

COUNCIL OF ONTARIO FINANCE OFFICERS (COFO)

REPORTING GUIDELINES 2025-26 **June 2026**

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I. INTRODUCTION

A. Financial Reporting by Universities

Universities produce two major annual reports to report on their financial activities. One report is the university's audited financial statements. The other report is the Council of Ontario Finance Officers (COFO) Financial Report.

The two reports serve distinct purposes. The audited financial statements represent an accounting by the university's Board of Governors of its financial stewardship of the institution as a whole. The presentation of financial statements is closely regulated by the Chartered Professional Accountants of Canada Handbook regarding not-for-profit organizations. The financial statements are subject to audit by the university's external auditors. They are public documents. Readers of the audited financial statements primarily include private and public sector sponsors, donors, financial institutions and other universities.

The COFO Financial Report represents a financial report of individual universities and the Ontario university system as a whole for each distinct group of university activity. It provides information on government transfer payments, student fees and other sources of revenue, on the allocation of resources, and on how resource allocations change over time in response to funding changes. It provides an accounting by the universities that funds are spent in accordance with restrictions by funding sources. Over time, the COFO Financial Report has become *the* reference for financial information about the university sector in Ontario. As a consequence, while the Report is derived from the universities' audited financial statements, its format is much different. The Guidelines for the Financial Report are more detailed than the guidelines for the financial statements rendering the information more comparable between universities. The main audience of the COFO Financial Report is the provincial government, internal university constituencies, and Statistics Canada.

Fiscal Year End Reported: It should be noted that, of the 45 universities and federated and affiliated colleges included in the COFO Financial Report, 42 report financial information for the 12 months ending April 30. The remaining three institutions report information for 12 months but employ the following fiscal year ends:

OCAD University	May 31
Ontario Tech University	March 31
Wycliffe College	May 31

The Council of Finance Officers – Universities of Ontario welcomes comments and suggestions on this report.

These Guidelines are intended to assist both users and preparers of the financial data reported in the COFO Financial Report; specifically, these Guidelines will assist users to understand:

- the limitations of the financial data;
- the different and distinct purposes between the institution's audited financial statements, its internal management reports and its COFO Financial Report; and,

- in general terms, the prescribed reporting practices underlying the financial data in the COFO Financial Report.

It will also help preparers to understand and appreciate:

- in general terms, the users of the COFO Financial Report and their information requirements;
- the differences between accounting principles for audited financial statements and prescribed COFO reporting practices; and,
- that the financial data in the COFO Financial Report must be **consistent** from one year to the next and **comparable** between institutions.

The tables in the COFO Financial Report provide financial information on:

- the provincially assisted universities of Ontario;
- information on those universities' faith-related, federated or affiliated colleges, universities or seminaries;
- consolidated information for those universities with affiliates; and,
- totals for the entire Ontario university system.

Generally Accepted Accounting Principles (GAAP): The presentation of financial information in the COFO Financial Report is substantively in accordance with GAAP. In certain situations, the Report deviates from GAAP to enhance the presentation of financial information and comparability of information between universities.

The following are the material deviations from GAAP followed by universities:

- The COFO Financial Report does not reflect GAAP surrounding capital assets. Capital assets are reflected as an expense in the COFO Financial Report at the time of purchase. Net proceeds on the disposition of capital assets are reflected as revenue in the COFO Financial Report at the time of disposition.
- Proceeds from capital borrowing are reflected as revenue and the repayment of principal and interest as an expense.
- The COFO Financial Report does not reflect GAAP for the cost of employee future benefits, including pensions. These are reported in the Report when cash payments are made for these benefits.
- For the **Sponsored Research, Trust and Capital funds**, the donation and grant revenue are reported as income in the period in which the funds are received or receivable. For example, when an institution is awarded a research contract, the income is reported when the funds are received or receivable under the terms of the contract.

To ensure that an institution's information is based on its audited financial statements, the Guidelines requires institutions to reconcile their audited financial statements to the information provided in this Financial Report. This reconciliation forms the basis for Table 14.

Consolidation of Controlled Entities: The COFO Financial Report should include entities consolidated in the university's audited financial statements. For example, if the financial data for the entity is only reported in the notes to the consolidated audited financial statements, then the financial data is not reported in the COFO Financial Report.

Materiality: The COFO Financial Report defines materiality of financial information disclosure at \$100,000. Larger institutions may use a larger materiality threshold while smaller institutions may wish to use a threshold of less than \$100,000. It is also recommended that non-material negative items be eliminated. Refer to Section III B 8 and Section III D 22 for further guidance.

Deviations from the Guidelines: Institutions are expected to follow the Guidelines to enhance comparability of information between institutions and assure the credibility of the COFO Financial Report. If an institution believes that, for some exceptional reason, it must deviate from the Guidelines, it is required to include with its report adequate explanation for the reasons and the effect of the deviation. This explanation will become part of the published report to permit readers to assess comparability of information.

B. General Limitations

While users require financial data that is **consistent** from one year to the next and **comparable** between institutions, users must appreciate that notwithstanding the use of detailed Guidelines to assist preparers, there are limitations to the comparability of data.

Because of inherent differences among institutions in academic programs, organization, physical environment, management philosophy and budgetary and accounting procedures, complete comparability of the data contained in the COFO Financial Report is not possible. Reports are prepared and submitted by universities on a best efforts basis. The data is most useful when aggregated and used for trend analysis.

Financial information reported by the affiliated and federated colleges and universities cannot be added to the financial information reported by the universities without certain adjustments. The **consolidated** summary tables and the total revenue and expense statements for each university and its affiliated colleges reflect these adjustments.

Readers of this Report who need a better understanding of the differences in the data between years should contact the individual institution for more information. Readers who wish to compare COFO data over a number of years should exercise caution, conduct appropriate research, and make inquiries before conclusions are reached. For example, a significant amount of what might appear to be increased operating revenue and the associated expense may be little more than re- categorizing from other funds and/or reflective of changed financial reporting.

Specific Noted Limitations Related to Reporting Changes:

Discontinuity in Summary Tables

In 2012-13 Dominican University College became Carleton University's affiliate. Therefore, it was

moved from Universities to Affiliated and Federated Colleges and Universities, and will be included in summary tables for Affiliated and Federated Colleges and Universities. This will affect time series analysis.

Also in 2012-13, Queen's Theological College merged with Queen's University. Therefore, it is no longer included in summary tables for Affiliated and Federated Colleges and Universities. This will affect time series analysis.

C. Federated and Affiliated Institutions

Each federated or affiliated college of a university submits a separate report. Information for these institutions is included in the COFO tables separately and also in consolidated form with their respective parent university.

II. PRINCIPLES OF REPORTING

A. Identification of Individual Funds and Functional Areas

For accounting and reporting purposes, universities combine funds of similar characteristics or activities into distinct fund groups. Funds have been identified as being either unrestricted or restricted. Funds are further identified as either expendable or non-expendable. University fund groups include expendable unrestricted funds, expendable restricted funds and unexpendable restricted funds. Expendable unrestricted funds include Operating and Ancillary funds.

Expendable restricted funds include Capital, Sponsored Research and Trust funds. Restricted funds include funds restricted by external sources and funds restricted internally by the university's governing body. The Endowment fund is a non-expendable restricted fund.

Endowment funds generate investment income, which may be used for various purposes, often restricted by donors. The principal of the Endowment funds cannot be expended.

In addition, expenses of each fund are further segregated into operational (functional) areas, which represent the major areas of university activity, and by object.

Normally, the criteria for placement of a particular revenue or expense within a fund or functional area in the COFO Financial Report are the same as those used by an institution. However, where the Guidelines specifically designate the placement of items, institutions are expected to follow the classifications specified by the Guidelines. Consequently, the classification of activities or items of revenue or expense in this Financial Report may differ from the classification used by an institution. For example, health services and athletics are to be reported in the Student Services functional area within the Operating fund, even if they are reported as Ancillary enterprises by a university.

The following Decision Tree has been compiled based on the core principles outlined above to assist in transaction classification. This is the decision process for revenue. From there, expenses will follow revenue in all except the Endowment fund where revenue follows expense.

Is the revenue restricted? [i.e. either externally restricted, internal funds deemed externally restricted by virtue of contractual agreement (matching funds), or internally restricted by the Board¹]

1. If yes – then must be reflected in a restricted fund

a. Is it expendable?

b. If yes -

i. Is it Research?

ii. Is it Capital?

iii. If neither Research or Capital, then it is Trust

b. If no – then it is Endowment

2. If the revenue is not restricted

a. Is it Ancillary?

b. If no, then it is Operating.

Then, decisions can be made regarding classification by function and finally, the object of expense. (Objects of revenue are not categorized by function but simply by fund).

For additional discussion and guidance on funds, please see Section III A.

B. Revenues and Expenses

1. Gross Reporting - Revenue or External Cost Recoveries

The Guidelines require gross reporting of revenue, expenses and cost recoveries because it better reflects the financial results of the operations of the institution. To ensure that institutions make a consistent distinction between revenue and cost recoveries, the following guidance is offered:

- a. Revenue derived from external sources from sales, rentals or the provision of services should be shown as revenue in the case of the Ancillary fund and as External Cost Recoveries in the case of the otherfunds.
- b. Payments received by an institution from an affiliated or federated institution for services rendered should be included in miscellaneous revenue.
- c. Netting of revenue or cost recoveries against expenses is appropriate under the following

¹ Excluding normal appropriations and reserves commonly used by universities to fund future activity.

circumstances:

- i. Treatment & rehabilitation recoveries from the Ontario Ministry of Health for the partial salary cost of medical school faculty are netted against salary expenses.
- ii. Alternative Funding Program recoveries from the Ontario Ministry of Health for the delivery of **clinical** services are netted against the related expenses. However, funds received through Alternative Funding Programs for **educational** programs should be reported gross on Table 12a, Row 4.
- iii. Revenue in ancillary enterprises from departments from the sale of goods and services is netted against expenses in the Ancillary fund and shown as an expense in the other funds or functions. Examples include the bookstore selling stationery or the printing department providing printing services.

2. Reporting of Sub-grants

In certain situations, an institution receives funds and subsequently disburses and transfers all or part of the funds to one or more reporting member institutions. Care should be exercised in situations where the grant is awarded and cash is received by an institution commonly referred to as the lead institution but the research is done in collaboration with one or more reporting member institutions of CAUBO. In such situations, the lead institution should report the funds received net of the funds disbursed or transferred. This practice avoids double counting of research revenue and expenditures when annual COFO and CAUBO report data are aggregated for provincial and national totals. The type of research revenue to be reported by all the reporting members of the collaborative arrangement should correspond to the original source of the funds. Receiving institutions should report the source of these funds as if received directly from the granting agency (and not the university that is acting as the lead institution). Also refer to guidance on source of funds under Section III, B – Revenue Sources. However, if the lead institution disburses funds to one or more institutions/partners that do not report to COFO and CAUBO, the funds received must be reported on a gross basis in revenue and the disbursements must be reported in the expenditures.

Distinction needs to be added for funds that have been advanced in the year, however the ultimate spending of those funds is either known or unknown by the year-end. If it is unknown how the advanced funds will be spent by year-end, the amount should be reported in sub-grants to non-reporting institutions/partners expenditure line. If the spending of the advanced funds is known and the institution already allocated the funds to the correct GL by year-end (for example, material and supplies), the institution is not expected to reclass those funds to “sub-grant to non-reporting institutions/partners” for COFO at year end.

3. Internal Cost Allocations and Transfers

Activities classified in a particular fund or function may include costs, which are charged or allocated to another fund or function by a university. Common examples include the allocation of administrative costs as overhead to ancillary enterprises and sponsored research, and utility and maintenance costs transferred from operating to ancillary.

Two methods may be used for reporting cost transfers between funds and functions:

- a. Reduce the expense line items in the fund or function from which the costs are

transferred and report the costs in the expense line items of the fund or function to which they are charged.

or

- b. Report the expense transfer in the Internal Cost Allocation line in the fund or function from which the transfer is made, and report the expense transfer as a cost in the Internal Cost Allocation line in the fund or function to which the expense is charged.

Because the second method produces figures which distort functional comparisons of individual expenditure items, it is hoped that the first method will be used whenever possible. In other words, universities are asked to minimize the use of Internal Cost Allocations as much as possible.

Internal Cost Allocations must always aggregate to zero.

4. Gifts-in-Kind

Gifts-in-kind that are recorded in an institution's audited financial statements must be reported as both revenue and expense within the appropriate fund or function. In-kind contributions are defined as eligible non-monetary resources that external partners provide to eligible projects (i.e. discounts). As revenue, the gift-in-kind should be reported under donations according to Section I. DEFINITIONS, B. Revenue Sources, item 4. As an expense, the gift-in-kind should be reported under the appropriate object of expense according to Section III. DEFINITIONS, D. Object of Expense.

For the gifts-in-kind that are recorded in an institution's audited statement of financial position as an asset and the contribution recorded directly to net assets (e.g. contributed land), the gift-in-kind must be reported on table 14 line 16 "Gift-In-Kinds - reported directly to Net Assets".

5. Debt Servicing and Retirement

Principal and interest repayments are to be included as expenses in the funds where they were paid. This treatment emphasizes their fully costed nature in keeping with the principle of matching of expenses with revenues in lieu of amortization.

6. Interfund Transfers

Institutions should report, to the extent possible, income and the corresponding expenditure in the same fund. However, situations arise where in the normal course of operations, an institution reports revenue in one fund, but reports the corresponding expenditure in another fund. If they are expended in another fund, and a restatement of the expense is not appropriate, a transfer is made from the fund in which the revenue was received to the fund where the expense is reported.

This transfer is referred to as an interfund transfer. Interfund transfers are reflected as a separate line item in the COFO Financial Report. Please see Section II. PRINCIPALS OF REPORTING, C. Frequently Asked Questions, "How to report Interfund transfers on the COFO Report?" for additional guidance.

7. Appropriations

Changes in fund balances reported in an institution's financial statements occur in part as a result

of approved transfers to reserves or appropriation of funds for specific future purposes. Appropriations are a means by which fund balances are committed or reserved for future use,

e.g. encumbrances. Appropriations relate to future events. An increase in appropriations (i.e. transfer to appropriations) should not be recorded as an expense nor should a decrease in the appropriations (i.e. transfer from appropriations) be recorded as a source of revenue. Rather, changes in appropriations are identified separately after accounting for revenues and expenses. This treatment is similar to treatment under GAAP.

Activities, which have been funded from appropriations, should be reported as expenses. Funds transferred from appropriations to fund an expense should *not* be reported as revenue but rather as a separate line item as a change in the level of appropriation on Table 1. Similarly, amounts transferred to create or increase an appropriation reserve should not be reported as expenses but rather as a separate line item as a change in the level of appropriation on Table 1.

For example, a provision for the future replacement of assets is considered a transfer to an appropriation rather than an expense. It is reported as an increase in the appropriation on Table 1.

C. Frequently Asked Questions

Are fair value fluctuations required to be included in COFO reporting?

Yes, fair value fluctuations are required to be included in COFO reporting. These fluctuations represent changes in available university resources. FRC members had a discussion and reached a consensus that institutions have to report fair value fluctuations according to how the fluctuations are being presented on their audited financial statements.

How to report a change in fair value of interest rate SWAPs on the COFO Report?

Changes in the fair value of interest rate SWAPs that are recorded in the audited financial statements must be reported in the COFO Financial Report. GAAP states that changes in the fair value of interest rate SWAPs must be recorded if at least one of the terms and conditions of the SWAP do not match the terms and conditions of the amortization period. This should be reported on Row 7 Miscellaneous on Table 2.

How to report Internally Funded Research revenue in COFO?

COFO Guidelines require Internally Funded Research activity to be reported in the Operating fund. This has been a longstanding requirement.

How to report unearned but received revenue on the COFO Report?

For the **Sponsored Research, Trust and Capital funds**, the donation and grant revenue are reported as income in the period in which the funds are received or receivable, whereas these unearned revenues are deferred on the university's audited financial statements. Accordingly, when unearned revenue is recorded in the prior year for COFO purposes and is received and recorded in the current for GAAP purposes, that revenue will have to be backed out in the current year for COFO purposes.

For the **Operating fund**, unearned donation and grant revenue are deferred consistent with the university's audited financial statements.

How to report GAAP adjustments (deferred revenue) on the COFO Report?

Unearned donation and grant revenue recorded in the Sponsored Research, Trust and Capital funds is also reported as a GAAP adjustment on Table 14 on the Current year deferred capital contributions or Net change in deferred other contributions lines.

How to report a re-categorization on the COFO Report to the audited financial statements?

In the 2016-17 COFO Financial Report template, a new line for re-categorization of COFO to audited financial statements has been added to Table 14. This is a realignment of items reported on audited financial statements to match with COFO reporting. For example, some Universities report their non-credit activities in the Ancillary fund, where COFO requires this to be reported in the Operating fund.

Can I use Table 14 for reconciling items?

In the 2016-17 COFO Financial Report template, the description for Row 30 has been changed from Other (Please list) to Other (Please consult with COU (fchoudhary@cou.ca) before listing items in other). The purpose is to ensure nothing will be reported on Table 14 as reconciling items that have not previously been approved by COU.

Can I report Gifts-in-kind on Table 14?

Gifts-in-kind that are recorded in an institution's audited financial statements must be reported as both a revenue and an expense within the appropriate fund or function of the COFO Financial Report. As revenue, the Gift-in-kind should be reported under donations. As an expense, the Gift-in-kind should be reported under the appropriate object of expense.

How to report Interfund transfers on the COFO Report?

Table 9 has been eliminated from the COFO Financial Report and a line has been added on Table 1 for information reporting purpose. For Row 5, Interfund transfers, the sum of the total expendable and endowment amounts must equal zero. Interfund transfers are not to be reported on Table 14.

How to report the disposition of capital assets in the COFO Report?

Net proceeds from the disposition are to be reported in the year the asset is disposed of on Table 2 in the Capital fund. Accordingly, the net proceeds from the disposition also need to be reported as a Table 14 adjustment under Row 14. Gains or losses on the disposal of capital assets reported for financial statement purposes are to be eliminated from the COFO Financial Report, and therefore need to be reported on Table 14 under Row 13.

For example, an asset was purchased for \$1,000 in Year 1, with an estimated useful life of ten year. The financial statement and COFO Report treatment would be as follows:

Balance Sheet

Cash

0

Asset	<u>900</u>
Net assets	<u>900</u>

Income Statement

Amortization	<u>100</u>
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COFO Report

Table 5d – Capital fund expense 1,000

Table 14

Row 3 – Purchase of capital asset	1,000
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Row 2 – Amortization of capital asset	(100)
---------------------------------------	-------

In Year 7, the university sells the asset for net proceeds of \$1,500, resulting in a gain of \$1,100 (\$1,500 less \$400 for the net book value of the asset)

Balance Sheet

Cash	1,500
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Asset	<u>0</u>
-------	----------

Net assets	<u>1,500</u>
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Income Statement

Gain on disposition	<u>1,100</u>
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COFO Report

Table 2 – Capital fund revenue	1,500
--------------------------------	-------

Table 14

Row 13– Gain of disposition of assets	1,100
---------------------------------------	-------

Row 14 – Net proceeds on disposition of assets	(1,500)
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What is the difference between the Facilities Renewal Program, the Strategic Investment Fund, and the Campus Renewal Program?

The purpose of the Facilities Renewal Program (FRP) is to assist postsecondary education institutions with renewing and modernizing their campuses through the repair and renovation of existing facilities and campus infrastructure. As postsecondary institutions have historically received FRP funding on an annual basis, a dedicated line (Row 13) figures on Table 12 to report this grant. The FRP funding is provided by and is administered by the Ontario government.

The Strategic Investment Fund (SIF) is a time-limited program to accelerate strategic construction, repair and maintenance activities at postsecondary institutions across Canada. The SIF aims to generate direct economic activity and to enhance the research and innovation infrastructure at postsecondary institutions. The SIF funding is provided by the Federal government but is administered by the provincial or territorial governments. The SIF program started in 2016 and all projects should be completed by 2020. The funding is to be reported as coming from Innovation, Science and Economic Development Canada and it was intended to for capital renewal, it is to be reported on Table 10, Column 9, Row 8.

The Campus Renewal Program (CRP) provided supplemental funding to the FRP in 2008 and

2009. The CRP followed the same guidelines as the FRP.

III. DEFINITIONS

A. Funds

1. Unrestricted Expendable Funds

Unrestricted expendable funds account for the general operational costs of the university financed by unrestricted revenues from fees, operating grants and other general income.

- a. **Operating:** This fund accounts for the costs of instruction and research (other than sponsored or contract research), academic support services, library, student services, administrative services, plant maintenance and other operating expenses of the university financed by fees, operating grants and other general unrestricted revenue. The Operating fund includes the revenues and expenses associated with providing credit courses. Credit courses are courses of instruction or programmed learning that are offered within a degree program, or that may be granted status equivalent to a credit course within a degree program. Operating includes the costs of privately funded programs that lead to a degree. Examples include executive MBA programs.
- b. **Other (Non-Credit):** This fund accounts for all revenues and expenses associated with lectures, courses and similar activities which are NOT recognized by the institution for the purpose of granting credit within a degree program. These activities are mainly comprised of non-credit professional development and self-interest courses and include continuing medical education and executive development programs.
- c. **Ancillary:** This fund accounts for all the operations provided as supplementary to the primary function of instruction and research. Although an integral part of the institution's total operations, they are reported separately. It includes sales producing operations ancillary to the normal functions of instruction and research.

Ancillary operations typically include bookstores, food services (dining hall, cafeterias, and vending machines), residences, parking, university press, publishing, laundry services, property rentals, university facility rentals, theaters, and conference centres.

Where services are provided to other departments in the university, revenues from those services should be netted against expenses in the Ancillary fund to avoid double counting of expenses.

2. Restricted Expendable Funds

Restricted Expendable Funds account for resources that may be used for current purposes, but with some degree of limitation as to the exact use imposed by the external provider of the funds or internally by the governing body of the institution.

Sponsored Research

Sponsored Research accounts for all research activities and contract research funded from restricted sources such as government, private industry and donors. Also included are grants from

research agencies for the payment of scholarships and the related scholarship expense. It

does not include activity funded from general operating funds. These are reflected in the Operating fund.

The Sponsored Research fund includes the following activities:

- a. Externally Funded and Restricted Research (Sponsored Research), including funding for capital items (usually equipment).
- b. Internal Matching funds required by contract as partial funding by an external funding source (funds would be flowed to Research via Interfund Transfer).
- c. Funds restricted for research by the University's governing body. This situation is expected to be rare.

The Sponsored Research fund **does not include** Internally Funded Research at the discretion of the administration of the University via discretionary use of budget dollars. This is to be reflected in the Operating fund.

Entities Consolidated: Reported amounts are based on the financial data of entities included in the consolidated financial statements of the institution.

Entities Not Consolidated: Institutions are permitted to separately report Sponsored Research, for hospital-based medical research funding only, that is granted to academic staff of the reporting institution, but conducted in hospitals that are not consolidated in the university's audited financial statements. Reporting in this column is permitted under the following four conditions:

- The hospital not consolidated must be an affiliated institution as established by an affiliation agreement with the reporting institution. The term, affiliated institution, refers to all federated, affiliated and associated entities.
- Academic staff from the reporting institution lead the Sponsored Research project and conduct the research at the non-consolidated affiliated hospital.
- The financial data (income and expenditure) for the Sponsored Research is reported in the financial statements of the non-consolidated affiliated hospital.
- The Sponsored Research would be reported in the Sponsored Research fund had the research been conducted at the reporting institution, rather than at the affiliated hospital.

Total Sponsored Research revenue reported on Table 2, Column 6, must equal total expenses reported on Table 5c, Column 3. Since revenue must be reported on a gross receipt basis, the difference between revenues and expenses is reported as an adjustment to expenses on Table 5c. The object of expense to report the adjustment will be based upon institutional decisions.

Trust

This fund accounts for expendable designated gifts, benefactions, grants, and interest earned on non-expendable gifts, which must be spent in accordance with specific instructions by the donors or by internal restriction by the university's governing body. Restricted Expendable funds provided for specific capital and research purposes are reported in the Restricted Capital and Research funds respectively.

Trust fund activities include the following:

- a. Externally Restricted (donations and other).
- b. Matching funding for externally restricted trust revenue – internal funds required by contract as partial funding by an external funding source (funds would be flowed to Trust via Interfund Transfer).
- c. Funds that have been Internally Restricted by the institution's governing body.

Trust fund activities **do not include** funds restricted for the purpose of Research or Capital.

Capital

This fund accounts for grants, donations, and other funds made available to the university by external funding sources, such as government and donors, specifically for capital purposes. Expenditures of a capital nature include building programs, acquisitions of major equipment, and major renovations.

The Capital fund includes the following:

- a. Externally Restricted (grants, donations and other) funds received for capital purposes, but not including grants restricted for the purpose of research equipment.
- b. Internal Matching funds required by contract as partial funding by an external funding source (funds would be flowed to Capital via Interfund Transfer).
- c. Funds that have been Internally Restricted by the institution's governing body. Note: This would also include major Ancillary capital projects, which are approved by the institution's governing body. Also note: the expense of any interest and/or repayment of debt would be reflected, as incurred, in the fund responsible for such payments (i.e. Operating, Ancillary or Trust, as appropriate).

The Capital fund **does not include** smaller capital purchases or renovations, which are funded as part of the normal operations of the university or its ancillary enterprises.

3. Restricted Non-Expendable Fund

Endowment: This fund accounts for the capitalization of externally or internally restricted gifts, which cannot be spent. Refer to point six under Section B, Revenue Sources, for guidance on the reporting of Endowment Investment Income.

B. Revenue Sources

Determination of Source of Funds

In most cases the source of funds is direct and obvious, but there are situations where determining the source of funds requires analysis. To determine whether to classify funding as government vs non-government, we sometimes need to look through the funding source to the original funder.

The following Decision Tree is provided to assist in this determination:

1. Is the funding coming from a sub-grant or a National Centre of Excellence?

YES – report by original funding source

NO – go to question 2

2. Is the funder separately incorporated?

YES – go to question 3

NO – report as government funding

3. Is the funder an NPO or a Foundation?

YES – report income on Table 11 as NPO funding

NO – go to question 4

4. Is the funder a crown corporation or a government agency?

YES – report as government funding

NO – go to question 5

5. If none of the above situations apply, further guidance can be requested from the COFO Guidelines Review Committee or the COFO Financial Reporting Committee by contacting the COU at fchoudhary@cou.ca.

1. Government Grants and Contracts

This object will include all grants and contracts, including matching grants, from the Ministry of Colleges and Universities and other Ontario government departments and agencies, federal and municipal governments and government agencies. Grants and contracts from other provinces and from foreign governments are to be reported under Other Government Grants and Contracts.

Government grants received by a university on behalf of its affiliates or federated institution should not be reported as revenue by the university (See also Miscellaneous Revenue).

a. Ontario Ministry of Colleges and Universities (MCU):

Effective for the 2018 COFO Report, the line items for the MCU grants have been changed to reflect the new University Funding Model Grant that came into effect on January 28, 2018.

- i. **General Enrolment:** Includes all grants included by MCU in the general enrolment category on its Final Total Operating Grants to Universities (FTOT) document.
 - ii. **Differentiation Envelope:** Includes all grants included by MCU in the differentiation envelope category on its Final Total Operating Grants to Universities (FTOT) document.
 - iii. **Special Purpose Grants:** Includes all grants included by MCU in the special purpose grants category on its Final Total Operating Grants to Universities (FTOT) document.
 - iv. **Other MCU Grants and Contracts:** Includes all other grants and contracts received from MCU.
- b. Other Ontario Government Grants and Contracts:** This includes Capital and other grants received from other provincial ministries; e.g. grants and contracts with Centres of Excellence, OMAF grants for Guelph, and energy management grants. While some of these grants may be administered by MCU, the source of funds may be other than MCU, and, therefore, should be reported here rather than under MCU - Other MCU Grants and Contracts.
- c. Federal:** This includes all grants from the Government of Canada or its agencies (including federal portions of capital and other grants which flow through the provincial government).
- d. Municipal:** This includes all grants received from municipalities.
- e. Other Provinces:** This includes all grants and contracts from provinces other than Ontario.
- f. Foreign:** This includes all grants and contracts with foreign agencies, including the National Endowment for Humanities, National Institute of Health Research and the National Science Foundation. *(Note: Other Foreign Revenue from non-government sources will be reported as appropriate within other revenue categories and not separately disclosed).*

2. Fees

- a. Tuition:** This includes tuition fees for fall, winter, spring, summer, and all other sessions. Fees for make-up or special courses, which are related to the credit offerings of an institution and fees for auditing in credit courses are included. Fees received for privately funded programs and non-credit programs are included in this category.
- Note:** On Table 2, under Column 1 (Operating) only, Domestic Tuition Fees will be disclosed in line 2 (a) (i) and International Tuition Fees will be separately disclosed in line 2 (a) (ii). Tuition under Column 2 (Other – Non-Credit) will all be disclosed in line 2 (a).
- b. Miscellaneous:** This includes all other fees charged to students, including room and board charges, interest on unpaid fees, health services, athletics, OUAC application fees, charges for deferred or installment payment, late registrations, lockers, and other compulsory and non-compulsory fees. It excludes fees collected and turned over to student controlled and administered areas such as student councils or federations.

3. Borrowings

This category includes all borrowings which are used to finance expenditures including, but not limited to, the Capital, Ancillary and Operating funds, where the university will repay both interest and principal. The revenue to be reported is the gross amount of the debt issue (i.e. ignore any discounts or related fees).

Associated expenses are to be included on Tables 5, 5a, 5b, 5c, 5d, 6 and 7. The amount reported for Borrowings should reconcile with the Statement of Cash Flows of the university's audited financial statements.

4. Donations, Non-Government Grants and Contracts

Donations: This includes donations received from individuals, business enterprises, foundations, and not-for-profit organizations, which are considered to be gifts for tax purposes and eligible for tax receipts as charitable donations. In accordance with Section II C 4, donations may also include Gifts-in-kind.

Non-Government Grants and Contracts: This includes grants and contracts received from individuals, business enterprises, foundations and not-for-profit organizations for which no tax receipts are provided and which are not considered as charitable donations for tax purposes. Contracts provide financial support under certain specific stipulations and conditions, including the provision of a deliverable product, such as a piece of equipment, provision of a service, or a report.

Sources of Donations, non-Government Grants and Contracts

Individuals: This includes families.

Business Enterprises: This includes unincorporated businesses as well as privately or publicly incorporated companies that are operated for profit and derive revenue mainly from the sale of goods and services. The common forms of unincorporated businesses are sole proprietorships and partnerships.

Foundations: This includes an entity that can either be a corporation or a trust constituted and operated exclusively for charitable purposes.

Not-for-Profit Organizations: This includes associations or societies and other universities.

5. Sales of Services and Products

Includes external receipts from sales in ancillary enterprises, excluding room and board charges and other compulsory ancillary fee charges to students.

Revenues associated with services to other departments within the university should not be reported as revenue but rather are netted against the appropriate objects of expense to avoid double counting of expense.

6. Investment Income

Includes income from dividends, bonds, mortgages, short-term notes and bank interest. Realized

and unrealized gains or losses, if treated as income, also should be included. Significant non-recurring items included in Investment Income should be noted as part of the COFO Variance Analysis.

a. Endowment

- Investment income earned on endowment funds is reported on this line under the same fund as the corresponding expenditures.
- Investment income earned on endowment funds and used to preserve the capital value of the endowment fund is reported on this line under the endowment fund.
- Expenditures incurred to earn investment income, such as the cost of an investment manager(s) to manage the endowment funds, are to be netted against the investment income.

b. Other Investment Income

- Investment income earned on all funds other than endowment funds is reported on this line under the same fund as the corresponding expenditures.
- If the University loans money to other funds (e.g. Ancillary) to fund renovations, etc. and the other fund pays interest to the Operating fund on that loan, the Interest Income should be reflected in the Operating fund and as negative Interest Income in the other fund. (i.e. nets to zero across all funds on the same source of revenue). This reporting is consistent with the opportunity cost of the Operating Fund's decision to lend funds internally rather than going to external entities for borrowings.

7. Miscellaneous

Include any form of revenue not identified in the above categories of revenue. Payments received by a university from its federated or affiliated college or university for the provision of instructional, administrative or other services are included in Miscellaneous Revenue.

8. Elimination of Non-Material Negative Amounts

Generally, revenues should be reported as a positive number on Tables 2, 10, 11 and 12. If an institution would otherwise report a negative amount and the dollar value is not material, the institution should consider aggregating this non-material negative number into another cell on that table. An exception to this would be a negative interest income in another fund (Ancillary) related to internal loan interest charges from Operating (see 6b).

C. Expenses - Functional Areas (all Funds as applicable)

1. Instruction and Research

Please note: This functional area is applicable to the Operating Fund (reported on Table 6) and to some degree, to the Trust fund (Table 7), as it relates to Instruction and *Non-Sponsored* Research and also to the Sponsored Research Fund (reported on Tables 5b & 5c) as it relates to Sponsored Research activities.

Please ensure that all Research expenses funded from Operating revenues (other than those indicated in the Decision Tree such as required matching funds) are included in the Operating fund reported on Table 6.

- a. Instruction and Research – Excluding Medicine:** This functional area includes all direct costs of faculties, academic departments, graduate school, summer school, credit extension, deans and departmental offices (but excluding dean of research which is included in Academic Support) and other academic functions and expenses attributable to the area of Instruction and Research.

Instruction and research connected with the Faculty of Medicine is excluded.

- b. Instruction and Research – Medicine:** This functional area includes all direct instruction and research costs of a Faculty of Medicine. The costs are reduced by the recoveries from the Ontario Ministry of Health (Treatment and Rehabilitation Funds). These recoveries should not be shown as revenue or as an external cost recovery.

Instruction and non-sponsored research costs pertaining to privately funded medical programs are excluded. These costs should be considered Non-Credit expenditures and reported on Table 5a.

2. Academic Support

This function includes all activities provided by an institution in direct support of Instruction and Research. It includes the following types of activities:

- a.** central animal services
- b.** central shops for instruction and research (machine shop, glass blowing, electronics shop, etc.)
- c.** co-op program administration
- d.** faculty and instructional support services
- e.** vice presidents' academic office
- f.** research administration (grants and contracts administration, vice-president or dean of research, but excluding research accounting which is included in Administration)
- g.** registrar's office and graduate students' office (excluding costs for cashiers, collections, and convocations and ceremonies, which are reported under Administration):
 - i.** student recruitment
 - ii.** calendars
 - iii.** admissions

- iv. student records
- v. government reporting
- h. distance education support
- i. audio visual
- j. academic class scheduling
- k. technology transfer activities (e.g. costs for commercial development of new inventions)

3. Library

This area encompasses the institution's main library, as well as branch, faculty and departmental libraries. It includes the cost of purchases and/or time limited licenses or electronic access to books and periodicals and the provision of library services.

4. Student Services

This functional area includes the cost of services (other than direct teaching, research and administrative services) provided to students by an institution. Generally, these services will include:

- a. counseling, career guidance and placement services
- b. intramural and intercollegiate athletics (not physical education)
- c. student health services, including health insurance payments made for students
- d. dean of students
- e. placement services
- f. student housing services (not to be confused with residence hall operations)
- g. student transportation services
- h. grants to student organizations
- i. student program costs, e.g., cultural, music, drama; student center costs
- j. student financial aid administration
- k. other student services (such as international student office, social and cultural activities for students funded by the university)

If any of the foregoing activities are carried as ancillary enterprises on the audited financial statements of the institution, the revenue and expenses should be transferred to this and other functional operating areas for COFO reporting purposes. These services may be provided from general revenue in whole or in part by a specific fee included in the ancillary student fee structure.

Note: Student activity fees collected and turned over to student councils or federations are to be excluded where an institution is acting in an agency capacity.

5. Central Computing and Communications

Only expenses for central computing and communication facilities are recorded in this functional area.

A central computing facility is defined as comprising those computer-related activities and resources which, due to (a) economies of scale, (b) the existence of a large number of users who require a wide variety of services, and (c) the high degree of technical expertise required in computer operations, are budgeted and administered under a central management. This is usually seen as a university resource providing a centralized support service to the institution's instruction, research and administrative areas.

This contrasts with stand-alone computer installations established for the main purpose of providing services to a single division or department. Where facilities are meant to serve a single division or department, the expenses of these remote computing resources should be reported within the relevant fund or functional area. For example, a computing facility in the library to provide library computing should be included in the Library function.

If an institution employs a charge-out system for central computing time, the expenses should be drawn together and reported under this column. Where an allocation of costs to other funds is to be reflected, the object of expense Internal Cost Allocation should be used for the purpose of recording these transfers (e.g. charges made to the Sponsored Research fund). Thus, the function will show the net cost to the Operating fund.

Communications includes the costs of central telephone equipment rental, acquisition and switchboard, including related personnel and other costs. If an institution employs a charge-out system for central communications, the expenses should **not** be drawn together and reported under this column, but rather should be reported under the appropriate cost centres.

6. Administration

This function includes the following:

- a. administration, planning and information costs and activities associated with the offices of the president and vice-presidents (excludes administration which is included in Academic Support and External Relations)
- b. internal audit
- c. investment management
- d. space planning
- e. board and senate secretariat
- f. finance and accounting (including research accounting)
- g. human resources

- h.** central purchasing, receiving and stores
- i.** institutional research/analysis
- j.** general university memberships (e.g. COU, Universities Canada, CAUBO)
- k.** the administration of the occupational health and safety program, including the disposal of hazardous wastes
- l.** professional fees (legal and audit)
- m.** convocations and ceremonies
- n.** insurance (except fire, boiler and pressure vessel, property and liability insurance which are reported under Physical Plant)
- o.** activities in the registrar's office not included in Academic Support

If purchasing, receiving and stores are centralized, then these expenditures should be included under Administration. If these services are not centralized then these expenditures should be included in the various functional areas.

7. Physical Plant

This functional area reflects costs related to the physical facilities of the university, including:

- a.** physical plant office
- b.** maintenance of buildings and grounds
- c.** custodial services
- d.** utilities
- e.** property and liability insurance
- f.** vehicle operations
- g.** security and traffic
- h.** repairs and furnishings
- i.** renovations and alterations
- j.** mail delivery services
- k.** property taxes, municipal taxes including those for which compensatory grants are received from the government
- l.** rental of space

Costs reported should represent the total operating costs of the Physical Plant function as defined in the Guidelines and may not necessarily reflect how they are reported in a university's audited financial statements.

Note: Central purchasing, receiving and stores are to be recorded in the Administration function.

8. External Relations

This area includes:

- a. all activities pertaining to the external relations, including support of events primarily undertaken for public relations purposes
- b. fund raising
- c. development office
- d. alumni office
- e. public relations office
- f. external communications office

9. Ancillary

Ancillary expenses are entered directly on Table 5. This area is described under III. Definitions, A. Funds, 1. Unrestricted Expendable Funds, c) Ancillary.

D. Object of Expense

1. Salaries and Wages

The COFO Financial Report displays salary and wages information by full-time and part-time categories. Many definitions exist which define the distinction between full-time and part-time (such as Statistics Canada, COU, union contracts).

Universities are asked to use whatever definitions best fit their presentation of information. Other categories of compensation payments to employees shall be reported under salary expenditures (for example, salary continuance payments during sick leave or maternity leave).

Note: Salaries and wages are to be reported separately for full-time and for part-time staff only under the Operating fund. In reporting under all other funds, salaries and wages for full-time staff and for part-time staff are to be combined.

- a. **Academic Ranks – Full-Time:** This object includes salaries paid to full-time instructional staff who hold an academic rank in the reporting institution from lecturers to deans inclusive in faculties, academic departments or programs, summer schools, credit extension courses and other academic functions and are engaged in instruction and research activities. Salary payments to staff members on paid academic leave also are included. **Note:** The academic ranks include deans, professors, associate professors, assistant professors and lecturers.
- b. **Academic Ranks – Part-Time:** This object includes salaries paid to part-time

staff who hold an academic rank.

- c. **Other Instruction and Research – Full-Time:** This classification includes payments made to full-time staff members without academic rank at the reporting institution who are engaged in instruction and research as instructors, tutors, markers, laboratory demonstrators, teaching assistants, research assistants, invigilators, clinical assistants, post-doctoral fellows, and others. Payments made to graduate and undergraduate students undertaking these activities are included.
- d. **Other Instruction and Research – Part-Time:** This object includes salaries paid to part-time staff who fall in this category.
- e. **Other Salaries and Wages – Full-Time:** This object reflects all salaries, wages and payments to full-time non-instructional staff (support staff) including among others, technicians, clerical and secretarial, professional and managerial, janitorial, trades and maintenance. All salaries for functions other than Instruction and Research are to be included in this object even though individuals, (e.g. certain professional librarians or computing center personnel), may hold the equivalent of an academic rank.
- f. **Other Salaries and Wages – Part-Time:** This object reflects all salaries, wages and payments to part-time non-instructional staff (support staff).

Notes:

- Certain lump sum payments for current and future fiscal periods to employees who have terminated employment with the institution are to be reported on an accrual basis, but excluded from this Salary and Wages category; instead, they are included in a separate expense line for Lump Sum Payments on Table 1. The characteristics of the payments are such that similar transactions or events are not expected to occur frequently over several years. However, severance payments as a result of terminations in the normal course of business would still be reflected as Salary and Wages.
- Consistent with the principle of gross reporting, salary recoveries from external sources are not netted against Salary and Wages, but are reported as External Cost Recoveries.
- Salaries and Wages initially incurred in the Operating fund which are recovered against grants reported in the Research fund (e.g. Canada Research Chairs) should be reflected as a reduction of Salary and Wages in the Operating fund and an increase in Salary and Wages in the Research fund.

2. Employee Benefits

This object reflects the cost of an institution's contributions (with respect to salaries) for pensions (including payments for actuarial deficiencies and past service liability), group life insurance, salary continuance insurance, dental plans, cost of Workers' Compensation, the Employer Health Tax, tuition remission, employment insurance, early retirement benefits and other costs of an employee benefit program.

Professional expense allowances and grants are to be included in Employee Benefits if they are negotiated (i.e. such as in collective or other agreements made between the University and its employees). If they are not negotiated they are to be included in the appropriate object of expense.

The cost of employee future benefits, including pensions, is included when cash payments are made for these benefits.

Memberships or other perquisites of employment are not to be reported here. Whenever an institution pays a premium or sets aside a negotiated amount for an employee, these amounts should be included under employee benefits.

Note: Maternity benefits are not to be included here but should be included in Salaries and Wages.

3. Library Acquisitions

- This line includes all purchases of, and electronic access to, books, periodicals, microfilms, microfiche and other reference materials (including costs of bookbinding), with respect to the institution's main library, as well as branch, faculty or departmental libraries.
- This line includes printed text and electronic data, such as CD-ROMs and databases.
- This line also includes electronic services of all contracted communications employing digital computers serving libraries. These communications include acquisitions through

subscription services, access to databases, and telecommunications networking, on-line searching, and support for cataloguing.

- Library gifts-in-kind should be reported in the Operating fund.

4. Furniture and Equipment Purchases

- This line includes laboratory equipment (other than consumables), computing equipment and computer software packages, administrative equipment and furnishings (including carpets and drapery), copying and duplicating equipment, and maintenance equipment. Installation expenditures for the above items would normally be reported under the same expenditure type as the item installed.
- This line also includes installment payments and payments under lease purchase contracts, where the lease is a capital lease for accounting purposes.
- This line includes upgrades or improvements to equipment and computer software.
- Furniture and equipment purchases are reported under the same fund as the corresponding income. For example, purchases made from CFI grants are reported under Sponsored Research. Purchases made or to be made from current or future ancillary services income are to be reported under Ancillary.
- This line also includes gifts-in-kind related to artwork.

5. Equipment Rental and Maintenance

- This line includes all rental and maintenance expenditures for furniture, equipment, and computer software packages, including laboratory equipment (other than consumables), administrative equipment and furnishings (including carpets and drapery), copying and duplicating equipment, computing equipment, maintenance equipment and telephone equipment.
- This line also includes lease purchase contracts, where the lease is an operating lease for accounting purposes.
- This line also includes expenditures for equipment repairs and maintenance contracted to external agencies.

6. Printing and Duplicating

This line includes expenditures that would normally be consumed in the fiscal year such as printing, duplicating, photocopying, reproductions, illustrations, publishing and the related supplies.

7. Materials and Supplies

Materials and supplies include expenditures that would normally be consumed in the fiscal year such as sports supplies, stationery (including preprinted stationery), computer supplies and other office supplies.

- Also included are material and supplies for teaching and laboratories. Laboratory supplies

include chemicals, instruments, animals, feed and seed.

- Equipment and computer software items should be reported under Furniture and Equipment Purchases or Equipment Rental and Maintenance (as appropriate).

8. Communications

- Communications includes telephone, data communications, mailing and courier, but excludes expenditures reported as equipment rental and maintenance.
- Cell phones and other mobile technology would be categorized here. As a practical point, if the majority of the cost is related to usage and only a small portion to the hardware, etc. it is acceptable to include the entire cost in this object.
- Telephone includes watts lines, line services, long distance and other charges.

9. Professional Fees

Professional fees include all fees paid to legal counselors (including retainers for the negotiations of collective agreements), auditors, and computer, human resource and other consultants.

This line excludes consulting fees for renovations and alterations, equipment rental and maintenance, and buildings, land and land improvements.

Payments made to auditors, legal counselors and bond rating agencies in conjunction with a bond issue would be reported as professional fees.

10. Cost of Goods Sold

Cost of goods sold is to be used where an inventory method of accounting is normally employed, (e.g. bookstore, food services) and should include the laid down cost of goods purchased for resale only. The remaining costs of operating the service, such as salaries and supplies, are to be shown in their respective expenditure types.

Where a service is externally contracted, particularly for ancillary services, the total costs of the contract should be included in externally contracted services.

The cost of goods sold is to be reported under the same fund as the income from the sale of the product.

11. Travel

Travel includes expenditures on recruitment, travel (including travel to conferences), moving, relocation of staff, field work/trips, and all other related activities for the operation of the institution.

12. Utilities

This includes expenses for fuel, electricity, generation costs for electricity and steam, water, and natural gas.

13. Renovations and Alterations

This object includes all expenses for renovations and alterations to existing university space. If externally contracted, these expenses are to be reported under this object and not as

Externally Contracted Services. If internally performed, the total costs including labour and materials should both be reported in this object.

14. Externally Contracted Services

All expenses for services contracted to external agencies (except for renovations, alterations, and equipment maintenance) are to be included. Examples of expenses to be included would be payments to an external entity for shared services under a cost sharing arrangement, faculty seconded from other universities, merchant and banking fees, cleaning contracts, security services, snow removal and similar time and material contracts under physical plant, and food services under ancillary enterprises. Where food services are contracted, the contract amount in total should be shown under this object and not under operational supplies and expenses or other objects, even though the contractor may provide a breakdown of costs.

15. Scholarships, Bursaries, etc.

This object will include all payments to students (except those for which the student is required to perform a service for that payment) including fee remission, prizes and awards.

Note: In most circumstances this expense is to be reported under the Student Service functional area. This will be true for Table 6 (Operating) and Table 7 (Trust). The following are two exceptions to this reporting:

- Table 5a (Other – Non-Credit): Any Scholarships paid under this category will be reported under the Instruction and Research functional column(s).
- Table 5b and Table 5c – Sponsored Research: Section III A 2 a) states that Sponsored Research will include “grants from research agencies for the payment of scholarships and the related scholarship expense.” As such, these scholarships must be reported under the functional column for Instruction and Research. Note: If these Scholarships and the related Grant Revenue are reflected in another fund in the audited financial statements of the institution, there must be a reconciling item on Table 14 to reflect any difference between the revenue and expense as an adjustment between the two funds.

16. Debt Repayments

This object reflects all principal repayments of university debts including borrowings and long-term debt. The amount reported for Debt Repayments should be reconciled with the Statement of Cash Flows of the university's audited financial statements.

17. Interest

This object reflects interest payments made by the university in servicing its debt obligations including borrowings and long-term debt.

18. Building, Land and Site Services

This object is to include acquisition costs, land improvements and site preparation including

landscaping, sewers and roads, building construction costs, fees and planning costs relative to the direct expenses as well as any costs such as utilities incurred during the period of construction. Furniture and equipment costs are to be reported in the separate line item for Equipment and Furniture.

19. Other Operational Expenditures

This line includes space rental, property taxes, institutional membership fees, insurance, meals, advertising and promotion, doubtful accounts, discounts on bond issues and health insurance payments made for students if administered and paid directly by the university.

Space rental includes the cost of renting space and land on a long-term basis.

Property taxes include all taxes paid directly to municipalities by the institution, whether assessed on property values or based on student population.

20. Internal Cost Allocations

This object is intended for internal transfers of costs between funds and functions within a fund. However, whenever possible or feasible, direct allocation of expenses should be reported in the appropriate fund or function. Reductions in the objects of expense of one fund should be offset by corresponding increases in those same expense objects in the other fund. This object should not be used for reporting expediency.

The total of internal cost recoveries must cross-add to zero.

21. External Cost Recoveries

The guidelines require gross reporting of revenue, expenses and cost recoveries because it better reflects the financial results of the major operations of the institution. Except for ancillary enterprises, where revenue from external sales and services is reported as revenue, external cost recoveries include:

- Revenue from services to outside organizations, e.g. selling of steam, computer time, lab tests, space rental to external organizations, etc.
- Incidental charges such as income from various medical clinics, athletic gate receipts, payments for medical services under Student Services.
- Revenue derived from external sources from sales, rentals or the provision of services, while shown as revenue in the ancillary fund, is included in external cost recoveries in the other funds.
- Salary and wage recoveries from external organizations.
- Other miscellaneous recoveries from external organizations for travel, utilities, other cost sharing arrangements, etc.

Note: Payments received by an institution from another institution for services rendered should be included in miscellaneous revenue.

Netting of revenue against expense: The netting of revenue against expenses is appropriate in certain circumstances. For example:

- a. Treatment and Rehabilitation Program payments from the Ontario Ministry of Health for the salary cost of medical school faculty are netted against salary expense rather than shown in external cost recovery.
- b. Revenue in ancillary enterprises from departments from the sale of goods and services (for example the bookstore selling stationery to departments) is netted against expenses in the Ancillary fund and shown as expense in the other funds or functions.

22. Sub-grants to Non-reporting Members

Guideline requires funds advanced to non-reporting institutes/partners in which the ultimate spending of the funds is unknown by year-end, must be reported on this line. If the spending of the advanced funds is known and the institution already allocated the funds to the correct GL by year-end (material and supplies for example), the institution is not be expected to reclass those funds to “sub-grant to non-reporting institutions/partners” for COFO at year end.

23. Elimination of Non-Material Negative amounts

Generally, expenses should be reported as a positive number on Tables 3, 4, 5, 6, 7 and 13. If an institution would otherwise report a negative amount and the dollar value is not material, the institution should consider aggregating this non-material negative number into another cell on that table. Exceptions to this would be External Cost Recoveries and Internal Cost Allocations which would expect to show negative amounts on the internal cost allocation line on Tables 4, 5, 6 and 7.

TABLES

Table 1 - Summary of Revenue, Expense and Fund Balances

This table brings together in summary form, for each fund, total revenues and expenses, the resulting net revenue and expense, before and after interfund transfers and appropriations, and changes in fund balances.

Total Revenue: Represents the total of the revenues reported on Table 2.

Total Expense: Reflects the total of all expenses reported on Table 4.

Lump Sum Payments:

Limited to one-time costs relating to unusual AND unique events to the organization like a CCAA (Companies' Creditors Arrangement Act) process of restructuring or employee termination through layoffs. Unusual and unique to the organization as oppose to the pandemic, for example, which is unusual but not unique to one organization. The cost associated with lump sum payments on termination of employment is not to be included with expenses on the tables where the expense would normally be reported. Rather, it is reported on a separate line Lump Sum Payments on Table 1. While this presentation deviates from generally accepted accounting principles followed by universities, it enhances comparability of information between universities as lump sum payments are not in the normal course of business.

Net Revenue (Expense): Reflects the difference between Total Revenue and Total Expense.

Interfund Transfers: Reflects transfers between funds where expenditures in one fund are funded by the revenue of another fund. The transfers represent the reallocation of revenues to the funds where the expenses are reported. Interfund Transfers must aggregate to zero. In prior years this was detailed on Table 9. This table was eliminated as of the 2016 COFO Report. Interfund Transfers are to be entered directly on Table 1. The sum of the Total Expendable and Endowment amounts must equal to zero.

Net Variation in Appropriations: Reflects the net amount of increases and decreases in the institution's Appropriations as defined by the Guidelines. In prior years this was detailed on Table 8. This table was eliminated as of the 2010 COFO Report. Appropriations are to be entered directly on Table 1. The sum of Total Expendable and Endowment amounts must equal to zero.

Net Increase (Decrease) for the Year per COFO-UO Report: Reflects the net revenue (expense) after interfund transfers and changes in appropriations.

Net Reconciling Items: Reflects the adjustments required to agree the Net Revenue (Expense) per COFO-UO Report with the net revenue (expense) per the University's audited financial statements. The reconciling items must be further detailed on Table 14.

Balance – Beginning of year as per PRIOR YEAR'S COFO REPORT: This line must be identical to Line 11 of Table 1, Balance – End of Year PER FINANCIAL STATEMENTS of the previous year's COFO Financial Report. If there is a difference between the closing balance per the previous year's Report and the opening balance current year's Report as a result of a restatement of the audited financial statements, the item should appear as a reconciling item on Table 14. The beginning balance per the COFO Financial Report for the current year should not be restated.

Prior Period Adjustment: This line should be used only when opening net asset balances in the university's audited financial statements have been adjusted in the current reporting period. This line should be used infrequently. Examples of prior year adjustments include a retroactive change in accounting policy or a correction of an error that affects the opening net asset balance in the current reporting period.

Balance – End of the Year PER FINANCIAL STATEMENTS: Reflects the institution's total net assets per its audited financial statements.

For lines 12, 13, 14 and 15, the institution is required to distribute the closing balances at the end of its fiscal year between Unrestricted, Internally Restricted, Investment in Capital Assets and Externally Restricted as per its audited financial statements.

- **Unrestricted:** This total reflects the institution's surplus/deficit.
- **Internally Restricted:** This total reflects the sum of the institution's Internally Restricted (appropriations) and Internal Endowments.
- **Investment in Capital Assets:** This total reflects the institution's Investment in Capital Assets.
- **Externally Restricted:** This total reflects the institution's External Endowments.

Table 2 - Revenue

This table reports the institution's total revenue by type of fund and source for the current fiscal year. The sum of revenues of each fund is carried forward to the appropriate line item on Table 1.

Effective for the 2018 COFO Report, the line items for the MCU grants have been changed to reflect the new University Funding Model Grant that came into effect on January 28, 2018.

Table 3 - Summary of Expense by Fund and Functional Area

This table summarizes expense by fund and function. It presents a consolidated summary of the institution's activities in each fund by major functional areas.

Table 4 - Summary of Expense by Fund and Object of Expense

This table reports the institution's total expenses for all expendable funds by object and type of fund for the current fiscal year. The sum of expenses of each fund is carried forward to the appropriate line item on Table 1.

Table 5 - Summary of Expense for All Funds by Functional Area and by Object of Expense

This table reports the institution's total expenses for the current fiscal year for all expendable funds by object and functional area.

Table 5 requires the entry of Ancillary expenses.

Tables 5a to 5d are prepared to facilitate the preparation of Table 5. They will not be published in the COFO Financial Report.

- Table 5a: Expense – Other (Non-Credit)
- Table 5b: Expense – Sponsored Research – Entities Consolidated
- Table 5c: Expense – Sponsored Research – Entities Not Consolidated
- Table 5d: Expense – Capital

Table 6 - Expense – Operating

This table reflects, in further detail, the objects of expense reported for the Operating fund by individual functional areas.

Table 7 - Expense - Trust

This table reflects, in further detail, the objects of expense as reported for the Expendable Trust fund by individual functional areas, which benefit from these activities. Note that scholarships should be reported under the Student Services functional area.

SUPPLEMENTARY TABLES GUIDELINES

Tables 10, 11, 12, 12a and 13 are utilized to collect information, which is not published in the Financial Report on Ontario Universities.

Table 10 - Federal Government Grants and Contracts

This table reflects, in detail, the institution's revenue from grants and contracts from the federal government by type of fund and source for the current fiscal year, as reported in Table 2. The Table identifies seven main sources: the Social Sciences and Humanities Research Council (SSHRC), Health and Welfare Canada, the Natural Sciences and Engineering Research Council (NSERC), the Canadian Institutes for Health Research (CIHR), the Canada Foundation for Innovation (CFI), Canada Research Chairs/Canada Excellence Research Chairs, and the Research Support Fund. Grants and contracts not from one of the seven main sources and in aggregate, each exceed \$100,000 should be reported under the line Other Grant Categories Exceeding \$100,000 and use the list provided on the template. The list is prepared based on the previous year's list as well as updates from institutions.

The list is to assist you in identifying your grants and the same grant does not have several unique names for summary reporting. If your institution did not send updated to the COU by the deadline, and you have a new grant to report, you have to report it on the last line Other Grants Exceeding \$100,000 not Listed Above. If you know the new grant is for multiple years, please notify Faraz Choudhary, fchoudhary@cou.ca at the COU and he will update the list for next year. Grants and contracts not from one of the seven main sources and which in aggregate do not exceed \$100,000 should be combined and reported on the line Other Grant Categories under \$100,000.

The Research Support Fund grant is reported under Sponsored Research – Entities Consolidated; the related expenses are reported as Internal Cost Allocations back to the Operating fund and can be to any or all functional areas, based on institutional decisions.

Table 11 - Donations, Non-Government Grants and Contracts

This table provides details of donations and non-government grants and contracts reported in Table 2. Information is reported by source, type of donation, and fund. Include on Table 11, by source of funds, any NON-GOVERNMENT, foreign donations, grants and contracts. All foreign GOVERNMENT grants are to be reported directly on Table 2.

Source of Funds:

Corporations and Businesses: Organizations operated for a profit.

Foundations and Not-For-Profit Organizations: Entities that can be either a corporation or trust constituted and operated exclusively for charitable purposes.

Individuals: Persons whose donations are reportable on their individual tax returns. **Type of**

Donations:

Donations are a voluntary transfer of cash or negotiable instruments. The donation is made without expectation of return or benefits of any kind to the donor. It includes gifts-in-kind defined as a voluntary and gratuitous transfer of real or personal property. There must be a donor, who gratuitously disposes of the property, and a donee, who receives the property given. No right, privilege, material benefit or advantage may accrue to the donor.

Types of Non-Government Grants and Contracts:

Non-government grants include amounts received for which no tax receipts are provided and which

are not considered as charitable donations for tax purposes.

Contracts provide financial support under certain specific stipulations and conditions, including the

provision of a deliverable product, such as a piece of equipment, provision of a service, or a report.

Table 12 – Ontario Government Grants and Contracts

This table reflects, in detail, the institution's revenue from grants and contracts from the Ontario government by type of fund and source for the current fiscal year, as reported on Table 2.

The MCU Research Overheads Infrastructure Envelope (ROIE) and the Provincial Indirect Cost grant are reported under Sponsored Research – Entities Consolidated; the related expenses are reported as Internal Cost Allocations back to the Operating fund and can be to any or all functional areas, based on institutional decisions.

Due to the new University Funding Model Grant released by MCU effective January 28, 2018, the grants from the FTOT are to be reported as follows on Table 12:

Funding Envelope	Sub-Envelope	Grant	Table 12
General Enrolment		Core Operating Grant	Row 01
		Graduate Expansion Grant	Row 02
		International Student Recovery	Row 03
		Other General Enrolment based	Row 04
Differentiation Envelope	Performance/Student Success	Performance/Student Success Grant	Row 05
		Graduate Expansion Performance Grant	Row 06
		Research Overheads Infrastructure envelope	Row 07
	Mission-Related Grants	All grants under the Mission Related sub-envelope	Row 08

Special Purpose	General	All grants under the General sub-envelope	Row 09
	Medical/Nursing	All grants under the Medical/Nursing sub-envelope	Row 10
	Teacher Education	All grants under the Teacher Education sub-envelope	Row 11
	Other Special Purpose Grants	All other grants under the Special Purpose envelope not listed above	Row 12

Table 12a – Other Ontario Government Grants and Contracts – Other

This table reflects, in detail, the institution's revenue from grants and contracts from Ontario government sources by type of fund and source for the current fiscal year, as reported on Table 12 in the row Other Ontario Government Grants and Contracts - Other. The Table identifies five main sources: the Ministry of Agriculture, Food and Rural Affairs, the Ministry of Energy, Northern Development and Mines, the Ministry of Health, excluding Alternate Funding Plan, the Ministry of Health, Alternative Funding Plan only, and the Ministry of Natural Resources and Forestry. Other sources which, in aggregate, each exceed \$100,000 should be listed separately under Other Grant Categories Exceeding \$100,000. Grants and contracts not from one of the five main sources and which, in aggregate, do not exceed \$100,000 should be combined and reported on the line Other Grant Categories Under \$100,000.

When entering the Other Grant Categories Exceeding \$100,000 you must use the list provided on the template. The list is prepared based on previous year's list as well as updates from institutions. The list is to assist you in identifying your grants and to ensure the same grant does not have several unique names for summary reporting. If your institution did not send updates to the COU by the deadline, and you have a new grant to report, you have to report it on the last line Other Grants Equal or Exceeding \$100,000 not Listed Above. If you know the new grant is for multiple years, please notify Faraz Choudhary, fchoudhary@cou.ca at the COU and he will update the list for next year.

Table 13 - Employee Benefits

This table reflects, in further detail, for each fund the institution's contribution to employee benefits, for the current fiscal year, as reported on Table 4.

Universities may complete this table in the following two ways:

- If detailed information by benefit category is not available for each fund, the total costs by benefit category may be shown in Operating only. An allocation of total expense may be

made from Operating to each individual fund on Row 15 of the Table.

- If detailed information is available for each benefit category for each fund, then the information is provided as laid out on the Table.

The employee benefits are categorized as follows:

- a. **Pension:** The cost of the employer's contributions for employees who are members of a pension plan.
- b. **Group Life Insurance:** The cost of the employer's contribution concerning employees' life insurance, benefits of which are paid to a beneficiary in the event of employee death before or after retirement.
- c. **Long Term Disability:** The cost of the employer's contribution for employees who are absent and unable to work because of illness or disability.
- d. **Dental Insurance:** The cost of the employer's contribution to insurance covering employees' and dependents' dental care expenses.
- e. **Employer Health Tax:** The cost of an Ontario government tax on employers equal to a percentage of gross annual payroll.
- f. **Canada Pension:** The cost of the employer's contribution for employees who benefit from the Canada Pension Plan on or after their date of retirement.
- g. **Workers' Compensation:** The cost of the employer's contribution for benefits provided by the Workers' Compensation Plan in the event of on the job injury or employee death due to occupational illness.
- h. **Employment Insurance:** The cost of the employer's contribution for employees eligible to receive money from this plan in case of unemployment.
- i. **Extended Health Care:** The cost of the employer's contribution for employees eligible for expenses such as professional ambulance services and prescription drugs.
- j. **Tuition Fee Remission:** The rebates on tuition fees received by employees and dependents. For employees, these rebates may be for courses taken at other institutions.
- k. **Employee Assistance:** The cost of the service paid by the employer for an Employee Assistance Program.
- l. **Professional Development:** If negotiated (i.e. in a collective or other agreement between the University and its employees) the amount reimbursed by the employer to the employees for professional development. If not negotiated, it should be reported in Travel or Materials and Supplies as appropriate.
- m. **RRSP:** The contribution of the employer's portion toward the employees' RRSP.
- n. **Other:** Any other negotiated (i.e. in a collective or other agreement between the University and its employees) items (such as parking, sports memberships). If these items are not

negotiated, they should not be reported as Employee benefits.

- o. **Allocated expenses:** Where a university charges all benefits to the Operating fund, this line should be used to allocate a charge to other funds.

If an institution has made lump sum payments or received rebates from its carriers, these amounts should be reported separately so that the institutional comparison for the current year's benefit costs will not be distorted.

Table 14 – Reconciliation Between Fund Balances in COFO-UO Report and Net Assets in Audited Financial Statements

This table ensures that the information in an institution's report to COFO can be reconciled with the institution's audited financial statements to reassure the reader that the published report to COFO is based on information audited by the institution's external auditors. The table reports the various items needed to ensure that the net revenue (expense) as reported to COFO can be reconciled with the net revenue (expense) per the audited financial statements. The sum of these reconciling items is reported on the table on the line Total of Reconciling Items and, in turn, is transferred to Table 1, Row 8. There are instances where the institution states net change of a certain item (e.g. Employee Future Benefits remeasurements) in Statement of net assets or note disclosures as opposed to Statement of cash flows, that the Table 14 entries won't match to statement of cash flow. Any reconciling items that are not traceable to the statement of cash flow, but traceable to Statement of net assets or notes disclosures and therefore, entered in Column 13, must be provided with a reference to the audited financial statements in Column 15 of table 14. An explanation must be provided if there is a variance (Column 14) in Table 14 entries compared to the institution's Statement of cash flows.

Reconciliation items are categorized as follows:

Repayment of long-term debt: Reflects the repayment of principal used to finance expenditures. The COFO Financial Report reflects the cash amount paid as an expense. This amount should agree with the Debt Repayments reported on Table 4, Row 20, Column 10.

Amortization of deferred capital contributions: Reflects the amount reported as amortization of deferred capital contributions in the audited financial statements. The revenue used to finance capital expenditures is reported in the COFO Financial Report when received or receivable.

Purchase of capital assets: Reflects the capital expenditure in the COFO Financial Report when cash payments are made which are capitalized in the audited financial statements.

Net proceeds on asset disposition: Reflects the net proceeds received on the disposition of assets which are reported in the COFO Financial Report.

Borrowing for long-term debt: Reflects the borrowings used to finance all expenditures, not restricted to capital activities, where the university will repay both interest and principal. This amount should agree with, and should be the inverse of, the borrowing reported on Table 2, Row 16, Column 10.

Current year deferred capital contributions: Reflects the amount reported as current year deferred capital contributions in the audited financial statements. The revenue is reported in the COFO Financial Report when received or receivable but deferred and amortized for financial statement purposes in accordance with generally accepted accounting principles.

Net change in deferred other contributions: Reflects the amount reported as the net change in deferred revenue/contributions for Sponsored Research, Trust and Capital in the audited financial statements. The revenue is reported in the COFO Financial Report when received or receivable but deferred in the audited financial statements if the corresponding expenses have not been incurred, in accordance with generally accepted accounting principles.

Amortization of capital assets: Reflects the amount reported as amortization of capital assets in the audited financial statements. The COFO Financial Report does not reflect generally accepted accounting principles surrounding the amortization of capital assets.

Vacation pay accrual: Reflects the amount determined under generally accepted accounting principles for the cost of vacation pay expensed in the audited financial statements. The expense is reported in the COFO Financial Report when cash payments are made.

Difference between pension funding contributions and amount expensed: Reflects the difference between the amount determined under generally accepted accounting principles for the cost of pension expensed in the audited financial statements and the pension funding contributions made. The expense is reported in the COFO Financial Report when cash payments are made for these benefits.

Post-employment benefits: Reflects the difference between the amount determined under generally accepted accounting principles for the cost of post-employment benefits expensed in the audited financial statements and post-employment benefits paid. The expense is reported in the COFO Financial Report when cash payments are made for these benefits.

Employment Future Benefit re-measurements: Reflects the reconciliation between fund balances in the COFO Financial Report and net assets in audited financial statements to assist verification of information.

Re-categorization of COFO to institution accounting (explanation required for successful upload): Reflects the realignment of items reported on audited financial statements or G/L to match with COFO reporting. Total Expendable must be zero.

Gain (loss) on disposition of assets: Reflects any gain or loss on the disposition of assets reported in the audited financial statements. The COFO Financial Report reports the net proceeds received on the asset disposition.

Gifts-in-Kind reported directly to Net Assets: Reflects the reconciliation between gift-in-kinds that are reported directly to net assets. The COFO Financial Report reports increases in net assets in table 1 and increase in capital assets in table 14.

Other (Please consult with COU at fchoudhary@cou.ca before listing items here): This category is employed to report various reconciling items, which are not defined in the preceding categories.

Please note:

Table 8 (Changes in Appropriated Fund Balances - Operating and Ancillary only) has been deleted from our annual reporting requirements beginning in the reporting year of 2007-2008. The net change in appropriations must be entered directly on Table 1, Row 6.

Table 9 (Interfund Transfers) has been deleted from our annual reporting requirements beginning in the reporting year of 2015-2016. The net change in interfund transfers must be entered directly on Table 1, Row 5.