



**FOR INFORMATION**

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**TO:** Business Board

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**DATE:** June 2, 2021 for June 17, 2021

**AGENDA ITEM:** 10

**ITEM IDENTIFICATION:**

Debt Policy Limit, Debt Allocations, Outstanding Debt Issued and Status of the Long Term Borrowing Pool to April 30, 2021

**JURISDICTIONAL INFORMATION:**

Pursuant to Section 5 (1.) (b.) of the Business Board *Terms of Reference*, the Business Board has responsibility for reviewing regular reports on matters affecting the finances of the University and on financial programs and transactions.

**GOVERNANCE PATH:**

**1. Business Board [for information] (June 17, 2021)**

**PREVIOUS ACTION TAKEN:**

The Business Board approved the current debt strategy on November 5, 2012. The Business Board had approved external debt of \$710 million and an internal debt limit at 40% of the Expendable Funds Investment Pool (“EFIP”). On October 7, 2019, the Business Board approved the University funds investment policy, whereby the allocation from EFIP for internal loans was set at 25% of the EFIP balance at April 30.

**HIGHLIGHTS:**

This report provides an update on the total debt limit (as per debt policy approved in November 2012) based on the financial results at April 30, 2021. It compares the updated total debt limit to the total debt allocated by the Business Board and the outstanding debt undertaken by the University as at April 30, 2021. It also provides an update on the actual debt burden ratio and viability ratio based on financial results at April 30, 2021 as compared to the policy ratios.

Finally, it provides an update of the status of the long-term borrowing pool (“LTBP”), which is the University’s internal sinking fund that accumulates funds for repayments of debentures issued. A summary of these results is provided in the table below. Appendix I attached is the regular status report on debt to April 30, 2021.

<b>Summary of Debt at April 30, 2021</b> <b>(in millions of dollars)</b>				
	<u>Total</u>	<u>External</u>	<u>Internal</u>	
			<u>Other</u>	<u>Pension</u>
Total debt limit	1,940.1	1,050.0	740.1	150.0
Approved debt allocations	1,600.5	929.9	520.6	150.0
Remaining unallocated	339.6	120.1	219.5	-
Actual debt outstanding	947.0	710.0	143.2	93.8
Policy debt burden ratio	5.0%			
Actual debt burden ratio	2.7%	1.8%	0.5%	0.4%
Viability ratio - Total debt limit (desired higher than 0.8)	1.7			
Viability ratio - Actual outstanding debt	3.5			

### Background

The debt strategy approved by the Business Board on November 5, 2012 included the following elements:

- the total debt limit is calculated based on a 5% debt burden ratio (interest plus principal repayment divided by total expenditures adjusted for depreciation and non-funded pension expense);
- debt includes all long-term external and internal borrowed funds (with fungibility between them) obtained by any means and excludes letters and lines of credit and all short-term and medium term internal financing for purposes such as fund deficits;
- the internal debt component is limited to 40% of the Expendable Funds Investment Pool (“EFIP”), defined as internal debt outstanding divided by audited April 30 EFIP balance plus internal debt outstanding;

- the viability ratio (expendable resources divided by debt) is used as a secondary monitoring ratio, so that if the viability ratio related to the debt policy limit is below 0.8, consideration will be given to moderating the debt policy limit;
- credit ratings will continue to be excluded from policy determination because they are subject to many external factors, including changes in rating agency methodologies over time;
- borrowing method (e.g. private placement or other method) continues to be determined by the senior officer responsible for financial matters;
- principal and interest repayments related to bullet debenture borrowing will continue to be placed in the LTBP, or other sinking fund mechanism, and, together with investment income, be used to pay periodic interest payments to lenders, and to pay issue and ongoing administrative costs, with the expectation that the net sum from these additions and drawdowns will be sufficient to repay the bullet debentures at maturity; and
- borrowing will continue to be managed within the University through an internal loan programme that blends both external and internal financing sources. Projects and divisions assume amortizing loans with fixed repayment terms, and make regular principal and interest payments on these loans.

Update to April 30, 2021 (see appendix II for calculations):

- The debt burden ratio based on actual outstanding debt was 2.7% (\$84.6 million of total interest and principal divided by \$3.2 billion of expenditures), which is 2.3% lower than the policy debt burden ratio of 5%. The viability ratio based on actual debt outstanding was 3.5, which is higher (and therefore better) than the desired lower threshold of 0.8.
- Based on actual expenditures at April 30, 2021, a 5% policy debt burden ratio resulted in a total debt limit of \$1.9 billion. Had the University issued a total of \$1.9 billion in debt at April 30, 2021, the viability ratio would have been 1.7, which is higher (and therefore better) than the desired lower threshold of 0.8.
- Total debt outstanding of \$947 million consisted of:
  - \$710 million of external debt (reported as \$709 million in the financial statements after the application of accounting rules which netted unamortized discounts and premium) consisting of debentures series A to E.
  - \$237 million of internal debt of which \$93.8 million relates to pensions.
- The LTBP accumulates funds for repayment of the debentures. At April 30, 2021, the LTBP assets amounted to \$520.9 million, consisting of principal repayments of \$403.7 million and \$117.2 million of internally restricted net assets. Internally restricted net assets mainly represent the difference between cumulative investment earnings from LTBP (including interest collected from internal loans) and cumulative interest payments made to bond holders. The income statement and balance sheet for the LTBP are attached as appendix III.

The University's credit ratings are Aa1 stable (Moody's Investors Service), AA+ stable (S & P Global) and AA stable (DBRS Morningstar), which ranks the University as a strong investment-grade credit, with two credit rating agencies rating the University above the Province of Ontario.

**FINANCIAL AND/OR PLANNING IMPLICATIONS:**

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**RECOMMENDATION:**

For information.

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**DOCUMENTATION PROVIDED:**

Appendix I – Status Report on Debt to April 30, 2021

Appendix II – Debt Burden and Viability Ratios

Appendix III – Long-Term Borrowing Pool Financial Statements

## University of Toronto

### Status Report on Debt to April 30, 2021

<b>Financial Ratios in accordance with Policy</b>	<b>Total</b>	<b>External Component</b>	<b>Internal Component</b>	
			<b>Other Debt</b>	<b>Pension Debt</b>
Debt burden ratios:				
Debt policy limit at April 30, 2021	<b>5.0%</b>			
Actual debt outstanding at April 30, 2021	<b>2.7%</b>	1.8%	0.5%	0.4%
Viability ratios:				
Debt policy limit at April 30, 2021	<b>1.7</b>			
Actual debt outstanding at April 30, 2021	<b>3.5</b>	4.7	23.4	35.7
<b>Monitoring debt burden + pension special payments</b>				
Actual debt outstanding at April 30, 2021 plus minimum required special pension payments as % of total expenditures	<b>5.0%</b>			

<b>Debt Policy Limit April 30, 2021</b>	<b>Total in Millions</b>	<b>External Component</b>	<b>Internal Component</b>	
			<b>Other Debt</b>	<b>Pension Debt</b>
Debt Policy Limit	<b>1,940.1</b>	1,050.0	740.1	150.0

<b>Allocations</b>	<b>Total in Millions</b>	<b>External Component</b>	<b>Internal Component</b>	
			<b>Other Debt</b>	<b>Pension Debt</b>
Opening balance at March 31, 2021	<b>1,623.3</b>	930.5	542.8	150.0
Change of allocation on previously approved projects	<b>(0.5)</b>		(0.5)	
Repayment of EFIP and other external debt that can be reallocated	<b>(22.3)</b>	(0.6)	(21.7)	-
Closing balance at April 30, 2021	<b>1,600.5</b>	929.9	520.6	150.0
<b>Unallocated</b>	<b>339.6</b>	120.1	219.5	-

<b>Actual Debt Outstanding</b>	<b>Total in Millions</b>	<b>External Component</b>	<b>Internal Component</b>	
			<b>Other Debt</b>	<b>Pension Debt</b>
Opening balance at March 31, 2021				
Debentures due 2031 to 2051	<b>710.0</b>	710.0		
Internal debt	<b>233.2</b>	-	138.9	94.3
	<b>943.2</b>	710.0	138.9	94.3
Changes	<b>3.8</b>	-	4.3	(0.5)
Closing balance at April 30, 2021	<b>947.0</b>	710.0	143.2	93.8

#### **Definitions:**

**Debt** includes all long-term external and internal borrowed funds obtained by any means (e.g. debentures, bank loans) and excludes letters and lines of credit and all short-term and medium term internal financing for purposes such as construction financing and fund deficits.

**Debt burden ratio**, key determinant of debt policy limit, equals interest plus principal divided by total expenditures.

**Debt policy limit** is the maximum debt that can be taken on based on a debt burden ratio of 5%.

**Viability ratio**, to be taken into consideration in setting debt policy limit, equals expendable resources divided by debt. The debt strategy has set a preference of a viability ratio of 0.8 or greater.

**Allocations** include borrowing approved by Business Board, plus contingency for donations targets and pledges.

**Actual debt outstanding** is the sum of internal loans issued from internal debt plus actual external debt issuance.

### Debt Burden Ratio (April 30, 2021)

$$\text{Debt Burden} = \frac{\text{Principal + Interest}}{\text{Total Expenditures}}$$

	(in Millions)			
	External Debt	Internal Pension	Internal other	Ext + Int Debt
Principal Payment	19.7	6.3	7.5	33.5
Interest Payment	38.1	5.7	7.3	51.1
Total Principal & Interest (April 30, 2021)	57.8	12.0	14.8	84.6
Total Expenses (April 30, 2021)	3,273.1	3,273.1	3,273.1	3,273.1
Less amortization	(206.8)	(206.8)	(206.8)	(206.8)
Plus Principal payments	19.7	6.3	7.5	33.5
Pension and other employee future benefits funding in excess of expense	92.8	92.8	92.8	92.8
Total Expenditures at April 30, 2021	3,178.8	3,165.4	3,166.6	3,192.6
<b>Debt Burden Ratios:</b>	<b>1.8%</b>	<b>0.4%</b>	<b>0.5%</b>	<b>2.7%</b>

### Monitoring Debt Burden + pension special payments (April 30, 2021)

$$\text{Debt Burden} = \frac{\text{Principal + Interest + Minimum Required Special Payments for Pension}}{\text{Total Expenditures}}$$

	(in Millions)			
	External Debt	Internal Pension	Internal other	Ext + Int Debt
Principal Payment	19.7	6.3	7.5	33.5
Interest Payment	38.1	5.7	7.3	51.1
Total Principal & Interest (April 30, 2021)	57.8	12.0	14.8	84.6
Minimum required special pension payments		74.8		74.8
Total Principal & Interest (April 30, 2021) + Special	57.8	86.8	14.8	159.4
Total Expenses (April 30, 2021)	3,273.1	3,273.1	3,273.1	3,273.1
Less amortization	(206.8)	(206.8)	(206.8)	(206.8)
Plus Principal payments	19.7	6.3	7.5	33.5
Pension and other employee future benefits funding in excess of expense	92.8	92.8	92.8	92.8
Total Expenditures at April 30, 2021	3,178.8	3,165.4	3,166.6	3,192.6
<b>Debt Burden Ratios:</b>	<b>1.8%</b>	<b>2.7%</b>	<b>0.5%</b>	<b>5.0%</b>

**Viability Ratio (April 30, 2021)**

Viability Ratio	=	Expendable resources (see list below)	Debt			
			(in Millions)			
			External Debt	Internal Pension	Internal Other	Ext + Int Debt
<b>Expendable resources (April 30, 2021):</b>						
Deficit			(143.6)	(143.6)	(143.6)	(143.6)
Internally restricted endowments			448.1	448.1	448.1	448.1
Deferred Contributions			1,006.0	1,006.0	1,006.0	1,006.0
Internally restricted cash reserves						
Capital projects and infrastructure reserves			1,332.2	1,332.2	1,332.2	1,332.2
Operating contingency reserves			360.9	360.9	360.9	360.9
Research support			254.5	254.5	254.5	254.5
Student assistance			60.2	60.2	60.2	60.2
Pension plan reserve			-	-	-	-
Departmental trust funds			101.6	101.6	101.6	101.6
Other funds			21.0	21.0	21.0	21.0
Internal loan for Pension Funding			(93.8)	(93.8)	(93.8)	(93.8)
Total expendable resources at April 30, 2021			3,347.1	3,347.1	3,347.1	3,347.1
			External Debt	Internal Pension	Internal Other	Ext + Int Debt
Total Debt at April 30, 2021			710.0	93.8	143.2	947.0
<b>Viability Ratios</b>			<b>4.7</b>	<b>35.7</b>	<b>23.4</b>	<b>3.5</b>

**Maximum Debt Policy Limit at 5% Debt Burden Ratio (April 30, 2021)**

Debt Burden	=	Principal + Interest Total Expenditures	
			(in Millions)
Total Expenses			3,273.1
Less Depreciation			(206.8)
Plus Principal payments			33.5
Pension and Other Employee Future Benefits funding in excess of expenses			92.8
Total Expenditures			<u>3,192.6</u> (a)
<b>Debt Burden Ratio of</b>			<b>5.0%</b> (b)
Represents total Principal and Interest at 5% debt burden			159.6 (a) x (b)
Less 12 months of principal + Interest on outstanding average debt			(84.3)
Additional Principal + Interest that UofT can afford			<u>75.3</u>
Cost of <b>additional internal debt</b> of \$653.1 million (maximum of 25% of EFIP at April 30, 2021 which was \$890.1 million) at interest rate of 5.5%:			48.1
Cost of <b>additional external debt</b> that UofT can afford assuming that it will be borrowed at an interest rate of 5.5%* with equal principal payments over 40 years:			
		Principal + Interest =	
	(	$\frac{\text{Debt}}{40 \text{ years}}$	) + (
		Debt x 5.5%	) =
			<u>27.2</u>
			<u>75.3</u>
<b>Summary:</b>			
Additional internal debt that UofT can afford			653.1
Additional external debt that UofT can afford			<u>340.0</u>
			993.1
Plus actual outstanding internal debt			237.0
Plus actual outstanding external debt			710.0
Maximum debt that UofT can borrow at 5% debt burden ratio			<u>1,940.1</u>

**Sensitivity Analysis:**

If the borrowing rate is increased to 6%, the debt limit would be reduced by \$48.2 million

\*Ottawa and Queen's issued debentures of \$300 million and \$125 million for 2.635% and 2.889% in February and April 2020. York and Windsor issued debentures of \$100 million and \$60 million for 3.39% and 2.786% in April and July 2020.



**Long Term Borrowing Pool (LTBP)**  
For the year ended April 30

**Income Statement**  
(in millions)

	<u>2021</u>	<u>2020</u>
Net investment (loss) income on LTBP investments	99.7	(5.6)
Interest income from internal loans	18.7	20.5
Fees and amortization of issue costs	(0.3)	(0.2)
Interest payments to bond holders	<u>(38.0)</u>	<u>(38.0)</u>
Change in internally restricted net assets	80.1	(23.3)
Internally restricted net assets, opening balance	<u>37.1</u>	<u>60.4</u>
Internally restricted net assets, closing balance	<u><u>117.2</u></u>	<u><u>37.1</u></u>

**Balance Sheet**  
(in millions)

	<u>2021</u>	<u>2020</u>
<b>Assets</b>		
LTBP investments <sup>1</sup>	520.0	410.5
Unamortized issue costs and premium (prepaid expenses)	<u>0.9</u>	<u>1.0</u>
	<u><u>520.9</u></u>	<u><u>411.5</u></u>
<b>Liabilities</b>		
Principal collected to date and payable to bondholders on various maturity dates	403.7	374.4
<b>Net assets</b>		
Internally restricted net assets	<u>117.2</u>	<u>37.1</u>
	<u><u>520.9</u></u>	<u><u>411.5</u></u>

<sup>1</sup> LTBP investments, which are mainly offset by accumulated amortization of capital assets financed by the debentures, are reported in UofT's financial statements as follows:

	<u>2021</u>	<u>2020</u>
Investments (LTCAP)	507.1	400.1
Short-term investments (EFIP)	<u>12.9</u>	<u>10.4</u>
	<u><u>520.0</u></u>	<u><u>410.5</u></u>