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The Archipelago Municipality

**TOWARDS EFFECTIVE LOCAL GOVERNMENT
IN THE GEORGIAN BAY ARCHIPELAGO**

GEORGIAN BAY ASSOCIATION

with the assistance
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THE ARCHIPELAGO MUNICIPALITY

TOWARDS EFFECTIVE LOCAL GOVERNMENT IN THE GEORGIAN BAY ARCHIPELAGO

A Pilot Project with special reference
to the
Sans Souci and Copperhead Area

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

In April 1975 the Sans Souci and Copperhead Association report ‘‘Georgian Bay Archipelago: A Decision For The Future’’, commissioned by that Association, was published under the sponsorship of the Georgian Bay Association on behalf of all the Islanders’ Associations in the whole archipelago. That report dealt with environmental control, planning, and local government in the Georgian Bay Archipelago, and its findings can be summarized as was done in the introduction to that report, as follows:

‘‘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.’’

In April 1976 the Sans Souci and Copperhead Association and the Georgian Bay Association commissioned this pilot project as a step towards effective local government in the Archipelago, with the following objectives.

2. OBJECTIVES

- 1) To develop in some detail and specifics the example of how (using the Sans Souci and Copperhead areas as a case-study) the principles of the prior report can be developed into the practical operational plan for a functioning archipelago municipality (and as a ward within such).
- 2) To provide a follow-up to the Georgian Bay Association's response to the Parry Sound District Local Government Study Final Report, August 1976.

3. THE COMMUNITY OF INTEREST

A viable municipality is a response to the social and political needs of a community of interest.

This question of a community of interest for the archipelago and its constituent parts can be discussed at two levels: (a) that of the 30,000 Islands themselves, and (b) the internal constituent elements.

The matter of the total archipelago is a relatively clear and distinct matter.

From land use studies for the District of Parry Sound, the other socio-economic data available, and the maps in the District Atlas, a number of distinctive communities of interest emerge:

- a) The inland lakes and Magnetawan area.
- b) The similar future inland lakes S-Narrows area which is beginning to grow and which will undoubtedly rapidly form when Highway 522 bridges that barrier, in the spring of 1977.
- c) 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, including the 1000-acre Parry Sound Industrial Park at the northern end of Carling Township.
- d) The Georgian Bay archipelago, for which now a partial and interim planning area has been defined by the 1000-foot shoreline reserve of the Georgian Bay Development Control Restricted Area Order.
- e) The smaller definite local communities along the Highway 69 corridor (Key Harbour, Britt, Pointe au Baril Station, etc.).
- f) The Rosseau area which has links with Muskoka because of the lake distribution.
- g) The smaller definite local communities along Highway 11 (Kearney, Burks Falls, Sundridge, South River, Trout Creek and Powassan).

This scale of examination of communities of interest brings out the remarkable situation that the Thirty Thousand Islands, where they have been settled, constitute perhaps the only continuous network of interaction on a District scale. Since the intervening waterways between islands function as a highway, then the settled islands constitute a continuous community of interest throughout the whole length of the archipelago. About 80 miles of the archipelago lie within the District of Parry Sound, and this is the most extensive and largest community of interest and one with the most consistent and even pattern of population distribution and density in the whole district. This entity is in fact symbolized by the Georgian Bay Association which speaks for all the islanders in the whole archipelago. There is no similar citizens' association anywhere else in Parry Sound District, and there is no similar and extensive community of interest.

The archipelago has an unusual community of interest in the preservation of the area. It cuts across international and national limitations, in that residents come from both the USA and Canada, and have attachments to this area which go back in many cases for close to a century. This community of interest is best symbolized by the "Group of Seven" paintings which have made this unique landscape internationally known. There is an extensive network of informal radio interconnections linking these people far more than is common in most entities.

This scale of identification can be illustrated by Table 1 which is from the District Local Government Study research data. By grouping all the shoreline municipalities in the District of Parry Sound we find a total of 4,183 waterfront 'assessed households'. This is from the

Province WFSU (Waterfront Shelter Unit) code and is not a completely accurate dwelling count, and a commercial resort capacity of 4,099. At a very conservative estimate, excluding inland lakes, perhaps 3,000 of the Waterfront households are on islands and the Bay shore (outside Killbear Point). Assuming 3.6 persons per unit we arrive at a conservative estimate of about 11,000 as the population base for this community of interest *excluding* resort population. This is a significant basis for any modern municipality and one which, despite its common interest in the islands area, is currently unrepresented as an entity on the local government scene.

These 3,000 units constitute about 20-25% of all the WFSU in Parry Sound District. The District has 12,039 in all. Unlike the other 9,039, the 3,000 on the archipelago base have a unity of geographic location and a common interest in a characteristic shared environment. The further distinction is that the 9,039 are to some degree 'suburban' whereas the 3,000 are 'non-suburban' because they are on islands or shoreline only accessible by water and are not on roads or piped services. Their interests are thus different and distinctive from the inshore.

This indicates an assessment base estimated at about \$60,000,000. The total taxable assessment of the District is about \$536,000,000 (Research Report, pg. 147).

This is obviously a secure base for any municipal government entity.

TABLE 1
POPULATION INDICATORS, 1974

Municipality or Township	Assessed Population	Assessed Households(1)			Total	Commercial Resort Capacity(2)
		Perm. Res'l	Perm. Farm	Water- Front		
Henvey (3)	222	53	8	294	355	375
Wallbridge	540	165	—	270	435	736
Harrison	246	74	—	712	786	728
Shawanaga	33	19	—	209	228	130
Carling	485	155	8	885	1,048	1,009
McDougall	2,332	755	19	256	1,050	643
Cowper	40	1	—	607	608	116
Conger	132	28	3	950	981	362
Total(4)	4,030	1,270	38	4,183	5,491	4,099

NOTES: (1) Waterfront total is from WFSU (Waterfront Shelter Unit) Code and is *not* completely accurate "cottage count".

(2) Excludes Provincial Parks.

(3) Includes unsurveyed territory to its north.

(4) Excludes 552 residents of Indian Reserves in 1974.

SOURCES: Assessment Division, Ministry of Revenue

This base also provides foundation for the services provided by the shoreline communities (Parry Sound, Pointe au Baril, Britt) and presently also a significant support for the West Parry Sound Board of Education. This base also indicates that in the revised structure an archipelago municipality will be easily able to contract with the Province or any inland entity for 'higher-order' public services (eg. the School District) as needed, in addition to running its own services.

This is satisfactory in view of trends to all-weather units, in which residents may now be present from two to five months of the year, and where their occurrence can be at almost any time of the year, rather than the purely seasonal connotation which has hitherto been applied.

The property assessment information, deduced from the Research Report and the District Atlas, is that of 1974 for taxation in 1975. Doubtless it has increased since then. More definite data will be needed as a basis for boundaries and ward distribution, particularly with respect to the concentration of seasonal residents.

Some estimates (Parry Sound Local Government Review Research Report 1976, page 34) use five people per unit. If this is applied to the figure of 3,000 units then we are likely dealing with a population of about 15,000.

This entity therefore is a most viable size. This community of interest has the further advantage of meeting the 'minimum population standard of 8,000-10,000 people' set out in "Design for Development, Phase Two" (Ontario Government, 1968).

We may therefore turn to the more specialized scale, that of the internal constituent elements.

These are quite readily identifiable concentrations along the Georgian Bay shore in this area:

In the District of Parry Sound:

- | | |
|----------------------------|------------------------------|
| a) Key Harbour | e) South Channel |
| b) Bayfield-Nares | f) Sans Souci and Copperhead |
| c) Pointe au Baril | g) Manitou |
| d) West portion of Carling | |

In the Regional Municipality of Muskoka, on the shore:

- | | |
|--------------------|------------------|
| h) Twelve Mile Bay | k) Cognashene |
| i) Wawataysee | l) Honey Harbour |
| j) Go Home Bay | |

It is interesting to note that these generally correspond to the original 'colonies' of settlement which opened up the area and which have persisted in similar form to the present day, and they are reflected in the Local Associations unified in the over-all Georgian Bay Association.

4. THE BOUNDARY PRINCIPLE

The next question is to examine the boundary principle and its practical application to the external limits of archipelago jurisdiction. The Community of interest essentially relates, as has been discussed, to the islands and immediate shoreline, and the inter-action among them. The deeper shoreline is only of interest to the extent that it can be protected, to the extent that it gives access, and to the extent that it is occupied by water-oriented housing.

This implies absolutely minimal relationship to the inland areas. As can be seen, the inland areas have needs related to the provision of hard services such as roads, piped services, etc., which are not island concerns.

The further implication is the exclusion of inland urban places which, while they may service and be fed by the islands, are not integrally part of the islands. These are likely better related to the inland linkages.

Additionally, the nearby Highway 69 corridor represents a 'string of beads' along a trans-continental and trans-provincial transport corridor which is different from the interests of the islands themselves.

A very special case is that of the Pointe au Baril Station area which came into existence because of the island community, and still depends very largely on it and has many interconnections with it, and yet supplies services to the highway.

Finally, water itself can be an excellent boundary. For example, the Ionian Islands, or the Dodecanese, or the Gulf Island in British Columbia, have boundaries which are totally water boundaries.

One possible boundary principle is to accept the 1,000-foot 'development control zone' as set up in the Georgian Bay Development Control Restricted Area Order as a general easterly limit. Note that it excluded the incorporated Townships of Carling, McDougall and Foley, Indian Reserves, Provincial Parks, and the urban communities of Britt, Byng Inlet and Pointe au Baril Station.

However, a boundary, probably more easily determined on the land, would lie one or two miles inland from the shore in a type of country which is largely undeveloped; and the western shore area of Carling Township and the Pointe au Baril Station area should be defined.

These principles suggest a boundary which can be generally described as follows:

1) **Westerly Boundary**

The westerly boundary of the Thirty Thousand Islands in Georgian Bay, most easily defined as an arbitrary straight line between two points on a navigation chart.

2) **Northerly Boundary and Easterly Boundary**

a) From the boundary of the Regional Municipality of Sudbury eastward generally parallel to the shoreline across the mouths of the French River and Pickerel River a sufficient distance inland to encompass, with a margin, all the islands and all land which abuts on the shore or on bays where the waterlevel is that of the Georgian Bay to the abandoned track of the CNR line to Key Harbour and thence southerly along such track to 1,000 feet inland from the Key. Eastward 1,000 feet inland along the north side of the Key to the place where Henvey Inlet Indian Reserve meets the Key, thence southerly and westerly along the boundaries of the Reserve on the south side of the Key, to the shore of the Bay, thus excluding the inland part of the Key but including the offshore islands.

b) Thence to the shoreline and south adjoining the westerly boundary of Indian Reserve No. 2 and including the offshore islands.

c) From the southerly boundary of Henvey Inlet Indian Reserve No. 2, generally 1,000 feet inland along the shore and around and inside of Clark Island, excluding Britt and Byng Inlet and associated extensions thereof along Byng Inlet, then southerly along the line between lots 60 and 61 of Wallbridge Township to the Giroux River, eastward along the centre line of that River, and then southerly along the line between lots 55 and 56 of Wallbridge Township to the North Branch of the Naiscott River, and thence easterly along the line between concessions II and III of Wallbridge Township to the westerly limit of Naiscoutaing Indian Reserve No. 17A.

d) Following the westerly and then the southerly limit of Indian Reserve No. 17A to the line between lots 40 and 41 of Harrison Township and southerly along such line to 1,000 feet south of Highway 529A, easterly and then southerly 1,000 feet in from the south and west sides of Highways 529A and 529 to the line between concessions V and VI of Harrison Township and easterly along such line to the line between lots 24 and 25 and southerly along such line to the easterly limit of Shawanaga Basin (North) Park Reserve and following such easterly limit of the Reserve to the southerly limit of Harrison Township.

e) Following the easterly limit of Shawanaga Basin (South) Park Reserve and then the northerly and westerly boundaries of Shawanaga Indian Reserve No. 17 to the south-westerly corner of the Reserve and southerly on the line between lots 29 and 30 of Shawanaga Township to the boundary of such Township, but excluding Naiscoutaing Indian Reserve No. 17B (at Shawanaga Landing). Thence southerly on the line between lots 34 and 35 of concessions I to X of the northern part of Carling Township and lots 69 and 70 of concessions X to XII of the southern part of Carling Township, then easterly on the line between concessions IX and X to the line between lots 64 and 65 and southerly on such line to the shore, together with all islands lying in front of Carling Township to the west of Killbear Point excluding any of such as lie within Killbear Point Provincial Park.

f) Along the northerly, westerly and southerly sides of Parry Island Indian Reserve No. 16 to the line separating Foley and Cowper Townships, south on this line to the line between concessions VII and VIII of Cowper and west on this line to the line between lots 2 and 3. Thence southerly following the boundaries defined on pages 85 and 97 of the Final Report. The island municipality should include all of the islands outside of Parry Island, in Five Mile Bay, and Victoria, Isabella, Galt, Channel and Liberty islands, all of which lie south and west of the swing bridge.

3) **Southerly Boundary**

Until such time as the island municipality is extended southward into Muskoka, the boundary of the present District of Parry Sound.

This boundary minimizes difficulties with inshore development (present or future) and is aimed at an entity, within the present District of Parry Sound, which can function as an entity, comprising the islands and immediately related shore. It can be augmented in the future, particularly to the south. It excludes all urban and pseudourban areas except those which are essential elements of the shoreline and islands.

5. MUNICIPAL CONCEPTS AND THEIR APPLICATION

The first question which arises is: what kind of Municipality?

The best answer is likely the TOWN or TOWNSHIP, since this is the basic area unit at the level of primary local government for an extensive area with similar low-density characteristics and with no major urban centres.

We may thus be looking at THIRTY THOUSANDS ISLANDS TOWNSHIP or THE ARCHIPELAGO TOWNSHIP. For the sake of simplicity, however, we have used the term "The Archipelago Municipality", for this report.

The Municipal form of government permits a direct 'face-to-face' relationship with the Province and the entitlement to the appropriate Municipal grants.

It would be advisable to have the Municipality incorporated under the kind of ground-rules which have applied in the various local government reorganizations, with certain special variations set out herein, in the general legislation, or in a specific Act of the Legislature.

The first and most vital matter is to have a parallel planning area defined under the Planning Act and to have that planning function specifically set out as a direct function of Council itself.

However, because of the high proportion of Crown land, and because of the assumed desire of the Provincial Government to keep such a desirable and fragile area unspoiled, there should be provision for direct input from the Provincial Government or at least the requirement that planning comply with some general guidelines.

The principle here is unity of management.

The Municipality could, for example, be organized on the basis of a number of internal Wards, as follows:

- 1) Key Harbour Ward
- 2) Bayfield-Nares Ward
- 3) Pointe au Baril Station Ward
- 4) Pointe au Baril-Shawanaga Ward
- 5) Franklin-West Carling Ward
- 6) Sans Souci-Copperhead Ward
- 7) South Channel Ward

The number of wards, the precise boundaries between these wards and the actual population of each is a matter for further study, but a rough guide at this point would be the membership lists of the particular constituent associations.

Wards would be defined after further study, according to the Municipal Act, and there would be the capacity to adjust these ward boundaries as population density and intensity alters. The ward boundaries would be set up after further study to provide representation for all areas and for an approximate balance of voters as between one ward and another.

These wards could be initially defined on some such basis with comparative ease, and as in the case of any municipality, adjusted later as population redistribution is evident, by application to the Province, with the safeguard of an OMB Hearing.

It is suggested that the Mayor and Reeve, or the Reeve and Deputy Reeve be elected at large, with the balance of the Aldermen or Councillors elected by Ward. As a tentative example of how this might work, assume the following wards, and assume the following Aldermen or Councillors in an initial system:

Key Harbour	1	Franklin-West Carling	1
Bayfield-Nares	1	Sans Souci	2
Pointe au Baril Station	2	South Channel	1
Pointe au Baril Shawanaga	2		

(Such allocation would be made on the basis of population distribution and density depending on the actual ward boundaries.)

This would give 10 Councillors plus the two senior representatives elected at large from the whole electorate, giving a Council of 12. It is suggested that the Council should not exceed 12, which is a good number for a workable 'span-of-management', to function as an entity while allowing divergencies of opinion, but with full discussion of all items.

It should be noted that this is only an example for the purposes of discussion, and that the Municipality could have as many as 9 wards. The precise definition depends on further study and discussion, and on better base data than is now available.

It is, for example, important to include fair and proper representation for the community of Pointe au Baril Station. In the initial stages of the District of Parry Sound Local Government Study, the Legislature was contemplating a Northern Communities Bill (#102) by which separate entities of local government could have been established for such communities as Pointe au Baril Station, Britt, etc.

The passage of such a Bill now appears to be a matter of some doubt. The Final Report of the Study Group suggests that similar powers now be given to the combined community of Britt and Byng Inlet, which seems to be a desirable method of covering the situation there. The same might be done for Pointe au Baril Station, but it is probably preferable to include the Station area as a separate ward in the Archipelago Municipality and as an urban service area.

The electoral base for the proposed Archipelago Municipality would be the standard electoral base for all local government in the Province as set out in the Municipal Elections Act 1972. Sections 12 and 13 of the Act outline the qualification requirements facing voters. Previously the right to vote was tied in various complicated ways to property. Now it is based solely on residency. Under Section 12 a voter must be resident in the municipality, a Canadian citizen or other British subject, and of the full age of 18 years. Section 13 deals with non-resident electors and states that the franchise is open to the owner or tenant of land in the municipality or the spouse of such owner or tenant, provided the elector is a Canadian citizen or other British subject, and of the full age of 18 years. The voter's list will be drawn up by Provincial assessment officers based on an enumeration.

Assessment matters can be maintained on the Provincial basis with the municipal office using such data as the source for its tax data.

The requirement of establishing a voter's list is a key requirement and gives the basis for tax billings along with the assessment records. Enumeration on this base can be simply dealt with by mail.

This raises issues such as the electoral base, the weighting or otherwise of votes, representation and the mode of election.

The electoral base should be the simple one of the normal age franchise, with all persons meeting that franchise requirement having one vote each. There would appear to be no need for weighting of votes, because (a) the voting at-large for the 'at-large' offices will apply to all voters, and (b) the voting in each ward will only apply to the voters in that ward. This is a simple way of dealing with the matter. The wards, not having exactly equivalent populations, to some extent therefore function as 'concealed weighting' but this is felt to be advisable in the interests of area equity, because the obvious corollary is the likelihood that the 'at-large' voting will favour the larger wards.

The next issue is the mode of election. Here there are two things to be considered: (a) the date of the election, and (b) the method of casting ballots. The date might either be the standard date in December or a revised election date in midsummer or fall. The method might be a vote in person or by postal voting.

It is evident after the early snowfall and the 1976 elections that the combination of the December date and voting in person requires modification all over Ontario. It would be particularly inappropriate in any municipality involving the shore and islands of the Georgian Bay, and a specific exemption would be required by Provincial statute if changes are not made universally.

A change in election date, even if possible in spite of enumeration problems, if combined with voting in person, still fails to make voting available to the majority of seasonal residents. It would enfranchise only those who happen to be present at the date selected.

Postal voting would take care of the situation, irrespective of what date is selected. It is feasible and it is a simple answer, even if it is not presently used in Ontario.

The feasibility of the system of postal ballots has been amply demonstrated in many jurisdictions of which the most helpful is New Zealand. Recent experience in New Zealand has clearly resulted in fair and effective participation, and is quoted because New Zealand is like Canada in not having party politics at the local municipal level, and has been similarly concerned about getting people to vote in local elections. Though voting is not compulsory, 90% of New Zealand electors usually vote in the parliamentary general election every three years.

But getting the public out to vote for their city and rural councils two years later is a different matter. The government is delighted therefore with the public response to trials of postal voting held in 27 country districts during municipal elections since 1968, and instituted on a larger basis since then.

It is also pleased with limited trials of week-long voting and mobile polling vans, held in some cities. These experiments have also been repeated, successfully.

Apart from one return of 57% and another of 65%, postal polling was otherwise between 75% and 98% of registered electors. Mostly, the turnout was in the high 80% bracket, compared with an average of about 50% in the same districts during the 1965 elections.

One county reported a rise to 89% from 31% three years prior, with local issues and candidates almost identical on the two occasions.

The lowest postal vote of 57% was actually a dramatic improvement on a 27% turnout in the previous year. In no case did the turnout drop with the introduction of postal voting.

So far the trials have not been sufficiently studied for the government to make official statements, but universal postal voting in country districts and the introduction of trials in cities seems likely for the late 1970's.

At Palmerston North, the sixth largest city, mobile voting vans which toured the city and stopped at pre-publicized points proved popular, and took in more votes in four hours than did most voting booths in ten hours of normal polling.

So far there are no equivalent plans to pep up parliamentary voting. By and large, the enthusiasm of the party organizations, missing during the municipal elections, ensures a big turnout for the general elections.

This experience indicates that the postal ballot is valid, useful and fair, and that it can readily be used in the Archipelago Municipality.

It is stressed that the taxpayers represented by the Associations will not accept anything less than full democratic voting rights, nor should they be expected to be the mainstay of the economy while being denied full voting rights. Citizenship, representation and taxation must go together without distinction.

Because this Council has an excellent chance at the suggested size of functioning as an entity, it should be conceived as a *policy-making* body, making use of the concept of a *local government manager*.

This local government manager should hold the statutory offices of Clerk-Treasurer and be designated as the Chief Executive Officer. These functions should be embodied in the title LOCAL GOVERNMENT MANAGER. This can be spelled out in the Private Bill proposed.

The Local Government Manager is to be responsible to Council for the execution of the policies of Council and for the day-to-day operations of the municipality, including the daily functioning of the municipality on a continuous basis.

The concept is that of a full-time business manager of the affairs of the Municipality, with the use of part-time or contract help. Preliminary study shows that the land-tax base will readily suffice for such a person and assistance as needed.

In association with this concept, the legislation should provide for the idea of unified authority, with no internal Boards or Commissions other than those required by statute.

Furthermore, the existing Associations can serve as ward ratepayer organizations, further improving the access to government, and giving a basis for assistance in each ward to the elected councillor in informal and formal ways.

The next question which arises is that of the territorial headquarters of the municipality.

It is suggested that there be statutory and operational headquarters and an itinerant Council. In other words, the statute should enable Council to meet outside the statutory headquarters.

The legislation setting up the new municipality should empower the Council to meet upon due notice in the local headquarters or in the individual wards as they may see fit, or elsewhere, and be enabled to transact business accordingly. The analogy is that of the Provincial Cabinet decentralizing its operation and meeting, as it has done, in various centres other than Toronto. There may need to be a provision that the municipality is a functional entity no matter where the Council meets provided due notice is given. Another alternative is to have a pre-decided schedule of such meetings, which should not be difficult. The Council should also have the power to call emergency meetings wherever it sees fit in any of these locations provided it meets its schedule of regular meetings. Council might meet monthly or weekly, for example, as a matter of course, or at the call of the head of the Municipality.

Operational principles should be to have Council establish a code of policy covering the main elements so that the Local Government Manager can get on with the tasks of running the day-to-day operations. This would allow direct dealings with Queen's Park and maintaining a face-to-face relationship with the Legislature, Government and senior civil service. The municipal office can achieve the same effect with the District functions locally in Parry Sound.

With modern management and communication techniques, the size of the municipality should be an advantage, as it is an entity corresponding to real needs.

Council should concentrate on policy issues and the Local Government Manager should be responsible for assisting Council in their preparation (by presenting policy drafts with alternative suggestions) as well as having delegated to him the responsibility for carrying out such policies.

Municipal staff should be kept to minimal levels consistent with effective performance of the municipal functions.

The essential basic municipal requirements under the Municipal Act are the legislative tasks of holding elections, meetings of Council, keeping minutes, keeping financial records, setting budgets and mill rates, and collecting taxes, and auditing, plus general government duties arising from policies.

The next question is that of the functions of Council.

The basic principle here should be that of unified management and particularly of preventing fragmentation of functions through boards and agencies. The basic functions are:

- | | |
|--|---------------------------------------|
| 1) General government | 3) Protection to persons and property |
| 2) Planning and environmental protection | 4) Public Works |

With respect to general government, this is basically the Local Government Manager in his capacity as Clerk and Treasurer carrying out the basic municipal requirements. The aim here is to avoid bureaucracy and empire-building, by having the manager as the key core staff with the addition of temporary help as needed.

It is suggested this needs a basic clerical-administrative staff plus access to a computer terminal and computer time, which can be leased or rented rather than being owned. One of the first general government tasks will be building up a modern records system as a basis for operational effectiveness, and this can be achieved by setting up a system under the guidance of the Local Government Manager with policy direction from Council, perhaps with the assistance of a special task force or consultant group initially.

Planning and environmental protection is a key function. The function of planning should be directly exercised by Council rather than by a separate Planning Board. However, in the unique circumstances of the Georgian Bay Archipelago, there should be a requirement that such planning be within the confines of Provincially-established planning and controls, such as are contemplated in the Ontario Planning and Development Act, 1973.

This raises the importance of getting an operative Official Plan and Zoning Bylaw as an urgent priority. A simple approach to this would be to adopt an initial interim policy generally following the guidelines of the North Georgian Bay Recreational Reserve and the Eastern Georgian Bay Interim Development Control Plan as a starting point.

Provision should be made in the Private Bill for continuation of the Interim Development Controls until an Official Plan and Zoning Bylaw can be produced, and for the extension of such Interim Controls or their equivalent (eg. a Ministerial Restraining Order) over the whole of the new Municipality, until such an Official Plan and Zoning Bylaw can be made operative. This task of producing an Official Plan and Zoning Bylaw should be the prime task of the new Council and the statute could set out a mandatory date by which such local controls should be in effect.

One essential element is that the incorporation of the municipality brings with it the requirement for a municipal 'building and development permit'. Rather than have separate permits, the Municipality should require *one* 'building and development permit' which deals with:

- | | |
|--|---|
| a) Land use clearance | g) Water system approval |
| b) Building permit | h) Electrical connections |
| c) Water access permit (eg. docks and marine structures) | i) Lighting so as not to adversely affect navigation channels |
| d) Severance consent | j) Environmental clearances |
| e) Septic tank approval | k) Fire requirements |
| f) Holding tank or other waste disposal approval | l) Plumbing requirements |

Enforcement should be a municipal function with deterrent penalties and due process, as set out in typical municipal legislation.

Protection to persons and property involves such matters as fire protection, policing, and the like.

With respect to fire protection, the Province generally advises municipalities to set up their own departments. The Fire Marshall's office suggests a full-time fire chief in municipalities of 3,000-5,000 depending on fire needs and local revenue. Because of the widespread area of the islands, a fire chief stationed at one locality is not feasible. However, there should be a person responsible for the maintenance and performance of portable fire-pumps such as are now owned by the Associations in Bayfield, Pointe au Baril, Carling, Sans Souci and perhaps elsewhere. The present ones probably should be acquired by the new municipality. Because of the great preponderance of Crown land still remaining in the area (Atlas Map 13) there should be cost-sharing arrangements with the Ministry of Natural Resources for brush-fire and forest-fire protection, by which aid will be forthcoming both from the Ministry and from the municipality's pumps. While it is important to note the MNR staff are not equipped or trained to fight building or structural fires, neither are such volunteers as now attend (at their own risk) with the Associations' equipment. The municipality faces the very practical problem that 20-30 minutes from ignition is the critical time in domestic fires, in fact it is almost enough to see the complete destruction of a cottage. It appears that the new municipality may need to acquire additional equipment to cover areas not now protected and may need to actually organize volunteer companies instead of relying on voluntary attendance by persons who may be present and prepared to assist. This may require training in conjunction with the Ontario Fire Marshal's Office. Liability insurance in connection with any volunteer companies is a consideration.

Policing can be handled by the municipality signing a special agreement with Ontario Provincial Police to rent a certain level of service. This might relate to such matters as winter surveillance and review of resort operators. Arrangements might also be made via the Province with the RCMP where the municipality abuts Indian Reserves, for mutual aid, via the Ontario Provincial Police.

Public Works functions are likely to be quite minimal. The main functions are likely to be solid waste disposal, and negotiations with senior governments on such matters as docks and waterways, charts and mapping, and the management of Crown Land. The scale of the municipality might lend itself to contracting certain of these functional needs with private operations or taking over those which now exist, or making arrangements with adjacent units of government.

Sewage disposals can be dealt with, for example, by contracts with private operators, by provision of pump-out facilities for boats, making best use of existing facilities, plus contractual arrangements for the use of lagoon facilities.

All other functions (eg. health, social services) can be contracted as needed from higher or adjacent government units or directly operated as needed in the future. This is simply the same situation as for all lower-tier municipalities in the Province.

Education, organized on a District or part-District basis should present no problems because there is a definite pattern to the relationships between local municipalities and such larger units, in the relationship with the West Parry Sound Board of Education. Presently unorganized territories have no role in education or local government. Permanent residents have, and will continue to have, full access to educational facilities. The existing school is part of the West Parry Sound Board of Education system. Voting for the appropriate representation on the Board of Education should be done at the same time as voting for municipal office, and by the same voters. Financial levies for the Board of Education will continue to be based on the assessment in the West Parry Sound School District. This can be specified in the Private Bill.

Other Provincial statutory duties and requirements pose no unusual problems or difficulties.

6. OTHER MUNICIPAL CONSIDERATIONS

Since on such a basis an effective local government entity can be set up, there are certain other municipal considerations which must be examined.

The first is the question of assessment. First, it is already equalized and on a modern basis. As has been illustrated, we are probably dealing with about 3,000 households as a very conservative estimate, 11,000 to 15,000 people, and a likely total taxable assessment of perhaps \$60,000,000. This suggests that the present taxable assessment is about \$4,000 to \$5,000 per capita. This assumes market value assessment, and it is a very crude estimate.

It suggests that because (a) most residents have little voting effect, (b) the coastal area has been used to subsidize the inland areas, (c) and because there has been a lack of comprehensive local government oriented to the needs of the islanders, the residents have been carrying a heavy burden, and subsidizing inshore residents, in education, without adequate representation.

The proposed Archipelago Municipality is obviously economically viable. Its needs are so modest that it can, if it maintains the present assessment, accurately calculate its own direct needs and the needs by arrangement with senior government or adjacent entities, and likely maintain a relatively low tax rate.

There is no question of the viability of the entity as envisaged. A smaller unit loses the economies of scale suggested, fragments the archipelago entity to no purpose, and achieves no advantage, while increasing costs and decreasing effective local government. A larger entity or fragmented Archipelago tied to the inland areas does nothing to solve the real problems of this area and adds totally unnecessary additional costs. This area needs modern, effective local government which this concept can best provide.

Such an entity, even with half of its present tax base of about \$60,000,000 could easily

survive and finance all of its modest needs. As compared with a land-based municipality there will be relatively modest expenditures for such items as roads.

The municipality will probably be well advised to engage consultant services in the areas of finance and to engage independent legal counsel rather than employ a municipal solicitor.

The legal aspects here are as follows:

- 1) Special legislation as a Private Bill.
- 2) Use the standard Municipal Act provisions for a Municipality except for a specific definition of such matters as:
 - a) Functions united under Council
 - b) Absence of independent boards and commissions
 - c) Headquarters of the Municipality, and provisions re meetings
 - d) Provision for Local Government Manager
 - e) *Either* a special voting date, *or* provisions for postal voting, as special exemptions from Provincial Statute or amendment
 - f) Boundary definition
 - g) Ability to contract for services from senior government or adjacent entities
 - h) Ability to have a 'development permit' system, and licensing system.

The next matter which arises involves planning policies and the significance of local control. The unit of local government and the unit of planning should be co-terminous (ie. have a common boundary) and the first act of the local government must be (once it is established) to adopt the kind of interim control plan as already noted. This should basically seek to implement the excellent Provincial policies for environmental control. An urgent priority is an Official Plan and a Zoning Bylaw and a Building Bylaw. The municipality will need means to deal with the splitting of private lands and variances from zoning regulations. These should not be solely within the power of the elected Council or of Committees appointed by Council. Instead, if the Archipelago is to remain part of the District of Parry Sound, they must be required to fall within the limitations of any general planning law of the District, but much more importantly, within the provisions of a Provincial Development Plan dealing specifically with the Archipelago. However, a much more logical step would be to have the Archipelago detached from the District of Parry Sound and to come directly under a Provincially created Planning and Development Act. Extension of this planning area southwards to take in the shore area of the Township of Georgian Bay would then be both easy and logical.

The municipality will need an adequate place in which to hold OMB and other Hearings as requested by Provincial statute. This should present no difficulty as there are several choices.

Managerial relationships to external bodies should in essence be very simple. This report indicates that because there is to be no regional government in Parry Sound (or even if it is adopted in some form) then the municipality contracts with the senior government or the adjacent entity (eg. the Ministry of Natural Resources, the Ontario Provincial Police, the District Board of Education, or whatever) for the services required, in a cost-sharing agreement on some specified basis for whatever level of service is required.

The municipality should keep its staffing to a minimum and contract for specific tasks for all operations other than those operationally needed on a continuous basis.

The municipality should request from the Legislature power to license such things as tourist resorts, service facilities, marinas and the like and adopt Bylaws to control them, within Provincial statutes.

With respect to staffing requirements, these will be minimal:

- Local Government Manager (including the functions of Clerk and Treasurer and responsibility for the duties of Building Inspector and Enforcement Officer)
- and (on retainer) Municipal Solicitor, etc. as needed
- plus such other part-time or contract assistance as is needed.

The idea here is to have the smallest possible key core staff and then to engage part-time staff and to contract for services in the most economical and effective way possible.

7. WHAT NEXT?

This report includes a discussion of the main principles which could form the basis for a special Act of the Legislature (Private Bill).

The key point is that the concept of a proposed Archipelago Municipality does no violence to any other concept of how the district as a whole might be set up and is independent of any such reorganization. It can live with and relate to any form of District reorganization because it does not adversely affect any such scheme. This is because it deals with an island entity, and this is logical whatever else is done.

This implies that the proposed Archipelago Municipality can proceed independently of the final disposition of the whole District if the principle on which it is based is seen as valid by the Legislature on the advice of the Minister.

The Minister should be advised that there is an outstanding Application, and the Associations should reinforce it with material directed to an enlargement and modification of the Application to follow these principles, while preserving its effective date, as a Private Bill.

This raises the question of the future role of the Associations. It seems evident that the present burden which falls on the members will be shifted to the general tax-payer, and costs of such matters as planning, environmental monitoring, channel marking, fire fighting, etc., would thus be more equitably borne. This gives the Associations a chance to do two things: (a) to return to their original social role, and (b) to continue as political activists, 'ginger-groups', or watchdogs, for the public interest, as they have done for decades.

The existing Associations form a role which is similar to that of Ratepayer Associations and quasi-political parties. The key here is that there is a strong, active and concerned informal citizen association in each ward, and a general federation (the Georgian Bay Association) covering the whole Archipelago Municipality. These can be of great assistance to the Council both at-large and on a ward basis, and to the citizens in making maximum use of the principle of voluntary co-operation.

Where the activities of the new municipality need interface with citizens, the Associations can make input at the Ward or Municipal level. This can supplement the limited number of permanent residents on whom otherwise an unusual load might fall.

Council can also review any proposed remuneration structure to ensure that no unfair burden is placed on such permanent residents, and the Associations can advise Council on such matters, on some kind of performance-reward structure.

The Association can assist in elections by canvassing for candidates and suggesting a slate of candidates at election time.

With respect to the Council, the Association can assist Council to adhere to its policy-making role, and might choose to suggest that there be only an honorarium for councillors, and recovery of out-of-pocket expenses, rather than automatic salaries.

The result should be a successful Archipelago Municipality.