

RESOLUTION OF THE SANTA BARBARA LOCAL AGENCY FORMATION
COMMISSION MAKING DETERMINATIONS AND APPROVING THE 2021
COUNTYWIDE MUNICIPAL SERVICE REVIEW AND SPHERES OF INFLUENCE
FOR FIRE PROTECTION, LAW ENFORCEMENT, CRIME & SAFETY AND
EMERGENCY MEDICAL SERVICES AGENCIES

WHEREAS, pursuant to Government Code Section 56425, 56427, and 56430, and the Commission's duly adopted Policies for Spheres of Influence, the Commission has initiated and conducted the 2021 Countywide Fire Protection, Law Enforcement, Crime & Safety and Emergency Medical Services and Sphere of Influence Review for 13 agencies: Carpinteria/Summerland Fire Protection District, Montecito Fire Protection District, Santa Barbara County Fire Protection District, County Service Area 32, Isla Vista Community Services District, City of Buellton, City of Carpinteria, City of Goleta, City of Guadalupe, City of Lompoc, City of Santa Barbara, City of Santa Maria, and City of Solvang ("service providers").

WHEREAS, the Commission is required to review and update, as necessary, adopted spheres of influence not less than every five years, and

WHEREAS, the Commission is directed to conduct a review of municipal services not later than the time it considers an action to establish or update a sphere of influence, and

WHEREAS, the Executive Officer has given the notices required by law and forwarded copies of his report to officers, persons and public agencies prescribed by law; and

WHEREAS, the public hearing for this matter was conducted at 1:00 p.m. on December 9, 2021; and

WHEREAS, a staff report was prepared, and the public hearing was duly conducted under the Assembly Bill 361 meetings laws; and

WHEREAS, at said hearings, this Commission heard and received all oral and written protests, objections, and evidence which were made, presented or filed, and all persons present were given the opportunity to hear and be heard in respect to any matter relating to said Sphere of Influence Update and Municipal Service Review for the Fire Protection, Law Enforcement, Crime & Safety and Emergency Medical Services Agencies; and

WHEREAS, the Commission has considered all factors required to be considered by Government Code Section 56425(e) and 56430 adopts the determinations set forth in the Public Review Draft of the Sphere of Influence Update and Municipal Service Review with said determinations being incorporated by reference herein as though set forth in full; and

NOW, THEREFORE, BE IT RESOLVED DETERMINED AND ORDERED by the Commission as follows:

- (1) The action is exempt from provisions of the California Environmental Quality Act (CEQA) as “information collection” under Section 15306 of the State CEQA Guidelines and based on the determination that this action does not have the potential for causing a significant effect on the environment (Section 15061(b)(3));
- (2) The Service Review Determinations, as shown on Exhibit E;
- (3) The Sphere of Influence Determinations, as shown on Exhibit F;
- (4) The 2021 Municipal Service Review for all 13 Special Districts and Cities providing Fire Protection, Law Enforcement, Safety & Crime and Emergency Medical Services in Santa Barbara County;
- (5) Updates the Sphere of Influence (Exhibit A thru D), for the Carpinteria/Summerland Fire Protection District, Montecito Fire Protection District, Santa Barbara County Fire Protection District, and County Service Area 32 agencies;
- (6) The current Spheres of Influence of the Carpinteria/Summerland, and Montecito Fire Protection Districts, as shown on Exhibits A & B;
- (7) The Spheres of Influence of the Santa Barbara County Fire Protection District to include the four Channel Island areas not currently within the boundaries of a fire protection agency, as shown on Exhibit C; and

- (8) A “zero” Sphere of Influence of the County Service Area 32 (Unincorporated Police Services), as shown on Exhibit D.


This resolution is hereby adopted this 9th day of December, 2021 in Santa Barbara, California.

AYES: Commissioner Aceves, Freeman, Geyer, Hartmann, Lavagnino, and Stark

NOES: None

ABSTAIN: None

Santa Barbara County Local Agency
Formation Commission

By: 

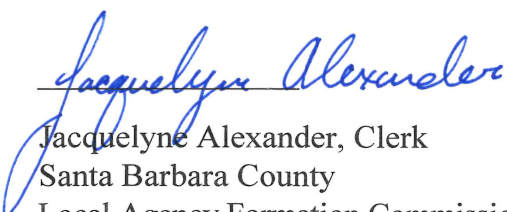
~~Etta Waterfield, Chair~~

Date:

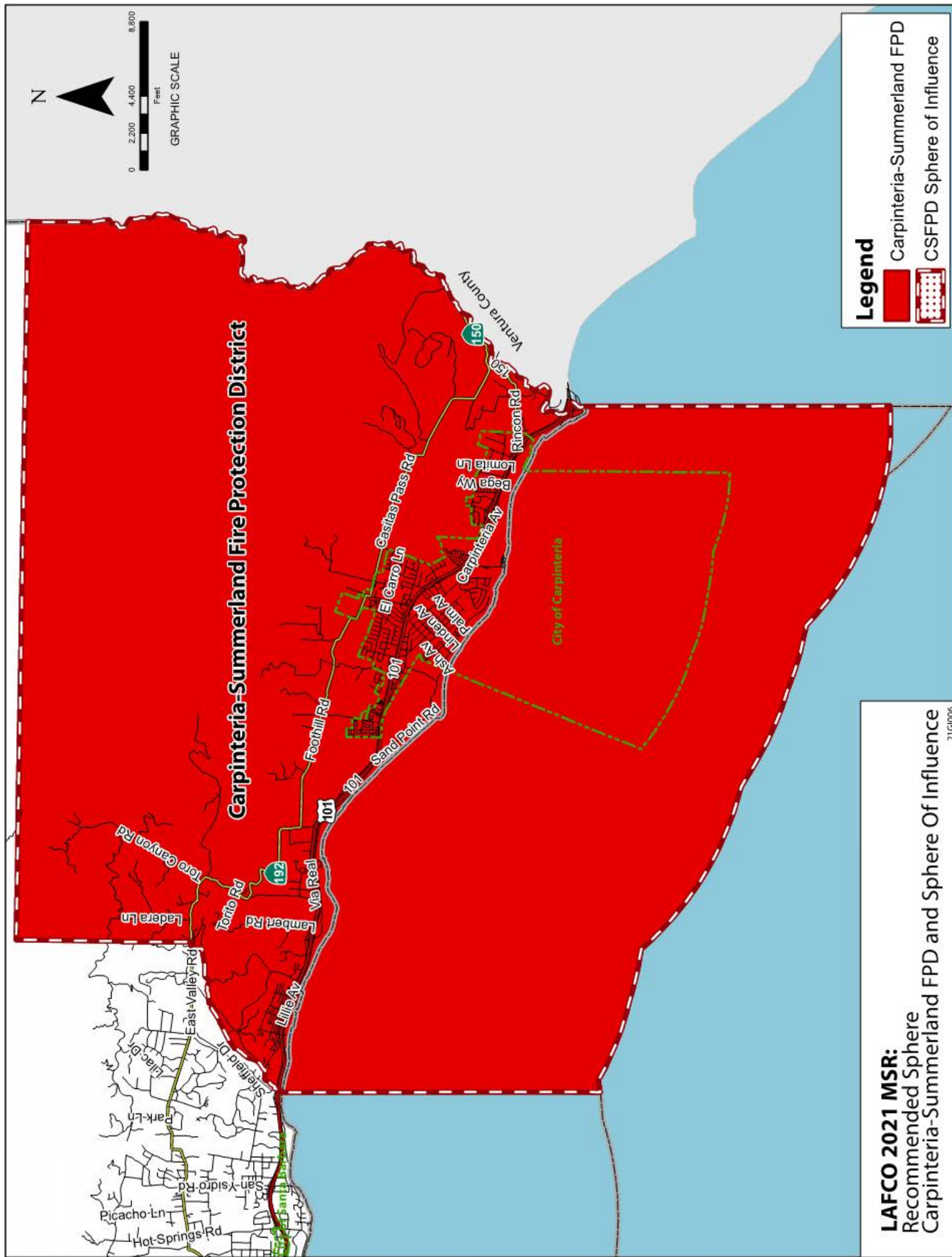
~~12-9-2021~~
~~ROGER ACEVES~~
~~CHAIR-PROTEM~~

Roger Aceves
Chair Pro Tem

ATTEST:



Jacquelyne Alexander, Clerk
Santa Barbara County
Local Agency Formation Commission

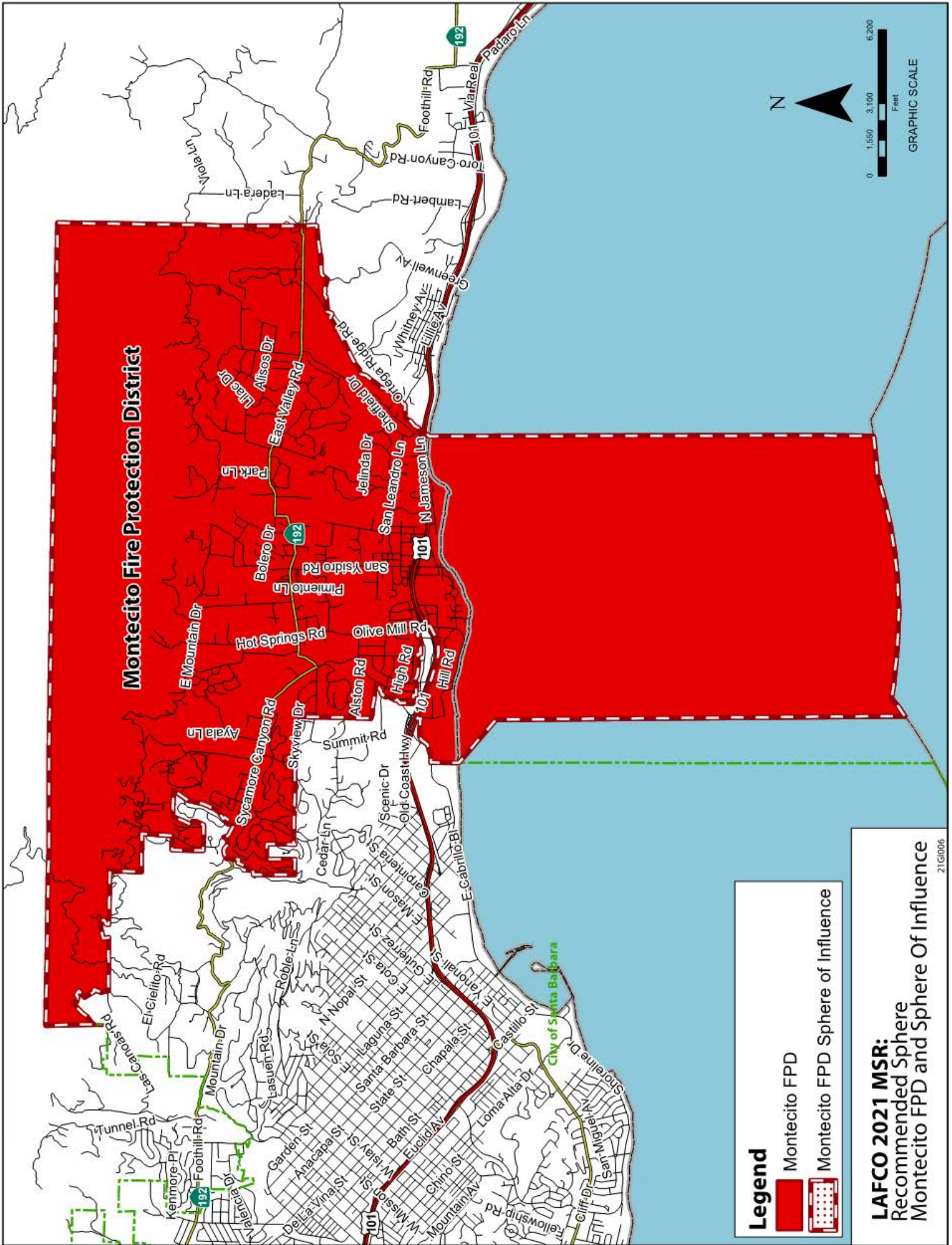


Legend

- Carpinteria-Summerland FPD
- CSFPD Sphere of Influence

LAFCO 2021 MSR:
 Recommended Sphere
 Carpinteria-Summerland FPD and Sphere Of Influence

21G10006

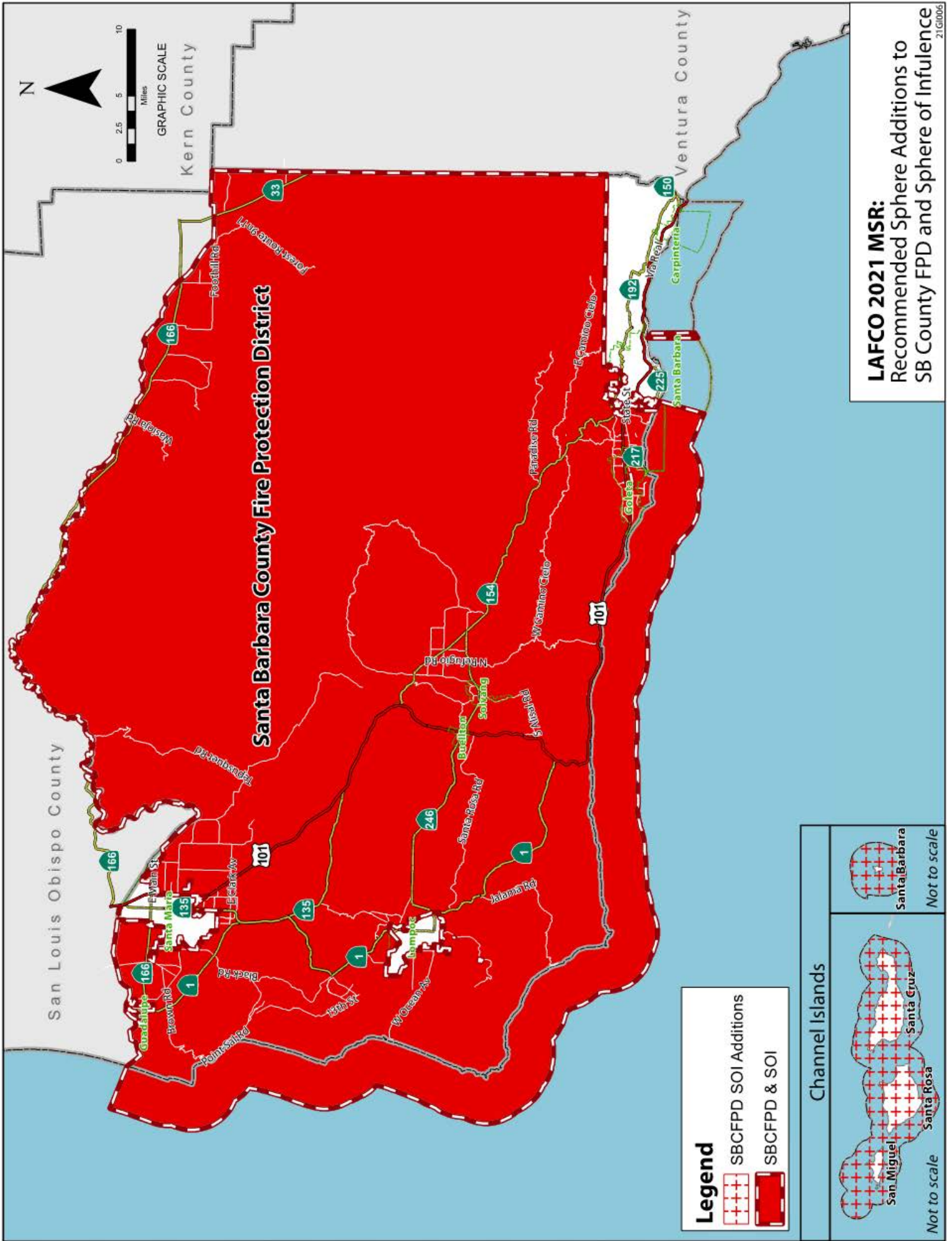


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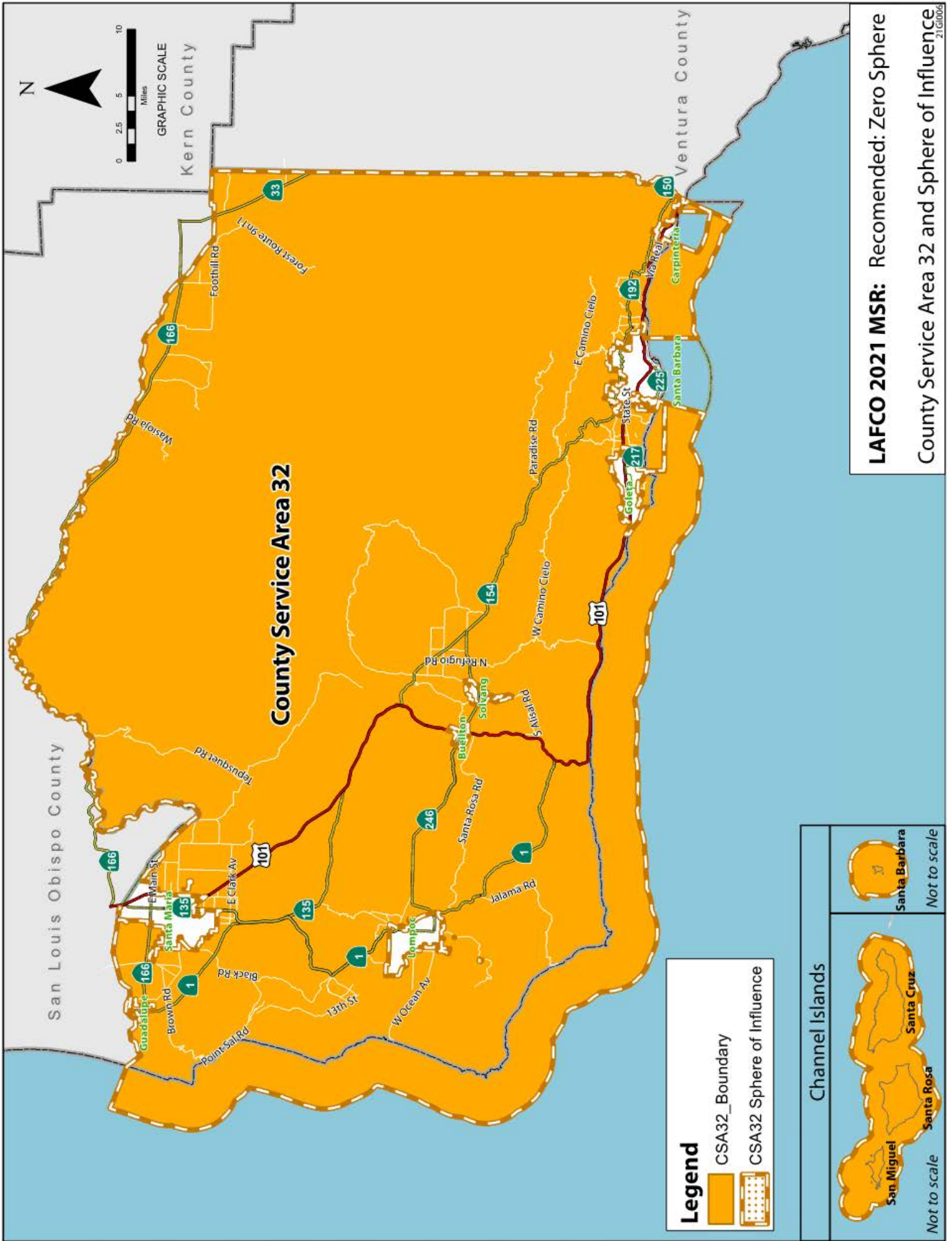
-  Montecito FPD
-  Montecito FPD Sphere of Influence

LAFCO 2021 MSR:
Recommended Sphere
of Influence
Montecito FPD and Sphere Of Influence

21GI006



LAFCO 2021 MSR:
 Recommended Sphere Additions to
 SB County FPD and Sphere of Influence



LAFCO 2021 MSR: Recommended: Zero Sphere of Influence

County Service Area 32 and Sphere of Influence

CHAPTER ONE: MUNICIPAL SERVICE REVIEW DETERMINATIONS

A. Scope

This Chapter contains the recommended Municipal Services determinations for the fire, law enforcement, crime & safety and prehospital emergency services provided by all 13 Special Districts and Cities in Santa Barbara County. These agencies are County Service Area 32 (Unincorporated Police Services), the County's three fire protection districts (Carpinteria/Summerland, Montecito, and Santa Barbara County Fire), one multi-service districts (Isla Vista Community Services Districts) and the eight Cities (Buellton, Carpinteria, Goleta, Guadalupe, Lompoc, Santa Barbara, Santa Maria, and Solvang). A complete review of all services provided by the multi-service Districts and Cities will be done in the future additional MSR's.

B. Summary of Recommendations

Based on the recommended determinations in this chapter, the Executive Officer recommends that the Commission adopt the Municipal Service Review for all 13 agencies providing fire protection, law enforcement, crime & safety and emergency medical services in Santa Barbara County.

Potentially Significant MSR Determinations

The MSR determinations checked below are potentially significant, as indicated by "yes" or "X" answers to the key policy questions listed and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" or "blank" answers, the Commission may find that a comprehensive MSR update may not be warranted.

- | | |
|---------------------------------------------------------------------------------------------|--------------------------------------------|
| <input type="checkbox"/> Growth and Population | <input type="checkbox"/> Shared Services |
| <input checked="" type="checkbox"/> Disadvantaged Unincorporated Communities | <input type="checkbox"/> Accountability |
| <input checked="" type="checkbox"/> Capacity, Adequacy & Infrastructure to Provide Services | <input type="checkbox"/> Other |
| <input type="checkbox"/> Financial Ability | <input type="checkbox"/> None at this time |

C. Overview

The Cortese-Knox-Hertzberg Act requires LAFCO to conduct a service review of the municipal services provided in the County or other appropriate areas prior to updating the Sphere of Influence of a local agency. This chapter contains a recommended written statement of LAFCO's determinations with respect to seven areas as required by Government Code section 56430(a).

Each recommended determination applies to all 13 agencies as a regional group along with agency specific determinations for each of the following seven areas:

1. Growth and Population Projections for the Affected Area;
2. The Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence;
3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, and Infrastructure Needs or Deficiencies;
4. Financial Ability of Agency to Provide Services;
5. Status of, and Opportunities for, Shared Facilities;
6. Accountability for Community Service Needs, including Government Structure and Operational Efficiencies, and
7. Any Other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy.

Individual profiles of each of the 13 agencies are provided in Chapter Three.

Essential Fire Protection, Law Enforcement, and Emergency Medical Services are also provided by the Federal and State governments personnel. LAFCO has no authority over the State and Federal entities. A brief review of their services is included in the Appendix.

D. Determinations

1. GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

REGIONAL

The preparation of this study was produced prior to the release of 2020 Census and based on the most recent available data. The 13 local agencies currently serve an estimated Countywide resident population of 451,840. This population estimate represents close to a six percent overall increase or 0.6% annually over the last 10 years.

Santa Barbara County is predominately city-centered with slightly more than 68% of the current resident population residing in one of the eight incorporated Cities. Nearly 55 percent of all City residents reside in North County.

Santa Barbara County Fire Protection District serves an estimated resident population of 185,720, or approximately 41 percent of countywide population.

Santa Barbara County Sheriff's Office serves law enforcement services to an estimated resident

population of 199,171, or approximately 44 percent of countywide population.

County of Santa Barbara Housing Element (2015-2023) identifies an estimated growth rate of less than 1 percent along South Coast and 9.3 percent countywide.

Except for the Federally-owned lands, the structural fire protection needs of the County are met by Cities and Special Districts.

Service calls for fire, law enforcement, and emergency medical providers have been increasing and are expected to continue growing as a result of population growth.

Growth in demand will be affected by the availability of alternative services like primary care, telephone-based service, and demand management practices, such as better fire prevention training, fire code improvements, and building rehabilitation.

The wildland interface areas where structures and development meet or intermingle with undeveloped wildland or vegetative fuel are expanding as more people are building homes in such areas, this will increase demand for effective fire service.

The unincorporated population of the County, the population not living within a City, has remained constant for the past 10 years, with census population figures of 133,413 in 2010 and 142,471 estimated by Department of Finance in 2020. Growth within the Cities over the past 10 years has not changed the unincorporated portion of the population from 31 percent.

Recent urban growth in Santa Barbara County has been halted by the current pandemic. When growth resumes, the City that serve the greatest percentage of the population is likely to receive much of the projected population growth. This is the City of Santa Maria. The agency serve 23%, and has constituted 90% of the county's population growth.

Visitors are an integral component in supporting Santa Barbara County's economy as evident by sales, transient-occupancy tax revenues, and create additional and fluid demands on all 13 local agencies.

AGENCY SPECIFIC

The population of Carpinteria/Summerland between 2010 and 2020 increased by 317 people (1.7 percent or less than 1 percent per year). The County unincorporated surrounding areas and City of Carpinteria estimated growth rate for the same period are less than 1 percent and 0.7 percent respectively.

The population of Montecito between 2010 and 2020 increased by 506 people (5.3 percent; or less than 1 percent per year). The County unincorporated surrounding areas estimated growth rate is one half of one percent for the same period.

The Santa Barbara County Fire Protection District provides fire protection service to the great majority of residents in the unincorporated County. The 2020 population of the unincorporated County is 142,471. County Fire also provides fire services to the Cities of Buellton, Goleta, and Solvang. An additional 9.5% of the population (43,249) live within the fire protection boundaries of the County's Fire Protection District.

City of Guadalupe has experienced the largest percentage increase in estimated resident growth among the 13 local jurisdictions over the last 10 years rising by 12.3% from 7,080 to 8,081.

City of Buellton has experienced the second largest percentage increase in estimated resident growth among the 13 local jurisdictions over the last 10 years rising by 11.6% from 4,828 to 5,464.

The City of Santa Maria, has a recent history of projected growth. Between 2010 and 2040, the City is expected to grow faster than any other Santa Barbara County City; an increase of 29% from 99,553 to 141,529. The City is undergoing an update to its General Plan and reexamining its growth plans.

County Service Area 32 was formed as a funding mechanism for police services for the entire unincorporated County. Santa Barbara County's growth should have a neutral impact on this Countywide District.

It is reasonable to assume growth rates for each of the 13 local jurisdictions over the next five years will parallel their respective growth rates between 2015 and 2020. This presumes the economic downturn that began as a result of the COVID 19 pandemic will continue into the near-term.

2. THE LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES (DUC) WITHIN OR CONTIGUOUS TO THE SPHERE OF INFLUENCE.

REGIONAL

In 2020, the California statewide median household income (MHI) was \$80,440, and 80% of that was \$64,352. LAFCO staff utilized the State DAC Mapping Tool and CalEnviroScreen 4.0 to verify disadvantaged status with other applications of the definition⁶ to locate potential DUCs in the County. The County also prepared an update to its Integrated Regional Water Management Plan in 2019. Based on the criteria set forth by SB 244, staff's analysis indicates that the communities of Casmalia, Cuyama, New Cuyama, Sisquoc, Garey, Devon, Mission Hills, and Isla Vista were identified as qualifying disadvantaged communities.

The boundaries of the County Fire Protection District service area and Sphere of Influence cover a large portion of the County, including any disadvantaged unincorporated communities identified above.

The boundary of CSA 32 (unincorporated police services) cover the entire unincorporated County, including any disadvantaged unincorporated communities identified above.

AGENCY SPECIFIC

No identified disadvantaged unincorporated communities have been identified within or contiguous to the Spheres of Influence of Carpinteria/Summerland Fire Protection or Montecito Fire Protection districts providing fire protection service in Santa Barbara County.

The median household income (MHI) for Isla Vista Census Designated Place was \$25,675 in 2020, which qualifies the community as a disadvantaged community. Isla Vista Community Services District (IVCSD) is also within the unincorporated territory of the County. The IVCSD's Sphere of Influence is coterminous to its service area.

The MHI for Guadalupe was \$49,784 in 2020, which qualifies the community as a disadvantaged community. The City of Guadalupe is an incorporated City, therefore by definition would not qualify as a disadvantaged unincorporated community. The City of Guadalupe's Sphere of Influence is coterminous to its City limits.

The MHI for Lompoc was \$56,483 in 2020, which qualifies the community as a disadvantaged community. The City of Lompoc is an incorporated City, therefore by definition would not qualify as a disadvantaged unincorporated community. The City of Lompoc's Sphere of Influence is greater than its City limits.

The MHI for Santa Maria was \$61,569 in 2020, which qualifies the community as a disadvantaged community. The City of Santa Maria is an incorporated City, therefore by definition would not qualify as a disadvantaged unincorporated community. The City of Santa Maria's Sphere of Influence is greater than its City limits.

All other communities analyzed in this report exceed the MHI in 2020 and would not qualify as a disadvantaged unincorporated community.

⁶ Government Code section 56033.5.

3. **PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, AND INFRASTRUCTURE NEEDS OR DEFICIENCIES**

REGIONAL

All of the residents of Santa Barbara County are currently within the boundaries of a City or Special District providing Fire Protection, Law Enforcement, and Emergency Medical Services. The smaller communities are within the County Fire Protection District's boundary. The CFPD

also serves the State Responsibility Areas under contract.

Each agency providing Fire Protection, Law Enforcement, and Emergency Medical Services in the County provides public facilities and equipment as allowed by their financial means (see Determination 4, below). The 13 agencies reviewed in this report maintain a total of 38 fire stations, which the agencies describe as ranging from poor to excellent condition. A total of 15 police stations, ranging from poor to excellent condition. A few agencies plan to construct new stations. All agencies also maintain and replace fire apparatus as needed. An outline of the agency's attributes, types of services, and resources that describe the adequacy of public infrastructure needs and deficiencies for each agency is found in Chapter Three. Several agency stations are in need of rehabilitation and aged apparatus are in need of replacement.

The 13 agencies collectively employ 625 fire personnel and 649 law enforcement personnel. Staffing levels overall for the agencies have remained relatively constant. The relative number of sworn officers produces a ratio of 1.58 and fire personnel ratio of 1.06 for every 1,000 residents in Santa Barbara County.

The Countywide average of annual calls translates to approximately 1 out of 10 residents generate one service call for services.

Property crimes, on average, represented approximately 80% of all incidents among the local agencies over the last five reported years. The remaining portion of incidents during this period are simple assault at 14% and violent at 19%.

Countywide clearance rates among the local agencies have significantly fluctuated over the last five reported years from an average low of 10.5% and a high of 45.4%. Property crimes are the lowest clearance rates at collective 15.9%, followed by 65.9% for assaults crimes, and 62.2% for violent crimes.

The local agencies have collectively cleared on average 2,796 of the 11,700 average total crimes occurring in Santa Barbara County over the last five reported years. This produces an average Countywide clearance rate of 23.9%.

The plan to move to a regional public safety communication center, in approximately three years will coordinate operations and improve responses. The annual statistical data should also be more readily available to the public. The plan was approved by the Santa Barbara County Board of Supervisors on October 19, 2019. The new regional center will provide dispatch services for all fire agencies in Santa Barbara County and will include an ambulance and EMS resources component. The County will be the primary organization for construction and developing governance on how the multi-agency center will operate. LAFCO encourages all agencies to participate and transition to a regional dispatch center system.

AGENCY SPECIFIC

The County agency contracts for, and monitors, ambulance service throughout the County. This service is provided by American Medical Response (AMR), except at UCSB and in the Lompoc and Cuyama Valleys, where County Fire provides ambulance service. AMR has provided this service since 1980. An RFP process has been authorized to determine if an alternative service could be achieved with the same or better service.

The Cities of Buellton, Carpinteria, Goleta, and Solvang contract for police services from the County Sheriff's Office. Fire services is also provided by the CFPD, with the exception of Carpinteria who receives fire protection from Carpinteria/Summerland Fire District. Each City contracts independently for these services. The existing agreement expires on June 30, 2023. In August of 2021, the Cities and County entered into a new contract for law enforcement services agreement for FY 23/24 and beyond. They intend to begin negotiations no later than November 2021 for FY 22/23 Contract Costs.

The Carpinteria/Summerland Fire and Montecito Fire Districts operate under a boundary drop between the two Districts, which has increased fire services for the area residents.

The Fire District Management team is currently working with the County of Santa Barbara, Carpinteria/Summerland Fire and Montecito Fire Districts to potentially develop a new station. This station is being considered in the Ortega Ridge Road area in Carpinteria.

The City of Lompoc and County Sheriff within the Isla Vista community have experienced the highest crime rate per 1,000 persons at 35.7 and 24.7, respectively. The clearance rates are also the lowest of all agencies reported with 12% and 10.48%, respectively.

The Cities of Carpinteria and Santa Maria have improved their respective clearance rates for all crimes over the reporting years rising nearly 4%. The average clearance rates are 20.5% and 25.6%. The City of Guadalupe has the highest clearance rate at 45.3% followed by the unincorporated County at 36.2%.

4. FINANCIAL ABILITY OF AGENCY TO PROVIDE SERVICES

REGIONAL

The demands on a Fire Protection, Law Enforcement, and Emergency Medical Services from agencies vary due to the size and geography of the agency's boundaries, the area's employment base, the presence of students and tourists, the existence and length of local highways, whether the area is included within State Responsibility Area, and other factors. These factors help dictate

the amount of money required to provide an adequate level of service.

Nearly all funding for Fire Protection, Law Enforcement, and Emergency Medical Services provided by the eight local City agencies are generated from discretionary general tax revenues collected by the respective governing bodies, commonly referred to as “general fund” monies.

General fund monies collected by the eight local agencies have increased by an average of 2.0% annually rising from an estimated total of \$260.8 to \$266.1 million over the last two years. Moderate increases in property tax revenues combined with slight decreases in transient-occupancy tax revenues underlie the overall increase despite decreases in sales tax revenues during this period.

Public Safety Expenditures from the eight Cities decreased slightly by a composite average of 0.1% over the last two years lowering from an estimated total of \$169.5 to \$169.3 million. The Cities of Guadalupe, Santa Barbara, and Santa Maria decreased their budgets, all other Cities had a slight increase in budget expenditures for public safety services.

Property tax assessments are the predominate funding source for the Special Districts providing fire protection, making up approximately 60 to 80 percent of total revenues.

Pension and other post-employment benefit costs have increased over the last five years. Many of the agencies currently finance benefits on a pay-as-you-go basis. Montecito Fire, City of Carpinteria, and City of Goleta are the exceptions who have established a Benefit Trust and/or OPEB Trust for the purpose of reimburse or to pay pension benefits.

While an agency's budget may expand due to increased service demands, the size of a budget is closely related to the availability of funds. The financial ability to provide fire protection, law enforcement, and emergency medical service from some agencies have slowed in recent years due to the national pandemic affecting the tourism industry. This downturn has hurt some agencies more than others. As outlined in Chapter Three, agencies providing these services within Santa Barbara County experience a wide range of revenue. Local agencies receive between \$2,204 and \$80 per resident (the median being \$869). The amount of revenue received by a public safety agency is often determined by factors over which agency residents have no control: assessed valuation, the date of a formation/incorporation and past taxation levels, land development and property sales within the agency's boundaries. For a City or multi-service district, the competition is for scarce resources among local government programs. Local residents do have the ability to propose and approve tax measures to increase local services. Although passage of tax measures are increasingly more difficult.

State law⁷ requires that an agency file an audit with the State Controller and County Auditor within 12 months of the end of the fiscal year or years under examination. All of the agencies providing Fire Protection, Law Enforcement, and Emergency Medical Services, except for one,

have provided LAFCO with the most recent audit as required by State law. Because County Service Area 32 has been inactive the most recent audit was for the year ending in June 2010.

AGENCY SPECIFIC

When a district annexes an area, the Property Tax Transfer Agreement with the County typically matches the annexing district's 1% County property tax within the annexation area. On the other hand, when an area is detached from a district, through a City annexation, the district no longer receives any taxes from this property.

The safety net for a local district is its fund balance. According to the most recent information available to LAFCO, the fund balance of the 13 agencies ranges from \$485,622 to \$45,904,080. On the low end of this range are the Cities of Guadalupe (13%) and Lompoc (2%). In some cases, the arrangements with City Fire and Police Departments preclude the need for a large fund balance. Because a large fund balance is more crucial for a large budget than one with a small budget, one important statistic is the ratio of an agency's fund balance to its annual revenues. The highest fund balance/annual revenues ratios are experienced in the Cities of Solvang (140%), Buellton (111%) and Carpinteria/Summerland FPD (73%). Following these are the Isla Vista CSD (88%), Montecito FPD (60%), Goleta (56%), Santa Maria (49%), Carpinteria (44%), Santa Barbara County Fire (28%), and Santa Barbara City (19%).

Agencies with lower revenues strive to provide the highest possible level of service with fewer resources. They must sometimes rely on older, and fewer, fire engines and patrol vehicles. The contracting Cities meet the California Occupational Safety and Health Association's "2-in/2-out" requirement. Some Cities provide resources for one full-time salary for a Firefighter/Paramedic position and Sheriff services includes 8,760 hours purchased and cost of the Motor Deputy.

Each agency providing Fire Protection, Law Enforcement, and Emergency Medical Services maintains a schedule for conducting audits of agency revenues and expenditures and have submitted these to LAFCO.

⁷Government Code section 26909(a)(2).

5. STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

REGIONAL

Santa Barbara County Fire Department (SBCFD) acts as the Operational Area Coordinator for all fire agencies within Santa Barbara County. As the Op Area Coordinator, they are an extension of the California Office of Emergency Services (Cal OES) which coordinates the statewide response of fire and rescue, hazardous materials mutual aid resources to all hazards, emergencies, and disasters in cooperation with local, state, and federal fire and rescue agencies.

Each agency providing Fire Protection, Law Enforcement, and Emergency Medical Services in the County provides dispatch services with shared services between agencies already. The plan to move to a regional public safety communication center as stated in (see Determination 3, above) will coordinate operations and improve responses.

In most cases among the local agencies, due to relative distance between the jurisdictions and other communities, opportunities for shared facilities are limited. Many do not currently share facilities with other agencies or the agencies do not have any opportunities to do so. It is unlikely that a proposal would be forthcoming in the near future. Some jurisdictions have shared service arrangements, which are outlined below and described in greater detail for each agency in Chapter Three.

Local firefighting agencies participate in a large number of other shared resources including fire insurance, workers compensation, the joint purchasing of equipment, fire training, mobile air support, urban search and rescue, and technical rescue.

AGENCY SPECIFIC

Individual local agencies have also agreed to a number of local mutual aid and automatic aid agreements with neighboring agencies including wildfires that are the responsibility of Federal or State firefighters. While a mutual aid agreement requires assistance when called, an automatic aid agreement obliges a neighboring firefighting agency to immediately and automatically respond to specific calls.

The border drop between the Carpinteria/Summerland Fire and Montecito Fire Districts have increased fire services for the area residents. The option of including CFPD under the borderless agreement or consolidation/combining of the districts could be another option to provide services for the South Coast region.

The Carpinteria/Summerland Fire and Montecito Fire Districts are also coordinating efforts to locate an additional fire station in the area. The Districts conducted a Fire Station Location Study in February 2021. The study identified a service level gap in the overlapping service area of the Districts. The analyses found a potential location for a shared facility. The evaluation also determined that constructing a shared facility could enable the relocation of a current fire station. The combination of a new station and a relocated station would have positive impacts on both fire districts.

Dispatch services for all three Special Districts –Carpinteria/Summerland Fire, Montecito Fire, and CFPDs are provided by Santa Barbara County Sheriff's Office. This shared arrangement provides for streamlined and timely emergency response throughout the south and northern regions while avoiding duplicative costs among the participating agencies.

The City of Santa Maria also provides dispatch services for the City of Guadalupe which provides for streamlined and timely emergency response throughout the Santa Maria Valley region. Public facilities and shared services in Guadalupe may need expansion and improvement to accommodate future needs.

The Cities of Buellton, Solvang, Goleta, and Carpinteria all utilize Sheriff services to act as their Police Department to serve residents within their respective City boundaries. Unincorporated areas of the County are served by the Santa Barbara County Sheriff's office from one of ten substations in the County plus the Sheriff's office headquarters. The Cities contract for police and fire services, except fire service for City of Carpinteria, with the County. The Cities may desire to consider alternative options for one or both of these services (see Determination 6, below).

The Isla Vista CSD collaborates with the Santa Barbara Sheriff's Office and UCPD who operates the Isla Vista Foot Patrol station. The District has MOUs with UCPD to provide services for the Safety Stations & Interpersonal Violence Investigator.

The City of Lompoc coordinates fire and policing services with the Vandenberg Air Force Base for services. The operations on their Fire and Police Departments are constantly challenged by increased demands, funding limitations and evolving technology.

6. **ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENT STRUCTURE AND OPERATIONAL EFFICIENCIES**

REGIONAL

Santa Barbara County is served by a web of agencies providing Fire Protection, Law Enforcement, and Emergency Medical Services. This Municipal Service Review primarily looks at the 13 Agencies – four fire protection districts, one Community Services Districts, one County Service Area, and eight Cities providing these services. Services are also provided by branches of the State and Federal governments. These organizations are bound together through the State's mutual aid system and agreements between neighboring agencies to provide mutual and automatic aid. These agreements and the natural impulse of first responders to provide service where and when it is needed help make the system work.

LAFCO staff sees value in local city agencies collaborating and exploring opportunities to improve delivery of municipal services. It is still unknown whether it is feasible for the County or another local service provider to assume responsibilities within a given area. Therefore, LAFCO staff recommends that the Cities continue to discuss partnerships with the County and other neighboring agencies. If an agreement is made, in which all affected parties agree in the service responsibilities, a change of organization or formation of a new agency may be considered at that point.

AGENCY SPECIFIC

All 13 local agencies are managed by committed and responsive public servants dedicated to providing timely public safety services irrespective of personal welfare within their respective jurisdictions.

All agencies appear to guide activities based on established qualitative goals outlined under their respective strategic or general plans. It would be appropriate for the local agencies to also establish quantitative standards in informing their decision-making as it relates to these services. These supplements would help improve the public's understanding of how each local agency defines and measures success.

It appears there has been a continued cost increase to the Cities of Buellton, Carpinteria, Goleta, and Solvang in contracting for law enforcement services from the County. Markedly, to maintain value going forward, the County should continue to carefully measure cost to help ensure these types of arrangements provide adequate cost certainty in the long term to the contracting agencies.

It would seem appropriate for the Cities of Buellton, Carpinteria, Goleta, and Solvang, given the costs and related challenges associated with developing smaller stand-alone departments, to consider structural alternatives in providing law enforcement services. This includes based on a cursory review of potential alternatives – the affected local agencies exploring the feasibilities of forming a joint-powers authority with nearby neighboring Cities and/or forming a Community Services District for purposes of police protection services.

Each of the agencies fully cooperated with the MSR process and responded to all requests for information. Notably, the City of Santa Maria and to a similar extent Guadalupe were unable to provide the requested law enforcement service call data due to change in data tracking practices. Similarly, the UCPD and Sheriff's Office were unable to provide specific data needs for the Isla Vista CSD service area. The data presented reflects the Census Designated Place boundary or broader community for Isla Vista. The City of Santa Barbara service call data was not provided for unknown reasons.

Two of the Fire Protection Districts, Carpinteria/Summerland Fire and Montecito Fire Districts are governed by directors who are elected at-large by voters. The County Fire Protection District is governed by the County Board of Supervisors who are elected by supervisorial division. For all Districts fire service operates with high regard and efficiency for their constituency. All of the agencies attempt to inform constituents through outreach activities.

The City Councils of four Cities – Buellton, Carpinteria, Goleta, and Guadalupe are elected at-large. However, the Cities of Buellton and Carpinteria have initiated the process to transition the

City from at-large to district elections for City Council seats for the November 2022 election.

The City Councils of three Cities – Lompoc, Santa Barbara, and Santa Maria the Mayor is elected at-large and Council Members are by Districts. For City of Santa Barbara there are six Council Members elected by Districts with term limits of eight consecutive years a candidate can run for re-election to the City Council.

County Service Area 32 (unincorporated police services) is a dependent Special District governed directly by the Santa Barbara County Board of Supervisors. The five County supervisors are elected from geographic districts for four-year terms.

Isla Vista Community Service District has a seven-member Board of Directors with four members elected at-large to staggered four-year terms, and one member elected at-large to serve a two-year term. UCSB and County both appoint the remaining two members. The Board of Supervisors appointment is for a two-year term and the Chancellor of University of California, Santa Barbara for a term of four years.

Of the 13 Special Districts and Cities providing Fire Protection, Law Enforcement, and Emergency Medical Services, all of them with the exception of CSA 32, maintain websites listing information about the Board of Directors/Council Members and postings of upcoming meeting agendas. The websites also provide access to minutes and packets to staff reports. These same websites also contain a wide range of useful organizational information, including agency budgets, audits, and plans. The specific websites for each agency, or related organization, are listed in Chapter Three.

One district does not maintain a website (CSA 32), this is an inactive district, although information on policing activities within the unincorporated territory the district serves can be found on related County Sheriff website. The County Service Area 32 governance information is included on the County website and additional information is contained on the Santa Barbara County Emergency Management Services Division website.

Consistent with the public notice requirements of California's Brown Act, public agendas must be posted by all public agencies at a public location a minimum of 72 hours prior to the meeting. State law also requires that agendas be posted on the agency website, if one exists. All agencies must also allow the opportunity for members of the public to directly address the legislative body on any item of interest to the public at every regular meeting. As of January 2020, Senate Bill 929 requires all independent special districts to maintain a website, unless the district passes a resolution claiming hardship for particular reasons each year. All Special Districts in this Study currently maintain a website with the exception of County Service Area 32 which is inactive.

7. **ANY OTHER MATTER RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY,
AS REQUIRED BY COMMISSION POLICY**

REGIONAL

The Local Agency Formation Commission of Santa Barbara County has adopted Sphere of Influence Policies and Criteria within its Policies and Procedures relating to Spheres of Influence and Changes of Organization and Reorganization. These policies and criteria were adopted, in conformance to State law, to meet local needs.

These policies stipulate that the designation of Spheres of Influence shall seek to preserve community identity and boundaries and will urge the political and functional consolidation of local government agencies that cross-cut those affected communities. Adopted General Plans of the Cities and the County will be supported when defining Sphere boundaries. Duplication of authority to perform similar service functions in the same territory will be avoided. An economically sound base for financing services without including territories which will not benefit from the services will be promoted. Agricultural resources and support facilities should be given special consideration in sphere of influence designations. Sphere of influence lines may be larger or smaller than existing local agency boundaries and may lead to recommendations for changes of organization. The proposed amendments to the Spheres of Influence of the Santa Barbara County Fire Protection District and County Service Area 32 (unincorporated police services) are consistent with these policies. They are specifically designed to address service needs and the capabilities of jurisdictions related to the total system.

The proposed affirmations and amendments to the Spheres of Influence of these agencies are consistent with local policies and criteria.

AGENCY SPECIFIC

None at this time.

CHAPTER TWO: SPHERE OF INFLUENCE DETERMINATIONS AND RECOMMENDATIONS

A. Scope

This chapter provides recommended Sphere of Influence determinations for County Service Area 32 (unincorporated police services) and the County's three Fire Protection Districts (Carpinteria/Summerland, Montecito, and Santa Barbara County Fire). This chapter does not include recommended determinations for the Isla Vista Community Services District or the eight Cities (Buellton, Carpinteria, Goleta, Guadalupe, Lompoc, Santa Barbara, Santa Maria, and Solvang). The current report addresses the fire protection, law enforcement, crime & safety and pre-hospital emergency medical services provided by these eight Cities and one multi-service district. It discusses, but does not update, the Spheres of Influence of these agencies. Sphere updates will be provided together with future reviews of all of the services provided by the Cities and multi-service districts.

B. Summary of Recommendations

Based on the recommended determinations in this chapter, the Executive Officer recommends that the Commission:

1. Affirm the currently adopted Spheres of Influence of the Carpinteria/Summerland and Montecito Fire Protection Districts as shown on Exhibits A & B, and;
2. Amend the Spheres of Influence of the Santa Barbara County Fire Protection District to include four Santa Barbara Channel Islands not currently within the boundaries of a fire protection agency, as shown on the Map on Exhibit C, and
3. Amend the Spheres of Influence of the Santa Barbara County Service Area 32 (unincorporated police services) to represent a "Zero" Sphere of Influence, as shown on the Map on Exhibit D.

C. Overview

The Cortese-Knox-Hertzberg Act states that in determining the Sphere of Influence of each local agency, LAFCO shall consider and prepare a written statement of its determinations with respect to five areas⁸:

⁸These determinations are contained in Government Code section 56425(e).

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; and
5. The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence.

This chapter contains recommended Sphere of Influence determinations for the County's three Fire Protection Districts and County Service Area 32 (unincorporated police services). Each of the five recommended determinations applies to all 13 agencies as a group.

The Executive Officer has found the Spheres of Influence of two fire protection districts to be appropriate to meet the needs of district residents. This chapter, therefore, includes the Executive Officer's recommendation to affirm the currently adopted Spheres of Influence, without change, for the following Fire Protection Districts: Carpinteria/Summerland and Montecito Fire Districts.

The Executive Officer also outlines the need for, and proposes amendments to, the Spheres of Influence of the Santa Barbara County Fire Protection District (CFPD) and County Service Area 32 (unincorporated police services). These amendments would expand the Spheres of Influence of CFPD to include the four Channel Islands, which currently need fire protection and emergency medical services or which may need these services in the future. The District agrees with this recommendation. These Sphere expansions would be a step toward ensuring that the fire protection and emergency medical service needs of all County residents and property owners are met. If these amendments are adopted by LAFCO, a proposal by the District to annex all or a portion of the expanded Sphere is anticipated. Maps of the proposed Sphere of Influence amendments to the Santa Barbara County Fire Protection District are at the end of this chapter on page 41.

County Service Area 32 (unincorporated police services) is recommended to have a "Zero" Sphere of Influence, which means the District should be dissolved in the future. The District is identified in the State Controller's office as being inactive and as such qualifies for dissolution under the streamline provisions. The District has been inactive since 2011. LAFCO, in coordination with the County and the State Controller's Office, should take the appropriate steps to dissolve the district pursuant to G.C. 56879.

D. Determinations

I. THE PRESENT AND PLANNED LAND USES IN THE AREA, INCLUDING AGRICULTURAL AND OPEN-SPACE LANDS

Firefighters in Santa Barbara County face a variety of challenges due to a variety of land uses and topographies. The present and planned land uses of the County are guided by the General Plans of the County and the eight Cities within the County.

As a moderately sized County in the State of California, Santa Barbara County covers more than 2,737 square miles and is comprised of diverse natural habitats and residential communities. The eight incorporated Cities comprise 68% of the County population and about 2% of the total land area. The Housing Elements for each of the jurisdictions are in compliance with State Housing and Community Development certification. The 6th Housing Element review cycle is estimated to start in early 2023. Four of these Cities are currently undergoing revision to their General Plans which includes, Buellton, Guadalupe, Santa Maria, and Solvang. Two of the Cities will be considering General Plan Updates over the next few years which includes, Carpinteria and Santa Barbara. The City of Goleta's General Plan was adopted in 2006 with at least 21 amendments since adoption. The City of Lompoc adopted its General Plan in 2013.

Many of the Cities are located within or surrounded by some of the richest agricultural regions in the world. These are located in the Santa Maria Valley, Santa Ynez Valley, Lompoc Valley, and Carpinteria Valley. These Cities include Guadalupe, Santa Maria, Buellton, Solvang, Lompoc, and Carpinteria. Three Cities are located in the South Coast Region: Goleta, Santa Barbara, and Carpinteria. In addition to the strong agricultural economies of the Santa Maria, Santa Ynez and Lompoc Valleys, the South Coast Region is a center of tourism along the Central Coast.

The County as a whole is likely to see a steady rate of growth over the next 20 years. The Cities of Buellton, Carpinteria, Goleta, and Guadalupe, along with the Carpinteria/Summerland Fire, Montecito Fire, and County Fire Protection Districts have no Sphere of Influence beyond City boundaries. These communities have limited areas for future development and will be dependent on in-fill projects.

- The City of Buellton anticipates growing at a 1.3% growth rate over the next 20 years. Close to 88% of the parcel acreage is under private ownership with 90% already developed. The undeveloped area consists of 50 vacant parcels that collectively total 113 acres.
- The City of Carpinteria's projected growth rate is about 0.7%. Close to 80% of the parcel acreage is under private ownership with 98% having already been developed. The undeveloped area consists of 65 vacant parcels that collectively total 53.6 acres with some areas not developable.

EXHIBIT F

- The City of Goleta's projected growth managed based on the maintenance of service levels and quality of life within the City. Most of the City or 82% of the parcel acreage is under private ownership and most of which is developed. The undeveloped area consists of 110 vacant parcels that collectively total 112 acres.
- The City of Guadalupe's projected growth rate is about 1.2%. Close to 82% of the parcel acreage is under private ownership with 97% having already been developed. The undeveloped area consists of 66 vacant parcels that collectively total 121 acres.
- The City of Lompoc's projected growth rate is about 0.45%. Close to two-fifths or 40% of the parcel acreage is under private ownership with 87% already been developed. The undeveloped area consists of 187 vacant parcels that collectively total 464 acres.
- The City of Santa Barbara's projected growth rate is about 0.2%. Close to four-fifths or 78% of the parcel acreage is under private ownership with nearly all or 93% having already been developed. The undeveloped area consists of 626 vacant parcels that collectively total 947 acres.
- The City of Santa Maria's projected growth rate is anticipated to maintain the same trend, 90% of the Countywide growth over the next ten years. Close to four-fifths or 82% of the parcel acreage is under private ownership with approximately 98% having already been developed. The undeveloped area consists of 326 vacant parcels that collectively total 212 acres.
- The City of Solvang's projected growth rate is about 1%. Close to 92% of the parcel acreage is under private ownership with 85% having already been developed. The undeveloped area consists of 62 vacant parcels that collectively total 78 acres.
- The County's growth rate, covering the same period, estimates less than one percent growth in the surrounding unincorporated areas.

For the three Fire Protection Districts; Carpinteria/Summerland Fire (CSFPD) growth rate will follow the City of Carpinteria at 0.7% and unincorporated County at less than one percent. Approximately 70% of the parcel acreage is under private ownership with 80% having already been developed. The undeveloped area consists of 265 vacant parcels that collectively total 908 acres.

- Montecito Fire (MFPD) growth rate is projected under the County's plans as one half of one percent of the permitted 1989 housing stock. Approximately 86% of the parcel acreage is under private ownership with 75% having already been developed. The undeveloped area consists of 422 vacant parcels that collectively total 2,063 acres.
- The County Fire Protection District is countywide, it encompasses all land use designations, including all types of urban uses as well as large areas of hillside, open space, and agricultural uses. Land uses within this District boundaries are under the jurisdiction of the County and Cities, and policies for Urban Growth Boundaries apply. Close to three-fifths or 60% of the parcel acreage is under private ownership with 59% having already been developed. The undeveloped area consists of 369 vacant parcels that collectively total 1,549 acres.

EXHIBIT F

- County Service Area 32 is also a countywide District encompassed by all land use designations.
- The Isla Vista Community Services District's long-term land use, development and growth, are provided under the County's General Plan and vision within the Isla Vista Planning Area. In March 2016, the Board of Supervisors considered but did not approve the Isla Vista Master Plan (IVMP) update. The County's growth rate is less than 1 percent within the surrounding unincorporated Isla Vista areas. Close to 92% of the parcel acreage is under private ownership with 69% having already been developed. The undeveloped area consists of 72 vacant parcels that collectively total 57.5 acres.

The land use zoning within the proposed Study Areas of the County Fire Protection District Sphere of Influence is Agriculture and Open Space. The planned use for areas might include open space. The proposed SOI area compares favorably with the existing pattern of development and would promote the efficient provision of public services, encourage the preservation of open space and agricultural land and would further discourage urban sprawl in the area. The County's General Plan policies enable the County to effectively manage the growth and development within this area.

In general, Santa Barbara County's fire protection and law enforcement agencies have adequate Spheres of Influence and boundaries. All residents living within Santa Barbara County are within the boundaries of a local agency providing fire protection, law enforcement, and EMS services.

The Executive Officer recommends amendments to the Spheres of Influence of the County Fire Protection District (CFPD) that provide fire protection and emergency medical services. This recommendation would allow the CFPD to expand into adjacent properties that are not now within the boundaries of a fire protection agency.

The Executive Officer also recommends the clean-up action in the future for the CSFD and MFPD. This recommendation indicates that the area may warrant revisions in the District's Sphere in future years following a subsequent application. Designate a zero Sphere of Influence for County Service Area 32, signaling the determination that the entities should be dissolved.

A map of the Santa Barbara County Fire Protection District boundaries and the proposed Sphere of Influence amendment is at the end of the chapter on page 41.

This designation is consistent with local LAFCO policy which states that "The Commission will consider area-wide needs for governmental services and evaluate individual districts serving the area as they relate to the total system of the existing local government in the community and alternative arrangements⁹."

⁹ *Policies and Procedures Relating to Spheres of Influence and Changes of Organization and Reorganization*, Section 7 Policy II.

2. THE PRESENT AND PROBABLE NEED FOR PUBLIC FACILITIES AND SERVICES IN THE AREA

All local fire protection, law enforcement, and emergency medical service agencies plan to meet current and future needs through annual budgets and maintenance schedules. Some agencies have adopted detailed strategic plans that pinpoint future actions required to meet community needs. The need for adequate future funding, staffing, equipment and facilities is great where significant residential or commercial growth is anticipated. Much of the urban growth anticipated in Santa Barbara County in the coming decades will occur within City boundaries.

As outlined in Chapters One and Three, the local agencies anticipating the most population growth are City of Santa Maria and the unincorporated portions of Santa Barbara County in the Orcutt area. These Chapters outline the MSR Determination for the present and probable need for services in each area. Even without growth, present needs are significant throughout the County. The probable need for public services will be greater when development occurs. It's likely that urban levels of development will be proposed in the Sphere of Influence. The future preparation of Specific/Development Plans as areas are proposed for development and by conformance to LAFCO policies requiring a comprehensive Plan for Providing Services at the time of each future annexation proposal will address the needs.

The Executive Officer recommends that LAFCO affirm the current Spheres of Influence for two Fire Protection Districts, Carpinteria/Summerland Fire and Montecito Fire, without change. Of these, only the South CFPD has a current Sphere of Influence beyond its District boundaries. This District is currently considering a request to annex lands within the Sphere of Influence.

The Executive Officer also recommends adopting a "Zero" Sphere of Influence of the County Service Area 32.

The Sphere of Influence expansions proposed for the Santa Barbara County Fire Protection District will not add significant firefighting demands on existing District services. This District plans annexation within the expanded Spheres in the coming years, and are adequately funded and staffed to meet anticipated future demands within these potential annexation areas.

3. THE PRESENT CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES THAT THE AGENCY PROVIDES OR IS AUTHORIZED TO PROVIDE

The present and probable need for public facilities and services varies for each local public agency providing fire protection, law enforcement, and emergency medical services. As outlined in Chapters One and Three, the level of service provided by each agency varies according to the service area's needs and available revenues. The existence of mutual and automatic aid agreements allows

neighboring agencies to assist each other in meeting regional needs.

The dual response from both a fire truck and an ambulance help to ensure adequate response to medical emergencies, which are the majority of calls forwarded to fire agencies through dispatch communications.

As outlined in Chapter Three, each of the agencies have adequate revenues, equipment, and facilities albeit the station conditions run from poor to excellent. These agencies maintain fund balances that are available to meet unexpected demands, with the Cities of Guadalupe and Lompoc on the leaner range. The Cities of Goleta and Santa Barbara, and Santa Barbara County are either underway or will be soon on constructing a new station in their communities for these services. The two Fire Districts of CSFPD and MFPD are considering a new joint station.

The Executive Officer proposes an expansion of the Spheres of Influence for the County Fire Protection District. The District has the financial and organizational resources needed to provide services to these areas. Since no changes to the Sphere of Influence are proposed for the CSFPD and MFPD, the current need for services will not change significantly.

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

For purposes of this review, a relevant “community of interest” is any group or entity in an unincorporated or incorporated area that shares common social or economic interests with an area served by an agency and that could be potentially annexed to that agency or added to that agencies Sphere of Influence.

The communities within the Carpinteria/Summerland Fire and Montecito Fire Districts have coterminous Sphere of Influence that appear appropriate for each District. The County Fire Protection District could include the four Channel Islands.

The Sphere areas would rely on the nearest agency for customers and employees if commercial development occurs. Where residential development is proposed, the agency provides places for shopping and services for the people living in those areas. Areas to recreate, schools, places of worship and cultural events would also be available to the areas in the Sphere of Influence that include development. The agency may also gain sales and property taxes advantages when these areas are annexed. The area residents also have an economic interest in the services provided as the agencies are funded through a portion of the one-percent property tax.

County Service Area 32 (unincorporated police services) provides funding mechanism for services throughout the County, and serves all County residents, as its boundaries are the same as those of Santa Barbara County minus the incorporated Cities.

5. THE PRESENT AND PROBABLE NEED FOR THOSE PUBLIC FACILITIES AND SERVICES OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN THE EXISTING SPHERE OF INFLUENCE

Based on the criteria set forth by SB 244, staff's analysis indicates that the communities of Casmalia, Cuyama, New Cuyama, Sisquoc, Garey, Devon, Mission Hills, and Isla Vista were identified as qualifying as disadvantaged communities. The boundaries of the County Fire Protection District service area and Sphere of Influence cover a large portion of the County, including any disadvantaged unincorporated communities identified. As outlined in Chapters One and Three, the local agencies that qualify for disadvantaged are discussed in greater detail.