



**Report**  
**Staff Report**  
 The Corporation of the City of Brampton  
 6/9/2025

**Date:** 2025-04-30

**Subject:** **Recommendation Report – Endorsement of the City of Brampton Archaeological Management Plan (BRAMP)**

**Contact:** Charlton Carscallen, Principal Planner – Heritage, Integrated City Planning,  
 Rozella Johnston, Senior Advisor, Indigenous Reconciliation, Corporate Projects and Liaison Division

**Report number:** Planning, Bld & Growth Mgt-2025-388

**RECOMMENDATIONS:**

1. That the report from Charlton Carscallen, Principal Planner, Heritage, Integrated City Planning and Rozella Johnston, Senior Advisor, Indigenous Reconciliation, Corporate Projects and Liaison Division to the Planning and Development Committee Meeting of June 9, 2025, re: **Recommendation Report – Endorsement of the City of Brampton Archaeological Management Plan (BRAMP)**, be received;
2. That the City of Brampton Archaeological Management Plan (Attachment 1) be endorsed by Council;
3. That Council direct staff to implement recommendations of the endorsed BRAMP, as identified in Sections 7 and 8 of Attachment 1 to this report, which include:
  - i. Amending *Brampton Plan* to implement policy recommendations;
  - ii. Implementing the GIS mapping tools and associated procedures
  - iii. Implementing updates to the archaeological review process for development applications;
  - iv. Adopting the Emergency Protocol for the unexpected identification of archaeological resources or human remains;
  - v. Undertaking staff training and public outreach;
  - vi. Working with First Nations and Indigenous Communities (FNICs) to engage with provincial ministries and agencies regarding legislative gaps; and
  - vii. Adhering to and maintaining the Indigenous Consultation and Engagement Protocol, in coordination with the City's Equity Office.

4. That Council direct staff to prepare formal communications to be sent by Mayor and Council, on behalf of the City of Brampton, to the participating FNICs notifying them of the endorsement of the BRAMP and that the City will continue to engage through implementation and future reviews of the BRAMP.

#### **OVERVIEW:**

- The City has prepared an Archaeological Management Plan that sets forth a comprehensive approach for archaeological management, as directed by *Brampton Plan, 2023*.
- The City of Brampton Archaeological Management Plan (BRAMP) was developed through extensive consultation with First Nations and Indigenous Communities (FNICs) in coordination with the City's Equity Office, as well as the public and stakeholders.
- The BRAMP incorporates a comprehensive history of Brampton's past, a refined archaeological data set and archaeological potential model for the City that builds on best practices from across Ontario and Canada.
- The BRAMP provides recommended archaeological policies and procedures for the protection and management of archaeological sites, ensuring alignment with provincial legislation.
- An Indigenous Consultation and Engagement Protocol is outlined through the BRAMP. This sets Brampton apart as a leader in archaeological management in Ontario and supports relationship building with FNICs that sets the stage for future City projects.
- This report provides an overview of the process to develop and refine the document, culminating in the final BRAMP presented to Council for endorsement.

#### **BACKGROUND:**

##### **Policy Direction to Develop an Archaeological Management Plan**

Provincial legislation, including the *Planning Act* and the *Ontario Heritage Act* and its associated regulations with the Provincial Planning Statement, 2024 (PPS), direct municipalities to conserve archaeological resources. The PPS specifically encourages municipalities to prepare and implement archaeological management plans.

Archaeological management plans are an important tool for municipalities to better preserve and manage archaeological resources within their boundaries and act as an avenue to further the goals of reconciliation with First Nations.

### ***Provincial Planning Statement, 2024***

The introductory Vision section of the PPS identifies that “Cultural Heritage and archaeology in Ontario will provide people with a sense of place.” Section 4.6 Cultural Heritage and Archaeology of the PPS directs that:

1. *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.*
2. *Planning authorities are encouraged to develop and implement a) archaeological management plans for conserving archaeological resources; and b) proactive strategies for conserving significant built heritage resources and cultural heritage landscapes.*
3. *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.*

### ***Relevant Council Motions***

Brampton City Council has formally endorsed the Calls to Action from the 2015 Truth and Reconciliation Commission (TRC) report, through Council Motion C248-2019. Subsequently, Council adopted and authorized the implementation of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) as the framework for reconciliation through Council Motion C073-2020. This latter motion further noted the recognition of UNDRIP, which was also done in response to the TRC Calls to Action. These two commitments on the part of the City form the basis for the engagement with First Nations and Indigenous Communities (FNICs) on a variety of City matters, including the BRAMP.

### ***Brampton Plan, 2023***

Section 3.6.3 of Brampton Plan outlines the City’s commitment to responsible management of archaeological resources and emphasizes how clear and open engagement with FNICs regarding archaeological resources can advance, while advancing the goals of Truth and Reconciliation.

The creation of the BRAMP acts on the City’s commitment to responsible management of archaeological resources and is rooted in the goals of understanding our community identity and history while furthering the City’s commitment to the findings and goals of the Truth and Reconciliation Commission.

## **A Consultative and Collaborative Process for Developing the BRAMP**

In developing the BRAMP, the project team completed a series of related tasks that together provide the policy background and supporting data to ensure the goals and objectives of the BRAMP are articulated and achieved.

Indigenous engagement was a foundational component of all aspects of the BRAMP's development, starting from the development of the project scope and RFP prior to public release and in finalizing Attachment 1. FNICs were engaged at project start-up and helped refine and finalize the project approach and scheduling. The following FNICs were engaged throughout the project:

- The Mississauga's of the Credit First Nation (MCFN),
- The Six Nations of the Grand River (SNGR),
- The Haudenosaunee Development institute (HDI), and
- The Huron-Wendat Nation (HWN).

In coordination with FNICs and the technical advisory committee, the project team completed the following technical elements as part of drafting the BRAMP:

- 1) Benchmarking of policies and procedures against five other municipalities.
- 2) A detailed review of Federal and Provincial legislation, and *Brampton Plan*.
- 3) A review of all archaeological data available for Brampton.
  - a. This included the review of more than 760 archaeological reports that represent more than 50 years of archaeological investigations in the city.
- 4) Using bench-marking and archaeological data reviews, the team developed a Brampton-specific GIS archaeological potential model.
- 5) Ongoing consultation with FNICs, as well as engagement with the Technical Advisory Committee (comprised of representatives from various City departments and the Heritage Board), The Ministry of Citizenship and Multiculturalism (MCM), the Burial Authority of Ontario, Building Industry and Land Development Corporation, and the public.
- 6) Development of detailed policies and procedures for the management of archaeological resources across the city, inclusive of recommendations for their implementation.
  - a. The Policy and procedures section provides the framework for BRAMP integration with City policies and practices and includes an Emergency Protocol to be followed when unexpected archaeological or human remains are encountered.

The foregoing processes ensure that the BRAMP provides clear processes and accountabilities and explains when and how archaeological assessments are required.

A report and presentation was provided to the Brampton Heritage Board meeting of April 15, 2025, notifying of the completion of the draft BRAMP for consultation and review, providing a follow up session on May 20th for the opportunity to provide comments and feedback on the draft. Feedback is captured in the final version presented in Attachment 1.

## **CURRENT SITUATION:**

### **Key Directions of the BRAMP**

Brampton's Archaeological Management Plan has been developed to create straightforward and clear practices to protect archaeological resources, honour the commitment to FNIC consultation and engagement, and ensure ease and transparency for development proponents and the public. These aims will be realized through implementation of the recommendations outlined in the BRAMP.

The following are the stated goals for the BRAMP:

- Enabling efficient and transparent administration of development regulation as it relates to archaeological resource management;
- Ensuring internal practices and public works projects subscribe to the highest possible standards in anticipating, assessing, and protecting archaeological resources;
- Encouraging private development and land alteration proponents to adopt the same highest possible standards;
- Preservation of archaeological sites and evidence that are finite and fragile;
- Employing state of the art techniques and data in the form of a dynamic archaeological potential model;
- Enriching public knowledge and appreciation of Brampton's pre- and post-contact history as reflected through archaeological research and findings; and
- Meaningfully contributing to reconciliation and engagement with FNICs.

The Archaeological Management Plan consists of four major parts:

1. A summary of Brampton's indigenous, archaeological and post-contact history.
2. A Brampton-specific archaeological potential model, which provides a high-level summary image of the City's archaeological potential to increase the protection of archaeological heritage.

3. A series of recommended policies, procedures and related implementation strategies, summarized in eight policy goals and the implementation of five directions into City procedures, that include:
  - a. Identifying, managing, and protecting archaeological resources
  - b. Facilitating the identification, management, and protection of archaeological resources through use of the Archaeological Status Layer and Archaeological Potential Model and keeping it up to date.
  - c. Including FNICs in all stages of archaeological resource management for City projects.
  - d. Favouring the preservation and protection of archaeological sites and areas of high archaeological potential over excavation.
  - e. Providing clear protocols and guidance in the event of unpredicted or emergency discoveries of archaeological resources.
  - f. Increasing awareness and appreciation of archaeological resources among development proponents, the public, and City staff.
  - g. Integrating the identification, management, and protection of archaeological resources into City processes, including *Brampton Plan*, City by-laws, and other municipal processes, inclusive of formal staff training to understand the emergency protocol and implement the BRAMP through the development application process.
  - h. Ensuring the BRAMP remains up to date with best practices in all aspects of archaeological resource management, and by providing public outreach and education on the Plan throughout the implementation process.
4. An Indigenous Consultation and Engagement Protocol specifically for archaeology for the City of Brampton.

### **FNIC Consultation & Engagement: Moving Forward**

One of the major components of the BRAMP is the inclusion of an Indigenous Consultation and Engagement Protocol. Co-developed through a transparent, open and ongoing dialogue with the FNICs, this unique process of engagement sets Brampton up to build on the established, excellent working relationship that has been developed while establishing best practice.

### ***Lessons Learned***

1. Each FNIC should be treated distinctly, with engagement occurring separately for each (instead of collectively), and separate from public and/or stakeholder consultation.
2. Each FNIC has its own perspectives, interests, traditions, and resources to participate in feedback and consultation. Therefore, Indigenous engagement for the BRAMP must be adaptive and flexible.

3. Each FNIC is recognized as an expert in their own cultural heritage, with the authority to identify their own heritage resources, understand successful management practices, and determine threats to heritage protection.

From the BRAMP, there were several key lessons learned that are important for consideration in other City projects:

1. Recognize that engaged FNICs do not always have the capacity to quickly review and provide feedback on unreasonably large sections of policy and documentation, and as such to structure engagement on a more ongoing and manageable basis.
2. Incorporate Indigenous perspectives throughout the drafting process, instead of during the review of a “finished” document and plan.
3. Proactively incorporate known expectations for FNIC engagement in the practice of planning, archaeology and cultural heritage preservation.
4. Engage FNIC’s early and maintain transparency and open dialogue throughout.
5. Engage in the FNIC’s communities and be open to options for meeting spaces.

### ***Creation of Memoranda of Understanding:***

The consultation model employed for the development of the BRAMP has helped establish a strong, positive working relationship with the engaged FNICs. Use of this model in future consultation activities will support ongoing relationship building between Brampton and FNICs, supporting long-term collaboration and an ongoing working relationship to meet both our Duty to Consult and further deliver on our commitments to the goals and directives of UNDRIP and the TRC Calls to Action.

As a next step, the City may consider development of memoranda of understanding with the various FNICs to further clarify and strengthen the friendship and working relationship that has been created.

## **CORPORATE IMPLICATIONS:**

### **Financial Implications:**

The BRAMP was completed within the approved Capital Budget envelope. Implementation of the BRAMP will be completed with existing staff complement funded through the approved staffing positions.

There are no financial implications at this time.

### **Other Implications:**

The completion of the BRAMP has positioned Brampton as a leader in indigenous consultation and provided a basis for ongoing relationship building that brings benefits

to both the City and the FNICs. It also establishes a successful model for future consultation on other matters.

The BRAMP represents an opportunity for the City to protect and preserve known or potential archaeological sites through the development process and provides an important overview of land uses that can help to support residents' understanding of our shared history.

As shared through the FNICs as part of the development of the BRAMP, the Dish and One Spoon concept is an integral Indigenous worldview and philosophy that guides Indigenous relationship to both land and other people. The Dish represents the land and its resources, which all have a right to. The One Spoon represents how people ought to interact with the land by only taking what is needed and represents peaceful sharing of resources where all are nourished from the lands. The concept of having One Dish with One Spoon speaks to the shared responsibility of stewardship and protection for future generations (never leaving the bowl empty). It is this concept that opens up the reality of partnerships between the City and FNICs to provide stewardship for natural and cultural heritage resources that will protect and preserve valued resources for Bramptonians for several generations into the future through shared knowledge and connection to the past.

## **STRATEGIC FOCUS AREA:**

### **Culture and Diversity**

The BRAMP is part of Council's commitment to meaningful action relative to the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) and the Truth and Reconciliation Commission (TRC) principles and Calls to Action

## **CONCLUSION:**

The BRAMP will serve as a guide and resource that will act as a key planning tool for staff, development applicants, Council and the public in development and infrastructure planning processes. This is especially important in an environment where rapid growth is quickly transforming the City.

Through the BRAMP the City will continue to recognize, protect and honour our shared history and enhance relations with First Nations and Indigenous Communities while continuing to foster a sense of place and shared history for our all of the many communities that live and work in the City.



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**Attachments:**

- Attachment 1 – Brampton Archaeological Management Plan, 2025