

Public Accounts

For the Fiscal Year Ended
March 31, 2002

2001
2002



BRITISH
COLUMBIA

Ministry of Finance
Office of the Comptroller General

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July 11, 2002
Victoria, British Columbia

Lieutenant Governor of the Province of British Columbia

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to present the Public Accounts of the Government of the Province of British Columbia for the fiscal year ended March 31, 2002.

GARY COLLINS
Minister of Finance

*Ministry of Finance
Victoria, British Columbia
July 11, 2002*

*Honourable GARY COLLINS
Minister of Finance*

I have the honour to submit herewith the Public Accounts of the Government of the Province of British Columbia for the fiscal year ended March 31, 2002.

Respectfully submitted,

ARN VAN IERSEL
Comptroller General

British Columbia's Public Accounts

Setting The Course

The Public Accounts represent one of the province's key accountability documents to the citizens of British Columbia. They are a report on the province's financial status and operations, against the financial plan (the Estimates) tabled in the Legislature. The Public Accounts must be comprehensive, accurate, timely and independently verified to maintain the trust and confidence of all readers.

To ensure the Public Accounts meet their accountability and reporting objectives, the Office of the Comptroller General, in co-operation with the Select Standing Committee on Public Accounts of the Legislature, the Auditor General, government ministries, and other public bodies, continuously strives to make improvements to the Public Accounts, such that we maintain our leadership role in accounting and reporting for senior governments in Canada. For fiscal 2001/02, the following improvements to the Public Accounts have been made:

1. completion of the Public Accounts by July 11, 2002, a full 19 days ahead of last year, and well ahead of the legislated deadline of August 31
2. a new statement of financial position and statement of change in net liabilities, all in accordance with the latest direction from the independent Public Sector Accounting Board (PSAB)
3. inclusion of land improvements as a capitalized item for the first time, thereby completing our capitalization of assets program.

In accordance with an updated *Budget Transparency and Accountability Act* that was passed by the Legislature in August 2001, the Province of British Columbia is the first senior government in Canada to legislate the use of Generally Accepted Accounting Principles (GAAP) as the basis for its budget and Public Accounts. The legislation calls for implementation of GAAP by no later than April 1, 2004. The legislation of GAAP for our budget and accounting policies will ensure that British Columbia follows the most recent standards and practices of the accounting profession and remains a leader in financial disclosure.

It should be noted, however, that British Columbia has always closely followed the recommendations of the Canadian Institute of Chartered Accountants. We already follow GAAP with only two significant exceptions: (1) exclusion of Schools, Universities, Colleges and institutes, and Health care organizations (SUCH) from the government reporting entity, and the use of prepaid capital advances (PCAs) for funding the capital requirements of these organizations; and, (2) the use of an expense-based bottom line as is done in the private sector. These exceptions in the interests of full disclosure have always been summarized in the notes to the financial statements, including their financial effect. In addition, the Auditor General has always agreed to the expense basis of reporting and the use of PCAs as a preferred basis of reporting. It is expected that within the next year, PSAB itself will adopt the expense-based bottom line as its standard.

With the legislation of GAAP, we are committed to removing the above-noted exceptions. To assist us in this task, the legislation also called for the formation of an Accounting Policy Advisory Committee that has now been struck. This committee provides the Minister of Finance with independent and expert advice on how GAAP should best be applied. The movement to full GAAP will take a couple of years, since the inclusion of the SUCH sector in the reporting entity has major implications for how we budget. We will, however, as has been done in the past, fully disclose the impact of including the SUCH sector in our supplementary information to the Public Accounts.

British Columbia continues with its "One Bottom Line", i.e., the Summary Financial Statements of the province including ministries, Crown corporations and other agencies. We also continue to make use of the Internet as an information distribution tool recognizing the importance of this medium and its ease of access. Readers will notice that for supplier reporting, we now have broken our summaries into two parts: the first deals with payments made to March 31st, whereas the second is for the following month of April. This change was necessary to further improve the timeliness of the Public Accounts. In effect, it provides more information as the month of April report includes payments for both old and new year. Readers can review the full Public Accounts package at www.gov.bc.ca/fin. As in the past, a browser is included for more quickly finding the information you are looking for.

I would like to thank the Select Standing Committee on Public Accounts of the Legislature, government ministries, Crown corporations and agencies, and the Office of the Auditor General for their advice and assistance in producing the 2001/02 Public Accounts. Without their continued support it would not have been possible to further advance the release date. We look forward to a continuing positive and productive relationship.

If you have any comments or questions regarding the Public Accounts documents, please contact me by mail at PO Box 9413 STN PROV GOVT, Victoria BC V8W 9V1, by e-mail at Arn.vanIersel@gems8.gov.bc.ca, by telephone 250 387-6692, or by fax 250 356-2001.

ARN VAN IERSEL
Comptroller General

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Public Accounts Content

Provincial Financial Reporting Overview—provides a written commentary on the Summary Financial Statements plus additional information on the financial performance of the government.

Summary Financial Statements—these audited statements have been prepared to disclose the financial impact of the government's activities. They aggregate the Consolidated Revenue Fund and government organizations (taxpayer-supported Crown corporations and agencies) and government enterprises (self-supported Crown corporations and agencies).

Supplementary Information (Unaudited)—this section provides supplementary schedules containing detailed information on the results of those Crown corporations and agencies which are part of the government reporting entity.

Additional information is also included on the impact of including schools, universities, colleges and institutes, and health care organizations, in the government reporting entity. Currently, they are not considered part of the government reporting entity because each is part of a province-wide program and is locally based and has an initial accountability to a local board.

Consolidated Revenue Fund Extracts (Unaudited)—the Consolidated Revenue Fund (CRF) reflects the core operations of the province as represented by the operations of government ministries and legislative offices. Its statements are included in an abridged form. The CRF Extracts include a summary of the CRF operating result, a schedule of net revenue by source, a schedule of expenses, a schedule of financing transactions, and a schedule of write-off, remission and forgiveness, as required by statute.

Provincial Debt Summary—presents schedules and statements that provide further details on provincial debt and reconcile the Summary Financial Statements to the province's total debt as reported in the Debt Statistics report. Also included are the audited Summary of Provincial Debt, Key Indicators of Provincial Debt and Summary of Performance Measures.

This publication is available on the Internet at: www.fin.gov.bc.ca

Additional Information Available

The following information is available only on the Internet at: www.fin.gov.bc.ca

Consolidated Revenue Fund Supplementary Schedules—this section contains schedules that provide details of financial activities of the province's Consolidated Revenue Fund, including details of expenses by ministerial appropriations, together with an analysis of statutory appropriations, Special Accounts and Special Funds, and financing transactions.

Detailed Schedules of Payments—this section contains detailed schedules of salaries, wages, travel expenses, grants and other payments.

Financial Statements of Crown Corporations and Agencies—this section contains links to the audited financial statements of those Crown corporations and agencies which are included in the government reporting entity.

Trust Funds Financial Statements—this section contains the audited financial statements of the pension, superannuation and long-term disability funds administered by the province. A summary of financial information for trust funds is also included in this section.

Summaries of Financial Statements of Corporations and Agencies to which the Financial Information Act applies—this section contains summaries of the financial statements of corporations, associations, boards, commissions, societies and public bodies required to report under the *Financial Information Act* (R.S.B.C. 1996, chap. 140, sec. 2).

Provincial Financial Reporting Overview

The focus of the province's financial reporting is the Summary Financial Statements, which consolidate the operating and financial results of the province's Crown corporations and agencies with the Consolidated Revenue Fund. These are general-purpose statements designed to meet, to the extent possible, the information needs of a variety of users.

The Public Accounts are prepared in accordance with the *Financial Administration Act*, and the *Budget Transparency and Accountability Act* (BTAA).

The BTAA was amended in 2001 with the passing of Bill 5. The government has mandated under section 20 of that Bill that "all accounting policies and practices applicable to documents required to be made public under this Act for the government reporting entity must conform to generally accepted accounting principles (GAAP)". This move to fully comply with GAAP must be completed by April 1, 2004.

For senior governments, GAAP is generally considered to be the recommendations and guidelines of the Public Sector Accounting Board (PSAB) of the Canadian Institute of Chartered Accountants (CICA). While the province generally follows the recommendations of PSAB, there are four areas that will be reviewed in the move to full GAAP reporting:

i) schools, universities, colleges and institutes, and health care organizations (SUCH sector) will be examined to determine whether or not they belong in the government reporting entity (GRE)

ii) prepaid capital advances, currently used to capitalize grants to entities outside the GRE for tangible capital assets, will be reviewed to determine if they are still required once the move to fully comply with GAAP is complete

iii) the private sector balance sheet will be modified to meet the PSAB criteria for the net liabilities format of the balance sheet. This change has been made in the current year. The main impact of this change is that the balance sheet has now been replaced by a Statement of Financial Position, which focuses on net liabilities.

iv) it is expected that PSAB will change their operating statement recommendations from expenditure-based accounting to expense-based accounting. The province currently reports using an expense-based operating statement.

An Accounting Policy Advisory Committee has been established as an independent body and will assist the province in addressing these four issues.

The Public Accounts are printed in one volume and include the Overview, the Summary Financial Statements, Supplementary Information, the Consolidated Revenue Fund Extracts, and the Provincial Debt Summary. Additional information is available to the public on the Internet at: www.fin.gov.bc.ca.

Pension Accounting

As various pension funds progress toward net asset status, joint trusteeship agreements between the members of the pension plan and the government become advantageous. In June 2001, the Public Service Pension Plan entered joint trusteeship, resulting in the control of the plan and its assets being assumed by newly constituted boards made up of government and plan member representatives. Under the agreement, the government has no formal claim on pension plan surpluses and is liable for only 50 per cent of any unfunded liabilities. This change requires that the government eliminate the unfunded liability balance and record only half of future actuarial balances. In April 2001, similar joint trusteeship agreements were entered into for both the Municipal Superannuation Plan and the Teachers' Pension Plan, resulting in similar changes to balances this year (see Note 17 and Note 34 to the audited Summary Financial Statements).

Summary Accounts Surplus (Deficit) for the Fiscal Year Ended March 31, 2002

	In Millions		
	2001/02 Estimates ¹	2001/02 Actual	2000/01 Actual
Consolidated Revenue Fund	\$	\$	\$
Revenue	22,737	22,962	24,013
Expense ²	(24,808)	(24,913)	(22,465)
	(2,071)	(1,951)	1,548
Liquidation dividend		256	
	(2,071)	(1,695)	1,548
Crown Corporations and Agencies			
Taxpayer-supported Crown corporations and agencies	(333)	(518)	(227)
Self-supported Crown corporations and agencies (net of dividends paid to the Consolidated Revenue Fund)	66	(484)	157
Net Crown corporations and agencies' operating result	(267)	(1,002)	(70)
Summary account surplus (deficit) before forecast allowance and Joint Trusteeship Agreements	(2,338)	(2,697)	1,478
Forecast allowance ³	(500)		
Gain (loss) on pension settlement	1,338	1,464	(52)
Summary accounts surplus (deficit)	(1,500)	(1,233)	1,426

¹Estimates 2001/02.

²Consolidated Revenue Fund expense includes restructuring exit expenses.

³This allowance in the Estimates numbers is to provide for spending pressures or revenue reductions that could not be anticipated at the time the Estimates were prepared.

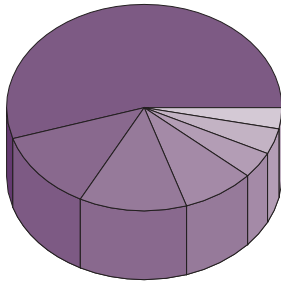
Summary Accounts Accumulated Surplus (Deficit) for the Fiscal Year Ended March 31, 2002

	In Millions	
	2001/02 Actual	2000/01 Actual
	\$	\$
Summary accounts accumulated surplus (deficit)—beginning of year	(3,509)	(4,970)
Adjustments ¹	32	35
Summary accounts accumulated surplus (deficit)—beginning of year—as restated	(3,477)	(4,935)
Summary accounts surplus (deficit)	(1,233)	1,426
Summary accounts accumulated surplus (deficit)—end of year	(4,710)	(3,509)

¹See Note 26 Accumulated Surplus (Deficit) of the Summary Financial Statements for additional information.

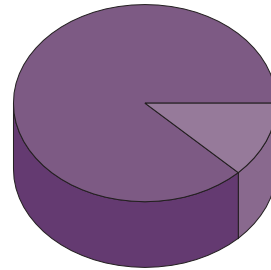
Revenues and Expenses Charts for the Fiscal Year Ended March 31, 2002

Revenue by Category



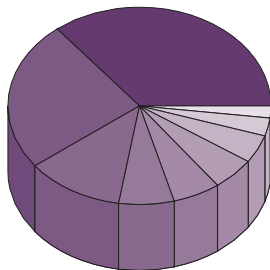
- Taxation 54.71%
- Natural resources 12.70%
- Contributions from the federal government 12.46%
- Fees and licences 8.7%
- Self-supported Crown corporations 4.22%
- Miscellaneous 4.03%
- Investment earnings 3.18%

Revenue by Main Source



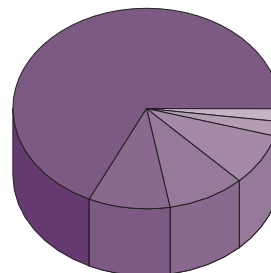
- Own Source 87.54%
- Contributions from the federal government 12.46%

Expense by Function



- Health 35.73%
- Education 24.60%
- Social Services 12.22%
- Natural resources and economic development 6.58%
- Interest 5.93%
- Transportation 5.48%
- Protection of persons and property 4.65%
- Other 2.92%
- General government 1.89%

Expense by Group Account Classification



- Government Transfers 68.06%
- Salaries and Benefits 9.68%
- Operating Costs 9.48%
- Interest 8.48%
- Other 2.33%
- Amortization 1.97%

**Detailed Summary Accounts
Surplus (Deficit)
for the Fiscal Years Ended March 31**

	In Millions					
	2001/02 Estimates	2001/02 Actual	2000/01 Actual ¹	1999/00 Actual ¹	1998/99 Actual ¹	1997/98 Actual ¹
Consolidated Revenue Fund (CRF)	\$	\$	\$	\$	\$	\$
Operating result before joint trusteeship ² ...	(2,071)	(1,695)	1,548	(383)	(281)	81
Taxpayer-supported Crown Corporations and Agencies³						
BC Transportation Financing Authority.....			1	22	(114)	52
British Columbia Buildings Corporation.....	40	37	51	45	49	39
British Columbia Ferry Corporation.....	3	(23)	11	(299)	(114)	(59)
Forest Renewal BC.....	(107)	(179)	(64)	1	(265)	(88)
552513 British Columbia Ltd (Skeena Cellulose Inc).....	(53)	(69)				
Other	(7)	(6)	32	(44)	9	40
	(124)	(240)	31	(275)	(435)	(16)
Net transfers from (to) the CRF.....	(18)	(273)	(69)	(78)	(14)	(20)
Other accounting adjustments ⁴	(191)	(5)	(189)	949	(368)	(278)
	(333)	(518)	(227)	596	(817)	(314)
Self-supported Crown Corporations and Agencies³						
British Columbia Hydro and Power Authority.....	420	403	446	416	395	408
British Columbia Liquor Distribution Branch.....	616	637	642	617	616	606
British Columbia Lottery Corporation	585	606	562	532	456	290
British Columbia Railway Company.....	1	(107)	(7)	(582)	24	40
Insurance Corporation of British Columbia	35	(251)	139	96	74	14
Other	3		4	1	(23)	(24)
	1,660	1,288	1,786	1,080	1,542	1,334
Net transfers from (to) the CRF.....	(1,393)	(1,420)	(1,431)	(1,376)	(1,348)	(1,260)
Other accounting adjustments ⁵	(201)	(352)	(198)	106	(99)	(8)
	66	(484)	157	(190)	95	66
Forecast allowance.....	(500)					
Gain (loss) on pension settlement.....	1,338	1,464	(52)			
Summary accounts surplus (deficit)	(1,500)	(1,233)	1,426	23	(1,003)	(167)

¹Figures have been restated to reflect material changes in government accounting policies.

²Consolidated Revenue Fund operating result includes the liquidation dividend from Forest Renewal BC and restructuring exit expenses.

³See pages 72 and 73.

⁴Fiscal 2001/02 includes adjustments made to transfer the revenue recognition of deferred capital contribution (\$187 million) to contributed surplus in the BC Transportation Financing Authority.

⁵Fiscal 2001/02 includes transfers of British Columbia Lottery Corporation revenue to charities and local governments, adjustments to the British Columbia Hydro and Power Authority rate stabilization account, and adjustments to the Insurance Corporation of British Columbia and the British Columbia Railway Company financial results to bring them in line with the government fiscal year.

Reconciliation of Summary Accounts Net Revenue / Expense to Gross Revenue / Expense for the Fiscal Year Ended March 31, 2002

	In Millions			
	2002		2001	
	Revenue \$	Expense \$	Net Surplus (Deficit) \$	Net Surplus (Deficit) \$
Net Consolidated Revenue Fund ¹	23,218	(24,913)	(1,695)	1,548
Consolidated Revenue Fund recoveries ²	<u>2,468</u>	<u>(2,468)</u>		
Gross Consolidated Revenue Fund ³	25,686	(27,381)	(1,695)	1,548
Taxpayer-supported Crown corporations and agencies ⁴	2,945	(3,185)	(240)	31
Self-supported Crown corporations and agencies ⁵	1,085		1,085	1,725
Adjustments to eliminate transfers between organizations and co-ordinate accounting policies.....	<u>(4,017)</u>	<u>2,170</u>	<u>(1,847)</u>	<u>(1,826)</u>
Gross revenue/expense for the year ended March 31	<u>25,699</u>	<u>(28,396)</u>	(2,697)	1,478
Gain (loss) on pension settlement			<u>1,464</u>	<u>(52)</u>
Surplus (deficit) for the year ended March 31			<u>(1,233)</u>	<u>1,426</u>
Gross revenue/expense for the year ended March 31, 2001	<u>27,848</u>	<u>(26,370)</u>		

¹Net Consolidated Revenue Fund revenues and expenses include the liquidation dividend from Forest Renewal BC and restructuring exit expenses.

²The Consolidated Revenue Fund (CRF) recoveries represent amounts earned and applied against expenses. Recoveries include costs and amounts recovered from outside the CRF, the offset for commissions paid for revenue collection, and bad debt expense for various revenue accounts.

³Represents the CRF total revenue and expense after adding recoveries to show total spending.

⁴Represents the revenue and expense of taxpayer-supported Crown corporations and agencies fully consolidated into the government reporting entity.

⁵Represents the net revenue (after deducting expenses) of self-supported Crown corporations and agencies brought into the government reporting entity on a modified equity basis.

Summary Accounts Staff Utilization¹ for the Fiscal Year Ended March 31, 2002

	2002 Estimates	2002 Actual	2001 Actual
Consolidated Revenue Fund (CRF) ²	34,844	33,214	33,269
Taxpayer-supported Crown corporations and agencies ³	9,034	8,897	8,926
CRF employees funded by Crown corporations and agencies ⁴	<u>310</u>	<u>281</u>	<u>310</u>
Total staff utilization	<u>44,188</u>	<u>42,392</u>	<u>42,505</u>

¹Staff utilization is the full time equivalent of the number of persons employed in the fiscal year whose salaries are paid by taxpayer-supported entities within the Summary Accounts.

²See the Consolidated Revenue Fund Schedules at www.fin.gov.bc.ca for details of amounts included in this total.

³See financial statements of Crown corporations and agencies at www.fin.gov.bc.ca for details of amounts included in this total.

⁴This is comprised of 194 employees of the Ministry of Forests and 87 employees of the Ministry of Sustainable Resource Management who are funded by Crown corporations and agencies.

DEFINITIONS

Consolidated Revenue Fund (CRF)—includes the taxpayer-supported activities of the General Fund and special funds of government through which the government delivers central government programs. It does not include the activities of government operated through Crown corporations or agencies.

Consolidation—the methods used to combine the results of Crown corporations and agencies with the Consolidated Revenue Fund. The two methods used are:

(i) full or proportional consolidation—the accounts of the Crown corporation or agency are adjusted to a basis consistent with the accounting policies of the government. The operating result and financial position of the Crown entities are combined on a “line-by-line” basis. Inter-entity accounts and transactions are eliminated upon consolidation. Proportional consolidation differs from full consolidation in that only the government’s portion of operating and financial results is combined on a “line-by-line” basis.

(ii) modified equity consolidation—the original investment of the government in the Crown corporation or agency is initially recorded at cost and adjusted annually to include the net earnings/losses and other net equity changes of the entity. There is no adjustment to conform to government accounting policies. Since the government ensures the ongoing activities of self-supported Crown corporations and agencies, full account is taken of losses in these entities, even when cumulative losses exceed the original investment. Accounts and transactions between self-supported entities are not eliminated; however, profit elements included in such transactions, including certain increases in contributed surplus, are eliminated.

Debt—represents the par value of the debt less sinking fund balances, internally held debt and unamortized discounts and premiums.

Deficit—meaning is dependent upon the statement to which it applies:

(i) Statement of Financial Position: the accumulated deficit is the amount by which the total liabilities of the government exceed its total assets

(ii) Statement of Operations: the annual deficit is the amount by which the total annual expenses for the operating year exceed total annual revenues (see “Surplus” definition).

Entitlement—a government transfer that the government must make if the recipient meets specified eligibility criteria. Entitlements are non-discretionary in the sense that both eligibility criteria and the amount of the payment are prescribed in a statute or regulation.

Financial Assets—assets on hand at the end of the accounting period, including cash and assets that are convertible into cash and are not intended for consumption

in the normal course of activities, that could provide resources to discharge existing liabilities or finance future operations.

Government business partnership—a government partnership that has all the following characteristics:

(i) is a separate legal entity with the power to contract in its own name and that can sue or be sued

(ii) has been delegated the financial and operational authority to carry on a business

(iii) sells goods and/or services to individuals and organizations outside the government reporting entity as its principal activity, and

(iv) can, in the normal course of its operation, maintain its operations and meet its liabilities from revenue received from sources outside the government reporting entity.

Government partnership—a contractual arrangement between the government and a party or parties outside the government reporting entity that has all the following characteristics:

(i) the partners co-operate toward achieving significant, clearly defined common goals

(ii) the partners make a financial investment in the government partnership

(iii) the partners share control of decisions related to the financial and operating policies of the government partnership on an ongoing basis, and

(iv) the partners share, on an equitable basis, significant risks and benefits associated with the operation.

Government transfers—transfers of money from government to an individual, organization or another government from which the government making the transfer does not:

(i) receive any goods or services directly in return

(ii) expect to be repaid in the future, nor

(iii) expect a financial return.

Grants—a government transfer made at the sole discretion of the government. The government has the discretion to decide whether or not to make the grant, the conditions to be complied with, if any, the amount of the grant and to whom to provide the grant.

DEFINITIONS—Continued

Net liabilities—the amount by which the total liabilities of the government exceed its total financial assets. The separate calculation of this number on the Statement of Financial Position is unique to financial statements for Canadian senior governments. Can also be referred to as “net debt”; however, as this term can be confused with the term “debt” (see definition), the more descriptive net liabilities terminology is used by this province. Excludes non-financial assets such as buildings and prepaid expenses from total assets on the Statement of Financial Position.

Provincial government direct debt—combines the government direct operating debt and the debt incurred to finance education, health facilities and public transit. This combined portfolio represents the debt for which the government has direct responsibility for the associated debt service costs.

Self-supported Crown corporations and agencies—all Crown corporations and agencies that are accountable for the administration of their financial affairs and resources either to a minister of the government or directly to the Legislature and are owned or controlled by the government. In addition, they must also carry on a business that sells goods and/or services to persons outside the government reporting entity as their principal activity and maintain operations and meet liabilities from revenue received outside the government reporting entity in the normal course of operations. This also includes the government’s interest in government business partnerships.

Summary Accounts—the financial position and operating result of the government reporting entity including the Consolidated Revenue Fund and Crown corporations and agencies; the amounts represented by the Summary Financial Statements of the government.

Surplus—meaning is dependent upon the statement to which it applies:

(i) Statement of Financial Position: the accumulated surplus is the amount by which the total assets of the government exceed its total liabilities

(ii) Statement of Operations: the annual surplus is the amount by which the total annual revenues for the operating year exceed total annual expenses (see “Deficit” definition).

Taxpayer-supported Crown corporations and agencies—all Crown corporations and agencies outside the Consolidated Revenue Fund that are accountable for the administration of their financial affairs and resources either to a minister of the government or directly to the Legislature and are owned or controlled by the government. In addition, they must not meet the criteria for being self-supported. This also includes the government’s interest in government partnerships that are not government business partnerships.

Transfers under agreements (including shared cost)—a government transfer that is a reimbursement of eligible expenditures pursuant to an agreement between the government and the recipient. The recipient usually spends the money first, and the government has some input into how the money is spent.