

# Chapter 2 Financial Impacts of COVID-19 on the Province of Nova Scotia

#### Key Messages

- COVID-19 is projected to have a significant negative affect on the Province's finances
- The Province initially budgeted for a surplus of \$55 million and is now forecasting a deficit of \$853 million in 2020-21
- The Province reported \$120 million in 2019-20 and is forecasting \$460 million in spending in 2020-21 on COVID relief measures

#### Why We Did This Chapter

- COVID-19 has significantly affected people around the world, including here in Nova Scotia
- To provide Nova Scotians with highlights of government spending initiatives and revenue impacts related to COVID-19

# **Projected Financial Impacts to the Province**

- Nova Scotia's economy is projected to shrink by 5.5% in 2020
- The Province is projecting an annual operating deficit of \$853 million in 2020-21
- The Province is forecasting a decrease of \$599.2 million in total Provincial revenue for 2020-21 from original estimates
- The Province's net debt is forecasted to increase by an additional \$1.2 billion during 2020-21 from what was initially budgeted
- The Province's net-debt-to-GDP is forecasted to increase by 5.6% from 2019-20

#### Increased Costs due to COVID-19: Reported and Forecasted

#### The Province introduced significant COVID-19 relief measures in 2019-20, including:

- Providing Dalhousie University \$100 million in 2019-20 to administer COVID-19 relief on the Province's behalf
- Offering \$151 million in government loan payment deferrals
- Deferring Student Loans for six months

#### The Province forecasts significant COVID-19 relief measures for 2020-21, including:

- Department of Health and Wellness forecasting \$331 million in COVID-19 costs
- Municipalities loan program projecting to provide \$380 million
- Universities receiving \$270 million in cash advances
- Infrastructure stimulus funding of \$228 million projected to stimulate the economy



#### **Questions Nova Scotians May Want to Ask**

- 1. What oversight exists to ensure that COVID-19 allocated funds will achieve government's intended outcomes?
- 2. How does the Province intend to fund the spending related to COVID-19?
- 3. When will the Province release an economic recovery plan?
- 4. What portion of the Province's COVID-19 spending is provided directly to individuals and households?
- 5. How are undisbursed funds from the \$50 million Tourism Sector Financing Assistance program, administered by Dalhousie, to be spent?



# 2 Financial Impacts of COVID-19 on the Province of Nova Scotia

# Purpose

2.1 The purpose of this chapter is to provide important information about the Province's financial response to COVID-19 and highlight the projected financial impacts to the Province.

# Limitations

- 2.2 This report does not assess or comment on the effectiveness of the Province's response to COVID-19. The financial measures and funding allocations presented in this chapter are unaudited. The information presented was obtained from provincial media releases, government departments, the Province's Public Accounts from 2017-18 to 2019-20, the 2020-21 Budget which was published on February 25, 2020, as well as information from the Department of Finance and Treasury Board's updated forecast presented on July 29, 2020.
- 2.3 As the pandemic is ongoing, there is still considerable uncertainty around its impacts on the Province. As a result, the information presented in this report is subject to change.
- 2.4 The Office of the Auditor General will release a performance audit in 2021 that will look at the various provincial spending programs established to support Nova Scotians through COVID-19. Consideration will be given in that report to the approaches selected to administer these programs and the oversight put in place to ensure they function as intended.

# Background and Timeline

- 2.5 The World Health Organization (WHO) declared the COVID-19 outbreak a global pandemic on March 11, 2020 and the Government of Nova Scotia declared a provincial state of emergency to help contain the spread of COVID-19 on March 22, 2020, which is still in place, as of December 1, 2020.
- 2.6 A state of emergency provides the Province with additional powers to implement safety measures to protect Nova Scotians, such as imposing travel restrictions and limiting the size of public gatherings. Declaring a state of emergency is not necessary for the Province to incur additional expenditures to respond to COVID-19.
- 2.7 Below is a high-level timeline of certain significant events leading up to the Province's July 29, 2020 fiscal update:



Timeline			
Date	Description		
March 15, 2020	Three presumptive COVID-19 cases detected in Nova Scotia; all travel related		
March 16, 2020	Universities and other post-secondary institutions suspended operations		
March 17, 2020	<ul> <li>Bars ordered closed; restaurants limited to take-out and delivery</li> <li>Public gatherings limited to 50 or fewer individuals</li> </ul>		
March 20, 2020	Province announced the allocation of \$161 million in government assistance		
March 21, 2020	Closure of land border between Canada and the United States		
March 22, 2020	<ul> <li>Provincial state of emergency declared</li> <li>Province instituted screening and 14-day isolation for people entering the province</li> <li>All provincial parks, beaches, and tourist attractions closed</li> <li>Gatherings over 5 people prohibited</li> <li>Businesses required to ensure a two-metre distance between people</li> </ul>		
March 23, 2020	In-class teaching for public schools suspended across the Province		
March 30, 2020	First official case of COVID-19 community spread reported		
May 1, 2020	The Province announced easing of several public health restrictions, including reopening public parks and trails		
May 15, 2020	Introduction of the two-household bubble		
May 29, 2020	First day no new cases of COVID-19 reported		
June 5, 2020	Bars, restaurants, gyms, barber shops, etc. reopen under public health restrictions		
July 3, 2020	Atlantic bubble formed, easing travel restrictions among the four provinces		
July 29, 2020	<ul> <li>Minister of Finance and Treasury Board provided an update on the Province's fiscal outlook</li> <li>Province continued to operate under a state of emergency</li> </ul>		

# Impact to the Province's Economy and Financial Results

Nova Scotia's economy is projected to shrink by 5.5% in 2020

In February, prior to COVID-19, the Province was projecting economic 2.8 growth of 2.4% in 2020. By the end of July 2020, the Province's economy was instead projected to decline by 5.5%. According to the Province, this projected downturn was a result of the significant economic disruptions brought on by COVID-19. The table below compares key economic assumptions before COVID-19 and the revised assumptions issued on July 29, 2020.

Current Economic Outlook Assumptions					
February 20	20 Budget	July 2020 Forecast Update			
2020	2021	2020	2021		
2.4%	3.2%	-5.5%	6.9%		
8.1%	7.6%	11.0%	9.2%		
2.8%	3.3%	-7.5%	7.0%		
-1.7%	3.1%	-12.7%	10.2%		
3.2%	3.1%	-8.6%	8.1%		
	February 20           2020           2.4%           8.1%           2.8%           -1.7%	February 2020 Budget           2020         2021           2.4%         3.2%           8.1%         7.6%           2.8%         3.3%           -1.7%         3.1%	February 2/20         Budget         July 2020 Fore           2020         2021         2020           2.4%         3.2%         -5.5%           8.1%         7.6%         11.0%           2.8%         3.3%         -7.5%           -1.7%         3.1%         -12.7%		

Source: The Forecast Update (July 29, 2020)



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The Province is now projecting an annual operating deficit of \$853 million for 2020-21

- 2.9 As a result of the expected economic downturn, the Province revised its projected revenues and expenses for 2020-21.
- 2.10 The annual surplus and deficit indicate the extent to which revenues exceed or do not meet yearly expenses. A surplus occurs when revenues are greater than expenses. A deficit occurs when expenses are greater than revenues. The Province was originally projecting a surplus of \$55 million in 2020-21, but by the end of July 2020, an operating deficit of \$853 million was projected for the same period.



Source: Department of Finance and Treasury Board and the Forecast Update (July 29, 2020)

2.11 The main drivers behind the reforecasted annual deficit of \$853 million for 2020-21 relate to COVID-19 related costs and a reduction in provincial revenues.

#### Increased Costs due to COVID-19: Reported and Forecasted

2.12 The COVID-19 pandemic has had a significant impact on Nova Scotians. As a result, the Province has responded with numerous relief measures.



The Province reported \$120 million in COVID-19 relief measures in 2019-20 and is forecasting \$460 million in 2020-21

2.13 The following two charts detail the government departments with significant reported and forecasted COVID-19 related costs:





Source: COVID-19 Costs Fact Sheet – Finance & Treasury Board (July 2020)



Source: COVID-19 Costs Fact Sheet – Finance & Treasury Board (July 2020)

#### Department of Finance and Treasury Board

2.14 Most of the Province's 2019-20 COVID-19 costs were reported by the Department of Finance and Treasury Board. The Department is not projecting additional COVID-19 costs for 2020-21.



Dalhousie University to administer \$100 million in COVID-19 relief funding on behalf of the Province

2.15 In 2019-20, the Province signed a contract with Dalhousie University for \$100 million in relief measures designed to support small businesses and Nova Scotians. The table below details how the \$100 million has been allocated to specific relief measures:



Department of Finance and Treasury Board COVID-19 Costs			
2019-20	2020-21		
Financial Support to be administered by Dalhousie University	Reported Costs (in millions)	Relief Measure	Project Costs (in millions)
Tourism Sector Financing Assistance Program	\$50	No projected costs	
Small Business Reopening and Support Grant	\$20		
Small Business Impact Grant	\$10		
Worker Emergency Bridge Fund	\$8		
COVID-19 Rent Deferral Support Program	\$5		
Other program support	\$4		
COVID-19 Small Business Credit and Support	\$3		
Total Reported Costs 2019-20	\$100 million	Total Projected Costs 2020-21	\$-

Source: COVID-19 Costs Fact Sheet – Finance & Treasury Board (July 2020) & novascotia.ca/news

- 2.16 On October 16, 2020, the Province announced the Tourism Sector Financing Assistance Program. The program provides eligible tourism operators access to debt financing at more favorable terms. This program does not provide funds directly to applicants. Instead, \$50 million has been allocated to be used as security to guarantee loans taken by large tourism operators with banks and will only be paid to the lending institutions in the event an applicant defaults.
- 2.17 The Small Business Impact Grant provides a one-time payment of up to \$5,000 for small businesses which were required to close during the pandemic. The Small Business Reopening and Support Grant provides an additional \$5,000 for reopening costs.
- 2.18 The Nova Scotia Provincial Government began providing funding directly to Nova Scotians by way of the Nova Scotia Worker Emergency Bridge Fund. This initiative provided a one-time \$1,000 payment to support self-employed and laid-off workers not eligible for Employment Insurance, as they waited for the payout of the federal Canada Emergency Response Benefit (CERB) payments.

#### Department of Health and Wellness

2.19 The Department of Health and Wellness provides leadership to the health system and plays a significant role in the Province's response to COVID-19. Consequently, the Department is incurring significant costs responding to the pandemic.



Department of Health and Wellness projects \$331 million in COVID-19 related costs in 2020-21

2.20 The table below details the reported and projected COVID-19 related costs to the Department of Health and Wellness:

Department of Health and Wellness COVID-19 Costs				
2019-20		2020-21		
Relief Measure	Reported Costs (in millions)	Relief Measure	Projected Costs (in millions)	
Nova Scotia Health Authority (NSHA) and IWK Health Centre (IWK) operations	\$4.1	NSHA and IWK operations	\$154.7	
Long-Term Care support	\$2.3	Essential Health Care Workers Program (\$71.3M federal, \$9.9M provincial)	\$81.2	
Home Care support	\$1.8	Income stabilization and virtual care fees for Doctors	\$53.6	
Other program support	\$1.1	Long-Term Care support	\$45.9	
		Capital grants for projects at NSHA and IWK	\$35.1	
		Other expenditures	\$26.5	
		NSHA equipment purchases	\$21.9	
		Less: Cost savings and recoveries due to COVID-19	\$(87.9)	
Total Reported Costs 2019-20	\$9.3 million	Total Projected Costs 2020-21	\$331 million	

Source: COVID-19 Costs Facts Sheet – Finance & Treasury Board (July 2020)



COVID-19 related relief support to NSHA and IWK focuses on operational and capital costs

- 2.21 Operational funding to NSHA and IWK for 2019-20 and 2020-21 covers various items including personal protective equipment (PPE) supplies, and salaries and wages. It also includes compensation for lost revenues primarily from parking and food vendors at healthcare facilities.
- 2.22 In response to the increased strain on the healthcare system, the Province, with support from the federal government, implemented the Essential Health Care Workers Program. This program provides a one-time payment up to \$2,000 to each healthcare worker who meets eligibility criteria. Payments are estimated to total \$81.2 million in 2021 with \$71.3 million provided by the federal government.
- 2.23 To promote and facilitate social distancing practices, Nova Scotia increased its virtual care and 811 HealthLine program capacity. Spending on communications equipment and technology is ongoing to support virtual health care.



2.24 Capital-related expenditures related to COVID-19 are expected as well. The Province is projecting stimulus funding capital grants for projects at NSHA and the IWK totaling \$35.1 million in fiscal 2020-21. Additional funding totaling \$21.9 million is planned for NSHA to purchase ventilators, beds/ mattresses, and other equipment.

# Department of Education and Early Childhood Development

2.25 The Department of Education and Early Childhood Development is responsible for children's education, licensing and funding of the childcare sector, as well as providing subsidies to help families with the cost of childcare. The Department plays a significant role in ensuring that education continues to be delivered while responding to COVID-19.



Department of Education and Early Childhood Development projects \$60 million in spending for 2020-21

2.26 The table below details the reported and projected COVID-19 related costs to the Department of Education and Early Childhood Development:

Department of Education and Early Childhood Development COVID-19 Costs			
2019-20		2020-21	
Relief Measure	Reported Costs (in millions)	Relief Measure	Projected Costs (in millions)
Childcare sector support	\$5.5	Back-to-school reopening	\$41.3
		Childcare sector support grants	\$30.0
		IT supports for back-to-school	\$4.5
		Other expenditures	\$0.4
		Less: cost savings due to COVID-19	(16.6)
Total Reported Costs 2019-20	\$5.5 million	Total Projected Costs 2020-21	\$59.6 million

Source: COVID-19 Costs Fact Sheet – Finance & Treasury Board (July 2020)



To reopen public schools – \$41 million

- 2.27 Public schools and early childhood development centers reopened for the 2020-21 school year with an increased emphasis on social distancing. To support the back-to-school plan, the Province provided an estimated \$41.3 million for fiscal 2021 in reopening funding which includes:
  - Substitute teachers \$29.4 million
  - Custodial services and enhanced sanitization \$10.2 million



To keep childcare centres open – \$35.5 million

- 2.28 Childcare sector grants were reported to be \$5.5 million in 2020 and are forecasted to cost \$30 million for 2021. The goal of this funding was to provide assistance to daycare facilities between March 17, 2020 and September 1, 2020 to ensure COVID-19 would not force them to close.
- 2.29 In response to COVID-19, both the manner and timing of educational instruction have changed. Starting March 23, 2020, the Province of Nova Scotia suspended in-class teaching for elementary and secondary schools across the province. Universities and other post-secondary institutions suspended in-class teaching effective March 16, 2020. Due to the suspension of in-person classes in the province and restricted access to campuses, many schools and universities transitioned to distance learning to complete the academic year.
- 2.30 The Province is projecting internal operational savings of \$16.6 million in 2020-21 when schools closed, and teaching moved to distance learning.

# **Department of Business**

2.31 The Department of Business collaborates with crown corporations and other business-focused entities to develop plans and policies to attract venture capital investment to grow the provincial economy. The Department's COVID-19 costs are focused on economic stimulus.



The Department of Business projects \$46 million in COVID-19 related costs in 2020-21

2.32 The table below details the reported and projected COVID-19 related costs to the Department of Business:

Department of Business COVID-19 Costs			
2019-20	2019-20 2020-21		
Relief Measure	Reported Costs (in millions)	Relief Measure	Projected Costs (in millions)
No specific costs		Economic stimulus funding	\$37.9
		Additional funding for lost revenues	\$4.2
		Canada Emergency Commercial Rent Assistance Program	\$3.0
		Enhanced Small Business Loan Guarantee Program	\$1.2
Total Reported Costs 2019-20	\$-	Total Projected Costs 2020-21	\$46.3 million

Source: COVID-19 Costs Fact Sheet – Finance & Treasury Board (July 2020)



- 2.33 The Department of Business indicated that it is projecting economic stimulus funding of \$37.9 million to go towards six properties owned by Develop Nova Scotia. All projects are currently underway:
  - Cable Wharf Recapitalization, Phase 2: \$2.6M
  - Lunenburg Zwicker Renovation: \$1.2M
  - Lunenburg Shipyard Revitalization: \$4.6M
  - COVE South Marine Terminal Recapitalization: \$15.2M
  - Halifax Boardwalk and Various Projects: \$10.6M
  - Peggy's Cove Climate Adaptation and Visitor Services: \$3.7M
- 2.34 Additional funding of \$4.2 million was also provided to the Halifax Convention Centre and Develop Nova Scotia to make up for lost revenues as a result of COVID-19.

# Department of Community Services

2.35 The Department of Community Services provides foundational social programs and services that respond to the needs of individuals, children, youth, and families. The Department's COVID-19 related costs are focused on direct support to the people they serve.



The Department of Community Services projects \$10 million in COVID-19 related spending in 2020-21

2.36 The table below details the reported and projected COVID-19 related costs to the Department of Community Services:

Department of Community Services COVID-19 Costs				
2019-20		2020-21		
Relief Measure	Reported Costs (in millions)	Relief Measure	Projected Costs (in millions)	
Eligible Standard Household Rate Clients one-time payment	\$2.2	Increased funding requirements for clients served through a variety of programs	\$10.6	
Other expenditures	\$1.8	Funding for four Small Options Homes	\$4.4	
		Other expenditures	\$1.5	
		Less: Cost savings due to COVID-19	\$(6.4)	
Total Reported Costs 2019-20	\$4 million	Total Projected Costs 2020-21	\$10.1 million	

Source: COVID-19 Costs Fact Sheet – Finance & Treasury Board (July 2020)



- 2.37 In 2019-20, the Department provided an additional one-time payment of \$50 to individuals on income assistance. Payments totaling \$2.2 million began in March 2020.
- 2.38 For 2020-21, there is a projected increase in funding of \$10.6 million for the following programs:
  - Disability Support (DSP)
  - Employment Support and Income Assistance (ESIA)
  - Children, Youth and Family Supports (CYFS)
- 2.39 The Province announced \$4.4 million in economic stimulus funding for four small options homes to support persons with disabilities by replacing existing sites. This funding is in addition to projects announced in the budget released in February 2020.
- 2.40 Other reported measures to assist individuals and households include:
  - Funding to Feed Nova Scotia and community food banks
  - Support for transition houses and other organizations serving vulnerable women and children
  - Communication initiatives for vulnerable Nova Scotians and those in long-term care facilities
- 2.41 Lower program operational costs (utilization) are projected as a result of public health restrictions and is expected to reduce service delivery expenditures by \$6.4 million.

# Infrastructure Stimulus Funding



Infrastructure grants to stimulate the economy in 2020-21 - \$228 million

2.42 On May 27, 2020, the Province announced an infrastructure grant of \$228 million to stimulate the economy. The intent was to create jobs, improve infrastructure, and get the economy moving again.

# **Other Reported Initiatives**

- 2.43 The Province also reported several other financially significant support measures:
  - On April 28, 2020, the Province announced a new \$380 million operating loan program to help municipalities. Loans are available through the Nova Scotia Municipal Finance Corporation at Provincial interest rates.



- Cash advances totaling \$270 million were provided to universities and colleges in Nova Scotia to improve their cash positions.
- Loan repayments valued at \$151 million were deferred at the Farm Loan Board, Fisheries and Aquaculture Loan Board, Nova Scotia Jobs Fund, Nova Scotia Business Fund, Nova Scotia Municipal Finance Corporation, Housing Nova Scotia and through changes to the Small Business Loan Guarantee Program.
- Student Loan payments were suspended on the Nova Scotia Student Loan program for six months, from March 30 to September 30, 2020.

# Decreased Revenues due to COVID-19: Actual and Forecasted

2.44 The economic disruptions from COVID-19 are also significantly impacting the Province's revenues.



The Province is forecasting a decrease of \$599.2 million in total Provincial revenue for 2020-21

- 2.45 Prior to COVID-19, the Province budgeted \$7.1 billion in revenue from provincial sources in 2020-21. During its forecast update in July 2020, the Province revised its 2020-21 provincial source revenue down to \$6.5 billion, a reduction of \$599.2 million.
- 2.46 This reduction in revenue is primarily driven by a forecasted decrease from the budgeted revenue in the following areas:
  - Personal Income Tax revenue \$50 million decrease
  - Corporate Income Tax revenue \$160.8 million decrease
  - Harmonized Sales Tax revenue \$234.4 million decrease
  - Government Business Enterprises (GBEs) \$78.1 million decrease in net income
- 2.47 Personal Income Tax revenues are forecasted to decrease by \$50 million from initial budgets due primarily to a marginal reduction in taxable income of individuals. Although unemployment is forecasted to increase in 2020, the measures introduced by the Federal government such as the Canada Emergency Response Benefit (CERB) and Canada Emergency Student Benefit (CESB) are both taxable, resulting in a marginal decrease in Personal Income Tax revenue of 1.7%.





Source: Public Accounts 2017-18 to 2019-20 and the Forecast Update (July 29, 2020)

2.48 Corporate Income Tax revenues are forecasted to decrease by \$160.8 million due to a reduction in Nova Scotia's share of national taxable income, as corporate profits are projected to be negatively impacted by COVID-19.



Source: Public Accounts 2017-18 to 2019-20 and the Forecast Update (July 29, 2020)

2.49 Harmonized Sales Tax revenues for 2020-21 are forecast to decrease from initial budgets by \$234.4 million, primarily from lower-than-anticipated consumer spending and reduced investment in new residential housing.





Source: Public Accounts 2017-2018 to 2019-20 and the Forecast Update (July 29, 2020)

- 2.50 Revenue from Government Business Enterprises is forecast to be \$78.1 million lower than initial budgets due mainly to the following:
  - Nova Scotia Gaming Corporation projects a decrease in net income primarily due to the suspension of video lottery terminals and casino operations in the Province, a measure implemented to reduce the spread of COVID-19,
  - Halifax-Dartmouth Bridge Commission projects a decrease in net income due to lower-than-anticipated traffic volumes,
  - Nova Scotia Liquor Corporation forecasts decreased net income mainly due to the reduction in sales to restaurants and bars as a result of restrictions related to the pandemic,
  - Highway 104 Western Alignment Corporation forecasts a decrease in net income because of an anticipated reduction in passenger vehicle traffic.





Source: Public Accounts 2017-18 to 2019-20 and the Forecast Update (July 29, 2020)

#### Impact to the Province's Financial Position

2.51 This section shows how COVID-19 is projected to impact the Province's financial position in comparison to the Province's budgeted and actual figures pre-COVID-19.

The Province's net debt is forecasted to increase by an additional \$1.2 billion during 2020-21

2.52 Net debt measures the degree to which the Province's financial assets cannot cover its liabilities. As the graph below shows, net debt remained stable over the past five years at around \$15 billion. Although the Province, prior to COVID-19, initially budgeted net debt to be \$15.7 billion for 2020-21, net debt is now re-forecasted to total \$16.9 billion.



Source: Department of Finance and Treasury Board and the Forecast Update (July 29, 2020)



The Province's Net Debt-to-GDP is forecasted to increase by 5.6% from 2019-20

- 2.53 Gross domestic product (GDP) is the total value of all goods and services produced within the province in a specific year and is one of the primary measures used to evaluate the financial condition of a province or country.
- 2.54 Net-Debt-to-GDP is used to assess the Province's ability to pay its financial obligations. A low ratio indicates a level of economic output that supports debt repayment. The higher the ratio, the more difficult it may be for the Province to pay its debt.
- 2.55 The following chart shows that the Province's Net Debt-to-GDP ratio consistently decreased over the past five years but is expected to significantly increase in 2020-21. Although the Province, prior to COVID-19, initially budgeted a Net Debt-to-GDP ratio of 33.3% for 2020-21, the Net Debt-to-GDP ratio is now re-forecasted to be 38.7%.



Source: Department of Finance and Treasury Board and the Forecast Update (July 29, 2020)

# Looking Forward as the Province Recovers

2.56 The Province responded to COVID-19 through many programs and initiatives put in place to serve the immediate needs of individuals and businesses. However, the impacts of COVID-19 will be felt beyond the 2020-21 fiscal period. Other Provincial governments are developing long term economic recovery plans that communicate actions to improve business activity, promote safety and well-being of citizens, and help the economy rebound. As an economy rebounds, GDP grows, incomes rise and unemployment decreases.



2.57 Some Provinces, including Alberta and British Columbia, have released economic recovery plans. In those plans, the provinces outline strategies for creating jobs, increasing investment within the province, focusing attention on health care and introducing new initiatives to increase the resiliency of their provinces. It is expected that many jurisdictions will have long term economic recovery plans to help them regain their health, both physically and economically. The Province of Nova Scotia has not yet released its own long-term economic recovery plan.