# 2020

# Government of Saint Lucia Annual Debt Portfolio Report 2020



Compiled by the Debt and Investment

Management Unit of the Ministry of Finance

Government of Saint Lucia

### **Table of Contents**

| Executive Summary                                           | 2  |
|-------------------------------------------------------------|----|
| Overview of Saint Lucia's Economy                           | 2  |
| Fiscal Operations of the Central Government                 | 2  |
| 1. Total Public Sector Debt                                 | 3  |
| 1.1 Total Public Sector Debt by Residency                   | 3  |
| 1.2 Total Public Debt by Borrower Category                  | 3  |
| 2. Total Public Domestic Debt                               | 3  |
| 2.1 Domestic Debt by Borrower Category                      | 3  |
| 2.2 Domestic Debt by Instrument                             | 3  |
| 2.3 Domestic Debt by Creditor Category                      | 4  |
| 3. Total Public External Debt                               | 4  |
| 3.1 External Debt by Borrower Category                      | 4  |
| 3.2 External Debt by Currency Composition                   | 4  |
| 3.3 External Debt by Interest Type                          | 4  |
| 3.3 External Debt by Creditor Category                      | 5  |
| 3.4 External Debt by Instrument                             | 5  |
| 3.5 External Debt by Economic Sector                        | 5  |
| 4. Central Government Debt Service and Disbursements        | 5  |
| 4.1 Central Government Total Debt Service                   | 5  |
| 4.2 Central Government Principal and Interest Flows         | 6  |
| 4.3 Central Government Disbursements                        | 6  |
| 5. Analysis of Debt Portfolio and Risk Evaluation           | 6  |
| 5.1 The Average Time to Maturity (ATM)                      | 6  |
| 5.2 The Average Time to Re-fixing (ATR)                     | 7  |
| 5.3 The Weighted Average Cost of Debt                       | 7  |
| 5.4 Currency Composition and Risk                           | 7  |
| 5.5 Interest Rate Composition and Risk                      | 7  |
| 5.6 Percentage of Debt maturing in 1 year                   | 7  |
| 6. Securities                                               |    |
| 6.1 Regional Government Securities Market (RGSM) Activities | 7  |
| 6.2 Private Placement Securities                            | 8  |
| 7. Government-Guaranteed Debt                               | 8  |
| 7.1 Government-Guaranteed Debt Portfolio                    | 8  |
| 7.2 Government-Guaranteed Debt by Creditor                  | 9  |
| 8. Redemption Profile                                       | 9  |
| 9. Financing in 2020/21                                     | 10 |
| Annex                                                       |    |
| Annex 1 Covid-19 Loans                                      |    |
| Annex 2 Debt Sustainability Indicators                      |    |
| Annex 3 Fiscal and Real Sector Indicators                   |    |
| Annex 4 Debt Portfolio Risk Indicators 2016-2020            |    |

#### **Executive Summary**

The main objective of Saint Lucia's public debt management is to meet Government financing requirements at a minimum cost with a prudent degree of risk. In keeping with this objective, the Ministry of Finance, Economic Growth, Job Creation, External Affairs and Public Service is committed to pursuing a debt management strategy aimed at fulfilling this objective. The Debt and Investment Unit (DIU) is the Government of Saint Lucia's (GoSL) primary agent responsible for managing its public debt portfolio.

This issue of the Annual Debt Portfolio Review (DPR) analyses the Government of Saint Lucia's debt stock, flows and risk over the year (January -December) of 2020, debt management operations in 2020, and trend analysis of portfolio changes comparing the previous five years 2016-2020. The composition and the risks embedded in the debt portfolio form the core of this review. Details of debt holders by residency, creditor categories, instrument types, currency composition, maturity profile, and types of risks are in this report. The risk indicators examined include exchange rate, interest rate, and refinancing risk (the average time to maturity and the average time to re-fixing). The report also shows the maturity profile of the central government debt over the next decade. The report examines the fiscal and debt sustainability indicators of the Government of Saint Lucia over the previous five years. These indicators demonstrate how Saint Lucia is on track to meeting the Debt to GDP ratio of 60% set by the ECCB Monetary Council as a benchmark for debt sustainability across the ECCU. The scope of the DPR is central government debt, government-guaranteed debt and non-guaranteed government debt.

#### Overview of Saint Lucia's Economy

Reflecting the global recessionary conditions associated with the restrictions on international travel, economic activity in Saint Lucia was significantly altered by the effects of the coronavirus pandemic throughout much of 2020. The far-reaching measures taken internationally, regionally and locally to control the spread of COVID-19, including lockdowns and closure of the borders in the second quarter of 2020, constrained tourism demand, domestic consumption and exports. Additionally, high levels of uncertainty curtailed investment in the domestic economy during the review period. The sharp downturn in the key tourism sector, with substantially reduced activity at hotels, restaurants/bars, sites and attractions, car rentals and duty-free shops, had negative spill-over effects on other sectors such as manufacturing, agriculture, transport, retail & wholesale trade and utilities. The tourism sector as the primary source of foreign exchange and employment continued to dominate the domestic economy in 2020. However, the associated job and income losses in tourism-related sectors impacted employment elsewhere in the private sector during the review period, highlighting the economy's dependence on tourism. Preliminary GDP estimates from the CSO suggest that real economic output contracted by 20.4% in 2020, following a revised estimate of a marginal contraction of 0.1% in 2019.

#### Fiscal Operations of the Central Government

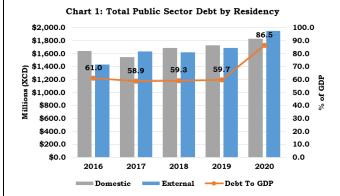
In response to the COVID-19 pandemic, fiscal policy in 2020/21 was mainly centred around prioritizing the increased spending required on health and the need to mitigate the attendant adverse socio-economic impact through various stimulus measures. Driven by a significant reduction in revenue, the fiscal operations of the central government is estimated to result in a substantially larger overall fiscal deficit of \$479.9M (or an estimated 10.8% of GDP), up from \$190.8M or 3.5% of GDP in 2019/20. Total revenue and grants contracted by 22.3% to \$923.3M in 2020/21, reflecting the unprecedented downturn in economic activity. With comparatively higher capital spending, total expenditure is estimated at \$1,403.2M, an increase of 1.8% over the 2019/20 outturn. Consequently, the primary deficit is expected to increase from \$20.0M (0.4% of GDP) in 2019/20 to \$314.9M (7.1%) in 2020/21. Similarly, as a result of the decline in revenue, the current account deficit is projected to widen from \$33.2M to \$271.0M in 2020/21, despite lower current spending. Increased long term external concessional borrowing and use of short term liquidity management options largely compensated for the decline in revenue to address the unusual financing challenges experienced during the fiscal year.

#### 1. Total Public Sector Debt

#### 1.1 Total Public Sector Debt by Residency

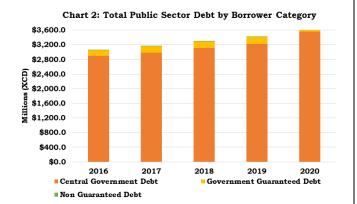
Total public sector debt in December 2020 stood at \$3,773.8M increasing by \$356.4M or 10.4% over 2019 and by an average of 5.3% in the previous five years. Total domestic-debt was \$1,826.6M or 48.4% of total public sector debt while total external-debt was \$1,947.2M or 51.6% of total public sector debt.

Total domestic debt increased by an average of 2.9% over the previous five years. A 5.7% increase from 2019 to 2020 is due to increases in security activity and loan disbursements. The external portfolio increased by an average of 8.3% from 2016 to 2020. The external portfolio increased by 15.2% in 2020 due to increases in central government loan drawdowns and governmentguaranteed loans. The Covid-19 pandemic has increased loan borrowing coupled with the Guaranteed Republic of China on Taiwan Hewannora International Airport (HIA) Loan. The pandemic-induced contraction in economic activity and to a lesser extent disbursements of additional debt drove up the public debt to GDP ratio to 86.5% at the end of 2020 from 59.7% in 2019. (Chart 1)



#### 1.2 Total Public Debt by Borrower Category

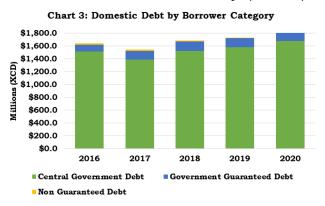
Central-government debt was \$3,773.8M, or 94.4% of public sector debt at the end of 2020, while Government-guaranteed debt stood at \$211.9M or 5.6% of total public sector debt. Non-guaranteed debt was \$0.82M or 0.02% of total public debt (debt coverage limited to one company). Central government debt increased by an average of 5.3% over the previous five years and by \$336.4M or 10.4% over 2019 due to increased loan drawdowns and securities activity. Government-guaranteed debt increased by \$19.7M or 10.27% over 2019 due to drawdowns on the newly acquired loan from The ROCT EXIM-Bank for the HIA Redevelopment Project. (Chart 2)



#### 2. Total Public Domestic Debt

#### 2.1 Domestic Debt by Borrower Category

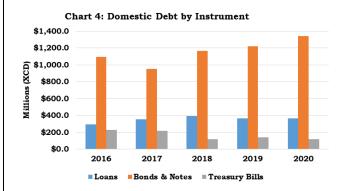
Domestic debt peaked in 2020 at \$1,826.6M or 48.4% of total public sector debt, increasing by \$98.7M or 5.7% over 2019. At the end of 2020, domestic central-government debt contributed \$1,680.2M or 92.0%, domestic guaranteed debt contributed \$145.6M or 7.9% and non-guaranteed debt was \$0.82M or 0.04% of the domestic public sector debt portfolio. In 2020, the domestic government-guaranteed portfolio increased by 1.8% compared to 2019, and domestic central-government debt increased by 6.1% due to increased domestic securities activity. (Chart 3)



#### 2.2 Domestic Debt by Instrument

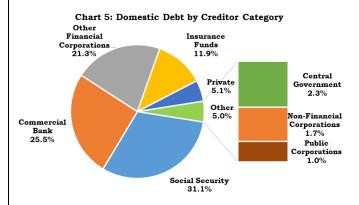
At the end of 2020, bonds and notes comprised 73.3% of the domestic portfolio, increasing by \$116.2M or 9.5% over 2019 due to domestic investors continuing to favour medium-term securities. Domestic Treasury bills decreased by \$20.8M or 14.7% over 2019 to stand at \$120.6M at the end of 2020. The domestic loans portfolio at the end of 2020 was \$367.3M, increasing by only 1.1% over 2019 due to continued debt repayment. The GoSL contracted no new domestic loans in 2020.

All the instruments in the domestic debt portfolio are on a fixed interest rate basis (Chart 4)



#### 2.3 Domestic Debt by Creditor Category

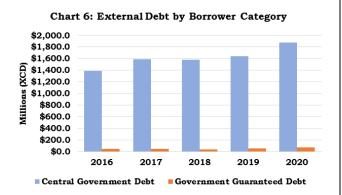
Social Security (NIC) (\$611.5M) and Commercial (\$506.9M) were the leading domestic security and loans holders in 2020. Other significant creditor categories included Other Financial Corporations (\$418.91M), Insurance Funds (\$234.7M),and Private Individuals (\$100.8M). (Chart 5)



#### 3. Total Public External Debt

#### 3.1 External Debt by Borrower Category

The external public sector debt stock increased to \$1,947.2M or by 15.3% during 2020 due to increases in the debt stock for both borrower categories. Central-government external debt increased by \$240.4M or 14.7% due to increases in the loans and bonds categories. Guaranteed debt increased \$17.2M or 34.9% due to drawdowns on EXIM-Bank HIA loan. the ROCT government external debt was the main contributor to the public sector external debt stock with a 96.6% share of the total debt portfolio. External government-guaranteed debt contributed minuscule portion of total external debt with \$66.3M or 3.4% in 2020 (Chart 6)



#### 3.2 External Debt by Currency Composition

The total external debt portfolio carried minuscule foreign exchange risk due to the continued domination of the United States Dollar (USD) and the Eastern Caribbean Dollar (XCD). At the end of 2020, USD dominated the external debt with \$1,017.3M or 52.2%, contributed \$577.5M or 29.7%, insulating the portfolio against foreign exchange risk. The increase in the USD owes to increased loan activity in the external portfolio Covid-19 loans. The other currencies contributed \$352.5M or 18.1% of the external portfolio. Special Drawing Rights (SDR) 17.1%, Kuwaiti Dinars (KWD) 0.8% and the EURO (EUR) 0.3%. (Chart 7)

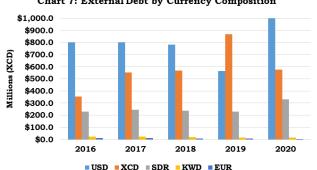
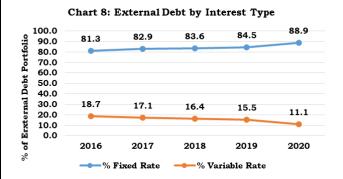


Chart 7: External Debt by Currency Composition

#### 3.3 External Debt by Interest Type

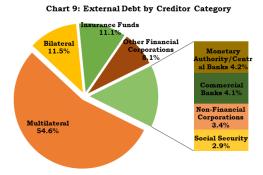
Interest rate risk shows the debt portfolio's vulnerability to re-pricing at higher market interest rates when instruments mature. At the end of 2020, fixed-rate debt (88.9%) dominated the external debt portfolio, averaging 88.2% for the previous five years. Fixed-rate debt has trended upwards over the previous five years, increasing by an average of 2.3% due to the GoSL only pursuing fixed-rate concessional debt. Variable-rate loans stood at 11.1% of total public sector debt at the end of 2020, averaging 15.8% of the external centralgovernment debt portfolio. A 4.4% decline in the variable-rate debt portfolio from 2019 lessens the interest rate risk inherent in the portfolio due to the

continued repayment of variable rate loans from the IBRD. Variable-rate debt declined significantly between 2016-2020 due to principal repayment and the lack of new variable-rate debt in the portfolio. (Chart 8)



#### 3.3 External Debt by Creditor Category

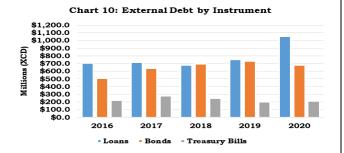
At the end of 2020, multilateral creditors formed the largest creditor category with \$857.4M or a 52.0% share. Bilateral creditors were the second largest contributor with \$180.9M. Insurance Funds was the other creditor category exceeding 10.0% of the external portfolio with \$174.9M. (Chart9)



3.4 External Debt by Instrument

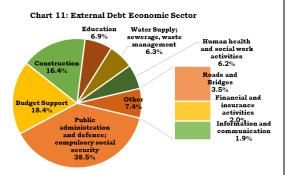
At the end of 2020, loans dominated the external portfolio with a 54.2% share, increasing by \$301.5M or 39.9% over 2019. External loan disbursements increased due to the Covid-19 pandemic causing a shift in external investor appetite away from long-term securities. Bonds and Treasury bills made up 35.0% and 10.8% of the external portfolio. The stock of external securities (treasury bills, bonds and notes) declined by 4.7% to \$891.7M compared to the end of 2019.

The RGSM security portfolio declined by 1.1% during the year, while the private placement portfolio decreased by 6.7%. Private bonds and notes decreased by \$40.0M or 6.7% and Treasury bills increased by \$7.7M or 6.4%. Investor appetites veered towards shorter-term investments contrasting the GOSL's strategy of rolling over short-term Treasury bills into medium-term instruments. (Chart 10)



#### 3.5 External Debt by Economic Sector

At the end of December 2019, the largest share of outstanding government borrowings from external sources was in the construction industry (34.0%), the other major beneficiary sectors were Public Administration and Defence; Compulsory Social Security (19.3%), Education (14.2%) and Water Supply, Sewerage Waste Management (10.1%). (Chart 11)



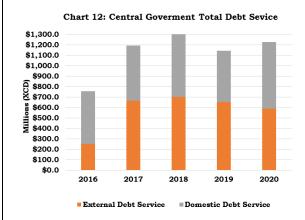
#### 4. Central Government Debt Service and Disbursements

#### 4.1 Central Government Total Debt Service1

At the end of 2020, debt service totalled \$1,225.7M, increasing 7.0% or \$80.6M over 2019. The Debt service to current revenue ratio increased to 28.9% in 2020 from 26.4% in 2019. External debt service declined by \$61.7M or 9.5%. Domestic debt service,

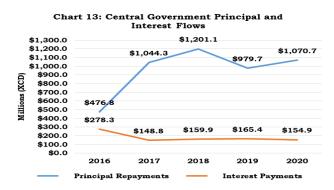
<sup>&</sup>lt;sup>1</sup>Debt service in the Debt Portfolio Review is on an accrual basis. The analysis includes rollover security financing.

however, increased by \$142.3M or 28.8% over 2019. External debt service averaged 49.1% of total debt service from 2016-2020, peaking in 2019 with 56.9%. Exchange rate risk is minimal due to the USD dominating the external debt portfolio. Domestic debt service averaged 50.9% over the same period peaking in 2016 with 66.9%. (Chart 12)



## 4.2 Central Government Principal and Interest Flows

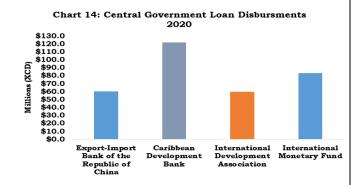
Principal repayments totalled \$1,070.7M for 2020, an increase of 7.6% over 2019. Principal repayments averaged 82.4% of the total debt service the previous five years. External principal repayments decreased by 8.8% from 2019, while domestic repayments increased by 35.8% over 2019. Interest payments for 2020 were only 12.6% of the total debt service, decreasing by 6.6% over 2019. External interest payments accounted for 38.3% of total interest payments in 2020, while domestic repayments represented 61.7% of total interest payments for 2020. (Chart 13)



#### 4.3 Central Government Disbursements

The GoSL received disbursements from four external creditors for 2020 totalling \$324.5M. There were no domestic disbursements in 2020. The Caribbean Development Bank (CDB) was the

leading source of loan disbursements for 2020 with \$121.8M. The Export-Import Bank of the Republic sector of China disbursed \$60.1M, the International Development Association (IDA) of the World Bank disbursed \$59.5M, and the International Monetary Fund disbursed \$83.2M. (Chart 14)



# 5. Analysis of Debt Portfolio and Risk Evaluation

Over the medium term, The GoSL's priority risk management targets include:

- 1. Extending the average time to maturity to greater than eight years.
- 2. Reduction of short-term debt to less than 15% of the total debt.
- 3. Attracting low-cost borrowing to reduce the weighted average cost of debt to less than 4%.

#### 5.1 The Average Time to Maturity (ATM)

The ATM is an indicator for estimating refinancing risk. The ATM at the end of December 2020 was 5.7 years from 5.2 years in 2019, a 10.7% increase. One of the objectives of the current debt management strategy of the GoSL is to increase the ATM. Lengthening the ATM eases the cash flow pressure placed on the Treasury for meeting short-term obligations and allows for cushioning of fluctuations in the exchange and interest rates. The ATM increased by an average of 3.8% from 2016-2020, peaking in 2020, trending towards the GoSL's target of increasing the ATM to over eight years.

#### 5.2 The Average Time to Re-fixing (ATR)

The ATR measures the weighted average time until all principal payments in the debt portfolio become subject to a new interest rate. The ATR increased to 5.6 years in 2020 from 5.1 years at the end of 2019, an 8.3% increase. The GoSL is also committed to decreasing the refinancing risk of the portfolio by increasing the ATR. The ATR averaged 4.8 years from 2016-2020 and increased by an average of 7.9% over the previous five years. The GoSL is on track to attain its target of increasing the ATR to over eight years. (Chart 15)



#### 5.3 The Weighted Average Cost of Debt

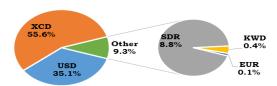
The high demand for the Government of Saint Lucia paper led to a reduction in interest costs. The portfolio's weighted cost of debt declined from 5.2% in 2019 to 4.9% in 2020. The WACD averaged 5.2% over the previous five years peaking in 2016 at 5.3%. The WACD has declined by an average of 2.2% over the five previous years. (Table 1)

| Table 1: Weighted Average Cost of Debt 2016-2020 |      |      |      |      |      |  |  |  |
|--------------------------------------------------|------|------|------|------|------|--|--|--|
| WACD by                                          |      |      |      |      |      |  |  |  |
| Instrument                                       | 2016 | 2017 | 2018 | 2019 | 2020 |  |  |  |
| <b>Treasury Bills</b>                            | 4.3% | 4.2% | 4.2% | 3.7% | 3.7% |  |  |  |
| Bonds                                            | 6.8% | 6.7% | 6.5% | 6.4% | 6.4% |  |  |  |
| Loans                                            | 3.0% | 3.1% | 3.3% | 3.3% | 2.6% |  |  |  |
| Total                                            | 5.3% | 5.3% | 5.3% | 5.2% | 4.9% |  |  |  |

#### 5.4 Currency Composition and Risk

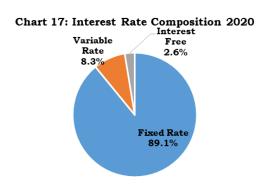
The foreign exchange risk inherent in the portfolio at the end of 2020 was minuscule because the XCD (55.6%) and the USD (35.1%) were the dominant currencies in the portfolio. The Kuwait Dinar, Euro, and Special Drawing Rights presented a minimal foreign currency risk to the portfolio. (Chart 16)

Chart 16: Currency Composition 2020



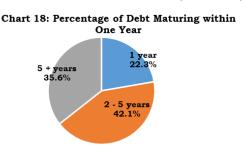
#### 5.5 Interest Rate Composition and Risk

At the end of December 2020, the interest rate risk embedded in the debt portfolio was minimal due to fixed interest rate debt accounting for 89.1% or \$3,360.8M of the total public sector debt. Variable-rate debt, subject to interest rate changes every six months, held by The EXIM Bank, the CDB, and the IBRD was \$314.4M or 8.3% of the total portfolio. Interest-free instruments (CIP bonds and IMF Loans) accounted for \$97.8M or 2.6% of total public sector debt. (Chart 17)



#### 5.6 Percentage of Debt maturing in 1 year

The Percentage of debt maturing in one year measures the share of principal repayments falling due within the year. In 2020 22.3% of the central government debt portfolio will mature within one year. Debt maturing within the year averaged 21.8% over the previous five years, declining by an average of 1.9% from 2016 to 2020 due to the GoSL's strategy of rolling over shorter-term instruments into medium-term notes. (Chart 18)



#### 6. Securities

# 6.1 Regional Government Securities Market (RGSM) Activities

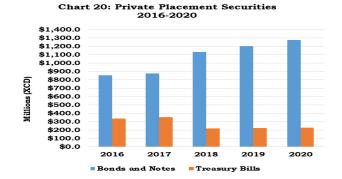
The RGSM market averaged 39.3% of the entire security portfolio from 2016-2020, peaking in 2017. RGSM securities declined in 2020 by \$82.2M or 9.4% due to lack of investor appetite likely precipitated by the Covid-19 pandemic. Longer-term bonds and notes were the main contributors to the RGSM portfolio at 87.2% in 2020. Bonds and notes declined 8.4% in 2020 and averaged 86.5% of the portfolio the previous five years. Short term Treasury Bills stood at 12.8% of the RGSM portfolio in 2020 but declined 15.5% over the year. Treasury

Bills averaged 13.5% of the portfolio the previous five years. The GoSL, the most active user of the RGSM platform as a vital price discovery tool, commits to a continued dominant presence on the RGSM. There were 20 auctions on the RGSM platform in 2020 (sixteen Treasury Bills and four Bonds). The GoSL auctioned a total of \$402.0M garnering a total bid value of \$384.7M. Six treasury bills and one bond auction were oversubscribed. The Covid-19 pandemic has had a deleterious effect on the number and value of bids on the RGSM platform for 2020. (Chart 19)



#### **6.2 Private Placement Securities**

The private placement portfolio increased by \$81.9M or 5.8% in 2020. Bonds and notes dominated the portfolio in 2020 totalling \$1,276.2M or 84.8%, while Treasury Bills totalled \$229.4M or 15.2%. Bonds and notes increased by \$76.4M or 6.4% in 2020 while Treasury Bills increased by \$5.6M or 2.5%, contrasting with the RGSM platform where both categories of securities declined in 2020. The GOSL increased its dependence on the private placement platform in 2020 due to the declining funding received from the RGSM. Private placement investors tend to be domestic and hold onto their investments longer. Private-placement securities dominated securities platform with 65.5% as opposed to the RGSM with 34.5%. Private placement securities averaged 60.7% of the securities portfolio from 2016-2020 and increased every year due to the relative ease and speed of garnering funding. Over the review period, bonds and notes averaged the larger share of private placements with 79.1% increasing yearly while Treasury bills averaged 20.9% from 2016-2020, declining every year in keeping with the GoSL's target of lengthening the ATM by biasing medium-term instruments. (Chart 20)



#### 7. Contingent Liabilities<sup>2</sup>

## 7.1 Contingent Liability Debt Portfolio by Guarantee Status

At the end of 2020, the government guaranteed debt stock contributed \$211.9M or 99.4% of the contingent liability portfolio while non-guaranteed debt contributed \$0.82M<sup>3</sup> or 0.4%. Contingent liabilities averaged 5.8% of the total public sector debt stock from 2016 to 2020. (Chart 21)



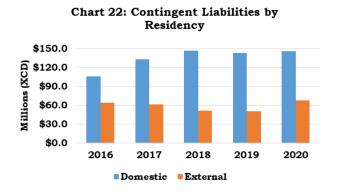
Liabilities of the other State Owned Enterprises (SOEs) are not available at this time, and we therefore recommend that legislation make provision for the reporting of liabilities of all state owned enterprises.

<sup>&</sup>lt;sup>2</sup> Guaranteed debt is not included in the central government debt portfolio and risk indicator analysis.

<sup>&</sup>lt;sup>3</sup> At the moment the Ministry of Finance has information on the non-guaranteed debt of only Water And Sewage Corporation (WASCO) Inc. Contracted

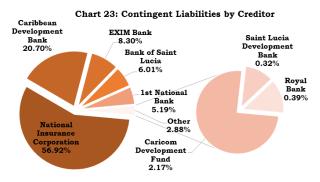
#### 7.2 Contingent Liability Debt Portfolio by Residency

Domestic government-guaranteed debt amounted to \$145.6M or 68.5% of the contingent liability debt portfolio in 2020. External guarantees totalled \$67.1M or 31.5% of the contingent liability debt portfolio in 2020, a 34.7% increase due to increased drawdowns, and the new Hewannorra Airport Redevelopment Project loan from the EXIM-Bank. (Chart 22)



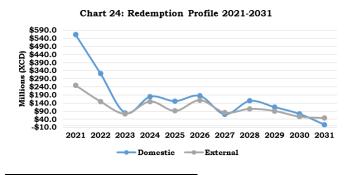
#### 7.3 Contingent Liability Debt by Creditor

The National Insurance Corporation (NIC) held the majority share of the domestic government-guaranteed debt portfolio in 2020 with \$121.1M. The Caribbean Development Bank (CDB) was the second-largest creditor at \$44.0M. The Bank of Saint Lucia and the 1<sup>st</sup> National Bank of Saint Lucia held \$12.8M and \$11.0M. The EXIM Bank of the ROTC contributed \$17.6M while the CARICOM Development Fund contributed \$4.6M. (Chart 23)



#### 8. Redemption Profile4

A maturity (redemption) profile shows the evolution of the GoSL's debt stock based on the time remaining to the scheduled maturity. Chart 23 shows the 10-year maturity profile of the central government debt stock. The redemption profile is dominated by large debt service payments during 2021 and 2022 but is distributed more homogeneously from 2023-2031. (Chart 24)



<sup>&</sup>lt;sup>4</sup> Excluding government guarantees

#### 9. Financing in 2020/21<sup>5</sup>

As of March 2021, the actualised central government financing was less than the amounts approved in the 2020/21 budget estimates. The GoSL gross financing needs for 2020/21 totalled \$1,347.8M. 78.0% of the gross financing needs were sourced from external sources with the remaining 22.0% from the domestic market. As of March 2021, total funding amounted to \$1,155.8M, of which new financing was \$557.3M

, \$2.6M below the approved estimates. Loans receipts were \$15.9M above the approved amount though more than 70.0% of these receipts were sourced from concessional and external loans from multilateral institutions (IMF, WB and CDB) and bilateral sources as an emergency and policy-based budgetary support to partly fill the funding gap arising from the pandemic-induced drop in revenue collections.

The COVID-19 pandemic has caused high levels of uncertainty in the market over the last year. While the Government of Saint Lucia remained the major player on the RGSM platform, the Covid-19 pandemic

| Table 2: Financing in 2020/21 |                              |                              |                   |  |  |  |  |  |  |
|-------------------------------|------------------------------|------------------------------|-------------------|--|--|--|--|--|--|
|                               | Approved<br>Funding<br>(\$M) | Actual as at March 2021(\$M) | Variance<br>(\$M) |  |  |  |  |  |  |
|                               | New Financing                |                              |                   |  |  |  |  |  |  |
| Bonds/Notes                   | 267.1                        | 220.8                        | -46.3             |  |  |  |  |  |  |
| Treasury Bills                | 0.0                          | 27.7                         | 27.7              |  |  |  |  |  |  |
| Loans                         | 292.8                        | 308.7                        | 15.9              |  |  |  |  |  |  |
| Sub-Total                     | 559.9                        | 557.3                        | -2.6              |  |  |  |  |  |  |
| ]                             | Rollover Fi                  | nancing                      |                   |  |  |  |  |  |  |
| Bonds/Notes                   | 434.0                        | 299.8                        | -134.2            |  |  |  |  |  |  |
| Treasury Bills                | 353.9                        | 298.8                        | -55.1             |  |  |  |  |  |  |
| Sub-Total                     | 787.9                        | 598.6                        | -189.3            |  |  |  |  |  |  |
| Grand Total                   | 1347.8                       | 1155.8                       | -192.0            |  |  |  |  |  |  |

induced an economic downturn lessening the number and value of bids on the RGSM platform. Six Treasury bill and one bond issues were fully or oversubscribed. The RGSM and private placement platforms remain vital funding sources. A total of \$220.8M was raised in new financing from bonds and notes. No new Treasury bill issuances were planned however, \$27.7 million was derived from additional subscriptions. (Table 2)

<sup>&</sup>lt;sup>5</sup> Information on government financing reported on a fiscal year basis.

#### Annex

#### Annex 1 Covid-19 Loans

As a small, open economy Saint Lucia bore the brunt of the shattering economic effects of the global Covid-19 pandemic. Drastically lowered revenues and a worsening public health situation forced the Government of Saint Lucia to seek assistance from its Bilateral and Multilateral partners to alleviate the economic strain. The GoSL approved US\$124.9M for Covid-19 response and recovery efforts. To date, the drawdowns on these loans have amounted to US\$61.6M or 49.2% of the total borrowed. The IMF, World Bank, The Republic of China on Taiwan and The Caribbean Development Bank has assisted the GoSL. (Table 1)

|                        | Table 1: Covid-19 Response Loans           |                   |                   |          |                 |                   |                            |  |  |
|------------------------|--------------------------------------------|-------------------|-------------------|----------|-----------------|-------------------|----------------------------|--|--|
| Creditor               | Title                                      | Agreement Date    | Maturity Date     | Currency | Amount<br>(\$M) | XCD<br>Equivalent | Disbursed to<br>Date (\$M) |  |  |
| International Monetary |                                            |                   |                   |          |                 |                   |                            |  |  |
| Fund                   | Rapid Credit Facility                      | April 20, 2020    | April 20, 2030    | USD      | 29.2            | 78.8              | 78.8                       |  |  |
| Caribbean Development  | 60/SFR Coronvirus Disease 2019 Emergency   |                   |                   |          |                 |                   |                            |  |  |
| Bank                   | Response Support Loan                      | July 31, 2020     | June 30, 2045     | USD      | 10.7            | 28.9              | 6.0                        |  |  |
| International          |                                            |                   |                   |          |                 |                   |                            |  |  |
| Development            | Additional Financing for the Health System |                   |                   |          |                 |                   |                            |  |  |
| Association            | Strengthening Project - IDA67290           | November 16, 2020 | May 31, 2060      | USD      | 5.0             | 13.5              | 0.0                        |  |  |
| Caribbean Development  | 38/SFR Coronavirus Disease 2019 Crisis     |                   |                   |          |                 |                   |                            |  |  |
| Bank                   | Response Policy Based Loan                 | November 22, 2020 | December 31, 2045 | USD      | 30.0            | 81.0              | 81.0                       |  |  |
| Export-Import Bank of  |                                            |                   |                   |          |                 |                   |                            |  |  |
| the Repubulic of China | COVID-19 Response Project - Loan           |                   |                   |          |                 |                   |                            |  |  |
| on Taiwan              | #60021840006                               | December 22, 2020 | June 27, 2041     | USD      | 20.0            | 54.0              | 0.0                        |  |  |
| Eastern Caribbean      | St Lucia Covid-19 Response Recovery and    |                   |                   |          |                 |                   |                            |  |  |
| Central Bank           | Resiliance development policy financing    | April 30, 2020    | November 15, 2060 | USD      | 30.0            | 81.0              | 0.0                        |  |  |
|                        |                                            |                   |                   |          | 124.9           | 337.2             | 165.8                      |  |  |

#### **Annex 2 Debt Sustainability Indicators**

| Table 2: Debt Sustainability Indicators     |         |         |         |          |          |  |  |  |
|---------------------------------------------|---------|---------|---------|----------|----------|--|--|--|
|                                             | 2016    | 2017    | 2018    | 2019     | 2020     |  |  |  |
| Total Debt to GDP (in per cent)             | 61.00%  | 58.90%  | 59.30%  | 59.60%   | 86.50%   |  |  |  |
| Debt Service Ratio (in per cent)            | 17.24%  | 27.02%  | 27.01%  | 21.34%   | 28.08%   |  |  |  |
| External Debt Service Ratio (in per cent)   | 33.11%  | 55.70%  | 51.70%  | 56.90%   | 48.13%   |  |  |  |
| Domestic Debt Service Ratio (in per cent)   | 66.89%  | 44.30%  | 48.30%  | 43.10%   | 51.87%   |  |  |  |
| External Debt to exports (in per cent)      | 577.84% | 757.30% | 684.38% | 1137.23% | 1306.00% |  |  |  |
| Short term debt to total debt (in per cent) | 14.53%  | 14.26%  | 11.01%  | 9.63%    | 8.77%    |  |  |  |

#### **Annex 3 Fiscal and Real Sector Indicators**

| Table 3: Fiscal and Real Sector Indicators |          |          |          |          |          |  |  |  |  |
|--------------------------------------------|----------|----------|----------|----------|----------|--|--|--|--|
|                                            | 2016     | 2017     | 2018     | 2019     | 2020     |  |  |  |  |
| Total Revenue and Grants                   | 968.9    | 1,034.9  | 1,157.8  | 1,187.9  | 923.3    |  |  |  |  |
| Current Revenue                            | 915.4    | 983.2    | 1,134.2  | 1,144.7  | 890.7    |  |  |  |  |
| Total Expenditure                          | 1,117.7  | 1,140.0  | 1,195.0  | 1,378.7  | 1,403.2  |  |  |  |  |
| Current Expenditure                        | 868.3    | 900.1    | 1,035.6  | 1,177.9  | 1,161.7  |  |  |  |  |
| Current Account Balance                    | 47.2     | 83.2     | 98.6     | -33.2    | -271.0   |  |  |  |  |
| Primary Balance                            | -40.9    | 35.5     | 129.8    | -20.0    | -314.9   |  |  |  |  |
| Overall Balance                            | -148.8   | -105.1   | -37.2    | -190.8   | -479.9   |  |  |  |  |
| Memo items                                 |          |          |          |          |          |  |  |  |  |
| Nominal GDP at Market Prices (EC\$M)       | 4,380.60 | 4,416.30 | 5,039.32 | 5,720.70 | 4,365.30 |  |  |  |  |
| Merchandise Exports (EC\$M)                | 247.27   | 215.68   | 236.36   | 221.50   | 149.10   |  |  |  |  |
| Merchandise Imports (EC\$M)                | 1,539.08 | 1,637.52 | 1,769.67 | 1,615.58 | 1,362.20 |  |  |  |  |

#### Annex 4 Debt Portfolio Risk Indicators 2016-2020

| Table 4: Debt Portfolio Risk Indicators 2016-2020 |          |          |          |          |          |                    |  |  |
|---------------------------------------------------|----------|----------|----------|----------|----------|--------------------|--|--|
| Particulars                                       | 2016     | 2017     | 2018     | 2019     | 2020     | Annual<br>Change % |  |  |
| Total Public Debt (XCD)                           | 3,048.76 | 3,159.09 | 3,292.15 | 3,416.87 | 3,773.80 | <b>X</b> 10.45     |  |  |
| External Debt                                     | 1,428.83 | 1,633.34 | 1,617.60 | 1,689.65 | 1,947.24 | <b>×</b> 15.25     |  |  |
| Domestic Debt                                     | 1,619.92 | 1,525.75 | 1,674.55 | 1,727.22 | 1,826.56 | <b>≭</b> 5.75      |  |  |
| Central Government Debt (XCD)                     | 2,902.22 | 2,983.47 | 3,108.14 | 3,224.73 | 3,561.12 | <b>X</b> 10.43     |  |  |
| External Debt                                     | 1,387.86 | 1,590.89 | 1,580.48 | 1,640.52 | 1,880.96 | <b>X</b> 14.66     |  |  |
| Domestic Debt                                     | 1,514.36 | 1,392.58 | 1,527.65 | 1,584.22 | 1,680.17 | <b>≭</b> 6.06      |  |  |
| Government Guaranteed Debt (XCD)                  | 169.19   | 193.81   | 198.19   | 192.82   | 212.68   | <b>×</b> 10.30     |  |  |
| External Debt                                     | 105.56   | 133.17   | 146.90   | 143.00   | 145.58   | X 1.80             |  |  |
| Domestic Debt                                     | 63.63    | 60.64    | 51.29    | 49.81    | 67.11    | <b>×</b> 34.72     |  |  |
| Total Domestic Debt by Instrument (XCD)           | 1,619.92 | 1,525.75 | 1,674.55 | 1,727.22 | 1,826.56 | × 5.75             |  |  |
| Loans                                             | 293.73   | 357.13   | 393.66   | 363.26   | 367.27   | X 1.11             |  |  |
| Bonds                                             | 1,095.84 | 951.65   | 1,164.52 | 1,222.58 | 1,338.74 | × 9.50             |  |  |
| Treasury Bills                                    | 230.35   | 216.98   | 116.37   | 141.38   | 120.55   | <b>√</b> -14.73    |  |  |
| Total External Debt by Instrument (XCD)           | 1,428.83 | 1,633.34 | 1,617.60 | 1,689.65 | 1,947.24 | X 15.25            |  |  |
| Loans                                             | 702.92   | 714.18   | 677.87   | 754.10   | 1,055.59 | <b>×</b> 39.98     |  |  |
| Bonds                                             | 505.84   | 638.84   | 693.73   | 733.15   | 681.46   | <b>√</b> -7.05     |  |  |
| Treasury Bills                                    | 220.08   | 280.32   | 246.00   | 202.40   | 210.19   | <b>×</b> 3.85      |  |  |
| Foreign Currency Risk (%)                         |          |          |          |          |          |                    |  |  |
| % of debt in Local Currency XCD                   | 58.19    | 59.22    | 61.46    | 59.77    | 55.59    | <b>×</b> -6.99     |  |  |
| % of debt in USD                                  | 33.09    | 32.01    | 30.50    | 32.81    | 35.08    | <b>√</b> 6.91      |  |  |
| % of debt in EUR                                  | 0.41     | 0.38     | 0.28     | 0.20     | 0.13     | <b>√</b> -34.53    |  |  |
| % of debt in KWD                                  | 0.82     | 0.70     | 0.59     | 0.48     | 0.39     | <b>√</b> -19.28    |  |  |
| % of debt in SDR                                  | 7.49     | 7.69     | 7.17     | 6.74     | 8.81     | <b>×</b> 30.79     |  |  |
| Total Debt Service (XCD)                          | 755.10   | 1,193.10 | 1,361.00 | 1,145.10 | 1,225.66 | <b>×</b> 7.04      |  |  |
| External                                          | 250.00   | 664.50   | 703.60   | 651.60   | 589.86   | <b>√</b> -9.48     |  |  |
| Domestic                                          | 505.10   | 528.60   | 657.40   | 493.50   | 635.80   | <b>×</b> 28.83     |  |  |
| Interest                                          | 278.30   | 148.80   | 159.90   | 165.40   | 154.93   | <b>√</b> -6.33     |  |  |
| Principal                                         | 476.80   | 1,044.30 | 1,201.10 | 979.70   | 1,070.73 | <b>×</b> 9.29      |  |  |
| Interest Rate Structure (%)                       |          |          |          |          |          |                    |  |  |
| Fixed Rate                                        | 95.68    | 93.77    | 92.89    | 91.97    | 89.10    | <b>≭</b> -3.12     |  |  |
| Variable Rate                                     | 3.77     | 5.68     | 6.70     | 7.62     | 8.30     | <b>×</b> 8.92      |  |  |
| Interest Free                                     | 0.55     | 0.56     | 0.42     | 0.41     | 2.60     | <b>√</b> 534.15    |  |  |
| Risk Indicators                                   |          |          |          |          |          |                    |  |  |
| ATM (Years)                                       | 4.93     | 5.00     | 5.40     | 5.13     | 5.68     | <b>10.65</b>       |  |  |
| Maturing in 1 year (%)                            | 25.70    | 24.66    | 18.30    | 18.24    | 22.30    | <b>×</b> 22.26     |  |  |
| ATR (Years)                                       | 4.10     | 4.54     | 4.90     | 5.13     | 5.55     | <b>√</b> 8.29      |  |  |
| WACD (%)                                          | 5.31     | 5.26     | 5.30     | 5.16     | 4.85     | <b>√</b> -6.01     |  |  |