TBS

Office of the Provincial Controller Division

Instructions to Ministries for the Consolidation of Other Government Organizations (OGO) and Government Business Enterprises (GBE)

Public Accounts: March 31, 2017

The enclosed instructions for the 2016-17 Public Accounts are accompanied by the following documents:

- (which include Ministry Forms 1A to 1C)

All instructions and related templates, tools and reference information can be accessed on the Treasury Board Secretariat's intranet site.

Table of Contents

I. Introduction

As part of the annual Public Accounts reporting process, ministries are required to report their actual financial results for the fiscal year-ended March 31. These results are prepared on a consolidated basis and therefore include the financial activities of consolidated organizations. These financial activities are presented as "below the line" consolidation adjustments, and are derived for the most part by the level of transfer payments and other transactions made with the organization, as well as the extent of third party revenues and expenses of the organization.

The enclosed instructions and templates will enable ministries to gather the necessary financial information required to perform the consolidation of their controlled organizations. Ministries are responsible for overseeing this process with their consolidated organizations, including ensuring the completion and validation of all required templates within the prescribed deadlines.

The 2016-17 Consolidation Instructions to Ministries for OGO and GBE Organizations should be read in conjunction with the 2016-17 Public Accounts Instructions to Ministries.

II. Due Dates

For each consolidated organization, Ministries' are required to submit the enclosed consolidation templates and other supporting documents, as listed in **Section B** below, in **draft** to OPCD **no later than May 9, 2017.** This will enable OPCD and the ministries to jointly work through the preliminary consolidations, validate assumptions used, and identify and address potential issues related to completeness and accuracy of the information.

III. Volume 2 Agencies

Audited financial statements of consolidated organizations and Trusts under Administration reported in Volume 2 of the Public Accounts are due by **June 27, 2017**.

Audited financial statements must include a signed statement of Management Responsibility for Financial Information and a signed Independent Auditor's Report in both English and French.

It is the ministries responsibility to provide OPCD the audited financial statements for all their agencies reported in Volume 2 in an accessible format. The audited financial statements must comply with the *Accessibility for Ontario with Disabilities Act (AODA).*

IV. Submitting Final Consolidation Templates to OPCD

Consistent with prior year's Public Accounts process, SharePoint will be used to facilitate the document exchange process between ministries and OPCD. Files have been created for each ministry and are located on the Office of the Treasury Board's intranet site. Each ministry file contains a subfolder called "Public Accounts". In this sub-folder, you will find additional folders for each of your consolidated organizations. All templates must be uploaded to the appropriate folder by the reporting deadline. The system will not permit ministries to upload documents after the reporting deadline.

New for the 2016-17 Public Accounts process, OPCD will also be facilitating communication and gathering of audit related requests on behalf of the Office of the Auditor General. OPCD will use the SharePoint site for this purpose and a separate subfolder will be designated under each ministry folder for purposes of submitting your responses to the OAG requests.

To ensure a more efficient and effective Public Accounts process, OPCD will also monitor ministry submissions actively, both in relation to our internal documentation requirements as well as those which OPCD will be requesting on behalf of the Office of the Auditor General. Ministry adherence to the submission deadlines communicated is appreciated.

Refer to **Appendix 3** for detailed instructions for ministries to follow when uploading their templates.

A. Key Areas of Focus

In addition to overseeing validation and completion of the annual consolidation reporting templates as listed in **Section B** of these instructions, the following section outlines additional ministry considerations in assisting consolidated organizations in the annual Public Accounts reporting process.

A.1 Reporting of Contaminated Sites Liabilities

The Province's accounting policy for reporting contaminated sites is based on Public Sector Accounting Board's standard on environmental liabilities for contaminated sites (PS 3260).

Form 2E of the OGO Reporting templates separately identifies "Liabilities for remediation of contaminated sites". Please review and ensure that the amounts entered are consistent with your expectations and follow-up with your organization if there are any issues. For reference purposes, a draft of OPCD's accounting policy for contaminated sites liabilities and related guidance is shared with affected ministries on February 16, 2017. The policy and guidance are expected to be finalized in Q2, with an effective date of April 1, 2017.

To facilitate note disclosure on contaminated sites liabilities for the 2016-17 Public Accounts, **Form 2I** of the OGO Reporting templates is to be used to collect supplementary information related to contaminated sites from your consolidated organizations.

A.2 Review of Controlled Government Organizations

Ministries are required to review all their controlled government organizations that have historically been below consolidation thresholds to determine whether any of them have now met the Province's thresholds for consolidation. This assessment must be done annually. Any new additions would need to be noted in the ministry submission of Appendix 1 and follow the instructions outlined in Section III.

As noted in the Certificate of Assurance, ministries are also responsible for identifying any additional organizations which would be 'controlled' for accounting purposes in accordance with PS1300, and which would need to be consolidated in accordance with the consolidation thresholds. As above, new additions would need to be noted in the ministry submission of Appendix 1 and follow the instructions outlined in Section III.

A.3 Confirmation of Transactions and Balances with the General Real Estate Portfolio (GREP) and Infrastructure Ontario (IO)

In support of the 2016-17 Public Accounts, the Ministry of Economic Development, Employment and Infrastructure's (MEDEI) Corporate Services Division along with GREP and IO will collaboratively undertake a process to confirm certain transactions and balances that ministries and consolidated organizations have incurred with GREP and IO. This will ensure that these balances / transactions are being recorded consistently and accurately across the public sector.

Ministries and consolidated entities will be required to confirm inter-entity asset transfers with GREP. Confirmations will be prepared and circulated to ministries and consolidated organizations and will include details on transactions and balances incurred with GREP and IO for the fiscal year ended March 31, 2017. Ministries and consolidated organizations are expected to validate all balances presented in the confirmation received against their internal records to ensure that they are consistent. Any differences identified will need to be highlighted directly in the confirmation and all supporting documentation for the balances must be provided. Ministries / consolidated organizations will be expected to work with IO and GREP to resolve these differences in a timely fashion. It is important that ministries complete all required information by the communicated due dates to support an efficient and effective Public Accounts process.

In addition, Ministries will also be expected to assist their consolidated organizations with the completion of these confirmations, where applicable. This includes providing consolidated organizations with advance notice regarding this process, and assisting in coordinating, liaising, and supporting the consolidated organization to ensure that they comply with the process and that they work with IO and GREP to resolve any differences as necessary.

Further communication regarding this process, including timelines and other requirements will be provided at a later date by MEDEI's Corporate Services Division (Contact: David Chan at 416.570.4862)

B. Ministry Responsibilities

Ministries are responsible for working with their controlled organizations to ensure that information submitted for Public Accounts purposes is complete and accurate, including:

- Completing the Confirmation of Consolidated Organizations form in **Appendix 1** included in these instructions.
- Identifying and assessing whether any additional organizations are controlled by the Province based on the PSAB Indicators of Control. **Appendix 2** of these instructions should be used to complete this assessment.
- Providing controlled/consolidated organizations with the appropriate templates, and in a timely manner, in order to facilitate their consolidation reporting for Public Accounts purposes.
- Providing controlled/consolidated organizations with the appropriate training and support to enable them to complete the required reporting templates accurately, completely, and in a timely fashion.
- Setting and managing appropriate deadlines with the consolidated organizations to allow for ministry review, follow-up and validation prior to submitting the templates for OPCD review in time to meet communicated deadlines and minimize post-close adjustments.
- Upon submission of the OGO Templates to ministries by their consolidated organizations, ministries must:
    - **i.** Ensure that all applicable reporting templates have been completed in full by the reporting organization.
    - **ii.** Confirm that all provincial transfer payments align with the provincial revenues and deferred capital contributions reported by the organizations. Ministry forms 1A and 1B must be completed to assist with this reconciliation.
    - **iii.** Confirm that all other inter-governmental balances and transactions (non-transfer-payment) reported in the OGO Templates (between your ministry and the reporting agency) agree to internal ministry records (IFIS). Any discrepancies or inconsistencies must be resolved by the ministry in a timely fashion. Ministry forms 1A and 1B must be completed to assist with this reconciliation.
    - **iv.** Ensure that appropriate variance explanations, as specified in the OGO Reporting Template, have been provided by the consolidated agency.

    Note: Please refer to **Appendix 4** of these instructions for a more detailed checklist that ministries can use to assist with their review of their agency's OGO Reporting templates.

- Ensuring that all consolidation templates and additional supports (as listed below) are uploaded to ministry folders within the prescribed deadlines, including:

  i. OGO Templates - both for Other Government Organizations and Government Business Enterprises

  ii. Ministry Forms 1A and 1B: Revenues and Expenses from Other Government Organizations

  iii. Draft financial statements of consolidated organizations

  iv. Audited financial statements of consolidated organizations and Trusts under Administration (including Management Responsibility Report, Audit Report, Statements and Notes) in PDF and word format, in both French and English.[1] If the French statements are not signed, we require a letter (duly signed) instructing OPCD to copy the signatures from the English version.

  v. Confirmation of Consolidated Government Organizations (**Appendix 1**)

  vi. Control Assessment (**Appendix 2**)

  vii. If applicable, a completed Form 2I for any controlled, but not consolidated, organization that is impacted by contaminated sites. Refer to **Section A.1** of these instructions for further details.

- Ensuring that all templates submitted to OPCD are updated as necessary based on any Treasury Board or other related decisions that are made after the submission deadline.

- OPCD will hold a training session for ministry staff about the 2016-17 Public Accounts reporting requirements and processes. Date and details will be communicated to ministries at a later date (Contact: Bharat Patel at 416.326.7860).

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[1] Signed PDF files, both in English and French must be compliant with the *Ontario Disability Act* (ODA). .

C. Background

C.1 Purpose of Consolidation

The purpose of consolidation is to provide users of the government's financial reports with a full and fair presentation of the government's financial position and activities, which includes the activities of government controlled organizations. The consolidation exercise focuses on capturing the activities of those government organizations that operate outside of the Consolidated Revenue Fund (CRF) but which form part of the Government Reporting Entity (GRE) in accordance with Public Sector Accounting Standards (PSAS).

C.2 Government Reporting Entity (GRE)

The PSAB states that the GRE should comprise government components (i.e. ministries) and those organizations that are controlled by the government. It further defines control as the power to govern the financial and operating policies of another organization with expected benefits or the risk of loss to the government from the other organization's activities**. Appendix 2** of these instructions includes a template for assessing whether an organization is controlled and therefore should be consolidated by the Province. Ministries are encouraged to contact OPCD for guidance on interpretation or application of the control criteria.

C.3 Classification of Government Organizations

PSAB classifies government organizations into two categories[2]: government business enterprises and governmental units. In this document, governmental units that operate outside of the CRF are referred to as "Other Government Organizations". These types of organizations are further defined as follows:

Government Business Enterprise

A government business enterprise is an organization that has all of the following characteristics:

1. It is a separate legal entity with the power to contract in its own name and that can sue or be sued;

[2] Please note that these categories are established by PSAB for accounting purposes only and are different from TBS's agency classification

2. It has been delegated the financial and operational authority to carry on a business;
3. It sells goods and services to individuals and organizations outside of the government reporting entity as its principal activity; and
4. It can, in the normal course of its operations, maintain its operations and meet its obligations from revenues received from sources outside of the government reporting entity.

In general, government business enterprises are typically self-sustaining, profit generating organizations and therefore, their financial statements are prepared using generally accepted accounted principles applicable to private sector businesses. Their activities are included in the government's consolidated financial statements using the modified equity method. Under this method, their net assets and income are shown as one line, i.e., net assets are presented as "Investments in Government Business Enterprises" in the Consolidated Statement of Financial Position, and their net income as "Income from Investments in Government Business Enterprises" in the Consolidated Statement of Operations. For consolidation purposes, the private sector accounting principles used by a government business enterprise are not adjusted to conform to those of the public sector.

Other Government Organization

All government organizations that operate outside of the CRF and do not meet the PSAB definition of a government business enterprise are referred to as "Other Government Organizations". Examples include agencies, boards, commissions, non-profit organizations and funds.

Activities of Other Government Organizations are consolidated on a line-by-line basis (i.e., their revenues, expenses, assets and liabilities are combined with those of the responsible ministry). Where necessary, adjustments are made to present the accounts of these organizations on a basis consistent with the accounting policies of the government, and to eliminate significant inter-organizational transactions and accounts.

The following table illustrates the different types of government organizations:

<table>
<tr><th colspan="2">(1) PSAB</th><th colspan="2">(2) Ontario Government</th></tr>
<tr><th colspan="2">(3) Government Reporting Entity</th><th>(4) CRF</th><th>Outside CRF</th></tr>
<tr><td rowspan="3">Government Organizations</td><td>Government Business Enterprises</td><td></td><td>√ Government Business Enterprises</td></tr>
<tr><td rowspan="2">Governmental Units</td><td>√ Ministries</td><td></td></tr>
<tr><td>√ Agencies, boards, commissions, non-profit organizations, funds</td><td>Other Government Organizations:

√ Agencies, boards, commissions, non-profit organizations, funds</td></tr>
</table>

D. OPCD - External Reporting Contact Information:

If you have any questions or concerns, please contact the Office of the Provincial Controller Division - External Reporting team as identified below:

Bharat Patel
(A) Manager, External Reporting
(416) 326-7860
Bharat.Patel3@ontario.ca

Pauline Fong
Senior Analyst
(416) 212-4007
Pauline.Fong@ontario.ca

Wendy Li
Senior Analyst
(416) 325-5480
Wendy.Li@ontario.ca

Gloria Ma
Senior Financial Analyst
(416) 212-1341
Gloria.Ma@ontario.ca

Fazila Chaudhry
Financial Analyst
(416) 325-8008
Fazila.Chaudhry@ontario.ca

Ana Stretovitch
Financial Analyst
(416) 327-4685
Ana.Stretovitch@ontario.ca

Himanshoo Sadana
Financial Analyst
(416) 325-4221
Himanshoo.Sadana@ontario.ca

Cathy Hongru Yin
Financial Analyst
(416) 325-8061
Hongru.yin@ontario.ca

Appendices

Appendix 1: Confirmation of Consolidated Government Organizations

We have reviewed the listing of consolidated government organizations in Schedule 8 of the 2015-16 Public Accounts and confirm that, except for the changes (additions/deletions) noted below, the listing is a complete representation of our Ministry's organizations/agencies that meet the consolidation threshold as outlined below and the indicators of control as outlined in Appendix 2.

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Prepared by: ___________________________________

Approved by: ___________________________________

(Ministry Director of Finance or equivalent)

Date: ________________________

Please complete the above confirmation upon receipt of the instructions and submit / upload to OPCD as outlined in **Section III** of these instructions.

Threshold for Consolidation

Currently, government organizations that operate outside the Consolidated Revenue Fund (CRF) and meet one of the following thresholds are separately consolidated:

(a) Revenues, expenses, assets or liabilities greater than $50 million, OR

(b) Annual surplus/deficit greater than $10 million, OR

(c) Outside sources of revenue greater than $10 million.

Activities of government organizations not meeting the above thresholds are captured in the CRF to the extent that their activities are already included in the responsible ministry's records as revenues, transfer payments, or direct operating expenses, etc. Please note that these thresholds are only guidelines.

Appendix 2: Control Assessment

ASSESSMENT OF (*ENTITY NAME)*

For Inclusion in the Government's Reporting Entity

ISSUE

Should (*entity name*) be included in the government reporting entity and consolidated with the Province's financial statements taking into consideration the Public Sector Accounting Board (PSAB) standard on the Government Reporting Entity (PS 1300) and the cost/benefit of consolidation?

RECOMMENDATION

BACKGROUND

CONTROL ANALYSIS

In accordance with PSAB, "the Government Reporting Entity should comprise the organizations that are controlled by the government" (PS 1300.07). PSAB defines control as "the power to govern the financial and operating policies of another organization with expected benefits or the risk of loss to the government from the other organizations activities" (PS 1300.08). Benefits may be financial or non-financial, for example, the government may require the organization to cooperate in pursuing the government's public policy objectives.

PSAB provides "indicators of control" as guidance in determining the degree of control for inclusion of (*entity name*) in the Government Reporting Entity (GRE). In applying this guidance, it is necessary to determine the substance of the relationship between a government and an organization in addition to its legal form. All relevant aspects and implications of the relationship would be considered in determining whether or not the government controls the organization.

There are a total of 11 PSAB prescribed control indicators that provide evidence of control: 4 persuasive indicators of control and 7 other control indicators. It is the preponderance of evidence that would be considered in assessing whether a government controls an organization.

The following governing documents were reviewed in support of the analysis of the

Province's control over the (*entity name*):

1) *Legislation (name of Acts*),
2) *Accountability Agreements*,
3) *Memorandums of Understanding*,
4) *Other governing documents*.

Appendix 2.1 shows the detailed analysis of the PSAB indicators of control. Based on this assessment and the preponderance of evidence, the (*entity name*) (*select: meets or does not meet*) the criteria for control indicators, and therefore, (*select: is or is not*) considered controlled by the Province for accounting purposes.

FINANCIAL ANALYSIS

A financial analysis only needs to be performed if the entity is controlled. Include an Appendix 2.2.

Note that only the controlled organizations that exceed any of the thresholds noted in Appendix 1 above are ultimately consolidated.

Appendix 2.1: Indicators of Control Analysis

INDICATOR OF CONTROLS	CONDITIONS IDENTIFIED IN ORGANIZATION	CONTROL
Indicators that provide more persuasive evidence of control (PS1300.18):		
1. Government has the power to unilaterally appoint or remove a majority of the members of the governing body of the organization	Ministry to document evidence that will support whether control exists or not, including relevant references to legislation, regulations or MOUs.	✓ or NO
2. Government has ongoing access to the assets of the organization, has the ability to direct the ongoing use of those assets, or has ongoing responsibility for losses		
3. Government holds the majority of the voting shares or a "golden share" that confers the power to govern the financial and operating policies of the organization		
4. Government has the unilateral power to dissolve the organization and thereby access its assets and become responsible for its obligations		
Other indicators that may provide evidence of control exist when the government has the power to:		
5. Provide significant input into the appointment of members of the governing body of the organization by appointing a majority of those members from a list of nominees provided by others or being otherwise involved in the appointment or removal of a significant number of members		
6. Appoint or remove the CEO or other key personnel		
7. Establish or amend the mission or mandate of the organization		
8. Approve the business plans or budgets for the organization and require amendments, either on a net or line-by-line basis		
9. Establish borrowing or investment limits or restrict the organization's investments		
10. Restrict the revenue-generating capacity of the organization, notably the sources of revenue		
11. Establish or amend the policies that the organization uses to manage, such as those relating to accounting, personnel, compensation, collective bargaining or deployment of resources		

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Appendix 2.2: (*Entity Name*) Financial Statement Summary

	TOTAL ($M)
Capital Assets Total Other Assets Total Assets	
Deferred Capital Contributions/Deferred Revenue - Contributed by Province Total Other Liabilities Total Liabilities Equity	
Total Liabilities and Equity Provincial revenue Other Revenue Total Revenue	
Operating expenses (net) Interest Expenses Amortization of Capital Assets	
Surplus (Deficit)	

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Appendix 3: Instructions for Uploading Consolidation Templates

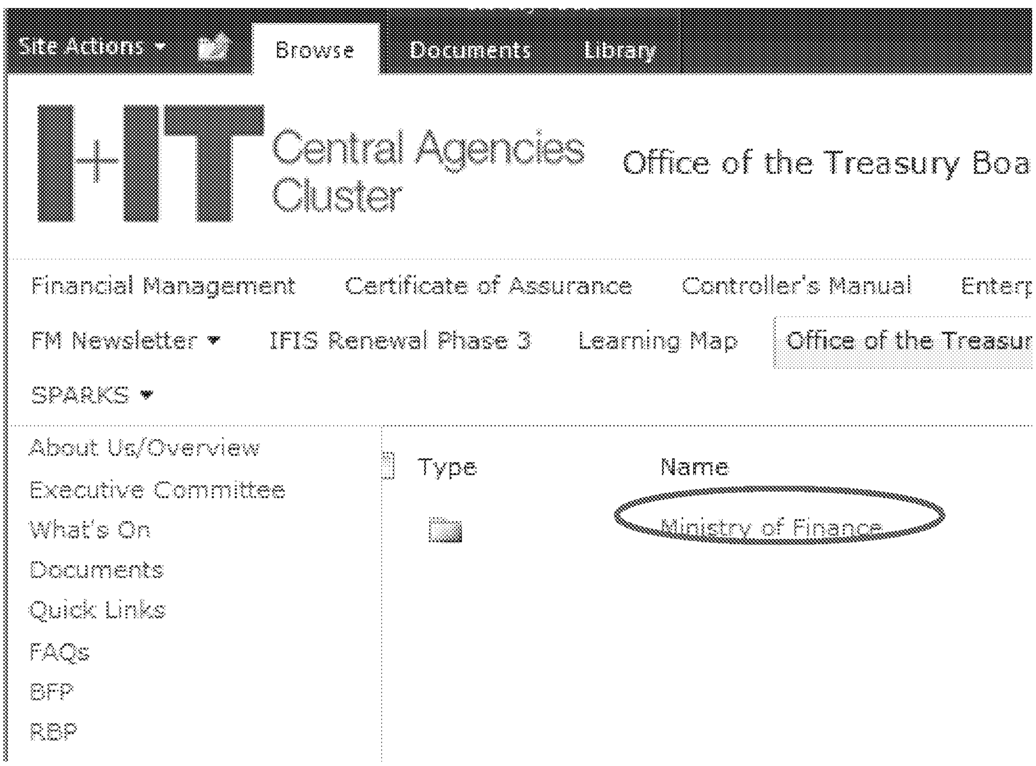
Access:

Step 1: Click on the link below to access the 2016-17 Public Accounts Instructions page:

https://intra.sse.gov.on.ca/sites/fin/apps/FM/OBTB/Pages/PublicAccounts.aspx

Step 2: Click on the button below to go to your secure ministry folder(s) where you will be able to upload your completed documents

Step 3: a) Select your Ministry folder by Clicking on the Folder Name link



b) Select the Current Fiscal Year by Clicking on the Folder Name Link

Type	Name	Modified
	FY13-14	4/2/2015 2:27 PM
	FY14-15	4/2/2015 2:19 PM
	FY15-16	6/9/2015 1:27 PM
	FY16-17	9/15/2016 10:24 AM

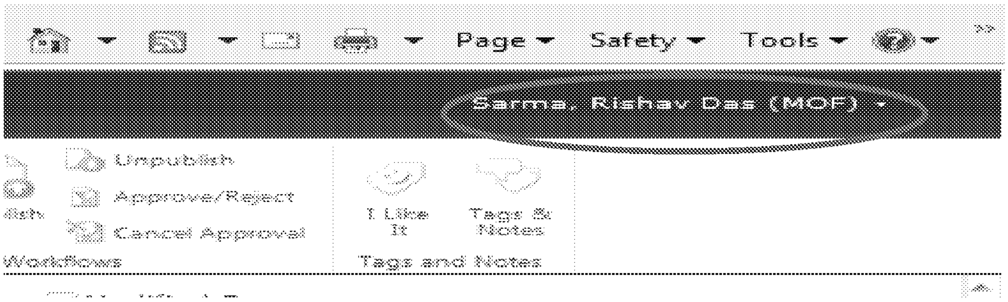
c) Select the Public Accounts folder by Clicking on the Folder Name Link

Type	Name	Modified
	CoA	4/2/2015 2:37 PM
	Performance Measures Reports	4/7/2015 1:49 PM
	Public Accounts	4/2/2015 2:37 PM

d) Select the applicable Ministry or Agency folder by clicking on the folder Name Link

Type	Name
	Liquor Control Board of Ontario
	Ministry Templates
	Ontario Electricity Financial Corporation
	Ontario Financing Authority
	Ontario Lottery and Gaming Corporation
	Ontario Securities Commission

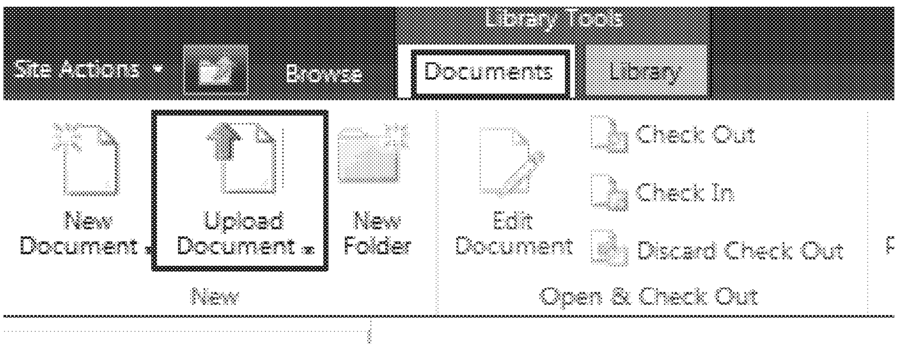
e) **User Authentication:** The portal will automatically authenticate you with your Windows Login credentials. You can verify this from the top right corner.



Document upload process:

To upload single document:

1) In the top menu bar – Under [Library Tools] -> Click [Documents] -> Click [Upload Document].



2) i) Single file upload: In the Upload Document Window - > Click **[Browse]**

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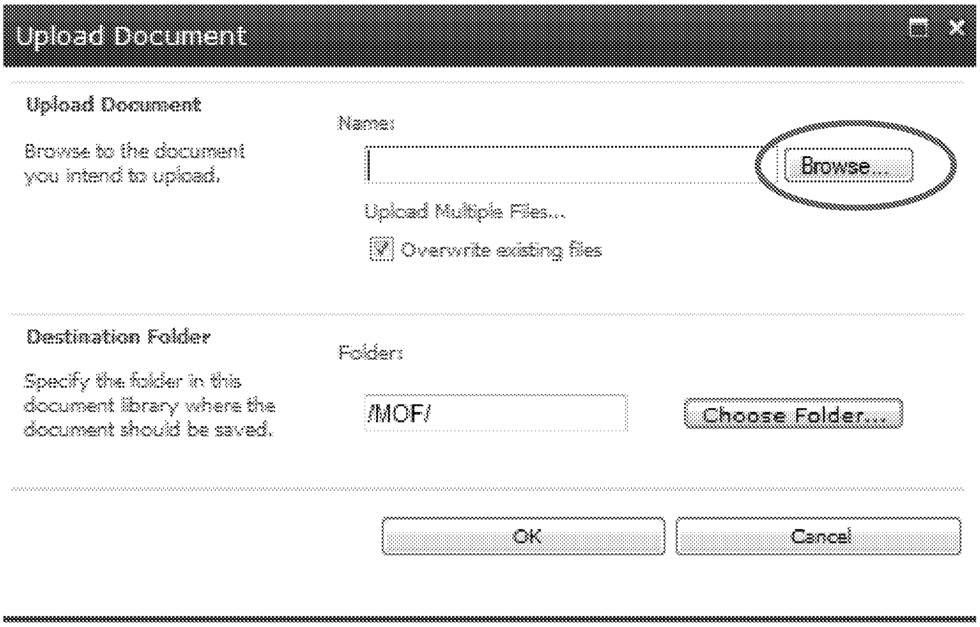
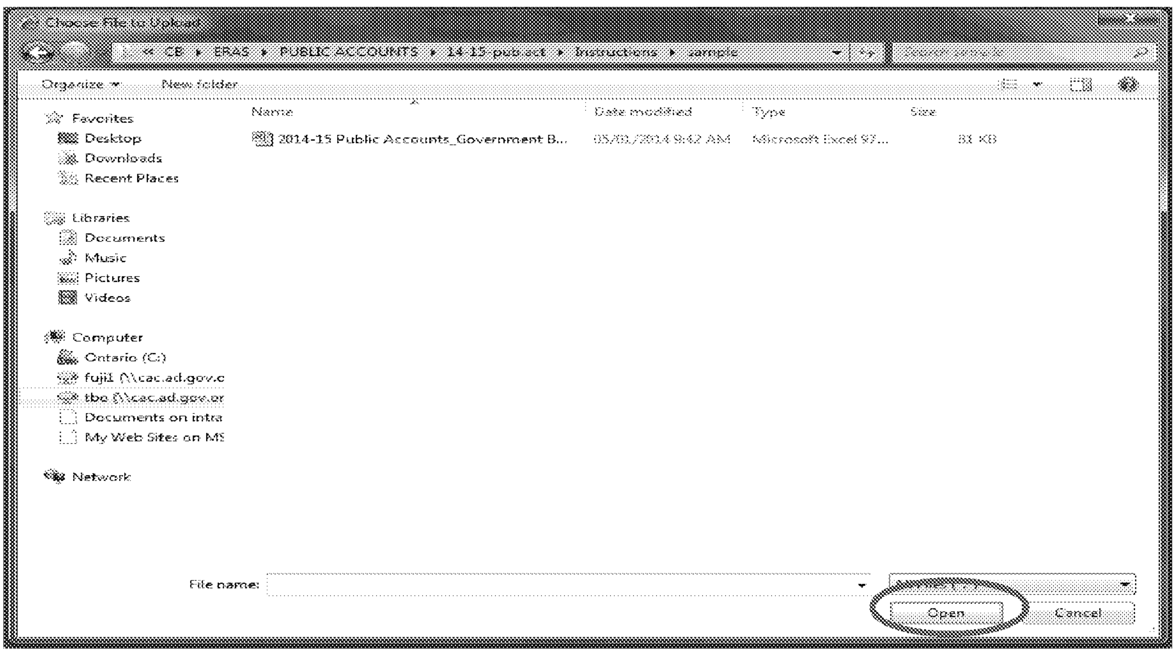


3) Browse to the folder that contains the Public Accounts files. Select the document that you require, and Click [Open].



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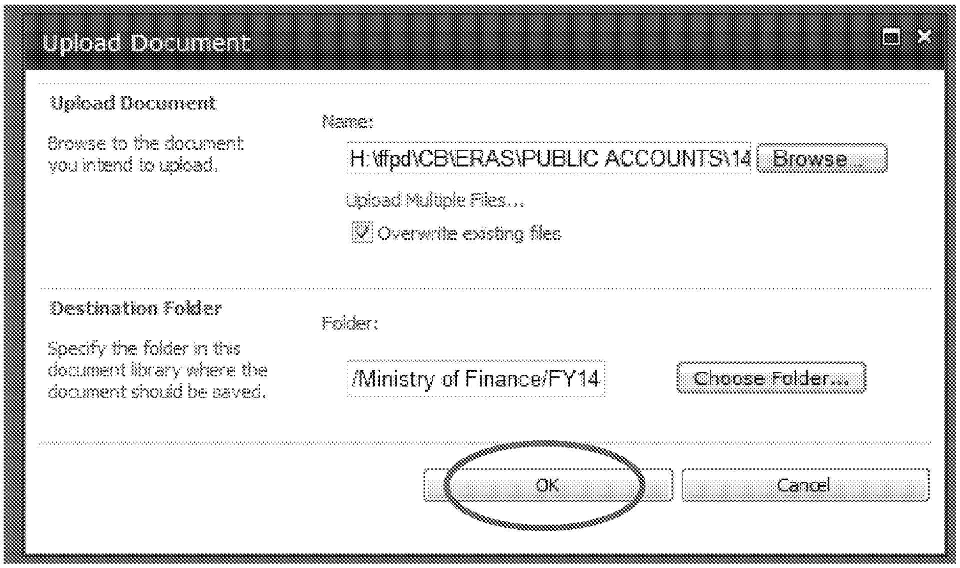
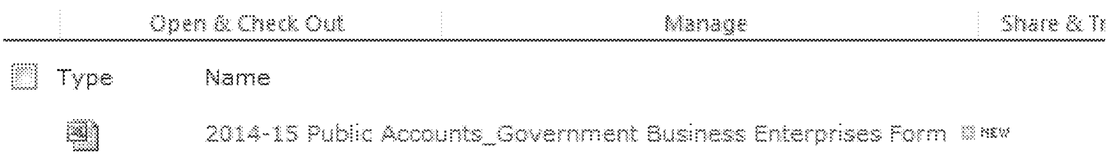
4) Click **[OK]** to upload the file into the Public Accounts Folder. Once the file is uploaded, you will receive an e-mail notification that your files were received successfully.



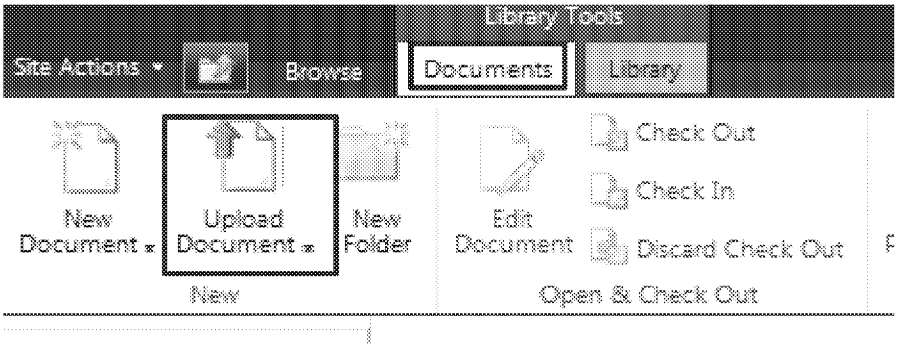
5) Files will appear in the library, and will be displayed as follows upon submission. Also, you will receive a notification of successful submission of files.



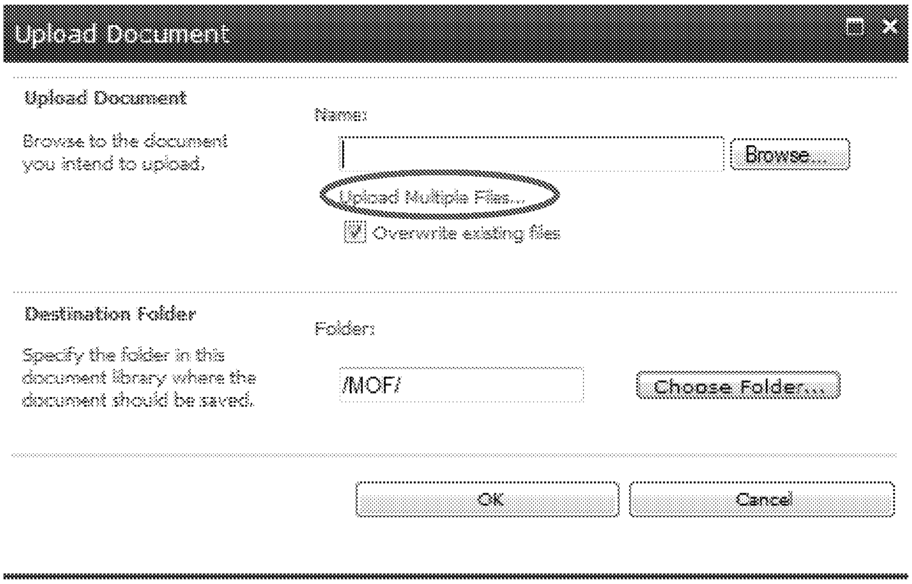
6) Once all files appear on the page, please close the window to sign-off.

To Upload Multiple Documents:

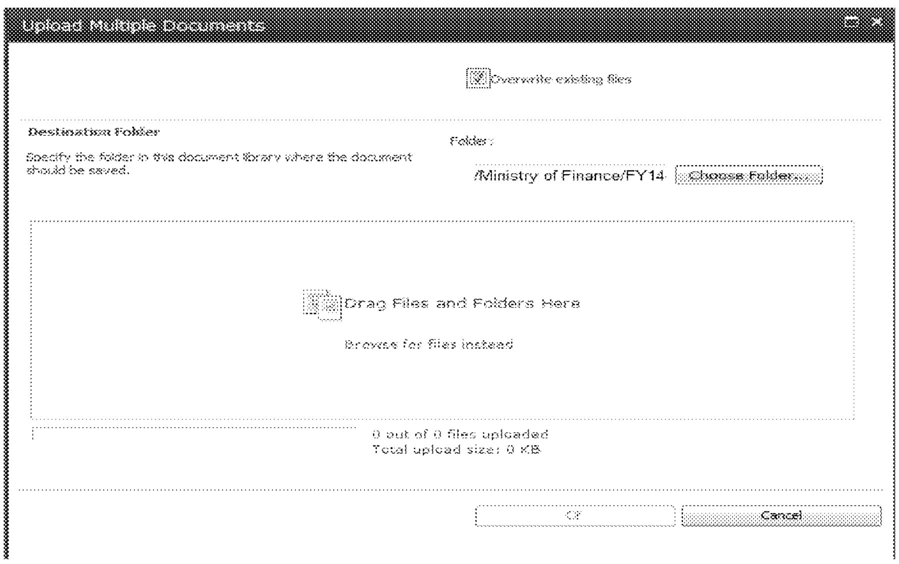
1) In the top menu bar – Under [Library Tools] -> Click [Documents] -> Click [Upload Document].

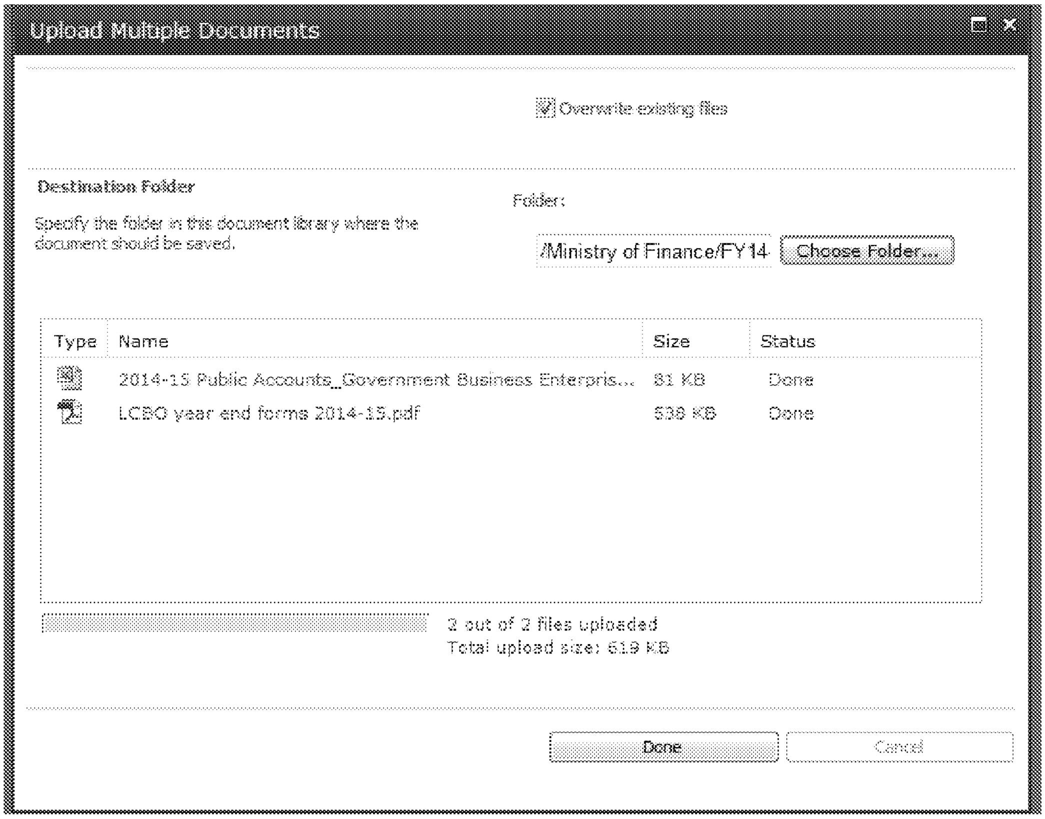


2) Click Link [Upload Multiple Files]

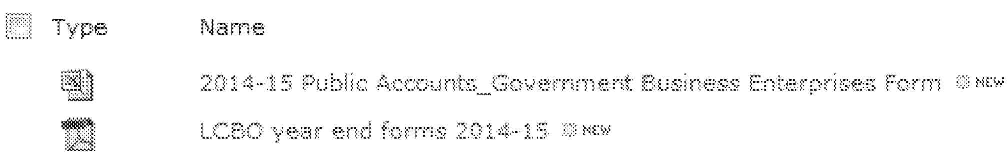


3) drag and drop multiple documents into the folder





4) Once the process complete, the screen should appear as follows:



5) Once the file is uploaded, your Controller will receive an e-mail notification that your files were received successfully.

Office of the Treasury Board - Ministries Annual Reporting Requirements
SharePoint Document Library
https://intra.sse.gov.on.ca/sites/fin/apps/FM/OBTB/Ministries%20Annual%20Reporting%20Requirements

Office of the Treasury Board

2014-15 Public Accounts_Governme... has been added

Modify my alert settings | View 2014-15 Public Accounts_Governme... | View Ministries Annual Reporting Requ

Last Modified 4/15/2015 1:00 PM by Fu, JinDong (TBS)

Appendix 4: Guidelines for Ministries When Reviewing the OGO Templates

Ministries may refer to the procedures below to guide them when reviewing an organization's OGO templates:

☐ Review the consolidation package submitted by the agency to ensure it has been completed in full. Compare to the package received to the one submitted as part of the prior year Public Accounts to determine if any other forms were applicable to your agency. Any incomplete forms need to be returned to the agency for completion in a timely fashion. Ensure that any additional supporting documents that were submitted in prior year have been submitted for the current year process as well, if required.

☐ Review the prior year comparative balances presented on forms 2A, 2B, 2C and 2E to ensure they are consistent with the balances in the OGO Reporting templates submitted during prior year Public Accounts process.

☐ Review the opening balances in the continuity schedules presented in Forms 2D, 2F, and 2G and ensure they agree to the ending balances from the OGO Reporting templates submitted during the prior year Public Accounts process.

☐ For the above, where the agency had audit adjustments that caused the opening balances to differ from those submitted during prior year Public Accounts process, ensure that these adjustments are shown in the "Other" line of each continuity schedule. Opening balances must remain consistent with what was submitted in prior year in the OGO Reporting Templates. For the amounts entered in "Other" an explanation documenting the nature of the adjustment is required in the space provided.

☐ Review the current year ending balances to ensure it is consistent with the draft/audited financial statements and any other supporting documents provided to OPCD.

☐ Review variance explanations in Forms 2A, 2B, 2C, and 2E to ensure that all variances exceeding the threshold have been explained and that the explanations provided are complete and accurate. Any issues identified should be resolved with the organizations in a timely fashion.

☐ Ministry to complete Forms 1A, 1B, and 1C for each consolidated organization. Balances entered in these forms must agree to IFIS as at March 31, 2017.
☐ Compare balances in Ministry Forms 1A, 1B, 1C to the corresponding balances submitted by each consolidated organization in their OGO Reporting templates (i.e. Forms 2A to 2I). Any differences identified should be resolved with the organizations in a timely fashion.

☐ Review the following checks to ensure they are indicating "OK":

- Form 2D – Tangible Capital Asset Proof
- Form 2G – Year End Net Asset Check
- Form 2H – Loans Receivable Principal Amount Check

Any check that is indicating "INCORRECT" needs to be followed up and resolved with the agency in a timely fashion.

☐ Perform an overall review of the consolidation package to ensure information included is consistent with the ministry's understanding of the organization and that the financial information provided is reasonable and free from material errors.

☐ For organizations that have a year-end other than March 31, a continuity schedule should be provided that reconciles the current year-end to March 31.