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# *Provincial Debt Summary*





## Overview of Provincial Debt (Unaudited)

The provincial government, its Crown corporations, agencies and government organizations incur debt to fund operations and finance capital projects.

Provincial debt is reported using two basic classifications: (1) taxpayer-supported debt; and (2) self-supported debt.

*Taxpayer-supported Debt*—includes government direct debt, which is incurred for government operating and capital purposes, the debt of Crown corporations and agencies, school districts, universities, colleges, institutes and health organizations that require operating or debt service subsidies from the provincial government and are fully consolidated in the Summary Financial Statements. The BC Transportation Financing Authority is an example of a taxpayer-supported Crown corporation.

*Self-supported Debt*—includes the debt of commercial Crown corporations and agencies as well as the Warehouse Borrowing Program. Commercial Crown corporations and agencies generate sufficient revenues to cover interest costs and repay principal and may pay dividends to the province. The British Columbia Hydro and Power Authority is an example of a commercial Crown corporation. The Warehouse Borrowing Program is used to take advantage of borrowing opportunities in advance of requirements. Eventually, this debt is allocated to the province or Crown corporations and agencies. In the interim, the funds are invested at market rates.

The *Finance Statutes (Deficit Authorization and Debt Elimination) Amendment Act, 2009* required that effective April 1, 2011, any increase in cash and cash equivalents in the Consolidated Revenue Fund must be applied to reduce or eliminate any provincial government direct operating debt. Supplementary estimates may not be presented to the Legislative Assembly if the most recent quarterly report includes a forecast that there will be provincial government direct operating debt at the end of the fiscal year to which the quarterly report applies.

The following provincial debt summary provides additional detailed information and related key indicators and benchmarks to allow a more informed assessment of the debt totals. A reconciliation is also provided to explain the differences between the Summary of Provincial Debt and the Summary Financial Statements.

The total provincial net debt as at March 31, 2011 was \$45,154 million, which consists of \$44,733 million (net of \$1,410 million sinking fund investments) in the Summary Financial Statements, together with \$356 million in additional debt of self-supported Crown corporations and agencies and \$65 million in additional guaranteed debt.

## Provincial Debt as at March 31, 2011 (Unaudited)

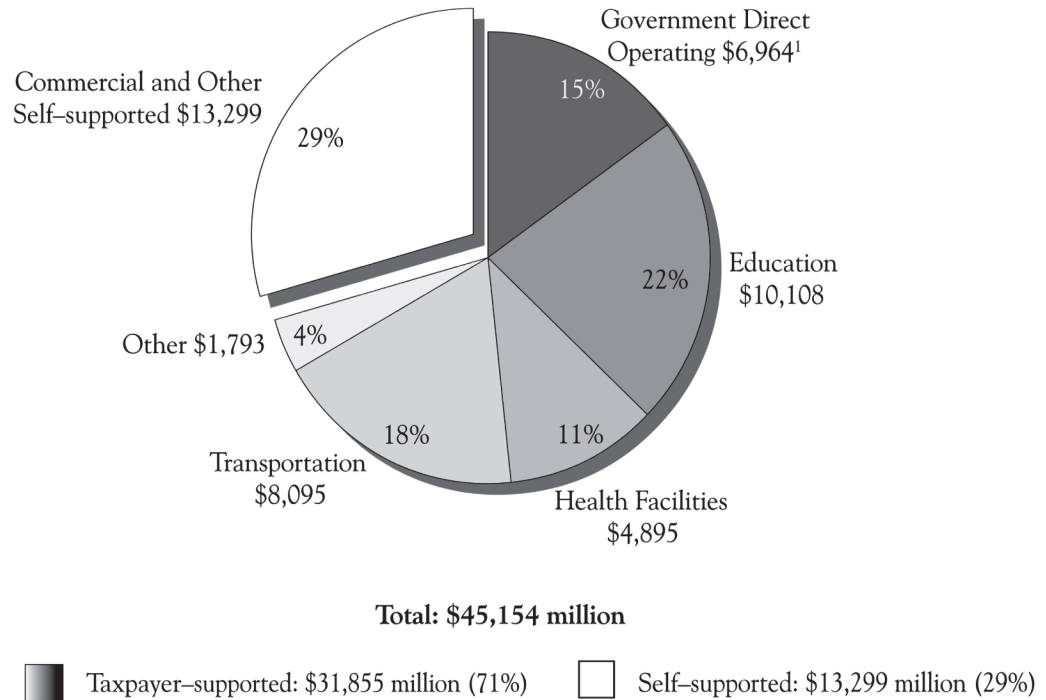
The accumulated provincial net debt of \$45,154 million has been incurred for various purposes as shown in Chart 1 below. Over the years, the proceeds from borrowing have contributed to economic development in the province and have provided resources to deliver health, education and social programs, and transportation infrastructure.

At March 31, 2011 taxpayer-supported net debt totalled \$31,855 million including debt incurred for government operating purposes (\$6,964 million), educational facilities (\$10,108 million), health facilities (\$4,895 million), transportation infrastructure (\$8,095 million), and other debt (\$1,793 million). Other debt is comprised mainly of debt related to social housing, provincial government general capital expenditures, service delivery agencies and various loan guarantee programs.

At March 31, 2011, self-supported debt totalled \$13,299 million including debt of commercial Crown corporations and agencies: British Columbia Hydro and Power Authority (\$11,710 million), the Transportation Investment Corporation (\$1,148 million), Columbia River power projects (\$183 million), British Columbia Lottery Corporation (\$85 million) and debt of commercial subsidiaries of certain post-secondary institutions (\$173 million).

**Chart 1 – Provincial debt as at March 31, 2011**

In Millions/Percent of Total



<sup>1</sup>Operating debt includes amounts required to finance operating deficits and amounts allocated to fund provincial government general capital expenditures prior to the 2008/09 fiscal year end.

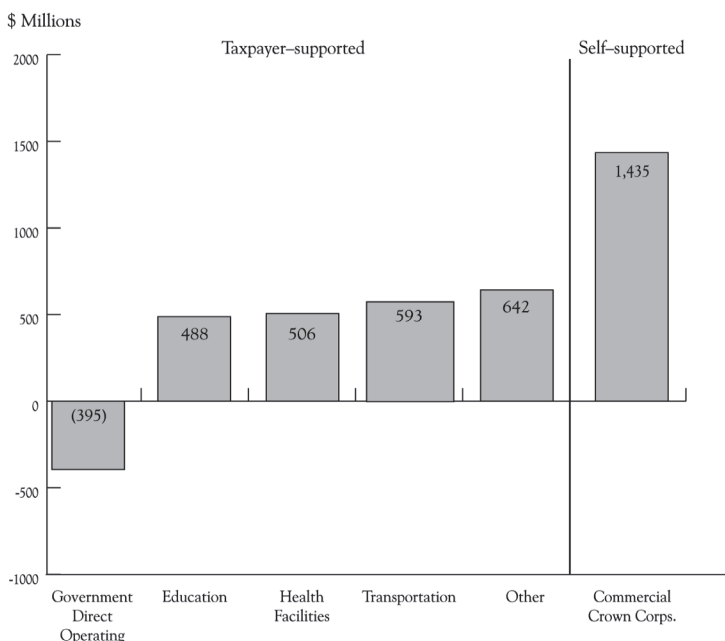
## Change in Provincial Debt<sup>1</sup> (Unaudited)

Provincial debt increased by \$3,269 million in 2010/11 when compared to the prior year. This includes an increase in taxpayer-supported debt of \$1,834 million and an increase in self-supported debt of \$1,435 million. Warehouse Program debt was zero at fiscal year-end. Chart 2 below shows the change in provincial debt for the year ended March 31, 2011.

*Taxpayer-supported Debt*— Increased by \$1,834 million due to new capital financing requirements of \$593 million in the transportation sector, \$506 million in the health sector, \$488 million in the education sector, and \$642 million for other taxpayer-supported entities which included \$276 million attributed to provincial government general capital. The increases above were offset by a \$395 decrease to government direct operating debt.

*Self-supported Debt*—The increase of \$1,435 million included a \$848 million increase in BC Hydro and Power Authority debt including assumption of \$92 million in BC Transmission Corporation debt, a \$604 million increase in Transportation Investment Corporation debt, and a \$25 million increase in British Columbia Lottery Corporation debt, offset by a \$28 million decrease in debt for subsidiaries of post-secondary institutions, and a \$13 million decrease in debt outstanding for the Columbia River Power projects and a \$1 million decrease for British Columbia Liquor Distribution Branch.

**Chart 2 – Change in provincial debt for the year ended March 31, 2011**



<sup>1</sup>Includes gross new borrowings plus changes in sinking fund balances less debt maturities.

**Reconciliation of Summary Financial Statements' Deficit (Surplus)  
to Change in Taxpayer-supported Debt and Total Debt  
for the Fiscal Year Ended March 31, 2011  
(Unaudited)**

	In Millions	
	2011	2010 <sup>1</sup>
	\$	\$
Deficit (surplus) for the year.....	309	1,864
Taxpayer-supported debt decreased by:		
Non-cash expenses included in (surplus).....	(2,243)	(2,118)
Accounts receivable, accounts payable and other working capital net changes.....	(326)	(3,912)
	<u>(2,569)</u>	<u>(6,030)</u>
Taxpayer-supported debt increased by:		
Self-supported Crown corporation and agency earnings in excess of contributions to the Consolidated Revenue Fund.....	(329)	1,079
Tangible capital asset net acquisitions.....	4,037	3,625
Net increases (decreases) in loans, advances and investments.....	386	3,037
	<u>4,094</u>	<u>7,741</u>
Net increase (decrease) in taxpayer-supported debt.....	1,834	3,575
Taxpayer-supported debt—beginning of year.....	30,021	26,446
Taxpayer-supported debt—end of year.....	31,855	30,021
Self-supported debt.....	13,299	11,864
<b>Total debt<sup>2</sup>.....</b>	<b><u>45,154</u></b>	<b><u>41,885</u></b>

**Reconciliation of Total Debt to Summary Financial Statements' Debt  
as at March 31, 2011  
(Unaudited)**

	In Millions	
	2011	2010
	\$	\$
Total debt.....	45,154	41,885
Debt included as part of equity in self-supported Crown corporations and agencies.....	(356)	(398)
Contingent liabilities for debt of individuals and organizations that have been guaranteed by the province.....	(65)	(95)
Sinking fund investments.....	1,410	1,329
<b>Summary Financial Statements' debt.....</b>	<b><u>46,143</u></b>	<b><u>42,721</u></b>
Comprised of:		
Taxpayer-supported debt.....	33,113	31,169
Self-supported debt.....	13,030	11,552
<b>Summary Financial Statements' debt.....</b>	<b><u>46,143</u></b>	<b><u>42,721</u></b>

<sup>1</sup>Comparative figures for the previous year have been restated.

<sup>2</sup>See Summary of Provincial Debt, page 133.

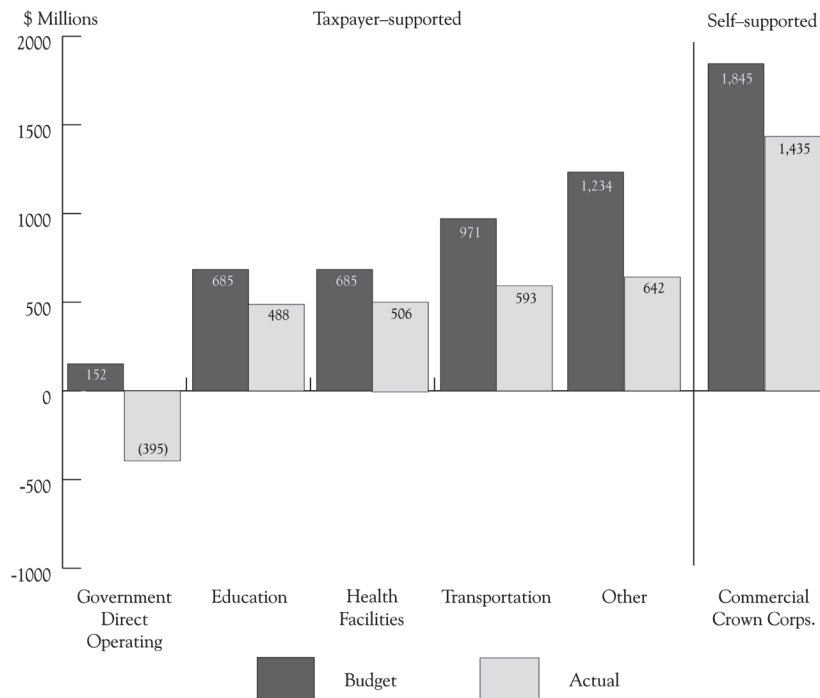
## Change in Provincial Debt, Comparison to Budget (Unaudited)

Provincial debt increased by \$3,269 million compared to a budgeted increase of \$5,572 million resulting in a \$2,303 million improvement over budget net of the \$300 million forecast allowance. Chart 3 below shows the difference between the actual change in provincial debt and the budgeted change by major category.

Taxpayer-supported debt increased by \$1,834 million compared to a budgeted increase of \$3,727 million. The \$1,893 million improvement over budget is due to lower than forecast borrowing for government operating purposes (\$547 million), education (\$197 million), health facilities (\$179 million), transportation (\$378 million) and other capital investments (\$592 million).

Self-supported debt increased by \$1,435 million compared to a budgeted increase of \$1,845 million. The \$410 million improvement over budget is due to lower than forecast borrowing for British Columbia Hydro and Power Authority (\$190 million), Transportation Investment Corporation (\$217 million), British Columbia Lottery Corporation (\$43 million) and British Columbia Liquor Distribution Branch (\$1 million), offset by higher than forecast borrowing for post secondary institution's subsidiaries (\$39 million) and Columbia River Power projects (\$2 million).

**Chart 3 – Change in provincial debt<sup>1</sup> (actual vs budget) for the year ended March 31, 2011**



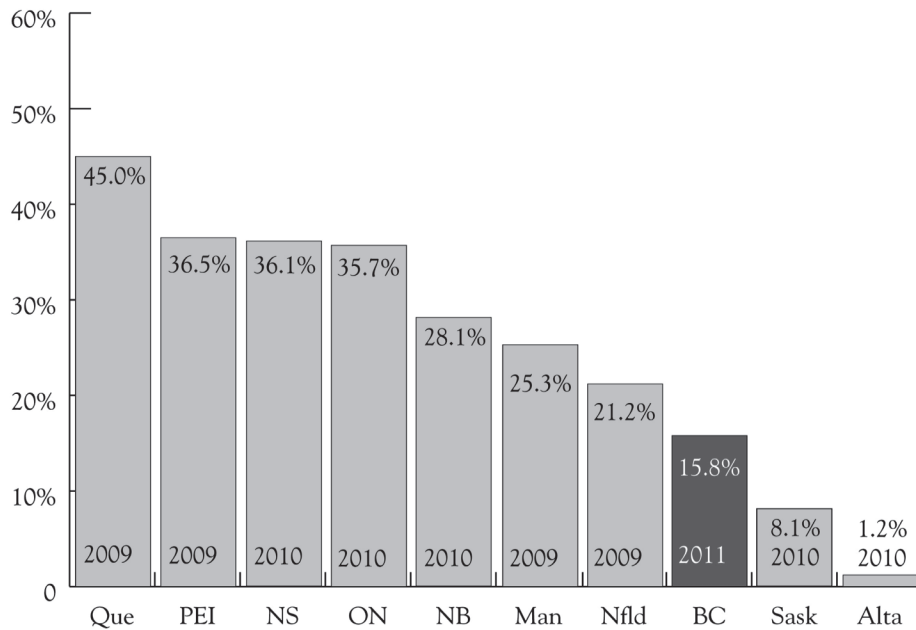
<sup>1</sup>The change in forecast allowance is not included in this chart.

## Interprovincial Comparison of Taxpayer-supported Debt as a Percentage of Gross Domestic Product (Unaudited)

Chart 4 below shows the ratio of each province's taxpayer-supported debt as a percentage of their gross domestic product (GDP). The ratio of a province's taxpayer-supported debt relative to its GDP highlights the ability of a province to service its debt load. This ratio is often used by investors and credit rating agencies when assessing a province's investment quality. According to the most recent data published by Moody's Investors Service Inc. (Moody's), British Columbia's taxpayer-supported debt ratio is one of the lowest in Canada and this translates into a strong credit rating and relatively low debt servicing costs.

**Chart 4 – Interprovincial comparison of taxpayer-supported debt as a percentage of GDP**

Percent of GDP at March 31, 2011 except as otherwise noted



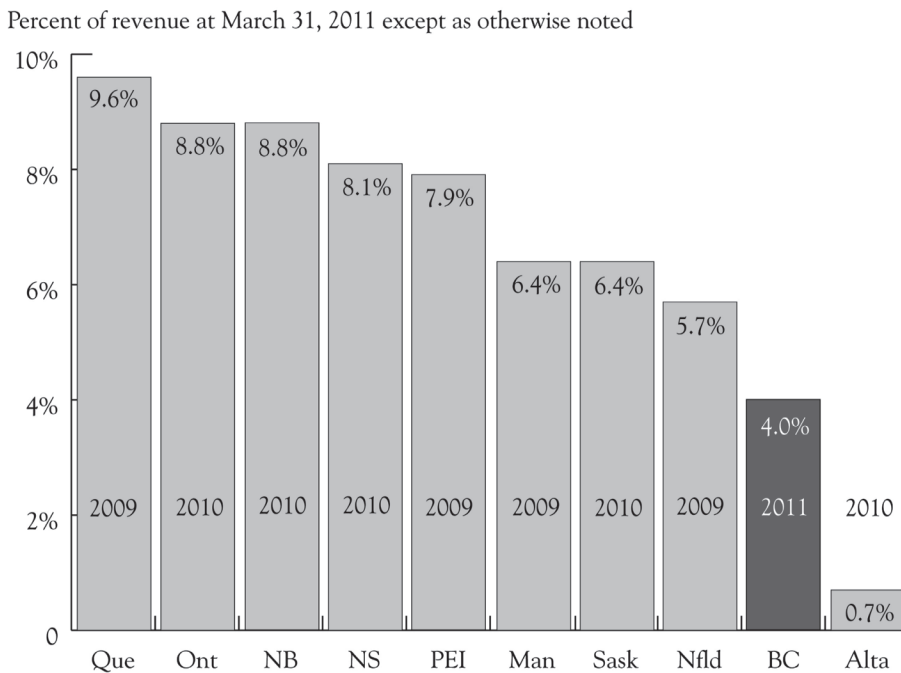
Source: Moody's Investors Service Inc.



## Interprovincial Comparison of Taxpayer-supported Debt Service Costs as a Percentage of Revenue (Unaudited)

Chart 5 shows the ratio (interest bite) of each province's taxpayer-supported debt servicing costs as a percentage of the revenue. The interest bite indicates how much of each dollar of provincial revenue is used to pay for taxpayer-supported debt service costs. According to the most recent data published by Moody's, British Columbia has one of the lowest taxpayer-supported debt service costs as a percentage of revenue of all provinces.

**Chart 5 – Interprovincial comparison of taxpayer-supported debt service costs as a percentage of revenue**



Source: Moody's Investors Service Inc.

Moody's definition of taxpayer-supported debt is modestly different from the definition used by the Ministry of Finance. The financial community has not agreed upon a definition for taxpayer-supported debt. The definition used by Moody's is the closest to that employed by the ministry but, even then, there are small differences. The value of presenting Moody's debt indicators is that it provides an interprovincial comparison from a third party source, which is helpful for readers to understand the province's relative performance and ranking.

More comprehensive information on the debt of the province and its Crown corporations and agencies is provided on the Debt Management Branch website. This detailed information can assist readers in assessing the province's debt position. The website is available on the Internet at: [www.fin.gov.bc.ca/PT/dmb/index.shtml](http://www.fin.gov.bc.ca/PT/dmb/index.shtml).





## **Independent Report of the Auditor General of British Columbia**

*To the Legislative Assembly  
of the Province of British Columbia:*

### **Introduction**

I have audited the accompanying debt-related statements of the Government of the Province of British Columbia which comprise the summary of provincial debt as at March 31 (2007 to 2011), the key indicators of provincial debt for the fiscal years ended March 31 (2007 to 2011), the summary of performance measures for the fiscal year ended March 31, 2011, and a summary of significant accounting policies and other information.

Through these statements, the government reports to the Legislative Assembly on its debt management by presenting five years of information on provincial debt and debt indicators, and compares its actual results of performance measures to its target measures for the fiscal year ended March 31, 2011.

### **Management's Responsibility for the Debt-Related Statements**

Management is responsible for the preparation of these debt-related statements in accordance with the basis of accounting as described in the notes to the debt-related statements, and for determining that the described framework is acceptable in the circumstances. Management is also responsible for such internal control as management determines necessary to enable the preparation of debt-related statements that are free from material misstatement, whether due to fraud or error.

### **Auditor's Responsibility**

My responsibility is to express an opinion on these debt-related statements based on my audit. I conducted my audit in accordance with Canadian generally accepted auditing standards. Those standards require that I comply with ethical requirements and plan and perform the audit to obtain reasonable assurance about whether these debt-related statements are free of material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the debt-related statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the debt-related statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation of the debt-related statements 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. An audit also includes

evaluating the appropriateness of accounting policies used and the reasonableness of accounting estimates, if any, made by management, as well as evaluating the overall presentation of the debt-related statements.

In my view, the audit evidence I have obtained is sufficient and appropriate to provide a basis for my audit opinion.

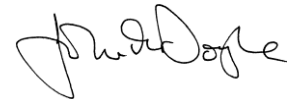
### **Opinion**

In my opinion, these debt-related statements of the Government of the Province of British Columbia for the year ended March 31, 2011, are prepared, in all material respects, in accordance with the basis of accounting as described in the notes to the debt-related statements.

### **Basis of Accounting**

Without modifying my opinion, I draw attention to the basis of accounting as described in the notes to the debt-related statements. The debt-related statements are provided to the Legislative Assembly to supplement the debt disclosures provided in the Summary Financial Statements of the Province of British Columbia and, as a result, may not be suitable for another purpose.

*Victoria, British Columbia  
July 7, 2011*



John Doyle, MAcc, CA  
Auditor General

## Summary of Provincial Debt<sup>1</sup> as at March 31

	In Millions				
	2011	2010	2009	2008	2007
	\$	\$	\$	\$	\$
<b>Taxpayer-supported Debt</b>					
Provincial government direct operating					
Provincial government operating.....	4,268	4,663	3,048	5,330	6,928
Provincial government general capital <sup>2</sup> .....	2,696	2,696	2,696	2,274	1,961
	<u>6,964</u>	<u>7,359</u>	<u>5,744</u>	<u>7,604</u>	<u>8,889</u>
Education <sup>3</sup>					
Schools.....	6,016	5,777	5,522	5,216	5,013
Post-secondary institutions.....	4,092	3,843	3,626	3,437	3,024
	<u>10,108</u>	<u>9,620</u>	<u>9,148</u>	<u>8,653</u>	<u>8,037</u>
Health facilities <sup>3</sup> .....	<u>4,895</u>	<u>4,389</u>	<u>3,936</u>	<u>3,511</u>	<u>3,053</u>
Highways and public transit					
BC Transportation Financing Authority.....	5,785	5,211	4,586	3,948	3,237
British Columbia Transit.....	158	140	94	84	96
Public transit <sup>3</sup> .....	997	997	997	958	950
SkyTrain extension <sup>3</sup> .....	1,155	1,154	1,154	1,153	1,153
	<u>8,095</u>	<u>7,502</u>	<u>6,831</u>	<u>6,143</u>	<u>5,436</u>
Other					
Provincial government general capital <sup>2</sup> .....	570	294			
Social housing <sup>5</sup> .....	511	305	286	218	216
BC Pavilion Corporation.....	250	49			
Homeowner Protection Office <sup>4</sup> .....		144	150	136	110
Other <sup>6</sup> .....	462	359	351	324	227
	<u>1,793</u>	<u>1,151</u>	<u>787</u>	<u>678</u>	<u>553</u>
Total taxpayer-supported debt.....	<u>31,855</u>	<u>30,021</u>	<u>26,446</u>	<u>26,589</u>	<u>25,968</u>

## Summary of Provincial Debt<sup>1</sup>—Continued as at March 31

	In Millions				
	2011	2010	2009	2008	2007
	\$	\$	\$	\$	\$
<b>Self-supported Debt</b>					
Commercial Crown corporations and agencies					
British Columbia Hydro and Power Authority <sup>7</sup> .....	11,710	10,862	9,124	7,712	7,174
British Columbia Liquor Distribution Branch.....		1	1	2	3
British Columbia Lottery Corporation.....	85	60			
Columbia River power projects <sup>8</sup> .....	183	196	208	219	236
Post-secondary institutions' subsidiaries.....	173	201	134	115	58
Transportation Investment Corporation.....	1,148	544	20		
	<u>13,299</u>	<u>11,864</u>	<u>9,487</u>	<u>8,048</u>	<u>7,471</u>
Warehouse Borrowing Program <sup>9</sup> .....			2,081		
Total self-supported debt.....	<u>13,299</u>	<u>11,864</u>	<u>11,568</u>	<u>8,048</u>	<u>7,471</u>
<b>Total provincial debt.....</b>	<b><u>45,154</u></b>	<b><u>41,885</u></b>	<b><u>38,014</u></b>	<b><u>34,637</u></b>	<b><u>33,439</u></b>

<sup>1</sup>Debt is after deductions of sinking funds, unamortized discounts and unrealized foreign exchange gains/(losses), and excludes accrued interest. Government direct and fiscal agency debt accrued interest is reported in the government's accounts as an accounts payable.

<sup>2</sup>Separate disclosures of borrowing for ministries' capital spending are applied prospectively beginning in fiscal 2009/10. Figures for prior years have been restated.

<sup>3</sup>Represents government direct debt incurred for capital financing of education and health facilities and public transit infrastructure.

<sup>4</sup>Effective April 1, 2010, the provincial government assumed responsibility for the fiscal agency loans and loan guarantees of the Homeowner Protection Office (\$144 million).

<sup>5</sup>Includes the debt of the British Columbia Housing Management Commission and the Provincial Rental Housing Corporation.

<sup>6</sup>Includes debt of other taxpayer-supported Crown corporations and agencies and fiscal agency loans to local governments. Also includes reconstruction loan program guarantees, student loan guarantees, loan guarantees to agricultural producers, guarantees under economic development and home mortgage assistance programs, and Columbia Basin Trust joint venture debt guarantees.

<sup>7</sup>Effective July 5, 2010, the British Columbia Hydro and Power Authority assumed responsibility for the fiscal agency loans of the British Columbia Transmission Corporation (\$92 million). Figures for prior years have been restated.

<sup>8</sup>Debt related to joint ventures of the Columbia Power Corporation and the Columbia Basin Trust.

<sup>9</sup>The program borrows money in advance of actual requirements. Funds are invested until required. Debt is allocated to the provincial government or its Crown corporations and agencies.

### Summary of Provincial Debt

The debt-related statements are prepared using financial information that supports the government's Summary Financial Statements, which are prepared in accordance with Canadian generally accepted accounting principles. However, in the debt-related statements, there are some differences in the methods of compilation and presentation compared to generally accepted accounting principles. In the debt-related statements, debt is calculated net of sinking fund assets, includes debt directly incurred by modified equity enterprises, and other commercial subsidiaries of taxpayer-supported entities, and includes debt incurred by others outside the government reporting entity where there is provincial guarantee as to the payment of principal and interest. Also, total provincial revenue and interest costs include the gross revenue and interest costs of modified equity enterprises, and total provincial interest costs are net of sinking fund earnings.

## Summary of Provincial Debt<sup>1</sup>—Continued as at March 31

### Provincial government general capital

In February 2009, government tabled the *Finance Statutes (Deficit Authorization and Debt Elimination) Amendment Act, 2009*, which prohibited spending on supplementary estimates until operating debt was eliminated. Historically, government direct operating debt included debt attributed to financing ministry capital expenditures, in addition to borrowing for operating deficits and working capital needs. In accordance with the amending legislation, beginning in 2009/10, debt attributed to amounts spent on ministry capital are reported as "Provincial government general capital" and reported separately from direct operating debt for deficit financing. Amounts attributed to ministry capital spending prior to 2008/09 are disclosed as a component of direct operating debt for compliance with the amended legislation. These segregated debt disclosures are consistent with government's policy of paying down operating debt before other types of debt and the Summary of Provincial Debt table has been restated to reflect this policy.

## Key Indicators of Provincial Debt<sup>1</sup> for the Fiscal Years Ended March 31

	2011		2010	2009	2008	2007
	Budget Estimate	Actual	Actual	Actual	Actual	Actual
<b>Debt to Revenue (percent)</b>						
Total provincial.....	94.5	89.8	87.5	77.9	69.3	69.2
Taxpayer-supported.....	87.8	80.6	84.0	71.9	69.6	69.8
<b>Debt per Capita (\$)<sup>2</sup></b>						
Total provincial.....	10,556	9,966	9,391	8,671	8,037	7,880
Taxpayer-supported.....	7,459	7,030	6,731	6,033	6,170	6,119
<b>Debt to GDP (percent)<sup>3</sup></b>						
Total provincial.....	24.3	22.4	21.9	19.2	18.0	18.3
Taxpayer-supported.....	17.2	15.8	15.7	13.4	13.8	14.2
<b>Interest Bite (cents per dollar of revenue)<sup>4</sup></b>						
Total provincial.....	4.7	4.3	4.6	4.4	4.0	4.3
Taxpayer-supported.....	4.6	4.0	4.3	4.3	3.9	4.2
<b>Interest Costs (\$ millions)</b>						
Total provincial.....	2,365	2,164	2,212	2,138	2,009	2,069
Taxpayer-supported.....	1,775	1,597	1,541	1,570	1,487	1,570
<b>Interest Rate (percent)<sup>5</sup></b>						
Taxpayer-supported.....	5.6	5.2	5.5	5.9	5.7	5.9
<b>Background Information:</b>						
<b>Revenue (\$ millions)</b>						
Total provincial <sup>6</sup> .....	50,552	50,295	47,876	48,808	49,946	48,346
Taxpayer-supported <sup>7</sup> .....	38,420	39,544	35,758	36,788	38,198	37,208



## Key Indicators of Provincial Debt<sup>1</sup> for the Fiscal Years Ended March 31—Continued

	2011		2010	2009	2008	2007
	Budget Estimate	Actual	Actual	Actual	Actual	Actual
<b>Total Debt (\$ millions)</b>						
Total provincial.....	47,757	45,154	41,885	38,014	34,637	33,439
Taxpayer-supported <sup>8</sup> .....	33,748	31,855	30,021	26,446	26,589	25,968
<b>Provincial GDP (\$ millions)<sup>9</sup>.....</b>	<b>196,328</b>	<b>201,792</b>	<b>191,006</b>	<b>197,728</b>	<b>192,117</b>	<b>182,251</b>
<b>Population (thousands at July 1)<sup>10</sup>.....</b>	<b>4,524</b>	<b>4,531</b>	<b>4,460</b>	<b>4,384</b>	<b>4,310</b>	<b>4,244</b>

<sup>1</sup>Figures for prior years and the 2010/11 budget have been restated to conform with the presentation used for 2011 and to include the effects of changes in underlying data and statistics.

<sup>2</sup>The ratio of debt to population (e.g., debt at March 31, 2011 divided by population at July 1, 2010).

<sup>3</sup>The ratio of debt outstanding at fiscal year end to provincial nominal gross domestic product (GDP) for the calendar year ending in the fiscal year (e.g., debt at March 31, 2011 divided by 2010 GDP).

<sup>4</sup>The ratio of interest costs (less sinking fund interest) to revenue. Figures include capitalized interest expense in order to provide a more comparable measure to outstanding debt.

<sup>5</sup>Weighted average of all outstanding debt issues.

<sup>6</sup>Includes revenue of the Consolidated Revenue Fund (excluding dividends from enterprises) plus revenue of all government organizations and enterprises.

<sup>7</sup>Excludes revenue of government enterprises, but includes dividends from enterprises paid to the Consolidated Revenue Fund.

<sup>8</sup>Excludes debt of commercial Crown corporations and agencies and funds held under the province's Warehouse Borrowing Program.

<sup>9</sup>Nominal GDP for the calendar year ending in the fiscal year (e.g., GDP for 2010 is used for the fiscal year ending March 31, 2011). As provincial nominal GDP for the calendar year ending 2010 is not available, the 2010 GDP projected in February 2011 has been used for the fiscal year ended March 31, 2011 for demonstration purposes.

<sup>10</sup>Population at July 1<sup>st</sup> within the fiscal year (e.g., population at July 1, 2010 is used for the fiscal year ending March 31, 2011).

## Summary of Performance Measures for the Fiscal Year Ended March 31, 2011

	<u>2011</u> Target	<u>2011</u> Actual	<u>2010</u> Actual
Provincial credit rating <sup>1</sup> .....	Aaa	Aaa	Aaa
Taxpayer-supported debt to GDP ratio <sup>2</sup> .....	17.2%	15.8%	15.7%
Taxpayer-supported debt service costs as a percentage of revenue <sup>2</sup> .....	4.60%	4.00%	4.20%

<sup>1</sup>Performance target presented in the Ministry of Finance 2010/11–2012/13 Service Plan Update, actuals as per Moody's Investors Services Inc.

<sup>2</sup>These performance measures, among others, are key indicators on which credit rating agencies rely to determine the province's credit rating. In previous Ministry of Finance service plans, these target measures were included but in the 2010/11–2012/13 Service Plan Update, only the province's credit rating is cited as a comprehensive measure of performance. Target ratios are now the Ministry of Finance's budget estimates from the September Update Budget and Fiscal Plan 2010/11–2012/13. Actual performance measures are those reported in the 2010/11 Public Accounts.