

~~RESTRICTED~~

TO BE RETURNED TO ROOM ~~203~~

RESOURCES DEVELOPMENT SECTION, **203**  
DEVELOPMENT SERVICES DIVISION,  
~~INDIAN-ESKIMO ECONOMIC DEVELOPMENT BRANCH,~~  
DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN  
DEVELOPMENT, CENTENNIAL TOWER.

WHY NOT RETURN IT, YOU WILL THEN  
KNOW WHERE TO BORROW IT AGAIN.

master plan-industrial park  
rankin indian reserve 15d

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MASTER DEVELOPMENT PLAN  
AND INDUSTRIAL PARK FOR THE  
RANKIN INDIAN RESERVE 15D  
SAULT STE. MARIE, ONTARIO

Prepared For  
THE BATCHEWANA BAND AND  
THE DEPARTMENT OF INDIAN AFFAIRS  
AND NORTHERN DEVELOPMENT

By

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INTRODUCTION

The Terms of Reference for this Study call for a "Master Development Plan for the whole Rankin Indian Reserve 15D and an Area Development Plan for industrial and highway commercial development on part of the Reserve".

The total Study has led to a natural division into three parts:

1. The descriptive elements of the Master Development Plan and Area Development Plan.
2. The Master Development Plan itself.
3. The text and schedule of the implementing Development Bylaw.

As the second and third items will eventually be passed and adopted by the Band Council, they have for convenience been produced as separate documents.

The first part of the report deals with the review of the 1967 Plan\* for the Reserve and includes the background material for the Master Development Plan including discussion of the bypass/railway question, land capability, population growth and potential for industrial and commercial development. The second part of the report deals with the detailed plan for the industrial/commercial area.

Prior to the preparation of this report, discussions were held to ensure that particular points in the Terms of Reference were clarified. These required that among other things the following be reported upon:

"Proposals for highway and railway relocations..... the status and timing of the Second Line Bypass and the proposed CPR relocation are to be ascertained by the consultants from City, Provincial and CPR sources.

Proposals for industrial and commercial development..... The consultants will assess the implications for the Reserve of the City's industrial development proposals, involving meeting with appropriate City Officials."

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\* "A plan for the Rankin Indian Reserve 15D" (Proctor, Redfern, Bousfield & Bacon: Dec. 1967)

A. THE MASTER DEVELOPMENT PLAN

1. REVIEW OF 1967 PLAN

The objectives of the 1967 Plan for the Rankin Indian Reserve 15D were twofold: to prepare a scheme for the resettlement of inhabitants of the Reserve so that they might be economically supplied with water and sewer services and to prepare a land use plan for the Reserve indicating future development potential.

The first part of the Study, resulting in a variation of one of the alternative subdivision schemes being adopted, has been implemented and several houses have already been constructed within this subdivision. The decision has therefore been made to concentrate homes for Band Members in the south-west corner of the Reserve where water and sewer services can reasonably be extended from the City. Bearing this in mind, the following comments concentrate on the land use proposals put forward in the 1967 report.

First of all, the 1967 Plan was predicated on construction of a Second Line arterial bypass and a relocated CPR Line north of the bypass so that the present railway right-of-way could be used for an expressway to downtown Sault Ste. Marie. The implementation of that Plan hinged on being able to realize the potential of Indian-owned lands bordering these two important transportation facilities.

In reviewing this Plan four years later and after discussion with City Officials and the City's transportation consultants, we have no reason to alter the basic concept of the 1967 Plan. According to the City Officials, the Second Line Bypass and the CPR relocation still appear to be 10 years away and only slightly closer to being realized than they were four years ago. However, negotiations now underway may advance the date of construction of the bypass. Although the recommended alignment of these facilities has been revised somewhat by the City's transportation consultants, they still are the basis upon which the development of Reserve lands must be conceived.

Since 1967 the City's Official Plan has been revised and it is worthwhile to note the changes as they affect the Rankin Reserve. In 1967 the Official Plan indicated about 440 acres of the south-west corner of the Reserve as industrial lands with the statement that this was intended as:

"a long range proposal and may be used only when the land is released from the exclusive jurisdiction of the Dominion of Canada and annexed to the City of Sault Ste. Marie".

The revised plan has now deleted all references to the Reserve and no proposed uses are shown for Reserve lands. It does seem, however, that if the Reserve area was part of the City, an area south of the Second Line would more than likely be shown for urban development within the time span of the plan.

The only references in the plan affecting the area are the general locations of the proposed road and rail alignments. It is stated that the plan will be amended as soon as routes are determined and "consideration will be given to designating industrial lands along the routes".

The "Thoroughfare Plan" for the Official Plan is based on five principles, one of which is:

"To establish a new expressway route over the present Canadian Pacific Railway right-of-way from Hudson Street to Lake Street and in conjunction therewith relocate the said railway to a line midway between the Third Line and Fourth Line as proposed by the firm of M.M. Dillon in the report entitled "Traffic and Transportation Study" City of Sault Ste. Marie.

2. THE BYPASS AND THE RAILWAY

As already indicated, the key to realizing the full potential of the Reserve lands is the construction of the Second Line Bypass and the relocation of the CPR Line across the Reserve.

In 1967 the tentative alignment of the bypass right-of-way was agreed to. On this basis the right-of-way was subsequently acquired by the City. The question of the optimum railway alignment is under review by the City's consultants, M.M. Dillon Limited. For the preparation of this report, we have assumed that the bypass will be built in the right-of-way acquired by the City and that the railway will be located some distance to the north following future negotiation between the Band and the authorities involved.

We should note, however, that the revised location of the bypass suggested by M.M. Dillon Limited has certain advantages and disadvantages, from the Band's point of view. One of the advantages is the additional area between the railway and the bypass that would be available for commercial/industrial development. Against this factor must be weighed the reduction of the area south of the bypass slated for use by the Batchewana Band, and the Band's natural concern of delays in negotiating another route for the bypass or exchanging the present route for a revised right-of-way. As one right-of-way has been acquired it offers one of the few definite items around which a development plan can be prepared: if this route is relinquished the total rail-road relationship appears to become as uncertain as it was prior to the acquisition of the right-of-way. At the present time, however, there is no firm indication as to when the Second Line Bypass will actually be constructed.

In discussion with M.M. Dillon Limited we have learned that a further factor must be brought into the railway/bypass debate. The railway relocation plan contains proposals for a possible railway yard: the CPR requires yard facilities 7,000 feet in length with a minimum grade of 0.05% and one possible yard location is between Peoples Road and the Old Goulais Bay Road in the north part of the City. Another location straddles the western boundary of the Rankin Reserve. The other alternatives involve shifts in the location of the yard in the area east of the Rankin Reserve, the most acceptable of which places the entire yard on City land between the Rankin Reserve and the Garden River Reserve. Flexibility in locating the yard further north is reduced by both drainage and grade problems which are encountered in this area.



The entire railway relocation study is not, according to City sources, expected to be completed until the end of 1972 or early 1973.

Added to this is the entire uncertainty of "if and when" the railway is actually moved.

It is obvious that the Band cannot await the final resolution of these uncertainties if it is to realize the immediate industrial potential that is apparent. *The Band therefore must proceed to develop specific industrial and commercial areas with access provided independently of the proposed bypass but in such a way that can eventually be connected to the bypass when it is built. This principle is followed in the design of the industrial/commercial scheme shown in Map 2.*

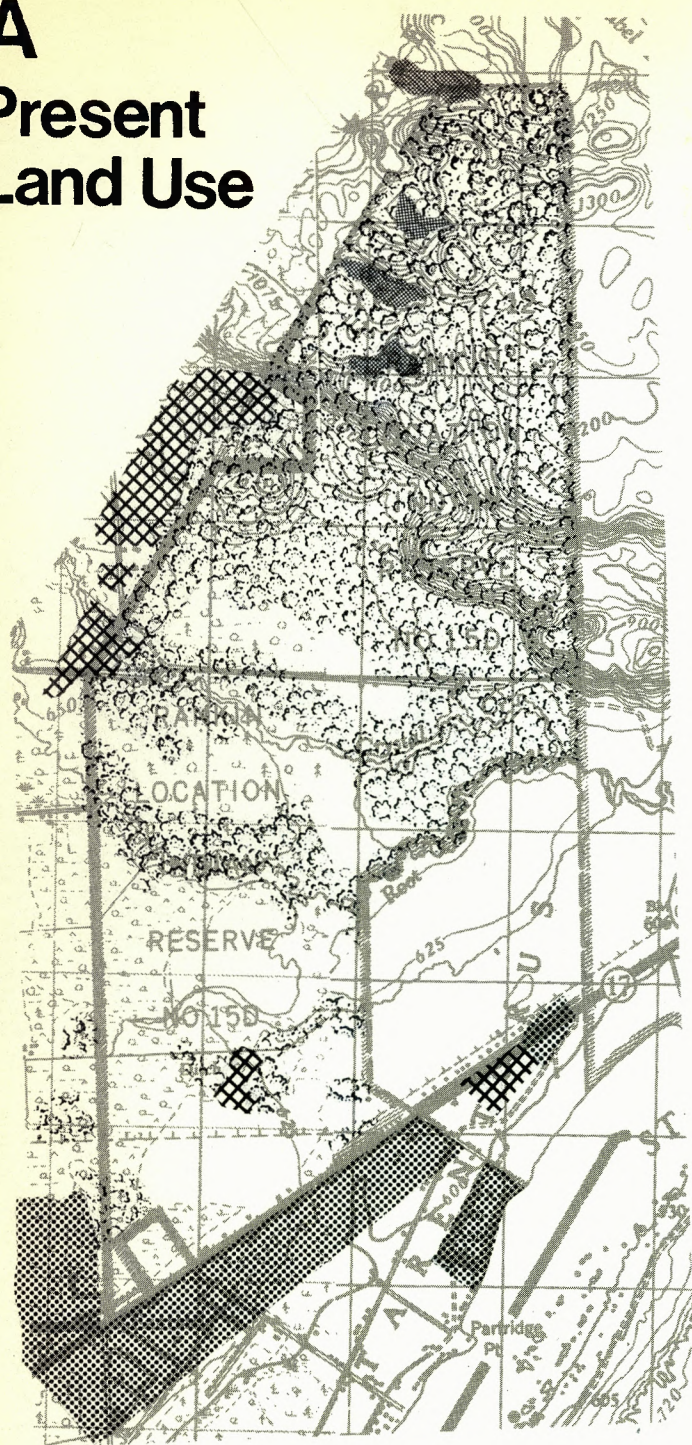
### 3. LAND CAPABILITY

Under the Canada Land Inventory the capability of land for various types of uses has been assessed and reference has been made to the particular maps covering the Rankin Reserve Area. These are illustrated on Map 1.

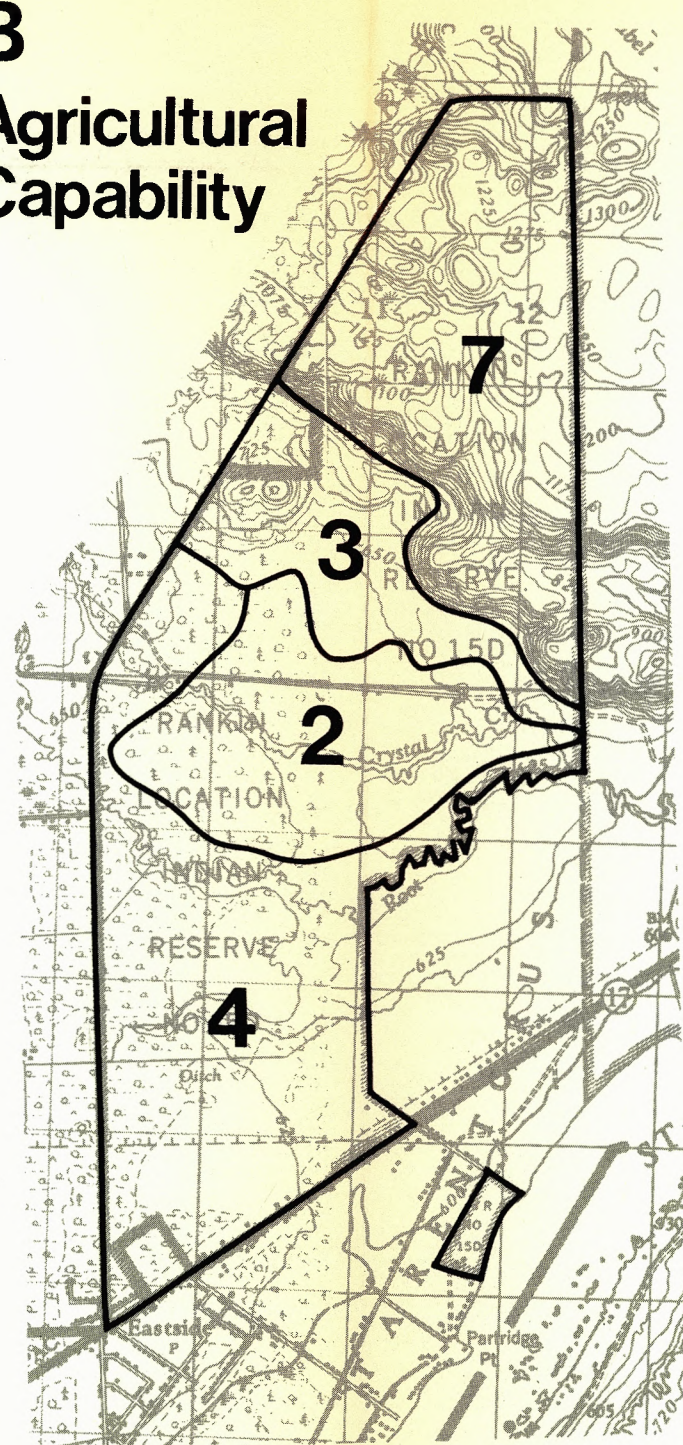
Existing land use is almost entirely woodland: some classed as productive and the southern area as non-productive. Areas of improved land extend into the western edge of the Reserve above the Root River. Capability for recreation varies from "low" to "moderate". The southern part of the Reserve falls into Class 6 which infers a low capability for recreation, while the extreme northerly portion falls into Class 5 with "moderately low" capability, the points of recreational interest being classed as "topographic patterns", angling and upland wildlife. The escarpment between the southern and northern areas falls into Class 4 and has "moderate capability to attract and sustain intensive recreation use".

Capability for agriculture indicates that a significant area on either side of Crystal Creek falls into Class 2 which means that the soils have only moderate limitations restricting the range of crops. The main limitation, however, is the area's adverse climate from an agricultural viewpoint, but soils in this Class are generally deep and hold moisture well. This is the highest rating for agriculture of any area around the Soo. South of Crystal Creek severe limitations to agriculture are present, while the north end of the Reserve has no capability at all for agriculture.

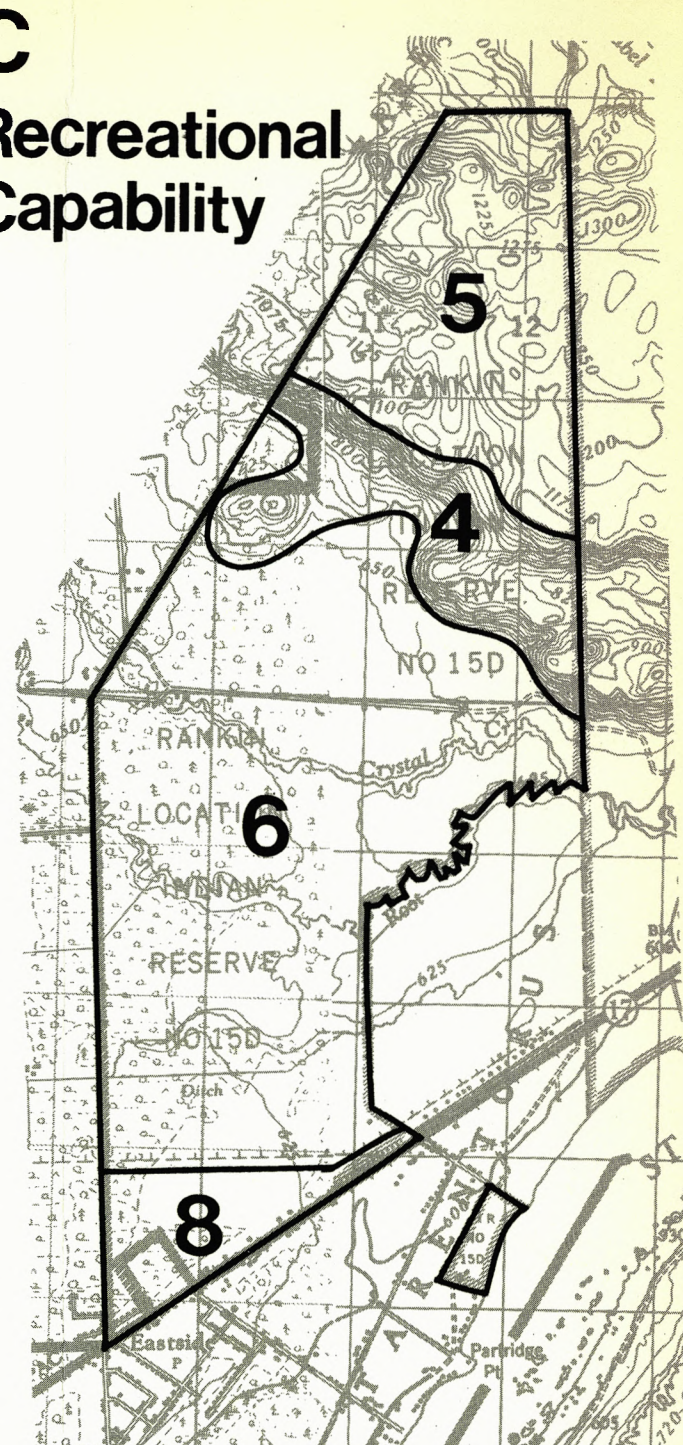
**A**  
Present  
Land Use



**B**  
Agricultural  
Capability

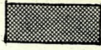
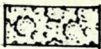


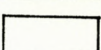


**C**  
Recreational  
Capability



**LAND CAPABILITY**

**A Present Land Use**

-  Marsh
-  Woodland
-  Improved Pasture
-  Built-up Area
-  Non-productive Woodland

**B Agricultural Capability**

- 2** Moderate Limitations (climate)
- 3** Moderately Severe Limitations (structure & permeability)
- 4** Severe Limitations (nutrient deficiencies) (soil moisture deficiencies)
- 7** No Capability (stoniness, lack of soil depth)

**C Recreational Capability**

- 4** Moderate (topographic patterns) (viewing)
- 5** Moderately Low (topographic patterns) (angling) (upland wildlife)
- 6** Low (upland wildlife) (angling)
- 8** Urban

**Rankin Indian Reserve 15 D**  
**Sault Ste. Marie**

PROCTOR, REDFERN, BOUSFIELD & BACON

4. POPULATION GROWTH - LAND NEEDS

The population of the Batchewana Band has become more concentrated on the Rankin Reserve since the 1967 study as shown in the following table:

	<u>Population</u>	
	<u>1967</u>	<u>1971</u>
Rankin Location	171	261
Batchewana Bay	38	31
Goulais Bay	12	8
Garden River	<u>38</u>	<u>22</u>
	259	322

This does not include all Members of the Band as many are living in other areas off of the Reserves and therefore are not included in the Department of Indian Affairs records.

Estimates of future growth of the Batchewana Band prepared in 1969 as part of study for the Department of Indian Affairs\* resulted in the following:

BATCHEWANA BAND

ESTIMATED NUMBER OF FAMILIES AND HOUSING REQUIREMENTS

1973-1988

	<u>On-Reserve Population</u>	<u>Families at 6.1 persons/family</u>	<u>Required Housing</u>	
			<u>Maximum</u>	<u>Minimum</u>
1973	385	63	38	36
1978	425	70	47	43
1983	447	73	52	46
1988	468	77	58	50

\*Future On-Reserve Population and Housing Requirements for Selected Reserves, Proctor, Redfern, Bousfield & Bacon (March 1969)

The above figures relate fairly closely to the allowance for 35 - 45 new homes required by 1977 as set out in the 1967 Plan for Rankin Reserve. This scale of growth can easily be accommodated in the form shown on the Master Development Plan of the Reserve, while leaving ample room for growth beyond 1990 in the area south of the Second Line Bypass even if a revised alignment south of the present right-of-way for the bypass is adopted. The area shown for Band residential use has a capacity for about 150 additional homes using lots similar in size to those developed recently - or enough for over 35 years growth if 4 homes were built each year. Beyond this, additional land could be designated for residential use if and when it was needed, as an extension of the presently defined residential area.

5. COMMERCIAL AND INDUSTRIAL PROSPECTS

A. General

Most realtors have been generally pessimistic about the market for industrial land in Sault Ste. Marie. They have pointed to the City's distance from major markets, high labour costs and essentially one industry status and have concluded that few new industries would be interested in locating there. P. S. Ross & Partners in their Report to the Department of Indian Affairs and Northern Development gave no estimate of land absorption rates but from enquiry found prospects in the forestry and furniture business and in other sundry services. In another report, Canadian Real Estate Research Limited indicated that Sault Ste. Marie might experience an industrial land absorption rate of between five and ten acres per year but the Report did not specify which industries would be involved.

Recently, however, there has been some evidence to suggest that the Commerce Park industrial future of Sault Ste. Marie may be somewhat brighter, a fifteen acre industrial park with 28 lots, is almost fully developed after only three years. Particularly striking are the prices paid - \$20,000.00 per acre for - fully serviced land including sidewalks and underground wiring. This still represents three times the price the City of Sault Ste. Marie plans on asking for it's land. Also of interest is a movement of industry to Echo Bay west of the City where more flexible zoning and land availability have attracted several firms. In sum, over the last three years, between twenty-five and thirty operations have located on industrial land in or around Sault Ste. Marie.

B. Sources of Demand

There are three sources of demand for industrial land in Sault Ste. Marie. The first derives from growth in manufacturing employment; the second from non-manufacturing fields such as wholesale distribution, business services, retail uses and the tourist industry while the third, which may be a composite of these, relates to relocations arising out of a proposed urban renewal scheme.

1. Manufacturing Growth

Most of the growth in manufacturing employment in Sault Ste. Marie over the last decade has been in the durable goods industries represented by Algoma Steel and its affiliate, Mannesman Tube. Indeed it appears that durable manufacturing has accounted for vitrually all of the gain in manufacturing employment since 1961 with even such important industries as Weyerhauser and Abitibi Paper, both with five hundred to six hundred employees experiencing only moderate growth.

In any case an increased demand for industrial land will not come from these larger firms whose land holdings seem to be adequate for their growth, but rather from new firms or the expansion of existing smaller firms. One would expect that these firms would be quite small and perhaps few in number, for since 1966, Sault Ste. Marie has been unable to attract a single major (ten employees or more) new manufacturing firm. Commerce Park for all its success, as Table 1 shows has not attracted manufacturing industry in the traditional sense.

TABLE 1

Selected Commerce Park Occupants

Simpsons Sears  
Cooperative Foods  
Acklands (Distributors)  
Pittsburg Paints  
Health Food Shop  
Johnson Electric  
Lands and Forests  
Rossi Bakery  
General Electric  
Body Shop

Nevertheless, it is impossible to conclude that no new manufacturing firms will locate in the City, for a number seem to have been interested over the last five years. This is indicated in Table 2 which gives a sample of manufacturing prospects collected by the City and some of the area's real estate brokers. The known prospects number eight. Two have located; at least one is still looking; the others for a variety of reasons relating to land prices and business conditions have ultimately decided not to locate in Sault Ste. Marie. It is, therefore, our opinion that the Sault would be doing well to attract one firm a year. Since Sault Ste. Marie has had a shortage of industrial land (which will be discussed in Section C) this will probably mean that the manufacturing sector may contribute two acres to the industrial land absorption rate in the area.

TABLE 2

Manufacturing Prospects: (1966-1971) Sault Ste. Marie

Product	Servicing Requirements				Zoning	Status	Other Requirements
	Water	Sewer	Rail	Gas			
1. Small Steel Products Manufacturing	Yes	Yes	Yes	No	M-4	Located but left	-
2. Stone Manufacturers	Yes	Yes	No	No	M-3	Did not locate	-
3. Fibreglass Manufactures	No	No	No	No	M-3	Located at Echo Bay	-
4. Light Metal Manufacturing (3)	Yes	Yes*	No	Yes	M-3	Looking	-
5. Freeport Brick	Yes	Yes	Yes	No	M-3	Did not locate	-
6. Bio Chemical Processing	Yes	Yes	Yes	Yes	M-4	?	Harbour
7. Wood Fabricators (2)	Yes	No	No	No	M-3	?	-
8. Limeburners	Yes	No	Yes	Yes	M-4	?	-

\* necessary in 2 cases



2. Non-Manufacturing Prospects

These may be broken into three groups. The first group includes wholesale trading and distributing uses such as those which have located in Commerce Park. The second group refers to retail trade while a third relates to the tourist industry.

a) The Distributive Trades

We estimate that there are in Sault Ste. Marie approximately 1,350 employees in this field and that their numbers have been increasing at approximately 2.1 per cent per annum since 1961. This amounts to about 30 employees per year. At ten employees per acre (a generally accepted density) this means that these firms, if they were seeking new land, would require about three acres per annum. In light of increasing growth trends and the tight land situation in the Sault, we think a higher employment growth rate and consequently a higher rate of land absorption is appropriate. We estimate 40 employees per year yielding 4 acres per annum.

But even this figure might be conservative. Table 3 gives the non-manufacturing prospects gathered from the same sources as the manufacturing prospects. Of the eight in this list, five have located in Sault Ste. Marie, and one is still looking for a site. In Commerce Park twenty-five out of twenty-eight lots have been sold yielding a 3 acre per year absorption rate from this source alone -- and this on small high priced lots, three times the normal industrial land price. It appears, therefore, that one can safely say that at normal prices, at least twice the amount of land purchased by the occupants of Commerce Park would have been purchased and this would have yielded an absorption rate of about six acres per annum. In sum, therefore, we think that this represents a good minimum figure for the absorption rate of the distributive and wholesaling trades.

b) Retail Prospects

Retail uses do not normally locate on industrial land except to cater to the immediate needs of the occupants of an industrial park development. However, the location of the Rankin Reserve suggest that retail development might be appropriate and accordingly, we have made a brief review of the retail situation in Sault Ste. Marie. We have not been able to carry out a full fledged retail study, but nevertheless, make the following points.

- i) From a retailing point of view a corner such as the intersection of the proposed bypass and Highway 17 represents a good spot for a shopping centre. It has high access and high visibility and presumably could serve most of eastern Sault Ste. Marie.
- ii) Although it is generally agreed that the City has a surplus of retail floor space and is fairly well supplied with Department Stores, several major chains are not represented. Among these are Eaton's, Zeller's and Steinberg's Miracle Mart. Were an Eaton's store to be located in Sault Ste. Marie one would expect that it would choose to locate downtown. Zeller's and Steinberg's however might consider, as has been their custom in the past, more suburban locations. It is conceivable that there could be a ten acre centre of 150,000 square feet of floor space sometime in the future.
- iii) However, the construction of such a plaza is contingent upon the completion of the above bypass and the eastward movement of population from the City. At present, the reserve site appears to be too far away to adequately serve the present population. It does not seem likely that a major shopping centre would locate on the Reserve until 1980 or at least until such time as a fixed date for the bypass location is determined.

iv) More likely, therefore, is a smaller development centering on a gas station, a small food store and perhaps a variety store catering to the tourist trade. But while such a development would not be dependent upon the bypass, it would be dependent upon direct and easy access across the CPR tracks.

v) We would, therefore, argue that although a ten acre or more centre is a possibility ten years from now, the more immediate prospects are for a two or three acre commercial development that might occur within the next five years.

c) The Tourist Industry

The present main locational advantage of the Rankin Reserve is Highway 17 which is one of Canada's main recreation routes. Indeed Sault Ste. Marie is part of the most visited tourist region in Northern Ontario. The City has more than fifty motels most of which average 65 - 70% occupancy throughout the summer months and, of course, are often full at peak times. During the winter lower occupancy rates, particularly in the outlying motels, are common. But the motel business is nevertheless a rich and growing one. Highway 17 East has several motels (the most recent of which is actually east of the reserve) and, assuming that direct highway access can be provided, we would estimate that the Reserve could well see at least one motel establishment within the next five years. The site involvement could be two to three acres.

3. Relocation Prospects

Two groups of firms may be relocating; the first may move because of inability to find suitable adjacent land for expansion; the second may relocate because of displacement relating to the urban renewal programme.

a) Natural Relocation

It is difficult to know how many firms at any given time need to expand on new land. We are aware that several body shops have zoning problems,

TABLE 3

Non Manufacturing Prospects: (1966-1971) Sault Ste. Marie

Product	Servicing Requirements				Zoning	Status	Other Requirements
	Water	Sewer	Rail	Gas			
1. Grocery Distribution	Yes	Yes	Yes	No	M-2	Did not locate	-
2. Wholesaler	Wells	No	No	No	M-2	Commerce Park	-
3. Dept. Store Warehouse	Yes	No	No	No	M-2	Commerce Park	-
4. Heating Supplies Distributor	Yes	No	No	No	M-2	Now leasing	-
5. Bulk Storage (Petroleum) - 3	No	No	Yes	No	M-3	One located and one still looking	-
6. Plumbing Supplies	Yes	Yes	No	No	M-2	Leased with option to buy	-

that an ornamental iron work operation need land, that a welding shop needs more space and that a sign firm is looking for a new site. There may be more. We can only guess at the amount of land that might be generated from this source but we would expect that it would amount to at least two acres per year.

b) Forced Relocation

The City of Sault Ste. Marie is currently in the process of developing an Urban Renewal Program. This could eventually involve the relocation of the CPR Rail Yards with the result that the twenty-one firms (See Table 4) presently located at the yards would have to find space elsewhere. The yards and the industrial lands associated with them occupy about fifty acres with the industrial lands occupying about half or twenty-five acres of this total. Providing that the urban renewal scheme is implemented, the relocations arising out of the displacement of the railway yards could represent the single most important source of industrial land demand in the Sault during the next decade. Presuming that none of the firms would expand this demand would be twenty-five acres for industrial land alone. Presuming they were to expand to say twice their size, (which seems reasonable as many are old firms in relatively cramped quarters, by modern standards), the demand might be fifty acres.

TABLE 4

<u>Firms Located at CPR Yards</u>	<u>Requires Rail</u>
1. Canadian Pacifac Express	Yes
2. Knudsen Painters & Aernoutors Ltd.	No
3. Smith Transport	Yes
4. Soo Mill-Lumber Co.	Yes
5. Wellwood of Canada Ltd.	Yes
6. Canada Packers Ltd.	Yes
7. Downey Building Materials	Yes
8. Gamble Robinson	No
9. Henderson Metal Fabricating Co.	No
10. Jannison & Scott Ltd. Construction Co.	No
11. Lakehead Freightways Ltd.	No
12. M. Loeb Ltd.	No
13. Joseph March	Yes

14. National Grocers	Yes
15. R.M.S. Builders Supply	Yes
16. Samson Construction Ltd.	No
17. Shell Canada Ltd.	No
18. Shaw Milling Ltd.	No
19. Soo Tent and Awning Co.	No
20. Steel City Motors Ltd.	No
21. Welcome Motors Ltd.	No

It is important, therefore to note the critical position of the urban renewal scheme for industrial land prospects in the Sault and for the Rankin Reserve in particular. If the urban renewal scheme goes ahead not only will the City be seeking land on the Reserve for the Railway but it is likely that they will be pushing for the completion of the bypass, and just as important, the firms they dislocate will be looking very seriously for industrial land on the Reserve.

4. Summary

Table 5 summarized the demand for industrial land in Sault Ste. Marie. Apart from the relocation of the railway, which may be 10 years away, the greatest source of demand derives from the distribution trades. Sixty percent of the remaining demand will amount to 30 acres over the next 5 years. Next in importance is manufacturing and third is the retail and motel complex. All told the demand is for 106 acres or 56 acres excluding the rail yards.

TABLE 5

Industrial Land Demand  
Sault Ste. Marie

	Rate (acres)	Five Years
Manufacturing	2 per annum	10
Distribution	6 per annum	30
Retail	n.a.	3*
Tourist	n.a.	3*
Natural Relocation	2 per annum	10
Forced Relocation**	50	50
Total		106

n.a. = not applicable

\* Rankin only

\*\*at time of relocation

C. Supply of Industrial Land in Sault Ste. Marie

The supply comes from two sources, City owned land and privately held land. The City presently owns a site on Sackville Road north of the second line which would yield 19 acres of industrial land. It plans to develop this and sell it at a cost of \$7,200.00. It has applied to the Ontario Municipal Board for approval. This site will be fully serviced but because of its location will have no rail access.

The City also owns 243 acres of land with water frontage in the Leigh Bay area and an additional 109 acres in that area without water frontage. No plans for development of this area have yet been made and it will probably be some time before this 350 acres becomes available.

There are no further plans for industrial land purchases by the City although the industrial Commissioner and the Cities Industrial Land Committee are investigating the situation. In sum then, the City has only 19 acres of industrial land (none with rail access) that will become available within the next year or so. None is immediately available.

The private supply is also very short and requires rezoning. Virtually all of the privately held industrial land in Sault Ste. Marie is in a "holding" zoning. If the holding status were removed, 70 acres, most of which would be fully serviced would become available at a price of between \$5,000 and \$20,000 per acre. The removal of a holding zoning could be a long and tedious process which would not make land available for several years.

Outside the City there is considerable land in Echo Bay and land is also available in the American Sault Ste. Marie. The land in Echo Bay is of course further away from the City than Rankin but still provides competition. The boundary problem probably means that the land available on the American side is not directly competitive.

D. Rankin's Prospects

The rate of land absorption at Rankin will depend on how well the Reserve takes advantage of the poor industrial land supply in Sault Ste. Marie. Conceivably it could attract, with the right services, all 103 acres of development, but since the railway relocation is unlikely, the

maximum is probably closer to 50 acres. Its success, however, will depend on what services it will provide. The critical elements are price, taxation, water supply, sewers, rail availability, gas, zoning, roads and buildings. We will deal with each of these in turn.

1. Land Prices

Because of provisions of the Indian Act, Reservation Land will have to be leased. Leased rates like land prices must be set on a competitive basis but unfortunately there is very little leased land to compare with in the Sault. As we indicated earlier, the City will be offering land for approximately \$7,200.00 - (\$2,000.00 for acquisition and \$5,200.00 for servicing.) Private industrial land has sold for up to \$20,000.00, with the servicing cost probably around \$10,000.00 per acre. The best base figure, therefore, is \$10,000.00 per acre with full services. If the City develops its land faster than anticipated this acreage price could fall, or if the demand rises, raise it. Land with rail access would be marginally higher.

A lease normally makes up about 14 to 15 per cent of the capital cost of acquisition and development. This would suggest that a figure of \$1,500.00 per acre per annum for fully serviced land would represent a fair lease rate. If services were lacking the lease price would be less. Table 6 gives a schedule of prices based on varying degrees of services. Note that these rates exclude taxes and that they are based on general engineering estimates discussed elsewhere in the Report. Note also that they exclude any charges designed to pay off development costs such as local improvement charges.

TABLE 6

	<u>Lease Rates</u>	
	(\$)	
	<u>Per Acre</u> <u>Capital Cost</u>	<u>Per Acre Rate</u>
Fully Serviced	10,000	1,500
Water and Roads	7,000	1,100
Roads	4,000	600
Land only	2,000	300



2. Taxation

The Band Council has taken the position that neither it nor its lessees are liable for Municipal taxation. Although, there seems to be a question as to the validity of this assumption in the minds of some legal experts, for the purposes of this Report we will assume this to be the case. On that basis the Reserve is in a very advantageous position. Education costs amount to approximately 35% of the tax levy. Therefore, the fair rate of Band Taxation would be less than 65% of the Municipal Levy of 54.64 mills which is the 1971 commercial rural public school tax rate. Note, however, that this 35% may be regarded as strictly a benefit to the Band and the Band could charge the full rate of tax. On the assumption that the Band provide fire, police, garbage collection and other services, either out of their own administration or in a contract basis, full rates could fairly be charged. Those services that they do not provide would be deducted. In general, however, the Band can use their education cost advantage to give potential lessors a subsidy of up to 35% in taxation over competitive land elsewhere around the Sault. We would suggest a mill rate based on an assessment (to be prepared by a qualified appraiser) of approximately 65% of the Municipal rate. In 1971 this would be 35.6 mills. On a \$90,000.00 building such as Simpson's Sears this would mean about \$3,200.

The arguments outlined above have some interesting implications for land prices should the Band decide to sell part of its land for any of a variety of reasons. The minimum price would have to be the sum of the annual income from land plus the lost tax return. Thus, in the case of a building assessed at \$30,000 on a one acre parcel the income would be \$1,500 (fully serviced land) plus at least \$1,000 in taxes or a total of \$2,500. It would take an investment of \$31,250 at 8% to yield such an income. This, therefore, would be the average price charged. It would vary with the amount of services offered, with the location of the parcels purchased (a nuisance cost might be added) and the taxes that might be paid.

3. Water

Tables 2 and 3 indicate that all the manufacturing and non-manufacturing prospects require water. None would require water in great amounts but all require potable water. The Department of Labour will insist and their insurers will also insist on a reliable water supply for fire protection. A centralized pipe supply either from a city or a well system is clearly preferable to a situation in which individual wells would have to be sunk. The lack of a water supply could halve prospects.

4. Sanitary Sewers

Since there are no large users of water any acceptable disposal method including septic tanks will do. In the long run, however, a formal sanitary sewerage disposal system is probably necessary. (See the Engineering part of this Report)

5. Roads

Ultimately an industrial area requires paved roads. Commerce Park has, and the City's industrial area will have paved roads. It is unclear to what extent unpaved roads will be a deterrent, but it will surely have some effect. Although, it may seem that during the early stages of development paved roads would not be necessary because of low traffic volumes, actually they may be more necessary at this stage from the point of view of attracting industry because of the deterrent of an empty or relatively empty undeveloped industrial area. For purposes of this discussion we will assume that the lack of paved roads will adversely affect the prospects by about 3 acres.

6. Rail Service

Of the sixteen manufacturing and non-manufacturing prospects eight wanted rail. Others may have preferred it for bargaining purposes with trucking companies but were largely indifferent. Retail and tourist uses may even regard rail as a disincentive. Thus, of the 56 acres demand probably no more than 30 per cent or 15 acres would use rail. That still represents a significant amount which could not locate were rail not available. The rail need only be a spur; half of those dislocated by the urban renewal scheme would want rail.

7. Gas

Only three firms wanted gas. Prospects probably, would neither be improved nor hurt by the lack of gas service.

8. Zoning

While the bulk of the prospects are of the light industry type and compatible with a restricted zoning system, some industries particularly those along the rail lines may require a heavy industrial zoning. The exclusion of heavy industrial zoning may eliminate 10 per cent of the prospects.

9. Buildings

It is becoming quite common for American industrial parks to provide buildings on a lease basis. Such buildings are built without floors and finished to suit the needs of the occupant. The experience of the Sault is extremely limited in this field and up till now only one building (as yet un-rented) has been offered. In Sudbury two buildings were offered recently by Eastweld Investments. The first (a 36,500 square foot structure) filled quickly. The second, half the size, has just been completed. As yet it has no tenants which may indicate a very limited demand even in Sudbury.

Leased buildings are also available in the American Sault Ste. Marie and at very favourable rates. It seems unlikely that any prospect would be deterred by the lack of a building. With an economically sized building, costs could be in excess of \$100,000 (1/4 the price of the first Sudbury venture). It seems prudent not to get into this kind of investment.

D. Summary of Prospects

Table 7 summarized the prospect situation in a general way on the basis of the above discussion. It excludes the possibility of a rail relocation which should not be ignored. Assuming, competitive prices, some incentive based on lower property taxes, moderately aggressive management, and that half of that market will be captured by the City and other land developers, the Band might expect to lease 25 to 30 acres of land by 1976 if it provides reasonable services. We should stress that unforeseen changes in Sault Ste. Marie's economic future could alter this forecast. At the same time vigorous management and promotion added to a continued conservative industrial promotion policy by the City could double these estimates.

TABLE 7

Prospect Summary 5 yrs.  
Rankin Industrial Area

	Acres
Overall Prospects	56
less that captured by city and others	28
if no rail subtract 10	18
if no public water subtract 14	14
if no sewers subtract 5	23
if no gas subtract 0	28
if no paved roads subtract 3	25
if no heavy industrial zoning subtract 5	23

6. DESCRIPTION OF MASTER DEVELOPMENT PLAN

The Master Development Plan is based on the acceptance of several factors:

- (a) The Second Line Bypass will be constructed within the right-of-way acquired by the City of Sault St. Marie;
- (b) A clear separation is required between the industrial/commercial development area and the Batchewana Band's residential area;
- (c) Commercial development should be clustered as closely as possible to the intersection of the proposed bypass with Highway 17;
- (d) Most development along the bypass route will have access from service roads paralleling the bypass, with some direct access as noted below.

The residential area, for exclusive use of the Batchewana Band, is shown for development in two stages and is based on the provision of full urban services. Within this area uses such as schools, parks and community buildings would be allowed. The location of specific community uses is not indicated as it is not yet known what type may be proposed. It would seem desirable, however, to concentrate such uses close to the location of the Band Hall which is presently situated on what will ultimately be one of the main roads on the Reserve. Thus, the lots immediately adjoining the intersection of Gran Street and the road leading north past the Band Hall should be reserved for community use, and not used for residential purposes.

The development of the most northerly industrially designated land along the possible relocated railway line is complicated by the engineering works necessary to make the land developable and it was tentatively suggested by the Department of Indian Affairs that it may be more economical to develop a separate area north of the creek, leaving an area on either side of the creek itself undeveloped. However, such a concept implies spreading services over a much wider area. Considerable amounts of roads and water lines, etc., would have undeveloped frontages which would add to servicing costs. Development further north also becomes more remote from the bypass and loses some of the advantages of quick and easy connection to this main arterial road. From an overall point of view the savings in cost by not carrying out the suggested engineering works on

the creek may be balanced by increased servicing costs to two separate areas. The development of this northerly area is in any event a relatively long-term prospect and should be considered further when the industrial park has been operating for a few years.

It seems much more realistic to develop further industrial sites south of the bypass in the area presently forming part of the open space area between the industrial park and the Band's residential area.

The amount of separation between the industrial area and the Band's residential area is admittedly arbitrary and could be reduced, depending upon the wishes of the Band. So long as the 'industrial' operation is clean and quiet there is little wrong in industrial uses being immediately adjacent to residential uses, provided an adequate visual screen is provided. The main consideration is perhaps not the incompatibility of industrial and residential uses, but rather the fact that non-Indian uses of land too closely adjoining the Band area restricts the amount of land available for Band use without shifting well north of the proposed industrial park.

Similarly, there is no intent to strictly define a west boundary to the commercial frontage on Frontenac Street; again the limit between the residential area and the commercial area depends on Band feelings as to how much separation it feels is necessary. From the point of view of long-range possibilities the most likely potential of the entire Frontenac Street frontage is for highway-oriented commercial uses.

North of the proposed industrial subdivision, the designated uses of land are intended to keep the area in its present form. The watercourses and creeks are indicated as restricted areas so that they may be protected while the remainder of the Reserve is shown for rural uses. It is simply not possible, at the present time, to foresee what potential might exist for recreational and other uses in the northern part of the Reserve. The policies of the Plan for the rural area are purposely general, requiring only that land remain in large holdings and that haphazard settlement be disallowed. If in the future the prospects of, for example, such things as a commercial ski development or a system of snowmobile trails seem possible then the Band can amend the Plan to include any additional policies that may be necessary.

As time goes by some changes will become necessary and the Plan should not be considered a "once and for all" document. It should be reviewed thoroughly at least every four or five years and earlier if changing circumstances suggest this is necessary. The Band Council has the power to amend the Plan in whatever way it sees fit by merely a resolution of Council. This is quite different from the detailed procedures required to amend a plan in the rest of Ontario, where Ministerial approval hinges on public acceptance, adherence to Provincial policies and other considerations which usually take considerable time. For these reasons, the process of amendment is not carried out unless really necessary. Although the Band is not restricted in this way, it would be wise for it to consider any possible amendments very carefully once the Plan has been agreed upon, to ensure that the amendment is justified and that the true intent of the Band is expressed in it.

Implementation of the Master Development Plan is chiefly the function of the Development Bylaw which takes the intentionally general statements in the Plan and translates them into more precise regulations for the use and development of land, particularly land leased for development for industrial and commercial purposes.

The Bylaw is much simpler than contemporary zoning bylaws in most urban municipalities and this should be an attraction to developers who are commonly familiar with the type of restrictions being imposed. However, the Bylaw is still a detailed and precise document and requires careful administration to ensure that development proposals conform to it.

In reference to building standards, we suggest that the Band Council adopt the National Building Code by a Resolution of Council. This is a practice that has been followed in many municipalities throughout the country, and one which we recommend.

B. THE INDUSTRIAL DEVELOPMENT SCHEME



1. DESCRIPTION OF SCHEME

Prior to the selection of the industrial development scheme described here several alternative schemes were prepared and discussed with representatives of the Batchewana Band.

In preparing a development plan for an industrial park on the Reserve, it is obvious that the relationship of the originally suggested railway relocation to the acquired bypass right-of-way is quite unacceptable. The two facilities were at one point only 100 feet apart and did not create an area for which an acceptable plan could be prepared.

The proposed Plan is therefore based on the Second Line Bypass being built within the right-of-way already acquired by the City, and shifts the railway line further north than the location noted above so that adequate developable land may be provided between the bypass and the railway. The service road layout enables access to be provided to all parts of the area, regardless of the bypass, and also enables immediate development of industrial lots on Gran Street.

A variety of lot sizes has been provided, the smallest being approximately 2 acres. Railway access to a certain number of sites could initially be provided by constructing a spur line along the eastern edge of the Reserve. This spur could provide immediate access from the existing rail line and could connect to a possible relocated main line north of the subdivision. If the main railway line is relocated across the Reserve large numbers of additional industrial sites will be able to be provided with direct rail access. The review of the preliminary railway relocations presently being considered indicates that the proposed subdivision can accommodate the most satisfactory proposed alternative from the Band's point of view (yard located between the Rankin and Garden River Reserves) in that the entire subdivision would be south of such a possible railway location.

The Plan assumes that the intersection of the proposed bypass with Highway 17 will provide the most valuable development sites in the scheme and these should be reserved for commercial uses requiring locations within clear view and easy access of the highway. The location of industrial operations is not so dependent upon such criteria and a fairly wide selection of suitable sites can be offered.

If specific suggestions could be made we would think that the site on the west side of the bypass between Gran Street and Frontenac would be more suitable than any other for the development of a small shopping centre: this site can be extended westwards as far as necessary. On the east side of the bypass a motel and service station perhaps in combination could be accommodated as, although residential uses presently exist in this area, the future commercial potential of this location cannot be overlooked. These three types of development, relying on people being able to readily see and reach them, spring immediately to mind when considering the area between Gran Street and Frontenac Street.

Lots along the bypass will front onto service roads provided on either side, and the Development Bylaw enables the Band to require landscaping along the rear lot line flanking the bypass. Depending on the nature of the industrial operation and the design of individual buildings it may or may not be felt necessary to screen buildings from the bypass. One method of providing some form of continuity along the bypass would be to have a landscaped area along the rear lot line perhaps incorporating coordinated signs of relatively uniform size indicating the name of the industrial operation. One 20 acre area on the east side of the Reserve has been shown on the proposed scheme as unsubdivided. The intent here is to have an area available for a possible industry or industries which may have particular land requirements that cannot be met by the more conventional lots.

Seven access points on each side of the bypass have been indicated, but four initial access points should serve adequately for some years to come: additional access points have been shown schematically and their detailed location should be worked out according to the needs of specific development that may by their nature require direct access to the bypass.

Access to the parts of the Reserve north of the possible railway relocation has been shown in three places.

The Great Lakes Power Company have a right-of-way crossing the Rankin Reserve by an agreement dated December 27, 1929 between Rankin Realty Company and Algoma District Power Company. The Power Company was granted:

"The perpetual right and easement to erect and maintain a line or lines of towers or poles, or both, together with the necessary wires, accessories and equipment, for the transmission of electrical power and for its own

private telephone use upon and over the following land owned by the Grantor ....."

The agreement states that the Grantor may build and maintain fences across and over the right-of-way and the Grantee may erect, operate and maintain a gate in each such fence. The Grantee may keep the right-of-way clear of trees and pay a reasonable amount for any damage to crops caused by employees of the Grantee.

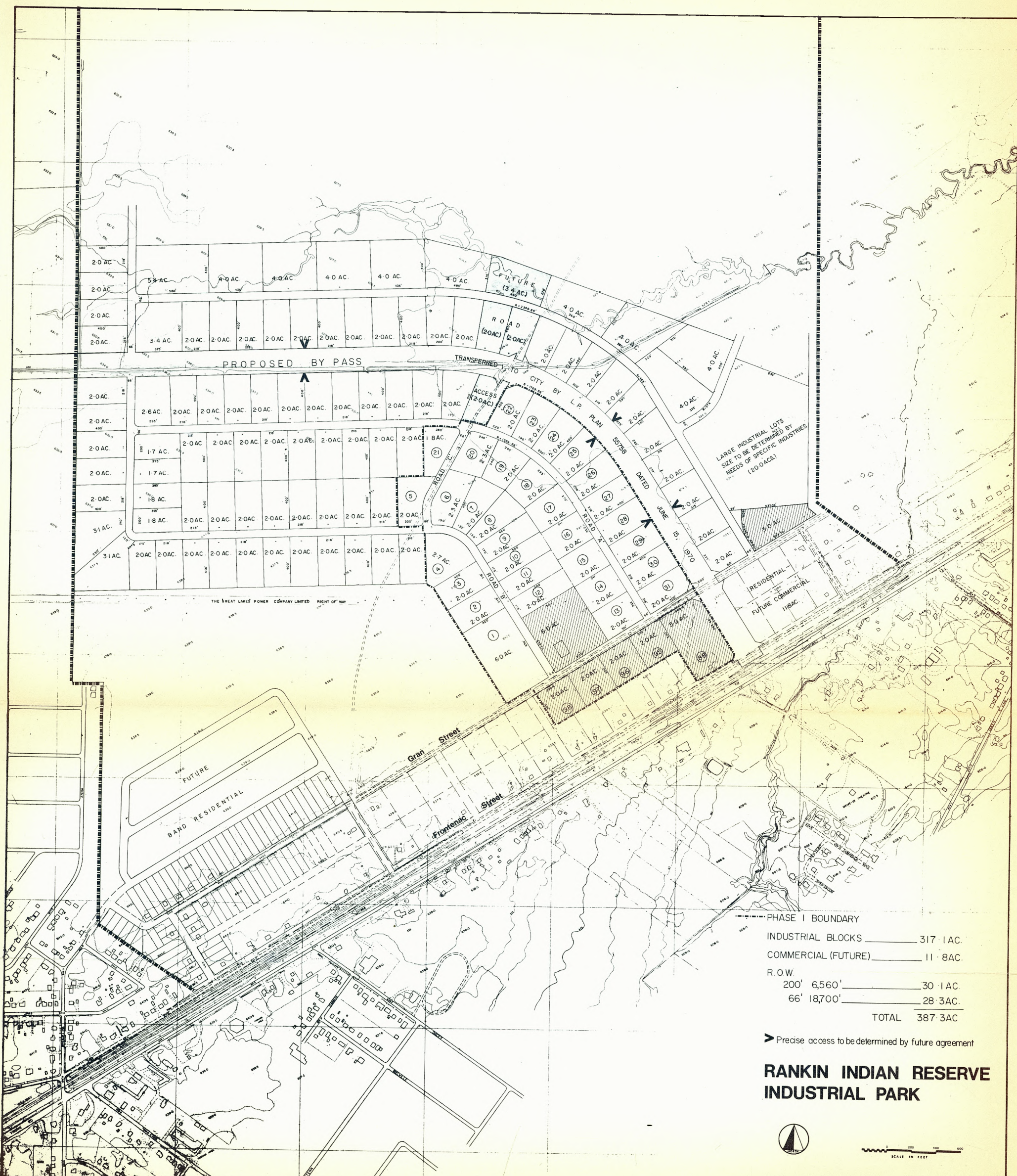
With reference to the effect of the right-of-way on the industrial development scheme we had discussions with representatives of the Company.

The right-of-way is 60 feet wide and the power line itself is 33 Kv-3 conductor. However, we understand the Company may wish to increase the voltage to 115 Kv which would involve raising the minimum mid-span clearance of the conductors from 21 feet to 35 feet.

Map 3 indicates the route of the present right-of-way across the Reserve and a possible relocation of the power line so that it passes behind Lots 1, 2 and 3 and proceeds along Gran Street to the easterly limit of the Reserve. The approximate present day costs of moving the line to this location would be \$10,000 according to the Great Lakes Power Company.

By comparison, the cost of relocating existing poles on the present right-of-way such that all poles were either on lot lines or at the edge of the street right-of-way would be about \$4,500 again based on present day costs. About the same cost would be involved if only the poles giving major interference to the subdivision were relocated (those on Lots 2, 12 and 31).

Even though the costs of complete relocation are twice the cost of readjustment of poles on the existing right-of-way, such complete relocation should be carefully considered. Further discussion between the Band and the Great Lakes Power Company will obviously be necessary to determine the precise location but the order of costs suggested by the Power Company's estimates indicates that relocation of the line does appear feasible.



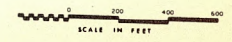
LARGE INDUSTRIAL LOTS  
 SIZE TO BE DETERMINED BY  
 NEEDS OF SPECIFIC INDUSTRIES  
 (20 AC.)

--- PHASE I BOUNDARY

INDUSTRIAL BLOCKS	_____	317.1 AC.
COMMERCIAL (FUTURE)	_____	11.8 AC.
R.O.W.	_____	
200' 6,560'	_____	30.1 AC.
66' 18,700'	_____	28.3 AC.
<b>TOTAL</b>		<b>387.3 AC.</b>

> Precise access to be determined by future agreement

## RANKIN INDIAN RESERVE INDUSTRIAL PARK



## 2. SERVICING ASPECTS

### Introduction

The relevant sections of the Terms of Reference for this section of the Report are as follows:

"An evaluation and analysis of the costs and benefits of

(i) independent water, sewer, garbage collection, street maintenance, snow removal, policing, and fire fighting services, and

(ii) the extension of City services."

"The Plan will show lot sizes, utilities servicing, railway servicing, service and other roads, road cross-sections, drainage and site preparation works."

"Transportation - roads, railways, etc."

"Servicing - water, sanitation, electricity, drainage, etc."

Each of these topics will be dealt with in turn, but not necessarily in the order in which they appear in the Terms of Reference.

### Garbage Collection

For the last two years the Batchewana Band has had an agreement with Safeway Disposal Company of Sault Ste. Marie for garbage collection at the Rankin location. The garbage is removed weekly and taken to the City Dump which is outside the boundaries of the Reserve. Their charges are at the rate of \$0.40 per home per week; these are paid by the Band on behalf of Band members. Residents of the Reserve who are not members of the Band pay the Band semi-annually in advance.

The Band apparently finds this a convenient and completely satisfactory arrangement; we believe it is also an economical one and accordingly recommend that it be continued.

Clearly, the provision of economical garbage removal services requires joint commitment on a group basis to engage one removal contractor rather than several. It should also be a provision of industrial and commercial land leases that the Lessee will agree, either through the offices of the Band Council or directly, to engage the services of the garbage disposal Contractor employed by the Band and will agree further that he will not in any circumstance attempt to dispose of solid waste materials on the Reserve.

It is possible that in the longer term the Band may wish to consider its own land fill site for solid waste disposal on the Reserve. Such solid waste disposal presently comes under the jurisdiction of the Department of Energy and Resources Management and their requirements would have to be fulfilled in this connection. However, in the light of the scale of the commercial and industrial development anticipated in the shorter term, independent disposal would not be justifiable.

#### Street Maintenance and Snow Removal

Since April 1971 the Band has owned a road grader for road maintenance and intends to use it for snow removal. Prior to this date, an Agreement was in effect between the City of Sault Ste. Marie and the Band for these services.

The proposed development plan, when fully implemented, will have approximately five miles of road. This is well within the capacity of a single grader for routine maintenance and snow removal. Accordingly, we recommend the current arrangements be continued.

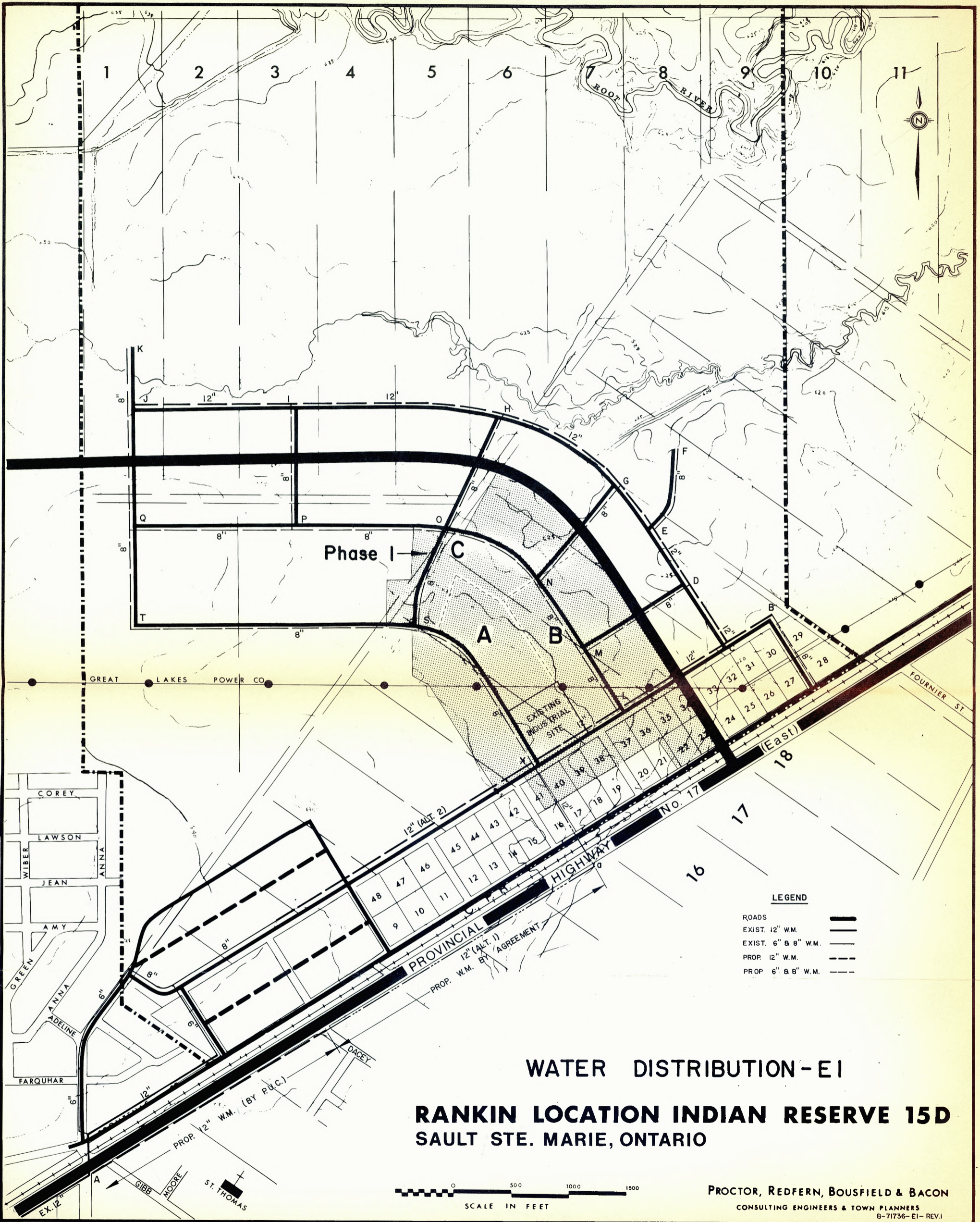
#### Policing

The enforcement of federal and provincial statutes applicable on the Reserve is presently undertaken by the Ontario Provincial Police and there is no reason to think this arrangement will or should be changed.

With respect to the enforcement of such By-laws as the Band Council may pass from time to time, including the planning, zoning, building and other by-laws discussed in this Report, the Band Council could be empowered under Section 82 of the Indian Act to appoint a By-law enforcement officer.

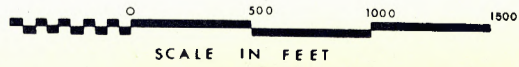
With respect to administration of the Building By-law, if the Band Council adopts the National Building Code, the Band should appoint a "Building Official". This could be by appointment of some suitably qualified individual who may or may not be a Band member. For example, the City of Sault Ste. Marie requires a Building Inspector to have a minimum of Grade XII education, qualifications in a suitable building trade such as carpentry, plumbing, etc., and a minimum age of twenty-five. In addition, advantage can be taken of the courses offered through the offices of the Ontario Building Officials Association. These are, at present, only offered in Toronto but in the near future it is expected they will be made available in various other areas as a two-week "crash course".

It is recommended that the Band require that plans for all buildings other than dwellings have the prior approval of a registered Architect or Engineer.



**WATER DISTRIBUTION - E I**  
**RANKIN LOCATION INDIAN RESERVE 15D**  
**SAULT STE. MARIE, ONTARIO**

- LEGEND**
- ROADS
  - EXIST. 12" W.M.
  - EXIST. 6" & 8" W.M.
  - PROP. 12" W.M.
  - PROP. 6" & 8" W.M.



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It should be stated that a number of provincial statutes exist under which prior approval of building plans may be required for proposed industrial and commercial development. For example, it must be expected that almost all industrial plants and buildings will require prior approval of the Department of Labour under the Industrial Safety Act, and the Air Management Branch of the Department of Energy and Resources Management in connection with air pollution control.

#### Fire Protection

In general, a Municipal Fire Department performs at least two distinct functions. The first is inspection designed to minimise fire hazards, and the second is actual fire-fighting.

It is understood that the City of Sault Ste. Marie would be willing to negotiate an agreement with the Batchewana Band for the provision of fire protection services through their own fire department on the Rankin Reserve. The annual costs will of course have to be determined by negotiation. However, we can advise that the average annual per capita costs of fire protection in the City amount to about \$13.00. If similar rates were applicable, it can be seen that the costs are quite low. It also seems inconceivable that the Band could provide a similar calibre of service independently. Accordingly, it is recommended that the Band attempt to negotiate a mutually satisfactory agreement with full fire protection services with the City of Sault Ste. Marie.

#### Water Supply

There appear to be three possible ways in which water supply could be provided to industrial and commercial development on the Reserve.

The first would be simply that each unit of development assume responsibility for the provision of its own water supply. The implication would be that each unit of development would drill a well and provide its own supply, satisfactory in quality and quantity for its own purposes. We look on this as by far the least desirable of the options available. Firstly, there is no fore-knowledge that a satisfactory ground water supply would in fact be available throughout the whole area proposed for industrial and commercial development. Secondly, a number of deep wells in close proximity tend to "interfere" with each other; that is to say, a well owner may find his supply diminished or depleted as a result of one or more wells being subsequently constructed and pumped in an adjoining area. Thirdly, the uncertainty of an available supply may well be a powerful deterrent to potential lessees of industrial and commercial land. Fourthly, it appears highly improbable that a number of private wells could deliver each individually, the quantities of water required to provide a measure of fire protection. On these grounds, we accord this option the lowest priority.



A second option would be the development of an independent supply to be developed by the Band and the water piped to various industrial lots. In effect, the Band would become the owner and operator of an independent water utility. Recent test drilling undertaken for the Sault Ste. Marie Public Utilities Commission indicates there may be a supply of from 1.5 to 2.5 MIGD (million Imperial gallons per day) available on the south side of Hwy. 17 East, approximately 1,000 ft. east of Dacey Road. We estimate that the average daily demand is not likely to exceed 1.0 MIGD if the proposed industrial and commercial area is fully developed and a much lesser supply of say 0.15 MIGD may well suffice for a period of five or more years. To prove or otherwise the availability of such a source of supply would require a ground water test drilling program on the Reserve. The indication is that the available water would be deep (at depth approaching 400 ft.) but that it would be satisfactory as to chemical quality.

The taking of ground water and development of an independent water distribution system would require the prior approval of the Ontario Water Resources Commission. If it is intended to pursue this course of action, we would recommend early discussions with officials of this Commission for the purpose of outlining the nature of the scheme envisaged and establishing the approval procedures which are required to be followed. We should mention that the Ontario Water Resources Commission may limit the amount of ground water to be taken; its allocations are based on its assessment of the "public need" and the Public Utilities Commission of Sault Ste. Marie may well be able to demonstrate a considerable "need" for the available ground water. This option has certain advantages and disadvantages to the Band. To be reasonably economical, an independent system would not be able to include provisions of large scale water storage which serves to enhance the reliability of supply. Secondly, there is the question of certainty of availability. Although there are reasonable grounds to believe a test drilling program may successfully locate an adequate underground supply, this is not certain and therefore the very feasibility is somewhat questionable. With this arrangement, the Band would derive the revenue available from the sale of water to consumers. However, the Band would have to assume the responsibility for meter reading, billing, collection, and the related record keeping as well as assume the responsibility for the operation and maintenance of the independent water supply system. If the rates to be charged, were comparable with those charged by the Sault Ste. Marie Public Utilities Commission, there is no reason to suppose the operation of a water utility would prove to be a lucrative source of revenue for the Band. In fact, until there were a substantial number (say ten or more) connected consumers there is the prospect that it may run at a loss, if interest on the capital investment required is taken into account.

The third option for consideration is extension of the City's system. In Sault Ste. Marie, the water utility is operated by the Sault Ste. Marie Public Utilities Commission. However, with respect to certain aspects of its affairs, the Public Utilities Commission is subject to the control of the City Council.

At the present time the residential subdivision in the southwest corner of the Reserve is supplied with water by extension from the City system under the provision of an Agreement between the Department of Indian Affairs and Northern Development and the City of Sault Ste. Marie Public Utilities Commission. This Agreement specifically provides that the water shall be used for residential and related purposes. Accordingly, a new agreement would have to be negotiated if it were desired to serve industrial and commercial development by extension of the City's system.

The feasibility of this option is dependent upon the results of negotiations with the Sault Public Utilities Commission. The costs of this option are likewise to some extent dependent upon the results of these negotiations; if for example the trunk transmission main were constructed along Hwy. 17 East from the present effective limit of the existing system near Boundary Road and Hwy. 17 East, then the Public Utilities Commission may agree that it derives both present and future benefits from such a main and to this extent may be willing to share in the capital costs.

This option would give a high degree of reliability and would (presumably) make available the meter reading, billing, collection, service and maintenance resources of the Public Utilities Commission. All revenues, from the sale of water, would presumably go directly to the Public Utilities Commission. On the other hand, it may well be that the availability of such a water supply may well result in the available lands commanding somewhat higher lease rates than would otherwise be the case. Within the framework of this option (supply from the City), there are two potentially economic alternative arrangements. The City presently has a 6" dia. main at the intersection of Dacey Road and Hwy. 17 East (Refer to Dwg. E-1). A supply from this main alone would not be capable of delivering adequate flows to the Reserve for the first phase of the industrial development; a supplementary 12" dia. main from Boundary Road to Dacey Road along Hwy. 17 East is required. From this point a 12" main would be required along Hwy. 17 East to Point "a" on Dwg. E-1, and thence northerly to Point 'x' (which has been considered to be the commencement point of the distribution system). For this alternative, the required main along Hwy. 17 East is clearly of significant benefit to abutting property owners, and to the Public Utilities Commission distribution. Accordingly, if the Public Utilities Commission were to agree to this arrangement, it would be reasonable to expect them to bear a significant portion of the costs.

The second alternative simply involves construction of a 12" dia. main along Gran Street from the easterly termination of the 8" main in the Band's residential subdivision. The estimated cost of this alternative (to Point 'x' as previously) is \$62,000. Flows would be adequate for Phase I of the proposed development.

To compare these two alternatives it is necessary to make some presumption as to the proportion of the total costs incurred on Hwy. 17 East which might be borne by the Public Utilities Commission in the case of the first alternative. The following figures give "break-even" proportions between the two alternatives, in two possible combinations.

PROPORTION OF ALTERNATE 1 COSTS TO BE BORNE BY  
P.U.C. FOR "BREAK-EVEN" WITH ALTERNATE 2

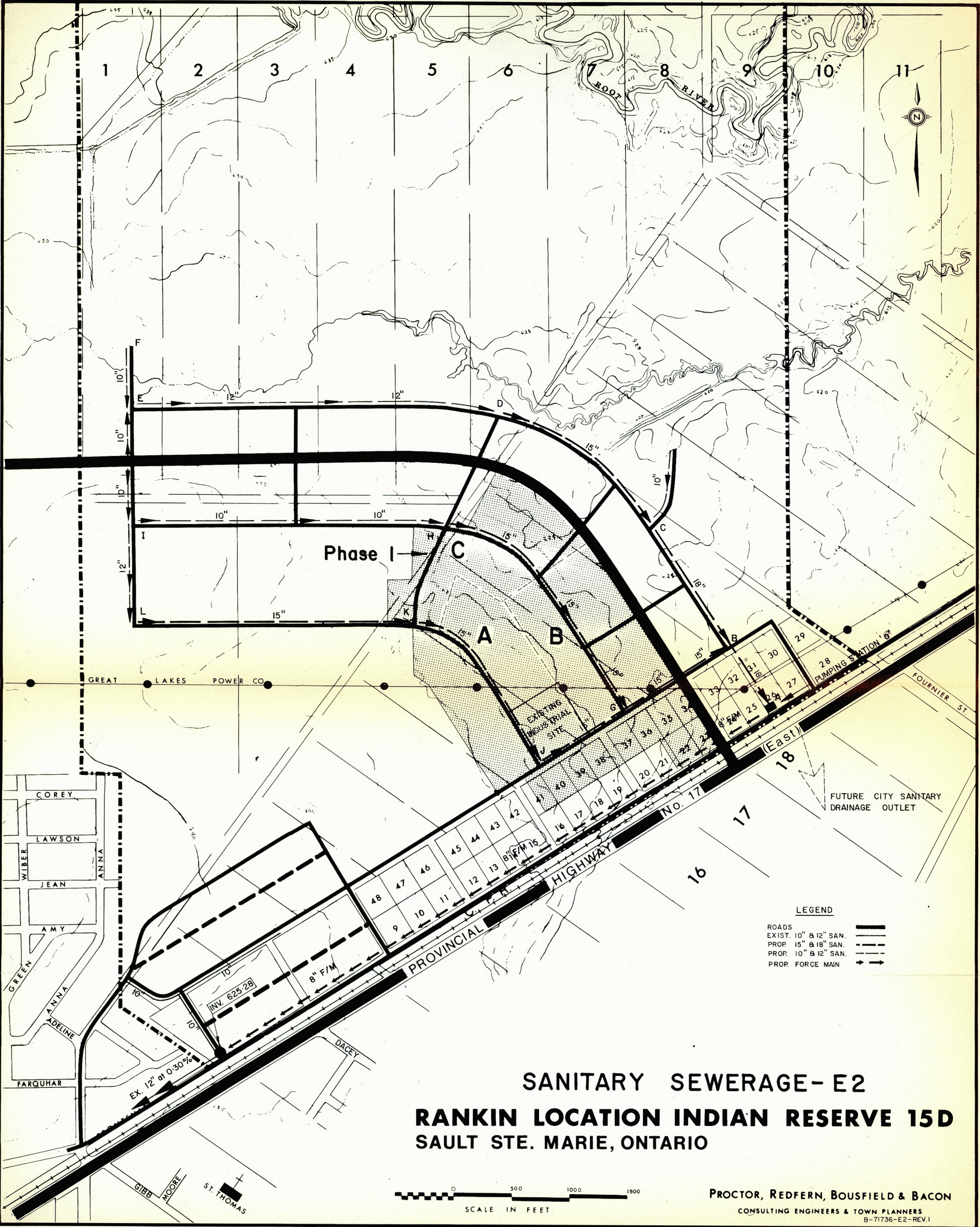
	<u>Combination 1</u>	<u>Combination 2</u>
Highway 17 East: Boundary to Dacey	80%	100%
Highway 17 East: Dacey to Point 'a'	80%	60%

In conclusion, we recommend that application be made by the Band to the Sault Ste. Marie Public Utilities Commission for approval in principal to supply water for industrial development on the Reserve. If approved, we recommend an attempt be made to arrange for supply along Highway 17 East (first alternative) subject to the Public Utilities Commission agreeing to bear an appropriate proportion of the cost as indicated in the above table. Failing such agreement, then the alternative supply along Gran Street should be constructed. Estimates in the next Section conservatively presume the Gran Street alternative.

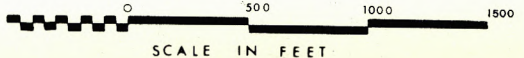
Should all these negotiations fail to reach a satisfactory conclusion, then we recommend the Band pursue the development of an independent piped water supply from a ground water source to supply the proposed industrial and commercial area.

Costs of both these options are given in the following section of this Report. However, it will be fully understood from the preceding that the costs of extension of the City system are dependent on the results of negotiations with the Public Utilities Commission, while the costs of an independent supply are dependent upon the results of a ground water test drilling program. Of necessity then, the costs given are intended only as a rough guide.

In addition to a source of supply, as discussed above, there is also the need for a water distribution system. This comprises a network of pipes and certain ancillaries such as lot services and hydrants. A suitable scheme is illustrated on Dwg. No. E-1. The estimates of costs are given in the following section of this Report. It should be explained that pipe sizes and the basic capacity of the distribution system are



**SANITARY SEWERAGE - E2**  
**RANKIN LOCATION INDIAN RESERVE 15D**  
**SAULT STE. MARIE, ONTARIO**



**PROCTOR, REDFERN, BOUSFIELD & BACON**  
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 B-71736-E2-REV.1

determined primarily by the requirements of hydrant flows for fire protection services rather than by expected consumer water demands.

We would recommend that the capital cost of the water distribution system be met by the directly benefiting industrial and commercial development. For the sake of reducing the average capital cost per industrial lot, we recommend that lessees be precluded from developing their own water supply and required to use that water supply system provided by the Band and to pay the related capital charges. These could be chargeable as a lump sum upon signing of a lease (or occupation of the land) or payable over a period of years with appropriate interest rate applicable. We believe the evaluation of an appropriate rate structure is beyond the Terms of Reference of this Report. However, we would recommend such a rate structure be established as soon as the water supply source is determined and details of capital costs can be estimated more precisely.

#### Sanitary Drainage

There seem to be two options available for the disposal of sanitary waste from the proposed commercial and industrial development on the Reserve. The first of these is by piping to the City of Sault Ste. Marie sanitary drainage system and the second is by individual septic tank system for each unit of development. We will consider each of these in turn.

The sanitary sewerage system in the City of Sault Ste. Marie is the direct responsibility of the City Council and is administered by the City Engineer's Department. The disposal of industrial and commercial sanitary waste from the Reserve would require an Agreement between the City and the Band. At the present time, there exists an Agreement between the City and the Department of Indian Affairs & Northern Development for the disposal of sanitary wastes from the residential subdivision in the southwest corner of the Reserve to the City's system. However, this Agreement provides that the sanitary wastes so disposed shall be exclusively from residential and related uses.

A general layout of a suitable sanitary drainage system is illustrated on Dwg. No. E-2. It will be seen that the general drainage pattern is towards point 'a' near the east limit of the Reserve on Frontenac Street; a pumping station will be required at this point. Transmission will be to the existing sanitary drainage system by 8 in. dia. forcemain along Frontenac Street to Pontiac Street. The available sanitary sewer capacity west of Pontiac Street is such that about fifty-five acres of the industrial development can be accommodated. (This figure can be considered only a very general guide; sanitary waste discharges from industrial development can vary over a very wide range according to the character of the

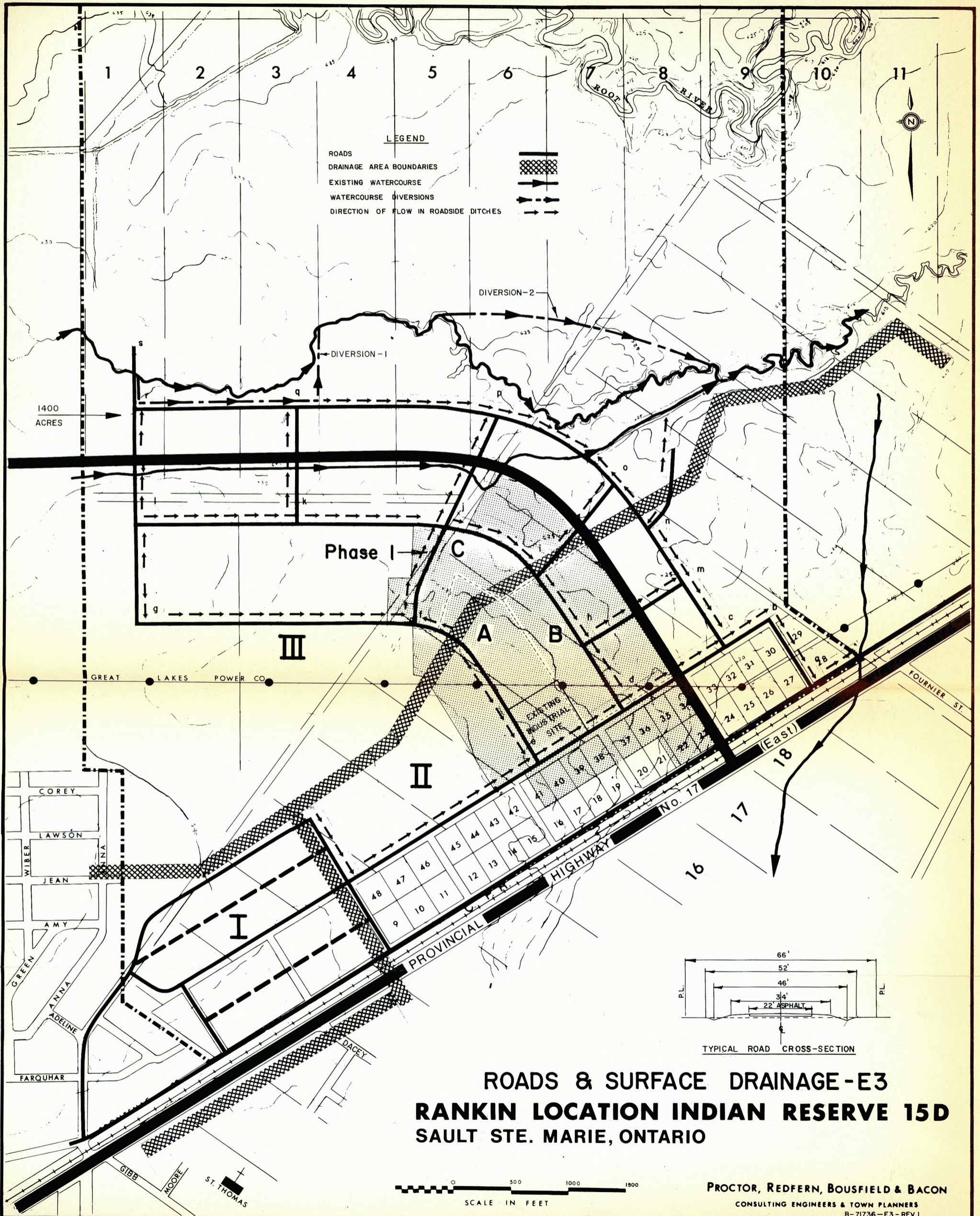
industry.) Longer range planning for the City's sanitary sewerage system provides for future outlet in a southerly direction near the pumping station. Its location will not be determined until development plans are drawn up for the area affected. Timing is also uncertain, but we would expect it might be some ten or fifteen years in the future.

The implementation of this option then is physically feasible at this time for 85% of Parts A and B of the first phase of the proposed industrial development. It is subject to an Agreement with the City of Sault Ste. Marie and is subject to the usual statutory approvals of the Ontario Water Resources Commission.

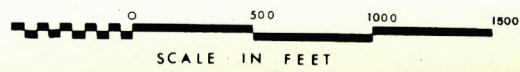
If this option is implemented, we suggest the capital and annual costs incurred be recovered from Lessees by an appropriate rate structure. The rate structure could take the form of a "frontage rate" to cover the cost of a local collection system, and an area charge (per acre) to cover the capital costs of pumping station and forcemain. The annual costs payable to the City for the use of their downstream facilities could be recovered by an impost charge on the water account. We have considered the further details of a rate structure to be beyond the Terms of Reference for this Report, but we do suggest that a detailed rate structure should be worked out as soon as possible after negotiation of the relevant agreements.

The second option, mentioned earlier, is that of the provision of individual septic tanks by each unit of development. Approval of such septic tanks would be required from the Algoma Health Unit. (In this connection, we understand the Band intends to join the Algoma Health Unit in the near future; in this way the design approval and inspection services of the Health Unit will become available to the Band.) General guide lines as to requirements are to be found in "Septic Tank Systems" published by the Ontario Department of Health - Environmental Sanitation Branch and the "Manual of Septic Tank Practice" published by the Public Health Service of the U.S. Department of Health, Education and Welfare. In that the surface soils in the area for development are generally sandy, the conditions for septic tank tile beds are good. On the other hand the ground water table in some areas is high and a certain amount of filling may be required in some areas to meet the general requirement that the ground water level should be five feet below the surface at a septic tank tile bed site.

The choice between the two options available is difficult. The piped sewerage system gives a reliable and virtually maintenance free service to the Lessee and is the most desirable from a public health standpoint. On the other hand, the piped system requires a considerable pre-investment in pumping station and forcemain and even if the rate structure is designed to recover this from the Lessees, it would clearly be some time before this is accomplished. There is also the question of limited capacity of the existing City sanitary system pending further development to the east as discussed previously.



**ROADS & SURFACE DRAINAGE - E3**  
**RANKIN LOCATION INDIAN RESERVE 15D**  
**SAULT STE. MARIE, ONTARIO**



**PROCTOR, REDFERN, BOUSFIELD & BACON**  
 CONSULTING ENGINEERS & TOWN PLANNERS  
 B-71736-E3-REV.1

The use of septic tanks avoids the initial capital commitment, but in the longer term (even with 15% of the proposed area for development actually developed) it appears to us that the gross costs of sanitary wastes disposal per acre would be lower for the piped sewerage alternative. Again, we would restate the difficulties of making these comparisons in the light of the wide variation in sanitary waste quantities which can derive from different kinds of industrial uses.

We conclude therefore, that the Band should attempt to negotiate a satisfactory agreement with the City of Sault Ste. Marie for the disposal of sanitary waste from its proposed commercial and industrial development into the City sanitary sewerage system. If a mutually satisfactory agreement cannot be concluded, then the Band can proceed with this development by way of independent septic tank disposal.

#### Roads and Surface Drainage

Roads and surface drainage are considered together because it is proposed that the surface water be drained by roadside ditches. Reference should be made to Dwg. No. E-3. It will be noted that the three principal drainage areas are in the southerly part of the Reserve. Area I includes the residential subdivision at the southwest corner of the Reserve. It drains to a ditch to the north of the C.P.R. tracks, across the track near the west limit of the Reserve and thence into the Clark Creek drainage area in the City of Sault Ste. Marie. Area II includes the southerly part of the proposed industrial and commercial development. It also drains to the ditch on the north side of the C.P.R. track which in turn drains in a watercourse southerly across the track to the St. Mary's River through the City of Sault Ste. Marie. North of these two areas is Area III which drains to tributaries to the Root River system. There are two watercourses in the area proposed for development. The first follows the path of the proposed bypass from the west limit of the Reserve for some 3600 feet and then turns north-easterly. The second, further north, meanders through various proposed industrial lots.

Development in these industrial lots will require two diversions to this northerly creek. Detailed drainage and flood control planning is beyond the scope of this Report but such planning will be necessary to provide satisfactory drainage and an adequate level of protection for the lands against flooding.

Development in these industrial lots will require two diversions as shown on Dwg. No. E-3. For the reasons mentioned above, these are provisional only as to location. Estimates of costs have been given in the following section of this Chapter, but the possibility exists that further downstream work may be required (if only the removal of beaver dams) to provide a satisfactory level of flood protection.



We should also mention that the need for these diversion works could have been avoided by the adoption of a plan having the effect of shifting the area for development further to the south. However, we have been instructed by the Chief that no alternative location for the road bypass is to be considered. With this restraint we believe the proposed plan makes the best effective use of the lands available.

A typical road cross-section is illustrated on Dwg. No. E-3. It will be seen we have proposed two travel lanes of asphalt pavement and six foot gravel shoulders each side. The road should be designed taking account of the prospect of heavy truck traffic. Estimates of costs for the roads are given in the following section of this Report. The estimates do not include the costs of the bypass itself which it is presumed will be constructed by others. In fact, the plan can be implemented without the presence of the bypass although the various roads across the bypass would be most desirable.

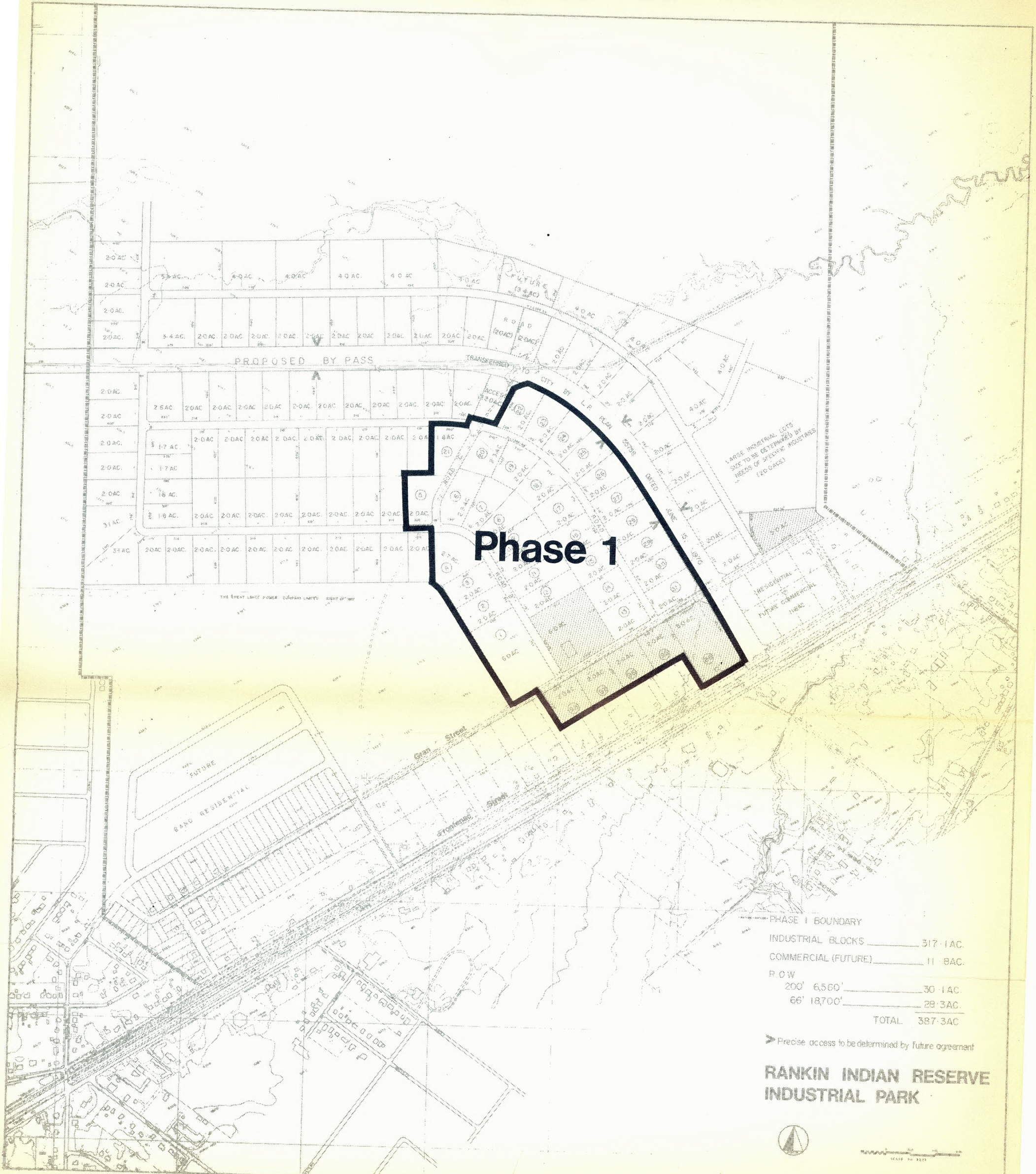
As an alternative of course, the proposed pavement to the road could be omitted. This would result in some savings in capital costs but would at the same time increase road maintenance cost. We recommend the pavement be provided for the sake of reduced maintenance costs and for the sake of a more pleasing appearance to the roads if this is financially possible.

#### Electricity

Electricity is distributed in the City of Sault Ste. Marie by the Sault Ste. Marie Public Utilities Commission. At the present time the residential subdivision and the one existing industrial plant are both served with electricity by the Sault Public Utilities Commission; billing is directly to the consumer.

It is entirely probable that the Sault Public Utilities Commission will be influenced by whatever general City policies may be adopted with respect to extending City services onto the Reserve. Subject to this qualification, we have been advised that the existing power facilities in the area are such that they could readily be extended onto the Reserve. Providing the development were reasonably compact, it can be expected that the transmission and distribution facilities will be without capital cost to the consumer. The Public Utilities Commission would make this investment for the sake of the revenue to be derived from the sale of power.

Accordingly no estimates of costs are included for electric power distribution in the following section of this Report.

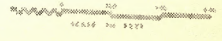


# Phase 1

PHASE I BOUNDARY	
INDUSTRIAL BLOCKS	317.1 AC.
COMMERCIAL (FUTURE)	11.8 AC.
R.O.W.	
200' 6,560'	30.1 AC.
66' 18,700'	28.3 AC.
<b>TOTAL</b>	<b>387.3 AC.</b>

➤ Precise access to be determined by future agreement

## RANKIN INDIAN RESERVE INDUSTRIAL PARK



3. COST ESTIMATES AND PHASING

Phasing

The economics of development requires that development proceed progressively and be as compact as possible consistent with the designated land-uses in the plan. This avoids a heavy investment in services and utilities running past vacant lots to reach developed lots.

During the course of this study, two different areas were considered as appropriate for "Phase I"; a parcel of land to which all initial development would be restricted. One of these was EAST of the by-pass and touched Hwy. 17 East; the other was WEST of the by-pass and north and west of Frontenac Street.

The East alternate was considered for various reasons. Firstly, (presuming consent of the C.P.R. and the City) direct connection can be made to Hwy. 17 East. Secondly, there is commercial and industrial land both with and without potential rail access. With regard to services, the area contains the required sanitary sewage pumping station and represents the most economical area for initial development in this regard if a piped sewerage system is to be provided. Similarly, the area is close to the storm drainage outlet which drains area II. With regard to water, the area is more costly to reach than other areas further west. However, we feel this disadvantage is more than offset by the various advantages we have previously mentioned. With regard to electric power, it is not expected that capital charges will be levied against consumers.

The West alternate was considered because it also has certain merits. It is close to the existing industrial site, it makes use of the existing gravel road on Frontenac and, if a piped sewerage system is not to be provided, it represents the most economical area of the plan to develop initially with respect to water supply and distribution and road and surface drainage.

At the time of this writing the choice has been made by the Band in favour of the WEST alternate. The preceding then is for background information only; in the remainder of this Section, Phase I means the WEST alternate and is so illustrated on the various servicing drawings. This has been further subdivided in Parts 'A', 'B' and 'C'. Lots and areas are as follows:

PHASE i - WEST ALTERNATE

	<u>Lots</u>	<u>Leasable Acres</u>	<u>% Total</u>
Part A	16	43.7	
Part B	11	22.0	
Part C	10	20.4	
Total Phase I	37	86.1	25.4
Total Plan i/c two "blocks"	121	328.9	100.0

Apart from the designation of Phase I, we do not think it wise at this time to develop a detailed development sequence. When Phase I is approaching full development, the latest information on the status of the Second Line By-pass and the C.P.R. relocation and other factors derived from this initial period of operating experience should be utilised to assess the subsequent phasing priorities.

We should stress that the Estimates are intended as a general guide to probable costs. Before any of the proposed works could be constructed, detailed technical planning and design would be necessary and only with this kind of information can more precise estimates of costs be derived. In particular, the construction cost of sanitary sewers and, to a lesser extent, watermains are sensitive to soils conditions. If these are found, upon detailed investigation, to be unusually adverse, then the costs will be higher than those indicated.

Estimates are based on prevailing construction costs in Sault Ste. Marie in 1971. However, construction costs have been rising rapidly in recent years. This trend seems likely to continue and adjustments should be made to the figures to derive estimates for later years.

ESTIMATES OF COSTS

WATER (Refer to Dwg. E-1)

A. Supply

(Option 1) presumes independent ground water supply for Phase I only.

Test drilling ( allow)	\$15,000.
150,000 I.G.U. well (estimate)	\$50,000.
250,000 I.G. surface storage	\$38,000.
Service pumps include hydro-pneumatic storage	<u>\$40,000.</u>
	\$143,000.

(Option 2) presumes water supply from Sault Ste. Marie Public Utilities Commission.

Alternate 1

Alternate 1 presumes extension of City system by 12 in. main along Hwy. 17 East from Boundary Road to serve ultimate proposed development to point "x" as shown on Dwg. E-I.

Boundary to Dacey: 2450 L.F. 12" @ \$25.	\$61,250.
Dacey to Point "a": 2800 L.F. 12" @ \$25.	\$70,000.
Point "a" to "x" : 1000 L.F. 12" @ \$20.	\$20,000.
Railway crossing between "a" and "x"	(allow) <u>\$ 5,600.</u>
	\$156,850.

Alternate 2

Alternate 2 presumes extension of existing system on Gran Street within the Reserve easterly to Point "x".

Gran St. - existing to point "x"	
2650 L.F. 12" @ \$20.	\$53,000.

NOTE:

Estimates shown for Alternates 1 and 2 of Option 2 are gross capital costs. It may be possible to negotiate a reduction for Option 2 for present and future benefits derived by the Public Utilities Commission from the presence of the 12" watermain along Hwy. 17 East.

B. DISTRIBUTION (lot services not included)

Phase I (Part A)	\$48,500.
Phase I (Part B)	\$25,350.
Phase I (Part C)	<u>\$33,540.</u>

TOTAL - Phase I \$107,390.

NOTE:

12" W.M. @ \$20. L.F. (includes hydrants, valves and fittings)  
8" W.M. @ \$13. L.F. (includes hydrants, valves and fittings)  
Presumes supply Option 2 - Alternate 2.

TOTAL PLAN (including Phase I) \$402,390.

C. LOT SERVICES

Presumes a 1-1/2 in. diameter service from watermain to lot line. Service diameters may vary depending on use. Presumes installation in a common trench with sewer services.

Phase I (37 Lots)

Part A - 16 No. @ \$300. \$ 4,800.  
Part B - 11 No. @ \$300. \$ 3,300.  
Part C - 10 No. @ \$300. \$ 3,000.

Total - Phase I \$11,100.

Total Plan (including Phase I)

121 No. @ \$300. \$36,300.

COSTS PER LEASEABLE ACRE (including lot services)  
(Presumes supply Option 2 - Alternate 2)

	<u>Total Cost</u>		<u>Acres</u>	<u>Cost/Acre</u>
Phase I Part A	\$106,300.		43.7	\$2,432.
Part B	\$134,950.	(+22.0)	65.7	\$2,054
Part C	\$171,490.	(+20.4)	86.1	\$1,992.
Total Plan	\$491,690.		328.9	\$1,495.

Costs per acre are cumulative total costs divided by cumulative developed leaseable acreage.

ESTIMATES OF COSTS

SANITARY SEWERAGE (Refer to Dwg. E-2)

A. TRANSMISSION

To City system by forcemain along Frontenac Street.  
(works to be abandoned when alternative outlet  
available).

1 No. Pumping Station	\$ 39,000.
8 in. dia. forcemain 5,500 L.F.	<u>\$ 60,000.</u>
	\$ 99,000.

B. COLLECTION (lot services not included)

Phase I (Part A)	\$ 84,150.
Phase I (Part B)	\$ 29,400.
Phase I (Part C)	<u>\$ 29,650.</u>
	\$143,200.

NOTE:

18" dia. @ \$23. L.F. )  
15" dia. @ \$21 L.F. ) prices include manholes  
12" dia. @ \$20. L.F. )  
10" dia. @ \$17. L.F. )

Total Plan (including Phase I)	\$413,050.
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C. LOT SERVICES

Presumes 5 inch diameter service to each lot. Precise  
size requirements may vary depending on type of develop-  
ment. Presumes installation in common trench with  
water service.

Phase I (37 lots)

Part A - 16 No. @ \$300.	\$ 4,800.
Part B - 11 No. @ \$300.	\$ 3,300.
Part C - 10 No. @ \$300.	<u>\$ 3,000.</u>
Total Phase I	\$11,100

Total Plan (including Phase I)

121 No. @ \$300.	\$36,300.
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COSTS PER LEASEABLE ACRE (including lot services)

	<u>Total Cost</u>		<u>Acres</u>	<u>Cost/Acre</u>
Phase I Part A	\$187,950.		43.7	\$ 4,301.
Part B	\$220,650.	(+22.0)	65.7	\$ 3,358.
Part C	\$253,300.	(+20.4)	86.1	\$ 2,942.
Total Plan	\$548,350.		328.9	\$ 1,667.

Costs per acre are cumulative total costs divided by cumulative developed leaseable acreage.



ESTIMATES OF COSTS

ROADS & SURFACE DRAINAGE (Refer to Dwg. E-3)

A. ROADS AND DITCHES

Presumes that all roads serving flankage only not included in Phase I.

	<u>Unpaved</u>	<u>Paved</u>
Phase I (Part A)	\$24,150.	\$45,750.
Phase I (Part B)	\$22,540.	\$30,940.
Phase I (Part C)	\$24,150.	\$33,150.
Total - Phase I	\$70,840.	\$109,840.

NOTE:

Paved streets @ \$22.10 L.F. (new roads)  
 Unpaved streets @ \$16.10 L.F. (new roads)  
 Paving only @ \$7.00 L.F. (Gran Street)

Total Plan including Phase I \$387,688. \$551,068.

(above estimates presume that Gran St. requires paving only)

B. CREEK DIVERSIONS

(Diversions not in Phase I: tentative only - detailed study required)

Diversion 1	Channel	\$80,000.
	Structures	<u>\$90,000.</u>
		\$170,000.
Diversion 2	Channel	\$80,000.

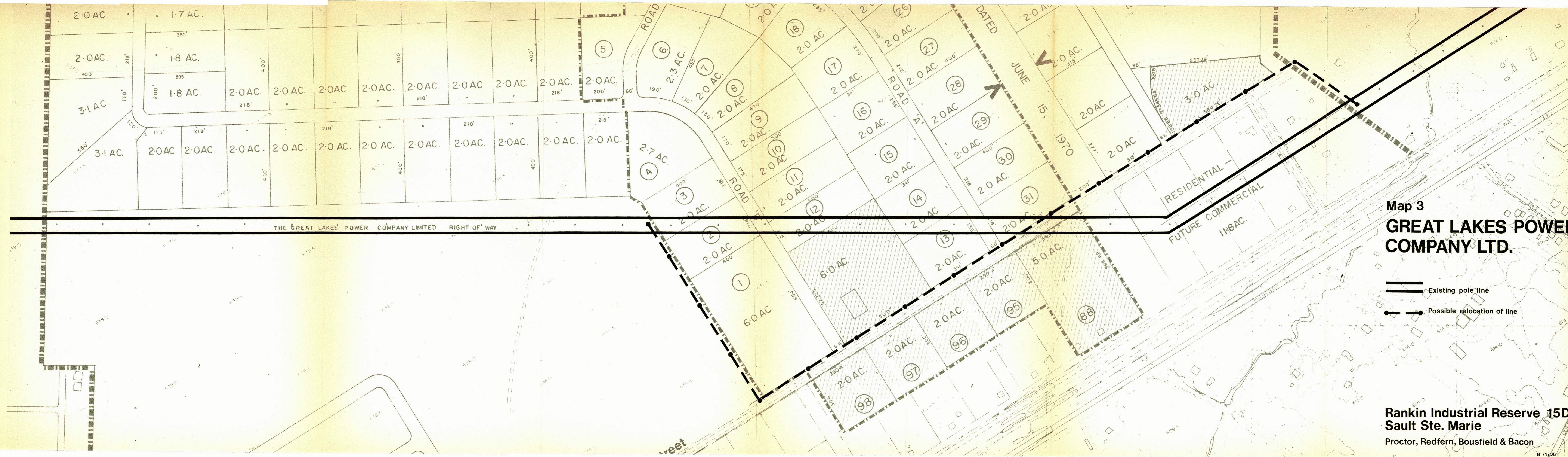
COSTS PER LEASEABLE ACRE (UNPAVED)

	<u>Total Cost</u>	<u>Acres</u>	<u>Cost/Acre</u>
Phase I Part A	\$ 24,150.	43.7	\$ 553.
Part B	\$ 46,690.	(+22.0) 65.7	\$ 711.
Part C	\$ 70,840.	(+20.4) 86.1	\$ 823.
Total Plan (including diversions)	\$637,688.	328.9	\$1,939.


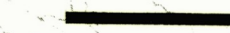
COSTS PER LEASEABLE ACRE (PAVED)

	<u>Total Cost</u>		<u>Acres</u>	<u>Cost/Acre</u>
Phase I Part A	\$ 45,750.		43.7	\$1,047.
Part B	\$ 76,690.	(+22.0)	65.7	\$1,167.
Part C	\$109,840.	(+20.4)	86.1	\$1,276.
Total Plan (including diversions)	\$801,068.		328.9	\$2,436.

Costs per acre are cumulative total costs divided by cumulative developed leaseable acres.



**Map 3**  
**GREAT LAKES POWER**  
**COMPANY LTD.**

-  Existing pole line
-  Possible relocation of line

**Rankin Industrial Reserve 15D**  
**Sault Ste. Marie**  
 Proctor, Redfern, Bousfield & Bacon

4. MANAGEMENT AND IMPLEMENTATION

In the Section A-5 we indicated what the marketing conditions for individual land in the Sault were and what kinds of services ought to be provided. We also reviewed taxation considerations and land price aspects. It remains to consider how the implementation of the industrial development program should be organized. In the following pages we will discuss first the objectives of management, second, the needs of client and third, possible management form:

1. Management Objectives

The major management objectives appear to be fourfold. The first is the leasing of as much land as possible at the highest price and at the fastest rate. The second is the provision of employment and training opportunities on the Reserve and the third is the development of new revenue sources from taxation. A fourth objective is to minimize costs to the Band.

The first and fourth objectives are considered to be the prime ones. The fourth one is of particular importance for the Band may ultimately be approaching various authorities for loans or grants to get started or to make improvements, and the person or persons involved in these negotiations will have to be able to convince these authorities of the validity of the requests.

2. Client Objectives

The client is obviously interested in getting the most land for the least rent. Immediately it can be seen that a bargaining situation obtains and it follows that the better the bargainer, the better the deal.

The client is also interested in speed. He has to know what is available, what it will cost him and when he can have it. He may want to "close a deal" in very short order - say several weeks and it is important that this be possible. Incidentally speed may give the Band an advantage over the City which may have to call a Council Meeting to approve a Sale even though that Meeting may be a mere formality. Speed is also a clear advantage in the lands now designated by the City as "holding" where lengthy delays are likely in changing the designation.

### 3. Management Forms

The Band therefore must be in a position to deal quickly and effectively with experienced real estate people as well as government and financial agencies. There are several ways of achieving these objectives. We will discuss two. We make no recommendation however because we believe that the choice rests with how the Band feels about it's organizational requirements.

#### a) The Corporate Form

Up to now the problem of organization of developments on Indian Reserves has been met by the establishment of a Corporation empowered to appoint a manager and to administer industrial lands. This has been done in The Pas, Manitoba and is being done in Sarnia.

The Corporation would be empowered to lease land according to various rates approved by its shareholders at the annual Meeting. These rates could be flexible varying with employment opportunities, and size of lot sought, but would have to be fairly consistent among customers.

There appear to be two main reasons for choosing the Corporate Form. The first relates to the belief that the Band Council cannot make decision easily on behalf of the Band. Traditional methods of conducting business before open meetings are seen by some to hinder the decision making process and to inhibit the secrecy necessary for negotiation. The second is a legal reason relating to the confusion of Band powers under the Indian Act. A Corporation begs only the question of its legality while every Act a Band Council undertakes is potentially a problem of legality. For instance can a Council hire a manager or must the Band itself. Is a Band liable if a man injures himself while at a plant on business. The Corporate set up resolves these questions into the Corporate Legal System. A non Corporate framework may leave much in doubt.

A Corporation may make possible the attraction of outside share capital. This may not be important and may not be legal but ought to be considered.

Another possible advantage is that outsiders can be brought into a Corporate Management Structure. People, knowledgeable in various fields can be appointed to The Board of Directors and this may serve to provide the Band with expertise as well as to raise the confidence of outsiders.

The main disadvantage of a Corporation is the possible tax liability. Should the Band make money on the land however, the techniques of "Quit Claim" and "Rent Charges" that have been employed at Rankin and elsewhere should work to avoid this problem. It is suggested that expert legal advice be brought to bear on this question before a decision to incorporate is made.

b) Band Management

The other management method is to simply have the Band and Council run the industrial development. It's tasks would be exactly those of the Corporation. It appears that speed of action may be curtailed but it is not clear by how much. Depending on the nature of the Band, and on the rate of development (which is expected to be relatively slow) there may be no gain particularly since both Council and Corporation approaches are likely to have the same Directors. In any case greater involvement of the Band may be an advantage.

The tax question and the need for legal dodges does not arise. The Band is furthermore probably less liable for what happens on the industrial park than a Corporation would be. Thus apart from the question of decision making ability, there may be very little to choose between the two forms; and, the decision making process may also be similar. Our conclusion is that clients would probably prefer a Corporate Form because they are used to it. The question is, does the Band.

c) Conclusions

Whatever method is chosen (and the Corporation seems to be favoured at this point) the following points should be kept in mind:

1. A Manager - one who can deal with government as well as clients - will have to be appointed once the industrial area begins to develop quickly. For the time being this might be a part-time position.

2. Other professional expertise, engineering, legal (particularly in lease preparation, and tax matters) real estate agents and accountants should be drawn in when necessary.
3. Speed in dealing with clients will be essential.

C. - APPENDICES



APPENDIX A - TERMS OF REFERENCE

RANKIN INDIAN RESERVE 15D

SAULT STE. MARIE, ONTARIO

TERMS OF REFERENCE FOR RESERVE STUDY

1. Objective

A Master Development Plan for the whole Reserve and an Area Development Plan for industrial and highway commercial development on part of the reserve.

(1) The Master Development Plan

The Plan will be in the form of a generalized development map for the whole reserve showing lands intended for

Indian housing, community buildings, recreation, etc.

Industrial uses (including an Industrial Park)

Commercial uses e.g. major shopping centres

Agriculture, forestry, mining (if any)

Highway commercial developments e.g. - - motels, gas stations, etc.

Other uses.

It will show proposals for

Transportation - roads, railways , etc.

Servicing - water, sanitation, electricity, drainage, etc.

School sites

Landscaping and buffer areas

The Plan will be supplemented with

Development (sub-division, zoning and building) policies  
and regulations.

Development cost estimates and phasing.

It will be based on the following (each item to be reported on):

1. The consultant's Plan for the Rankin Indian Reserve 15D, dated December, 1967, updated so far as population, land use, needs, land ownerships, land commitments and other relevant aspects are concerned.
2. Proposals for highway and railway relocations.  
For example, the status and timing of the Second Line By-Pass and the proposed C.P.R. relocation are to be ascertained by the consultants from city, provincial and C.P.R. sources.
3. Potential for industrial and commercial development.  
For example, the consultants will
  - (a) Assess the implications for the Reserve of the City's industrial development proposals, involving meetings with appropriate city officials.
  - (b) Review and evaluate the P.S. Ross Study

and the memo of the Canadian Real Estate Corporation Ltd. to forecast the type and amount of industrial land that should be developed on the Reserve.

- (c) Survey the need for and the economic viability of constructing industrial buildings on a speculative basis. This survey is to consider the number and size of the buildings, their markets, their costs, suggest methods of financing and leasing, and estimated revenue and profit.

4. An evaluation and analysis of the costs and benefits of

- (i) independent water, sewer, garbage collection, street maintenance, snow removal, policing, and fire fighting services, and
- (ii) the extension of city services.

5. Latest topographic mapping so far as this is available from city sources.

(2) Area Development Plan for Industrial and Highway Commercial Development

The Plan will be for the lands bordering the proposed Second Line By-Pass.

The Plan will show lot sizes, utility servicing, railway servicing, service and other roads, road cross sections, drainage and site preparation works.

It will be based on the Master Development Plan and the related matters investigated by the Consultants. Also, in developing the Plan, the Consultants will have regard to the following criteria (unless changed in consultation with Band Council and Department representatives):

- (1) Industrial acreage to be laid out to best advantage in 2-acre lots.
- (2) The most economic layout for service roads to connect with the Second Line By-Pass.
- (3) The development must be capable of being carried out in stages as funds become available and business firms lease the sites.
- (4) The highway commercial acreage adjacent to the By-Pass must allow the Band to realize immediate return from leasing to motels, hotels etc. as soon as the By-Pass is constructed.

The Plan will be supplemented with

- (a) Specific development (sub-division, zoning and building) policies and regulations.

- (b) Development cost estimates and phasing.
- (c) Recommendations on principal leasing terms, and other management aspects.
- (d) Recommendations on how properties and buildings should be assessed for tax purposes.

2. Time Schedule and Stage Review

The work is to be completed within three months of consultant receiving instructions to proceed.

There is to be a meeting between the consultants, the Band Council and the Department's representatives after the first month, after the second month and after the third month.

At the first of these meetings, the consultant will report progress and present preliminary draft of the Master Plan, the Area Development Plan and related material.

At the second meeting, the Consultant will report progress and present final drafts of these plans and related material.

At the third meeting, the consultant will report progress and present the completed Master Plan and Area Development Plan and related material in Report form as described in these terms of reference.

Other meetings may be held as needed.

3. Provision of Existing Data

All existing data is already known to the consultant or will be made available to him on request.

4. Problem Areas

Consultant is already familiar with the Reserve and the problems of Reserve development.

5. Policy

It is the policy of the Government to comply with the directives and procedures of the Water Pollution Control Abatement Program for Federal Facilities prescribed in August, 1968, by the Division of Public Health Engineering, of the Department of National Health and Welfare.

6. Drawings and Copyright

See "General Conditions".

All originals are the property of the Department and will be turned over to the Regional Engineer.

The Department stores and micro-films original drawings for safe keeping and record purposes. It utilizes pre-cut, preprinted drafting paper of standard dimensions, 24" X 36" and 30" X 42" edge to edge. The consultant may be issued with Department paper for the production of the plans and drawings and if not should use the standard sheet sizes.

The consultant will apply his own professional stamp or seal and signature to identify his professional responsibility

7. Staff

The consultant in his offer is required to name all persons including principals he intends to employ to perform the assignment and the role and responsibility of each in providing the consulting service.

The names and qualifications of the professional engineer and the professional planner whose services are used in the work which will appear in the final report.

8. Form of Report

The Master Development Plan and the Area Development Plan are to be suitable in size and colouring for display purposes. Six copies are required.

The written material will be submitted as a Report and will include smaller maps. Twenty-five copies are required.

The Plans and Report will be in English.

All Plans and Reports are to be delivered to the Regional Engineer.

9. Payment

Payments for work performed in each phase will be made on the basis of statements submitted by the consultant and approved by the Department of Indian Affairs.



10. Changes in Terms of Reference

The consultant is advised that no departure from these terms of reference, as accepted, should be made, and no additional work undertaken which will lead to increased fees, except with the written approval of the Regional Engineer. Also, the consultant is to notify the Regional Engineer as soon as possible when he anticipates that the cost of the studies will exceed his original estimate.

APPENDIX B - CORRESPONDENCE



B-1  
BATCHEWANA INDIAN BAND  
RANKIN RESERVE 15 D

January 13, 1971

CHIEF: J. CORBIERE  
COUNCIL: J. SEWELL  
R. SYRETTE  
R. ROBINSON

Corporation City of Sault Ste. Marie  
City Hall, Queen Street East  
SAULT STE. MARIE, Ontario

Attention: Mayor Rhodes & Council

Gentlemen:

We felt it was imperative that we correct the false impression created by a letter from our solicitor Mr. Frank Shunock regarding the Band's request for cooperation from the City of Sault Ste. Marie in the overall plans of the Rankin Reserve industrial development as it pertains to the overall Sault Ste. Marie area.

At the meeting which you attended on November 5, 1970, the Band suggested that possibly the City could be of assistance to them in their industrial development by making available to the Band what industrial development plans the City had in mind which could be taken into consideration by our own industrial planners employed by the Department of Indian Affairs and Northern Development.

It was not our intention then, nor is it now, to allow the Sault Ste. Marie planning board to have any jurisdiction or control over our industrial park or any part of the Reserve.

The cooperation which we requested was in the form of a letter on November 10, 1970, and as two months have passed without any acknowledgement or indication of your intentions to be of assistance, we have proceeded with our own planning and development.

We would suggest in the future to improve communications between the Band and the City that correspondence be answered at the earliest possible convenience, and that the Band is not informed of developments through the news media which has been the case in the past. We think this will also eliminate the possibility of incorrect information being passed on to the general public as is the case in the article which appeared in the Sault Star last night.

.... 2

INQUIRE ABOUT RANKIN INDUSTRIAL PARK

Mayor Rhodes &amp; Council

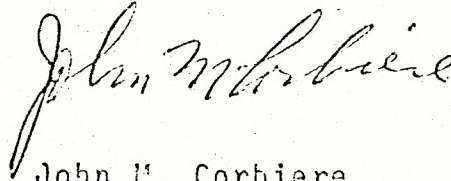
- 2 -

January 13, 1971

We trust the above will clear any misunderstanding that may have been created by Mr. Shunock's letter, and we would like to reconfirm our willingness to have our planners discuss with the City of Sault Ste. Marie our industrial development to try and assist the City of Sault Ste. Marie to coordinate their overall plans with ours.

We wish to apologize for any inconvenience we have caused and trust we will hear from you at your earliest convenience.

Yours very truly,



John M. Corbiere  
Batchewana Indian Band  
Rankin Reserve 15D

JMC:ld



# NORTHERN STEEL PRODUCTS LIMITED

CUSTOM BUILT MACHINERY FOR INDUSTRY  
 P. O. BOX 386 • TEL. 949-3363 • TELEX 027-7775  
 SAULT STE. MARIE, ONTARIO

January 14, 1971

Chief M. Corbiere  
 592 Frontenac Street  
 SAULT STE. MARIE  
 Ontario

Dear Chief Corbiere:

We are pleased to advise that a considerable amount of interest has been generated in the past few months by several firms who have indicated an interest in locating on the Rankin Industrial Park.

We would like to point out that until the industrial sub-division is designed and laid out it is impossible to enter into negotiations due to our inability to suggest or promote a specific piece of plan which would be suitable for their use.

One of the firms interested in the Industrial Park will require the CPR to put in a spur line. Therefore, this could be expanded at a later date to accommodate other industries if properly located initially.

We are enclosing a list of the firms who have contacted us and indicated an interest in leasing land for industrial use.

Due to the interest and forward momentum generated by our new facility being erected on the Reserve it is imperative that the industrial sub-division planning proceed at the earliest possible date to allow you to accommodate these interested parties:

Northland Machinery Supply Co. Ltd.  
 interested in 2 acres for new warehouse facility, intend to start construction this spring.

China Electro Plating & Ornamental Iron Works  
 2 acres for new plant facility to be erected in the spring.

Chief J. Corbiere

- 2 -

January 14, 1971

Cliffe Printing Co (Sault) Ltd.

2 acres for new plant shop and parking facilities has indicated construction spring or summer of this year.

Petrofina Canada Ltd.

2 acres for storage tanks and rail siding.

Brouzes Equipment

2-4 acres for repair shop and sales office which will be constructed in spring or early summer.

Henderson Metal Fabricating Co. Ltd.

2 acres for new plant facility, no definite date to re-locate.

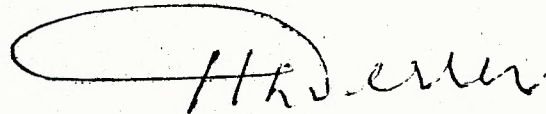
Construction Firm interested in acreage for office and equipment storage, re: reference from city industrial commissioner.

Fleming & Smith Ltd.

have indicated to clients interested in securing industrial land, no details available at present.

Yours very truly,

NORTHERN STEEL PRODUCTS LIMITED



H.L. DERRER  
President and General Manager

HLD:ld

APPENDIX C - PERSONNEL INVOLVED

The following are the professional personnel involved  
in this Study:

Planning:	M.J. Bacon, M.T.P.I.C. G.W. Fitzpatrick, M.T.P.I.C.
Engineering:	C.D. Couzens, P.Eng.
Design:	H.E. Weber, M.T.P.I.C.
Management:	M.L. Martini, M.T.P.I.C.