

Consolidated Clause in Planning and Transportation Committee Report 6, which was considered by City Council on July 19, 20, 21 and 26, 2005.

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**Archaeological Master Plan - Interim Screening
of Development Applications and Proposals
City Wide - All Wards**

City Council on July 19, 20, 21 and 26, 2005, adopted this Clause without amendment.

The Planning and Transportation Committee recommends that City Council adopt the staff recommendations contained in the Recommendations Section of the report (May 16, 2005) from the Chief Planner and Executive Director, City Planning.

Purpose:

To report on the development of interim screening criteria and processes to identify areas of archaeological potential within the City of Toronto, pending completion of the Archaeological Master Plan.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) the interim screening protocol as set out in Section 3 of this report be adopted pending the completion of the Archaeological Master Plan;
- (2) interim screening criteria maps set out in this report, as Attachments 3, 4 and 5, and as amended from time to time as more data becomes available through the Archaeological Master Plan study, be used to screen areas for archaeological potential;
- (3) a copy of all archaeological assessment reports be forwarded to Policy and Research Heritage Preservation Services for clearance and database purposes; and
- (4) the appropriate City officials be authorized and directed to take the necessary action to give effect hereto.

Background:

In 1996, the Province of Ontario transferred the responsibility for the determination of archaeological potential on development sites to municipalities. This transfer was not fully applied to the former Metropolitan Toronto until after the municipal amalgamation process was completed in 1999. In response, in 2002, the City began the development of an Archaeological Master Plan. This project will be completed by 2007 and will identify areas of archaeological potential on a city-wide basis. Areas of archaeological potential are lands which may contain archaeological sites or features. When development is proposed these lands should be subject to an archaeological assessment to confirm the presence or absence of any sites or features. If encountered, the Plan contains mitigation measures for their management.

The Archaeological Master Plan study is a long-term project. It is recognized that before the Plan is implemented significant archaeological sites may be lost. Significant archaeological sites include the remains of any building, structure, activity, place or cultural feature including burials, which because of the passage of time are on or below the surface of the land or water, and which have been identified, evaluated and determined to be significant to the understanding of the history of a people or place. The identification and evaluation is based upon an archaeological assessment completed by an archaeologist licenced by the Ontario Ministry of Culture.

City Council, at its meeting held on May 18, 19, and 20, 2004, considered Clause 2 of Report 3 of the Economic Development and Parks Committee. Council adopted the staff report (February 16, 2004) recommending the adoption of the Archaeological Master Plan – Interim Report. Council also adopted the Committee’s recommendation:

- (1) That authority be granted for the Commissioner of Economic Development, Culture and Tourism, in consultation with other City departments, to develop interim screening criteria and procedures that will identify areas of archaeological potential within the City of Toronto pending completion of the Archaeological Master Plan, including Black Creek between Black Creek Village and Black Creek Ravine.

Comments:

Federal and Provincial legislation protects archaeological sites. The relevant legislation includes the *Planning Act*, the *Ontario Heritage Act (Part VI)*, the *Canadian Environmental Assessment Act* and the *Ontario Environmental Assessment Act*. Archaeology is also a provincial interest (*Planning Act (Section 2 (d))*) and is protected in the Provincial Policy Statement (Section 2.6.2).

The City of Toronto’s new Official Plan (Section 3.1.5) states that until an Archaeological Master Plan is adopted, a development application on or adjacent to sites with known archaeological value or potential will require an accompanying report evaluating the impact of the development on archaeological resources.

- (1) Current Status:

Building Toronto Together: A Development Guide was released by the City in June 2004. The Development Guide advises the development community and the general public that the City may require an archaeological assessment for Official Plan

Amendments, Zoning By-law Amendments, Plans of Subdivision, Site Plan Control and Consent and/or Minor Variance applications, if an application falls within a zone of archaeological potential. At present, archaeological potential is defined as:

- (a) properties located within the Level 1 and Level 2 Zones of the Archaeological Master Plan of the Central Waterfront, completed October 2002;
 - (b) properties that are deemed to hold archaeological potential based upon the criteria detailed in the Ministry of Culture's "An Educational Primer – A Comprehensive Guide to Conserving Ontario's Archaeological Heritage, 1998."; and
 - (c) properties located within the areas of archaeological potential as defined in the city-wide Archaeological Master Plan (work in progress – expected completion 2005-2007).
- (2) Developing a More Effective Model for Interim Screening:

The interim screening process and related mapping will simplify the review process and will provide staff with a single tool to use when responding to a proponent as to whether an archaeological assessment may or may not be a requirement of a given application or proposal.

In order to create a comprehensive predictive map of pre-contact (aboriginal) potential, an inventory of the 172 known pre-contact archaeological sites within the City was compiled. Furthermore, the City's archaeological consultants evaluated the potential for additional, as yet undocumented pre-contact archaeological sites based upon such indicators as proximity to water, slope and soil type. In total, it has been determined that approximately 60 percent of the area of the City has pre-contact archaeological potential.

In order to create a comprehensive map of historic (European settlement) potential, the City's consultants buffered and mapped early roads and concentrated areas of settlement resulting in a preliminary understanding of where historic archaeological resources might be encountered. The roads and settlement centres that are depicted on the Tremaine map of 1860 were digitized, along with a 100-metre buffer on either side of each right of way to account for error in historic mapping. Following this protocol it was determined that approximately 36 percent of the City has historic archaeological potential, some of which overlaps with the areas of pre-contact archaeological potential.

Recognizing that there are known sites and regions within the city that contain archaeological areas of particular significance, a series of Archaeological Sensitive Areas (ASA) have been defined and mapped for interim screening purposes (Attachment 1).

By combining the pre-contact and the historic potential mapping, and the ASAs, the consultant team has created an interim screening map (Attachments 3 to 5). In order to maintain site confidentiality, the ASAs have not been delineated on the interim screening maps included in this report.

The criteria chosen have resulted in approximately 75 percent of the City's land area having potential. This figure does not take into account contemporary land integrity issues or prior land disturbance which will be reflected in the final Archaeological Master Plan.

(3) Interim Screening Process:

To identify which properties might require an archaeological assessment staff processing planning applications will, upon receipt of an application or proposal, consult the interim screening map to determine whether a property falls within a zone of archaeological potential, including an ASA. If the proposal does not fall within a zone of archaeological potential, including an ASA, an archaeological assessment will not be a condition of approval.

The applicant, once advised of the archaeological condition attached to an application or proposal, will retain a consulting archaeologist licenced by the Ministry of Culture to complete the archaeological assessment. In most instances the consulting archaeologist will perform a Stage 1-2 archaeological assessment and if no archaeological sites or features are encountered, the work is complete. If however archaeological sites and features are found, the archaeologist will proceed to a Stage 3 – possibly Stage 4 archaeological assessment (Attachment No. 2). Once the archaeological assessment is complete a report is submitted to the Ministry of Culture for a technical and licencing review and to clear the property of any further archaeological concern. Policy and Research - Heritage Preservation Services, also completes its own review of the archaeological assessment and provides a similar clearance letter stating that all archaeological concerns have been satisfied.

To control the number of applications reviewed in the interim period only Official Plan Amendments, Zoning By-law Amendments, Plans of Subdivision, and Site Plan applications will be reviewed by staff for the purposes of the interim screening procedure. However for properties included within an ASA, all Planning Act approvals, including Committee of Adjustment applications, will be reviewed for archaeological potential.

In each of the ASAs, development and small scale land use alteration that is not subject to comprehensive planning control under the Planning Act or the Environmental Assessment Act may adversely impact archaeological resources. In recognition of the potential sensitivity of archaeological deposits within these areas even small-scale activities, such as private swimming pool construction, house additions, and City activities such as Parks and Recreation facility upgrades that will result in subsurface soil disturbance to potentially undisturbed lands within an ASA should be preceded by an archaeological assessment. Further consultation is required with other city departments before staff can implement a system to require archaeological assessments for such small-scale activities within ASAs on a city-wide basis.

The City of Toronto is to be provided with copies of all archaeological assessment reports commissioned within the City of Toronto in both hard copy and as an Acrobat PDF file, in order to maintain a database of archaeological assessments completed within the City. This database will allow the City to define with certainty lands which have been subject

to an archaeological assessment and lands which have not. This will improve the efficiency of determining when an archaeological assessment is required on any given property.

Conclusions:

The City of Toronto has a cultural history that began approximately 11,000 years ago and continues to the present, representing both First Nations and Euro-Canadian history. The archaeological sites and features that represent Toronto's settlement history are a fragile and non-renewable cultural heritage. The City of Toronto is working on an Archaeological Master Plan which will be completed by 2007 however in the meantime significant archaeological sites may be lost unless there is a mechanism to identify lands for archaeological potential and require archaeological assessments on properties prior to development.

The implementation of an interim screening process for the determination of archaeological potential will protect significant archaeological sites and features prior to the completion of the Archaeological Master Plan.

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List of Attachments:

- Attachment No. 1 - Archaeological Sensitive Areas (ASA).
- Attachment No. 2 - Archaeological Assessment Technical Guidelines (Stage 1 to Stage 4).
- Attachment No. 3 - West.
- Attachment No. 4 - Centre.
- Attachment No. 5 - East.

Attachment 1

City of Toronto Archaeological Master Plan:
Registered Sites Comprising Archaeological Sensitive Areas

| Borden | Site Name | Site Type | Cultural/Temporal Affiliation | Researcher |
|--------|-----------------------|-----------|-------------------------------|----------------|
| AjGu-3 | Brule Gardens | Village | Late Woodland | V. Konrad 1971 |
| AjGu-5 | Humbercrest | Burial | Late Woodland | V. Konrad 1971 |
| AjGu-6 | Baby Point I | Burial | Late Woodland | V. Konrad 1971 |
| AjGu-7 | Baby Point Taiagon | Village | Seneca | V. Konrad 1971 |

| Borden | Site Name | Site Type | Cultural/Temporal Affiliation | Researcher |
|----------|--------------------------------------|---|-------------------------------|--|
| AjGu-8 | Old Mill | Unknown Precontact and Mill Complexes | Unknown and Euro-Canadian | V. Konrad 1971 Historic Horizon 2000 |
| AjGu-9 | Parklawn | Village | Late Woodland | V. Konrad 1971 |
| AjGu-40 | Baby Point IV | Burial | Seneca | Historic Horizon 1999 |
| AjGv-20 | Baby Point II | Burial | Seneca? | V. Konrad 1971 |
| AkGu-6 | Roseland | Village | Late Woodland | V. Konrad 1971 |
| AkGv-8 | E.A. Parson | Village | Late Woodland | J.N. Emerson 1953 V. Konrad 1971 ASI 1998 |
| AjGu-13 | Fort Rouille | Military Fort | Euro-Canadian | D. Brown 1982 |
| AjGu-19 | MacKenzie House | Residence | Euro-Canadian | S. Janusas 1985 |
| AjGu-26 | Fort York | Military Fort | Euro-Canadian | |
| AjGu-27 | George Brown House | Residence | Euro-Canadian | MPP 1987 |
| AjGu-29 | Trinity Bellwoods | Residence | Euro-Canadian | P. Hamalainen 1990 |
| AjGu-32 | New Fort | Military Fort | Euro-Canadian | Historic Horizon 1995 ASI 1995 |
| AjGu-41* | Parliament | Institutional/Government | Euro-Canadian | ASI 2000 |
| AkGu-3 | Jackes | Village | Late Woodland | V. Konrad 1971 W. Noble 1974 |
| AkGu-40 | Todmorden Mills | Mill Complex, Residence | Euro-Canadian | B. Frankling 1988 ASI 1992 Historic Horizon 1995 |
| AkGu-45 | Milner Hill | Special Purpose Site | Late Woodland | M. Kapches 1988 |
| AkGu-59 | Don Valley Brickworks | Industrial | Euro-Canadian | ASI 1994 |
| AkGu-65 | Moatfield | Village, Ossuary | Late Woodland | ASI 1997 |
| AkGs-5 | Ganatsekwyagon (Rouge Hill, Stables) | Village, Burials | Seneca | W. Kenyon 1963 MPP 1985 |
| AkGs-8 | Graham | Village | Seneca | MPP 1985 |
| AkGs-11 | William Brown | Mill Complex | Euro-Canadian | MPP 1987 |
| AkGt-5 | Tabor Hill Ossuary | Ossuary | Late Woodland | Konrad 1971 |
| AkGt-17 | Archie Little II | Village | Late Woodland | W. Ross 1973 MPP 1987 ASI 2000 |
| AkGt-20 | Thompson | Village | Late Woodland | J. Emerson 1971 Fox 1977 |
| AkGt-41 | Milne | Village | Late Woodland | MPP 1987 |
| AkGt-45 | Kirkham's | Industrial/Mill Complex and Residential | Euro-Canadian | MPP 1987 |
| AlGt-7 | Reesor | Village | Late Woodland | V. Konrad 1972 |

| Borden | Site Name | Site Type | Cultural/Temporal Affiliation | Researcher |
|-----------------------------|---------------|-------------|-------------------------------|----------------------------|
| AlGt-8 | Woodland Park | Village | Late Woodland | V. Konrad 1972 |
| AlGt-9 | Sewell | Village | Late Woodland | V. Konrad 1972 |
| AlGt-46 | Smith | Camp/Burial | Mississauga | W. Ross 1973 |
| AlGt-47 | Sewell 2 | Cabin | Late Woodland | W. Ross 1973 |
| AlGt-60 | Hamlin | Village | Late Woodland | V. Konrad 1972 MPP 1987 |
| AlGt-63 | D. Reesor | Village | Late Woodland | W. Ross 1973 MPP 1987 |
| AlGt-162 | Russell | Hamlet | Late Woodland | MPP 1987 ASI 2001 |
| AlGt-171 | Levi Diller 1 | Cabin | Late Woodland | MPP 1987 |
| AlGt-172 | Levi Diller 2 | Cabin | Late Woodland | MPP 1987 |
| AlGt-177 | Hope | Burials | Unknown Precontact | MPP 1987 |
| AlGt-184 | Platt | Camp | Middle Archaic | MPP 1987 |
| *Within larger Old Town ASA | | | | |

Attachment 2

Stage 1- 4 Archaeological Assessment Reporting Requirements

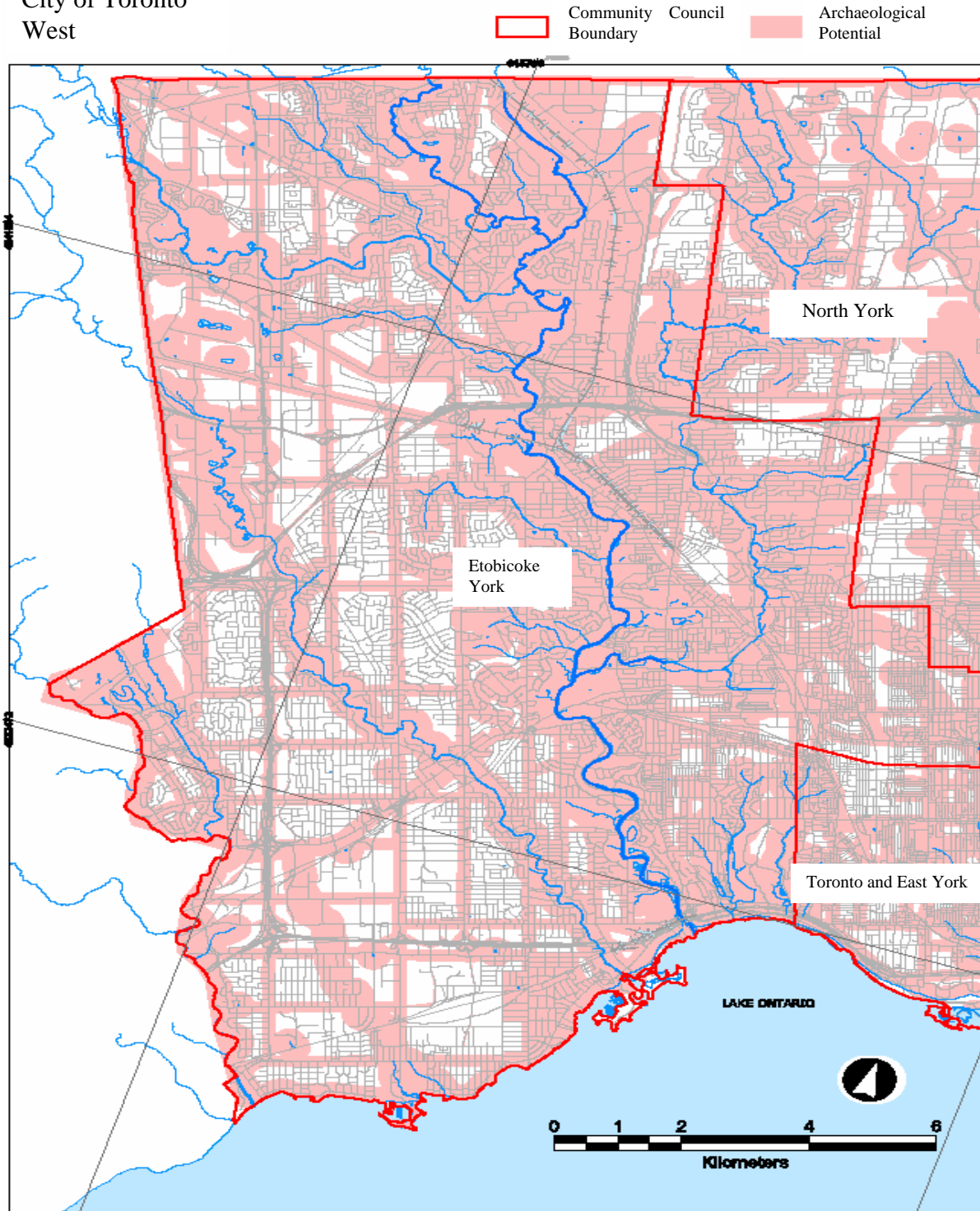
The Archaeological Assessment Technical Guidelines (1993) issued by the Ministry of Culture are currently under review. The current guidelines define the minimum field and reporting requirements for archaeological assessments conducted in advance of development. The different steps of an archaeological assessment are identified as “Stages” and include:

- Stage 1: Background survey phase involving an archival (maps, books, photographic records, paper etc.) review of the property (desktop review).
- Stage 2: Actual field examination of the property involving either surface-survey or test pitting.
- Stage 3: Field activities conducted when archaeological sites and features are encountered during a Stage 2 survey. The Stage 3 work includes gathering information which will be used to delineate and evaluate the significance of the site in order to determine appropriate mitigation measures.
- Stage 4: Mitigating the development impacts to archaeological sites through either site excavation or avoidance. Avoidance is always the preferred mitigation measure for archaeological sites and features.

Attachment No. 3 - West

Archaeological
Master Plan
City of Toronto
West

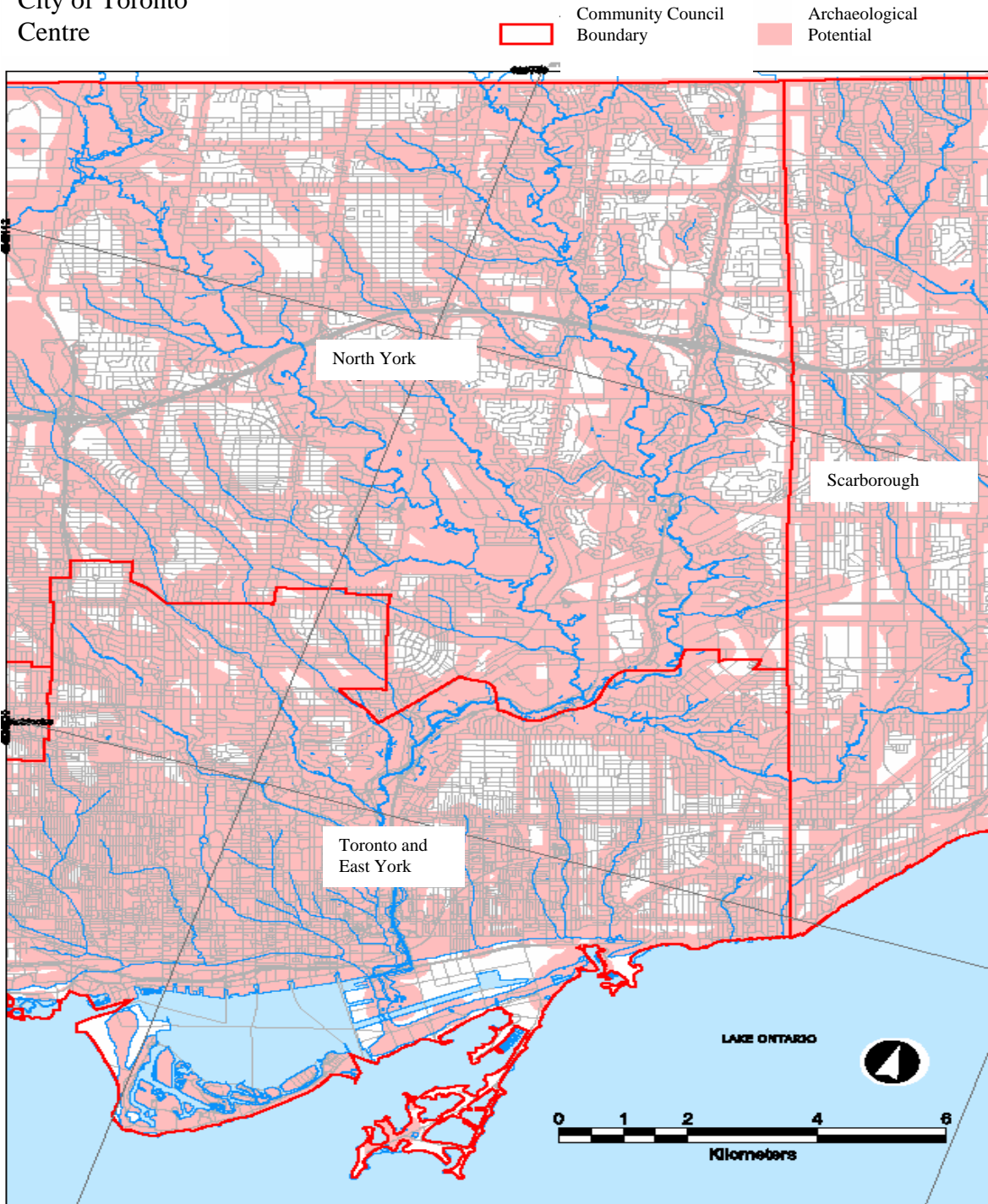
Interim Screening Criteria



Attachment No. 4 - Centre

Archaeological
Master Plan
City of Toronto
Centre

Interim Screening Criteria



Archaeological
Master Plan
City of Toronto
East

Attachment No. 5 - East
Interim Screening Criteria

