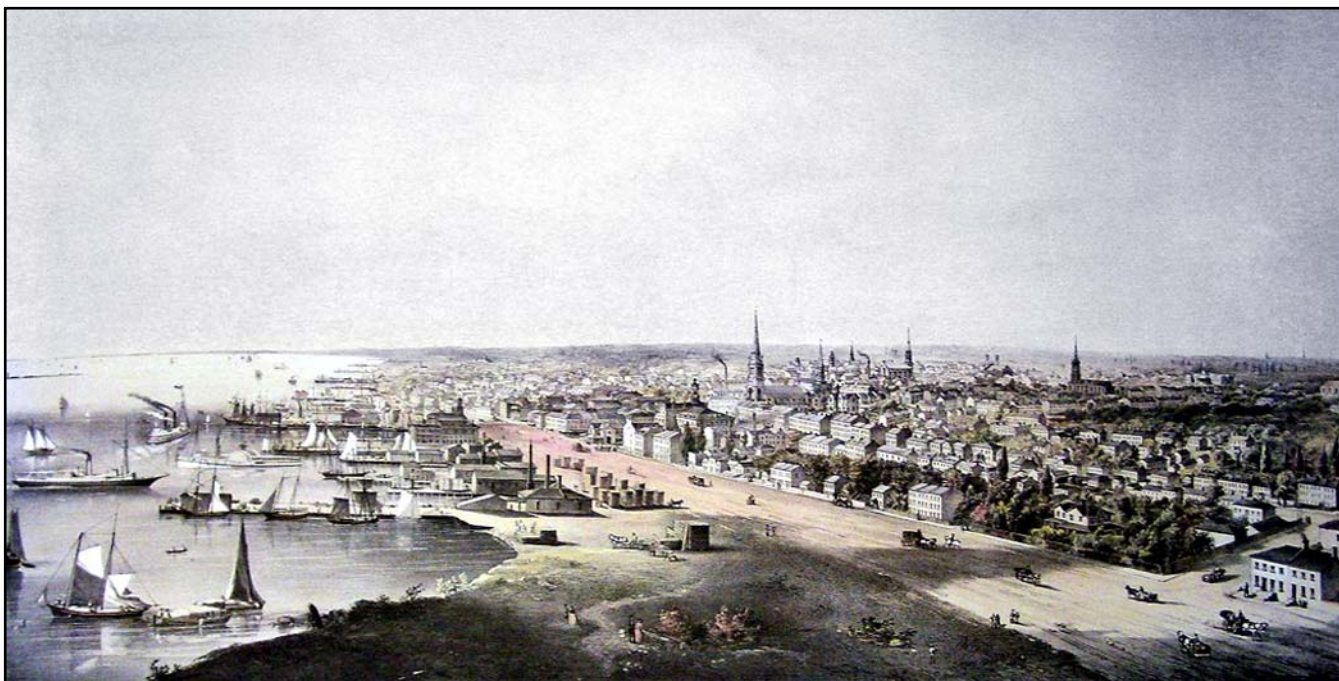




# **WATERFRONT Toronto**

## **Archaeological Conservation and Management Strategy**

### **Public Meeting, January 17, 2008**





## Objectives of the Archaeological Conservation and Management Strategy

- To develop a strategy to better inform the planning and development review process and to address issues pertaining to the preservation and documentation of archaeological resources discovered during the waterfront revitalization process;
- To develop a framework for the evaluation of significant archaeological resources within the urban waterfront landscape;
- To identify opportunities, constraints, and best practices for the preservation, interpretation, commemoration and exhibition of these archaeological resources and features within a holistic archaeological planning framework; and
- To explore opportunities for bringing new archaeological interpretive concepts to an area undergoing urban revitalization.



THE WATERFRONT TORONTO ARCHAEOLOGICAL CONSERVATION AND MANAGEMENT PLAN STUDY AREAS



# THE LEGISLATIVE CONTEXT: THE ONTARIO HERITAGE ACT

The Ministry of Culture is charged under Section 2 of the Ontario Heritage Act with the responsibility to:

*determine policies, priorities and programs for the conservation, protection and preservation of the heritage of Ontario.*

These goals are generally accomplished through other legislated processes, such as those required by the Planning and Environmental Assessment Acts, rather than directly through the Ontario Heritage Act itself.





# THE LEGISLATIVE CONTEXT: THE ONTARIO PLANNING ACT

Section 3 of the Ontario Planning Act requires that decisions affecting planning matters “shall be consistent with policy statements issued under the Act”. With respect to archaeological resources, the most recent Provincial Policy Statement, which came into effect March 1, 2005, states that:

*Development and site alteration shall only be permitted on lands containing archaeological resources or areas of archaeological potential if the significant archaeological resources have been conserved by removal and documentation, or by preservation on site. Where significant archaeological resources must be preserved on site, only development and site alteration which maintain the heritage integrity of the site will be permitted (Section 2.6, Cultural Heritage and Archaeology).*



# THE LEGISLATIVE CONTEXT: TORONTO OFFICIAL PLAN

An archaeological master plan will identify known sites and areas of archaeological potential as well as establish procedures for site protection and interpretation.

If development occurs on archaeological sites, or areas with archaeological potential, significant archaeological sites should be conserved through on-site preservation. Where on-site preservation is not ultimately secured, scientific investigation and documentation will be undertaken.

Where archaeological features are preserved on-site, any development or site alteration will maintain the heritage integrity of the site.



# Heritage Preservation Services

Heritage Preservation Services is responsible for implementing the archaeology policies in the Official Plan. Lands with archaeological potential have been identified through the ongoing work of the Toronto Archaeological Master Plan. In the waterfront area, the identification of potential was also addressed through the earlier Central Waterfront Archaeological Master Plan.

Similarly, the City reviews all Committee of Adjustment applications in Archaeologically Sensitive Areas, as these have been identified in the ongoing work of the Archaeological Master Plan.

The City of Toronto therefore reviews all applications under the Planning Act for archaeological concerns and reviews all resultant archaeological assessment reports.

Although the City is the approval authority for applications, all archaeological assessment reports are also reviewed by the Ontario Ministry of Culture. The City relies on the Ministry of Culture for technical advice.



# On-site Interpretation

The City of Toronto is working to include on -site interpretation of archaeological resources as a requirement within the development review process.

Heritage Preservation Services is also working with other City departments and utility companies to flag archaeological concerns during their planning processes and is working with TRCA to link TRCA permits to archaeological requirements in ASAs.

While the City is unable to stop development in areas of archaeological potential or within known archaeological sites, it can ensure that the necessary archaeological assessments are completed.

The City has identified a need to define what kind of archaeological resources are of sufficient significance to require protection rather than mitigative excavation/documentation in advance of their destruction. These must be identified early enough in the development and planning process to allow for their protection.

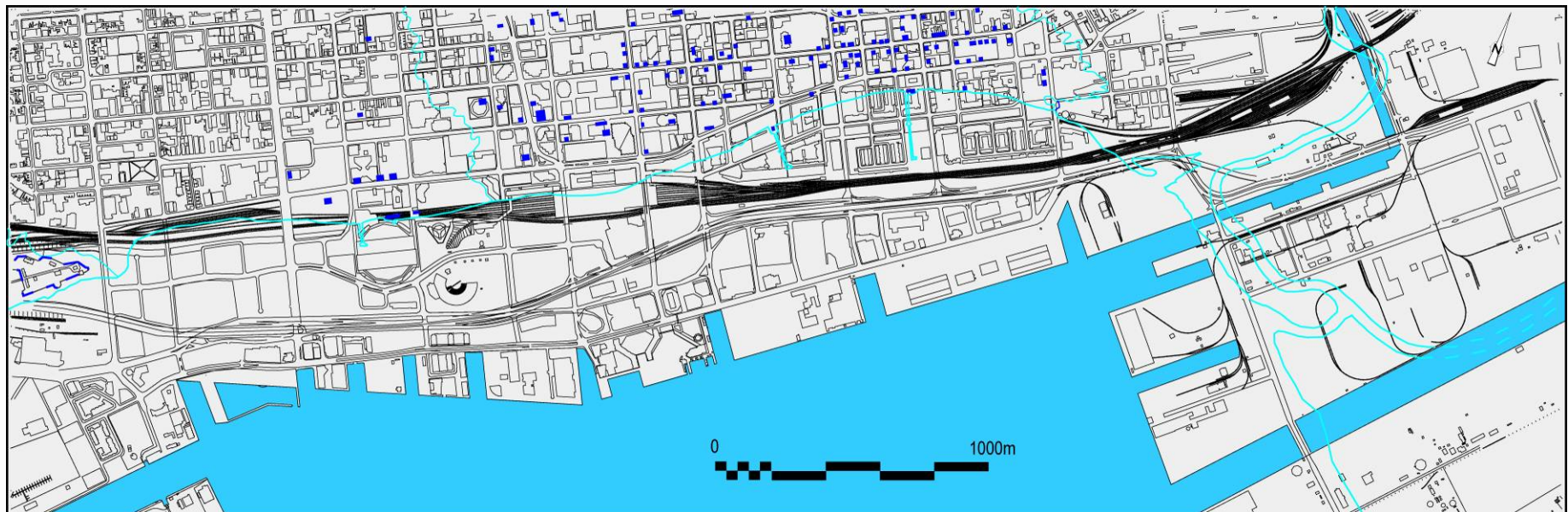




# **Preparing the Archaeological Resource Inventory**



Lieut. Phillpotts *Plan of York* (Plan BB37). Royal Engineers Department,  
September 24, 1823 (reportedly surveyed ca. 1818)



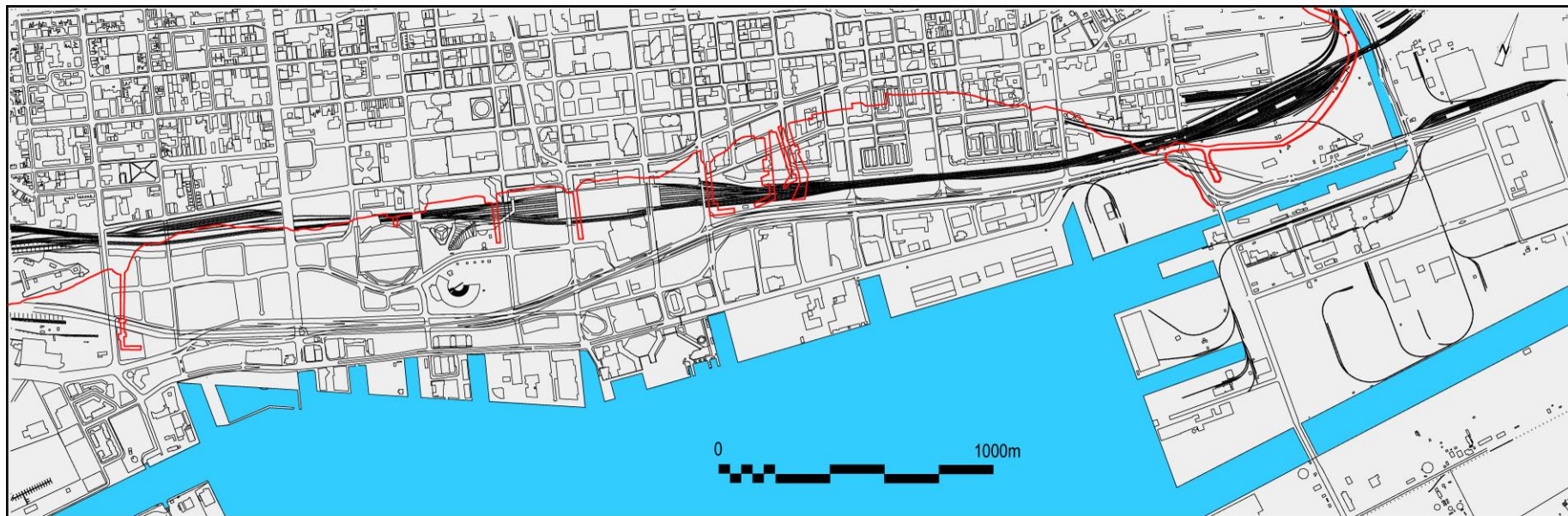




*James Cane 1842 Topographical Plan of the City and  
Liberties of Toronto in the Province of Upper Canada.*

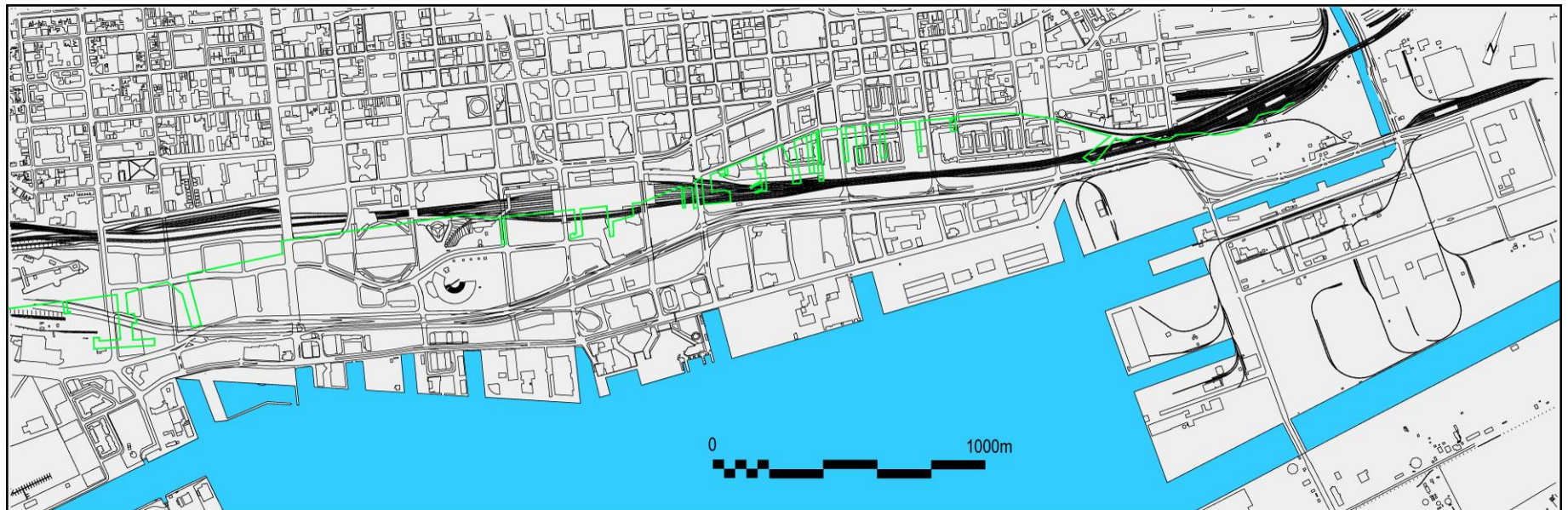
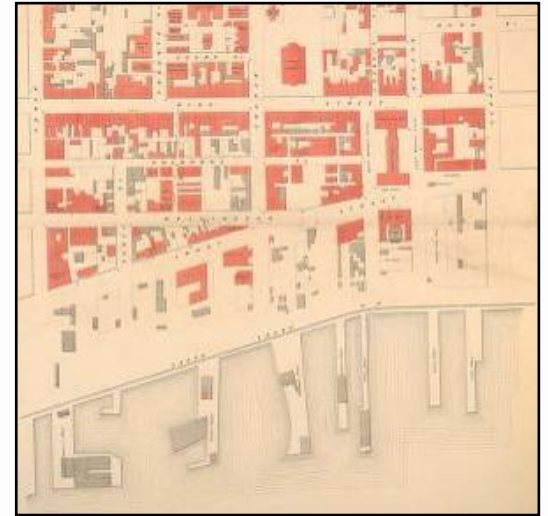
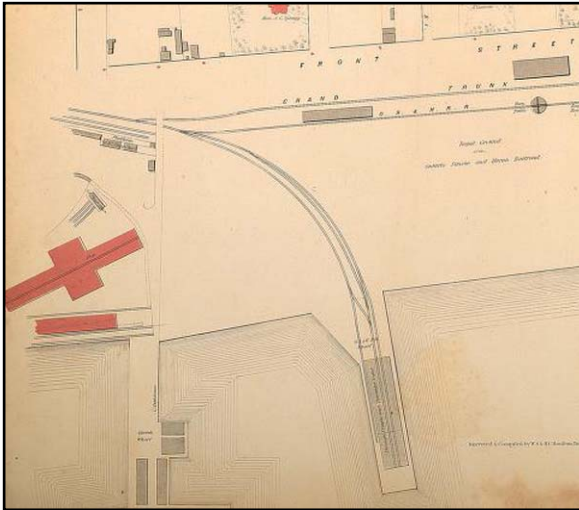


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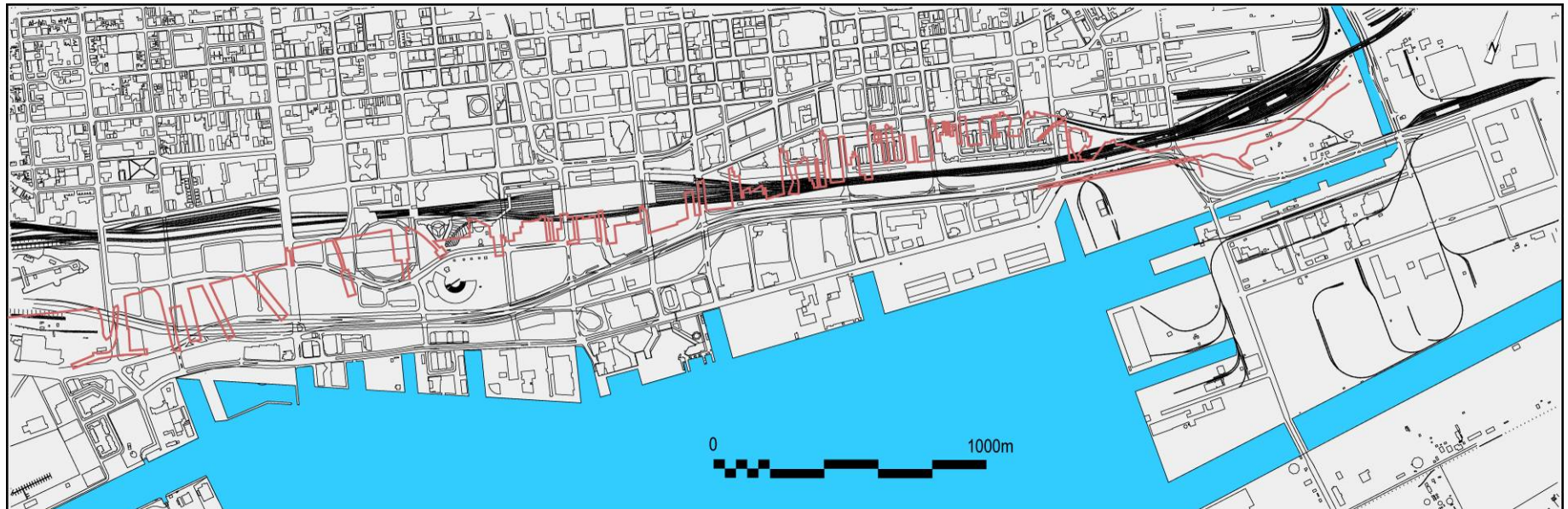
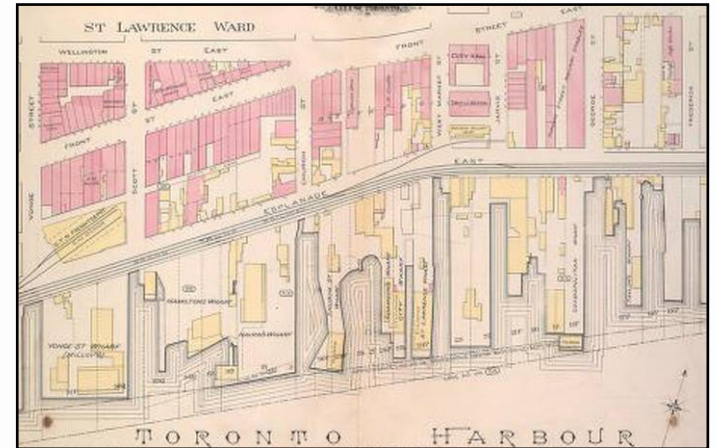
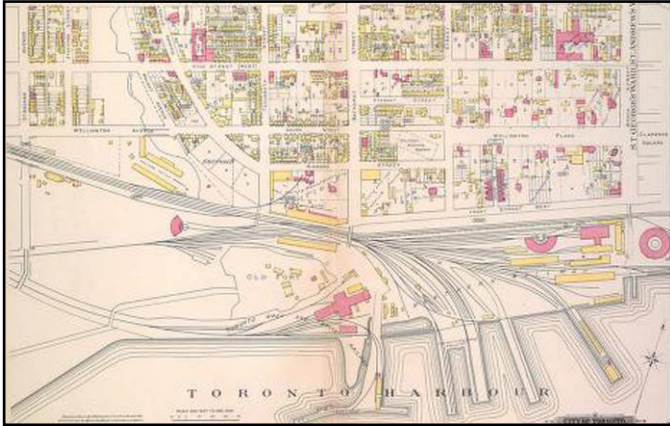
## 1858 Boultons' Atlas of Toronto.







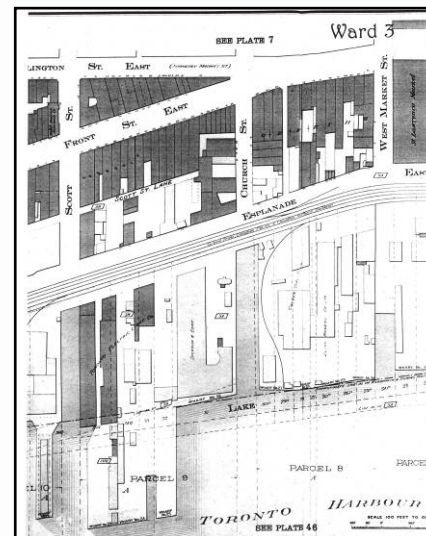
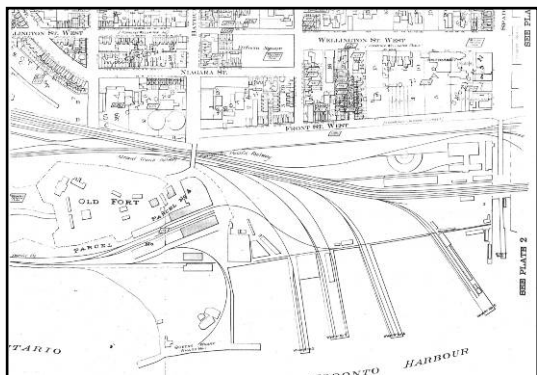
## 1884 Goads' Atlas of the City of Toronto







# 1910 Goads' Atlas of the City of Toronto



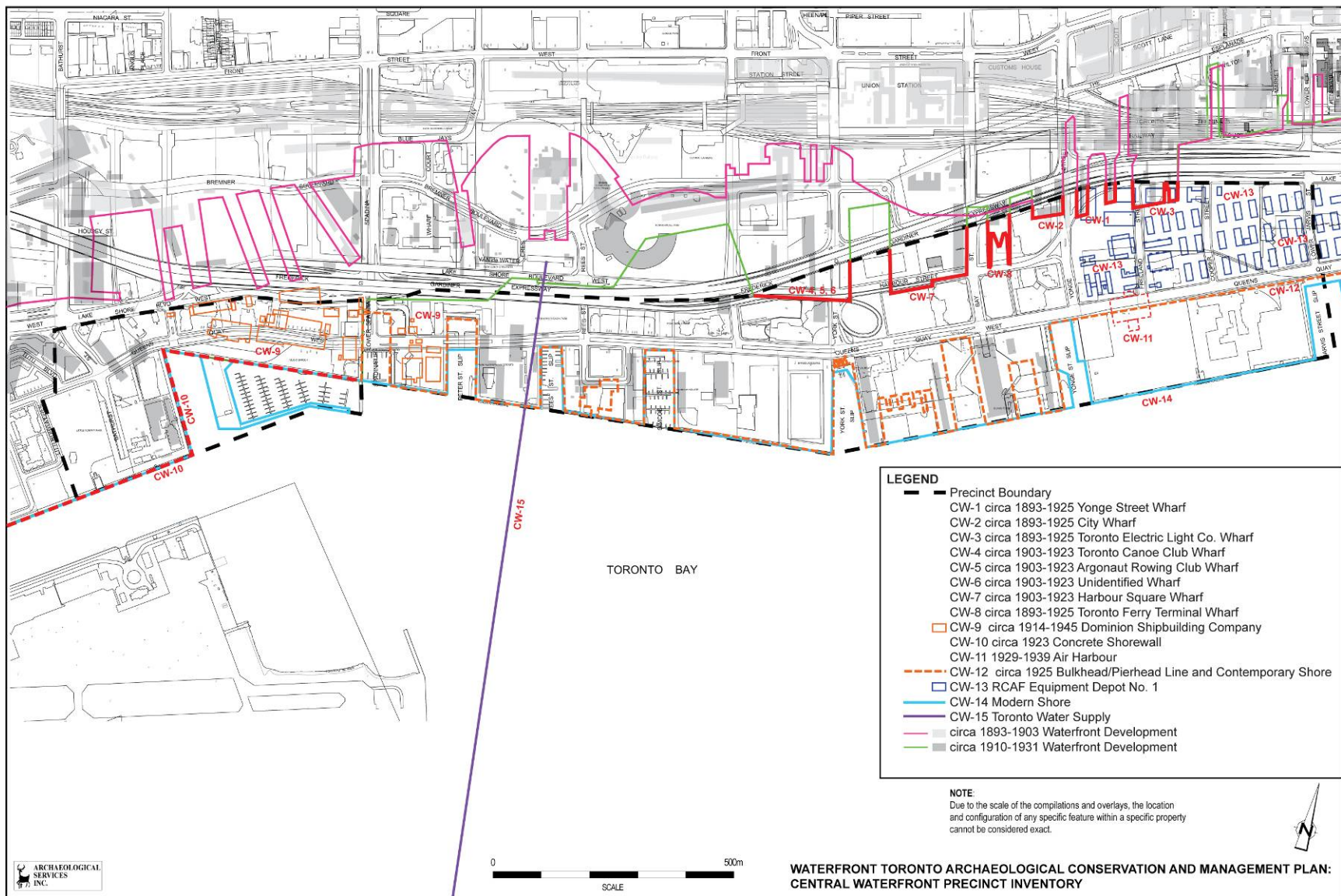


The shoreline as depicted in the 1923 *Goads' Atlas of the City of Toronto*



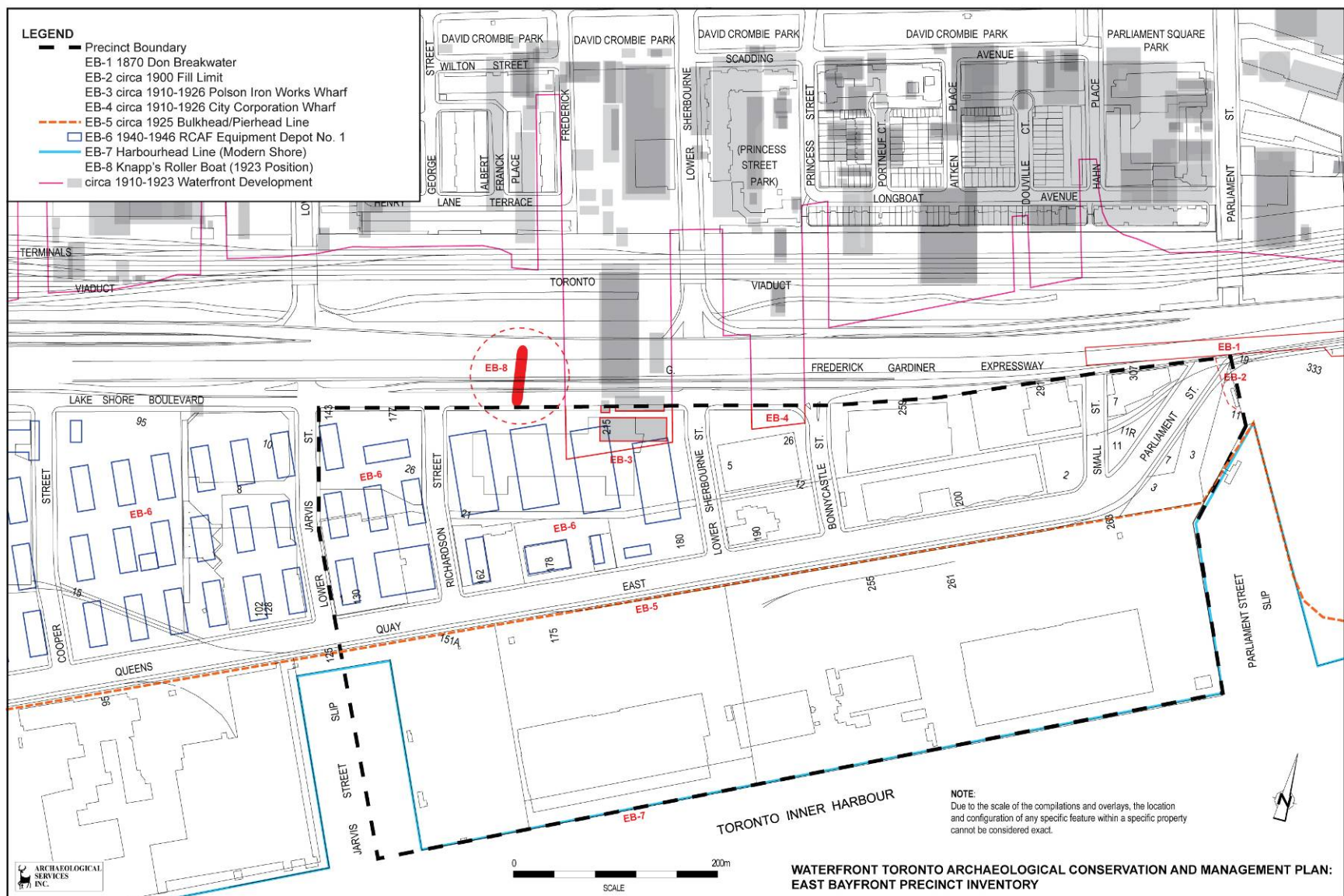


# The Central Waterfront Precinct





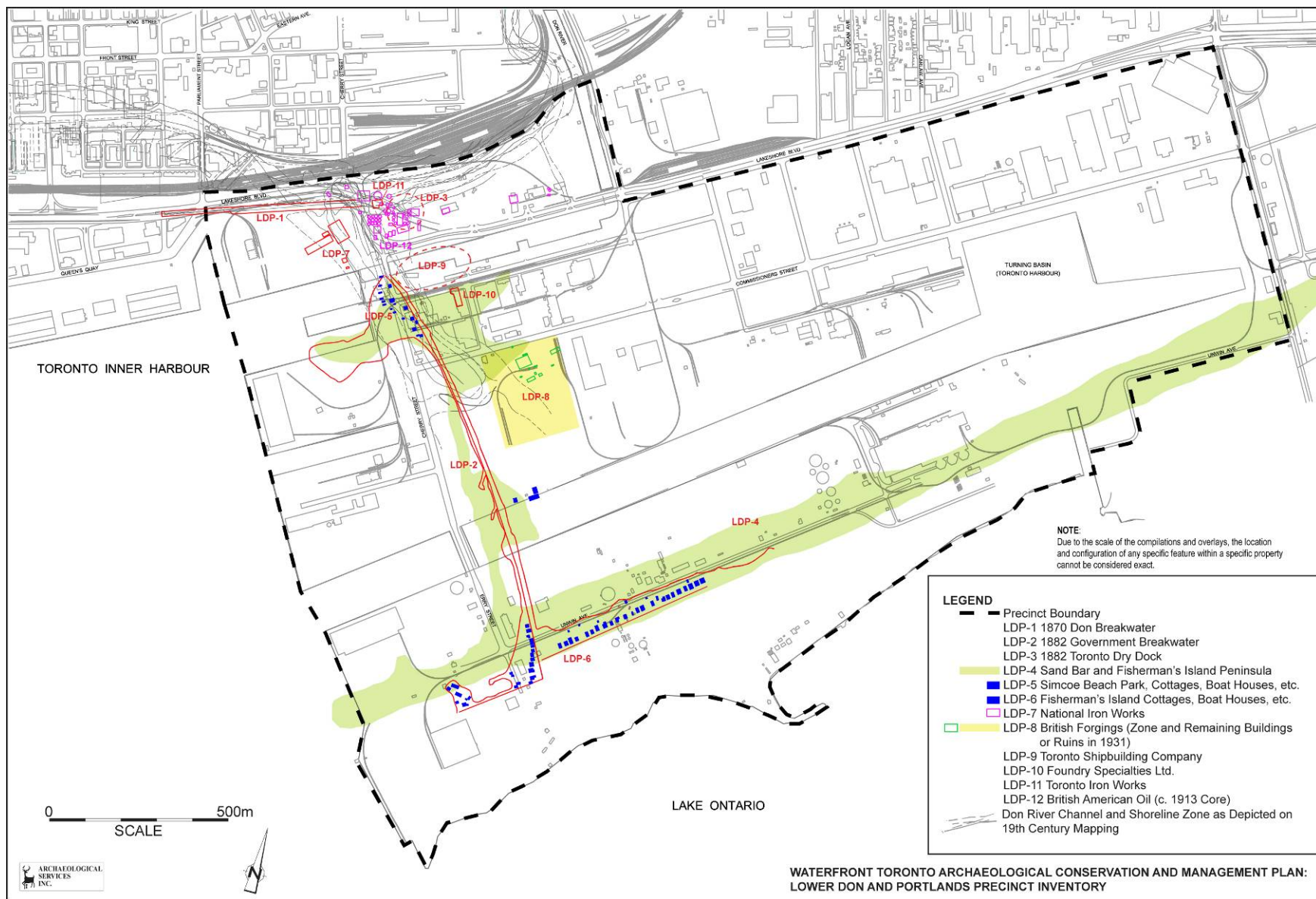
# The East Bayfront Precinct







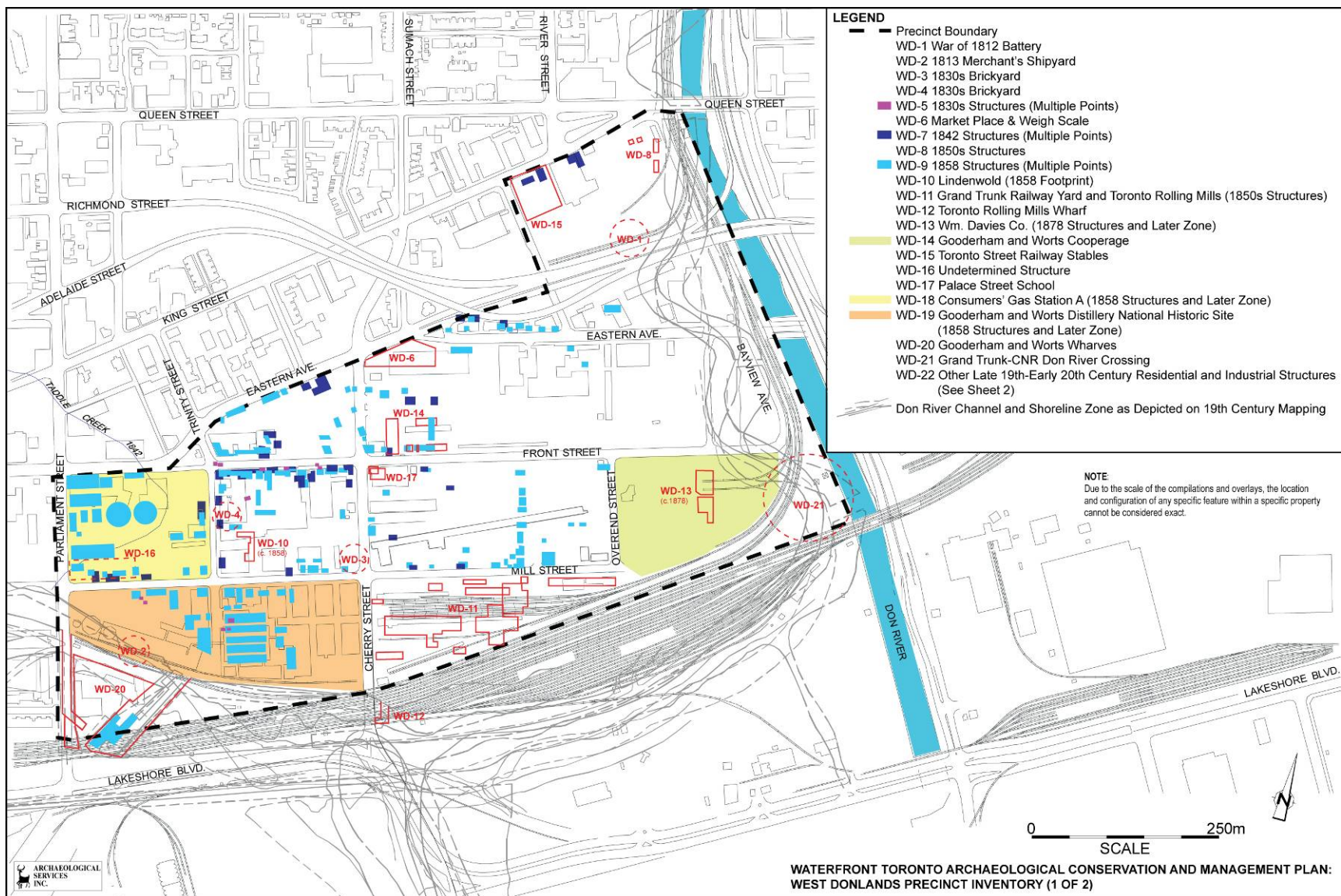
# The Portlands and Lower Don Lands Precincts







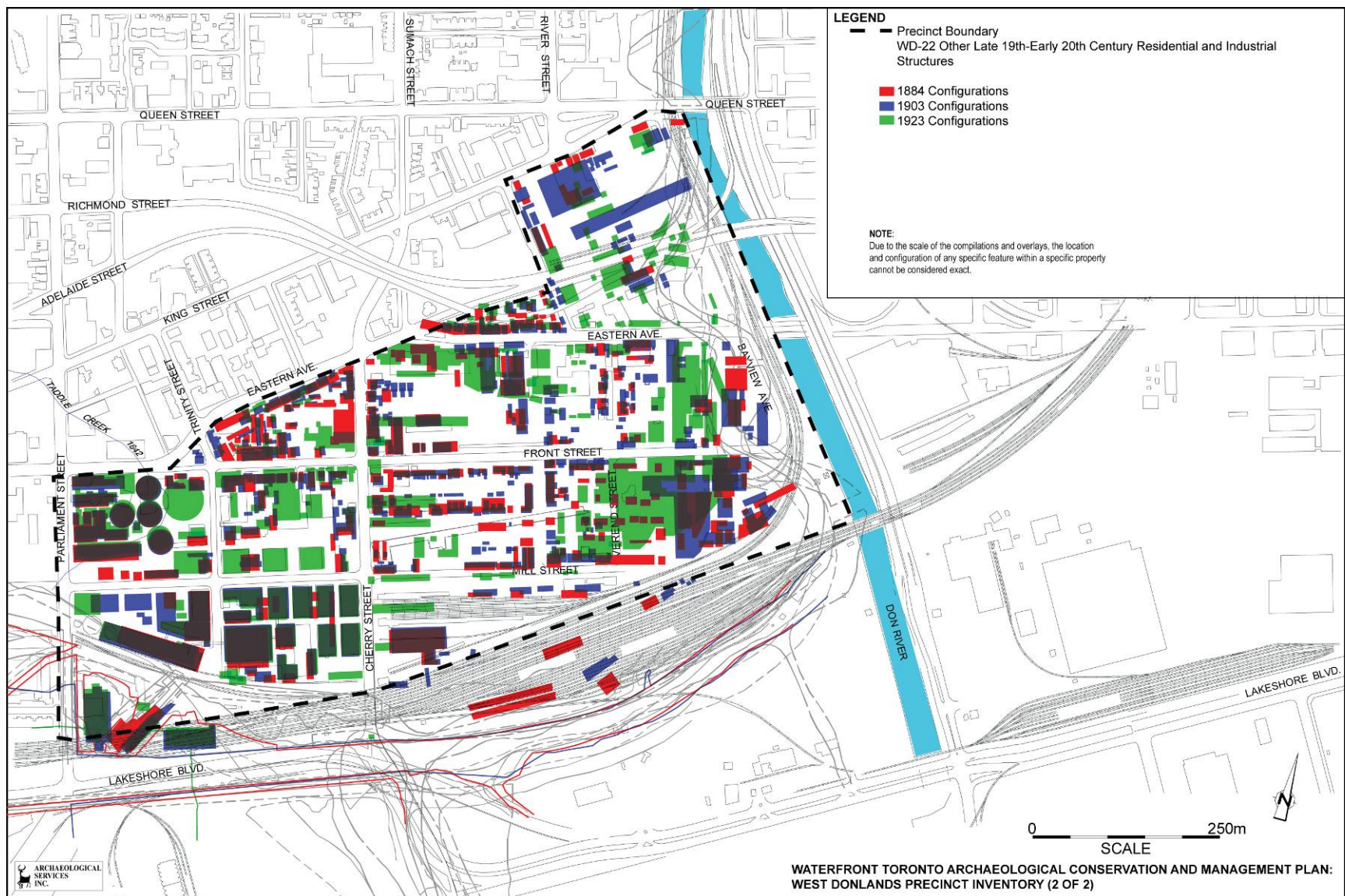
# The West Don Lands Precinct to circa 1880







# The West Don Lands Precinct circa 1880-1923





# Archaeological Conservation and Management Strategy Evaluation System

The evaluation system applied to each of the potential archaeological resources identified during the study is based on the following criteria:

*Site/Feature Type*

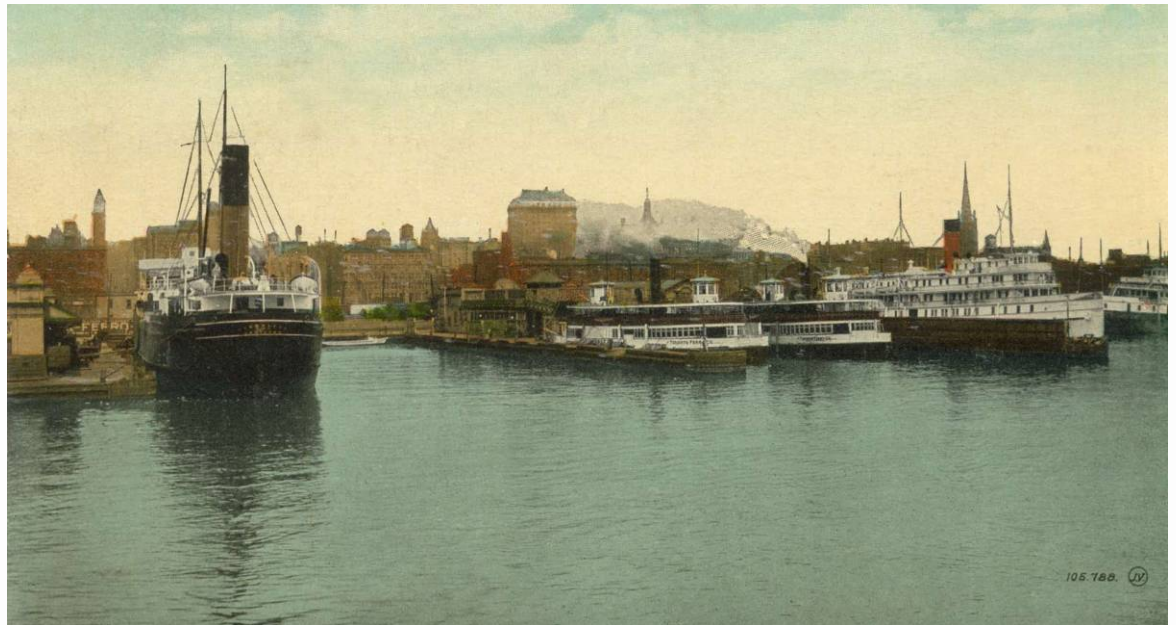
*Site/Feature Integrity*

*Age*

*Historical Importance*

*Landscape Setting*

*Quality of Documentary Material*





**Site/Feature Type:** the site/feature is illustrative of patterns of cultural, political, military, economic or industrial history (e.g. an industry typical of a particular activity in Toronto).

**Site/Feature Integrity:** the degree to which a site/feature has been physically altered or disturbed. The integrity of the site/feature will affect the importance of the feature type.

**Age:** importance of sites/features is often based upon arbitrary time periods (e.g., pre-1850). Nevertheless, age alone is not a criterion of significance; it must be combined with another characteristic. A relatively unique twentieth-century site/feature for which little documentation exists, for example, may be important. Conversely, an older site/feature which is typical of numerous others may be relatively unimportant.



**Historical Importance:** the site/feature is associated with a person, or group of people, of local, provincial, national or international importance; or associated with an event or process of local, provincial, national or international importance. This may include a short time period, such as a military battle, or an activity that occurred over a long time period. A process may include manufacturing, repair or servicing that form an integral part of the design of a structure.

**Landscape Setting:** applies to sites/features manifested as visible ruins or earthworks. The removal of the ruin or earthworks, even if fully documented, or changes to the surrounding landscape, may modify society's perception of the area. This type of feature would be community landmark; one that forms an essential part of a distinctive skyline; or defines or terminates a vista.

**Quality of Documentary Material:** applies only to large scale features that cover large areas (e.g., cribbing). If good quality drawings, illustrations and written records are available or other portions of the feature have been subject to archaeological investigation and recording, little additional new or non-redundant information may be obtained from the archaeological investigation of the feature. If, however, little documentation exists, or it is contradictory, physical examination may be necessary.





Consideration of these basic criteria was used to assign significance ratings to individual features to one of three basic categories.





**Grade 1:** Archaeologically/historically significant feature for which field work (e.g., archaeological test excavations, possible mitigation) is recommended.

No sites or features within the ACMS study area were assigned a Grade 1 ranking.



A 1929 view from the Royal York Hotel showing the progress of filling behind the Pierhead Line, which corresponds to the location of Queen's Quay Boulevard.



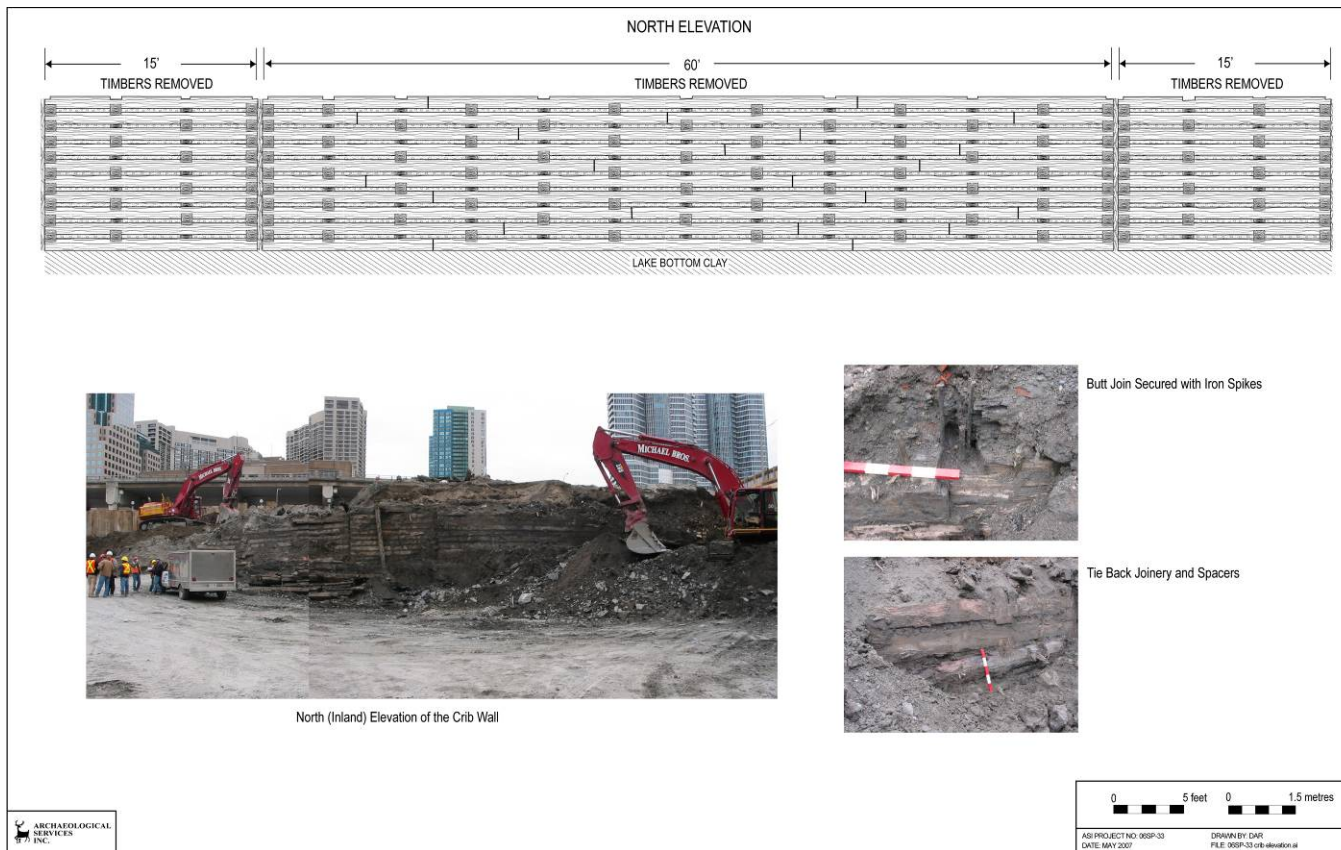


**Grade 2:** Archaeologically/historically important feature for which limited archaeological fieldwork, typically monitoring, is recommended. This grade also applies to sites that would otherwise be ranked as Grade 1, but cannot be mitigated as such for technical reasons or because of economic constraints.





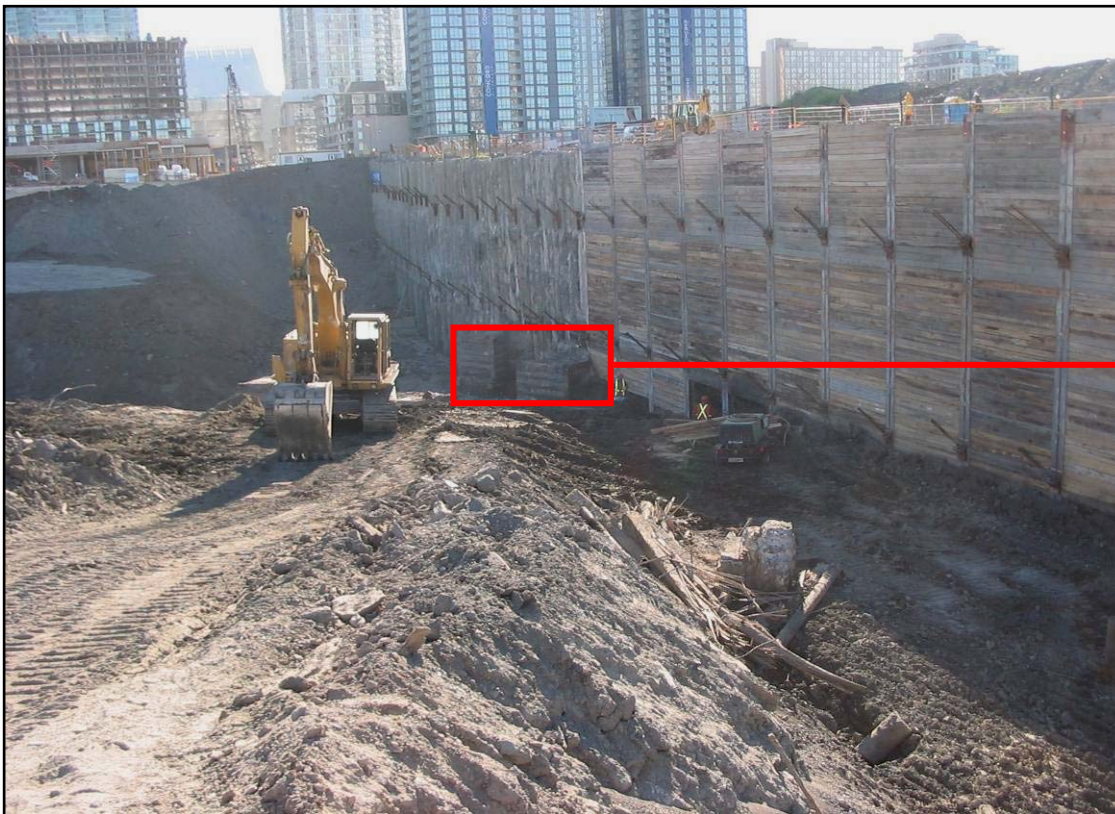
Twenty-one inventoried features or combinations of features have been ranked Grade 2. These exhibit moderate archaeological significance. Limited archaeological fieldwork, in the form of monitoring during construction excavations, is recommended for 18 of these sites. This requirement has been waived for the remaining three sites. Although these three sites rate relatively highly in terms of historical criteria, there is little to no potential for the survival of intact associated archaeological deposits.







The relative rankings are due mainly to the recent formation of many parts of the study area through land-making activities (e.g., the Central Waterfront, East Bayfront and the Lower Don and Port Lands precincts); the expected or demonstrated lack of integrity associated with features that might otherwise be considered Grade 1 (e.g., many of the nineteenth-century features in the West Don Lands); and the logistical difficulties in carrying out such work within former waterfront zones (e.g., the depths at which remains are buried, dewatering etc.).



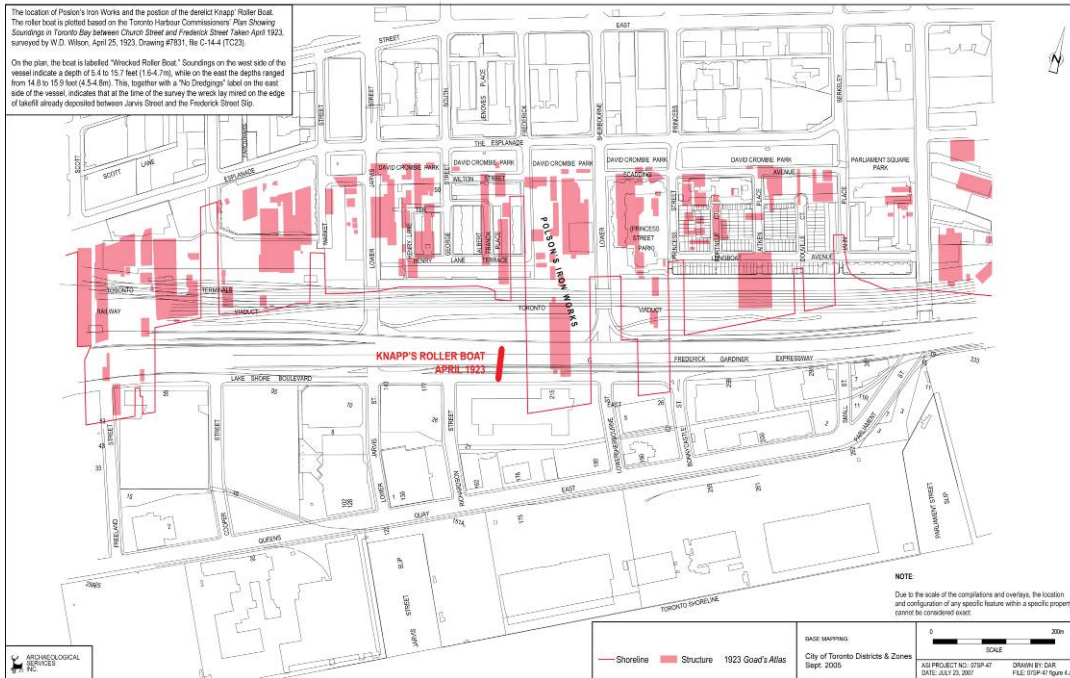
**Modern grade.**

**The archaeological remains.**





For one site (Knapp's Roller Boat, which is located under the Gardiner and Lakeshore Boulevard) it is further recommended that remote sensing survey be carried out on the adjacent property to determine whether or not the feature extends into this area.



View of the derelict ship from Sherbourne Street, May 1927. Stripping of plates from the upper hull is underway



View of the derelict ship from Sherbourne Street, April 1928. It appears that more elements of the upper hull have been stripped.



**Grade 3:** Feature of little archaeological/historical significance, or for which the significance is not apparent; no form of mitigation or monitoring is necessary.

Thirty-two inventoried features or combinations of features have been ranked Grade 3. For these sites it has been determined that archaeological investigation will not lead to any new insights into their character or function, or have any meaningful role in any effort to preserve, commemorate and interpret their physical remains.



Filling along the lakefront at the foot of Church Street in 1927.



# Summary of Recommendations

## Planning Recommendations

The ACMS inventory and evaluation system should serve as the basis for future planning decisions with respect to the archaeological assessment process.

All development plans should be reviewed against the inventory. Should any impacts to a Grade 2 resource be identified, further archaeological mitigation will be required. Should there be impacts to a Grade 3 resource, or no impact to any known feature, then no further archaeological assessment activity will be required.

This process should be formalized with the City of Toronto and implemented following Waterfront Toronto's acceptance of the ACMS plan.

A protocol should be negotiated among City of Toronto Heritage Preservation Services, TRCA and Waterfront Toronto that coordinates and implements the ACMS for all land use development, Toronto Waterfront Co-operative EA Process and Municipal EA Process undertakings within Waterfront Toronto's jurisdiction.





## Summary of Recommendations

### Contingency Plan for Unexpected Archaeological Resources: Public Lands

When an unexpected resource is found, work should stop in the immediate vicinity of the discovery. The resource should be evaluated by a licensed archaeologist using the ACMS and in consultation with the City of Toronto Heritage Preservation Services.

Regardless of whether or not development approvals are already in place, should a large-scale (non-portable/structural) resource be evaluated as being of Grade 1 significance, the development agency and the City of Toronto Heritage Preservation Services will explore thoroughly opportunities for documentation and *in situ* preservation through design changes, or removal and preservation elsewhere within the development area, or in some other appropriate location. The remains and any resultant information are to be used in the commemorative or public interpretive plan for the development.



## Summary of Recommendations

### **Contingency Plan for Unexpected Archaeological Resources: Public Lands**

Should a small scale (portable) resource be evaluated as being of Grade 1 significance, it should be removed for conservation and interpretation.

Regardless of whether or not development approvals are already in place and the resource is evaluated as being of Grade 2 significance, it is to be documented through a formal archaeological monitoring agreement established between the development proponent and a licensed archaeologist. The resultant information is to be used in the commemorative or public interpretive plan for the development.

In the case where Grade 1 resources are unexpectedly found on public lands, it is recommended that Waterfront Toronto establish a discretionary fund, of up to one million dollars (\$1,000,000), for assessment work, salvage excavation, retention and commemoration/interpretation of Grade 1 resources. These contingency funds may be sufficient to carry out these activities, or may be used to initiate the work while other sources of funding are investigated.



## Summary of Recommendations

### Contingency Plan for Unexpected Archaeological Resources: Private Lands

When an unexpected resource is found, work should stop in the immediate vicinity of the discovery. The resource should be evaluated by a licensed archaeologist using the ACMS and in consultation with the City of Toronto Heritage Preservation Services.

If development approvals are already in place and should a large-scale (non-portable/structural) resource be evaluated as being of Grade 1 significance, it is to be documented *in situ* through archaeological excavation and recording. Where feasible, remains may be removed for conservation and reconstruction, as deemed appropriate by the archaeologist in consultation with the City of Toronto Heritage Preservation Services and the development proponent.

If development approvals are already in place and should a small scale (portable) resource be evaluated as being of Grade 1 significance, it should be removed for conservation and interpretation.





## Summary of Recommendations

### Contingency Plan for Unexpected Archaeological Resources: Private Lands

If all development approvals are already in place and the resource is evaluated as being of Grade 2 significance, it is to be documented through a formal archaeological monitoring agreement established between the development proponent and a licensed archaeologist. The resultant information should then be used in the commemorative or public interpretive plan for the development.

In order that contingency funding is available for assessment work, salvage excavation, and commemoration/interpretation related to any unexpected Grade 1 resources that may be found on a private development site, it is recommended that the City of Toronto, with the support of Waterfront Toronto, require that a precondition of development approval be that the development proponent commit to provide funding, through, for example, a letter of credit. The sum of funding provided will be commensurate with the size and character of the development proposal and a general evaluation of the likelihood for the survival of any unexpected resources.



# Summary of Recommendations

## Conservation/Curation Recommendations

The City of Toronto should explore opportunities for the storage and conservation of artifacts and resources recovered through the archaeological assessment process.

The City of Toronto must provide the appropriate facility for the storage of the remains of any Grade 1 resource.



# Summary of Recommendations

## Interpretation Recommendations

Waterfront Toronto, the City of Toronto - Culture Division and City Planning - Heritage Preservation Services Unit, and Heritage Toronto should co-ordinate commemoration/interpretation of the evolution of the shoreline from its original nineteenth century location to the present water's edge. This could involve use of the major north-south streets/rights of way from Bathurst Street to Cherry Street south of Front Street within a unified design programme.

Waterfront Toronto, the City of Toronto - Culture Division and City Planning - Heritage Preservation Services Unit and Heritage Toronto should co-ordinate commemoration/interpretation of the shipping, railway and industrial themes within the ACMS study area as these are fundamental to the history of the area. There are a variety of means by which this goal can be accomplished, in addition to traditional interpretive plaque and panel approaches.





Specific features that may have a role to play in these efforts include, for example:

Polson Iron Works

Knapp's Roller Boat

The Air Harbour

The RCAF Depot

Gooderham & Worts

Consumers' Gas

Wm. Davies

Nineteenth- and Twentieth-century Working Class Neighbourhoods

The Dominion Shipbuilding Company



# Summary of Recommendations

## Interpretation Recommendations

Wherever feasible, timbers from waterfront cribbing could be reused as landscape elements or park/street furniture within the public spaces on the waterfront.

Precinct design plans should include opportunities for interpretation of industrial heritage remains through the exposure of foundations and interpretation of these features.

The interpretation of historic themes should be co-ordinated with Heritage Toronto and the Royal Ontario Museum in order to allow integration with their interpretive programs, walks and tours.

The feasibility of developing a means of interpreting and commemorating the history of the First Nations occupation of Toronto's waterfront should be investigated.