



**Department of Municipal Affairs** and Housing

Municipal Profile and Financial Condition Indicators Results

2021-22

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## Introduction

The Department of Municipal Affairs and Housing compiles municipal indicators on behalf of the Nova Scotia Government and the Association of Municipal Administrators of Nova Scotia (AMANS) that focus on three areas:

- financial matters;
- · administration of the municipality; and
- characteristics of the community.

This report creates a snapshot from those financial and demographic statistics to help community members and decision makers better understand:

- · the municipality in which they live;
- the municipality's key characteristics; and
- the municipality's financial risks.

For example, the snapshot makes it easy to:

- compare the Three-Year Change in Tax Base indicator to understand the municipality's revenue growth in comparison to cost of living; and
- use the change in population to indicate whether a community's population is growing or declining and its potential impact on municipal revenues and expenses.



## **Chapter 1 - Municipal Profile**

Municipalities are diverse and operate within unique demographic and economic characteristics. These characteristics have a significant impact on municipal performance and subsequent strategies required to ensure a sustainable environment. This chapter outlines the unique demographic and economic characteristics of the Municipality, specifically its composition, population trends, demographics, median household income levels, employment rates, and educational attainment. The municipal profile trends could have impacts on the current and potential future tax base for a municipality.



## **About the Municipality**

Located in: Guysborough County

Approximate size: 2,115 km<sup>2</sup>

Number of dwellings\*: 3,719

Government: 8 Elected councillors (including the Warden)

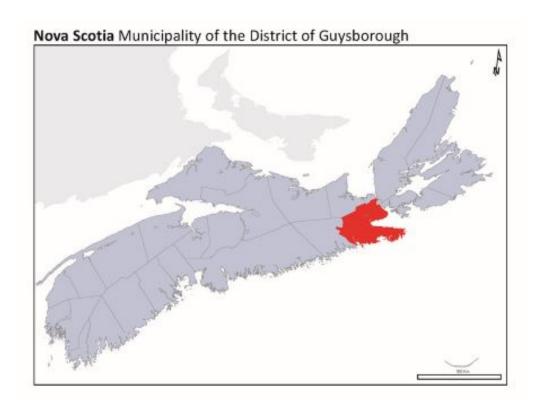


Figure 1 - Location of Municipality

## **Population Highlights**

Municipal Population 2021 Census: 4,585

Percent of Provincial population: 0.48%

Municipal Population 5-year trend: -1.82%

County's 5-year trend: -6.07%

Since the last census in 2016, -85 fewer people live in the Municipality

#### Population Change from 2016 to 2021

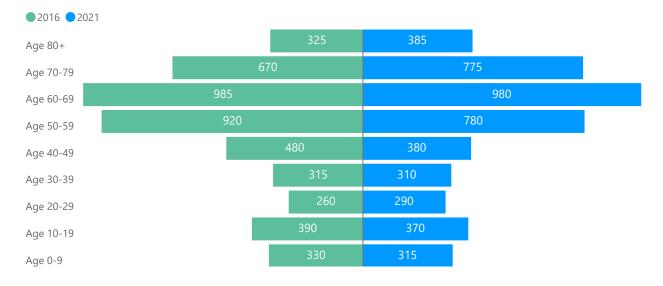


Figure 2 - Population Change from 2016 to 2021 (rounded to nearest five). Source: Statistics Canada

## **Population Trends**

20-year trend: Declining (supported by Figure 3 below)

Highest Age Bracket: 60-69 years of age (supported by Figure 4 below)

#### Population Trend from 2001 to 2021

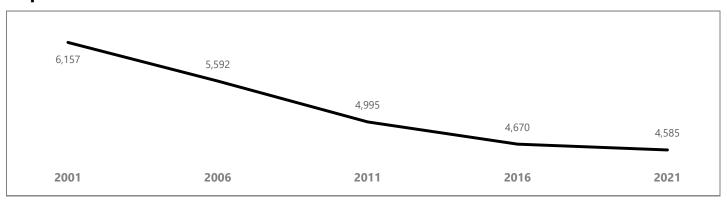


Figure 3 - Population from 2001-2021. Source: Statistics Canada

### Population Change from 2016 to 2021

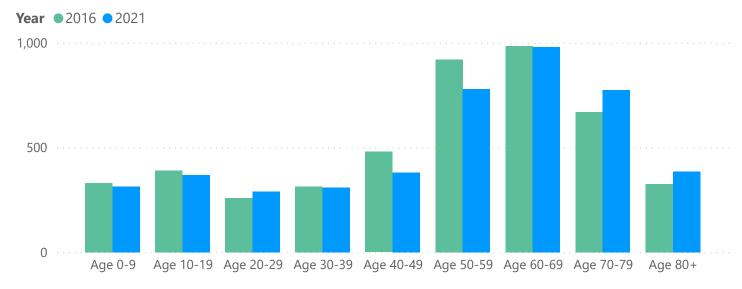


Figure 4 - Population by Age Group from 2016 to 2021. Source: Statistics Canada

## **Population Comparison**

#### Comparison of the Municipality of the District of Guysborough vs. the Rural Average

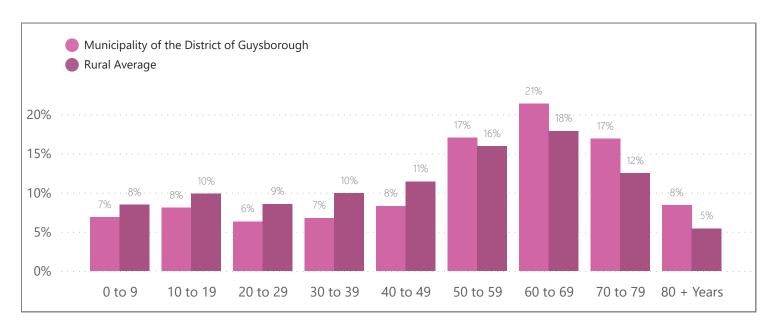


Figure 5 - Population by Age Group. Source: Statistics Canada

## Comparison of the Municipality of the District of Guysborough vs. the Provincial Average

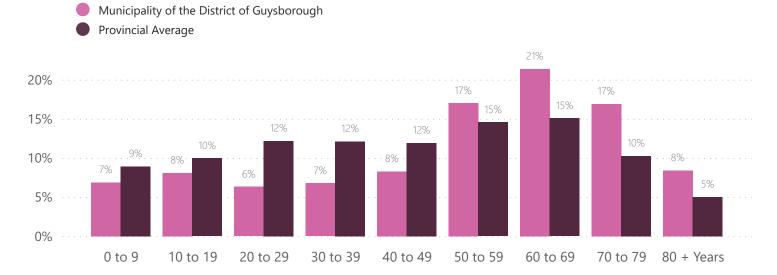


Figure 6 - Population by Age Group. Source: Statistics Canada

## **Age Group Comparison**

#### **Population Age Groups**

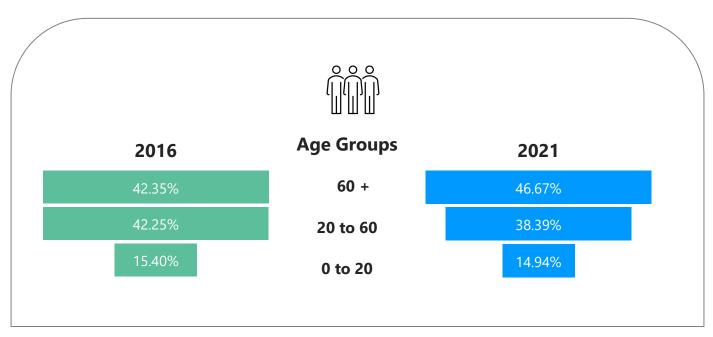


Figure 7 - Population by Age Group 2016 vs 2021. Source: Statistics Canada

### **Generational Groups**

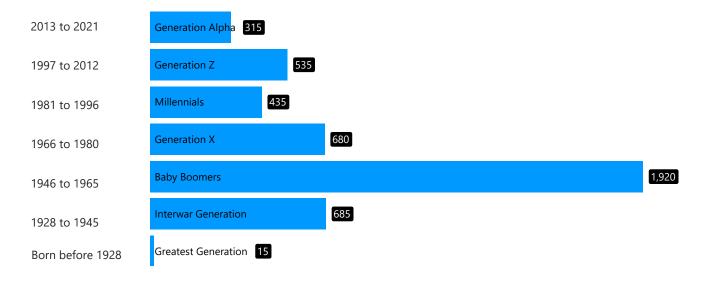


Figure 8 - Population by Generation for 2021 (rounded to nearest five). Source: Statistics Canada

#### **Economic Indicators**

Along with population trends, employment rates and median household income are important economic indicators. Education levels can also play a crucial role in economic and social progress and can help improve income distribution. These factors provide an indication of the wellbeing of the economy and labour force. The educational level noted in the chart below represents the percentage of population, aged 15 and over, who have education beyond a high school diploma.

	2016 Census	2021 Census	+/-	Provincial Average
Median household Income:	\$48,000	\$54,000	\$6,000	\$61,724
Employment rate:	37.3%	38.0%	0.7%	46.2%
Education level:	42.8%	41.7%	-1.1%	50.5%

Figure 9 - 2021 Census; Source: Statistics Canada

Median household Income: Municipality of the District of Guysborough median household income

increased since 2016.

Employment rate: The employment rate at the Municipality of the District of Guysborough

increased since 2016.

Education level: The education level at the Municipality of the District of Guysborough

decreased since 2016.

## **Chapter 2 - Assessment Information**

Since property taxes are a primary source of revenue for most municipalities, special emphasis has been placed on reviewing assessment trends. For more information about the following financial indicators, please refer to Chapter 4 - Financial Condition Indicators.

Three-year change in

Tax Base (Uniform Assessment<sup>1</sup>): -14.9% The Municipality experienced negative growth

Reliance on a Single Business or Institution: 7.3% Not dependent (Low Risk)

Residential Tax Effort: 1.4% Has some flexibility (Low Risk)

The line graphs below show the five-year trend of residential and commercial portion of the municipality's taxable assessment.

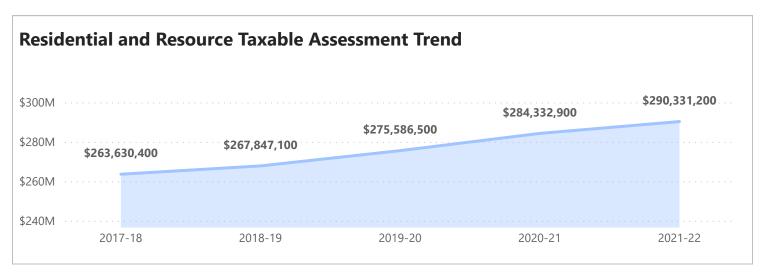


Figure 10 - Residential taxable assessment over the last five years. Source: 2017-18 to 2021-22 Statement of Estimates - Assessment

#### **Commercial Taxable Assessment Trend**

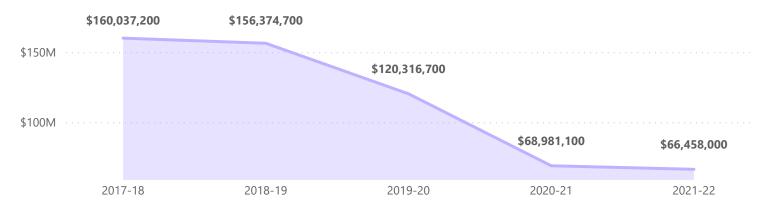


Figure 11 - Commercial taxable assessment over the last five years. Source: 2017-18 to 2021-22 Statement of Estimates - Assessment

<sup>&</sup>lt;sup>1</sup> Uniform assessment is the value of a municipality's taxable property assessment plus the capitalized value of payments in lieu of taxes.

## **Chapter 3 - Financial Information**

#### **General Overview**

Audited financial statements are presented on a consolidated basis. These consolidated financial statements present all municipal entities as one single reporting entity:

- all the individual funds managed by the Municipality
- organizations or enterprises that the Municipality owns or controls, such as:
  - Canso Seaside Manor, Milford Haven Corporation

The Municipality's non-consolidated financial statements present the individual funds managed by the Municipality, such as the General Operating Fund, General Capital Fund, Non-operating Reserve Fund, Operating Reserve Fund and, if applicable, Water Operating Fund, Water Capital Fund, Water Reserve Fund, Electric Operating Fund, Electric Capital Fund, and Electric Reserve Fund. Non-consolidated financial statements are reconciled but not audited<sup>2</sup>.

#### **Financial Reporting Compliance**

Legislated Requirements

Submitted before deadline<sup>3</sup>:

<ul> <li>Audited Consolidated Financial Statements</li> </ul>	Yes
<ul> <li>Financial Information Return (FIR)</li> </ul>	No
<ul> <li>Statement of Estimates - Assessment (SOE-A)</li> </ul>	Yes
<ul><li>Statement of Estimates - Budget (SOE-B)</li></ul>	Yes
Management Letter/Internal Control Letter	Yes
<ul> <li>Summary Report of Expenses</li> </ul>	No
<ul> <li>Summary Report of Hospitality Expenses</li> </ul>	No

Financial Statements include:

Unqualified Audit Opinion Elected Officials remuneration and expenses Yes

Expense and Hospitality report posted online quarterly Yes

<sup>&</sup>lt;sup>2</sup> Please be advised that, although the Department of Municipal Affairs and Housing reconciles, at a high level, a municipality's non-consolidated financial statements to the consolidated financial statements, the non-consolidated financial statements are usually not audited nor presented in full accordance with Canadian public sector accounting standards.

<sup>&</sup>lt;sup>3</sup> Annually, municipalities are required to submit their financial information by Sept 30th.

## **Financial Highlights**

#### Revenue

Total consolidated revenue: \$16.7 Million

Revenue generated from own source revenue\*: \$15.1 Million

Total general operating revenue: \$15.0 Million

Largest general operating revenue: 36% Services provided to other governments

#### **Expenses**

Total consolidated expenses: \$16.6 Million

Total general operating expenses: \$12.7 Million

Largest general operating expense: 25% Environmental health services

#### **Annual Surplus**

Annual consolidated surplus (deficit): \$141.6 Thousand

Consolidated accumulated surplus (deficit): \$66.6 Million

Annual general operating surplus (deficit): NIL

#### **Debt**

Total consolidated long-term debt: \$7.6 Million

Total general capital fund long-term debt: \$6.9 Million

General operating fund bank indebtedness: \$0

<sup>\*</sup> Total consolidated revenue excluding government transfers

#### Revenue

## \$16.7M

#### 2021-22 Consolidated Revenue

Total consolidated revenue: \$16.7 Million

Largest revenue: \$5.3 Million Services provided to other governments

Revenue generated from own source revenue: 90%

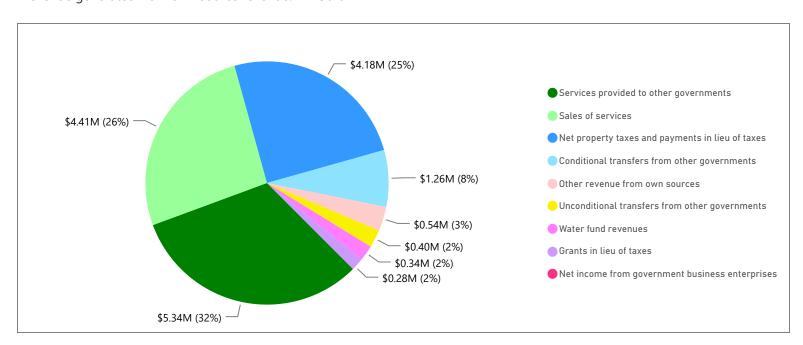
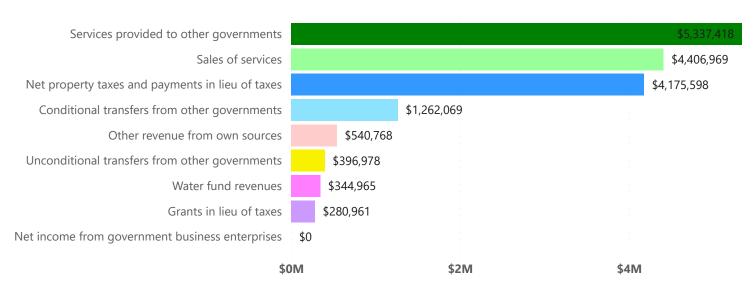


Figure 11 - Consolidated Revenue Source: 2021-22 Financial Information Return

The graphs above and below show the Municipality's consolidated revenue divided into categories.

#### **Consolidated Revenue**



#### Revenue

## \$15.0M

### 2021-22 General Operating Revenue

Total general operating revenue: \$15.0 Million

Largest general operating revenue: 36% Services provided to other governments

Uncollected Taxes Financial Condition Indicator (FCI): 4.1%

Reliance on Government Transfers (FCI): 2.2%

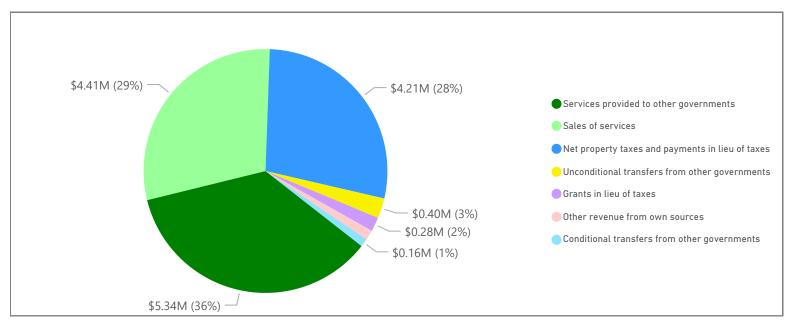
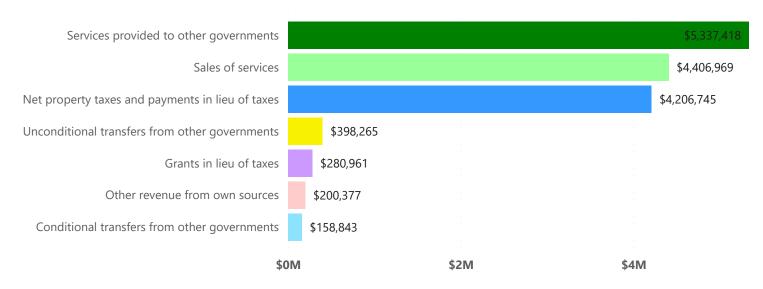


Figure 12 - General Operating Fund Revenue: 2021-22 Financial Information Return

The graphs above and below show the Municipality's general operating fund revenue divided into categories.

#### **General Operating Revenue**



### **Expenses**

## \$16.6M

### **2021-22 Consolidated Expenses**

Total consolidated expenses: \$16.6 Million

Largest expense: 30% Environmental health services

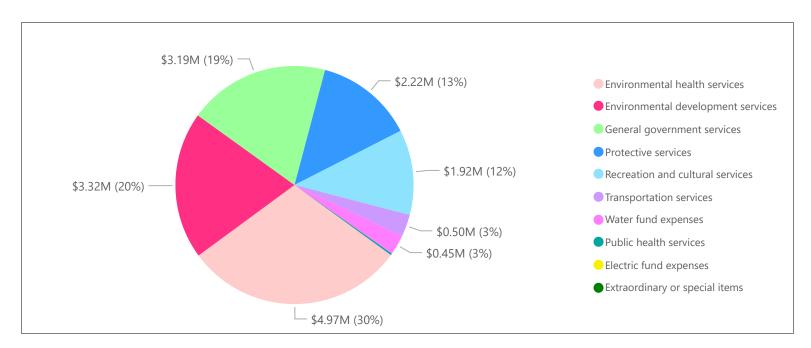
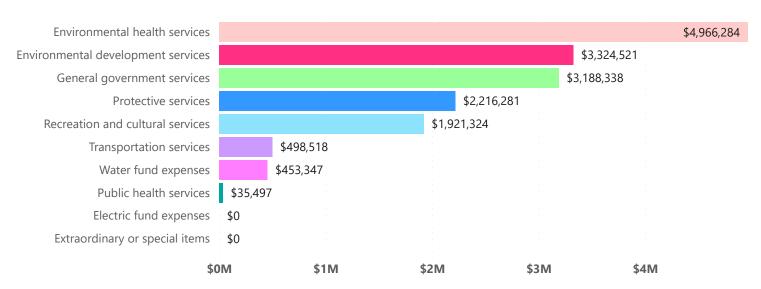


Figure 13 - Consolidated Expenses Source: 2021-22 Financial Information Return

The graph above and table below show the Municipality's consolidated expenses divided into categories.

#### **Consolidated Expenses**



### **Expenses**

## \$12.7M

#### **2021-22 General Operating Expenses**

Total general operating expenses: \$12.7 Million

Largest general operating expense: 25% Environmental health services

General operating reserves as a percentage of total general operating expenses:

89.7%

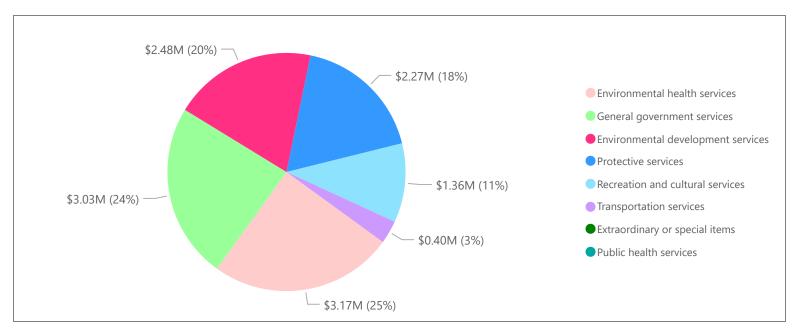
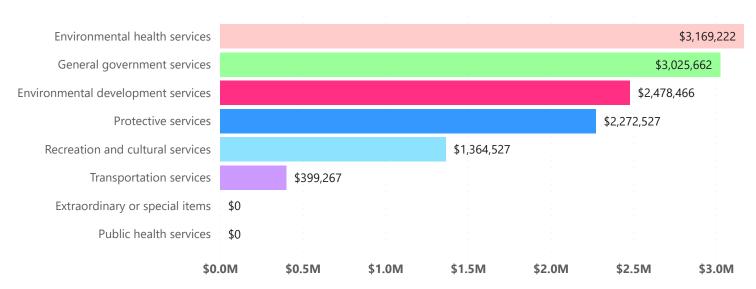


Figure 14 - General Operating Fund Expenses: 2021-22 Financial Information Return

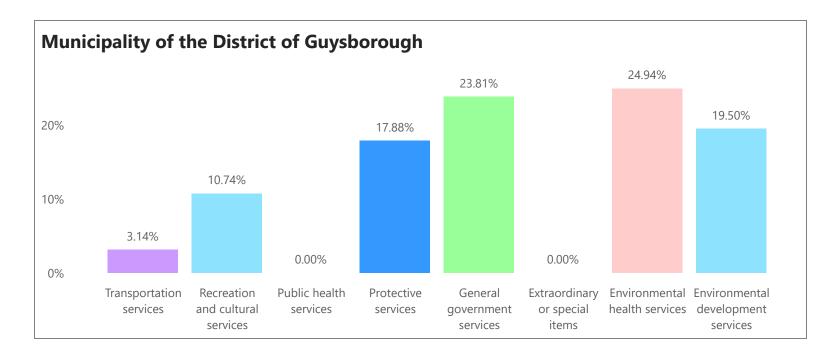
The graph above and table below show the Municipality's general operating fund expenses divided into categories.

#### **General Operating Expenses**

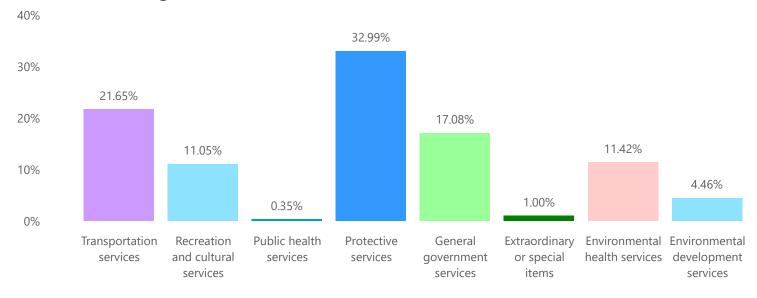


# 2021-22 General Operating Expenses Comparison to the Provincial Average

The graph below shows the expense by function for the municipal operations or General Operating Fund expenses compared to the Provincial Average.



#### **Provincial Average**



<sup>\*</sup> Please note, these results do not include details from the Town of Mahone Bay due to outstanding financial reporting.

Figure 15 - Comparison of General Operating Fund Expenses to Provincial Average. Source: 2021-22 Financial Information Return

## **Accumulated Surplus (Deficit)**

Annual surplus (deficit): Revenue - Expenses

Note: Annual surplus (deficit) is added to the accumulated surplus (deficit)

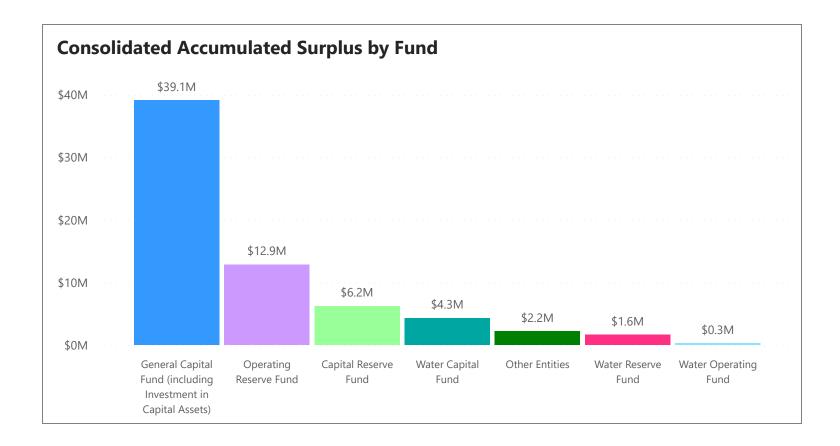
Annual consolidated surplus (deficit): \$141.6 Thousand

Consolidated accumulated surplus (deficit): \$66.6 Million

Annual general operating surplus (deficit): NIL

Number of Deficits in the Last 5 Years Financial

Condition Indicator (FCI):



0

Figure 16 - Consolidated Accumulated Surplus by Fund. Source: 2021-22 Financial Information Return

## Debt

Total consolidated long-term debt:	\$7.6 Million
Total general capital fund long-term debt:	\$6.9 Million
Debt Service Financial Condition Indicator (FCI):	6.8%
Operating fund bank indebtedness:	\$0
Outstanding Operating Debt FCI (as a percentage of Net Property Taxes/Payment in Lieu of Taxes, Grants in Lieu of Taxes and Government Transfers):	0.0%

# **Chapter 4 - Financial Condition Indicators: House Model**

The Financial Condition Indicators (FCIs) condense multiple sources of information into a single visual "House Model" graph. The House Model gives a quick visual of a municipality's strengths and possible areas where a municipality may want to focus its attention.

#### The Model:

The Model consists of twelve indicators organized into base, structure and roof, focusing on:

- Base: Three indicators relating to internal and external factors that could impact the municipality's revenue stream.
- Structure: Five financial indicators that concern management and debt; and
- Roof: Four key performance indicators, that reflect the municipality's ability to meet current and future needs in a balanced and independent manner.

#### **Risk thresholds:**

Each indicator is assessed against a risk threshold:

- low risk (green);
- moderate risk (yellow); and
- high risk (red).

#### Overall assessment:

The Department calculates an overall assessment for fiscal instability:

- low risk (green): 9-12 FCIs meet low risk threshold;
- moderate risk (yellow): 7-8 FCIs meet low risk threshold; and
- high risk (red): 6 or less FCIs meet low risk threshold.

#### **For Comparison:**

Prior years included the 5-Year Budget Accuracy as a financial condition indicator. Due to the impact of COVID-19, use of the 5-Year Budget Accuracy indicator has been suspended for 2020-2021 and 2021-2022. Its future inclusion or possible replacement will be re-evaluated for the 2022-2023 municipal reports.

#### **Overall Assessment**

**Overall Assessment for:** Municipality of the District of Guysborough

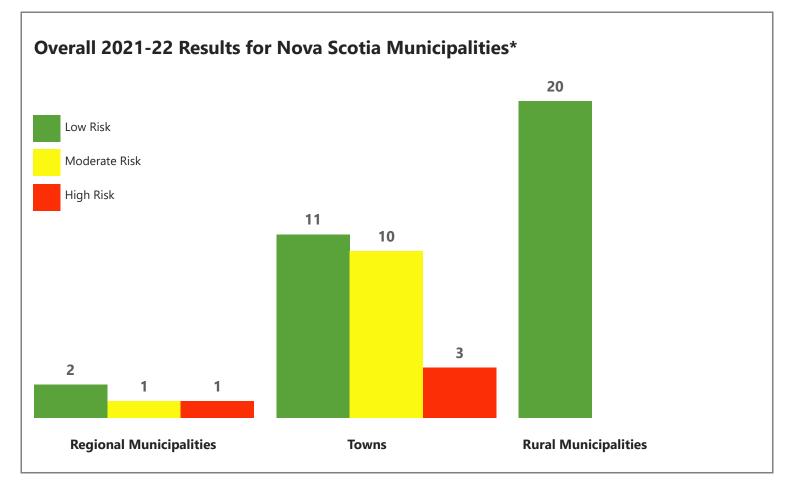
#### **Financial Condition:**

Low Risk

The overall Financial Conditions Index assessment for the Municipality of the District of Guysborough is Low Risk.

This means that while the Municipality might face some challenges, it is considered low risk for fiscal instability.

**Comparison:** The majority of Municipalities are at low risk (see chart below).



<sup>\*</sup> Please note, these results do not include details from the Town of Mahone Bay due to outstanding financial reporting.

## **Financial Condition Indicators Highlights for 2021-22**

Overall Assessment Green (Low Risk)

The overall Financial Conditions Index assessment for the Municipality of the District of Guysborough is Green (Low Risk).

This means that while the Municipality might face some challenges, it is considered low risk for fiscal instability.

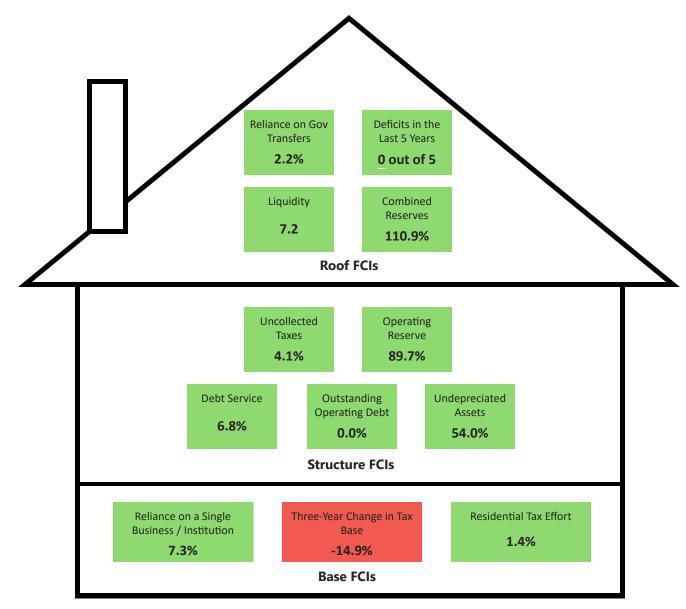
As shown in the House model below, the Municipality of the District of Guysborough's FCIs are comprised of:

Low Risk **(green)**: 11 Indicators

Moderate Risk (yellow): 0 Indicators

High Risk (red): 1 Indicators

Individual FCI results are presented in the House below and are compared to last year's result on the next page.



## **Two-Year Comparison of Financial Condition Indicators**

BASE	2020-21	2021-22	+/-
Reliance on a Single Business or Institution	8.6%	7.3%	-1.3%
Three-Year change in Tax Base	-3.7%	-14.9%	-11.2%
Residential Tax Effort	1.5%	1.4%	-0.1%
STRUCTURE	2020-21	2021-22	+/-
Uncollected Taxes	4.3%	4.1%	-0.2%
Operating Reserve	91.8%	89.7%	-2.1%
Debt Service	7.0%	6.8%	-0.2%
Outstanding Operating Debt	0.0%	0.0%	0.0%
Undepreciated Assets	56.6%	54.0%	-2.6%
ROOF	2020-21	2021-22	+/-
Reliance on Government Transfers	2.0%	2.2%	0.2%
Number of Deficits in the Last 5 Years	0	0	0
Liquidity	7.0	7.2	0.2
Combined Reserves	109.4%	110.9%	1.5%

<sup>\*</sup>For 3-year Change in Tax Base, CPI change for 2020-21 was 6.7% and for 2021-22 was 12.1%.

## **Base FCI Indicator - Municipal Revenue Dimension**

### **Reliance on a Single Business or Institution**

2021-22 Results: **Low Risk 7.3 %** 

The largest single commercial or institutional account is 7.3 % of the Municipality's total

Uniform Assessment.

What does it mean? The Municipality is showing no vulnerability in this area. The Municipality's tax base is not

dependent on one single business or institution.

Calculation: Taxable assessment value of the largest business or institution

= 7.3%

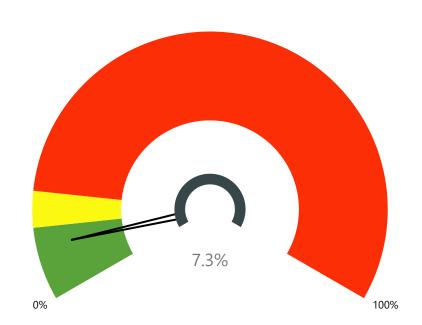
Uniform assessment

Risk Thresholds:

Low: Less than 10%

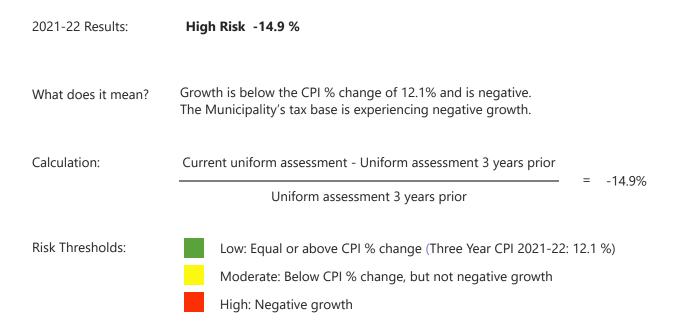
Moderate: 10% to 15%

High: Greater than 15%



## **Base FCI Indicator - Municipal Revenue Dimension**

### **Three-Year Change in Tax Base**



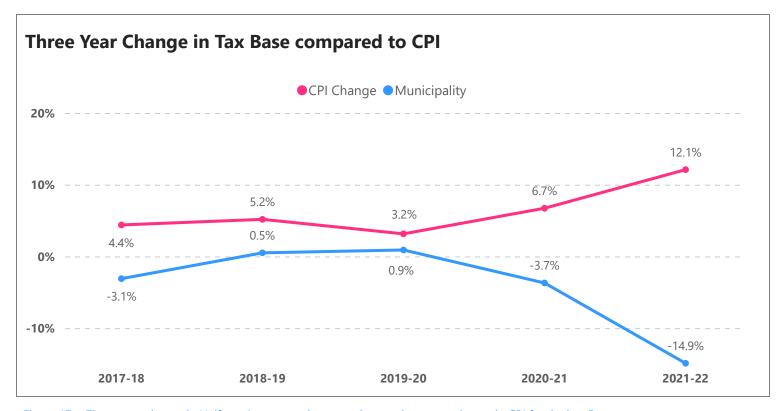


Figure 17 - Three-year change in Uniform Assessment in comparison to three-year change in CPI for the last 5 years. Source: Statement of Estimates-Assessment and Statistics Canada

## **Base FCI Indicator - Municipal Revenue Dimension**

#### **Residential Tax Effort**

2021-22 Results: **Low Risk 1.4 %** 

1.4 % of median household income is required to pay the average tax bill.

What does it mean? The Municipality has some flexibility to increase the taxes, if required.

This indicator helps council assess the affordability of municipal taxes in relation to the

current service levels.

Calculation: Total residential tax revenue per dwelling unit

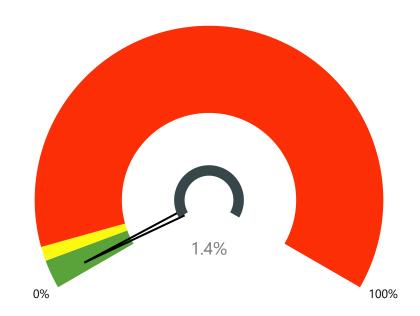
= 1.4%

Median household income

Risk Thresholds: Low: Less than 4%

Moderate: 4% to 6%

High: Greater than 6%



#### **Uncollected Taxes**

What does it mean? The Municipality is managing tax revenue collection.

Calculation:

Total cumulative uncollected taxes

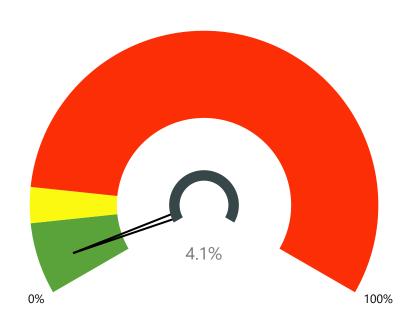
Total taxes billed in current fiscal year

Risk Thresholds:

Low: Less than 10%

Moderate: 10% to 15%

High: Greater than 15%



### **Operating Reserve**

2021-22 Results: **Low Risk 89.7 %** 

What does it mean? The Municipality is setting aside sufficient funds to help mitigate any unforeseen risks or future

needs.

This indicator provides the value of funds set aside for planned future needs, to smooth

expenses, or for unexpected expenses.

Calculation: Total operating reserve fund balance

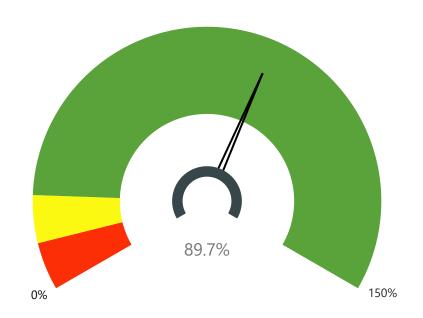
= 89.7%

Total operating expenditures

Risk Thresholds: Low: Greater than 20%

Moderate: 10% to 20%

High: Less than 10%



#### **Debt Service**

2021-22 Results: **Low Risk 6.8 %** 

6.8% of own source revenue is spent on principal and interest payments.

6.8%

What does it mean? With adequate cash flow, the Municipality may have the flexibility to increase borrowing levels

to help finance future capital expenditures.

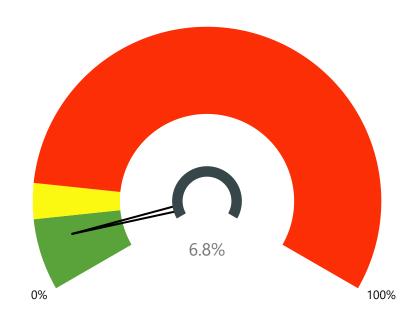
Calculation: Principal and interest paid on long-term debt

Total own source operating revenue

Risk Thresholds: Low: Less than 10%

Moderate: 10% to 15%

High: Greater than 15%



0.0%

## **Outstanding Operating Debt**

2021-22 Results: **Low Risk 0.0 %** 

What does it mean? The Municipality is not carrying any operating debt.

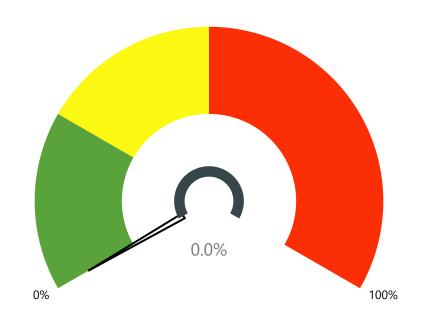
Calculation: Total outstanding operating debt

Total own source operating revenue

Risk Thresholds: Low: Less than 25%

Moderate: 25% to 50%

High: Greater than 50%



### **Undepreciated Assets**

2021-22 Results: **Low Risk 54.0 %** 

What does it mean? This indicator estimates that the Municipality's capital assets have 54.0 %

of their useful life remaining

Municipalities across Canada are facing sufficient infrastructure challenges. This indicates that the Municipality may be experiencing less of an infrastructure challenge than other municipalities.

While this indicator provides an estimate of the useful life left in the Municipality/Town's recorded capital assets, it does not necessarily indicate the condition of those assets. For instance, some older assets could still be in good working condition, while the opposite could also be true.

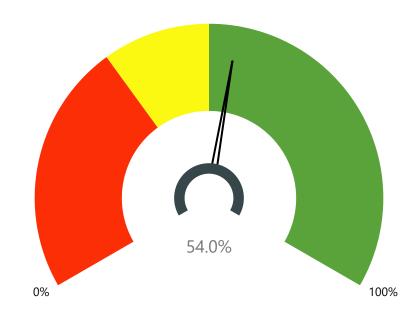
Calculation: Total net book value of capital assets

Gross costs of capital assets

Risk Thresholds: Low: Greater than 50%

Moderate: 35% to 50%

High: Less than 35%



#### **Reliance on Government Transfers**

2021-22 Results: **Low Risk 2.2 %** 

What does it mean? The Municipality is not dependent on another level of government to meet its service

obligations.

Calculation: Total government transfers

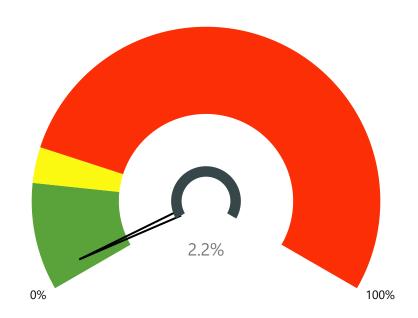
= 2.2%

Total revenue

Risk Thresholds: Low: Less than 15%

Moderate: 15% to 20%

High: Greater than 20%



#### **Number of Deficits in the last 5 Years**

2021-22 Results:

Low Risk: 0 Operating deficit in the last five years

Deficits are important indications of financial health. The result indicates that the Municipality is able to meet its needs in a balanced manner and maintains a balanced budget.

Calculation:

Number of non-consolidated operating deficits in the last five years = 0

Risk Thresholds:

Low: 0 in the last five years

Moderate: 1 or more in the last 5 years

High: 1 or more in the last 2 years with one material deficit (0.5% of operating expenses)

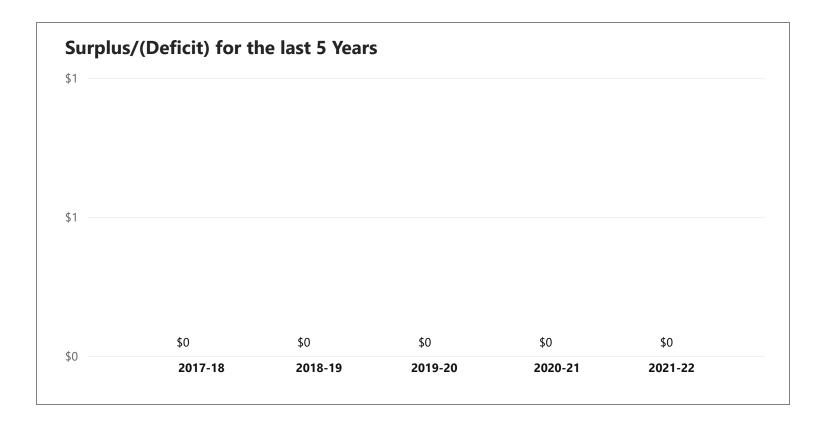


Figure 18 - Annual operating fund surplus (deficit) for the last 5 years. Source: Financial Information Return

## Liquidity

2021-22 Results: **Low Risk 7.2** 

What does it mean? Liquidity is key to financial performance.

The result indicates that the Municipality does not have a cash flow problem and is able

7.2

to meet its service obligations.

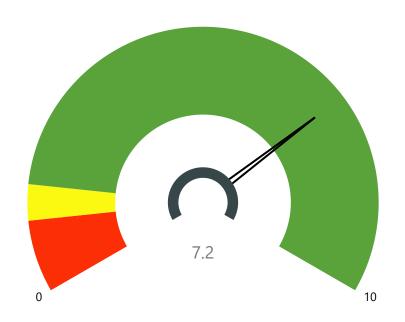
Calculation: Total current financial assets

Total current liabilities

Risk Thresholds: Low: Greater than 1.5

Moderate: 1 to 1.5

High: Less than 1



#### **Combined Reserves**

2021-22 Results: **Low Risk 110.9 %** 

What does it mean? This result indicates that the Municipality does appear to have sufficient reserves needed to

address unexpected events or provide flexibility to address future projects.

Calculation: Reserves are critical components of a municipality's long-term sustainability. This indicator

shows the value of the funds held in the reserves compared to a single year's operation

including amortization expenses.

Risk Thresholds: Total operating and capital reserves

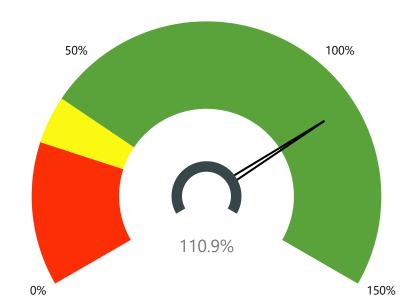
= 110.9%

Total operating expenses plus amortization expense

Low: Greater than 40%

Moderate: 30% to 40%

High: Less than 30%



### **Appendix I - Additional Resources**

Nova Scotia Government's Open Data Portal (data.novascotia.ca)

This portal provides access to various government data in a free, accessible, machine-readable format.

Financial datasets currently published through the Nova Scotia Government's Open Data Portal:

- Consolidated Revenues and Expenses by Municipality
- Municipal Affairs and Housing Funding Programs
- · Farm Land Grant
- Financial Condition Indicators by Municipality
- Municipal Contributions to Roads
- Municipal Financial Capacity Grant
- Municipal Operating Fund- Summary of Revenue and Expenses by Municipality
- Municipal Operating Expenses by Function 10 Year Summary
- Municipal Operating Revenue by Source 10 Year Summary
- Municipal Property Tax Rates
- Nova Scotia Power Grant-in-Lieu
- Uniform Assessment

## **Appendix II - Municipal Website**

The municipal website is municipality.guysborough.ns.ca

A municipality's website can be a helpful resource to access various financial information. Currently, most municipal websites provide:

- Audited Financial Statements
- Approved Operating Budget
- Quarterly Municipal Councilor and CAO Expense Report
- Quarterly Municipal Hospitality Expense Report

#### **Contact Municipal Affairs and Housing**

For more information, for support in action plan development, or to obtain a guide on action plan development: <a href="mailto:municipalfinance@novascotia.ca">municipalfinance@novascotia.ca</a>.

