1.0 CITY OF HAMILTON RECREATIONAL TRAILS
MASTER PLAN SYSTEM

1.1 INTRODUCTION

The City of Hamilton Recreational Trails Master Plan prescribes a comprehensive multi-purpose off-road recreational trail system to connect natural areas, cultural features and major land use destinations within the City of Hamilton. This system links to on-road commuter systems and will be fully integrated into a larger regional, provincial and national network of trails. The Master Plan recommends the following measures:

1) the completion of a comprehensive multi-purpose system of trails;
2) the identification and classification of recreation trails in accordance with their use (e.g., commuting, recreational use) and character (e.g., natural, environmental significance or urban areas);
3) recreational trail management and development standards to meet varying commuting needs and opportunities in a manner consistent with municipal land use, transportation, natural/cultural, heritage and sustainable development policies;
4) recreational development and management measures intended to preserve natural and cultural features;
5) design methods intended to create trail gateways and scenic vistas to enhance a positive public image of the City of Hamilton; and
6) implementation of applicable City of Hamilton Official Plan and Transportation Master Plan policies and recommendations.

Where other trail partners and municipal land use and transportation plans are involved, this Plan recommends:

7) co-management strategies and measures to achieve system objectives on trails facilities developed and managed by other public and not-for-profit organizations.

1.2 HAMILTON’S MISSION STATEMENT

The City of Hamilton approved a mission for local government comprising six general goals and implementation commitments in October 2001. The second goal is “to ensure that
Hamilton remains a great city, Council commits to providing quality services that residents can rely on and to support the community’s quality of life.”

Specifically, “Council will partner with the Hamilton Conservation Authority and other community agencies to integrate and promote a citywide trail system.” This Master Plan describes how Hamilton partners with the Conservation Authority and other organizations to implement the trail system.

Hamilton’s trails improve residents’ quality of life in many ways. The system provides healthy opportunities for residents to participate in higher levels of physical activity and enjoy distinctive natural and cultural features, thereby helping the City meet its corporate goal of creating a “healthy, safe and green city.” Trail recreation provides opportunities to relax and socialize with family members and friends.

The system interconnects many important natural and cultural features enabling residents and tourists to enjoy and appreciate the City’s built and natural environments.

Trails connect residential, employment, commercial and institutional areas. These connections contribute to attainment of the City’s Municipal land use, sustainable development, transportation, and economic development goals and help implement Vision 2020.

Pedestrians and cyclists account for a high proportion of the trips generated within downtown Hamilton. Multi-use trails, together with the on-street system, provide viable and valuable alternatives to automobile usage throughout the City.

Walking and cycling activities help residents and tourists experience the City’s natural and built environments in a special way and contribute to a collective sense of good health and well being. The trail system will become an increasingly important element within Hamilton’s sustainable community.

In order to guide the development of Hamilton’s trail system in a manner consistent with Federal, Provincial and Municipal legislative, policy and regulatory matters and within resource capability of the City of Hamilton and its trail stakeholders, this Master Plan:

- integrates components of the existing recreational trail system;
- proposes projects which will complete the trail system;
- strengthens partnerships with other trail operators;
- prescribes physical and environmental design standards;

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2 Ibid, City of Hamilton, page 3.
3 Ibid, City of Hamilton, page 3.
4 City of Hamilton, Downtown Master Transportation Plan, “Putting People First”, 2002
• establishes maintenance and management standards;
• identifies new facilities needed to provide for user needs; and
• estimates costs for enhancements, new trails and facilities.

This Master Plan was developed with the review and comments of trail users, Hamilton’s trail partners, the public, government agencies and City departments. Consensus was sought wherever possible on the Plan recommendations and specific projects. By implementing the capital works required to complete the trail system, Hamilton residents will “get the best value for taxpayer dollars.”

### 1.3 Trails Master Plan Design Principles

The Hamilton Recreational Trails Master Plan utilized the following Design Principles to design this recreation trail system:

- While multi-purpose recreation trails generally service all skill levels, Hamilton’s trails are also oriented to the less experienced trail users so as to encourage higher activity levels among Hamilton’s residents;
- Local air quality trends should be a consideration when planning and developing recreational trails and cycling routes in Hamilton’s urban areas;
- Increased commuting time and physical inactivity can be attributed to sprawling urban form. The shape of urban areas has resulted in people walking less, weighing more and having a higher prevalence to health problems as a result of physical inactivity. The promotion of recreation trails, as alternative modes of transportation and mixed land uses are necessary to bridge the gap between urban form and health thus creating healthy and sustainable communities.
- Urban and rural recreational trails address different needs and opportunities. Urban trails provide an alternative mode of transportation by which users can access work, school and play. Rural trails provide access to recreation and environmental appreciation opportunities and provide linkages to neighbouring municipalities and the TransCanada Trail system which runs through Hamilton.
- Public safety can be addressed in multiple ways. The trail design standards address the needs of specific users and varying skill levels. Conflicts between users may require some trails to be single purpose and seasonal while others will be multiple use and all weather trails. Where multiple uses exist or are anticipated, surface treatment and width standards are addressed accordingly.
- In Hamilton’s urban areas, most existing trail facilities have been developed in the west end of the City. Where these facilities exist, these are heavily used. In the

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3 Ibid, City of Hamilton, page 4
eastern urban area, below the Niagara Escarpment, there is an absence of east/west and north/south trails. More trail facilities are required to better serve this area and to provide an alternative to single occupancy vehicle trips.

- Hamilton is unique within the provincial context balancing the relationship between the built environment and the natural geography of the Niagara Escarpment bisecting the City, Cootes Paradise to the West and a large industrial sector to the north along the south shore of Lake Ontario. The Recreational Trail system should maintain the balance between Built and Natural settings through its guidance in strengthening the overall trail network.

### 1.4 Trails Master Planning Goals

The trails master planning goals were originally established during the phase 1 study and were further refined during the public and stakeholder involvement process and as well as the analysis of work conducted by surrounding trail partners. The following 9 key goals are customized to Hamilton while having regard for the existing trail system and trail partner organizations.

This Trails Master Plan seeks to:

1) **Plan for the development and operation of a trail system within the City of Hamilton that provides for a wide range of recreational opportunities.**

This Trails Master Plan completes a process begun in 1999 by the Public Works Department, Park Development and Maintenance Office, of the former City of Hamilton. This plan will guide trail systems development and management throughout the new City of Hamilton into the future. This Plan also implements broader municipal transportation, neighbourhood and health plans where these policies involve recreational trails.

2) **Connect significant environmental, cultural features and parks while preserving their natural heritage values and ecological functions enhancing their public appreciation.**

The City of Hamilton recreational trails interconnect important natural areas, parks and cultural features. This Plan prescribes design and management measures strengthening these interconnections and creating new connections that maintain the natural and cultural values the City seeks to preserve.

Policy goals within the Natural Heritage System include permitting recreational uses where they do not impact natural heritage values as well as conserve the natural beauty and distinctive character of Hamilton’s landscape.6

3) **Connect major urban and rural land uses by providing multi-purpose trails and integrate the system with on-street cycling and sidewalk systems.**

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Hamilton’s Official and Transportation Master Plans provide for urban and rural pedestrian and bicycle facilities. This Master Plan recommends the City’s multi-purpose trails system be linked to these commuter on-road facilities to better interconnect residential, employment, commercial, institutional and industrial areas.

The plan integrates the “off street” recreational trails system with the “on street” cycling facilities. This will enhance cycling and pedestrian traffic and help meet new land use and transportation goals and objectives.

The Recreational Trails Master Plan recognizes the needs and issues around the use of Hydro corridors crossing agricultural lands that link urban and rural areas.

4) Support public and private transportation demand management plans by providing alternative modal interconnections between residential, employment, commercial and institutional centres.

In addition to providing recreational benefits, cycling and walking are important alternative transportation modes to single occupancy vehicular traffic, especially where distances are less than 3 to 5 km⁷.

“Non-motorized modes of travel (walking, bicycling) are also important for short trips: 28 % of all 2001 work and school trips with a straight-line distance of 5 km or less in the Central Ontario Zone were made by walking or cycling. The benefits associated with such trips are considerable in terms of public health, the lack of negative environmental impacts, reductions in the load on road and transit systems, and travel costs savings, while the societal costs associated with non-motorized travel are often negligible.”⁸

New facilities and interconnections between the residential, institutional commercial and employment areas will be provided to help implement commuter trip reduction and transportation demand management plans.

5) Provide a safe cycling and pedestrian environment.

Multi-purpose trails accommodate multiple recreational activities including cycling, inline skating, running and walking often within a common right of way. Congestion along trails can be re-mediated through trail width, although conflicts can still occur between activities (e.g.,

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⁷ “in 2001, 28% of all work and school trips with a straight-line distance of 5 km or less in the Central Ontario Zone were made by walking or cycling”. Travel Demand and Urban Form: An Issues Paper, by Dr. Eric Miller and Dr. Richard Soberman, The Neptus Foundation, December 2002.

⁸ Page 15, Miller, Dr. Eric J., Soberman, Dr. Richard M., Travel Demand and Urban Form: An Issues Paper, commissioned by the Neptus Foundation for consideration by the Central Ontario Smart Growth Panel.
walking dogs on a leash may prevent cyclists from passing). Safety needs to be addressed where trails intersect with and/or where cyclists and pedestrians enter into or exit from streets. Some safety issues can be addressed through expanded education and policing, while others can be dealt with through design and maintenance standards.

An inter-connected system needs to consider how community users will access and use the trails infrastructure. Sidewalks may be required in order to provide safe access to the trails system within local parks and Conservation Areas.

Many of the recreational trails are situated in remote or natural areas where there is limited visibility from surrounding residences (natural surveillance) or other members of the public. In these situations, lighting recreational trails creates a false sense of public safety, and therefore they should not be lit. The exceptions would occur in built up areas where there are large numbers of trail users, good natural surveillance and the trail performs a commuter function such as the Waterfront Trail or the Pipeline Corridor Trail.

Air quality is a concern. There needs to be a dialogue between Clean Air Hamilton and the City on local air quality issues to develop a better understanding of the inter-relationship between strenuous recreational activities and local air quality trends.

6) Promote Physical Activity and Healthy Lifestyles

The integration of physical activity into daily lives is one of the 10 most important health challenges we face.9

“Routine physical activity has been engineered out of our daily lives… The result, 70% of Americans do not achieve the goal of 30 minutes of moderately intense activity on five or more days per week as recommended by the Centre for Disease Control (Atlanta).”10

“The links between physical activity and health outcomes are well established. At the time of the (US) Surgeon General’s Report on Physical Activity and health in 1998, hundreds of research studies were amassed providing evidence of these links. Physical inactivity contributes to increased risk of many chronic diseases and conditions including obesity, hypertension, non-insulin dependant diabetes, colon cancer, osteoarthritis, osteoporosis and coronary disease…. One consequence of physical inactivity – obesity – has reached epidemic proportions across age, race/ethnic, and socioeconomic groups.”11

The diseases of the 21st century include heart disease, diabetes, obesity, asthma and depression, all of which respond well to physical activity. The environmental factors that affect personal weight and subsequent health include the lack of sidewalks and walking trails and the lack of the promotion of transportation alternatives such as public transit, walking

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9 Jackson, Richard J., Chris Koehlitzky, Creating a Healthy Environment, Sprawl Watch Clearinghouse Monograph Series, Centres for Disease Control and Prevention.
10 Richard Killingsworth, MPH; JoAnne Earp, PhD; Ralph Moore, Dipl Arch, MCP: “Supporting Health through Design: Challenges and Opportunities, in the American Journal of Health Promotion, Volume 18, No. 1, September/October 2003, page 2.
11 Reid Ewing, Tom Schmid, Richard Killingsworth, Amy Szlot, Stephen Raudensbush, Relationship between Urban Sprawl and Physical Activity, Obesity and Morbidity, in the American Journal of Health Promotion, Volume 18, Number 1, September/October 2003.
trails and bike lanes. This Master Plan helps retrofit our neighbourhoods for trail oriented physical activities and promotes physical activity.

7) **Interconnect the trail system with other trail systems operated by other public and not-for-profit organizations.**

Many important recreational trails traverse the City. Examples include both the Bruce Trail and the Royal Botanical Garden’s public trails in Cootes Paradise. This Master Plan makes recommendations on recreational trails coordination and integration with other agencies.

8) **Connect Hamilton’s trails system to larger Provincial trails systems such as the Bruce Trail, the Rail Trail, Conservation Authority Trails and the Lake Ontario Waterfront Trail.**

Many Hamilton trails connect to distant destinations enabling Hamilton residents and tourists, to move freely to and from the City including the surrounding municipalities for a variety of recreational purposes (e.g. Hamilton/Brantford/Paris/ Cambridge Rail Trail). This Master Plan provides better integration with the Greater Toronto Area and Provincial trail systems.

9) **Interconnect with trails systems operated by the adjoining Regional Municipalities of Niagara, Halton, and Waterloo and the Counties of Haldimand, Norfolk and Wellington.**

Adjoining municipalities have developed, to various degrees off-road trails. The Master Plan provides for inter-linkage with these trail systems and connections with the Trans-Canada Trail system.

1.5 **Master Planning Process**

This Master Plan proposes trail projects throughout the City of Hamilton. A wide variety of projects of differing sizes and complexity are recommended. Some are significant new facilities requiring further design and analysis while others are smaller expansions or upgrades to existing facilities or inter-connecting links.

**Phase 1: Background Data Collection and Issue Identification**

Phase 1 involved information collection and review with City Departments and trail partners to identify issues, concerns and opportunities to be addressed in the Master Plan. The following tasks were undertaken in this phase:

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• evaluation and mapping of all routes on a ward-by-ward basis;
• collection and analysis of background trail and transportation reports;
• collection and analysis of applicable land use planning policies;
• review and analysis of Vision 2020 goals and strategies and contribution to the Hamilton Triple Bottom Line: enhancement of Community, Environment and Economic Well-Being;
• collection and analysis of environmentally significant area information;
• creation of a City-wide trails base map with connections to surrounding Municipal, Regional, Provincial and Cross-Canada Trails;
• creation of individual ward trails maps;
• development of draft goals and objectives statements;
• development of a draft issues statement;
• formation of a trail partners committee to review draft goals, objectives and issues statements;
• optional formation of and meetings with an inter-departmental coordinating committee to review draft goals, objectives and issues statements; and
• finalize issues, goals and objectives to be sought in this Master Plan.

Phase 2: Analysis of Alternative Projects
Using the inventory completed in Phase 1 and applying the goals and objectives to addresses trail development issues, concerns and opportunities, alternative projects were identified to complete the trails system. The following tasks were undertaken in this phase:

• develop draft trail standards and classifications;
• develop new trail and trail link projects required to complete the system and alternatives;
• develop trail upgrade projects and alternatives required to meet trail standards and classifications;
• five (5) public meetings (described in Section 1.7) were held including Waterdown, Ancaster, Hamilton Mountain, Stoney Creek and Hamilton City Hall to obtain public input and comments; and
• additional public user group input was solicited directly through local cycling shops (Neworld Cycle of Burlington, Freewheel Cycle of Dundas and Pierik’s Cycle of West Hamilton) as well as McMaster University Cycling Club.

Phase 3: Master Plan Preparation
The Master Plan documentation was completed using information generated within the previous phases. Implementation partners, short, medium and long term priorities and an implementation strategy were identified and documented (the ranking and summary of initiatives is described in Section 6.0). The following tasks are undertaken in this phase:

• identify short, medium and long term project priorities;
• **develop inter-agency and interdepartmental implementation and management strategy;**
• **identify those projects requiring further environmental approvals;**
• **draft the Master Plan;**
• **review the Master Plan with the partner and interdepartmental review committees;**
• **review the Master Plan with the public at a scheduled public meeting; and finalize the Master Plan based on public and stakeholder comments received.**

Some projects may be subject to other environmental and planning approvals because of their complexity, cost, environmental significance and public concern (i.e., trails that are subject to the Environmental Assessment Act, or affect the transportation network in ways that trigger the Municipal Class Environmental Assessment process for Roads, Water and Wastewater projects). Where these conditions apply, this Master Plan provides the justification and need for these projects.

**Phase 4: Implementation**
The City and its trail system partners will implement the Trails Master Plan in phases and update this document every 5 years and review it every 10 years.

**1.6 TRAIL PROJECT APPROVALS AND IMPLEMENTATION**

Other legislative approvals may be required to implement projects within this Master Plan.

**1.6.1 Planning Act**
Planning Act approvals may be required for the designation and zoning of lands for trail open space purposes. In neighbourhood and secondary plans more attention is recommended on the development of pedestrian and bicycling movement trails and facilities. Furthermore, more attention is recommended on the distribution of land uses and transportation facilities to encourage greater cycling and pedestrian activity. New secondary plans and the updating of existing secondary and neighbourhood plans can address these matters. Secondary plans can indicate the potential of utilizing utility corridors, road allowances and open space for planning recreational trails. This strategy is supported within the Greenbelt Plan (section 2.2.3)

**1.6.2 Niagara Escarpment Planning and Development Act**
Within the Niagara Escarpment Plan, development permits may be required for trail projects within the Development Control Area. The regulations enacted under the Niagara Escarpment Planning and Development Act sets out permit application requirements. **Part 2** of the Niagara Escarpment Plan sets out design standards to be achieved.

**Part 3** of the Niagara Escarpment Plan provides for the Niagara Escarpment Parks and Open Space System and the administrative interrelationship between the approval of park master plans and the applications of Parts 1 and 2 of the Niagara Escarpment Plan to individual projects. Where Master Plan projects are located within the Escarpment Plan conformity with Parts 1 and 2 can be achieved in this Master Plan’s preparation.
1.6.3 Greenbelt and Growth Plan Legislation
The Greenbelt and Growth Plan legislation and approved plans promote greater trail
development and use as means by which the environment can be protected and appreciated
and human health can be promoted. This Master Plan identifies how these ends can be
achieved within Hamilton.

1.6.4 Environmental Bill of Rights
The provisions of the Environmental Bill of Rights may apply to selected municipal and
conservation authority trail projects. Public consultation and the scope of environmental
considerations undertaken during project design are important elements in determining the
application of Bill of Rights provisions. The planning procedure and public participation used
in the preparation of this Master Plan should address any Bill of Right’s concerns, should
these arise.

1.7 PUBLIC CONSULTATION PROCESS
Extensive public involvement helped to shape the Master Plan. Direct input was sought out
from the public on a variety of occasions, as well as key stakeholders, user groups like the
Cycling committee, City of Hamilton staff, and outside public agencies that include: Hamilton
Waterfront Trust, Bay Area Restoration Committee, Hamilton Port Authority, Hamilton
Conservation Authority, Halton Conservation Authority, Bruce Trail Association, McMaster
University Cycling Group, Hamilton Cycling Committee, Royal Botanical Gardens and
Niagara Escarpment Commission. This valuable input was utilized to assist in the
development of individual ward projects as well as specific recommendations.

In May and June 2005, a series of five (5) public open houses were convened to discuss the
emerging trails Master Plan with the public. The meeting dates and locations are as follows:

- Wednesday, May 25th, 2005 – Ancaster Community Centre;
- Monday, May 30th, 2005 – Sackville Hill Seniors Recreation Centre;
- Wednesday, June 1st, 2005 – City Hall;
- Monday, June 6th, 2005 – Waterdown District High School; and
- Thursday, June 9th, 2005 – Stoney Creek Municipal Service Centre.

Maps of existing trails facilities were displayed and attendees were asked to provide verbal
comments and provide input by writing on maps to note facilities needed to complete the
trails system in their wards. Questionnaires were also distributed and handed in. The public
comments are divided into two areas: general recommendations concerning the
management and development of the trails system; and site specific recommendations on
improvements and new links required to complete the system.
The City of Hamilton placed a questionnaire on the Public Works website requesting public input on activities, trail comments and enhancements. Both electronic and paper questionnaires were completed and their responses are recorded and included in the appendices, Results Summary Public Open House Questionnaire. A June 1, 2005 article in the local newspaper (The Hamilton Spectator) informed the public of the questionnaire on the Public Works website.

Meetings were also convened with Hamilton Conservation Authority and Conservation Halton staff to obtain their comments, concerns and input. Telephone conversations were held with staff of the Grand River and Niagara Peninsula Conservation Authority staff to obtain their comments. Bruce Trail officials were contacted separately and attended the Ancaster open house. Other local volunteer groups who help manage and use the system were interviewed at the open houses.

Officials from Niagara Region, Haldimand County and Wellington County were interviewed to obtain information on their trails plans and the web sites of the Regions of Waterloo and Halton and Brant County were viewed to obtain trails information to enable Hamilton’s system to inter-connect with existing and planned facilities in neighbouring municipalities. The Niagara Escarpment Commission, Hamilton: Environmentally Significant Areas Impact Evaluation Group (ESAIEG) as well as various City Departments including Parks, Operations and Maintenance and Risk Management Offices were contacted.

Hamilton Bikeways, Trails and Parks maps were provided to three (3) major cycling shops as well as McMaster University’s cycling groups for review by their patrons. Significant comments were generated from these sources and are summarized in the appendices. A Stakeholder’s presentation was held December 8, 2005 at the Stoney Creek Municipal Office.

This valuable information was utilized in the development of individual ward projects and the recommendations of this Master Plan.

1.8 THE MASTER PLAN STUDY TEAM AND PROCESS

The Open Space Development and Park Planning section of the Capital Planning and Implementation Division of Public Works, City of Hamilton, initiated the completion of the original Hamilton Master Plan to include the former municipalities of Ancaster, Dundas, Flamborough and Stoney Creek. G. O’Connor Consultants Inc. led the planning team in the preparation of this Master Plan. Dan Gregory and McKibben Wakefield Inc. provided ecological and planning expertise. Rob Norman, Marilyn Ridout, Lawrence Stasiuk, Steve Barnhart and Hart Solomon provided project direction from the City of Hamilton. Members of the Parks Operations and Maintenance, Planning and Economic Development, Risk
Management and Strategic and Environmental Planning Departments also assisted and provided information and input.

The first beginning draft of a Trails Master Plan was prepared in 1999 by the former City of Hamilton. Subsequently, a draft report was updated and completed by G. O’Connor Consultants Inc. for Wards 1 through 8 in February 2003 and reviewed internally by the City. Comments received were incorporated into this document. City staff concluded that the Plan should be expanded to include all City Wards (1-15). Work recommenced on this expanded report in the spring of 2005 for all City wards including a thorough review of previous work, completed projects and any proposed projects.

1.9 ACKNOWLEDGEMENTS

Many people provided invaluable and generous assistance during the preparation of this Master Plan. These include the City of Hamilton Department staff and agencies that provided comments on drafts of this Master Plan.

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Municipal staff from adjoining municipalities provided information and advice on the status of and potential inter-connections with trails originating from adjoining municipalities. Ken Forgeron (Niagara Region), Bill Pearce (County of Haldimand), Lawrence Murphy (Wellington Dufferin Guelph Health Unit), Rob Peachey and Ross Stephen (City of Burlington) also provided valuable assistance.

Comments were received from the public at a series of five (5) public meetings held in May and June of 2005 throughout the City following public notice in the Hamilton Spectator and local community newspapers. Many members of the public also provided written and electronic comments using a questionnaire distributed at the public open houses as well as on the City web site.

We acknowledge this assistance and direction with thanks. Any errors or omission are the responsibility of the authors. This report is a result of the efforts and input of numerous people. We wish to specifically thank:

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