



MERGED AGENDA SPECIAL COUNCIL MEETING

Monday, May 13, 2019

5:30 p.m. To Proceed "In Camera" Reconvene Open Meeting at 7:00 p.m.

SHAW AUDITORIUM, VANCOUVER ISLAND CONFERENCE CENTRE

80 COMMERCIAL STREET, NANAIMO, BC

SCHEDULED RECESS AT 9:00 P.M.

Pages

1. CALL TO ORDER:

2. PROCEDURAL MOTION:

That the meeting be closed to the public in order to deal with agenda items under the *Community Charter*:

Section 90(1) A part of the Council meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:

(k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the Council, could reasonably be expected to harm the interests of the municipality if they were held in public;

(l) discussions with municipal officers and employees respecting municipal objectives, measures and progress reports for the purposes of preparing an annual report under Section 98 [*annual municipal report*];

(n) the consideration of whether a Council meeting should be closed under a provision of this subsection or subsection (2); and,

Community Charter Section 90(2):

(b) the consideration of information received and held in confidence relating to negotiations between the municipality and a provincial government or the federal government or both, or between a provincial government or the federal government or both and a third party.

3. INTRODUCTION OF LATE ITEMS

- a. *Agenda Item 10(b) - Task Force on Health and Housing - Replace Attachment A with updated version*

4. APPROVAL OF THE AGENDA:

5. ADOPTION OF THE MINUTES:

a. Minutes

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Minutes of the Regular Council Meeting held in the Shaw Auditorium,
Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC on
Monday, 2019-APR-29 at 4:30 p.m.

6. MAYOR'S REPORT:

7. PRESENTATIONS:

a. Brian Green, Manager, Terminal Development, British Columbia Ferry Services Inc., to provide a presentation regarding a new Terminal Development Plan for the Gabriola Ferry Terminal

b. KPMG to provide a presentation regarding the 2018 Summary of Audit Findings

15 - 21

8. DELEGATIONS:

a. Holden Southward regarding destruction of the natural environment

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Holden Southward to speak regarding how to help avert destruction of the planet by changing the way we live.

b. Holly Bright, Crimson Coast Dance Society, regarding funding and pilot projects

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Holly Bright, Crimson Coast Dance Society, to speak regarding Council's support of pilot projects and to thank Council for approving the recent application for three-year operating funding.

c. Pat Squire, Louise Gilfoy and Rachael Squire regarding buried historical grave markers

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Pat Squire, Louise Gilfoy and Rachael Squire to speak regarding the work completed to date regarding buried historical grave markers and plans for their use.

d. Sapha Habibi, Kevin Donoghy and Sarah Lovegrove, New Leaf Outreach, regarding goals of New Leaf Outreach organization

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Sapha Habibi, Kevin Donoghy and Sarah Lovegrove, New Leaf Outreach, to speak regarding the purpose, mission and goals of the New Leaf Outreach organization.

9. CONSENT ITEMS:

10. REPORTS:

- a. 2018 Annual Financial Statements 26 - 98

To be introduced by Laura Mercer, Acting Director, Financial Services.

Purpose: To present the 2018 Annual Financial Statements for acceptance by Council.

Recommendation: That Council approve the 2018 Annual Financial Statements for the City of Nanaimo.

- b. Task Force on Health and Housing 99 - 106

To be introduced by Dale Lindsay, Director, Community Development.

Purpose: To request that Council approve the creation of a Health and Housing Task Force to be chaired by a member of City Council as outlined in the Terms of Reference attached to this report.

Recommendation: That Council:

1. approve the creation of a Health and Housing Task Force;
2. approve the proposed Task Force on Health and Housing Terms of Reference; and
3. appoint a Council representative or representatives to the Task Force on Health and Housing.

1. *Replace Attachment A with updated version* 107

11. BYLAWS:

- a. Bylaw Status Sheet (For Information): 108 - 111

12. CORRESPONDENCE:

13. NOTICE OF MOTION:

14. OTHER BUSINESS:

15. QUESTION PERIOD:

16. ADJOURNMENT:

MINUTES
REGULAR COUNCIL MEETING
SHAW AUDITORIUM, VANCOUVER ISLAND CONFERENCE CENTRE,
80 COMMERCIAL STREET, NANAIMO, BC
MONDAY, 2019-APR-29, AT 4:30 P.M.

Present: Mayor L. Krog, Chair
Councillor S. D. Armstrong
Councillor D. Bonner
Councillor T. Brown
Councillor B. Geselbracht
Councillor E. Hemmens
Councillor Z. Maartman
Councillor I. W. Thorpe
Councillor J. Turley

Staff: J. Rudolph, Chief Administrative Officer
R. J. Harding, Director of Parks and Recreation (vacated 6:37 p.m.)
D. Lindsay, Director of Community Development (vacated 6:37 p.m.,
returned 7:35 p.m., vacated 8:11 p.m.)
B. Sims, Director of Engineering and Public Works (vacated 8:54 p.m.)
L. Mercer, Acting Director of Financial Services (vacated 7:32 p.m.)
W. Fulla, Manager, Business, Asset & Financial Planning (arrived
7:00 p.m., vacated 7:32 p.m.)
B. Wardill, Acting Manager, Revenue Services (arrived 7:00 p.m., vacated
7:32 p.m.)
J. Rose, Manager, Transportation (arrived 7:34 p.m., vacated 7:43 p.m.)
L. Bhopalsingh, Manager, Community & Cultural Planning (vacated
6:10 p.m.)
F. Farrokhi, Manager of Communications (vacated 6:37 p.m.)
D. Blackwood, Client Support Specialist (arrived 7:00 p.m.)
S. Gurrie, City Clerk
J. Vanderhoef, Recording Secretary

1. CALL THE REGULAR MEETING TO ORDER:

The Regular Council Meeting was called to order at 4:30 p.m.

2. PROCEDURAL MOTION TO PROCEED IN CAMERA:

It was moved and seconded that the meeting be closed to the public in order to deal with agenda items under the *Community Charter*:

Section 90(1) A part of a Council meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:

- (a) personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality;
- (c) labour relations or other employee relations;

- (e) the acquisition, disposition or expropriation of land or improvements, if the Council considers that disclosure could reasonably be expected to harm the interests of the municipality;
- (i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;
- (k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the Council, could reasonably be expected to harm the interests of the municipality if they were held in public; and,

Section 90(2):

- (b) the consideration of information received and held in confidence relating to negotiations between the municipality and a provincial government or the federal government or both, or between a provincial government or the federal government or both and a third party.

The motion carried unanimously.

Council moved “In Camera” at 4:31 p.m.

Council moved out of “In Camera” at 6:55 p.m.

Regular Council meeting recessed at 6:56 p.m.

Regular Council Meeting reconvened at 7:00 p.m.

3. INTRODUCTION OF LATE ITEMS:

- (a) Agenda Item 9 Consent Item (b)(2)(4) - Funding Request from Mid-Island Business Initiative:
 - Move to Separately Addressed Consent Items to be voted on separately.
 - Add Delegation from Jolynn Green, Community Futures Central Island, Kim Smythe, Greater Nanaimo Chamber of Commerce, and Graham Truax, Innovation Island Technology Association.
- (b) Agenda Item 10(h) - Development Variance Permit Application No. DVP330 - 2067 and 2073 Boxwood Road - Add Delegation from Raymond de Beeld and Dave Polack, P & R Truck Centre Ltd.
- (c) Agenda Item 14(a) - Councillor Brown Motion re: Climate Emergency – Add Delegation and Petition from Frances Deverell.

4. APPROVAL OF THE AGENDA:

It was moved and seconded that the Agenda, as amended, be adopted. The motion carried unanimously.

5. ADOPTION OF THE MINUTES:

It was moved and seconded that the following Minutes be adopted as circulated:

- Minutes of the Special Council Meeting (Public Hearing) held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC on Thursday, 2019-MAR-14 at 7:00 p.m.
- Minutes of the Special Council Meeting held in the Douglas Rispin Room, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC on Monday, 2019-MAR-25 at 5:30 p.m.
- Minutes of the Regular Council Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC on Monday, 2019-APR-01 at 5:00 p.m.
- Minutes of the Special Council Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC on Monday, 2019-APR-08 at 4:30 p.m.

The motion carried unanimously.

6. MAYOR'S REPORT:

Mayor Krog spoke regarding the flags being at half mast at all City of Nanaimo facilities April 26 – May 6. This is to acknowledge the National Day of Mourning which commemorates workers who have been injured or killed in the workplace and to renew the City's commitment to health and safety in the workplace.

7. CONSENT ITEMS:

It was moved and seconded that the following items be adopted by consent:

(a) Advisory Committee Minutes

- Minutes of the Board of Variance Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC on Thursday, 2018-SEP-20 at 5:30 p.m.
- Minutes of the Board of Variance Meeting held in the Training Room, 455 Wallace Street, Nanaimo, BC on Thursday, 2018 OCT-18 at 5:30 p.m.
- Minutes of the Board of Variance Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC on Thursday, 2019-JAN-17 at 5:30 p.m.

- Minutes of the Special Committee of the Whole Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC on Monday, 2019-FEB-25 at 1:00 p.m.
- Minutes of the Special Committee of the Whole Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC on Monday, 2019-MAR-04 at 12:00 p.m.
- Minutes of the Special Committee of the Whole Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC on Monday, 2019-MAR-11 at 12:00 p.m.
- Minutes of the Regular Committee of the Whole Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC on Monday, 2019-MAR-11 at 4:30 p.m.
- Minutes of the Finance and Audit Committee Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC on Wednesday, 2019-MAR-20 at 9:00 a.m.
- Minutes of the Board of Variance Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC, Thursday, 2019-MAR 21 at 5:30 p.m.
- Minutes of the Governance and Priorities Committee Meeting held in the Boardroom, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC on Monday, 2019-MAR-25 at 1:00 p.m.

(b) Committee Recommendations

1. Approval of the Governance and Priority Committee Recommendation 2019-APR-08:
 1. Council Committees

That Council:
 1. dissolve the following Committees of Council that are currently on hold:
 - Community Planning and Development;
 - Community Vitality;
 - Public Safety;
 - Public Works and Engineering;
 - Parks Recreation and Wellness; and,
 2. Continue with the Finance & Audit Committee to carry-out the work on financial and budgetary matters for Council and appoint a Chair based on the Acting Mayor rotating schedule.

2. Approval of the Finance and Audit Committee Recommendations
2019-APR-10:

1. Closed Captioning of Meetings

That Council direct Staff to proceed with the implementation of closed captioning for audio and visual recorded meetings, and allocate \$22,400 for the annual license fee plus one-time implementation and start-up costs of \$2,900, to be funded from general taxation.

2. Hosting the Association of Vancouver Island and Coastal Communities Annual Convention

That Council:

1. submit an application to host the Association of Vancouver Island and Coastal Communities 2020 Annual Convention; and,
2. that if the application is successful, commit up to \$15,174 in the 2020 budget to host this event at the Vancouver Island Conference Centre, with funding to be allocated from general taxation.

3. Consideration of New Permissive Tax Exemption Applications

1. That Council:

1. Award a permissive tax exemption for the 2020 tax year to the Nanaimo Brain Injury Society for property it leases at 106 – 285 Prideaux Street;
2. Award a permissive tax exemption for the 2020 tax year to the Let Me Be Me Learning Foundation for property it leases at 200 – 1585 Bowen Road;
3. Award a permissive tax exemption for the 2020 tax year to the Nanaimo 7-10 Club Society for property it leases at 303 – 285 Prideaux Street; and,
4. Award a permissive tax exemption for the 2020 tax year to Nanaimo Region John Howard Society for property it owns at 2353 Rosstown Road.

2. That Council award a cash grant for the 2019 property taxes to the Nanaimo Region John Howard Society for property it owns at 2353 Rosstown Road.

3. Approval of the Special Finance and Audit Committee Recommendation
2019-APR-15:

1. Potential Additional FTE – Engineering Development Technician

That Council direct Staff to add an additional FTE (Engineering Development Technician) to the 2019-2023 Financial Plan effective 2019-JUL-01.

The motion carried unanimously.

(c) Separately Addressed Consent Items

1. Funding Request from Mid-Island Business Initiative

Delegation:

1. Jolynn Green, Community Futures Central Island, Kim Smythe, Greater Nanaimo Chamber of Commerce, and Graham Truax, Innovation Island Technology Association, spoke regarding the Accelerate Nanaimo program and requested an audience at the Finance and Audit Committee Meeting to request funding.

It was moved and seconded that Council allocate \$48,000 to the Mid-Island Business Initiative for the Manufacturing Technology & Entrepreneurship Council program for the remainder of 2019. The motion carried.

Opposed: Councillors Armstrong, Hemmens, Thorpe

8. REPORTS:

(a) 2019-2023 Financial Plan Amendment Bylaw

Introduced by Laura Mercer, Acting Director, Financial Services.

It was moved and seconded that “Financial Plan Amendment Bylaw 2019 No. 7279.01” (To amend the 2019 – 2023 Financial Plan), pass first reading. The motion carried unanimously.

It was moved and seconded that “Financial Plan Amendment Bylaw 2019 No. 7279.01” pass second reading. The motion carried unanimously.

It was moved and seconded that “Financial Plan Amendment Bylaw 2019 No. 7279.01” pass third reading. The motion carried unanimously.

(b) 2019 Property Tax Rates Bylaw

Introduced by Laura Mercer, Acting Director, Financial Services.

It was moved and seconded that “Property Tax Rates Bylaw 2019 No. 7287” (To set the property tax rates for 2019) pass first reading. The motion carried unanimously.

It was moved and seconded that “Property Tax Rates Bylaw 2019 No. 7287” pass second reading. The motion carried unanimously.

It was moved and seconded that “Property Tax Rates Bylaw 2019 No. 7287” pass third reading. The motion carried unanimously.

B. Wardill, L. Mercer, W. Fulla vacated the Shaw Auditorium at 7:32 p.m.

(c) Appointment of Bylaw Enforcement Officer

Introduced by Jake Rudolph, Chief Administrative Officer.

It was moved and seconded that Council appoint Craig Dishkin as a Bylaw Enforcement Officer to enforce provisions of the City of Nanaimo Bylaws. The motion carried unanimously.

(d) Georgia Greenway Phase 1 Completion

Introduced by Bill Sims, Director, Engineering and Public Works.

It was moved and seconded the report titled “Georgia Greenway Phase 1 Completion” dated 2019-APR-29 be received for information. The motion carried unanimously.

J. Rose entered the Shaw Auditorium at 7:34 p.m.

D. Lindsay entered the Shaw Auditorium at 7:35 p.m.

(e) Opal Road Traffic Calming

Introduced by Bill Sims, Director, Engineering and Public Works.

It was moved and seconded that Council approve the installation of a partial road closure on Opal Road at Rock City Road for the purpose of reducing non-resident traffic on Opal Road. The motion carried.

Opposed: *Councillors Armstrong and Brown*

J. Rose vacated the Shaw Auditorium at 7:43 p.m.

(f) Economic Development - Terms of Reference

Introduced by Dale Lindsay, Director, Community Development.

It was moved and seconded that Council endorse the Terms of Reference: Economic Development Model and direct Staff to commence consultation work immediately. The motion carried unanimously.

(g) Development Permit Application No. DP1127 - 337 Robson Street

Introduced by Dale Lindsay, Director, Community Development.

It was moved and seconded that that Council issue Development Permit DP1127 at 337 Robson Street with the following variances:

- increase the maximum allowable height from 12m to 16.08m; and
- reduce the parking requirement from 14 spaces to 12 spaces.

The motion carried unanimously.

(h) Development Variance Permit Application No. DVP330 - 2067 and 2073 Boxwood Road

Introduced by Dale Lindsay, Director, Community Development.

Delegation:

1. Raymond de Beeld and Dave Polack, P & R Truck Centre Ltd. spoke regarding working with City staff to address the intent of the bylaw and promote safety and accessibility of the large trucks accessing the facility.

Mayor Krog requested that Council hear anyone wishing to speak with respect to DVP No.330.

No one in attendance wished to speak with respect to DVP330.

It was moved and seconded that Council issue Development Variance Permit No. DVP330 with the following variances:

- for 2067 and 2073 Boxwood Road:
 - to allow two freestanding signs within the Parkway Buffer on lands designated Rural Parkway;
- for 2067 Boxwood Road:
 - to allow a third-party sign within the Parkway Buffer; and,
- for 2073 Boxwood Road:
 - to increase the maximum allowable fascia sign size within the Parkway Buffer on lands designated Rural Parkway from 5m² up to 12.6m², and,
 - to allow fascia signs within the Parkway Buffer to face the Nanaimo Parkway.

The motion carried unanimously.

(i) Rezoning Application No. RA407 - 6683 Mary Ellen Drive

Introduced by Dale Lindsay, Director, Community Development.

It was moved and seconded that “Zoning Amendment Bylaw 2019 No. 4500.142” (To rezone 6683 Mary Ellen Drive to allow “Cannabis Retail Store” as a site-specific use in the Woodgrove Urban Centre [CC4] Zone) pass first reading. The motion carried unanimously.

It was moved and seconded that “Zoning Amendment Bylaw 2019 No. 4500.142” pass second reading. The motion carried unanimously.

It was moved and seconded that Council direct Staff to secure the amenity contribution prior to adoption of the bylaw, should Council support the bylaw at third reading. The motion carried unanimously.

(j) Rezoning Application No. RA408 - 3200 Island Highway North

Introduced by Dale Lindsay, Director, Community Development.

It was moved and seconded that “Zoning Amendment Bylaw 2019 No. 4500.143” (To rezone 3200 Island Highway North to allow “Cannabis Retail Store” as a site-specific use in the City Commercial Centre [CC3] Zone) pass first reading. The motion carried unanimously.

It was moved and seconded that “Zoning Amendment Bylaw 2019 No. 4500.143” pass second reading. The motion carried unanimously.

It was moved and seconded that Council direct Staff to secure the amenity contribution prior to adoption of the bylaw, should Council support the bylaw at third reading. The motion carried unanimously.

D. Lindsay vacated the Shaw Auditorium at 8:11 p.m.

9. CORRESPONDENCE:

- (a) Correspondence from District of Highlands, dated 2019-FEB-26, regarding Local Government Survivor Climate Challenge

10. NOTICE OF MOTION:

- (a) Councillor Maartman Notice of Motion re: Bottled Water

Councillor Maartman advised that she would be bringing forward the following notice of motion for consideration at a future meeting:

"That Council direct Staff to report back to Council regarding options for consideration of a bylaw that prohibits the bottling of groundwater within the City of Nanaimo to help protect groundwater today and for the future."

11. OTHER BUSINESS:

(a) Councillor Brown Motion re: Climate Emergency

Delegation:

1. Frances Deverell, Council of Canadians, spoke regarding climate issues, focusing on green energy and conservation, health impacts of climate change and stated that the Council of Canadians support Councillor Brown's Climate Emergency motion.

It was moved and seconded that the City of Nanaimo officially declare a climate emergency for the purposes of identifying and deepening our commitment to protecting our economy, our eco systems, and our community from global warming. The motion carried unanimously.

B. Sims vacated the Shaw Auditorium at 8:54 p.m.

It was moved and seconded that consideration of the following items be deferred to the next Council meeting for further debate:

1. That all funds in the Regional Emissions Reduction Reserve be moved to a new reserve fund for the purpose of supporting projects, plans and initiatives that reduce the City of Nanaimo's community wide CO2 emissions to between 50% to 58% below 2010 levels by 2030, and between 94% and 107% below 2010 levels by 2050.
2. That the framework, strategies and actions, and implementation of City of Nanaimo Community Sustainability Action Plan be updated to reflect the target goal, based on the information contained in the latest Intergovernmental Panel on Climate Change report, of limiting global warming to 1.5°C.
3. That correspondence be sent to the Regional District of Nanaimo requesting the addition of 20,000 annual public transit hours to improve public transit service delivery within the City of Nanaimo and develop transit routes that connect our local system with inter-regional connections.
4. That correspondence be sent to the Honourable George Heyman, provincial Minister of Environment and Climate Change Strategy, requesting that province reinstate the production of the Community Energy and Emissions Inventory Reports or dedicate grant funding to be used for their creation.

The motion was defeated.

Opposed: *Councillors Bonner, Brown, Geselbracht, Hemmens, Maartman*

It was moved and seconded that all funds in the Regional Emissions Reduction Reserve be moved to a new reserve fund for the purpose of supporting projects, plans and initiatives that reduce the City of Nanaimo's community wide CO2 emissions to between 50% to 58% below 2010 levels by 2030, and between 94% and 107% below 2010 levels by 2050. The motion carried.

Opposed: *Councillors Thorpe, Turley*

It was moved and seconded that the framework, strategies and actions, and implementation of City of Nanaimo Community Sustainability Action Plan be updated to reflect the target goal, based on the information contained in the latest Intergovernmental Panel on Climate Change report, of limiting global warming to 1.5°C. The motion carried.

Opposed: Councillor Turley

It was moved and seconded that correspondence be sent to the Regional District of Nanaimo requesting the addition of 20,000 annual public transit hours to improve public transit service delivery within the City of Nanaimo and develop transit routes that connect our local system with inter-regional connections. The motion carried unanimously.

It was moved and seconded that correspondence be sent to the Honourable George Heyman, provincial Minister of Environment and Climate Change Strategy, requesting that province reinstate the production of the Community Energy and Emissions Inventory Reports or dedicate grant funding to be used for their creation. The motion carried unanimously.

(b) Business Arising out of Correspondence from District of Highlands, dated 2019-FEB-26, regarding Local Government Survivor Climate Challenge

It was moved and seconded that Council accept the District of Highland's Local Government Survivor Climate Challenge, and that each Council member preform an individual global footprint calculation and allow the Chief Administrative Officer to send a letter to the District of Highlands with the average of these footprint results in order to participate in the competition. Each Council member will do their best to reduce their emissions over the year to win this competition. The motion carried unanimously.

12. ADJOURNMENT:

It was moved and seconded at 9:09 p.m. that the meeting terminate. The motion carried unanimously.

CHAIR

CERTIFIED CORRECT:

CORPORATE OFFICER



City of Nanaimo



Summary of Audit Findings

Prepared for the meeting on May 13, 2019

Audit Status

We have completed the audit with the exception of:

- Discussing our audit findings with Council
- Council's approval of the financial statements
- Obtaining the signed management representation letter
- Completing subsequent event review procedures.

We anticipate issuing a “clean” audit opinion under the new auditing standards report format.

We received the full cooperation of management throughout the audit.

Areas of focus

- **Management override**
 - Professional standards
 - Required procedures
 - Satisfied in our findings

- **Critical accounting estimates (no issues noted):**
 - Compensated absences and termination benefits
 - Collectability of accounts receivable
 - Useful lives of tangible capital assets
 - Contaminated sites
 - Provision for contingencies

Audit differences

- **One corrected presentation difference:**
 - Reclassification within accumulated surplus of \$3.4M to remove yet to be spent funds from the calculation of invested in tangible capital assets
 - Impact on note disclosure only
- **Minor presentation and disclosure adjustments**
- **No uncorrected adjustments**

Management letter

- **Update on previous year's significant deficiencies in internal controls over financial reporting related to:**
 - Whistleblower policies
 - Expense report review, authorization and policies
 - Consistency of hiring practices
 - Governance understanding and responsibilities
- **Update on previous year's other recommendation related to reserves transfers and the creation of a reserves policy**
- **Current year other recommendation related to payroll processing**



Questions



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The information contained herein is of a general nature and is not intended to address the circumstances of any particular individual or entity. Although we endeavour to provide accurate and timely information, there can be no guarantee that such information is accurate as of the date it is received or that it will continue to be accurate in the future. No one should act on such information without appropriate professional advice after a thorough examination of the particular situation.

Delegation Request

Delegation's Information:

Holden Southward has requested an appearance before Council.

City: Nanaimo

Province: BC

Delegation Details:

The requested date is May 13, 2019.

The requested meeting is:
Special Council

Bringing a presentation: No

Details of the Presentation:

How Nanaimo and the residents can help to avert the destruction of our planet by changing the way we live. It is important to no longer depend on world trade because it is the main cause of the destruction of the natural environment.

Delegation Request

Delegation's Information:

Holly Bright, Crimson Coast Dance Society has requested an appearance before Council.

City: Nanaimo

Province: BC

Delegation Details:

The requested date is May 13, 2019.

The requested meeting is:
Special Council

Bringing a presentation: Yes

Details of the Presentation:

Crimson Coast Dance wishes to thank Council for approving our recent application for three-year operating funding, as well as supporting two of our latest pilot projects.

Delegation Request

Delegation's Information:

Pat Squire has requested an appearance before Council.

City: Nanaimo

Province: BC

Delegation Details:

The requested date is May 13, 2019.

The requested meeting is:
Special Council

Bringing a presentation: Yes

Details of the Presentation:

To update new members of Council on the work completed to date regarding buried historical grave markers and plan for their use.

Delegation Request

Delegation's Information:

Sapha Habibi, Kevin Donoghly and Sarah Lovegrove, New Leaf Outreach, have requested an appearance before Council.

City: Nanaimo

Province: BC

Delegation Details:

The requested date is May 13, 2019.

The requested meeting is:
Special Council

Bringing a presentation: Yes

Details of the Presentation:

New Leaf Outreach wishes to present the purpose, mission and goals of our organization and its many ongoing project to the council and, through them, the public. It is our goal to address the integral role our organization can and will play in preventing unnecessary deaths related to the overdose crisis.

New Leaf Outreach hopes to develop a constructive rapport with City of Nanaimo council and leadership, broker positive community relationships (the public, businesses, organizations), and garner collaborative support from the people of Nanaimo in our efforts to end the overdose crisis.

DATE OF MEETING | May 13, 2019 |

AUTHORED BY | LAURA MERCER, ACTING DIRECTOR, FINANCIAL SERVICES |

SUBJECT 2018 ANNUAL FINANCIAL STATEMENTS

OVERVIEW

Purpose of Report

To present the 2018 Annual Financial Statements for acceptance by Council. |

Recommendation

That Council approve the 2018 Annual Financial Statements for the City of Nanaimo.

BACKGROUND

The Canadian audit standards require that “those with the recognized authority have asserted that they have taken responsibility for the financial statements” prior to the issuance of the audit report. The City’s auditors, KPMG, have completed the audit work and are prepared to issue an unqualified opinion that the financial statements fairly represent the financial position of the City as at 2018-DEC-31, once the Council has approved the statements.

As noted in the Management Report, Council has delegated to management the responsibility for the accuracy, integrity and objectivity of the financial information presented in the financial statements.

The consolidated financial statements as required by the *Community Charter* have been prepared and meet the reporting standards for local governments. Section 167(4) of the *Community Charter* states, by May 15 in each year, a municipality must submit to the Inspector of Municipalities its audited financial statements for the preceding year.

Highlights of the Financial Statements:

- Accumulated operating unallocated surpluses total \$18.0 million, allocated as follows:

| | | |
|--------------|----------------|---------|
| General Fund | \$5.5 | million |
| Sewer Fund | 6.7 | |
| Water Fund | 5.8 | |
| | <u>\$ 18.0</u> | million |

Unallocated surplus can be used to fund unexpected future liabilities. For example, due to changes in accounting standards starting in 2015 we needed to record a liability for the cost of remediating contaminated properties the City owns that are not in productive use. The value of this liability was \$110,000 and we were able to use the unallocated surplus to fund all of it. The unallocated surplus allows the City flexibility to fund all or a part of unexpected liabilities that may arise.

- Funds held in reserves total \$159.9 million at 2018-DEC-31 (2017 – \$141.9 million), allocated as follows:

| | |
|--|------------------------|
| Work in progress | \$ 32.3 million |
| Reserve accounts (surplus appropriations) | 39.8 |
| Development Cost Charges (developer contributions) | 47.0 |
| Statutory Reserves | <u>40.8</u> |
| | <u>\$159.9</u> million |

A listing of reserve accounts is shown on page 30 of the 2018 Financial Statements (Attachment A). The majority of the funds have been set aside for specific projects or purposes. Work in progress funds have been targeted to be used to fund existing operating or capital projects in the 2019 – 2023 budget.

Development Cost Charges (DCC) can only be used to fund projects specified in the DCC bylaws. DCC revenues in 2018 totaled \$7.1 million (2017 – \$6.4 million). The City continues to construct growth-related projects, which are funded from DCC's (\$3.7 million in 2018).

Statutory Reserves are established by bylaw and can only be used for the purposes specified in the bylaw. These are the statutory reserve funds and the balance at 2018-DEC-31:

| | |
|---|---------------|
| General Asset Management Reserve | \$ 11,258,946 |
| Community Works Reserve (Gas Tax Agreement) | \$ 8,569,140 |
| Equipment Depreciation Reserve | \$ 6,943,362 |
| Facility Development (Recreation) Reserve | \$ 3,210,785 |
| Water Asset Management Reserve | \$ 4,646,912 |
| Sewer Asset Management Reserve | \$ 2,833,790 |
| Parkland Dedication Reserve | \$ 1,149,945 |
| Property Sales Reserve | \$ 1,140,712 |
| Regional Emissions Reduction Reserve | \$ 549,218 |
| Knowles Estate Reserve | \$ 429,499 |
| Old City Neighbourhood Parking Reserve | \$ 90,891 |

- Outstanding debt and debt servicing costs

| | <u>2018</u> | <u>2017</u> |
|---|-----------------|------------------|
| Outstanding debt | \$ 46.1 million | \$ 42.3 million |
| Per capita debt | \$ 477 | \$ 446 |
| Net increase (decrease) in debt during the year | \$ 3.8 million | \$ (1.6) million |

Pages 20 and 21 of the 2018 Financial Statements provide note disclosure of the outstanding debt and details of the principal reductions for the next five years. In 2018, the City borrowed \$3.2 million to fund the construction of Fire Station #1. The City also borrowed an additional \$4.2 million for the remaining equipment purchases for the automated garbage collection project.

Tangible capital assets net book value totals \$702 million at 2018-DEC-31 (2017 - \$686 million). A detailed schedule is found on page 10 of the Statements. Capital asset acquisitions were \$40.7 million (2017 – \$29.7 million), including developer contributed assets of \$4.7 million (2017 - \$3.7 million).

OPTIONS

1. The Council approve the 2018 Annual Financial Statements for the City of Nanaimo.
 - **Budget Implication:** If Council does not approve the 2018 Financial Statements, the statutory deadline of May 15th would be missed. This would significantly impact the City's ability to borrow from the Municipal Finance Authority, as the City would not be compliant with Provincial reporting requirements.
2. Council could request further information pertaining to the 2018 Financial Statements.

SUMMARY POINTS

- The City's auditors, KPMG, have completed the audit work and are prepared to issue an unqualified opinion that the financial statements fairly represent the financial position of the City as at 2018-DEC-31, once Council has approved the statements.
- By May 15th in each year, a municipality must submit to the Inspector its audited financial statements for the preceding year.
- Accumulated operating surplus at 2018-DEC-31 was \$18.0 million.
- Funds held in reserve at 2018-DEC-31 were \$159.9 million.
- Outstanding debt at 2018-DEC-31 was \$46.1 million.
- Net book value of tangible capital assets at 2018-DEC-31 was \$702 million.

ATTACHMENTS

- Attachment A: 2018 Annual Financial Statements (including KPMG Audit Findings Report for the year ending December 31, 2018).

Submitted by:

Laura Mercer
Acting Director, Financial Services

CITY OF NANAIMO, BRITISH COLUMBIA, CANADA
FINANCIAL REPORT

for the year ended December 31, 2018

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CITY OF NANAIMO MANAGEMENT REPORT

For the Year Ended December 31, 2018

The Council of the City of Nanaimo has delegated the responsibility for the integrity and objectivity of the financial information contained in the financial statements to the management of the City of Nanaimo. The financial statements which, in part, are based on informed judgments and estimates, have been prepared by management in accordance with Canadian public sector accounting standards, which have been applied on a basis consistent with that of the preceding year.

To assist in carrying out their responsibility, management maintains an accounting system and internal controls to provide reasonable assurance that transactions are properly authorized and recorded in compliance with legislative and regulatory requirements and that financial records are reliable for preparation of financial statements. These systems are monitored and evaluated by management.

The City of Nanaimo's independent auditors, KPMG LLP, are engaged to express an opinion as to whether these financial statements present fairly the City of Nanaimo's financial position and operating results in accordance with Canadian public sector accounting standards. Their opinion is based on procedures they consider sufficient to support such an opinion.

The financial statements have, in management's opinion, been properly prepared within reasonable limits of materiality and in accordance with Canadian public sector accounting standards. These statements present, in all significant respects, the financial position of the City of Nanaimo as at December 31, 2018.

Jake Rudolph
Chief Administrative Officer

Laura Mercer, CPA, CGA
Acting Director, Financial Services



KPMG LLP
800 – 730 View Street
Victoria BC V8W 3Y7
Canada
Telephone 250-480-3500
Fax 250-480-3539

INDEPENDENT AUDITORS' REPORT

To the Mayor and Council of the City of Nanaimo

Opinion

We have audited the financial statements of the City of Nanaimo (the Entity), which comprise:

- the statement of financial position as at December 31, 2018
 - the statement of operations for the year then ended
 - the statement of changes in net financial assets for the year then ended
 - the statements of cash flows for the year then ended
 - and notes to the financial statements, including a summary of significant accounting policies and other explanatory information, including the schedules of operations by segment and tangible capital assets
- (hereinafter referred to as the “financial statements”).

In our opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Entity as at December 31, 2018 and its results of operations, its changes in net financial assets and its cash flows for the year then ended in accordance with Canadian public sector accounting standards.

Basis for Opinion

We conducted our audit in accordance with Canadian generally accepted auditing standards. Our responsibilities under those standards are further described in the “**Auditors’ Responsibilities for the Audit of the Financial Statements**” section of our auditors’ report.

We are independent of the Entity in accordance with the ethical requirements that are relevant to our audit of the financial statements in Canada and we have fulfilled our other ethical responsibilities in accordance with these requirements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Responsibilities of Management and Those Charged with Governance for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with Canadian public sector accounting standards, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is responsible for assessing the Entity’s ability to continue as a going concern, disclosing as applicable, matters related to going concern and using the going concern basis of accounting unless management either intends to liquidate the Entity or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Entity’s financial reporting process.

Auditors' Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditors' report that includes our opinion.

Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Canadian generally accepted auditing standards will always detect a material misstatement when it exists.

Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of the financial statements.

As part of an audit in accordance with Canadian generally accepted auditing standards, we exercise professional judgment and maintain professional skepticism throughout the audit. We also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion.

The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.

- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Entity's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Entity's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our auditors' report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify our opinion. Our conclusions are based on the audit evidence obtained up to the date of our auditors' report. However, future events or conditions may cause the Entity to cease to continue as a going concern.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.
- Communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit.

Chartered Professional Accountants

Victoria, Canada

Date

CITY OF NANAIMO

STATEMENT OF FINANCIAL POSITION

as at December 31, 2018, with comparative figures for 2017

| | 2018 | 2017 |
|--|-----------------------|-----------------------|
| FINANCIAL ASSETS | | |
| Cash and cash equivalents | \$ 74,462,827 | \$ 51,082,470 |
| Accounts receivable (Note 2) | 20,728,550 | 20,190,612 |
| Development cost charges receivable (Note 3) | 894,774 | 563,650 |
| Temporary investments (Note 4) | 139,943,739 | 140,151,672 |
| | 236,029,890 | 211,988,404 |
| LIABILITIES | | |
| Accounts payable and accrued liabilities (Note 5) | 30,970,738 | 29,881,200 |
| Compensated absences and termination benefits (Note 6) | 7,861,239 | 7,364,676 |
| Deferred revenue (Note 7) | 18,750,527 | 17,210,247 |
| Deferred development cost charges (Note 8) | 46,965,417 | 42,617,685 |
| Debt (Note 9) | 46,120,643 | 42,335,511 |
| | 150,668,564 | 139,409,319 |
| NET FINANCIAL ASSETS | 85,361,326 | 72,579,085 |
| NON-FINANCIAL ASSETS | | |
| Tangible capital assets (Note 10) | 701,909,755 | 686,215,676 |
| Prepaid expenses | 1,625,307 | 1,213,866 |
| Inventories of supplies | 1,260,819 | 1,062,170 |
| | 704,795,881 | 688,491,712 |
| ACCUMULATED SURPLUS (Note 11) | \$ 790,157,207 | \$ 761,070,797 |

Commitments and contingencies (Note 12)

Contractual rights (Note 24)

Approved on behalf of the Council

Leonard Krog
Mayor

Ian Thorpe
Councillor

CITY OF NANAIMO

STATEMENT OF OPERATIONS

for the year ended December 31, 2018, with comparative figures for 2017

| | 2018 Budget (Note 14) | 2018 | 2017 |
|--|-----------------------------|----------------|----------------|
| REVENUES | | | |
| Taxes | \$ 104,991,010 | \$ 105,092,714 | \$ 101,772,627 |
| Payments in lieu of taxes | 1,858,366 | 2,047,951 | 1,858,365 |
| Taxation and payments in lieu (Note 15) | 106,849,376 | 107,140,665 | 103,630,992 |
| User fees and sales of services (Note 16) | 41,972,996 | 45,329,195 | 40,781,080 |
| Other revenue | 4,858,708 | 6,845,838 | 6,511,918 |
| Development cost charges (Note 8) | 9,750,091 | 3,691,180 | 6,802,341 |
| Transfers from other governments-operating (Note 17) | 4,345,133 | 4,719,165 | 4,629,890 |
| Transfers from other governments-capital (Note 17) | 7,568,116 | 5,371,865 | 3,745,004 |
| Developer assets received (Note 10) | - | 4,727,790 | 3,724,488 |
| Investment income | 2,826,756 | 4,380,302 | 3,403,150 |
| Building permits | 1,350,000 | 2,078,163 | 1,885,202 |
| Regional recreation sharing | 1,113,566 | 1,150,348 | 1,113,566 |
| Donations and contributions-capital | 1,987,992 | 1,015,560 | 972,902 |
| Property rentals | 957,661 | 1,026,203 | 961,546 |
| | 183,580,395 | 187,476,274 | 178,162,079 |
| EXPENSES | | | |
| Police | 29,193,402 | 28,660,500 | 28,580,462 |
| Parks and recreation | 27,436,894 | 27,079,836 | 27,838,680 |
| Engineering and public works | 28,475,972 | 28,230,540 | 27,046,043 |
| Fire | 17,483,291 | 17,816,050 | 17,458,206 |
| Waterworks | 16,222,707 | 14,487,298 | 14,600,044 |
| Corporate services | 15,920,285 | 13,209,352 | 12,328,650 |
| Development services | 11,607,794 | 10,374,199 | 11,023,615 |
| City administration | 8,360,768 | 8,715,190 | 8,683,228 |
| Sewer System | 5,586,987 | 4,692,377 | 4,755,490 |
| Port of Nanaimo Centre | 4,792,533 | 5,124,522 | 4,867,614 |
| | 165,080,633 | 158,389,864 | 157,182,032 |
| ANNUAL SURPLUS | 18,499,762 | 29,086,410 | 20,980,047 |
| ACCUMULATED SURPLUS - BEGINNING OF YEAR | 761,070,797 | 761,070,797 | 740,090,750 |
| ACCUMULATED SURPLUS - END OF YEAR | \$ 779,570,559 | \$ 790,157,207 | \$ 761,070,797 |

CITY OF NANAIMO
STATEMENT OF CHANGES IN NET FINANCIAL ASSETS
for the year ended December 31, 2018 , with comparative figures for 2017

| | | 2018 Budget (Note 14) | 2018 | 2017 |
|--|----|-----------------------------|---------------|---------------|
| ANNUAL SURPLUS | \$ | 18,499,762 | \$ 29,086,410 | \$ 20,980,047 |
| Acquisition of tangible capital assets | | (78,577,359) | (35,978,122) | (25,748,499) |
| In kind donations of capital assets | | - | (4,125) | (227,079) |
| Developer contributed capital assets | | - | (4,727,790) | (3,724,488) |
| | | (78,577,359) | (40,710,037) | (29,700,066) |
| Amortization of tangible capital assets | | 24,811,956 | 23,732,384 | 23,319,708 |
| (Gain) loss on disposal of tangible capital assets | | - | 699,224 | (852,358) |
| Proceeds on sale of tangible capital assets | | - | 584,350 | 2,145,758 |
| | | (53,765,403) | (15,694,079) | (5,086,958) |
| Acquisition of inventories of supplies | | - | (4,330,919) | (4,551,869) |
| Acquisition of prepaid expenses | | - | (1,866,516) | (1,190,316) |
| Consumption of inventories of supplies | | - | 4,132,270 | 4,308,363 |
| Use of prepaid expenses | | - | 1,455,075 | 1,161,956 |
| | | - | (610,090) | (271,866) |
| CHANGE IN NET FINANCIAL ASSETS | | (35,265,641) | 12,782,241 | 15,621,223 |
| NET FINANCIAL ASSETS - BEGINNING OF YEAR | | 72,579,085 | 72,579,085 | 56,957,862 |
| NET FINANCIAL ASSETS - END OF YEAR | \$ | 37,313,444 | \$ 85,361,326 | \$ 72,579,085 |

CITY OF NANAIMO

STATEMENT OF CASH FLOWS

for the year ended December 31, 2018, with comparative figures for 2017

| | 2018 | 2017 |
|--|---------------|---------------|
| CASH PROVIDED BY (USED FOR) | | |
| OPERATING TRANSACTIONS | | |
| Annual Surplus | \$ 29,086,410 | \$ 20,980,047 |
| Non-cash items | | |
| Amortization of tangible capital assets | 23,732,384 | 23,319,708 |
| Developer assets received | (4,727,790) | (3,724,488) |
| In kind donations of capital assets | (4,125) | (227,079) |
| (Gain) loss on disposal of tangible capital assets | 699,224 | (852,358) |
| Development cost charges recognized as revenue | (3,691,180) | (6,802,341) |
| Actuarial adjustment on long term debt | (992,431) | (867,932) |
| Change in non-cash operating assets and liabilities | | |
| Accounts receivable | (869,062) | (4,729,505) |
| Accounts payable | 1,586,101 | (941,851) |
| Deferred revenue | 1,540,280 | 229,463 |
| Inventories of supplies | (198,649) | (243,506) |
| Prepaid expenses | (411,441) | (28,360) |
| Net change in cash from operating transactions | 45,749,721 | 26,111,798 |
| CAPITAL TRANSACTIONS | | |
| Cash used to acquire tangible capital assets | (35,978,122) | (25,748,499) |
| Proceeds from the sale of tangible capital assets | 584,350 | 2,145,758 |
| Net change in cash from capital transactions | (35,393,772) | (23,602,741) |
| INVESTING TRANSACTIONS | | |
| Change in investments | 207,933 | (27,484,862) |
| FINANCING TRANSACTIONS | | |
| Debt repayment | (2,653,758) | (2,221,857) |
| Deferred development cost charges | 8,038,912 | 7,191,124 |
| Proceeds from long term borrowing | 7,431,321 | 1,500,000 |
| Net change in cash from financing transactions | 12,816,475 | 6,469,267 |
| CHANGE IN CASH AND CASH EQUIVALENTS | 23,380,357 | (18,506,538) |
| CASH AND CASH EQUIVALENTS - BEGINNING OF YEAR | 51,082,470 | 69,589,008 |
| CASH AND CASH EQUIVALENTS - END OF YEAR | \$ 74,462,827 | \$ 51,082,470 |

CITY OF NANAIMO
SCHEDULE OF OPERATIONS BY SEGMENT
for the year ended December 31, 2018

| | City Admin | Corporate Services | Development Services | Fire | Police | Port of Nanaimo Centre | Parks and Recreation | Engineering and Public Works | Sewer System | Waterworks | Consolidated |
|-----------------------------------|--------------|--------------------|----------------------|--------------|--------------|------------------------|----------------------|------------------------------|--------------|--------------|----------------|
| Revenues | | | | | | | | | | | |
| Taxes | \$ 6,131,629 | \$14,633,100 | \$ 7,089,073 | \$16,192,169 | \$27,002,545 | \$ 2,726,969 | \$17,339,810 | \$13,977,419 | \$ - | \$ - | \$ 105,092,714 |
| Payments in lieu of taxes | 124,993 | 203,929 | 144,511 | 330,078 | 550,448 | 55,589 | 353,473 | 284,930 | - | - | 2,047,951 |
| User fees | 1,801,883 | 132,884 | 115,299 | 112,428 | 106,706 | 2,415,868 | 6,405,502 | 6,368,033 | 7,413,830 | 20,456,762 | 45,329,195 |
| Developer assets | - | - | - | - | - | - | 1,403,218 | 2,631,760 | 435,850 | 256,962 | 4,727,790 |
| Other revenue | 607,521 | 775,861 | 1,609,248 | 1,698,468 | 423,199 | 18,283 | 419,263 | 1,194,037 | 3,103 | 96,855 | 6,845,838 |
| Development cost charges revenue | - | - | - | - | - | - | 1,041,279 | 2,279,322 | 262,763 | 107,816 | 3,691,180 |
| Government operating transfers | 178,461 | 450,434 | 339,901 | 471,759 | 2,029,046 | 79,368 | 616,731 | 508,465 | 45,000 | - | 4,719,165 |
| Government capital transfers | - | 3,758,343 | - | - | - | - | - | 1,613,522 | - | - | 5,371,865 |
| Investment income | 154,082 | 2,087,632 | 178,143 | 406,894 | 678,550 | 68,526 | 435,734 | 365,265 | - | 5,476 | 4,380,302 |
| Building permits | - | - | 2,078,163 | - | - | - | - | - | - | - | 2,078,163 |
| Regional recreation sharing | - | - | - | - | - | - | 1,150,348 | - | - | - | 1,150,348 |
| Property rentals | 32,500 | - | 280,365 | 29,100 | 347,113 | - | 270,094 | 46,031 | - | 21,000 | 1,026,203 |
| Donations - capital | - | - | - | - | - | - | 523,412 | 230,952 | - | 261,196 | 1,015,560 |
| | 9,031,069 | 22,042,183 | 11,834,703 | 19,240,896 | 31,137,607 | 5,364,603 | 29,958,864 | 29,499,736 | 8,160,546 | 21,206,067 | 187,476,274 |
| Expenses | | | | | | | | | | | |
| Wages and salaries | 4,266,382 | 6,490,027 | 5,825,815 | 15,078,551 | 4,751,921 | 736 | 14,278,962 | 9,931,308 | 1,071,392 | 3,125,335 | 64,820,429 |
| Contracted services | 3,085,626 | 2,837,788 | 1,768,840 | 1,342,681 | 23,288,813 | 3,284,808 | 6,613,052 | 7,673,457 | 520,122 | 1,063,905 | 51,479,092 |
| Amortization | 386,404 | 876,254 | 576,796 | 578,668 | 337,738 | 1,630,386 | 3,340,448 | 9,561,796 | 828,444 | 5,615,450 | 23,732,384 |
| Other | 545,416 | 2,865,848 | 1,982,100 | 103,840 | 187,571 | 16,610 | 1,043,584 | (2,671,760) | 2,011,019 | 3,062,456 | 9,146,684 |
| Materials and supplies | 442,748 | 153,186 | 221,987 | 655,703 | 94,457 | 112,068 | 1,887,171 | 3,064,358 | 244,702 | 875,631 | 7,752,011 |
| Interest payments on debt | - | - | - | 52,768 | - | 79,914 | (124,162) | 56,948 | 1,327 | 693,246 | 760,041 |
| (Gain) loss on disposal of assets | (11,386) | (13,751) | (1,339) | 3,839 | - | - | 40,781 | 614,433 | 15,371 | 51,275 | 699,223 |
| | 8,715,190 | 13,209,352 | 10,374,199 | 17,816,050 | 28,660,500 | 5,124,522 | 27,079,836 | 28,230,540 | 4,692,377 | 14,487,298 | 158,389,864 |
| ANNUAL SURPLUS | 315,879 | 8,832,831 | 1,460,504 | 1,424,846 | 2,477,107 | 240,081 | 2,879,028 | 1,269,196 | 3,468,169 | 6,718,769 | 29,086,410 |
| Capital projects | \$ 186,488 | \$ 809,958 | \$ - | \$ 186,949 | \$ 22,285 | \$ 74,308 | \$ 5,059,958 | \$23,516,331 | \$ 2,156,089 | \$ 8,697,671 | \$ 40,710,037 |

CITY OF NANAIMO
SCHEDULE OF OPERATIONS BY SEGMENT
for the year ended December 31, 2017

| | City Admin | Corporate Services | Development Services | Fire | Police | Port of Nanaimo Centre | Parks and Recreation | Engineering and Public Works | Sewer System | Waterworks | Consolidated |
|-----------------------------------|--------------|--------------------|----------------------|--------------|--------------|------------------------|----------------------|------------------------------|--------------|--------------|----------------|
| Revenues | | | | | | | | | | | |
| Taxes | \$ 6,336,701 | \$13,203,377 | \$ 7,246,517 | \$16,278,694 | \$26,190,233 | \$ 1,833,485 | \$16,228,719 | \$14,454,901 | \$ - | \$ - | \$ 101,772,627 |
| Payments in lieu of taxes | 121,418 | 161,284 | 138,851 | 311,917 | 501,833 | 35,132 | 310,959 | 276,971 | - | - | 1,858,365 |
| User fees | 1,614,870 | 124,213 | 160,192 | 112,178 | 114,399 | 1,785,899 | 6,639,352 | 5,046,516 | 7,085,084 | 18,098,377 | 40,781,080 |
| Developer assets | - | - | - | - | - | - | 1,280,700 | 1,952,764 | 253,608 | 237,416 | 3,724,488 |
| Other revenue | 608,351 | 879,619 | 1,659,407 | 1,692,045 | 443,561 | 13,026 | 440,524 | 666,981 | 3,497 | 104,907 | 6,511,918 |
| Development cost charges revenue | - | - | - | - | - | - | 1,249,298 | 2,061,472 | 1,158,852 | 2,332,719 | 6,802,341 |
| Government operating transfers | 105,224 | 172,133 | 357,212 | 270,311 | 1,628,162 | 1,149,168 | 600,053 | 257,627 | 90,000 | - | 4,629,890 |
| Government capital transfers | - | 3,637,130 | - | - | - | - | - | 107,874 | - | - | 3,745,004 |
| Investment income | 129,533 | 1,561,286 | 148,130 | 332,763 | 535,370 | 37,479 | 331,740 | 317,219 | - | 9,630 | 3,403,150 |
| Building permits | - | - | 1,885,202 | - | - | - | - | - | - | - | 1,885,202 |
| Regional recreation sharing | - | - | - | - | - | - | 1,113,566 | - | - | - | 1,113,566 |
| Property rentals | 30,000 | - | 328,481 | 17,850 | 281,213 | - | 251,444 | 31,558 | - | 21,000 | 961,546 |
| Donations - capital | - | - | - | - | - | - | 669,445 | 295,000 | - | 8,457 | 972,902 |
| | 8,946,097 | 19,739,042 | 11,923,992 | 19,015,758 | 29,694,771 | 4,854,189 | 29,115,800 | 25,468,883 | 8,591,041 | 20,812,506 | 178,162,079 |
| Expenses | | | | | | | | | | | |
| Wages and salaries | 4,837,998 | 6,315,874 | 5,851,974 | 14,630,512 | 4,976,016 | 1,652 | 13,591,921 | 9,308,918 | 1,036,921 | 3,240,844 | 63,792,630 |
| Contracted services | 2,477,697 | 3,325,669 | 2,325,460 | 1,285,686 | 22,936,251 | 2,711,691 | 8,135,172 | 7,980,076 | 688,066 | 1,104,419 | 52,970,187 |
| Amortization | 385,189 | 1,052,646 | 570,322 | 601,407 | 328,584 | 1,623,555 | 3,244,668 | 9,150,128 | 755,019 | 5,608,190 | 23,319,708 |
| Other | 532,499 | 2,709,831 | 2,121,032 | 78,764 | 170,413 | 24,120 | 1,025,958 | (2,687,265) | 1,983,516 | 3,044,024 | 9,002,892 |
| Materials and supplies | 451,545 | 214,583 | 203,562 | 726,724 | 101,760 | 76,139 | 1,944,578 | 2,969,849 | 228,973 | 843,825 | 7,761,538 |
| Interest payments on debt | - | - | - | 122,005 | - | 430,457 | (98,763) | 6,720 | - | 727,016 | 1,187,435 |
| (Gain) Loss on disposal of assets | (1,700) | (1,289,953) | (48,735) | 13,108 | 67,438 | - | (4,854) | 317,617 | 62,995 | 31,726 | (852,358) |
| | 8,683,228 | 12,328,650 | 11,023,615 | 17,458,206 | 28,580,462 | 4,867,614 | 27,838,680 | 27,046,043 | 4,755,490 | 14,600,044 | 157,182,032 |
| ANNUAL SURPLUS | 262,869 | 7,410,392 | 900,377 | 1,557,552 | 1,114,309 | (13,425) | 1,277,120 | (1,577,160) | 3,835,551 | 6,212,462 | 20,980,047 |
| Capital projects | \$ 14,475 | \$ 406,818 | \$ - | \$ 150,606 | \$ 366,279 | \$ 51,844 | \$10,276,316 | \$ 9,871,534 | \$ 4,520,230 | \$ 4,041,964 | \$ 29,700,066 |

CITY OF NANAIMO
SCHEDULE OF TANGIBLE CAPITAL ASSETS
for the year ended December 31, 2018

| | | COST | | | | | ACCUMULATED AMORTIZATION | | | | |
|------------------------|---------------------------------|---------------|--------------|-------------|---------------------------------|---------------------------------|--------------------------|--------------|---------------------------------|-------------------|--|
| | Balance December 31, 2017 | Additions | Disposals | Transfers | Balance December 31, 2018 | Balance December 31, 2017 | Additions | Disposals | Balance December 31, 2018 | NET BOOK VALUE | |
| Land | \$ 92,324,119 | \$ 4,943,889 | \$ 90,500 | \$ 250 | \$ 97,177,758 | \$ - | \$ - | \$ - | \$ - | \$ 97,177,758 | |
| Land improvements | 36,721,936 | 736,028 | 284,740 | 89,110 | 37,262,334 | 15,487,934 | 1,335,075 | 256,492 | 16,566,517 | 20,695,817 | |
| Leasehold improvements | 2,106,248 | 1,095,142 | 91,514 | 106,045 | 3,215,921 | 1,843,466 | 46,007 | 83,506 | 1,805,967 | 1,409,954 | |
| Marine structures | 829,224 | - | - | - | 829,224 | 478,452 | 41,162 | - | 519,614 | 309,610 | |
| Buildings | 193,428,259 | 1,551,537 | 109,747 | 2,921,224 | 197,791,273 | 75,841,798 | 5,296,961 | 73,354 | 81,065,405 | 116,725,868 | |
| Vehicles and equipment | 32,854,593 | 8,166,881 | 3,169,595 | 31,797 | 37,883,676 | 19,711,069 | 2,165,674 | 2,462,248 | 19,414,495 | 18,469,181 | |
| IT Infrastructure | 9,500,944 | 742,997 | 612,938 | 135,388 | 9,766,391 | 8,662,625 | 345,258 | 612,386 | 8,395,497 | 1,370,894 | |
| Drainage | 105,281,015 | 2,160,344 | 416,800 | 656,282 | 107,680,841 | 30,574,041 | 1,637,898 | 379,721 | 31,832,218 | 75,848,623 | |
| Transportation | 304,129,775 | 7,429,422 | 1,661,287 | 2,408,565 | 312,306,475 | 171,353,390 | 6,660,149 | 1,355,526 | 176,658,013 | 135,648,462 | |
| Sewer | 45,291,071 | 2,130,159 | 87,555 | 1,359,296 | 48,692,971 | 12,637,206 | 823,110 | 72,184 | 13,388,132 | 35,304,839 | |
| Water | 257,482,987 | 7,473,923 | 356,353 | 1,451,330 | 266,051,887 | 70,144,752 | 5,381,090 | 302,038 | 75,223,804 | 190,828,083 | |
| Work In Progress | 13,000,238 | 4,279,715 | - | (9,159,287) | 8,120,666 | - | - | - | - | 8,120,666 | |
| | \$ 1,092,950,409 | \$ 40,710,037 | \$ 6,881,029 | \$ - | \$ 1,126,779,417 | \$ 406,734,733 | \$ 23,732,384 | \$ 5,597,455 | \$ 424,869,662 | \$ 701,909,755 | |

CITY OF NANAIMO
SCHEDULE OF TANGIBLE CAPITAL ASSETS

for the year ended December 31, 2017

| | COST | | | | | ACCUMULATED AMORTIZATION | | | | | NET BOOK VALUE |
|------------------------|---------------------------------|---------------|--------------|-------------|---------------------------------|---------------------------------|---------------|--------------|---------------------------------|----------------|----------------|
| | Balance December 31, 2016 | Additions | Disposals | Transfers | Balance December 31, 2017 | Balance December 31, 2016 | Additions | Disposals | Balance December 31, 2017 | | |
| Land | \$ 87,649,479 | \$ 5,258,995 | \$ 584,355 | \$ - | \$ 92,324,119 | \$ - | \$ - | \$ - | \$ - | \$ 92,324,119 | |
| Land improvements | 35,166,074 | 1,518,227 | 171,091 | 208,726 | 36,721,936 | 14,368,433 | 1,290,592 | 171,091 | 15,487,934 | 21,234,002 | |
| Leasehold improvements | 2,133,740 | - | 27,492 | - | 2,106,248 | 1,818,213 | 41,497 | 16,244 | 1,843,466 | 262,782 | |
| Marine structures | 867,490 | 240,734 | 279,000 | - | 829,224 | 731,002 | 26,450 | 279,000 | 478,452 | 350,772 | |
| Buildings | 193,020,392 | 621,254 | 216,500 | 3,113 | 193,428,259 | 70,762,670 | 5,228,190 | 149,062 | 75,841,798 | 117,586,461 | |
| Vehicles and equipment | 31,647,962 | 2,664,168 | 1,615,714 | 158,177 | 32,854,593 | 19,005,607 | 1,972,711 | 1,267,249 | 19,711,069 | 13,143,524 | |
| IT Infrastructure | 9,055,311 | 277,120 | 45,428 | 213,941 | 9,500,944 | 8,268,803 | 438,767 | 44,945 | 8,662,625 | 838,319 | |
| Drainage | 104,061,927 | 1,221,556 | 400,450 | 397,982 | 105,281,015 | 29,351,384 | 1,615,924 | 393,267 | 30,574,041 | 74,706,974 | |
| Transportation | 301,897,321 | 2,892,099 | 942,101 | 282,456 | 304,129,775 | 165,462,950 | 6,655,070 | 764,630 | 171,353,390 | 132,776,385 | |
| Sewer | 41,847,292 | 2,097,348 | 201,300 | 1,547,731 | 45,291,071 | 12,025,825 | 749,686 | 138,305 | 12,637,206 | 32,653,865 | |
| Water | 251,253,107 | 2,886,453 | 296,741 | 3,640,168 | 257,482,987 | 65,106,910 | 5,300,821 | 262,979 | 70,144,752 | 187,338,235 | |
| Work In Progress | 9,430,420 | 10,022,112 | - | (6,452,294) | 13,000,238 | - | - | - | - | 13,000,238 | |
| | \$ 1,068,030,515 | \$ 29,700,066 | \$ 4,780,172 | \$ - | \$ 1,092,950,409 | \$ 386,901,797 | \$ 23,319,708 | \$ 3,486,772 | \$ 406,734,733 | \$ 686,215,676 | |

CITY OF NANAIMO

NOTES TO THE FINANCIAL STATEMENTS

for the year ended December 31, 2018

The City of Nanaimo (the City) was incorporated December 24, 1874 under a statute of the Province of British Columbia now known as the *Community Charter*. The principal activities of the City are preservation, protection and enhancement of the quality of life in Nanaimo through the facilitation of municipal services in an equitable, efficient and effective manner.

NOTE 1 - SIGNIFICANT ACCOUNTING POLICIES

The City prepares its financial statements in accordance with Canadian public sector accounting standards as prescribed by the Public Sector Accounting Board (PSAB) of the Chartered Professional Accountants of Canada. The following include significant policies that have been adopted by the City:

(a) Basis of Presentation

The City's resources and operations are segregated into general, water and sewer, capital and reserve funds for accounting and financial reporting purposes. The financial statements reflect the assets, liabilities, revenues and expenses of these funds.

Reporting Entity

As at December 31, 2018, the City does not control any significant external entities. The Nanaimo Economic Development Corporation was consolidated into the financial statements up to June 28, 2018 when it was dissolved.

(b) Basis of Accounting

The City follows the accrual method of accounting for revenues and expenses. Revenues are normally recognized in the year in which they are earned and measurable. Expenses are recognized as they are incurred and measurable as a result of the delivery of goods or services and/or upon the creation of a legal obligation to pay. Expenses paid in the current period and attributable to a future period are recorded as prepaid.

(c) Cash and Cash Equivalents

Cash equivalents include short-term highly liquid investments with a term to maturity of 90 days or less at acquisition. Cash equivalents also include investments in the Municipal Finance Authority of British Columbia (MFA) Money Market Funds which are recorded at cost plus earnings reinvested in the funds.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 1 - SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

(d) Accounts Receivable

Accounts receivable are presented net of an allowance for doubtful accounts and therefore represent amounts expected to be collected.

(e) Development Cost Charges

Deferred development cost charges are restricted by legislation to expenditures on capital infrastructure and related debt servicing costs and operating projects. These amounts are deferred upon receipt and recognized as revenue when the expenditures are incurred in accordance with the restrictions.

(f) Temporary Investments

Temporary investments consist of term deposits and debentures which are expected to be held for a term exceeding 90 days. Investments are recorded at cost. When, in the opinion of management, there is a decline in value, other than a temporary decline, investments are written down to their net realizable value.

(g) Compensated Absences and Termination Benefits

The City and its employees make contributions to the Municipal Pension Plan. As this plan is a multi-employer plan, contributions are expensed as incurred. Compensated absences and termination benefits also accrue to the City's employees. The liabilities related to these termination benefits and earned sick leave are actuarially determined based on service and best estimates of retirement ages and expected future salary and wage increases. The liabilities under these benefit plans are accrued based on projected benefits prorated as employees render services necessary to earn the future benefits. Actuarial gains and losses on the accrued benefit obligation arise from differences between actual and expected experience and from changes in the actuarial assumptions used to determine the accrued benefit obligation. The net accumulated actuarial gains and losses are amortized over the average remaining service period of the active employees.

(h) Deferred Revenue

The City defers a portion of the revenue collected from permits, licenses and other fees and recognizes this revenue in the year in which related inspections are performed or other related expenditures are incurred.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 1 - SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

(i) Debt

Debt is presented net of repayments and actuarial adjustments.

(j) Non-Financial Assets

Non-financial assets are not available to discharge existing liabilities and are held for use in the provision of services. They may have useful lives extending beyond the current year and are not intended to be sold in the ordinary course of operations.

(i) Tangible Capital Assets

Tangible capital assets are comprised of capital assets and capital works in progress, and are recorded at cost, which includes amounts that are directly attributable to acquisition, construction, development or betterment of the assets. The cost of the tangible capital assets, excluding land, is amortized on a straight-line basis over the estimated useful lives of the assets, commencing at the time the assets are available for use.

Estimated useful lives in years are as follows:

| Asset | |
|--|-------|
| Land Improvements | 2-80 |
| Leasehold Improvements | 15-30 |
| Marine Structures | 15-35 |
| Buildings | 10-40 |
| Vehicles and Equipment | 2-25 |
| IT Infrastructure | 2-10 |
| Drainage | 2-75 |
| Transportation - Linear Infrastructure, Lighting and Signals | 10-80 |
| Sewer - Linear Infrastructure and Equipment | 25-60 |
| Water - Linear Infrastructure and Equipment | 8-80 |

Tangible capital assets are written down to their residual value when conditions indicate that they no longer contribute to the City's ability to provide goods and services, or when the value of the future economic benefits associated with the asset is less than the book value of the asset.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 1 - SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

(j) Non-Financial Assets (continued)

(ii) Contribution of Tangible Capital Assets

Subdivision streets, lighting, sidewalks, drainage and other infrastructure assets are required to be provided by subdivision developers. Tangible capital assets received from developers are recorded at their fair values at the date of receipt and also recorded as revenue. The City is not involved in the construction and does not budget for assets received from developers.

(iii) Natural Resources, Works of Art and Cultural and Historical Assets

Natural resources, works of art, and cultural and historical assets are not recognized as assets in the financial statements.

(iv) Interest Capitalization

The City does not capitalize interest costs associated with the acquisition or construction of a tangible capital asset.

(v) Leased Tangible Capital Assets

Leases which transfer substantially all of the benefits and risks incidental to ownership of property are accounted for as leased tangible capital assets with a corresponding lease liability. All other leases are accounted for as operating leases and the related payments are charged to expenses as incurred.

(vi) Inventories of Supplies

Inventories of supplies are recorded at cost, net of an allowance for obsolete stock. Cost is determined on a weighted average basis.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 1 - SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

(k) Contaminated Sites

A liability for contaminated sites is recognized when a site is not in productive use and the following criteria are met:

- i. An environmental standard exists;
- ii. Contamination exceeds the environmental standard;
- iii. The City is directly responsible or accepts responsibility;
- iv. It is expected that future economic benefits will be given up; and
- v. A reasonable estimate of the amount can be made.

The liability is recognized as management's estimate of the cost of post-remediation including operation, maintenance and monitoring that are an integral part of the remediation strategy for a contaminated site.

(l) Revenue Recognition

(i) Taxation Revenue

Annual levies for non-optional municipal services and general administrative services are recorded as taxes for municipal purposes. Levies imposed by other taxing authorities are not included as taxes for municipal purposes. Taxes are recognized as revenue in the year they are levied.

Through the BC Assessment appeal process, taxes may be adjusted by way of supplementary roll adjustments. The impacts of these adjustments on taxes are recognized at the time they are awarded.

(ii) Development Cost Charges

Development cost charges are recognized as revenue during the period in which the related costs are incurred.

(iii) Government Transfers

Government transfers without stipulations restricting their use are recognized in the financial statements as revenue in the period in which the transfers are authorized. Government transfers with stipulations restricting their use are recognized in the financial statements as revenues in the period in which eligible expenses are incurred provided they are authorized and meet eligible criteria.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 1 - SIGNIFICANT ACCOUNTING POLICIES (CONTINUED)

(m) Use of Estimates

The preparation of financial statements requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosures of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenue and expenses during the reporting period. Significant areas requiring the use of management estimates relate to the determination of compensated absences and termination benefits, collectability of accounts receivable, useful lives of tangible assets for calculation of amortization and provisions for contingencies. Actual results could differ from those estimates. Adjustments, if any, will be reflected in operations in the period of settlement.

NOTE 2 - ACCOUNTS RECEIVABLE

| | <u>2018</u> | <u>2017</u> |
|--|----------------------|----------------------|
| Utilities | \$ 9,016,945 | \$ 11,246,646 |
| Property Taxes | 3,365,800 | 3,302,159 |
| Trade and Other | 2,581,057 | 1,734,615 |
| Due from Provincial Government | 2,883,316 | 1,261,738 |
| Municipal Finance Authority Debt Reserve | 954,543 | 902,317 |
| Due from Federal Government | 756,711 | 534,496 |
| Interest on Investments | 931,775 | 991,960 |
| Due from Regional Government | 238,403 | 216,681 |
| | <u>\$ 20,728,550</u> | <u>\$ 20,190,612</u> |

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 3 - DEVELOPMENT COST CHARGES RECEIVABLE

| | <u>Water Distribution</u> | <u>Roads</u> | <u>Drainage</u> | <u>Sewer</u> | <u>Parks</u> | <u>Water Supply</u> | <u>2018</u> | <u>2017</u> |
|---------------|-------------------------------|-------------------|------------------|------------------|-------------------|-------------------------|-------------------|-------------------|
| Installments: | | | | | | | | |
| 2018 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 359,954 |
| 2019 | 12,230 | 160,387 | 23,487 | 34,114 | 65,192 | 220,326 | 515,736 | 203,696 |
| 2020 | 9,025 | 117,285 | 17,328 | 25,168 | 47,671 | 162,561 | 379,038 | - |
| | <u>\$ 21,255</u> | <u>\$ 277,672</u> | <u>\$ 40,815</u> | <u>\$ 59,282</u> | <u>\$ 112,863</u> | <u>\$ 382,887</u> | <u>\$ 894,774</u> | <u>\$ 563,650</u> |

Development cost charges are collected on the approval of a subdivision or the issuance of a building permit. These funds assist the City in the cost of development, including constructing capital improvements, operating projects and the related debt servicing costs. Installments receivable represent funds due from developers within two years and are secured by irrevocable standby letters of credit and/or cash on deposit. No interest is charged on these outstanding installments.

NOTE 4 - TEMPORARY INVESTMENTS

| | <u>2018</u> | | <u>2017</u> | |
|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| | <u>Cost</u> | <u>Market</u> | <u>Cost</u> | <u>Market</u> |
| Temporary Investments | \$ 116,073,939 | \$ 116,455,725 | \$ 121,196,872 | \$ 121,196,872 |
| Debentures | 23,869,800 | 23,362,145 | 18,954,800 | 18,669,441 |
| | <u>\$ 139,943,739</u> | <u>\$ 139,817,870</u> | <u>\$ 140,151,672</u> | <u>\$ 139,866,313</u> |

NOTE 5 - ACCOUNTS PAYABLE AND ACCRUED LIABILITIES

| | <u>2018</u> | <u>2017</u> |
|----------------------------|----------------------|----------------------|
| Trade and Other | \$ 9,336,191 | \$ 9,814,046 |
| RCMP Contract | 9,040,506 | 7,666,262 |
| Deposits | 7,604,716 | 6,703,412 |
| Accrued wages and benefits | 3,912,950 | 4,388,820 |
| Contaminated sites | 210,000 | 225,750 |
| Other governments | 866,375 | 1,082,910 |
| | <u>\$ 30,970,738</u> | <u>\$ 29,881,200</u> |

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 6 - COMPENSATED ABSENCES AND TERMINATION BENEFITS

The City provides certain post-employment benefits, non-vested sick leave, compensated absences and termination benefits to its employees. An actuarial valuation for these benefits was performed to determine the City's accrued benefit obligation as at December 31, 2016 and the results are extrapolated to December 31, 2018. The current valuation was completed in 2017. Significant assumptions used in the valuation include a discount rate of 4%, inflation of 1.75% and compensation increases, excluding merit and promotion, of 2.75%. There is an unamortized actuarial loss of \$616,905 (2017 – loss of \$677,856).

| | <u>2018</u> | <u>2017</u> |
|---|---------------------|---------------------|
| Actuarial Benefit Obligation, beginning of year | \$ 8,042,531 | \$ 7,728,287 |
| Unamortized Actuarial Gain, beginning of year | (677,856) | (738,807) |
| | <hr/> | <hr/> |
| | 7,364,675 | 6,989,480 |
| Current Service Cost | 771,087 | 737,565 |
| Interest Costs | 323,516 | 309,023 |
| Benefits Paid | (658,990) | (732,344) |
| Amortization of Actuarial Loss | 60,951 | 60,952 |
| | <hr/> | <hr/> |
| | <u>7,861,239</u> | <u>7,364,676</u> |
| | <hr/> | <hr/> |
| Actuarial Benefit Obligation, end of year | 8,478,144 | 8,042,532 |
| Unamortized Actuarial Loss, end of year | (616,905) | (677,856) |
| | <hr/> | <hr/> |
| Accrued Benefit Liability, end of year | <u>\$ 7,861,239</u> | <u>\$ 7,364,676</u> |

Actuarial gains and losses are amortized over 12 – 14 years, being the expected average remaining service period of the related employee groups, commencing the year after the gain or loss arises. The total expense recorded in the financial statements in respect of obligations under this plan amounts to \$1,155,554 (2017 - \$1,107,540).

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 7 - DEFERRED REVENUE AND OTHER LIABILITIES

| | <u>2018</u> | <u>2017</u> |
|-------------------|----------------------|----------------------|
| Tax Prepayments | \$ 12,352,870 | \$ 11,825,590 |
| Other Prepayments | 6,397,657 | 5,384,657 |
| | <u>\$ 18,750,527</u> | <u>\$ 17,210,247</u> |

NOTE 8 - DEFERRED DEVELOPMENT COST CHARGES

| | <u>2018</u> | <u>2017</u> |
|---|----------------------|----------------------|
| Deferred Development Cost Charges - beginning of year | \$ 42,617,685 | \$ 42,228,902 |
| Additions | 7,057,952 | 6,396,603 |
| Interest Earned | 980,960 | 794,521 |
| Revenue Recognized | (3,691,180) | (6,802,341) |
| Deferred Development Cost Charges - end of year | <u>\$ 46,965,417</u> | <u>\$ 42,617,685</u> |

NOTE 9 - DEBT, NET OF MUNICIPAL FINANCE AUTHORITY (MFA) SINKING FUND DEPOSITS

The City issues debt instruments through the MFA pursuant to security issuing bylaws under authority of the *Community Charter* to finance certain capital expenditures.

\$46,120,643 (2017 – \$42,335,511) of debt is with the MFA. Payments and actuarial allocations of \$27,660,678 on the gross amount borrowed of \$73,781,321 are held in a sinking fund by the MFA. The rates of interest on the principal amount of the MFA debentures vary between 1.6% and 3.85% per annum.

| | <u>2018</u> | <u>2017</u> |
|--|----------------------|----------------------|
| Total Outstanding Debt - beginning of year | \$ 42,335,511 | \$ 43,925,300 |
| Reduction of Long-term Debt | (3,646,189) | (3,089,789) |
| Proceeds from long-term borrowing | 7,431,321 | 1,500,000 |
| Total Outstanding Debt - end of year | <u>\$ 46,120,643</u> | <u>\$ 42,335,511</u> |

The City of Nanaimo is subject to 'Liability Servicing Limits' as outlined in Section 174 of the *Community Charter*. The maximum value of liability servicing cost for a given year is 25% of a municipality's controllable and sustainable revenues for the previous year. The calculated liability servicing limit for the City of Nanaimo for 2018 at December 31, 2017 was \$40,133,329. The actual liability servicing cost was \$4,861,362, leaving \$35,271,967 of liability servicing capacity available.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 9 - DEBT, NET OF MUNICIPAL FINANCE AUTHORITY (MFA) SINKING FUND DEPOSITS (CONTINUED)

Future payments on net outstanding debt over the next five years and thereafter are as follows:

| <u>Year</u> | <u>General</u> | <u>Water</u> | <u>Total</u> |
|-------------|----------------------|----------------------|----------------------|
| 2019 | \$ 3,595,337 | \$ 904,833 | \$ 4,500,170 |
| 2020 | 3,726,321 | 941,026 | 4,667,347 |
| 2021 | 3,189,871 | 978,667 | 4,168,538 |
| 2022 | 3,272,336 | 1,017,814 | 4,290,150 |
| 2023 | 2,900,808 | 1,058,526 | 3,959,334 |
| Thereafter | 10,667,056 | 13,868,048 | 24,535,104 |
| | <u>\$ 27,351,729</u> | <u>\$ 18,768,914</u> | <u>\$ 46,120,643</u> |

| | | | | | Balance Outstanding | |
|---|----------------|----------------------------|--------------------|-----------------|----------------------|----------------------|
| Bylaw # | MFA Issue # | | Interest Rate % | Year Matures | 2018 | 2017 |
| <u>General Fund - Tax Supported</u> | | | | | | |
| 5425 | 72 | Leisure and Aquatic Center | 2.10 | 2020 | \$ 658,564 | \$ 966,732 |
| 5457 | 73 | Leisure and Aquatic Center | 1.60 | 2020 | 600,025 | 880,801 |
| 5750 | 99 | Port of Nanaimo Center | 1.75 | 2026 | 7,431,107 | 8,206,571 |
| 5750 | 101 | Port of Nanaimo Center | 2.25 | 2027 | 8,206,571 | 8,952,209 |
| 7050 | 102 | Fire Station #4 | 2.25 | 2027 | 2,051,643 | 2,238,052 |
| 7257 | 146 | Fire Station #1 | 3.20 | 2038 | 3,235,354 | - |
| | | Garbage Trucks | 2.80 | 2022 | 1,168,000 | 1,452,200 |
| | | Garbage Trucks | 2.80 | 2023 | 4,000,465 | - |
| | | | | | <u>27,351,729</u> | <u>22,696,565</u> |
| <u>Waterworks Fund - User Fee Supported</u> | | | | | | |
| 7127 | 126 | Water Treatment Plant | 3.85 | 2033 | 10,880,868 | 11,403,371 |
| 7127 | 127 | Water Treatment Plant | 3.30 | 2034 | 7,888,046 | 8,235,575 |
| | | | | | <u>18,768,914</u> | <u>19,638,946</u> |
| | | | | | <u>\$ 46,120,643</u> | <u>\$ 42,335,511</u> |

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 10 - TANGIBLE CAPITAL ASSETS

| <u>Net Book Value</u> | <u>2018</u> | <u>2017</u> |
|------------------------|-----------------------|-----------------------|
| Land | \$ 97,177,758 | \$ 92,324,119 |
| Land Improvements | 20,695,817 | 21,234,002 |
| Leasehold Improvements | 1,409,954 | 262,782 |
| Marine Structures | 309,610 | 350,772 |
| Buildings | 116,725,868 | 117,586,461 |
| Vehicles and Equipment | 18,469,181 | 13,143,524 |
| IT Infrastructure | 1,370,894 | 838,319 |
| Drainage | 75,848,623 | 74,706,974 |
| Transportation | 135,648,462 | 132,776,385 |
| Sewer | 35,304,839 | 32,653,865 |
| Water | 190,828,083 | 187,338,235 |
| | <hr/> | <hr/> |
| | 693,789,089 | 673,215,438 |
| Work In Progress | 8,120,666 | 13,000,238 |
| | <hr/> | <hr/> |
| | <u>\$ 701,909,755</u> | <u>\$ 686,215,676</u> |

See schedule of tangible capital assets (page 10) for more information. There were no write downs of tangible capital assets for 2017 and 2018. Developer contributed assets recognized in 2018 were \$4,727,790 (2017 - \$3,724,488) recorded at fair value at the time of receipt. These include transportation, drainage, sewer and water infrastructure and the land under these assets.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 11 - ACCUMULATED SURPLUS

| | <u>2018</u> | <u>2017</u> |
|--|-----------------------|-----------------------|
| Reserve Accounts (Note 22) | \$ 72,137,770 | \$ 65,325,545 |
| Surplus - General | 5,487,046 | 5,499,908 |
| Surplus - Sewer System | 6,722,290 | 6,834,001 |
| Surplus - Waterworks | 5,827,789 | 5,545,156 |
| Investment in Tangible Capital Assets (Note 18) | 659,159,112 | 643,880,165 |
| Community Works Reserve Fund (Gas Tax Agreement) | 8,569,140 | 5,450,615 |
| Equipment Depreciation Reserve | 6,943,362 | 7,516,016 |
| Facility Development (Recreation) Reserve | 3,210,785 | 3,125,384 |
| Property Sales Reserve | 1,140,712 | 2,325,949 |
| Knowles Estate Reserve | 429,499 | 420,076 |
| Parkland Dedication Reserve | 1,149,945 | 638,458 |
| Old City Neighborhood Parking Reserve | 90,891 | 88,896 |
| General Asset Management Reserve | 11,258,946 | 10,148,379 |
| Sewer Asset Management Reserve | 2,833,790 | 1,146,300 |
| Water Asset Management Reserve | 4,646,912 | 2,664,841 |
| Regional Emissions Reduction Reserve | 549,218 | 461,108 |
| | <u>\$ 790,157,207</u> | <u>\$ 761,070,797</u> |

NOTE 12 - COMMITMENTS AND CONTINGENCIES

(a) Liability Claims

In the ordinary course of business, various claims and lawsuits are brought against the City. The City records an accrual in respect of legal claims that are likely to be successful and for which a liability amount is reasonably determinable. The remaining claims, should they be successful as a result of litigation, will be recorded when a liability is likely and determinable. Liability insurance is carried by the City, subject to a deductible of \$25,000 per claim.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 12 - COMMITMENTS AND CONTINGENCIES (CONTINUED)

(b) BC Assessment Authority Appeals

As at December 31, 2018, there were various appeals pending with respect to assessed values of properties. The outcome of those appeals may result in adjustments to property taxes receivable for the current and prior years. The City makes a provision against property taxes receivable for the impact of appeals where the losses are likely and the amounts are reasonably determinable.

(c) Joint and Several Liabilities

The City has a contingent liability with respect to debentures of the Regional District of Nanaimo and the Regional Hospital District of Nanaimo, to the extent provided for in their respective Acts of Incorporation. Management does not consider payment under this contingency to be likely and therefore no amounts have been accrued.

The City issues its debt instruments primarily through the MFA. Demand notes are executed in connection with each debenture whereby the City may be required to pay certain amounts to the Regional District of Nanaimo. These demand notes of \$1,951,342 (2017 – \$1,871,727) are contingent in nature and given the low likelihood of payment are not reflected in the accounts.

The City is a participant in the Municipal Insurance Association of British Columbia (the Association). Should the Association pay out claims in excess of premiums received, it is possible that the City, along with other participants, would be required to contribute towards the deficit.

(d) Subsidence of Mines

Continued existence of abandoned underground mines has resulted in risk to private land and public roads due to potential collapse or instability. The full impact of the abandoned mines and any potential liabilities are unknown at this time. No determination of the City's liability, if any, has been made and no estimate of potential loss can be made or recorded at this time. A liability will be recorded if remediation costs are determined to be likely and the amounts are reasonably determinable.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 12 - COMMITMENTS AND CONTINGENCIES (CONTINUED)

(e) Commitments

The City has \$16,700,000 (2017 - \$14,500,000) in open purchase orders at year end which have not been recorded in the financial statements. The funding for the majority of these obligations has been set aside in reserves for future expenditures. These amounts will be recorded in the period that the goods and services, to which they relate, are received.

(f) Guarantees

The City has guaranteed the amount of a \$2,000,000 line of credit for the Port Theatre Society. Management considers the likelihood of payment on the guarantee to be low.

NOTE 13 - CEMETERY CARE FUND

The City operates the cemetery and maintains a cemetery perpetual care fund in accordance with the *Cremation, Interment and Funeral Services Act*. The trust fund assets and liabilities are not included in the consolidated financial statements. At December 31, 2018, the balance of funds held in trust was \$584,618 (2017 - \$567,918).

NOTE 14 - ANNUAL BUDGET

These financial statements include the Annual Budget as approved by Council on May 7, 2018. No amendments subsequent to this date have been included. The following is a reconciliation of the budget presentation required for the 2018 financial statements and the annual financial plan bylaw:

| | |
|---|--------------------|
| Annual Budgeted Surplus - Statement of Operations | \$ 18,499,762 |
| Cemetery Care Fund - not in reporting entity | 7,500 |
| Net Proceeds from Internal Borrowing | 4,669,250 |
| Use of Development Cost Charges | <u>(9,869,250)</u> |
| Annual Surplus from the 2018 Financial Plan | 13,307,262 |
| Amortization, not funded | 24,811,956 |
| Capital Expenditures | (78,577,359) |
| Proceeds from Borrowing | 7,819,475 |
| Principal Repayment of Debt | (3,830,062) |
| Transfers from Accumulated Surplus | <u>36,468,728</u> |
| Net Annual Budget - as approved | \$ - |

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 15 - TAXATION AND PAYMENTS IN LIEU

| | <u>Municipal</u> | <u>Other</u> | <u>2018</u> <u>Total</u> | <u>2017</u> <u>Total</u> |
|---|-----------------------|----------------------|-----------------------------|-----------------------------|
| Property Taxes | \$ 99,148,750 | \$ 63,844,460 | \$ 162,993,210 | \$ 156,789,437 |
| Business Improvement Area Levies | 41,182 | - | 41,182 | 40,774 |
| Vancouver Island Regional Library | 4,449,268 | - | 4,449,268 | 4,332,949 |
| Taxes in Lieu of Licenses | 1,453,514 | - | 1,453,514 | 1,446,334 |
| Payments in Lieu of Taxes | 2,047,951 | 565,302 | 2,613,253 | 2,396,339 |
| | <u>\$ 107,140,665</u> | <u>\$ 64,409,762</u> | <u>\$ 171,550,427</u> | <u>\$ 165,005,833</u> |
| | | | <u>2018</u> | <u>2017</u> |
| Less Collections for Other Governments: | | | | |
| Province of British Columbia (School Tax) | | | \$ 38,973,462 | \$ 38,054,892 |
| Regional District of Nanaimo | | | 20,455,282 | 18,450,297 |
| Nanaimo Regional Hospital District | | | 3,958,374 | 3,892,423 |
| Other Agencies | | | 1,022,644 | 977,229 |
| | | | <u>64,409,762</u> | <u>61,374,841</u> |
| Taxation and Payments in Lieu | | | <u>\$ 107,140,665</u> | <u>\$ 103,630,992</u> |

NOTE 16 - USER FEES AND SALES OF SERVICES

| | <u>2018</u> | <u>2017</u> |
|------------------------------------|----------------------|----------------------|
| Waterworks | \$ 20,456,762 | \$ 18,098,377 |
| Recreation Programs | 6,405,502 | 6,639,352 |
| Sewer System | 7,413,830 | 7,085,084 |
| Garbage Collection | 5,661,854 | 4,395,988 |
| Vancouver Island Conference Centre | 2,415,868 | 1,785,899 |
| Public Works | 706,180 | 650,528 |
| Parking | 1,786,935 | 1,590,319 |
| Other | 263,130 | 308,956 |
| Community Safety | 219,134 | 226,577 |
| | <u>\$ 45,329,195</u> | <u>\$ 40,781,080</u> |

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 17 - TRANSFERS FROM OTHER GOVERNMENTS

| | <u>2018</u> | <u>2017</u> |
|--|----------------------|---------------------|
| <u>Federal</u> | | |
| Gas Tax | \$ 3,758,343 | \$ 3,637,130 |
| Other | 228,881 | 77,527 |
| | <u>3,987,224</u> | <u>3,714,657</u> |
| <u>Provincial</u> | | |
| Casino Gaming | 2,923,995 | 2,863,235 |
| Revenue Sharing | 1,243,135 | 1,180,215 |
| Other | 1,851,426 | 366,479 |
| | <u>6,018,556</u> | <u>4,409,929</u> |
| <u>Regional District of Nanaimo</u> | | |
| Other | 85,250 | 250,308 |
| | <u>\$ 10,091,030</u> | <u>\$ 8,374,894</u> |
| Total transfers from other governments | | |
| | <u>\$ 10,091,030</u> | <u>\$ 8,374,894</u> |
| Transfers from other governments - capital | \$ 5,371,865 | \$ 3,745,004 |
| Transfers from other governments - operating | 4,719,165 | 4,629,890 |
| | <u>\$ 10,091,030</u> | <u>\$ 8,374,894</u> |

NOTE 18 - INVESTMENT IN TANGIBLE CAPITAL ASSETS

| | <u>2018</u> | <u>2017</u> |
|---|-----------------------|-----------------------|
| Investment in Tangible Capital Assets - beginning of year | \$ 643,880,165 | \$ 637,203,418 |
| Add: | | |
| Capital Additions | 40,710,037 | 29,700,066 |
| Reductions in Long-term Debt | 3,646,189 | 3,089,789 |
| Less: | | |
| Proceeds from long-term borrowing | (4,061,321) | (1,500,000) |
| Amortization | (23,732,384) | (23,319,708) |
| Net Book Value of Asset Disposals | (1,283,574) | (1,293,400) |
| | <u>\$ 659,159,112</u> | <u>\$ 643,880,165</u> |
| Investment in Tangible Capital Assets - end of year | | |
| | <u>\$ 659,159,112</u> | <u>\$ 643,880,165</u> |

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 19 - MUNICIPAL PENSION PLAN

The City and its employees contribute to the Municipal Pension Plan (the Plan), a jointly trustee pension plan. The Board of Trustees, representing plan members and employers, is responsible for administering the plan, including investment of the assets and administration of benefits. The Plan is a multi-employer defined benefit pension plan. Basic pension benefits provided are based on a formula. The Plan has about 197,000 active members and approximately 95,000 retired members. Active members include approximately 39,000 contributors from Local Government.

Every three years, an actuarial valuation is performed to assess the financial position of the plan and adequacy of plan funding. The actuary determines an appropriate combined employer and member contribution rate to fund the plan. The actuary's calculated contribution rate is based on the entry-age normal cost method, which produces the long-term rate of member and employer contributions sufficient to provide benefits for average future entrants to the plan. This rate is then adjusted to the extent there is amortization of any funding surplus and will be adjusted for the amortization of any unfunded liability.

The most recent valuation for the Municipal Pension Plan as at December 31, 2015 indicated a \$2,224 million funding surplus for basic pension benefits on a going concern basis. As a result of the 2015 basic account actuarial valuation surplus and pursuant to the joint trustee agreement, \$1,927 million was transferred to the rate stabilization account and \$297 million of the surplus ensured the required contribution rates remained unchanged. During 2018, City of Nanaimo contributions to the plan were:

| | <u>2018</u> | <u>2017</u> |
|------------------|---------------------|---------------------|
| Employer Portion | \$ 5,329,342 | \$ 5,073,448 |
| Employee Portion | 4,438,251 | 4,196,419 |
| | <u>\$ 9,767,593</u> | <u>\$ 9,269,867</u> |

The next valuation will be as at December 31, 2018 with results available in 2019.

Employers participating in the plan record their pension expense as the amount of employer contributions made during the fiscal year (defined contribution pension plan accounting). This is because the plan records accrued liabilities and accrued assets for the plan in aggregate, resulting in no consistent and reliable basis for allocating the obligation, assets and cost to individual employers participating in the plan.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 20 - FINANCIAL INSTRUMENTS

(a) Financial Risk and Fair Market Values

The City's financial instruments consist of cash and cash equivalents, accounts receivable, development cost charges receivable, temporary investments, accounts payable and accrued liabilities and debt. The City does not hold any asset-backed commercial paper or hedge funds. The financial risk is the risk to the City's earnings that arises from fluctuations in interest rates, foreign exchange rates, and the degree of volatility of these rates. The City does not use derivative instruments to reduce its exposure to interest rate risk nor foreign exchange risk as management does not consider the risks material. Based on available market information, the carrying value of the City's financial instruments approximates their fair value with the exception of temporary investments for which market values are disclosed in Note 4.

(b) Credit Risk

The City is not exposed to significant risk from its accounts receivables. The City's tax base has a significant number of participants which reduces the concentration of credit risk. Credit risk is further minimized as the City has the ability to expropriate land in the event of non-payment of property tax receivables.

NOTE 21 - COMPARATIVE FIGURES

Certain comparative figures have been reclassified to conform with the financial statement presentation adopted for the current year.

The City reclassified \$986,376 from the Port of Nanaimo Center user fees to the Port of Nanaimo Center contracted services in 2017. This reclassification has no impact on surplus.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 22 - RESERVES

| | <u>Work in Progress</u> | <u>Available for Future Commitments</u> | <u>2018</u> | <u>2017</u> |
|---|-----------------------------|---|----------------------|----------------------|
| <u>General Revenue Fund Reserve Accounts</u> | | | | |
| Fire & Emergency Services | \$ 23,330 | \$ 2,592,293 | \$ 2,615,623 | \$ 2,447,488 |
| Parks & Recreation | - | 223,717 | 223,717 | 104,281 |
| Strategic Partnerships | - | 25,543 | 25,543 | 30,728 |
| General Capital | 62,033 | 5,844,634 | 5,906,667 | 4,789,403 |
| Prior Year Carry Forwards | 3,380,118 | - | 3,380,118 | 3,880,471 |
| Housing Legacy Reserve | 42,129 | 2,321,937 | 2,364,066 | 2,328,320 |
| Uncollected Taxes | - | 2,759,115 | 2,759,115 | 2,570,566 |
| Uninsured Claims | - | 2,587,805 | 2,587,805 | 2,535,386 |
| Allowance for Bad Debts | 6,000 | 44,000 | 50,000 | 50,000 |
| RCMP Contract | 127,243 | 2,816,942 | 2,944,185 | 3,113,842 |
| Information Technology Infrastructure | 620,534 | 334,033 | 954,567 | 1,488,598 |
| Sustainability Initiatives | 307,011 | 119,644 | 426,655 | 567,076 |
| Parking Reserve | 767,140 | 922,711 | 1,689,851 | 1,117,583 |
| Conference Centre | 88,700 | 524,258 | 612,958 | 754,916 |
| Snow Removal | - | 200,000 | 200,000 | - |
| Property Acquisition | - | 3,163,383 | 3,163,383 | 1,563,383 |
| Strategic Infrastructure | 2,018,576 | 96,586 | 2,115,162 | 680,000 |
| General Financial Sustainability | 591,954 | 1,200,046 | 1,792,000 | 950,000 |
| Colliery Dam Reserve | 26,979 | 116,924 | 143,903 | 199,123 |
| Photocopier Reserve | 79,800 | 352,644 | 432,444 | 368,580 |
| Casino Funds | - | 1,448,844 | 1,448,844 | 1,186,846 |
| Sanitation Leveling Reserve | 114,880 | 314,342 | 429,222 | - |
| | <u>8,256,427</u> | <u>28,009,401</u> | <u>36,265,828</u> | <u>30,726,590</u> |
| <u>Sewer Revenue Reserve Accounts</u> | | | | |
| General Capital | 4,416,680 | 6,825,223 | 11,241,903 | 10,612,883 |
| Growth Related Projects | - | - | - | 916 |
| | <u>4,416,680</u> | <u>6,825,223</u> | <u>11,241,903</u> | <u>10,613,799</u> |
| <u>Waterworks Revenue Fund Reserve Accounts</u> | | | | |
| General Capital | 19,629,974 | 3,100,065 | 22,730,039 | 21,985,495 |
| Growth Related Projects | - | 1,900,000 | 1,900,000 | 1,900,000 |
| Local Improvement Projects | - | - | - | 99,661 |
| | <u>19,629,974</u> | <u>5,000,065</u> | <u>24,630,039</u> | <u>23,985,156</u> |
| Total Reserve Accounts | <u>\$ 32,303,081</u> | <u>\$ 39,834,689</u> | <u>\$ 72,137,770</u> | <u>\$ 65,325,545</u> |

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 23 - SEGMENT REPORTING

The City's operations and activities are organized and reported by Fund. City services are provided by departments and their activities are reported in these funds. See Schedule of Operations by Segment (page 8).

GENERAL REVENUE FUND

Certain departments have been separately disclosed in the segmented information, along with the services they provide as follows:

City Administration

The Chief Administrative Officer's office assists Council to establish its strategic direction for the City and takes the lead role in managing the implementation of policy direction established by Council. The Office also provides managerial leadership and direction to all City departments and operations.

The City Administration department is responsible for the City's regulatory services, including legislative services, and the bylaw, animal control, and parking functions.

Corporate Services

Providing service to both the internal organization and the community, the Corporate Services Department is responsible for Human Resources and Organizational Planning, Information Technology, Financial Services and Purchasing.

Development Services

Development Services is responsible for a variety of tasks relating to planning and development. This includes processing development applications and developing related policies and regulations.

Fire

The Fire Department has the responsibility of protecting the City's citizens and infrastructure through prevention and quick and high quality response to fire, medical and other emergency incidents in the most effective and responsive manner possible. Fire services also include emergency management, planning and coordination functions.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 23 - SEGMENT REPORTING (CONTINUED)

Police

The City contracts the Royal Canadian Mounted Police to provide top quality policing services in Nanaimo. With administrative support services provided by City employees, the detachment provides all standard policing services, including response to emergency and non-emergency calls, criminal investigations and traffic safety measures.

Port of Nanaimo Centre

The operation of the Vancouver Island Conference Centre provides a full-service convention centre that hosts meetings, conferences, tradeshow, and weddings for up to 1,300 delegates.

Parks and Recreation

The Parks and Recreation department manages, facilitates and maintains a system of services, facilities, parks and open spaces and works to enhance the quality of life for the citizens of Nanaimo.

Engineering and Public Works

Engineering and Public Works is responsible for the planning, design, construction, operation and maintenance of the City's infrastructure including the City's water, sanitary sewer, drainage and transportation infrastructure. Department operations also include maintenance of the City's fleet, cemeteries, solid waste collection and recycling.

SEWER SYSTEM

The City Sanitary Sewer Utility is a self-funded entity that operates and maintains a sewer collection system that serves the City.

WATERWORKS

The City Waterworks Utility is a self-funded entity that delivers water to residential, commercial and industrial premises in Nanaimo. The Utility operates and maintains a supply system consisting of dams, transmission mains, reservoirs and treatment facilities as well as a distribution system.

CITY OF NANAIMO
NOTES TO THE FINANCIAL STATEMENTS
for the year ended December 31, 2018

NOTE 24 - CONTRACTUAL RIGHTS

The City of Nanaimo has entered into various contracts for rental revenue within the normal course of operations. The estimated contractual rights under these contracts for the years ending December 31 are as follows:

| | |
|------|--------------|
| 2019 | \$ 872,221 |
| 2020 | 881,776 |
| 2021 | 883,380 |
| 2022 | 885,036 |
| 2023 | 886,774 |
| | <hr/> |
| | \$ 4,409,187 |

In addition to these contractual rights, the City has agreements with several parties that provide for the recovery of costs and payments of annual fees and commissions based on annual results.



City of Nanaimo

Audit Findings Report for the year ended
December 31, 2018

KPMG LLP

Prepared for presentation on May 13, 2019

kpmg.ca/audit

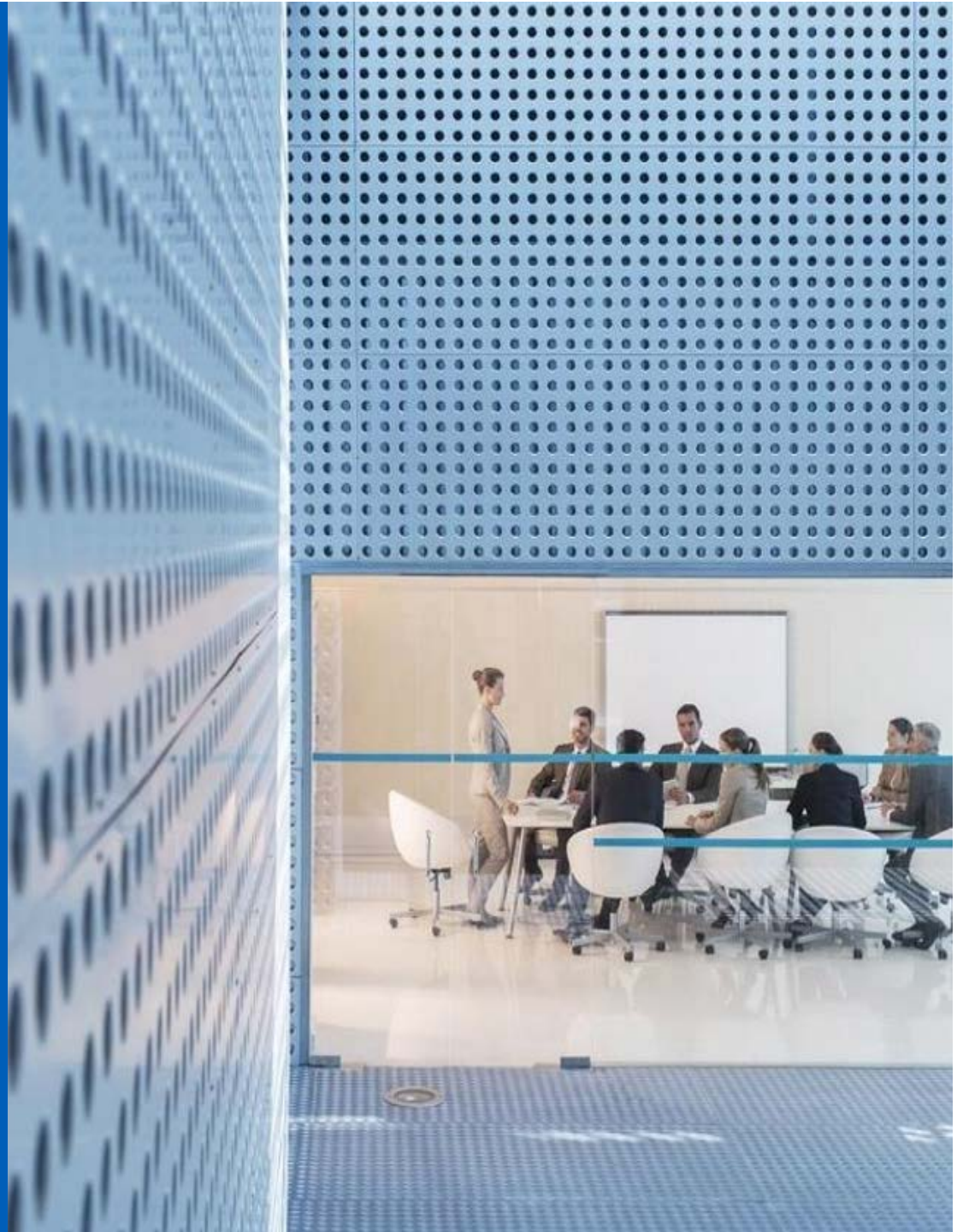


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This Audit Findings Report should not be used for any other purpose or by anyone other than Council. KPMG shall have no responsibility or liability for loss or damages or claims, if any, to or by any third party as this Audit Findings Report has not been prepared for, and is not intended for, and should not be used by, any third party or for any other purpose.



Purpose of this report

The purpose of this Audit Findings Report is to assist you, as a member of Council, in your review of the results of our audit of the financial statements of the City of Nanaimo as at and for the year ended December 31, 2018.

This Audit Findings Report builds on the Audit Plan we presented to the Finance and Audit Committee dated December 12, 2018.



Changes from the Audit Plan

There have been no significant changes regarding our audit from the Audit Planning Report previously presented to you.



Finalizing the audit

As of the date of this report, we have completed the audit of the financial statements, with the exception of certain remaining procedures, which include:

- Completing our discussions with Council;
- Obtaining the signed management representation letter;
- Obtaining evidence of Council's approval of the financial statements; and,
- Completing subsequent event review procedures up to the date of Council's approval of the financial statements.

We will update Council on significant matters, if any, arising from the completion of the audit, including the completion of the above procedures. Our auditors' report will be dated upon the completion of any remaining procedures.

Summary of audit findings



Areas of audit focus

Our audit is risk-focused. We have not identified any significant risks. However, as part of our audit, we identified areas of audit focus which include:

- Tangible capital assets and deferred development cost charges;
- Salaries and benefits;
- Cash and investments;
- Revenues and receivables;
- Expenses, procurement, and payables;

By focusing on these areas, we established an overall audit strategy and effectively targeted our audit procedures. We are satisfied that our audit work has appropriately dealt with these areas.

See pages 4 to 5 for the audit findings related to these areas of audit focus.



Adjustments and differences

Adjustments and differences identified during the audit have been categorized as “Corrected adjustments” or “Uncorrected differences”. These include disclosure adjustments and differences.

We did not identify differences that remain uncorrected.

We identified one presentational adjustment that was communicated to management and subsequently corrected in the financial statements.

See Appendix 2 (containing the Management Representation Letter).



Critical accounting estimates

Overall, we are satisfied with the reasonability of critical accounting estimates.

The critical areas of estimates relate to: compensated absences and termination benefits, collectability of accounts receivable, useful lives of tangible capital assets and provisions for contingencies.

See page 7.

Summary of audit findings



Significant accounting policies and practices

We have reviewed the financial reporting impact of the new accounting standards effective for the City's 2018 fiscal year end with no issues noted. There have been no other initial selections of, or changes to, significant accounting policies and practices to bring to your attention.

The presentation and disclosure of the financial statements are, in all material respects, in accordance with Canadian public sector accounting standards. Misstatements, including omissions, if any, related to disclosure or presentation items are in the management representation letter.

See page 7 for further details.



Control and other observations

We provide an update on control deficiencies identified during the prior year audit that we determined to be significant deficiencies in internal controls over financial reporting. No significant deficiencies in internal controls over financial reporting were identified during the current year's audit.

We have identified other observations that we believe will be of interest to management and Council.

See Appendix 3 for a copy of our Management Letter on internal controls.



Independence

We confirm that we are independent with respect to the City within the meaning of the relevant rules and related interpretations prescribed by the relevant professional bodies in Canada and any applicable legislation or regulation from January 1, 2018 up to the date of this report.



Current developments

There have been no significant updates to the current developments included in our Audit Plan previously provided to Council.

Areas of audit focus and results

We highlight our significant findings in respect of areas of audit focus:

| Area of audit focus | Why is it significant? | Our response and significant findings |
|--|--|--|
| Tangible capital assets and developer contributed capital assets | As this is the largest asset balance for the City, we have focused on testing the existence and accuracy of current year capital acquisitions, disposals and work in progress transfers, including developer contributed capital assets. | <ul style="list-style-type: none"> • We tested asset additions by agreeing amounts to invoices or other supporting documentation. • We calculated an expected amortization based on known amortization rates and compared the expected amortization expense to actual. • We performed testing over the developer contributed tangible capital assets by obtaining reports of assets contributed during the year and agreeing these reports to supporting approval of subdivisions. • We performed inquiries with the engineering department members on completeness of the listings provided and the process used to develop the valuation estimates. • Donated assets were verified to engineer cost estimates and internally developed estimates as applicable. • No issues or adjustments were noted. |
| Cash and investments | We have focused on the completeness and existence of cash and cash equivalent balances given the significant number of bank accounts, variety of currencies and existence of margin accounts. | <ul style="list-style-type: none"> • We confirmed cash and investment balances held as at December 31, 2018 with the appropriate financial institutions and reviewed bank reconciliations for all key operating accounts to identify and verify any significant period end reconciling items. • No issues or adjustments were noted. |
| Revenues and receivables management | Significant account due to account balance | <ul style="list-style-type: none"> • We compared revenue balances on a financial statement account level compared to prior year and budget. • We assessed the City's revenue recognition in accordance with Public Sector Accounting Standards. • No issues or adjustments were noted. |

Areas of audit focus and results (continued)

We highlight our significant findings in respect of areas of audit focus:

| Area of audit focus | Why is it significant? | Our response and significant findings |
|------------------------------------|--|--|
| Salaries and benefits | As this is the largest expense for the City, we have focused on testing the completeness and accuracy of the salaries and benefits balances. | <ul style="list-style-type: none"> • We obtained an understanding of the payroll processes. Please refer to the management letter included in Appendix 3 for KPMG's findings and recommendations. • We calculated expected payroll expense and payroll accruals based on known staff numbers and salary increases. In each case our calculated expectation was within an acceptable range from the actual payroll expense, or payroll accrual recorded in the financial statements. • We tested the completeness and accuracy of the underlying payroll data used in the development of our expectation including agreeing amounts to employment contracts. • We performed a review of assumptions and methods used by the actuary in estimating the liability of future employee benefits to determine if the assumptions and methods used are reasonable and consistent with Public Sector Accounting Standards. • No issues or adjustments were noted. |
| Expenses, procurement and payables | Significant account due to account balance | <ul style="list-style-type: none"> • We performed a search for unrecorded liabilities by testing payments made subsequent to year end and assessing completeness of liabilities and expenses. • We compared actual balances to expectations taking account of known significant transactions. • No issues or adjustments were noted. • We tested expense reports (at both the management and Council level) to assess appropriate review and compliance with the City's reimbursement policies. Please refer to the management letter included in Appendix 3 for KPMG's findings and recommendations. |



Audit risks

Professional requirements

Fraud risk from management override of controls.

Why is it significant?

This is a presumed fraud risk. We have not identified any specific additional risks of management override relating to this audit.

Our response and significant findings

Our audit methodology incorporates the required procedures in professional standards to address this risk. These procedures include:

- Testing of journal entries and other adjustments;
- Performing a retrospective review of significant estimates; and
- Evaluating the business rationale of significant unusual transactions.

We used KPMG's data and analytics tools to select unusual or unexpected journal entries impacting reserves, including unusual journal entry pairings.

There were no significant issues noted in our testing.

Critical accounting estimates

Management is required to disclose information in the financial statements about the assumptions it makes about the future, and other major sources of estimation uncertainty at the end of the reporting period, that have a significant risk of resulting in a material adjustment to carrying amounts of assets and liabilities within the next financial year. Generally, these are considered to be “critical accounting estimates.”

We have summarized our assessment of the subjective areas:

| Asset / liability | Balance | KPMG comment |
|---|---|--|
| Compensated absences and termination benefits | \$8 million | <p>We performed substantive analytical procedures over the provision for payroll and vacation accruals prepared by Management.</p> <p>We assessed the reasonableness of the discount rates and assumptions used by Nexus, the City's actuary.</p> <p>The current valuation was performed as at December 31, 2016 with results being extrapolated to December 31, 2018.</p> |
| Collectability of accounts receivable | \$21 million | <p>We performed substantive analytical procedures over the year-end accounts receivable balance.</p> <p>We concur with Management's assessment that there is a low valuation risk associated with the City's year-end accounts receivable balance.</p> |
| Useful lives of tangible assets | \$702 million (Useful lives of City assets range from 2 to 80 years) | <p>We verified the mathematical accuracy and agreed the tangible capital asset continuity schedules to supporting detail and performed substantive analytical procedures on amortization expense.</p> <p>We assessed the reasonability and consistency of Management's estimate of useful lives for the various categories of assets. We noted no significant changes in estimates from the prior period, nor were there indications of management bias.</p> |
| Contaminated sites | \$0.2 million | <p>We obtained an understanding and assessed the reasonability of Management's analysis of non-productive sites and associated liabilities</p> <p>We performed testing over the completeness and reasonability of identified sites.</p> |
| Provisions for contingencies | | <p>We performed inquiries with management and reviewed meeting minutes and other documentation.</p> <p>We confirmed with external legal counsel the existence and status of known and potential claims that could result in loss to the City.</p> <p>We concur with management's disclosure of litigation in the financial statements.</p> |

We believe management's process for identifying critical accounting estimates is considered adequate.

Significant accounting policies and practices

The following items relate to the qualitative aspects of accounting practices of the City:



Significant accounting policies

- There were no changes to the critical accounting policies and practices.
- There were no changes in significant accounting policies.
- The City has appropriately implemented the new accounting standards for Related Party Disclosures, Inter-Entity Transactions, Assets, Contingent Assets and Contractual Rights.
- There were no significant accounting policies in controversial or emerging areas.
- There were no issues noted with the timing of the City's transactions in relation to the period in which they are recorded.
- There were no issues noted with the extent to which the financial statements are affected by a significant unusual transaction and extent of disclosure of such transactions.
- There were no issues noted with the extent to which the financial statements are affected by non-recurring amounts recognized during the period and extent of disclosure of such transitions.



Significant accounting estimates

- There were no issues noted with management's identification of accounting estimates.
- There were no issues noted with management's process for making accounting estimates.
- There were no indicators of possible management bias.
- There were no significant factors affecting the City's asset and liability carrying values.



Significant disclosures

- There were no issues noted with the judgments made, in formulating particularly sensitive financial statement disclosures.
- There were no issues noted with the overall neutrality, consistency, and clarity of the disclosures in the financial statements.
- There were no significant potential effects on the financial statements of significant risks, exposures and uncertainties.

Adjustments and differences



Adjustments and differences identified during the audit have been categorized as “Corrected adjustments” or “Uncorrected differences”. These include disclosure adjustments and differences.

Professional standards require that we request of management and the audit committee that all identified adjustments or differences be corrected. We have already made this request of management.

Corrected adjustments

We did not identify any adjustments that were communicated to management and subsequently corrected in the financial statements.

The management representation letter includes all adjustments identified as a result of the audit, communicated to management and subsequently corrected in the financial statements, including those related to disclosure or presentation.

Uncorrected differences

We did not identify differences that remain uncorrected.

Control observations



As your auditors, we are required to obtain an understanding of internal control over financial reporting (“ICFR”) relevant to the preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances for the purpose of expressing an opinion on the financial statements, but not for the purpose of expressing an opinion on internal control. Accordingly, we do not express an opinion on the effectiveness of internal control.

Our understanding of ICFR was for the limited purpose described in the preceding paragraph and was not designed to identify all control deficiencies that might be significant deficiencies and other control deficiencies have been identified. Our awareness of control deficiencies varies with each audit and is influenced by the nature, timing and extent of audit procedures performed, as well as other factors.

In accordance with professional standards, we are required to communicate to Council any control deficiencies that we identified during the audit and have determined to be material weaknesses or significant deficiencies in internal control over financial reporting. No significant deficiencies have been identified in the current year. There were several significant deficiencies identified in the prior year which have been addressed the current year. Please refer to our management letter in Appendix 3 for an update on these matters.

Other control deficiencies may be identified during the audit that do not rise to the level of material weakness or significant deficiency. Please refer to our management letter in Appendix 3 for a discussion on other control matters identified during the 2018 audit.

Appendices



Appendix 1: Required communications



Appendix 2: Management representation letter



Appendix 3: Management letter



Appendix 4: Other information

Appendix 1: Required communications



In accordance with professional standards, there are a number of communications that are required during the course of and upon completion of our audit.

These include:



Auditors' Report

The conclusion of our audit is set out in our draft auditors' report attached to the draft financial statements.



Management representation letter

In accordance with professional standards, a copy of the management representation letter is provided to Council in Appendix 2.



Independence

In accordance with professional standards, we have confirmed our independence.

Appendix 2: Management representation letter

Ladies and Gentlemen:

We are writing at your request to confirm our understanding that your audit was for the purpose of expressing an opinion on the City of Nanaimo ("the City"):

- Financial statements (hereinafter referred to as "financial statements") as at and for the period ended December 31, 2018, and
- Home Owner Grant Treasurer/Auditor Certificate (hereinafter referred to as "financial information") for the period ended December 31, 2018.

We also confirm our understanding that your engagement was for the purpose of forming an independent reasonable assurance conclusion on management's statement of compliance with subsection 2 and 3 of section 124 of Part 8 of the School Act (hereinafter referred to as "subject matter information") of the City of Nanaimo for the period ended December 31, 2018.

AUDIT OF THE FINANCIAL STATEMENTS

GENERAL:

We confirm that the representations we make in this letter are in accordance with the definitions as set out in **Attachment I** to this letter.

We also confirm that, to the best of our knowledge and belief, having made such inquiries as we considered necessary for the purpose of appropriately informing ourselves:

RESPONSIBILITIES:

- 1) We have fulfilled our responsibilities, as set out in the terms of the engagement letter dated April 1, 2019, including for:
 - a) the preparation and fair presentation of the financial statements and believe that these financial statements have been prepared and present fairly in accordance with the relevant financial reporting framework.
 - b) providing you with all information of which we are aware that is relevant to the preparation of the financial statements, such as all financial records and documentation and other matters, including:
 - (i) the names of all related parties and information regarding all relationships and transactions with related parties; and
 - (ii) the complete minutes of meetings, or summaries of actions of recent meetings for which minutes have not yet been prepared, of Council and committees of Council that may affect the financial statements. All significant actions are included in such summaries.
 - c) providing you with unrestricted access to such relevant information.
 - d) providing you with complete responses to all enquiries made by you during the engagement.
 - e) providing you with additional information that you may request from us for the purpose of the engagement.
 - f) providing you with unrestricted access to persons within the City from whom you determined it necessary to obtain audit evidence.

- g) such internal control as we determined is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error. We also acknowledge and understand that we are responsible for the design, implementation and maintenance of internal control to prevent and detect fraud.
- h) ensuring that all transactions have been recorded in the accounting records and are reflected in the financial statements.

INTERNAL CONTROL OVER FINANCIAL REPORTING:

- 2) We have communicated to you all deficiencies in the design and implementation or maintenance of internal control over financial reporting of which we are aware.

FRAUD & NON-COMPLIANCE WITH LAWS AND REGULATIONS:

- 3) We have disclosed to you:
 - a) the results of our assessment of the risk that the financial statements may be materially misstated as a result of fraud.
 - b) all information in relation to fraud or suspected fraud that we are aware of that involves management, employees who have significant roles in internal control over financial reporting or other where such fraud or suspected fraud could have a material effect on the financial statements.
 - c) all information in relation to allegations of fraud, or suspected fraud, affecting the financial statements, communicated by employees, former employees, analysts, regulators, or others.
 - d) all known instances of non-compliance or suspected non-compliance with laws and regulations, including all aspects of contractual agreements, whose effects should be considered when preparing financial statements.
 - e) all known actual or possible litigation and claims whose effects should be considered when preparing the financial statements.

SUBSEQUENT EVENTS:

- 4) All events subsequent to the date of the financial statements and for which the relevant financial reporting framework requires adjustment or disclosure in the financial statements have been adjusted or disclosed.

RELATED PARTIES:

- 5) We have disclosed to you the identity of the City's related parties.
- 6) We have disclosed to you all the related party relationships and transactions/balances of which we are aware.
- 7) All related party relationships and transactions/balances have been appropriately accounted for and disclosed in accordance with the relevant financial reporting framework.

ESTIMATES:

- 8) Measurement methods and significant assumptions used by us in making accounting estimates, including those measured at fair value, are reasonable.

GOING CONCERN:

- 9) We have provided you with all information relevant to the use of the going concern assumption in the financial statements.
- 10) We confirm that we are not aware of material uncertainties related to events or conditions that may cast significant doubt upon the City's ability to continue as a going concern.

MISSTATEMENTS:

- 11) We approve the corrected misstatements identified by you during the audit described in **Attachment II**.

OTHER INFORMATION:

- 12) We confirm that the final version of the Annual Report 2018 will be provided to you when available, and prior to issuance by the City, to enable you to complete your audit procedures in accordance with professional standards.

ASSETS & LIABILITIES - GENERAL

- 13) The City has satisfactory title to all owned assets.
- 14) We have no knowledge of any liens or encumbrances on assets and/or assets that have been pledged or signed as security for liabilities, performances of contracts, etc., not disclosed in the financial statements.
- 15) We have no knowledge of any plans or interactions that may materially affect the carrying value or classification of assets and liabilities.

CONTRACTUAL AGREEMENTS:

- 16) The City has complied with all aspects of contractual agreements that would have a material effect on the financial statements in the event of non-compliance including violations or default of the covenants in the City's debt agreements.

ENVIRONMENTAL MATTERS:

- 17) The City has appropriately recognized, measured and disclosed environmental matters in the financial statements.

NON-FINANCIAL ASSETS:

- 18) We have reviewed non-financial assets, including tangible capital assets, to be held and used, for impairment, whenever events or changes in circumstances have indicated that the carrying amount of the assets might not be recoverable.

EMPLOYEE FUTURE BENEFITS:

- 19) The employee future benefits costs, assets and obligation, if any, have been determined, accounted for and disclosed in accordance with the financial reporting framework.
- 20) We have no knowledge of arrangement (contractual or otherwise) by which programs have been established to provide post-employment benefits, except as disclosed to you.
- 21) The significant accounting policies the City has adopted in applying PS 3255, Post-employment benefits, compensated absences and termination benefits (hereinafter referred to as "PS3255") are disclosed in the notes to the financial statements.
- 22) All arrangements (contractual or otherwise) by which programs have been established to provide post-employment benefits have been disclosed to you and included in the determination of pension and post-employment costs and obligations. This includes:
 - a) pension and other retirement benefits expected to be provided after retirement to employees and their beneficiaries.

- b) post-employment benefits expected to be provided after employment but before retirement to employees and their beneficiaries. These benefits include unused sick leave and severance benefits.
 - c) compensated absences for which it is expected employees will be paid. These benefits include accumulated sick days, and termination benefits.
- 23) The post-employment benefit costs, assets and obligation have been determined, accounted for and disclosed in accordance with PS 3255. In particular:
- a) each of the best estimate assumptions used reflects management's judgment of the most likely set of conditions affecting future events; and
 - b) the best estimate assumptions used are, as a whole, consistent within themselves, and with the valuation method adopted for purposes of this evaluation.
- 24) The assumptions included in the actuarial valuation are those that management instructed Nexus Actuarial Consultants Ltd. ("Nexus") to use in computing amounts to be used by us in determining pension costs and obligations and in making required disclosures in the above-names financial statements, in accordance with PS 3255.
- 25) In arriving at these assumptions, management has obtained the advice of Nexus, but has retained the final responsibility for them.
- 26) The source data and plan provisions provided to the actuary for preparation of the actuarial valuation are accurate and complete.
- 27) All changes to plan provisions or events occurring subsequent to the date of the actuarial valuation and up to the date of this letter have been considered in the determination of pension and other post-employment benefit costs.

SEGMENT DISCLOSURES:

- 28) The City's operating segments have been appropriately identified and the related segment and enterprise-wide disclosures have been made in the financial statements in accordance with the relevant financial reporting framework. The operating segment information disclosed in the financial statements is consistent with the form and content of the information used by the City's chief operating decision maker for the purposes of assessing performance and making operating decisions about the City's individual operations. All significant differences in measures used to determine segment income have been appropriately identified and described in the disclosures of segment information in accordance with the relevant financial reporting framework.

EXPERTS/SPECIALISTS

- 29) The information provided by us to Nexus, and used in the work and findings of Nexus, is complete and accurate. We agree with Nexus's findings in evaluating the accuracy and completeness of employee future benefits and have adequately considered their qualifications in determining the amounts and disclosures used in the financial statements and underlying accounting records. We did not give nor cause any instructions to be given to Nexus with respect to the values or amounts derived in an attempt to bias their work, and we are not otherwise aware of any matters that have had an impact on Nexus's independence and objectivity.

OTHER:

- 30) Expenditures will be appropriately authorized and actual expenditures will not exceed budgeted expenditures detailed in the budget bylaw.
- 31) All reserve transactions have been appropriately approved, in accordance with applicable legislation and are appropriately credited to or charged against fund balances. Reserve amounts represent only those amounts that are available for use at the City's discretion and do not include restrictions on use by third parties
- 34) All transfers out of statutory reserves have been conducted in accordance with the approved bylaws.

Audit of the financial information

- 1) We have fulfilled our responsibilities, as set out in the terms of the engagement letter dated April 1, 2019, including for:
- a) the preparation of the financial information and believe that the financial information has been prepared in accordance with the relevant financial reporting framework.
Significant interpretations, if any, related to the financial provisions of the relevant financial reporting framework are appropriately disclosed in the financial information.
 - b) determining that the basis of accounting is an acceptable basis for the preparation of the financial information in the circumstances.
 - c) providing you with all information of which we are aware that is relevant to the preparation of the financial information, such as all financial records and documentation and other matters, including:
 - (i) the names of all related parties and information regarding all relationships and transactions with related parties; and
 - (ii) the complete minutes of meetings, or summaries of actions of recent meetings for which minutes have not yet been prepared, of Council and committees of Council that may affect the financial information. All significant actions are included in such summaries.
 - d) providing you with unrestricted access to such relevant information.
 - e) providing you with complete responses to all enquiries made by you during the engagement
 - f) providing you with additional information that you may request from us for the purpose of the engagement.
 - g) providing you with unrestricted access to persons within the City from whom you determined it necessary to obtain audit evidence.
 - h) such internal control as we determined is necessary to enable the preparation of financial information that is free from material misstatement, whether due to fraud or error. We also acknowledge and understand that we are responsible for the design, implementation and maintenance of internal control to prevent and detect fraud.
 - i) ensuring that all transactions have been recorded in the accounting records and are reflected in the financial information.
- 2) We acknowledge that this financial information:
- i) is not general-purpose financial information.
 - ii) may not comply with, or may not satisfy, the City's incorporating or other governing legislation.
 - iii) is solely for the information and use of the addressee and is not intended to be, and should not be, used by anyone other than the specified users or for any other purpose.

- iv) is not intended for distribution to anyone other than the specified users.
- 3) We acknowledge that should we extend the distribution beyond the specified users, you accept no responsibility for the distribution or use of the financial information and the report thereon.

INTERNAL CONTROL OVER FINANCIAL REPORTING:

- 4) We have communicated to you all deficiencies in the design and implementation or maintenance of internal control over financial reporting relevant to the preparation of the financial information of which we are aware.

FRAUD & NON-COMPLIANCE WITH LAWS AND REGULATIONS:

- 5) We have disclosed to you:
 - a) the results of our assessment of the risk that the financial information may be materially misstated as a result of fraud.
 - b) all information in relation to fraud or suspected fraud that we are aware of that involves management, employees who have significant roles in internal control over financial reporting or others where such fraud or suspected fraud could have a material effect on the financial information.
 - c) all information in relation to allegations of fraud, or suspected fraud, affecting the financial information, communicated by employees, former employees, analysts, regulators, or others.
 - d) all known instances of non-compliance or suspected non-compliance with laws and regulations, including all aspects of contractual agreements, whose effects should be considered when preparing financial information.
 - e) all known actual or possible litigation and claims whose effects should be considered when preparing the financial information.

SUBSEQUENT EVENTS:

- 6) All events subsequent to the date of the financial information and for which the relevant financial reporting framework requires adjustment or disclosure in the financial information have been adjusted or disclosed in the financial information.

RELATED PARTIES:

- 7) We have disclosed to you the identity of the City's related parties.
- 8) We have disclosed to you all the related party relationships and transactions/balances of which we are aware.
- 9) All related party relationships and transactions/balances have been appropriately accounted for in the financial information and disclosed to you and disclosed in the financial information.

ESTIMATES:

- 10) Measurement methods and significant assumptions used by us in making accounting estimates, including those measured at fair value, are reasonable.

Reasonable assurance over compliance with School Act

We confirm that the representations we make in this letter are in accordance with the definitions as set out in **Attachment I** to this letter.

We also confirm that, to the best of our knowledge and belief, having made such inquiries as we considered necessary for the purpose of appropriately informing ourselves:

RESPONSIBILITIES:

- 1) We have fulfilled our responsibilities, as set out in the terms of the engagement letter dated April 1, 2019, for:
 - a) the preparation of the subject matter information. We believe that the subject matter information is appropriate.
 - b) evaluating or measuring the subject matter information against the applicable criteria, including that all relevant matters are reflected in the subject matter information. We believe the applicable criteria is suitable.
 - c) providing you with all relevant information of which we are aware that is relevant to the preparation of the subject matter information such as all records, and documentation and other matters, including the complete minutes of meetings, or summaries of actions of recent meetings for which minutes have not yet been prepared, of Council and committees of Council that may affect the subject matter information, and access to such relevant information
 - d) providing you with additional information that you may request from us for the purpose of the engagement including, when applicable, any changes in the City's operations since the date of our last assurance report on the subject matter information
 - e) providing you with unrestricted access to persons within the City from whom you determined it necessary to obtain evidence
 - f) such internal control as we determined is necessary to enable the preparation of the subject matter information that is free from material misstatement, whether due to fraud or error. We also acknowledge and understand that we are responsible for the design, implementation and maintenance of internal control to prevent and detect fraud
 - g) ensuring that all transactions have been recorded and are reflected in the subject matter information
 - h) providing you with written representations that you are required to obtain under your professional standards and written representations that you determined are necessary
 - i) informing you of any documents, prior to their release, that contained the subject matter information and your assurance report thereon as of the date of this letter.

INTERNAL CONTROL OVER SUBJECT MATTER INFORMATION

- 2) We have communicated to you all deficiencies in the design and implementation or maintenance of internal control over the subject matter information of which management is aware.

FRAUD & NON-COMPLIANCE WITH LAWS AND REGULATIONS:

- 3) We have disclosed to you:
 - a) all information in relation to fraud or suspected fraud that we are aware of and that affects the subject matter information and involves; management, employees who have significant roles in internal control related to the preparation and presentation of the subject matter information, or others, where the fraud could have a material effect on the subject matter information
 - b) all information in relation to allegations of fraud, or suspected fraud, affecting the subject matter information communicated by employees, former employees, analysts, regulators, or others.
 - c) all known instances of non-compliance or suspected non-compliance with laws and regulations, including all aspects of contractual agreements, whose effects should be considered when preparing the underlying subject matter information.

- d) all known actual or possible litigation and claims whose effects should be considered when preparing the underlying subject matter information

SUBSEQUENT EVENTS:

- 4) All events subsequent to the date of the subject matter information and for which the applicable criteria requires adjustment or disclosure to the subject matter information have been adjusted or disclosed.

ESTIMATES:

- 5) Measurement methods and significant assumptions used by us in making estimates included in the subject matter information are reasonable.

Yours very truly,

Mr. Jake Rudolph, Chief Administrative Officer

Ms. Laura Mercer, Acting Director, Financial Services

cc: The Mayor and Council of the City of Nanaimo

Attachment I – Definitions

MATERIALITY

Certain representations in this letter are described as being limited to matters that are material. Misstatements, including omissions, are considered to be material if they, individually or in the aggregate, could reasonably be expected to influence the economic decisions of users taken on the basis of the financial statements, financial information or subject matter information. Judgments about materiality are made in light of surrounding circumstances, and are affected by the size or nature of a misstatement, or a combination of both.

FRAUD & ERROR

Fraudulent financial reporting involves intentional misstatements including omissions of amounts or disclosures in financial statements or financial information to deceive financial statement users.

Misappropriation of assets involves the theft of a City's assets. It is often accompanied by false or misleading records or documents in order to conceal the fact that the assets are missing or have been pledged without proper authorization.

An error is an unintentional misstatement in financial statements or financial information, including the omission of an amount or a disclosure.

Fraud refers to an intentional act that cause a material misstatement in the subject matter information, including omissions of amounts or disclosures to deceive intended users.

RELATED PARTIES

In accordance with public sector accounting standards, a *related party* exists when one party has the ability to exercise, directly or indirectly, control, joint control or significant influence over the other. Two or more parties are related when they are subject to common control, joint control or common significant influence. Related parties also include management and immediate family members.

In accordance with Canadian public sector accounting standards, a *related party transaction* is defined as a transfer of economic resources or obligations between related parties, or the provision of services by one party to a related party, regardless of whether any consideration is exchanged. The parties to the transaction are related prior to the transaction. When the relationship arises as a result of the transaction, the transaction is not one between related parties.

Attachment II – Summary of Audit Misstatements Schedule(s)

Current Year Corrected Misstatements in Presentation and Disclosure

- A reclassification within accumulated surplus of \$3.4M was made to remove yet to be spent funds borrowed for the reconstruction of Fire Station #1 from the calculation of invested in tangible capital assets. This resulted in an increase in the invested in tangible capital assets and a decrease in operating surplus balances within accumulated surplus. The correction impacted note disclosure only.

Appendix 3: Management letter

Please see attached.



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Fax (250) 480-3539*

PRIVATE & CONFIDENTIAL

Ms. Laura Mercer
Acting Director, Financial Services
City of Nanaimo
411 Dunsmuir Street
Nanaimo, BC V9R 0E4

April 29, 2019

Dear Ms. Mercer

Re: Reporting on Internal Control Matters

In planning and performing our audit of the financial statements of the City of Nanaimo (the "City" or the "Entity") for the period ended December 31, 2018, we obtained an understanding of internal control over financial reporting (ICFR) relevant to the City's preparation of the financial statements in order to design audit procedures that are appropriate in the circumstances for the purpose of expressing an opinion on the financial statements, but not for the purpose of expressing an opinion on ICFR. Accordingly, we do not express an opinion on the effectiveness of the City's ICFR.

Our understanding of ICFR was for the limited purpose described above and was not designed to identify all control deficiencies that might be significant deficiencies and therefore, there can be no assurance that all significant deficiencies or other control deficiencies have been identified. As a result, any matters reported below are limited to those deficiencies in ICFR that we identified during the audit.

Our awareness of control deficiencies varies with each audit and is influenced by the nature, timing, and extent of audit procedures performed, as well as other factors.

Refer to the Appendix D for the definitions of various control deficiencies.



Significant Deficiencies

In the prior year, we identified control deficiencies that we determined to be significant deficiencies in ICFR. We provide an update on these matters in Appendix A.

We did not identify any additional control deficiencies that we determined to be significant deficiencies in ICFR.

Other control deficiencies

In the prior year, we identified a control deficiency that we determined to be an other control deficiency in ICFR. We provide an update on this matter in Appendix B.

During the current year's audit, we identified control deficiencies that we determined to be other control deficiencies in ICFR that have not been communicated to management by other parties and that, in our professional judgment, are of sufficient importance to merit management's attention. Refer to Appendix C.

Management's responses

Management's responses have not been subjected to the audit procedures applied in the audit, and accordingly, we express no opinion on them.

Use of letter

This letter is for the use of management and those charged with governance in carrying out and discharging their responsibilities and should not be used for any other purpose or by anyone other than management and those charged with governance.

KPMG shall have no responsibility or liability for loss or damages or claims, if any, to or by any third party as this letter has not been prepared for, and is not intended for, and should not be used by, any third party or for any other purpose.

Yours very truly,

Chartered Professional Accountants

Liette Bates-Eamer
Partner
(250) 480-3641

cc:
The Mayor and Council of the City of Nanaimo

Appendix A

Previous Year's Significant Control Deficiencies

1. Whistleblower Policies

The City has two policies under which an employee can raise concerns:

1. Respectful Workplace
2. Reporting Serious Misconduct

The Respectful Workplace policy addresses disrespectful conduct which is defined as “any conduct or comment that is objectionable or unprofessional, which serves no legitimate work purpose and which has the effect of creating an intimidating, humiliating, hostile or offensive work environment.” The purpose of the policy is to “provide direction on what is and what is not a respectful workplace and to outline the procedures for resolving respectful workplace complaints.”

The Reporting Serious Misconduct policy establishes “a process whereby employees can report serious misconduct confidentially and without fear of retaliation, using an internal, high level communication channel.”

Both policies outline that employees are encouraged to report concerns without fear of reprisal which is a foundational concept for effective whistleblower policies. Specifically, for items raised under the Reporting Serious Misconduct policy, the policy states that the City will:

- “investigate the allegation, and if required, act on recommendations
- protect the complainant against retaliation.”

During the year, senior employees raised concerns regarding the appropriate usage of City funds and the ability to collect funds owed to the City. The initial concern appeared to be handled effectively; however, when the questionable activities resumed months later, the employees raised the issue again to several members of the Senior Leadership Team of the City. In response, disciplinary letters were placed in the complainants' employee files.

Additionally, the Respectful Workplace policy was revised five times between January 2017 and January 2018. Three of the revisions related to the individuals designated to manage complaints.

Recommendation

The City should review the Respectful Workplace and Reporting Serious Misconduct policies to ensure the differentiation between the two policies is clear and that both policies include effective escalation mechanisms; whereby, allegations involving the Chief Administrative Officer (CAO) are reported directly to the Mayor or a revolving designate of Council. Additionally, all complaints against senior leadership team members should be reviewed by the Mayor or a revolving designate of Council. The protection from retaliation for employees who raise concerns, as outlined in the policies, must be adhered to and respected.

Additionally, these policies should be reviewed and approved by Council. Any amendments to the policies should follow the same approval process to ensure the integrity of the policies is maintained.

Update from 2018 Audit

The Respectful Workplace policy has been revised and issued by the CAO on February 1, 2019. Whilst this has not been reviewed and approved by Council, we consider the updates appropriate for the City. Within the policy, escalation mechanisms have been updated such that allegations involving the CAO are reported directly to the Mayor or a designate of Council.

A separate Whistleblower policy has been drafted, which will supersede the Reporting Serious Misconduct policy. The purpose of the policy is to assist individuals in bringing forward information, in good faith, concerning allegations of wrongdoing, without fear of retaliation. Escalation mechanisms for staff complaints have been updated from the former policy such that if there is reason to believe that the complainant's manager would be in a potential or real conflict of interest in receiving the complaint, the complainant may escalate the complaint to the Director of Human Resources, the CAO, or the Mayor.

We continue to recommend that these policies are reviewed and approved by Council.

2. Expense Report Review, Authorization, and Policies

During the year, the expense reports of the CAO were being reviewed and approved by the Chief Financial Officer (CFO), a subordinate to the CAO. In following normal protocol, the CFO's expense reports were reviewed and approved by the CAO. This cross approval process provides for the opportunity of collusion between the two parties and is not an appropriate internal control.

Additionally, when discussing the review procedures performed when approving expense reports, it appears that the proper due diligence is not always followed in reviewing the items being submitted for approval.

When reviewing the supporting expense policies, we noted that the City's current policy related to Travel Guidelines is dated May 23, 2007. We understand Management has drafted enhancements and revisions to this policy that have yet to be approved.

Recommendation

We have recommended in the past, and continue to recommend, that the City's expense policy approval hierarchy be reviewed and amended to ensure that all expense reports are approved by a person more senior than the person submitting the expenses. Specifically, the CAO's expenses should be reviewed by the Mayor or a revolving designate of Council.

We also recommend that those who approve expense reports and City credit card statements are provided with guidance with respect to the duty and care required to approve an expense. Timely action must be taken in the event of non-compliance with City policies.

We also recommend the drafted revisions to the Travel Guidelines be reviewed and approved on a timely basis and that the policies incorporate our above recommendations.

Update from 2018 Audit

We selected a sample of expense reports paid in the year. We did not identify any instances where an expense report was approved by a subordinate to the person submitting the expenses. Expense reports submitted by the CAO selected for testing were reviewed by the Mayor or a revolving designate of Council.

During the period when the CAO position was vacant, the expense reports of the senior leadership team, including the City Clerk, were approved by the Acting Director of Financial Services. The expense reports of the Acting Director of Financial Services were approved by the City Clerk.

Revisions to the Travel Guidelines policy dated May 23, 2007, drafted in 2016, have not yet been reviewed and approved. We continue to recommend the revisions to the Travel Guidelines be reviewed and approved on a timely basis and that the policies incorporate our above recommendations.

Management intends to deliver formal training sessions for new managers, which will include the duty and care expected surrounding review of expense reports and City credit card statements.

3. Consistency of Hiring Practices

The City has a well-established hiring protocol whereby job opportunities are posted, interviews are conducted, personality traits are tested for senior positions, criminal record checks are obtained, and references are verified. It appears that in some situations, steps in the process are bypassed.

Recommendation

We recommend that the hiring protocol be reviewed with certain steps being tailored for the position being filled (i.e. personality testing limited to senior positions, etc.); however, once the protocol is set, the protocol should be followed for the filling of all positions.

Update from 2018 Audit

Management asserts that all positions filled in the year have been in accordance with the City's hiring protocol whereby job opportunities are posted, interviews are conducted, personality traits are tested for senior positions, criminal record checks are obtained, and references are verified.

4. Governance Understanding and Responsibilities

Through discussion with Senior Leadership and Council, there appears to be a lack of clarity regarding the roles and responsibilities associated with various committees, particularly the Finance and Audit Committee (the Committee). The terms of reference for the Committee are publicly available on the City website; however, the responsibilities of Council compared to the CAO are not well understood, along with other fiduciary duties.

Recommendation

We recommend that Council members partake in an education session which outlines the governance policies of the City, a review of the terms of reference for the various committees, and the roles and responsibilities for any committee chairs. The terms of reference for the committees should be reviewed on an annual basis to ensure the committees are meeting all of the requirements and that the terms are still relevant. The education session should also cover the confidentiality protocols, freedom of information procedures, and the escalation process when roles and responsibilities are not fulfilled.

Strong corporate governance which is set by senior management, the audit committee, and the board of directors (or Council for the City's context), creates the ethical climate of an organization which is often referred to as the "tone at the top". Having a strong tone at the top is important as it helps to foster an environment where fraud is deterred.

Update from 2018 Audit

In 2018 and 2019, the City held multiple training sessions with elected Council members, outlining governance policies, confidentiality protocols, freedom of information procedures, and the escalation process when roles and responsibilities are not fulfilled.

On February 4, 2019, elected Council members signed a Code of Conduct, which outlines the foundational principles of responsible conduct, including integrity, respect, accountability, and leadership and collaboration.

The terms of reference for the Finance and Audit Committee are being reviewed by management to ensure they meet all requirements and the terms remain relevant. Management have identified that the terms include risk management, however there is minimal coverage of this area by the Committee. We support managements continued review of the terms and encourage management to consider the appropriate forum for risk management.

Appendix B

Previous Year's Other Control Deficiencies

1. Reserves

In our review of the City's reserves, we noted that an annual budget exists for transfers to and from reserves. If circumstances occur throughout the year that require changes to planned provisions or use of reserves, transfers are made to true up results to actual or reallocate amounts within the reserves reported in the yearend financial statements with approvals for such transfers occurring subsequent to year end. Best practice would be that all approvals of changes to reserve accounts are obtained within the fiscal year.

Recommendation

We understand that Management is in the process of establishing a comprehensive Reserve Policy for the City to help facilitate the management of the City's reserves. A reserve policy would speak to adequacy of reserve levels and guidelines on use and replenishment of reserves. We support this initiative and consider it appropriate to have such a policy in place. We also recommend that any transfers and approvals between reserves occur within the respective fiscal year.

Update from 2018 Audit

During the year, City staff performed a reserves review; this covered an overview of the City's current reserves and made recommendations for changes to reserves. Recommendations made include the establishment of new reserves (both operating and statutory) and the elimination of reserves and transfers of amounts between reserves. The review also set out the methodology for determining target balances and recommended approving a new Reserves Policy and directing staff to report annually to Council on the status of all City reserves.

The Reserves Policy has been drafted by the financial services department in line with the recommendations made in the reserves review.

We commend management for the progress made in completing the reserves review and drafting the reserves policy. We encourage Council to review and approve this policy and monitor compliance.

Appendix C

Current Year Other Control Deficiencies

1. Payroll Processing

During the year, we identified a lack of segregation of duties within the City's payroll process.

A key control in the payroll process is the bi-weekly review of system generated reports, which is intended to identify unusual variances in employee payroll. The Payroll Clerk is responsible for preparing these reports, and either the Payroll Clerk or Manager of Payroll will review and authorize the reports. Risks arise if the Payroll Clerk is concurrently preparing, reviewing and approving his/her own work. The Manager of Payroll's review of these reports is not consistent across each pay cycle.

We identified one pay period where the bi-weekly time entry journal was prepared and reviewed concurrently by the Manager of Payroll. We recognize that this was an isolated instance as a result of staffing shortages in the department and has been subsequently resolved through the hiring of new employees.

Additionally, the Payroll Clerk and the Manager of Payroll hold administrative access rights to the payroll system. As these staff members approve the payroll, with administrative access rights they also have the ability to make changes to the underlying payroll data without subsequent approval.

Recommendations

We recommend that the review of payroll system generated reports is completed by an individual independent of the preparer. All reports should be reviewed by a person more senior than the preparer. This should also include review of any changes made to the underlying payroll data.

We recommend that the City consider cross-training employees in the Financial Services department to reduce the risk of future personnel shortages in the Payroll department.

Management's Response

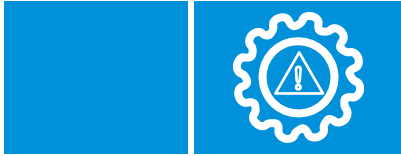
The City commits to reviewing the payroll processes and make improvements where necessary.

Appendix D

Definitions

| Terminology | Definition |
|--|---|
| Deficiency in Internal Control ("control deficiency") | <p>A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis.</p> <p>A deficiency in design exists when (a) a control necessary to prevent, or detect and correct, misstatements in the financial statements is missing; or (b) an existing control is not properly designed so that, even if the control operates as designed, the control is unable to prevent, or detect and correct, misstatements in the financial statements.</p> <p>A deficiency in operation exists when a properly designed control does not operate as designed or the person performing the control does not possess the necessary authority or competence to perform the control effectively.</p> |
| Significant Deficiency in Internal Control ("significant deficiency") | <p>A significant deficiency in internal control is a deficiency, or combination of deficiencies, in internal control that, in the auditor's professional judgment, is of sufficient importance to merit the attention of those charged with governance.</p> |

Appendix 4: Other information



Documents containing or referring to the audited financial statements

We are required by our professional standards to read only documents containing or referring to audited financial statements and our related auditors' report that are available through to the date of our auditors' report. The objective of reading these documents through to the date of our auditors' report is to identify material inconsistencies, if any, between the audited financial statements and the other information. We also have certain responsibilities, if on reading the other information for the purpose of identifying material inconsistencies, we become aware of an apparent material misstatement of fact.



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DATE OF MEETING May 13, 2019

AUTHORED BY KARIN KRONSTAL, SOCIAL PLANNER, COMMUNITY AND CULTURAL PLANNING

SUBJECT TASK FORCE ON HEALTH AND HOUSING

OVERVIEW

Purpose of Report

To request that Council approve the creation of a Health and Housing Task Force to be chaired by a member of City Council as outlined in the Terms of Reference attached to this report.

Recommendation

That Council:

- 1) approve the creation of a Health and Housing Task Force;
- 2) approve the proposed Task Force on Health and Housing Terms of Reference; and
- 3) appoint a Council representative or representatives to the Task Force on Health and Housing.

BACKGROUND

In the past few years, issues related to mental health, poverty, substance use disorders, homelessness, and housing affordability have escalated in Nanaimo. This has resulted in creating a state of crisis for Nanaimo's most vulnerable community members, with impacts for the wider community. Nanaimo's 2018 Tent City and the ongoing challenges with the temporary modular housing and those who remain street-entrenched clearly demonstrate the need to find more effective ways to tackle these increasingly complex health and housing issues. Strong leadership is required to facilitate the collaboration needed to develop appropriate responses to address these challenges.

At its 2019-FEB-11 Special Committee of the Whole Meeting, Council received an information report on affordable housing and homelessness. One of the subjects outlined in that report was the ongoing work of the Nanaimo Homelessness Coalition (the "Coalition"). The Coalition was formed in 2015 to address the issue of homelessness. Its membership includes a number of non-profit agencies, government bodies, faith groups, and residents of the community (see Attachment A). The group meets monthly to discuss issues related to homelessness and to share information between service providers.

The Coalition was preceded by Nanaimo's Working Group on Homelessness, which began in 2001 and whose make up was very similar to the current Coalition. The Coalition and its constituent members provide a range of responses to housing needs, including:

- emergency shelter beds;
- transitional and supportive housing;

- affordable housing and rent subsidies;
- free or low-cost meal programs;
- homelessness outreach support; and
- mental health, harm reduction, substance use recovery services, and more.

Funding for these programs and services is provided by the Provincial Government through BC Housing, the Federal Government through Service Canada, and by local government through the City of Nanaimo and the Regional District of Nanaimo (RDN). Community donations and volunteer time are also a key resource.

Historically, one of the main roles of the Coalition has been to allocate funding received through the Federal Government's Homeless Partnering Strategy (HPS). The Federal Government through Service Canada has been funding Nanaimo as a designated community since 2001. A sub-committee of the Coalition allocates the \$811,000 in Federal funding received annually under the HPS. There are two streams of funding: Aboriginal (\$256,000) and Designated (\$555,000) streams. The last agreement expired at the end of March 2019 and the program was renewed for ten years under the name "Reaching Home." The United Way acts as the community entity through which the HPS money is received and allocated.

Part of receiving the Federal funding through HPS requires that the Coalition have a community plan that guides the allocation decisions. The Coalition recently completed *Nanaimo's Action Plan to End Homelessness 2018-2023* (the "Action Plan"). The Action Plan is a five-year plan to help Nanaimo end homelessness or diminish the harms produced by homelessness where it persists by guiding and organizing services. At its 2018-SEP-17 Regular Council Meeting, Council endorsed the Action Plan as a companion document to the *Nanaimo Affordable Housing Strategy*.

Challenges with Current Coalition Structure

In its current formation, the Coalition has a large membership that includes numerous non-profit societies of varying sizes and capacity; representatives from the municipal, Provincial and Federal levels of government; faith groups; and community members with an interest in developing and carrying out solutions to homelessness. Due to the size of the group and the spectrum of services it represents, meetings are primarily focused on information sharing. Smaller working groups typically take on specific project work (i.e., the Allocations Committee, and the Community Plan Committee), and since it is often the same individuals and organizations that sit on the smaller working groups, capacity is limited.

A second challenge with the existing Coalition is that it is not a legal entity and has neither a budget nor staff. The United Way did receive a 2019 Social Planning Grant from the City of Nanaimo to hire a part-time communications coordinator for the Coalition, but this is a one-time grant that is not renewable beyond two years. Members end up bringing their own resources to the Coalition agenda and activities. These factors present a significant challenge to the ability of the Coalition to quickly respond to the current health and housing crisis.

Historically, the United Way of Central and Northern Vancouver Island has been a major facilitator of the work of the Coalition by acting as the 'Community Entity' for the HPS funding and taking on much of the communication and administrative work associated with the Coalition. As noted by the Executive Director of the United Way in her 2019-FEB-11 presentation to Council, the scope of the challenge has evolved and the on-going crisis requires a new

approach to governance that builds on the strengths of the existing network. The suggestion made at that time was for the City to take a leadership role to help advance the work to address issues that lead to homelessness.

Task Force Approach to addressing Health and Housing

Other communities facing a similar scale of mental health, substance use, homelessness, and housing affordability challenges as Nanaimo have created a municipal task force with participation of a Council member, or members, some of whom are designated to chair. For example, the Oceanside Task Force on Homelessness was formed by the City of Parksville in 2010 to address homelessness and related issues in School District No. 69, with one Parksville Council member appointed as liaison. Other communities, such as Victoria, Burnaby and New Westminster, have created specific City-led task forces to provide recommendations to Council on policies, projects, and specific initiatives that increase housing supply, diversity, and affordability.

While the City of Nanaimo is a key stakeholder in identifying or facilitating solutions to the health and housing crisis, currently there is no elected municipal leadership on the existing Coalition. In discussions with New Westminster City staff, it was observed that Council and senior City staff participation on their City-led task force allows for more in-depth exploration of issues than time typically permits at a Regular Council Meeting. The appointed Council members also bring forward questions and ideas on behalf of their colleagues without having to wait for a report to Council when they are being asked for a decision.

Frequently, task forces typically have a limited-time mandate. For example, Victoria City Council created the Mayor's Task Force on Housing Affordability in April 2015, which was comprised of citizens and community leaders with experience in planning, architecture, real estate development, anti-poverty, and non-profit housing. Within several months of weekly meetings, the task force developed an action plan which consisted of recommendations to Victoria City Council on innovative housing policy solutions that resulted in Victoria's current Housing Strategy. In this case, it should be noted Victoria's Mayor is also the co-chair of the board of directors of the Greater Victoria Coalition to End Homelessness. Another example is Nanaimo's Cannabis Task Force, which met three times to develop recommendations for how the City should respond to changes to Federal legislation regarding the legalization of cannabis.

Nanaimo is in a good position to create a health and housing task force, given that Council has recently endorsed the Coalition's Action Plan to End Homelessness and the Affordable Housing Strategy that reflect current best practices and identify key priorities. While BC Housing has the primary mandate for housing, and Island Health has the mandate for addressing mental health and substance use, solving issues related to the housing crisis and homelessness is a collaborative work across jurisdictions and sectors that requires one partner to take the lead in facilitating these partnerships. Staff are recommending Council take a leadership role by approving the creation of a task force on health and housing (the "Task Force") with a Council member or members appointed as Chair for an initial term of one year.

The Task Force would have the mandate to facilitate the implementation of policies aimed at increasing housing supply, diversity, and affordability; as well, would consider what each organization can do to address issues that give rise to and perpetuate homelessness. This would include addressing poverty, mental health, and substance use disorders. A draft Terms of Reference for the Task Force is included as Attachment B.

It should be noted this is not a proposal to disband the existing Coalition, but rather to build on its strengths while recognizing its limitations. Discussions with the Coalition membership have indicated that most participants would be interested in continuing to meet on a less frequent basis to share information if there was another table of key players working on Action Plan implementation. As outlined in the Terms of Reference, the proposed Task Force would also participate at Coalition meetings to provide updates and solicit input on actions. Should Council approve creating the proposed Task Force, the Coalition could amend its own Terms of Reference to reflect the complementary roles of the two groups.

OPTIONS

1. That Council:

- 1) approve the creation of a Health and Housing Task Force;
- 2) approve the proposed Task Force on Health and Housing Terms of Reference; and
- 3) appoint a Council representative or representatives to the Task Force on Health and Housing.
 - **Budget Implication:** It is anticipated that the Task Force budget would be \$2,500, consistent with typical budgeted amounts for Council committees. This could potentially be funded using existing 2019 budgeted resources for committees. If the committee budget funding is not used, then Council has the option of using Council contingency funds.
 - **Policy Implication:** Creation of a Task Force would facilitate prioritizing activities and implementing the Action Plan to End Homelessness and the Affordable Housing Strategy.
 - **Strategic Priorities Implication:** The proposed Task Force supports the draft 2019-2022 Strategic Plan values of Governance Excellence and Livability.
 - **Political Implication:** Would be responsive to community pressure to address frequently overlapping issues of poverty, mental health, substance use, homelessness, and housing affordability.

2. That Council provide alternative direction to Staff.

SUMMARY POINTS

- Established in 2015, the Nanaimo Homelessness Coalition is a partnership between a number of government and non-governmental agencies working together to end homelessness in our community.
- Input from the Coalition and the increasing complexity and severity of Nanaimo's health and housing crisis requires enhanced municipal leadership.
- A City-led Task Force on Health and Housing created by Council would oversee the implementation of both the Action Plan to End Homelessness and the Affordable Housing Strategy, while also considering actions to address issues related to homelessness, mental health, and substance use.

ATTACHMENTS

ATTACHMENT A: Nanaimo Homelessness Coalition Membership

ATTACHMENT B: Task Force on Health and Housing Terms of Reference (Proposed) |

Submitted by:

Lisa Bhopalsingh
Manager, Community and Cultural Planning |

Concurrence by:

Dale Lindsay
Director, Community Development

Laura Mercer
Acting Director, Financial Services

Sheila Gurrie
City Clerk |

ATTACHMENT A

NANAIMO HOMELESSNESS COALITION MEMBERS

- AIDS Vancouver Island
- BC Housing
- City of Nanaimo
- Canadian Mental Health Association
- First Unitarian Fellowship of Nanaimo
- Haven Society
- Island Crisis Care Society
- Island Health
- Men's Resource Centre
- Ministry of Social Development and Poverty Reduction
- Nanaimo Region John Howard Society
- Nanaimo Women's Resource Centre
- Nanaimo Youth Services Association
- Pacifica Housing
- Nanaimo RCMP
- Service Canada
- Salvation Army
- Tillicum Lelum Aboriginal Friendship Centre
- United Way
- Vancouver Island Mental Health Society
- Widsten Property Management
- 7-10 Breakfast Club
- Citizens at large

ATTACHMENT B



TERMS OF REFERENCE

TASK FORCE ON HEALTH AND HOUSING

PURPOSE:

To address the health and housing crisis in our community. The task force will be required to:

- Work with the Nanaimo Homelessness Coalition (the “Coalition”) to:
 - fulfill the Community Plan requirements of the Federal “Reaching Home” (Designated and Aboriginal) funding; and,
 - determine the optimal governance structure to implement the Nanaimo Action Plan to End Homelessness.
- Oversee the implementation of the Coalition’s Action Plan to End Homelessness and Nanaimo’s Affordable Housing Strategy;
- Provide recommendations to Nanaimo City Council on other issues arising from and giving rise to homelessness in our community (poverty, mental health, substance use disorders);
- Provide status updates on the progress of the task force to the Coalition;
- Determine the connection between the Regional District of Nanaimo affordable housing initiatives and those within the City of Nanaimo.
- Advocate for additional resources from all levels of government for housing, health and poverty reduction initiatives;
- Participate in the creation of a health, housing and homelessness communications strategy; and,
- Address other issues as the task force sees fit.

MEMBERSHIP:

To be most effective the Committee members should be senior level decision makers for each participating organization.

The voting membership of the Committee will be as follows:

- One-two (1-2) members of Council
- Nine (9) members.

Chair – member of Council

Alternate Chair – member of Council/other Committee member

1 – Snuneymuxw First Nation representative (Council member or designate)

1 – RCMP senior executive representative

1 – VIHA senior executive representative

1 – BC Housing senior executive representative

- 1 – Ministry of Social Development and Poverty Reduction senior executive staff representative
- 1 – Service Canada senior executive staff representative
- 1 – Designated “Reaching Home” Community Entity representative*
- 2 – Non-Profit Organization representatives**

The initial term of appointment shall be for twelve (12) months with a review at the end of term for possible renewal for a further twelve (12) months.

MEETING FREQUENCY:

The initial task force meeting will be called by the Chair, with the remaining meeting schedule established by the task force.

STAFF SUPPORT:

The following City Departments will provide support to the Task Force as needed:

- Community Development Staff
- City Clerk
- Other Staff as required

OBSERVERS & COMMUNITY SUPPORTS:

Non-voting representatives may be invited to attend the meeting specific to topics of shared interest. All regular meetings are open to the public.

* Community Entity representative to be appointed by Council

** Non-Profit Organization representatives to be appointed by Council

ATTACHMENT A

NANAIMO HOMELESSNESS COALITION MEMBERS

- AIDS Vancouver Island
- BC Housing
- City of Nanaimo
- Canadian Mental Health Association
- Citizen/Lived Experience
- First Unitarian Fellowship of Nanaimo
- Haven Society
- Island Crisis Care Society
- Island Health
- Members at Large (2)
- Members at Large - Indigenous Representatives (3)
- Men's Resource Centre
- Mid-Island Metis Nation
- Ministry of Social Development and Poverty Reduction
- Nanaimo 7-10 Club
- Nanaimo and Area Resource Services for Families (NARSF)
- Nanaimo Chamber of Commerce
- Nanaimo Citizen Advocacy
- Nanaimo Region John Howard Society
- Nanaimo Women's Resource Centre
- Nanaimo Ladysmith Public Schools
- Nanaimo Youth Services Association
- Nanaimo RCMP
- Pacifica Housing
- People for a Healthy Community Gabriola
- Service Canada
- Salvation Army
- Tillicum Lelum Aboriginal Friendship Centre
- United Way Central and Northern Vancouver Island
- Vancouver Island Mental Health Society
- Widsten Property Management

4500.055

"Zoning Amendment Bylaw 2014 No. 4500.055" (RA324 – To rezone 4015 and part of 4001 Corunna Avenue from Single Dwelling Residential [R1] to Residential Corridor [COR1] in order to construct an office building).

Passed two readings 2014-JAN-13. Public Hearing 2014-FEB-06. Passed third reading 2014-FEB-06. Ministry of Transportation approval 2014-MAR-04.

4500.131

"Zoning Amendment Bylaw 2019 No. 4500.131" (To rezone 4900 Island Highway North in order to permit site-specific automobile sales, service and rental use).

Passed first and second reading 2019-FEB-25. Requires public hearing prior to adoption.

4500.132

"Zoning Amendment Bylaw 2019 No. 4500.132" (To rezone 111 Nicol Street to allow a site-specific Cannabis Retail Store use in the Gateway [DT12] Zone).

Passed two readings 2019-JAN-21. Public Hearing held and passed third reading on 2019-FEB-07. Ministry of Transportation and Infrastructure approval 2019-MAR-06.

4500.133

"Zoning Amendment Bylaw 2019 No. 4500.133" (To rezone Unit 9, 1599 Dufferin Crescent to allow "Cannabis Retail Store" as a site-specific use in the Hospital Urban Centre [CC5] Zone).

Passed first and second reading 2019-MAR-04. Public Hearing held and passed third reading on 2019-APR-04.

4500.135

"Zoning Amendment Bylaw 2019 No. 4500.135" (To rezone 2220 Bowen Road to allow Cannabis Retail Store" as a site-specific use in the Community Corridor [COR3] Zone).

Passed first and second reading 2019-MAR-18. Public Hearing held and passed third reading on 2019-APR-04.

4500.136

"Zoning Amendment Bylaw 2019 No. 4500.136" (To rezone 2397 Barclay Road from Single Dwelling Residential [R1] to Single Dwelling Residential – Small Lot [R2]).

Passed two readings 2019-APR-01. Public Hearing held and passed third reading on 2019-MAY-02. Requires Ministry of Transportation and Infrastructure approval prior to adoption.

4500.137

"Zoning Amendment Bylaw 2019 No. 4500.137" (To rezone 2387 Barclay Road from Single Dwelling Residential [R1] to Single Dwelling Residential – Small Lot [R2]).

Passed two readings 2019-APR-01. Public Hearing held and passed third reading on 2019-MAY-02. Requires Ministry of Transportation and Infrastructure approval prior to adoption.

4500.138

"Zoning Amendment Bylaw 2019 No. 4500.138" (To rezone 3923 Victoria Avenue to allow "Cannabis Retail Store" as a site-specific use in the Neighbourhood Centre [CC2] Zone).

Passed two readings 2019-APR-01. Public Hearing held and passed third reading on 2019-MAY-02. Requires Ministry of Transportation and Infrastructure approval prior to adoption.

4500.139

"Zoning Amendment Bylaw 2019 No. 4500.139" (To rezone 1483 Bowen Road to allow "Cannabis Retail Store" as a site-specific use in the Community Corridor [COR3] Zone).

Passed two readings 2019-APR-01. Public Hearing held and passed third reading on 2019-MAY-02.

4500.140

"Zoning Amendment Bylaw 2019 No. 4500.139" (To rezone 510 Fifth Street to allow "Cannabis Retail Store" as a site-specific use in the City Commercial Centre [CC3] Zone).

Passed two readings 2019-APR-01. Public Hearing held and passed third reading on 2019-MAY-02.

4500.141

"Zoning Amendment Bylaw 2019 No. 4500.141" (To rezone 25 Front Street to allow "Cannabis Retail Store" as a site-specific use in the Chapel Front [DT5] Zone).

Passed two readings 2019-APR-01. Public Hearing held and passed third reading on 2019-MAY-02. Requires Ministry of Transportation and Infrastructure approval prior to adoption.

4500.142

"Zoning Amendment Bylaw 2019 No. 4500.142" (To rezone 6683 Mary Ellen Drive to allow "Cannabis Retail Store" as a site-specific use in the Woodgrove Urban Centre [CC4] Zone).

Passed two readings 2019-APR-29. Requires Public Hearing and Ministry of Transportation and Infrastructure prior to adoption.

4500.143

"Zoning Amendment Bylaw 2019 No. 4500.143" (To rezone 3200 Island Highway North to allow "Cannabis Retail Store" as a site-specific use in the City Commercial Centre [CC3] Zone).

Passed two readings 2019-APR-29.. Requires Public Hearing and Ministry of Transportation and Infrastructure prior to adoption.

7183

"Trapping Bylaw 2013 No. 7183" (To regulate, prohibit and impose requirements respecting body-gripping traps or devices for animals and wildlife).

Passed three readings 2013-NOV-18. Requires Ministry of Forests, Lands and Natural Resource Operations approval prior to adoption.

7282

"Port Theatre Borrowing Bylaw 2019 No. 7282" (To authorize the borrowing of up to \$4,500,000 for the construction of the Port Theatre Community Performing Arts Centre).

Passed three readings 2019-JAN-14. Grant approval and Inspector approval required prior to adoption.

7284

"Parcel Tax Roll Preparation Bylaw 2019 No. 7284" (To allow preparation of the Parcel Tax Roll related to the Regional District of Nanaimo Parcel Tax for Regional Parks and Trails).

Passed three readings 2019-APR-01.

7285

“Regional Parks and Trails Parcel Tax Bylaw 2019 No. 7285” (To provide authorization to collect a parcel tax).

Passed three readings 2019-APR-01. Requires authentication by the Parcel Tax Roll Review Panel prior to adoption.