



Municipal Report

Town of Mulgrave

**Department of Municipal Affairs
and Housing**

Municipal Profile and
Financial Condition Indicators Results

2019


NOVA SCOTIA

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Introduction

The Department of Municipal Affairs and Housing compiles municipal indicators on behalf of the Nova Scotia Government and 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.

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 - Highlights

Municipal Highlights

About the Municipality

Name: Town of Mulgrave
County: Guysborough County
Approximate size: 18 km²
Number of dwellings: 361



Figure 1- Location of Municipality

Population Highlights

Population 2016: 720
Population 5-year trend: -9.3%
County 5-year trend: -6.1%
Demographic trend: Aging

Up to 19 Yrs.	21%
20 to 59 Yrs.	46%
Over 60 Yrs.	33%

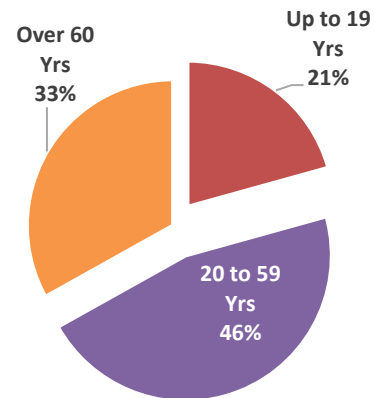


Figure 2 - Age Breakdown

Financial Highlights

Revenue

Total consolidated revenue:	\$2.5 million
Revenue generated from own revenue ¹ :	86%
Total operating revenue:	\$1.9 million
Largest operating revenue:	78%
	Property taxes and payments in lieu of Taxes

Expenses

Total consolidated expenses:	\$2.2 million
Total operating fund expenses:	\$1.7 million
Largest operating fund expense:	32%
	General government services

Annual Surplus

Annual consolidated surplus(deficit):	\$201 thousand
Consolidated accumulated surplus (deficit):	\$8.3 million
Annual operating surplus (deficit):	\$111 thousand

Debt

Total consolidated long-term debt:	\$1.8 million
Total general fund long-term debt:	\$345 thousand
Operating fund bank indebtedness:	0.0

¹ Consolidated revenue excluding government transfers

Financial Condition Indicators Highlights

Overall Assessment Yellow (moderate risk)

The overall Financial Conditions Index assessment for the Town of Mulgrave is yellow (moderate risk). This means that, although the Municipality has a few challenges, it is considered moderate risk for fiscal instability.

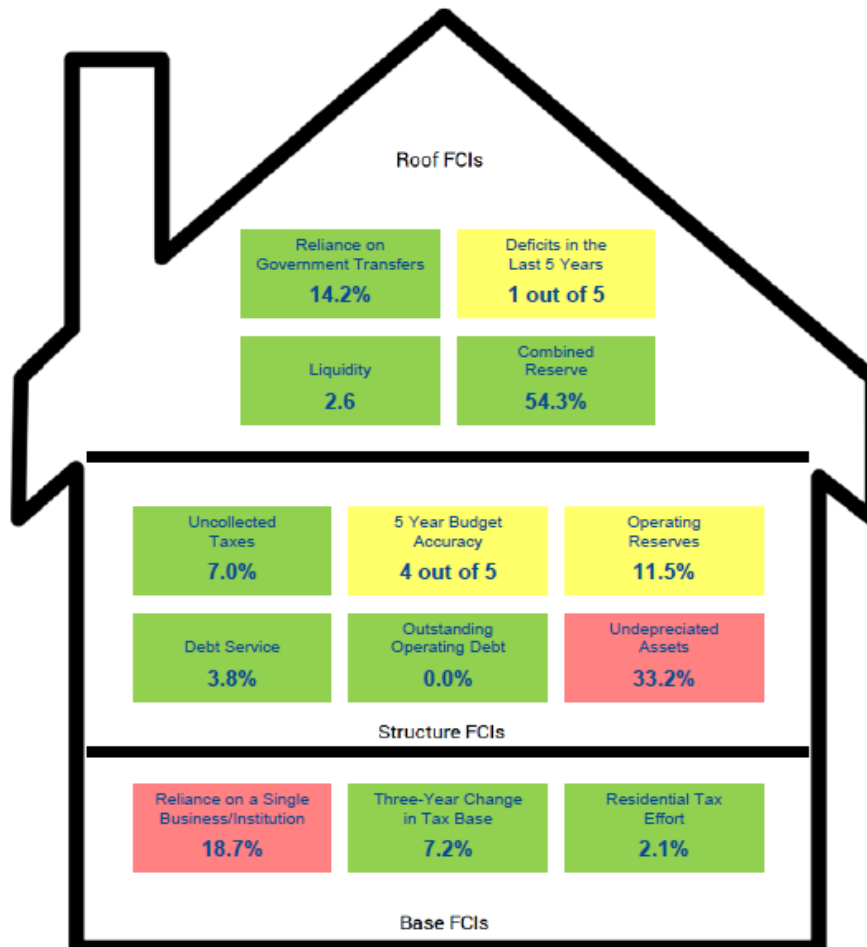
As shown in the House model below, Mulgrave's FCIs are comprised of:

Low risk (green): 8 indicators







Moderate risk (yellow): 3 indicators

High risk (red): 2 indicators













Details on the individual FCI assessments and the Municipality's specific challenges are provided below. For more in-depth information, refer to Chapter 4.











Two-Year Comparison of Financial Condition Indicators

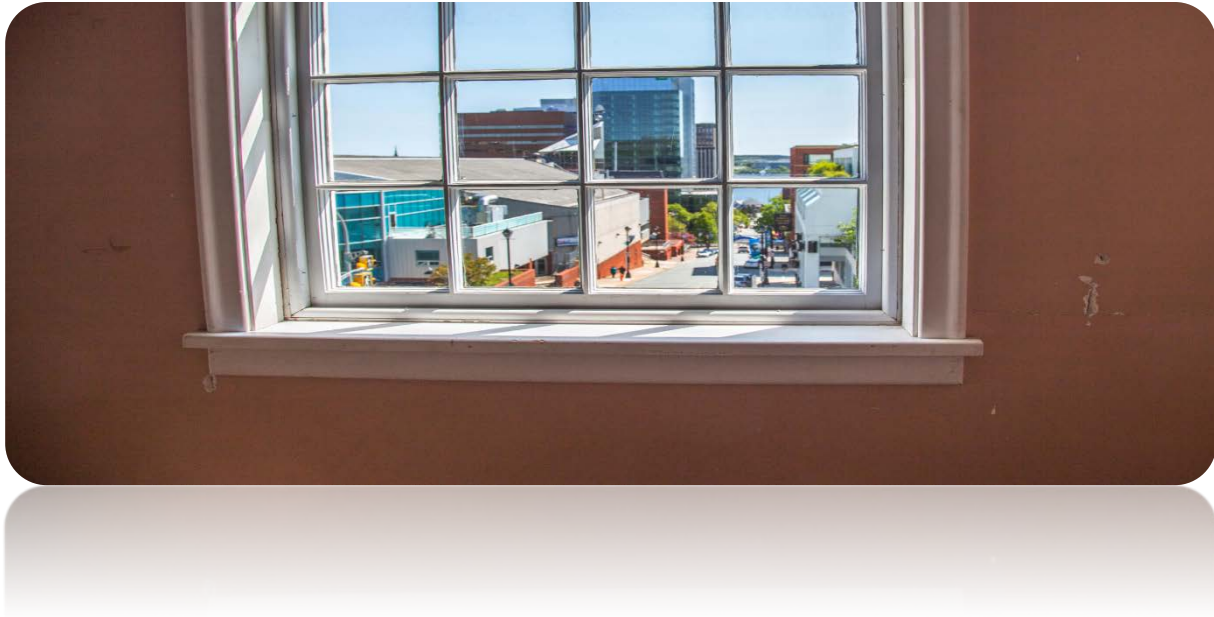
BASE	2019	2018	+/-
3-year Change in Tax Base	 7.2%	 4.0%	3.1%
Reliance on a Single Business or Institution	 18.7%	 18.3%	0.4%
Residential Tax Effort	 2.1%	 2.2%	0.0%

STRUCTURE

Uncollected Taxes	 7.0%	 3.8%	3.2%
5 Year Budget Accuracy	 4/5	 3/5	1
Operating Reserves	 11.5%	 6.2%	5.3%
Debt Service	 3.8%	 3.5%	0.4%
Outstanding Operating Debt	 0.0%	 0.0%	0.0%
Undepreciated Assets	 33.2%	 34.7%	-1.5%

ROOF

Deficits in the Last 5 Years	 1/5	 1/5	0
Liquidity	 2.6	 2.7	-0.1
Reliance on Government Transfers	 14.2%	 9.3%	4.8%
Combined Reserve	 54.3%	 48.1%	6.2%



Chapter 2 - 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.

Municipal Composition

Name: Town of Mulgrave
County: Guysborough County
Government: 5 elected councillors (including the Mayor)
Geographic area: 18 km²
Number of dwellings: 361

Population Trends

Population: 720
Provincial population: 0.1%
20-year trend: Declining [supported by Figure 3 below]
Age trend: Majority between 40-69 years of age [supported by Figure 4 below]

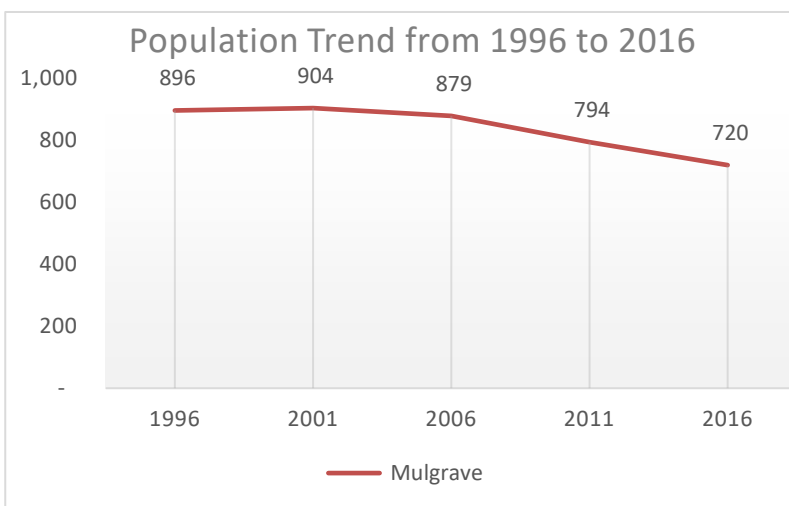


Figure 3-- Population from 1996–2016. Source: Statistics Canada

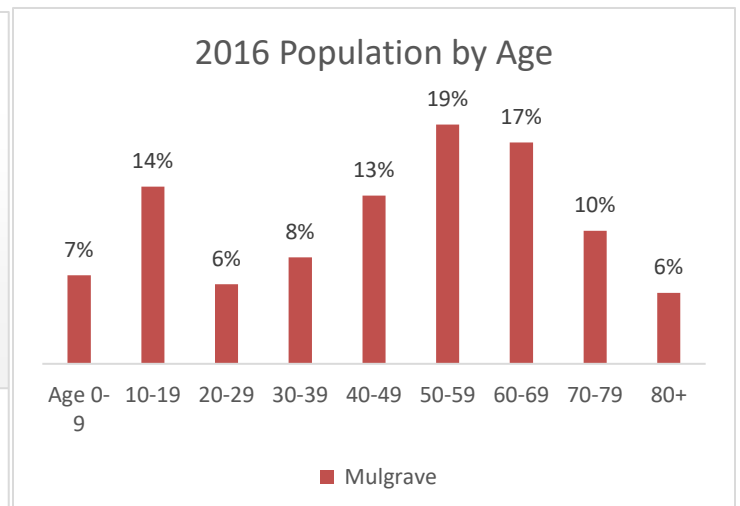


Figure 4- Population by Age, Source: Statistics Canada

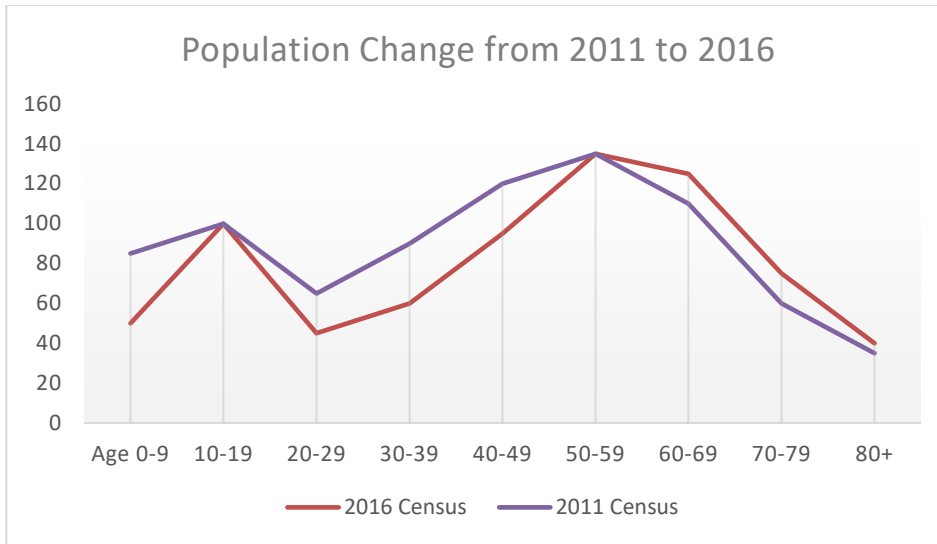


Figure 5- Population Age Change from 2011 to 2016. Source: Statistics Canada

According to the 2016 Census, unlike most towns, Mulgrave has a large youth population for the age group 10-19 but it also has a large population between the ages of 40 and 69 similar to most towns in Nova Scotia.

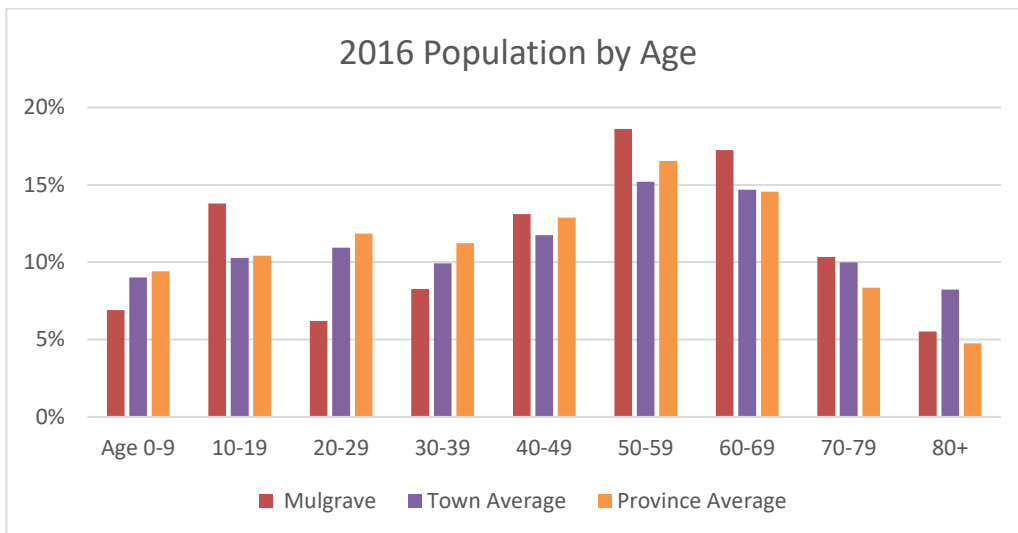


Figure 6 - Comparison of Population by Age for 2011 and 2016. Source: Statistics Canada

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.

	2016 Census	2011 Census	+/-	2016 Town Avg.
Median Household Income	\$62,720	\$36,200	\$26,520	\$48,934
Employment Rate	47.7%	50.8%	-3.1%	48.3%
Education Beyond High School	50.0%	49.2%	0.8%	52.0%

Source: 2011 and 2016 Statistics Canada Census

Median household income: Mulgrave's median household income is higher than the provincial town average and has increased since 2011.

Employment rate: In a healthy economy, the employment rate is between 97% and 95%. The Town of Mulgrave's employment rate is below the provincial town average and it has declined.

Education level: Mulgrave's education level is lower than the provincial town average, although it has increased since 2011.

Municipal Comment:

While the population of The Town of Mulgrave is aging, youth population is also above average. Lower than average workforce engagement is in part due to the aging population. It is worth noting that despite the lower workforce engagement, Mulgrave's median income of \$62,700 is higher than other Towns at \$48,900.

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:
 - Water Utility

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

Financial Reporting Compliance:

Audited financial statements and financial information return submitted:	yes
Submission of financial information:	After deadline ³
Financial statements include:	
Remuneration and Expenses for Elected Officials and CAO/Clerk Note:	yes
Unqualified Opinion:	yes
Quarterly Expenditure report posted online:	No
Summary Expenditure Report submitted:	yes
Statement of Estimates and assessment information submitted:	yes

² Please be advised that, although the Department 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.

³ Annually, municipalities are required to submit their financial information by Sept 30th.

Revenue:

\$2.5 M
2019 Consolidated Revenue

Total consolidated revenue:	\$2.5 million
Largest revenue:	59% Taxes and Grants-in-lieu of Taxes
Revenue generated from own revenue ⁴ :	86%

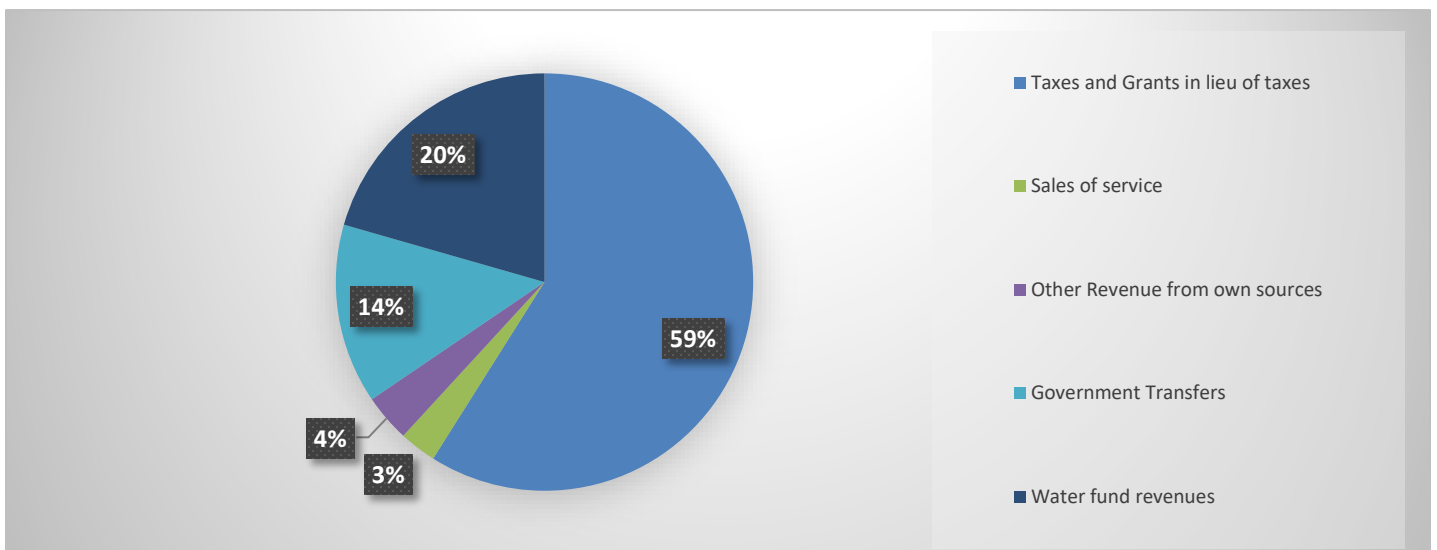


Figure 7- Consolidated Revenue Source: 2019 Financial Information Return (FIR)

The graph above and table below show the Municipality’s revenue divided into five categories on a consolidated basis.

	Consolidated Revenue
Taxes and Grants in lieu of taxes	1.4 million
Services provided to other governments	n/a
Sales of service	70 thousand
Other Revenue from own sources	90 thousand
Government Transfers	0.3 million
Net income from government business enterprises	n/a
Water fund revenues	0.5 million
Electric fund revenues	n/a

⁴ Consolidated revenue excluding government transfers

\$1.9 M 2019 General Operating Revenue

Total operating revenue:	\$1.9 million
Largest revenue:	78% Property taxes and payments in lieu of taxes
Uncollected Taxes:	7.0%
Reliance on Government transfers	14.2%

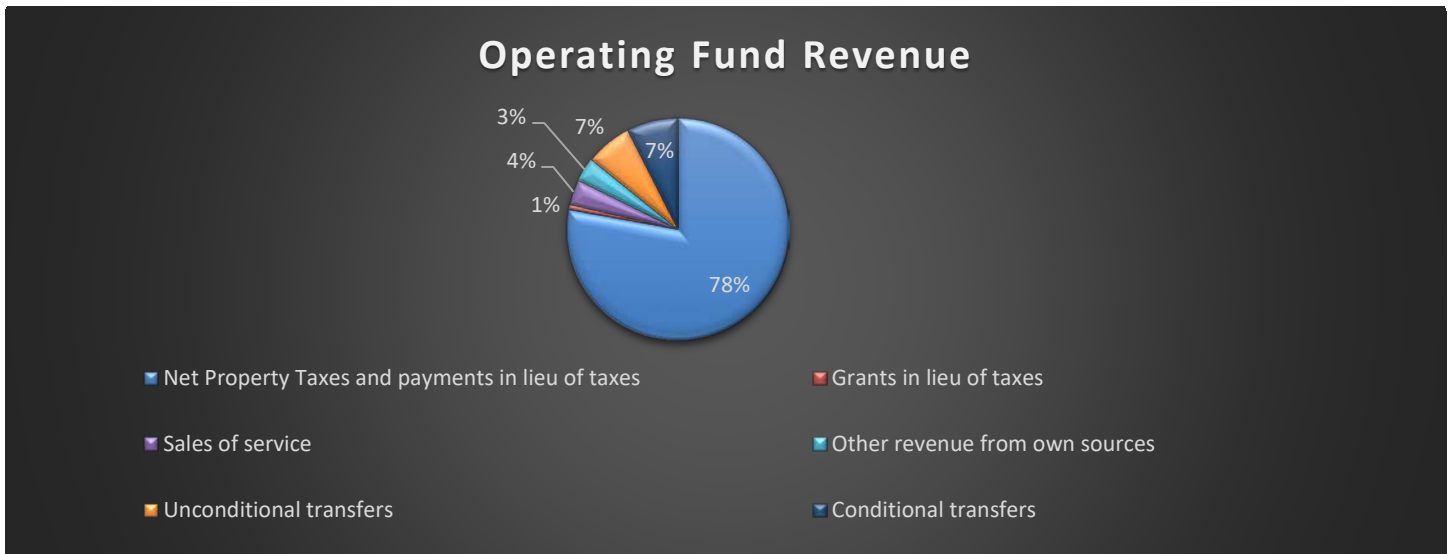


Figure 8 – General Operating Revenue Source: 2019 Financial Information Return (FIR)

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

Net Property Taxes and payments in lieu of taxes	1.5 million
Grants in lieu of taxes	15 thousand
Services provided to other governments	n/a
Sales of service	71 thousand
Other revenue from own sources	67 thousand
Unconditional transfers from other governments	129 thousand
Conditional transfers from other governments	143 thousand

Property Assessment Information

Since property taxes are a primary source of revenue for most municipalities, special emphasis has been placed on reviewing assessment trends.

Three-year change in uniform assessment ⁵ :	7.2%	growth keeps pace with the cost of living
Highest reliance on a single business or institution:	18.7%	Dependent (high risk)
Residential Tax Effort:	2.1%	has some flexibility (low risk)

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

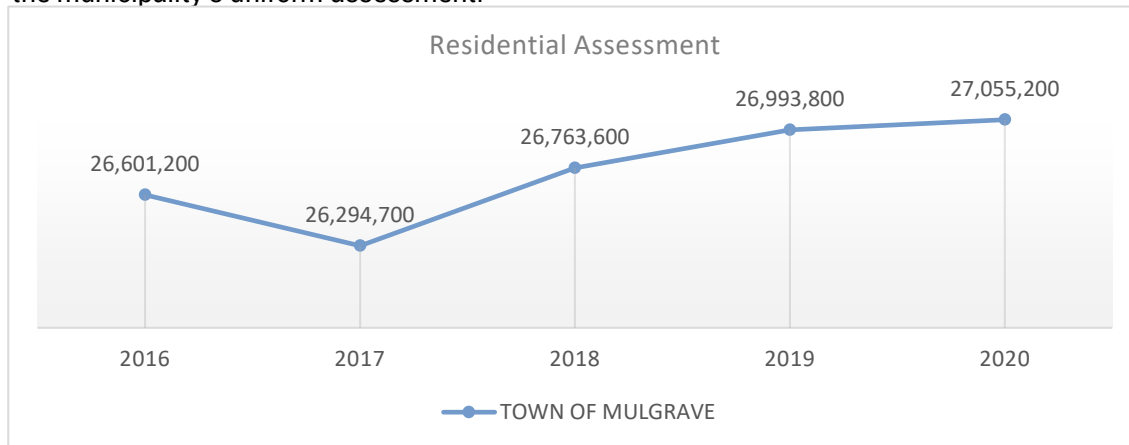


Figure 9- Residential assessment value over the last five years. Source: 2015-2019 Statement of Estimates Assessment

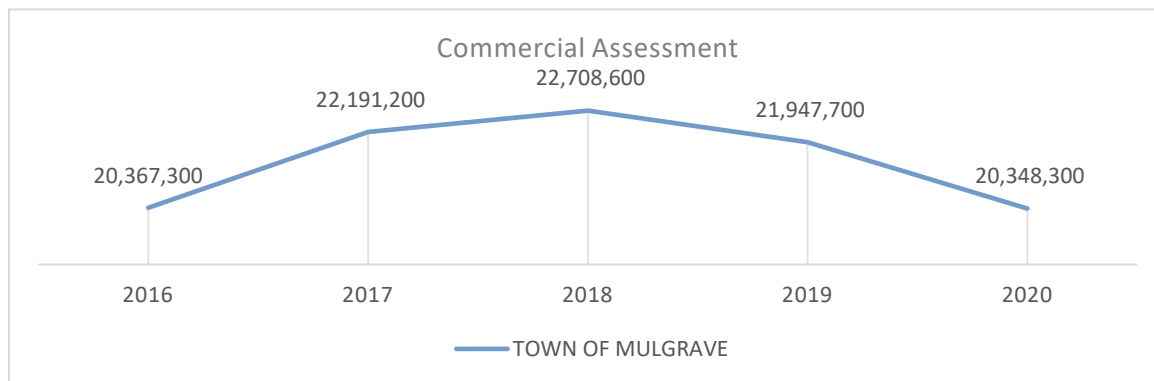


Figure 10- Commercial assessment value over the last five years. Source: 2015-2019 Statement of Estimates Assessment

⁵ Uniform assessment is the value of a municipality's taxable property assessment plus the capitalized value of payments in lieu of taxes.

Expenses:

\$2.2 M
2019 Consolidated Expenses

Total consolidated expenses: \$2.2 million
 Largest expense: 25%
 General government services

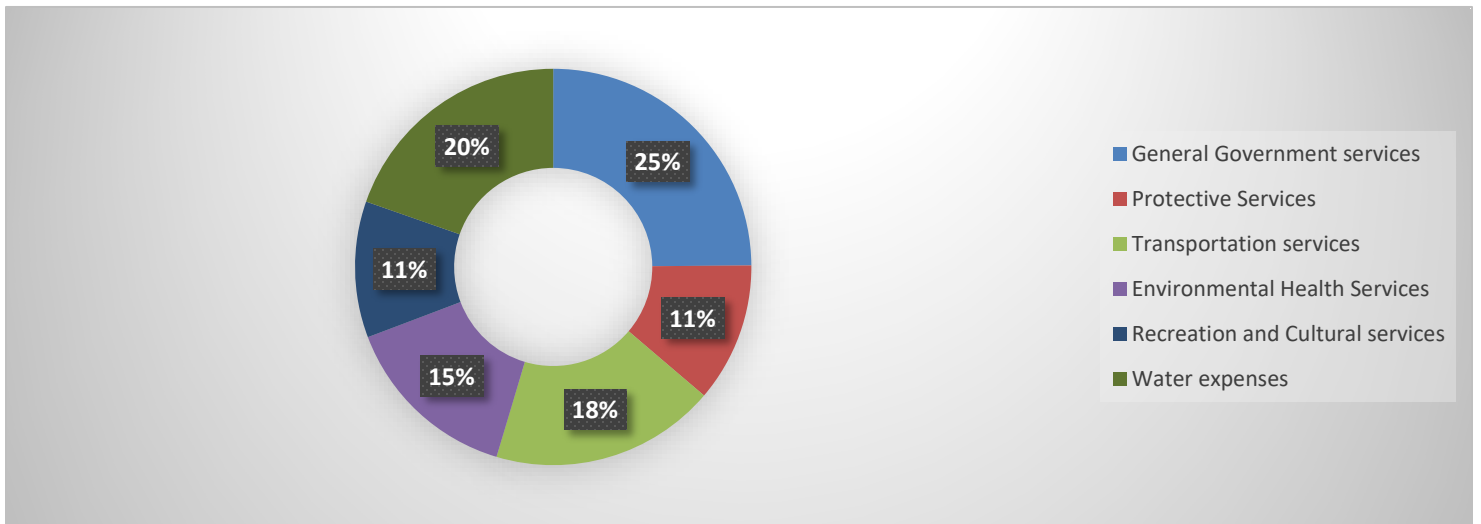


Figure 11- Consolidated Expenses Source: 2019 Financial Information Return

The graph above and table below show the Municipality’s consolidated expenses divided into six functions.

	Consolidated Expenses
General Government services	560 thousand
Protective Services	255 thousand
Transportation services	414 thousand
Environmental Health Services	329 thousand
Public Health Services	n/a
Environmental development Services	n/a
Recreation and Cultural services	250 thousand
Extraordinary or special items	n/a
Water expenses	442 thousand
Electric fund expenses	n/a

\$1.7 M

2019 General Expenses

Total operating fund expenses: \$1.7 million
 Largest operating fund expense: 32%
 General government services
 Operating reserves as percentage of expenses: 11.5% (moderate risk)

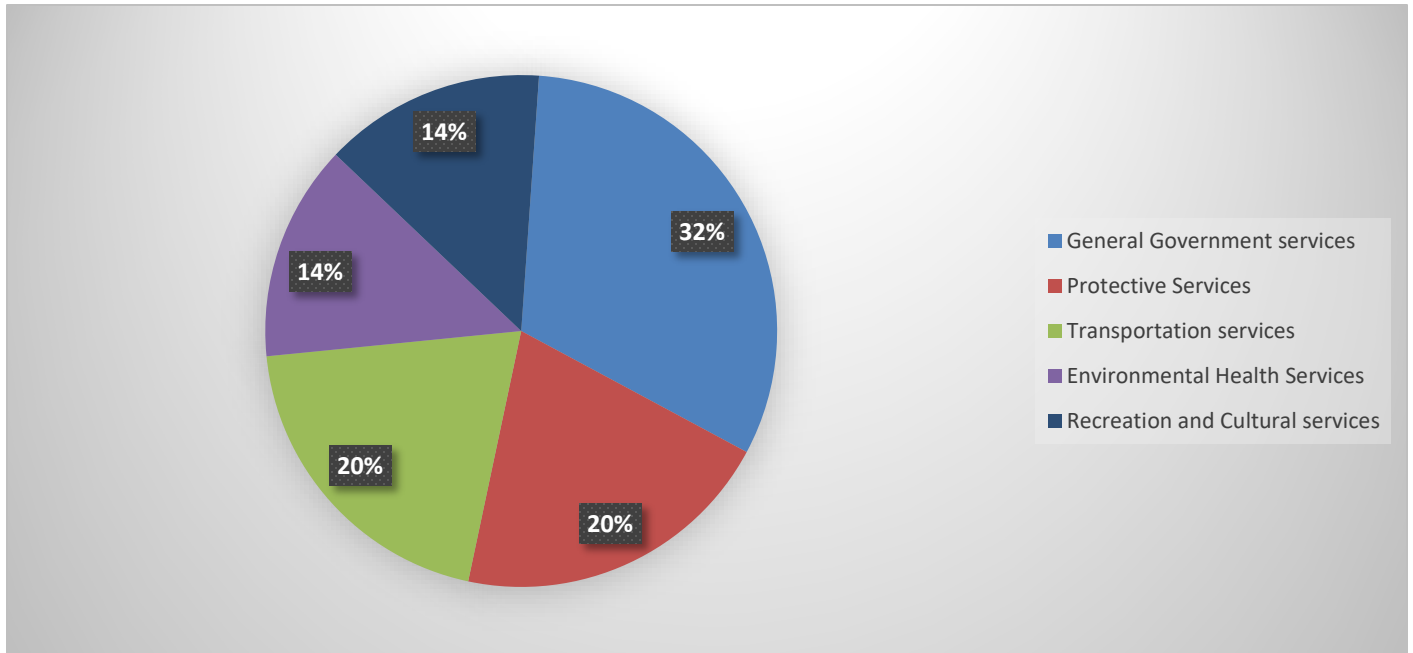


Figure 12- Operating General Fund Expenses. Source: 2019 Financial Information Return

As shown in the pie chart above, expenses for Mulgrave are comprised of:

General Government services	532 thousand
Protective Services	343 thousand
Transportation services	337 thousand
Environmental Health Services	229 thousand
Public Health Services	n/a
Environmental development Services	n/a
Recreation and Cultural services	235 thousand
Extraordinary or special items	n/a

The graph below shows the expenses by function for the municipal operations or General Operating Fund expenses compared to the provincial town average.

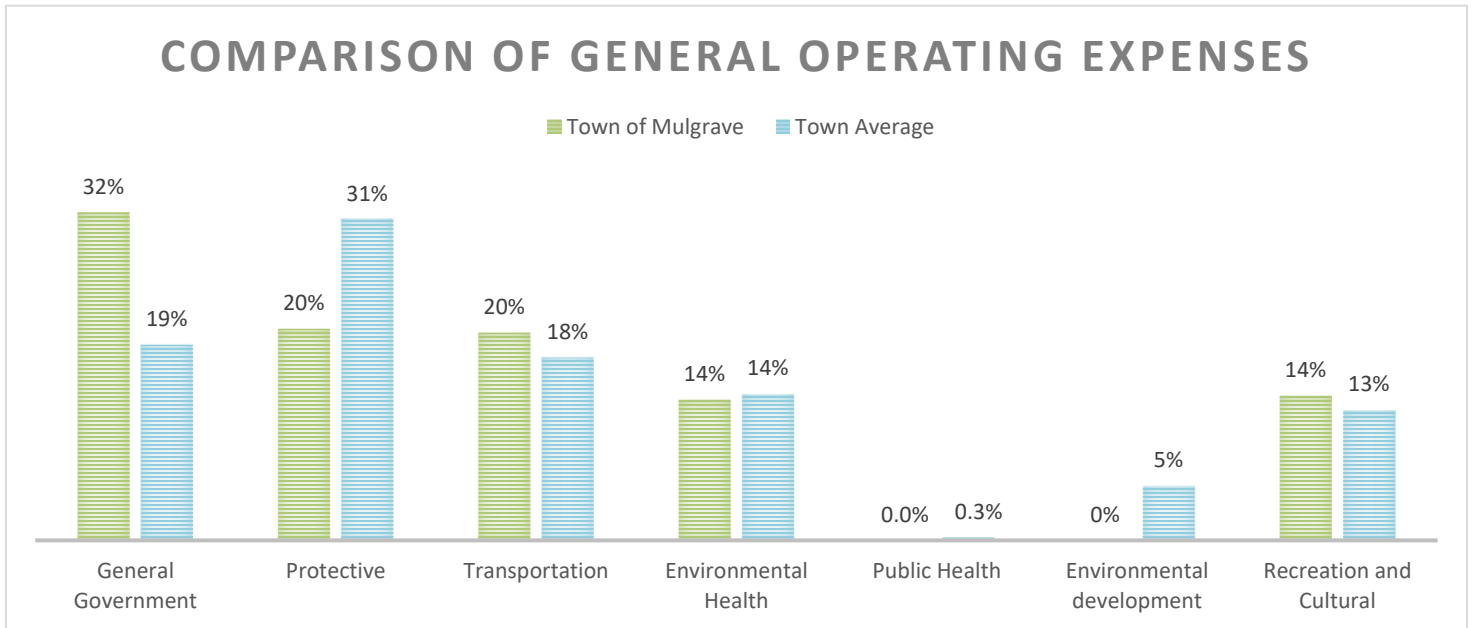


Figure 13 – Comparison of General Fund Expenses to Provincial Town Average. Source: 2019 Financial Information Return

Accumulated Surplus (Deficit)

Annual Surplus: Revenue - expenses

Note: This amount is added to the accumulated surplus (deficit).

Total annual consolidated surplus(deficit):	\$201 thousand
Total consolidated accumulated surplus (deficit):	\$8.3 million
Total annual operating surplus (deficit):	\$111 thousand
Number of operating deficits in the last 5 years:	1
	Deficit of \$9,530 in 2014-15

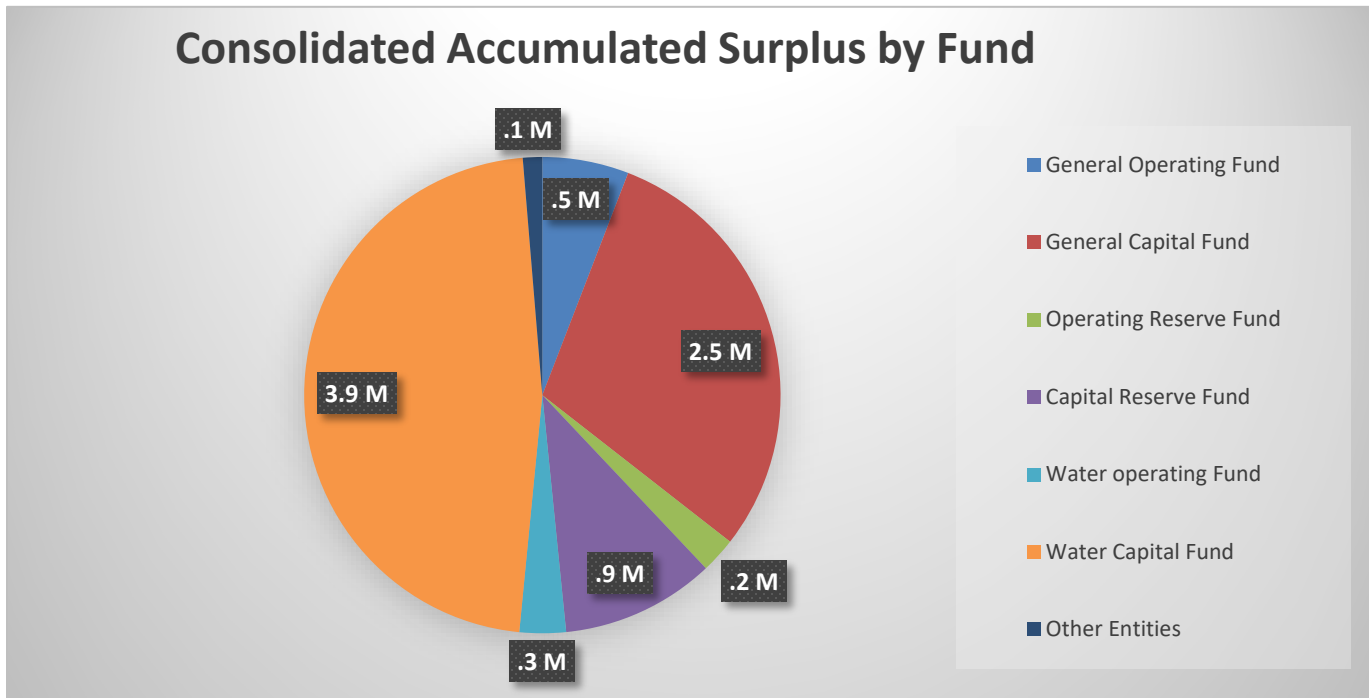


Figure 14- Consolidated Accumulated Surplus by Fund. Source: 2019 Financial Information Return

Debt

Total consolidated long-term debt:	\$1.8 million
Total general fund long-term debt:	\$345 thousand
Debt Service Ratio:	3.8%
Operating fund bank indebtedness:	0.0
Outstanding operating debt as percentage of: Net Property Taxes/Payments in Lieu of Taxes, Grants in Lieu of Taxes, and Government Transfer	0.0%

Chapter 4 - Financial Condition Indicators: House Model

The Financial Condition Indicators (FCIs)⁶ 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 13 indicators organized into base, structure and roof, focusing on:

- roof: 4 key performance indicators;
- structure: 6 financial indicators that concern management and debt; and
- base: 3 indicators relating to internal and external factors that could impact the municipality’s revenue stream.

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**): 10–13 FCIs meets low risk threshold;
- Moderate risk (**yellow**): 8–9 FCIs meets low risk threshold; and
- High risk (**red**): 7 or less FCIs meets low risk threshold.

Overall Assessment for: Mulgrave

Financial Condition: **Moderate risk**

The overall Financial Conditions Index assessment for the Town of Mulgrave is yellow (moderate risk).

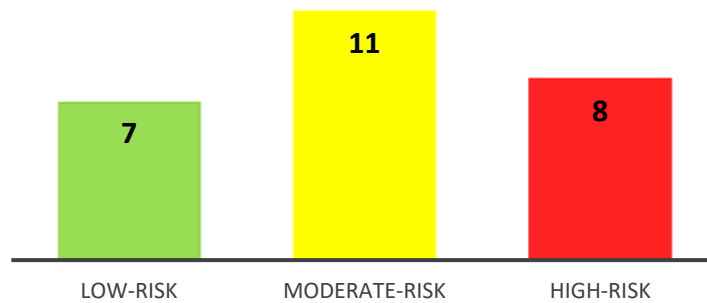
This means that, although the Municipality has a few challenges, it is considered moderate risk for fiscal instability.

Municipal Comment: The Town of Mulgrave has several challenges outside its control. These include:

- Municipal Financial Capacity Grant (formerly Equalization Grant) payments from the Province of Nova Scotia decreased 3.8% in 2013 from the prior year and have remained static since that time.
- Policing and education cost have risen significantly (23% and 14%⁶ respectively) eroding the value of the Municipal Financial Capacity Grant payments.

Comparison: Majority of towns are at moderate risk (see chart below).

Summary of Towns Overall Results for 2018-2019



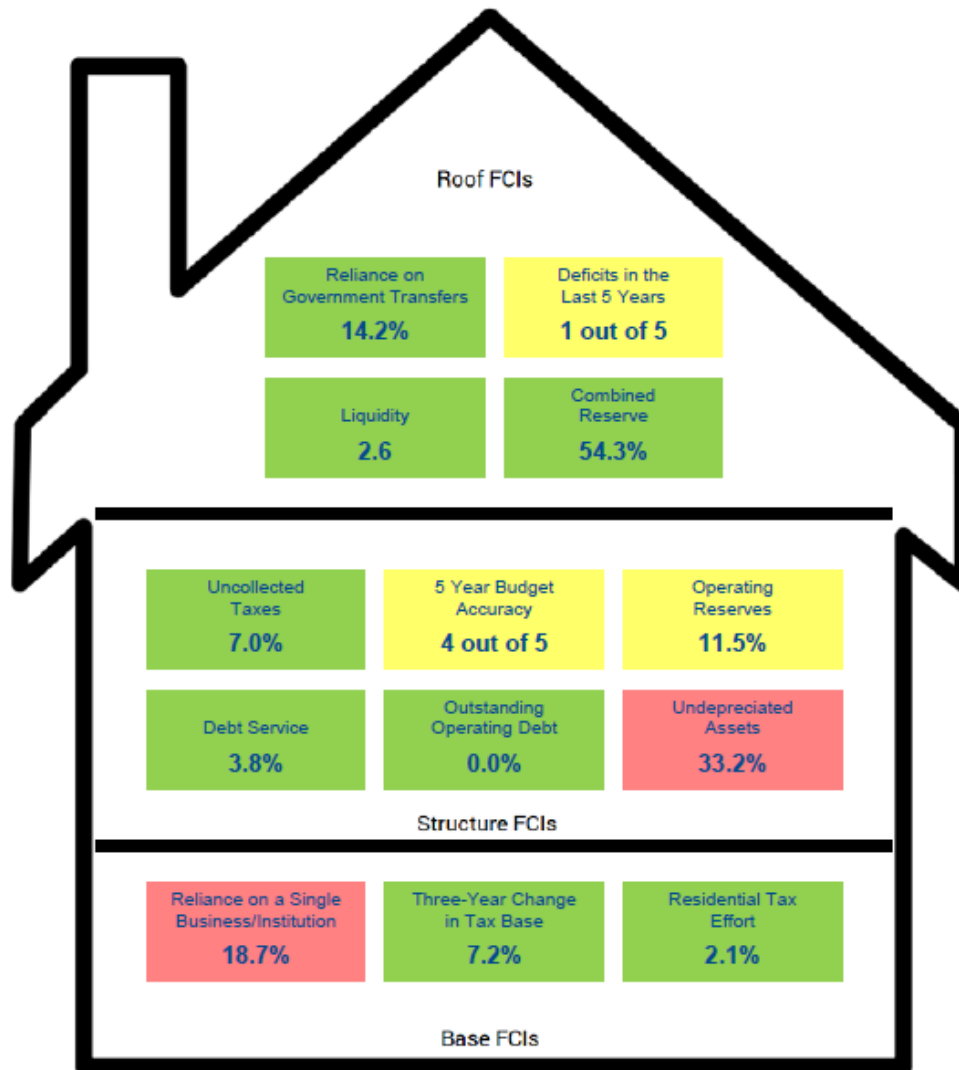
⁶ Per DMAH: From 2012-13 to 2018-19, the Town's policing cost increased by 16.9% and Education contributions increased by 9.8%.

Mulgrave’s House Model

As shown in the House model below, Mulgrave’s FCIs are comprised of:

- Low risk:** 8 indicators
- Moderate risk:** 3 indicators
- High risk:** 2 indicators

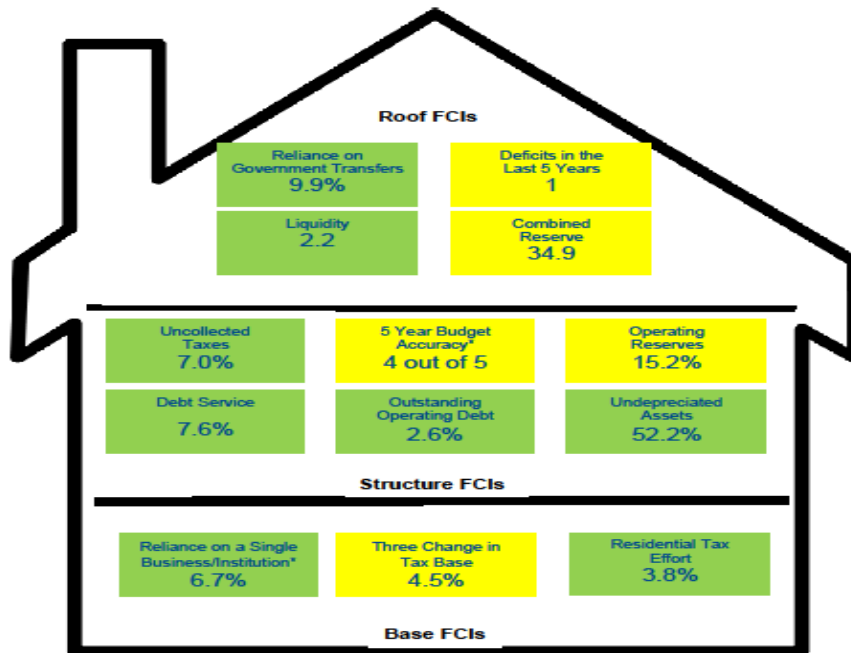
The House Model below provides details on the individual FCI assessments and the Municipality’s specific challenges.



Please note FCIs are based on non-consolidated data.

Town's Average House Model

The model below shows that, in general Nova Scotia's towns are experiencing challenges.



On average, the Towns' challenges are: Deficits;

Maintaining adequate reserves (combined and operating);

Budget accuracy; and

Three-year change in tax base is below the three-year change in the cost of living.

The Base FCI Indicators

Reliance on a Single Business or Institution

2019 Results: High risk: 18.7%

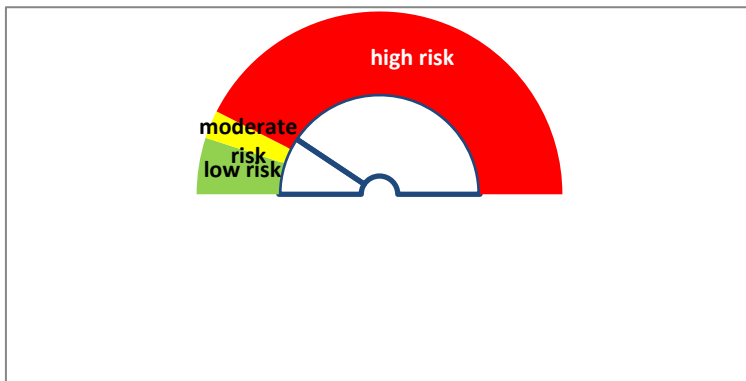
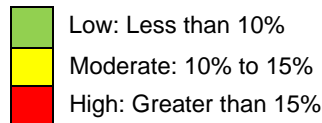
The largest single commercial or institutional account is 18.7% of the Municipality's total Uniform Assessment.

What does it mean? The Municipality is showing vulnerability in this area.

The Municipality's tax base is dependent on one single business or institution.

Calculation:
$$\frac{\text{Taxable assessment value of the largest business or institution}}{\text{Uniform Assessment}} = 18.7\%$$

Risk Thresholds:



Mulgrave's tachometer indicates 18.7%

Municipal Comment:

The Town's significant risks include its reliance on single business /industry and undepreciated assets. The Town's eroding transfer payments resulted in need for a 5% tax rate increase in 2019. The Town's ability to attract new business is negatively impacted by its need to increase its tax rate. Similarly, The Town's ability to invest in new assets is negatively impacted by cash reserves impacted by rising cost and frozen Municipal Financial Capacity Grant payments.

Residential Tax Effort

2019 Results: **Low risk:** 2.1% of median household income is required to pay the average tax bill.

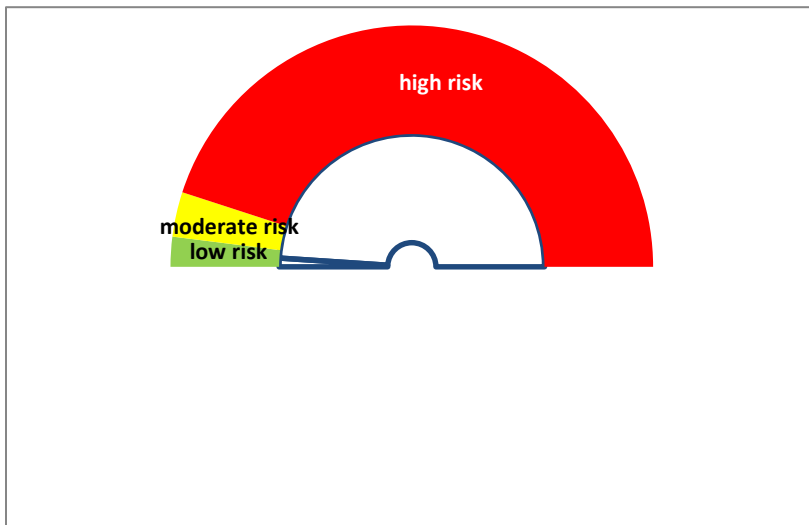
What does it mean? The Municipality has some flexibility to increase the taxes, if required.

This indicator helps council assess the affordability of municipal taxes in relation to the current service levels.

Calculation:
$$\frac{\text{Total residential tax revenue per dwelling unit}}{\text{Median Household Income}} = 2.1\%$$

Risk Thresholds:

	Low risk: less than 4%
	Moderate risk: 4–6%
	High risk: greater than 6%



Mulgrave's tachometer indicates 2.1%.

Operating Reserve




2019 Results: **Moderate risk: 11.5%**

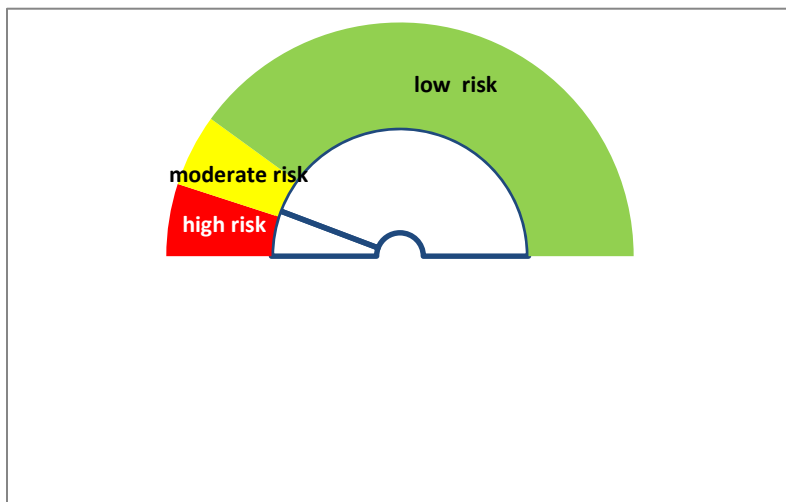
What does it mean? The Municipality is not setting aside sufficient funds to help mitigate any unforeseen risks or future needs.

This indicator provides the value of funds set aside for planned future need, to smooth expenses or for unexpected expenses.

Calculation:
$$\frac{\text{Total Operating Reserve Fund Balance}}{\text{Total Operating Expenditures}} = 11.5\%$$

Risk Thresholds:

-  Low risk: greater than 20%
-  Moderate risk: 10–20%
-  High risk: less than 10%



Mulgrave's Tachometer indicates 11.5%

Undepreciated Assets

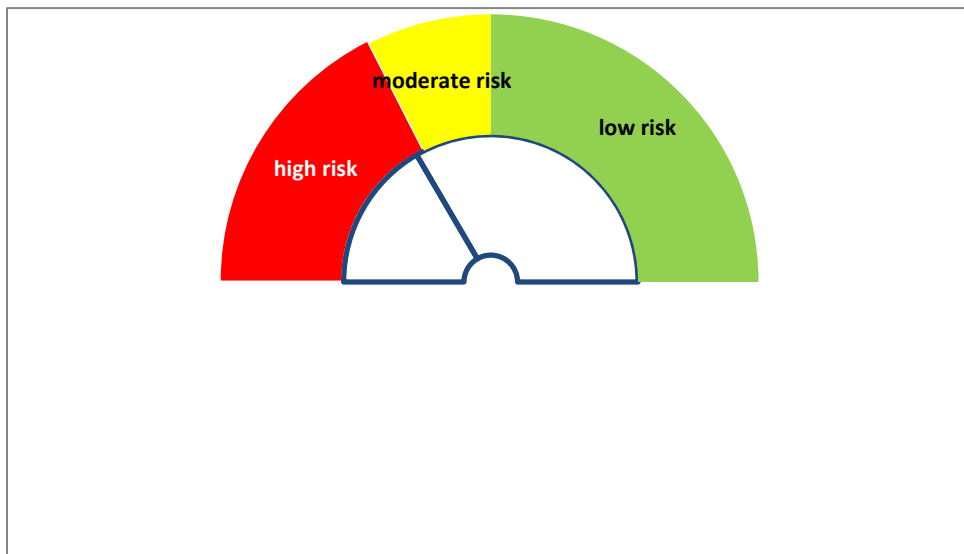
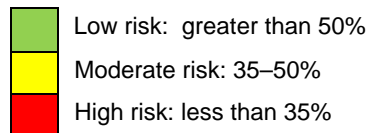
2019 Results: High risk: 33.2%

What does it mean? This indicator estimates that the Municipality's capital assets have 33.2% of useful life remaining.

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

Calculation:
$$\frac{\text{Total Net Book Value of Capital Assets}}{\text{Gross Costs of Capital Assets}} = 33.2\%$$

Risk Thresholds:



Mulgrave's tachometer indicates 33.2%.

Municipal Comment: please see Page 26 for municipal comment.

5-Year Budget Accuracy

2019 Results: **Moderate risk:** 4 of the last 5 years,
actual expenditures were within +/- 5% of budget.

What does it mean? The Municipality did not consistently maintain expenditure
spending within budget limits.

In 2015, actual expenses were 12.3% more than the budget.

Calculation:
$$\frac{\text{Total budget expenditures} - \text{Total actual expenditures}}{\text{Total budget expenditures}} = -2.0\%$$

Risk Thresholds:

- Low: 5 out of 5 years, expenditures were within +/- 5% or expenditure and revenue variances were within +/- 5% of each other
- Moderate: 4 out of 5 years, expenditures were within +/- 5%
- High: Less than 4 out of 5 years, expenditures were within +/- 5%

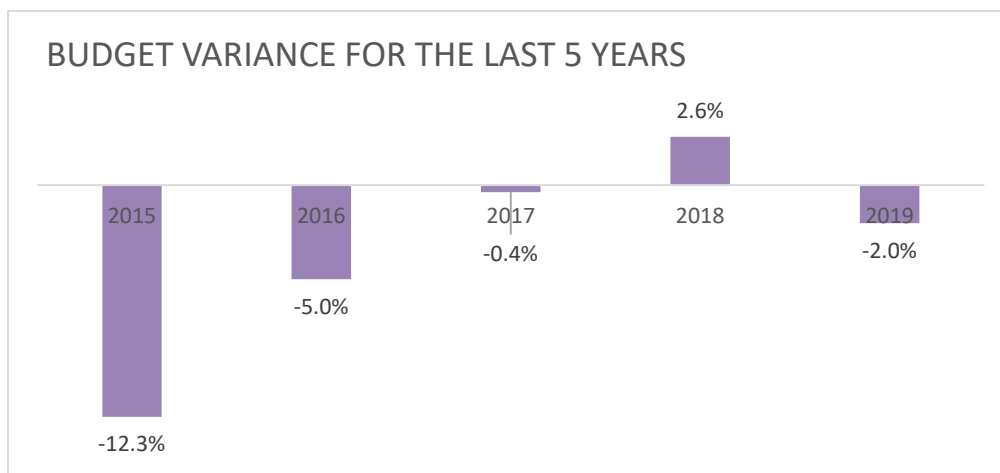


Figure 16- Operating budget variance over the last 5 years. Source: Financial Information Return and Statement of Estimates Budget.

FCI- Key Performance Indicators –

the ability to meet current and future needs in a balanced and independent manner

Reliance on Government Transfers

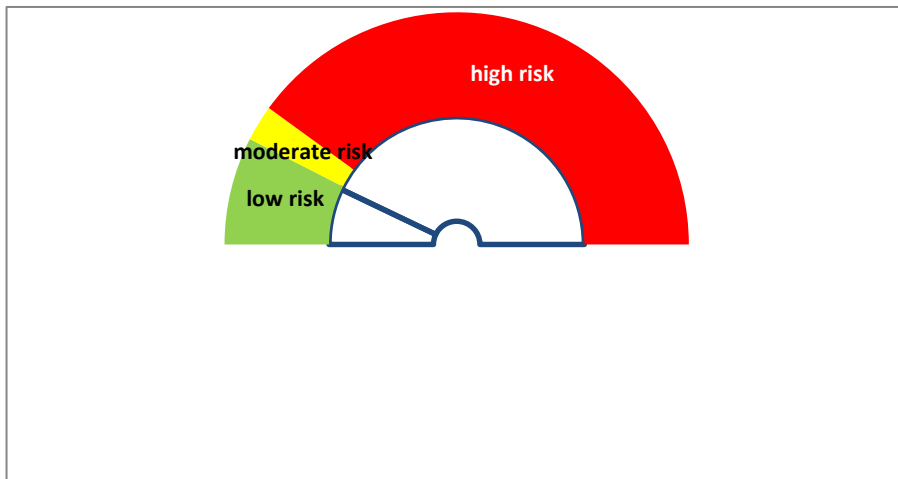
2019 Results: **Low risk: 14.2%**

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

Calculation:
$$\frac{\text{Total Government Transfers}}{\text{Total Revenue}} = 14.2\%$$

Risk Thresholds:

	Low risk: less than 15%
	Moderate risk: 15–20%
	High risk: greater than 20%



Mulgrave's tachometer indicates 14.2%.

Number of Deficits in the Last 5 Years

2019 Results: **Moderate risk:** 1 operating deficits in the last five years

What does it mean? Deficits are important indications of financial health. The result indicates that the municipality is somewhat able to meet its needs in a balanced manner and maintain a balanced budget.

Calculation: The number of non-consolidated operating deficits in the last five years = 1.

Risk Thresholds:

- Low risk: 0 in the last 5 years
- Moderate 1 or more in the last 5 years
- High risk: 1 or more in the last 2 years with one material deficit (0.5% of operating expenses)



Figure 17- Annual operating fund surplus (deficits) for the last 5 years Source: Financial Information Return




Liquidity

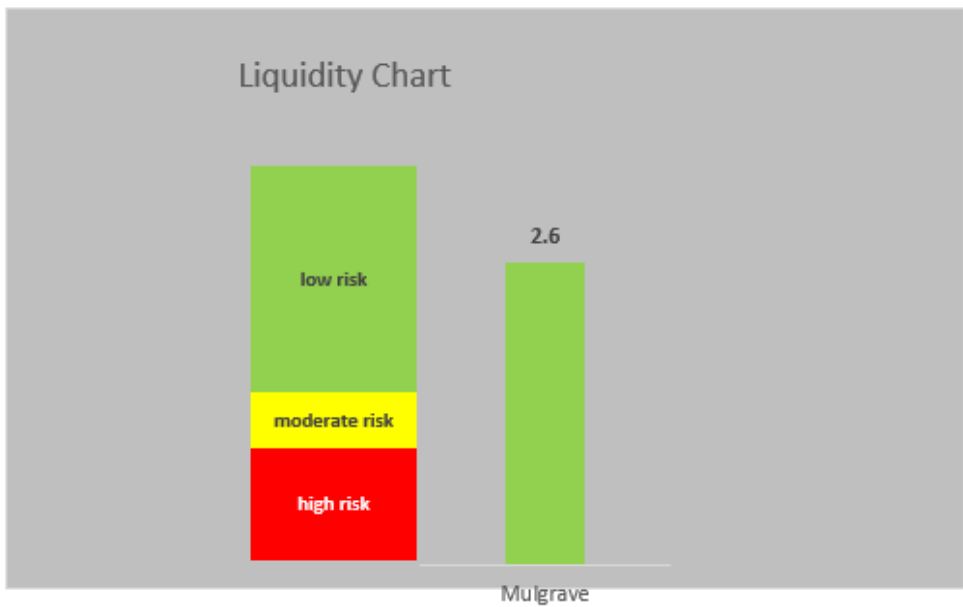
2019 Results: **Low risk: 2.6**

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 to meet its service obligations.

Calculation:
$$\frac{\text{Total Current Financial Assets}}{\text{Total Current Liabilities}} = 2.6$$

Risk Thresholds:

-  Low risk: greater than 1.5
-  Moderate risk: 1 to 1.5
-  High risk: less than 1






Combined Reserves

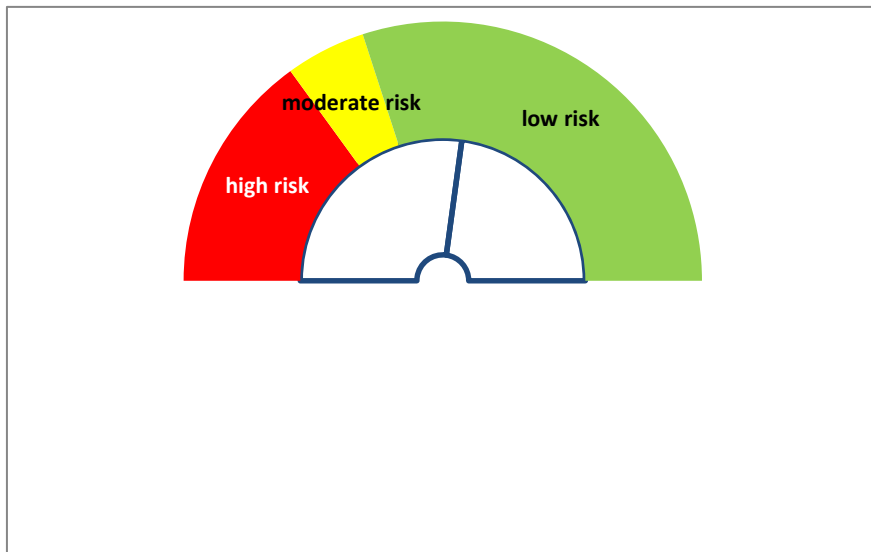
2019 Results: **Low risk:** 54.3% combined reserves

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.
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.

Calculation: $\frac{\text{Total Operating and Capital Reserves.}}{\text{Total Operating Expenses plus Amortization Expense}} = 54.3\%$

Risk Thresholds:

-  Low risk: greater than 40%
-  Moderate risk: 30–40%
-  High risk: less than 30%



Mulgrave's tachometer indicates 54.3%.

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:

- 911 Municipal Grants
- Consolidated Revenues and Expenses by Municipality
- Municipal Affairs Funding Programs
- Emergency Services Provider Fund
- Farm Land Grant
- Financial Condition Indicators by Municipality
- Municipal Contributions to Roads
- Municipal Financial Capacity Grant (formally equalization program)
- 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

Municipal website

townofmulgrave.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 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:

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