

Village of Macedon Dissolution Study

October 2002

Prepared for the Village of Macedon

By:

Genesee/Finger Lakes Regional Planning Council

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Village of Macedon Dissolution Study

Summary

In the winter of 2001, the Village Board of Macedon was approached concerning the initiation of a possible study to determine the costs and benefits of consolidation with the Town of Macedon. State officials were invited to a public meeting to provide resources and information useful in a potential study. Sufficient interest was raised to lead to the Village Board taking action to initiate consolidation/dissolution study.

The Village Board authorized Mayor Hoteling to solicit proposals concerning a study and select a broad based committee to work with a consultant in the preparation of a report. A contract was initiated with the Genesee/Finger Lakes Regional Planning to meet on a bi-weekly basis for a period of six months to review Village operating costs and services.

Town and Village officials were interviewed and invited to meet with the committee to discuss resources necessary to carry out various functions currently provided in the Village. Major service areas were reviewed and clarification on questions was addressed by the New York State Comptroller's office, New York State Association of Mayors, the Wayne County Water Authority and Town and Village officials.

Budget documents were used from the most recent year for comparison purposes and reflect adjustments and best estimates to accommodate additional staff where necessary to continue to provide most Village services. Because of the differences in operations and state law affecting towns several functions are treated as district services with specific levy's for each activity. Recent growth in the Town currently necessitates some personnel increases and will also enable the absorption of some Village functions without significant increases in personnel. Major exceptions are the Town's department of public works and Village sewer operations which will require added staff to meet safety and work requirements. These two activities will require operating budget changes respectively of 10 and 15%. While the Town's public works budget is spread over a larger base the sewer operation is projected to increase Village rates to \$250 from the present yearly rate of \$200 per unit. The Wayne Water Authority with an annual charge of \$50 estimates a similar increase in costs to be added to each water bill for Village service.

The committee has spent substantial volunteer hours to arrive at a fair picture of both current and projected costs for the basic services that Village residents are currently using. In some cases services may be changed in frequency or require other organizations to carry out routine maintenance such as the cemetery and brush pick up.

Calculations were developed to reflect the costs for basic services, which could be accommodated by the Town or special districts. The comparison of costs utilized the average home value in the Village of \$82,000. The new projected costs indicate a potential annual reduction of \$65 for the average home or a lowering of all assessments from \$827 to \$762. A more detailed discussion is provided in the material which follows with tables showing current and projected services and related costs.

Village of Macedon Dissolution Study

Study Materials and Background

Reports were collected from similar studies for the Villages of Naples, Ontario County and Cherry Creek, Chautauqua County. In both of these cases dissolution was not pursued although some service consolidations were being considered. The Village of Bergen in Genesee County provided a study of Road service agreement with the Town of Byron which was carried out on a trial basis.

Minutes of the meetings were posted on the Town's web site and made available to residents and the media. The study report also will be provided in electronic and printed form upon final review by the Study Committee and Village Board of Trustees.

The study is organized in the sequence that functions were considered in order of discussion starting off with operations and management, building/planning, court system, fire protection, law enforcement, parks and public works. Sewer and water facilities were addressed in public works as most of the operations Tasks fall under this department.

The results of the study are provided in the latter part of the report and provide a comparison of Village current costs and projected costs under the Town. The results are estimates provided by department heads using the currently available data. In the case of water service costs reflect the current annual fee required by the Wayne County Water Authority.

Questions regarding the study maybe addressed by contacting:

Mayor, James Hoteling	or	Paul Howard, Director
Macedon Village Hall		GFLRPC
Phone: 315-986-3976		585-454-0190 #12

General Operations and Management

The general operations portion of the Village budget covers many items, which are relatively small in costs but critical to carrying out many day to day activities. In this area are the budgets for the Attorney, Mayor and Board, Code Inspection, Clerk, Justice, Treasurer, Planning and Zoning Boards. Also included is the necessary insurance for buildings, equipment and liability in addition to utilities, supplies, postage, phones and maintenance. Contracts for some special services are also included in this section.

The Clerk and Treasurer are also key support staff for the Board, Planning Commission and administration of sewer and water departments. The administrative staff also works with fire and police departments and assists the general public with permits, records and general information.

While the elimination of the Village's general operations would achieve some costs savings the individual departments most notably sewer, water, fire and cemetery would have to be supported through some additional assessments if dissolution were to occur.

Village of Macedon Dissolution Study

The need to standardize planning and zoning codes to compliment Town requirements will require added operating expense and additional involvement of current officials to help in implementing new standards.

It is anticipated that a savings of approximately \$60,000 would result from the initial merger of General Operations with a corresponding reduction of two full time staff and the further loss of fourteen elected and appointed support positions.

Inspection/Code Enforcement

The new code adopted by the state will require added staff time in the Town and Village. The Town Engineer feels that most work could be accommodated with an increase of part time personnel from the two municipalities. Many engineering and inspection functions are currently covered by the Town Engineer who can be of value to the Village leaving larger projects for consulting services.

Court System

An area already proven to be beneficial by the local municipalities is the sharing of a police department. The coverage provided by full time officers has been in part responsible for an increased court workload for the local systems and a corresponding increase in revenue. The area growth and traffic increase have already necessitated an increase in court staffing and with a potential merger of this function. No immediate savings are anticipated in this area.

Fire Protection/Ambulance

Since the fire department operates as a Village department it has the advantage as a tax-free organization and also is covered by Village insurance, legal counsel and budget/financial administration support which helps with equipment financing/bond purchases. It is anticipated that under dissolution these services and costs would have to borne by a new district or protective association. Current estimates by the Chief of the fire department indicate a 40% budget increase would be required to set up and operate as an independent organization.

Law Enforcement

The present arrangement for sharing the operating costs of the police department has been utilized for several years and the Town has indicated a willingness to continue this arrangement. No changes in costs are anticipated for this service at the present time.

Village of Macedon Dissolution Study

Parks/Cemetery

Village public works staff provides the current upkeep of these properties and some income is derived to help defray costs. The current demand for parks in the area will continue to provide good utilization and continued maintenance. It is anticipated that the Town Highway Department will be able to perform parks maintenance with the addition of staff for roadwork.

Public Works

The Village Public Works Department is responsible for various functions and with a staff of 3-4 personnel maintains streets, drainage, sidewalk construction, water and sewer facilities, parks, cemetery, yard waste and all equipment maintenance and repairs. The staff also performs water meter reading and repairs in addition to traffic safety, painting, and snow plowing and salting in winter. While some of these functions are comparable to services the Town provides some activities such as sidewalk construction, yard waste removal and cemetery maintenance will appear to necessitate special arrangements through districts and assessments. Currently the sewer operation requires the equivalent of two full time and two part-time personnel who perform other public works tasks. Operating as district one additional full time person would be added to assist in maintenance and operation of facilities. It is expected this change would increase user rates on the sewer system annually from \$200 to \$250 for Village residents.

The last major service area was discussed earlier and deals with the shift of management of water service to the recently established Wayne County Water Authority. The Authority already supplies water to the Village, which is distributed through the local system, managed by the Village. The Authority would assess an annual fee for \$50 for each user to help defray administration costs.

Summary of Services

Below is a table of services, which reflects the potential disposition of the current Village activities and how they could be accommodated under the Town. This is a general comparison for discussion purposes.

Village of Macedon Service Inventory	
Current	Upon Merger
Mayor/Village Board, Planning Board	Discontinued – positions eliminated.
Attorney, Justice	Discontinued – positions eliminated.
Sewer Service	Continued through creation of Town Special Improvement Sewer District. Employee(s) 3-4 Incorporated into the new District.
Public Works (Parks, Streets)	Employee(s) 1-2 incorporated into the Town's Highway Department.
Fire Protection	Reorganized as Town Special District.
Clerk/Treasurer	Positions eliminated. Potential work with Special District/Town.

Village of Macedon Dissolution Study

Village of Macedon Service Inventory	
Current	Upon Merger
Street Lighting	Continued through the creation of a Town Special Improvement Street Lighting District. Residents of District pay for services.
Sidewalk Maintenance	Continued through the creation of a Town Special Improvement Sidewalk Maintenance District. Residents of District pay for services.
Water Service	Provided by agreement with Wayne County Authority.
Law Enforcement	Town would continue this function as a department.

Rate Comparison

An overall rate comparison is provided below which reflects current and projected costs for Village residents based on an average property with a current value of \$82,000 before and after dissolution. The estimated net differential reflects a savings of approximately \$(65) to a Village resident based on the current average residential value.

Current Levy	Taxes on Property \$82,000	Projected
\$201	General Town	\$364
\$426	Village	-----
-----	Ambulance	\$14
-----	Fire	\$48
-----	Sidewalks	\$10
-----	Lighting	\$26
\$627	Sub-Total	\$462
*	Water Fee	\$50
\$200	Sewer Fee	\$250
\$827	Total Assessment/Fees	\$762

* Water assessment determined by consumption in Village

Village of Macedon Dissolution Study

Disposition of Assets and Dissolution Plan

Under current state law property of the Village would need to be offered at public auction with sale proceeds going to retire existing debt. Remaining assets would be transferred to the Town if not sold or transferred to special district, i.e., cemetery association or water, sewer or fire district. If assets are not transferred to the Town or appropriate district they then could be claimed by the state.

If the Village Board determines at some future point they wish to follow through with an election a Plan for Dissolution would be prepared by the Village Board to take into account the process for asset disposition. The Plan would serve as an important part of the education process prior to an election and also clarify roles and responsibilities among various local agencies.

References and Resources

Additional information can be obtained from the New York Department of State

<http://www.dos.state.ny.us>

Copies of New York State Consolidated Laws Section 19-1900-1924 are available at the Village Hall.

**Report to the Village of Macedon
Prepared By
Macedon Dissolution Committee**

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Report to the Village Macedon Dissolution Committee

Introduction:

The residents of the Village of Macedon have petitioned for a referendum to decide whether or not the Village shall continue as a separate municipal corporation or return to the unincorporated Town of Macedon through the process of dissolution as provided for in Article 19 of the Village Law (V.L). The Village was incorporated by a similar referendum of the residents in 1876. The population today is around 1,500 residents; it is governed by an elected Board of Trustees (4) and a Mayor. The Village has an elected Village Justice which functions under the Uniform Justice Court Act (UJCA). There is also an appointed Village clerk-treasurer and a superintendent of public works.

If the Village were to dissolve all functions now performed by the Village government would be the responsibility of the Town government. In order to prepare for the transition, the Board of Trustees is to prepare a "Plan of Dissolution" which is the Trustee's recommendations or vision of how the Town will continue services. This plan is actually what is voted on. The ballot question would be to the effect that is the plan of dissolution approved and the Village responsibilities ended. The Town board is not a party to the plan of dissolution, but its recommendations or suggestions are important. However, once the Village has dissolved, the Town board has all authority to govern the area of the former village. Macedon Town has a total population of 8,688 which is governed by an elected Town Board (4) and a Supervisor. Also there are two elected Town justices, a highway superintendent, and a clerk.

The report, will in part, discuss the services the Village residents now receive as well as a recommendation of how this service will be dealt with by the Town board. These would be eliminated, Town district, County authority, or Town wide.

Political:

Village government is unique in that village residents, in general, do not elect their officers in November. Most villages hold their general elections in March or June and a few in November.

Article 9 of the Election law (EL) was written in such a way as to allow village government to be as non-partisan as the public wishes. To run for village office one needs simply to file a petition in the offices of the clerk with the appropriate number of signatures, pick a "party name" and then run for office. Town, County, or State party officials need play no part in the nomination or selection of candidates. As a result, most local officers are elected on village issues, not state or national.

The county board of elections plays a minimal role in village elections, and the cost of running village elections is borne by the villages. The Village of Macedon spends \$2000.00 a year for elections. If the Village were to dissolve, the County pays all election costs.

Recommendation- County charge

Village Administration:

The Village "staff" which runs the Village government is an elected legislature which consists of four trustees and a mayor. The budget for this function is \$23,400.00. If dissolved, this expense would be eliminated in total and would not be duplicated by a new Town budget.

Other administrative employees include an attorney, auditor, and engineer. These positions serve all Village departments as needed.

The salary of the Village clerk is budgeted for approximately \$15,000.00. The salary pays for such functions as clerk for the Board, office manager, records access officer, elections officer, registrar of vital statistics, etc. In addition, the office of clerk serves the administrative needs of the fire, sewer, and water departments. The total salary of the clerk includes additional salary for these revenue producing services. These amounts would be paid for by the districts and would be included in the new district's charges.

Recommendation- eliminated

Law Enforcement:

At present, the Village is provided police protection by the Town, County, and State. The Town police are included in the town-wide budget. Dissolution shall not affect this service.

The Village does provide for a crossing guard at a cost of approximately \$5,000 per year. If the Town chooses to continue this service the Town may either pay for the service town-wide or create a new district and charge the cost to the former village by law the school district may not provide this service.

Recommendation- Town wide

Courts:

The Village court is an optional service, which the Village has chosen to establish for the benefit of its residents. At present, the Village employs a Village justice, an acting justice and a court clerk. The Village court is a busy court handling 386

cases in 2007. These cases range from traffic cases, small claims, civil actions, and certain criminal violations.

If the Village were to dissolve, all the cases would be heard in the Macedon Town court. At present there are two Town justices with the necessary court staff. If the Village were to be dissolved, there is no requirement that the Town take any action to deal with the loss of the Village court. The options that the Town has are to continue as they are now operating, add additional court days or even create a third court (special act of the State Legislature). Any additional costs incurred by the Town would be borne by the Town at large.

Town and Village courts are paid by local tax money. All fines, penalties and bail forfeiture collected by the courts are paid to the State and a small portion of this money is returned to the Town or Village.

The Village presently budgets \$17,356.00. \$20,000.00 was returned to the general fund of the Village for the state.

This means that the Village court adds \$20,000.00 of non-property tax revenue to the general fund.

At a recent public meeting, the Town Justice maintains that an additional caseload-the loss of the Village Court, plus the addition of Wal-mart and Lowes cases to the Town should cause no increase in the Town budget. These cases may include bad checks, shoplifting, small claims and traffic incidents.

Recommendation – Town wide

Water Service:

The Village provides water service to all properties within the Village and is operated by the Village DPW. This service is paid for by the imposition of water rents and is thus a self-supporting fund. Last year the Village appropriated \$219,251.00 for the services and receives no real property tax money for the fund.

The Village staff provides legal, purchasing, etc administrative services, such as clerical, billing.

The dissolution of the Village would require the transfer of this function to the Wayne County Water Authority (WCWSA). The authority would determine water rents.

At present, the Village meter “rent” per year is \$24.00 to cover the cost of purchasing new meters, with a water rate of \$3.70 per thousand gallons per quarter. If the Village dissolves, WCWSA will bill residents an administrative fee of \$60.00 per year with a water rate of \$3.85 per thousand gallons per quarter.

It is recommended that if the vote favors dissolution that the Village and County enter into written agreements which would provide for the transfer of Village funds to capital funds which may be used only for the former Village area. Such funds could be used for repair, improvement, or expansion of the former Village system.

Recommendation- County authority

Sewer Services:

The Village provides storm and sanitary services to all properties within the Village and is operated by the Village DPW. The operation of the treatment plant is a technical and complex function which is highly regulated by both State and Federal agencies. At present the Village employs three licensed plant operators. These are highly trained individuals who meet all state and federal requirements for operators.

The Village supports this system through the imposition of sewer rents and is, like the water services self- supporting. Last year the Village appropriated \$330, 503.00.

The dissolution of the Village would require the transfer of this responsibility to a Town sewer district. Sewer rates would be determined by the district .

As with the water services, the sewer department is also serviced by the Village staff. Upon dissolution these functions would be carried out by the Town and charged to the district.

It is recommended that if the vote favors dissolution that the Village and Town enter into written agreements which would provide for the transfer of Village funds to Capital funds which may be used only for the former Village area. Such funds could be used for improvement or expansion of the former Village plant and system.

Recommendation- Town district

Local Control Laws, Planning and Zoning:

The Village Board has full local legislative powers and may enact local laws, resolutions, and other rules and regulations. These enactments affect the entire village has full authority to borrow funds, assess property, and levy and collect real property and taxes.

The Village has the authority to adopt and enforce land use regulations. As a part of this function the Board has created planning and zoning boards and have clerical and legal services. This function is not required by law, but is usually required by public demand. The Town board has a similar function and authority. If the Village were to dissolve, the function would fall to the Town and Town planning and zoning board would serve the same function.

The 2007-2008 budget for this function is \$38, 161.00. Once dissolved this expense, either all or in part would be absorbed by the town-wide budget.

Recommendation- Town wide

Assessments:

With regard to assessments, the Village adopts the town role, in that the Town assesses all real property in the Town. The Village does not duplicate this function. Village taxes are collected by the receiver of taxes for the Village (Village clerk).

Recommendation- Town wide

Village Parks:

The Village owns and operates several parks which are open to the public and enjoy great public support.

There is a total of 37.13 acres of green space- including parks, cemetery, sewer, and water plant property, etc. which is mowed and trimmed during the growing season.

It is assumed that these green spaces are to be continued and maintained by the Town. The Village would, upon dissolution transfer all real property to the Town (or County). These parks are maintained by the Village D.P.W.

The Village appropriates \$17,700.00 for parks. This cost would likely be a town-wide change.

Recommendation- Town wide

Cemetery:

The Village owns and operates a municipal cemetery. The cemetery is a functioning business as it accepts burials and people own plots for future burial. The Village D.P.W maintains the cemetery.

It is assumed that the Town Board would continue the cemetery and honor its long- term commitment to plot owners and families. At present the Villages appropriates \$4,000.00 for the cemetery. It is assumed that this cost would be a town-wide change.

Recommendation- Town wide/ Private association

Employee Benefits:

The dissolution of the Village means that all employee salaries and benefits will no longer exist. The 2007-2008 budget for benefits is \$82, 371.00. It would be recommended that upon dissolution, the town would, where possible hire many of the former employees. These employees would be town employees, but their salaries and benefits would show up in either the general town budget, or in one or more of the special districts and thus these costs would be paid by the former village residents. It is anticipated that these costs would be the same or similar per employee.

Recommendation- Town wide/ Town district

Lighting:

The Village provides street and highway lighting in the entire Village. This service is not required by law, but is one which is important and of benefit to the residents with the dissolution of the Town, the Board may establish a special lighting district which would provide the existing service. At present, the Town operates other lighting districts, so service is familiar to them and no problem should result.

The Village budgets \$24,000.00 for this service. It is anticipated that this cost would be similar for the district and would be paid for by the residents of the district. At present, the lighting is a village-wide change.

Recommendation- Town district

Sidewalks:

At present, the Village public works department is responsible for the installation, maintenance, repair, and snow removal of the sidewalk. By law, a village is not required to assume sidewalk responsibility, but many do, because the residents require it. Other villages make sidewalks the concerns of the abutting property owners and mandate snow removal within a specified time or village removal at the owners expense and a fine.

The dissolution would allow the Town the same options or create a special district for areas with sidewalks and charge the cost to property owners in the district.

Recommendation- Town district

Fire Protection:

The Macedon fire department provides fire protection both to the Village and certain areas outside the Village and related services. The department has approximately 32 active members. Funding comes from the Village property tax and contracts with the Town for protections districts. All the equipment and the garage are owned by the Village and are debt free. The garage is built on land owned by the New York State Canal Corporation which has leased the property to the Village for 100 years for the limited purpose of fire department use.

The fire department is well run, effective, and staffed by dedicated people who are committed to the Village and its protection.

If the Village were to dissolve, the Macedon Town Board may create a district with the same boundaries as the Village, or may create new boundaries. These may include existing fire protection areas. Alternatively the Town could service the Village through a protection district and contract with a new fire district using existing equipment.

Clearly the Town of Macedon would act to provide for the continuation of uninterrupted fire protection. The Town has two options which will be discussed once the Village is dissolved.

There are several options that may develop with the Village dissolved. These would include:

- Contract with a Town fire protection district.
- Contract with an independent fire company or association.
- Create a new fire district with whatever boundaries they may define. They would then appoint a five member board of fire commissioners who would replace the Board of Trustees as the governing board. This board would be elected and would adopt the budget and establish a tax rate based on the Town's assessment. The Town would then levy and collect the tax and guarantee payment.

There are far too many variables to estimate the ultimate cost of the service to the taxpayers. It is likely that the cost would not be less. The elected Board of Commissioners would perform the administrative and support function of the Board of Trustees and the clerk, attorney, treasurer, etc. These functions would be done by volunteers or by contract. At present, the Village budgets \$115,200.00 for the fire service. Not all of that sum comes from taxes. Each year the fire company provides fire protection to Town districts outside the Village. This was \$93, 185.00 for the last year. In effect, this means that Village tax money amounts to \$22, 016.00.

Finally, it must be remembered that the fire department consists of volunteers- not Village employees. In an open and frank discussion with the committee, it is possible that a few individuals, based on their own personal experience, may choose not to continue.

Recommendation- Town district/ Independent association

Streets and Highways:

The Village maintains its own highway department which has total responsibility for the laying of out of streets, maintain, repair, and remove snow for all sidewalks, streets and highways in the Village other than state routes which maintains the paved portion of the roadway. The Village is responsible for 6 miles of Village streets and highways. The Town has no responsibility for roads in the Village.

Most of the money the Village uses for highways comes from real property taxes. In addition, the Village receives certain state or federal aid.

Once the Village is dissolved the Town would have primary responsibility for the roadways and would thus increase the Town highway rate for the Village area.

It is fair to assume that the Town's highway budget must increase to deal with the additional responsibility. There would be an increase in the town-wide tax. At present the Village property owners pay part of the Town highway budget, but at a lesser rate than do property owners outside. Once the Village is gone, property owners in the former Village would pay a larger tax due, in part due, to the Town's increased responsibilities and the higher tax rate.

The 2007 Village budget for street maintenance is \$159,381.00. It is fair to assume that a substantial portion of this money will still need to be raised to continue the level of service. How much would be a year by year decision of the Town Board.

Recommendation- Town wide

Spring and Fall/ Residual Brush and Leaf Pick-up

During the Spring and late Fall, the Village DPW collects brush, tree limb clippings, etc. from the homeowner's curb. Also in the Fall the DPW vacuums leaves from the Village Streets and the Village allows resident to rake leaves into the street, This is a popular and appreciated service and is beyond a similar services provided outside the Village. The continuation of this service would be at the option of the Town and if provided would be a district charge.

Recommendation- Town district

Revenue:

The majority of a village's revenue comes from the real property tax. This sum is \$340,182.00. There are however, other sources of money. These are:

• Fees, permits, etc.	\$1,000.00
• Sales tax money	\$70,000.00
• Court fees	\$20,000.00
• State or federal aid	\$29,100.00
• Fire Protection Contract	\$93,185.00
• Utility Tax	\$24,000.00
• Mortgage Tax	\$6,000.00
Total	\$262,565.00

All of this money collected is used solely in the Village and used for Village purposes. Once the Village is dissolved, most of these sources of revenue will continue but will be collected by the town and used town-wide as part of the general fund.

Money received for fire protection may go to the Town if the Town forms a protection district. If however, the service is provided by an independent association, the money stays with that association.

Sales tax money originates from the County and distributed to the town and then to the Village to be used to reduce real property taxes in the Village. Once there is a dissolution, the amount of sales tax is the same, but is used town-wide.

The amount of sales tax money received for both the Town and the Village depends of two major factors. One is the formula which the County legislature adopts for distribution. By law, a county may keep all of its revenue, or may share with other units of local government on an equitable basis. The other is, of course, the amount of money received from sales. If the receipts go down, then so does the share to the Town and the Village. If, however, the receipts increase and the County continues sharing on the same basis, both the Town and the Village would receive more and thus favorably impact the real property tax.

The gross receipts utility tax collected by the Village is not collected by the Town.

The addition of a new Lowe's and WalMart will have an impact on the Town of Macedon in that it will add additional real property tax receipts, but also will share in increased sales tax revenue. In theory, the property owners in the Town and the Village could benefit in terms of real property tax relief. The Village property owners could also expect a reduction in town real property taxes as well as the Village property tax.

The addition of the Lowe's and WalMart imposes no real increased demand for local services by the Village.

Until such time as the two new businesses are up and running, it is not possible to accurately determine the fiscal impact on the Town and Village real property tax burden. The same is true for both the County and school tax. It is however, safe to assume that the tax burden impact for the Village should be positive.

Alternatives to Dissolution:

The Village law, article 19 provides for a relatively simple procedure for dissolving a village. In its simplest form it is a valid petition, the preparation of a plan, and a vote.

The law does not deal with why the residents may want to end the village, but it is reasonable to assume that many may want to reduce the real property tax burden. School

taxes always seem to increase and they know they have real control over town and county taxes. The advent, years ago, of sales tax revenue seems to have slowed but not ended, escalating real property taxes.

The Board of Trustees could respond to this demand for tax relief by cutting services but this may destroy the "character" of the village, which makes it desirable to its residents. The Macedon board could eliminate all non-mandated services. This was done when the Village chose to consolidate the police department with the Town. This eliminated some duplication of effort, but also spread the cost town-wide. The adoption of the Town assessment roll also eliminated a duplicate function.

The Village could abolish its Village court and transfer this function to the Town. The Town may have to respond by increasing Court services and thus increase town costs, but the cost would be shared town-wide. In that the Court does bring in revenue to the village or town, the transfer may be a wash.

The Village's program of maintenance and snow removal for sidewalks in one that could be eliminated and require that the abutting property owner be responsible for sidewalk matters (see page 5). Clearly this would not be popular, but would reduce the Village budget.

The Village's brush and leaf removal program is also one which could be eliminated. So also, this would be unpopular, but would reduce the budget.

Finally the Village may want to consider abolishing street and highway function and contract with the town. By law, a village constitutes a "separate highway" district and thus they could not simply turn the function over to the town as they did with the police service. The Village may, however, achieve some savings by eliminating certain administrative duties and contracting with either the Town or even a private company.

Another step which could be taken to reduce the tax burden on village residents is in the control of the Town Board. By law, the town does not tax village property for certain items in the town highway budget. This budget is set forth in 4 items. The village property is by law exempt from items 1 and 2. Items 3 and 4 however are not mandated exempt, but may be at the option of the town. This item covers costs for purchase, repair, and custody of highway equipment (item 3) and snow removal (item 4). This procedure is set forth in section 277 of the highway law. The Village Board has petitioned the Town Board for this exemption, but it has not been granted.

The process of dissolution is available so that village residents may wish to re-examine the choice to incorporate. There are however other options which might be considered to further improve local government services in the area.

These would include

- City incorporation
- Town creation

- New village incorporation

City incorporation is accomplished by a special act of the State Legislature. In theory, the Village could draft legislation to incorporate the city of Macedon. Since there are no population requirements, this would be passable. The state's smallest city is Sherrill, Oneida County, population 3,147. This legislation would separate the Village from the Town completely. It is unlikely that this would happen. In part, this is because of the local opposition by the town government. Clearly the loss of tax money would be harmful to the remaining town.

One way to eliminate the opposition would be to include the town in the incorporation. This would mean that the village and town join to incorporate a new city. There are many advantages for the local tax-payer. This incorporation was attempted many years ago in 1987 with Village of Newark and the Town of Arcadia, Wayne County. A bill did pass the State Senate and Assembly and went to Governor Cuomo. This bill was vetoed due to technical flaws in the legislation (#49). The bill was not refilled.

Another option to consolidate a village and town is to incorporate the town as a new village. This method of creating a co-terminus town village was used to create the Village of Harrison, Westchester County (pop 24,154). The government is the village government, but maintains certain town functions and receives Town state aid.

The creation of a new town with the boundaries of an existing village is another way of creating a co-terminus town village.

To date, there are five co-terminus town-villages in New York.

The city option has all of these advantages, with the additional benefit of the authority to impose its own local sales tax.

Summary:

When the issue of dissolution arises, most people assume that once dissolved, the Village residents will save money by "eliminating" one layer of local government and thus one less yearly tax bill. For the Village of Macedon, the tax rate is \$5.06 per \$1,000.00 as assessed valuation and \$2.28 per \$1,000.00 for the Town tax rate in the Village. In addition, there are water and sewer charges.

Before examining these tax bills it is instructive to explore any other reasons which may support dissolution.

One reason to dissolve would be if a village were losing population to such an extent that the demand or reasons for municipal services is diminishing. The present Village population is 1,500 and has been consistent

Another consideration would be if a Village lost a significant portion of its tax base, therefore increasing the burden on the remaining property. The concept of dissolving the Village is, in part an attempt to increase or broaden the tax base by including more taxable property to service the former Village. This also, is not a concern for Macedon Village. The tax base, commercial, residential and manufacturing is consistent and viable.

Municipal services are also a factor in considering dissolution. The residents receive all required municipal services mentioned above. The residents of the Village are given additional brush, sidewalk snow removal and leaf pick-up days. These days go beyond the normal first week of each month from April thru December. These additional days will end upon dissolution.

Village debt may in some instances motivate dissolution in the hope that once the assets of the Village are sold the debt can be removed and these taxes lowered. In this case, there is no general debt, only a minor debt relating to the sewer plant, which is paid for by the sewer rent and thus not a factor in the real property tax.

In general, it can be stated that the municipal “health” of the Village is fine. The Village is essentially debt free and does not suffer from the plight of abandoned buildings, vacant store-fronts or simply “eye sores”. In general people pay taxes on time and people maintain and improve their homes and property.

To return to the question of saving money on “How much will I save if we dissolve?” Since once the Village is dissolved the Board of Trustees has no control of the tax burden, it comes down to the question of what the Town Board will do in the first year of dissolution and well into the future.

Below is a list of current municipal services provided by the Village, its exact cost as reflected in the budget and the possible agency for the continuation of the service? These could be County, Town-wide (T/W), County or Town district (CT/ district), or Town district (District (T)). All costs associated with the services would be under the control of the agency involved. It is reasonable to assume that this cost would be set at the same or greater than the Village.

Services	Current Cost	Dissolution Cost
Government	(V) \$23,400.00	Eliminated
Administration (Clerk, Treasurer, Auditor)	(V) \$44,350.00	Eliminated
Political (Election)	(V) \$2,000.00	County
Law Enforcement	(T) \$0000.00	T/W
Sewer	(V) \$330,503.00	C/T District
Water	(V) \$219,251.00	C/Authority
Court	(V) \$17,356.00	T/W
Planning and Zoning	(V) \$38,161.00	T/W
Parks	(V) \$17,700.00	T/W

Cemetery	(V) \$4,000.00	T/W
Employee Benefits	(V) \$82,371.00	T/W and District
Street Lighting	(V) \$24,000.00	District (T)
Sidewalks	(V) \$3,000.00	District (T)
Highway	(V)\$159,381.00	T/W
Fire Protection	(V) \$115,200.00	District (T)/ Board of Commissioners

The combination of municipal services would be a combination of Town-wide services and several Town run districts and/ or an independent department. Money that is collected for these district changes will be used exclusively in the district. Money that is paid in general town taxes will be used town-wide. Money that is collected from non-property taxes will also be used town-wide.

The fact is that if the Village is abolished, the administrative “overhead”, the Mayor and Trustees will be eliminated and money saved. The budget for the board of trustees is \$17,700.00 and the Mayor \$5,700.00 for a total \$23,400.00. An examination of the Village budget shows that the Village receives non-property tax revenue in excess of all administrative expenses. (Page 8)

Any of the municipal services, other than water and sewer, which would continue, would be paid for by tax dollars through Town districts. These districts do not have other sources of non-tax revenue.

**Village of Macedon Dissolution Committee
February, 2008**

As part of the work of the Dissolution Committee an intensive study was made of the financial implications of dissolving the Village. The Committee used the current Village 2007 – 2008 and Town 2008 budgets and received input from various Town, Village and WCWSA officials. The following is side-by-side illustration depicting what the committee believes are the potential financial implications for a Village Taxpayer. The left column shows the current taxes and fees for a Village property with an assessed value of \$100,000.00, while the right column shows the committee's projections and estimates for the same property if the Village were to dissolve. Based on the figures, the owner of a property located in the Village would save \$204.00 in taxes and fees if the Village were to dissolve.

Side by Side Comparison/"Snapshot": February 2008		
Current Levy/\$1000 with Village & Town	Taxes on Property	Projected Levy/\$1000 with Village dissolved
\$2.28	Townwide 2008	
5.06	Village 2007 - 2008	
	New Merged Town & Village	\$3.04
	Village Brush & Leaf Spec. Dist.	.39
	Village Sidewalk Spec. Dist.	.12
	Village Street Lighting Spec. Dist.	.34
	Village Fire Spec. Dist. <small>Includes Operations, Truck Reserve & \$20,000 est. admin., legal & ins. costs. Appropriation is spread equally throughout Mac. Farm. & Village Fire.</small>	.59
	Village Ambulance Spec. Dist. <small>Includes \$10,000 est. admin., legal & ins. costs 3rd party billing revenues will have an impact which Committee is unable to estimate.</small>	.46
\$7.34	Total Implied Tax Rate/\$1000	\$4.94
\$734.00	Tax on \$100,000.00 Assessed Value Property	\$494.00
	Fees & Rents	
\$240.00	Sewer Fee	\$240.00
\$24.00 (\$3.70/1000 gallons)	Water Fee Rate/1000 Gallons	\$60.00 (\$3.85/1000 gallons)
\$264.00	Total Fees	\$300.00
\$998.00	Total Tax and Fees on a property with \$100,000.00 Assessed Value, not including water usage.	\$794.00

Village of Macedon Dissolution Committee

Comparisons 2008

A Possible Scenario of Merged Town 2008 & Village 2007 – 2008 Budgets With Possible Village Districts

	Appropriations	Revenues	Fund Balance	Amt to raise in taxes	Assessed Value	Implied Tax Rate/1000
Merged T & V General & Highway (Town A, B, DA, DB + what's left of Vill. Gen.)	\$4,918,011 <u>+261,991</u> 5,180,002	\$2,725,260 <u>+125,300</u> 2,850,560	\$754,050	\$1,575,392	\$517,372,357	\$3.04
Village Brush & Leaf Special District	27,000				70,043,199	.39
Village Sidewalk Special District	8,405				70,043,199	.12
Village Street Lighting Special District	24,000				70,043,199	.34
Village Sewer					70,043,199	
Village Water					70,043,199	
Village Fire	185,200	Includes Operations, Truck Reserve & \$20,000 est. admin., legal & ins. costs. Appropriation is spread equally throughout Mac. Farm. & Village Fire.*			316,417,556	.59
Village Ambulance Spec. Dist.	32,000	?	Includes \$10,000 est. admin., legal & ins. costs. 3rd party billing revenues will have an impact which Committee is unable to estimate.		70,043,199	.46
Total						\$4.94

Side by Side Comparison/"Snapshot": January 2008

Current Levy/\$1000	Taxes on Property	Projected Levy/\$1000
2.28	Townwide 2008	3.04
	New Merged Town & Village from above	
5.06	Village 2007 - 2008	
	New Brush & Leaf Spec. Dist.	.39
	New Sidewalk Spec. Dist.	.12
	New Street Lighting Spec. Dist.	.34
	New Fire Spec. Dist.	.59
	New Ambulance Spec. Dist.	.46
7.34	Total Implied Tax Rate/\$1000	4.94
\$734.00	Tax on \$100,000.00 Assessed Value Property	494.00
240.00	Sewer Fee	240.00
24.00	Water Fee	60.00
(\$3.70)	Rate/1000 Gallons	(\$3.85)
264.00	Total Fees	300.00
998.00	Total Tax and Fees	794.00

* Farmington Fire Appropriation of \$29,100 only added to current MF area (.12/\$1000).

DISSOLUTION PLAN OF THE VILLAGE OF MACEDON

Date of Vote: March 18th, 2008

STATE OF NEW YORK
COUNTY OF WAYNE
VILLAGE OF MACEDON

PROPOSITION NUMBER 1:

PROPOSITION FOR THE DISSOLUTION OF THE VILLAGE OF MACEDON, DISPOSITION OF VILLAGE PROPERTY, ESTABLISHMENT OF TOWN SPECIAL IMPROVEMENT DISTRICTS, AND ESTABLISHMENT OF THE MACEDON FIRE DISTRICT.

Shall the village of Macedon be dissolved? Shall Village property be disposed of as follows in the Plan? Shall Town of Macedon Special Improvement Districts be created to operate certain existing Village services? Shall the Town of Macedon establish the Macedon Fire District and the Macedon Ambulance District?

1. The Village of Macedon will officially dissolve on December 31, 2009*.
2. Following the dissolution of the Village of Macedon, the Town of Macedon will assume the duties and functions of the Village and continue to provide certain services once provided by the Village. The cost of certain specific services will be met by fees or taxes levied on real property located within the bounds of the Special Districts established by the Town Board as explained in paragraphs 7, 8, 9,10, 11 and 12.of this Dissolution Plan.
3. In accordance with Village Law Sec. 19-1910, all Local Laws, Ordinances, Rules and Regulations of the Village of Macedon that are in effect on the date of the dissolution of the Village will be enforced and administered by the Town of Macedon for a period of two (2) years from the date of dissolution, unless the Town of Macedon deems otherwise. At the end of the two (2) year time period all Local Laws, Ordinances, Rules and Regulations of the Village of Macedon will become null and void unless the Town Board of the Town of Macedon enacts certain Village laws or ordinances as the Town's own laws and ordinances.
4. The Village of Macedon's Zoning Laws will expire on the date of dissolution as provided by Paragraph 16 of this Dissolution Plan. Following the dissolution vote, the Town of Macedon will prepare new zoning regulations that will take effect immediately following the dissolution of the Village.
5. The offices and positions of Mayor, Village Trustees, Public Works Superintendent, Zoning/Code Enforcement Officer, Village Clerk/Treasurer,

Village Historian, Village Attorney, Village Engineer and Planning/Zoning Board Members shall be abolished upon the dissolution of the Village of Macedon.

6. The Town of Macedon Highway Department will need to hire two employees upon dissolution of the Village. In addition, the Town of Macedon will also hire two new employees, one for the Sewer Plant and one to be used as a floater. There is a very good chance that these four (4) new hires will not be the current Village employees. Current Village employees will have to interview for those positions, with the Town.
7. Upon dissolution of the Village, residents will receive potable water, distribution and treatment of same, by Wayne County Water Authority. All real and personal property owned by the Village and used for water services shall be conveyed to the Authority at fair trade-in value. This money is to be included into the reserve account mentioned below. Also, in order to reduce future costs of replacing large sections of the Village's water system, the Village Board of Trustees, along with the Water Authority, will establish a monetary reserve account in the amount of 40% of the balance of all money remaining after paying off the Sewer Plant Bonds. This reserve money will be for the exclusive purpose of repairing, maintaining or improving the water system in the area of the former Village.
8. The Town Board of the Town of Macedon will create and establish by resolution a Special District to be known as the "Town of Macedon Lighting District" as provided by Section 19-1914 of the Village Law and by Articles 12 and 12-A of the Town Law. The Town will assume responsibility for maintenance and repair of all streetlights with this District. The operation of this district will be subject to the decisions of the Town Board. Costs of operating the lighting District will be met by taxes levied on the benefited real property located within the bounds of the Lighting District. The boundary of this district will be coterminous with the boundary of the Village.
9. The Board of the Town of Macedon will create and establish by resolution a Special District to be known as the "Town of Macedon Sidewalk District" as provided by Section 19-1914 of the Village Law and by articles 12 and 12-A of the Town Law. The Town will assume responsibility for maintenance and repair of all sidewalks within this District. The operation of this district will be subject to the decisions of the Town Board. Following the dissolution of the Village, the Village will turn over to the Town of Macedon, at no cost all equipment and supplies used by the Village for maintaining, repairing and clearing snow from sidewalks. Costs of operating the Sidewalk District will be met by taxes levied on the benefited real property located within the bounds of the Sidewalk District. The boundary of this district will be coterminous with the boundary of the Village.
10. The Town Board of the Town of Macedon will create and establish by resolution a Special District to be known as the Town of Macedon Brush and Leaf District

as provided by Section 19-1914 of the Village Law and by Articles 12 and 12-A of the Town Law. The Town will continue providing this service in the same manner as the former Village did --- The first full week of each month beginning in April and running through December. The operation of this district will be subject to the decisions of the Town Board. Following the dissolution of the Village, the Village will turn over to the Town of Macedon without consideration, all equipment and supplies used by the Village for the removal of brush and leaves. Costs of operating this district will be met by taxes levied on all residential property located within the bounds of the former Village.

11. Prior to the dissolution of the Village, the Town Board of the Town of Macedon will create and establish, by resolution, a Fire District to be known as the Macedon Fire District. (At this time it is not certain if the boundaries of the new district will be the same as the current Village of Macedon Fire District). The costs of operating this Fire District will be met by taxes levied on the benefited real property located within the bounds of the Macedon Fire District.
12. Prior to the dissolution of the Village but following the establishment of the Macedon Fire District, the Village of Macedon Board of Trustees will turn over to the Benevolent Association of the Village of Macedon Volunteer Fire Department all of the Village's rights, titles and interest in the department. All property, buildings vehicles and equipment owned by the Village and used by the Village of Macedon Volunteer Fire Department for the purpose of firefighting will be turned over, at no cost to the Benevolent Association of the Macedon Fire District.
13. Prior to the dissolution of the Village, the Town Board of the Town of Macedon will create and establish, by resolution, an Ambulance District to be known as the Macedon Ambulance District. The cost of operating this Ambulance District will be met initially by taxes levied on the benefited real property located within the bounds of the Macedon Ambulance District. It is possible that by the time dissolution would take place the cost of operating the Ambulance would at, least in part, be met by the proceeds from Third Party Billing. This would be the case if the Village did not dissolve
14. Prior to the dissolution of the Village but following the establishment of the Macedon Ambulance District, the Village of Macedon Board of Trustees will turn over to the Benevolent Association of the Village of Macedon Volunteer Ambulance Squad all of the Village's rights, titles and interest in the department. All vehicles and equipment owned by the Village and used by the Village of Macedon Volunteer Ambulance Squad for the purpose of emergency medical service will be turned over, at no cost, to the Benevolent Association of the Macedon Fire District.
15. In addition to #'s 12 and 14 above, the Village Board of Trustees, along with the Benevolent Association, will establish two reserve accounts. One will be for the

fire department and the other for the ambulance squad in the amounts of 15% and 10% respectively of the balance of all money remaining after paying off the Sewer Plant bonds. These reserve account monies will be for the exclusive purpose of defraying future tax dollars for purchasing new vehicles.

16. Prior to the dissolution of the Village, the Town of Macedon will create and establish, by resolution, a Sewer District to be known as the Macedon Sewer District as provided in section 19-1904 of Village Law and by articles 12 and 12-A of the Town Law. The Town has assured the Village that their intent is to operate and maintain the Sewer Treatment Plant. The operation of this district will be subject to the decisions of the Town Board. Following the dissolution of the Village, the Village will turn over to the Town of Macedon, without consideration, all equipment, buildings and supplies used by the Village for the operation and maintenance of the Sewer Plant. The cost of operating this district will be met by fees levied by the Town on all residential property located within the bounds of the former Village.
17. Prior to the dissolution of the Village, the Town of Macedon will revise and update its Comprehensive Plan and Zoning Law to include coverage of the all land located within the Village boundaries. The new Zoning Law will take effect when the Village officially dissolves. The Town may consider instituting a "Hamlet" zoning district that will encompass the former Village and include special regulations that do not apply to rural areas of the Town outside the former Village. This "Hamlet" district could potentially be subdivided into separate commercial and residential areas. The Town Planning Board will oversee the preparation of these new zoning regulations with the aim of having them in place prior to the dissolution of the Village.
18. The Village of Macedon will turn over to the Town of Macedon all real property and miscellaneous property not specifically disposed of in the preceding paragraphs, without consideration.