

Baseline Information

Village of Medina and Towns of Ridgeway and Shelby

April 16, 2010

Prepared for:
Medina, Ridgeway and Shelby Boards
**Re: Shared Services, Town Merger and Village Dissolution
Feasibility Study**

This document was prepared with funds provided by the New York State Department of State under the Local Government Efficiency Grant Program.

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INTRODUCTION

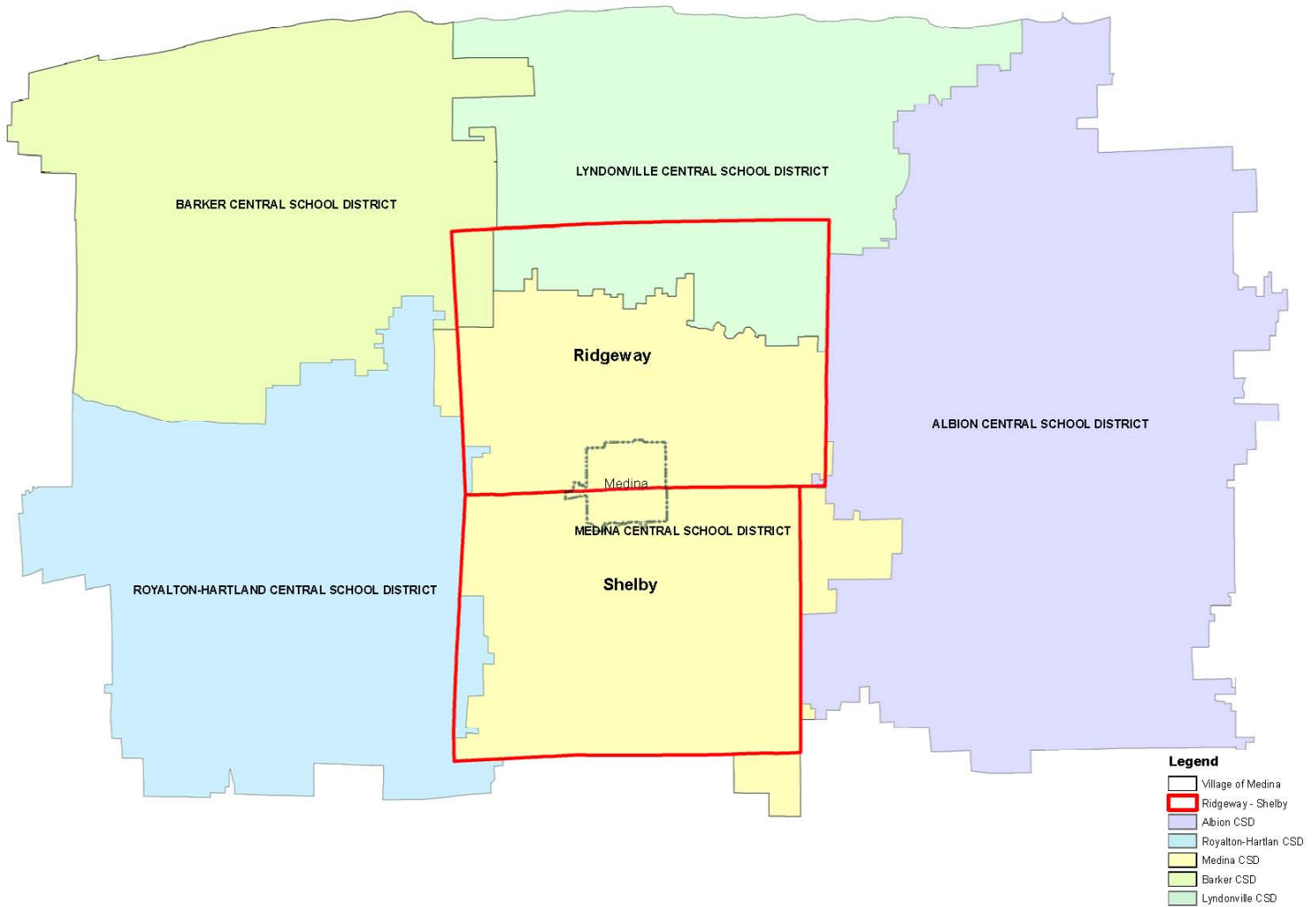
In early 2010, officials in the Village of Medina and the Towns of Ridgeway and Shelby jointly engaged the Center for Governmental Research (CGR) to explore the potential benefits of sharing services, merging the Towns, and/or dissolving the Village.

The Towns are located in southwestern Orleans County and each incorporates a portion of the Village. Together the three municipalities serve about 11,700 residents living in a 97-square mile area. The Village is a small portion of this area (3.3 square miles) but its residents account for 52% of the overall population.

The Village of Medina was incorporated in 1832, creating an entity contained wholly within and divided nearly equally between the two Towns – and also creating a complex municipal structure. (Note throughout this study we will refer to the areas outside the Village as TOV.)

The map on the following page shows the Towns and Village, along with the five school districts that serve the area. The school districts are not part of the shared services/merger/dissolution feasibility study but are shown on the map to illustrate the complexity of the multi-layered government structure that is common in New York. The map would be more illustrative (but too complex to read at this scale) if the fire districts, water districts, sewer districts and lighting districts were also shown.

The 5 School Districts in the Towns of Ridgeway and Shelby

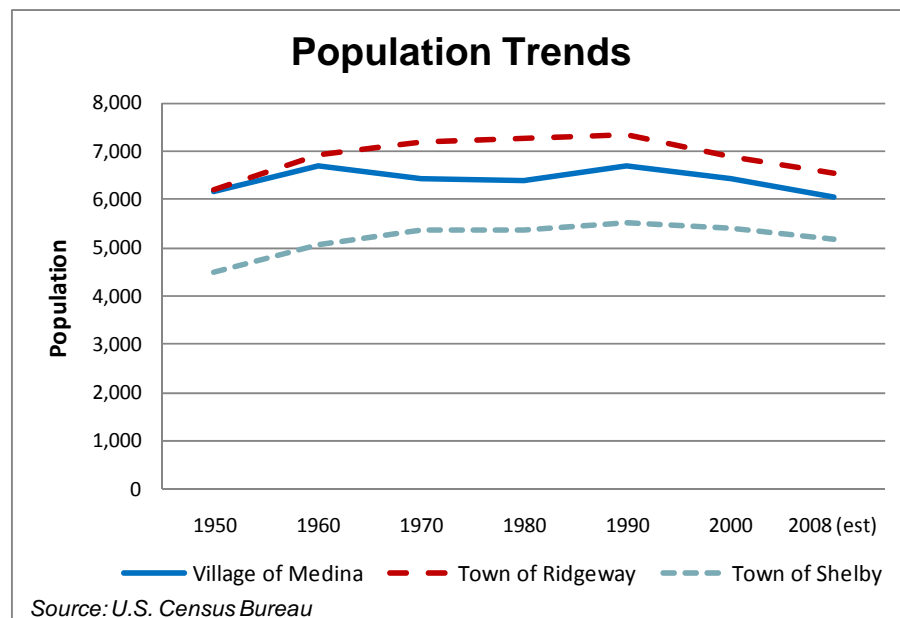


POPULATION TRENDS

As Table 1 shows, the population peak for the Village and Towns occurred in 1990. For the past 20 years the population has slowly declined every year. (Peak and current estimates are highlighted below.)

	Village	Ridgeway TOV	Shelby TOV	Ridgeway Total	Shelby Total	Combined
1950	6,179	N/A	N/A	6,217	4,485	10,702
1960	6,681	N/A	N/A	6,911	5,051	11,962
1970	6,415	N/A	N/A	7,209	5,366	12,575
1980	6,392	N/A	N/A	7,278	5,361	12,639
1990	6,686	3,389	2,775	7,341	5,509	12,850
2000	6,415	3,168	2,723	6,886	5,420	12,306
2001 (est)	6,352	3,150	2,711	6,833	5,380	12,213
2002 (est)	6,290	3,128	2,693	6,773	5,338	12,111
2003 (est)	6,245	3,112	2,681	6,733	5,305	12,038
2004 (est)	6,220	3,130	2,691	6,738	5,303	12,041
2005 (est)	6,134	3,102	2,667	6,660	5,243	11,903
2006 (est)	6,082	3,095	2,656	6,627	5,206	11,833
2007 (est)	6,040	3,074	2,648	6,581	5,181	11,762
2008 (est)	6,046	3,051	2,632	6,561	5,168	11,729

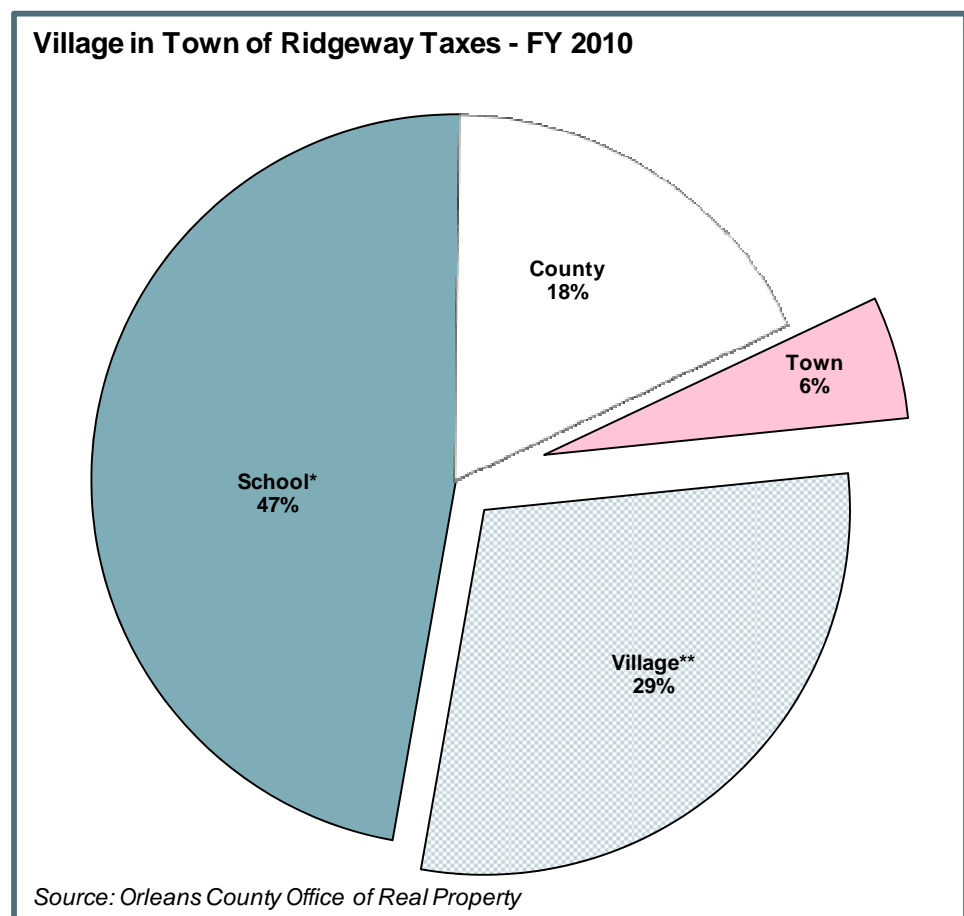
Source: U.S. Census Bureau



WHERE YOUR TAX DOLLARS GO

Charts 1-4 on the following pages highlight the percentage of total taxes paid to the various layers of government that impact the Medina/Ridgeway/Shelby community (excluding state and federal taxes). The largest single influence on taxes for a Village, Ridgeway or Shelby taxpayer is school taxes. As the pie charts illustrate, the next biggest influence on taxes depends on where the taxpayer lives.

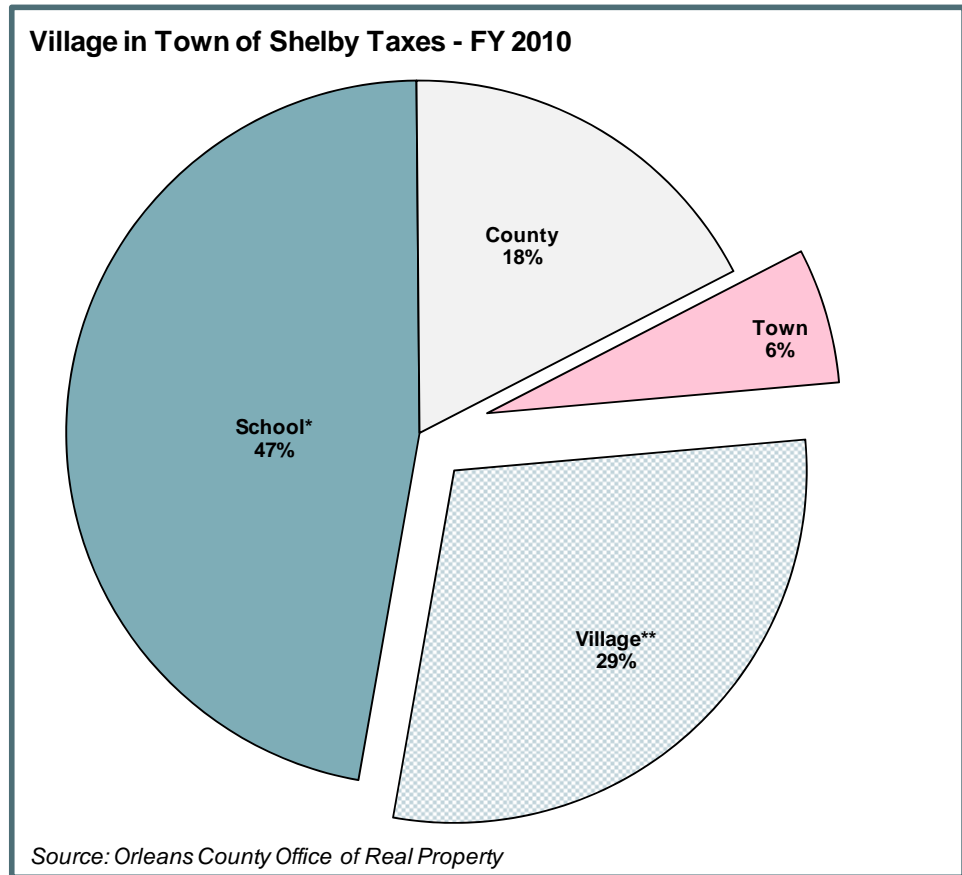
CHART 1



* Medina Central School District

** Water, sewer and fire are part of Village taxes

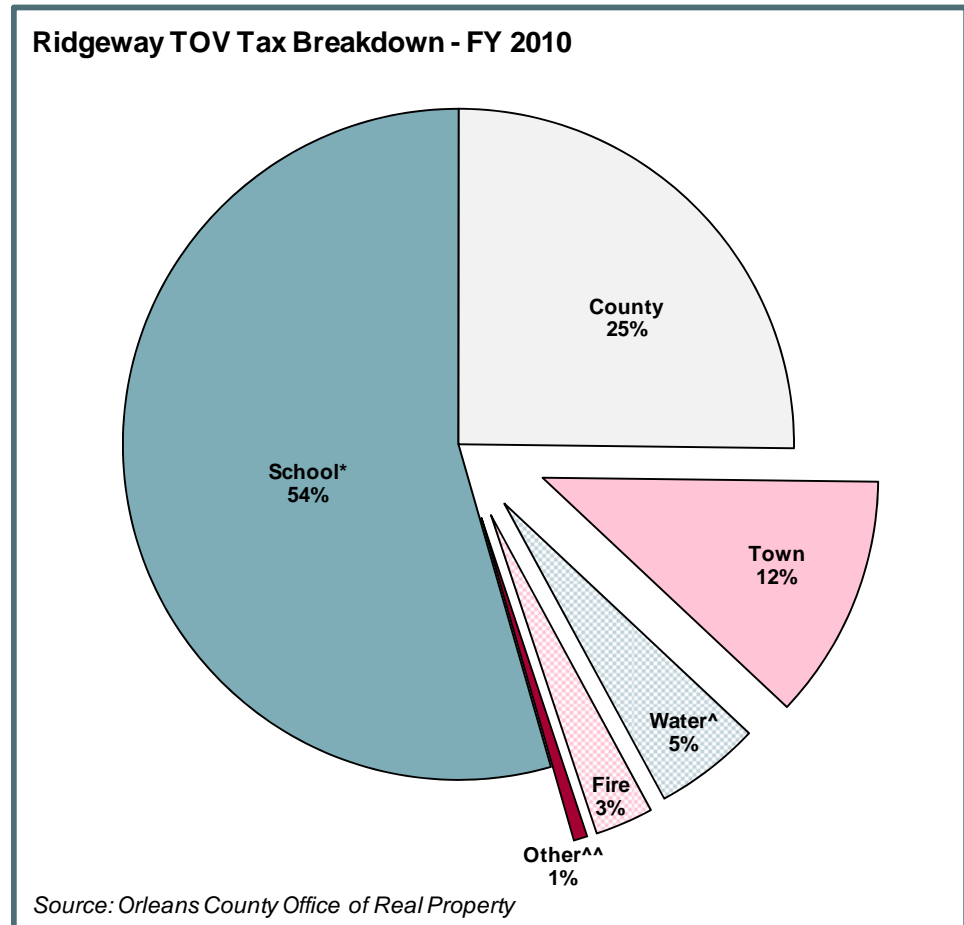
CHART 2



* Medina Central School District

** Water, sewer and fire are part of Village taxes

CHART 3

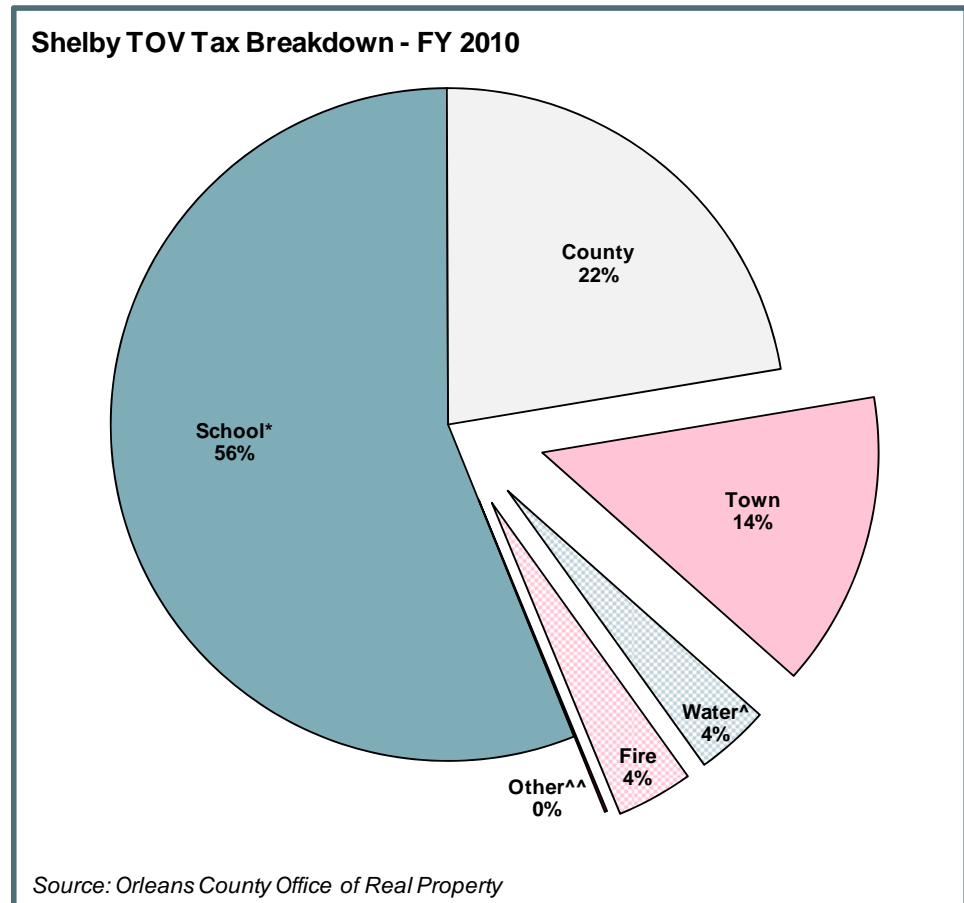


* Because several school districts draw from Ridgeway TOV, the average tax levy was computed by averaging tax rates from 5 school districts: Medina CSD, Albion CSD, Lyndonville CSD, Barker CSD, and Royalton-Hartland CSD.

^ Ridgeway TOV has 11 water districts. Customers are metered and billed for water usage separately but pay debt service as a special district tax on their Town tax bill. Water tax rates are an average of all districts.

^^ Other = Knowlesville street lighting and Knowlesville sewer district

CHART 4



* Because two different school districts draw from Ridgeway TOV, the average tax levy was computed by averaging tax rates from both school districts: Medina CSD and Royalton-Hartland CSD.

^ Shelby TOV has nine water districts and bills quarterly for usage and district debt service. For purposes of equivalent comparison with the Ridgeway TOV, which bills debt services as a special district tax, CGR blended the debt service charge for all districts to determine what percent water is of Shelby TOV taxes.

^^ Other represents a blended rate for the Shelby and Millville street lighting districts.

COMPLEXITY IS ALSO FOUND IN LOCAL TAX RATES

Table 2 illustrates the many layers of taxation in the municipalities.

TABLE 2				
Complexity of Local Tax Rates				
(Tax rate per \$1000)				
	VILLAGE		TOV	
	Ridge way	Shelby	Ridge way	Shelby
County	9.299	9.256	9.317	9.267
Town	2.846	3.282	4.371	5.872
Village	15.375	15.375	-	-
School				
Medina CSD	24.820	24.821	24.820	24.821
Albion CSD	-	-	17.937	-
Lyndonville CSD	-	-	20.072	-
Barker CSD	-	-	16.430	-
Royalton-Hartland CSD	-	-	21.522	21.522
Fire				
Ridge way Fire 1	-	-	1.036	-
Shelby Fire 1	-	-	-	1.518
Lighting				
Ridge way Light 1	-	-	0.484	-
Shelby Light District	-	-	-	0.520
Millville Light District	-	-	-	0.590
Water				
County Line Water*	-	-	1.538	-
Rte. 31E Water**	-	-	0.659	-
Ridge way Water 2	-	-	134.589/unit	-
Ridge way Water 3	-	-	174.149/unit	-
Ridge way Water 4	-	-	308.931/unit	-
Ridge way Water 5	-	-	228.024/unit	-
Ridge way Water 6	-	-	313.093/unit	-
Ridge way Water 7	-	-	187.257/unit	-
Ridge way Water 8	-	-	151.14/unit	-
Ridge way Water 9	-	-	190.674/unit	-
Ridge way Water 10	-	-	352.273/unit	-
Shelby Water 1	-	-	-	100.000/unit
Shelby Water 2	-	-	-	325.000/unit
Shelby Water 3	-	-	-	200.000/unit
Shelby Water 4	-	-	-	240.000/unit
Shelby Water 4B	-	-	-	280.000/unit
Shelby Water 6	-	-	-	246.000/unit
Shelby Water 7	-	-	-	310.000/unit
Shelby Water 8	-	-	-	317.000/unit
Shelby Water 9	-	-	-	new district
Shelby out of district	-	-	-	100.000/unit
Knowlesville Sewer	-	-	302.33/unit	-
Recycling/Waste prg.	159.020/unit	159.020/unit	159.020/unit	159.020/unit

Sources: Orleans County Office of Real Property, Local Tax Bills

*County Line Water District also assessed a \$119.388 per unit fee

** Rte. 31E Water District also assessed a \$77.540 per unit fee

A Note about Table 2

County tax rates vary slightly (about 4 cents per \$1,000) between the Ridgeway and Shelby portions of the Village because of chargebacks for County-provided services that are included when the Orleans County Real Property Office computes tax rates. The County, for example, charges \$1.25 per parcel for running the assessor and tax rolls and tax bills for the 10 towns in Orleans County, and when a village is involved computes taxes based on parcels within the village and in the town outside village. Since Shelby has fewer parcels inside the Village of Medina (972) than Ridgeway has inside the Village (1,414), the cost is lower for Shelby taxpayers. The County also pays for assessor software for all 10 towns in Orleans County, and charges back this cost to taxpayers on County tax bills. The amount the County charges Shelby is lower than Ridgeway's charge (\$862 vs. \$1,300), because the Towns of Shelby and Yates are in a Coordinated Assessment Program (CAP) and the charges are based on parcel counts of the CAP rather than the parcel counts of the Town. These and other miscellaneous items account for the small difference in the County tax rates between the Ridgeway and Shelby portions of the Village of Medina.

MUNICIPAL BUDGETS & TAX LEVIES

Table 3 shows the municipal budgets (2009-10 for the Village and 2010 for the Towns) that we will examine as part of the feasibility study. The Study Committee will be looking for ways to streamline the cost of government, as represented in the tax levies shown.

TABLE 3		
Budgeted Expenditures and Tax Levies - FY 2010		
(Dollars in millions)		
	Total Budgeted Expenditures*	Tax Levy**
Village	\$7.711	\$2.554
Ridgeway	\$2.115	\$0.781
Shelby	\$2.309	\$0.814
Total	\$12.135	\$4.149

Source: Town and Village budgets, Orleans County Office of Real Property

* Excludes capital projects. CGR notes the Village has a significant highway project (Quinn Street) that it decided to do with staff rather than outsource, so costs for this project are included above.

**Does not include special district taxes

COMMON EXPENDITURES FOR THE VILLAGE AND BOTH TOWNS

The process for identifying ways to simplify delivery of services or opportunities for efficiencies begins by looking at those areas where all the municipalities spend money. CGR and the Committee will examine these areas and the subsequent analysis will be used to help the community define options for the future that will create more effective and efficient government service delivery.

	Village	Ridgeway	Shelby	Combined	% of Total
Highway	\$0.782	\$0.856	\$0.754	\$2.392	21.6%
Water	\$1.158	\$0.282	\$0.215	\$1.655	14.9%
Employee Benefits	\$1.018	\$0.235	\$0.286	\$1.540	13.9%
Sewage	\$1.487	\$0.032	\$0.003	\$1.522	13.7%
Fire Protection	\$0.844	\$0.118	\$0.217	\$1.179	10.6%
Debt Service	\$0.455	\$0.225	\$0.159	\$0.838	7.6%
Shared Services	\$0.279	\$0.024	\$0.140	\$0.443	4.0%
Special Items	\$0.156	\$0.066	\$0.142	\$0.364	3.3%
Municipal Staff	\$0.054	\$0.074	\$0.155	\$0.283	2.6%
Finance	\$0.092	\$0.052	\$0.061	\$0.206	1.9%
Judicial	\$0.069	\$0.025	\$0.029	\$0.124	1.1%
Recreation	\$0.097	\$0.006	\$0.006	\$0.108	1.0%
General Environment	\$0.017	\$0.041	\$0.043	\$0.101	0.9%
Special Services	\$0.077	\$0.006	\$0.002	\$0.085	0.8%
Executive	\$0.008	\$0.025	\$0.043	\$0.076	0.7%
Traffic Control	\$0.044	\$0.010	\$0.005	\$0.059	0.5%
Legislative	\$0.017	\$0.015	\$0.019	\$0.051	0.5%
Public Health Programs	\$0.031	\$0.001	\$0.001	\$0.033	0.3%
Animal Control	\$0.011	\$0.003	\$0.002	\$0.016	0.1%
Culture	\$0.004	\$0.002	\$0.003	\$0.010	0.1%
Total	\$6.701	\$2.100	\$2.285	\$11.086	100.0%

Source: 2009-10 Village budget and 2010 Town budgets