



# REPORT

To: Chetwynd Public Library Advisory Committee

Report Number: CS-CLIB-001

From: Trish Morgan, General Manager of Community Services

Date: December 7, 2020

**Subject: Chetwynd Library Next Step Options**

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## RECOMMENDATION:

That the Chetwynd Library Advisory Committee recommend that the Regional Board obtain a proposal and cost estimate from m2 Architecture to work with the Peace River Regional District and Chetwynd Library Advisory Committee to alter the concept design from 2018 in order to reduce the cost of the project.

## BACKGROUND/RATIONALE:

In 2017, at the request of the District of Chetwynd and the Chetwynd Library Board, the Peace River Regional District (PRRD) started the process to examine options to either upgrade the current library or build a new library in Chetwynd. Funds were budgeted by the PRRD to conduct a high level feasibility study, which included forming an Advisory Committee and hiring a consultant specializing in library services to lead the project. The study was completed, and the final report was presented in a joint meeting to the Electoral Area Director for Area E and District of Chetwynd Mayor and Council.

It was determined through the 2017 feasibility study that a new facility was needed, and in mid-2018, an architect was hired to develop a concept and to provide preliminary Class 'D' estimates for the construction of their proposed concept for the facility. A design was developed, and in 2019 the PRRD applied to the Investing in Canada Infrastructure Program for grant funding of \$6.5 million of the estimated overall project budget of \$8.3 million. The grant application was unsuccessful.

This report provides an overview of possible next steps, options and timelines. A detailed timeline of actions taken to date has been included in "Other Considerations" section.

**1) Re-engage m2 Architecture and move forward with the "shed roof" design that was included in unsuccessful \$6.5M grant submission to the Investing in Canada Infrastructure Program in 2019.**

**Last Cost Estimate (2018)** = \$8.3 million for 8,000 square feet

### Steps:

- Obtain a new cost estimate for the existing design and footprint.
- Conduct public consultation to determine if the community is in favour of the design, estimated costs and long term borrowing. (Note that the community was consulted in the first phase of the process in 2017 to identify the programming needs of the community, but no further consultation has taken place and if borrowing is needed for the project, then the community should be consulted on the design).

- Move forward to an elector approval process for loan authorization in 2021 if total project funding is not available.
- If the loan authorization is approved, start work on construction drawings for tendering.
- Tender project.
- Construction.

#### Design & Construction Timeline (based on m2's original proposal):

| Item   | Timeline to Complete | Cumulative Timeline |
|--|----------------------|---------------------|
| Schematic and design development                   | 3 weeks              | 3 weeks             |
| Construction documents                             | 16 weeks             | 19 weeks            |
| Tender (issue, review submissions, contract award) | 11 weeks             | 30 weeks            |
| Construction                                       | 56 weeks             | 86 weeks            |
|  |                      |                     |
| Plus assent voting/referendum                      | 39-40 weeks          |                     |
| Plus AAP   | 31-32 weeks          |                     |
| Plus Petition                                      | 27 weeks             |                     |

#### Considerations:

- The cost of the construction has likely increased, due to inflation, from late 2019 at \$8.3 million.
- m2 may not be interested or available to assist with the project.
- The community may not be in favour of the design or costs associated.

## 2) Re-engage m2 Architecture and scale back the design of the “shed roof” library.

**Cost Estimate** = unknown but the design could potentially be adapted to meet a target budget figure

#### Steps:

- Work with the architect and Advisory Committee to reduce the square footage of the library and potentially scale back or eliminate some features to further reduce costs.
- Obtain a new cost estimate for a new design and footprint. Note that the re-design could be based on a maximum allowable budget.
- Conduct public consultation to determine if the community is in favour of the scaled back design, estimated costs and borrowing.
- Move forward to an elector approval process for loan authorization in 2021 if total project funding is not available.
- If the loan authorization is approved, start work on construction drawings for tendering.
- Tender project.
- Construction.

**Design & Construction Timeline (based on m2's original proposal):**

| Item   | Timeline to Complete | Cumulative Timeline |
|--|----------------------|---------------------|
| Design changes                                     | 5 weeks              | 5 weeks             |
| Schematic and design development                   | 3 weeks              | 8 weeks             |
| Construction documents                             | 16 weeks             | 24 weeks            |
| Tender (issue, review submissions, contract award) | 11 weeks             | 35 weeks            |
| Construction                                       | 56 weeks             | 91 weeks            |
|  |                      |                     |
| Plus assent voting/referendum                      | 39-40 weeks          |                     |
| Plus AAP   | 31-32 weeks          |                     |
| Plus petition                                      | 27 weeks             |                     |

**Considerations**

- There is a cost for the design work associated with scaling back the project.

**3) Issue a new RFP for architectural and project management services**

**Estimated Cost** = unknown but the project could be developed to meet a target budget figure, project criteria would have to be updated

**Design & Construction Timeline (would need to be confirmed in proposal):**

| Item  | Timeline to Complete | Cumulative Timeline |
|---|----------------------|---------------------|
| RFP preparation   | 2 weeks              | 2 weeks             |
| Board approval to issue RFP and provide pre-budget approval | 3 weeks              | 5 weeks             |
| Issue RFP   | 5 weeks              | 10 weeks            |
| Proposal review and contract award                          | 4 weeks              | 14 weeks            |
| Concept design  | 8 weeks              | 22 weeks            |
| Schematic and design development                            | 8 weeks              | 30 weeks            |
| Construction documents                                      | 16 weeks             | 46 weeks            |
| Tender (issue, review submissions, contract award)          | 11 weeks             | 57 weeks            |
| Construction  | 52 weeks             | 109 weeks           |
|   |                      |                     |
| Plus assent voting/referendum                               | 39-40 weeks          |                     |
| Plus AAP  | 31-32 weeks          |                     |
| Plus petition   | 27 weeks             |                     |

**Considerations**

- The costs associated with any proposal and the project may not vary much from other consultants in the past.

**ALTERNATIVE OPTIONS:**

1. That the Chetwynd Library Advisory Committee recommend that the Regional Board re-engage m2 Architecture to work with the Peace River Regional District and Chetwynd Library Advisory Committee to move forward with obtaining an updated cost estimate for the concept design for an 8,000 sqft library as developed in 2018.

2. That the Chetwynd Library Advisory Committee recommend that the Regional Board issue a request for proposals to obtain a qualified architectural/engineering firm to develop a new concept design and cost estimate for presentation to the public in preparation for an elector approval process in the fall of 2021.
3. That the Chetwynd Library Advisory Committee provide further direction.

### STRATEGIC PLAN RELEVANCE:

- ☒ Partnerships
- ☒ Collaboration with Local and First Nations governments

### FINANCIAL CONSIDERATION(S):

Grant funding from the Provincial and Federal Government may become available again in 2021. In the first intake of the Investing in Canada Infrastructure Program the average grant awarded was between \$2.07 and \$2.5 million. In 2019 the PRRD applied for a grant for \$6.5 million for the project and was not successful.

Currently the following funds have been committed to the project:

|                        |                    |
|------------------------|--------------------|
| Electoral Area E**     | \$1,000,000        |
| District of Chetwynd   | \$300,000          |
| Chetwynd Library Board | \$500,000          |
| <b>TOTAL</b>           | <b>\$1,800,000</b> |

The current service area includes the District of Chetwynd and a large portion of Electoral Area E. Bylaw 266, 1980 authorized the question seeking public approval of the function of Library Services, and the PRRD received authority to provide the service via Supplementary Letters patent dated April 30, 1981. The service was converted in 2018 (Bylaw No. 2331, 2018); the conversion established the function under current legislated requirements and amended the original authority to include the ability to enter agreements, and incur debt associated with the provision of library services.

In 2020 \$496,218 was requisitioned for the service with an associated tax rate of \$0.1470/\$1,000 on land and improvements. The maximum requisition is the greater of \$755,298 or \$0.6588/\$1,000 on land and improvements.

### 2020 Tax Rate = \$0.1470/\$1,000

| Assessed Value | Taxes Applied |
|----------------|---------------|
| \$ 100,000.00  | \$ 14.70      |
| \$ 200,000.00  | \$ 29.40      |
| \$ 300,000.00  | \$ 44.10      |
| \$ 400,000.00  | \$ 58.80      |
| \$ 500,000.00  | \$ 73.50      |

| <b>Borrowing Amount</b> | <b>Term</b> | <b>Interest Rate</b> | <b>Annual Payment</b> | <b>Tax Rate for Payment Only</b> | <b>Cost Per \$100,000 of Assessment</b> |
|-------------------------|-------------|----------------------|-----------------------|----------------------------------|---|
| \$2,000,000.00          | 5 year      | 0.91%                | \$ 404,442.85         | \$0.1198                         | \$11.98                                 |
| \$2,000,000.00          | 10 year     | 1.47%                | \$ 214,150.69         | \$0.0634                         | \$6.34                                  |
| \$2,000,000.00          | 15 year     | 1.93%                | \$ 156,354.77         | \$0.0463                         | \$4.63                                  |
| \$2,000,000.00          | 20 year     | 2.25%                | \$ 129,382.45         | \$0.0383                         | \$3.83                                  |
| \$3,000,000.00          | 5 year      | 0.91%                | \$ 606,664.27         | \$0.1797                         | \$17.97                                 |
| \$3,000,000.00          | 10 year     | 1.47%                | \$ 321,226.03         | \$0.0952                         | \$9.52                                  |
| \$3,000,000.00          | 15 year     | 1.93%                | \$ 234,532.16         | \$0.0695                         | \$6.95                                  |
| \$3,000,000.00          | 20 year     | 2.25%                | \$ 194,073.67         | \$0.0575                         | \$5.75                                  |
| \$4,000,000.00          | 5 year      | 0.91%                | \$ 808,885.70         | \$0.2396                         | \$23.96                                 |
| \$4,000,000.00          | 10 year     | 1.47%                | \$ 428,301.38         | \$0.1269                         | \$12.69                                 |
| \$4,000,000.00          | 15 year     | 1.93%                | \$ 312,709.55         | \$0.0926                         | \$9.26                                  |
| \$4,000,000.00          | 20 year     | 2.25%                | \$ 258,764.90         | \$0.0767                         | \$7.67                                  |
| \$5,000,000.00          | 5 year      | 0.91%                | \$ 1,011,107.12       | \$0.2995                         | \$29.95                                 |
| \$5,000,000.00          | 10 year     | 1.47%                | \$ 535,376.72         | \$0.1586                         | \$15.86                                 |
| \$5,000,000.00          | 15 year     | 1.93%                | \$ 390,886.94         | \$0.1158                         | \$11.58                                 |
| \$5,000,000.00          | 20 year     | 2.25%                | \$ 323,456.12         | \$0.0958                         | \$9.58                                  |
| \$6,000,000.00          | 5 year      | 0.91%                | \$ 1,213,328.55       | \$0.3594                         | \$35.94                                 |
| \$6,000,000.00          | 10 year     | 1.47%                | \$ 642,452.06         | \$0.1903                         | \$19.03                                 |
| \$6,000,000.00          | 15 year     | 1.93%                | \$ 469,064.32         | \$0.1390                         | \$13.90                                 |
| \$6,000,000.00          | 20 year     | 2.25%                | \$ 388,147.35         | \$0.1150                         | \$11.50                                 |

### **COMMUNICATIONS CONSIDERATION(S):**

At some point in the future the concept design and costs will need to be presented to the public for feedback. At that time

### **OTHER CONSIDERATION(S):**

The Electoral Area 'E' Director has met with the following organizations to determine if there are any potential partnerships:

- Northern Lights College
- Saluteau First Nation
- West Moberly First Nation
- School District No. 59 Peace River South

Northern Lights College does not have a need for shared library services in Chetwynd. Their main libraries are on campuses in Dawson Creek and Fort St John and they have an established inter-library loan system to transfer hard copy publications to their Chetwynd campus. Further, much of their collection is online and is of a technical or academic nature.

Saulteau and West Moberly First Nations seem interested in the possibility of a new library in Chetwynd. Further discussions are needed to determine if they are interested in becoming a financial partner in the construction and the service. They are both interested in seeing more information about the history and culture of the region and their communities in the library.

School District No. 59 has been advocating to the Ministry of Education to replace Chetwynd Sr. Secondary for a number of years. So far they have been unsuccessful in that proposal but have completed significant renovations to the school. They have suggested that a letter be sent to the Board of Education outlining what has already been completed to see if the Board has any interest in a partnership in the future.

### **Timeline of Activities to Date:**

#### **2016**

- District of Chetwynd hosts a meeting with the PRRD and library
- Library Board examines options to renovate the 50 year old library
- October: RFP issued to conduct a [feasibility study](#) on the Chetwynd Library to determine the needs of the community and the programming spaces required.

#### **2017**

- November: The feasibility study recommends that a new library is needed to replace the existing 50 year old building with a new facility in the range of 6,000 sqft on the Chetwynd Rec Centre property which is central to other community amenities.

#### **2018**

- March: RFP issued to secure firm to design and construct a library in Chetwynd. Only one incomplete proposal was received.
- April: RFP redrafted to secure a firm to design a library in Chetwynd and provide costs estimates for the construction of an 8,000 sqft library. One proposal was received and a contract was secured with the firm m2 Architecture.
- July: m2 worked with the Chetwynd Public Library Advisory Committee to develop a design and refine the space needs identified in the November 2017 feasibility study.
- July: Chetwynd Library Board commits \$500,000 towards the cost of the construction and commits to paying for furnishings.
- August: m2 provided two designs for consideration and provided a cost estimate for each option
- October: the Investing in Canadian Infrastructure Program (ICIP) was launched and work started to complete the grant application
- August: District of Chetwynd commits to sell the property to the PRRD for \$1, to provide \$300,000 to the construction of the project, and to cover a portion of the costs required for demolition of the current building.

#### **2019**

- January: Electoral Area E Director commits \$753,756 to the project.
- January: grant application submitted to ICIP for \$6.5 million to construct the library

#### **2020**

- March: PRRD notified that grant application for \$6.5 million not approved. The average funding for successful projects was approximately \$2-\$2.5 million.

- March: staff starting investigating costs and options with respect to a library in Chemainus which included a number of the features identified in the feasibility study and was constructed for \$2.5 million (excluding permits, engineering, project management, land, etc.).
- July to October: staff engaged with HDR Architecture (architects for the Chemainus Library) to obtain a quote for the design and project management of a similar facility in Chetwynd. The estimated total cost is approximately \$7 million to \$7.9 million.
- September: Electoral Area 'E' Director and staff met with Northern Lights College to determine if there was interest in a partnership for a new library. Northern Lights does not have a need for additional library services in Chetwynd.
- September: Electoral Area 'E' Director and staff met with Saulteau First Nation to discuss the project and ask for their support and input.
- October: Electoral Area 'E' Director and staff met with West Moberly First Nation to discuss the project and ask for their support and input.
- November: Electoral Area 'E' Director and staff will meet with School District No. 59 representatives on November 9, 2020 to determine if there is a possibility of a partnership in a new facility.

**If borrowing is required to construction a new library the following timelines need to be added to the design and construction timeline and will need to be completed prior to construction drawings being developed.**

#### **Assent (Referendum) Voting Process Timeline**

| <b>Time to Complete</b> | <b>Item</b>   | <b>Cumulative Timeline</b> |
|-------------------------|---|----------------------------|
| 4 weeks                 | Obtain permission from Regional Board to go to referendum   | 4 weeks                    |
| 6 weeks                 | Develop borrowing bylaw & have legal review   | 10 weeks                   |
| 2 weeks                 | Board provides first three readings of the bylaw  | 12 weeks                   |
| 8 weeks                 | Bylaw is forwarded to the Ministry of Municipal Affairs for approval  | 20 weeks                   |
| 12 weeks                | PRRD preps for referendum, secures facility, develops COVID plan, completes statutory advertising, advanced voting and regular voting | 32 weeks                   |
| 3-4 weeks               | Bylaw goes back to the Regional Board for adoption  | 35-36 weeks                |
| 4 weeks                 | Wait one month quashing period before bylaw can go to the Ministry for final certificate of approval and expenses can be incurred     | 39-40 weeks                |

#### **Alternative Approval Process (counter petition) Timeline**

| <b>Time to Complete</b> | <b>Item</b>   | <b>Cumulative Timeline</b> |
|-------------------------|---|----------------------------|
| 4 weeks                 | Obtain permission from Regional Board to utilize an AAP process                     | 4 weeks                    |
| 6 weeks                 | Develop the borrowing bylaw and bring back to the Regional Board for three readings | 10 weeks                   |
| 8 weeks                 | Bylaw is forwarded to the Ministry of Municipal Affairs for approval                | 18 weeks                   |

|           |   |             |
|-----------|---|-------------|
| 7 weeks   | Complete required advertising and provide 30 days for elector responses from date of 2 <sup>nd</sup> advertisement                | 25 weeks    |
| 3-4 weeks | Bylaw goes back to the Regional Board for third reading and adoption  | 28-29 weeks |
| 4 weeks   | Wait one month quashing period before bylaw can go to the Ministry for final certificate of approval and expenses can be incurred | 31-32 weeks |

**Petition Process Timeline**

| <b>Time to Complete</b> | <b>Item</b>   | <b>Cumulative Timeline</b> |
|-------------------------|---|----------------------------|
| 4 weeks                 | Obtain permission from Regional Board to utilize a resident petition process  | 4 weeks                    |
| 4 weeks                 | Develop public information required for mail out/distribution to benefitting area   | 8 weeks                    |
| 6 weeks                 | Hold Public information session, allow one month deadline for receipt of petition responses                                       | 14 weeks                   |
| 3-4 weeks               | Verification of results and development of report to Board on the results   | 17-18 weeks                |
| 2 weeks                 | Bylaw goes to the Regional Board for three readings   | 19-20 weeks                |
| 2 weeks                 | Bylaw goes back to the Regional Board for adoption  | 21-23 weeks                |
| 4 weeks                 | Wait one month quashing period before bylaw can go to the Ministry for final certificate of approval and expenses can be incurred | 27 weeks                   |

**Attachments:**

1. 2018 Chetwynd Library Concept Design & Cost Estimate
2. 6 Phases of the Design Process

**External Links:**

1. [Chetwynd Public Library Feasibility Study](#), November 2017