

Workplace Safety and Insurance Board

First Quarter 2024 Sufficiency Report

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First Quarter 2024 Sufficiency Report

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First Quarter 2024 Sufficiency Report**Sufficiency Ratio Statement****March 31, 2024****(millions of Canadian dollars)****Sufficiency Ratio Statement**

	Note(s)	March 31 2024	December 31 2023
Total assets under IFRS	1,2	39,613	38,164
<i>Add:</i> Asset adjustments	2,3	963	1,846
<i>Less:</i> Sufficiency Ratio non-controlling interests	3	(287)	(294)
Sufficiency Ratio assets		40,289	39,716
 Total liabilities under IFRS	1,2	32,727	33,050
<i>Add (Less):</i> Liability adjustments	2,4	420	(637)
Sufficiency Ratio liabilities		33,147	32,413
 Sufficiency Ratio (assets divided by liabilities)		121.5%	122.5%

The accompanying notes form an integral part of this Sufficiency Ratio Statement.

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Notes to Sufficiency Ratio Statement

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(millions of Canadian dollars)

1. Governing regulation and Sufficiency Ratio calculation

Ontario Regulation 141/12 under the *Workplace Safety and Insurance Act, 1997* (the “WSIA”) came into force on January 1, 2013 and requires the Workplace Safety and Insurance Board (the “WSIB”) to achieve a Sufficiency Ratio of 100% by 2027. Having achieved a Sufficiency Ratio of over 100% in 2018, *Ontario Regulation 141/12* was amended by *Ontario Regulation 864/21* (collectively, the “Ontario Regulations”) effective January 1, 2022 as follows:

- The criteria to be regarded in determining eligibility for a distribution of amounts to Schedule 1 employers;
- Discretion of amount of disbursements; and
- Timing of disbursements.

More specifically, should a decision be made to distribute surplus when the Sufficiency Ratio is above 115% and below 125%, any surplus distributions shall be distributed within 90 days of the WSIB determining that it will distribute a surplus to eligible Schedule 1 employers, with the amount of the distribution within the discretion of the WSIB.

Should the Sufficiency Ratio be equal to or above 125%, any surplus distributions shall be distributed to eligible Schedule 1 employers within 30 days of the WSIB determining the Sufficiency Ratio is equal to or above 125%, to return to a Sufficiency Ratio of 115.1%. The WSIB uses the annual audited Sufficiency Statement in making this assessment.

The Ontario Regulations state that the Sufficiency Ratio shall be calculated by dividing the value of the insurance fund assets by the value of the insurance fund liabilities, as determined by the WSIB using methods and assumptions that are consistent with accepted actuarial practice for going concern valuations. Going concern valuations are based on the assumption that the WSIB will continue to operate in the future indefinitely.

The details of the insurance fund assets, known as Sufficiency Ratio assets, are described in note 3 below. The insurance fund liabilities, known as Sufficiency Ratio liabilities, are described in note 4 below.

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2. IFRS to Sufficiency Reconciliation

A reconciliation of the assets and liabilities used for the calculation of the Sufficiency Ratio to those under IFRS as at March 31, 2024 is provided below. The unaudited condensed interim consolidated statements of financial position presented on an IFRS basis are from the WSIB's unaudited condensed interim consolidated financial statements. Explanatory notes follow the reconciliation below.

Note	March 31, 2024			December 31, 2023		
	IFRS Basis	Adjustments	Sufficiency Ratio Basis	IFRS Basis	Adjustments	Sufficiency Ratio Basis
Assets						
Cash and cash equivalents	3	787	(33)	754	335	(33)
Receivables and other assets	3	613	491	1,104	440	450
Investments	3	37,967	505	38,472	37,149	1,429
Securities purchased under resale agreements		45	-	45	-	-
Property, equipment and intangible assets		201	-	201	240	-
Total assets		39,613	963	40,576	38,164	1,846
Liabilities						
Payables and other liabilities	4	587	360	947	305	382
Derivative liabilities		17	-	17	24	-
Securities sold under repurchase agreements		2,108	-	2,108	1,751	-
Long-term debt and lease liabilities		109	-	109	159	-
Loss of Retirement Income Fund liability		1,914	-	1,914	1,898	-
Employee benefit plans liability	4	924	(189)	735	1,193	(479)
Insurance contract liabilities	4	27,068	249	27,317	27,720	(540)
Total liabilities		32,727	420	33,147	33,050	(637)
Net assets						
Reserves		5,248	509	5,757	3,792	2,440
Accumulated other comprehensive income		1,385	-	1,385	1,071	-
Net assets attributable to WSIB stakeholders		6,633	509	7,142	4,863	2,440
Non-controlling interests		253	34	287	251	43
Total net assets		6,886	543	7,429	5,114	2,483
Total liabilities and net assets		39,613	963	40,576	38,164	1,846
Sufficiency Ratio				121.5%		122.5%

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3. Sufficiency Ratio assets

Assets for the purposes of the Sufficiency Ratio calculation consist of the total assets of the WSIB (net of certain adjustments¹) less the interests in those assets held by third parties (non-controlling interests).

The deduction of assets held by third parties is necessary as the total assets include portions of investments to which third parties ultimately have rights (for example, the assets of the Employees' Pension Plan) and therefore would not be appropriate to include in the Sufficiency Ratio assets.

Summary of material accounting policy information — assets

Investments in the Sufficiency Ratio calculation are valued at fair value. However, only a portion of the investment gains or losses is included in the asset value.

Specifically, the current period's investment returns above or below a net long-term annualized return objective are deferred and recognized over the next five years on a straight-line basis. After five years, those past investment gains and losses are fully recognized in the asset value.

This procedure moderates the effect of investment market return volatility and is known as the asset adjustment.

As at March 31, 2024, the Sufficiency Ratio assets reflected a total addition of \$963 (December 31, 2023 – \$1,846) from assets reported under IFRS, comprised of the following:

- An addition to investments of \$505 (December 31, 2023 – \$1,429) representing the cumulative unrecognized investment returns lower than the long-term annualized return objective for the insurance fund, net of investment expenses;
- An addition of \$491 (December 31, 2023 – \$450) from receivables and other assets consisting of the add back of the insurance related receivables that were reclassified to insurance contract liabilities upon transition to IFRS 17 *Insurance Contracts* ("IFRS 17") effective January 1, 2023. Under IFRS 17, all insurance related receivables are presented with insurance contract liabilities. However, since the Sufficiency Ratio is determined using methods and assumptions that are consistent with accepted actuarial practice for going concern valuations and there was minimal impact upon the adoption of IFRS 17, these amounts are presented as part of receivables and other assets; offset by:
- A reduction of \$33 (December 31, 2023 – \$33) from cash and cash equivalents to exclude the restricted cash received from the Government of Ontario for the purpose of administering the COVID-19 Worker Income Protection Benefit Program.

¹ For the period beginning on or after January 1, 2024, the Loss of Retirement ("LRI") Income Fund investment assets and related returns are excluded from the asset adjustments in the Sufficiency Ratio calculation. This change to the calculation of the Sufficiency Ratio was applied prospectively.

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The development of the asset adjustment related to investments is detailed as follows:

	Dec.31 2020	Dec.31 2021	Dec.31 2022	Dec.31 2023	Mar.31 2024
Fair value of invested assets ¹	38,271	39,400	34,235	35,869	34,795
<i>Add:</i> Cash transfers in last month of period	12	235	311	142	60
Adjusted fair value of invested assets ²	38,283	39,635	34,546	36,011	34,855
<i>Less:</i> Invested assets at rate of return objective ^{1,3}	38,658	37,329	39,777	34,934	34,251
Investment returns in excess of (lower than) objective, ⁴ gain (loss)	(375)	2,306	(5,231)	1,077	604
<i>Add (Less):</i> Unrecognized investment returns at prior period end	1,686	849	2,284	(2,422)	(1,429)
Total unrecognized investment gains (losses)	1,311	3,155	(2,947)	(1,345)	(825)
Amount to be recognized from:					
2024 investment gain	-	-	-	-	30
2023 investment gain	-	-	-	215	6
2022 investment loss	-	-	(1,046)	(1,047)	(440)
2021 investment gain	-	461	461	462	117
2020 investment loss	(75)	(75)	(75)	(75)	(33)
2019 investment gain	529	529	528	529	-
2018 investment loss	(394)	(394)	(393)	-	-
2017 investment gain	350	350	-	-	-
2016 investment gain	52	-	-	-	-
<i>Less: Total recognized investment gains (losses) in current period¹</i>	462	871	(525)	84	(320)
Total unrecognized investment gains (losses) at end of period⁵	849	2,284	(2,422)	(1,429)	(505)

1. Beginning January 1, 2024, LRI assets and related returns are no longer included in the asset adjustments of the Sufficiency Ratio calculation. Therefore, as at March 31, 2024, LRI assets of \$1,914 (December 31, 2023 - \$1,898) are included fully in the Sufficiency Ratio Assets. The Sufficiency Ratio calculation as at December 31, 2023 included cumulative unamortized net losses of \$263 related to LRI assets. These unamortized losses have been fully recognized in the Sufficiency Ratio calculation as at March 31, 2024. Excluding the LRI assets from the asset adjustments would have reduced the Sufficiency Ratio at December 31, 2023 by 0.8%.

2. Represents the fair value of invested assets at the end of the period, less the last month's cash contributions (withdrawals), assuming the cash was contributed (withdrawn) at the end of the month.

3. The expected fair value of invested assets is calculated based on the net long-term annualized return objective on the ending total invested assets balance as of the last reporting period and cash transfers during the period. The net long-term return objective is reviewed annually and has been as follows:

Year	2020	2021	2022	2023	2024
Net long-term return objective, annualized	5.00%	5.00%	5.00%	5.00%	5.25%

4. Calculated as the difference between the expected and actual fair value of invested assets, representing the unrecognized investment returns above (below) the net long-term return objective.

5. Unrecognized investment returns less recognized investment returns in the current period.

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The amount of unrecognized investment returns to be recognized in future years is as follows:

Year earned	Total unrecognized gain (loss) as at Mar. 31, 2024	Investment returns to be recognized in future years:				
		Remainder of 2024	2025	2026	2027	2028
2024	574	(91)	(121)	(121)	(121)	(120)
2023	856	(171)	(228)	(228)	(229)	-
2022	(2,698)	736	981	981	-	-
2021	805	(345)	(460)	-	-	-
2020	(42)	42	-	-	-	-
	(505)	171	172	632	(350)	(120)

A similar asset adjustment is applied on the non-controlling interests, which is deducted from the assets for Sufficiency Ratio purposes:

	March 31 2024	December 31 2023
Fair value of non-controlling interests	253	251
Add: Asset adjustment	34	43
Sufficiency Ratio non-controlling interests	287	294

4. Sufficiency Ratio liabilities

Liabilities for the purposes of the Sufficiency Ratio calculation include all liabilities as shown in the unaudited condensed interim consolidated statements and adjusted as discussed below.

Summary of material accounting policy information — liabilities

The Sufficiency Ratio liabilities were prepared under a going concern basis and were calculated as follows:

- Liabilities for incurred claims, presented as part of insurance contract liabilities, were calculated by an actuarial valuation with a discount rate of 5.00% (December 31, 2023 – 5.00%) per annum, using methods and assumptions that are consistent with accepted actuarial practice for going concern valuations. Upon the adoption of IFRS 17 effective January 1, 2023, the Sufficiency basis differs from the IFRS basis. The valuation under the Sufficiency basis continues to be based on accepted actuarial practices for going concern valuations. The valuation under IFRS 17 is based on a new methodology that reflects the liability characteristics of the WSIB's insurance contracts and early recognition of losses due to onerous contracts. The valuation difference results in an addition of insurance contract liabilities equal to \$249 when compared to insurance contract liabilities under IFRS basis (December 31, 2023, a reduction of \$540).
- Employee benefit plans liability was determined using methods and assumptions that are consistent with accepted actuarial practice for going concern valuations. Obligations were calculated by an actuarial valuation with a discount rate of 5.10% (December 31, 2023 – 5.10%) per annum. It is based on the expected return on pension plan assets less any explicit margins. This differs from the IFRS basis used in preparing the WSIB's unaudited condensed interim consolidated financial

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statements. The IFRS discount rate, a weighted average of 4.90% (December 31, 2023 – 4.65%) per annum, was determined by reference to high-quality corporate bonds and the projected employee benefit payment cash flows. The result was a reduction from the IFRS obligations equal to \$189 (December 31, 2023 – \$479).

- Payables and other liabilities reflect an addition of \$360 (December 31, 2023 – \$382) from IFRS basis, due to the following:
 - Add back of \$7 (December 31, 2023 – \$15) of the employer portion of contribution receivables related to the employee benefit plans liability as they are not part of the insurance fund; and
 - Add back of \$386 (December 31, 2023 – \$400) of insurance related payables that were reclassified to insurance contract liabilities upon transition to IFRS 17 effective January 1, 2023. Under IFRS 17, all insurance related payables are presented with insurance contract liabilities. However, since the Sufficiency Ratio is determined using methods and assumptions that are consistent with accepted actuarial practice for going concern valuations, these amounts are presented as part of payables and other assets; and offset by:
 - Elimination of the restricted cash of \$33 (December 31, 2023 – \$33) received from the Government of Ontario for the purpose of administering the COVID-19 Worker Income Protection Benefit Program, which remains unpaid;
- All other liabilities were determined in accordance with IFRS.

The Sufficiency Ratio liabilities are \$33,147 (December 31, 2023 – \$32,413), which includes an addition of \$420 to the total IFRS liabilities (December 31, 2023 – a reduction of \$637).