NEWFOUNDLAND AND LABRADOR GOVERNMENT SINKING FUND

Annual Report

For the Period
April 1, 2020 to March 31, 2021

Newfoundland and Labrador Government Sinking Fund

TREASURY MANAGEMENT DIVISION DEPARTMENT OF FINANCE CONFEDERATION BUILDING P.O. BOX 8700 ST. JOHN'S, NL A1B 4J6

Honourable Siobhan Coady
Deputy Premier
Minister of Finance
Government of Newfoundland and Labrador
Confederation Building
St. John's, NL
A1B 4J6

Dear Minister Coady:

As the representative of the Board of Trustees responsible for the Newfoundland and Labrador Government Sinking Fund (NLGSF), I am pleased to submit the 2020-21 Annual Report. The NLGSF is a category 3 government entity, and in accordance with the **Transparency and Accountability Act** is required to prepare an annual activity report to present information on its activities of the preceding year. As such, the Board of Trustees is accountable for the preparation of this report and for the results reported therein.

The mandate of the Board of Trustees for the NLGSF is to administer the sinking funds established by the Government of Newfoundland and Labrador for the repayment of the Province's debenture debt. During the 2020-21 fiscal year, the NLGSF earned a net income of approximately \$47.8 million before unrealized foreign exchange translation losses of \$37.3 million. This resulted in final net income of \$10.5 million. This represents a 3.50 per cent and 0.77 per cent return on the Sinking Fund Equity before and after unrealized foreign exchange translation losses.

Sincerely,

Theresa Heffernan

Director, NLGSF Board of Trustees

Assistant Deputy Minister, Treasury Management and Budgeting

Department of Finance

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Overview

The Newfoundland and Labrador Government Sinking Fund (NLGSF) was created pursuant to the **Financial Administration Act** to consolidate sinking funds established for the repayment of the Province's debenture debt. The Province has established sinking funds for some of its long-term debenture issues and the annual contributions to these sinking funds are invested by the Board of Trustees. NLGSF operates with a March 31 fiscal year end and the results of its activities are fully consolidated in the Provincial Government's annual financial statements.

Mandate

The mandate of the Board of Trustees is to manage and control the operational activities of the NLGSF and the sinking funds of certain crown corporations where the Province has guaranteed the related debt (i.e. Newfoundland and Labrador Municipal Financing Corporation and the Eastern Regional Integrated Health Authority). These activities include establishing investment policy, investment of funds and the monitoring of such. These funds are invested in accordance with the **Financial Administration Act**, primarily in bonds, debentures or other securities issued or guaranteed by the Government of Canada, the government of a province of Canada, or a chartered bank, with the goal of earning the maximum return from investment of the portfolio while ensuring security of the funds.

Board Representation and Accountability

The Board of Trustees are appointed by the Lieutenant Governor in Council to manage and control the day-to-day operation of the sinking funds. As of March

31, 2021, the Board of Trustees consisted of the incumbents in four senior public service positions within the Department of Finance:

Mr. Paul Smith Deputy Minister

Ms. Theresa Heffernan Assistant Deputy Minister

Treasury Management and Budgeting

Mr. Thomas Nemec Director, Treasury Management

Mr. Patrick Kennedy Manager, Treasury

Sources of Funding

For debenture issues, which have sinking fund requirements, the Province makes the required sinking fund contributions to the operating bank account managed by the Board of Trustees. In 2020-21, these sinking fund payments amounted to \$41,839,000. Sinking fund contributions are invested and the interest earnings, less an amount to cover administrative costs, are re-invested.

The NLGSF's day-to-day activities are managed by employees of the Department of Finance and the Sinking Fund is invoiced quarterly by the Province for reimbursement of these expenses on a cost-recovery basis.

Operational Information

The NLGSF earned a net income of approximately \$10.5 million during 2020-21, after an unrealized foreign exchange translation loss of \$37.3 million that resulted from a decrease in the value of the U.S. dollar. Any gains or losses resulting from foreign currency translations will never be realized as U.S assets will never be converted to Canadian dollars. Special purpose financial statements for the year ending March 31, 2021, are included in this report.

The 2020-23 Activity Plan, as well as previous annual reports, are available online at www.fin.gov.nl.ca.

Contact information is as follows:

Mailing Address

Newfoundland and Labrador Government Sinking Fund c/o Department of Finance Confederation Building East Block, Main Floor P. O. Box 8700 St. John's, NL A1B 4J6

Office Location

Treasury Management Division Department of Finance Confederation Building East Block, Main Floor Telephone: (709)-729-2961 Fax: (709) 729-6790

Report on Performance

In accordance with the Board's mandate, the following objective was identified for the 2020-21 fiscal year, which focuses on the primary activities of establishing investment policy; and the investment and monitoring of funds.

Objective

By March 31, 2021, Board of Trustees will have continued with the prudent investment of the assets of the fund.

Indicator

The assets of the fund prudently invested in accordance with the **Financial Administration Act**, as evidenced by the completion of periodic reviews of reports to the Board.

Results for 2021-22

The Board completed its review of an annual report which, in addition to financial results of the Fund, highlighted the investing activity of the Fund. This review ensured that the assets of the Fund were prudently invested in accordance with the **Financial Administration Act** and with the Board's mandate.

Planned for 2021-22

The NLGSF will report on the same objective and performance indicators for the 2021-22 fiscal year.

Opportunities and Challenges

The unpredictable nature of the investment market will continue to challenge the Board of Trustees to ensure that its investment strategy maximizes the rate of return earned on its investment portfolio, while at the same time protecting the security of the sinking funds. A slow global economic recovery with a low-interest-rate environment continues to restrict the earning potential of the investment portfolio. In addition, the fund holds U.S dollar denominated cash and investments that will be used to retire U.S dollar denominated debt of the province. These are subject to foreign exchange gains and losses that will never be realized but must be included in net income for accounting purposes.

Financial Statements

Please see the attached financial statements for the year ended March 31, 2021. These financial statements of the NLGSF are the responsibility of management and have been prepared in accordance with Canadian public sector accounting principles.

The Auditor General of Newfoundland and Labrador performed an audit on the financial statements in accordance with Canadian generally accepted auditing standards. The Auditor's Report attached to the financial statements outlines the scope of the examination and contains the Auditor General's opinion on the NLGSF's financial statements.

STATEMENT OF RESPONSIBILITY

The attached financial statements of the Newfoundland and Labrador Government Sinking Fund (the Fund) for the year ended March 31, 2021 have been prepared by management in accordance with Section 39 of the Financial Administration Act and under the various debentures which require the establishment of sinking funds. The financial statements include the balance sheet, the statement of statutory contributions, the statement of retained earnings, the statement of revenues and expenses, and the statement of cash flows, and a summary of significant accounting policies and other explanatory information which form an integral part of these statements.

Responsibility for the integrity, objectivity and fair presentation of these financial statements rests with the Board. The Board is also responsible for ensuring that a system of internal controls is maintained in order to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

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Trustee .

Date

Date

NEWFOUNDLAND AND LABRADOR GOVERNMENT SINKING FUND

FINANCIAL STATEMENTS

MARCH 31, 2021



INDEPENDENT AUDITOR'S REPORT

To the Board of Trustees of the Newfoundland and Labrador Government Sinking Fund St. John's, Newfoundland and Labrador

Opinion

I have audited the financial statements of the Newfoundland and Labrador Government Sinking Fund (the Fund), which comprise the balance sheet as at March 31, 2021, the statements of statutory contributions, retained earnings, revenues and expenses and cash flows, schedule of investments and notes to the financial statements, including a summary of significant accounting policies and other explanatory information.

In my opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Fund as at March 31, 2021 and the results of its operations and its cash flows for the year ended in accordance with the accounting policies described in Note 1 to the financial statements.

Basis for Opinion

I conducted my audit in accordance with Canadian generally accepted auditing standards. My responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of my report. I am independent of the Fund in accordance with the ethical requirements that are relevant to my audit of the financial statements in Canada, and I have fulfilled my other ethical responsibilities in accordance with these requirements. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Emphasis of Matter - Basis of Accounting and Restriction on Use

Without modifying my opinion, I draw attention to Note 1 to the financial statements which describes the basis of accounting. These financial statements are prepared solely for the information of the Fund and the Government of Newfoundland and Labrador to meet their information needs under Section 39 of the Financial Administration Act and under the various debentures which require the establishment of sinking funds. As a result, the financial statements may not be suitable for another purpose. My report is intended solely for the use of the Fund and the Government of Newfoundland and Labrador and should not be used by anyone other than the specified users.

Independent Auditor's Report (cont.)

Other Information

Management is responsible for the other information. The other information comprises the information included in the annual report, but does not include the financial statements and my auditor's report thereon. The annual report is expected to be made available to me after the date of this auditor's report.

My opinion on the financial statements does not cover the other information and I will not express any form of assurance conclusion thereon.

In connection with our audit of the financial statements, my responsibility is to read the other information identified above when it becomes available and, in doing so, consider whether the other information is materially inconsistent with the financial statements or my knowledge obtained in the audit, or otherwise appears to be materially misstated. When I read the annual report, if I conclude that there is a material misstatement therein, I am required to communicate the matter to those charged with governance.

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

Management is responsible for the preparation and fair presentation of the financial statements in accordance with the accounting policies described in Note 1 to meet the information needs of the Fund and the Government of Newfoundland and Labrador under section 39 of the Financial Administration Act and under the various debentures which require the establishment of sinking funds, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

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

Those charged with governance are responsible for overseeing the Fund's financial reporting process.

Independent Auditor's Report (cont.)

Auditor's Responsibilities for the Audit of the Financial Statements

My objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Canadian generally accepted auditing standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

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

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit
 procedures that are appropriate in the circumstances, but not for the purpose of expressing an
 opinion on the effectiveness of the Fund's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Fund's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my auditor's report. However, future events or conditions may cause the Fund to cease to continue as a going concern.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

Independent Auditor's Report (cont.)

I communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.

SANDRA RUSSELL, CPA, CA Deputy Auditor General

August 25, 2021

St. John's, Newfoundland and Labrador

NEWFOUNDLAND AND LABRADOR GOVERNMENT SINKING FUND BALANCE SHEET

As at March 31	2021	2020
	(000's)	(000's)
ASSETS		
Current		
Cash	\$ 51,728	\$ 223,080
Term deposits and short-term investments	88,025	4,983
Interest and other receivables	44 204	16 070
Province of Newfoundland and Labrador - guaranteed Other	11,391 2,871	16,878 <u>276</u>
Office	2,071	210
	154,015	245,217
Investments, at amortized cost (Schedule)		
Cost	1,105,859	1,171,751
Accumulated amortization of discounts and premiums	106,762	78,808
	1,212,621	1,250,559
	\$ 1,366,636	\$ 1,495,776
LIABILITIES AND SINKING FUND EQUITY		
Current		
Accounts payable and accrued liabilities	\$ 9	\$ 10
Due to Province of Newfoundland and Labrador	67	30
	76	40
2		
Sinking fund equity		
Accumulated statutory contributions	761,601	798,515
Retained earnings	604,959	697,221
	1,366,560	1,495,736
	\$ 1,366,636	\$ 1,495 <u>,776</u>

See accompanying notes

Signed on behalf of the Board:

Chairperson and Trustee

Trustee

NEWFOUNDLAND AND LABRADOR GOVERNMENT SINKING FUND STATEMENT OF STATUTORY CONTRIBUTIONS

For the Year Ended March 31	2021	2020
	(000's)	(000's)
Balance, beginning of year	\$ 798,515	\$ 821,240
Add: receipts for the year	41,839	44,531
Foreign currency translation adjustment (Note 2)	(22,165)	15,738
	818,189	881,509
Statutory contributions applicable to matured/redeemed debentures	(56,588)	(82,994)
Balance, end of year	\$ 761,601	\$ 798,51 <u>5</u>

NEWFOUNDLAND AND LABRADOR GOVERNMENT SINKING FUND STATEMENT OF RETAINED EARNINGS

For the Year Ended March 31	2021	2020
	(000's)	(000's)
Balance, beginning of year	\$ 697,221	\$ 729,170
Net income for the year	10,276	86,542
Foreign currency translation adjustment (Note 2)	289	11,320
	707,786	827,032
Retained earnings applicable to matured/redeemed debentures	(102,827)	(129,811)
Balance, end of year	\$ 604,959	\$ 697,221

NEWFOUNDLAND AND LABRADOR GOVERNMENT SINKING FUND STATEMENT OF REVENUES AND EXPENSES

For the Year Ended March 31	2021	2020
	(000's)	(000's)
REVENUES		
Interest income		
Debentures	\$ 43,231	\$ 49,156
Term deposits and short-term investments	316	416
Other	271	3,526
Gain on sale of securities	16	13,268
	43,834	66,366
Amortization of foreign currency		
translation (losses) gains (Note 2)	(37,278)	14,783
Amortization of discounts and premiums	3,942	5,628
	10,498	86,777
EXPENSES		
Salaries and benefits	129	131
General	93	104
	222	235
Net income	\$ 10,276	\$ 86,542

NEWFOUNDLAND AND LABRADOR GOVERNMENT SINKING FUND STATEMENT OF CASH FLOWS

2021	2020	
(000's)	(000's)	
\$ 10,276	\$ 86,542	
(3,942)	(5,628)	
37.278	(14,783)	
(16)	(13,268)	
43,596	52,863	
2,928	2,762	
46,524	55,625	
41,839	44,531	
(89,936)	(214,200)	
96,459	338,776	
(159,415)	(212,805)	
(152,892)	(88,229)	
(64,529)	11,927	
(23,781)	13,406	
228,063	202,730	
\$ 139,753	\$ 228,063	
\$ 51.728	\$ 223,080	
88,025	4,983	
\$ 139,753	\$ 228,063	
	\$ 10,276 (3,942) 37,278 (16) 43,596 2,928 46,524 41,839 (89,936) 96,459 (159,415) (152,892) (64,529) (23,781) 228,063 \$ 139,753	

NEWFOUNDLAND AND LABRADOR GOVERNMENT SINKING FUND SCHEDULE OF INVESTMENTS

As at March 31 2021 2020

	Face Value or Par (000's)	Amortized Cost (000's)	Face Value or Par (000's)	Amortized Cost (000's)
Canadian				
Province of Newfoundland and Labrador - guaranteed				
Province of Newfoundland and Labrador	\$ 455,224	\$ 487,528	\$ 418,224	\$ 453,951
Newfoundland and Labrador Hydro	35,248	39,133	35,248	39,572
Health Care Corporation (Eastern Health)	17,500	23,724	17,500	24,049
Coupons and residuals	271,264	203,442	271,264	<u> 195,389</u>
	779,236	753,827	742,236	712,961
Other coupons and residuals	221,793	161,200	221,793	154,594
Other securities	97,812	106,122	60,812	69,665
	- ,-			
	1,098,841	1,021,149	1,024,841	937,220
U.S.				
Province of Newfoundland and Labrador				
- guaranteed	86,448	88,438	132,851	137,329
Other securities	87,050	90,653	144,261	151,863
Coupons	12,905	12,381	23,121	21,840
Residuals	=	-	2,307	2,307
	186,403	191,472	302,540	313,339
Total investments	\$ 1,285,244	\$ 1,212,621	\$1,327,381	\$1,250,559

March 31, 2021

Authority

The Province of Newfoundland and Labrador issues debentures, most of which have sinking fund requirements. For debentures which have sinking fund requirements, the Province makes the required sinking fund payments (statutory contributions) to the Board of Trustees of the Newfoundland and Labrador Government Sinking Fund (the Fund). This is an unincorporated body formed under the Financial Administration Act. All members of the Board are full-time employees of the Province and are appointed by the Lieutenant-Governor in Council.

The Fund is not subject to Provincial or Federal income taxes.

1. Basis of accounting

These special purpose financial statements have been prepared by the Fund in accordance with the summary of significant accounting policies set out below to meet the information needs of the Fund and the Government of Newfoundland and Labrador under Section 39 of the Financial Administration Act and under the various debentures which require the establishment of sinking funds.

Summary of significant accounting policies

These financial statements have been prepared on the accrual basis of accounting. Outlined below are the significant policies followed.

(a) Cash and cash equivalents

Cash and cash equivalents include balances with banks, and term deposits and short-term investments with original maturities of three months or less.

Term deposits and short-term investments are recorded at cost which approximates market value because of the short term nature of the securities.

(b) Investment transactions

(i) Purchases: Investments are initially recorded at cost.

(ii) Amortization: Discounts and premiums are amortized on a straight-line basis from

the date of purchase until maturity.

(iii) Sales: Sales of investments are at a negotiated selling price. Sales are

recorded at the proceeds less the investment's average amortized

cost, with any resulting gain or loss also recorded.

(iv) Redemptions: On occasion, investments held in the Fund will be called for

redemption by the issuer. In such instances, a gain is recorded equal to the redemption proceeds less the investment's average amortized

cost.

March 31, 2021

1. Basis of accounting (cont.)

Summary of significant accounting policies (cont.)

- (c) Maturity of a Province of Newfoundland and Labrador debenture issue for which a sinking fund has been provided:
 - (i) General

A sinking fund is created pursuant to the provisions of a debenture issue in order to provide funds to be used for redemption at debenture maturity. Statutory sinking fund contributions are invested in interest bearing securities and other investments. Both the contributions and the interest are used to pay debenture holders when debentures mature.

A record is maintained of statutory contributions received on account of each issue and of income allocated to each issue (retained earnings). The accumulated amount of an issue's statutory contributions and allocated income is called its Sinking Fund Value.

At the maturity of a debenture issue, accumulated statutory contributions are reduced by the total amount of statutory contributions received over the life of the debenture issue. Retained earnings are reduced by the excess of the Sinking Fund Value over statutory contributions received related to the debenture issue.

(ii) Cash flow

At maturity, cash is paid into a redemption bank account in an amount equal to the lesser of the total face value of the issue or the Sinking Fund Value of the issue, less the face value of the particular debenture issue being redeemed held in the Fund's investments. If the Sinking Fund Value of the issue is less than the total face value, the difference is paid into the redemption bank account by the Province.

- (d) Province of Newfoundland and Labrador debentures held by the Fund are cancelled upon the related sinking fund becoming fully funded. This occurs when the value of a sinking fund for a debenture issue equates to the outstanding principal amount of that issue. The Fund will return to the Province, for cancellation, any debentures of that issue held by the Fund. The cancellation of sinking fund assets results in a corresponding reduction in sinking fund equity.
- (e) Interest income

Interest income is recorded on an accrual basis.

March 31, 2021

1. Basis of accounting (cont.)

Summary of significant accounting policies (cont.)

(f) Foreign currency translation

Assets, liabilities, revenues and expenses denominated in U.S. currency are translated as follows:

- (i) assets and liabilities are translated at the rate of exchange in effect at the balance sheet date; and
- (ii) revenues and expenses are translated at the rate of exchange in effect on the dates on which such items are recognized in income during the year, or an average of such.

Gains and losses resulting from foreign currency translation are amortized on a straight-line basis over the remaining life of each issue's sinking fund.

2. Effect of foreign currency translation

At March 31, 2021, the Fund held \$1,212,621,000 (2020 - \$1,250,599,000) in investments. These investments include \$191,472,000 denominated in U.S. currency (2020 - \$313,339,000).

The Fund assets, liabilities, statutory contributions and retained earnings denominated in U.S. currency are translated at the rate of exchange in effect at the balance sheet date. The Fund's revenues and expenses are translated at the rate of exchange in effect on the dates on which such items are recognized in income during the year, or an average of such.

In 2021 the translation of assets denominated in U.S. currency at year end resulted in a net foreign exchange loss due to a decrease in the value of the U.S. dollar (2020 – net foreign exchange gain due to an increase in the value of the U.S. dollar). Any gains or losses resulting from foreign currency translations will not become realized until such time the assets denominated in U.S. currency should ever actually be converted to Canadian dollars. It is not the intention of the Fund that its U.S. assets will be converted into Canadian dollars.

March 31, 2021

2. Effect of foreign currency translation (cont.)

	2021 (000's)	<u>2020</u> (000's)
The effect of the translation is as follows:		
Statutory contributions have (decreased) increased by Retained earnings have increased by Net income (decreased) increased by	\$ (22,165) 289 (37,278)	\$ 15,738 11,320 14,783
Total impact of foreign currency translation	\$ (59,154)	\$ 41,841
The effect of this amount on the Fund assets is as follows:		
Investments have (decreased) increased by Cash has (decreased) increased by	\$ (35,373) (23,781)	\$ 28,435 13,406
	\$ (59,154)	\$ 41,84 <u>1</u>

The decrease of \$23,781,000 (2020 - \$13,406,000 increase) is reflected in the Statement of Cash Flows because of its impact on the Fund's cash flow position. However, the other transactions did not have an impact on the Fund's cash flow position and are, therefore, not reflected in the Statement of Cash Flows.

3. Financial instruments

The Fund's short-term financial instruments recognized on the balance sheet consist of cash, term deposits and short-term investments, interest and other receivables, accounts payable and accrued liabilities, and due to Province of Newfoundland and Labrador. The carrying values of these instruments approximate current fair value due to their nature and the short-term maturity associated with them.

The Fund holds long-term investments which have an amortized cost of \$1,212,621,000 (2020 - \$1,250,599,000). The face value of these investments is \$1,285,244,000 (2020 - \$1,327,381,000). The policy and intention of the Board is to hold these long-term investments to maturity. Therefore, their reported value is current fair value to the Fund and there is no significant market risk associated with these investments.