MANUFACTURING
ONTARIO'S FUTURE

Leveraging an Advanced Manufacturing Strategy for Growth and Prosperity

FEBRUARY 2024
BRINGING LIFE TO ONTARIO’S MANUFACTURING STRATEGY

More than ever, manufacturing is critical to Ontario’s future. The sector’s 37,550 firms support 787,100 jobs, 11 per cent of provincial GDP, 80 per cent of merchandise exports, and 26 per cent of total employment when including direct, indirect, and induced impacts. It also represents close to 45 per cent of Canada’s manufacturing output, acting as the main engine of our economy.

But our sector is changing across North America, and we need to change as well. Spurred by the U.S. Inflation Reduction Act (IRA) and the subsidies it contains, the low-carbon transition has turned into a factory-building boom in North America. As of July 2023, U.S. private manufacturing construction was up 76.5 per cent versus last year – a significant increase compared to Canada, where investment at factories was up a more moderate 35.6 per cent.

As CME’s Manufacturing Canada’s Future report highlights, Canada’s trade deficit in manufacturing goods hit a record high of $197.8 billion in 2022. A new, ambitious set of policies is necessary to reinvigorate manufacturing in Canada.

After twenty years of slow manufacturing growth, Ontario is unmistakably on the path to restore a welcoming climate for investment. A large part of the last year was spent crafting an advanced manufacturing strategy, a crucial tool to keep ambitions at a high level in years to come. As Charts 1 and 2 below highlight, there is a lot of lost time to make up for.

For Ontario to experience manufacturing growth that is sustained and broadly based, it must persist in adopting policies that create a supportive environment for businesses. This involves providing competitive investment incentives to foster growth that is felt in our communities, continuously upskilling our workforce, and lowering costs while we lower carbon emissions. This report holds CME’s specific recommendations to get there.

CHART 1
ONTARIO MANUFACTURING GDP PEAKED 20 YEARS AGO
Real GDP (billions $ 2017)

Sources: Statistics Canada; CME.

CHART 2
MANUFACTURING CONSTRUCTION IS UP, BUT TRAILS THE U.S.
(June 2020 = 100)

Sources: Statistics Canada (Table 34-10-0175-01); U.S. Census Bureau; CME.
SUMMARY OF RECOMMENDATIONS

PILLAR 1: INVEST IN ONTARIO MADE GROWTH

Recommendation 1: Extend the life of the Ontario Made Manufacturing Investment Tax Credit (OMMITEC) to 10 years to match the life of the U.S. IRA.

Recommendation 2: Modify OMMITEC eligibility to include tools such as moulds and dies, as well as computer hardware and software.

Recommendation 3: Extend application of the OMMITEC to more companies with a strong local footprint by adopting the definition of an Ontario business under the Building Ontario Businesses Initiative Act.

Recommendation 4: Maximize the use of provisions in existing trade agreements to ensure goods and assets bought by the Government of Ontario are made with Ontario or Canadian materials, components, technology, and labour.

Recommendation 5: Introduce a grant offsetting the costs for Ontario manufacturers who retain third parties to conduct carbon assessments.

Recommendation 6: Link CME’s Ontario Made program to inform product specifications in procurement with what we already make here at home.

Recommendation 7: Establish an investment-friendly industrial land policy restoring protection for strategic employment zones and proper buffer zones.

PILLAR 2: EXPAND AND UPSKILL THE MANUFACTURING WORKFORCE

Recommendation 8: Bring schools and manufacturers together, by funding initiatives like CME’s Regional Industry Council, setting up incentives for universities, colleges, and high schools to take part and to integrate findings in regular curriculum and funding program reviews.

Recommendation 9: Increase engagement between educational institutions and manufacturers by having high school students tour manufacturing facilities.

Recommendation 10: Invest in incentivizing more Indigenous workers to join the sector, such as through awareness programs and partnerships with companies.

Recommendation 11: Introduce a 50 per cent refundable on-the-job investment tax credit to support employer-led training and the shift to automation.

Recommendation 12: Align Ontario’s Provincial Nominee Program to labour market needs, especially confirming key NOC codes with manufacturing employers.

Recommendation 13: Grow direct supports to solve practical impediments for shift workers to take part in the economy, such as reliable transit solutions for remote work areas.

PILLAR 3: LOWER CARBON AND LOWER COSTS

Recommendation 14: Implement a subsidized electricity rate to attract and keep manufacturing investment in Ontario.

Recommendation 15: Build on Power Purchase Agreements and Clean Energy Credits to accelerate the development of renewable energy.

Recommendation 16: Establish a Recharge Ontario pilot project allocating a block of energy on a competitive basis to meet economic development benchmarks.

Recommendation 17: Extract the actual carbon expense from the Hourly Ontario Energy Price, and account for it separately as a line item on customer bills.

Recommendation 18: Expand the Ontario Innovation Tax Credit (ITC) and combine it with the Ontario R&D ITC to create a single, more effective ITC.

Recommendation 19: Phase out the personal income surtax to allow employers to be more competitive in attracting and keeping skilled labour.

Recommendation 20: Restore certainty and competitiveness of industrial real estate of square foot basis versus other North American jurisdictions with a managed transition to yearly property tax assessments.


Recommendation 22: Invest in low carbon charging/refueling stations at manufacturing facilities and industrial parks.

Recommendation 23: Accelerate the deployment of Carbon Capture, Utilisation and Storage (CCUS) in Ontario by expediting the transition to large scale deployment by vesting all underground pore spaces under provincial control.

Recommendation 24: Bring a whole-government-approach to make proper legislative and regulatory amendments in collaboration with industry, proactively building the regulatory ability to oversee CCUS applications.

Recommendation 25: Deploy a public awareness campaign in partnership with industry in support of a safe and timely deployment of carbon capture technology in Ontario.
PILLAR 1 - INVEST IN ONTARIO MADE GROWTH

Over the next ten years, the Ontario government intends to build $185 billion in capital – roads, transit, and other infrastructure. According to the IESO, we also need to double our energy grid over the next few decades, at an estimated cost of $400 billion. This adds to the more than $29 billion in goods and services the Ontario government already buys every year.

There has never been such an aggressive building agenda in our province.

Yet, we hear consistently of missed opportunities to leverage this purchasing power to grow our economy, even when explicit allowances are embedded in trade agreements and direct competitors maintain significant protectionist measures (for example, through the Buy American / Buy America legislation). For example, on mass transit projects, the Canada-European Union Comprehensive Trade Agreement (CETA) has had a 25% domestic content allowance for years, but it has not been consistently used, resulting in large contracts like the Ontario Line generating prosperity for other manufacturing jurisdictions.

To properly capture the opportunity of the global movement toward industrial re-shoring, a more strategic and reciprocal strategy is needed.

COMPETITIVE INVESTMENT INCENTIVES

Announced in Budget 2023, the Ontario Made Manufacturing Investment Tax Credit has the potential to deliver significant benefits to a wide range of local manufacturing businesses by funding 10 per cent of new machinery and real estate costs (up to a maximum of $2 million).

Adjustments to eligibility would improve the measure to make sure it can capture hardware, software, and other tools essential for the transition to advanced manufacturing. For maximum impact on investment, eligibility could also be expanded to help more companies who have a strong local footprint, but some level of foreign ownership, using the same criteria established to define an Ontario business under procurement policies.

SOLUTIONS

1. Extend the life of the tax credit to 10 years to match the life of the U.S. IRA and provide greater certainty for businesses to invest for the long-term.

2. Modify eligibility to include tools such as moulds and dies (Class 12 under capital allowance rules), as well as computer hardware and software (Class 10) to support advanced manufacturing.

3. Extend application to more companies with a strong local footprint by adopting the definition of an Ontario business under the Building Ontario Businesses Initiative Act for the purpose of applying the credit. This would mean manufacturers with a headquarter, a head office in Ontario, or more than 250 employees in the province would qualify.
RAISING AMBITIONS FOR A BUY LOCAL STRATEGY

The government of Ontario has recognized the need to use procurement for economic development in setting up the Building Ontario Businesses Initiative Act. But other trading partners have a longer history in providing a leg up to their manufacturers, especially when it comes to rewarding investments to lower the carbon footprint of manufacturing. Ontario has some catching up to do.

For example, in the U.S, the Environmental Protection Agency has recently set aside direct funding for companies developing Environmental Product Declarations (or EPDs). In their most basic idea, EPDs are a bit like the nutritional labels mandated for food products decades ago. They tell a purchaser, in a standardized format, how much embodied carbon is in each product, or industrial operation.

While Ontario should be ready to introduce bold policy to maximize the economic benefits of its procurement (including domestic content requirements where possible), it will need to do so strategically. In this election year, managing our province’s relationship with the U.S. will be a central consideration, given the deep reliance of our sector on bilateral trade between our two countries. In fact, bilateral trade between Ontario and the U.S. hit a record high of $452.5 billion in 2022 (see Chart 3).

Any supports provided by the Ontario government as part of the Building Ontario Businesses Initiative should be part of a broader strategy to preserve and reinforce the position of the province in the integrated North American economy.

SOLUTIONS

4. Maximize the use of provisions in existing trade agreements to ensure our buildings, transmission lines, hospital equipment, energy generation assets and other goods bought by the Government of Ontario are made with Ontario or Canadian materials, components, technology, and labour.

5. Introduce a grant offsetting the costs for Ontario manufacturers who retain third parties (including not-for-profits) to conduct carbon assessments. This will support exports to likeminded countries and provide a natural advantage to domestic manufacturers in procurement processes, allowing us to use our low carbon advantage as a tool to grow domestic market share.

SET UP EMPLOYMENT LANDS FOR FUTURE GROWTH

Ontario's location in the center of North America’s industrial heartland is key to the competitive advantage of its manufacturing sector, especially as global instability complicates access to the U.S. market for many advanced economies. But this advantage is eroded when industrial properties do not benefit from a stable and supportive environment where they can grow.

Despite slight improvements in the availability of industrial real estate, with the vacancy rate in Southwest Ontario climbing to 2% in Q4 of 2023 due to robust construction numbers, uncertainty remains in several areas due to encroachments and speculation driven by a lack of long-term protection for employment lands. This was worsened by the removal of Provincially Significant Employment Zones (PSEZs) in Ontario’s 2023 update of its Provincial Planning Statement.

Without formal protection for industrial lands and buffer zones enshrined in land planning policy, job creators are left to wonder which operationally sensitive piece of land will be affected next by a conversion request or resident complaints about noise, smells, or night operations.

SOLUTION

7. Establish an investment-friendly industrial land policy restoring protection for strategic employment zones and proper buffer zones to provide operational certainty over the long term. This policy should be informed by input from the business community and draw inspiration from The Race for Space report, published by the Toronto Region Board of Trade, with CME input.
PILLAR 2 - EXPAND AND UPSKILL THE MANUFACTURING WORKFORCE

Labour and skills shortages are still one of the manufacturing sector’s most pressing challenges. This issue was worsened by the pandemic, leading to record-high job vacancies in the spring of 2022. Although the number of unfilled positions in the manufacturing sector has been trending down since then, the unemployment rate still is extremely low and wage pressures are high. The manufacturing workforce is aging rapidly—27.7 per cent of workers were aged 55 years and over in 2023 - implying that companies will continue to struggle to find workers in the years ahead as an estimated 18,500 Ontario manufacturing workers retire each year.

The Government of Ontario has proved an exceptional willingness to partner with industry to offer work relevant training through the Skills Development Fund (SDF), and other initiatives. As employers prepare to staff large scale manufacturing projects planned in several regions of Ontario (see Table 1), we will need to double down on this approach to secure the benefits of the manufacturing renaissance we have worked so hard to secure.

**TABLE 1**

**REGIONAL DISTRIBUTION OF MANUFACTURING JOB VACANCIES IN MANUFACTURING, Q3 2023**

<table>
<thead>
<tr>
<th>Region</th>
<th>2023 Q3</th>
<th>Planned Manufacturing Investments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ontario</td>
<td>18,900</td>
<td>• Nokia – 340 new R&amp;D jobs</td>
</tr>
<tr>
<td>Ottawa</td>
<td>980</td>
<td>• Umicore – 600 new jobs</td>
</tr>
<tr>
<td>Kingston</td>
<td>580</td>
<td>• Magna – 100 new jobs (Belleville)</td>
</tr>
<tr>
<td>Muskoka-Kawartha</td>
<td>300</td>
<td>• Magna – 15 new jobs (Penetanguishene)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Honda (TBC)</td>
</tr>
<tr>
<td>Toronto</td>
<td>7,545</td>
<td>• Magna – 635 new jobs (Brampton and Newmarket)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Dana – 105 new jobs (Oakville)*</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Cyclone Manufacturing – 60 new jobs (Mississauga)</td>
</tr>
<tr>
<td>Kitchener-Waterloo</td>
<td>3,020</td>
<td>• Dana - 105 new jobs (Cambridge)*</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Magna –175 new jobs (Guelph)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• FluidAI Medical – 38 new jobs (Kitchener)</td>
</tr>
<tr>
<td>Hamilton-Niagara</td>
<td>2,395</td>
<td>• Mitsui High-Tec – 104 new jobs (Brantford)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Stanpac / AMSI / St. David Cold Storage – 46 new jobs</td>
</tr>
<tr>
<td>London</td>
<td>1,050</td>
<td>• Volkswagen / PowerCo. – 3,000 new jobs (St. Thomas)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Starlim / Andriani – 68 new jobs (London)</td>
</tr>
<tr>
<td>Windsor-Sarnia</td>
<td>1,600</td>
<td>• Stellantis / NextStar – 2,500 new jobs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Magna – 110 new jobs</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Bobaek America Inc. – 144 new jobs</td>
</tr>
<tr>
<td>Stratford-Bruce Peninsula</td>
<td>695</td>
<td></td>
</tr>
<tr>
<td>Northeast</td>
<td>570</td>
<td></td>
</tr>
<tr>
<td>Northwest</td>
<td>175</td>
<td></td>
</tr>
</tbody>
</table>

*Dana Canada’s recent investment is poised to create 105 new jobs between its Oakville and Cambridge locations. Sources: CME; Statistics Canada; Government of Ontario.
GET AHEAD OF SHORTAGES WITH A REGIONAL APPROACH TO SKILLS PLANNING

The transition to advanced manufacturing requires a massive shift in the way we train people. Ontario should use its strength in technology in a manufacturing context and ensure educational institutions offer training adapted to the needs of the new economy. For example, skilled trade programs should account for the growing role of advanced technologies such as robotics and artificial intelligence.

In Fall 2022, CME launched a pilot program bringing together employers and educational institutions to collaborate on finding and addressing skills gaps. Based on this experience, the Government of Ontario should fund a broader initiative, ensuring discussions can build momentum for the long-term on a regional basis, and providing incentives for schools to integrate findings in regular curriculum and funding program reviews.

Building on the success of Level Up! Fairs, year-round support should be made available for high-school students to visit manufacturing facilities and directly experience the wealth of opportunities the sector has to offer.

Finally, Ontario has a large Indigenous workforce, and the provincial government is investing to help Indigenous youth find employment. Incentivizing Indigenous workers across Ontario to explore a career in manufacturing could provide a valuable source of skilled workers, especially in regions of the province that are experiencing shortages.

SOLUTIONS

8. Bring schools and manufacturers together, by funding initiatives like CME’s Regional Industry Council, setting up incentives for universities, colleges, and high schools to take part and to integrate findings in regular curriculum and funding program reviews.

9. Increase engagement between educational institutions and manufacturers by having high school students tour manufacturing facilities.

10. Invest in incentivizing more Indigenous workers to join the sector, such as through awareness programs and partnerships with companies.

BOOST PRODUCTIVITY WITH ON-THE-JOB TRAINING

To provide a truly lasting competitive advantage for Ontario, we must overcome our long-term productivity challenge. Unfortunately, the data in Chart 4 reveals a troubling picture: non-residential business investment per worker in the manufacturing sector is more than three times lower in Ontario than in the U.S. Specifically, in 2021, manufacturing investment per worker was $48,800 in the U.S., but only $15,800 in Ontario. Low capital intensity sends a worrying signal about Canada’s future productivity growth and prosperity.

SOLUTION

11. Introduce a 50 per cent refundable on-the-job investment tax credit to support employer-led training and the shift to automation (covering 50 per cent of expenditures, for the first five years on the job). This measure will increase overall business productivity while allowing workers to develop work relevant skills, giving them tools to grow their career and income.

CHART 4

GDP PER HOUR WORKED, ONTARIO VERSUS OTHER JURISDICTIONS
(Purchasing power parity basis)

ALIGN IMMIGRATION POLICY WITH MARKET NEEDS

An aging population is a key factor contributing to labour and skills shortages in Ontario, making immigration one of the central policies designed to replenish the workforce and meet the economy's labour needs.

Considering recent challenges in aligning the supply of housing and services, a rebalancing of immigration policy is urgently needed. Part of the solution is building on the recent reforms of the Provincial Nominee Program, which by design, is more responsive to local labour needs than other economic immigration categories.

New tailored supports for workers should be made available to address specific workforce needs. This will help efforts to tap into underrepresented populations - most importantly women, who are 50 per cent of Ontario’s workforce, but make only 30 per cent of the manufacturing workforce, and less than 10 per cent of skilled trades.

SOLUTIONS

12. Ontario’s Provincial Nominee Program should be aligned to labour market needs, especially confirming key NOC codes with manufacturing employers.

13. Grow direct supports to solve practical impediments for shift workers to take part in the economy, including reliable transit solutions for remote work areas, and alternative delivery options to provide round-the-clock daycare for workers who work night shifts.
PILLAR 3 - LOWER CARBON AND LOWER COSTS

Some consider the race to build the clean economy to be one of the most significant economic transformations since the Industrial Revolution. To address this, federal and provincial governments have proposed incentives to encourage manufacturers to build clean technology, though many federal tax credits are not operational and do not fully close the gap in incentives between Canada and the U.S.

At the same time, the policies implemented to rapidly decarbonize have already begun to create added layers of costs on manufacturers, which impact their ability to compete. If Ontario wants to lead in creating a prosperous clean energy economy by 2050, it must continue acting aggressively in lowering the costs of doing business, especially in areas that will impact decarbonization – energy, tax incentives, infrastructure to support the EV supply chain, and carbon management tools.

MANAGE THE COSTS OF THE ENERGY TRANSITION

With the need to reduce fossil fuels usage on a global scale, maintaining low electricity rates is one of the most powerful incentives governments can use. Ontario has a largely decarbonized grid, but rates are currently among the highest in North America, and do not provide enough of a discount versus residential rates as investors have come to expect from competing U.S. states (see Chart 5). This can only get worse given the current rate structure which automatically flows capital costs to rates through Global Adjustment charges.

In its Pathways to Decarbonization report, IESO estimated that expanding our grid to meet the needs of a decarbonizing economy will require a combined investment of $375–425 billion by 2050. Meanwhile, the U.S. government expressed intention to lower electricity rates by 9 per cent by 2030 through the IRA and Bipartisan Infrastructure Law. To support competitiveness, Ontario should establish a predictable industrial manufacturing rate, bringing the cost structure for large and small manufacturers more in line with what is charged elsewhere in North America.

![Chart 5: Ratio of Industrial to Residential Rates Across Jurisdictions](chart.png)

Sources: Hydro Quebec, Comparison of Electricity Prices in Major North American Cities, 2023; Strapolec analysis.
SOLUTIONS

14. Implement a subsidized electricity rate to attract and keep manufacturing investment in Ontario. This rate should be competitive with comparable rates offered by neighbouring provinces and U.S. states (i.e., in the $0.06 to $0.10/KWh range).

15. Build on Power Purchase Agreements (PPAs) and Clean Energy Credits (CEC) to accelerate the development of renewable energy while providing more flexible options for manufacturers to lower costs and meet corporate social responsibility objectives.

16. Establish a Recharge Ontario pilot project (emulating the New York State program in the same name) allocating a block of energy on a competitive basis to meet economic development benchmarks, in connection with Ontario’s Advanced Manufacturing strategy and consultation with industry.

17. Extract the actual carbon expense from the Hourly Ontario Energy Price (HOEP), and account for it separately as a line item on customer bills to more transparently allow ratepayers to reduce consumption and save for hours of the day when natural gas is on the margin.

ONTARIO TAX REVIEW SHOULD IMPROVE COMPETITIVENESS FOR THE LONG-TERM

In Budget 2023, the Government of Ontario announced its intention to review its tax framework. CME welcomes this process, as several elements in the design of Ontario’s tax system have evolved to work against its current policy push to reward productivity improvements and innovation by manufacturers. This has taken new urgency lately, as municipalities across the province announced property tax increases ranging between 1.9 per cent (Brampton) and as high as 18 per cent in Toronto.

Guiding the tax review should be a push to bring overall taxation in line with more competitive US states, where personal income taxes are lower, and investment attraction programs are simpler to navigate. To keep up, Ontario should continue to streamline its tax code, ensuring incentives to work and innovate in Ontario are easy to understand, stackable, certain over the long-term, and as technology neutral as possible.

SOLUTIONS

18. Innovation and Commercialization - Expand the Ontario Innovation Tax Credit (ITC) and combine it with the Ontario Research and Development ITC to create a single, more effective credit for all activities of innovation.

19. Personal Income Tax - Phase out the personal income surtax to allow employers to be more competitive in attracting and keeping skilled labour.

20. Property Tax - Restore certainty and competitiveness of industrial real estate of square foot basis versus other North American jurisdictions with a managed transition to yearly assessments and removing the obsolete Business Education Tax (BET).
CONNECT THE EV SUPPLY CHAIN TO A BROAD MANUFACTURING BASE

The federal government set a target for 35 per cent of medium and heavy-duty vehicles (MHDVs) to be zero-emission by 2030, and 100 per cent by 2040.

According to recent modelling, current adoption trends are not on track. While the federal government, Quebec, British Columbia and the U.S. (through the IRA) have all introduced purchase incentives, the Ontario government has not followed.

Further, there is currently a lack of hydrogen fueling stations and no widespread adoption incentives targeted to manufacturing companies under Ontario's Low-Carbon Hydrogen strategy. Companies interested in adopting hydrogen applications and becoming local hubs for refueling are currently left to fend for themselves, without a clear path to secure supply.

The net result is continued growth in the stock of diesel vehicles, despite their heavy environmental impact.

As the province invests massively in electric vehicle manufacturing, the province would benefit in aligning its incentives to develop the adoption of diesel alternatives such as vehicles powered by electricity, hydrogen or other low carbon fuels such as biogas.

SOLUTIONS

21. Introduce a provincial purchase incentive for heavy-duty Zero Carbon Vehicles leveling the playing field with Quebec and British Columbia, including broad eligibility for plug-in hybrid vehicles, or vehicles powered with other low carbon fuels. The amount of the incentive should be decided at a level that tops-up federal incentives enough to compete with the incentives available in the U.S.

21. Invest in low carbon charging/re-fueling stations at manufacturing facilities and industrial parks to accelerate network development using market forces, co-locating supply with potential sources of demand.

ACCELERATE THE DEVELOPMENT OF CARBON CAPTURE

Despite efforts to decarbonize industrial processes, many industries such as cement, chemicals, iron and steel, and pulp and paper have no alternative but to rely on carbon capture to reach net-zero emissions while maintaining production.

This is due in part to the requirement for high temperature heat and inherent process emissions that cannot be avoided with a switch to renewable energy sources.
WHO WE ARE

ABOUT CANADIAN MANUFACTURERS & EXPORTERS (CME)

Since 1871, we have made a difference for Canada’s manufacturing and exporting communities. Fighting for their future. Saving them money. Helping manufacturers grow.

The association directly represents more than 2,500 leading companies nationwide. More than 85 per cent of CME’s members are small and medium-sized enterprises. As Canada’s leading business network, CME, through various initiatives including the establishment of the Canadian Manufacturing Coalition, touches more than 100,000 companies from coast to coast to coast, engaged in manufacturing, global business, and service-related industries.

CME’s membership network accounts for an estimated 82 per cent of total manufacturing production and 90 per cent of Canada’s exports.

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Questions?

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