

REGION OF OTTAWA-CARLETON  
RÉGION D'OTTAWA-CARLETON

REPORT  
RAPPORT

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DATE 21 May 1999

TO/DEST. Co-ordinator  
 Planning and Environment Committee

FROM/EXP. Planning and Development Approvals Commissioner

SUBJECT/OBJET **PUBLIC MEETING TO CONSIDER DRAFT REGIONAL  
 OFFICIAL PLAN AMENDMENT 6 - ARCHAEOLOGICAL  
 RESOURCES POTENTIAL MAPPING STUDY**

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### DEPARTMENTAL RECOMMENDATIONS

1. That Planning and Environment Committee and Council approve the *Archaeological Resource Potential Mapping Study (April 1999)*, under separate cover, to be used as a tool in implementing policies for the protection of archaeological resources, as required in the Provincial Policy Statement, the 1997 Regional Official Plan and the Memorandum of Understanding transferring plan review responsibilities to the Region;
2. That, subject to the public meeting, Planning and Environment Committee recommend that Council enact a bylaw to adopt draft Regional Official Plan Amendment 6 to the 1997 Regional Official Plan, attached as Annex A to this report, to reflect the recommendations of the *Archaeological Resource Potential Mapping Study*.

### BACKGROUND

In June 1998, Council approved the appointment of Archaeological Services Inc. in association with Geomatics International Inc. to undertake the *Archaeological Resource Potential Mapping Study*. The study was prepared to implement policies for the protection of archaeological resources in the Provincial Policy Statement and the Regional Official Plan. The study was also required to meet a contractual obligation with the Province to assume the review of development applications to ensure the conservation of archaeological resources. As part of the development review process, the Planning and Development Approvals Department is to identify those planning applications in which archaeological resource assessments will be required prior to development occurring on the subject lands. In order to efficiently review development applications, the Department needs a GIS driven planning tool which will assist in determining

when an archaeological resource assessment is required, as well as guidelines and protocols to guide its application.

The Regional Official Plan as approved by Regional Council in July 1997 requires Council to prepare a Cultural Heritage Strategy to contribute to the conservation of Ottawa-Carleton's cultural heritage resources early in the development process. Cultural heritage resources are defined in the Regional Official Plan "as archaeological resources; buildings and structural remains of historical, architectural and contextual value; rural, Village and urban districts or cultural landscapes of historic interest; and monuments and cemeteries." The *Archaeological Resources Potential Mapping Study* will be the first component of the Cultural Heritage Strategy.

The *Archaeological Resource Potential Mapping Study* will also benefit:

- the local development community when making financial and development decisions;
- Provincial and Federal agencies, by assisting in their asset management and development review processes;
- the area municipalities for use during their development review process and municipal development/infrastructure projects.

## STUDY OBJECTIVES

The purpose of the study was to ensure the identification, evaluation and conservation of archaeological resources through effective planning. The objectives of the study were:

- 1) to inventory prehistoric and historic archaeological resources in Ottawa-Carleton;
- 2) to develop an archaeological potential model based on locally relevant criteria; and
- 3) to prepare implementation guidelines for archaeological resource management.

The archaeological potential mapping model outlined in the *Archaeological Resource Potential Mapping Study* will allow a staff member from the Regional Planning and Development Approvals Department without archaeological expertise to make a simple yes/no determination of whether a development property requires an archaeological resource assessment prior to development. The potential mapping model provides an Ottawa-Carleton specific planning tool that has been approved by the Ministry of Citizenship, Culture and Recreation (see letter, Annex B). Only development applications which require an archaeological resource assessment as a condition of approval will need to be reviewed by the Ministry.

Amendment 6 amends the Regional Official Plan to reflect the fact that the *Archaeological Resource Mapping Study* is now completed and provides the planning guidelines which will be used to protect archaeological resources.

## CONSULTATION

The study was prepared in co-operation with an Advisory Committee. The Committee included representatives of the following agencies: the area municipalities, the National Capital Commission, Parks Canada, the Canadian Museum of Civilization, the Ontario Ministry of Citizenship, Culture and Recreation, the Ontario Archaeological Society (Ottawa Chapter), the Ottawa-Carleton Home Builders Association and the Algonquin Golden Lake First Nation.

Committee members met at key stages in the project and provided advice on the archaeological resources database, the evaluation/development of locally relevant criteria to determine archaeological potential, guidelines for resource management and outreach with affected communities such as first nations and heritage groups.

Two public meetings were held in the Fall 1998 to provide information on the study and to solicit information on unregistered archaeological sites within Ottawa-Carleton that are known only to avocational archaeologists. Separate meetings were held with professional archaeologists working in eastern Ontario, with the members of the Ontario Archaeological Society (Ottawa Chapter) and with members of the Ottawa-Carleton Home Builders Association to present the results of the study and provide another opportunity for input, prior to the preparation of the final report. Many of the comments received were helpful in improving the clarity of the report. The revisions were made in consultation with the Ministry of Citizenship, Culture and Recreation in recognition of their special role in dealing with archaeological resources and in approving the *Archaeological Resource Potential Mapping Study* before it can take effect.

Members of the Ottawa-Carleton Home Builders Association expressed the concern that there would be an increased cost and delay as a result of the implementation of the Archaeological Resource Potential Mapping Study. The study creates an Ottawa-Carleton specific tool rather than relying on generic Ministry (MCzCR) guidelines. It provides an up front indication as to whether a property has archaeological potential, and it speeds up the review process in determining the need for an archaeological assessment of a site. In fact, the total area in Ottawa-Carleton that will require assessment has been reduced significantly (from 95% of the land mass of Ottawa-Carleton to 45%) as a result of the Ottawa-Carleton specific model. The use of the potential mapping model will ensure that important information about Ottawa-Carleton's heritage is not lost, while permitting development to proceed once basic conservation measures have been taken, as required by Provincial policies.

A presentation and discussion on the study process, results and implementation is planned for the morning of June 22, 1999. The intent is to make all involved with the development approval process familiar with the implementation of the archaeological potential mapping model.

## STUDY RECOMMENDATIONS

The *Archaeological Resource Mapping Study* makes the following recommendations:

### Changes to the Regional Official Plan

Recommendation 1 suggests that the Regional Official Plan be revised to reflect the Region's commitment to adhering to the planning and management guidelines identified in the study and to require local municipalities to amend their Official Plans to contain the same commitment.

Staff has prepared Regional Official Plan Amendment 6 (Annex A) to reflect the fact that the *Archaeological Resource Mapping Study* is now completed and provides the planning guidelines which will be used to protect archaeological resources. The commitment to protect archaeological resources is already contained in the Regional Official Plan. Regional Official Plan Amendment 6 only changes the criteria for deciding when an archaeological resource assessment is required, as well as the guidelines to protect archaeological resources. Area municipalities should also make similar changes to their Official Plans to bring them into conformity with both the Regional Official Plan and the Provincial Policy Statement.

### Development Approval

The *Archaeological Resource Potential Mapping Study* will be used to implement the Regional Official Plan policies related to the protection of archaeological resources. Recommendation 2 suggests that the policy in the archaeology section of the Regional Official Plan and in each local Official Plan require that, where any portion of a proposed development application exhibits potential for the presence of sites, as determined by the potential mapping study, an archaeological assessment prepared to the satisfaction of the Ministry of Citizenship, Culture, and Recreation, be undertaken to determine if an archaeological resource is present, and if so, to determine an appropriate method to protect and manage the resource.

Such a report would be submitted to the Regional Municipality of Ottawa-Carleton, the relevant local planning authority, and the Ministry in the case of Plans of Subdivision and Condominium, site specific Regional Official Plan Amendments, Site Plans involving large parcels of undisturbed land, as well as regional and municipal development/infrastructure projects. In the case of consent applications which require an archaeological assessment, the report should also be submitted to the Regional Municipality of Ottawa-Carleton, as well as the relevant local planning authority, and the Ministry prior to any land disturbing activity. In all cases, the plan for protection or salvage of any significant archaeological site(s) found during the course of the assessment must also be approved by the Ministry of Citizenship, Culture, and Recreation, and be implemented prior to land disturbance. It is not necessary to undertake such assessments on those lands that fall within zones identified as being of no potential.

### Guidelines for Data Sharing, Public Projects and a Contingency Plan

Recommendation 3 suggests that all planning agencies, co-operatively establish guidelines for sharing archaeological information derived from the application of the potential mapping study.

Recommendation 4 suggests that the Region and area municipalities establish guidelines to ensure that municipal construction projects that may negatively impact archaeological resources on public lands and which are located in areas of potential, are subject to archaeological assessment prior to any land disturbing activity.

Recommendation 5 suggests that all Planning Departments (regional and local) develop and adopt, in consultation with the Ministry of Citizenship, Culture, and Recreation, other appropriate agencies, landowners, and the public, a “Contingency Plan for the Protection of Archaeological Resources in Urgent Situations.” The Contingency Plan would address matters such as the notification process, investigation and reporting requirements, and financial responsibility in circumstances when deeply buried archaeological remains are found on a property during construction activities.

Staff suggests that work on these three guidelines be carried out in 1999 in consultation with area municipalities, the Ministry of Citizenship, Culture and Recreation, and other agencies.

### COMMENTS RECEIVED FROM CIRCULATION OF DRAFT ROPA 6

To implement the *Archaeological Resource Potential Mapping Study* recommendations, staff prepared and widely circulated draft Regional Official Plan Amendment 6. On May 3, a meeting was held with area municipal planners to discuss draft Regional Official Plan Amendment 6. The draft amendment was revised to reflect suggestions made at the meeting.

The City Councils of Kanata and Gloucester supported draft ROPA 6 as well as the South Nation Conservation Authority. The City of Ottawa provided comments related to the fact that the *Archaeological Resource Potential Mapping Study* shows the City’s historic core as having archaeological potential but does not recommend requiring an archaeological assessment. The City asked for two modifications to clarify the draft amendment: 1) to include that in cases of development in the City’s historic core area, an archaeological assessment will not be required as part of the approval process but that in the event archaeological resources are found, an archaeological assessment will be required; 2) to specify that an archaeological assessment is not required when a consent application is severing existing units. Staff amended the draft ROPA 6 as suggested by the City of Ottawa.

## FINANCIAL IMPLICATIONS

Most Regional infrastructure projects (i.e. roads, water and sewer services) are already subject to Environmental Assessment which includes the requirement to do an archaeological assessment. There will be some additional cost to do an archaeological assessment when Regional infrastructure projects are not subject to Environmental Assessment and are located in an area of archaeological potential.

## CONCLUSION

The *Archaeological Resource Potential Mapping Study* provides the Region with an excellent planning tool to identify lands within Ottawa-Carleton that have archaeological potential. This tool will be useful in protecting Ottawa-Carleton archaeological resources as required by Provincial policies and the Regional Official Plan. The potential mapping model provides site specific indication of archaeological potential that can be used to guide private development proposals and public projects in terms of the need for assessment and protection of archaeological resources in a timely and effective manner.

Regional Official Plan Amendment 6 implements the *Archaeological Resource Potential Mapping Study* and reaffirms Council's commitment to protect Ottawa-Carleton's heritage.

*Approved by*  
*Nick Tunnacliffe, MCIP, RPP*

Attach. (2)

**DRAFT  
AMENDMENT 6  
OFFICIAL PLAN (1997) OF THE REGION OF OTTAWA-CARLETON**

**PURPOSE**

The purpose of Amendment 6 is to implement policies for the protection of archaeological resources, as required in the Provincial Policy Statement and the 1997 Regional Official Plan.

**BASIS**

The Regional Official Plan as adopted by Regional Council in July 1997 requires Council to prepare a Cultural Heritage Strategy to contribute to the conservation of Ottawa-Carleton's cultural heritage resources early in the development process. Cultural heritage resources are defined in the Regional Official Plan "as archaeological resources; buildings and structural remains of historical, architectural and contextual value; rural, Village and urban districts or cultural landscapes of historic interest; and monuments and cemeteries." The Plan states that one of the components of the Cultural Heritage Strategy will be "archaeological resource potential mapping, based on locally relevant criteria." In June 1998, Council approved the appointment of consultants to undertake the *Archaeological Resource Potential Mapping Study*, now completed.

As part of the transfer of review responsibility agreed to by the Region and the Province, the Planning and Development Approvals Department must identify those planning applications for which archaeological assessments will be required prior to development occurring on the subject lands. If as a result of an assessment an archaeological resource is found, vital information about the archaeological site in advance of its destruction will be collected, or the resource will be protected while development proceeds around it. This ensures that crucial information about Ottawa-Carleton's heritage is not lost, while permitting development to proceed once basic conservation measures have been taken.

The archaeological potential mapping model outlined in the *Archaeological Resource Potential Mapping Study* provides a tool, specific to Ottawa-Carleton, rather than relying on generic Provincial criteria. It provides an indication as to whether a property has archaeological potential, and it speeds up the review process by predetermining the need for an archaeological assessment of a site. The archaeological potential mapping will be used for most planning applications. However, for consent applications, an archaeological assessment will be required based on the specific criteria outlined in Policy 6.12.5. This will reduce the number of times an archaeological assessment will be required for consent applications.

The *Archaeological Resource Potential Mapping Study* shows the historic core of the City of Ottawa (as defined by the city limits at the time of its incorporation in 1855) as having archaeological potential. This recognises that some archaeological sites are likely to have survived as deeply buried deposits in areas that have been developed. In cases of development in the City's historic core area, an archaeological assessment will not be required. Rather, development proponents should be advised of the City's interest in the archaeological potential of the area. In the event that archaeological resources are encountered, a contingency plan will apply.

Amendment 6 amends the Regional Official Plan to reflect the fact that the *Archaeological Resource Mapping Study* is now completed and provides the planning guidelines which will be used to protect archaeological resources. The commitment to protect archaeological resources is already contained in the Regional Official Plan. Amendment 6 only changes the criteria for deciding when an archaeological resource assessment is required, as well as the guidelines to protect archaeological resources.

While not a part of Amendment 6, the following definition of "undisturbed lands" for the purpose of archaeology will be added to the Regional Official Plan Glossary: "Undisturbed lands- For the purpose of archaeology, undisturbed lands consist of any setting where archaeological deposits can still exist intact. This includes unlogged woodlots, logged woodlots, pasture land, or actively cultivated farm lands. Lands severely altered, but containing intact archaeological deposits, are also considered undisturbed lands. This mostly refers to deposits sealed or capped under fill, roads, etc. Disturbed lands generally consist of areas where topsoil or overburden, and an additional metre of soil have been physically removed."

### **THE AMENDMENT**

1. Policy 6.12.3 is hereby amended by replacing the words "using archaeological potential criteria, before the Cultural Heritage Strategy and/or archaeological potential mapping is completed, and in conjunction with area municipalities" by the words "using the archaeological potential mapping updated from time to time outlined in the *Archaeological Resource Potential Mapping Study (1999)*."
2. Policy 6.12.4 is hereby deleted and replaced by the following policies:
- "3. When reviewing development proposals for Plans of Subdivision and Condominium, site specific Regional Official Plan Amendments and Site Plans involving large parcels of undisturbed land, determine whether any portion of a proposed development application or a public work has the potential for the discovery of archaeological resources. Council shall consult, and shall require the local municipality to consult the *Archaeological Resource Potential Mapping Study* to determine archaeological potential.



5. When reviewing consent applications, consider that archaeological potential exists only when the application would:
  - a) contain or directly affect a registered archaeological site, or directly affect a federal, provincial, or municipal historic landmark, monument or designated property, or
  - b) lead to impacts (any soil disturbance) upon undisturbed lands (woodlot, pasture, ploughed land) that are located within 100 metres of the top bank of the Ottawa, Rideau, Carp, Mississippi, or Jock Rivers when two or more new building lots are created.

When a consent application is severing existing units there is no requirement for an archaeological resource assessment.

6. Encourage the City of Ottawa to advise development proponents in the City's historic core area, that if archaeological resources are discovered during the course of construction, the site should be protected from further disturbance until a licensed archaeologist has completed an archaeological resource assessment and any necessary mitigation has been completed. While the *Archaeological Resource Potential Mapping Study* shows the historic core of the City of Ottawa (as defined by the city limits at the time of its incorporation in 1855) as having archaeological potential, an archaeological assessment will not be required as part of the development approval process.
  7. If archaeological potential exists based on Policies 6.12.4 and 6.12.5 require an archaeological resource assessment conducted by an archaeologist licensed under the *Ontario Heritage Act* as a condition of development approval. Archaeological assessment reports shall:
    - a) be carried out to the satisfaction of the Ministry of Citizenship, Culture and Recreation and the approval authority;
    - b) include conservation-related recommendations such as documentation, removal and/or preservation *in situ* for heritage integrity purposes, if significant archaeological resources are discovered on a subject property; the plan for protection or salvage of any significant archaeological site(s) found during the course of the assessment must be implemented prior to land disturbance.”
3. Policies 6.12.5, 6.12.6, 6.12.7, 6.12.8, 6.12.9, 6.12.10 and 6.12.11 are hereby renumbered to 6.12.8, 6.12.9, 6.12.10, 6.12.11, 6.12.12, 6.12.13 and 6.12.14.

Ministry of Citizenship,  
Culture and Recreation

Ministère des Affaires civiles,  
de la Culture et des Loisirs



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April 28, 1999

To: Sylvie Grenier  
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Ottawa, Ontario K2P 2L7

**RE: Archaeological Resource Mapping Study and Regional OPA #6**

I have had a chance to review the archaeological resources undertaken by Archaeological Services Inc. on behalf of the Region of Ottawa-Carleton. The data and findings presented in that report have clearly been well researched and thought out. As such, although the mapping of potential presented in the report varies considerably from the provincial standards, they clearly are relevant to the physical and historical context of Ottawa-Carleton. For this reason, we can have no objections to the region using this mapped data in place of the provincial screening criteria when determining the presence or absence of archaeological concerns for a particular development application.

I have also reviewed the proposed OPA that will implement the archaeological study. Adoption of this OPA will both initialise the regular use of the archaeological study, and complete the Region's earlier Official Plan policy commitment to have regard for this part of the PPS.

On behalf of this Ministry, I wish to commend the Region for undertaking this effort. Obviously, the use of this study in making Planning-Act decisions will both ensure the Region effectively addresses the archaeological heritage conservation concerns arising from development activity, and ensure provincial support for all of those potential determinations. We also remain available to the Region in addressing specific technical issues arising from managing archaeological resources, providing support and assistance in mediating any disputes that arise, and in taking the results of implementation to further refine the model in the years ahead.

I trust that these comments are of assistance. Should you have any questions, please give me a call.

Sincerely,

A handwritten signature in black ink, appearing to read "Neal Ferris", written over a horizontal line.

Neal Ferris  
Regional Archaeologist/Heritage Planner

cc. ✓ R. Williamson, Archaeological Services Inc.  
C. Healy, MMA&H