

Recreational Vehicles and Manufactured Homes

**A public discussion paper on updated
Regulations**



July 1, 2017

This information is available in alternate formats upon request.

Overview:

The Government of Manitoba is developing updated regulations for **recreational vehicles** (camping trailers, fifth-wheel trailers, motor homes, slide in campers and travel trailers) and **manufactured homes** (prefabricated buildings, modules and panels).

This initiative is being led by the Manitoba Office of the Fire Commissioner (OFC), which is the agency responsible for the administration and enforcement of legislation and regulations governing recreational vehicles (RVs) and manufactured homes.

The goals of the updated regulations are to:

- Protect Manitobans by ensuring RVs and manufactured homes that are built and sold in Manitoba meet recognized codes and standards.
- Ensure that RVs and manufactured homes are treated separately and appropriately under legislation, as these industries have diverged significantly in past years.
- Reduce red tape and the administrative burden associated with complex enforcement rules by removing outdated permit and inspection requirements for both RVs and manufactured homes.

PART 1: Proposed Changes for RVs

1. Recognize modern definitions and standards for RVs, including standards to address the emerging industry of park model trailers.
2. Remove requirements for a permit to sell, and subsequent inspection requirements of used RVs, while maintaining the requirements for RVs to be labeled according to their constructed standard.

PART 2: Proposed Changes for Manufactured Homes

1. Update the definitions and referenced standards under The Building and Mobile Homes Act (BMHA) to address changes and advancements in the manufactured homes industry.
2. Recognize the Canadian Standards Association (CSA) A277 standard “Procedure for certification of prefabricated buildings, modules and panels”.
3. Remove the labeling requirements for used “mobile homes” when undergoing sale.

How did we get here?

The Mobile Homes Standards and Permits Regulation has not been updated since the 1970's. Since that time, the manufactured home industry has changed significantly, as have the manufacturing standards and practices they use. As an example, the term "mobile home" is no longer used by the industry.

The requirements for both RVs and manufactured homes in the Mobile Homes Standards and Permits Regulation were once captured within one standard, the CSA Z 240 Mobile homes standard, which in subsequent years has been separated into two series to address the requirements of significantly different classes of products, namely:

- CSA Z 240 RV (Recreational Vehicles) series, and
- CSA Z 240 MH (Manufactured Homes) series.

Manitoba currently has unique permit and inspection requirements compared with other Canadian jurisdictions. As an example, Manitoba is the only jurisdiction that requires a manufacturer or dealer to obtain a permit to sell a used mobile home and to submit that mobile home to an inspection by a provincial regulator. In addition, the CSA A277 standard "Procedure for certification of prefabricated buildings, modules, and panels" has since become the preferred quality assurance tool for the manufactured homes industry. This standard provides for the certification of factories producing manufactured homes and other prefabricated buildings, modules and panels built to provincial building codes or applicable standards, replacing the outdated requirement for provincial inspections.

On January 25, 2017 the Manitoba government announced it would address "red tape" resulting from outdated standards, and identified the outdated RV and manufactured home regulation specifically as a priority area. The Manitoba government and OFC are committed to modernizing the regulatory framework for RVs and manufactured homes, and are soliciting feedback from Manitobans through this discussion paper.

Why we want your input

RV and manufactured homes are both growing industries in Manitoba. Every year, Manitobans from across the province use RVs as a means to enjoy our provincial parks and to explore recreational opportunities across our province. The manufactured homes industry also continues to expand, and it is estimated that in 2017 approximately 15% of newly built homes will be manufactured homes.

The goal of this regulatory review is to continue to ensure consumer and public safety through the recognition and enforcement of relevant codes and standards, while reducing unnecessary requirements for industry and consumers.

Several options are being considered that would potentially change the way RVs and manufactured homes are regulated in Manitoba. These options are presented within this document for your review and feedback.

PART 1: Proposed Changes for RVs

1. Recognize modern definitions and standards for RVs, including standards to address the emerging industry of park model trailers.

The current Mobile Homes Standards and Permits Regulation references the outdated CSA Z240 - Mobile Homes series of standards. Since the regulation was last updated in the 1970's, an RV specific CSA Z240-RV series was introduced, which is recognized by other Canadian provinces including British Columbia, Alberta, Saskatchewan, Ontario, New Brunswick as well as Newfoundland and Labrador. The CSA Z240-RV series specifies construction and life safety requirements for RVs.

The CSA Z240-RV series standard defines RVs as:

Recreational vehicle (RV) – a vehicular-type unit that is primarily designed as temporary living quarters for recreational, camping, or seasonal use; has its own motive power or is mounted on or towed by another vehicle; does not require a special highway use permit for operation on the highways; and can be easily transported and set up on a daily basis by an individual.

This compares with the current definition of “mobile homes” in the BMHA which is defined as:

Mobile home – means a portable dwelling unit that

- (a) is capable of being transported on its own chassis and running gear by towing or other means, or
- (b) is placed on the chassis or body of a motor vehicle, or
- (c) forms part of a motor vehicle

and is designated to be used as living quarters or as accommodation for travel, recreation or vacation purposes;

The current RV regulatory framework fails to recognize the CSA Z240-RV series or the common US equivalent NFPA 1192 Standard on Recreational Vehicles. RVs manufactured to the NFPA 1192 standard are certified by the American Recreation Vehicle Industry Association (RVIA). Alberta, Saskatchewan, Ontario, and Prince Edward Island all recognize NFPA 1192 in their legislation.

Over the past few decades, another form of seasonal accommodation referred to as “park model trailers” has become increasingly popular. As a result, in 2003 CSA introduced the CSA Z241- Park Model Trailer series of standards. The primary difference between a park model trailer and an RV is that the park models are not intended to be moved frequently. The CSA Z241 standard provides minimum construction and safety requirements and defines “park model trailers” as:

Park model trailer – a recreational unit that meets the following criteria:

- (a) it is built on a single chassis mounted on wheels;
- (b) it is designed to facilitate relocation from time to time;
- (c) it is designed as living quarters for seasonal camping and may be connected to those utilities necessary for operation of installed fixtures and appliances;
and
- (d) it has a gross floor area, including lofts, not exceeding 50 m² when in the set-up mode, and has a width greater than 2.6 m in the transit mode.

Referencing the updated CSA Z240-RV series and CSA Z241- park model trailer standards will ensure units manufactured and sold in Manitoba are built to recognized standards.

What we are proposing:

- Updating the referenced standards for RVs to include the CSA Z240- RV series as well as the US equivalent NFPA 1192 standard for recreational vehicles.
- Adding reference to the CSA Z241- Park Model Trailer Series.

2. Remove requirements for a permit to sell, and subsequent inspection requirements of used RV’s, while maintaining the requirements for RVs to be labeled according to their constructed standard.

The requirement for products to bear a recognized certification label continues to be an integral part of the Canadian safety system. The requirement for a certification label confirming that RVs are manufactured to recognized standards exists in most other Canadian jurisdictions. An updated Manitoba regulatory framework that harmonizes with other jurisdictions would continue to require RVs and Park model trailers manufactured

and sold in Manitoba to be constructed to a recognized standard, and labeled accordingly.

What is unique in Manitoba compared to all other jurisdictions is the requirement for dealers and manufacturers to obtain a permit to sell used RVs, and the subsequent inspection requirement to ensure that units are constructed to a recognized standard and that no apparent safety hazards exist.

Industry stakeholders have been critical of this requirement for a number of years. In particular, RV dealers have felt they have been held to a higher standard than the general public when it comes to selling used RVs. A new framework would remove outdated requirements for a permit to sell and the subsequent inspection requirements.

One potential problem that may arise from a label requirement for all RVs sold in Manitoba is that some used RVs may have lost their label due to age, repairs or alterations. Therefore, it is proposed to allow certified RV technicians, to perform safety inspections of unlabeled used RVs to certify the unit as safe.

What we are proposing:

- Maintain requirements for RVs manufactured and sold in Manitoba to be labeled according to their construction standard.
- Remove outdated requirements for a permit to sell and the subsequent inspection requirements.
- Allow certified RV technicians to perform safety inspections of unlabeled used RVs to certify the unit as safe.

Part 2: Proposed Changes for Manufactured Homes

1. Update the definitions and referenced standards under the BMHA to address changes and advancements in the manufactured homes industry.

The current Mobile Homes Standards and Permits Regulation references the outdated CSA Z240 Mobile Homes series of standards. Since the regulation was written in the 1970's, an updated CSA Z240 (MH) Manufactured Homes series of standards was introduced by CSA.

The CSA Z240 MH series sets out requirements for the construction of manufactured homes specifically related to structure, building envelope, plumbing, electrical and

heating service, energy efficiency and vehicular requirements for running gear, as well as requirements for quality control, markings, and printed commissioning instructions. The standard also contains requirements that reflect the need for these units to withstand the stresses associated with being transported to site. The CSA Z240 MH series requirements are similar to those of the Manitoba Building Code.

In practice, local authorities accept manufactured homes built to the CSA Z240 standard when supported by proper markings and documentation that confirm their construction. Building permits are issued for other aspects of the home related to site preparation.

Other jurisdictions including British Columbia, Ontario, and Nova Scotia and Yukon have amended their building requirements to accept manufactured homes constructed to CSA Z240 MH series.

The CSA Z240.10.1 Site preparation, Foundation and Installation of Manufactured Homes details the construction of surface-mount foundations and the installation of the home. The standard is applicable to any home that is built on soil that is not frost susceptible, or that incorporates an integrated frame providing sufficient rigidity to protect the home from damage due to minor movements of the foundation.

What we are proposing:

- Recognize the updated CSA Z240 MH series of standards as an alternative construction standard to the requirements of the Manitoba Building Code.
- Recognize the CSA Z240.10.1 for those aspects relating to site preparation, foundation and installation of manufactured homes.

2. Recognize the CSA A277 standard “*Procedure for certification of pre-fabricated buildings, modules and panels*”.

The CSA A277 is nationally recognized and used to certify factories that produce manufactured homes, pre-fabricated buildings, modules and panels, and ensures conformance with the building codes and standards in force by the jurisdiction where the building will be located.

Factories certified to this standard, must establish quality control procedures and ensure that their products conform to the relevant codes and standards. The A277 standard is similar to the ISO 9000 standard in that it deals with the concept of “total quality” throughout the manufacturing process, not just the final product. The factories are subject to regular inspections and audits by a certification body to confirm their procedures are in compliance. The A277 standard does not cover those portions of structures, components or services that are not factory installed or those that are transported and installed at the site.

As an example, if a manufactured home is constructed in a factory that has been certified to the CSA A277 standard, and the home bears the label of an accredited certification agency indicating compliance with either the Manitoba Building Code or the CSA Z240 MH series of standards, the authority having jurisdiction can have assurance that the concealed components constructed in the factory do not require re-inspection on site.

In recent years modular housing has become increasingly popular. The CSA A277 standard ensures compliance of the factory built modules, panels or sections with the Manitoba Building Code. The building, or part of the building that is built under the CSA A277 production standard must be labelled appropriately, and specification sheets provided indicating CSA A277 conformance.

CSA A277 is currently referenced for compliance in Alberta, Ontario, Quebec, Nova Scotia and Yukon. The proposed framework does not suggest mandating all manufactured homes to be built in a CSA A277 certified factory. This is not necessary, as compliance with the Manitoba Building Code continues to be satisfied through conventional permitting and inspection requirements administered by the local authority in some areas.

What we are proposing:

- Recognize the CSA A277 standard “Procedure for certification of prefabricated buildings, modules, and panels”.

3. Remove the labeling requirements for used “mobile homes” when undergoing sale.

The current Mobile Homes Standards and Permits Regulation requires that “no individual, including a dealer or manufacturer, shall at wholesale or otherwise, directly or indirectly, offer or expose for sale, rent or lease, or otherwise commercially dispose of a mobile home that does not bear a label”.

The labeling requirement for used mobile homes has created an unfair burden on home owners attempting to sell older mobile homes. This same requirement does not exist for home owners selling conventional homes. When dealing with used mobile homes that have been renovated or added onto, the original certification label has often been removed, covered up, or is not legible. Depending on the extent of the renovations, the original certification would likely have been considered void as a result.

Under the proposed framework, used mobile homes would be treated in a manner consistent with the sale of conventional homes, whereby it is incumbent on the buyer to be aware of what they are purchasing, and to ensure that the unit complies with local

building requirements, as well as Manitoba Hydro electrical safety requirements particularly if they are planning to relocate it. Typically this would be accomplished through an existing label. However, for those units without a label, or where the integrity of the unit is under question due to alteration, further documentation or inspection requirements could be requested at the discretion of the authority having jurisdiction or Manitoba Hydro.

What we are proposing: Remove the labeling requirements for used “mobile homes” when undergoing sale.

Share your views:

We encourage written comments about the proposed changes discussed in this paper. Your feedback will help to ensure that RV/park model trailer and factory-built home regulations meet the needs of both the public, as well as industry stakeholders.

Please submit your comments by August 15, 2017 to the e-mail or mailing address below. The Government of Manitoba will consider each submission carefully, and all input received will guide any changes that will be brought forward for consideration.

Submissions:

Please send your submissions via e-mail to: firecomm@gov.mb.ca (please include “Recreational Vehicle and Factory-Built Home Review” in the subject line.)

Or by mail to:

Recreational Vehicle and Factory-Built Home Review
Office of the Fire Commissioner
508-401 York Avenue
Winnipeg, MB R3C 0P8