

**MASTER PLAN OF ARCHAEOLOGICAL RESOURCES
CITY OF SAULT STE. MARIE**

SUMMARY

Prepared for:

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SUMMARY

An approach to archaeological planning employing a comprehensive potential model is an effective response to an old problem — how to deal with evidence of the past that is, for the most part, not visible because it is buried underground (or under water). The City of Sault Ste. Marie has a long cultural history that begins thousands of years ago and continues to the present. The archaeological sites that are the physical remains of this lengthy settlement history represent a fragile and non-renewable cultural heritage resource.

The common response of “out of sight, out of mind,” however, is no longer possible in today’s political and legal climate. Recent court cases involving Aboriginal land claims, not to mention stop-work orders issued when human remains are uncovered on a development site, are but two examples of the ways in which archaeological resources affect property owners and the municipalities in which they are located. Policy initiatives, such as those found in the report of the Ipperwash inquiry, recommending that every municipality in Ontario adopt a master plan for archaeological resources so as to identify their flashpoints and put in place a way of dealing with them before they happen, coupled with more stringent heritage resource conservation policies in the Provincial Policy Statement (Planning Act), the Ontario Cemeteries Act, and the Ontario Heritage Act, require municipalities to more wisely plan for the conservation of archaeological resources. In other words, cities such as Sault Ste. Marie have no choice but to address archaeology, preferably by preparing studies of this nature.

The good news is that such studies are an excellent tool for municipalities. First, they tell you what has been found by providing an inventory and evaluation of known archaeological resources. Second, they tell you where undiscovered archaeological resources are most likely to be found by identifying areas of archaeological resource potential. Both of these inventories are mapped onto the City’s GIS database, making them very accessible to staff and the public alike. Third, they tell you what to do with both the known and probable places in which archaeological resources are likely to be encountered, by providing the step by step process for managing such resources. Fourth, they structure this advice within a clear, logical framework based on an historical analysis of the city and using international best practices for preparing cultural resource management plans. In this way, they are effective and robust, able to withstand challenges and suited to updating as new information emerges.

Once a study of this nature is in place, the risk of unfortunate surprises occurring (such as disturbing a burial site) is significantly reduced, and public awareness of archaeological resources considerably increased. Property owners, developers, and prospective buyers know beforehand whether they will have to conduct archaeological investigations if they want to develop or redevelop a site. Citizens will know their community’s history better and, it is hoped, appreciate its heritage more fully. And with more cultural heritage resources identified and interpreted within Sault Ste. Marie, tourists will have a greater selection of places to visit. Indeed, careful planning for the conservation and interpretation of cultural heritage resources will promote economic growth and offer opportunities for improving local quality of life.

In recognition of these facts, the City of Sault Ste. Marie retained Archaeological Services Inc. (ASI) to undertake this study.



The Potential Model for the City of Sault Ste. Marie had three major goals:

- 1) the compilation of inventories of registered and unregistered archaeological sites within the City and the preparation of an overview of the area's settlement history as it may be expected to pertain to archaeological resources;
- 2) the development of an archaeological site potential model, based on known site locations, past and present land uses, and environmental and cultural-historical data; and
- 3) a review of the current federal, provincial, and municipal planning and management guidelines for archaeological resources, as well as the identification of a new recommended management strategy for known and potential archaeological resources within the City.

To date, 36 archaeological sites have been registered within the City, which date from 10,000 years ago through to the nineteenth and early twentieth centuries.

In order to understand the manner in which additional, as yet undocumented archaeological sites may be distributed within the City, an archaeological potential model was developed using the City's Geographic Information System (GIS) to map various sets of information as separate, but complementary, layers of spatial data on 1:10,000 scale digital base maps (Figure 1). The zones of pre-contact archaeological potential were determined only after a detailed consideration of the past natural and cultural environments in the City. The zones were then based on distance to various forms of potable water, the locations of glacial beach ridges and slope attributes. Examination of the early historic mapping of the City, together with consideration of the basic historical themes that have been most influential in the development of the historic core of the City and the former townships of the City, led to the identification of areas of early settlement, commercial, industrial and transportation development and the mapping of these zones as areas of historic archaeological potential.

The final task in the analysis was to eliminate areas where previous development has resulted in extensive landscape disturbance. The remaining lands falling within the zones of pre-contact and historic potential encompass approximately 51% of the total landmass of the City. The tool that the City currently uses to require assessments, provided by the Ministry of Tourism and Culture, currently captures over 90% of the City.

The role of the municipality in the conservation of these resources is crucial. Planning and land use control are predominantly municipal responsibilities and the impact of municipal land use decisions on archaeological resources is significant, especially since municipally-approved developments constitute the majority of land disturbing activities in the Province. The primary means by which these resources may be protected is through the planning application process. Furthermore, review of development applications for archaeological resource concerns are made directly by the City. In recognition of these facts, the final task of this study was the identification of a series of policies for incorporation in the Official Plan and of practices within the development applications process that will ensure the conservation of these valuable cultural heritage resources within the overall process of change and growth in the City.

The results of this work were compiled in two reports entitled *Archaeological Potential Model for the City of Sault Ste. Marie, Technical Report* and *Planning for the Conservation of Archaeological Resources in the City of Sault Ste. Marie*, both dated September 2010.



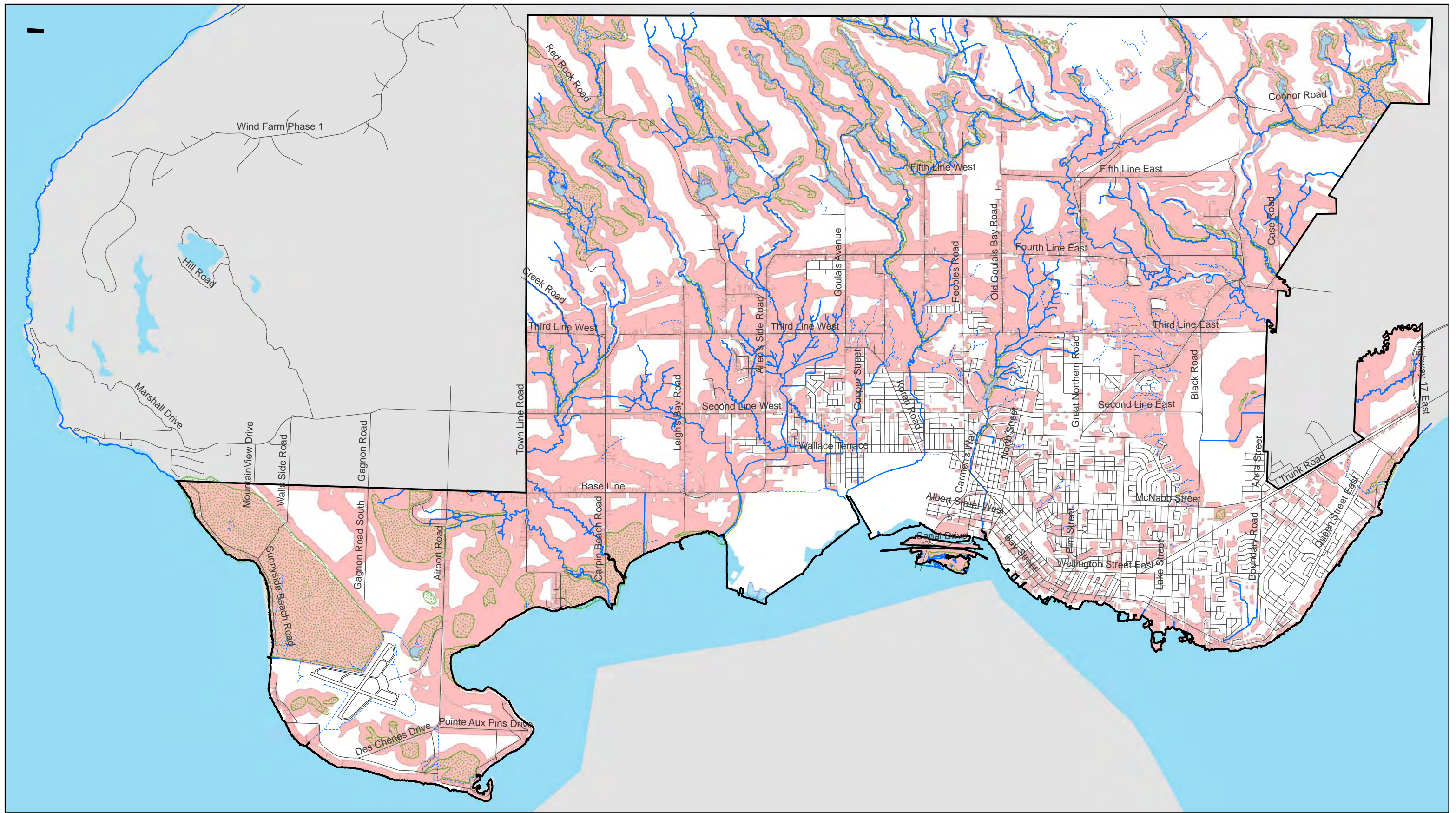
The major recommendations resulting from this study include:

- It is recommended that the archaeological potential mapping be used in determining requirements for archaeological assessments (Figure 1).
- It is recommended that the Engineering and Planning Department work with City departments to establish protocols that ensure that in all appropriate circumstances, construction projects undertaken by developers, ratepayers and the City of Sault Ste. Marie that may impact archaeological resources on public lands (e.g., trail, playground, playing field, public washroom, parking lot construction, road widening/extension, trunk sewer and watermain construction, stormwater management facility construction, municipal building and structure construction, etc.) and which are located in areas of archaeological potential, are subject to archaeological assessment prior to any land disturbing activity.
- It is recommended that when there are any new designations of heritage properties (which include constructions dating before 1920) under Part IV of the Ontario Heritage Act, that the property footprint be added to the final potential mapping (Figure 1). If the newly designated property is surrounded by greenfields, the newly designated property should be buffered by 100 metres for archaeological potential.
- No Stage 4 archaeological investigations on Aboriginal sites should be undertaken within the City of Sault Ste. Marie without first filing a First Nations consultation report with the Engineering and Planning Department.
- Archaeological assessment reports should contain advisories on the steps to be taken should unanticipated deeply buried archaeological remains or human remains be found on a property during construction activities.
- In order to ensure the long term viability of the Archaeological Potential Model, it should be subject to periodic comprehensive review and should be carried out by a licensed archaeologist in co-ordination with the periodic review of the City's Official Plan
- Procedures outlined in the Memorandum of Understanding between the Ministry of Tourism and Culture and the City of Sault Ste. Marie should be followed regarding the sharing of information concerning archaeological site locations.
- It is recommended that the City develop and adopt, in consultation with the Ministry of Tourism and Culture, relevant Aboriginal communities, other agencies, landowners, and the public, a "Contingency Plan for the Protection of Archaeological Resources in Urgent Situations."
- The City of Sault Ste. Marie should implement a public awareness initiative by which the general public might be made more knowledgeable of the wide range of archaeological resources present within the City.
- The City of Sault Ste. Marie should consider preparing both an accurate and comprehensive inventory of the archaeological collections currently held by museums and consulting archaeologists and a guideline encouraging the curation of material from archaeological sites within Sault Ste. Marie at local museums.








In summary, cities can no longer avoid dealing with archaeological resources especially since provincial planning policy has been strengthened in this regard. More importantly, there are clear precedents in law that demonstrate the severe financial and political costs of avoiding this responsibility. Sault Ste. Marie is making a wise choice in building on their past commitment and joining with other major municipalities in Ontario (e.g., Muskoka, Ottawa-Carleton, Howland Township on Manitoulin Island, London, Toronto, Kingston, Region of Waterloo, to name only a few) in adopting progressive policies for the wise use and conservation of their archaeological records.






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LEGEND

 Archaeological Potential with integrity and no slope exceeding 10degrees	 Intermittent Water Course	 Wetland
	 Open Water Course	 Waterbody

BASE:
 The Corporation of the City of Sault Ste. Marie
 Engineering & Planning Division
 Feb 8, 2010



 SCALE
 ASI PROJECT NO.: 09SP-81
 DATE: SEPT 27, 2010
 DRAWN BY: S.F.
 FILE: 09SP-81_Final Potential

Figure 1: Final Zone of Archaeological Potential