
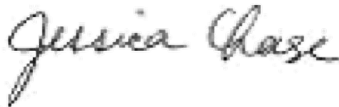




CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Economic Development Division
and
HEALTHY AND SAFE COMMUNITIES DEPARTMENT
Indigenous Relations Division

TO:	Chair and Members West Harbour Development Sub-Committee
COMMITTEE DATE:	November 7, 2023
SUBJECT/REPORT NO:	Discovery Centre Strategy Framework: Preliminary Option for the Discovery Centre, Indigenous Community and Public Consultation Summary (PED21090(e)/HSC23073) (Ward 2)
WARD(S) AFFECTED:	Ward 2
PREPARED BY:	Andrea Smith (905) 546-2424 Ext. 6256 Jennifer DiDomenico (905) 546-2424 Ext. 5596 Beth Dockstator (905) 546-2424 Ext. 4701
SUBMITTED BY:	Norm Schleeahn Director, Economic Development Planning and Economic Development Department
SIGNATURE:	
SUBMITTED BY:	Jessica Chase Director, Children's and Community Services Healthy and Safe Communities Department
SIGNATURE:	

RECOMMENDATION

- (a) That the Hamilton Public Library be identified as the City of Hamilton's partner in developing a Proposed Concept for the Discovery Centre building;
- (b) That the Preliminary Option for the future use of the Discovery Centre building which is defined as redesigning the facility to incorporate: a library services area; Indigenous community gathering space; exhibits and gallery space; café; and visitor amenities be approved;

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- (c) That the Hamilton Public Library be authorized to lead the Work Plan process as detailed in Appendix “C” to Report PED21090(e)/HSC23073 to develop the Proposed Concept;
- (d) That the Hamilton Public Library deliver the Proposed Concept to the Municipal Land Development Office by Q1 2026;
- (e) That the Municipal Land Development Office report back to the West Harbour Development Sub-Committee in Q2 2026 with recommendations respecting the Proposed Concept for the Discovery Centre building;
- (f) That the Hamilton Public Library refer to the Directions for the Discovery Centre’s Proposed Concept as contained in Appendix “D” to Report PED21090(e)/HSC23073 in completing the Work Plan.

EXECUTIVE SUMMARY

In May 2023, staff reported to the West Harbour Development Sub-Committee the findings of the Discovery Centre Opportunity Study through Report PED21090(d). The Report recommended that the Hamilton Public Library be identified as the city’s partner in developing a new vision for the building, and that the new vision, referred to as the “Preliminary Option” be approved, based on a multi-use concept consisting of a library services area, Indigenous community gathering space, exhibits/gallery space, café and visitor amenities.

Further, Report PED21090(d) recommended that the Hamilton Public Library lead the work to develop a Proposed Concept based on the approved Preliminary Option. The proposed work plan included significant Indigenous community collaboration, public engagement, and research and analysis before bringing back a Proposed Concept for a Council decision.

The West Harbour Development Sub-Committee, upon considering Report PED21090(d), recommended that it be deferred to allow for further consultation with the Indigenous community and public about the Discovery Centre during the summer of 2023, and to report back to the West Harbour Development Sub-Committee in the fall of 2023.

Report PED21090(e)/HSC23073 responds to Council’s direction for further consultation and presents the findings of the consultation with the Indigenous community and public in Appendices “A” to Report PED21090(e)/HSC23073 and Appendix “B” Report PED21090(e)/HSC23073, respectively.

In summary, the feedback from the Indigenous community indicated general interest in the Preliminary Option and general support for the Hamilton Public Library moving forward with further work to develop the concept; however, it was also emphasized that clarifying

aspects of governance are integral to the project in moving it forward. As part of proceeding, study governance needs to be defined early on to clarify involvement and role of the Indigenous community in decision-making about defining components of the multi-use space, and that defining the future operating governance model of the facility is integral to the vision.

Feedback received from the public also indicated general support for the concept, with several programming, design and functional considerations provided if the project proceeds.

Report PED21090(e)/HSC23073 recommends that the:

- Hamilton Public Library be identified as the city's partner in developing a new vision for the Discovery Centre;
- Preliminary Option consisting of a library service area, Indigenous gathering space, exhibits and gallery space, café and visitor amenities be approved;
- Hamilton Public Library be authorized to lead the Work Plan as detailed in Appendix "C" Report PED21090(e)/HSC23073 to develop the Proposed Concept, with the Hamilton Public Library delivering the Proposed Concept to the city in Q1 2026, and with city staff bringing forward a recommendation report in Q2 2023 with the Proposed Concept for future Council decision; and,
- The Hamilton Public Library refer to the Directions for the Discovery Centre's Proposed Concept as detailed in Appendix "D" Report PED21090(e)/HSC23073 in completing the Work Plan.

The May 2023 Report PED21090(d) and November 2023 Report PED21090(e)/HSC23073 are inter-related reports. The recommendations contained within Report PED21090(e)/HSC23073 are informed by the analysis and rationale contained within previous Report PED21090(d) and herein. This Report presents the same recommendations as in the May 2023 Report, with the exception of a modification to the work plan schedule shifting the timeline to deliver the Hamilton Public Library's Proposed Concept from Q2 2025 to Q2 2026.

This schedule change is in part due to the passage of time since the original work plan was presented in the May 2023 Report, and to allow for more time to collaborate with the Indigenous community in developing the Proposed Concept and for more engagement opportunities with principal stakeholders and public, and due to an increase in scope of project work focusing on determination of appropriate green building strategies.

Alternatives for Consideration – See Page 14

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial, staffing, and legal implications have been discussed in Report PED21090(d).

HISTORICAL BACKGROUND

- On April 28, 2021, Council approved Report PED21090 titled “Pier 8 Animation Program and Hamilton Waterfront Trust (HWT) (Discovery) Centre – Status Update” that directed staff to prepare a long-term Strategy for the former Discovery Centre building, as well as to promote the availability of the building for a short-term lease of up to five years in duration as an interim measure until the long-term Strategy is completed;
- On February 9, 2022, Council approved Report PED21090(b) titled “Discovery Centre Strategy Framework” that approved a ‘decision-making’ process as a first step in developing the long-term Strategy for the Discovery Centre. This Council decision authorized staff to commence the Discovery Centre Site: Opportunity Study and directed staff to report back to the West Harbour Development Sub-Committee by Q1 2023 with a recommended long-term Strategy;
- On February 9, 2022, Council approved Report PED21090(a) titled “Pier 8 Animation Program and Hamilton Waterfront Trust (HWT) (Discovery) Centre – Status Update” that authorized and directed staff to: negotiate and finalize a Lease Agreement between the city and Waterfront Shores Corporation for a portion of the Discovery Centre building for exclusive-use to permit a condominium sales centre, presentation centre and construction office to support the Pier 8 development; negotiate terms and conditions for a proportionate share of Waterfront Shores Corporation’s usage for non-exclusive and common-use areas; and that all net proceeds from the lease be received and credited to a West Harbour capital account. The parties negotiated a five-year lease, which was legally executed in October 2022, and the lease-term formally commenced on March 1, 2023;
- On August 12, 2022, Council approved Report PED21090(c) titled “Discovery Centre Strategy Framework: Strategy Development Process Update and Next Steps (Opportunity Study)” directing staff to:
 - Consult with the community and stakeholders;
 - Consult with the Hamilton Public Library (HPL) and the Hamilton Museum Citizens committee as well as heritage stakeholders regarding potential

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partnership opportunities for co-locating civic uses and providing heritage-based visitor experiences within the Discovery Centre Opportunity Study Site;

- Consult with the urban Indigenous community regarding how the utilization of the Discovery Centre Opportunity Study Site can contribute to the advancement of the Actions of the 2019 Hamilton Urban Indigenous Strategy;
 - Assess capital and operational costs for the Discovery Centre building, and the impact to the Energy, Fleet and Facilities Division portfolio;
 - Prepare a general market assessment to evaluate the potential interest, viability, and financial market valuation, for a variety of commercial uses on the Subject Site; and,
 - Report back to the West Harbour Development Sub-Committee by Q1 2023.
- On May 23, 2023, the West Harbour Development Sub-Committee considered Report PED21090(d) titled “Discovery Centre Strategy Framework: Preliminary Option for Discovery Centre” which recommended that:
 - a) That the Hamilton Public Library be identified as the City of Hamilton’s partner in developing a Proposed Concept for the Discovery Centre building;
 - b) That the Preliminary Option for the future use of the Discovery Centre building which is defined as redesigning the facility to incorporate: a library services area; Indigenous community gathering space; exhibits and gallery space; café; and visitor amenities be approved;
 - c) That the Hamilton Public Library be authorized to lead the Work Plan process as detailed in Appendix “E” to Report PED21090(d) to develop the Proposed Concept;
 - d) That the Hamilton Public Library deliver the Proposed Concept to the Municipal Land Development Office by Q1 2025;
 - e) That the Municipal Land Development Office report back to the West Harbour Development Sub-Committee in Q2 2025 with recommendations respecting the Proposed Concept for the Discovery Centre building; and,
 - f) That the Hamilton Public Library refer to the Directions for the Discovery Centre’s Proposed Concept as contained in Appendix “E” to Report PED21090(d) in completing the Work Plan.

Upon consideration of the Report PED21090(d), the West Harbour Development Sub-Committee recommended that the Report be deferred to allow for further consultation, and directed the:

- Indigenous Relations Team staff to consult with the Indigenous community on the Discovery Centre Strategy project;
 - Municipal Land Development Office staff to organize a public engagement session, following Indigenous community consultation, preferably at the Discovery Centre; and,
 - Municipal Land Development Office staff to report back to the West Harbour Development Sub-Committee on the above consultation and public engagement session no later than the end of 2023.
- On June 7, 2023, Council approved West Harbour Development Sub-Committee Report 23-002 which deferred Report PED21090(d).

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

Not applicable.

RELEVANT CONSULTATION

As part of responding the Council's direction to conduct further consultation with the Indigenous community and public, the Municipal Land Development Office staff consulted with the Indigenous Relations Team and Hamilton Public Library.

Discussion about the consultation with the Indigenous Community and public is discussed within "Analysis and Rationale for Recommendation" section below.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

It should be noted that May 2023 Report PED21090(d) and November 2023 Report PED21090(e)/HSC23073 are inter-related reports.

The recommendations contained within Report PED21090(e)/HSC23073 are informed by the analysis and rationale contained within previous Report PED21090(d) and herein.

The discussion below:

- Recaps the description of the recommended "Preliminary Option" for the future use of the Discovery Centre, along with the strategic "Directions" that would be referenced by Hamilton Public Library's project team in developing the Proposed Concept;

- Summarizes the Indigenous community and public feedback about the Preliminary Option;
- Outlines the recommended work plan to be led by the Hamilton Public Library to take the high level “Preliminary Option” towards a detailed “Proposed Concept” through further study, collaboration with the Indigenous community, and public engagement; and,
- Summarizes the project governance and foundational community participation goals that would be used when preparing an Indigenous community and public engagement plan as part of developing the Proposed Concept.

Recap of the Preliminary Option for Future Use of the Discovery Centre

May 2023 Report PED21090(d) described the Opportunity Study process, and the various inputs that led to the formulation of the “Preliminary Option” for the future use of the Discovery Centre building as a multi-use space that incorporates:

- **A Hamilton Public Library Services Area:**

Components of this space could include books, wi-fi, computers and printers, children’s play area, study space, leisure reading area and community resources.

- **Indigenous Community Gathering Space:**

Components of this space are currently undefined. The area would be led by and designed collaboratively with members of the Indigenous community through the city’s Indigenous Relations Team. This collaboration process forms a significant portion of the Hamilton Public Library-led work plan discussed below.

- **Exhibits and Gallery Space with Focus on Providing Heritage-Based Visitor Experiences:**

Components of this space could include rotating exhibits co-created with the community to tell local stories.

- **Café:**

This space could include food and beverage offerings and on-site catering.

- **Visitor Amenities Inclusive of Public Restrooms:**

This space could include restrooms and other amenities to support visitor experiences to be defined during the process.

This Report recommends the Preliminary Option as previously described in May 2023 Report PED21090(d) be approved and used as the basis for developing the Proposed Concept for a future Council Decision. Further, this Report identifies the Hamilton Public Library as the city's partner in developing the Proposed Concept for the Discovery Centre, and that the Hamilton Public Library lead the Work Plan to develop the Concept.

Recap of the Strategic Directions for Developing the Proposed Concept

This Report recommends that the Hamilton Public Library refer to the Directions for the Discovery Centre's Proposed Concept as contained in Appendix "D" to Report PED21090(e)/HSC23073 in completing the Work Plan. The May 2023 Report PED21090(d) described how community and stakeholder feedback, and opportunities to advance objectives of several city strategic plans informed these "Directions". The intent of these Directions is that they be used to guide the development of the Proposed Concept.

Summary of Indigenous Community and Public Engagement, Summer 2023

In June 2023, Council directed staff to consult further with members of the Indigenous community and with the public as part of the Discovery Centre Opportunity Study. The primary engagement objectives included:

- Informing people about the study process to date, the option for reuse of the Discovery Centre building that had emerged, what work would be required to move the project forward; and,
- Consulting with people to assess level of interest in the concept and hear what concerns and considerations people had if this project moved forward.

Themes received from the feedback are discussed below.

Indigenous Community Engagement

The city's Indigenous Relations Team assisted in identifying opportunities for the Municipal Land Development Office and the Hamilton Public Library to attend Indigenous community events and meetings during the summer of 2023. The following section outlines the various events and meetings attended, along with the general summary of the feedback received to the following consultation questions:

1. What do you like about this concept?;

2. Are there any concerns or considerations in further developing this concept?; and,
3. If we proceed with the concept, do you have any suggestions for how best to engage with members of the Indigenous community? Who should be involved and what is their likely area of interest?

Staff attended the following events:

- National Indigenous People’s Day Community Gathering, June 21, 2023;
- Soaring Spirits Pow Wow, June 24, 2023;
- Circle of Beads, August 10, 2023; and,
- Indigenous Community Advisory Board, September 20, 2023.

Summary of Indigenous Community Feedback

In summary, the feedback from the Indigenous community indicated general interest in the Preliminary Option and general support for the Hamilton Public Library moving forward with further work to develop the concept; however, it was also emphasized that clarifying aspects of governance is integral to the project in moving it forward. As part of proceeding, study governance needs to be defined early on to clarify involvement and role of the Indigenous community in decision making about defining components of the multi-use space, and that defining the future operating governance model of the facility is integral to the vision.

When discussing the question, “Are there any concerns or key considerations that should be factored into this project?” there were a number of feedback themes that emerged:

- Space Needs;
- Facility Operation Governance;
- Facilities and Exhibit Space; and,
- Communications, Consultation Strategy and Study Governance.

Feedback from consultation with the Indigenous community has been summarized in Appendix “A” to Report PED21090(e)/HSC23073.

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There are a number of key 'take-aways' from the feedback received this summer and are summarized below:

- Need to focus on trust-building and relationship development. The consultation with the Indigenous community needs to be integral from the beginning and needs to inform the broader building and program design;
- Need to involve willing Indigenous partners, and also consult with the wider Indigenous community to ensure broader representation and engagement;
- Dedicating significant time and organizational capacity to Indigenous community consultation was reinforced. This consultation is essential and thus requires the appropriate time and organizational resources;
- The Discovery Centre building is important, but so is the exterior space. The proximity of the building to the water, and the potential for outdoor space for events, celebrations, ceremony, sport, and learning is important to the Indigenous community;
- The governance of the Discovery Centre's operating model cannot be defined at this early stage, but it is critical that the consultation drives what the governance model will become;
- An ongoing relationship with the Indigenous community is critical for the success of this project. An operational plan will be required for how this concept can be supported and sustained in the long term;
- If the project goes forward, it is important that the operation of the building continues in a spirit of collaboration – continuing the relationships built over the planning and development stages; and,
- Important to communicate how this project advances the actions in the Urban Indigenous Strategy as well as the Truth and Reconciliation Commission's Calls to Action.

Public Engagement

A survey was conducted to collect feedback about what people like most and whether there were any concerns about the preliminary option for the Discovery Centre building.

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The survey was made available on Engage Hamilton between August 17, 2023, and September 13, 2023. During this time 113 survey responses were collected.

In addition, a Discovery Centre Opportunity Study Open House was held on September 12, 2023, where participants were also provided an opportunity to complete a paper version of the online survey. Approximately 30 people attended.

In summary, the feedback indicated general interest in the concept and support in moving the project forward. Members of the public offered several considerations such as functional considerations of the site and building, desired amenities, programming ideas, as well as a few concerns in further developing the concept. This feedback will be referred to again during the development of the Proposed Concept. The findings of the public engagement are contained in Appendix “B” to Report PED21090(e)/HSC23073.

Updated Work Plan and Project Schedule

The May 2023, Report PED21090(d) described the Work Plan items that would be required to build out the Preliminary Option into a Proposed Concept for a future Council decision, and detailed the five Work Plan items consisting of:

- Work Plan Item 1: Hamilton Public Library Program Design and Development Study;
- Work Plan Item 2: Hamilton Public Library Facility and Space Needs Assessment;
- Work Plan Item 3: Hamilton Public Library-Led Project Work;
- Work Plan Item 4: Indigenous Community Collaboration; and,
- Work Plan Item 5: Public and Stakeholder Consultation.

November 2023 Report PED21090(e)/HSC23073 recommends that the Hamilton Public Library be identified as the city’s partner in developing the Proposed Concept for the Discovery Centre building, based on the Preliminary Option. Also, the Report PED21090(e)/HSC23073 recommends that the Hamilton Public Library lead the Work Plan process as detailed in Appendix “C” to Report PED21090(e)/HSC23073 which identifies that the:

- Hamilton Public Library will deliver the Proposed Concept in Q1 2026 for city staff’s assessment; and,

- Municipal Land Development Office will bring forward a staff recommendation report in Q2 2026 with the Proposed Concept for the West Harbour Development Sub-Committee's consideration.

Based on the Hamilton Public Library's evolved thinking about scope of work, reflection upon Indigenous community and public feedback received, and the passage of time since PED21090(d) was presented to the West Harbour Development Sub-Committee meeting in May 2023, some modifications are required to the recommended Work Plan and Schedule.

The first area of change is to extend the project schedule to 2026, where the Hamilton Public Library's Proposed Concept is delivered to the Municipal Land Development Office for assessment in Q1 2026, and a city staff recommendation report is submitted to the West Harbour Development Sub-Committee for consideration in Q2 2026. This schedule allows for more time to collaborate with the Indigenous community in developing the Proposed Concept, and for more engagement opportunities with principal stakeholders and with the public. Project support will be provided by the city's Indigenous Relations Team, the city's Facilities' section, the Municipal Land Development Office and Hamilton Public Library-retained consulting services.

Further, the updated schedule allows for several key communication and decision-making points throughout the duration of the project to the Library Board, as well as providing City Council progress updates along the way. The Proposed Concept will ultimately be brought forward to City Council for decision in Q2 2026.

The second area of change is to capture the increased scope of project work focused on determining appropriate green building strategies to create a healthy, environmentally sustainable, cost-effective building. Indigenous community members stressed the need for a building developed in relationship to the land which incorporates sustainable and Indigenous design principles. The scope of Work Plan Item 2: Hamilton Public Library Facility and Space Needs Assessment is broadened to include this work.

Staff are recommending approval of the Hamilton Public Library-led Work Plan as contained in Appendix "C" to Report PED21090(e)/HSC23073.

Project Governance and Community Participation Goals

In response to the feedback received from the Indigenous community during the summer of 2023, the following table was prepared to further clarify the level of engagement in relation to the core elements of the Preliminary Option. The table outlines each component of the multi-use space of the Discovery Centre, along with the project governance and community participation goal. The table identifies foundational engagement goals, from which the

Hamilton Public Library would build out the Indigenous and public Engagement strategy in moving forward with the project.

Table 1 – Participation Goals in Relation of Project Component

Multi-Use Space Component	Project Component Description	Project Governance	Indigenous and Public Consultation Participation Goal
Library	Books, WIFI, Computers and Printers, Children’s Area, Study Space, Leisure Reading Area, Community Resources Use of green building strategies, include an Indigenous collection of books and other library materials.	Library Board in collaboration with City of Hamilton and other funding partners.	INFORM, CONSULT and INVOLVE the Indigenous community and public on determining library design components and services offered.
Indigenous Gathering Area	TBD – Components of this space are currently undefined.	Area to be led by and designed collaboratively with members of the Indigenous community, through the city’s Indigenous Relations Team. Governance structure to be refined in partnership through the consultation process.	COLLABORATE with the Indigenous community to define and design the purpose and all components or programming therein.
Exhibits and Gallery Space	Rotating exhibits co-created with the community to tell local stories	Exhibition program developed collaboratively with City of Hamilton, Indigenous Relations Team, Indigenous and	INFORM, CONSULT and INVOLVE the Indigenous community and public on the exhibition program (topics, themes, audience, participation).

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		wider community stakeholders. Governance structure to be refined in partnership with stakeholders through the consultation process.	Collaboration with Indigenous guest curators and community groups on individual exhibitions.
Café	Food, beverage offerings and on-site event catering	Led by Hamilton Public Library in collaboration with, Indigenous partners, City of Hamilton and Hamilton cultural sector.	INFORM, CONSULT and INVOLVE the Indigenous community and public on the service model.
Visitor Facilities	Restrooms and other complementary amenities to be defined	Governance structure to be refined in partnership with stakeholders through the consultation process. Visitor facilities to support multiple user groups, programs and project goals with design input from each.	Governance structure to be refined in partnership with stakeholders through the consultation process. Visitor facilities to support multiple user groups, programs, and project goals with design input from each.

Note: CAPITALIZED terms are based on IAP2 (International Association for Public Participation) spectrum.

ALTERNATIVES FOR CONSIDERATION

Council may revise or choose not to approve the Work Plan.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” to Report PED21090(e) / HSC23073 – Discovery Centre Opportunity Study (Preliminary Option): Indigenous Community Feedback Summary, Summer 2023

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- Appendix “B” to Report PED21090(e) / HSC23073 – Discovery Centre Opportunity Study
(Preliminary Option): Community
Feedback Summary, Summer 2023
- Appendix “C” to Report PED21090(e) / HSC23073 – Hamilton Public Library Work Plan and
Timeline
- Appendix “D” to Report PED21090(e) / HSC23073 – Directions for Discovery Centre’s
Proposed Concept

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