



Council Report

Report Number:	ED2025-010
Meeting Date:	June 24, 2025
Title:	Archaeological Management Plan
Description:	Review of the proposed new Archaeological Management Plan
Author and Title:	Emily Turner, Economic Development Officer – Heritage Planning

Recommendations:

That Report ED2025-010, **Archaeological Management Plan**, be received; and

That the final Archaeological Management Plan be brought forward for adoption at the September 23 Council Meeting.

Department Head: _____

Financial/Legal/HR/Other: _____

Chief Administrative Officer: _____

Background:

Archaeological management plans have been developed across Ontario municipalities for the past twenty years as frameworks for the good management of archaeological resources. These plans are intended to provide policy direction, processes, strategies and data management tools to help municipalities fulfil their legal obligations with regard to the identification and protection of archaeological resources within their jurisdiction. Typically, archaeological management plans have two key components: an archaeological potential map, being a data model to help municipalities identify where archaeological resources may be present; and a policy direction report outlining recommendations for new or amended policies, processes and strategies to help municipalities implement the potential map and address the legal requirements for the protection and conservation of archaeological resources within the land use planning context. In most municipalities, these plans are known as AMPs; however, the Kawartha Lakes plan will be referred to as the ArchMP to avoid confusion with the City's Asset Management Plan which is typically referred to as the AMP.

The City's Heritage Master Plan (2012) first recommended that an ArchMP be prepared to help the City manage its archaeological resources. This recommendation was reiterated in the 2017 amendments to the City's Official Plan that updated its cultural heritage policies. Funds were allocated in the 2023 Special Projects budget for the completion of the Archaeological Management Plan and an RFP was issued. The contract for the AMP was awarded to Timmins Martelle Heritage Consultants Inc. (TMHC) in January 2024 and the project commenced in February 2024. The development of the ArchMP has involved extensive data collection and review, and policy review and development, as well as consultation with Indigenous communities, external stakeholders, the public, the Kawartha Lakes Municipal Heritage Committee, and City staff. The two outputs from this process are an archaeological potential map and a policy direction report, which together form the Kawartha Lakes Archaeological Management Plan.

At its meeting of June 5, 2025, the Municipal Heritage Committee received a presentation from staff and TMHC and reviewed the final draft of the Archaeological Management Plan. After its review of the Plan, the Committee passed the following resolution:

KLMHC2025-057

Moved By I. McKechnie

Seconded By S. McCormack

That Report KLMHC2025-041, **Archaeological Management Plan**, be received;

That the Archaeological Management Plan be endorsed; and

That this recommendation be forwarded to Council.

Carried

This report has been prepared to provide Council with background information regarding the Archaeological Management Plan and its development, and an opportunity to review its draft policy direction prior to its adoption.

Archaeological Management in Ontario

In Ontario, the protection and conservation of archaeological resources is largely a municipal responsibility, although it is mandated and regulated at a provincial level. Archaeological resources are any physical traces of past material culture and can range from singular objects, such as buttons or flint tools, to complex sites, such as battlefields, villages or shipwrecks. Through the Ontario Heritage Act, the Provincial Planning Statement 2024 (PPS), the Environmental Assessment Act, and other provincial legislation and policy, municipalities are required to ensure that archaeological resources are conserved as part of the planning and development and capital project processes, and are the decision-making authority in the review and acceptance of archaeological assessments. In practice, this means that the City must ensure that archaeological assessments are completed in areas of archaeological potential as part of the development approval and capital project planning processes, that Indigenous communities are notified and consulted regarding archaeological resources, and that archaeological resources identified either during assessment or construction are protected and the impact of the proposed development mitigated. The City regularly receives and reviews archaeological assessments submitted as part of Planning Act applications and completes archaeological assessments in support of its capital projects.

Requirements related to archaeology are also underpinned by the municipal obligations in relation to Indigenous treaty rights and the duty to consult. The City includes lands that are covered by two treaties – the 1818 Rice Lake Treaty, also known as Treaty 20, and the Williams Treaties of 1923 – and the seven Indigenous communities which are the signatories to these treaties maintain active treaty rights in the region. These treaty rights include the stewardship of Indigenous heritage and the City is required to uphold and honour those treaty rights. Procedural elements of the Crown's duty to consult, as

defined through Section 35 of the Constitution Act (1982), have been delegated to municipalities through provincial legislation and policy, including the Provincial Planning Statement, 2024 (PPS) which directs municipalities to engage with Indigenous communities as part of the municipal management of archaeological resources. Other Indigenous communities who are not the treaty holders, including the Metis Nation of Ontario and the Huron-Wendat Nation, also have a historic and contemporary interest in the area.

Ontario municipalities are not required to prepare and implement archaeological management plans. However, their preparation is recommended in the PPS as a tool to help fulfil obligations with regard to the conservation of archaeological resources by providing transparent and consistent policy and procedure, a robust dataset for decision-making, and strategies for early engagement with Indigenous communities. Whether or not a municipality has an archaeological management plan in place, it still has the same legal obligations to protect and manage archaeological resources.

The archaeological record in Kawartha Lakes dates back approximate 12,000 years and a brief historic backgrounder has been prepared which provides an overview of the history of Indigenous and non-Indigenous occupation in the region. This overview is attached as Appendix A. Data from known archaeological sites supports the rich history of Indigenous and non-Indigenous occupation over the past 12,000 years. Data from modern, registered archaeological sites remains limited, largely due to the fact that the majority of Kawartha Lakes has not been assessed given the limits of present-day development and its concentration around settlement areas. However, this long history of occupation underscores the potential for archaeological sites to be discovered across the City as development is anticipated to increase, and as such the need for proactive management.

Rationale:

The creation and adoption of an ArchMP is an important tool to help guide municipal management of archaeological resources. As noted above, municipalities are required to manage archaeological resources and ArchMPs are intended as tools to provide the policies, processes, strategies, and data for doing so in a transparent, consistent, and data-driven manner. ArchMPs benefit municipal decision-makers, but also benefit the public and development community by ensuring that municipal expectations are clear and there is robust data to help make decisions and mitigate risk as part of the development approvals process. ArchMPs also provide benefit in advancing

reconciliation with Indigenous communities by providing strategies for consultation and partnership in archaeological resource management.

The Kawartha Lakes ArchMP has two primary outputs: the Archaeological Potential Map and the Policy Direction Report. These two elements together form the ArchMP and are complementary to each other. An explanation of each element and its development can be found below.

Archaeological Potential Map

The Archaeological Potential Map is a mapping and data management tool that is central to the ArchMP. The map, which is integrated with the City's existing ArcGIS platform known as 'CityMap', identifies areas of archaeological potential within the City where an archaeological assessment must be completed as part of development and capital project planning. The Archaeological Potential Map is a predictive data model; it does not identify where archaeological sites definitively are located, but rather identifies areas where there is a high potential that these resources may be located and where an archaeological assessment is required before development occurs to support informed, data-driven decision-making. A static version of the Archaeological Potential Map is attached as Appendix B.

The mapping has been developed through the collation of provincially-identified data sets where there is a statistical relationship between certain types of natural and human features and the potential for archaeological resources to be present in an area. These data sets include:

- Known registered archaeological sites, unregistered sites, findspots and site leads
- Waterbodies, including lakes, rivers, creeks and wetlands
- Physiographic features including glacial lake beaches, shore buffs, eskers and terraces
- Transportation routes, including portages, trails, railways and roads
- Historic buildings
- Core historic settlement areas
- Cemeteries

Using these data sets, several map layers have been created that show archaeological potential: an archaeological sites layer; an Indigenous potential layer that identifies archaeological potential specifically related to Indigenous communities; and a historic potential layer which identifies potential related to non-Indigenous communities. In order to create these layers, the identified data sets were mapped with distance buffers, in alignment with provincially-accepted criteria, best practice and local

conditions, applied to them to identify areas that have archaeological potential. Additional layers have been created that identify areas where archaeological potential has been removed or which are not subject to City jurisdiction, which includes areas of significant ground disturbance such as new subdivisions or existing aggregate operations and the areas where the City has no jurisdiction, specifically the five provincial parks within the boundaries of the City. To create the comprehensive overall archaeological potential layer, the individual potential layers have been combined to create a single layer that identifies where archaeological potential exists in the City, where it has been removed or does not exist, and where an archaeological assessment is required as part of development approvals and capital planning.

Given the limited development that has occurred in Kawartha Lakes over the past several decades, the existing archaeological data in the municipality is more limited than in larger centres and municipalities that have seen more intensive development and construction activities. As part of the data collection, 187 registered archaeological sites were identified, alongside 201 unregistered sites, findspots and site leads, which is low for an area the geographic size of Kawartha Lakes. Most registered archeological sites (136 of 187) in Kawartha Lakes are Indigenous in origin as are the majority of unregistered sites, findspots and site leads (184 of 201).

The major determining factor for archaeological potential in Kawartha Lakes is proximity to water. Provincial criteria for determining archaeological potential identifies proximity to waterbodies, including lakes, rivers, creeks, and wetlands, as an important determinant for archaeological potential because of the historic human use of waterways for travel and subsistence and a 300m buffer from water has typically been used as a determinant for whether an archaeological assessment is required for a project. Because a significant percentage of Kawartha Lakes' land mass is within 300m of a waterbody, the areas that have potential based on this criterion alone are significant and is reflected in the large portion of the City which has been identified as having archaeological potential through the mapping.

Once the ArchMP is adopted, the Archaeological Potential Map will be available both internally and externally with different degrees of data available on each version. The public facing version of the map will identify whether a given property parcel has archaeological potential or not and will be able to be used by property owners and development proponents to identify if they may be required to undertake an archaeological assessment as a required study as part of a Planning Act application. The intention of releasing this data to the public is to ensure transparency in the City's data and decision-making and to give property owners the data they need to make informed decisions regarding building and planning matters related to their property.

The internal mapping will include distinct Indigenous and non-Indigenous potential layers, as well as the location of known archaeological sites within the City. This more detailed data will remain internal and confidential as, in Ontario, the locations and contents of archaeological sites are confidential, largely to prevent looting and the disturbance of sacred sites. The maintenance of confidentiality for this data is particularly important for Indigenous archaeological sites which may include important cultural or ceremonial objects or ancestor remains.

The mapping that has been developed as part of the ArchMP is not static and one of the policy recommendations, as discussed in more depth in the Policy direction report, is the regular update of the map as archaeological assessments are undertaken in the City and more data is gathered to inform the model. This may include the addition of new archaeological sites to the potential layer if they are discovered as part of the development process, as well as the removal of archaeological potential from areas that are subject to an assessment and built out.

Policy Direction Report

The Policy Direction Report provides direction regarding how the archaeological potential mapping will be implemented and policies regarding archaeological management and collaboration with Indigenous communities. This direction report is attached as Appendix C and includes 21 policy recommendations, as well as new process and protocol guides related to archaeological review, standard conditions, unexpected discoveries and human remains and burial discovery. The proposed policies align with provincial legislation and policy which is explored in detail in the appended report.

The proposed policies in the direction report fall broadly into four (4) main categories, alongside several standalone recommendations related to specific aspects of archaeological resource management and municipal operations. Below is a high-level summary of the recommendations. Detailed discussion of each of the 21 recommendations can be found in the attached report.

- 1) Policy and By-law Amendments:** The policy report recommends updates to several planning and development related policies and by-laws including the Official Plan, Zoning By-laws, and the Site Plan Control By-law to ensure the City has enforceable land use planning policies in place related to archaeology. Key proposed changes include policy direction regarding the use of Holding provisions to protect known and significant archaeological sites, the development of more detailed zoning categories for burial places, and the application of site plan control to specific areas near water. Any amendment to these policies and

by-laws would require Council approval and be brought forward under the cover of a separate staff report at a future time. The recommendations related to OP policies will be incorporated via a City-initiated Official Plan Amendment, and/or considered through the forthcoming Official Plan review and update. There are several minor revisions to the Official Plan recommendations that are required prior to the final adoption of the ArchMP by Council to reflect the new Official Plan Office Consolidation which was ongoing at the same time as the policy directions were being developed.

- 2) Process Reviews and Updates:** The policy report recommends updates to a number of internal processes, particularly regarding development review, as well as the adoption of new protocols for accidental discoveries and human remains and burials. The intention of these updates is to streamline internal processes for efficient management of resources and archaeological review that aligns with provincial direction.
- 3) Working with Indigenous Communities:** The ArchMP has been developed with significant input from Indigenous communities (see below) and the recommendations support continued collaboration, partnership, and consultation in the management of Indigenous archaeological resources in Kawartha Lakes. This includes entering into memorandums of understanding (MOUs) and data-sharing agreements, particularly related to GIS data, archaeological assessment reports, and review functions.
- 4) Data Management:** The policy report recommends that the City regularly update the archaeological potential mapping to ensure accurate data both internally and externally, as well as a legal deposit requirement for archaeological assessment reports to ensure the City has thorough data for its decision-making. These recommendations support the broad goal of the ArchMP to develop good data management practices to support good decision-making and transparency.

Once the ArchMP is adopted, these policies will be reviewed and implemented over time. Some of the policy recommendations will require Council approval for implementation and will be brought forward as they are developed for review and approval. Some of the recommendations, such as the amendments to the Official Plan, will require additional public and Indigenous consultation to implement.

Indigenous Consultation and Engagement

Indigenous consultation and engagement are a key part of the development of an ArchMP. Many known archaeological sites in Kawartha Lakes are Indigenous in origin and it is anticipated that many sites found in the future will also be Indigenous. The development of the ArchMP requires both Indigenous knowledge in the creation of the archaeological potential map and substantial engagement and discussion regarding the

policy direction report to ensure that the recommendations support continued and meaningful Indigenous engagement in the archaeological process.

The seven Williams Treaties First Nations, who are the treaty holders for this region, were circulated at the initial outset of the project, as well as the Métis Nation of Ontario, the Huron-Wendat Nation, and Mohawks of the Bay of Quinte, who are not treaty holders but who have a historic interest in the area. The communities were invited to participate in the project at the level that they deemed appropriate for their interest, including receiving circulations, providing comment, and participating in regular meetings with the consultant team and staff.

The four Michi Saagiig communities – Alderville First Nation, Curve Lake First Nation, Hiawatha First Nation and Mississaugas of Scugog Island First Nation – participated in the most involved way throughout the development of the mapping and policy directions report, meeting at regular intervals with staff and the consultant team to review the outputs and provide data, feedback, and recommendations. The other communities were circulated on all material and provided feedback, but typically did not participate in the regular meetings.

The recommendations of the policy directions report specifically address the need for continued consultation and engagement with Indigenous communities once the Archaeological Management Plan is adopted. This includes regular City operations, such as the review of Planning Act applications, as well as specific action items, such as the creation of MOUs and data-sharing agreements with Indigenous communities.

Local Indigenous communities are highly supportive of the adoption of the ArchMP as a tool for archaeological resource management and as a concrete action in advancing reconciliation locally.

Public Consultation and Engagement

The project team has been undertaking public consultation and education throughout the project. A Jump In project page was created at the initial stages of the project and updates were made to the City's website to let the community know that the project was initiated with direction to the Jump In page for additional information. This has included consultation with both local stakeholders, including Parks Canada, Ontario Parks and local conservation authorities, as well as with the community at large. An internal technical advisory team was also formed with staff from across City divisions whose work may be impacted by the ArchMP including Planning, Engineering, GIS and Building and Property.

A key aspect of the project was in-person public consultation, and fifteen in-person engagement sessions were undertaken from September to December 2024. Fourteen drop-in sessions were held in partnership with the Kawartha Lakes Public Library with a session at each local library branch to meet people in their own community. These sessions, which were supported by the Ontario Archaeological Society, were used to let people know about the project, provide information about what an Archaeological Management Plan is and its impact, and answer questions. A community meeting and open house were held on November 28 at the Lindsay Armoury with a presentation from the consultant team, displays and an opportunity for questions and feedback. A more focussed and technical meeting was held through the Peterborough Chapter of the Ontario Archaeological Society for feedback from the archaeological community. Additionally, outreach was undertaken with the various historical societies in Kawartha Lakes and area to alert their members, provide information and solicit feedback from local history experts. In general, there was broad support for the ArchMP, undertaking more archaeology in Kawartha Lakes, ensuring that artifacts stay in local communities, and fostering positive engagement with local Indigenous communities. The draft policy directions report was released to the public for review and comments in April 2025 through Jump In.

One of the major realizations from the public engagement sessions was the general lack of awareness about archaeology and how and why it is conducted in Ontario, largely because it is a municipal process that most people do not interact with on a regular basis, if at all. Staff are anticipating that one aspect of the ArchMP implementation will be to build public awareness and education in this area to ensure that members of the public are informed about archaeology in the community and their obligations if they undertake activities, like submitting certain types of Planning Act applications, where an archaeological assessment will be required or if they accidentally encounter archaeological materials. Staff are planning a public awareness campaign to tentatively be launched in Q4 2025 to introduce the ArchMP to the public and develop publications, resources, and in-person information sessions about archaeology for the public.

Provincial Policy Conformity

Provincial Planning Statement, 2024

The new Provincial Planning Statement (PPS) sets the policy foundation for development and land use planning in Ontario. The policy intends to balance the need for growth and economic development in Ontario's communities with the need for ensuring a high quality of life, public safety and health, and the conservation of natural and cultural heritage resources. Section 4.6 (Cultural Heritage and Archaeology)

requires municipalities to identify and conserve archaeological resources as part of the land use planning process. The PPS states that "Planning authorities shall not permit development and site alteration on lands containing archaeological resources or areas of archaeological potential unless the significant archeological resources have been conserved."

The PPS explicitly acknowledges the creation of archaeological management plans as a best-practice tool for managing these resources. It states: "Planning authorities are encouraged to develop and implement a) archaeological management plans for conserving archaeological resources." The creation of an archaeological management plan for Kawartha Lakes responds to that direction and will assist the City in fulfilling its obligations to conserve archaeological resources under the PPS.

Similarly, the PPS recognizes the unique and important role of Indigenous communities in the land use planning process and directs municipalities to conduct meaningful and early engagement as well as engage in knowledge-sharing and co-operative relationship building. Section 6.2.2 notes that: "Planning authorities shall undertake early engagement with Indigenous communities and coordinate on land use planning matters to facilitate knowledge-sharing, support consideration of Indigenous interests in land-use decision-making and support the identification of potential impacts of decisions on the exercise of Aboriginal or treaty rights." Specifically related to Indigenous cultural heritage resources, Section 4.6.5 states that: "Planning authorities shall engage early with Indigenous communities and ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes."

The preparation and adoption of archaeological management plans has been recognized as an important tool for undertaking early engagement with Indigenous communities on archaeological matters and for developing a framework for ongoing communication and collaboration on the long-term management of Indigenous cultural heritage resources. The adoption of the archaeological management plan will assist the City to fulfil its obligations regarding Indigenous cultural heritage resources and conducting meaningful engagement with Indigenous communities in the region.

Ontario Heritage Act

Archaeological practice in Ontario is regulated by Part VI of the Ontario Heritage Act. The Act establishes that archaeological sites in Ontario may not be knowingly disturbed other than by a licensed archaeologist. This effectively provides the mechanism for municipalities to require the completion of archaeological assessments by licensed

archaeologists and to prevent the disturbance of archaeological sites by the public or during construction. The Act also provides direction related to the deposit of artifacts in public institutions which informs collections management.

Part VI of the Ontario Heritage Act was recently amended through Bill 5, the Protect Ontario By Unleashing Our Economy Act (2025). Bill 5 makes a range of amendments to the Act, some of which have the potential to impact municipal archaeological review. Specifically, the province has introduced a new section, Section 66.1, to the Act which allows the Lieutenant Governor in Council to exempt properties from any requirement to undertake an archaeological assessment if the exemption is determined to advance provincial priorities.

The ability of the province to exempt sites from archaeological assessments can undermine municipal decision-making and cultural heritage resource management, particularly regarding consultation with Indigenous communities where archaeological assessment often acts as a trigger for fulfilling the municipality's obligations regarding the duty to consult. An exemption for a property from archaeological assessment does not negate the municipality's responsibility to consult and engage with Indigenous communities which is required at a federal level under Section 35 of the Constitution Act (1982) to ensure that development, whether private or public, does not negatively impact Indigenous or treaty rights and that Indigenous interests are considered.

The adoption of the ArchMP will assist the City in addressing the challenges that Bill 5 presents with regard to the municipal decision-making process and consultation with Indigenous communities by providing a framework for consultation, data that can be used at a municipal level to engage with Indigenous communities, and direction for MOUs and data-sharing agreements that will help the City navigate the archaeological and consultation process. Its adoption also reiterates the City's commitment to reconciliation, consultation and cooperation in responding to the key issues that are presented by the legislative changes.

The proposed amendments also make changes to Section 66 of the Act and deposit of artifacts in public institutions and with Indigenous communities which may impact the City's collections management programming. The Ministry has indicated that additional regulations related to this section will be forthcoming but have currently not been released. Any changes that the regulations may cause to the City's collections management programming will be brought forward to Council as required and do not currently impact the ArchMP or its recommendations.

City of Kawartha Lakes Official Plan (2012)

The City of Kawartha Lakes Official Plan was amended in 2017 to include strengthened cultural heritage policies, including those related to archaeological assessments. Official Plan Amendment 26 implemented those amendments.

The OP outlines specific policies related to archaeology under section 10.3: Archaeological Conservation. This section establishes the City's responsibility in protecting and conserving archaeological resources during development and site alteration stating that "Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved." It also recommends the development of an Archaeological Management Plan for the City, as well as specific policies related to the management of archaeological assessment reports and consultation with Indigenous communities with regard to archaeology. The OP policies contain specific provisions related to maintaining the confidentiality of archaeological sites and the implementation of an archaeological assessment legal deposit requirement.

Amendments to strengthen this section of the OP have been proposed in the policy direction report.

Heritage Master Plan (2012)

The 2012 Heritage Master Plan recommends the creation and adoption of an Archaeological Management Plan as an important pillar of its cultural heritage resource management program. This recommendation explicitly recognizes the importance of archaeology in Kawartha Lakes because of the significant Indigenous presence in the region, alongside more recent non-Indigenous archaeological resources. It also recommends coordination between the City and the local Indigenous communities regarding development review and archaeological matters as well as the use of a range of preservation and conservation tools to ensure archaeological resources are appropriately managed in the City. These recommendations were put into place in some degree by the 2017 amendments to the Official Plan and the adoption of the ArchMP will further implement them.

Other Legislation and Policy

The protection of archaeological resources is underpinned by legislation and policy at provincial, federal and international levels, as well as a suite of ethical and professional standards in the industry. The alignment of the ArchMP with other legislation and policy, including the Planning Act, the Environmental Assessment Act and the Funeral,

Burial Services and Cremation Act, is outlined fully in the attached Policy direction report.

Other Alternatives Considered:

There are no recommended alternatives. This report has been prepared as an information report with the recommendation that the ArchMP be brought back for adoption at a later meeting to allow for a fulsome review of the plan by Council and the broader community.

Although Council is not required to adopt the plan, it is highly encouraged as a best practice in cultural heritage management and through the policy direction contained in the PPS. Municipalities in Ontario are required to identify, protect and preserve archaeological sites through provincial policy and legislation whether an archaeological management plan has been adopted or not. Should Council choose not to adopt the plan, its obligations with regard to the conservation of archaeological resources will remain the same, but it will not have a consistent set of tools to do so. The adoption of an Archaeological Management Plan is intended to help streamline processes, provide transparent and verifiable data for good decision-making and risk-management, and build relationships with Indigenous communities who must be consulted as part of archaeological processes.

Alignment to Strategic Priorities

The adoption of the Archaeological Management Plan contributes to several strategic priorities of the Council adopted 2024-2027 Strategic Plan.

- A Vibrant and Growing Economy
- Good Government

Under the strategic priority of A Vibrant and Growing Economy, the ArchMP supports the goal of encouraging sustainable growth and development by helping to streamline the development approvals process. The ArchMP will provide a clear and consistent approach to archaeological assessments and approvals in Kawartha Lakes that will benefit the City, property owners, and the development community.

Under the strategic priority of Good Government, the ArchMP supports the goal of providing accountable government and responsible management of resources by streamlining by-laws, policies and processes regarding archaeological management in Kawartha Lakes. The archaeological potential mapping and policy and process recommendations are all intended to simplify and make consistent and transparent the

City's processes for archaeology. This includes both capital projects and asset management, as well as the development applications process.

The ArchMP also supports the goal of building a collaborative, supportive, inclusive and equitable community by advancing reconciliation with First Nations, Inuit and Métis people under the strategic priority of Good Government. The adoption of the ArchMP is a specific and tangible action item to advance reconciliation by developing collaborative and respectful cultural heritage resource management strategies for preserving, protecting and respecting Indigenous archaeological resources and working with Indigenous communities. The adoption of the ArchMP is strongly supported by the Williams Treaties First Nations who have been significantly involved in its development.

The adoption of the ArchMP also supports the 2025-2029 Economic Development Strategy and Strategic Priority 4: Invest in Places of Economic and Cultural Activity. The completion and implementation of the Archaeological Management Plan has been identified as a starting action within the strategy as part of the broader goal of Objective 4.4: Lead, partner and foster heritage conservation.

Financial/Operation Impacts:

As this is an information report only, there are no specific financial impacts as a result of the recommendations of this report. However, there will be financial impacts should the ArchMP be adopted regarding capital projects where archaeological assessments must be completed as part of the planning process as well as in relation to the development of an archaeological repository.

For projects which are completed under the Municipal Class Environmental Assessment (MCEA) process, it is unlikely that there will be significant financial impacts, although the data provided through the archaeological potential mapping may expand the scope of which projects require assessment by identifying areas where potential is located that may not have previously been identified. The requirements for archaeological assessments, and associated Indigenous consultation, are already established through the Environmental Assessment Act and its associated regulations and the ArchMP will supplement and support, as opposed to drastically change, archaeological planning for MCEA projects, primarily by providing City staff with a more robust dataset for decision-making. Budgetary planning for MCEA projects completed through the Engineering & Corporate Assets Department already includes considerations for the costs associated with archaeological assessment and Indigenous engagement and will continue to do so once the ArchMP is adopted.

Capital projects which do not fall under the MCEA process, such as those related to new building construction or expansion which are typically completed through the Community Services Department, will now be required to include an archaeological component where the construction is in an area identified as having archaeological potential. While archaeological assessments have been completed for some capital projects in the past, they have not been completed for all new construction or expansion of City assets where there has potentially been archaeological potential and the adoption of the ArchMP is intended to ensure archaeological considerations are integrated into City capital project planning in a consistent manner. The budgetary implications for these projects will be determined on a project-by-project basis and will be dependent on the location of the site, its identified archaeological potential, the size of the site, and the amount of soil disturbance required. A presentation regarding the ArchMP has been planned for the Asset Management Team for discussion around incorporating costs for archaeological work into the five-year asset management plan and the archaeological potential map will be shared with this team to identify which upcoming projects will require an archaeological assessment. Costs for archaeology will be integrated into upcoming Capital Projects budgets where required.

Implementing the recommendation in the policy directions report to explore the development of an archaeological repository will require physical space that the City does not currently have. However, as the development of the ArchMP has been happening concurrently with the planning phases for the City's new Cultural Centre, the potential for an archaeological repository has been identified as a component in the preliminary design and square footage calculations for the Cultural Centre build. Financial considerations regarding this recommendation will be integrated with the budget for the Cultural Centre project, including capital costs and its operating model.

Costs related to archaeological studies for development applications have historically been, and will continue to be, borne by development proponents, like other supporting studies that the City may require for Planning Act applications. To ensure that the City is not bearing the cost of archaeological matters, including the cost of Indigenous consultation related to development applications, an update to the Consolidated Fees By-law (By-law 2018-234) may be required in the future. In particular, the City must address how costs related to Indigenous consultation and review and participation in archaeological assessments related to development applications are paid for. This matter will be addressed through a future options report to Council with proposed amendments to the Consolidated Fees by-law. It will require additional consultation with Indigenous communities to ensure that their consultation fee structure and expectations are adequately reflected in the City's fee schedules and processes. It is

anticipated that this matter will be addressed through the Indigenous Relations Framework which will begin preparation in fall 2025 to help guide the City's relationship with local Indigenous communities and advance reconciliation locally.

Consultations:

Senior Management Team
Clerks Division
Manager, Corporate Records and Archives
Manager, Economic Development
Policy Planning Supervisor
(Acting) Development Supervisor
Capital and Special Projects Supervisor
Mapping and GIS Supervisor
Economic Development Officer – Arts and Culture
Economic Development Officer – Curatorial Services
Planning Staff
Municipal Heritage Committee
Alderville First Nation
Beausoleil Island First Nation
Curve Lake First Nation
Hiawatha First Nation
Georgina Island First Nation
Mississaugas of Scugog Island First Nation
Rama First Nation
Métis Nation of Ontario/Peterborough and District Métis Council
Ontario Parks/Ministry of Environment, Conservation and Parks
Ministry of Citizenship and Multiculturalism
Parks Canada/Ontario Waterways

Attachments:

Appendix A – Archaeological Management Plan Historic Background



Adobe Acrobat
Document

Appendix B – Archaeological Potential Map (Static)



Adobe Acrobat
Document

Appendix C – Policy Direction Report



Adobe Acrobat
Document

Department Head email: lbarrie@kawarthalakes.ca

Department Head: Leah Barrie, Director of Development Services