



Association of Professional Archaeologists

Newsletter 7(1): 1996

Box 101, McMaster University P.O.,
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Provincial Policy Statement for Proposed Bill 20: Ontario's Latest Planning Act

By: L.R. Bud Parker

Editor's Message

So far, 1996 is beginning to shape up as expected. The common sense emanating from Queen's Park appears not to include the preservation of the provincial heritage. Archaeological resource protection appears to be on the list of concerns to be cut from environmental and planning legislation in the months to come. The Ontario Heritage Foundation appears now to be unfunded, and may not even exist following the public service employees union strike action and apparently inevitable civil service downsizing. These changes will provide professional archaeologists in the province with a wide variety of challenges. The concerns of archaeologists may be effectively presented to the provincial government by the Association. The discussion necessary for arriving at an agreed position on many of the emerging issues can be facilitated through the Newsletter.

Through this year, I would like to invite

I have been invited to present the cultural heritage issues regarding the above-noted policy statement released by the provincial government in early January. (It is noted that the stakeholders deadline for responding to this document is March 4, 1996, however the APA did not receive one until early February)

Planning reform has been a lengthy process in Ontario, and it was the Sewell Commission on planning that brought APA into the debate during the last NDP government. The APA presented a critique of the Sewell discussion papers and draft policy statements. The NDP-sponsored new Planning Act was proclaimed on March 1, 1995 with several important policy statements which seemed to protect archaeological and other heritage resources. It was anticipated that archaeological assessments would be required for all proposed land developments, not just subdivisions. In 1995 my own work outside of Waterloo Region did include assessments for 'mere' zone changes.

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submissions to the newsletter in three principle areas. *Executive and committee reports*, absent from this issue, are being sought from the executive summarizing executive meetings, their work on behalf of the Association, and other points of interest to members. *Viewpoints* will run longer pieces which detail an individual member's perspective on particular issues. In this issue we are fortunate to have a brief history of the changing face of the Planning Act in Ontario, and the APA's continuing attempts to intervene meaningfully in the decision making that results in these changes. *Rumour Mill* will run short, unaccredited notes on areas of possible concern to APA members which have not been verified at the time of printing the newsletter.

Newsletter submissions timetable

Please forward your submissions to the APA Newsletter according to the following schedule:

March 1 issue	Mail by February 9 Fax by February 15
June 1 issue	Mail by May 17 Fax by May 24
December 1 issue	Mail by November 16 Fax by November 21

Submissions typed or laser printed on whitish paper in a relatively plain font are preferred. I can scan the hard copy and capture the text, or capture the text from a fax (some of the time). If you have a complicated graphic to

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Caribou and Reindeer Hunters of the Northern Hemisphere

Edited by Lawrence J. Jackson and Paul Thacker, Northeastern Archaeological Associates

WORLDWIDE ARCHAEOLOGY SERIES

Series Editor:
ROSS SAMSON



The role of caribou or reindeer (*Rangifer*) in human subsistence and economic behaviour is variably documented for the ethnographic, ethnohistoric, and archaeological record in the northern hemisphere. This volume addresses the need for a broader based understanding by archaeologists of human systems for exploiting *Rangifer*. The ethnographic stereotype of uniformly patterned 'big game hunters' has been applied to many cultural groups - including Palaeo Indians of eastern North America and Upper Palaeolithic groups in Europe. The archaeological record, however, can be interpreted to fit a variety of models of subsistence orientation. The prehistoric reality of idiosyncratic herd behaviour, boom and bust cycles of caribou populations, and misconceptions of hunting strategies from a limited archaeological record must all be addressed. The essays in this volume cover a broad spectrum, including a reassessment of the significance of *Rangifer* in the European Palaeolithic, historic reconstruction of Labrador Naskapi or Innu hunting patterns and their relevance to late-glacial models, several Great Lakes perspectives on settlement organization of eastern Palaeo-Indians and the probable role of caribou exploitation, a reassessment of the 'Age du Renne' from French Palaeolithic data, and a critical review of hunting 'mythologies' as applied by archaeologists to late glacial human populations. The result is a broad view of the species *Rangifer* and an interaction which has formed an integral part of human adaptive behaviour in the northern hemisphere. The contributors reflect a wide variety of Old and New World experiences and perspectives and provide an informative and entertaining series of essays.

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The election of the Harris government brought a new batch of policy makers to the table. While the Sewell-inspired 1995 Planning Act was supposed to streamline the development process, the Harris government has decided that further streamlining is needed. The Hon. Al Leach Minister of Municipal Affairs and Housing (MMAH) proposes "more municipal responsibility" in his cover letter accompanying the latest draft policy statement.

The 1995 Planning Act was accompanied by the 'Comprehensive Policy Statements: Implementation Guidelines', a huge document over 2 inches thick. The cultural heritage portion of this large work included Policies B13 and B14 & 15 totaling about 35 pages. In December 1995 the MMAH released a draft policy statement entitled "Provincial Policy Statement (Draft for Discussion Purposes, December 1995)", which comprises just over 21 pages and includes all planning issues, not just cultural heritage.

The 1995 NDP Planning Act policy statements Included B13 for Significant Landscapes, Vistas and Ridgelines. These issues/resources are not included In the Dec. 1995 draft policy statement. In B14 and B15 of the old (but still legal) 1995 policy statements we see the following:

B14: Policies and decisions regarding development and infrastructure should conserve significant cultural heritage landscapes and built heritage resources.

B15: Development and infrastructure may be permitted on sites containing significant archaeological resources and on sites with medium and high potential if the site is studied and the archaeological resources are removed, catalogued and analyzed prior to

development or construction. Where significant archaeological resources must be preserved on site to ensure their heritage integrity, only development and infrastructure which maintains the heritage integrity of the site will be permitted.

The Dec. 1995 policy statement contains the following replacement policies on cultural heritage and archaeological resources:

2.5.1 Significant built heritage resources and cultural heritage landscapes will be conserved,

2.5.2 Development and site alteration may be permitted on lands containing archaeological resources or areas of archaeological potential if significant archaeological resources have been conserved by removal and documentation, or preservation on site.

The Dec. 1995 policy statement has a definition section which defines "areas of archaeological potential" as:

areas with reasonable potential for the discovery of archaeological resources. This potential is based on the presence of a wide range of geographic and historical features which influenced past settlement. Archaeological potential is confirmed through archaeological assessment.

The policy statement in the original B15 was more comprehensive than the new draft statement 2.5.2. The definition for areas of archaeological potential contains the loaded term "reasonable". Whose reason? The use of archaeological assessments is hinted at in B15, but only found in a definition of "areas of archaeological potential" in the glossary.

Also in the definitions section of the Dec.

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forward, please put it in the mail, I will return it to you with your copy of the newsletter.

Submission Ideas

One of the subjects that I would like to deal with during 1996 is the conflict between entrepreneurial and academic archaeology. As professionals, we have had some degree of exposure to both fields, although for many of us, our academic experience was only as students.

What do entrepreneurial archaeologists owe academic archaeologists and what, in turn, do academics owe entrepreneurs?

We use data and syntheses formulated in academic settings to develop our interpretations of archaeological potential, site function and age and artifact classification. These frameworks are used in an academic manner: we research, make appropriate citation, and include a brief summary for our clients in the introductory sections of our assessment reports. As these summaries are relatively simple, subtle changes in the profession's understanding of the past are rarely reflected. It has been my experience that some academic archaeologists harbour the perception that the results of their own poorly-funded research is being used by consultants to turn a handsome profit.

The responsibility of the entrepreneurial archaeologist is two-fold: there is a legal obligation under the terms of the licence, and a business obligation to serve the needs of the client. There is no obligation to repay the academic archaeologist with funds or data from the project. Where money is tight, or competition strong, cost reduction comes by treating analysis beyond the level of a detailed catalogue as an "after-hours" project. While many consultants do publish data regularly, more of us have backlogs that we may never clear. This obliga-

tion is understood by academic archaeologists to be a failing of the consultant community: a negative attitude, perhaps not unfair, but certainly unhelpful.

Personally, I feel that it would be most beneficial to see bridges, rather than barricades built between academic and entrepreneurial archaeologists. For example, in northern Ontario, the majority of field work has been undertaken by consulting archaeologists for a variety of development projects. Many airports, pipelines, mines, gravel pits and roads have been tested with no sites discovered. The reports of this work are filed, development proceeds and no further discussion of the project arises. Even when an assessment results in the discovery of artifacts or sites the information does not always become more widely known. Yet the total body of data could be put to good use in developing or refining the predictive models currently in use or under development, and for improving our understanding of the archaeological past. Establishing a common ground between academic and entrepreneurial archaeologists would be a first step in a potentially fruitful enterprise.

I hope that APA members will take the time to submit statements of their own feelings or experiences regarding the roles and responsibilities of academic and entrepreneurial archaeologists. We certainly have a good representation in the membership of both groups, including a number who work in academic settings and act as consultants, or who have experience on both sides of the fence.

I look forward to hearing your views and concerns regarding archaeology or the APA in the very near future. Incidentally, while I don't have an e-mail address just yet, but I have had a look at the CAA BBS as an alternate forum for discussions, and any APA members who are also CAA members should check it out.

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January 2, 1996

Dear Colleague:

I am attaching for your review and comment a copy of the draft Provincial Policy Statement.

On November 16th, 1995, I announced in the legislature that I would bring in a planning system that is faster and less bureaucratic. Bill 20, the *Land Use Planning and Protection Act*, was given second reading on December 14, 1995. The draft Provincial Policy Statement is another important component of this new planning system.

All provincial ministries involved in land use planning have taken a hard look at their policy interests, and separated out key provincial interests from matters of local concern.

Our objective is to focus on expected results, giving municipalities more flexibility in deciding how to achieve those results. In this way, provincial interests can be protected without unduly restricting municipal autonomy and accountability. We are seeking your input on how to make the policies better. We would like your comments on the attached draft of the proposed Provincial Policy Statement that will replace the Comprehensive Set of Policy Statements.

You are invited to send comments by March 4, 1996 to: Policy Statement Review, Municipal Planning Policy Branch, Ministry of Municipal Affairs and Housing, 13th Floor, 777 Bay Street, Toronto ON M5G 2E5.

Additional copies of the Provincial Policy Statement may be obtained from the Ministry of Municipal Affairs and Housing by calling (416) 585-7041. It is also available through the Environmental Bill of Rights registry, available to computer users by modem, and through more than 250 public libraries across Ontario.

Sincerely,

A handwritten signature in dark ink, appearing to read "Al Leach".

Al Leach
Minister

Attachment

1995 document is the term "significant archaeological resources", which:

means the remains of any building, structure, activity, place or cultural feature, which because of the passage of time is on or below the surface of the land or water, and which has been identified and evaluated and determined to be significant to the understanding of the history of a people or place. The identification and evaluation of this resource is based upon an archaeological assessment.

Again the term "archaeological assessment" is used, but it's again found in the glossary of the document. I have since learned that the meat of the original B14 & B15 statements have been relegated to "technical manuals" which are to accompany the new Planning Act (Bill 20) when it is proclaimed later this year. I never saw the promised technical manuals for the NDP's 1995 Planning Act, but a change in government did interrupt the process.

Readers are asked to examine the above excerpts and my comments. As you can see, the Harris government has not removed archaeology from the land use planning process to help developers. But, the streamlining action envisioned may see municipalities taking on more responsibilities for archaeological resource planning.

MCZCR will likely only review consultant reports and issue letters in response to these reports, while the municipal planners will now be saddled with applying the policy statements to development proposals. The archaeological consulting community will have to depend on municipal planners to correctly flag developments with archaeological assessment/mitigation conditions. Recently, in Waterloo Region the heritage planning position was eliminated from the planning department, and this is a municipality with an archaeological master plan! In these times of fiscal restraint, will municipalities be able to afford the time to review development applications for archaeological potential/sites? Don't give up that day job, folks.

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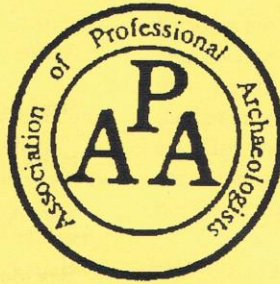
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