

September 14, 2007

To: Members, Formation Commission

From: Martha Poyatos
Executive Officer

Subject: Report & Recommended Determinations-Municipal Service Review and Sphere of Influence Review for the Town of Woodside

Summary:

The attached municipal service review examines the nine categories set forth in Government Code Section 56430 in regard municipal services Town of Woodside. This service review process included circulation of a draft report for comment and presentation of the draft report at a Woodside Council meeting.

Prior to adopting, amending or reaffirming a sphere of influence, Section 56430 requires that LAFCo conduct a municipal service review and make determinations concerning infrastructure, growth and population projections, financing constraints, opportunities for cost avoidance, rate restructuring and shared facilities, government structure options, evaluation of management efficiencies and local accountability and governance. Final determinations adopted by the Commission would be attached to the Service Review Report as Exhibit A and would be used in any sphere of influence determinations adopted by the Commission in reviewing, amending or reaffirming a sphere of influence as well as in reviewing a proposal for reorganization.

In regard to sphere of influence, it is recommended that sphere determinations be made separately to address Town concerns regarding areas adjacent to the Town's eastern boundary that are currently not in the sphere of influence are accessed by Town roads.

Recommendation: It is recommended that the Commission consider the attached service review and adopt the attached recommended municipal service review determinations.

Draft Municipal Service Review
Town of Woodside
August 28, 2007

Introduction

This draft municipal service review for the Town of Woodside is being circulated for review and public comment prior to consideration by the San Mateo Local Agency Formation Commission. Affected agencies, residents, property owners and interested individuals and groups are encouraged to participate in the municipal service review process.

LAFCo staff will present the draft document at the Woodside Town Council Meeting that begins at 7:30 p.m. on September 11, 2007. Contact the Town of Woodside for the agenda.

This draft report is also available on line at www.sanmateolafco.org. Comments or inquiries may be submitted on September 11, 2007 at the Council Meeting or to the following address by September 12, 2007:

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Redwood City, CA 94063
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Draft Municipal Service Review

Town of Woodside
August 27, 2007

Introduction

Government Code Section 56430 requires that LAFCo complete municipal service reviews and sphere of influence reviews on all cities and special districts by January 2008. This report is a municipal service review and sphere of influence review for the Town of Woodside. This municipal service review is not a proposal for reorganization of agencies, rather a study of service provision in regard to nine areas of determination as set forth in Section 56430:

- (1) Infrastructure needs or deficiencies
- (2) Growth and population projections for the affected area
- (3) Financing constraints and opportunities
- (4) Cost avoidance opportunities
- (5) Opportunities for rate restructuring
- (6) Opportunities for shared facilities
- (7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers
- (8) Evaluation of management efficiencies
- (9) Local accountability and governance

This State-mandated study is not a proposal for reorganization, rather it provides an opportunity for the public and affected agencies to comment on service provision and costs prior to LAFCo adoption of required determinations. Once adopted, LAFCo uses determinations in updating spheres of influence, which is a plan for boundaries and governance of a public agency.

Local Agency Formation Commission (LAFCo): LAFCo is a State-mandated, independent commission with countywide jurisdiction over the boundaries and organization of cities and special districts including annexations, detachments, incorporations, formations and dissolutions. The Commission includes two members of the Board of Supervisors, two members of city councils, two board members of independent special districts, a public member, and four alternate members (county, city, special district and public). LAFCo adopts a budget and contracts with the County of San Mateo

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for services. The Executive Officer serves as LAFCo staff reviewing boundary change applications and preparing municipal service reviews and sphere of influence studies. LAFCo's net operating budget is apportioned in thirds to the County of San Mateo, the 20 cities in the County and the 24 special districts.

Areas under Study: The study area includes Town of Woodside and adjacent unincorporated areas. Service delivery patterns are summarized below.

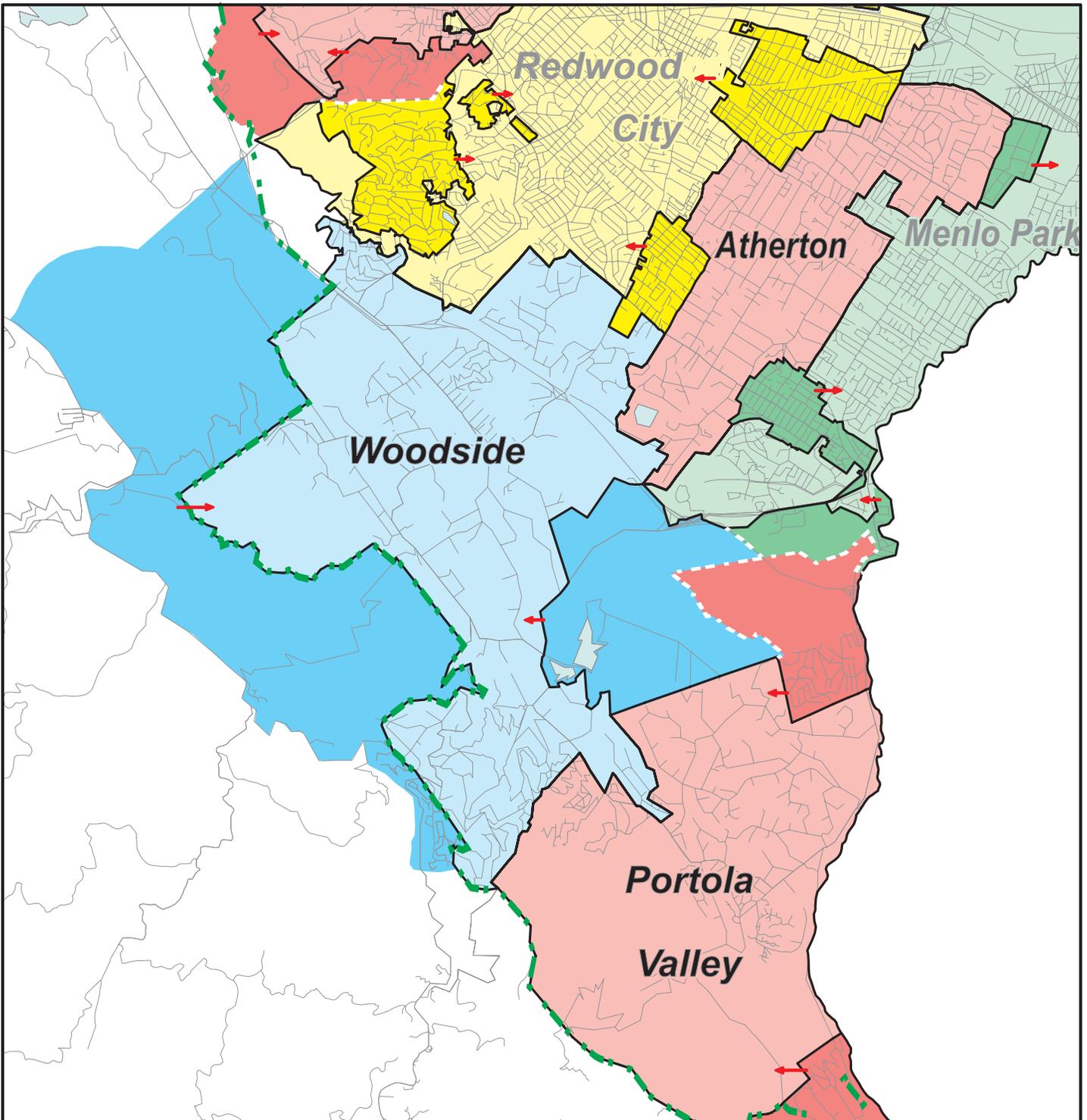
	Town of Woodside
Police	Town of Woodside ¹ via Contract with County Sheriff
Fire	Woodside Fire Protection District
Streets/Street Lights	Town of Woodside
Park & Rec.	Town of Woodside
Sewer	Individual Septic County-governed Fair Oaks Sewer Maintenance District Town-governed Town Center Sewer Maintenance District West Bay Sanitary District (8 properties)
Water	CalWater ² and City of Redwood City in vicinity of Godetia and California Way
Garbage	Greenwaste

Unincorporated areas adjacent to the Town of Woodside included in the sphere of influence include areas west of the Town to the eastern side of Skyline Boulevard including Wunderlich County Park, portion of Stanford Lands southeast of the Town boundary and Woodside High School and adjacent lands along Woodside Road and Alameda.

Please see map next page.

¹ The Town of Woodside contracts with the County of San Mateo Sheriff's Department

² California Water Service Company is an investor-owned public utility and is not subject to LAFCo jurisdiction.



San Mateo County SPHERES OF INFLUENCE

Portola Valley - Woodside - Atherton

-  Indicates City Sphere of Influence
-  Urban/Rural Boundary
-  City Boundaries
-  Sphere of Influence Line Between Areas



Municipal Service Review

Service review criteria as set forth in Government Code Section 56430 are examined below for each agency. Discussion provides background on each agency and is organized under the nine areas of determination required by Government Code Section 56430. Recommended determinations will be drafted after comment by the affected agencies, residents and interested parties.

Town of Woodside:

The Town of Woodside, incorporated in 1956, is a general law city with seven elected council members. As noted on the Town's website: After World War II, the growth of San Mateo County was rapid, and construction altered the mid-peninsula landscape. In the 1950's, Woodside began to feel the effects of San Mateo's growing population as 555 new houses were constructed. After several large parcels of land had been sold to developers, some of the residents anticipated that continued unrestricted growth would result in the transformation of Woodside from a rural residential community into a less attractive, more urbanized one. They raised the issue of increasing the degree of local control over public activities. By a close vote of 646 to 574 on October 20, 1956, Woodsiders voted to incorporate. Incorporation on November 16, 1956, brought road maintenance, management, planning and zoning under local control and budget. These functions remain the primary responsibilities of the Town."

As illustrated in the table above, fire protection, paramedic service and ambulance service³ are provided by Woodside Fire Protection District and water service is provided by California Water Service Company. The Town is included in the Woodside, Portola Valley and Las Lomas Elementary School Districts and Sequoia Unified High School District. Appendix A includes a profile of the Town.

³ San Mateo County fire agencies participate in the San Mateo County Pre-hospital Emergency Services Joint Powers Authority (ALS-JPA), the San Mateo Operational Area Emergency Services JPA and the Fire Net Six providing centralized dispatch and a move-up-and-cover plan to ensure that systematic fire station coverage is provided during periods of increased service demand. American Medical Response (AMR) and four local fire agencies provide emergency advanced life support transport.

(1) Infrastructure needs or deficiencies

Town facilities include Town hall, library, park, undeveloped land and open space and equestrian facility as noted in the table below.

Address	Description	Condition
Woodhill Drive	1.689 acres open space	undeveloped
Harcross Drive	.85 acres, landscape strip	" "
Woodside Road	1.06 acres CalTrans remnant	" "
Raymundo Drive	1.77 acres open space	" "
3375 Tripp Rd.	8.25 acres developed w/barn & riding ring; leased to local non-profit equestrian groups	Good
5100 Farm Hill	Barkley Fields & Park-6.11 acres open space; park & playfields currently under construction	Excellent
3140 Woodside Rd.	1.3 acres developed with County branch library	Very Good
2955 Woodside Rd.	2.79 acres developed with Town Hall and public parking	Excellent
2961 Woodside Rd.	1.3 acres developed with community museum and offices	Very Good
Woodside Road	1.65 acres open space	Undeveloped

As discussed in Financing Constraints Section, due to one-time Tax Equity Allocation (TEA) revenues from the County of San Mateo in the 2005-06 fiscal year (\$1.1 million) and proceeds from sale of real property (\$1.97), the Town was able to retire debt related to Town Hall construction and acquisition of associated parking.

The Town of Woodside will complete Barkley Fields and Park in September of 2007. Consisting of approximately six acres, the park site was donated by a Woodside family specifically for use as a park facility, emphasizing youth sports. The improvements, totaling approximately \$3.7 million, are funded by over \$2.2 million in privately raised donations, \$300,000 in State Parks Bond funds, and \$1.2 million in Town General Fund monies. The Town will support all ongoing operational and maintenance costs after the park is opened to the public.

(2) **Growth and population projections for Town of Woodside**

The 2007 California Department of Finance population estimate for Town of Woodside is 5,564 and the following includes data from Association of Bay Area Governments (ABAG) Projections 2007, indicating growth of 15% by 2035.

Census 2000 & ABAG 2035	2000	2035
Town of Woodside including areas in sphere of influence	6,456	7,400

It should be noted that ABAG Projections include areas in the Town's sphere of influence and do not necessarily reflect existing land use policies. The Town comments that that it does not endorse the ABAG projections, noting that the Town is essentially fully built out, with little potential for future subdivision of land. The General Plan emphasizes and prefers low density residential uses and, although an update of the General Plan is pending, it is unlikely that this preference will be dramatically altered. The Town also notes that the ABAG growth projection calls for an increase in population of 14.6% during the 35-year period indicated. As a comparison, during the 32-year period from the 1975 census to 2007, the Town's actual population growth was about 4.6% (from 5,319 to 5,564).

(3) **Financing constraints and opportunities**

As a 'low property tax city', the Town of Woodside is subject to the Tax Equity Allocation (TEA), which is a provision of California Revenue and Tax Code that sets a minimum share of 7% of the 1% property tax to be allocated to the Town by the County. Without this provision, property tax distribution based on Post Proposition 13 formulas results in the Town receiving approximately 4.9% of the 1% property tax. This provision had been overlooked in San Mateo County for several years and was recently implemented with compensation for fiscal years 2003-2004 and 2004-2005 resulting in a one-time payment of \$1.1 million, a second payment for fiscal years 2001-2002 and 2002-2003 of \$1.96 million and additional annual property tax revenues estimated in the Town Budget at approximately \$650,000.

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Town of Woodside

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In addition to property tax and tax equity allocation revenue, other revenue and funding sources include fees & permits, other agencies, sales tax franchise fees and interest.

The following table summarizes the general fund revenues and expenditures as reported in the adopted 2007/2008 budget:

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Town of Woodside			
General Fund Revenues	2005-06 Actual	2006-07 Actual	2007-08 Adopted
Prop. Tax-Secured	1,268,216	1,410,410	1,508,225
Prop. Tax Unsecured	85,221	83,858	85,000
Prop. Tax Other	267,732	218,463	60,000
Sales Tax	336,096	384,254	368,678
Prop. Transfer Tax	206,092	151,056	130,000
Franchises	274,578	308,910	305,100
Business Licenses	120,359	134,740	136,000
Fees & Permits	681,560	730,477	720,000
Fines & Forfeitures	1,761	1,802	2,000
Interests & Rent	154,289	243,154	150,000
Other Agencies	544,672	535,769	547,537
Current Services	144,128	171,192	114,984
TEA funds	1,605,372	1,781,757	685,934
Operating Transfers	263,237	234,851	202,909
Other Revenues	1,996,844	22,523	21,000
Total	\$7,950,157	\$6,413,216	\$5,037,367
Expenditures			
Salaries & Benefits	1,569,990	1,986,561	2,281,487
Services & Supplies	1,700,503	2,007,609	1,903,167
Equipment Capital Outlay	550	56,281	180,000
Debt Service	241,382	1,915,332	0
Road/Trails/Safety Transfers	781,193	1,612,000	652,500
Total	\$4,293,618	\$7,577,783	\$5,017,154
Net Position	3,656,539	(1,164,567)	20,213
Beginning Balance	1,136,136	4,792,675	\$3,469,127
Ending Balance	4,792,675	3,628,108	3,489,340
Balance as % of Rev.	73.0%	72.8%	72.2%

As shown above, Fiscal Year 2005-06 and 2006-07 reflect one-time revenues of TEA Settlement payments of \$1.1 plus and \$1.2 million respectively. Other one-time revenues include approximately \$1.97 million from proceeds from a real estate sale which combined, allowed the Town to retire debt ahead of schedule. For the Fiscal Year 2006-07 adopted budget, the Town's ending Fund balance is \$3.63 million or 72.8% of operating revenues, well above the Town's adopted 15% policy cited below.

The Town Council has adopted Financial Management Policies that incorporate among other things: a five-year financial planning model; a balanced budget and adequate reserves

with a minimum of 15% of General Fund Operating Revenues; one-time revenues should not be used to support ongoing operations; cost-recovery for development services, recreation, maintenance and assessment districts, enterprise funds; and policies for capital spending and debt financing.

(4) Cost avoidance opportunities

Existing cost avoidance practices include Town participation in the following agreements: San Mateo County Library Joint Power Agreement, County Animal Control Agreement, County Office of Emergency Services and a contract for police services with the San Mateo County Sheriff's Department. The Town contracts with the City of Redwood City for vehicle maintenance and for maintenance of the Town's only traffic signal.

(5) Opportunities for rate restructuring

The Town's adopted 2007-08 budget includes an increase in equestrian user fees for trails to fund trail improvements and maintenance.

An unresolved issue regarding rates is that due to significant increases in sewer charges of the County Governed Fair Oaks Sewer Maintenance District, the Town will need to consider rate increases for the Town of Woodside's Town Center Sewer District. The Town Center Sewer District is Town-governed and maintained and provides public sewer service to 158 residential and 16 commercial properties along Woodside and Cañada Roads. Its construction was financed with 1915 Act Special Assessment District debt and current maintenance charges support ongoing operations.

The Town has also initiated a review of the fee schedule that was last updated in 1995.

(6) Opportunities for shared facilities.

The Town leases a Town-owned equestrian facility to private non-profit organizations. The Town also leases office space in the Town museum to non-profit organizations with lease revenue funding museum operation. See also Cost Avoidance above.

(7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers.

The Woodside sphere of influence includes areas outside Town boundaries to the west up to Skyline Boulevard, Stanford lands and the Woodside High School campus and adjacent developed lands. The Town incorporated to protect land use of the existing boundaries and interest in expansion of Town boundaries has been limited. As noted elsewhere, in 2002 following application by voter petition and rezoning by the Town, LAFCo approved annexation of two residential streets (Ward Way and Greenways) to the Town.

(8) Evaluation of management efficiencies.

The Town's budget includes 21 full-time personnel equating to one employee per 265 of population. Departments include Public Works, Planning and Building and General Administrative Services. Police services are provided via a contract with the County Sheriff's Department which includes six patrol positions to provide for deputy per dayshift, 2 per night shift and one motorcycle unit for enhanced traffic enforcement for four ten-hour days for a total of seven positions or 1 position per 795 of population.⁴ The budget also funds 2.8 contract/temporary help positions including Town Attorney, Geologist, Receptionist, Administrative Technician, Plan Checker and Intern. Use of contract staffing provides flexibility in staffing levels.

(9) Local accountability and governance

This section examines the degree to which an agency keeps affected residents informed about district services, budget, programs, anticipated changes in service, effectiveness of the district in responding to requests for information and the degree to which an agency encourages public participation in decision making.

⁴ Compared to Atherton (7,423) with 54.5 full-time positions equating to 1 full-time city position per 136 of population and 1 fulltime police position per 260 of population or Town of Portola Valley (4,618) with 12 full-time personnel equating to one employee per 348 of population and one sheriff position per 770 of population

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The Woodside Town Council meets the second and fourth Tuesdays of the each month at 7:30 p.m. The Town sends a postcard to every address in Town each month with a summary of upcoming agenda items and publishes a quarterly newsletter. As noted above, the Town Council has Adopted Financial Management Policies. The budget is available on the Town Website (www.woodsidetown.org) and at Town Center and the library. The Town also has an agenda hotline that interested parties can call to obtain information about upcoming Town Council meetings.

The Town also funds activities of the Woodside Citizens for Emergency Response and Preparedness Program (CERPP).

Council meetings are subject to the Ralph M. Brown Act governing public meetings.

Other initiatives:

The Town of Woodside's 2007-2009 proposed budget includes several initiatives or "Green Proposals" to address global warming. These include proposals to convert the Town Hall Complex and Library to solar power, Water recycling feasibility study, Town Hall Green Building Expansion and Green Building Design Guidelines and Workshops, Town Center Energy Savings Efforts, Alternative Energy Truck for the Town maintenance crew and Environment Fest, a public education and outreach effort.

Recommended LAFCo Determinations Pursuant to Government Code Section 56430 to be prepared following public comment on service review

Sphere of Influence Review and Update

Government Code Section 56425 specifies that in determining the sphere of influence of each local agency, the Commission shall consider and prepare a written statement of its determinations with respect to each of the following:

- 1. The present and planned land uses in the area, including agricultural and open-space lands*
- 2. The present and probable need for public facilities and services in the area.*
- 3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*
- 4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*

This sphere of influence update incorporates information and determinations in the municipal service review as well as changes that have taken place since the sphere of influence was originally adopted and provides for public input on the four areas of determination listed above. Comments to LAFCo by affected agencies, organizations individuals are requested in order to be included in the Executive Officer's report to the Commission.

Town Sphere and Service Area:

The sphere of influence designation for the Town of Woodside includes areas to the west of the Town to Skyline Boulevard, Stanford lands and Woodside High School Campus and adjacent privately owned properties near the corner of Woodside Road and Alameda de las Pulgas. With regard to changes since spheres were adopted in 1985, LAFCo approved an application to annex residences on Ward Way and Greenways in 2002. More recently, the San Mateo Community College District has initiated environmental review of proposed faculty housing at Canada College that would require a boundary change because while most of Canada College Campus is in the Town of Woodside, the proposed project site is split by the Woodside Redwood City boundary. The proposal would detach approximately three acres, currently a parking lot, from the Town of Woodside

and Woodside Fire District and annex it to the City of Redwood City.

Sphere of Influence Determinations:

Section 56425 requires the Commission to make determinations concerning land use, present and probable need for public facilities and services in the area, capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide and existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency. The following section discusses these areas of determination.

The present and planned land uses in the area, including agricultural and open-space lands

Land use designations within the Town of Woodside are Residential, Open Space, and some limited Community Commercial. Agricultural uses, including production of food and fiber products, livestock pasturing, and beekeeping, are permitted for those parcels designated as Open Space for Health and Safety or for Managed Production of Natural Resources. The Town's General Plan emphasizes a preference for low-density residential development, with the preservation and protection of open space and environmentally sensitive areas.

The present and probable need for public facilities and services in the area

The area within Town boundaries consists primarily of residential land use requiring basic municipal services and there is a demonstrated need for continued delivery of services.

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

Services provided by the Town are outlined above. The Town's public facilities including parks and roads are adequate to serve Town population. The Town will be placing

a new six-acre public park into service in September of 2007 in response to public demand for such services.

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency

The Town constitutes an established community, which incorporated in order to maintain its rural residential character. There is demonstrated support for Town services, as evidenced by the donation of almost \$10 million in private lands and funds to the Town for the new park and playfield complex.

Sphere of Influence Considerations

To be prepared based on public comment and draft municipal service review determinations.

- (1) **The present and planned land uses in the area, including agricultural and open-space lands.**

To be completed...

- (2) **The present and probable need for public facilities and services in the area.**

To be completed...

- (3) **The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.**

To be completed...

- (4) **The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.**

To be completed...

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Profile:

Town of Woodside
2955 Woodside Road
Woodside, CA 94062

Contact Person:

Susan George
650/851-6790
650/851-2195 (Fax)

website:

woodsidetown.org

Date of Incorporation: November 16, 1956

Governing Board: Seven-member city council elected to four-year terms

a. Membership and Term Expiration Date: Susan Boynton, Mayor (11/2007), Ron Romines, Mayor Pro Tem (11/2007), Paul Goeld (11/2007), Deborah Gordon (11/2009), Carroll Ann Hodges (11/2009), Peter Sinclair (11/2007), David Tanner (11/2009)

b. Compensation: None

c. Public Meetings: 2nd & 4th Thursdays, 7:30 pm,
2955 Woodside Road

Services Provided: Building inspection, parks, recreation, planning, police, public works

Area Served: 6 sq. miles

Estimated Population: 5,564 (as of 2006)

Contractual Arrangements: City Attorney & Planning Services, Animal Control, Refuse & Recycling, Street Sweeping, Library Joint Powers Authority, police services with San Mateo County Sheriff

Number of Personnel: 21 Full-time Equivalent

Sphere of Influence: Boundaries of 1984 plus Stanford Lands, western hills, Woodside High School and surrounding area.

Town Budget History
(next page)

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Services & Supplies	1,700,503	2,007,609	1,903,167
Equipment			
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Balance as % of Rev.	73.0%	72.8%	72.2%

Exhibit A

Recommended Determinations

Municipal Service Review
Town of Woodside

Determinations pursuant to Government Code Section 56430:

- 1. Regarding infrastructure needs and deficiencies, the Commission determines:**
 - a) Town of Woodside infrastructure is in good to excellent condition and allocates funds to capital improvement for infrastructure needs.
- 2. Regarding growth and population projections for the affected area, the Commission determines:**
 - a) Census 2000 Population for Town of Woodside and areas in the sphere of influence was 6,456. Association of Bay Area Governments Projections 2007 projects 15% growth of by 2035 indicating that the Town and areas within the sphere will grow to 7,400 by 2035.
- 3. Regarding financing constraints and opportunities and opportunities for rate restructuring, the Commission determines:**
 - a) While the Town is a "low property tax city", property tax and the associated Tax Equity Allocation are the main source of revenue for the Town.
 - b) The Town's adopted Financial Management Policies incorporate a five-year financial planning model; a balanced budget; adequate reserves; policies for capital spending and debt financing and a policy for use of one-time revenues that address lack of revenue diversity.
 - c) The Town is in the process of reviewing the Town fee schedule and anticipates the need to increase sewer rates for the Town Center Sewer District to address increasing costs for sewage transport and treatment.
- 4. Regarding cost avoidance opportunities and shared resources, the Commission determines:**
 - a) The Town of Woodside's existing practices for cost avoidance and shared resources include a variety of joint powers agreements including library, animal control and emergency services, a contract with the Sheriff's department and other contract positions. The Town contacts with the City of Redwood City for vehicle and signal maintenance.
 - b) The Town's practice of leasing the equestrian facility and office space in the Town museum to non-profit organizations shares resources with non-profits and offsets operating costs of the museum with lease revenue.

5. **Regarding opportunities for rate restructuring, (see #3 above)**
6. **Regarding opportunities for shared facilities (See #4 above)**
7. **In regard to government structure options, including the advantages and disadvantages of consolidation or reorganization of service providers, the Commission determines:**
 - a) The Town incorporated in 1956 to retain the character of the community and is a well-established and fiscally viable city.
8. **Regarding evaluation of management efficiencies, the Commission determines:**
 - a) The Town provides municipal services including administration, land use, public safety, park and recreation, limited sewer, road maintenance and refuse with a combination of paid personnel and contract services which allows the Town to adjust service levels based on resources available and service needs.
9. **Regarding local accountability and governance, the Commission determines:**
 - a) The Town is governed by a seven-member locally elected council that meets on the second and fourth Tuesdays of the month at 7:30 p.m. at the Town Council Chambers at Town Center.
 - b) The Town employs a variety of notification measures about council meetings including a postcard with agenda items to all Town addresses, quarterly newsletter and an agenda hotline.
 - c) The Town's budget information can be accessed on the website which is www.woodsidetown.org
 - d) Council meetings are subject to the Ralph M. Brown Act governing public meetings.