

DRAFT

VISION 2020:

A NEW PARADIGM FOR  
EASTERN AND NORTHERN  
GEORGIAN BAY

MARCH 1996

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VISION 2020:  
A NEW PARADIGM FOR EASTERN GEORGIAN BAY

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1.) THE STAKEHOLDERS

There are five main groups of stakeholders who are vitally interested in the future of Eastern Georgian Bay:

- (1) The people of Canada and Ontario who cherish this natural resource as exemplified in the works of The Group of Seven.
- (2) The non-property-owing users, such as those who use National and Provincial Parks, campers, visiting yachtsmen, canoeists, kayakers, and hunting and fishing lodge visitors.
- (3) The seasonal and permanent property-owing residents.
- (4) The various commercial operations who derive their living within the area.
- (5) The native communities with whom we share much of the shoreline.

They all need to work closely together in their common interest in a better future.

2.) THE NEED FOR A NEW PARADIGM

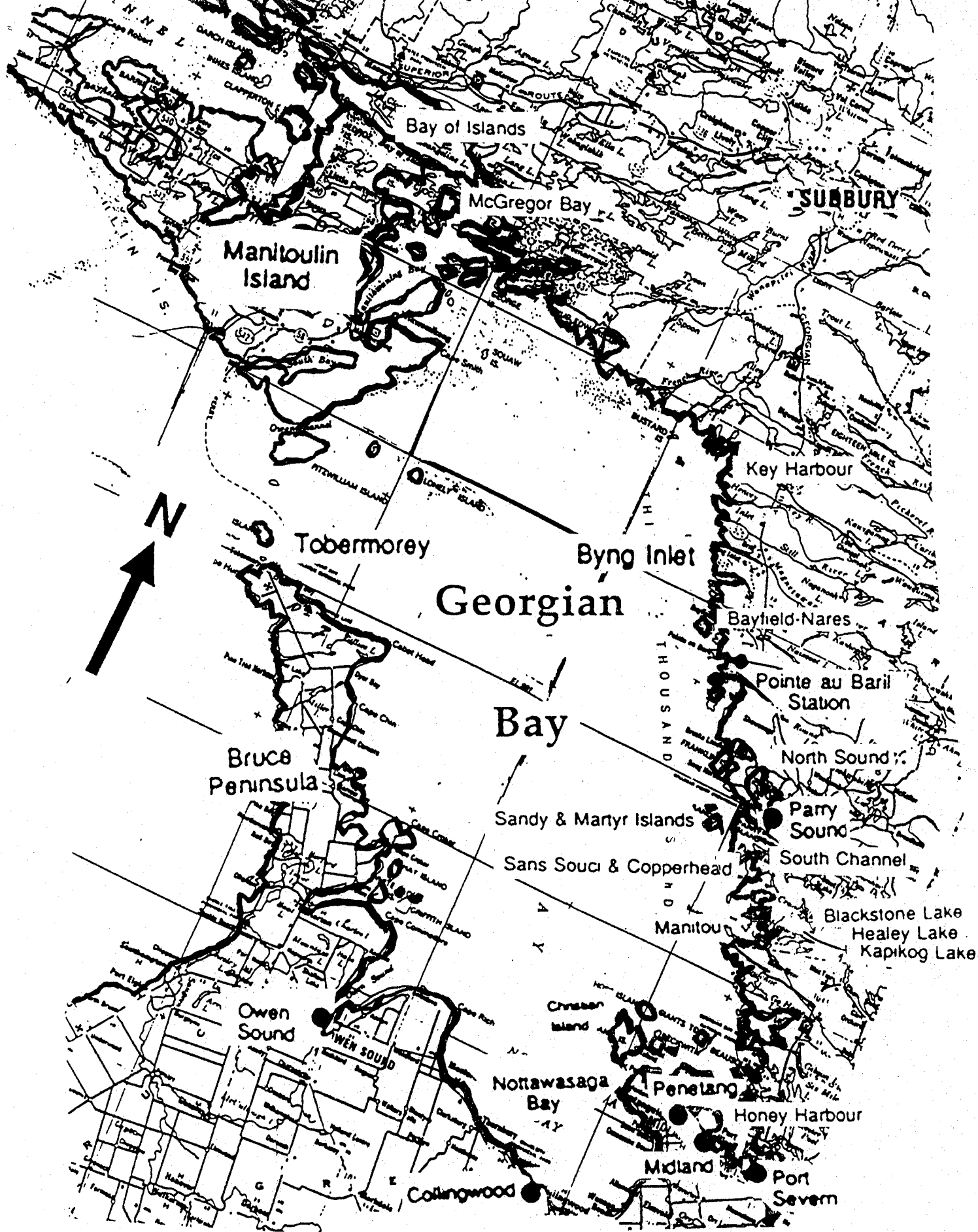
NEED FOR  
VISION

Eastern Georgian Bay needs a compelling new vision for the next 25 years, to the year 2020 AD, and beyond, if the future of this remarkable landscape is to be both protected and enhanced, and if the people of the area are to prosper.

NEED FOR A  
NEW  
PARADIGM

We have come to the end of the old era. In the past, the natural unity of this area has been deliberately ignored and it has been regarded as an appendage to inshore areas, the historic pattern of simply exploiting resources and piecemeal development. Ample research shows the old paradigm is no longer adequate. Many central lakes and the most southerly part of the Bay are clearly under stress. As the highway moves north, the central part of the Bay will also be

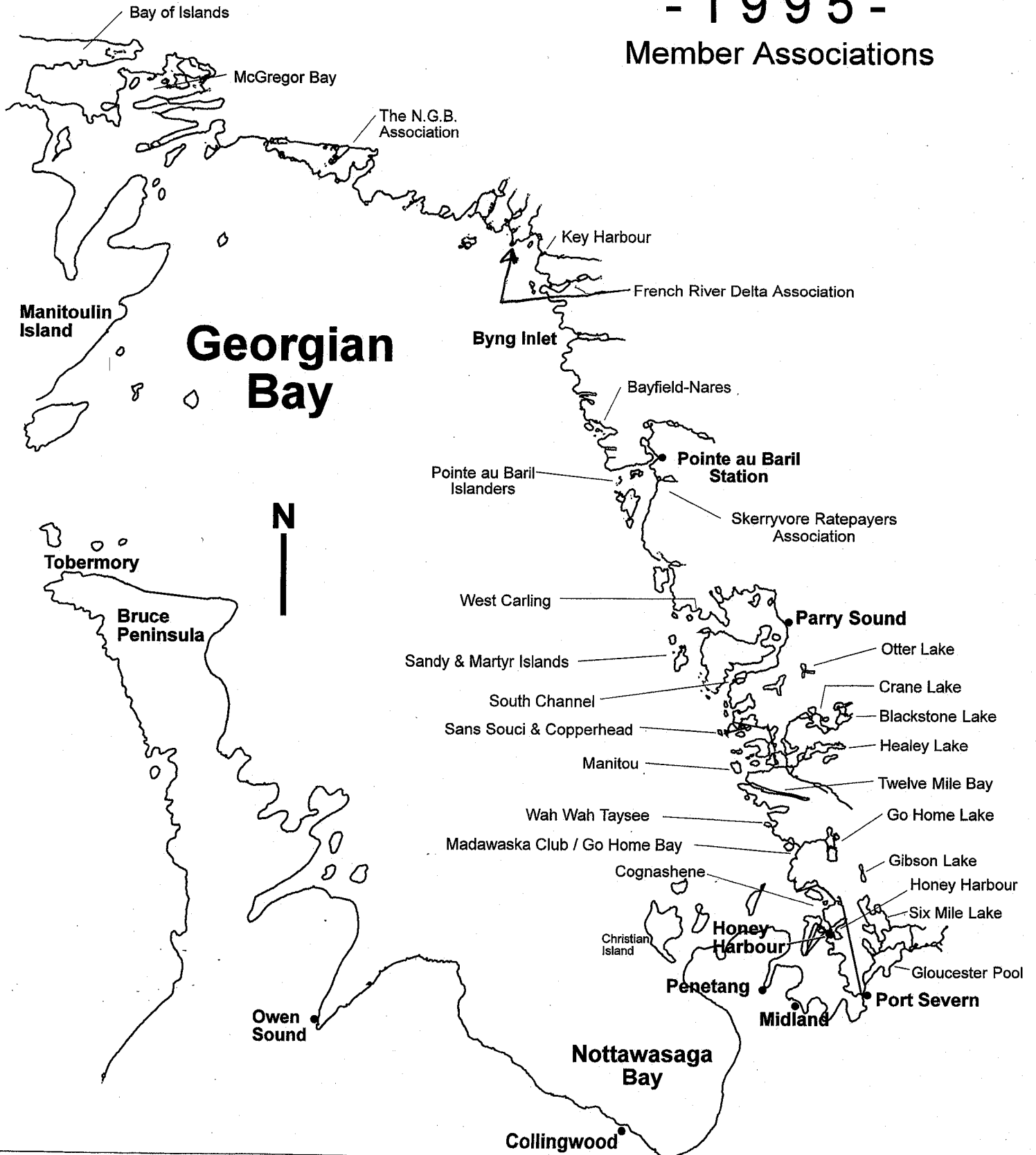
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A NEW PARADIGM

THE  
PROGNOSIS

subjected to a further wave of development, bringing it also under added stress. In due time, as transport technology improves further, even the more northerly area will undergo the same transition.

THE  
RESEARCH

The prior research is available in detail in the background papers produced for the 1991 Eastern Georgian Bay Conference of the Georgian Bay Association, which also included the prior studies of the GBA Land Use Committee. Particular reference should be made to the paper THE SOCIO-ECONOMIC LANDSCAPE OF EASTERN GEORGIAN BAY: AN OVERVIEW and also EASTERN GEORGIAN BAY PLANNING POLICIES: AN OVERVIEW. They clearly show the piecemeal approach and the lack of comprehensive policies for the future evolution of the area, despite considerable concern in each segment.

WATER  
QUALITY

The community along the shores of Eastern Georgian Bay is overwhelmingly based on the influence of water. The water is the key landscape attraction, the reason for the pattern of settlement, the vital element in recreational enjoyment, and the most important environmental factor. It is, in terms of land economics, the key to land value, and insofar as its scenic and environmental characteristics and quality are concerned, more valuable than the land acreage. In addition, it is the water supply and the highway. Since the sewage disposal systems on the islands and shore, and in some service settlement areas, are private septic tanks, the questions of an adequate minimum size of island site for reserve tile bed sites, and concern for systems which do not adversely affect water quality, are obviously critical factors. Thus the water-based community is a strong force against environmental degradation and highly supportive of environmental protection and preservation. Here again, reference should be made to October 1991 GBA Conference background paper THE WATER-BASED COTTAGE COMMUNITY, which sets out the concept and principles in considerable detail.

RECREATIONAL  
SLUMS?

If that historic piecemeal pattern persists for decades, we need only to remember that the world is full of "recreational slums", none of which was ever intended to occur: places once attractive because they were "unspoilt", which gradually and eventually were spoiled and ruined, perhaps irrevocably. The



## A NEW PARADIGM

familiar old piecemeal and fragmented approach leads in that direction. A wholly new paradigm, a new framework for thought and action, is urgently needed.

ECO-TOURISM:  
A NEW  
ECONOMIC  
BASE

SUSTAINABLE  
DEVELOPMENT

ECO-TOURISM

Surely we do not want to be remembered as just another lost opportunity, yet another drain on scarce resources, with people trapped in a decayed environment, in a world where such tragedies by then will be all too common, and where there is no outside source able to finance recovery. We will need a significant change in our thinking, as a guide to superior actions. It will need to be a co-operative endeavour, a partnership of all the key stakeholders, noted at the outset, in search of a new economic base. Here, we must recognize that the Eastern Georgian Bay, where land and water meet, is a globally significant landscape, a world-class experience of international stature. On that basis, the activities in the area can be classified as eco-tourism, which will obviously be a new economic base serving the needs of all the stakeholders. This in its turn gives a basis for a new path: perpetually sustainable development. Such a vision can serve as a beacon for other regions, and a pathfinder for the next century.

### 3.) THE COMMON SENSE REVOLUTION

A TURNING  
POINT

The year 1995 was a major turning point in the social and economic evolution of Ontario. The electorate strongly endorsed what was popularly termed "The Common Sense Revolution". In essence, it marked the end of about a century of "government by deficit and redistribution" and the beginning of a transition to "government by value-added actions and sustainable development".

THE CURRENT  
POLICIES

The initial transition is a very difficult one and must be done quickly, to change current thinking and action based on decades-old irrelevant ideas. The general thrust is, first, to stop and wipe out the current deficit and debt load of the Province, and the simultaneously to govern by significant priorities aimed at some key areas:

- (1) to simplify and rationalize all areas of government

## A NEW PARADIGM

- (2) to improve service,
- (3) to make each operation a "value-added" activity,
- (4) to stop what might be called "the silent subsidization drain arising from the old principles of redistribution".

In other words, when an area prospers, its assets were increasingly drained off to feed poorer areas, without any incentive or requirement for the latter to become richer. That is the basic explanation for the current on-going economic difficulties, which are likely to persist to the end of this century. The Province aims to correct that situation to one in which each area stands on its own feet and produces wealth.

THE TOOLS  
FOR THE  
TASK

The Government's 1996 legislative agenda is an attempt to speed up the process by producing the legislative tools so that government can, in fact, govern effectively and speed up the much needed transformation. This is essential so that the Province is not trapped solely in the "downsizing and deficit reduction" mode for a long period, but gets beyond that towards a new era of balanced budgets, significant economic development, and sustainable entities in all areas, which produce surpluses and enrich the common good, so that both the general and the individual quality of life improves.

SIGNIFICANT  
CHANGE IS  
URGENT

It is also very clear to independent rational observers that this is long overdue, and that if it is not done, and done quickly, then a major fiscal, economic and financial disaster lies ahead, perhaps comparable to the great collapse of 1929, or worse. That would set us back decades, and perhaps permanently cripple us for the future, as a sort of gold-plated Third World country.

CHANGE IS  
LONG  
OVERDUE

Local government reform is obviously a key area, along with different ways of co-ordinating socio-economic development. This effort has been on-going since the Great Depression of 1929, when the fragility of the local government system was made evident, and more than half of the local governments in Ontario were in default and were run directly by the Province. The cry in 1930 was for sweeping reform of the Municipal Act, and for metropolitan consolidation in Toronto, under the Henry Administration. That was delayed by the deepening depression, the 1939-1945

## A NEW PARADIGM

### A NEW MUNICIPAL ACT?

War, the Korean War, and the subsequent economic boom. As a result, Metropolitan Toronto was not created until 1953 and the other Regional Municipalities in the period 1960-1980. The idea was to reduce 800 entities to about 200, but it stalled again and again, and in fact the number of local governments increased to over 800 after 50 years of "reform"! No real progress was made with rural local government. That is the problem now facing the Province. Urgent and drastic action is needed. Consider that the basic Municipal Act essentially dates from the Baldwin Act of the 1840's. A new Municipal Act is needed, for the 21st century, giving a new concept of local government. It has been needed for decades. It lies somewhat ahead, because it also involves careful consideration of the tax resources, the educational branch of local government, the future of Public Utility Commissions, and the challenge of "higher-order" services, variously provided by urban regions, rural counties south of the Severn River in Old Ontario, and various forms of District in Northern Ontario. That is obviously a major and complex undertaking, requiring nothing less than a re-conceptualization and re-definition of what local government is all about.

In the meantime, more immediate measures of rationalization and simplification are needed in all areas, including Eastern Georgian Bay, to produce the basis for a new venture. Wisely, the Provincial Government is open to sensible and creative experiments which move along this new path. This document is just such a proposal, to secure a better future for all of the people of Eastern Georgian Bay, and to meet the objectives of the Common Sense Revolution in a principled and effective fashion.

So what we are dealing with is the need for a new explanation of how things should and might be, to guide us through this transitional period.

#### 4.) THE BASIC ENTITY: THE LITTORAL

In geography, the term LITTORAL means the area between high and low tides, or between high water and low water on cyclical lakes. It is conventionally extended to include the offshore shallows and

## A NEW PARADIGM

THE LITTORAL IS A PATTERN OF CONNECTED PARALLEL RIBBONS

islands (eg. currents parallel to the shore are known as "littoral currents") and associated regimes. In human geography it has tended to have a broader meaning, covering all the areas dependent on or related to the shore (as in the case of physiography, ecology, geology, biota, etc.) It is in this last and broadest sense that the word is used here.

It is particularly applicable to the whole area from the North Channel to the French River, and the Thirty Thousand Islands south to the Severn River. The littoral is a pattern of connected, mutually interdependent parallel ribbons. They are as follows:

- 1 - the waters of Georgian Bay itself
- 2 - the outer islands
- 3 - the Thirty Thousand Islands and their water-based communities
- 4 - the immediate shoreline area
- 5 - the inland lakes with no road access
- 6 - the road-accessed inland lakes and recreational areas
- 7 - the land-based permanent service centres
- 8 - the Parry Sound urban area
- 9 - the land transport corridor

THE WATERS OF GEORGIAN BAY

The first significant factor dominating all other aspects in the pattern is the existence of the magnificent waters of Georgian Bay itself, internationally recognized as a globally significant scenic and ecologically complex resource: the basis for a major future economy of eco-tourism, and currently used for world-class sailing, yachting and cruising. The true importance is implied in the term "the Sixth Great Lake". It is a vital element in the cultural tradition of Canada and Ontario as reflected in art (eg. The Group of Seven) and literature. These waters are the key backdrop to all other activities.

THE OUTER ISLANDS

The next ribbon is the outer scenic island network from Fitzwilliam Island, Lonely Island, Squaw Island, the Bustards, the outer Thirty Thousand Islands, south to Christian Island.

The next ribbon is the enormous diversified and scattered pattern from the islands of McGregor Bay and Frazer Bay, Philip Edward, Beaverstone and the main chain of the Thirty Thousand Islands themselves,

## A NEW PARADIGM

### THE THIRTY THOUSAND ISLANDS

south to the Sandy and Martyn Islands, Sans Souci and Copperhead, Manitou, Cognashene and south to the Severn River. These are primarily areas of water-based second-home communities, water-based sports and recreation, and they are also of key interest to sailors, cruisers and yachtsmen from inside and outside the area.

They are the focus of heavy stress, of significant development, and of considerable emotional commitment regarding life styles, and they are significant in terms of pioneering family history. The main origin of water-borne transport is a combination of the activities of seasonal residents, service boats, fishing boats, and cruising yachtsmen. This last group sets out in great numbers from the large collection of marina slips in the Midland, Victoria Harbour and Penetanguishene area. The prime factors inducing environmental stress are the increasing boat access and the typical turn-around time of a day-trip or a weekend, and the increasing housing use of the more habitable islands. When the superhighway extends to Parry Sound, then these pressures will move northward, first as increased use and development, and then as increased stress. Vacant areas tend to be filled in in a rather piecemeal fashion without landscape design, and there is a steady build-up of use by power boaters and sailors. This also tends to be the area needing minimal services, and producing high assessment, seen in traditional thinking as the prime source for redistribution by carving up the area east-west as appendages to the inshore areas. When all the needs and concerns of all of the stakeholders are overlaid, the area needs effective and sensitive co-ordinated planning in a much broader context than traditional land-use zoning. What is needed is land-and-water issues, including environmental quality and landscape design, handled together. There is currently no way of doing this, which is to the general detriment of all of the stakeholders. The mounting stresses are evident: users too close to each other, loss of privacy, conflicts between different styles of recreation, and pollution.

The next ribbon, obviously tightly interconnected with the island environment, is the actual shoreline itself. Because of such issues as views, water access and transport, as well as physiography, it is not very deep. The key issue is the access points

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### THE SHORELINE ITSELF

to the Bay. There are considerable groupings of housing and watercraft, for example, in areas such as Honey Harbour, Go Home Bay, and the deeper inlets such as Twelve Mile Bay. Essentially, this area is a ribbon of depth about 100-200 feet related to the navigable access points leading to the open water of the Bay.

Behind this and in it are areas of significant change. There is also a mindset which is essentially an attitude of the second-home stakeholders that the legitimacy of the planning relates primarily to water access only, and that preferably there should be no roads otherwise. However, there is significant shoreline housing development on road access, and a road network is highly significant for those who service and supply the housing and boating needs.

If, however, the area is viewed from the standpoint of eco-tourism as an economic base, then there can be entry for unskilled workers into tourism training and development, related (as subsequently discussed) to focal points where all these interests converge. This is specially significant to the urban area of Parry Sound.

### THE INLAND LAKES WITH NO ROAD ACCESS

Then we have the area, also definable as a ribbon, of inland lakes with no road access. It essentially relates to lakes assessable via canoe routes, and it includes areas such as the French River, the Musquash River, the Gibson River, Moon River, Tadenac, or McRae Lake. There are many small lakes with no roads. The whole area needs some regional thinking and a sensitive developmental pattern if it is to play its part in future eco-tourism. North of Parry Sound, there are also the main river systems: the Naiscoot, the Magnetawan, the Key River, and the feeders to the French River delta.

### ROAD- ACCESSED INLAND LAKES & RECREAT- IONAL AREAS

Then there is the distinctive pattern of inland lakes and recreational areas which are accessible by road. This is a partially developed ribbon which will be increasingly significant, and may also include some of the larger lakes presently without road access: such development needs to be carefully thought out in connection with the development of the road system. This area is the chain of inland lakes, the recreational rivers and waterbodies and the large parks such as Killarney Provincial Park, and

## A NEW PARADIGM

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The Massasauga Provincial Park. While there are many lakes parallel to the other ribbons and related to the land transport corridor, there are a few key access points. Most of the developed lakes with cottages and housing are either closer to the smaller service centres or to the other service centres such as MacTier and Parry Sound, or related to Go Home Lake. The various recreational parks are listed in Appendix 1.

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### SERVICE CENTRES

This brings us to the next ribbon, in which the transition from car-borne to water-borne transport occurs for the incoming and outgoing users, and where the permanent residents can function in the related facilities and economic opportunities.

They are such places as Killarney, Britt and Byng Inlet, Sans Souci, Pointe au Baril, Honey Harbour and certain native communities. They are real and historic communities. Recognition of the unity of the littoral and of their key service function in an eco-tourism orientation would provide the basis for appropriate modernization. In the distant past there was an unfortunate "we-they" mentality which was essentially driven by factors of land development, assessment and taxation, and an idea that the permanent residents were simply subsidized, without regarding the essential supporting services provided. This must in the future be a situation in which there is a stronger continuation of the recent tradition of mutual support and stakeholder partnership.

These are clearly mixed communities. The travellers arrive by car and these vehicles need storage and service. The transition takes place to water-craft, whether sailing, yachting, power-boating, run-abouts, to seasonal homes and lodges, or other tourist activities. They are, in effect, transition places where business oriented to the islands and shoreline exists. As yet there is no plan for the future of such areas as the whole littoral develops. Sometimes these areas and places are not fully appreciated and there are frequent land-use conflicts due to lack of foresight and lack of imaginative advance planning. Yet if these places do not thrive and develop in a

## A NEW PARADIGM

creative and logical fashion, all the other ribbons in the pattern will suffer.

These service centres are critical supports to the whole development pattern. They need to be defined and tied into the VISION statement.

PERMANENT  
RESIDENTS  
CRUCIAL TO  
THE SUCCESS  
OF THE NEW  
PLAN

In addition, those who provide such services are guardians while the seasonal users are away. They are also colleagues, equals, and friends. As permanent residents they are as entitled to a satisfactory minimum of civilized life as any other place or community in Ontario. They are so crucial that they must become a key focus in the new order of things. Their needs for fundamentals such as good housing, education and training, health care, protective services, and key environmental services, must be recognized and acknowledged and incorporated into future planning and administration.

NATIVE  
COMMUNITIES  
NEED TO BE  
RECOGNIZED

In addition, the native communities need to be recognized. They are the descendants of the original inhabitants of the area. They are also permanent residents crucial to the success of the new plan. They are keen on conservation and they already provide services. Their drive for self-determination and their pride in their cultural heritage can be positive factors in the new era.

One urgent problem, and perhaps the most dangerous and mistaken, is that planning and enforcement are seen as being counter to economic growth. The result is that there is much short-sightedness, a general lack of enforcement, and the cutting off of future economic opportunities as a result. After the VISION should come proper development plans for the future growth and modernization of each of these service centres. They need to be recognized in a logical hierarchy. New service centres can be expected to emerge, related to the new highway access points.

THE PARRY  
SOUND URBAN  
AREA

The next factor is the role of the Parry Sound urban area. It leads a life of its own as an independent and substantial urban community for higher-order regional services, but it is also tied to the fate of the whole pattern of ribbons intertwined along the littoral.

It is clearly evident that the Parry Sound urban



## A NEW PARADIGM

centre has not reached its full potential because the littoral on which it depends has been fragmented east-west instead of being treated as a unity.

URBAN PARRY  
SOUND WILL  
BENEFIT  
GREATLY  
FROM ECO-  
TOURISM

However, as noted previously, once the area is viewed from the standpoint of an expanding economic base relying on tourism, then a number of factors come into play. There will be a large need for a whole range of training for what the economist Nuala Beck has called "the new economy": eco-tourism service itself; entry for unskilled workers from the permanent population into training; development related to a planned pattern of expanding eco-tourism (new marinas and commercial service functions, resorts and services related to the new superhighway, waste management and higher-order regional services for health, education, police and fire protection). The consequence will be urban growth.

URBAN PARRY  
SOUND  
DISTINCTIVE  
&  
DIFFERENT

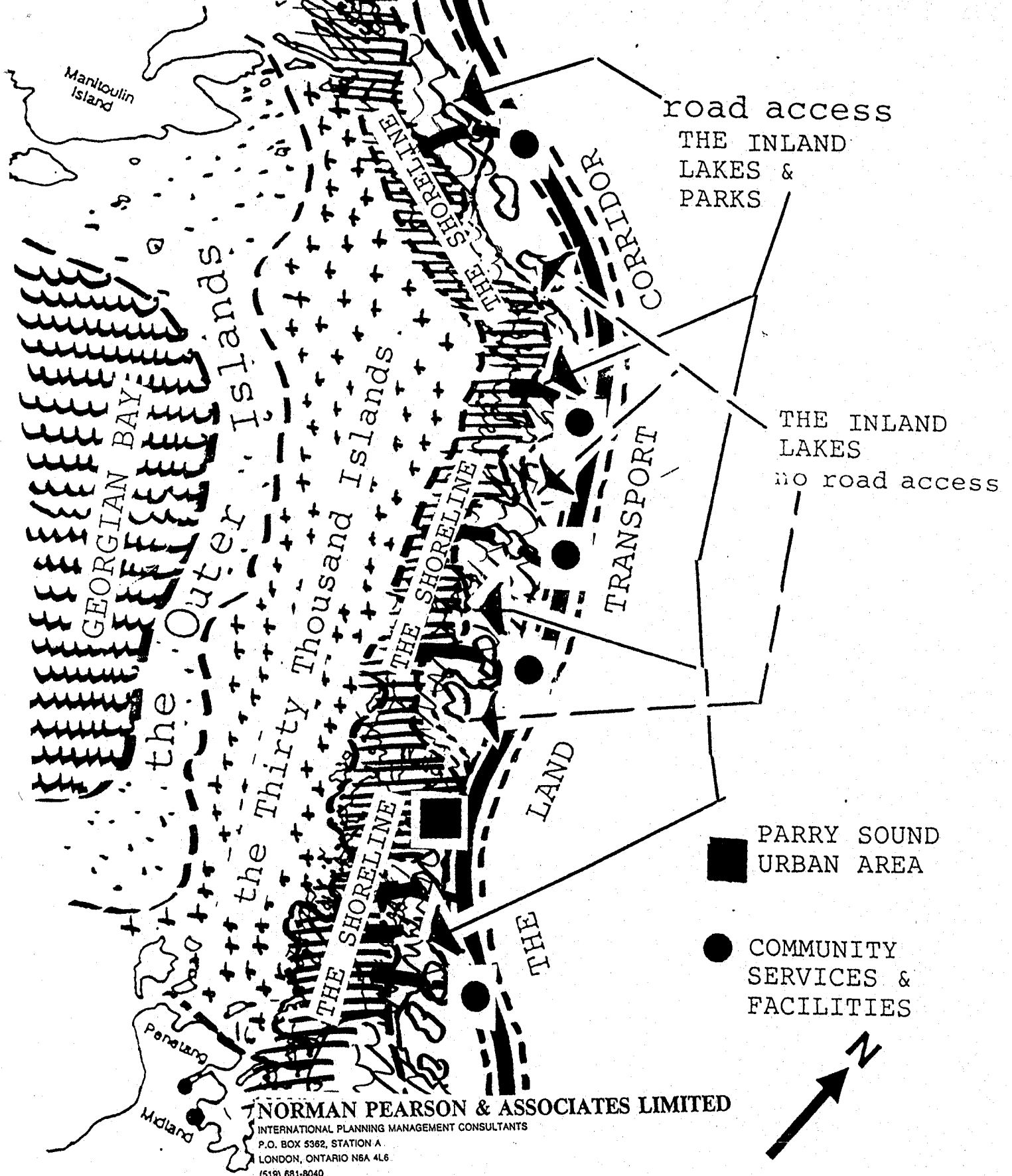
Some key strengths have already been identified: an attractive natural environment; an expanding potential of the seasonal and resident population base; proximity to metropolitan Southern Ontario; good existing regional services; good infrastructure.

While significantly different from the entity of the littoral, and while urban Parry Sound and the littoral must each go their own way, there must be close co-operation between the two, for their mutual benefit.

THE LAND  
TRANSPORT  
CORRIDOR

The fourth ribbon is the main land transportation corridor: the old railway linkage, the Highways 17 and 69, and the new superhighway. These are the arteries which support all the other ribbons. The main highway corridor has an obvious commercial association (various kinds of highway-commercial uses) plus a service character (access to higher-order services such as schools, hospitals, etc.). This corridor serves both the permanent population and the transient population, whether recreationally-oriented, service-oriented or longer-distance transport between Northern and Southern Ontario.

The new superhighway with its limited access will redefine both the hub areas and these highway-commercial and regional service functions, to which the network of local roads previously discussed, relate.



# THE PATTERN OF THE LITTORAL

## A NEW PARADIGM

The littoral entity should, therefore, take responsibility for the access road network for these various purposes. Such a network should be developed in close co-operation with the Parry Sound urban area.

### 5.) THE CONTEXT OF THE LITTORAL'S RIBBONS

It is important to examine the context of the various ribbons of the littoral. This pattern of inter-twined and inter-connected ribbons is an evident entity and should be treated as such. The map diagram THE PATTERN OF THE LITTORAL shows the concept.

THE LIMITS  
LIE INLAND

The land transportation corridor should not be thought of as a "Chinese Wall" which somehow is the demarcation of the littoral area from the inland area. It is not. There is no precise boundary, though in due course one will need to be drawn for this regional entity. The land transportation corridor is more like another transitional zone where one leaves the littoral and then enters the broader service field or market area of the various inland centres.

They are easily identified: the Espanola area; Sudbury's regional influence; the North Bay-Nipissing area; the Almaguin Highlands; Muskoka and the Brace-bridge-Gravenhurst area; and Midland-Penetanguishene-Victoria Harbour.

SUB-  
ENTITIES

So what we are looking at is a large and lengthy littoral area with a separate destiny from the in-shore areas, and a distinctive eco-tourism economic base, falling into a few distinctive sub-entities: the area from the North Channel to the French River; the area from the French River to Parry Sound; the Parry Sound urban area; and the area south of that to the Severn River.

The time has come to create such an entity. But what vision will guide its future?

### 6.) A VISION FOR EASTERN GEORGIAN BAY

What follows is a report from the future.

It is a bright and diamond-clear scintillating day

## A NEW PARADIGM

in July 2020 AD. The virtually silent silver helicopter carrying the key people who pioneered this new entity and the younger visionaries who currently make it work, glides over the Eastern Georgian Bay shore to give an effective overview of the whole area.

The over-riding impression is of overwhelming beauty. The water is clean and clear, and the Eastern and Northern Georgian Bay fishery enterprise is busily restocking the Bay and lakes and rivers. Their hatchery areas are clearly visible, and there are, at a few key places, new recreational charters and fishing boats, and packing plants sending these delicacies to the world.

### SERVICE CENTRE COMMUNITIES

It is also evident, as the aircraft makes its transit across the area, that new transport technology and new highways have finally tied Northern and Southern Ontario together with superhighways and electronic guidance systems, to virtually annihilate distance. Non-polluting vehicles safely spaced flash along these highways at enormous speeds. The old highway has been transformed into a scenic route with occasional loops out to key landmarks, for those who want to drive manually at a more leisurely pace. At the key interchange points, old and new service centre communities have modernized while keeping the essential heritage character of the pioneer villages. Modern highrise buildings, integrated community civic centres, and attractive housing group around the service cores. All along the shore and on the inland lakes, new concepts of landscape design have further beautified all the traditional "cottage communities" of the 20th century.

### SPECIAL AREAS

Certain areas are preserved for the use of traditional non-powered small craft, canoes, rowboats, small sailcraft, as have been areas for cruising yachtsmen to anchor undisturbed. Evidently, the different stakeholder groups can enjoy the environment without conflict.

### TRANSPORT- ATION NETWORKS

New access points have been resisted. There is a strong emphasis on water-based transportation. It is also clear that there is a logical road network that by-passes residential areas, serves recreational areas, and ties this area together effectively without destroying amenities. Passage across the area reveals that numerous inland lakes have been developed for

## A NEW PARADIGM

modern housing without just repeating the ribbons of the past. Certain shore areas remain un-built, and there are clearly places for the traditional picnics and outings for families and groups. These new communities are lake-oriented just as in the 20th century certain communities were designed around sports facilities or even artificial lakes. The objective has been to preserve the character, scenery and quality of the lakes so that access did not mean over-development and pollution.

The planning paradigm for this area is unlike any other area in Canada. The main roadways are the small craft inner channel and the larger craft outer channel. There is a small, traditional network of roads which lead to the access points to the outer ribbons of the littoral. Fast moving vessels travelling longer distances use the outer channel, while smaller and slower vessels use the inner channel. The residents take pride in and enjoy their unique if somewhat inconvenient mode of transport: boating is seen as primarily a mode of transport and secondarily as a form of recreation.

### RESORTS

Certain previously undeveloped areas have obviously been opened up for world-class resorts, specially and carefully located so that they do not spoil the environment, some with their own airfields and sea-plane access. They are on a scale large enough to have protective buffer areas, and to have engineered environments which are probably closer to what Champlain found than to the overdeveloped resorts of the previous century. Some of those sites have been redeveloped as part of the various smaller urban centres.

As other environments around the world have been degraded, Georgian Bay is now world renowned as a destination. The helicopter flies over groups of visiting canoeists, kayakers, windsurfers and sailors, who leave on day-trips from their five-star resorts, pleased to exchange international currency for a unique low-impact adventure and fresh-water experience.

### A NEW PARRY SOUND

Parry Sound has evolved into a middle-sized urban centre of distinction and quality. It and some of the other hubs are centres for retirement, education and training as well as the higher-order services. Much of the formerly dispersed population has re-

## A NEW PARADIGM

grouped into new suburbs or related communities attached to the core.

### ECO-TOURISM ECONOMIC BASE

Evidently, the economic base is eco-tourism, and a whole series of opportunities have been opened up. This has been underpinned by a series of environmental policies. The Eastern and Northern Georgian Bay entity has stringent water quality policies. Where septic tanks work on the islands and the shore, they are steadily upgraded. Where that is not feasible, other measures such as pump-out facilities are taken, and a whole new industry has arisen around such service; disposal and recycling. Land planning and water planning have been integrated, and while imaginative and creative planning is done in advance, enforcement is strongly active and well supported. As part of this endeavour, protected and preferred anchorages have been designated.

It is also evident that the area has successfully developed a good environmental rehabilitation skill, because areas which were considered problematical in the last century have been successfully cleaned up, and are no longer degraded.

There is evidently considerable reforestation inland and that is producing good results in conservation. Obviously much progress has been made. As the helicopter returns to Toronto, the observers reflect on the success of the basic principles which made this possible.

## 7.) THE BASIC PRINCIPLES OF VISION 2020

The basic principles of VISION 2020 follow from the prior analysis.

### THE UNITY OF THE LITTORAL

The most basic essential principle is to recognize the unity of the "skein of ribbons" of the littoral area and to use that unity as the foundation for restructuring, to produce one entity from Killarney to the Severn River. Whether this is a new kind of County, a different form of District, or a single large local government with Wards, need not be debated here: the area, as noted, falls into various convenient sub-entities. Given that structural administrative unity, it can guide itself to a better destiny as a partnership of all the stakeholders.

## A NEW PARADIGM

The old traditional thinking has been to see the shore as an area to be chopped up and attached to an inland area. The obvious source of this approach, which will simply destroy the littoral area in the long run (because it is viewed as an appendage rather than as a significant area in itself) is the old theory of attaching areas of high-assessment-and-low-service needs to areas of low-assessment-and-high-service needs, the old redistribution policy.

FIXED  
SUPPORT FROM  
THE LITTORAL  
TO THE  
INLAND AREAS

The answer to that is to adopt a principle from Confederation: it does not require that Newfoundland be attached to Ontario to get a basic subsidy. In other words, one of the guiding principles, and perhaps the price of the unity of the littoral, is to have a specific and defined subsidy paid from the littoral to the inland areas, to support higher-order services and significant local needs, on condition that there be incentives for the inland areas to create wealth and eventually stand on their own feet. Similarly, the inland areas should be re-organized to correspond more closely to the major market areas already noted (eg. Nipissing). Each area has an economic pool of costs and the littoral entity should be prepared to absorb some of those costs.

FUNDAMENTAL  
DUTY TO ALL  
THE PEOPLE  
& THE  
ENVIRONMENT

What logically follows then is the principle that the prime duties of the entity are twofold:

- (1) to preserve, protect and enhance the environment which is the platform for all activity and the key to the future, and
- (2) to serve all the people and to meet their needs and protect their legitimate interests, in co-operative community development.

These rest on the bedrock of the economic advantage in such activities as eco-tourism, arising from acceptance of the unity of the littoral. This re-assembles the economic engine which makes all else possible.

These two duties are equally important and at root they are mutually supportive.

The next basic principle is that the economic base for the new littoral entity should be broadly defined eco-tourism as the economic engine to water-based community development. There is ample research in this area and it is only possible here to present

## A NEW PARADIGM

a few key documents:

Appendix 2 sets out the key elements of ECO-TOURISM AS THE DRIVER OF WATER-BASED COMMUNITY DEVELOPMENT

Appendix 3 gives A FRAMEWORK FOR ECOTOURISM (Buckley, 1993)

Appendix 4 gives ECOTOURISM & ITS ROLE IN SUSTAINABLE DEVELOPMENT (Tensie Whelan)

Appendix 5 is MAKING ECOTOURISM SUSTAINABLE: RECOMMENDATIONS FOR PLANNING, DEVELOPMENT & MANAGEMENT (Elizabeth Boo)

What follows further from this is that the new entity must assume the task of performing such elements as basic policing of land and water, environmental and planning enforcement, law enforcement, social services, and such functions as septic tank pump-out. If these services are agreed by contract and provided as an integrated service at the local level, there should be significant cost-savings and superior service.

CONTROL  
FUNCTION

The basic principle then is control over the evolution of the skein of ribbons and its developmental future.

THE FULL  
RANGE OF  
SERVICE  
RESPONS-  
IBILITIES

A further principle is what has been termed "a full meal deal" for all the inhabitants: the full range of appropriate municipal services to proper service levels, to everyone in the area. The new entity must take its fair share of the load regarding functions such as training and education for all aspects of the eco-tourism economic base, for the normal functions of health, education and well-being (redefined from the old term 'welfare'), and proper support and planning and development for the 'hubs' or focal points. This also should include an on-going "continuous quality improvement" to upgrade all aspects of tourist facilities.

It means innovative ways of defining and delivering the various split and contradictory functions regarding navigation, search and rescue, fire protection, health, services, water quality, sewage control and pump-out stations, ambulance and emergency services, safety, planning, environmental security, employment opportunities and socio-economic development. Decades of experience in the various levels of Confederation have clearly shown that it is better by contractual arrangements to combine and integrate these and to cost and deliver them at the level closest to the taxpayer, than to pass funds up and down the hierarchy.



## A NEW PARADIGM

This will require a high quality of financial management, innovation and ingenuity.

### COMMUNITY & NEIGHBOUR- HOODS

Above all, this means that the large community is an equal partnership between the service population, the recreational users and the seasonal residents. It also means that one of the really significant and important levels of integrated planning and development is at the neighbourhood level, so that each can become the best it can be in accordance with their own visions and aspirations.

These are the key issues and principles underlying the VISION 2020.

### 8.) WHO NEEDS TO BE PERSUADED?

Obviously the key player is the Province of Ontario. Other key groups are the private property holders (including permanent residents, cottagers, resort owners, service facility operators, boating and camping clubs, and private conservancy groups). Similarly, support from the various municipalities will be needed.

The basic rationale is that the water-based littoral community can be highly effective in cost-saving and delivery services, as well as in materially upgrading the standard of living of the permanent residents and service population. From an expanding economic base, secure in the future of eco-tourism and the essential unity of the area, the aim is to not only make this area more prosperous, but also to provide continued support to the inland areas until they too are economically viable and self-sustaining.

### 9.) WHAT NEXT?

### SERVICES ANALYSIS

What is next is the importance of amplifying the implications of the "full meal deal" with respect to services which the new entity will need to provide and finance.

This includes an analysis of the current services, the services provided by existing municipalities, services that are in the Provincial domain, such as local tourism development, marine variations of the 911 system, fisheries, increased marine and

## A NEW PARADIGM

environmental enforcement, and the delegation of appropriate planning powers; services in the Federal domain, such as 'search and rescue' and navigational aids.

In addition, there must be recognition of the impact of the Heritage Protection Act on land densities and private property rights.

Beyond the VISION comes the implementation. Beyond that, an exciting and beneficial future for all stakeholders lies ahead.