

# NORMAN PEARSON & ASSOCIATES LIMITED

INTERNATIONAL PLANNING MANAGEMENT CONSULTANTS

P.O. BOX 5362, STATION A

LONDON, ONTARIO N6A 4L6

(519) 681-8040

## VISION 2020:

### A NEW PARADIGM FOR EASTERN GEORGIAN BAY

#### 1.) 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 road. In the past, the natural unity of this area has been deliberately ignored and it has been regarded as an appendage to inshore areas, against the historic pattern of simply exploiting resources and piecemeal development. Ample research shows that the old paradigm is no longer adequate. The southerly areas most easily accessible to the Toronto metropolis are clearly under stress. A recent indicator is the University of Toronto research showing the permanence of dangerous pollution in favoured anchorages. The central section, as the super-highways extend northerly, will also be increasingly 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 PROGNOSIS

##### THE RESEARCH

The research is summarized in Appendix 1: THE SOCIO-ECONOMIC LANDSCAPE OF GEORGIAN BAY, which gives the evolution and current trends in the area, and, in Appendix 2: EASTERN GEORGIAN BAY PLANNING POLICIES: AN OVERVIEW, which clearly shows the piecemeal approach and the lack of comprehensive policies for the successful evolution of the area, despite considerable concern in each segment.

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 2 -

### RECREATIONAL SLUMS?

If that 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 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

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, 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. An that basis, the activities in the area can be classified as eco-tourism, which can 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.

### SUSTAINABLE DEVELOPMENT

## 2.) 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".

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 3 -

### 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 then simultaneously to govern by significant priorities aimed at some key areas:

- (1) to simplify and rationalize all areas of government,
- (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 "Omnibus Bill" 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.

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

# NORMAN PEARSON & ASSOCIATES LIMITED

A NEW PARADIGM

- 4 -

SIGNIFICANT  
CHANGE IS  
URGENT

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 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, 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

A NEW  
MUNICIPAL  
ACT?

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 5 -

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.

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

THE LITTORAL  
IS A SKEIN  
OF CONNECTED  
PARALLEL  
RIBBONS

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 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 skein of connected, mutually interdependent parallel ribbons.

The first ribbon in this group is the island outer ribbon: from the islands of McGregor Bay

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 6 -

### THE ISLANDS

and Frazer Bay, Philip Edward, Beaverstone and the Bustards, and the Thirty Thousand Islands to the Severn River. These are primarily recreational. They are the focus of heavy stress, 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 the large collection of marina slips in the Midland, Penetanguishene, and Victoria Harbour 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 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 SHORELINE ITSELF

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 to the Bay. There are considerable groupings

.../7

# NORMAN PEARSON & ASSOCIATES LIMITED

A NEW PARADIGM

- 7 -

of housing and watercraft, for example, in areas such as Honey Harbor, 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.

## THE TRANSITIONAL AREA: SERVICES & FACILITIES

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. 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 cottages 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 seem to be viewed as necessary evils, and there are frequent land-use conflicts due to lack of foresight and lack of

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 8 -

imaginative advance planning. In a sense they are tolerated. Yet if these places do not thrive and develop in a creative and logical fashion, all the other ribbons in the skein will suffer.

In addition, those who promise 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.

They are such places as Killarney, Britt and Byng Inlet, Pointe au Baril, MacTier and Honey Harbor. 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 past there has been 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 change to mutual support and stakeholder partnership.

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

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



# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 9 -

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 hubs. They need to be recognized in a logical hierarchy. New hubs can be expected to emerge, related to the new highway access points.

### 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 high 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 littoral entity should, therefore, take responsibility for the access road network for these various purposes.

### THE ISLAND LAKES & PARKS

Finally, there is a partially developed ribbon which will be increasingly significant: the chain of inland lakes, the recreational rivers and water-bodies and the large parks such as Killarney Provincial Park, and Blackstone 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 hubs or to the other hubs such as MacTier and Parry Sound, or related to Go Home (Bay access). The other pattern of lakes relates to canoe routes and includes areas such as the

# NORMAN PEARSON & ASSOCIATES LIMITED

A NEW PARADIGM

- 10 -

French River, the Musquash River, the Gibson River, Moon River, Tadenac, or MacRae 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, and the feeders to the French River delta.

Thus the skein consists of ribbons, inter-related and inter-twined:

- 1 - The islands
- 2 - The shoreline area
- 3 - The land-based permanent service hubs
- 4 - The land transport corridor
- 5 - The road-accessed inland lakes and recreational areas.

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

It is important to examine the context of the various ribbons of the littoral. This skein of inter-twined and inter-connected ribbons is an evident entity and should be treated as such.

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. It 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-Nippising area; the Almaguin Highlands; Muskoka and the Bracebridge-Gravenhurst area; and Midland-Penetanguishene-Victoria Harbor.

.../11

# NORMAN PEARSON & ASSOCIATES LIMITED

A NEW PARADIGM

- 11 -

PARRY SOUND  
URBAN AREA

Parry Sound represents a special case. Originally it had only rail and water access, and road access came late. It will obviously be in the future equivalent to the Midland-Penetanguishene-Victoria Harbor complex. It is essentially a potentially significant urban centre and regional hub: a locus of large size. As such it should go its own way as an urban centre, but in concert with the littoral area, as their fates are inter-twined.

SUB-ENTITIES

So what we are looking at is a large and lengthy littoral area with a separate destiny from the inshore 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?

## 5.) A VISION FOR EASTERN GEORGIAN BAY

What follows is a report from the future.

It is a bright and diamond-clear scintillating day 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 Georgian Bay fishery enterprise is busily restocking the Bay and the lakes and rivers. Their hatchery areas are clearly visible, and there are, at a few key places, new fishing fleets and packing plants sending these delicacies to the world. Certain areas are off-limits to the recreational

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 12 -

and community water-craft to help this process along.

### NEW COMMUNITY HUBS

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 hub 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, and it is easy to see that while there is substantial water traffic, care has been taken to protect privacy and to create in certain places areas where swimmers or water-skiers, or sailors, or power boaters, or canoeists can enjoy their sport without conflict.

### SPECIAL AREAS

Obviously, new channels and new access points have been opened up. 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 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.

### NEW ROAD NETWORKS

### RESORTS

Certain previously undeveloped areas have obviously been opened up for world-class resorts, some with

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 13 -

their own airfields and seaplane 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 centres. Some of those sites have been redeveloped as part of the various smaller urban centres.

### 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 education and retraining, as well as the higher-order services. Much of the formerly dispersed population has regrouped into new suburbs or related communities attached to the hub.

### 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 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. Over-used areas have been closed, then rehabilitated and then re-opened for special purposes which do not destroy the area. Here again, a new kind of local industry has obviously developed: environmental rehabilitation.

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.

# NORMAN PEARSON & ASSOCIATES LIMITED

A NEW PARADIGM

- 14 -

## 6.) 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.

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 redistributionist 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). By the same token, in detaching the Township of Georgian Bay littoral area from the Regional Municipality

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 15 -

of Muskoka, all the watersheds of Lake Joseph and the balance of the Muskoka Lakes should clearly be attached to Muskoka.

### 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 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 for water-based community development. TABLE 1 sets out the key elements using eco-tourism as the driver of water-based community development. TABLE 2 gives a viable framework for eco-tourism based on current research (Buckley, 1993). Appendix 3 gives a paper by Tensie Whelan on ECOTOURISM & ITS ROLE IN SUSTAINABLE DEVELOPMENT.

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.

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

## TABLE 1

### Eco-Tourism as the driver of a water-based community development

"Tourism is a one of the world's largest industry sectors. Eco-tourism is one of its fastest growing sub-sectors. (For an eco-system or sustainable tourism framework, see a **TABLE 2 A Framework for Ecotourism**)

#### Strengths

- the islands and shoreline terrain are perfect for eco-tourism and little else
- the infrastructure base exists - a plan for a sustainable future does not.
- it can and does provide entry -level jobs to unskilled, as well as skilled workers

[Unemployed and unskilled males in area are the most likely to benefit because there are many entry level tasks that are simple, and it is easy for keen individuals to increase their skills in many directions through incremental training.]

- initial training can be provided by local high-schools.

#### Weaknesses

- single industry rather than diversity means community could be vulnerable.
- different work cultures in each of existing communities.
- skill levels are very low and not many appropriate jobs in area.

#### Opportunities

- Enable existing residents to develop and plan a profitable future for themselves and children.
- Tourism is already an important part of existing economy.
- Tourism activities, such as: fishing, snow-mobiling, cruising, camping, cottaging need to be recognized in a plan that outlines the infrastructure resource requirements of the various tourism activities. Bird-watching is a rising activity that could become popular in this area.

#### Threats

- Bay is a finite resource.
- Unplanned cottage development continues to increase at the expense of other stakeholder needs. [ Cottager and boater/camper needs are as incompatible as residential housing and light industry.]
- Enforcement resources - traffic, environment and search and rescue - are still spread over many jurisdictions and each budget is diminishing as usage rises.
- Too many existing tourism resources are in need of a plan and service upgrade to compete.



**TABLE 2**

**A Framework for Ecotourism**

**Ralf Buckley**  
Griffith University, Australia

**RESEARCH NOTES AND REPORTS**

*This Department publishes research notes, reports on the work of public and private agencies, conference reports, field (industry) reports, and other relevant topics and timely issues. Individuals interested in submitting notes and reports should write directly to the Associate Editor for Research Notes and Reports, Turgut Var (Department of Recreation, Park and Tourism Sciences, Texas A&M University, College Station TX 77943-2261, USA). Tel: (409) 845-5395, Fax: (409) 845-3211.*

Tourism is one of the world's largest industry sectors (WTO 1991; WTTC 1993); and its environmental management issues are relatively little studied (Buckley and Pannell 1989; Butler 1991; Westcott and Molinski 1993; WTTTC 1993). Ecotourism is arguably its fastest growing subsector (Matthews 1993), but poorly defined.

There are four main links between tourism and environment: components of the natural environment as the basis for a marketable tourism attraction or product; management of tourism operations so as to minimize or reduce their environmental impacts; economic or material contribution of tourism to conservation, either directly or indirectly; and attitude of tourists towards the environment and environmental education of clients by tourist operators. Therefore, there are environmental aspects to every major component of tourism business: products and markets, management, money, and people.

Environmental organizations have generally insisted that only tourism that is nature-based, sustainably-managed, conservation-supporting, and environmentally-educated (Figure 1) should be described as ecotourism (Baez and Rovinski 1992; Boo 1990; Ceballos-Lascurain 1992; Eber 1992; EAIPR 1992; Figgiss 1993; Lee and Snepenger 1992, Richardson 1993a, 1993b; Swanson 1992; Young 1992; Young and Wearing 1993; Ziffer 1989).

Industry and government, however, focus more on the product aspect, often treating ecotourism as effectively synonymous with nature-based tourism. Environmental management aspects are generally considered under rubrics such as sustainable, ecologically sustainable, environmentally appropriate, or environmentally responsible tourism (Ashworth and Goodall 1990; Australia 1991, 1992, 1993; British Airways 1992; British Airways Holidays 1993; Buckley 1991; Butler and Waldbrook 1991; English Tourist Board

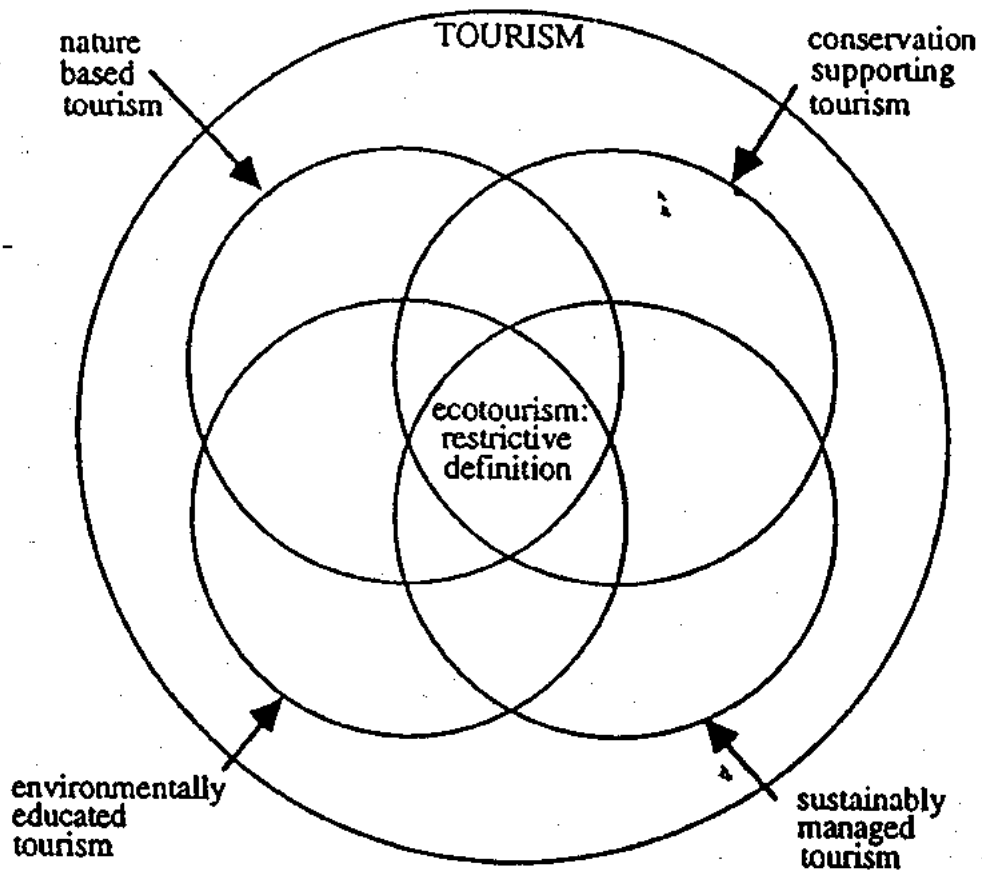


Figure 1. An Ecotourism Framework

## Ecotourism Framework

Industry Subsector Descriptor	Nature-Based Tourism	Sustainably-Run Tourism	Conservation-Supporting Tourism	Environmentally-Aware Tourism
Aspect of Tourism Industry	products, attractions	operations, management	revenue, purchasing	behavior, attitude (individual tourists); education, ethic (service provider)
Alternative Names in Common Use	[ecotourism], natural-area tourism, green tourism	ecologically sustainable tourism, environmentally responsible tourism	[includes NGO's, trusts, societies, firms]	[ecotourism]
Distinguishing Characteristics	aspect or component of natural environment is principal attraction to destination	deliberate steps taken to reduce environmental impacts and improve environmental management performance	revenue or activities contribute to environmental conservation organizations or activities	attitude to nature, deliberate behavior to minimize impacts (individual tourists); education or regulation of clients to change attitudes and/or behavior (tourism service provider)
Environmental Issues	impacts on conservation values: ecological carrying capacity	a. energy efficiency, greenhouse effect, air and water pollution b. resource use, disposables and consumables, recycling, sewage and sillage	funding for conservation through: a. direct payment to NGO's in country of origin b. direct payment to NGO's in country of destination c. indirect economic contributions to country of destination	a. impacts on conservation values: ecological carrying capacities b. crossover from tourism to other aspects of individual behavior
Industry Subsector Affected	resort owners, safari and tour operators	resort owners, airlines, bus companies, hotel chains, tour operators	specialist ecotourism companies, not-for-profit organizations	specialist ecotourism companies, not-for-profit organizations, individual tourists
Size and Growth	medium size, growing rapidly	most of the industry, stable size	small subsector, growing slowly	currently small, growing rapidly
Industry Component	destination, marketing	operations, management	purchasing, profits	educational programs
Aspects of Corporate Operations Involved	a. green marketing b. access to land c. impacts on revenue: recreational succession, recreational carrying capacity	a. client expectations b. energy conservation c. waste management d. interaction with health and safety requirements	a. corporate structure, shareholders' priorities b. niche marketing, conservation funding as sales tool c. sourcing labor supplies in country of destination	a. client expectations b. client relations c. niche marketing d. education programs
Corporate Environmental Management Tools	a. modifying client behavior; e.g. by experienced guides, leaders, or through group ethic	a. client education b. environmental and energy audits c. improve technologies	a. marketing strategies b. purchasing and employment policies	a. modifying client behavior, e.g. by guides, education programmes, conditions on tour package, or group ethic
Policy Options	a. education of tourists b. hardening of environment c. limiting numbers d. industry codes of practice	a. environmental legislation b. energy prices c. industry codes	a. country of origin: none required b. country of destination: fees and taxes; local-content requirements for purchasing and employment; limits on foreign ownership	a. interpretive and instructional signs b. in-flight videos c. compulsory (examined) education programs as permit condition d. optional displays etc.
Information Needs	quantitative measurements of impacts of specific activities by known numbers of people on specific ecosystems at known times of year	a. actual impacts of major travel and accommodational operators b. potential to reduce such impacts c. costs of such reduction d. client expectations and flexibility e. revenue implications	a. total and proportional revenue contributions from individual operators b. size of subsector c. direct and indirect financial flows to and from countries of destination d. actual effects on conservation	quantitative measurement of impacts by tourists with different attitudes and/or subjected to different education programs.

1991; Farrell and Runyan 1991; Manning 1992; Pigram 1990; Somerville 1992; Soltys 1992; Troyer 1992; WTTC 1992). Parallel or related terms such as educational, sideline, cultural, or endemic tourism have also been proposed (Kelly and Dixon 1991; Oelrichs and Prosser 1992).

A precise definition of ecotourism is perhaps unnecessary unless the term is to be used in legal or administrative documents, such as planning and development control instruments or grant guidelines for funding agencies. Everyone involved in tourism has to make decisions related to environmental issues, however, even if the connection is indirect. Most decisions rely on information, so it is important to be able to identify critical issues, decisions, tools and information needs. This is being attempted in Table 1, using the framework outlined earlier—that is, nature-based products and markets, sustainable management to minimize impacts, financial support for conservation, and environmental attitudes and education of individual people.

The framework (Table 1) is clearly only one of many possibilities, and could be expanded and elaborated indefinitely. It does, however, integrate the various themes which have been raised in previous discussions of tourism, environment, and ecotourism. Much of this applies across broad segments of the tourism industry, including ecotourism. □ □

*Ralf Buckley: International Center for Ecotourism Research, Griffith University, Gold Coast Mail Center, Southport QLD 4217, Australia.*

## REFERENCES

- Ashworth, G., and B. Goodall, eds.  
1990 Marketing Tourism Places. London: Routledge.  
Australia  
1991 Ecologically Sustainable Development Working Group on Tourism. Final Report. Canberra: ESD Secretariat.  
1992 Tourism: Australia's Passport to Growth. National Tourism Strategy. Canberra: Department of Tourism.  
1993 Tourism. A National Strategy for Ecologically Sustainable Development. Canberra: Australian Government Publishing Service.  
Bacz, A., and Y. Rovinski  
1992 Ecotourism in Costa Rica: The Tough Road for Remaining Number One. Adventure Travel Society Newsletter (Fall): 1,6.  
Boo, E.  
1990 Ecotourism: The Potentials and Pitfalls. Baltimore: Worldwide Fund for Nature USA.  
British Airways  
1992 Annual Environmental Report. London: British Airways.  
British Airways Holidays  
1993 Environmental Review 1993. Crawley: British Airways Holidays.  
Buckley, R. C.  
1991 Environmental Planning and Policy for Green Tourism. In Perspectives in Environmental Management, R. C. Buckley, ed., pp. 226-242, Heidelberg: Springer.  
Buckley, R. C., and J. Pannell  
1990 Environmental Impacts of Tourism and Recreation in National Parks and Conservation Reserves. Journal of Tourism Studies 1:24-32.  
Butler, R. W.  
1991 Tourism, Environment, and Sustainable Development. Environmental Conservation 18:201-209.  
Butler, R. W., and Waldbrook, L. A.  
1991 A New Planning Tool: The Tourism Opportunity Spectrum. Journal of Tourism Studies 2:3-14.  
Ceballos-Lascurain, H.  
1992 Tourism, Ecotourism and Protected Areas. Proceedings of IV Congress on National Parks and Protected Areas. Caracas: IV Congress of National Parks and Protected Areas.

- Eber, S., ed.  
1992 Beyond the Green Horizon. Godalming: Worldwide Fund for Nature UK, U.K. EAIPR
- 1992 Ecotourism. Association of the Indo Pacific Region Newsletter 1(1):1.
- English Tourist Board  
1991 The Green Light: A Guide to Sustainable Tourism. London: ETB.
- Farrell, B. H. G., and D. Runyan  
1991 Ecology and Tourism. *Annals of Tourism Research* 18:26-40.
- Figgiss, P.  
1993 Ecotourism: Special Interest or Major Direction? *Habitat Australia* (February):8-11.
- Kelly, I., and W. Dixon  
1991 Sideline Tourism. *Journal of Tourism Studies* 2:23.
- Lee, D. N. B., and D. J. Snepenger  
1992 An Ecotourism Assessment of Tortuguero, Costa Rica. *Annals of Tourism Research* 19:367-370.
- Manning, E., ed.  
1992 Canada's Report on Government Initiatives in Support of Sustainable Tourism. Ottawa: Tourism Canada.
- Matthews, A.  
1993 Ecotourism: Fostering Australia's Biggest Growth Industry. *Australian Environment Review* 8(5):10-11.
- Oelrichs, I., and G. Prosser, eds.  
1992 Endemic Tourism. San Francisco: Pacific Asia Travel Association.
- Pigram, J.  
1990 Sustainable Tourism: Policy Considerations. *Journal of Tourism Studies* 1(2):2-9.
- Richardson, J.  
1993 Australia Takes Sustainable Tourism Route. *The Ecotourism Society Newsletter* 3(2):1-2,5.
- Richardson, J.  
1993 Editorial. *Tread Lightly* 5:3.
- Soltys, R.  
1992 Ecotourism: Policy and Implications. Unpublished MBA thesis, University of Brisbane, Australia.
- Somerville, H.  
1992 Airlines, Tourism and Environment, Vancouver: GLOBE '92 Tourism Stream.
- Swanson, M. A.  
1992 Ecotourism: Embracing the New Environmental Paradigm, Caracas: Proceedings, IV World Congress on National Parks and Protected Areas.
- Troyer, W.  
1992 The Green Partnership Guide. Toronto: Canadian Pacific Hotels and Resorts.
- Wescott, G., and J. Molinski  
1993 Loving Our Parks to Death? *Habitat Australia* (February):13-19.
- World Tourism Organisation  
1991 Yearbook of Tourism Statistics. Madrid: WTO.
- World Travel and Tourism Council  
1992 The World Travel and Tourism Environment Review. Brussels: WTTC.  
1993 Travel and Tourism, Brussels: WTTC.
- World Travel and Tourism Environment Research Center  
The World Travel and Tourism Environment Review—1993. Oxford: WTTERC.
- Young, M.  
1992 Ecotourism: Profitable Conservation? Proceedings of the conference on Ecotourism Business in the Pacific. Auckland: University of Auckland.
- Young, M., and S. Wearing  
1993 Ecotourism Discussion Paper. Sydney: Worldwide Fund for Nature Australia.
- Ziffer, K. A.  
1986 Ecotourism: The Uneasy Alliance. Washington DC: Conservation International.

Submitted 10 August 1993  
Resubmitted 12 September 1993  
Accepted 15 November 1993

0160-7383(93)E0039-G

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 22 -

### THE FULL RANGE OF SERVICE RESPONSI- BILITIES

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. 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 cottagers. 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.

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 23 -

### 7.) THE ECO-TOURISM-BASED COMMUNITY

This document is simply to serve as a basis for discussion of the need for a compelling VISION to unify and guide the littoral area in the future.

DISTINCT  
NEIGHBOUR-  
HOODS

There are many recreational areas in Ontario. Many are road-based and depend on an essentially sub-urban infrastructure which logically appears to evolve to some degree of urbanization. In this sense, many such areas gradually become fully developed urban areas, and the issue of what degree of urbanization is desirable is a key element in the relevant planning documents. Examples such as Lake Wilcox in the Regional Municipality of York, and the various inland lakes in the Regional Municipality of Muskoka (the Muskoka Lakes, Lake Joseph, Lake of Bays, etc.) illustrate this pattern.

By contrast, a characteristic pattern along the shores of Georgian Bay, and certain related lake communities (such as Blackstone Lake) is that of a full range of recreational and cottaging areas based on water access, with private servicing systems and minimal infrastructure largely connected with watercraft navigation, and communications, served by key road 'hubs'.

In the evolution of Georgian Bay and Muskoka, there were basically two patterns of settlement in historic times (these are more fully discussed in the Appendices). The first European exploration was solely by water; when the area was settled there were basically two thrusts: one was the characteristic inland settlement by colonization roads and the subordinate roads of the geographical surveyed Townships, and the second was the settlement of off-shore islands by adventurous families, both permanent and seasonal. This was subsequently further augmented by steamboat service. On both, the Georgian Bay shore and the inland lakes accessed by the colonization roads, the result of the steamboat service was the creation of a tourist industry

# NORMAN PEARSON & ASSOCIATES LIMITED

A NEW PARADIGM

- 24 -

based on water access, with hotels and resorts and cottaging, all serviced by steamboat. In due time, this passed, and the age of the hotels and resorts essentially declined with it. In the age of motor-powered watercraft, there was a further burst of cottaging, which then increased rapidly after the 1939-1945 war, and which has continued to increase as the area has become more accessible, leading to more complex recreational patterns.

As different groups explored and settled distinctive areas, a pattern of cottage neighbourhoods and communities grew up along the shoreline, backed up by service settlements. Their functional pattern derives from this historic evolution, and it is as distinctive in its way as the more compact inland communities as MacTier. The difference is that the rudimentary and limited infrastructure and the facts that they are water-based and that access is almost solely based on watercraft once the road is left, make them variations around a general theme of very low density and intensity, as contrasted with most road-based settlements. Nevertheless, just as a symbolic line can be drawn to enclose the main elements of an urban settlement, so in just the same way such boundaries can be drawn around the various local entities making up the general cottage community. Most are as old as, or in some cases older than, urban settlements. All we have to do is put their historic place-names on our planning maps, in recognition of their reality. Similar neighbourhoods exist in the hubs.

Each of them has, within the general pattern described (which is common to all) a series of individual variations and locally distinctive characteristics. The historic pattern varies from the extremely low densities of the Madawaska Club, the Tadenac Club and the low densities of Wah-Wah-Taysee, to the relatively smaller sites of areas such as Cognashene, Go Home Bay, the NorthSound; or characteristic areas such as McGregor Bay,



# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 25 -

Sans Souci and Copperhead, etc. Each of these has its own history and its own development pattern as do the historic service centres like MacTier. In contrast to most rural road-access communities, these neighbourhoods may ignore municipal boundaries (eg. the northerly half of Lake Joseph in Humphrey Township, extending from Muskoka; areas such as Three-Legged Lake; and numerous boundary lakes in the eastern part of the Township of the Archipelago; Go Home Lake, accessed by river to Georgian Bay, creates two distinct communities within one continuous eco-system of interacting and interlinked natural landscapes, from the bare, windswept outer islands, through second-growth wooded areas to inland lake conditions of relative seclusion).

### WATER QUALITY

The littoral community is entirely 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 hub areas are private septic tanks, the matter 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.

In practice, this means a very real concern to limit the advance of increasing urbanization characterized by the piecemeal creation of single and inter-connected roads purely for further ribbon development. It also inspires an attitude to density which is related to aesthetic perception, and the

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 26 -

landscape scene as viewed from the water (Kinetic Landscape) and as viewed from the cottage itself (Static Landscape). In addition, inboard wooded areas are characterized as "wild landscape", seen as an essential buffer from the highways, railways and power lines, adjacent to the shore.

### COMMUNITY CHARACTER- ISTICS

The ribbons of community are essentially a very simple pattern of extensive land use at low densities; open space; low-density residential use; support services; backed up and interspersed with undeveloped "wild" or "natural" lands; and served by local 'hubs'.

From the viewpoint of the inland municipality, the community is seen as a seasonal recreational area. A certain proportion of such residences can be permanently occupied, and as technology improves, this may increase. Use by watercraft is rapidly expanding. Similarly, the recreational season, with improved ice-travel vehicles, is expanding into the winter season. Indeed, because of patterns of family and friends, and these trends, the intensity of the use of a permanent residence is many times that of a seasonal one, where the phenomenon is one of periodic "point-loading" rather than of continuous use. Gradually, telephone cable services are linking the various communities together and increasing the convenience of use. For a certain proportion of the seasonal residents, the computer, the facsimile machine, and the floatplane, can increase the time spent in these preferred environments. For many retired people, there is also the consideration of minimum residency periods for pension requirements and other benefits.

The phenomenon is, in fact, international, for many with apartments or smaller urban dwellings, the island cottage may indeed be the real home. It is also a relatively unchanging scene against which to measure the changes in one's life; it is also a link with one's own personal and family history, an enormously precious experience; and a distinct

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 27 -

separation from city life, and a willing acceptance of a different life-style reminiscent of simpler pioneer days, with the challenges persisting.

### CHARACTER- ISTICS

In Ontario, the definition of 'household' now used in place of the former per capita grant to organized municipalities to provide a basis for the 'per household grant', simply accepts the fact that a cottage is as much a household as a permanently occupied dwelling. Thus the cottage community, characterized by high assessment, minimal demands on services and infrastructure, and with the occupants legally prohibited from using local schools, becomes a major financial boon to local government inland.

Public services to such areas are minimal, the main ones being Federal navigational aids, Provincial policing and environmental controls, municipal roads to the main 'access point'. and local garbage disposal. In many inland municipalities with a large component of island shoreline, the water-based cottage communities provide more than 80% of the tax revenue, and a strong base for regional or higher-order services. For most local governments this is as beneficial as industrial or commercial assessment, and may indeed, on a cost-benefit bases, be more so because the seasonal residential tax base has very minimal demands for services and infrastructure and the steady increase in demand for such sites gradually increases the significance of this tax base. This will change as a littoral entity applies more resources to the needs of the service-centre population.

In addition to this, the development of the ecotourism-based community has created, either at the road access to the waterbody or occasionally at some local hub of activity where waterways meet, a commercial building and service sector (marinas, etc.) which grows with the needs of the larger community. Added to this are the support facilities

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 28 -

(boat services, motels, construction services, boat storage, vehicle parking, vehicle services, etc.). These together form a significant part of the commercial base of the local governments.

As we examine the concept of the water-based cottage community, there are obvious parallels to the evolution of the inland rural and urban settlements. Some of these environmental and planning issues are as follows:

### PLANNING ISSUES

In the early history of our settlements various kinds of human waste were simply pitched out into the public street. For aesthetic, health and practical reasons, public and private waste disposal systems were developed, and as sewage and garbage and waste water disposal systems evolved, along with piped water supply, the practice was prohibited. In the same way the eco-tourism community is deeply concerned that 'grey water' disposal, sewage disposal, and garbage disposal be dealt with in such a way that the basic water environment does not deteriorate. Because water areas must at one and the same time serve as water supply sources, sewage waste disposal on land with adequate minimum sites becomes critical. The key problems are the passage of nutrients from private disposal systems, and the standards for public health purposes. Similarly, effective controls on 'grey water' disposal are equally vital.

On roads and streets on land we once had unlimited freedom to create noise and to run vehicles at any speed desired by the driver and in any direction. Gradually, the rules of the road emerged, speed limits were developed, and noise came to be regarded as a hazard and a nuisance. We now do not allow vehicles to speed up and down the streets, or pleasure vehicles to park in anybody's backyard, or permit unlimited noise.

With increased use, the same analogy applies to the eco-tourism recreational community. The normal navigation rules for watercraft need to be supplemented by having local government address these

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 29 -

issues of safety, speed limits, privacy and tolerable noise levels. The essential point is that there are some upper limits on how much loading an area can take: thus roads should not just be regarded as an alternative to reduced port traffic. What is involved is sensible environmental management based on a comprehensive view of the issue, recognizing the needs of all users.

Similarly, once we had squatters on land. We developed a system of property management and regular titles. Then we had the emergence of recreational vehicles. We do not allow them to park at will on highways or streets. We need similar rules on the water-based cottage community. As on land, if a vehicle breaks down, there are no restrictions as safety and survival become the prime elements in the situation. This has long been recognized in the mariner's rights to access shoreline, and indeed in the historic shoreline road allowances. Equally obviously, to allow a group to park overnight by a private property or in a cove or inlet where their effluent contaminates the water, is unacceptable. On land, we have trailer camps and sites for such groups. Again, we need similar rules in the littoral community.

### ACCESS

Under the Federal Navigable Shipping Act, boaters have unrestricted freedom of the water. Anchorage under that Act goes back to a period when the issue was survival, and linking scattered water-dependent settlers to each other. Population levels were low, and pleasure anchorage did not exist. Now, as in the Lake Windermere case, the Courts have overruled the Federal jurisdiction in favour of the rights of cottagers in local communities.

Thus the issues facing all water-based cottage communities relate to civilized rules of water usage, and quiet enjoyment. The result is that policies are needed with respect to what degree of unrestricted freedom a pleasure boater should have, and what limits on speed and noise are

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 30 -

necessary. It thus becomes a cardinal issue in these areas to have a framework of policies which will at least preserve the present environmental quality, and preferably be directed towards enhancing that quality, as a practical example of sustainable development.

In the same way the littoral communities have significant environmental responsibilities. They are, in effect, entrusted with guardianship of special environments and must govern themselves accordingly. Water is the most vital resource. It is at once the vista, the life support system, and the transport system. Local government is vital, to ensure the wise governance of this inheritance over succeeding generations, and the area must be treated as a unit.

### LAND USE ISSUES

The land uses permitted in the littoral community are, therefore, those related to water-oriented residence and recreation including single-family cottages, single-family year-round residences, ancillary service functions at appropriately designated locations and sites (such as marinas, docking); open space and protected environmental areas; and those uses which are associated with and necessary for the functioning of the water-based cottage community and the recreational nature of the area, and the whole range of functions connected with eco-tourism.

All island, land and shoreline development will require frontage on a navigable body of water, coupled with the protection of lands adjoining and behind, to produce a non-development permanent buffer.

There should be no distinction between cottages and year-round residences for the purposes of regulating land use. Provided there is no change in the level of municipal services given, conversion from seasonal to permanent use should be permitted. It must be recognized that the intensity of impact increases

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 31 -

with the advent of permanent residents and road access, which fosters both year-round use and a steady pressure for increased services of various kind. The principal use of any lands qualifying for home occupation must be residential. Home occupations as an ancillary use may be permitted. Private clubs, lodges and resorts should also be a permitted use provided that their predominant characteristic is compatibly planned.

### SPECIAL NEIGHBOUR- HOOD POLICIES

For the protection of the littoral community and its character, certain minimum island and site sizes for development are essential. All lands below that minimum size should be designated areas of natural development and included in an Environmental Protection or Non-Development Designation. In addition, a key planning role is that each neighbourhood (such as Cognashene, Madawaska, Tadenac, Wah-Wah-Taysee, etc.) becomes a special policy area with planning documents that spell out a discussion of the characteristics of each area and the applicable policies. The same applies to the 'hub' settlements: there should be distinctive plans for the modernization of such areas as Pointe-au-Baril and MacTier.

As an example, the Tadenac Club in the Township of Georgian Bay has developed just such specific and quite detailed policies to protect that unique and extremely low-density environment and lifestyle. Similarly, in the Official Plan of the Township of the Archipelago, there are very detailed and specific policies for 17 defined and delineated neighbourhoods (Bayfield-Nares, Pointe-au-Baril Islands, Sturgeon Bay, Shawanaga Bay, Sandy and Martyr Islands, Long Sault-Amanda, Five Mile Bay, Sans Souci-Copperhead, North Moon Channel, Woods Bay, Blackstone Lake, Crane Lake, Healy Lake, Kapicog Lake, Naiscote Lake, Rock Island Lake, Three Legged Lake).

As a condition of development or re-development for residential purposes, open space may be

# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 32 -

provided by the deeding of not more that five percent of the lands proposed for development or re-development, or by cash in lieu to the proceeds of the sale of such land. It is recognized that the key issue here is the acquisition and protection of land in strategic places rather than simply amassing funds.

All lands in the water-based ~~cottage~~ community should likely be subject to Site Plan Control supported by Site Specific Zoning, as may be necessary, with such Site Plan Agreements being placed on title. Matters to be dealt with under such controls should include access, docking, sewage disposal systems, water supplies, garbage disposal, fluctuating lake levels, and landscaping. Any application for development may, therefore, require an agreement between the municipality and the applicant providing for such agreed Site Plan matters, and Site Specific Zoning, and such agreement may be registered against the lands to which they apply.

A development proposal will need a site which is suitable for a private sewage disposal system, various alternative tile bed locations for future use in the event of problems with such systems, an acceptable water supply, and an appropriate building site.

These are some of the essential generic principles. It may be necessary to add policies on matters such as minimum lot sizes in the Zoning By-law, land division policies, minimum island size, guest or sleeping cabins as accessory uses, etc. Policies may also be needed to deal with future holding provisions, etc. Above all the stance should be to use planning to design a better future, and to aim at enhancing the environment.



# NORMAN PEARSON & ASSOCIATES LIMITED

## A NEW PARADIGM

- 33 -

### 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?

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.

#### SERVICES ANALYSIS

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 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

# NORMAN PEARSON & ASSOCIATES LIMITED

A NEW PARADIGM

- 35 -

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.