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# Report of the Independent Fairness Commissioner

## City of Winnipeg

## Report on Compliance - Proposed Lease Agreement of the City-Owned Property Located at 739 North Drive

January 6, 2025

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INDEPENDENT ASSURANCE REPORT ON COMPLIANCE WITH FRAMEWORK

City of Winnipeg

Proposed Lease Agreement of the City-Owned Property Located at 739 North Drive

## Scope

We have undertaken a reasonable assurance engagement of the proposed real estate transaction described in Section 1 of this report (the "Transaction") to determine whether the Transaction was undertaken by the City of Winnipeg's Planning, Property and Development Department ("PP&D") in compliance with version 2.01 of the framework referenced in Section 1 of this report (hereinafter referred to as the "Compliance Framework").

## Management's responsibility

The Compliance Framework, as well as compliance of the Transaction with the Compliance Framework, are the responsibility of the Public Service, specifically the management of PP&D ("Management"). Management is also responsible for such internal controls as it determines necessary to enable City of Winnipeg's compliance with the specified requirements.

## Our responsibility

Our responsibility is to express a reasonable assurance opinion on the City of Winnipeg's compliance based on the evidence we have obtained. We conducted our reasonable assurance engagement in accordance with Canadian Standard on Assurance Engagements 3531, Direct Engagements to Report on Compliance. This standard requires that we plan and perform this engagement to obtain reasonable assurance about whether the entity complied with the specified requirements, in all significant respects.

Reasonable assurance is a high level of assurance, but is not a guarantee that an engagement conducted in accordance with this standard will always detect a significant instance of non-compliance with specified requirements when it exists. Instances of non-compliance can arise from fraud or error and are considered significant if, individually or in the aggregate, they could reasonably be expected to influence the decisions of users of our report. A reasonable assurance compliance reporting engagement involves performing procedures to obtain evidence about the entity's compliance with the specified requirements. The nature, timing and extent of procedures selected depends on our professional judgment, including an assessment of the risks of significant non-compliance, whether due to fraud or error.

Our reasonable assurance engagement included examining, on a test basis, evidence supporting compliance with the applicable criteria of the Compliance Framework and included: 1) performing corroborative interviews with City of Winnipeg employees and representatives who were responsible for conducting the Transaction; 2) examining documentation provided by City of Winnipeg employees; and 3) reperforming transaction specific calculations, where applicable. We performed our audit procedures based on discussions with Management and information available as at December 23, 2024. We believe the evidence we obtained is sufficient and appropriate to provide a basis for our opinion.

## Our independence and quality control

We have complied with the relevant rules of professional conduct / code of ethics applicable to the practice of public accounting and related to assurance engagements, issued by various professional accounting bodies, which are founded on fundamental principles of integrity, objectivity, professional competence and due care, confidentiality and professional behaviour. The firm applies Canadian Standard on Quality Management 1, *Quality Management for Firms that Perform Audits or Reviews of Financial Statements, or Other Assurance or Related Services Engagements*, which requires the firm to design, implement and operate a system of quality management, including policies or procedures regarding compliance with ethical requirements, professional standards and applicable legal and regulatory requirements.

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## Opinion

In our opinion, except for the compliance exceptions noted in Section 2, PP&D is in compliance, with the individual criteria of the Compliance Framework (version 2.01) for the Transaction in all significant respects. We do not provide a legal opinion on City of Winnipeg's compliance with the specified requirements.

## Restriction on use

This report was prepared for the City of Winnipeg and City Council for the purpose of City Council's ultimate determinations related to the above noted transaction, and although it may be made publicly available, readers are cautioned that this report is not suitable for any other purpose.

Deloitte LLP

Chartered Professional Accountants
Winnipeg, Manitoba
January 6, 2025

# Section 1 – Compliance Framework, the Transaction, and Management's Responsibility

## Compliance Framework

City Council ("Council") created the role of the Independent Fairness Commissioner ("IFC") for the purpose of ensuring that real estate transactions and management services are performed in a fair, transparent and open manner. Under the direction of Council, the City Auditor has engaged Deloitte LLP ("Deloitte") to provide certain services as part of the IFC role through the performance of a reasonable assurance engagement (referred to as "compliance audit") in accordance with the assurance standards of the Chartered Professional Accountants of Canada ("CPA Canada"). To ensure Council's objectives for the IFC are addressed, a Compliance Framework was developed under the oversight of the Public Service, specifically the management of PP&D ("Management") through consideration of applicable City of Winnipeg by-laws, policies and procedures including PP&D's internal Real Estate Transaction Management Framework ("RETMF"). The Compliance Framework is to be used as the basis for the performance of compliance audits of selected transactions, and can be subject to revision by PP&D based on evolving requirements. Further background information regarding the Compliance Framework is in Appendix 1.

## The Transaction

The proposed transaction is the lease of City-owned property located at 739 North Drive, as identified on Misc. Plan No. 8757/7 (the "Transaction"). The scope of the compliance audit includes only the compliance aspects of the Transaction outlined in the associated administrative report ("Administrative Report"), and excludes any prior or ongoing Transaction related activities, where applicable. Management represents that the complexity of this Transaction has been deemed to be "low" for the purposes of this compliance audit.

## Management responsibility and assertion

Transaction documentation has been prepared by PP&D based on information available at December 23, 2024. The Compliance Framework and applicable criteria is the responsibility of PP&D and has formed the basis of the compliance audit conducted by Deloitte on the Transaction. PP&D is responsible for ensuring the fairness, transparency, and openness of the Transaction with the Compliance Framework. Further, as discussed in Appendix 2 of this report, PP&D has made certain representations regarding the information provided to Deloitte to support the performance of the independent compliance audit. Deloitte's responsibility is to express an opinion on PP&D's compliance with the Compliance Framework based on the results of their independent audit procedures performed as outlined in Appendix 1 to the report.

Yours truly,



Planning, Property and Development Department
City of Winnipeg

# Section 2 – Exceptions noted and Management's unaudited response

## Exceptions noted

The criteria within the Compliance Framework was subject to audit procedures performed by Deloitte for the purposes of determining compliance to support our independent auditors' report, as discussed in Appendix 2. Included in the table below is a summary of the exceptions noted in testing the compliance of the Transaction with the Compliance Framework, the associated criteria, and the unaudited responses to these exceptions prepared by Management. The City Auditor has requested responses from PP&D for each exception noted and provided the responses to Deloitte for inclusion in the report. Management's responses are unaudited, and have been included to provide commentary by the City of Winnipeg, to the Standing Policy Committee on Property and Development ("SPCPD") and/or Council.

A complete listing has been included in Appendix 2 of those criteria for which exceptions were noted, criteria that were deemed to not be subject to audit, and criteria deemed by Management to not be applicable to the Transaction.

| Summary of exceptions noted | Related criteria |
|---|---|
| The file documentation was not in compliance with certain aspects of the Compliance Framework, including:<br>• Certain sections of the Complete Reporting Acquisition Checklist were not fully completed;<br>• As represented by Management in the Administrative Report, Management has referenced a value of the subject property in comparison to its annual valuation of developable land, however, an appraisal or comparable property analysis of the subject property was not completed, as required by Appendix D of the RETMF;<br>• A completed Appraisal Requestion Form was not included in the file documentation, as required by Appendix D of the RETMF; and<br>• While the file documentation did include evidence of legal review of the Transaction's legal documentation by Legal Services, file documentation did not include evidence of final approval and sign-off. | 1.03, 2.01, 2.02, 4.01, 9.10 |

| Unaudited Management response to exceptions noted |
|---|
| Management agrees with the findings of the Independent Fairness Commissioner. |

# Appendix 1 – Scope of services requested

## Introduction

As outlined in Section 1 of the report, and to address Council's objectives for the IFC, a Compliance Framework was developed under the oversight of PP&D. The Compliance Framework development process also included assistance from Deloitte and the City Auditor in the form of consultation as to the sufficiency and appropriateness of the Compliance Framework for PP&D's ultimate determinations. The version of the Compliance Framework utilized for the purposes of this compliance audit is Version 2.01 dated August 24, 2023 as made available by Management. The Transaction is to be presented to the SPCPD and/or Council for approval. Council has adopted the Executive Policy Committee's recommendation that the compliance audit of Transactions will occur prior to presentation to SPCPD and/or Council. Accordingly, Deloitte has been engaged to perform the compliance audit of Transactions while in progress, the results of which will be reported directly to SPCPD through the City Auditor and Deloitte.

## Scope of services requested of Deloitte by the City of Winnipeg

Deloitte has been engaged to perform an independent audit of the Transaction's compliance with the Compliance Framework noted above as follows:

a. Produce an independent auditor's report on whether the Transaction is in compliance with the relevant criteria outlined within the Compliance Framework;
b. Submit the results of the compliance audit and specific Auditor's Report to the City Auditor;
c. Report specific findings and compliance exceptions within the Auditor's Report based on the Compliance Framework where applicable;
d. Prior to performance of a specific compliance audit of a transaction:
    I. Declare any conflict of interest in connection with the specific transaction; and
    II. Obtain management's representation of the complexity rating of the transaction, based on specific guidance retained by the City and in consultation with the Contract Administrator.
e. Attend the SPCPD's regular meeting and/or any agreed upon special meetings in person where the independently prepared auditor's report will be tabled so as to answer questions regarding the report.

Deloitte's audit procedures to determine compliance with the stated criteria within the Compliance Framework included testing on a sample basis of the evidence supporting compliance with the applicable criteria of the Compliance Framework and included: 1) examining electronic documentation provided by City of Winnipeg employees; 2) reperforming transaction specific calculations, where applicable; and 3) performing corroborative interviews with City of Winnipeg employees and representatives who were responsible for carrying out the Transaction.

For criteria identified to not be in compliance and related exceptions noted, the report provides these findings and, where applicable, management comments related to the compliance exceptions. Any identified instances of non-compliance in relation to the Transaction are detailed in Appendix 2 of this report. Management's unaudited responses to the compliance exceptions, if any, would be included in Section 2 of the report. Responses regarding the cause of non-compliance, where provided in Section 2, are prepared by PP&D. For transactions where no compliance exceptions are noted, Section 2 is not applicable and would not be included with the report. Observations regarding the impact on the fairness, transparency, and openness of the Transaction, where provided, would be prepared by PP&D and/or the City Auditor.

As noted above, Council has adopted the Executive Policy Committee's ("EPC") recommendation that the compliance audit of transactions will occur prior to presentation to SPCPD, EPC, and/or Council. Accordingly, our review has occurred prior to the approval of the Transaction by SPCPD, EPC, and/or Council, and as such any amendments, based on these approvals, to the Transaction subsequent to the date of our audit procedures are outside the scope this report. Management remains ultimately responsible for ensuring the overall compliance of the Transaction with the RETMF and City by-laws, policies, and procedures.

# Appendix 2 – Findings and compliance exceptions noted

## Background information provided by the Independent Auditor

The Compliance Framework referenced in Appendix 1 above forms the basis of the criteria for Deloitte's independent audit of the Transaction. The Compliance Framework is presented in two components as follows:

| | |
|---|---|
| Objectives | Summarized objectives of the IFC and RETMF as considered and defined in the applicable by-laws, policies, procedures, and the RETMF. |
| Criteria | Specific requirements that a real estate transaction is expected to comply with in order to be considered fair, transparent and open. Criteria were developed in consideration of specific statements or requirements within by-laws, policies, procedures, and the RETMF. Management's ultimate determination of applicable criteria is based on the nature of the transaction, property type, and transacting party. |

Our audit procedures to determine compliance with the stated Criteria within the Compliance Framework included testing on a sample basis of the evidence supporting compliance with the applicable Criteria of the Compliance Framework and included: 1) examining electronic documentation provided by City of Winnipeg employees; 2) reperforming transaction specific calculations, where applicable; and 3) performing corroborative interviews with City of Winnipeg employees and representatives who were responsible for carrying out the Transaction. We performed our procedures based on discussions with Management and information available as at December 23, 2024. Any compliance exceptions pertaining to individual Criteria noted by Deloitte during the performance of our audit procedures are identified below.

## Management's representations provided to the Independent Auditor

As discussed in Section 1 of this report, Management has represented that to the best of their knowledge and belief, the following:

- All information presented to Deloitte, including but not limited to documentation provided in electronic form, has been presented fairly, accurately and in its complete form, in a manner that would not create judgements requiring interpretation that could result in a change in conclusion as to the compliance of the Transaction with the Compliance Framework;
- All documents prepared and provided to Deloitte for review were prepared in the course of conducting the Transaction;
- Deloitte has been provided all documentation relevant to the Transaction in a sufficient and appropriate manner, including all information related to the Transaction that could materially affect Deloitte's determination of the City's compliance with respect to the Compliance Framework;
- Deloitte has been provided access to the City employees or representatives who possess information related to the Transaction, and within the stated period to meet the City's requirements to determine compliance;
- Criteria deemed as not applicable to the Transaction are identified in sub-section C of this appendix;
- Compliance of the Transaction with the RETMF, and applicable City by-laws, policies, and procedures remain the responsibility of Management;
- The complexity rating of the transaction based on the review completed by PP&D is low;
- The proposed Transaction represents the best value to the City, which may or may not be market value as described within the Administrative Report;
- All relevant stakeholders have been notified of the proposed Transaction, and any objections have either been resolved in accordance with Council Policy, or identified within the Administrative Report; and
- The City Department with jurisdiction over the subject city property has been consulted with through the negotiation process of the Transaction.

## Findings and compliance exceptions noted

The findings and compliance exceptions noted through the performance of Deloitte's audit procedures have been presented in the following categories:

**A. Exceptions noted** — This table presented below, if applicable, outlines only those Criteria defined in the Compliance Framework that are applicable to the Transaction and for which we have noted exceptions in compliance. The exceptions have been organized in the table by the Objective reference number, and included in the second column are those Criteria where instances of non-compliance have been identified. The third column contains a description of the exception noted.

**B. Criteria not subject to audit** — This table presented below, if applicable, outlines those Criteria that could not be subjected to audit on the basis of Management's representation that the related activities have not been performed based on the rationale provided.

**C. Applicability of criteria** — We have summarized the applicability of the Criteria to the Transaction, with each Criteria identified as one of the following:

I. **Applicable Criteria:** Those Criteria that are applicable to the Transaction, and were subject to audit;

II. **Criteria not subject to audit:** As described above, those Criteria that were applicable to the Transaction but could not be subjected to audit; and

III. **Not applicable Criteria:** During the course of our test procedures performed, Management has represented and confirmed that the Criteria referenced in the table presented below are not applicable to the Transaction, and have therefore not been included in the scope of our audit.

The Compliance Framework should be referenced for a complete listing and description of all applicable Criteria included within the Compliance Framework as at the date specified above.

## A. Exceptions noted

### 1. Information reported to Council or delegate with respect to the Transaction was complete.

| | Criteria | Exceptions noted |
|---|---|---|
| 1.03 | The Complete Reporting Checklist (as outlined in Appendix C of the RETMF) which corresponds to the Transaction type has been fully completed, including all attachments noted to be evidenced in file. Rationale for the notation of any particular item within the Checklist as "N/A" has been included. | The Complete Reporting Acquisition Checklist relating to the Transaction was not fully completed, as required by Appendix C of the RETMF, including the market data, appraisals and assessments undertaken section was not completed, as well as one additional area marked as "N/A" without notation of rationale. |

**2. An appraisal or a market analysis of the property has been performed by a qualified individual, in an acceptable format, as needed.**

| | Criteria | Exceptions noted |
|---|---|---|
| 2.01 | An appraisal of the subject property has been prepared as required by Appendix D of the RETMF, except in the following instances:<br>• For a license or encroachment agreement Transaction where it has been documented an appraisal is not required, the fees have been approved through the Fees and Charges Schedule;<br>• For Transactions with a Non-Profit entity, to be completed below market value as estimated by the Public Service, a comparable property analysis has been prepared by the Public Service, in compliance with Appendix D, of the RETMF; and<br>• For Transactions where the proposed transaction price has been approved through a previously adopted City Council policy, and all the criteria within the applicable Council policy have been met. In these instances, the Public Service has identified the relevant Council policy in the Administrative Report. | As represented in the Administrative Report, City Management utilized their 2025 annual appraisal for developable land (the "Annual Appraisal") to evaluate the Transaction value, however, the Annual Appraisal is not specific in nature to the subject property. Although Management has referenced a value of the subject property in comparison to the Annual Appraisal, an appraisal or comparable property analysis of the subject property as required by Appendix D of the RETMF was not completed. |
| 2.02 | Where an appraisal of the subject property is required, the associated Appraisal Requisition Form has been completed and included in the file, and was reviewed by the Supervisor of Property Management and Appraisal, or the Real Estate Administrator. | A completed Appraisal Requestion Form was not included in the file documentation, as required by Appendix D of the RETMF. |

**4. All Transactions and the negotiated terms have undergone a legal review prior to being presented to the CAO or Council, as appropriate, for approval.**

| | Criteria | Exceptions noted |
|---|---|---|
| 4.01 | Prior to being presented to the CAO or Council (as appropriate) for approval, Legal Services has completed a formal review of all agreements, contracts, and proposed modifications to legal documentation pertaining to the Transaction and provided approval and sign-off. This review has included ensuring compliance of the agreements with the applicable by-laws and Policies. | While the file documentation did include evidence of legal review of the Transaction's legal documentation by Legal Services, file documentation did not include evidence of final approval and sign-off. |

| 9. | The policies pertaining to the lease or licensing of a property have been adhered to. | |
|---|---|---|
| | Criteria | Exceptions noted |
| 9.10 | The Lease or License agreement addresses the risk of City liability, as evidenced by the documented concurrence and approval of Legal Services and the relevant City Department supervisor. | As noted on the finding for Criterion 4.01, while the file documentation did include evidence of legal review of the Transaction's legal documentation by Legal Services, file documentation did not include evidence of final approval and sign-off. |

B. Criteria not subject to audit

2. An appraisal or a market analysis of the property has been performed by a qualified individual, in an acceptable format, as needed.

| | Criteria | Not subject to audit |
|---|---|---|
| 2.04 | The decision as to the form of appraisal and the use of an internal or external appraiser was made by the Supervisor of Property Management and Appraisal (or Acting) in accordance with the guidance and matrix in Appendix D of the RETMF, and documented in the file by the Appraisal Branch. | As an appraisal or comparable property analysis and the related documentation was not included in the file documentation, criteria 2.04 through 2.14 could not be subjected to audit. |
| 2.05 | Where an external appraiser was deemed to be required, a competitive bid process was undertaken or an appraiser was selected at the discretion of the Appraisal Branch from the pre-approved list of appraisers. If the external appraiser was selected from the pre-approved list of appraisers, the appraiser has been pre-approved for the type of appraisal function required (e.g. expropriation, disposition, acquisition, internal use, etc.). | |
| 2.06 | Consideration with respect to the engagement of Materials Management in the procurement process for an external appraiser was completed in accordance with Materials Management Policy FM-002. | |
| 2.07 | If an external appraiser was used, the engagement to prepare an external appraisal report with respect to the property was documented through a signed written engagement letter using the most current template maintained by City Legal Services (as at the date of engagement). | |
| 2.08 | There is evidence of review of the appraisal or comparable property analysis, in accordance with the Appraisal Review Process outlined in Appendix D of the RETMF. This review has been documented by either a narrative review or review memo signed off by a qualified reviewer, as defined in the Appendix D of the RETMF. The reviewer(s) was included in the list of qualified reviewers, as maintained by the Public Service, or was a qualified appraiser, as defined by Appendix D of the RETMF. | |
| 2.09 | There is evidence of review of the appraisal or comparable property analysis by staff of the Real Estate Division or Property Management Branch, in accordance with Appendix D of the RETMF. | |
| 2.10 | The appraisal was completed by an accredited member in good standing with the Appraisal Institute of Canada (as at the date of Transaction review). | |
| 2.11 | The appraisal was prepared in conformity with Canadian Uniform Standards of Professional Appraisal Practice, as evidenced by a signed certification contained within the appraisal. | |
| 2.12 | In cases where the most recent appraisal or comparable property analysis with respect to the property was completed more than 24 months from the expected date of the Transaction, an Update Appraisal was completed. | |
| 2.13 | A copy of the appraisal or comparable property analysis has been retained within the Transaction file, or the location of the appraisal has been referenced within the Transaction file. | |

| | | |
|---|---|---|
| 2.14 | Where a comparable property analysis is prepared, the overall conclusion, including the range of implied values based on the identified comparable properties, have been included in the Administrative Report. | |

## C. Applicability of Criteria

| Objective | | Applicable Criteria subject to audit | Criteria not subject to audit | Criteria not applicable |
|---|---|---|---|---|
| 1. | Information reported to Council or delegate with respect to the Transaction was complete. | 1.01, 1.02, 1.03, 1.04 | None | None |
| 2. | An appraisal or a market analysis of the property has been performed by a qualified individual, in an acceptable format, as needed. | 2.01, 2.02 | 2.04, 2.05, 2.06, 2.07, 2.08, 2.09, 2.10, 2.11, 2.12, 2.13, 2.14 | 2.03, 2.15 |
| 3. | A competitive procurement process was conducted when prescribed by the RETMF. | 3.01, 3.02 | None | None |
| 4. | All Transactions and the negotiated terms have undergone a legal review prior to being presented to the CAO or Council, as appropriate, for approval. | 4.01 | None | None |
| 5. | An Environmental Site Assessment ("ESA") was completed as required. | 5.05 | None | 5.01, 5.02, 5.03, 5.04, 5.06 |
| 6. | The Transaction has been included in the Tracking Database. | 6.01 | None | None |
| 7. | The policies pertaining to the declaration of surplus and sale of a property have been adhered to. | None | None | 7.01, 7.02, 7.03, 7.04, 7.05, 7.06, 7.07, 7.08, 7.09, 7.10, 7.11, 7.12, 7.13, 7.14, 7.15, 7.16, 7.17, 7.18, 7.19 |
| 8. | The policies pertaining to the acquisition of a property have been adhered to. | None | None | 8.01, 8.02, 8.03, 8.04, 8.05, 8.06 |
| 9. | The policies pertaining to the lease or licensing of a property have been adhered to. | 9.01, 9.02, 9.03, 9.04, 9.05, 9.06, 9.07, 9.09, 9.10, 9.11, 9.12, 9.13 | None | 9.08, 9.14, 9.15, 9.16, 9.17, 9.18, 9.19, 9.20 |
| 10. | Where land is to be expropriated, compliance with the Expropriation Act has been considered and verified by City Legal Services. | None | None | 10.01, 10.02, 10.03, 10.04, 10.05, 10.06, 10.07, 10.08 |