



## REVISED AGENDA

### INTERGOVERNMENTAL AFFAIRS COMMITTEE

June 27, 2018, 9:30 AM

LEGAL TRADITIONS COMMITTEE ROOM

#### Members

Mayor N. Nenshi  
Councillor G-C. Carra, Vice-Chair  
Councillor P. Demong  
Councillor J. Farkas  
Councillor J. Gondek  
Councillor R. Jones  
Councillor J. Magliocca

1. CALL TO ORDER
2. OPENING REMARKS
3. CONFIRMATION OF AGENDA
4. CONFIRMATION OF MINUTES
  - 4.1 Minutes of the Regular Meeting of the Intergovernmental Affairs Committee held 2018 May 17
5. POSTPONED REPORTS  
*(including related/supplemental reports)*  
(None)
6. ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES
  - 6.1 Alberta Urban Municipalities Association (AUMA) (Verbal), IGA2018-0730
  - 6.2 Federation of Canadian Municipalities (FCM) (Verbal), IGA2018-0731
  - 6.3 Calgary Metropolitan Region Board (CMRB) (Verbal) , IGA2018-0732
  - 6.4 Calgary Metropolitan Region Board (CMRB) - Land Use Committee (Verbal), IGA2018-0733

- 6.5 Calgary Metropolitan Region Board (CMRB) - Intermunicipal Servicing Committee (Verbal), IGA2018-0734
- 6.6 Intermunicipal Committees (IMC) (Verbal) , IGA2018-0735
- 6.7 Presentation by Chair - Calgary Metropolitan Region Board (Verbal), IGA2018-0823
- 6.8 Response to Councillor Farkas's Administrative Inquiry at the 2018 February 28 Strategic Meeting of Council, IGA2018-0833
- 6.9 Conversation Regarding Electoral and Democratic Reform, IGA2018-0558
- 6.10 CFD Medical Response Business Model, IGA2018-0830

7. ITEMS DIRECTLY TO COMMITTEE

- 7.1 REFERRED REPORTS  
(None)
- 7.2 NOTICE(S) OF MOTION  
(None)

8. URGENT BUSINESS

9. CONFIDENTIAL ITEMS

9.1 ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES

- 9.1.1 *The City of Calgary Regional Water Licence Update, IGA2018-0828*  
Attachments 1 and 2 held confidential subject to Sections 23 and 24 of FOIP.

**REVISED MATERIALS**

- 9.1.1.1 *Revised Cover Report for Report IGA2018-0828*  
The confidentiality status of Report IGA2018-0828 has been revised to Unrestricted.

9.2 URGENT BUSINESS

10. ADJOURNMENT



## MINUTES

### INTERGOVERNMENTAL AFFAIRS COMMITTEE

**May 17, 2018, 9:30 AM**  
**LEGAL TRADITIONS COMMITTEE ROOM**

PRESENT: Councillor G-C. Carra, Vice-Chair  
Councillor P. Demong  
Councillor J. Farkas  
Councillor J. Gondek  
Councillor R. Jones

ALSO PRESENT: Councillor J. Magliocca  
Deputy City Manager B. Stevens  
Acting City Clerk T. Rowe  
Legislative Assistant D. Williams

1. CALL TO ORDER

Councillor Carra called the Meeting to order at 9:30 a.m.

2. OPENING REMARKS

Councillor Carra provided opening remarks.

3. CONFIRMATION OF AGENDA

**Moved by** Councillor Farkas

That the Agenda for the 2018 May17 Regular Meeting of the Intergovernmental Affairs Committee be confirmed, **after amendment, as follows:**

**Add confidential Urgent Business:**

**Item 9.2.1 City Charter Update, VR2018-0039**

**MOTION CARRIED**

4. CONFIRMATION OF MINUTES

- 4.1 Minutes of the Regular Meeting of the Intergovernmental Affairs Committee, held 2018 April 19

**Moved by** Councillor Farkas

That the Minutes of the Intergovernmental Affairs Committee held on 2018 April 19 be confirmed.

**MOTION CARRIED**

5. POSTPONED REPORTS

None

6. ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES

- 6.1 Alberta Urban Municipalities Association (AUMA) (Verbal), IGA2018-0622

**Moved by** Councillor Demong

That Report IGA2018-0622 be postponed to be dealt with during the Closed Meeting portion of today's Meeting.

**MOTION CARRIED**

Administration in attendance during the Closed Meeting discussions with respect to Report IGA2018-0622:

Clerks: T. Rowe; D. Williams; Advice: B. Stevens, S. Alexander; D. Corbin, A. McIntyre, D. Mercer, M. Zabloski, M. del Valle, C. Hindson, S. Swinn, L. Kerr, N. Younger, J. Clarke and O. Shyllon.

**Moved by** Councillor Demong

That with respect to Report IGA2018-0622 the following be approved:

That the Intergovernmental Affairs Committee receive the Alberta Urban Municipalities Association (AUMA) Verbal Report for information.

**MOTION CARRIED**

6.2 Federation of Canadian Municipalities (FCM) (Verbal), IGA2018-0623

A document entitled "Briefing Notes for Councillor Magliocca (FCM Representative), with respect to Report IGA2018-0623 was distributed.

**Moved by** Councillor Magliocca

That with respect to Report IGA2018-0623 the following be approved:

That the Intergovernmental Affairs Committee receive the Federation of Canadian Municipalities (FCM) Verbal Report for information.

**MOTION CARRIED**

6.3 Calgary Metropolitan Region Board (CMRB) (Verbal), IGA2018-0624

**Moved by** Councillor Farkas

That with respect to Report IGA2018-0624 the following be approved:

That the Intergovernmental Affairs Committee receive the Calgary Metropolitan Region Board (CMRB) Verbal Report for information.

**MOTION CARRIED**

6.4 Calgary Metropolitan Region Board (CMRB) - Land Use Committee (Verbal), IGA2018-0625

**Moved by** Councillor Farkas

That with respect to Report IGA2018-0625 the following be approved:

That the Intergovernmental Affairs Committee receive the Calgary Metropolitan Region Board (CMRB) - Land Use Committee Verbal Report for information.

**MOTION CARRIED**

6.5 Intermunicipal Committees (IMC) (Verbal), IGA2018-0626

**Moved by** Councillor Demong

That with respect to Report IGA2018-0626 the following be approved:

That the Intergovernmental Affairs Committee receive the Intermunicipal Committee (IMC) Verbal Report for information.

**MOTION CARRIED**

6.6 Elbow Valley West Wastewater Servicing, IGA2018-0610

A PowerPoint presentation entitled "Elbow Valley West Wastewater Servicing, IGA2018-0610" was distributed.

**Moved by** Councillor Magliocca

That with respect IGA2018-0610, the following be adopted:

That the Intergovernmental Affairs Committee recommend that Council:

Approve wastewater servicing to Elbow Valley West and direct Administration to execute a new Master Servicing Agreement with Rocky View County for the provisions of wastewater servicing based on the proposed service area in Attachment 1 and term sheet in Attachment 2.

**MOTION CARRIED**

7. ITEMS DIRECTLY TO COMMITTEE

7.1 REFERRED REPORTS

None

7.2 NOTICE(S) OF MOTION

None

8. URGENT BUSINESS

None

9. CONFIDENTIAL ITEMS

**Moved by** Councillor Magliocca

That, in accordance with Section 197 of the Municipal Government Act and Sections 21, 23, 24 and 27 of the *Freedom of Information and Protection of Privacy Act*, Committee now move into Closed Meeting, in the Legal Traditions Committee Room, in order to discuss several confidential matters with respect to the following Reports:

1. Item 6.1 Alberta Urban Municipalities Association (AUMA) (Verbal), IGA2018-0622
2. Item 9.1.1 Omni Area Structure Plan (Rocky View County) - Update, IGA2018-0604
3. Item 9.1.2 Legalization of Cannabis - Update (Verbal), IGA2018-0639
4. Item 9.2.1 City Charter Update (Verbal), VR2018-0039

**MOTION CARRIED**

Committee moved into Public Session at 11:25 a.m., with Councillor Carra in the Chair.

**Moved by** Councillor Gondek

That the Committee rise and report.

**MOTION CARRIED**

## 9.1 ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES

### 9.1.1 Omni Area Structure Plan (Rocky View County) – Update, IGA2018-0604

Administration in attendance during the Closed Meeting discussions with respect to Report IGA2018-0604:

Clerks: T. Rowe and D. Williams; Advice: B. Stevens, S. Alexander; D. Corbin, A. McIntyre, M. Zabloski, M. del Valle, C. Hindson, S. Swinn, L. Kerr, N. Younger, J. Clarke and O. Shyllon; Legal: D. Mercer.

**Moved by** Councillor Gondek

That with respect to Report IGA2018-0608, the following be approved:

That the Intergovernmental Affairs Committee recommend that Council:

1. Approve Recommendations 1 and 2 contained in the Report; and
2. Direct that this Report, presentation, and Closed Meeting discussions remain confidential subject to Sections 21, 23 and 24 of the *Freedom of Information and Protection of Privacy Act* until the decision of the Municipal Government Board has been rendered.

**MOTION CARRIED**

### 9.1.2 Legalization of Cannabis - Update (Verbal), IGA2018-0639

Administration in attendance during the closed meeting discussions with respect to report IGA2018-0639:

Clerks: T. Rowe and D. Williams; Advice: B. Stevens, S. Alexander; D. Corbin, A. McIntyre, M. Zabloski, M. del Valle, C. Hindson, S. Swinn, L. Kerr, N. Younger, J. Clarke and O. Shyllon; Legal: S. Swinn.

**Moved by** Councillor Demong

That with respect to Report IGA2018-0639, the following be approved:

That Committee:

1. Adopt the Recommendations as discussed at today's closed meeting; and
2. Direct that the presentation and closed meeting discussions remain confidential subject to Sections 21, 23, 24 and 27 of the *Freedom of Information and Protection of Privacy Act* until the matter is resolved.

Against: Councillor Farkas

**MOTION CARRIED**

## 9.2 URGENT BUSINESS

### 9.2.1 City Charter Update (Verbal), VR2018-0039

Administration in attendance during the closed meeting discussions with respect to report IGA2018-0639:

Clerks: T. Rowe; D. Williams; Advice: B. Stevens, S. Alexander; D. Corbin, A. McIntyre, M. del Valle, C. Hindson, S. Swinn, L. Kerr, N. Younger, J. Clarke and O. Shyllon; Legal: S. Swinn

**Moved by** Councillor Jones

Direct that the verbal report and closed meeting discussions remain confidential pursuant to Sections 21, 23, 24 and 25 of the *Freedom of Information and Protection of Privacy Act* until the matter is resolved.

**MOTION CARRIED**

## 10. ADJOURNMENT

**Moved by** Councillor Jones

That this meeting adjourn at 11:27 a.m.

**MOTION CARRIED**



The following items have been forward to the 2018 May 28 Regular Meeting of Council:

CONSENT:

Elbow Valley West Wastewater Servicing, IGA2018-0610

CONFIDENTIAL ITEMS CONSENT:

Omni Area Structure Plan (Rocky View County) - Update, IGA2018-0604

The next Regular Meeting of the Intergovernmental Affairs Committee has been scheduled for 2018 June 27

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CHAIR

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ACTING CITY CLERK

UNCONFIRMED



## Memo

2018 June 20

[ISC: Unrestricted]

To Mayor Nenshi and Members of Council

From Debra Hamilton, A/Director Community Planning, Planning & Development

Re **Response to Councillor Farkas's Administrative Inquiry at the 2018 February 28 Strategic Council Meeting**

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Through an Administrative Inquiry submitted by Councillor Farkas 2018 February 28, Administration was asked to report back to the Intergovernmental Affairs Committee on two specific questions. Deputy City Manager Brad Stevens responded to the second question by way of a memo and verbal presentation at Intergovernmental Affairs Committee on 2018 April 19.

This memo is in response to the first question of the Administrative Inquiry that asked:

- 1. How does Administration plan to deal with potential interface issues associated with the redevelopment of the Tsuut'ina Lands, including, but not limited to; transportation, transit, water servicing, emergency services and regional planning? Report back to Intergovernmental Affairs Committee by the end of Quarter 2, 2018.*

The City is dedicated to sharing a path forward and committed to building an equitable and inclusive city. As per Deputy City Manager's memo, The City of Calgary could reach out to the Tsuut'ina Nation at an elected official level to begin a process of co-creating a relationship framework. This should be a collaborative journey founded on mutual recognition, mutual respect and shared responsibility.

At the administrative level, the planned approach for coordinating mutual planning efforts to support a well-coordinated interface could include, but not be limited to, an inter-jurisdictional committee and/or a project specific working group with members of Administration and the Partnership (a partnership between the Tsuut'ina Nation and Canderel to develop the project known as Taza). Not presupposing a relationship framework, The City should leverage joint experiences to co-create a framework that will benefit Calgarians and members of Tsuut'ina Nation. As we proceed, Administration will work with the Tsuut'ina Nation, the Partnership and stakeholders to identify the best approach and adapt the approach as feedback is received.

In the interim, Administration has set up an internal working group to gather information regarding the specifics of the Administrative Inquiry. Subject matter experts from across The Corporation are involved to address interface topics including transportation, transit, water servicing, emergency services and regional planning. If an inter-jurisdictional committee and/or project specific working group were formed, these interface matters could be explored collaboratively in relation to the proposed Taza development.



This memo will be presented to the Intergovernmental Affairs Committee at the 2018 June 27 meeting. In the meantime, if you have any questions, or require further information, please contact me.

A handwritten signature in blue ink, appearing to read "Debra Hamilton".

Debra Hamilton  
A/Director Community Planning  
Planning & Development  
T 268-1438 | Mail Code #8076

c: Jeff Fielding, City Manager  
Administrative Leadership Team  
City Clerks Office

## **Conversation Regarding Electoral and Democratic Reform**

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### **EXECUTIVE SUMMARY**

During the 2018 January Regular Meeting, Council debated a Notice of Motion requesting that the Government of Alberta make certain changes to the *Local Authorities Elections Act* (LAEA). The LAEA regulates the procedures and conduct of elections at the municipal level. The requested changes were with respect to establishing term limits and introducing a recall process. Council defeated both these motions. However, through a Motion Arising, Council identified certain electoral reform amendments for The Mayor to communicate to the Minister of Municipal Affairs. Three specific issues were identified. In addition, Council voted to bring the issue of electoral reform to a future meeting of the Intergovernmental Affairs Committee. The specific issues in the motion arising were brought forward to Council in a memorandum.

With respect to a general conversation on electoral reform, the chart in Attachment One outlines five issues of concern with respect to the electoral process and democratic reform. The issues listed in Attachment One are neither comprehensive nor definitive of the concerns and challenges related to democratic and electoral reform. The purpose of this report is to provide an opportunity for Council to begin to develop an advocacy position prior to the commencement of an anticipated review of the LAEA by the Government of Alberta.

### **ADMINISTRATION RECOMMENDATION:**

Administration recommends that the Intergovernmental Affairs Committee directs Administration to:

1. Compile consensus positions for potential amendments to the Local Authorities Elections Act (LAEA), the Municipal Government Act, and other legislative instruments as identified in the verbal discussion related to this item; and
2. Bring forward a report to the Intergovernmental Affairs Committee on the identified consensus positions and potential amendments to the Local Authorities Elections Act following commencement of a review of the LAEA by the Government of Alberta.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

During the Regular Meeting of Council 2018 January 29, Council debated Notice of Motion C2018-0081 "Setting Mayoral and Term Limits". Council, in its Motion Arising amended this Notice of Motion and referred the amended notice to the Intergovernmental Affairs Committee.

### **BACKGROUND**

On 2018 January 29 during a Regular Meeting of Council, the Mayor and Councillors debated Notice of Motion C2018-0081 entitled "Setting Mayoral and Councillor Term Limits and Recall".

This Notice of Motion set out to establish The City of Calgary's position on issues of electoral reform and requested that the Mayor communicate with the Government of Alberta's Minister of

## **Conversation Regarding Electoral and Democratic Reform**

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Municipal Affairs ("The Minister") to implement specific amendments to the Local Authorities Elections Act<sup>1</sup> ("LAEA").

The requested amendments in the original Notice of Motion identified issues with respect to the absence of term limits and recall provisions in the LAEA. Following a robust discussion and debate, Council decided that they would not adopt either resolution.

Further Amendments to the original Notice of Motion were made, and Council's Motion Arising resulted in the substitution and approval of the following two resolutions:

- 1) *"Council request the Mayor write a letter to the province requesting amendments to the Local Authorities Election Act on the topics of an elected member of council being nominated to run as a candidate for provincial or federal level of government resigning their position at city council and forfeit transition allowance upon being elected as an MLA or MP and; that the candidate's surplus campaign funds or those generated since the last municipal election be donated to The City for the purpose of defraying the costs of a by-election." And, that the*
- 2) *Topic of Electoral Reform be added to a future meeting of the Intergovernmental Affairs Committee.*

For the purposes of this report, the two amendments to the Notice of Motion will be referred to as Resolution One and Two respectively.

It is important to emphasize that Administration conducted this review at the request of Council but takes no position with respect to the Local Authorities Elections Act, relevant sections of the Municipal Government Act, or any other issues or matters arising with respect to how a current or future member of Calgary City Council is or will be elected.

## **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

**Resolution One:** This first part of the Motion Arising requested that the Mayor communicate to the Minister The City's position with respect to specific amendments to the Local Authorities Elections Act, and involves three separate issues:

- a) That a member of Council be compelled to resign if nominated to represent a political party and campaigning to be either a Member of the Legislative Assembly of Alberta, or alternatively, a Member of the Parliament of Canada;
- b) That said member of Council forfeit any transition allowance to which they may be eligible upon if elected to another order of government; and finally,
- c) That campaign funds raised since the last municipal election be "donated" to The City of Calgary to help defray the costs of a by-election.

The requests raised in Resolution One, having received a majority vote from Council, are addressed in a Memorandum to Council dated 2018 May 29 (Attachment 2).

**Resolution Two:** This resolution directs that the topic of electoral reform be added to a future meeting of the Intergovernmental Affairs Committee. The topic of electoral reform is expansive,

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<sup>1</sup> Local Authorities Election Act, RSA 200, Chapter L-21, as amended 2014 May 14.

## **Conversation Regarding Electoral and Democratic Reform**

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complex, and continuously evolving. In addition, the term “electoral reform” is often conflated with “democratic reform”.

In general, democratic reform addresses issues with respect to how citizens are represented in our democratic institutions. In contrast, electoral reform focusses on how citizens select those people that will represent them in the democratic institution, in this case, municipal council.

At the municipal level, democratic reform would address such issues as: “first past the post” versus proportional representation; involvement of political parties at the municipal level; Councillors-at-large versus localized geographic representation; ratio of population to Councillors (i.e., how many people should a Councillor effectively represent?); expansion of democratic institutions to allow a voice for minorities, women (i.e., gender equity), etc.; and finally, protection of democratic institutions (how to address issues of conflicts of interest, suspected corruption, etc.)

Electoral reform focusses on the conduct of the election, and includes such issues as campaign fund raising, donor disclosures and reporting, third party advertising, and voter and candidate eligibility requirements, to name but a few. In general, the Municipal Government Act<sup>2</sup> (MGA) addresses the democratic reform issues while the Local Authorities Elections Act addresses the conduct of the election. However, as noted this distinction is not absolute and amendments to the LAEA would, out of necessity, also need to address issues of democratic reform with respect to the conduct of municipal elections.

The chart in Attachment One outlines five topic areas in the electoral processes that Council may wish to debate, as well as a sixth undefined topic area for new and arising issues. The five theme areas are:

- a) Campaign Finance Reform;
- b) Conduct of Candidates and the Election – Third Party Participation and Advertising;
- c) Structure of Council;
- d) The Voting System; and
- e) Voter Eligibility.

Finally, an open category

- f) Other Issues with respect to Democratic of Electoral Reform.

Attachment One illustrates how democratic reform is intertwined with issues of electoral reform. The issues listed in Attachment One are neither comprehensive nor definitive of the issues, concerns and challenges related to democratic and electoral reform at the municipal level of government.

## **Stakeholder Engagement, Research and Communication**

No stakeholders were engaged in the development of this report. The issues for Resolution Two for Council’s consideration to discuss electoral reform are listed in Attachment One. These issues were identified and aggregated through a review of comments made by both successful

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<sup>2</sup> RSA 2000, M-26 as amended 1 April 2018

## **Conversation Regarding Electoral and Democratic Reform**

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and unsuccessful candidates for municipal office in Calgary during the 2017 October municipal elections.

### **Strategic Alignment**

Municipal government functions within a system of representative democracy. An engaged electorate in which all citizens cast equally weighted votes is foundational to its success. Removal of any impediments or obstacles to the voting process and the conduct of the election would increase voter turnout, enhance transparency, and improve and strengthen Calgary/s municipal government and other elected offices.

### **Social, Environmental, Economic (External)**

Identifying opportunities to improve the electoral process should result in increased voter turnout and strengthen Calgary's democratic institutions.

### **Financial Capacity**

#### ***Current and Future Operating Budget:***

The cost of running elections in Canada, calculated on an average cost per vote cast, in the most recent Federal, Provincial and Municipal elections ranges between \$15.00 and \$17.50. The costs associated with holding an election are a necessary expense required to support democratic institutions, and is a cost that continues to escalate. The 2017 municipal election in Calgary was an outlier due to well above average voter turnout. Calgary's 2017 election cost taxpayers a total of \$4.178 million or \$10.88 per participating voter. Depending on the outcome of Council's debate on electoral and democratic reform, and options pursued, the cost per participating voter in future elections may either continue to escalate or be reduced.

#### ***Current and Future Capital Budget:***

Depending on the options chosen by Council, there may be capital costs incurred to improve how Calgary administers its municipal elections.

### **Risk Assessment**

In the absence of addressing both electoral and democratic reform, The City may face the risk of reduced voter turnout, and / or increased cynicism from the electorate. Lack of confidence by the electorate in the conduct of an election will ultimately erode the reputation and trust that Calgarians have in their local democratic institutions.

### **REASON(S) FOR RECOMMENDATION(S):**

Electoral and democratic reform are issues of concern for Calgary City Council and all elected representatives. Administration will implement a local election at the direction of Council, but does not have nor will it develop an opinion or make recommendations with respect to how a current or future member of Calgary City Council is elected, or with respect to any issues surrounding democratic and electoral reform.



**Deputy City Manager's Office Report to  
Intergovernmental Affairs Committee  
2018 June 27**

**ISC: UNRESTRICTED  
IGA2018-0558  
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**Conversation Regarding Electoral and Democratic Reform**

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**ATTACHMENT(S)**

1. Electoral and Democratic Reform - Potential Issues for Debate
2. Memorandum: Re: Motion Arising – Proposed Amendments to the Local Authorities Electoral Act



## ELECTORAL AND DEMOCRATIC REFORM - POTENTIAL ISSUES FOR DEBATE

Electoral Process	Potential Issues
<b>A) Campaign Finance Reform</b>	<p>Transparency of fund raising activities, fund-raising and spending limits including defining maximum expenditures during the campaign for each candidate and for Mayor;</p> <p>Identification of donors, requirement to identify anonymous donations (i.e., anonymous donations over certain amount not allowed and must be transferred to charity, etc.);</p> <p>Timing of the requirement to disclose;</p> <p>Quantifying other forms of campaign contributions – i.e., “contributions “in kind”;</p> <p>Real time or interval based reporting of donations and other forms of contributions made to candidates (web-based) during the campaign period;</p> <p>Addressing issue of incumbent advantage – regulations to control when an incumbent can commence raising funds for re-election;</p> <p>Tax credits and other incentives for non-wealthy citizens to make small contributions (e.g., property tax credits, a refundable rebate that reduces cost to access City services, for example reduction cost of recreation memberships, recycling fees, etc);</p>
<b>B) Conduct of Candidates / Election</b>	<p>Involvement of political action committees, aka Third Parties, at the municipal level to avoid campaign spending limitations (note The Government of Alberta introduced new rules 2017 December, Bill 32, for this sort of activity at the Provincial level);</p> <p>Third party advertising;</p> <p>Support and training of candidates;</p> <p>Involvement of political parties at the municipal level;</p> <p>Declaration of an “official” campaign period;</p>

		<p>Incumbents seeking re-election continuing to receive remuneration / compensation during the “official” campaign period;</p> <p>Procedures for enforcing election laws during the election.</p>
<b>C) Structure of Council</b>		<p>Geographic, at large, or some mixture of both type of candidates for elected office;</p> <p>Ratio of Councillors to Citizens – is there an appropriate target level? e.g., 75,000 residents per Councillor;</p> <p>Developing opportunities for under-represented groups to participate in the electoral process;</p> <p>Under-representation of women in municipal councils.</p>
<b>D) The Voting System</b>		<p>Other options besides “first past the post” - Proportional representation, preferential or weighted voting systems (Note – from 1916 to 1973 Calgary municipal elections were conducted using proportional voting systems<sup>1</sup>);</p> <p>Mixed member majority, a single representative for a ward, representative selected “at large”;</p> <p>Anytime – anywhere voting model;</p> <p>Threshold for determining a winner (percentage of votes received).</p> <p>Internet and online voting, security of voting areas, use of blockchain technology for voting and elections.</p>
<b>E) Voter eligibility &amp; identifying electors</b>		<p>Ensuring all eligible voters are enumerated;</p> <p>Lowering the voting age;</p> <p>Extending the right to vote in a municipal election to residents of Calgary who are not Canadian citizens.</p>

<b>F) Other Issues with respect to Democratic or Electoral Reform</b>	<p>Improving voter audit trails to resolve disputes and support investigation of voting irregularities;</p> <p>Investigative processes to enable immediate review of citizen complaints and irregularities during the campaign period;</p> <p>Other issues of concern?</p>
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<sup>i</sup> **NOTE:** Calgary municipal elections used a Single Transferable Vote system from 1916 – 1961. This voting system was changed to an Alternative Vote System in 1961, which continued until 1973 when the current “First Past the Post” system was adopted. In a Single Transferable Vote system voters rank their choice of candidates in order of preference from 1 to last (i.e., if five candidates are running, first choice to fifth choice). Once a candidate reaches the established quota of votes, they are deemed elected. The remaining first vote ballots for that candidate are then distributed to the voter’s second choice, and so on. Calgary’s Alternative Vote System required a candidate to obtain a clear majority of votes to win. If no candidate achieves 50.1% of the vote, then the candidate with the least number of votes was eliminated and the eliminated candidate’s votes are distributed to remaining candidates based on second-preference votes. This process continued until one candidate attained 50.1% of the votes.

These voting systems were eliminated by The City of Calgary because, as the population of the city increased, the amount of time required to count ballots rose exponentially, often taking weeks to determine winners. See especially, Dennis Pilon, *The Politics of Voting - Reforming Canada’s Electoral System*, Emond Montgomery Publications Limited, Toronto, 2007, p. 81.



## **Attachment 2: Motion Arising - Proposed Amendments to the Local Authorities Electoral Act**

### **EXECUTIVE SUMMARY**

Council, during its 2018 January 29 Regular Meeting approved the following resolution:

“Council request the Mayor write a letter to the province requesting amendments to the *Local Authorities Election Act* (LAEA) on the topics of an elected member of council being nominated to run as a candidate for provincial or federal level of government resigning their position at city council and forfeit transition allowance upon being elected as an MLA or MP and; that the candidate’s surplus campaign funds or those generated since the last municipal election be donated to The City for the purpose of defraying the costs of a by-election.”

The subject matter of the LAEA is the electoral process for candidates seeking office as a member of a Municipal Council. Once a Councillor or Mayor is elected and sworn in, the *Municipal Government Act*<sup>ii</sup> (MGA) is the legislative instrument that defines and regulates Councillor and Mayoral duties and responsibilities.

Rather than compel resignation Division 7 of the MGA provides grounds for the disqualification for a member of council. Section 174(1) states that councillors are disqualified if they become a judge, Senator, MLA, or MP. To effect Council’s resolution, this section will need to be amended to disqualify members of municipal council that submit Candidate Nomination Papers and register for either provincial or federal office.

With respect to eligibility for transition allowances, this matter is exclusively for Council to decide. This allowance is not governed by any provincial legislation or regulations. Council originally adopted this benefit as a ‘resettlement allowance’ mirrored to similar loss of office benefits provided to Members of Alberta’s Legislative Assembly. Council may, if it so decides, redefine the allowance’s eligibility requirements. However, Council is reminded that there exists a long-standing presumption in Canadian law against the retroactive (or ex post facto) removal of an existing benefit within a contractual relationship via legislative or policy changes. More robust legal analysis is recommended should Council decide to eliminate this benefit.

Finally, regarding the disposition of surplus campaign funds to defray the cost of a by-election. Currently, the LAEA provides that surplus campaign funds may be either donated to a registered Alberta Charity, or donated to the municipality. An amendment to the LAEA stipulating that any member of municipal council disqualified because they are seeking office for another order of government is consistent with the goals and objectives of electoral reform.

### **Background and Analysis**

At the 2018 January 29 Regular Meeting, Council debated Notice of Motion C2018-0081 entitled “Setting Mayoral and Councillor Term Limits and Recall”. This Notice of Motion set out to establish Council’s position on issues of electoral reform and requested that the Mayor communicate with the Government of Alberta’s Minister of Municipal Affairs (“The Minister”) to implement specific amendments to the Local Authorities Elections Act (“LAEA”).

The requested amendments in the original Notice of Motion raised issues with respect to the absence of term limits and recall provisions in the LAEA. Following a robust discussion and debate, Council decided that they would not adopt either resolution. Further Amendments to the original Notice of Motion were made, and Council’s Motion Arising resulted in the substitution and approval of the following two resolutions:

- 1) “Council request the Mayor write a letter to the province requesting amendments to the Local Authorities Election Act on the topics of an elected member of council being nominated to run as a candidate for provincial or federal level of government resigning their position at city council and forfeit transition allowance upon being

elected as an MLA or MP and; that the candidate's surplus campaign funds or those generated since the last municipal election be donated to The City for the purpose of defraying the costs of a by-election." And, that the 2) "Topic of Electoral Reform be added to a future meeting of the Intergovernmental Affairs Committee".

Resolution One: Requesting that the Mayor communicate to the Minister Council's position requesting specific amendments to the Local Authorities Elections Act. This resolution raises three separate issues:

- i) That a member of Council be compelled to resign if nominated to represent a political party and campaigning to be either a Member of the Legislative Assembly of Alberta, or alternatively, a Member of the Parliament of Canada;
- ii) That said member of Council forfeit any transition allowance to which they may be eligible upon if elected to another order of government; and finally,
- iii) That campaign funds raised since the last municipal election be "donated" to The City of Calgary to help defray the costs of a by-election.

The subject matter of the LAEA is the electoral process for candidates seeking office as a member of a Municipal Council. Once a Councillor or Mayor is elected and sworn in, the Municipal Government Act<sup>iii</sup> (MGA) is the legislative instrument that defines and regulates Councillor and Mayoral duties and responsibilities, with the notable exception of ongoing campaign fund raising.

### **Nomination and Campaigning for Another Order of Government**

Division 7 of the Municipal Government Act "Disqualification of Councillors" provides reasons that disqualify a duly elected member of municipal council. The MGA states:

"S.174(1) A Councillor is disqualified from Council if ...

(c) the councillor becomes a judge of a court or a member of the Senate or House of Commons of Canada or of the Legislative Assembly of Alberta;"

The MGA is silent on the issue of a disqualification of a member of municipal council being nominated and / or actively campaigning for office as a Senator, Member of the Legislative Assembly of Alberta, or Member of the Parliament of Canada.

An article in the Canadian Parliamentary Review<sup>iv</sup> analyzed provincial legislation and regulations across Canada dealing with members of a municipal council seeking a seat in either a provincial assembly or the House of Commons. That research identified that only New Brunswick and Prince Edward Island legislated this specific issue. In New Brunswick members of municipal council are ineligible from being nominated for another order of government and must therefore resign prior to accepting a nomination. In contrast Prince Edward Island requires a member of municipal council to take an immediate leave of absence without remuneration upon nomination.

The question regarding the status of an elected official moving between the legislative assembly of a province and the House of Commons is addressed in both current federal and provincial legislation. For example, federal legislation specifically declares that members of a provincial legislature are ineligible to serve in the House of Commons. Part 6 of the Canada Elections Act<sup>v</sup> addresses Candidate Qualifications, and section 65 states that: "The following persons are not eligible to be a candidate:

- c) a member of the legislative assembly of a province;

The Parliament of Canada Act<sup>vi</sup> also addresses this issue stating that:

"no person who, on the day of nomination at any election to the House of Commons, is a member of the legislature of any province is eligible to be a member of the House of Commons, or is capable of being nominated or voted for at that election, or being elected to, or sitting or voting in, the House of Commons".



Essentially, federal legislation requires that a member of a provincial legislative assembly resign their seat one day prior to being nominated to seek office as a Member of Parliament. If they fail to do so, all votes received by the individual in a subsequent federal election will have no effect.

Similarly, the Alberta's Legislative Assembly Act<sup>vii</sup> immediately disqualifies a Member of the Legislature if they become a member of the Senate or House of Commons<sup>viii</sup>. However, given that federal legislation prohibits a sitting MLA from being nominated to the House of Commons, the Alberta Legislative Assembly Act does not require an MLA to resign after being nominated to seek elected office to the House of Commons as this issue is addressed in the Federal Legislation.

Accordingly, to achieve the results carried in Council's Motion Arising will require proposing two legislative amendments to the Government of Alberta. Specifically, a request to amend MGA section 174 "Disqualification of Councillors" and conjunctively to propose an amendment to the section 26 of the Alberta Assembly Act using similar phrasing to section 22 of the Parliament of Canada Act quoted above.

### **Forfeiture of Transition Allowances**

The transition allowance was first introduced in 1997<sup>ix</sup> and styled as a "resettlement allowance" modelled on a similar "loss of office" allowance paid to Alberta MLAs. The benefit initially provided members two weeks per year served to a maximum of thirteen years' service, or six months remuneration. In 2000 this benefit was renamed as a "transition allowance" and increased to match a change in the provincial benefit to one year's pay for twenty-six or more years of service.

The establishment of the transition allowance, the procedures and rules for its disposition are a matter of Council policy and are completely within the authority granted to municipal councils under the MGA. Although Council reserves the right to exercise this power, it established and renewed under bylaw 25M2015 the "Council Compensation Review Committee" to conduct a periodic review and make recommendations with respect to Council salaries (and other forms of compensation), benefit plans, and pensions.

On 2017 May 29 Council received report CCRC2017-0508 from the Council Compensation Review Committee. The Review Committee recommended that Council "eliminate the transition allowance for any elected official who leaves for any reason" (Recommendation #4 of the Report). Council reviewed, debated and subsequently defeated this recommendation. A current Council is not bound by its' past decisions. Accordingly, the forfeiture of transition allowances payable to a Councillor elected to another order of government is an issue for Council to determine and establish via policy. It therefore does not require the Mayor to include this matter in his communications with the Minister.

However, revoking eligibility for a member of Council's transition allowance may raise other legal issues and expose Council to liability. There is a long-standing presumption in Canadian law against the retroactive (or ex post facto) removal of an existing benefit within a contractual relationship via legislative or policy changes. More robust legal analysis is required should Council elect to pursue this option.

### **Transfer of Campaign Surplus Funds to Defray Cost of By-election**

Finally, with respect to part (c) of Resolution One, the LAEA addresses issues with respect to surplus campaign funds in Part 5.1 entitled "Municipal Election Finance and Contribution Disclosure". Although part (c) of Resolution One addresses funds raised since the last municipal election, there is also the question of the disposition of surplus funds that were raised during the prior municipal election. The LAEA addresses both these issues.

Section 147.4 Campaign Disclosure Statements defines the rules with respect to distribution of campaign financing. In s.147.4(1.1) (a) if the candidate decides not to run in the next general election, all surplus funds are to be donated to a registered charity or "to the municipality where the candidate was declared elected in a previous general election". As this section stands, the disposition of surplus funds is left to the sole discretion of the candidate to decide. Accordingly, limiting the candidate's ability to select a registered charity and ensure that

surplus funds always accrue to the municipality to defray the cost of a by-election will require an amendment to the LAEA.

Section 147.5 of the LAEA addresses the issue of Campaign surplus. This section defines the process that all candidates must follow if they have a surplus following an election. Surplus funds are, in accordance with section 147.5(1) transferred to the municipality following an election. These funds are held in trust by the municipality (as per s.147.5(2)) until the next general election or by-election. If the candidate files nomination papers, the entrusted funds are returned to the candidate (in accordance with s.147.5(3)). However, if the candidate does not file nomination papers, the surplus funds are to be donated to either a designated charity (s.147.5(4)) or alternatively, becomes the property of the municipality (147.5(5)) in the absence of a decision by the candidate with respect to the disposition of the funds.

Funds donated to the municipality can be used for any municipal purpose, and it would be either through a direct resolution or policy statement to provide clarification as to how The City will use funds received under either provision in Part 5.1 of the LAEA.

Accordingly, a request will be made to the Minister seeking an amendment that any surplus funds held by a former member of Council who is disqualified under MGA section 174(1)(c) because they have been elected to the Legislative Assembly or to the Parliament of Canada be redirected to the municipality for the purposes of defraying the costs associated with a municipal by-election.

A separate report will follow with respect to the second part of the resolution "Topic of Electoral Reform be added to a future meeting of the Intergovernmental Affairs Committee".

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<sup>i</sup> RSA 2000, L-9 as amended 14 December 2016

<sup>ii</sup> RSA 2000, M-26 as amended 1 April 2018

<sup>iii</sup> RSA 2000, M-26 as amended 1 April 2018

<sup>iv</sup> Webb, Heather – Changing House: The Law Affecting a Move Between Elected Offices, 2015 Canadian Parliamentary Review, Volume 38, issue No 1, pp. 23-28.

<sup>v</sup> SC 2000, c-9

<sup>vi</sup> RSC 1985, c. P-1 section 22

<sup>vii</sup> RSA 2000, L-9 as amended 14 December 2016

<sup>viii</sup> Ibid, section 26.

<sup>ix</sup> 1997 July 14 Commissioner's Report C97-43 Aldermanic Compensation and Benefits, pp. 6067 – 6070

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## **CFD Medical Response Business Model**

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### **EXECUTIVE SUMMARY**

This report is in response to the referral motion approved by City Council on 2017 July 31 (CPC2017-270), to undertake a review of the Calgary Fire Department (CFD) medical response business model including the relationship with Alberta Health Service (AHS-EMS) and the services CFD provides.

#### **ADMINISTRATION RECOMMENDATION:**

1. That the Intergovernmental Affairs Committee receives this report and attachments for information.
2. That Council and Administration continue to advocate, through the various orders of government, for The City of Calgary to be compensated for responding to emergency medical calls that are within the jurisdiction of Alberta Health Services.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

At the 2017 July 31 Combined Meeting of Council, Council approved report PFC2017-0445 *Strategic Growth and Funding in the South Shepard Area Structure Plan*, and brought forward a Notice of Motion, directing Administration to undertake a review of the Calgary Fire Department medical response business model including relationship with Alberta Health Services, and return to Council through the Intergovernmental Affairs Committee no later than 2018 Q2.

### **BACKGROUND**

The Review of Calgary Fire Department (CFD) Medical Response Business Model highlights the roles CFD plays in delivering critical medical intervention services in the community, and demonstrates how CFD adds value to The City of Calgary and citizens.

CFD has been providing citizens various forms of medical services since the early 1950s, and has remained an integral part in delivering critical medical interventions to ensure the health and wellness of citizens. CFD refers to its critical medical intervention program as a Fire Medical Responder program, providing basic life support (BLS) until Alberta Health Services-Emergency Medical Services (AHS-EMS) arrives and advanced life support (ALS) begins. CFD provides critical medical interventions on high acuity medical emergencies, categorized as Delta or Echo high-priority calls when triaged to 911.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

The CFD medical model is complementary to the AHS-EMS model. The CFD provides critical, time sensitive basic life support services including CPR, airway support, defibrillation, survey/assessment, delivery of Narcan, oxygen, and bleeding control with a response time target of 7 minutes for the first due unit. EMS provides advanced medical services, as well as basic care, with a response time target of 12 minutes for the first due unit to delta and echo responses. (Attachment 1)

In 2017, CFD provided a total of 28,397 critical medical interventions, 1,100 of which required control of bleeding, defibrillation, CPR or mitigation and reversal of drug interactions (naloxone

## **CFD Medical Response Business Model**

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administration). Critical medical interventions are a large part of CFD's business; from CFD's total call volume, the medical interventions comprise 45 per cent of total responses.

The value from the medical model lies in the fact CFD has the ability to provide intervention in around seven (7) minutes, as the CFD is located in, or close to, every community. These interventions are frequently provided prior to the arrival of EMS and are a critical link in the chain of care. In CFD's part of this chain, beyond the basic life support provided to patients there is a secondary, but equally important, aspect of assurance and psychological support to the family, community helpers and citizens involved in the medical emergency who are often extremely distressed by the situation that has unfolded. The medical services provided by CFD are a "value add", as firefighters are trained to address all hazards and in most cases, can administer life saving procedures with little or no additional cost. The capabilities and resources are already in place for fire and emergency coverage.

The Council-approved Service Level and Response Time Targets (SLRTT) for responses to life-threatening medical incidents is seven minutes for first-in response, 90 per cent of the time, as re-affirmed per PUD2018-0173 review of the SLRTT. In 2017, CFD met its total response time objective for first-in unit response at critical medical interventions 90 per cent of the time, with a 90<sup>th</sup> percentile time of seven minutes and 2 seconds, a 20 second improvement over the past five years. While EMS performance has declined in the last two years, with a first in unit actual performance close to 15 minutes at 90<sup>th</sup> percentile.

A review of Canadian fire department medical service delivery models (Attachment 2) found that, compared to similar municipalities across Canada and industry standards, CFD's response time standards, percentage of calls, and level of care provided to Calgarians is comparable. Most departments provide basic medical services, with the exception of Winnipeg which is a joint fire and paramedic service.

The annual costs for critical medical interventions have been increasing as a result of increasing medical call volume. The CFD was directed to attempt to recover costs from the province, through the Council-approved Zero Based Review, however, these efforts have not yet been successful.

The CFD will maintain its relationship with AHS-EMS, whether on emergency scenes or administratively. The CFD Medical Director currently reviews the level of service provided by the CFD on scene and approves the training and level of care. The CFD also reviews its dispatch protocols with AHS-EMS on a bi-annual basis to ensure that the CFD is responding to the correct types of emergencies, and this process will continue in the future.

Alberta Health recently created the Medical First Response program, to ensure a standard of care in medical response and would like Calgary Fire to participate. Calgary Fire is investigating the costs and benefits of participating, but has not officially signed a Medical First Response (MFR) agreement with Alberta Health Services. The City is not precluded from seeking reimbursement for medical first response services should an MFR agreement be executed. Additionally, committing to the MFR program will have little impact on the current operation of medical response services.

## **CFD Medical Response Business Model**

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### **Stakeholder Engagement, Research and Communication**

CFD refines its service delivery model based on evolving characteristics of the community and engages Calgarians on an ongoing basis. In 2017, through The City's annual citizen satisfaction survey, CFD received a 100 per cent satisfaction rating and a 100 per cent importance rating for the services it provides. In addition, through The City's citizen expectations and perceptions survey 92 per cent of Calgarians surveyed felt it important for CFD to continue responding to medical incidents.

### **Strategic Alignment**

This report aligns with the Council-approved SLRTT policy and Action Plan direction to maintain critical medical intervention service levels. The report also aligns with CFD's Sustainability Plan 2011-2021 (Managing growth, and Leading in service to citizens), The City of Calgary's 2020 Sustainability Direction for safe, resilient and supportive communities and neighbourhoods, and advances The City's Triple Bottom Line Policy through consideration of economic, environmental and social factors.

In addition, this report aligns with the following 2015-2018 Council Priorities, a City of Inspiring Neighbourhoods and a Well-run City.

### **Social, Environmental, Economic (External)**

#### **Social**

CFD's ongoing work to protect citizens and ensure safe communities has a significant benefit for citizens, providing critical medical interventions when they suffer significant medical emergencies and also helping them feel protected in their homes and neighbourhoods. CFD's ongoing work to ensure the health and wellness of Calgarians has a significant benefit for citizens.

#### **Environmental**

There are no environmental impacts associated with this report.

#### **Economic**

There are no economic impacts associated with this report.

### **Financial Capacity**

#### **Current and Future Operating Budget:**

There are no operating costs associated with this report.

#### **Current and Future Capital Budget:**

There are no capital costs associated with this report.

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## **CFD Medical Response Business Model**

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### **Risk Assessment**

The risk if CFD does not respond to medical calls is a potential significant decrease in patient outcomes, as the CFD is a critical component in the chain of care. This report is for information only.

### **REASON(S) FOR RECOMMENDATION(S):**

The Calgary Fire Department is presenting information in response to Council direction on 31 July 2017 to report back to the Intergovernmental Affairs Committee.

### **ATTACHMENT(S)**

Attachment 1 - Calgary Fire Department Medical Service Delivery

Attachment 2 - Survey of Canadian Fire Departments

## **Attachment 1: Calgary Fire Department Medical Service Delivery**

### **History**

The Calgary Fire Department (CFD) began providing first-aid treatment in the early 1950s and has continued to provide medical services to the citizens of Calgary. With increased responses to medical calls, in 1971, an emergency medical services Ambulance Division was amalgamated under CFD. Firefighters received training through SAIT's Emergency Medical Technical (EMT) Program, ensuring competently trained firefighters continued to provide a broad base of medical services to Calgarians including emergency resuscitation and first-aid treatment until the arrival of an ambulance with trained paramedics. The amalgamated service ended in 1983 when the Ambulance Division became a separate business, Calgary EMS, within The City. In April 2009, The Province of Alberta transitioned Calgary EMS to Alberta Health Services (AHS), which began assuming responsibility for the direct operation of ground ambulance service in Calgary.

### **The CFD Medical Model and Relationship with AHS-EMS**

The CFD co-responds to life-threatening, time-dependent emergency medical calls, motor vehicle collisions, and multi-casualty incidents. The CFD employs a complementary business model to AHS-EMS services, with the fire department providing basic critical medical services or Basic Life Support (BLS); and often arriving first. When EMS arrives, their staff have the ability to provide advanced life support (ALS) services before potentially transporting patients to the hospital.

Firefighters are trained to a fire medical responder standard based on identified competencies approved by The Province of Alberta. CFD's patient care includes a primary survey with initial critical interventions, including patient stabilization until AHS-EMS arrives. Responsibility for overseeing CFD's standard of care falls upon the CFD Medical Director, who periodically reviews protocols to ensure CFD's medical program adheres to current trends and accepted community practice. The CFD Medical Director is also a Medical Director with AHS/EMS, and provides assessment and feedback on CFD's medical program.

CFD regulates the responses through Calgary 9-1-1 using CFD protocols. These protocols firstly capture medical call types appropriate for CFD response and then ensure that for those call types the appropriate resources are identified and sent in a timely fashion to render medical treatment and increase the chance of patient survival. It is important to note that when a call is received, the resources are dispatched with the best information available from 9-1-1 but the emergency could be far more critical than originally anticipated. Essentially, seconds matter on every call.

### **Emergency Medical Services, Alberta Health Services Model**

The AHS-EMS range of services is complex. In addition to its core business of advanced pre-hospital medical care and transport services, the Calgary Zone EMS provides a Community Paramedic Program, a Community Health and Pre-hospital Support Program, and established evidence-based medical protocols that are provided to all patients.

The Alberta Emergency Health Services Act guides the governance and delivery of emergency medical services in the Province of Alberta. Ambulance service within Alberta is provided and governed by AHS and legislated by Alberta Health and Wellness, which sets and enforces

## Attachment 1: Calgary Fire Department and Alberta Health Services Medical Service Delivery Models

standards and required practices for Alberta emergency medical and ambulance services. Under the Health Professions Act, there are three levels of emergency medical service practitioners, with licensure of these practitioners through the Alberta College of Paramedics:

- 1) Emergency Medical Responder (EMR): Basic level of medical training
- 2) Primary Care Paramedic (PCP): Previously referred to as an Emergency Medical Technician (EMT): more comprehensive training that is comprised of an eight-month certificate program.
- 3) Advanced Care Paramedic (ACP): Previously referred to as an Emergency Medical Technologist Paramedic (EMT-P): the highest level for ground ambulance that requires two years of advanced training and practicum before being certified to work.

In Calgary, there are 46 ambulances in service at peak times with 26 operating at all times. They are housed out of 17 fire stations, in several urgent care facilities, and in district stations where multiple EMS crews and vehicles are situated. All ambulances can provide advanced life support.

### What Medical Services Does CFD Provide?

Using data from 2017, Table 1 reflects the services CFD provides in advance of AHS-EMS arrival. Services can range from scene stabilization to critical services including defibrillation, Naloxone administration in response to an opioid overdose, or clearing an obstructed airway.

Source: Fire RMS/Firehub

Table 1: CFD medical actions taken prior to AHS-EMS arrival	
• Primary survey	• C-Spine stabilization
• Peripheral capillary oxygen saturation readings	• Patient removal
• Pulse readings	• "C" collar applied
• Blood pressure readings	• Assist with EMS entry
• Oxygen administered	• Suction used
• Bag valve mask (BVM) used	• Irrigated injury
• Oropharyngeal Airway (OPA) inserted	• Child delivery
• Cardio pulmonary resuscitation performed	• Splint applied
• Nasal Naloxone	• Helmet removed
• Defibrillation	• Tourniquet applied
• Control bleeding	• Bystander/family support

Table 2 below shows the medical incidents to which CFD was dispatched over the past five years, and provides insight into the diversity of calls that firefighters respond to. The responses include, for example, gunshot wounds, lacerations, overdoses, suicides and cardiac arrests. The table also reflects that the volume of medical calls to which CFD responds has increased by 19% since 2013.



**Attachment 1: Calgary Fire Department and Alberta Health Services  
Medical Service Delivery Models**

**Table 2: Critical medical intervention, per dispatch code**

	2013	2014	2015	2016	2017	% change 13-17
Breathing problems	5,272	5,576	5,463	5,051	5,461	3.6%
Unconscious/fainting	3,933	4,365	4,250	4,354	5,247	33.4%
Chest pain	3,659	3,773	3,931	4,216	4,664	27.5%
Cardiac (respiratory) arrest/ death	833	854	991	1,278	1,669	100.4%
Fall	1,519	1,695	1,595	1,467	1,489	-2.0%
Hemorrhage/lacerations	1,362	1,490	1,412	1,373	1,482	8.8%
Convulsions/seizures	1,338	1,278	1,265	1,191	1,155	-13.7%
Overdose/ingestion	284	305	361	516	963	239.1%
Heart problems/automated ICD	635	647	638	599	554	-12.8%
Psych./behavioral/suicide	293	364	384	386	490	67.2%
Traumatic injuries (specific)	347	334	329	329	341	-1.7%
Allergic/medical reaction	317	324	267	296	323	1.9%
Assault	333	302	310	292	314	-5.7%
Choking	266	257	284	283	276	3.8%
Pregnancy/childbirth/miscarriage	321	266	276	241	272	-15.3%
Gunshot/penetrating trauma	159	151	181	158	198	24.5%
Diabetic problems	191	163	158	155	155	-18.8%
Abdominal pain/problems	133	138	135	118	151	13.5%
Traffic/transportation accident	125	143	103	131	116	-7.2%
Carbon monoxide inhalation	23	26	15	26	88	282.6%
Stroke/cerebrovascular accident	103	112	108	113	61	-40.8%
Heat/cold exposure	28	32	30	26	44	57.1%
Inaccessible/trapped non-vehicle	6	6	4	4	14	133.3%
Other	2,479	2,474	2,511	2,517	2,870	15.8%
<b>Total</b>	<b>23,959</b>	<b>25,075</b>	<b>25,001</b>	<b>25,120</b>	<b>28,397</b>	<b>18.5%</b>

Source: Calgary 9-1-1 Computer Aided Dispatch (CAD) system

### **Emergency Scene Relationship with CFD and AHS-EMS**

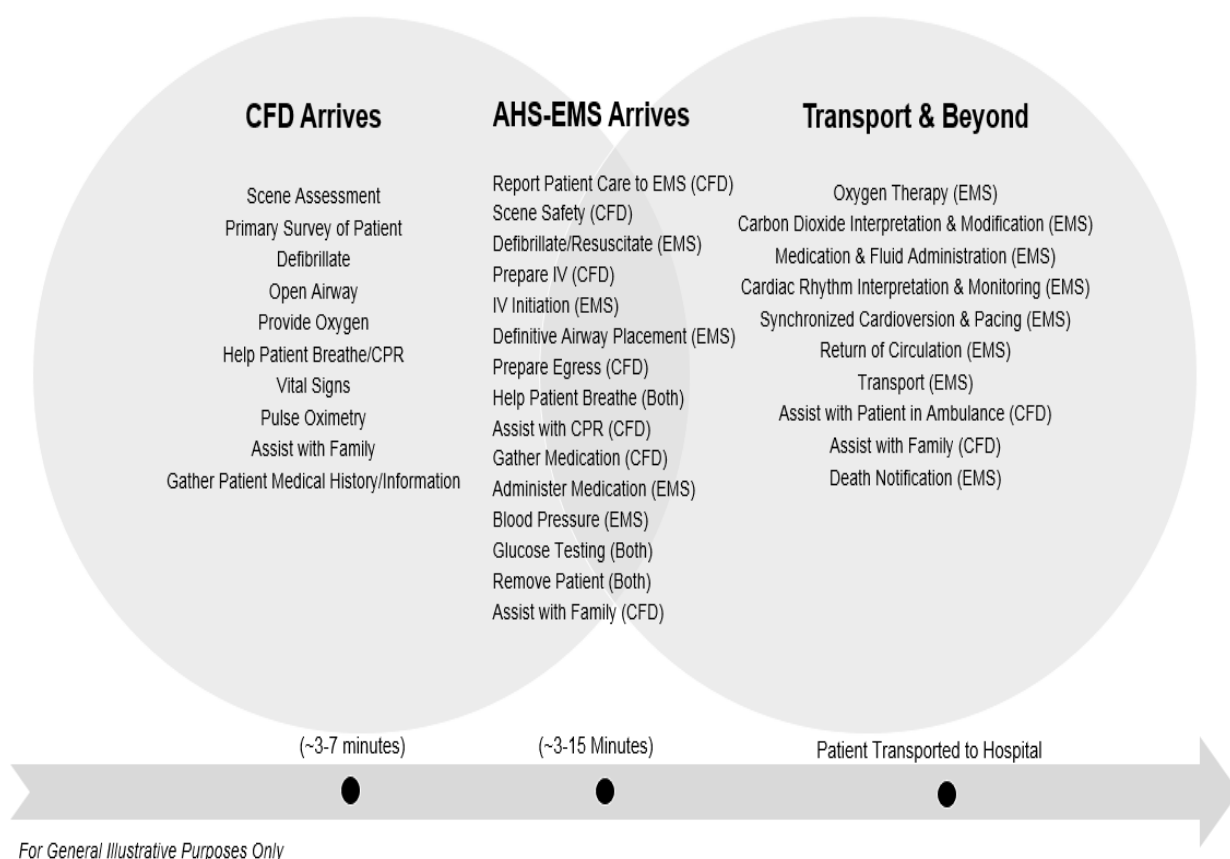
When it comes to critical medical interventions, firefighters play an important role in the chain of survival. The visual below represents the on-scene working relationship between CFD and AHS-EMS at a cardiac arrest, showing that CFD can typically arrive on scene between 5 and 7 minutes, while AHS-EMS can take as long as 10 minutes to arrive.

Upon arrival, firefighters are trained to perform a variety of medical intervention tasks critical to saving a patient's life prior to AHS-EMS arrival. When AHS-EMS arrives, firefighters often continue to work with AHS-EMS crews as they administer advanced life support to ensure patient stability and care. For the highest acuity calls firefighters also accompany AHS-EMS crews to the hospital during patient transport to ensure continuity of care right into the emergency room.

## Attachment 1: Calgary Fire Department and Alberta Health Services Medical Service Delivery Models

In several situations, including the cardiac example below, two people are not enough to complete the critical tasks of a medical scene and CFD firefighters support AHS-EMS in these circumstances to ensure the highest level of patient care. Where the CFD arrives first, they complete a scene assessment, then performs several tasks including defibrillation and attempt to resuscitate the patient. EMS will arrive shortly thereafter and take control of the scene and continue to resuscitate the patient with IV, medications and defibrillation, if necessary. Research shows that for every minute during a cardiac arrest, the chance of survival decreases by 7-10%, so at a 5 minute response time – the patient has a 50% chance of survival; and depending on the arrival times of the first responders, it could be the difference of life or death.

### Example: CFD Arrive First On-Scene of Cardiac Arrest - Emergency Scene Relationship

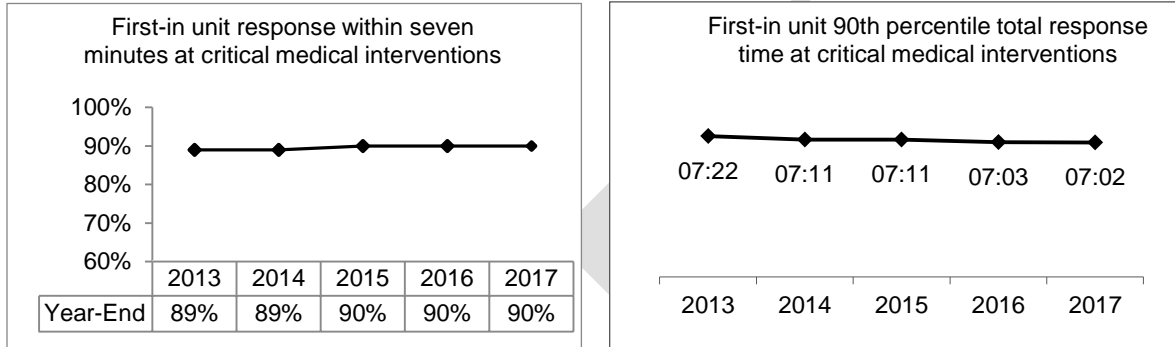


## Attachment 1: Calgary Fire Department and Alberta Health Services Medical Service Delivery Models

### Response Time Performance

Calgary City Council's current target for responses to fire rescues and life-threatening medical incidents is for the first-in unit to arrive within 7 minutes, 90 per cent of the time.

In 2017, CFD met its total response time objective for first-in unit response at critical medical interventions 90 per cent of the time, with a 90<sup>th</sup> percentile time of seven minutes 2 seconds starting from when CFD gets notified to dispatch resources. The call handling portion is currently done by AHS which is not included in our reported response. Response time performance has been steadily improving since 2013, with the target currently being met.

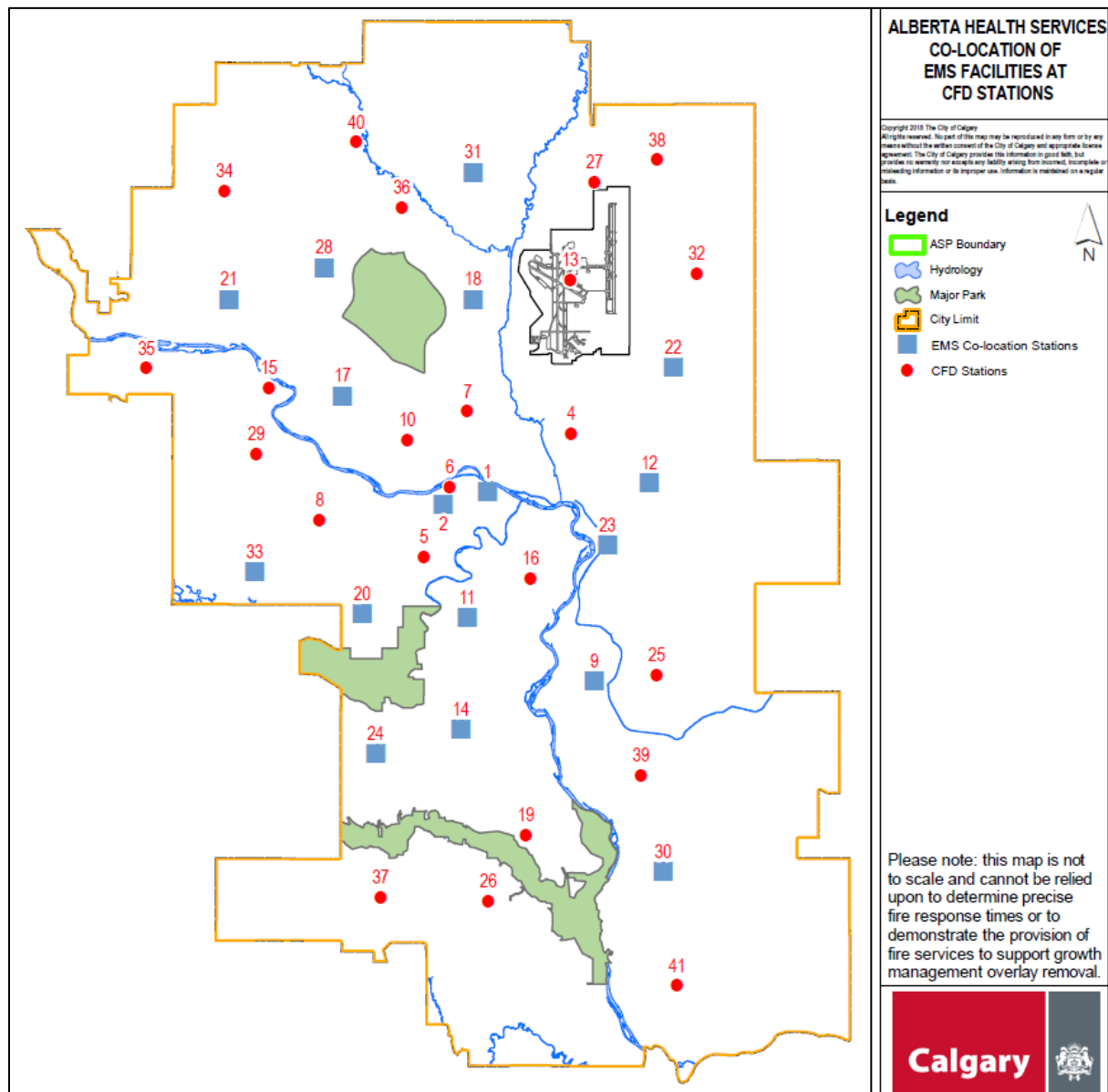


When responding to critical medical interventions, firefighters often arrive before AHS-EMS to initiate and render medical treatment. In 2017, firefighters arrived on scene and made patient contact before the arrival of AHS-EMS almost 40 per cent of the time, an increase of more than seven per cent over the previous two years, and spent an average of 13 minutes 40 seconds total time on scene, close to two minutes longer than the average time spent on scene in 2016.

## Attachment 1: Calgary Fire Department and Alberta Health Services Medical Service Delivery Models

### AHS-EMS Co-Locations

CFD and AHS-EMS are co-located at 17 of the 40 emergency response fire stations in Calgary. While AHS-EMS also has some ambulance response locations that are not co-located with CFD, the following map shows where CFD stations are located, and which stations also house AHS-EMS resources. As the map shows, CFD has a greater distribution of physical stations across the City, and this assists with CFD's ability to respond quickly.



## **Attachment 1: Calgary Fire Department and Alberta Health Services Medical Service Delivery Models**

### **AHS-EMS Performance**

Prior to the transition of EMS dispatch and ground ambulance service to AHS, Calgary EMS designed its system of having a service target to arrive at critical life-threatening emergency calls (named “Delta” and “Echo” calls) within 7 minutes 59 seconds, 90 per cent of the time. In 2007, through its Service Targets Report to Calgary Council (CPS2008-67), Calgary EMS reported 78 per cent compliance against its service target, with an average time (including all types of calls) of 7 minutes 3 seconds.

In July 2008, Calgary EMS provided a progress update on the development of its service level and response performance benchmarks which concluded that:

- The City of Calgary EMS achieves a higher compliance to this service target when compared to other EMS systems, but is not meeting the target.
- There is minimal evidence to support or refute the appropriateness of the present critical life-threatening service target.
- The City of Calgary EMS should retain the 7 minute 59 second or less service target to critical life-threatening emergencies until further evidence is available describing the risk of changing this target.
- The City of Calgary EMS should continue implementing key initiatives to sustain present service targets and maintain excellent service to citizens.

Calgary EMS was to report back to Council in September 2009 on its service level and response performance benchmarks. As AHS had taken over responsibility of ground ambulance services in April 2009, Calgary EMS reported that its performance measures would no longer be reported to Calgary City Council. Following the transition of ground ambulance service, AHS set a response time benchmark of arriving within 12 minutes 90 per cent of the time within the province’s urban areas, and has set longer targets (15 minutes to 75 minutes) for areas outside the province’s larger centres.

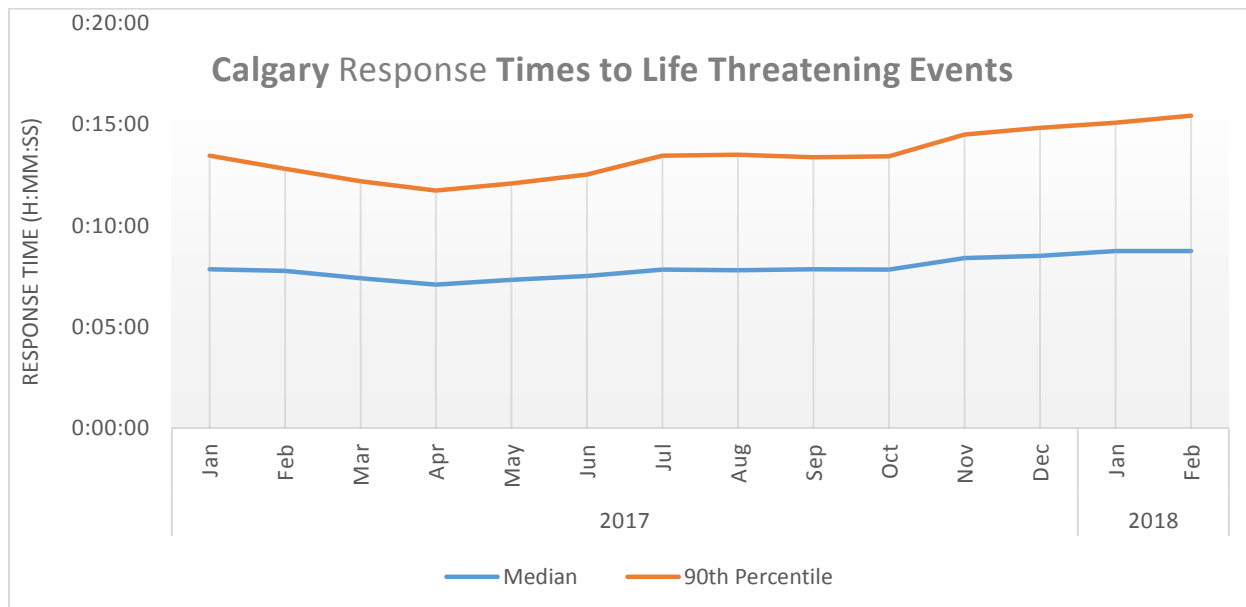
AHS-EMS Calgary Zone responded to over 169,500 events from January 2017 to February 2018, including 92,179 delta and echo emergency events.

Similar to the deployment of CFD resources to life-threatening, time-dependent emergency medical calls (Delta and Echo), AHS-EMS dispatch categorizes calls according to the severity of the patient’s condition in order to dispatch the appropriate medical aid (calls are triaged into levels in order of increasing urgency – Alpha, Bravo, Charlie, Delta and Echo).

### **AHS-EMS Response Time to Life Threatening Events**

The AHS-EMS response time benchmark is the time elapsed from when a 9-1-1 call is received at an EMS dispatch centre until the first EMS unit arrives on scene. The figure below shows Calgary AHS-EMS response time performance for life-threatening events for the period from January 2017 to February 2018. As of February 2018, AHS-EMS is currently arriving at 90<sup>th</sup> percentile life-threatening Delta and Echo events in over 15 minutes. AHS-EMS 50<sup>th</sup> percentile performance is ranging between 7 and 8 minutes; or 1 in every 2 times, AHS-EMS will arrive in between 7 and 8 minutes.

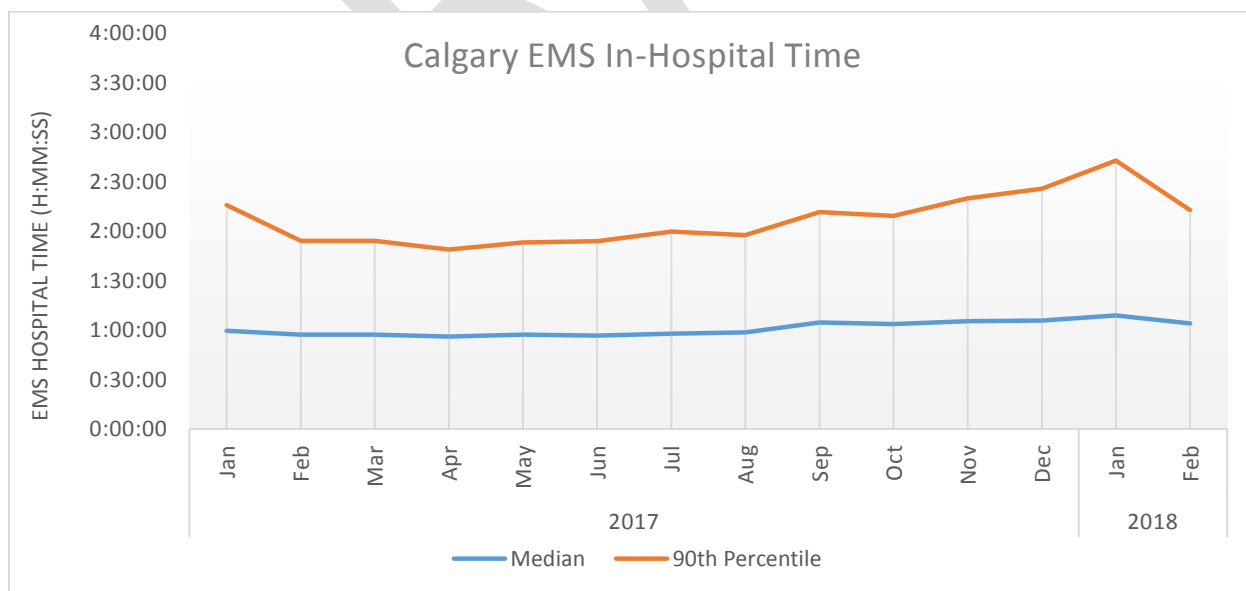
## Attachment 1: Calgary Fire Department and Alberta Health Services Medical Service Delivery Models



Source: AHS-EMS 2017 Annual Report Presentation (2018)

### Calgary EMS In-Hospital Time

The figure below shows the time elapsed from when an AHS-EMS ambulance arrives at an emergency department until that ambulance is available to respond to another call. As shown, ambulances have been spending an increasing amount of time at hospitals for transported patients, with in-hospital time ranging from 2 hours to 2 hours 45 minutes waiting in an emergency department in January 2018 at 90<sup>th</sup> percentile. At 50<sup>th</sup> percentile, the time is approximately 1 hour.



Source: AHS-EMS 2017 Annual Report Presentation (2018)

## **Attachment 1: Calgary Fire Department and Alberta Health Services Medical Service Delivery Models**

### **Continuous Improvements to the CFD Business Model**

CFD refines its service delivery model based on evolving characteristics of the community. To do so, CFD assesses its performance and reviews call types to ensure that Calgarians receive appropriate service. Current and future enhancements to the medical service delivery model include:

#### Medical Response Units

In 2015, CFD evaluated high demand medical call volume areas in the city, and through Calgary City Council's Innovation Fund, CFD received funds to purchase and pilot two medical Response Units (MRUs) in the highest medical call volume areas. The MRUs were dedicated to responding only to medical calls, staffed by 2 firefighters. The pilot concluded that the MRUs created positive impacts to patient outcomes and improved response time performance to an extent that warranted the permanency of the pilot MRUs. CFD has continued to evaluate its medical response workloads to identify the optimal location of additional MRUs, resulting in a third MRU being placed into service in December 2017. Ongoing analysis will be conducted to determine if further MRUs will be required.

#### Continual Review of Medical Response Dispatch

CFD and AHS-EMS will continue to meet semi-annually to review call definitions to ensure that CFD is being dispatched to the appropriate calls and that necessary emergency medical services are being provided to Calgarians. The review involves a joint working group with both CFD and AHS-EMS staff, where over 800 call types are reviewed, ensuring that the right resources are dispatched from Calgary 9-1-1.

#### Medical First Response Program

AHS has a responsibility to ensure patient care is delivered safely and is committed to ensuring responders are trained, prepared and supported to deliver that care. AHS and Alberta Health, in collaboration with an expert advisory panel developed a provincial model for Medical First Response. The goals are:

- Build provincial standards for MFR service delivery;
- Support the people and agencies providing MFR; and
- Promote safe patient care with medical oversight and patient care guidelines.

To date, the Calgary Fire Department has not officially signed a Medical First Response agreement with Alberta Health Services, and is still exploring costs and benefits of signing up. CFD has confirmed that The City is not precluded from seeking reimbursement for medical first response services should an MFR agreement be executed. Additionally, committing to the MFR program will have little impact on the current operation of medical response services.





**Survey of Canadian Fire Departments (Medical Service Delivery Model)**

The Calgary Fire Department undertook a review of other Canadian fire department medical service delivery models. The table below indicates that other fire departments operate a similar medical model to the Calgary Fire Department, training and equipping their firefighters to provide a minimum of basic life support on the scene of life-threatening medical calls. The demands for service on fire departments are similar across the surveyed departments with reported critical medical intervention call volume making up between 50 – 65 per cent of overall incident responses. Departments also echoed the benefits, including improved patient outcomes through timely response. In fact, the Montreal Fire Department reported that there has been a “significant increase in out-of-hospital cardiac arrest survival rate since implementation of fire-based first response in 2007. Survival (was) roughly 12% in 2006, now (it is) over 40%.” Only two fire departments reported receiving compensation for their response (Montreal and Winnipeg), but regardless of compensation, all departments indicated that enhancing public service levels at minimal cost to citizens was incredibly valuable.

City	Response Model	# of medical calls per year	Medical determinants responded to	Medical staffing model	Level of training	Medical response target	Medical authority compensation?
Calgary (Pop: 1,246,337)	Fire	28,397 (45% of total)	Delta, Echo	No Paramedic on units	Fire Medical Responder (FMR) (Advanced first aid)	7:00 or less total time 90% of the time	No
Edmonton Fire Rescue Service (Pop: 932,546)	Fire	33,791 (66.8% of total)	Mainly to Delta and Echo and all determinants for MVC's, rescue, hazardous material. Some Bravo and Charlie determinant events are responded to only if EMS travel time is greater than 6 minutes  (Determined by risk event types that Fire Rescue Services response could benefit patient outcomes.)	No Paramedic on units	Fire Medical Responder (FMR) (Firefighter with Advanced First Aid)	4 minutes for travel, 7 minutes for total response	No
Hamilton Fire Department (Pop: 565,000)	Fire	20,744 (65.6% of total calls)	All code 4 calls  (Determined by an agreement with the City's Paramedic Service)	No Paramedic on units	Medical First Responder (MFR)	No set targets	No
Montreal Fire Department (Pop: 2,025,127)	Fire	85,000 (65% of total call volume)	Bravo, Charlie, Delta, Echo  (Determined by Provincial Health Ministry (EMS authority) dictates which determinants are sent to each of 4 levels of Medical First Responders. MFD provides highest level of medical first response (PR-3), including VSA, anaphylaxis, trauma and medical emergencies.)	No Paramedic on units	Emergency Medical Responder (EMR)	7:59 response time. MFD arrives before ambulance on over 85% of responses.	Yes (Provincial grant currently covers less than half of actual costs.)
Regina Fire & Protective Service (Pop: 223,000)	Fire	1,054  Emergent: 24.03% Non-emergent: 0.98% Non-emergent Assist: 0.98% Patient Lift Assist: 0.21%	Charlie, Delta, Echo  (Determined through negotiation with Health Region and documented in Medical Miranda Protocol in Mutual Aid Agreement.)	Units staffed with Paramedic	Medical First Responder (MFR); Primary Care Paramedics (PCP) (min. one per apparatus) and some Advanced Care Paramedics)	Moderate risk EMS incidents first-due unit within 6:20	No

Survey of Canadian Fire Departments (Medical Service Delivery Model)

City	Response Model	# of medical calls per year	Medical determinants responded to	Medical staffing model	Level of training	Medical response target	Medical authority compensation?
Surrey Fire Service  (Pop: 550,000)	Fire	65% of all calls are medical	Alpha, Bravo, Charlie, Delta, Echo  (Determined by BC Ambulance MPDS code)	No Paramedic on units	Fire Medical Responder (FMR)	No set targets	No
Toronto Fire Services (Pop: 2,800,000)	Fire	61,511 (~50.38% of total)	Delta  (Determined through tiered response protocols with paramedics and police and determined by the Base Hospital Medical Director)	No Paramedic on units	Emergency Medical Responder (EMR)	NFPA 1221/1710  6:24 from Receipt of Call	No
Vancouver Fire & Rescue Services  (Pop: 638,500)	Fire	48,025 calls including MVI (72% of total)	Alpha, Bravo, Charlie, Delta, Echo  (Determined based on guide lines developed from historical data and our licensing scope)	No Paramedic on units	Medical First Responder (MFR)	No set targets	No
Winnipeg Fire Paramedic Services  (Pop: 749,500)	Ambulance and Fire	79,171 medical calls (2016) (82% of total) 13,063 FD attended only 38,396 attended by FD and ambulance 20,414 attended by ambulance only 7,298 transfers (ambulance only)	Alpha, Bravo, Charlie, Delta, Echo  (Determined by Rigorous medical review of each determinant outcome)	Units staffed with Paramedic	Primary Care Paramedic (PCP)	NFPA 1710  6:24 from Receipt of Call	Yes

Definitions:  
Levels of response provided: BLS=Basic Life Support, ALS=Advanced Life Support,  
Levels of training: MFR=Medical First Responder, FMR=Fire Medical Responder, EMR=Emergency Medical Responder, PCP=Primary Care Paramedic, ACP=Advanced Care Paramedic

## **The City of Calgary Regional Water Licence Update**

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### **EXECUTIVE SUMMARY**

The City is dedicated to implementing the Government of Alberta's *Water for Life Strategy* through an integrated watershed management approach that ensures reliable and resilient water servicing for Calgary and regional customers. The City provides drinking water through our existing water licences and wastewater treatment for nearly one in three Albertans.

This report is intended to provide information and create a common understanding of The City of Calgary's (The City's) water licence capacity and to inform a discussion on the role of Calgary's licence allocation in regional servicing.

The City of Calgary has three water licences – one on the Elbow River and two on the Bow River. The goals of these water licences are to meet immediate and short-term water supply needs for The City and regional customers, secure a long term and resilient water supply for The City, support regional growth, and contribute to The City's resilience to drought and climate change. In 2006, the Province closed the South Saskatchewan River Basin to new surface water licences. This means all water users in the Basin are operating within a constrained water supply system.

A recent assessment of Calgary's total water licence capacity identified that Calgary has sufficient volume for roughly the time horizon of Calgary's Municipal Development Plan, 60 or 70 years away from now. However, the diversion limit outlined in Calgary's licence only enables The City to provide peak day demand (the amount of water used on the highest consumption day of the year) until approximately 2036, less than 20 years from now.

To address the challenges of finite water supply, The City, with the Province and regional stakeholders, should develop a long-term water supply strategy to ensure the sustainable provision of water to the region. This strategy will need to consider the role of water licence allocations and other water security and supply options.

### **ADMINISTRATION RECOMMENDATION:**

That the Intergovernmental Affairs Committee recommend that Council:

1. Receive this report for information;
2. Provide support through representation on Calgary Municipal Region Board (CMRB) for the development of a regional water supply plan that aligns with the servicing and growth plans;
3. Direct Administration to report back to the Intergovernmental Affairs Committee on the Drought Risk and Vulnerability Assessment; and
4. Direct that the report attachments, presentation and verbal discussions remain confidential subject to Sections 23 and 24 of the *Freedom of Information and Protection of Privacy Act*.

### **PREVIOUS COUNCIL DIRECTION / POLICY**

2014 October 27 in-camera report (C2014-0790), Council directed Administration to reserve, in principle, up to 27,200 ML of water from The City of Calgary's Water Licence capacity to provide water services to Airdrie, Strathmore and Chestermere for 20 years in accordance with their new Master Servicing Agreements from 2015 to 2035, subject to confirmation and Council approval every four-year business cycle.

## **The City of Calgary Regional Water Licence Update**

2017 February 2 in-camera (IGA2017-0089), Administration provided IGA Committee a Regional Servicing Update presentation on recent developments and discussions around providing water to Okotoks.

2018 February 15 (IGA2018-0089), Council rescinded the *Policy for Utility Extensions Beyond the City's boundaries* – UEP004 and adopted the revised proposed Policy on Regional Water, Wastewater and Stormwater Servicing (CP2018-01).

### **BACKGROUND**

The City of Calgary has a portfolio of water licences that were issued to The City for its own municipal needs. Since 1961, Calgary has entered into long-term water supply agreements to extend water supply and share water allocated under its water licences as part of regional servicing agreements.

In 2006, the Province closed the South Saskatchewan River Basin to new surface water licences. The City's water licence allocation has remained unchanged since 2006 despite an increase in population and additional regional requests for water servicing. This requires The City to carefully manage existing licences and plan for future water supply to support Calgary's growth. To mitigate growth risks, The City invested in demand management strategies and programs like the 2005 Water Efficiency Plan, which has resulted in river withdrawals being maintained at 2003 levels. As a result, The City has not yet had to use its full water licence allocation.

In 2014, Council approved in-principle the provision of supplemental water servicing to Okotoks, subject to consultation with the Province. The Province has since informed The City that a portion of Calgary's water licences must be transferred or amended to provide water servicing to new regional customers. Alternatively, Okotoks can acquire its own licence.

With the CMRB in place and the development of regional growth and servicing plans underway, there is an increased expectation that The City will provide water services to the region through its existing water licences. Both the Province and The City agree that municipalities in the Calgary Metropolitan region do not have sufficient water assurance for current and future needs. While The City is prepared to play a role in providing regional water servicing, the role of Calgary's water licence allocation needs to be carefully considered.

### **INVESTIGATION: ALTERNATIVES AND ANALYSIS**

To inform discussions with the Province, Administration has shared with the Province that Calgary's total annual licence allocation (all the water in Calgary's licences) aligns with the horizon of Calgary's Municipal Development Plan (Attachment 1). Further, based on current information, The City's water licence capacity will be reached, under peak day demands, by 2036 (Attachment 2). This means that in less than 20 years time, the peak day demand will exceed Calgary's existing instantaneous diversion limits, or the amount of water The City can withdraw from the river each day.

Over the next year, Administration will be assessing drought risks and strategies. This may result in recommendations to further manage peak day demand and refine water conservation goals and targets for all customers. The assessment will also provide further information on The City's long-term water supply needs and licence capacity. In addition, Administration will be assessing three additional water licence risks over the next year:

## **The City of Calgary Regional Water Licence Update**

1. operational risk of not accessing the full Raw 1 licence at the Bearspaw Reservoir;
2. timing and diversion risk due to summer seasonal drought; and
3. water licence priority risk.

To mitigate operational risks, negotiations with TransAlta Utilities and the Province to increase the instantaneous diversion rate must occur. This will enable The City to increase the amount of water it can divert from the Bearspaw Reservoir. To address Risks 2 and 3, Administration will be working on a formal Drought Risk and Vulnerability Assessment to develop drought mitigation and response strategies. Work will be initiated this summer and is anticipated to be completed by the end of 2019.

These risks underscore the need for Administration to work with the Province, the CMRB and regional stakeholders to create a shared understanding that The City's water licence capacity will be reached, under peak day demands, by 2036.

There is a need to understand if the Bow River watershed will be able to provide sufficient water for the growth aspirations of the region and how that will be managed. The City will request that a regional long-term water supply strategy be developed in collaboration with the Province to ensure the sustainable provision of water to the region. This will need to consider the role of water licence allocations and other water security and supply options.

### **Stakeholder Engagement, Research and Communication**

Specific discussions regarding The City's water licence capacity have been underway with the Province, existing regional customers and the Town of Okotoks within the context of Master Servicing Agreements. The City, including both elected officials and Administration, participates on CMRB committees.

The City of Calgary will work with the Province, CMRB and regional municipalities to determine appropriate mechanisms, policies and options for ensuring there is a sufficient and secure water supply to support regional growth and economic prosperity.

### **Strategic Alignment**

This work aligns to Action Plan (2015-2018) Strategic Action H4 – Work with our regional partners and the Government of Alberta on an integrated approach to the watershed.

### **Social, Environmental, Economic (External)**

This work supports the Province's *Water for Life Strategy* which has three main goals: healthy aquatic ecosystems, reliable, quality water supplies for a sustainable economy and safe, secure drinking water. To support the *Water for Life Strategy*, The City of Calgary takes an integrated watershed management approach that ensures reliable and resilient water servicing for Calgary and regional customers.

### **Financial Capacity**

#### ***Current and Future Operating Budget:***

There are no operating budget impacts for The City associated with this report.

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## **The City of Calgary Regional Water Licence Update**

### ***Current and Future Capital Budget:***

There are no immediate implications to The City's capital budget associated with this report.

### **Risk Assessment**

This report provides information on risks associated with The City's water supply with respect to water licence capacity, delivering water to the region, and timing and diversion risks due to seasonal drought.

Administration will continue to assess and manage all water supply risks.

### **REASON(S) FOR RECOMMENDATION(S):**

To protect The City's water licences for Calgary's future growth, The City needs to establish a shared understanding with the Province, the CMRB, and regional stakeholders of The City's water licence situation and impress the need for a long-term regional water supply strategy in alignment with regional growth and servicing plans.

### **ATTACHMENT(S)**

1. Attachment 1 – City of Calgary Water Efficiency
2. Attachment 2 – City of Calgary Water Licence Capacity