

CITY OF CALGARY QUALITY MANAGEMENT PLANS

EXECUTIVE SUMMARY

The City of Calgary is an Accredited Municipality under the *Safety Codes Act* (SCA), granted by the Minister of Municipal Affairs. The *Safety Codes Act* of Alberta provides the framework for administering safety codes services and requires a municipality to be accredited by the Safety Codes Council (SCC) of Alberta.

The City of Calgary is authorized to administer the SCA for Building, Electrical, Plumbing, Gas and Fire disciplines. The Quality Management Plans (QMP) document the municipality's regulatory responsibilities and commitments to achieve and maintain specific service delivery standards, and provide adequate resources to deliver services while administering the SCA. The current QMPs were approved by Calgary City Council on 2004 January 12.

Administration is proposing to make revisions to its current Building, Electrical, Plumbing and Gas QMP and Fire QMP. The revisions to the Building, Electrical, Plumbing and Gas QMP, although minor, constitute a change in scope of the City's existing accreditation. A separate Fire QMP is being submitted with a change to the frequency of compliance inspections due to resource constraints. This change addresses the SCC's recommendations in their January 2014 audit of the Fire QMP. The separated QMPs allow the respective QMP Manager to be accountable for performance, metrics, and audit requirements related to each discipline. Essentially the individual QMPs provide an uncoupling of discipline dependent targets and performance measures required by the Safety Codes Council for the Municipality to be accredited.

To obtain and / or maintain accreditation where changes are made in scope, the municipality must make an application to the Administrator of Accreditation by submitting a Quality Management Plan (QMP) endorsed by the municipal council and signed by the chief elected official and the chief administrative officer. Attached are the proposed Building, Electrical, Plumbing and Gas QMP (Attachment 1) and the Fire QMP (Attachment 2). The proposed QMPs must include a resolution from Calgary City Council in support of the application, and be signed by the Chief Elected Official and the Chief Administrative Officer. The current QMP will remain in place until the Administrator of Accreditation approves the new QMPs and it is advertised in the Alberta Gazette.

ADMINISTRATION RECOMMENDATION(S)

That the Intergovernmental Affairs Committee recommends that Council:

1. Approve the attached Building, Electrical, Plumbing and Gas Quality Management Plan and the Fire Quality Management Plan;
2. Request the Mayor and City Manager provide their signature to each QMP; and
3. Direct Administration to make an application to the Administrator of Accreditation to approve the new Quality Management Plans.

RECOMMENDATION OF THE INTERGOVERNMENTAL AFFAIRS COMMITTEE, DATED 2014 OCTOBER 02:

That the Administration Recommendations contained in Report IGA2014-0656 be approved.

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PREVIOUS COUNCIL DIRECTION / POLICY

On 2004 January 12, Calgary City Council approved the City's current Quality Management Plan (QMP). The QMP is the agreement attested to by the elected officials that the organization will diligently and effectively meet or exceed the provisions of the QMP. The City of Calgary is responsible for the administration, effectiveness, and compliance with the QMP, including the scope and administration and service delivery standards. The QMP stipulates the responsibilities of The City to administer the *Safety Codes Act* and all pursuant regulations applicable to the following disciplines within the City's jurisdiction:

- Building
 - o all parts of the Alberta Building Code,
- Electrical
 - o Part 1 of the Canadian Electrical Code and all parts of the Code for Electrical Installations at Oil and Gas Facilities,
- Plumbing
 - o all parts of the National Plumbing Code of Canada, applicable Alberta amendments and regulations, and Private Sewage Disposal System Regulation,
- Gas
 - o all parts of the Natural Gas and Propane Installations Code and Propane Storage and Handling Code and applicable Alberta amendments and regulations, excluding natural and propane gas highway vehicle conversions; and
- Fire
 - o All parts of the Alberta Fire Code.

BACKGROUND

Administration, regulation and delivery of building codes and standards within the boundaries of the city of Calgary, has been the responsibility of The City of Calgary since the early 1900's. In 1994, Alberta's safety system was transformed with the introduction of the SCA. Under predecessor legislation and regulation, The City of Calgary had safety responsibilities delegated to them at the time of transition to the Act. This delegation was subject to The City applying for accreditation to the newly formed SCC by December 31, 1995. Calgary made these applications for the disciplines of Building, Electrical, Plumbing, Gas and Fire which allowed Calgary to remain as the regulatory authority for those disciplines within the municipal boundaries of Calgary.

Under the SCA, the delegation of authority to administer the Act within its boundaries comes from the Minister, through the SCC, to the municipality. The municipality must be accredited to have the authority to deliver safety services under the Act. Currently The City is accredited to administer the Act and all codes and regulations governing Building, Electrical, Plumbing, Gas, and Fire work. The Act provides for the inclusion of terms and conditions in an Order of Accreditation while the SCC has established a policy governing the process for Municipal Accreditation. In considering accreditation applications, the SCC requires the submission of applicable QMPs.

Administering separate QMPs for Building, Electrical, Plumbing and Gas and one for Fire aligns with the organizational structure of Alberta Municipal Affairs and with the SCC. With the

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requirement for annual reviews to be completed to evaluate and demonstrate compliance to the SCC by March 31, individual QMPs have been prepared. The QMP Managers are the Chief Building Official and the Fire Chief who are responsible for administering their respective scope of accreditation. Communication between the QMP Managers and the SCC staff are expected to be enhanced through this change. The SCC Administrator received the proposed QMPs and has advised that they are acceptable for accreditation.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposed QMPs do not affect or change the current ability of The City of Calgary to regulate and administer the Act. The proposed QMPs consist of the following:

- Details of the disciplines and the components of the *Safety Codes Act* that The City of Calgary seeks to continue to administer;
- A statement committing senior management to the QMP;
- An outline of safety policies and standards and the process for ensuring compliance, e.g., the number of inspections and at what stages, plans review (if applicable), verification of compliance, and resolution of non-compliance (variances and orders),
- A strategy that ensures the ability of a Safety Codes Officer to make decisions without undue influence from management or elected officials; and
- A strategy that prohibits persons from participating in design, construction or installation activities for projects for which they are involved in compliance monitoring.

The Building, Electrical, Plumbing and Gas QMP includes minor revisions to the service delivery standards while the proposed Fire QMP contains more substantive changes. The Calgary Fire Department is responsible for the service delivery requirements and obligations of all parts of the Alberta Fire Code. In addition, to Compliance Monitoring (inspections and business licencing), Fire Safety Codes Officers (SCO) provide services in the following areas: Fire Code Administrative Services, including but not limited to, plans examinations, permit issuance, code advice, and site inspections; Fire Investigations Services, including but not limited to, investigating all fires within the city to determine cause and origin and trending to be addressed through fire prevention activities; and Fire Prevention Programs, including but not limited to, public awareness and consultative services intended to assist individuals, businesses, and industry in understanding and providing effective fire safety plans. In response to the SCC audit of the Fire QMP conducted, the Fire Department has addressed the recommendations, including amending its QMP to amend the service level standards that are achievable (Attachment 3).

The current QMP inspection frequency ranged from twelve (12) to twenty-four (24) months. Changes to the Fire QMP include an amendment to the frequency for compliance inspections activity given that Fire SCOs have not been able to attain this frequency. To better reflect the compliance work Fire SCOs are able to complete annually, the revised QMP inspection activity frequency has been changed to an "on request or complaint" basis. This mirrors the requests submitted by industry and citizens for inspections generated by the 311 System. To increase compliance with the QMP Compliance Monitoring, the Calgary Fire Department has been using firefighting personnel to complete Compliance and Hazard Audits on occupancies, alternating occupancy classifications annually. A Fire SCO is advised of an occupancy deemed as needing immediate attention by firefighting personnel for follow-up. As the city grows, the number of

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inspectable properties continues to increase placing an increased workload on Fire SCOs. Compliance monitoring represents a fraction of the Fire Code obligations that Fire SCOs must meet annually.

As part of the Business Unit User Fees and Recovery Rate (BUUFRR) process, the Calgary Fire Department is updating its fees and rates through Action Plan 2015-2018. Council approved the BUUFRRs in principle on 2014 May 05. Details of the Fire Department's fees will be outlined in Action Plan 2015-2018.

Stakeholder Engagement, Research and Communication

Both Planning Development & Assessment and The Calgary Fire Department have engaged the SCC regarding the proposed QMPs through the following:

- Copies of the proposals were sent by email to the SCC Administrator of Accreditation,
- Comments have been received and comments were addressed by both PDA and CFD; and
- No significant concerns were noted by the Administrator of Accreditation.

Section 6 of the SCC Municipal Accreditation Policy states that:

- Upon receipt of an application for a new municipal accreditation or an amendment to an existing accreditation, the Administrator may consult with and obtain information from municipalities, agencies, corporations and other parties who may be affected by the application. Any information obtained by the Administrator will be provided to the applicant, who may make written representations on that material to the Administrator.
 - o The Administrator may invite representatives from the municipality and parties that may be affected by the application to an information meeting.

It is the expectation of Administration that there will be no agencies, corporations or other parties affected by this application.

Strategic Alignment

The recommendations in this report align with Council's Fiscal Plan for Calgary 2012-2014:

- *Ensuring every Calgarian lives in a safe community and has the opportunity to succeed.*

Social, Environmental, Economic (External)

Operating an effective and efficient Safety Codes system within the City of Calgary is necessary to ensure community wellbeing, a healthy environment and a prosperous economy in Calgary. The proposed QMPs maintain a high standard for delivering safety services which will also maintain public confidence in the safety system.

Financial Capacity

Current and Future Operating Budget:

Similar to the full cost recovery model employed by Planning, Development and Assessment, the Calgary Fire Department has proposed an increase to its fire fees to move towards to full cost recovery of its inspection services. In Action Plan 2015-2018, Fire will be submitting

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requests to increase its complement of Fire SCOs based on the revenue generated from increased user fees.

Planning, Development, and Assessment has achieved full cost recovery on its inspection services. There are no impacts to its current or future operating budgets related to this report.

Current and Future Capital Budget:

There are no impacts to current and future capital budgets related to this report.

Risk Assessment

Should Council not approve the proposed QMPs, the current version would remain as the City's QMP and an accreditation application would not be required by the SCC. This would negatively impact the City of Calgary's reputation as a leader in the provision of safety services and service levels would be rendered inconsistent with the standards set by the QMP. The effect to the Safety Codes system in Calgary would be that the provision of safety services would become less effective.

The City of Calgary recognizes that failure to follow the QMP may result in suspension or cancellation of the Municipality's accreditation. Consequently, meeting or exceeding the provisions outlined in each QMP is essential.

REASON(S) FOR RECOMMENDATION(S):

The attached QMPs outline The City of Calgary's approach to providing safety services, permits and inspections, among other services. Adherence to the QMP service delivery standards enhances the level of public safety within various occupancies in Calgary. Revisions to the QMPs are necessary to maintain an appropriate minimum standard in:

- plans examination (if applicable),
- inspections and reports,
- follow-up on deficiencies or unsafe conditions, and
- technical advice.

Approving the QMPs demonstrates a commitment to public safety by senior management and City Council.

ATTACHMENT(S)

1. Building, Electrical, Plumbing and Gas Quality Management Plan
2. Fire Quality Management Plan
3. Safety Codes Council Fire QMP Audit Recommendations