

## PUBLIC ACCOUNTS 2016-17

### Top Media Qs & As

September 5, 2017

#### 1. The Auditor General has issued a qualified opinion for the second year in a row. Is this a sign of fiscal mismanagement?

We continue to move forward and present the Province's finances fairly and accurately and in accordance with Canadian Public Sector Accounting Board standards. Ontario has a strong track record of producing high-quality financial reports on a timely basis. The Auditor General's qualified opinion is based on a different interpretation of Public Sector Accounting Board standards for net pension assets and recognition of market accounts.

Last year there was a disagreement among the Province's professional accounting staff and the Auditor General's Office on the appropriate application of Public Sector Accounting Board standards regarding pension accounting. As a result, the Pension Asset Expert Advisory Panel was established to deliver independent advice and recommendations on the issue to the Province.

The independent panel members concluded the Province's share of the net pension assets of both the Ontario Teachers' Pension Plan and the Ontario Public Service Employees' Union Pension Plan should be recognized in Ontario's financial statements.

After significant deliberation, including consideration of the recommendations of the panel, Ontario confirmed that the accounting for these plans prior to 2015-16 was appropriate, and are prepared in accordance with public sector accounting standards for pension asset accounting. Further, EY provided additional analysis and concluded that no valuation allowance was required for either plan as of March 31, 2017. The 2016-17 financial statements include these pension assets, and we continue to apply the accounting treatment of pension assets that the Province has used consistently since 2001. In addition, the 2015-16 financial statements were restated to include these assets.

Commented [AT1]: Edits by OPCD; Aug 31

This year the Independent Electricity System Operator (IESO) began recognizing its market accounts' assets (amounts due from power distributors) and liabilities (amounts due to power producers) in their financial results. IESO has chosen to recognize these markets accounts on its books for transparency reasons, as it better reflects the financial position of the IESO-administered markets at year-end. This change was supported by the IESO's audit committee, its independent external auditor, and finally by the Office of the Provincial Controller. This change

Commented [AT2]: Edits by OPCD; Aug 31

also has no impact to the province's annual deficit, net debt or accumulated deficit.

This accounting is consistent with the presentation used previously by the Ontario Power Authority (which was merged with the IESO on January 1, 2015) in its financial statements, which was not subject to qualification from the Office of the Auditor General at that time.

**Commented [AT3]:** MOF/OFA- John Kim, Sept 1: "Here and elsewhere, not sure if this paragraph helps."

**2. The Auditor General is critical of the IESO accounting changes. Is this another example of Ontario's 'funny math'?**

No. The Independent Electricity System Operator (IESO) began recognizing its market accounts' assets (amounts due from power distributors) and liabilities (amounts due to power producers) in their financial results. IESO has chosen to recognize these markets accounts on its books for transparency reasons, as it better reflects its net financial position on behalf of the IESO-administered markets at year-end.

This accounting change was accepted by the IESO's independent external auditor, which issued an unqualified, or "clean," audit opinion. These accounting changes were highlighted in the IESO's annual report which was published online in March 2017.

**Commented [AT4]:** Removed by OPCD; Aug 31  
("Removing this as it isn't relevant to market accounts"-SH)

Further, this accounting is consistent with the presentation used previously by the Ontario Power Authority (which was merged with the IESO on January 1, 2015) in its financial statements, which was not subject to qualification from the Office of the Auditor General at that time.

**Commented [AT5]:** MOF/OFA- John Kim, Sept 1: "Not sure if this paragraph helps and is needed."

This change has no impact to the province's annual deficit, net debt or accumulated deficit.

**Commented [AT6]:** Mark Donaldson suggested adding this Aug 28

This accounting change has been supported by the professional accounting staff of the Office of the Provincial Controller.

**Commented [AT7]:** Edits by OPCD; Aug 31

We will continue to work with the Auditor General to build on the government's track record of responsible fiscal management and high quality financial reporting.

*If pressed on rate-regulated accounting:*

The IESO made the decision to adopt rate-regulated accounting because it better reflects the economic substance of certain types of expenses that may not be directly recovered through the normal revenue requirement model.

The IESO, like Hydro One and Ontario Power Generation (OPG), is regulated by the Ontario Energy Board. The IESO adopted rate-regulated accounting for its year ended December 31, 2016. The impact on the financial statements of the Province is a decrease of \$82 million in the 2016-17 opening accumulated deficit and an increase in the 2016-17 annual deficit by \$24 million.

This accounting change was accepted by the IESO's independent external auditor, which issued an unqualified, or "clean," audit opinion. These accounting changes were highlighted in the IESO's annual report which was published online in March 2017.

**3. Why are you still fighting with the Auditor General over pension accounting?**

In preparing last year's Public Accounts, the Province's professional accounting staff and the Auditor General's Office engaged in discussions about the appropriate application of Public Sector Accounting Board standards regarding pension accounting for the Province's jointly sponsored pension plans.

As a result, the Pension Asset Expert Advisory Panel was established to deliver independent advice and recommendations to the Province on the issue. The independent panel members concluded the Province's share of the net pension assets of both the Ontario Teachers' Pension Plan and the Ontario Public Service Employees' Union Pension Plan should be recognized in Ontario's financial statements.

After significant deliberation, including consideration of the recommendations of the panel, Ontario confirmed that the accounting for these plans prior to 2015-16 was appropriate. Further, EY provided additional analysis and concluded that no valuation allowance was required for either plan. The 2016-17 financial statements include these pension assets, and we continue to apply the accounting treatment of pension assets that the Province has used consistently since 2001. In addition, the 2015-16 results were restated to include these assets.

Commented [AT8]: Edits made Aug 31; OPCD

We will continue to work with the Auditor General to build on the government's track record of responsible fiscal management and high quality financial reporting.

**4. How were you able to beat your deficit target in 2016-17?**

In 2016-17 we maintained our focus on responsible fiscal management and investing in the right priorities. We are making progress on our economic plan by making investments to spur growth, transforming government and responsibly managing spending.

Average annual growth of total government spending has been held to 2.3 per cent for the past five years. As a result of growth in revenue that exceeded growth in program expense, as well as lower than forecast interest on debt, the deficit is \$3.3 billion lower than projected in the 2016 Budget. It is also \$0.5 billion lower than the interim projection in the 2017 Budget.

This is the eighth year in a row the government has beaten its deficit target.

- 5. The government is claiming the deficit has been reduced to \$1B deficit for 2016-17 and that the budget will be balanced over the next three years. However, the AG is saying that the deficit for 2016-17 was more than \$2B due to the treatment of pension assets, and the FAO has stated that the government's revenue forecast is more than \$1B too "optimistic". Isn't the government really hiding a \$3-4B deficit instead of a balanced budget?**

There is no hidden deficit. In the *2010 Budget*, the government committed to eliminating the deficit and returning to a balanced budget by 2017-18. Through targeted, measured and fiscally responsible decisions, Ontario has restored its fiscal and economic strength.

Today we are confirming that the 2016-17 deficit of \$1 billion is \$3.3 billion lower than projected in the 2016 Budget and \$0.5 billion lower than the interim projection in the 2017 Ontario Budget. This marks the eighth year in a row that Ontario has beaten its deficit target.

The success in eliminating the deficit is supported by a strong track record in managing spending -- having held average growth in spending to 2.3 per cent over the past five years.

In addition, over the last several years, the government's investments to strengthen economic growth have paid off. Ontario is a leader in economic growth, with our real GDP growth having outpaced that of all the G7 countries over the last three years. The strengthened economy has resulted in increased revenue for the Province -- in fact, over the past two fiscal years, revenue has come in higher than projected, supporting Ontario's return to a balanced budget.

Commented [AT9]: MOF-OEP edit Sept 1, 5:51 via Patrick Laughton

It is also important to point out that private sector forecasters have revised upward their expectations for the Ontario economy since the 2017 Budget, reflecting the growing strength of the Ontario economy. The government is also taking steps to improve tax fairness and address the underground economy in order to ensure the integrity of the Province's revenues.

Finally, Ontario's fiscal plan incorporates prudence in the form of a reserve to protect the fiscal outlook against unforeseen adverse changes in the Province's revenue and expense. The reserve has been set at \$0.6 billion in 2017-18, \$0.6 billion in 2018-19, and \$0.9 billion in 2019-20.

Balancing the budget means that the government can invest more in the programs and services that people rely on.

**6. Interest on debt is still massive and the Bank of Canada is expected to raise interest rates again this fall. How is the government preparing for this and will this affect your ability to maintain a balanced budget?**

The increase in the Bank of Canada's policy rate reflects the growing strength of the Canadian and Ontario economy. Ontario's economy remains strong and has continued to grow and create jobs in an uncertain global environment.

A quarter-point increase in the policy rate is not likely to have a material impact on the Ontario economic outlook. The 2017 Ontario Budget anticipated that the interest rates would rise modestly,

As noted in the 2017 Budget, the Province's average cost of 10 year borrowing in 2017-18 is forecast to be 3 per cent. The impact of a 100 basis point increase in borrowing rates is forecast to be approximately \$300 million. The interest rate forecast used in the Budget was prudent, and anticipated that long-term interest rates would rise as we progressed through the fiscal year.

**7. You claim to have balanced the budget yet you keep piling on more debt. How do you plan to pay down the debt?**

We maintain a target of reducing the net debt-to-GDP ratio to its pre-recession level of 27 per cent, with current projections showing that this will be achieved by 2029-30. In the balanced 2017 Budget, the government is setting an interim target to reduce the net debt-to-GDP ratio to 35 per cent by 2023-24.

In a balanced budget environment, debt would be incurred primarily to invest in capital assets. We are making progress on our economic plan by making investments to spur growth, transforming government and responsibly managing spending – including addressing the underground economy and maintaining tax fairness. Our strategic investments in infrastructure provide economic benefits: a recent study by the Centre for Spatial Economics (C4SE) finds that, over the long term, real GDP in Ontario will rise up to \$6 on average per one dollar of public infrastructure spending.

These strategic investments are creating jobs and contributing to economic growth. Ontario's GDP grew one per cent in the first quarter of 2017, outperforming that of Canada, the U.S. and all other G7 countries.

**8. Spending for hospitals, school boards and colleges seems to be much higher in Public Accounts than in the 2017 Budget. Why is this?**

To increase transparency, this year we have made a simple change to how we are reporting third party revenues for broader public sector organizations.

For the first time, Public Accounts are presenting third party revenues for hospitals, school boards and colleges with provincial revenue. Third-party revenues earned by these organizations, such as tuition fees, patient fees, research grants and donations, are no longer netted against the respective sectors' expenses, as they were in prior years for Public Accounts and the 2017 Budget.

This is simply a presentation change for Public Accounts. It is fiscally neutral, i.e. there is no change to the annual deficit, net debt or accumulated deficit. To ensure consistency in year-to-year and to Budget comparisons, we are reclassifying all previous years and the 2016 Budget. The 2017 Fall Economic Statement and 2018 Budget will also reflect this presentation change.

The Auditor General supports the Province's decision to adopt this presentation change. It is consistent with the accounting principles for governments issued by the Public Sector Accounting Board, and the reporting practices of other senior Canadian governments.

**9. The Public Accounts show a drawdown of \$260 million from the Trillium Trust. What did you spend the money on?**

The government began allocating proceeds from the Trillium Trust in 2016-17 to help support infrastructure initiatives such as GO Regional Express Rail (GO RER), the Hurontario Light Rail Transit (LRT) and the Ontario Community Infrastructure Fund (OCIF).

We expect the Trillium Trust to be drawn down by about \$400 million in 2017-18.

Our strategic investments in infrastructure provide economic benefits: a recent study by the Centre for Spatial Economics (C4SE) finds that, over the long term, real GDP in Ontario will rise up to \$6 on average per one dollar of public infrastructure spending.

**10. Does a qualified opinion impact the Province's credit rating?**

Commented [AT10]: MOF-OB edit Sept 1

The Province's financial results show that the government has once again beaten its annual deficit targets. In April 2017, we delivered our first balanced budget since the global recession and we are on track to do so again next year and the year after.

The rating agencies will assess whether the underlying factors that lead to a qualified opinion directly affect the creditworthiness of the Province. However, there were no credit rating implications in 2016 when the Province received a qualified audit opinion on its 2015-16 Public Accounts. Qualified opinions by the Auditor Generals of British Columbia and Quebec have been made in their respective provinces in the past, with no negative impacts on their province's credit ratings.

**Commented [AT11]:** MOF/OFA edit; JP Sept 1

**Commented [AT12]:** OPCD comment, Sept 1 (not on this particular point but on the point of referencing jurisdictions in general): "We do not think it's appropriate here to go into what other jurisdictions have been in disagreement with their auditors."

#### 11. The Auditor General has some serious concerns about how you're accounting for the Fair Hydro Plan. What do you say to this?

The accounting for the Fair Hydro Plan is a separate and distinct issue to the Public Accounts for 2016-17 that we're here to talk about today.

However, under the Fair Hydro Plan accounting structure, the Province's net debt and annual surplus/deficit won't be negatively impacted since all costs are to be recovered through future rates.

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The Ministry of Finance continues to work closely with Treasury Board Secretariat, the Ministry of Energy, Ontario Power Generation (OPG), the Independent Electricity System Operator (IESO) and external advisors to address the outstanding accounting related considerations.

**Commented [AT14]:** Update by John Kim, OFINA, Aug 30 4:07pm

The Auditor General has also been briefed on the government's refinancing structure.

For further questions, I direct you to contact my colleague at the Ministry of Energy.

#### 12. Program spending increased again this year. Why?

Program spending in 2016-17 was \$141.7 billion, down \$0.1 billion from the 2016 Budget. Average annual growth of total government spending has been held to 2.3 per cent for the past five years.

Healthcare represents the largest share of government program spending at \$56 billion. Transformation efforts continue to make the sector more effective and

sustainable while continuing to improve access for patients, especially the increased demands from an aging and growing population. The government has invested in new drugs, technologies, community and home care, long term care homes, mental health, physicians' services and specialized cancer treatments.

Other areas of government investment include:

- \$26.6 billion in education, mainly due to the introduction of full-day kindergarten;
- \$16 billion in children's and social services, due to increased annual social assistance rates as well as investments in developmental services, autism and complex special needs programs, as well as the Ontario Child Benefit;
- \$10.1 billion in post-secondary and training, due to enrolment growth in colleges and universities along with increased student financial assistance programs and increases in capital funding for post-secondary institutions;
- \$4.6 billion in justice sector expenses due mainly to the upload of court security costs from municipalities, compensation for the Ontario Provincial Police and correctional services programs, as well as improved access to legal aid.

**Commented [AT15]:** OTB edit; Sept 1