

To:	Warden Matrosovs and Members of Grey County Council
Committee Date:	July 24, 2025
Subject / Report No:	PDR-CW-48-25
Title:	Archaeological Management Plan – Potential Model and Next Steps
Prepared by:	Liz Buckton, Senior Policy Planner
Reviewed by:	Scott Taylor
Lower Tier(s) Affected:	All member municipalities within Grey County

Recommendation

1. That report PDR-CW-48-25 regarding the Archaeological Management Plan status update be received for information.

Executive Summary

The purpose of this report is to offer Council an update on the status of the ongoing preparation of an Archaeological Management Plan (AMP) for Grey County. This project supports the appropriate conservation of archaeological resources, as required by legislation and policy. The AMP will establish new tools and procedures to support archaeological assessment in areas of archaeological potential, via the land use planning review process. The preparation of the AMP is also a key tool to help strengthen the County's relationship with Indigenous communities, the Black descendant community, and other groups with a shared heritage in Grey County.

Background and Discussion

This report is offered to Council as an update on the status of the ongoing preparation of an Archaeological Management Plan (AMP) for Grey County. This project was initiated in 2024 and continues into 2025. Remaining funds were carried over into the 2025 budget, which were not spent in 2024. This report builds upon and is offered further to an earlier status update by staff, as was presented to the Planning and Economic Development Committee on February 6, 2025, by way of staff report PDR-PEDAC-11-25 (linked to in the Attachment section of this report). As described within the prior report, the Provincial Planning Statement (PPS) 2024 directs that planning authorities:

“shall not permit development and site alteration on lands containing archaeological resources or areas of archaeological potential unless the significant archaeological resources have been conserved.”

Archaeological Management Plans are recommended by the province, in support of this role relating to the conservation of archaeological resources through the planning and development process.

Grey County's Archaeological Management Plan project, has been structured into three phases of work:

- 1) Preparation of an Archaeological Potential Model,
- 2) Preparation of an Archaeological Management Plan, and
- 3) Project Implementation.

The tables below briefly describe these phases and their updated status:

Phase 1 – Archaeological Potential Model

Description	Updated Status
<p>GIS-based mapping, illustrating those areas of the County with potential to hold archaeological resources.</p> <p>This map/model compiles various types of information regarding known registered and unregistered archaeological sites and current and historical landscape features. Standard Ministry feature buffers are incorporated and are further refined via statistical methods.</p> <p>Staff note that at implementation, the archaeological potential GIS (geographic information systems) layer of the model will inform the determination of where an Archaeological Assessment is required or to be requested in relation to development proposals. As additional sites are identified through assessment, there will arise future opportunity for further statistical refinement of</p>	<p>TMHC Inc. was awarded this work via a request for proposal in 2024.</p> <p>Model preparation methods have been outlined within the Archaeological Potential Model Background Framing Paper, linked in the Attachments section of this report.</p> <p>Starting in late January 2025, County staff began work to establish data confidentiality and sharing agreements with project Technical Advisory Committee members and engaged First Nation and Métis community representatives, to facilitate their review access to the digital mapping/model. During the first half of the year, TMHC Inc. continued work on the model, carrying out 'integrity' revisions whereby lands meeting appropriate thresholds of substantial prior site disturbance, or having been previously assessed and cleared of potential, have been removed from the areas of archaeological potential mapped within the model.</p> <p>In May, a renewed invitation was shared to the Technical Advisory Committee members and First Nation and Métis communities to engage in review of the model, as updated with the integrity work. This review began in mid-June once the model was populated into the internal County's GIS platform (not publicly available), with the updated layers.</p> <p>Review comments were requested by July 18, 2025, however staff note that being now into the busy field work season for archaeology, it is anticipated that staff may not have all review comments received or fully resolved by the</p>

the mapped buffers, ideally realizing greater predictive power of the model over time.	<p>Committee of the Whole date at which this report will be shared.</p> <p>As has been noted to model reviewers, staff highlight that the model is intended to remain an evolving technical resource. As new archaeological assessments are completed and sites are identified and mapped, the model will be refined. Should there be elements raised for reconsideration, correction, or addition, that staff may not be able to address at this specific time in the process (i.e. while TMHC Inc. is engaged to support) staff can certainly consider additional revisions at the time of a next model update, or perhaps on an ad-hoc basis with support from the County's in-house GIS team.</p> <p>Staff note that TMHC Inc. will provide the County with model maintenance and update recommendations, in the form of a model manual, to ensure upkeep of the digital data, as new archaeological assessment information becomes available over time. TMHC Inc. will also share a presentation regarding the model preparation process for Council's information and understanding, providing an opportunity for questions relating to the model phase of the project.</p>
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Phase 2 – Archaeological Management Plan

Description	Updated Status
<p>A written report/plan offering direction on processes and procedures relating to use of the archaeological potential model, including the triggering, scoping, and completion of archaeological assessments via the land use planning process. Guidance will also be provided for municipalities in relation to their own projects that involve site alteration or construction.</p> <p>This report will include advice on Indigenous and Black descendant community</p>	<p>Building from various resources and examples shared to Grey County by TMHC Inc., the Archaeological Management Plan (AMP) will be completed in-house by County Staff.</p> <p>The AMP will be informed by better practices in archaeology and land use planning, as well as the various consultation and engagement efforts made through the first project phase. For example, engagement with Indigenous and Black descendant communities; local archaeologists, agencies having a role in assessment processes (e.g., municipalities, Niagara Escarpment Commission), Grey Roots, as well as local planning and engineering consulting representatives.</p> <p>Staff note that early drafting of procedures is already underway. An inclusions list (i.e. draft table of contents) has</p>

<p>engagement relating to land use planning and archaeology and may include various policy recommendations for inclusion within the County and local official plans to embed this guidance and related procedures.</p>	<p>been compiled, and staff are working through drafting of text to populate the procedural elements of the Plan. This work will be followed by drafting of related implementing policy for inclusion in the County and local municipal official plans.</p> <p>Flexibility will be needed with respect to other projects on the departmental work plan, and to ensure appropriate intervals are provided for review and feedback on draft procedures and policy. Staff anticipate that drafting of the AMP will largely occur through summer and into early fall 2025, with review, feedback and revision to follow later in the year. This phase will include internal and local municipal staff review, as well as invited review by the Technical Advisory Committee and Indigenous and Black descendant communities.</p> <p>A later draft of the procedures/policies will be posted more broadly for public consideration with further detail to be offered around implementation activities, at that time. After public consultation, the final 'Archaeological Management Plan' report will return to County Council for review and endorsement. The final AMP will be inclusive of the early AMP Background Report and Model Methodology Framing Report, together with the procedures and policies drafted in this phase.</p> <p>Staff suggest that preparation of an implementing official plan amendment (OPA), as will be required to embed associated policy direction and assessment requirements within the County's official plan, will be compiled late in this phase of work, or very early within Phase 3 (Project Implementation). It will be important to ensure that the proper implementing procedures, processes, data access, training, and guidance materials are in place concurrent with formal adoption/coming into force of the AMP's policy direction within the official plan.</p> <p>These phases of work are identified as being separate and distinct within this staff report. However, the practical reality is that staff will be drafting policy/procedure in Phase 2, with implementation (Phase 3) considerations firmly in mind. Staff will recommend adoption of the related policy only once the implementation detail is sufficiently advanced.</p>
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Phase 3 – Project Implementation

Description	Updated Status
<p>Includes the set-up of related procedures and processes, and provision of associated training and guidance materials.</p> <p>This phase may also include establishing an archaeological assessment report repository/filing process, whereby such reports would be provided to and held by the County, in addition to being filed with the Ministry. This would support ongoing model upkeep, and timely access to the reports, where needed for reference purposes.</p>	<p>Timing for this phase of work is not yet detailed; however, it will follow preparation of the procedural/policy components of the AMP. An implementation work plan will be shared at a later date.</p> <p>Early investigation continues relating to the costs and benefits associated with establishing an assessment report filing process/repository approach. The City of Kingston offers an example of where this has been completed, the filing of such assessments with the City being a requirement under the procedures of their AMP and via their Legal Deposit By-law.</p> <p>Staff also will continue conversations around the archaeological potential model, its functionality, data security, and access considerations. For example, in discussions with staff of the Saugeen Ojibway Nation, it has been noted that ongoing access to the fulsome archaeological potential model and underpinning Indigenous sites data would be desired. Access would facilitate efficient and coordinated pre-consultation discussions, alongside the County and local municipalities via the development process. Related logistics will need to be discussed and further detailed.</p> <p>With respect to model functionality, it has also been identified in early consultation discussions that future improvements could be pursued. One such improvement may allow for an internal/authorized model user to select a previously assessed site, and with a further click of the mouse, access the related archaeological assessment report(s), as would be securely stored by the County in digital format. This would integrate ideally with a 'report repository' approach as noted above, but could perhaps be pursued otherwise, on the basis of those assessment reports as may be provided through development processes or obtained from the Ministry's repository to inform periodic model updates.</p> <p>Staff further anticipate this phase will include drafting of forms and checklists, to support implementation activities within the development review process at local and County</p>

	levels. Coordination discussions and technical training for model users, will be a further consideration in this phase.
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The County is not legislatively required to complete an Archaeological Management Plan. However, the development of an AMP is specifically recommended within the Provincial Planning Statement 2024 as an approach to support conservation of archaeological resources. The preparation and implementation of an AMP for Grey County will support the realization of provincial policy goals relating to protection of archaeological resources and early engagement with Indigenous Communities. It will also assist the County and member municipalities to address archaeology within land use planning processes.

Legislated Requirements

The *Planning Act* requires municipal planning decisions to have regard for “*the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.*” The Archaeological Management Plan is one means by which to identify those areas with potential significant archaeological features.

Financial and Resource Implications

Project costs are funded via the Archaeological Management Plan budget. This project was approved via the 2024 annual budget process. Appropriate funds for the remaining project tasks have been carried forward to 2025.

Relevant Consultation

- ☒ Internal: Grey Roots, Planning, IT/GIS
- ☒ External: First Nation & Métis Communities, Black Descendant Communities, various local museums/repositories, Project Technical Advisory Committee including agency & archaeology community representatives, and planning and engineering consultancy representatives.

Appendices and Attachments

[Staff Report PDR-PEDAC-11-25 Archaeological Management Plan Project Status Update](#)

[Grey County AMP Background Report](#)

[Archaeological Potential Model Background Framing Paper](#)