The City of Ottawa

2022 Financial Statement Audit Plan

Ernst & Young LLP Chartered Professional Accountants 99 Bank Street, Suite 1200 Ottawa, ON K1P 6B9 Tel: +1 613 232 1511

Fax: +1 613 232 5324 www.ev.com

February 6, 2023

Members of the Audit Committee The City of Ottawa

Dear Members of the Audit Committee,

We look forward to discussing the current year audit plan for the City of Ottawa [the "City"] at your meeting on February 17, 2023. We will outline the scope of our services, identify the EY team scheduled to perform the audit, and present the key considerations that will affect the 2022 audit.

The audit is designed to express an opinion on the 2022 consolidated financial statements. We are currently completing the planning phase of our audit and have aligned our procedures to consider the City's current and emerging business risks and evaluate those that could materially affect the consolidated financial statements.

We appreciate that the City of Ottawa selected EY to perform its 2022 audit and we are committed to executing an audit that is responsive to your needs and maximizes audit effectiveness, delivering the high quality you expect in the most efficient manner possible.

Very truly yours,

Chartered Professional Accountants Licensed Public Accountants

Ernst & young LLP

Mita Meyers, CPA, CA Engagement Partner (613) 598-4307 Suzanne Gignac, FCPA, FCA, CPA (Illinois) Engagement Quality Review Partner (613) 598-4376

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2022 EY services

Services and Deliverables

Audit and audit related services

- Express an opinion, and report to the Audit Committee on the results of our audits of:
 - The consolidated financial statements of the City of Ottawa, in accordance with Canadian public sector accounting standards
 - The financial information of certain other City of Ottawa related entities and programs, in accordance with municipal or other requirements.
- Issue a written communication to:
 - Management and the Audit Committee describing significant deficiencies in internal controls identified during our audit, if any
 - Management and the Audit Committee describing other deficiencies in internal controls identified during the audit that in our professional judgment, are of sufficient importance to merit their attention, if any
 - Management and the Audit Committee commenting on the results of the audit and addressing matters that we are required to communicate under our professional standards
- Issue a management letter including recommendations for improvements in controls and procedures, should any matters be noted.

Other Services

• Perform translation of the French consolidated financial statements.

Executive Summary

2022 considerations

Audit strategy

- Our audit strategy is risk-based and our areas of audit emphasis for the 2022 audit are outlined in the "Areas of audit emphasis" section of this document.
- As in prior years, we plan to rely on controls over certain systems and processes as part of our audit strategy.

Audit materiality

• Materiality has been set at \$114.0M and is based on 2.75% of the 2022 budgeted operating expenditures.

Audit timeline

 We performed our interim procedures during the months of October 2022 through January 2023 and we will perform our year-end procedures during the months of March and June 2023.

Audit team

 The audit team will be led by Mita Meyers as the Engagement Partner, supported by Suzie Gignac as Engagement Quality Reviewer and Lisa Godin as Senior Manager.

Independence

 We are independent and have extensive quality control and conflict checking processes in place to maintain our independence.

Planning materiality

- At the conclusion of the audit, we formulate our opinion on the consolidated financial statements of the City as to their fair presentation, in all material respects, in accordance with Canadian public sector accounting standards.
- Our estimation of planning materiality requires professional judgment and necessarily considers qualitative as well as quantitative considerations.
- Based on the 2022 operating budget, we estimate the materiality for the audit
 of the 2022 consolidated financial statements to be \$114.0M, which represents
 2.75% of budgeted operating expenditures for the year ended December 31,
 2022.
- After setting materiality, we also calculate performance materiality which is set to reduce to an appropriately low level, the probability that the aggregate of uncorrected/undetected misstatements exceeds materiality in a particular account or in the consolidated financial statements as a whole.
- Based on our understanding of the City, we would anticipate setting performance materiality at 75% of materiality or \$85.5M.
- The 2022 preliminary materiality level will be reviewed on an ongoing basis throughout our 2022 audit. Should actual results vary significantly from those budgeted, the materiality level may be adjusted in order to recognize this change in circumstances.
- Testing is performed at thresholds well below the audit materiality level in order to perform sufficient audit work to provide an opinion on the consolidated financial statements.

Audit approach

Area Comments

Our planned audit approach

For purposes of the audit of the consolidated financial statements, our audit scope is developed after considering the inherent and control risks and the effectiveness of the organization's internal controls. A variety of factors are considered when establishing the audit scope including size, specific risks, the volumes, and types of transactions processed, changes in the business environment, and other factors.

We distinguish between the following strategies:

- Identify and evaluate controls (controls strategy)
- Do not identify and evaluate controls (substantive strategy)

Using our cumulative knowledge of the City's business, including the results of audit procedures in prior years and the knowledge gained from the current year procedures completed to date, we have established a preliminary strategy for placing reliance on controls related to the flows of certain transactions and/or significant processes.

Based on our planning, our intention is to test and rely on controls in the following areas, in order to increase overall efficiency of the audit by reducing the nature, timing and/or extent of substantive procedures:

- IT General Controls (ITGCs): We plan to audit the ITGCs related to the SAP system in support of the financial statement audit of the City of Ottawa. Our procedures will include tests of change management, logical access, and IT operations.
- Accounts payable, expenditures, cash disbursements process.
- Payroll process.

Should the execution of our tests of controls result in exceptions, this may affect our planned reliance on such controls in conducting our yearend procedures. We will communicate to you any changes to our audit approach.

Area Comments

We plan to integrate data analytics as part of our audit approach, through the use of our EY Helix suite of data analytics tools. Use of data analytics allows us to analyze greater quantities of data, enhance our understanding of the City's business and processes, design procedures that are better targeted towards the risks, and deliver more value from our audit. We intend to apply data analytics techniques over journal entry testing for management override and any accounts where data analysis will provide insightful audit results.

For the remaining significant accounts, we will take a substantive approach, as we believe this will result in a more efficient audit of the related accounts based on their nature.

Audit timetable

The following timetable outlines key activities of our 2022 audit plan:

	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Scope and strategy											
Execution											
Conclusion and reporting											

Areas of audit emphasis

Our audit procedures emphasize testing areas with the highest risk of misstatement (e.g., those accounts, contracts, or transactions where we believe there is the greatest risk of material misstatement to the consolidated financial statements, whether due to error or fraud, including disclosure items). We consider the effects of current risk factors on the City, and emphasis is also placed on those areas requiring difficult, subjective, or complex determinations by management with heightened professional skepticism. Accordingly, our audit procedures are planned to focus on the following areas:

- Impact of COVID-19
- Revenue recognition
- Contingent liabilities
- Investments
- Employee benefit costs
- Tangible capital assets
- Commitments

Areas of audit emphasis

Area of emphasis

Summary of planned audit procedures

Impact of COVID-19

- The COVID-19 pandemic has continued to disrupt operations and will impact accounting and audit considerations.
- Other levels of government have provided significant funding to municipalities to assist with increased costs and revenue shortfalls during COVID-19.
- We will assess the ongoing impact of COVID-19 on the consolidated financial statements; in particular, in areas related to estimates and valuations.
- We will tailor the extent, nature, and timing of our procedures on the financial statement accounts and related financial statement disclosures impacted by COVID-19.
- We will consider the guidance issued by the Public Sector Standards Board (PSAB) of Application of Public Sector Accounting Standards (PSAS) to COVID-19-related financial reporting issues as we perform our audit of the City's consolidated financial statements.

Areas of audit emphasis

Area of emphasis

Summary of planned audit procedures

Revenue recognition

(PS 1200 - Financial Statement Presentation, PS 3100 - Restricted Assets and Revenues, PS 3410 - Government Transfers, PS 3510 - Tax Revenue)

- Taxation revenues are recorded in the period to which the assessment relates, and when reasonable estimates of amounts can be made.
- Government transfers are recognized in revenue when they are authorized and when eligibility criteria have been met. Under certain circumstances, agreements may create a liability which is deferred until certain criteria are met.
- Development charges must be used for specific purposes and are deferred and recognized in revenue in the period in which the resources are used for the specified purpose(s).
- Fees and user charges are recognized when the activity is performed or when the services are rendered.

- We will review the City's method for recognizing revenue and validate whether it is consistent with the prior year policy, the related accounting standards, and industry practice.
- We will walk through and update our understanding of the flow of transactions for taxation revenues, government transfer revenues, development charge revenues and fees and user charges revenues.
- We will substantively test the property tax revenue by confirming the property tax calculation inputs with the Municipal Property Assessment Corporation ("MPAC") and reperforming the calculation.
- We will perform substantive analytical procedures over the water and sewer user fees and general taxation revenues.
- We will perform test of details, on a sample basis, over the revenue for remissions, supplementary assessments, payments in lieu of taxes, user fees, government transfers and development charges, and review new contracts and agreements.

Areas of audit emphasis

Area of emphasis

Summary of planned audit procedures

Contingent Liabilities

(PS 3300 - Contingent Liabilities)

- Accruals are recorded for regulatory and legal proceedings that arise in the ordinary course of business when likely and subject to reasonable estimation.
- Many factors are considered in assessing a contingency, including history and stage of litigation. Estimates are based upon consultation with legal counsel (in-house and/or external). Legal fees are generally expensed as incurred.
- We will walk through the contingent liability identification and recognition process to update our understanding of the process.
- We will perform a review of the contingent liabilities and assess assumptions used by management and legal counsel for each significant contingent liability.
- We will confirm the completeness of the contingent liabilities reported by management with both in-house and external legal counsel.
- We will perform a lookback assessment of the reserve balance for claims that have been settled after year-end to validate the valuation of the provision.

Areas of audit emphasis

Area of emphasis

Summary of planned audit procedures

Investments

(PS 3040 - Portfolio Investments)

- The City values investments at amortized cost less amounts written off to reflect a permanent decline in value.
- If fair value of investments is less than cost, the City must assess whether the impairment is considered other-than-temporary and, if so, recognize the otherthan-temporary impairment in the statement of operations.
- We will conduct substantive procedures to recalculate the amortized cost of the investments and perform a test of details over a sample of investments by agreeing their fair market value to our internal investment security pricing.
- We will perform confirmation procedures in order to validate the existence and ownership of the portfolio investments.
- Any significant difference between the market value of the investments and their book value will be assessed for impairment to determine whether the decline in value is other-thantemporary.
- We will review the Statement of Compliance report from the investment service provider and consider the impact of any control deficiencies on our audit procedures.
- We will ensure the financial statement presentation and disclosure requirements with respect to investments are in accordance with public sector accounting standards.

Areas of audit emphasis

Area of emphasis

Summary of planned audit procedures

Employee benefit costs

(PS 3250 - Retirement Benefits, PS 3255 Post-employment benefits, compensated absences, and termination benefits)

- The City's employee future benefits and pension agreements include the Ottawa-Carleton Regional Transit Commission Employees' Pension Plan, the City of Ottawa Superannuation Fund, Workplace Safety Inspection Board (WSIB), and other postemployment and postretirement benefits.
- The employee benefit liabilities and annual expense are determined by actuaries using assumptions (e.g., discount rate, wage rate changes, return on plan assets) established by the City's management.
- The assumptions are based on the City's own experience and forecasts for various attributes. The highly sensitive discount rate for the employee future benefits and pension liabilities is determined by reference to the City's cost of borrowing or plan asset earnings.

- We will walk through and update our understanding of the flow of transactions for the employee future benefits process.
- For each plan, we will review the 2022 valuation methodology and assumptions used by the actuaries and conclude as to whether the methodology used is in compliance with Canadian public sector accounting standards and we will assess whether the assumptions used are reasonable.
- We will involve our internal actuaries to perform an assessment of the valuation reports.
- We will review the current pension obligation and pension asset for both pension plans and WSIB and the postemployment and post-retirement obligations and assess whether the appropriate amounts have been recorded in accordance with Canadian public sector accounting standards.
- We will perform testing on the underlying data used by management's experts in the valuations of employee future benefits.

Areas of audit emphasis

Area of emphasis

Summary of planned audit procedures

Tangible capital assets

(PS 3150 - Tangible Capital Assets)

- Tangible capital assets are recorded at cost, which includes amounts that are directly attributable to acquisition, construction, development, or betterment of an asset. The costs, less residual value, of the tangible capital assets, excluding land, are amortized on a straight-line basis over their estimated useful lives.
- Contributed tangible capital assets are donated or contributed to the City by developers and are recognized as revenue in the year the assets are contributed based on fair market value at the date of contribution.

- We will walk through the tangible capital asset process to update our understanding of the capitalization process, including the accounting for the Ottawa Light Rail Transit (OLRT) project and other significant agreements.
- We will perform substantive testing over the additions and disposals of tangible capital assets during the year, as well as transfers of assets under construction to in-service assets. This will include a review of the timing of when assets were put into or taken out of use, as well as the assumptions used for useful life and depreciation methods. We will take a combined approach, using analytics for insights where appropriate and performing test of details for substantive evidence.
- For a sample of contributed assets, we will involve our specialists to perform an assessment of management's assumptions used in valuation of such assets.
- We will review the write-down analysis performed by management on the tangible capital assets balance when conditions indicate that a tangible capital asset no longer contributes to the City's ability to provide goods and services, or that the value of future economic benefits associated with the tangible capital asset is less than its net book value.

Areas of audit emphasis

Area of emphasis Summary of planned audit procedures Commitments (PS 3390 - Contractual Obligations) The City discloses significant We will continue to monitor the City's contractual obligations in the activities related to commitments notes to the consolidated which may require disclosure in the financial statements. notes to the consolidated financial statements. In particular, we will obtain management's representations regarding any commitments entered into during the year. We will conduct substantive testing over a sample of disclosed balances by tracing to the supporting contracts in order to verify the future obligation remaining at year-end.

Canadian Auditing Standard 315 ("CAS 315")

Purpose and objective

Canadian Auditing Standard (CAS) 315, Identifying and Assessing the Risks of Material Misstatement is a foundational standard that deals with the auditor's responsibility to identify and assess risks of material misstatement in the consolidated financial statements, through understanding the entity and its environment, including the entity's internal control.

CAS 315 was revised with the objective of driving better quality and more consistent risk assessments, given the increasing complexity in the environment around technology and regulatory matters in which entities and auditors operate. The standard incorporates a great deal of focus on IT, particularly IT general controls.

	Change	Impact	Commentary
1.	Overall enhanced risk identification and assessment process and structured thought process.	Minimal	We will now enhance our consideration of events and conditions in the economic environment and look at those events and conditions through the lens of inherent risk factors to determine relevant events and conditions and determine if there is a risk of material misstatement.
2	Obtain an understanding of each of the components of the system of internal control at the entity level (control environment, entity's risk assessment process, entity's process to monitor the system of internal control, information and communication)	Some	We are required to obtain an understanding of all components of the system of internal control at the entity level, even if we are taking a primarily substantive approach to the audit. This understanding is required to appropriately assess and identify risks of material misstatement and to appropriately respond to an identified risk when designing and performing further audit procedures. This understanding may lead us to identify control deficiencies we didn't identify in prior year.

Canadian Auditing Standard 315 ("CAS 315") (cont'd)

	Change	Impact	Commentary
3.	Modernization of the standard to include considerations related to IT, with an explicit requirement to understand the extent to which the entity integrates the use of IT into its business model	Expanded	We may need to involve additional team members such as IT specialists to assist us in gaining an understanding of the IT environment. There is potential that once we gain this understanding, we identify new IT risks that we didn't identify in prior year. We will obtain expanded knowledge of how IT supports certain controls that our auditing standards require us to obtain an understanding of. Pending the strength of the IT environment, we may test additional controls we didn't in the prior period.
4.	Recognition of the use of technology (i.e., automated techniques) by the auditor in the audit.	Minimal	We may use more automated tools and techniques more frequently or extensively on the audit.
5.	Enhanced requirements relating to the exercise of professional skepticism	Minimal	In considering responses to inquiries and other information obtained from management and those charged with governance, we may question contradictory information.

Fraud considerations and risk of management override

We are responsible for planning and performing the audit to obtain reasonable assurance about whether the consolidated financial statements are free of material misstatement, whether caused by fraud or error.

Our audit procedures will include: brainstorming, gathering information to facilitate the identification of fraud risks and performing procedures in the areas where fraud risks are identified including performing procedures required by our professional standards, designed to address the risk of management override (including examining journal entries, reviewing accounting estimates and evaluating the business rationale of significant unusual transactions).

We evaluate the risk of management override using the fraud triangle which includes rationalization, opportunity, and incentive and consider the actions management has taken to respond to those risks.

As a result of our audit planning activities, we have not identified any fraud risks aside from the presumed risk of management override. In response to this risk, we intend to leverage the use of our EY Helix suite of data analytics tools in examining journal entries.

Inquiries relating to matters relevant to the audit

We perform inquiries related to fraud and other matters to help inform our audit strategy and execution of our audit procedures. We would like to be informed of any matters of which you believe we should be aware, including, but not limited to:

- Your views about the risks of material misstatements due to fraud, including the risks of management override of controls
- Your knowledge of any actual, alleged, or suspected fraud
- Your awareness of tips or complaints regarding the City's financial reporting (including those received through the audit committee's own "whistleblower" program, if any) and your response to such tips and complaints
- How you exercise oversight over the City's assessment of fraud risks and the establishment of controls to address these risks
- Your awareness of other matters, you believe, are relevant to the audit including, but not limited to, violations or possible violations of laws or regulations

When we identify a fraud risk, including a fraud risk that arises through or is associated with the risk of management override of controls, we perform audit procedures to address those risks. In addition to any specific responses related to the fraud risk, we also examine journal entries, review accounting estimates where there is significant judgment and complexity for management bias and evaluate the business rationale of significant unusual transactions as required by our professional standards. In this area, EY has developed a data analytic tool, the GL Analyzer, which we use to examine journal entries for unusual transactions, which may include transactions entered into by unexpected individuals or at unexpected times of day. EY has invested heavily in data analytic tools which we intend to leverage in examining journal entry testing in the City's financial system.

Fair and transparent fees

	2022	2021
	estimated fees	actual fees*
Financial statement audits	\$320,586	\$353,525
Other audit engagements	53,300	56,100
Non-audit engagements	48,000	25,100
Total	\$421,886	\$434,725

 $^{^{*}}$ 2021 actual fees represent fees that have been billed to date for the 2021 financial statement audits, other audit engagements and non-audit engagements.

Thought leadership

EY is invested heavily in developing Thought Leadership to support our clients and their governance committees in achieving their goals. Articles developed by EY on topics of relevance to audit committees and boards can be found at the following links:

- https://www.ey.com/en_gl/board-matters
- https://www.ey.com/en_gl/what-we-think
- https://www.ey.com/en_gl/government-public-sector

The EY Center for Board Matters provides a list of critical questions that will help boards focus priorities for 2022. We believe that better questions lead to better answers and a better working world. Likewise, we believe that the most effective tool that those charged with governance have is asking compelling questions. These questions can lead to better governance and organizations that drive value for all stakeholders. Heading into 2022, we've compiled a list of relevant and timely questions for those charged with governance to consider in the four areas below. Four key priorities those charged with governance will need to consider in 2022 are:

Theme 1: Strategy and Innovation

Theme 2: Risk and resiliency

Theme 3: Talent Oversight

Theme 4: Dynamic governance

The complete articles can be found at:

- 2022 Board Priorities | EY US
- What audit committees should prioritize in 2023 | EY US
- How CEOs can partner with governments facing policy dilemmas | EY Canada

In addition, we have included, in Appendix A, a summary of developments in accounting standards provided by the Public Sector Accounting Board (PSAB).

We sincerely hope that you find the information of use in exercising your oversight role at the City of Ottawa.

Appendix A - Accounting and auditing developments

This summary of decisions of the Public Sector Accounting Board ["PSAB"] has been prepared for information purposes only. Decisions reported are tentative and reflect only the current status of discussions on projects, which might change after further deliberations by PSAB. Decisions to publish exposure draft and Handbook material are final only after a formal ballot process.

Accounting and auditing developments	Summary/Effective date	Effect on the City of Ottawa consolidated financial statements
Financial Reporting De	velopments:	
Financial Instruments (PS 3450), Foreign Currency Translation (PS 2601), Portfolio Investments (PS 3041) and Financial Statement Presentation (PS 1201)	The adoption period for these standards is effective for fiscal periods beginning on or after April 1, 2022.	The new accounting standards need to be implemented in the City of Ottawa consolidated financial statements in the fiscal year ending December 31, 2023, or earlier if deemed appropriate.
Asset Retirement Obligations (PS 3280)	The adoption period for this standard is effective for fiscal years beginning on or after April 1, 2022. Earlier adoption is permitted.	The new accounting standards need to be implemented in the City of Ottawa's consolidated financial statements in the fiscal year ending December 31, 2023, or earlier.
Revenue (PS 3400), Purchased Intangibles (PSG-8), and Public Private Partnerships (PS 3160)	The adoption period for these standards is effective for fiscal years beginning on or after April 1, 2023. Earlier adoption is permitted.	The new accounting standards need to be implemented in the City's consolidated financial statements in the fiscal year ending December 31, 2024,

Accounting and auditing developments	Summary/Effective date	Effect on the City of Ottawa consolidated financial statements
		or earlier if deemed appropriate.
2022-2023 Annual Improvements	The Annual improvements process clarifies standards or other guidance. At its December 2022 meeting, PSAB approved the final Handbook amendments which will be published in two phases. In the first phase, the amendments to allow early adoption of Section PS 3160, Public Private Partnerships, and clarify the application of PSG-8, Purchased Intangibles, to interentity transactions, will be issued with an effective date of April 1, 2023. As part of the second phase, the remainder of the amendments will be published later in 2023, with an effective date of the first day of the month published. This approach will allow for the coordination of the remaining annual improvements with the expected publication of consequential amendments related to the new reporting model, Section PS 1202, Financial Statement Presentation, in Fall 2023	Management will need to consider the implication of these amendments to the standards on the City's consolidated financial statements.
Employee Benefits (PS 3251)	The exposure draft for the proposed standard was issued on July 28, 2021 with a comment deadline of November 25, 2021. PSAB is currently deliberating feedback received	Management will need to consider the implication of this new standard on the City's consolidated financial statements once

Accounting and auditing developments	Summary/Effective date	Effect on the City of Ottawa consolidated financial statements		
	from stakeholders on the Employee Benefit Exposure Draft (ED)	finalized and issued by PSAB.		
	This project will look at issues such as deferral of experience gains and losses, discount rates, how to account for shared risk plans, multi-employer defined benefit plans and vested sick leave benefits. Other improvements to existing guidance will also be considered. Future phases of the ED will focus on nontraditional plans and other postemployment guidance as needed.			
Concepts Underlying Financial Performance project	Conceptual Framework: In June 2022, PSAB deliberated the feedback received on Exposure Draft, "The Conceptual Framework for Financial Reporting in the Public Sector" and approved The Conceptual Framework for Financial Reporting in the Public Sector. PSAB also deliberated the feedback received on Exposure Draft, "Consequential Amendments Arising from the Proposed Conceptual Framework" and approved a series of consequential amendments to various standards in the PSA Handbook. As of December 1, 2022, this	Management will need to consider the implication of these amendments on the City's consolidated financial statements once finalized and issued by PSAB.		
	As of December 1, 2022, this Conceptual Framework and			

Accounting and auditing developments	Summary/Effective date	Effect on the City of Ottawa consolidated financial statements
	related consequential amendments have now been published in the PSA Handbook and will be effective for fiscal years beginning on or after April 1, 2026	
	Reporting Model: PSAB is deliberating the feedback on the two exposure drafts related to the reporting model (Financial Statement Presentation, Proposed Section PS 1202 and Consequential Amendments Arising from Financial Statement Presentation, Proposed Section PS 1202). The reporting model standard and related consequential amendments are expected to be issued in 2023 and would also be effective April 1, 2026	

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