Update on Fire and Life Safety at the City of Toronto and Non-Competitive Agreement with Building Reports Canada for the Provision of Fire and Life Safety Tracking and Compliance Software

Date: September 23, 2019
To: General Government and Licensing Committee
From: Executive Director, Corporate Real Estate Management and; Chief Purchasing Officer
Wards: All

SUMMARY

This report provides an update on Fire and Life Safety initiatives at the City of Toronto ("the City"), including a third-party audit of Fire and Life Safety records to assess compliance and the development of a consistent, City-wide approach to Fire and Life Safety.

In 2019, the City hired third-party vendors to complete an audit of Fire and Life Safety documentation at City facilities and to report back on findings, including corrective actions. The results of the third-party audit confirmed previously-identified issues with records and contract management, and also demonstrated that documentation compliance has been improving through 2019. While the safety of the building stock and the occupants have not been compromised, the City has been exposed to an unacceptable risk due to poor record keeping by unregulated contractors. As a result of subsequent investigations and quality assurance initiatives, the City has terminated contracts with three vendors and is in the process of suspending these vendors from bidding on City contracts for five years.

These audit findings reinforce the need to establish a centralized, City-wide approach to Fire and Life Safety, which will reduce risk to the City and also align with the centralization of real estate and facilities services through the City-Wide Real Estate Transformation. The City has made substantial progress towards developing this centralized approach, including key initiatives to implement compliance tracking software, the development of standard operating procedures, the creation of a Master Fire Plan and associated training, and the procurement of new Fire and Life Safety services. These initiatives are complete or on-track for implementation in late 2019 or early 2020. To advance progress on these initiatives, this report also recommends the
award of a non-competitive contract to Building Reports Canada in the amount of $1,530,000 net of all applicable taxes and charges ($1,556,928 net of Harmonized Sales Tax recoveries) for the provision of Fire and Life Safety tracking and compliance software for a term of five years.

To ensure the implementation and sustainment of the City-wide approach to Fire and Life Safety, a Fire and Life Safety Program Office (“Program Office”) has been established with input from City stakeholders and industry experts. This report outlines the Program Office’s key functions and work plan through 2022, in an effort to increase compliance with the Ontario Fire Code across City facilities.

RECOMMENDATIONS

The Executive Director, Corporate Real Estate Management, and the Chief Purchasing Officer, Purchasing and Materials Management Division, recommend that:

1. City Council authorize the Executive Director, Corporate Real Estate Management, to negotiate and execute a non-competitive contract with Building Reports Canada for the provision of Fire and Life Safety tracking and compliance software for an initial term of five years from the effective date of the contract, in the total amount of $1,530,000 net of all applicable taxes and charges, ($1,556,928 net of Harmonized Sales Tax recoveries), on terms and conditions satisfactory to the Executive Director, Corporate Real Estate Management, and the City Solicitor.

2. City Council request that all City of Toronto agencies and corporations submit information, on an annual basis, about the completeness of required Fire and Life Safety inspections, testing, and maintenance to the Executive Director, Corporate Real Estate Management.

FINANCIAL IMPACT

Operating Budget

The Executive Director, Corporate Real Estate Management, is proposing to centralize all resources and accountabilities within the Fire and Life Safety Program Office (“Program Office”). The focus of the Program Office will be the inspection, testing and maintenance of fire protection infrastructure, as well as training, contract management and quality assurance throughout all City owned and operated buildings.

This will be executed through a hybrid model with internal resources carrying out monthly inspections, training, contract management, and quality assurance, and third-party contracted services providing the systems and tools to carry out annual inspections to ensure Ontario Fire Code compliance.

The total funding required for the proposed Program Office in 2020 is $9.8 million, which includes $3.4 million in staffing costs for 45 full-time equivalent positions and $6.4
million for software and contracted services. Currently, $5.5 million ($0.6 million for 6 full-time equivalent positions and $4.9 million for software and contracted services) exists in the 2019 Council Approved Operating Budget and actuals for Corporate Real Estate Management. Therefore, incremental funding of $4.3 million and the creation of 39 full-time equivalent positions are required to fully fund the Program Office requirements for 2020. Of the incremental $4.3 million funding required in 2020, Corporate Real Estate Management has worked with Divisions to identify $1.6 million in Divisional Budgets that were dedicated to Fire and Life Safety. Therefore, net incremental funding of $2.7 million, and 39 full-time equivalent positions, will be requested to fund the Program Office through the 2020 Budget process.

The incremental funding and resource requirements are the result of a shift away from decentralized oversight and the use of contracted services with a focus on lowest price. It has been established that the City was not meeting its obligations with respect to the Ontario Fire Code under this model and approach, and the Auditor General’s report highlighted risks, shortcomings and the need for centralized accountability. The proposed Program Office, fully resourced, is expected to result in immediate benefits and an increase in compliance with the Ontario Fire Code to a level that exceeds industry averages.

Figure 1 illustrates the forecasted Operating Budget impact in relation to the projected increases in Ontario Fire Code compliance of inspection, testing and maintenance reports expected to result from the implementation of the Program Office. Expenditures and compliance are expected to increase in the next two years before stabilizing in 2022.

Figure 1: Fire and Life Safety Budget and Compliance Forecast

<table>
<thead>
<tr>
<th>Year</th>
<th>Budget (millions $)</th>
<th>OFC Compliance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2017</td>
<td>4.0</td>
<td>33%</td>
</tr>
<tr>
<td>2018</td>
<td>4.6</td>
<td>43%</td>
</tr>
<tr>
<td>2019</td>
<td>7.1</td>
<td>65%</td>
</tr>
<tr>
<td>2020</td>
<td>9.8</td>
<td>95%</td>
</tr>
<tr>
<td>2021</td>
<td>11.9</td>
<td>95%</td>
</tr>
<tr>
<td>2022</td>
<td>12.1</td>
<td>95%</td>
</tr>
</tbody>
</table>

**Funding for the procurement of Fire and Life Safety software**

This report requests authority to negotiate and award a non-competitive contract to Building Reports Canada in the amount of $1,530,000 net of all taxes and charges.
($1,556,928 net of Harmonized Sales Tax recoveries) for the provision of Fire and Life Safety tracking and compliance software. Funding is available in the 2019 Council Approved Operating Budget for Facilities, Real Estate, Environment and Energy, and is part of the existing funding included in Corporate Real Estate Management's 2020 Operating Budget submission for Council consideration.

**Capital Budget**

Given the current state of Fire and Life Safety infrastructure, it is expected that significant short-term investments will be required to address major deficiency and system end-of-life replacements. Funding for these investments will be included in Corporate Real Estate Management's 2020-2029 Capital Budget and Plan submission for Council consideration. It is expected that funding required will diminish over time as critical issues are addressed and the Fire and Life Safety assets are maintained through an appropriate maintenance program. As critical issues are identified prior to the 2020 Budget process, funds are, and will continue to be, reallocated within the current 2019-2028 Council Approved Capital Budget and Plan for Facilities, Real Estate, Environment and Energy (FREEE) to ensure any critical safety and compliance issues are addressed.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

**DECISION HISTORY**

At its meeting of May 21, 2019, the General Government and Licensing Committee adopted GL5.14 "Interim Status Report on Fire and Life Safety," which provided an update on the City's work to address the Council-adopted recommendations put forth by the Auditor General in 2018.AU13.11 "Raising the Alarm: Fraud Investigation of a Vendor Providing Life Safety Inspection Services to the City of Toronto," including the establishment of a City-wide Fire and Life Safety Program Office, an independent audit of 10 percent of the City's building portfolio, the development of standard operating procedures, contract improvements, and the promotion of a culture of life safety at the City. The item can be accessed online at: [http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.GL5.14](http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.GL5.14)

At its meeting of July 23, 2018, City Council adopted 2018.AU13.11 "Raising the Alarm: Fraud Investigation of a Vendor Providing Life Safety Inspection Services to the City of Toronto" and issued multiple directions to the General Manager, Facilities Management and other City staff to improve the management and delivery of fire and life safety service at City buildings. In adopting the item, City Council directed the General Manager, Facilities Management to report back to City Council annually on the level of fire and life safety compliance. The item can be accessed online at: [http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.AU13.11](http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.AU13.11)
COMMENTS

The Auditor General presented a comprehensive report in July 2018 identifying potential fraud by a Fire and Life Safety vendor, a systematic lack of oversight related to vendor management and a lack of compliance and training as legislated by the Ontario Fire Code. The report included 17 recommendations, which focus broadly on establishing a systematic and quality-based approach to managing fire safety and ensuring compliance City-wide; providing a training program for City staff related to fire safety/fire protection systems; and ensuring that all City-owned and operated buildings are safe and compliant with the requirements of the Ontario Fire Code. Appendix A outlines the actions that staff have taken to address the Auditor General's recommendations.

Reviewing past performance: A third-party audit of Fire and Life Safety records

Third-party audit: Approach and methodology

Early in 2019, the Fire and Life Safety Task Force ("Task Force") hired third-party vendors to complete an audit of Fire and Life Safety documentation at City facilities. The audit encompassed a review of 243 buildings, which represents approximately ten percent of the City of Toronto's building portfolio (excluding Toronto Community Housing Corporation and Toronto Hydro, which have already established Fire and Life Safety systems and programs). The audit focused on buildings with high occupancy or public use, significant gross floor area, and complex Fire and Life Safety systems. Four vendors were hired and tasked with reviewing all Fire and Life Safety documentation to determine compliance with the Ontario Fire Code, and to identify irregularities in activities and reports. Additionally, the vendors validated findings of the desktop audit through site visits to ten percent of the audited locations.

The audit methodology required each Division, Agency, and Corporation to identify all Fire and Life Safety systems for the selected buildings and submit annual inspection reports for 2017 and 2018, consecutive monthly inspection reports from August and September of 2017 and 2018, and proof that deficiencies had been cleared. The systems reviewed through the audit included fire alarm systems, fire sprinkler systems, standpipe systems, clean agent/special suppression systems, fire extinguishers, emergency lighting, generators, fire hydrants and fire pumps. The vendors reviewed each report against the Ontario Fire Code requirements, verified each third-party technician's professional designation and validated that identified deficiencies had been rectified. Major errors and omissions resulted in the report being deemed non-compliant.

Third-party Audit Results

The audit report includes two key measures: 1) Record availability as required by the Ontario Fire Code, and 2) Compliance of the submitted records against the Ontario Fire Code. Table 1 outlines the results from the audit for Divisions and Agencies.
Table 1: Total 2017 and 2018 Fire and Life Safety Compliance Audit Results

<table>
<thead>
<tr>
<th>Divisions vs Agency and Commissions</th>
<th>Number of Buildings Audited (Number)</th>
<th>Record Availability</th>
<th>Compliance of Received Reports</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Reports Requested (Number)</td>
<td>Reports Received (Number)</td>
</tr>
<tr>
<td>All City Divisions</td>
<td>202</td>
<td>2304</td>
<td>1168</td>
</tr>
<tr>
<td>Agencies &amp; Commissions</td>
<td>41</td>
<td>1008</td>
<td>569</td>
</tr>
<tr>
<td>Total</td>
<td>243</td>
<td>3312</td>
<td>1737</td>
</tr>
</tbody>
</table>

Record Availability

The record availability measure is determined by two factors: 1) whether the work scheduled was completed and 2) whether the vendor submitted the report. The score of 52 percent is unacceptably low and attributed to a multitude of factors including the decentralized responsibility for inspection, testing and maintenance of fire protection systems, a lack of awareness of inspection, testing and maintenance requirements, and the absence of an inventory of fire protection systems/equipment within the buildings. In most cases where records were not supplied, the work had not been scheduled or conducted. In a number of cases, the work was completed but the reports were not supplied by the vendors that carried out the work.

Compliance of Received Reports

The compliance rate is measured directly against the requirements set forth in National Fire Protection Association standards, Underwriters Laboratories of Canada and the Ontario Fire Code. Higher compliance directly relates to increased safety of building occupants in addition to meeting the legal requirements of these Codes. The poor compliance rate of 61 percent of submitted reports is attributed directly to poor vendor performance and a gap in qualified subject matter expertise and contract management within the City. The audit included data from two vendors who were responsible for inspection, testing and maintenance at a significant number of City properties. The combined total rate of compliance from these vendors was 38 percent. Contracts with both vendors have been terminated due to poor quality and reporting irregularities.

Overall, the audit identified contract and records management challenges, as well as 22 specific reports where suspicious activity was noted that required further investigation. Throughout the review, the consultants and City staff did not identify any safety issues that presented an immediate threat to the life safety of building occupants. The findings are also reflective of the decentralized management of fire protection maintenance and a general lack of training and information related to the maintenance requirements. The Task Force undertook an extensive effort to begin addressing these issues in 2018 and 2019, which will continue with the implementation of the Program Office. City Divisions, Agencies, and Corporations are implementing a strategy to schedule testing, inspection, and maintenance as required to address missing records or rectify deficiencies.
Addressing Vendor Performance Issues

Challenges with poorly performing Fire and Life Safety vendors are not unique to the City. One reason for poor compliance is the unregulated nature of the fire protection service industry. Unlike other maintenance/service industries (i.e. electrical, refrigeration, plumbing), where a license is issued to the person performing maintenance work, a person performing maintenance on a fire protection system is not required to be licensed, they are only required to be qualified. This distinction creates quality assurance challenges, as there are varying interpretations of what defines a 'qualified' technician.

A review of past City contracts, and the results of the third-party audit, and additional quality assurance efforts, suggest that vendor bids have been abnormally low, presumably to win contracts that are awarded to the lowest-priced compliant bid. This practice results in low quality work, poor record keeping, and incentivizes vendors to recover profit margin through repairs and materials related to deficiency work. This practice likely discourages top tier companies from expending the effort to submit a bid, as their pricing would not be competitive.

With respect to actions taken to address the vendor issues identified, staff have exercised the authority granted by City Council to suspend the vendor identified in the Auditor General's report for the maximum allowable period (five years). In light of the findings of the compliance audit and other quality assurance reviews, the City has taken further action to begin terminating two additional vendors and suspend those vendors for the maximum allowable period (five years). Two additional vendors are currently under review due to record keeping abnormalities and poor performance.

Performance review meetings have been held with all Fire and Life Safety vendors currently under contract to the City. These meetings resulted in an action plan to close the gap between current and expected performance levels.

Showing improvement: A review of 2019 records

In 2019 Corporate Real Estate Management on-boarded six new vendors to provide inspection, testing and maintenance services to replace the services that were to be provided under now-terminated contracts with two poorly performing vendors.

The newly-hired vendors are helping to improve the quality of service in 2019, but significant work remains to obtain an acceptable level of compliance. Table 2 outlines the report availability and compliance rate of the annual fire alarm reports for 50 buildings that were included within the initial ten percent audit and in an expanded sample of records from 2019. This trend is a leading indicator that can be applied for other fire protection system maintenance records.
Table 2: 2017 to 2019 Fire Alarm Annual Audit Information

<table>
<thead>
<tr>
<th>Measure</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annual FA Reports Available:</td>
<td>48%</td>
<td>67%</td>
<td>76%</td>
</tr>
<tr>
<td>Annual FA Reports Compliant:</td>
<td>27%</td>
<td>36%</td>
<td>40%</td>
</tr>
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</table>

A significant positive increase in documentation availability has occurred as result of onboarding new vendors in the second quarter of 2019. Compliance with the Ontario Fire Code is increasing, albeit at a slow rate, and the vendors are being managed to increase compliance within City buildings. The 2019 data includes reports completed from May to August only and includes reports from two recently-terminated vendors; encouragingly, submitted records from September 2019 show significant improvement over those from past months. In light of these improvements, the Program Office expects that compliance will continue to increase as a significant number of annual inspections are scheduled throughout the third and fourth quarters of 2019. Compliance is expected to reach 65 percent by year-end.

**Building a Foundation for Compliance**

Corporate Real Estate Management has taken action to address the Auditor General’s recommendations and the findings of the third-party audit. This includes providing support to other Divisions, Agencies, and Corporations that manage facilities and developing standard operating procedures, training, and tools that support a consistent approach to Fire and Life Safety.

**Providing Ongoing Fire and Life Safety Support to City Divisions, Agencies and Corporations**

In addition to the compliance audit, the Task Force focused on developing the tools and resources other Divisions, Agencies, and Corporations could leverage pending the development of a centralized Fire and Life Safety structure. To this end, the Task Force created an interim software solution to help track compliance, standard operating procedures to support the adoption of best practices in Fire and Life Safety services, and a vendor complaints process to ensure that issues could be properly flagged and addressed.

**Interim compliance tracking software**

To address the problem of missing and unavailable inspection records and reports, staff created a centralized document library as an interim solution until dedicated Fire and Life Safety software could be procured and implemented. This library allows for the central storage of electronic records required under the Ontario Fire Code. The centralized document library has been rolled out to all affected Agencies, Corporations and Divisions. As of September 1, 2019, 12 Divisions are using the document library and have uploaded over 7,500 records.

Currently, Divisions, Agencies and Corporations do not utilize the same technology infrastructure to ensure compliance in their respective building portfolios and to allow for a City-wide view of compliance. The Fire and Life Safety Program Office has conducted
a market scan of the leading fire safety software solutions that would enhance the City's ability to schedule inspections, conduct inspections, monitor outstanding deficiencies and repairs, and retain all required documentation for all City-owned buildings. The analysis showed that the Building Reports Canada software solution is most suited to the City's needs, providing the most utility and value in addressing the issues raised by the Auditor General's report. Staff are recommended that approval be granted to enter into a non-competitive contract with Building Reports Canada in the amount of $1,530,000 net of all taxes and charges ($1,556,928 net of Harmonized Sales Tax recoveries). A competitive procurement would likely require up to six months plus additional implementation time, and the associated delay will create unacceptable health and safety risks for City staff and the public who use our facilities during that time.

Existing systems at the City were considered, but unlike Building Reports Canada these programs are generic work management systems not built specifically for Fire and Life Safety work. Pursuing this option as opposed to purchasing a targeted solution would likely require additional staff resources, funding, would take at least 12-18 months to implement. This would also place an increased burden on the City to ensure forms and features are compliant with the latest versions of the Ontario Fire Code. Building Reports Canada software completes these updates automatically, thereby reducing the user's risk of noncompliance.

**Development of standard operating procedures and processes**

Forty-eight (48) standard operating procedures, practices and forms have been created, and posted on a newly-developed Fire and Life Safety website. These standards went through an extensive peer review and development process involving industry experts, Toronto Fire, other municipalities, and representatives from all City Agencies, Corporations and Divisions.

These standard operating procedures provide detailed baseline information and best practices on various measures that must be followed to enhance and display Fire and Life Safety compliance such as on-site vendor management, collection and retention of records, and the review of records. In addition, a custom City of Toronto Fire and Life Safety Handbook has been created and posted as a reference guide for City staff.

In addition to the standard operating procedures, a standardized Fire and Life Safety Vendor Complaints process was formally launched in June 2019. Staff from Divisions, Agencies, and Corporations are now able to register a complaint against a City Fire and Life Safety vendor, which will be routed to the Program Office for review, investigation, and action if required.
Implementing and sustaining a City-wide approach: Building the Fire and Life Safety Program Office

The Task Force has completed its initial mandate and has transitioned to a permanent Fire and Life Safety Program Office ("Program Office"). The Program Office will build on the work noted above and centralize the responsibility for all Fire and Life Safety matters into one office that will service all City buildings. Broadly, the Program Office's key functions focus on 1) Fire and Life Safety operations; 2) quality assurance and contract management; and 3) training and development. The Program Office also will become the primary point liaison with the Authority Having Jurisdiction, striking a formal working group between the City and Toronto Fire Services. This will provide a formal partnership to ensure both organizations work towards a common goal of providing safe and compliant buildings for our employees, the public and firefighters.

Fire and Life Safety Operations

The Program Office will develop a Fire Operations unit that will centrally manage all legislated fire protection inspection, testing and maintenance of all fire protection systems throughout City facilities. This will require a complement of 25 staff, including 19 fire prevention inspectors dedicated to conducting the monthly inspection and testing of Fire and Life Safety systems.

Internalizing the monthly inspections has multiple benefits including lower annual costs and a segregation of duty between the groups conducting the monthly and annual inspections, allowing for a system of checks and balances where internal and contracted staff would check each other's work. This hybrid model, with insourced monthly inspections and outsourced annual inspections, is common among major property holders (both public and private) including Cadillac Fairview, Infrastructure Ontario, Toronto Community Housing, and the Toronto Transit Commission. The annual operating cost to internalize the monthly fire inspections is approximately $2.3 million, which is included in the proposed Program Office budget. Contracting out the equivalent service has an estimated annual cost of $5.5 million and would require additional, net new quality assurance and contract management positions.

The Fire and Life Safety Operations group will also include dedicated staff that will conduct comprehensive fire code audits at a sample of buildings annually. The audits will include a full fire code audit of the building and operations in conjunction with a full review of all mandated inspection, testing and maintenance records. These audit results will be presented in an annual report on the state of compliance. In addition to the audits, this group will be a technical resource to support state of good repair assessments, provide technical code and standard interpretations and liaise with Toronto Fire and other external organizations on matters related to Fire and Life Safety.
Quality Assurance and Contract Management

While monthly inspections will be internalized, the annual maintenance for fire protection systems will continue to be contracted to external service providers. The Program Office will develop a Contract Management and Quality Assurance section to centralize and manage all contracted fire protection services, thereby ensuring consistency across the City's portfolio. The section will also manage emergency service contracts and the capital budget related to fire protection.

The Contract Management and Quality Assurance section will have staff who will validate the work conducted by both the internal fire prevention inspectors and the contracted service companies. These quality assurance staff will conduct audits and deploy investigative tools to ensure work is completed as scheduled and that it meets the Ontario Fire Code requirements.

Training and Development

The Program Office will launch a Training and Development section responsible for publishing, implementing, and sustaining a Master Fire Plan and training programs. The Master Fire Plan outlines the roles and responsibilities for all matters related to Fire and Life Safety at all City owned, operated or occupied sites. The training programs will focus on specific requirements under the Ontario Fire Code and how they will be addressed in City facilities. This program will ensure that City staff who operate and manage buildings have a comprehensive understanding of their roles and responsibilities under the Ontario Fire Code, fire warden training, fire drills and how to conduct a monthly fire check at each property they manage.

Program Office Implementation

The Program Office will be implemented over three years starting in 2019. Key milestones are outlined below.

2019

- Obtain approval for the Master Fire Plan
- Implement the centralized software system that coordinates all Fire and Life Safety reporting
- Develop and recruit for key positions in the Program Office
- Include a request for funding for the Program Office in the 2020 Operating and 2020-2029 Capital Budget and Plan submission
- Continue to provide support for Divisions, Agencies, and Corporations while Fire and Life Safety responsibilities are transferred to the Program Office

2020

- Launch the fire training program and fire safety program
- Initiate recruitment efforts to staff all remaining positions in the Program Office
- Initiate the monthly maintenance program using internal staff
- Centralize the management of all Fire and Life Safety contracts
- Initiate compliance audits on a risk-based schedule
• Target the achievement of at least 95 percent compliance with the Ontario Fire Code (assessed through compliance audits conducted by the Program Office),
• Work with Agencies and Corporations to align their operations to the Program Office

2021
• Begin distributing reports containing one year's worth of data to key stakeholders
• Review Capital Budget requirements and adjust the Capital Budget submission as required
• Review and re-publish the Master Fire Plan and training program documents
• Review the performance of the City's inspections, testing, and maintenance vendor after a full year of service
• Achieve at least 95 percent compliance with the Ontario Fire Code

2022
• Maintain at least 95 percent compliance with the Ontario Fire Code
• Transition to steady-state operations

Once established, the Program Office will work to steadily increase compliance with the Ontario Fire Code and manage the budget related to maintaining the fire protection systems in a compliant state.

The Program Office will publish key performance indicators for the City's Senior Leadership Team on a quarterly basis beginning in the first quarter of 2020. These indicators will show compliance with the Ontario Fire Code, track the implementation of the training program, and indicate the status of Inspection Orders received from the Authority Having Jurisdiction. A comprehensive annual report will be submitted in the fourth quarter of each year to the Senior Leadership Team, the Fire Chief and City Council. These annual reports will address implementation of the Master Fire Plan, compliance with the Ontario Fire Code and delivery of the training program. Each February, Agencies and Corporations will be required to supply information about the preceding year to the Program Office for inclusion in the annual report.

Conclusion
The decentralized management of Fire and Life Safety has resulted in inconsistent levels of records-based compliance throughout all City portfolios. While the safety of the building stock and the occupants have not been compromised, the City has been exposed to an unacceptable risk due to poor record keeping and unregulated contractors. To date, the Task Force and recently-created Program Office have established a foundation for a comprehensive and consistent approach to Fire and Life Safety across City Divisions, Agencies, and Corporations. Transitioning from the decentralized model to a centralized Program Office will require a significant investment
of personnel and budget to bring the overall compliance level to approximately 95 percent in 2020 and subsequent years. It will also support the City's goal of centralizing real estate and facilities services through the City-Wide Real Estate Transformation.

The procurement of the Building Reports Canada software will advance efforts to ensure compliance City-wide. If approved, the recommended non-competitive procurement will allow staff to implement the system by the beginning of 2020, bolstering the City's ability to meet its compliance target next year.

The Fair Wage Office has reported that Building Reports Canada has reviewed and understood the Fair Wage Policy and Labour Trades requirements and has agreed to comply fully.

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**SIGNATURE**

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Executive Director, Corporate Real Estate Management

Michael Pacholok  
Chief Purchasing Officer
ATTACHMENTS

Appendix A: Auditor General Recommendations and Follow-up Actions by Staff
**Appendix A: Auditor General Recommendations Issued to Corporate Real Estate Management and Follow-up Actions by Staff**

<table>
<thead>
<tr>
<th>Auditor General Recommendation</th>
<th>Synopsis</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Create a governance process</td>
<td>Creation of the Program Office and publication a Master Fire Plan.</td>
</tr>
<tr>
<td>2</td>
<td>Ensure compliance with the Ontario Fire Code</td>
<td>Creation of the Program Office and publication of a Master Fire Plan.</td>
</tr>
<tr>
<td>3</td>
<td>Develop a training curriculum to meet Ontario Fire Code requirements</td>
<td>Creation of the Program Office and implementation the Fire Training Program as part of the Master Fire Plan.</td>
</tr>
<tr>
<td>4</td>
<td>Tracking and retention of Ontario Fire Code mandated maintenance reports</td>
<td>Implementation of the Building Reports Canada system, which provides cloud based retention of all Ontario Fire Code inspections, testing, and maintenance records.</td>
</tr>
<tr>
<td>5</td>
<td>Contract Management related to Fire and Life Safety vendors</td>
<td>Implementation of the Building Reports Canada system and preparation of a formal master specification to identify responsibilities and requirements in all new inspections, testing, and maintenance contracts.</td>
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<td>6</td>
<td>Vendor Management &amp; Qualifications</td>
<td>Preparation of a formal master specification will require minimum qualifications for all vendors. The qualifications of Fire and Life Safety vendors will also be independently verified by the software system to ensure technicians are qualified and in good standing.</td>
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<td>7</td>
<td>Toronto Fire Chief and Ontario Fire Marshall to develop a contractor watch list</td>
<td>Assigned to Toronto Fire Service</td>
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<tr>
<td>8</td>
<td>Toronto Fire Chief and Ministry of Community Safety and Correctional Service to amend FPPA</td>
<td>Assigned to Toronto Fire Service</td>
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<td>9</td>
<td>Holistic, centralized approach for Fire and Life Safety</td>
<td>Creation of the Program Office and publication of a Master Fire Plan.</td>
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<td>Auditor General Recommendation</td>
<td>Synopsis</td>
<td>Response</td>
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<tr>
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</tr>
<tr>
<td>10</td>
<td>Toronto Fire Chief to assist Ontario Fire Marshall with Province wide implications from the report</td>
<td>Assigned to Toronto Fire Service</td>
</tr>
<tr>
<td>11</td>
<td>Toronto Fire Chief to work with Province to require contractor licensing</td>
<td>Assigned to Toronto Fire Service</td>
</tr>
<tr>
<td>12</td>
<td>Develop a quality control program to verify the quality of inspections, testing, and maintenance work</td>
<td>Creation of the Program Office and publication of a Master Fire Plan.</td>
</tr>
<tr>
<td>13</td>
<td>Toronto Fire Chief to recommend to Fire Marshall building owner/operator training requirements</td>
<td>Assigned to Toronto Fire Service.</td>
</tr>
<tr>
<td>14</td>
<td>Toronto Fire Chief to recommend to Ontario Fire Marshal about an owners responsibly brochure.</td>
<td>Assigned to Toronto Fire Service.</td>
</tr>
<tr>
<td>15</td>
<td>Toronto Fire Chief to recommend to Fire Marshall to strike a technical committee</td>
<td>Assigned to Toronto Fire Service.</td>
</tr>
<tr>
<td>16</td>
<td>City Manager to advise all staff of obligations to report potential fraud/wrongdoing to the Auditor General</td>
<td>Memo sent by the City Manager to all staff in July 2018.</td>
</tr>
<tr>
<td>Auditor General Recommendation</td>
<td>Synopsis</td>
<td>Response</td>
</tr>
<tr>
<td>--------------------------------</td>
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</tr>
<tr>
<td>17</td>
<td>City Manager to report to Council with advice about an obligation requiring City employees to report to the Auditor General allegations of wrongdoing by third parties</td>
<td>Assigned to the City Manager. To be considered as part of a Public Service By-law review.</td>
</tr>
</tbody>
</table>