGNIFICANT ENTITIES FOR LOCAL GOVERNMENT UNITS.

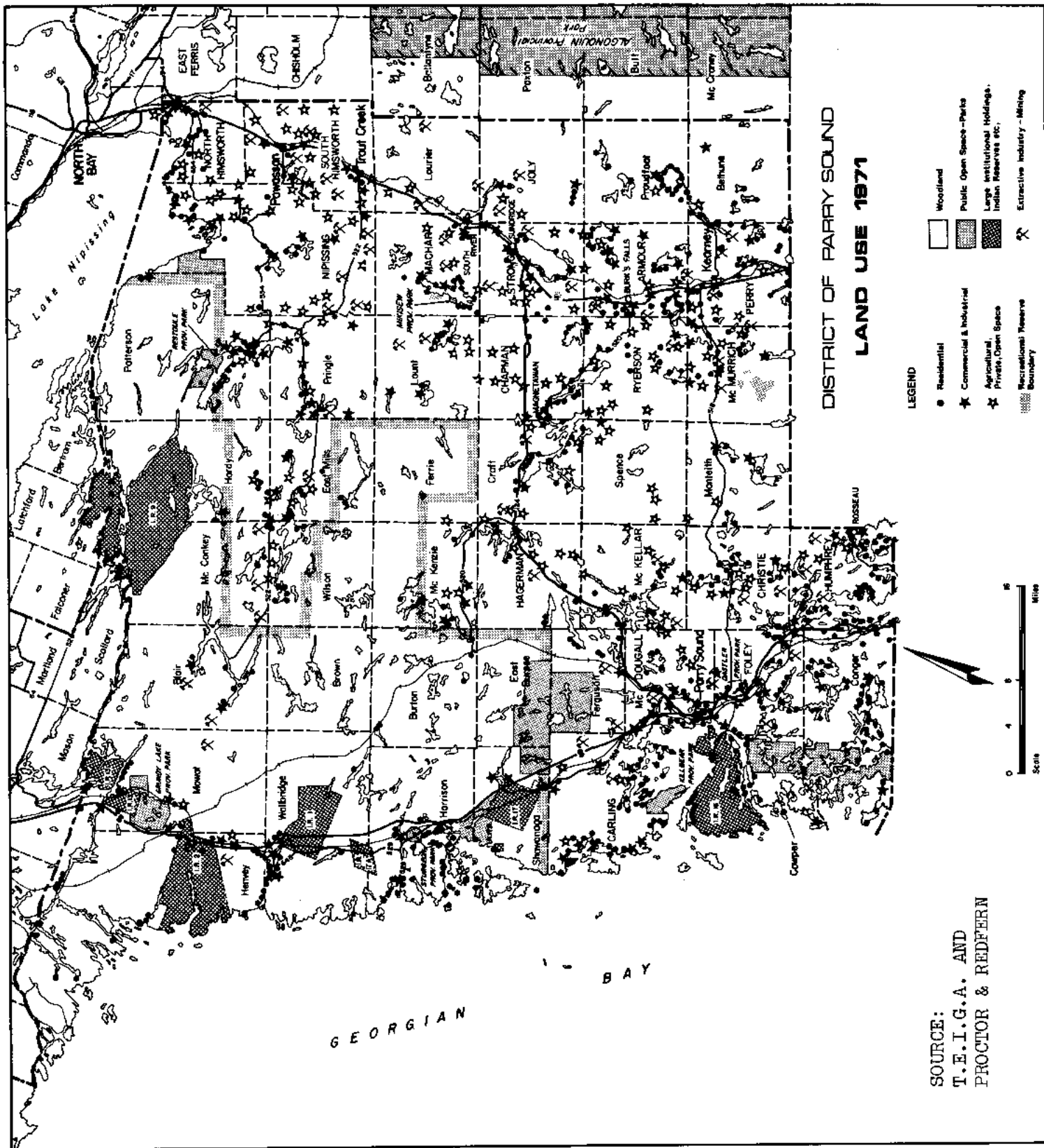
Basically they constitute the following significant entities:

- (i) The inland lakes and Magnetawan area
- (ii) The similar future inland lakes Three Narrows area which is beginning to grow and which will undoubtedly rapidly form when Highway 522 bridges that barrier

- (iii) The Town of Parry Sound, whose suburban development has extended beyond its present limits and which could logically expand to sensible limits of piped services as an urban built-up area
- (iv) The Georgian Bay archipelago, for which now a statutory planning limit has clearly been set up by the 1,000-foot shoreline reserve of the Eastern Georgian Bay Interim Development Control Area
- (v) The smaller definite local communities along the Highway 69 corridor (Key Harbour, Britt, Pointe-au-Baril, etc.)
- (vi) The Rosseau area which has links with Muskoka because of the lake distribution
- (vii) The smaller definite local communities along the Highway 11 (Kearney, Burks Falls, Sundridge, South River, Trout Creek and Powassan)

The notable feature of all of the "places" in the District of Parry Sound is that they exist as "point" developments (with some limited stringing-out along lines of communication) in a setting of uninhabited lands. This, once we map the population distribution, makes the definition of local government units much clearer than any map of Townships, or even higher-order functions makes clear.

It means that, since there is not to be another "regional government", those marginal areas which relate to existing external centres suitably organized (such as Sudbury R.M.) can be detached and so related, leaving the hard core of the District as an entity in which quite distinct local government units can be set up with boundaries modified to suit the population needing urban-infrastructure services.



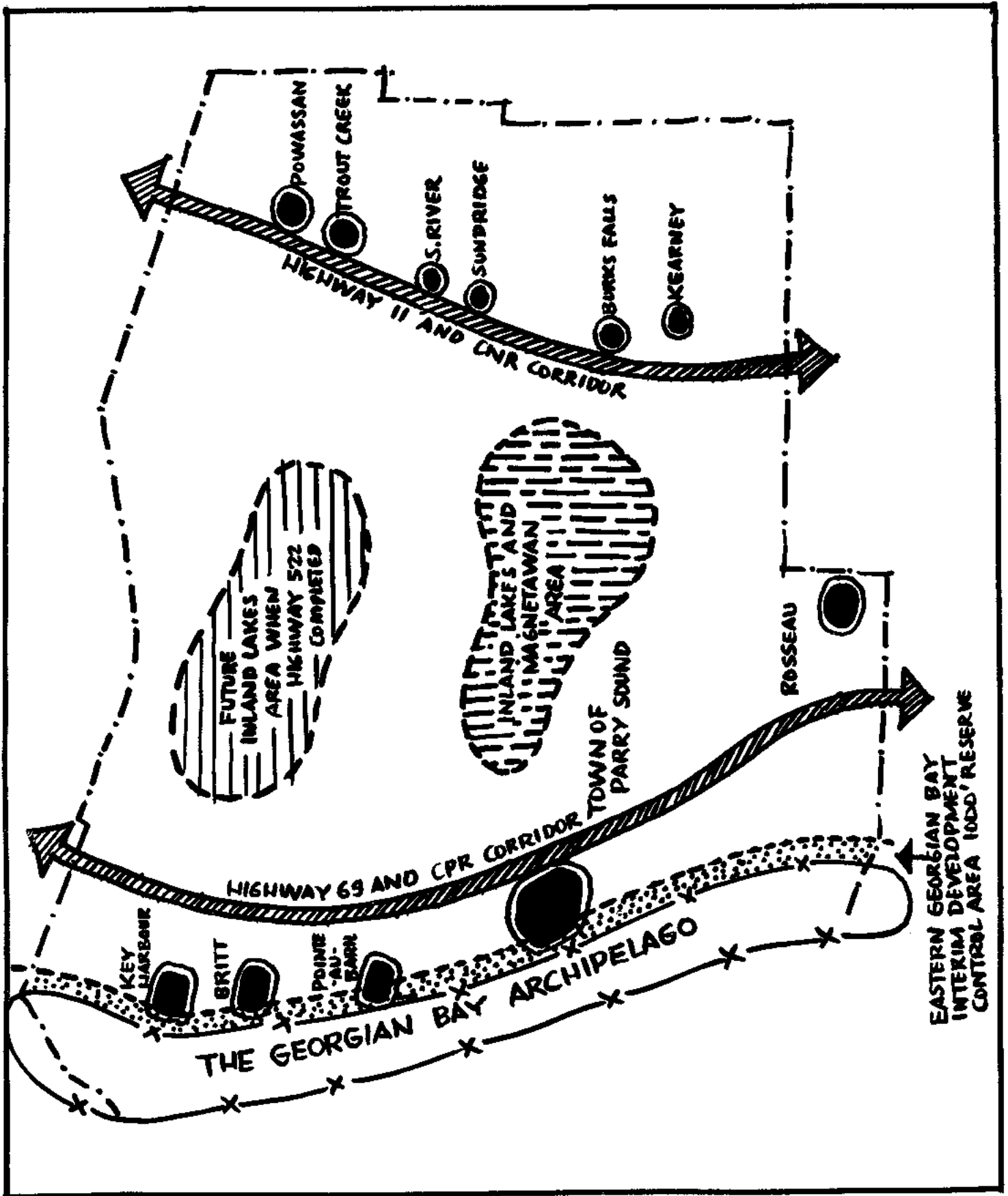
These can be distinct urban communities, with appropriate status using either the Northern Communities Act, Bill 102, for those as yet unorganized, to create Community Councils with a defined territory; or by amalgamation of existing units or enlargements to achieve the same end. The key here is to recognize that the Township is no longer an appropriate unit for "point" urban developments, but it has usefulness for the extensive low-intensity second-home development areas.

The inherent municipal problem of the inadequate property-tax base, which leads all municipalities into far-flung annexations well beyond any functional entity of such services as piped water, sewers, sidewalks, street lighting and the rest, must surely be met by some form of transfer payments of Provincial servicing arrangements.

For higher-order functions in an area where no basis exists for a "regional government" surely the straightforward solution is that originally envisaged by the Smith Report on Taxation: use the hard-core logical District as a Provincial higher-order-service unit, with which these "point" entities of local government contract for regional services such as policing, hospitals, higher education and the like.

Until the population vastly increases, this kind of solution will greatly benefit the whole area and the Province. It does not add another layer of government in a vast sparsely populated locality and it paves the way for revised boundaries fitting socio-economic and ecological-environmental realities, greatly simplifying local jurisdictional problems.

If, in addition, adequate powers for local services were delegated to these small community municipalities, then the Province would be able to rely on supportive local government in the struggle to preserve this special environment.



SIGNIFICANT ENTITIES FOR LOCAL GOVERNMENT UNITS

The Province would then be free to concentrate on a proper development plan strategy as a basis for much more detailed local Official Plans and zoning bylaws, essentially dealing with amplification of the basic Provincial strategy.

This Report is not basically directed at much further amplification of this set of principles insofar as they affect the balance of the District. This section was to find, from the regional data, a general pattern of significant entities in the District. This study revealed, in the synthesis of the information summarized here, a sensible context within which the particular concerns of the Sans Souci and Copperhead Association and similar organizations can be dealt with on a logical and rational basis.

The difference between the archipelago area and the inland lakes is precisely the difference between roads, piped services and the whole gamut of the network of urban infrastructure, which affects all built-up areas, accessible by road, and the contrast of access by water only, with no vehicular traffic and no linkages to the local servicing network. Thus, inland lakes are essentially the urban fringe at an early stage, but island second-home areas are different in nature and partake of different attributes as a result of location factors. Higher-order functions are generally not "brought to" islands of this scale: the inhabitants betake themselves to the higher-order service centre by water to a transport mode and then return. This simple and obvious fact constitutes the basis for a logical ordering of an archipelago municipality, to which this Report will now turn, having established the context within which it can operate. No better system could be devised to meet local needs at an appropriate level and to support Provincial environmental policy by an enthusiastic, competent, prosperous and viable local municipality, without adding complexity or anachronistic forms to the area.

The next step is to explore the challenge of the Archipelago.

4. THE CHALLENGE OF THE ARCHIPELAGO

Island groups such as those represented by the Sans Souci and Copperhead Association constitute a special challenge to any reorganization of local government, precisely because they are an archipelago. An archipelago is defined geographically as a "group of islands scattered in near proximity about a body of water". This is a characteristic formation on Georgian Bay. Comparable groupings are the Sporades and the Cyclades in the Aegean Sea, or the Tuamotu Archipelago in the South Pacific Ocean. Since their chief characteristic is this scattering of islands, the main means of transport and interconnection is by water.

It is worth noting that unless logical groupings are studied there is often difficulty in drawing precise boundaries in archipelago formations, but historically the typical groups such as the Sporades, the Cyclades, the Dodecanese, survive as recognized entities all through history and have administrative significance throughout many different periods, cultures and social systems. For example, the city of Rhodes in Greece has historically served as the regional capital for the Dodecanese and the five main groups of the Aegean Islands have generally been reflected in five administrative units at the local level. In modern day Greece there are five "nomoi" or "departments". The Sporades were a Province in the Byzantine Empire and were later treated as a unit by the Genoese and the Venetians. The Order of St. John of Jerusalem consolidated the various groups in the 14th and 15th Centuries from Rhodes. Under the Turks, and later the Italians, similar arrangements to those now operative were followed.

The Northern Sporades are in a unit of local government called Magnisia and the Southern Sporades are in a department called Euboea.

Similarly, the Ionian Islands under Turks, British and Greeks have been a political entity.

In Italy, Napoli Province consists of the regional capital (Naples) and the Bay and islands. Ischia and its archipelago form a subordinate administrative unit, within the region.

These illustrations indicate that an archipelago has special significance and constitutes an entity for some needs of the inhabitants, provided the groupings are respected.

This characteristic has not generally been recognized in Ontario, mainly because most formations of this kind have been in areas which have only recently achieved any degree of local government. Most parallel situations elsewhere are either so distinct that they have been clearly recognized by international treaties (such as the St. Pierre and Miquelon group) or by Provincial or international boundaries (the Queen Charlotte Islands, the Magdalen Islands, the Belcher Islands).

One of the difficulties which is apparent in all the published material on the area, other than that of the Ministry of Natural Resources, is that most mapping is done at such a scale (say, 8 miles to the inch) that the archipelago simply disappears and is consequently ignored, because it is apparently not there.

Yet, navigation charts, or the Ministry of Natural Resources maps (say, at a scale of 1:26,720, or 1 inch=2 miles) clearly indicate the extensive and complex nature of the archipelago, hinted at in names such as "The Thirty Thousand Islands".

This archipelago is in fact far more extensive than is generally realized. It runs from Blind River via the North Channel through McGregor Bay via Manitoulin to the French and Pickeral Rivers and the Bustard Islands, and thence through the Thirty Thousand Islands south to the Limestone Islands and the Main Channel and from there via Manitou to the Georgian Bay Islands National Park round through all the islands of Midland, Victoria Harbour and Port McNicoll locality to the Beckwith Islands, Giant's Tomb Island, Hope Island and Christian Island on Nottawasaga Bay.

Because our thinking has been in terms of the urban-centred "regional government" concept, this natural unity of the archipelago has been disrupted, ignored and regarded as a bothersome series of appendages to inshore municipalities.

Perhaps at this stage, the North Georgian Bay Recreational Reserve offers an adequate protection for the northern arm of the archipelago, outside the District of Parry Sound. Certainly the area within the District is one in which that section of the archipelago can be treated as a unity and it is apparent that a southward extension of the concept could resolve some of the management problems of the Muskoka R.M. Georgian Bay shoreline, at some suitable point in the future.

It is clear that being physically distinct and reliant on water transport, and being a sensitive environmental area, the strongest unit in terms of environmental management, to supplement the controls of the Ministry of Natural Resources, is that of a municipal entity corresponding as nearly as possible to the archipelago.

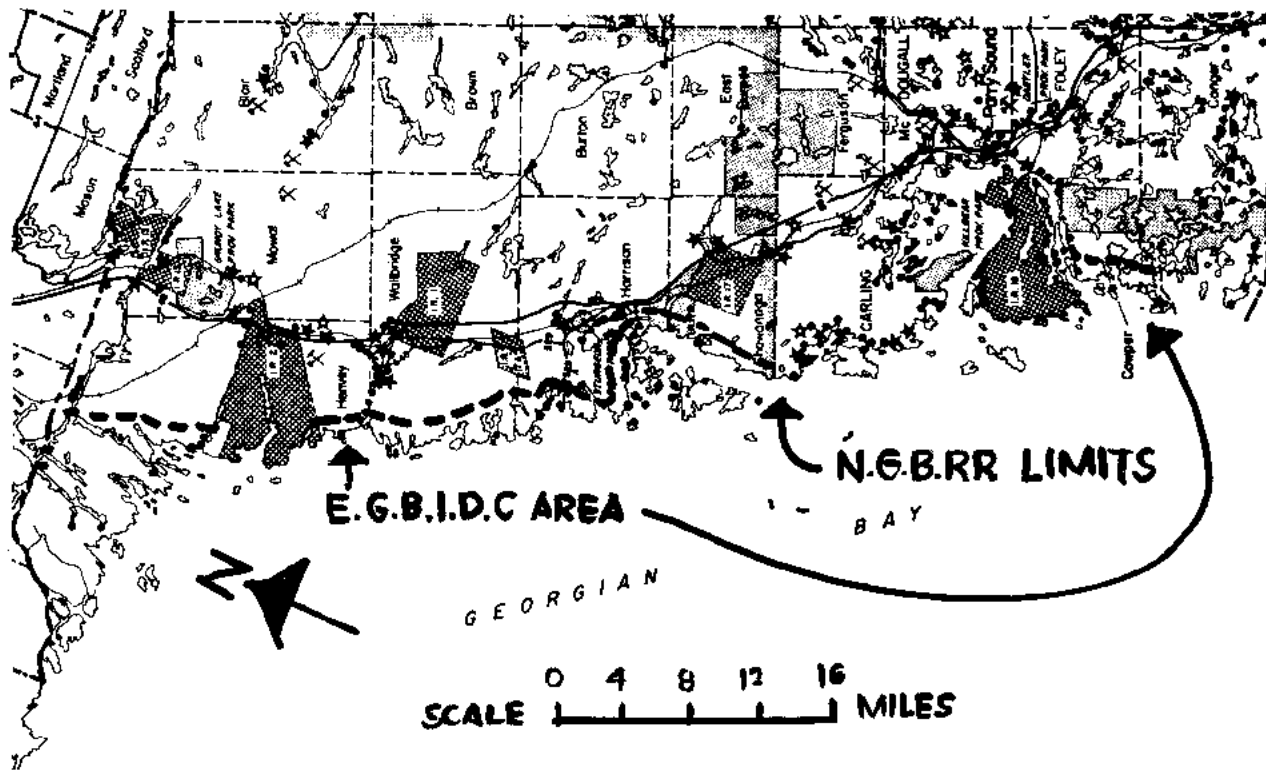
5. EASTERN GEORGIAN BAY INTERIM DEVELOPMENT CONTROL PLAN

It is clear that even under the best of circumstances, the preparation of a plan for the region or for the reorganized municipalities which emerge from the District of Parry Sound Local Government Study, will take many years.

In these circumstances, the guidance of the Plan for the North Georgian Bay Recreational Reserve (1971) and of the Eastern Georgian Bay Interim Development Control Plan (1975) constitute in fact a sensible planning framework for more detailed local planning. It is also apparent that they constitute a basis for local government reorganization, as will be apparent from this analysis.

The following map gives a basis for analysis. It indicates the North Georgian Bay Recreation Reserve limits, the Indian Reserves, and the major public park or reserves of Crown Land held for public

use, as well as the Provincial Parks. The map is oriented laterally along the shore since this is an instructive way to examine the area. It also shows diagrammatically the Eastern Georgian Bay Interim Development Control Area (not to scale).



**FEDERAL INDIAN RESERVES AND PROVINCIAL PUBLIC LANDS
ON THE DISTRICT OF PARRY SOUND GEORGIAN BAY SHORELINE**

The Eastern Georgian Bay Interim Development Control Area was created under the Public Lands Act largely as a result of strong support from the archipelago area and was made possible by field inspection, aerial photographic interpretation and a more detailed application of the techniques used in broad general planning in the North Georgian Bay Recreational Reserve. Areas such as Indian Reserves, Provincial Parks, the Incorporated Townships of Carling, McDougall and Foley and the Communities of Britt, Bying Inlet and Pointe-au-Baril are excluded. Technically, it is a Restricted Area Order and is applied using the published GUIDELINES, GEORGIAN BAY DEVELOPMENT CONTROL, JANUARY 1st, 1975.

It covers all the islands fronting on Conger, Cowper, Harrison, Henvey, Shawanaga and Wallbridge and the unsurveyed lands on Key River and Key Harbour, plus a strip of mainland 1,000 feet back from the water's edge in front of the same area and will govern development until a Municipal Government is established, which can produce an Official Plan under the Planning Act.

This 1,000 foot area is a new and significant development and so is the pattern of uses set up by the Interim Development Control Plan and by the North Georgian Bay Recreational Reserve Plan. In fact, these constitute a continuous permanent control zone for the foreseeable future, corresponding in reality to the archipelago concept. Because of the very limited access points, the viability of the concept of an archipelago municipality is quite apparent and feasible in the territorial sense, without in any way adversely affecting the inshore municipalities.

The matter of the significance of this unit in terms of an assessment base for the growth in the inshore areas is one which can be readily dealt with via the Provincial grants system as a problem of redistribution of taxes, rather than being necessarily linked to any territorial imperative. At first, if one does not question the basic assumptions of the inshore municipal viewpoint, it has usefulness as a way of incorporating a large enough taxable base for growth, to offset economic decline. But once it is realized that this problem can better be resolved by the "umbrella programme" of adjusting Provincial grants, and when in addition one realizes that higher-order services can simply be rented from the Province, then the restructuring of local government can readily conform to a basis which allows proper environmental-ecological units supportive of Provincial policies.

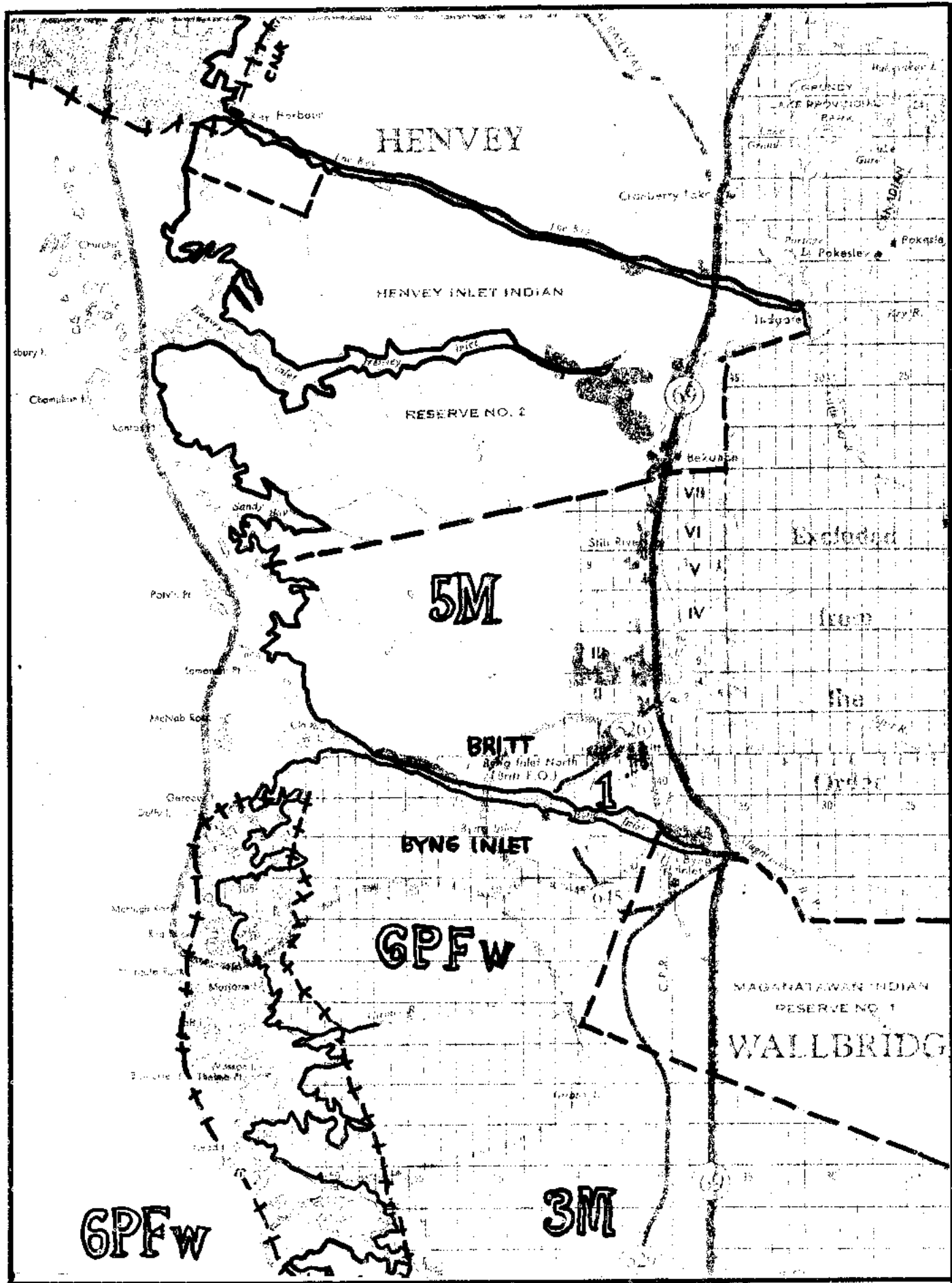
Examining the area in more detail, the apparent complexities become greatly clarified. Consider first the Henvey to Wallbridge area as shown on the map on page 33.

Since access to Key Harbour is by air, water or by CNR, and immediately to the north-west of the Key Harbour itself is an area which is one with significant constraints for development (essentially the mouths of the Pickerel and French Rivers), as well as the Henvey Inlet Indian Reserve No. 2, there is no problem in implementing the Minister's plan. If need be, a Community can be created at Key Harbour, using the structure of Bill 102. The area in the inshore location is designated 5M which means "Moderately Sparse Mixed Development" while the 1,000-foot shoreline reserve can ensure a distinct separation between the islands in an archipelago municipality and the inshore area.

The dark patches on the map are potential development areas and it will be seen that most are either on the Highway 69 corridor or extensions of the Britt-Bying Inlet-Still River-Bekanon complex which again can be created as a distinct Community under Bill 102 using the Zone 1 (Very Dense Development) as a general guide, but capable of being extended to include all "piped service" linkages in future. This again lies in a 5M Zone and is separate from the islands by the 1,000-foot shore reserve. If need be, the Britt Community could extend along the shore access road to the Reserve and stop there. The islands between Key Harbour and Clark Island at Bying Inlet can readily belong to an archipelago municipality without creating complexities for the inshore places, while reinforcing the Minister's policy.

The area from Bayfield Harbour to Snug Harbour is indicated in the map on page 35.

Here again, the main development areas are either inland (Manbert, Pointe-au-Baril Station, Shawanaga 1R, or inshore in Carling and around Shebeshkekong) or at Shawanaga Landing, or Dillon; or else they are on islands. This clear differentiation is again solved by using Bill 102 for such areas as Pointe-au-Baril Station (Zone 1) and using the concept of the archipelago municipality and the 1,000-foot reserve to differentiate between shoreline and inland development.



Between Bayfield Inlet and Shawanaga the zoning is either 6Pfw as already noted or 3Rcw (Moderately Dense with General Recreation, with limited service commercial and fur harvesting). Again the archipelago concept supports this policy.

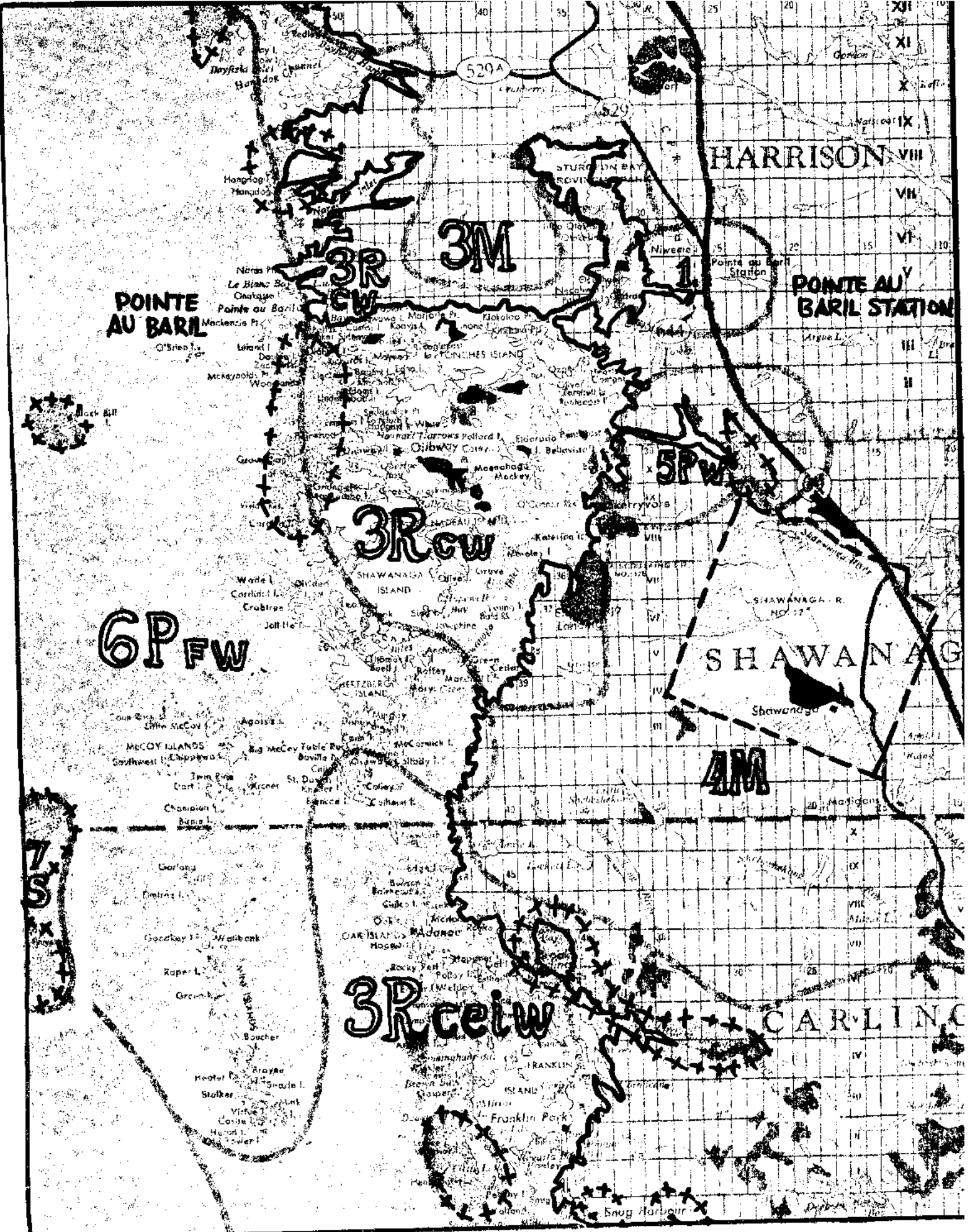
From Shawanaga to Whitchelo Point the same 3Rceiw (Moderately Dense with General Recreation and limited service commercial, resource extraction, industrial and fur harvesting) results in the same condition.

The whole island area offshore is again zoned 6Pfw (Sparse Development, Public Recreation and limited commercial fishing and fur harvesting) which is once again the kind of state which an archipelago municipality can support. From Mackenzie Point to Shawanaga Island is an area which includes significant restraints on development, as in the case of parts of Bayfield Inlet and Hangdog Island, Brooks Landing and the Little Shebeshkekong River, the area around Henrietta Point, the Limestone Islands and Black Bill Islands.

The urban area of the Town of Parry Sound represents a distinct community with municipal status. How does it relate to the Interim Development Control Plan?

First, the map of Generalized Land Use indicates that the urban-infrastructure area properly includes the built-up area of Parry Sound, the suburban areas in Foley and McDougall Townships and part of Cowper only.

It is logical to expect and to provide for an adjustment to the boundary of the Town of Parry Sound to allow for this area and related potential growth areas to be united with the main urban core. This is in the best interests of the municipality. The dotted line on this map indicates a very large "urban field" which would probably encompass all the major residential, industrial and commercial and institutional development likely in the foreseeable future.



POINTE AU BARIL

HARRISON VIII

POINTE AU BARIL STATION

SHAWANAGA

CARLING

6PFW

3Rcw

3Rceiw

4M

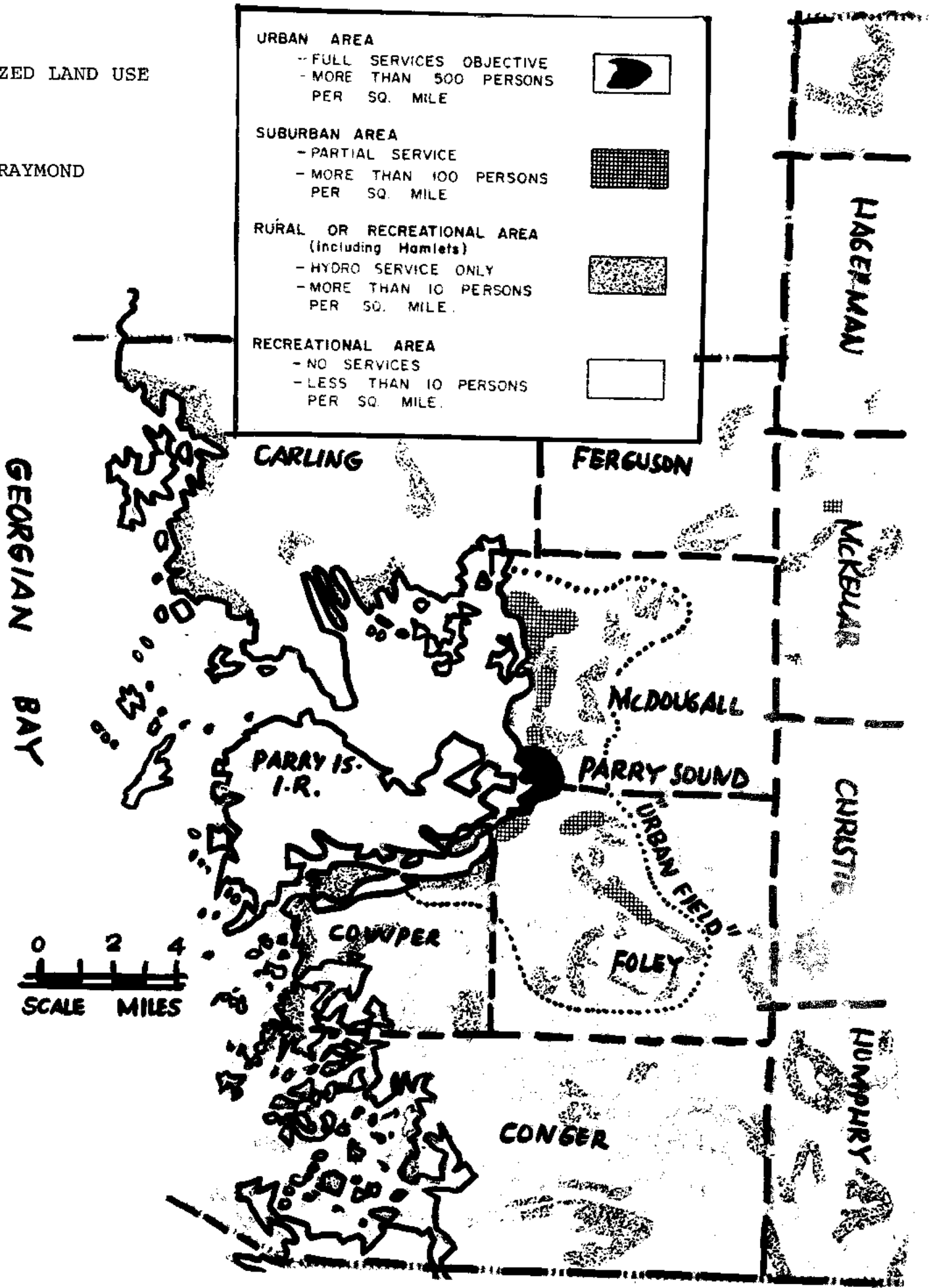
3M

5PW

7S

GENERALIZED LAND USE
1972

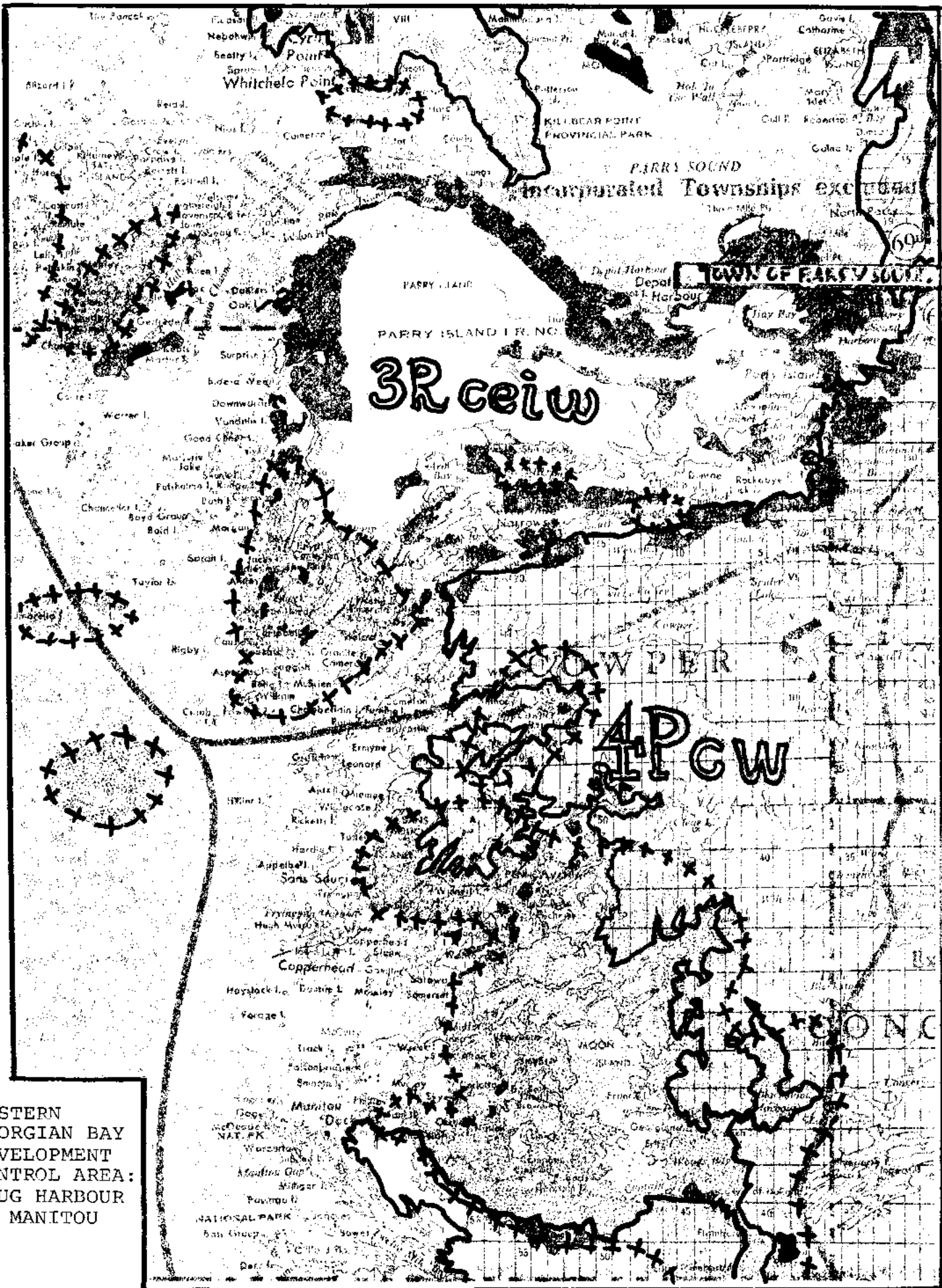
SOURCE:
J. ROSS RAYMOND



This area is much less than the 1972 annexation hearing dealt with. The OMB in that hearing was much more interested in evidence for the urban service area needs than in the case for an urban-centred region.

The answer to this dilemma appears to be to enlarge the Town of Parry Sound to encompass the urban service area and to locate the higher-order service functions for the District in the Town of Parry Sound for the larger higher-order service region and to let the fringe areas of the District get their services from the nearest Regional Municipality or large urban municipality depending on the appropriate service field (i.e., the R.M. of Sudbury, North Bay or the R.M. of Muskoka). In the District of Parry Sound, at this stage, these regional services should be so far as possible provided directly by the Province and it would be evidently an advantage for the various Provincial Departments and Ministries to agree on a co-terminous area for as many services as possible.

The Town of Parry Sound is effectively now cut off from the archipelago by the Parry Island Indian Reserve and by the 2-3 mile wide public park reserve which runs from the southern limit of the District across Cowper and Conger. To this must be added the 1,000-foot Development Control Reserve on the shoreline. This, taken in conjunction with the Zoning (3Rceiw on the northern part and 4Pcw on the south, meaning respectively "Moderately Dense Development and General Recreation, with limited service commercial, resource extraction, industrial and fur harvesting", and "Moderate Development, General Recreation, with limited commercial and fur harvesting") plus the vast areas in which there are restraints on development (most of the offshore island groups) clearly indicates a low-intensity non-urban future, which is not readily accessible by road from the inshore area, and which fits logically into the concept of an archipelago municipality. Beyond the Boyne and Seguin and Blackstone watersheds, the main shoreline areas of S. Carling, W. Cowper and W. Conger are in separate and distinct watersheds.



EASTERN
 GEORGIAN BAY
 DEVELOPMENT
 CONTROL AREA:
 SNUG HARBOUR
 TO MANITOU

It is clear that the Provincial "barrier" of the public lands reserves and the 1,000-foot development control zone effectively remove the direct linkage of inshore urban development to island and shoreline development.

This is the significance of the advent of the Eastern Georgian Bay Interim Development Control Plan.

6. THE SIGNIFICANCE OF THE NORTHERN COMMUNITIES BILL
(Bill 102, October 1974)

The Northern Communities Bill is significant in that it provides a logical solution to the problem of giving small settlements in a basically uninhabited or very sparsely-settled area a means of setting up Community Councils, to deal with goals and undertaking solutions to servicing needs. An elected council and a form of incorporation would allow local taxation to fit the range of services needed locally. Services would normally be provided by Ontario Ministries under contract or agreement with the Council. These services could include:

- (1) water and sewer
- (2) fire protection
- (3) parks and recreation
- (4) animal control
- (5) other services such as local roads, street lighting, garbage collection and disposal, sidewalks, regulating trailers, trailer camps, trailer parks, tourist camps, motels, air-harbours and landing grounds

They would also be eligible for Provincial grants and be able to sell debentures, subject to the approval of the Treasurer of Ontario (rather than the OMB). Grants will be available under (1) The Unconditional Per Capita Grants Programme and (2) The Property Tax Stabilization Programme.

This arrangement permits the creation, after application by 50 citizens and following a proper Public Hearing of new Community Councils and incorporated municipal status, for those smaller entities discussed in Section 3 of this Report, where they need such organization.

This is an advantageous and simple solution not previously available and it permits a much clearer examination of the real problems of the area and better solutions to them.

This Report is therefore feasible under the proposed legislation.

7. THE PRINCIPLE OF AN ARCHIPELAGO MUNICIPALITY

The principle which emerges from this Study in the light of all these factors is that of a local municipality covering the archipelago.

It will obviously need further study to determine a precise boundary, but it is quite evident that such features as the Provincial Parks, the public lands reserves and the Eastern Georgian Bay Development Control Zone, presently effective, along with the limited access and the uninhabited areas and Indian Reserves, form a limit which can be accepted as a working hypothesis, for the purposes of the District of Parry Sound Local Government Study and for the purposes of applications for municipal status under either the Municipal Act or the Northern Communities Bill.

It is also an area in which the prime interest of the inhabitants coincides with the policy of the Province for environmental preservation, because the area is near "mature development" and contains built-in development constraints which are recognized by the inhabitants and which are stated in and effected by Provincial development controls which have the strong support of the local people.

An archipelago municipality would thus be a strong factor working for the preservation of the environment.

The internal organization of such a municipality lends itself readily to a "ward" structure and here the overall umbrella organization of the Georgian Bay Association with its internal constituent organizations such as those from Honey Harbour, Cognashene, Sans Souci, Pointe-au-Baril, Key Harbour, Bayfield-Nares and Manitou, gives us the analogy to an overall municipality with a number of internal wards representing the more specific local areas.

This would result in a small and workable council, and a population level satisfying Provincial criteria.

There is no doubt that such a municipality would be economically and financially viable. With its predominantly high-quality second-homes housing and its population making little demand for any urban-type services, it is a municipal entity with a good assessment base. Thus, although predominantly residential, it has such a limited demand for services because of the nature of the use and the characteristics of the location, to be able to stay in a viable state, supply the needed local services and contract with the Province or District level for higher-order services.

For example, there is no need for urban hard services such as sewers and piped water. With a "face-to-face" relationship with the Province, the natural planning unit and environmental control unit of the archipelago and immediate shoreline can readily adopt local controls to supplement the overall Provincial policies as to water treatment, sewage disposal and building development, as well as pollution control and fish and wildlife and resources management.

Higher-order services such as hospitals, secondary-education, disaster services, waste disposal, police and the like can be contracted for any fitted to the needs of the area.

The municipality of the archipelago would have an adequate assessment base to deal with local functions such as building permit control, water and sewage, fire and emergency, local medical services, primary education, planning and zoning and development control, waste collection and the like.

Because facilities such as buildings and land are already owned by the constituent local Associations, no inordinate structure or bureaucracy is needed to make such a municipality effective. The area would obviously be able, because of the demonstrated competence of the constituent Associations, to engage a properly qualified municipal staff and to draw on the voluntary associations for support in their individual expertise in a consultative capacity.

The alternative of breaking up the natural order and unity of the archipelago into smaller segments, each attached to an inshore municipality with a growth-orientation and a weak assessment base invites immense and totally avoidable complexities. This solution is unnecessary, since the Northern Communities Bill allows the "transport-terminal" local communities on the shore to form separate and distinct, self-contained municipal corporate entities, without in any way upsetting the concept of the archipelago municipality, and to the mutual advantage of all concerned. The urban hard-servicing problem in areas such as the Town of Parry Sound can be met by the appropriate limited boundary adjustments and the general problems of the inadequacy of the property tax base can be met by differential grants to suit the needs of the different areas.

Where local government changes, it is usually in response to a lack of relationship between the institutions and socio-economic reality. In the case of recreational areas which have been used for seasonal habitation or settlement, the typical problem which arises is that of representation and taxation. The early history of Newfoundland is a case in point, in which permanent settlement was forbidden, but eventually the reality led to self-government and local municipal institutions. Similarly, in the Rockies, the legislation eventually recognized the reality of the "summer-village" as a real unit of local self-government, now recognized in the Alberta Municipal Act.

Where this issue has arisen in Ontario, it has hitherto been complicated by the presence of a permanent population. In order to protect their interests, the general solution has been to make seasonal residents equal in the payment of taxation, but not equal in the matter of voting. This arises from a misconception as to the real nature of "second-homes" and their owners.

This issue does not arise in the Georgian Bay archipelago, since there is only the one population, substantially, and in any case that population has relatively homogeneous interests.

The concept of an archipelago municipality fits the mature state of the area and resolves the complex relationship of shoreline to Province into a face-to-face relationship dealing with one municipality only, for all effective purposes. This is like the very simple Canadian solution to Great Lakes management in which, because there is only one Province, Ontario, Canada can make rapid strides in environmental control, where the fragmented USA jurisdiction lag far behind.

This concept is socially, functionally, economically, ecologically and environmentally sound. It gives a workable answer to real needs, freed from the traps of past stereotyped thinking based on invalid assumptions. It is a jurisdictional solution which does not imperil any legitimate need of the inshore municipalities and it can be developed from this "overview" statement of principle in such detail as is needed for subsequent actions. To create such an entity is to take a vitally significant step along the road to environmental preservation and protection so that this uniquely beautiful area will continue to give joy and delight to later generations and remain as an object of international admiration.

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NOTES

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