



PROJECT CHARTER

Management Plan for Burlington Heights Heritage Lands

May 2013

1.0 Introduction

The Burlington Heights Heritage Lands are located within the municipalities of the City of Hamilton and the City of Burlington adjacent to Hamilton Harbour and Cootes Paradise. The boundaries of the area are identified in Figure 1. The area features a number of natural and cultural heritage resources, including: the Hamilton Bar geologic feature, part of the Cootes Paradise and Grindstone Creek Escarpment Valley Environmentally Sensitive Areas, associations with 19th century military history with the settlement of the area and its role as an encampment during the War of 1812, association with the use of the former barracks as a cholera hospital for immigrants to the city, the boathouse community of Burlington Bay, and historic sites and tourist attractions such as Dundurn National Historic Site, Royal Botanical Gardens, and the High Level Bridge.

The goal of this project is to develop a single, coherent management plan for properties owned by the City of Burlington, City of Hamilton and Royal Botanical Gardens within the Burlington Heights Heritage Lands area as identified in Figure 1. The management plan will enhance protection of important natural and cultural features, improve sustainable recreation and education opportunities, and serve as a pilot for cross-jurisdictional management planning in the other five Heritage Lands areas of the Cootes to Escarpment EcoPark System. The management plan will meet the requirements of all affected parties and be supported by community members and stakeholders.

The management plan will address the following elements:

- Protection and sustainable use of natural heritage resources
- Protection and sustainable use of cultural heritage resources
- Pressures and issues of concern identified by the three participating agencies, stakeholders and the public
- Infrastructure maintenance, creation and decommissioning
- Recreation, education and research opportunities that are compatible with preserving the natural and cultural heritage of the area
- Criteria and indicators for evaluation of the implementation and effectiveness of the management plan and an ongoing monitoring program to consistently collect supporting information.

The management plan will include designation of land classifications and zones. On all other areas within the Burlington Heights Heritage Lands area, existing land use zoning, legislation and regulations will continue to apply. Preparation of the management plan will involve research and analysis of the study area's chronology and features, consultation with stakeholders and the local community, and an understanding of adjacent land uses, future projects and potential threats to the area.

The management plans created for the Burlington Heights Heritage Lands and other areas within the Cootes to Escarpment Ecopark System will provide a means of continually preserving and enhancing the areas through a collaborative approach supported by stakeholders and community members. This will achieve the vision of the Cootes to Escarpment Ecopark System for the area as a "protected,

permanent and connected natural lands sanctuary from the Harbour to the Escarpment that promotes ecosystem and human health within Ontario’s Greenbelt”.

2.0 Planning Context

2.1 Rationale for planning

The Burlington Heights Heritage Lands area contains valuable natural and cultural heritage resources situated in lands owned and managed by three partner agencies: the City of Burlington, the City of Hamilton and Royal Botanical Gardens. A joint management plan will allow these three agencies to collaborate to effectively protect and enhance these resources and to provide sustainable recreation, education and research opportunities for community members and visitors to the region.

The *Cootes to Escarpment Park System Conservation and Land Management Strategy* is the primary vision document for the proposed Cootes to Escarpment Ecopark System and was endorsed by the boards and councils of nine partner agencies including the City of Burlington, the City of Hamilton and Royal Botanical Gardens. The strategy recommends creation of management plans for each of six Heritage Lands areas, including Burlington Heights. The Burlington Heights Heritage Lands Management Plan is the first of the six management plans to be undertaken and will therefore serve as a pilot for preparation of the other five.

Because so many of the properties within the six Heritage Lands areas are part of the Niagara Escarpment Park and Open Space System (NEPOSS), all of the Heritage Lands management plans will be prepared according to the NEPOSS Planning Manual.

None of the properties within the Burlington Heights Heritage Lands area are part of the NEPOSS, and therefore approval of this management plan is not required from the Ontario Ministry of Natural Resources or the NEPOSS Council. Approval may be required from the Ontario Ministry of Tourism, Culture and Sport; this will be determined and, if needed, facilitated by Royal Botanical Gardens.

Although none of the properties within Burlington Heights are part of the NEPOSS, this management plan will be prepared according to the NEPOSS Planning Manual so that it will be consistent with the management plans for the other five Heritage Lands areas.

2.2 Purpose statement

The Burlington Heights Heritage Lands area has a long history of human interaction with the natural environment, including fishing and hunting in Cootes Paradise and Burlington Bay. The area contains both cultural heritage resources and natural heritage resources, which are to be conserved and managed through a comprehensive management plan. Natural resources include the Hamilton Bar geologic feature, and Grindstone Creek Escarpment Valley Environmentally Sensitive Areas and the restoration potential of a rare tallgrass prairie habitat. Cultural resources include the association with the long time aboriginal use of the area, association with the military history of the War of 1812,

Dundurn National Historic Site (associated with the area's first settler Richard Beasley and nation-builder Sir Allan MacNab), Hamilton Cemetery and the Woodland Cemetery, the 20th century influence of Thomas McQuesten, High Level Bridge, and the Rock Garden of the Royal Botanical Gardens. Some of the resources have remaining physical evidence, while others are intangible or associative.

The Management Plan for the area needs to be balanced to equally address both types of resources, their significance and values, and their unique needs for protection. Within the Burlington Heights Heritage Lands, there are areas of natural resources and areas of cultural heritage resources, whose boundaries may overlap.

The management plan will develop clear understanding of the significance of the area resources through research, fieldwork and consultation. Often, natural resources are considered significant due to their tangible values, while cultural heritage resources may be significant because of both tangible and intangible values, which may include knowledge, beliefs or social practices. The management plan will be a tool with which to interpret, protect, preserve and manage the futures of tangible and intangible values of the significant landscape, archaeological and built heritage resources in the Burlington Heights Heritage Lands.

The Burlington Heights Heritage Lands area falls within multiple jurisdictions of many organizations that have interest in the protection of the area's resources. The management plan will be rooted in consultation, featuring dialogue and engagement with the groups and organizations invested in, and affected by, plans for the site.

3.0 Planning area

The planning area is defined by the boundaries contained in Figure 1. It includes open space, waterfront property and the Hamilton Bar geologic feature, a section of York Boulevard, Woodland Cemetery, Hamilton Cemetery, Cootes Paradise wetland and trail system, Dundurn National Historic Site, Burlington Heights National Historic Site, High Level Bridge and part of Royal Botanical Gardens.

Current uses of the lands include passive recreational activities within the existing trail system, attendance at national historic sites and the Royal Botanical Gardens, and use of the cemeteries. Adjacent uses of the area include additional land of the Royal Botanical Gardens, cemeteries, residential properties, commercial properties, trail systems and road and highway transportation networks.

The planning area includes lands owned by the City of Burlington, City of Hamilton, Royal Botanical Gardens, commercial enterprises, private residents, CN and CP Railways, the Ontario Ministry of Transportation, and the Department of National Defence Military Graves.

4.0 Planning topics

The Burlington Heights management plan will enhance protection of important natural and cultural features, improve sustainable recreation and education opportunities, and serve as a pilot for cross-jurisdictional management planning in the other five Heritage Lands areas. The management plan will meet the requirements of all affected parties and be supported by community members and stakeholders. Although the Burlington Heights Heritage Lands area is outside the Niagara Escarpment Plan Area the management plan will be prepared according to the specifications of the Niagara Escarpment Parks and Open Space System (NEPOSS) Planning Manual.

The management plan will be based on a resource inventory of the natural and cultural heritage, planned and current infrastructure, and planned and current land uses for the Burlington Heights Heritage area. Research and fieldwork will be undertaken to refine the boundary of the planning area and provide information to suggest use, access, and management of the planning area. The plan will identify potential opportunities, issues, risks, and challenges faced by the site.

At present, the lands within the Burlington Heights Heritage Lands area are not assigned NEPOSS classifications. The management plan will identify the land classifications and zones and will include management and monitoring policies and a development/infrastructure plan for the Burlington Heights Heritage Lands. With input from stakeholders and the community, the classification zones, management policies, and development/infrastructure plan will be finalized. A draft version of the plan will be prepared and will be revised with feedback from the BHMP Steering Committee, the three participating agencies, the Cootes to Escarpment Ecopark System Steering Committee, stakeholders, and the community to create a final management plan.

The management plan will address the following elements:

- Protection and sustainable use of natural heritage resources
- Protection and sustainable use of cultural heritage resources
- Pressures and issues of concern identified by the participating partner agencies, stakeholders, and the public
- Infrastructure maintenance, creation, and decommissioning
- Recreation, education, and research opportunities that are compatible with preserving the natural and cultural heritage of the area
- Criteria and indicators for evaluation of the implementation and effectiveness of the management plan and an ongoing monitoring program to consistently collect supporting information.

The management plan will include designation of land classifications and zones on the lands owned by the three participating agencies. On all other areas within the Burlington Heights Heritage Lands area, existing land use zoning, legislation, and regulations will continue to apply.

Consultation with the BHMP Steering Committee, the participating partner agencies, the Cootes to Escarpment Ecopark System Steering Committee, stakeholders, and the community will take place

throughout the process and input received will be incorporated into and shape the final Management Plan.

5.0 Planning team

The project will be directed by a Steering Committee, and stakeholders and others will be included in the process. The groups that will be involved in the project and their responsibilities are as follows:

1. Burlington Heights Management Plan (BHMP) Steering Committee
 - Responsible for all substantive decisions concerning the project
 - Provides guidance to BHMP Project Team and Cootes to Escarpment EcoPark System Project Manager / Coordinator
 - Members include staff representatives from the City of Burlington, the City of Hamilton, and Royal Botanical Gardens
2. Cootes to Escarpment EcoPark System Project Manager/Coordinator
 - Responsible for coordinating the work of the Project Team and coordinating communication between the BHMP Steering Committee and the Project Team.
3. BHMP Project Team
 - Responsible for undertaking the project and all aspects of management plan development
 - Facilitate stakeholder and public input
 - Communicate with and take direction from the Cootes to Escarpment Ecopark System Project Manager/Coordinator and the BHMP Steering Committee
 - The Project Team is led by MHBC Planning with support from Dougan & Associates.
4. BHMP Stakeholder Advisory Committee
 - Provides advice and input at various phases of the project, as determined by the BHMP Steering Committee and Cootes to Escarpment EcoPark System Project Manager/Coordinator
 - Members include individuals and representatives of organizations that are affected by and/or can provide useful input to the management plan
 - Members of the Stakeholder Advisory Committee may include:
 - a. Neighbours
 - Aldershot community representative
 - Holy Sepulchre Cemetery
 - Strathcona Community Council
 - b. Interested organizations
 - Bay Area Restoration Council
 - Hamilton Naturalists' Club
 - Hamilton Historical Board
 - c. Interested individuals

5. Partner agency staff

- Staff from the City of Burlington, City of Hamilton, and Royal Botanical Gardens will participate in the Stakeholder Advisory Committee as needed.
- Staff will also be engaged in the project through internal processes to be organized by their respective BHMP Steering Committee member.

6. Landowners and Agencies

- Landowners within the Burlington Heights Heritage Lands are will be kept informed and consulted throughout the process including:
 - Canadian National Railway
 - Canadian Pacific Railway
 - Ontario Ministry of Transportation
 - Waterfront Regeneration Trust (Waterfront Trail)
 - Department of National Defence Military Graves
 - Union Gas
 - Metrolinx

6.0 Consideration of adjacent projects

There are presently no known major projects on adjacent lands that would impact the development of the Burlington Heights Management Plan. The purpose of the consultation strategy component of the project is to engage landowners, agencies, and community members in the process. Should major projects on adjacent lands be identified during the planning process, the impacts of these projects will be identified and analyzed by the Project Team as part of the preparation of the management plan.

7.0 Coordination of related processes

It is not expected that the development of the Burlington Heights Management Plan will depend on coordination with other processes. It is not anticipated that the development of the Management Plan would involve, or be related to an existing, Environmental Assessment, Planning Act, Heritage Act, or other similar process. The management plan may ultimately recommend, as part of its implementation plan, that activities related to these processes be undertaken, but it is not expected they would be initiated during the development of the plan.

8.0 Planning schedule and deliverables

8.1 Consultation

Throughout the duration of the management plan, the wider community will be invited to participate through a public consultation process. These individuals or groups may include:

1. Neighbours
 - Residents and businesses on
 - Plains Road West
 - Southeast of Plains Road West
 - South and east of York Blvd
 - Holy Sepulchre Cemetery
 - Ainslie Wood/Westdale Community Association of Resident Homeowners
 - Dundas Community Council
 - Kirkendall Neighbourhood Association
 - Strathcona Community Council
 - Aldershot Business Community BIA
 - Westdale Village BIA
 - King Street West BIA
 - Main Street Esplanade BIA
 - Downtown Hamilton BIA
2. Interested organizations:
 - Bay Area Restoration Council
 - BurlingtonGreen Environmental Association
 - Environment Hamilton
 - Hamilton Industrial Environmental Association
 - Hamilton Wentworth District School Board (HWDSB)
 - Hamilton Wentworth Council of Home & School Associations

The purpose of the public consultation process is to provide opportunity for the wider community to understand the project and provide their views on what the management plan should consider. The draft and final management plans will be presented to the community for comment.

The public consultation process and the engagement of the stakeholders and institutional land owners and agencies are also intended to determine any current or future projects on adjacent lands that may impact partner-owned lands or resources within the Burlington Heights Heritage Lands area. The management plan will address these projects (if any) and provide necessary strategies or recommendations to address impacts or implications.

8.2 Timelines

The milestones and work schedule for the Burlington Heights Management Plan project are described below.

Milestones

- Milestone 1: Approval of initial project charter by BHMP Steering Committee.
Expected timing: May, 2013
- Milestone 2: Completion of resource inventory and compilation of background information. Update of project charter and approval by BHMP Steering Committee. Public meeting to present this information, explain the process and scope of the management plan, and obtain input and feedback.
Expected timing: May-June, 2013
- Milestone 3: Initial land classifications and zones and management policies determined. Public meeting to present this information and obtain feedback.
Expected timing: October, 2013
- Milestone 4: Land classifications and zones and management policies finalized and approved by staff from City of Burlington, City of Hamilton, and Royal Botanical Gardens.
Expected timing: December, 2013
- Milestone 5: Draft management plan complete and distributed in information report to the councils of the City of Burlington and the City of Hamilton and the Royal Botanical Gardens Board of Directors. Draft management plan also released for public comment.
Expected timing: December, 2013
- Milestone 6: Public meeting to present draft management plan, as well as responses to feedback obtained previously.
Expected timing: January, 2014
- Milestone 7: Management plan finalized and approved by City of Burlington, City of Hamilton, and Royal Botanical Gardens. Public meeting to present management plan and discuss its implementation.
Expected timing: March, 2014

Project Schedule and Timeline	
Task and Deliverable	Timeline
Project initiation meeting Compile documents and information Prepare project charter Steering Committee formed Stakeholder Advisory Committee formed Steering Committee meeting #1	November 2012-May 2013
Undertake cultural resource inventory + historic research Undertake natural resource inventory + research Field work to confirm and augment existing information and fill in gaps Review of planning context Best practices review of management policies GIS and mapping Meetings with community groups, stakeholders, decision-makers as appropriate Identify management issues that need to be addressed Prepare Inventory and Issues Report Steering Committee Meeting #2 Stakeholder Advisory Committee meeting #1 Public Meeting #1	November 2012 – April 2013 November 2012 – April 2013 November 2012 – April 2013 January 2013 – March 2013 January 2013 – March 2013 January 2013 – March 2013 January 2013 – June 2013 January 2013 – March 2013 April 2013 May 2013 May 2013 June 2013
Prepare draft land classification and zones (NEPOSS) Prepare response to stakeholder and public comments Develop management policies Steering Committee meeting #3 Stakeholder Advisory Committee meeting #2 Public Meeting #2 Circulate draft land classification and zones and management policies to participating agencies	June 2013 – July 2013 July 2013 July 2013 – August 2013 September 2013 September 2013 September/October 2013 October 2013
Prepare response to stakeholder and public comments Finalize land classification and zones Prepare draft management plan Steering Committee Meeting #4 Stakeholder Advisory Committee meeting #3 Draft management plan distributed in information report to City of Burlington and City of Hamilton Councils and Royal Botanical Gardens' Board of Directors	October 2013 October 2013 October 2013 – November 2013 November 2013 December 2013 December 2013
Review of management plan by participating agencies Prepare response to stakeholder and public comments Public Meeting #3	January 2014 January 2014 January 2014

Project Schedule and Timeline	
Task and Deliverable	Timeline
Prepare final management plan	February 2014
Steering Committee Meeting #5	February 2014
Approval of final management plan by participating agencies	February/March 2014
Public Meeting #4	February/March 2014

Deliverables

Deliverable 1: Project charter

Prepared as outlined in the NEPOSS Planning Manual (section 3.0 and Appendix A). The project charter should identify priorities, goals, and objectives; identify team roles and responsibilities; confirm and describe the geographic planning area or the potential grouping of similar properties; assess planning complexity; identify relevant policies and legislation; include existing information about the properties; identify key stakeholders; identify opportunities, challenges, and issues; provide information on the planning schedule and deliverables; and identify project resources and costs. The project charter must be approved by the BHMP Steering Committee.

Deliverable 2: Resource inventory and compilation of background information

Provides details on natural and cultural heritage, infrastructure, pressures and issues of concern, planning and legal context, and current/planned uses for the Burlington Heights area. May be in form of single report or collection of information documents and data. Presented at public meeting and to BHMP Stakeholder Advisory Committee.

Deliverable 3: Initial land classifications and zones and management policies

Applies to properties owned or managed by the City of Burlington, the City of Hamilton, and Royal Botanical Gardens. Disseminated for review by City of Burlington, City of Hamilton, Royal Botanical Gardens and CEPS Steering Committee. Presented at public meeting and to BHMP Stakeholder Advisory Committee.

Deliverable 4: Final land classifications and zones and management policies

Applies to properties owned or managed by the City of Burlington, the City of Hamilton, and Royal Botanical Gardens. Approved by the BHMP Steering Committee. Presented at public meeting and to BHMP Stakeholder Advisory Committee.

Deliverable 5: Draft management plan

Applies to properties owned or managed by the City of Burlington, the City of Hamilton, and Royal Botanical Gardens. Disseminated in information reports to the councils of the City of Burlington and the City of Hamilton, the Royal Botanical Gardens Board of Directors, the CEPS Steering Committee and the BHMP Stakeholder Advisory Committee. Also released for public comment and presented at public meeting.

Deliverable 6: Final management plan

Applies to properties owned or managed by the City of Burlington, the City of Hamilton, and Royal Botanical Gardens. Approved by City of Burlington, City of Hamilton, and Royal Botanical Gardens. Presented at public meeting and to BHMP Stakeholder Advisory Committee.

Project Charter
 Burlington Heights Heritage Lands Management Plan

