

Fiscal Year 2010-2011 Budget Development Workshop: Defining the Problem



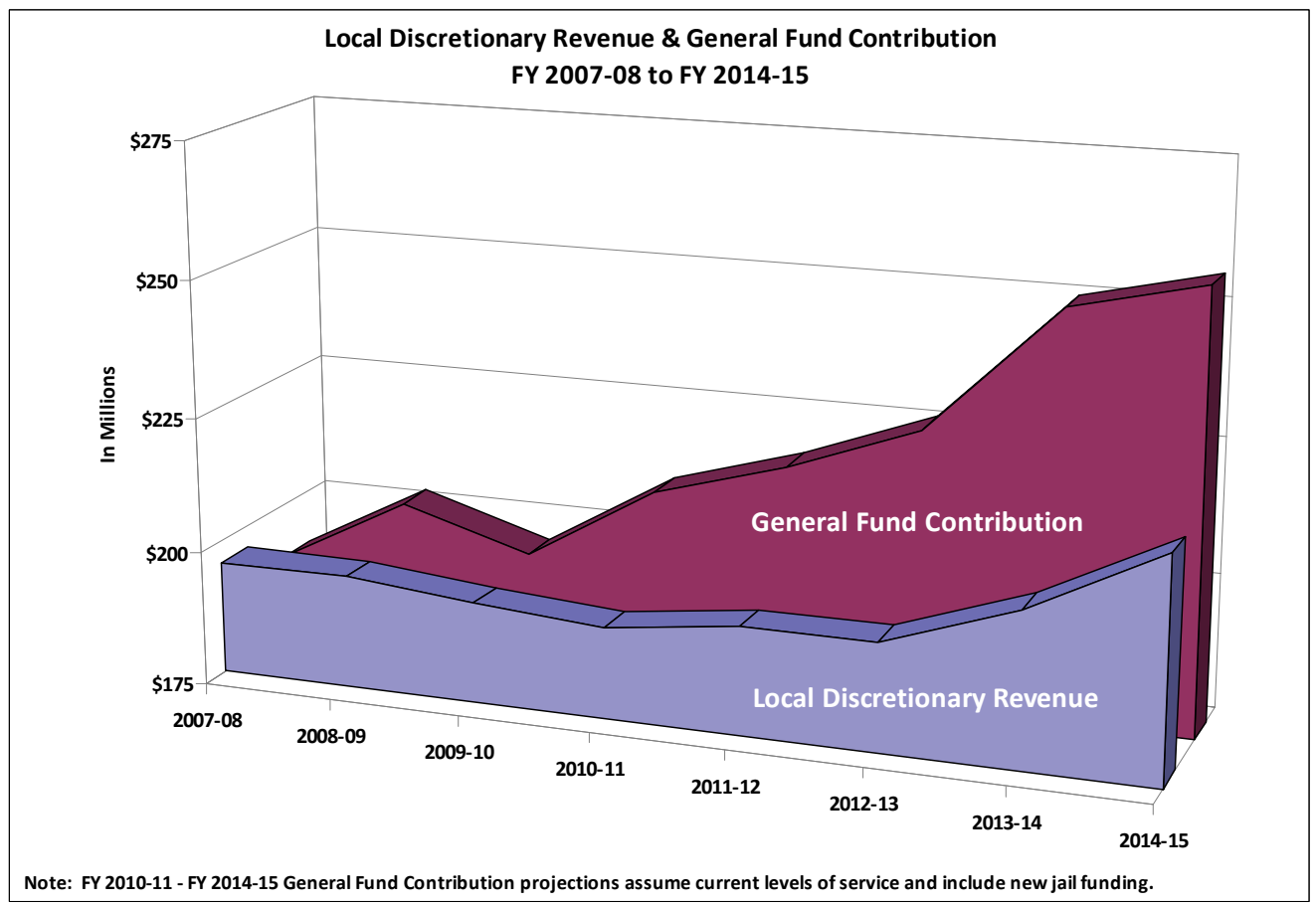
**Presented to the Board of Supervisors
February 9, 2010**

County Executive Office
Budget & Research Division



Defining the Problem

For the past two budget cycles, flat or declining revenue has been the main driver of the General Fund budget gap. Beginning in FY 2010-11, this will change, with expenditure growth responsible for nearly all of the projected budget gap. As illustrated in the chart below, revenue is expected to remain relatively flat, with no significant growth until FY 2013-14. However, expenditure demands are projected to increase at a much faster rate than revenues for at least the next four budget cycles.

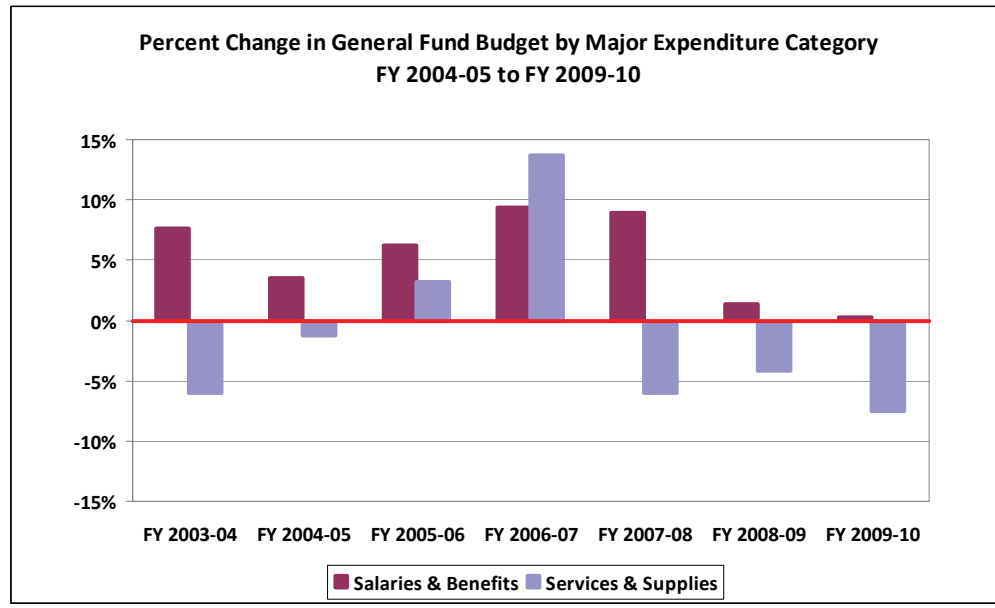


EXPENDITURES

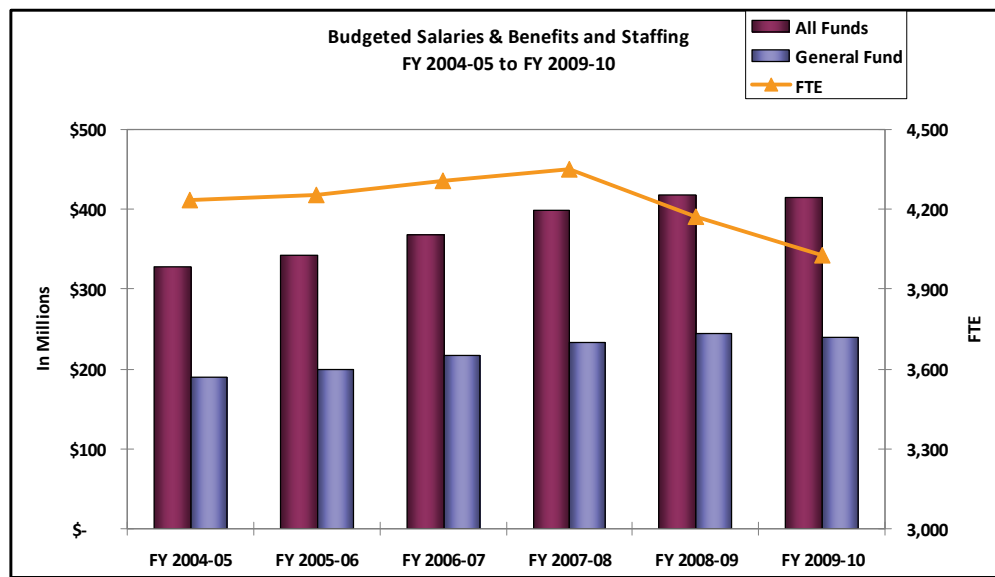
The different types of expenditures have grown at different rates. In the General Fund, over the past three budget cycles, salaries and benefits have grown by approximately 11% while services and supplies have dropped nearly 17%. The largest single-year reduction in services and supplies occurred in FY 2009-10, with a budget reduction of nearly \$3.5 million or 7.5%. The chart below shows the percent budget change for these two categories from FY 2003-04 to the current year.



Fiscal Year 2010-2011 Budget Development Workshop: Defining the Problem



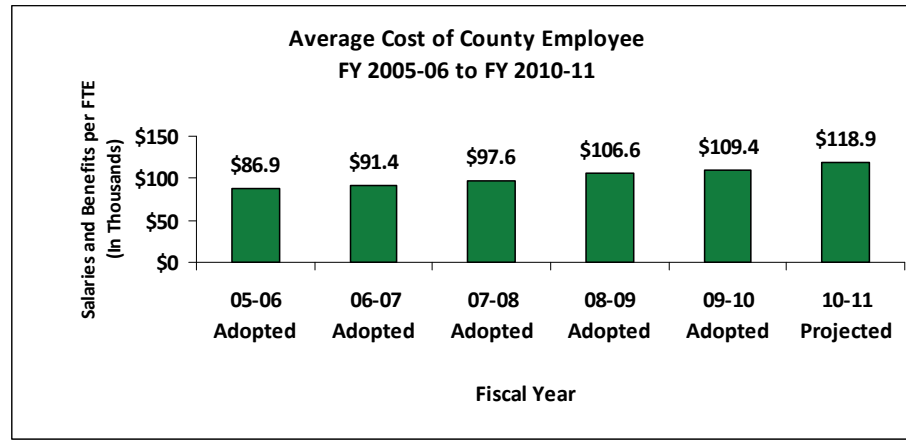
In spite of staffing reductions in recent years, the amount the County spends on salaries and benefits continues to grow. Salaries and benefits comprise the largest category of expenditure, consistently accounting for over half of the County's total operating budget. As illustrated in the chart below, the cost of salaries and benefits grew by 4% Countywide and 2.3% in the General Fund since FY 2007-08 when FTE reductions began. The number of employees has decreased by 7.5% since FY 2007-08 as part of the County's budget reduction efforts. The growth in salary and benefit costs since FY 2007-08 is the result of increases in the cost of overall employee compensation.



The chart below depicts the trend in average cost of total compensation (salary and benefits) per County employee. For FY 2010-11, without additional negotiated concessions or salary adjustments the average cost per FTE would increase from \$109.4 thousand to \$118.9 thousand.



Fiscal Year 2010-2011 Budget Development Workshop: Defining the Problem



To maintain current budgeted staffing levels in FY 2010-11, it would cost the County an additional \$38.7 million. This is the result of negotiated salary increases, automatic step increases, and merit increases (\$13.6 million), and the increasing cost of employee benefits (\$25.1 million). In the General Fund, maintaining staffing levels in FY 2010-11 would cost \$23.8 million (\$7.5 million in salaries and \$16.3 million in benefits). The table below shows the potential increases in salary and benefit line items from FY 2009-10 to FY 2010-11.

Salary and Benefit Costs by Line Item (in Millions)

	FY 2009-10 Adopted	FY 2010-11 Projected	Change	% Change
General Fund				
Regular Salaries	\$ 167.8	\$ 175.4	\$ 7.5	4.5%
Retirement	43.4	57.2	13.7	31.7%
Retiree Medical OPEB	5.0	5.3	0.2	4.4%
FICA Contribution	5.1	5.3	0.2	3.6%
FICA/Medicare	2.2	2.3	0.1	5.8%
Health Insurance Contribution	12.3	13.8	1.4	11.8%
Unemployment Insurance	0.3	0.9	0.6	173.7%
Other	2.9	2.9	(0.0)	-0.1%
Total General Fund	\$ 239.1	\$ 262.9	\$ 23.8	10.0%
All Funds				
Regular Salaries	\$ 291.5	\$ 305.1	\$ 13.6	4.7%
Retirement	70.7	90.8	20.1	28.5%
Retiree Medical OPEB	8.8	9.2	0.4	4.7%
FICA Contribution	12.3	12.8	0.5	4.2%
FICA/Medicare	3.9	4.1	0.2	5.2%
Health Insurance Contribution	21.2	24.0	2.8	13.3%
Unemployment Insurance	0.6	1.6	1.0	173.7%
Other	5.2	5.2	0.0	0.0%
Total All Funds	\$ 414.1	\$ 452.8	\$ 38.7	9.3%

Most bargaining units have existing contracts that provide for salary increases in FY 2010-11. In addition to the negotiated salary increases, the charts in the table below also reflect the cost of step increases that go into effect throughout the fiscal year. The largest increases will be in the Service Employees International Union (SEIU) Local 620 (6% or



Fiscal Year 2010-2011 Budget Development Workshop: Defining the Problem

\$7.1 million) and the Deputy Sheriff's Association (DSA) (5% or \$2.0 million). All other bargaining units combined will increase by 3.4% (\$4.4 million Countywide). As referenced, the table reflects the combined total of wage and step increases. There have been no management salary increases since approximately January 2008. On this account, the FY 2010-11 projections include funding for an increase of 4% for half of the year—effectively a 2% increase for the year—for this employee group. The charts reflect salary changes only and do not reflect pension or other benefit increases. The projections are based on current staffing levels.

Salary Costs by Bargaining Unit (in Millions)

	FY 2009-10 Adopted	FY 2010-11 Projected	Change	% Change
General Fund				
Engineers & Technicians Association	\$ 4.7	\$ 5.0	\$ 0.3	6.2%
Sheriffs Managers Association	4.7	5.0	0.3	6.0%
Confidential	4.5	4.8	0.3	6.0%
SEIU Local 620	45.8	48.5	2.6	5.7%
Deputy Sheriffs Association	39.4	41.5	2.0	5.2%
Dep District Attorneys Association	5.4	5.6	0.3	4.9%
Probation Peace Officers Assn	13.9	14.5	0.5	3.9%
Firefighters Local 2046	19.0	19.7	0.7	3.8%
SEIU Local 721	1.7	1.8	0.04	2.4%
Management/Executives	24.8	25.3	0.5	1.9%
UAPD	0.2	0.2	0.0	0.3%
Deputy Public Defenders	3.6	3.6	(0.03)	-0.7%
Total General Fund	\$ 167.8	\$ 175.4	\$ 7.5	4.5%
All Funds				
Engineers & Technicians Association	\$ 10.7	\$ 11.4	\$ 0.7	6.1%
Sheriffs Managers Association	4.7	5.0	0.3	6.0%
Confidential	4.9	5.2	0.3	6.0%
SEIU Local 620	122.7	129.9	7.1	5.8%
Deputy Sheriffs Association	39.4	41.5	2.0	5.2%
Dep District Attorneys Association	5.4	5.6	0.3	4.9%
Probation Peace Officers Assn	13.9	14.5	0.5	3.9%
Firefighters Local 2046	19.0	19.7	0.7	3.8%
SEIU Local 721	21.6	22.6	1.0	4.6%
Management/Executives	38.2	39.0	0.7	1.9%
UAPD	7.2	7.2	(0.02)	-0.3%
Deputy Public Defenders	3.6	3.6	(0.03)	-0.7%
Total All Funds	\$ 291.5	\$ 305.1	\$ 13.6	4.7%

Retirement is the single biggest contributor to expenditure growth in FY 2010-11, accounting for 52% of the growth in salaries and benefits Countywide and 58% of salary and benefit growth in the General Fund. Retirement costs will increase as a result of investment losses the Santa Barbara County Employee Retirement System (SBCERS) experienced during the 2008-2009 investment market decline. Retirement costs for the safety plans will increase by a larger factor than will the general plans. The losses associated with the economic downturn more severely impacted the safety plans because



Fiscal Year 2010-2011 Budget Development Workshop: Defining the Problem

these plans have higher benefit formulas, resulting in greater liabilities and higher costs. The table below presents an analysis of the retirement cost increases by type of retirement plan.

Retirement Costs by Retirement Plan Type (in Millions)				
	FY 2009-10 Adopted	FY 2010-11 Projected	Increase	% Increase
General Fund				
Non-Safety	\$ 20.0	\$ 24.6	\$ 4.6	22.9%
Safety	23.4	32.6	9.2	39.2%
Total General Fund	\$ 43.4	\$ 57.2	\$ 13.7	31.7%
All Funds				
Non-Safety	\$ 47.3	\$ 58.2	\$ 11.0	23.2%
Safety	23.4	32.6	9.2	39.2%
Total All Funds	\$ 70.7	\$ 90.8	\$ 20.1	28.5%

In FY 2010-11, the cost of retirement will increase by 29% Countywide and 32% in the General Fund. The increase is more significant for the safety plans than the non-safety plans. Safety plans will increase by 39% while non-safety plans will increase by 23%. Because of the cost difference between plan type, departments with larger proportions of employees in safety retirement plans will experience more significant increases in overall retirement costs. If current staffing levels were maintained, Probation's retirement costs would increase by 41%, or \$2.3 million; Fire's retirement costs would increase by 44%, or \$2.9 million; and Sheriff's retirement costs would increase by 33%, or \$5.0 million. The table below shows the retirement increases by department.

Retirement Cost Increases by Department (in Millions)				
Department	FY 2009-10 Adopted	FY 2010-11 Projected	Increase	% Increase
Board of Supervisors	\$ 0.4	\$ 0.5	\$ 0.1	20.8%
County Executive Office	0.5	0.6	0.1	20.6%
County Counsel	1.0	1.2	0.2	20.6%
District Attorney	2.8	3.5	0.7	25.4%
Probation	5.6	7.9	2.3	40.5%
Public Defender	1.4	1.7	0.3	18.7%
Fire	6.6	9.4	2.9	43.7%
Sheriff	15.2	20.1	5.0	32.7%
Public Health	7.8	9.6	1.8	23.6%
Alcohol, Drug & Mental Health Svcs	5.1	6.3	1.2	23.1%
Social Services	7.7	9.5	1.8	23.6%
Child Support Services	1.2	1.5	0.3	23.3%
Agriculture & Cooperative Extension	0.5	0.6	0.1	23.3%
Parks	0.9	1.2	0.2	23.4%
Planning & Development	1.8	2.1	0.4	22.4%
Public Works	4.7	5.8	1.1	23.6%
Housing & Community Development	0.2	0.2	0.0	22.6%
Auditor-Controller	1.1	1.3	0.2	22.9%
Clerk-Recorder-Assessor	1.8	2.2	0.4	23.5%
General Services	1.7	2.1	0.4	22.9%
Human Resources	0.6	0.7	0.1	20.7%
Treasurer-Tax Collector-Public Adm.	0.8	1.0	0.2	23.0%
Information Technology	0.9	1.2	0.2	22.9%
General County Programs	0.6	0.7	0.1	22.0%
Total	\$ 70.7	\$ 90.8	\$ 20.1	28.5%



SBCERS adopted a new retirement plan funding policy to moderate retirement costs in future years. It moved from a 15-year layered amortization to a 17-year open/rolling amortization policy. The policy change helps mitigate the retirement impacts in FY 2010-11. If the County had stayed with the prior formula, retirement costs in FY 2010-11 would have increased by \$30.2 million rather than the forecast \$20.1 million.

REVENUES

This section of the report focuses on the County's primary revenues with an emphasis on discretionary revenues. Included are a number of revenues that are either significant in magnitude or are indicative of overall economic trends omitting legislatively controlled Federal and State funds and various fees and charges for services. In summary, the major categories of revenues examined are: property taxes, property taxes in lieu of motor vehicle taxes, various categories of sales taxes, transient occupancy tax, and interest income.

These revenues are expected to decrease by 1.4% in FY 2010-11 from the FY 2009-10 budget. The chart below summarizes FY 2010-11 projections of these local discretionary revenue sources as well as Proposition 172 Public Safety Sales Tax.

General Fund Discretionary Revenues	2009-10 Estimated	2009-10 Budget	2009-10 Est Act to Budget	2010-11 Proposed Budget	10-11 Bud to 09-10 Est	10-11 Bud to 09-10 Bud
Secured Property Tax	111,736,046	112,000,000	-0.2%	110,600,000	-1.0%	-1.3%
Property Tax In-lieu of VLF	41,986,460	42,065,000	-0.2%	41,656,000	-0.8%	-1.0%
Documentary Transfer Tax	2,000,000	1,700,000	17.6%	2,000,000	0.0%	17.6%
Supplemental Property Tax	2,000,000	2,800,000	-28.6%	2,200,000	10.0%	-21.4%
Transient Occupancy Tax	5,837,535	5,727,000	1.9%	6,000,000	2.8%	4.8%
Local Sales Tax	6,867,608	6,817,000	0.7%	7,100,000	3.4%	4.2%
Prop 172	24,564,313	24,874,000	-1.2%	25,000,000	1.8%	0.5%
Interest Income	2,244,000	2,681,571	-16.3%	1,300,000	-42.1%	-51.5%
	197,235,962	198,664,571	-0.7%	195,856,000	-1.2%	-1.4%

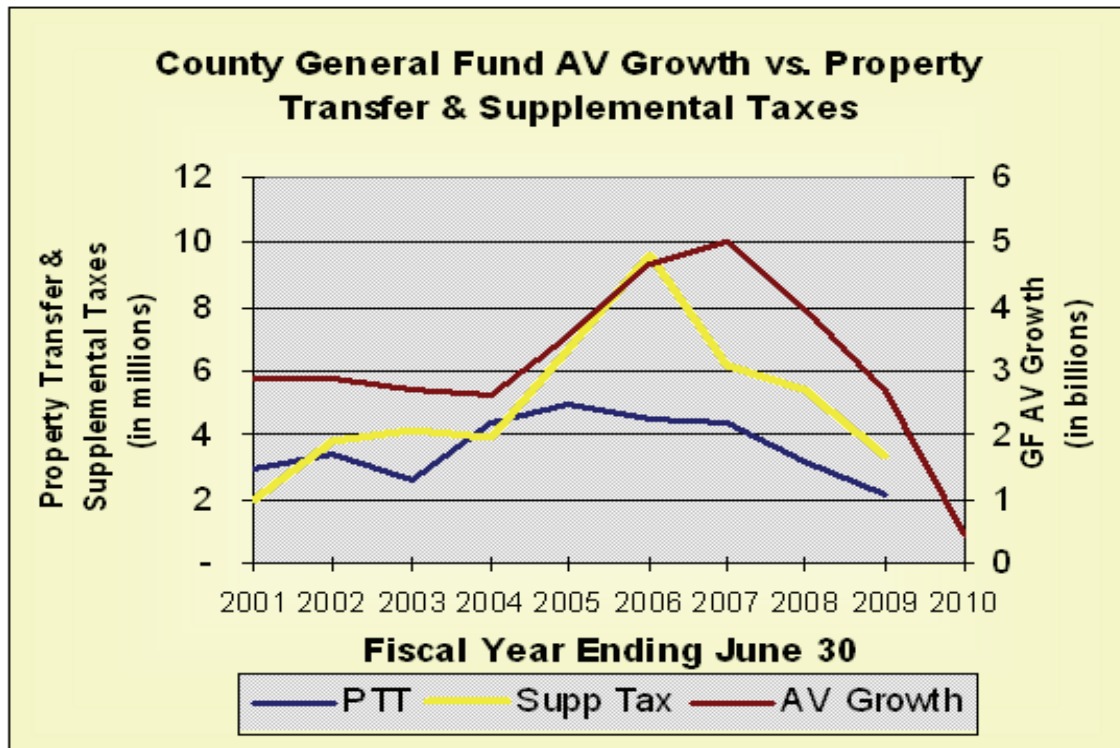
There are some indications the recession has abated in the second quarter of FY 2009-10; barring a second recessionary dip, most discretionary revenues are expected to remain flat or rise slightly in the next budget cycle. Based on historical trends, it is expected that sales tax will be the first revenue to see an increase, followed by documentary transfer taxes, supplemental property taxes, transient occupancy tax and, finally, secured property taxes. However, the County will likely incur negative growth in property tax in FY 2010-11, with possible growth beginning in FY 2011-12.

The leading indicators of property tax growth (the County's largest discretionary tax source) are property transfer tax and supplemental property tax. After record highs three years ago, these indicators have sharply trended downward followed by the declining growth rate of secured property taxes. As displayed in the following graph, it appears the



Fiscal Year 2010-2011 Budget Development Workshop: Defining the Problem

County will experience a “V-shaped recovery,” with these indicators leading to future growth in the County’s most important tax source.



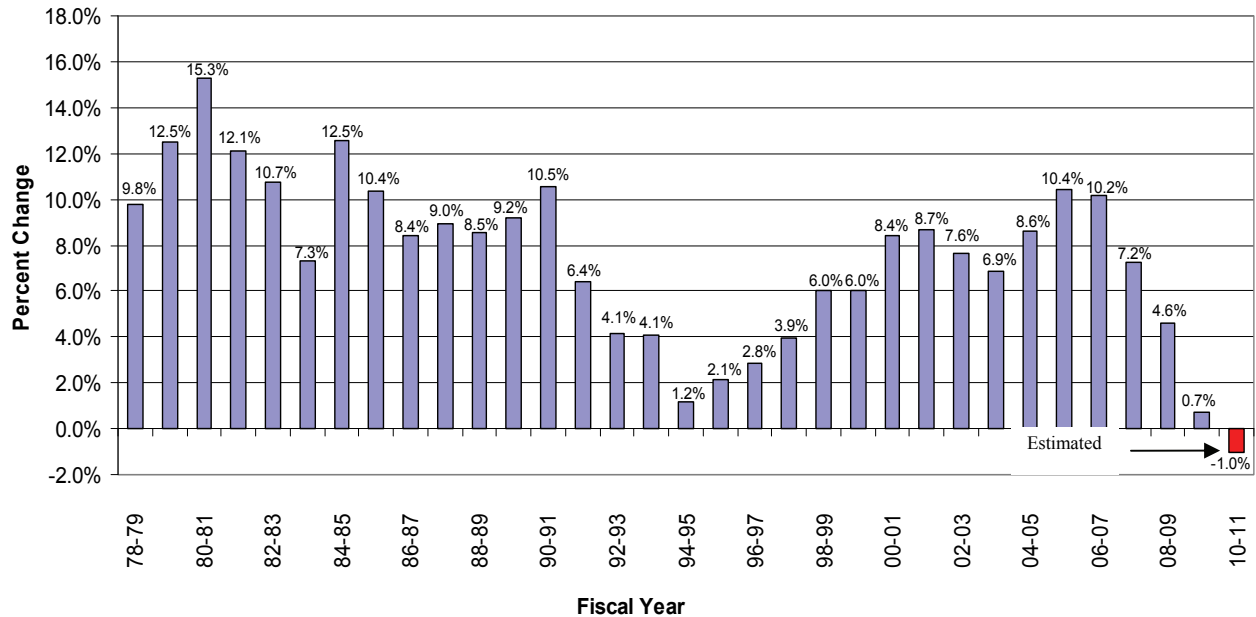
General Fund Discretionary Taxes

As displayed in the following charts, it is projected that General Fund property tax revenue will decline by approximately 1% in FY 2010-11. If this projection is realized, it would be the first time the County would experience negative growth since the enactment of Proposition 13. A number of factors contribute to the projected negative growth, including the decline in home values, the increase in foreclosures, and a negative inflation factor. Proposition 13 allows up to a 2% inflation factor to be applied to the value of property each year. However, since inflation was slightly negative there will be a small downward inflation adjustment applied to the County tax roll. This decline pales in comparison to many other counties in California that suffered declines of as high as 10% starting last year.

General Fund Property Tax Revenues	2009-10 Estimated	2009-10 Budget	2009-10 Est Act to Budget	2010-11 Proposed Budget	10-11 Bud to 09-10 Est	10-11 Bud to 09-10 Bud
Secured Property Tax	111,736,046	112,000,000	-0.2%	110,600,000	-1.0%	-1.3%
Property Tax In-lieu of VLF	41,986,460	42,065,000	-0.2%	41,656,000	-0.8%	-1.0%
Documentary Transfer Tax	2,000,000	1,700,000	17.6%	2,000,000	0.0%	17.6%
Supplemental Property Tax	2,000,000	2,800,000	-28.6%	2,200,000	10.0%	-21.4%
	157,722,506	158,565,000	-0.5%	156,456,000	-0.8%	-1.3%



Percent Change in Countywide Assessed Value



Other Districts Property Taxes

Not only are property tax revenues important for the County General Fund, the County also has several significant dependent special districts and the redevelopment agency that rely on these taxes to fund services in unique geographic areas. It is expected that special districts and the redevelopment agency will see a decline in property taxes of approximately 2%, which is slightly greater than the projected decline in the General Fund. The disparity is due to varying foreclosure rates and home values within different geographic areas.

Other Districts Property Tax Revenues	2007-08 Actual	2008-09 Actual	2009-10 Estimated	2009-10 Budget	2009-10 Est Act to Budget	2010-11 Proposed Budget	10-11 Bud to 09-10 Est	10-11 Bud to 09-10 Bud
Fire	26,521,432	27,287,899	28,165,690	28,677,400	-1.8%	27,884,033	-1.0%	-2.8%
Flood	8,065,855	8,275,309	8,139,740	8,200,020	-0.7%	8,058,343	-1.0%	-1.7%
Redevelopment Agency	3,989,057	3,836,418	3,863,999	3,785,905	2.1%	3,825,359	-1.0%	1.0%
Water Agency	2,104,138	2,163,662	2,121,643	2,127,750	-0.3%	2,100,427	-1.0%	-1.3%
County Service Areas	938,692	944,911	928,045	961,846	-3.5%	918,765	-1.0%	-4.5%
Lighting	423,176	415,758	413,496	423,150	-2.3%	409,361	-1.0%	-3.3%
	42,042,350	42,923,957	43,632,613	44,176,071	-1.2%	43,196,287	-1.0%	-2.2%

Sales Taxes

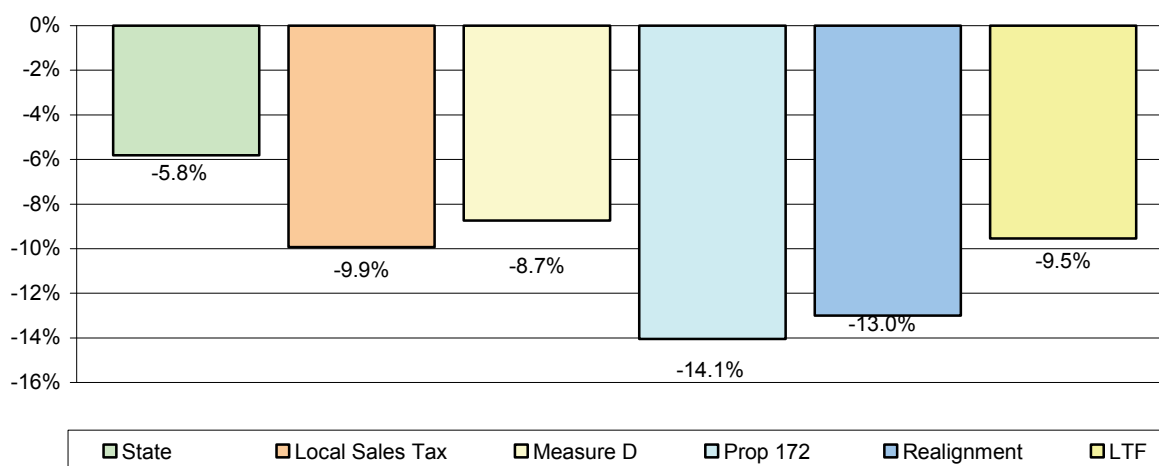
The County's second largest discretionary revenues are allocations of sales tax revenue. The largest sales tax revenue sources are Proposition 172 Public Safety sales tax; Social



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Services, Mental Health and Public Health realignment sales tax; Measure D and Local Transportation Funds for road and transportation services; and Bradley Burns, the local General Fund sales tax.

**Sales Tax Decline by Tax Sector
FY 2008-09**



These sales tax sources dropped by 20% over the last two years, losing over \$13 million in annual ongoing revenue for the County. If the economy continues to rebound, it is projected that all sales tax revenues will grow slightly in the FY 2010-11 budget, with the exception of realignment. The State annually establishes the realignment tax distribution allocation to counties and the impact to the County is not yet known.

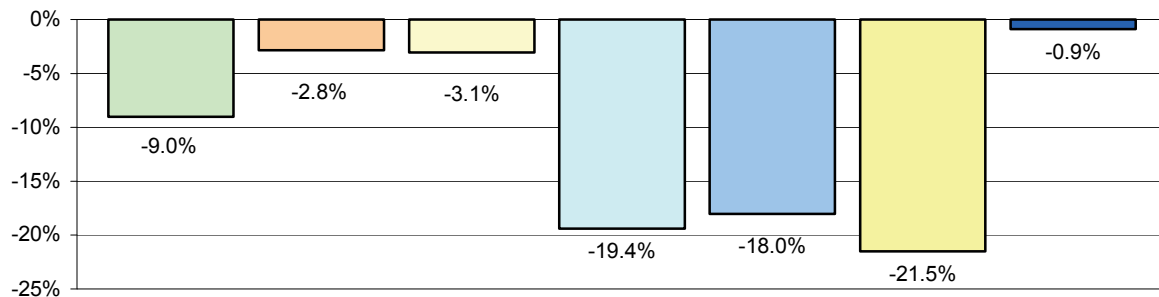
	2007-08 Actual	2008-09 Actual	2009-10 Est Act	2009-10 Budget	2009-10 Est Act to Budget	2010-11 Proposed Budget	10-11 Bud to 09-10 Est	10-11 Bud to 09-10 Bud
Prop 172	\$ 29,969,554	25,758,789	24,564,313	24,874,000	-1.25%	25,000,000	1.77%	0.51%
Realignment	\$ 20,952,512	18,880,938	16,633,779	19,814,290	-16.05%	16,633,779	0.00%	-16.05%
Measure D	\$ 7,417,504	6,466,938	5,814,178	4,564,000	27.39%	6,000,000	3.20%	31.46%
LTF	\$ 1,343,215	940,905	748,191	467,000	60.21%	760,000	1.58%	62.74%
Bradley Burns	\$ 8,141,680	6,920,835	6,867,607	6,817,000	0.74%	7,100,000	3.38%	4.15%
Total	\$ 67,824,465	58,968,405	54,628,068	56,536,290		55,493,779		

As illustrated in the chart below, sales tax declined in all sectors of the economy in FY 2008-09. It is expected that at least some of these sectors will see recovery in FY 2009-10 and FY 2010-11.



Fiscal Year 2010-2011 Budget Development Workshop: Defining the Problem

**Sales Tax Decline by Business Group
FY 2008-09**



■ Consumer Goods
 ■ Business
 ■ Hotels/ Dining
 ■ Transportation
 ■ Fuel
 ■ Construction
 ■ Food/ Drugs

FY 2009-10 was the third consecutive year of decreasing sales tax revenues for the State, despite the recent 1% increase in the State's rate. Of note, the County's local sales tax is performing better than the state-wide sales tax allocation. This gives the County a small advantage in the allocation of Prop 172 sales tax since the allocation factor for a given year is determined by comparing the local tax generation to state-wide collections. In November 2009 the County received a positive adjustment of approximately \$200 thousand, reflecting the County's sales tax advantage.

Local / County Retail Sales Tax

	2008-09 Actual	2009-10 Estimated	2009-10 Budget	2009-10 Est Act to Budget	2010-11 Proposed Budget	10-11 Bud to 09-10 Est	10-11 Bud to 09-10 Bud
1st Quarter	1,934,731	1,777,011	1,731,426	3%	1,837,143	3%	6%
2nd Quarter	1,818,890	1,763,279	1,758,256	-3%	1,822,947	3%	4%
3rd Quarter	1,576,745	1,503,085	1,503,085	-5%	1,553,948	3%	3%
4th Quarter	1,590,470	1,824,233	1,824,233	15%	1,885,963	3%	3%
Total	6,920,836	6,867,608	6,817,000	-1%	7,100,000	1%	3%

Prop 172 - Public Safety Retail Sales Tax

	2008-09 Actual	2009-10 Estimated	2009-10 Budget	2009-10 Est Act to Budget	2010-11 Proposed Budget	10-11 Bud to 09-10 Est	10-11 Bud to 09-10 Bud
Jul	2,341,896	1,909,117	1,936,960	-1%	1,942,978	2%	0%
Aug	2,269,084	1,891,516	1,976,903	-4%	1,925,065	2%	-3%
Sep	2,691,628	2,182,617	2,292,455	-5%	2,221,329	2%	-3%
Oct	2,019,295	1,841,485	1,925,078	-4%	1,874,147	2%	-3%
Nov	1,901,129	2,191,696	1,989,250	10%	2,230,569	2%	12%
Dec	2,735,431	2,656,204	2,693,853	-1%	2,703,316	2%	0%
Jan	1,864,339	1,699,919	1,724,013	-1%	1,730,070	2%	0%
Feb	1,636,186	1,699,126	1,723,210	-1%	1,729,263	2%	0%
Mar	2,351,058	2,318,504	2,351,366	-1%	2,359,626	2%	0%
Apr	1,804,733	1,882,614	1,909,298	-1%	1,916,005	2%	0%
May	2,285,652	2,318,125	2,350,982	-1%	2,359,241	2%	0%
Jun	1,858,356	1,973,390	2,000,632	-1%	2,008,391	2%	0%
Total	25,758,787	24,564,313	24,874,000	-1%	25,000,000	2%	1%



Fiscal Year 2010-2011 Budget Development Workshop: Defining the Problem

As displayed in the 10 year trend charts below, after significant declines for three years, the County is expected to experience an upward trend in FY 2010-11.

Public Safety 10 Year Trend			
Fiscal Year	Factor	Revenues (in millions)	Growth
2009-10 (est)	1.0895%	\$ 24.87	-3.44%
2008-09	1.0825%	\$ 25.75	-14.07%
2007-08	1.0974%	\$ 29.97	-0.36%
2006-07	1.0830%	\$ 30.08	-1.91%
2005-06	1.1097%	\$ 30.66	5.18%
2004-05	1.1419%	\$ 29.15	6.70%
2003-04	1.1527%	\$ 27.32	8.47%
2002-03	1.1377%	\$ 25.19	6.46%
2001-02	1.0950%	\$ 23.66	-5.49%
2000-01	1.1260%	\$ 25.03	7.80%
Total		\$ 271.70	

Local Sales Tax 10 Year Trend		
Fiscal Year	Revenues (in millions)	Growth
2009-10 (est)	\$ 6.82	-1.49%
2008-09	\$ 6.92	-15.00%
2007-08	\$ 8.14	-10.61%
2006-07	\$ 9.11	22.18%
2005-06	\$ 7.45	2.69%
2004-05	\$ 7.26	-20.27%
2003-04	\$ 9.11	2.96%
2002-03	\$ 8.84	-18.95%
2001-02	\$ 10.91	-10.55%
2000-01	\$ 12.20	13.30%
Total	\$ 86.75	

Transient Occupancy Tax

After a decline of approximately 18% over the last two years, it is expected that transient occupancy tax revenue will begin to increase in FY 2010-11 as the economy recovers.

County Wide TOT Receipts by Month								
	2007-08 Actual	2008-09 Actual	2009-10 Estimated	2009-10 Budget	2009-10 Est Act to Budget	2010-11 Proposed Budget	10-11 Bud to 09-10 Est	10-11 Bud to 09-10 Bud
Jul	904,645	948,999	788,581	790,000	-0.18%	810,528	3%	3%
Aug	972,624	1,025,236	806,155	700,000	15.17%	828,591	3%	18%
Sep	635,913	648,074	512,735	440,000	16.53%	527,005	3%	20%
Oct	593,871	568,059	484,918	510,000	-4.92%	498,414	3%	-2%
Nov	492,855	439,722	344,053	380,000	-9.46%	353,628	3%	-7%
Dec	378,036	307,128	260,000	260,000	0.00%	267,236	3%	3%
Jan	354,880	324,617	410,000	410,000	0.00%	421,411	3%	3%
Feb	414,827	305,031	290,000	290,000	0.00%	298,071	3%	3%
Mar	560,245	375,452	360,000	360,000	0.00%	370,019	3%	3%
Apr	521,006	424,199	465,029	466,766	-0.37%	477,971	3%	2%
May	633,598	492,453	537,269	539,276	-0.37%	552,222	3%	2%
Jun	697,187	505,114	578,795	580,957	-0.37%	594,904	3%	2%
Total	7,159,687	6,364,084	5,837,535	5,727,000	1.93%	6,000,000	2%	3%



Hotel / Motel Transient Occupancy Taxes by Jurisdiction

City	2007-08	% Change	2008-09
Santa Barbara	15,522,708	-6.8%	14,469,128
Goleta -city share	2,783,144	-11.7%	2,457,059
Solvang	2,418,395	-7.6%	2,235,432
Santa Maria	2,396,491	-8.1%	2,201,546
Carpinteria	1,415,000	-13.4%	1,225,707
Lompoc	1,491,662	-0.6%	1,482,857
Buellton	1,290,390	-8.6%	1,179,362
Guadalupe	-		-
	<u>27,317,790</u>	-7.6%	<u>25,251,091</u>
County Area	2007-08	% Change	2008-09
Montecito	3,861,168	-14.9%	3,286,643
Goleta City	1,599,120	-16.8%	1,331,183
Goleta Valley	1,148,712	4.4%	1,199,685
Santa Ynez	466,581	-1.3%	460,414
North County	<u>84,106</u>	2.4%	<u>86,160</u>
	7,159,687	-11.1%	6,364,084
TOTAL	<u>34,477,477</u>	-8.3%	<u>31,615,176</u>

