

Public Draft

# Reviews of Central Fire Protection District and County Service Area 48 (County Fire) Services and Spheres of Influence



June 2018



Santa Cruz  
Local Agency  
Formation Commission  
701 Ocean Street, Room 318D  
Santa Cruz CA 95060

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**PURPOSE OF SERVICE REVIEW**

The purpose of a service review, sometimes called a “municipal service review” or “MSR”, is to provide a comprehensive inventory and analysis for improving efficiency, cost-effectiveness, accountability, and reliability of public services provided by cities, districts, and service areas. A service review evaluates the structure and operation of these agencies and discusses possible areas for improvement and coordination. A service review is used by LAFCO when updating a sphere of influence, and can be used by the subject agencies when considering changes in their operations. A written statement of determinations must be made in the following areas:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged communities within or contiguous to the agency’s sphere of influence.
3. The present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including need or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the agency’s sphere of influence.
4. The financial ability of agencies to provide services.
5. The status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

The service review is organized, by agency, utilizing the above determinations as an outline.

## PURPOSE OF SPHERE OF INFLUENCE

A “sphere of influence” is defined in state law to be a plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCO in county where the agency is based. The sphere of influence is adopted and amended by LAFCO following a public hearing. The sphere action includes a map, determinations, and a resolution, which may contain recommendations and implementation steps specific to the agency. State law requires LAFCO to make determinations upon the following subjects:

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.
5. For a city or district that provides sewers, water, or structural fire protection, the present and probable need for those services in any disadvantaged unincorporated communities within the existing sphere of influence.

In this report, the sphere of influence analysis follows the service review analysis for each agency, and is organized using the above determinations as an outline. State law requires that all boundary changes (annexation, detachment, consolidation, dissolution, etc.) be consistent with LAFCO’s policies and the adopted spheres of influence of each affected agency.

## EXECUTIVE SUMMARY

LAFCO periodically performs municipal service reviews<sup>1</sup> and updates, as necessary, the sphere of influence<sup>2</sup> of each agency subject to LAFCO’s boundary regulation. The last service review completed for the Central Fire Protection and County Service Area 48 (County Fire) was adopted in 2007<sup>3</sup>. A “sphere of influence” is defined as a plan for the probable physical boundaries and service area of a local agency. The LAFCO staff prepared a service and sphere review in 2016 for all fire agencies in Santa Cruz County. Based upon agency and public testimony, LAFCO decided that more detailed analysis was needed to analyze the service and sphere reviews for the Aptos/La Selva Fire Protection District, the Central Fire Protection District, and County Service Area 48 (County Fire). In cooperation with the Aptos/La Selva FPD and the Central FPD, LAFCO is preparing a service and sphere review for those two agencies as part of a Mid-County Consolidation Feasibility Study, which is scheduled to be released later in summer 2018.

This 2018 Service and Sphere Review for the Central Fire Protection District and County Service Area 48 was initiated in response to an application<sup>4</sup> by the Central Fire Protection District for a reorganization detaching five parcels from County Service Area 48 and annexing them to the Central Fire Protection District. There are five parcels in the subject area—four on Porter Gulch Road, and one on Old San Jose Road. In the application, the purpose of the reorganization is to provide improved fire and emergency services based upon a shorter response time from the Soquel Station of the Central Fire Protection District. This review has been prepared in an abbreviated format to facilitate a timely review of the reorganization application. The LAFCO intends that the more thorough review of consolidation options and other service issues in the consolidation feasibility study will involve re-opening and re-hearing the service and sphere review for the Central Fire Protection District later in the 2018.

<sup>1</sup> Government Code Section 56430 (Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000).

<sup>2</sup> Government Code Section 56427

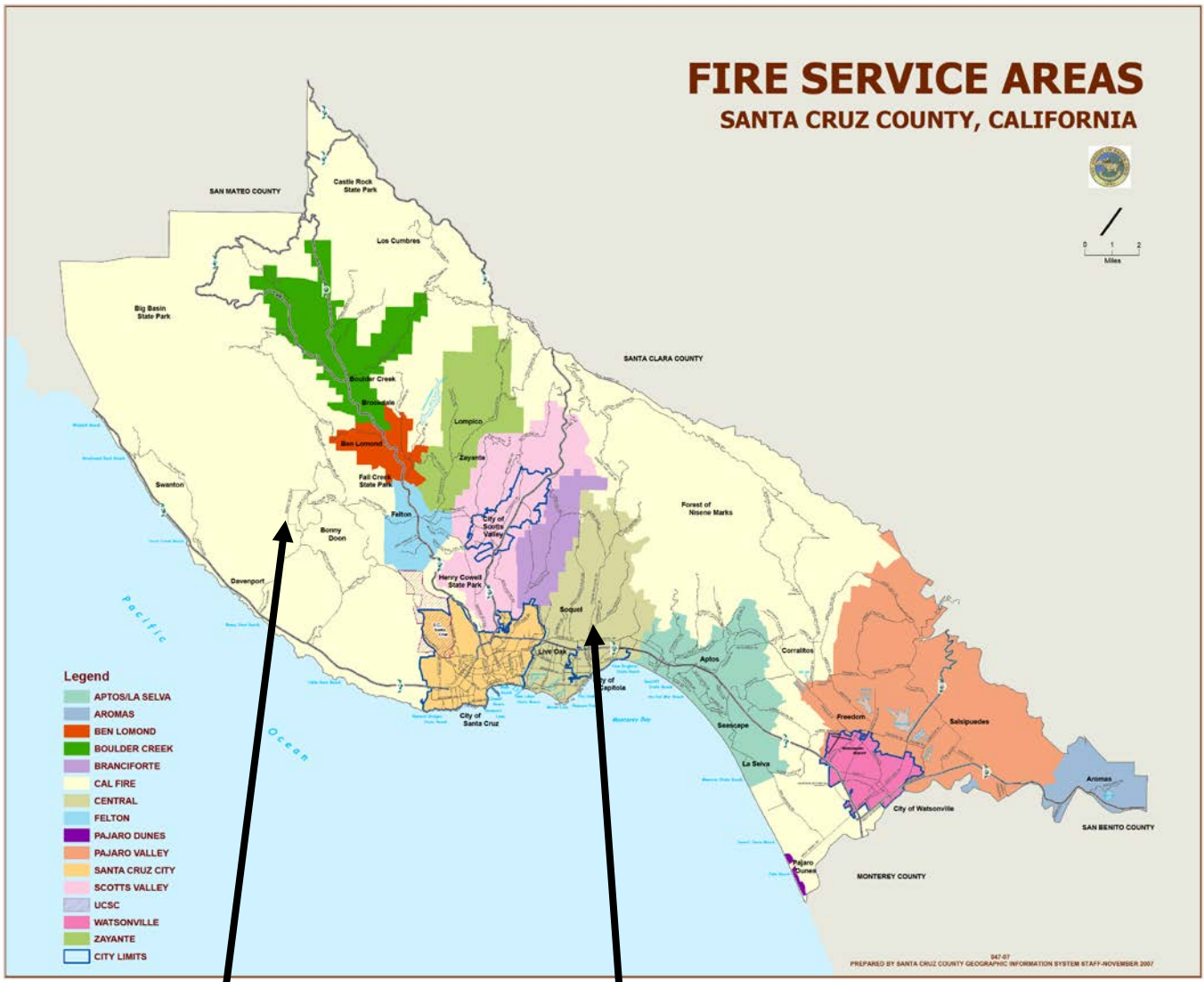
<sup>3</sup> <http://www.santacruzlafco.org/wp-content/uploads/2016/02/Whole-Public-Review-Draft.pdf>

<sup>4</sup> Known as LAFCO No. 964, the Upper Porter Gulch Reorganization to the Central Fire Protection District.

## MAIN CONCLUSIONS OF THIS REPORT

- 1) Central Fire Protection District and County Service Area 48 are providing the same levels of service that they were providing when the last comprehensive service review was adopted in 2008.
  - a) The principal operational change since 2007 is that Cal Fire closed its Felton Station in 2009 and reallocated those resources to establish its Fall Creek Station in Bonny Doon under the cooperative agreement between Cal Fire and Santa Cruz County Fire (County Service Area 48). It is staffed with state personnel year-round.
- 2) The Central Fire Protection District, the Aptos/La Selva Fire Protection District, and LAFCO are preparing a Mid-County Fire Agency Consolidation Feasibility Study. That study is scheduled to be released later in summer 2018. That study will serve as a detailed service review of the two fire districts.
- 3) The call types remain constant with emergency medical calls in 2014 comprising the largest share of calls (67%).
- 4) Costs have gone up faster than revenues.
  - a) In 2007, County Service Area 48 (CSA 48) was unsuccessful in raising its fire suppression assessment. It is estimated that with continued careful fiscal management, the Fire Fund can sustain County Fire another few years. Additional revenues will need to be found or cost savings and service reductions will need to be implemented.
  - b) The Central Fire Protection District has started taking steps to pay for increasing pension costs, and post-retirement health insurance liabilities. Additional steps are likely to be needed in order to maintain the current levels of service.
- 5) Neither the fire agencies nor the LAFCO staff are recommending any changes to the spheres of influence for the Central Fire Protection District or County Service Area 48 (County Fire).

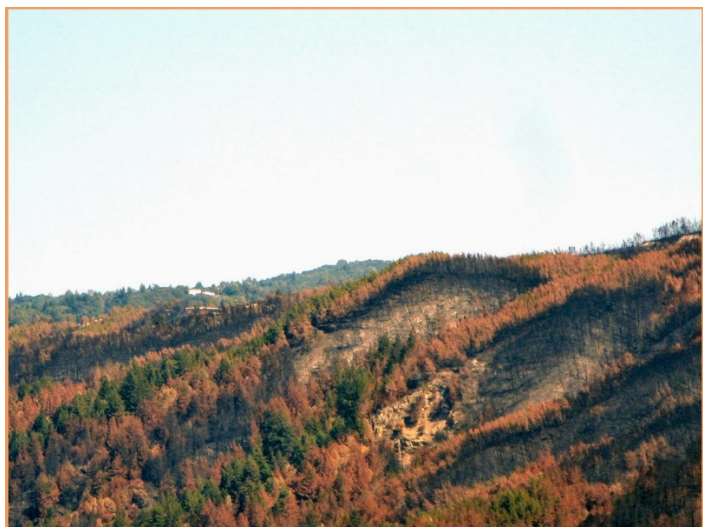




CSA 48 (County Fire)

Central Fire Protection District

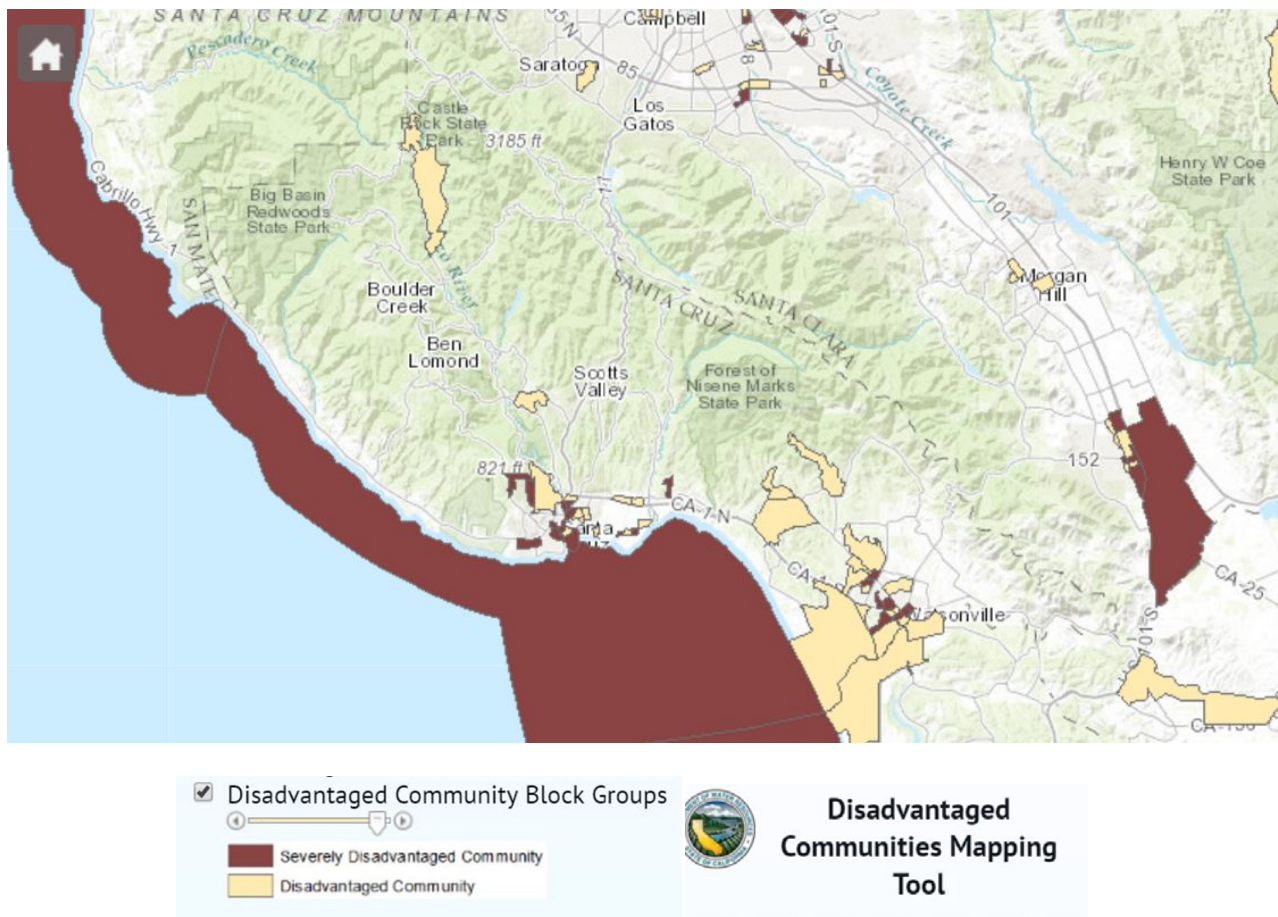
**Current Boundaries**



**DISADVANTAGED COMMUNITIES**

During the preparation of service reviews, state law requires that the disadvantaged unincorporated communities within or contiguous to a sphere of influence be identified so that any public service or infrastructure needs in those communities can be addressed. A “disadvantaged community”, as defined in Water Code Section 79505.5, is a community with an annual median household income that is less than 80 percent of the statewide annual median household income. In 2014, the statewide annual median household income was \$61,489<sup>5</sup>, and 80% of that is \$49,191.

The following map shows the areas in Santa Cruz County that meet the definition of disadvantaged communities. The mapping unit is census block tracts. A table listing all census block groups in the County that meet the definition of disadvantaged is attached as Appendix A. The disadvantaged areas are located inside the cities of Watsonville, Santa Cruz, and Capitola and various unincorporated portions of Live Oak, Soquel, Aptos, South County, Mt. Hermon, and Boulder Creek. A generalized map of these areas is shown below.



Every square inch of Santa Cruz County is located within a fire agency. Neither the LAFCO staff nor the fire agencies have identified any disadvantaged areas that lack adequate fire protection. The disadvantaged areas receive the same level of fire protection as areas with higher median household incomes in the respective fire agencies.

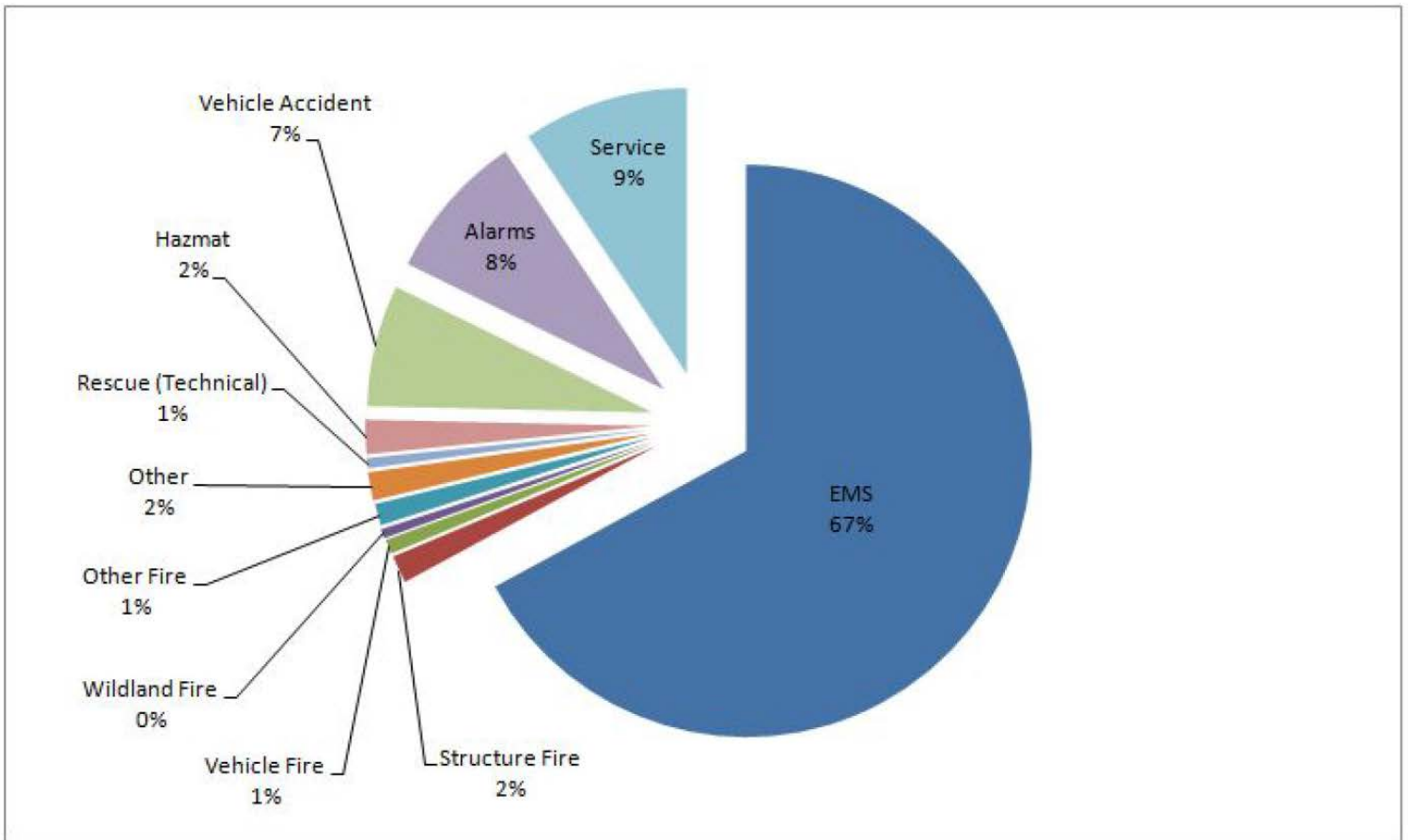
<sup>5</sup> California Disadvantaged Communities Mapping Tool, <https://giswater.ca.gov/app/dacs/>

**FIRE PROTECTION SERVICE LEVELS**

The two fire agencies subject to this study are maintaining the same levels of service as reported in the Countywide Service Review prepared for LAFCO in 2005. Since 2005, one station has been relocated. The Cal Fire Felton Station was moved to Bonny Doon. The relocated station, the Cal Fire/County Fire Fall Creek Station, is now staffed year-round under a cooperative agreement between the County and Cal Fire.

As shown on the following chart, medical emergencies continue to be the most common incident for fire districts in Santa Cruz County.

**Santa Cruz County Fire District 911 Calls by Type (2014)**



Population projections prepared by the Association of Monterey Bay Area Governments are allocated to cities and the unincorporated areas of counties. Through 2040, modest growth is predicted in each part of the county. The fire agencies subject to this report are located in the City of Capitola and part of the Santa Cruz County unincorporated area.

POPULATION PROJECTIONS							
Planning Agency	2010	2015	2020	2025	2030	2035	2040
City of Capitola (Central FPD)	9,918	10,087	10,194	10,312	10,451	10,622	10,809
City of Santa Cruz	59,946	63,830	68,381	72,091	75,571	79,027	82,266
City of Scotts Valley	11,580	12,073	12,145	12,214	12,282	12,348	12,418
City of Watsonville	51,199	52,562	53,536	55,187	56,829	58,332	59,743
Santa Cruz County unincorporated (Central FPD and CSA 48/County Fire)	129,739	135,042	136,891	137,896	139,105	140,356	141,645
Santa Cruz County Total	262,382	273,594	281,147	287,700	294,238	300,685	306,881
AMBAG Region Total	732,708	762,676	791,600	816,900	840,100	862,200	883,300

Source: 2018 Draft AMBAG Forecast







**Project Name:** 2018 Service and Sphere Review for  
*CENTRAL FIRE PROTECTION DISTRICT*

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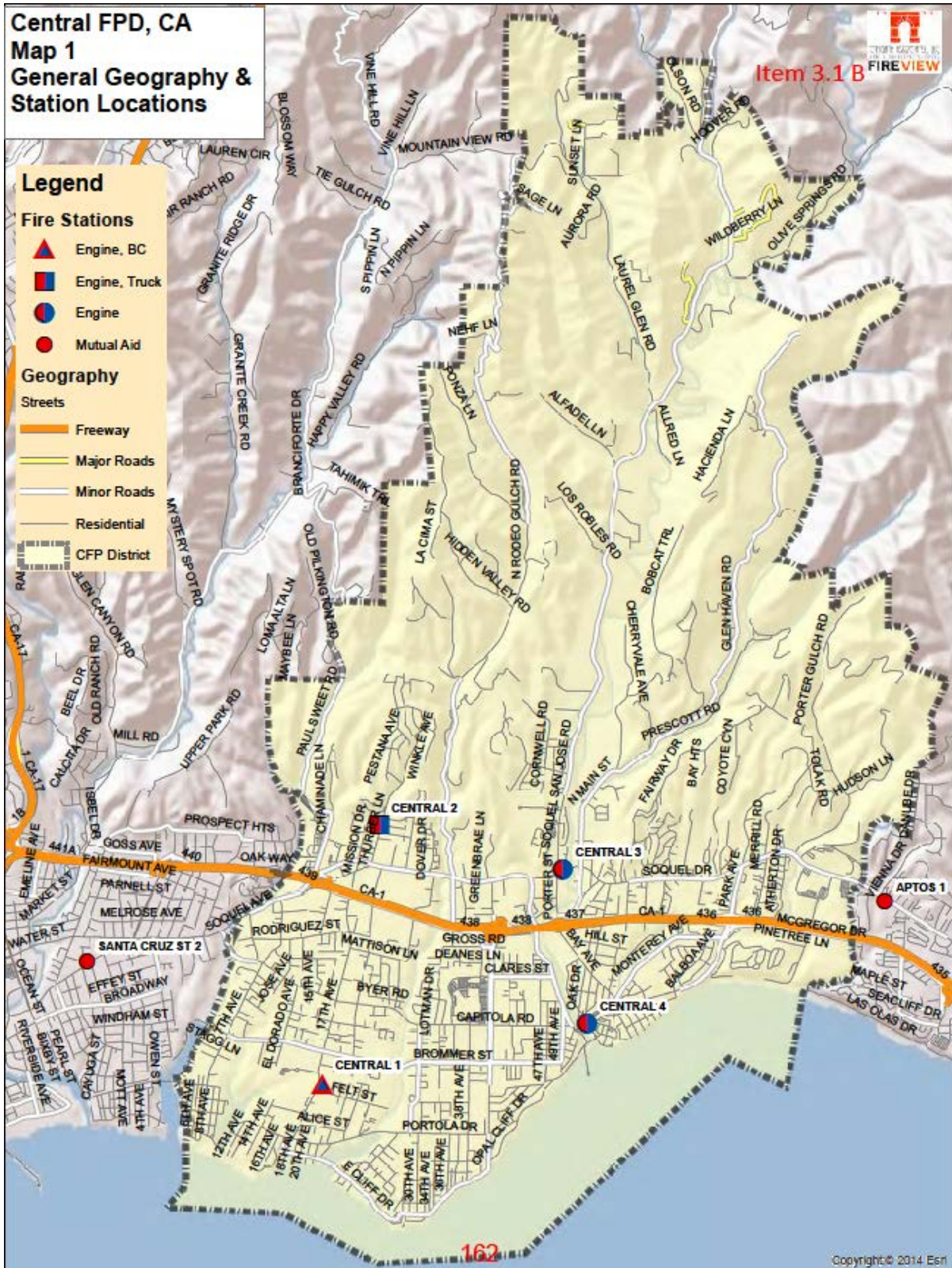
**Website:** [www.centralfpd.com](http://www.centralfpd.com)

Board of Directors Names	Title	Year of First Service on the Board	Date of Term Expiration
David Burnham	Director	2017	2020
James Cupples	Director	2012	2018
Barry Franchi	Director, Vice Chair	2017	2018
Christopher Haas	Director	2013	2018
John Lucchesi	Director	2017	2020
Owen Miller	Director, Chair	2017	2020
Kevin Walter	Director	2017	2020

## AGENCY PROFILE

The Central Fire Protection District was formed in 1987 by the consolidation of the Live Oak, Soquel, and Capitola Fire Protection Districts and operates under the authority of the California Health and Safety Code Section 13800 et seq. (Fire Protection District Law of 1987). The district operates in a 29-square urban and rural service area in the mid-county of Santa Cruz County. The district's four stations are located at:

Station	Location	Address
1	Live Oak	930 17 <sup>th</sup> Avenue, Santa Cruz
2	Santa Cruz Gardens	3445 Thurber Lane, Santa Cruz
3	Soquel	4747 Soquel Drive Soquel
4	Capitola	405 Capitola Avenue, Capitola



Source: 2017 Citygate Standards of Cover Study

**FACILITIES & ASSIGNED RESOURCES**

**CENTRAL FIRE PROTECTION DISTRICT**

Station	Location	Assigned Resources	Staffing
1	930 17 <sup>th</sup> Avenue, Santa Cruz	Engine 3411 Rescue 3460 Engine 3415 Battalion Chief	3   1
2	3445 Thurber Lane, Santa Cruz	Engine 3412 Truck 3472 Water Tender 3450	4
3	4747 Soquel Drive, Soquel	Engine 3413 Engine 3437 Engine 3417 Squad 3493	3
4	405 Capitola Avenue, Capitola	Engine 3414 Engine 3438	3
<b>TOTAL</b>			<b>14</b>

**BUDGETED POSITIONS**

**CENTRAL FIRE PROTECTION DISTRICT**

Division	Budgeted Positions
Fire Chief	1
Operations	53 <sup>1</sup>
Fire Prevention	3
Finance	2
Human Resources	2.5
Fleet Services	2
<b>TOTAL</b>	<b>63.5</b>

<sup>1</sup> Plus 15 Paid-Call Firefighters  
Source: Central FPD and 2017  
Citygate Standards of Cover  
Study

**RESPONSE TIMES**

**CENTRAL FIRE PROTECTION DISTRICT**

The District’s emergency response times have lengthened over the last several years. The District is implementing procedures to reduce the turnout time (from receiving the page to the apparatus being on the road). Some of the longer response time is due to traffic congestion.

Incident Location	Overall	2014	2015	2016
District-Wide	7:36	7:23	7:30	7:55
Station 1	7:14	7:00	7:13	7:36
Station 2	7:35	7:30	7:17	7:51
Station 3	8:56	8:42	8:56	9:48
Station 4	7:19	7:04	7:13	7:38

Source: Central FPD Incident Records; SCR911 CAD Records and 2017  
Citygate Standards of Cover Study

**SUMMARY OF POTENTIALLY SIGNIFICANT  
SERVICE REVIEW DETERMINATIONS**

The service review determinations below are potentially significant, as indicated by “yes” or “maybe” answers to the key policy questions in the checklist and corresponding discussion on the following pages.

**SUMMARY**

- 1. Growth and Population
- 2. Disadvantaged Unincorporated Communities
- 3. Capacity, Adequacy & Infrastructure to Provide Services
- 4. Financial Ability
- 5. Shared Services
- 6. Accountability
- 7. Other

**CENTRAL FPD**

**1. GROWTH AND POPULATION**

Growth and population projections for the affected area.	YES	MAYBE	NO
a) Is the agency’s territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Will population changes have an impact on your agency’s service needs and demands?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Will projected growth require a change in the agency’s sphere of influence boundary?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- b) Demand for services is directly proportional to call volume and response time. If population increases, their demand will cause increasing response times. The projected population growth is quite modest at 7.81% growth over 20 years. That is less than 0.4% a year.



**POPULATION & HOUSING GROWTH**

**CENTRAL FIRE PROTECTION DISTRICT**

Area	Growth Factor							
	Population				Housing Units			
	2015 <sup>1</sup>	2035 <sup>2</sup>	Projected Growth (Units)	Projected Growth (%)	2015 <sup>1</sup>	2035 <sup>2</sup>	Projected Growth (Units)	Projected Growth (%)
City of Capitola <sup>1</sup>	10,077	10,088	11	0.11%	5,112	5,553	441	8.63%
Live Oak CDP <sup>3</sup>	18,038	19,402	1,364	7.56%	6,780	7,293	513	7.56%
Soquel CDP	10,827	11,646	819	7.56%	4,171	4,486	315	7.56%
Remainder of District <sup>3</sup>	16,058	17,272	1,214	7.56%	6,186	6,654	468	7.56%
<b>TOTAL</b>	<b>55,000</b>	<b>58,407</b>	<b>3,407</b>	<b>6.19%</b>	<b>22,249</b>	<b>23,986</b>	<b>1,737</b>	<b>7.81%</b>

<sup>1</sup> US Census Bureau (2015) data

<sup>2</sup> Association of Monterey Bay Governments (AMBAG) 2014

<sup>3</sup> Estimated using AMBAG growth projection rate for unincorporated Santa Cruz County

Source: Standards of Cover Study, prepared by Citygate for the Central Fire Protection District, 2017.

**CENTRAL FPD**

**2. DISADVANTAGED UNINCORPORATED COMMUNITIES**

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to your agency’s sphere of influence. See page 6 for location and discussion of disadvantaged communities.

	YES	MAYBE	NO
a) Does your agency provide water or sanitary sewer service? If no, skip questions b) and c).	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Is your agency aware of any area(s) within or adjacent to your agency’s sphere of influence that is considered “disadvantaged” (80% or less of the statewide median household income) that does not already have access to public water or sanitary sewer service?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Is it feasible for your agency to extend service to the disadvantaged unincorporated community?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>



**CENTRAL FPD**

**3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES**

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues regarding your agency's capacity to meet the service demand of reasonably foreseeable future growth?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any concerns regarding public services provided by the agency being considered adequate?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Are there any significant infrastructure needs or deficiencies to be addressed?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Are there changes in state regulations on the horizon that will require significant facility and/or infrastructure upgrades?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

d) Soquel Fire Station is more than 50 years old and it is located in a flood plain.



**CENTRAL FPD**

**4. FINANCIAL ABILITY**

Financial ability of agencies to provide services.

<b>CENTRAL FPD FINANCIAL ABILITY</b>	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) In the last five years, has your agency failed to obtain an independent audit, or adopted its budget late?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Is your agency lacking adequate reserves to protect against unexpected events or upcoming significant costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Is your agency's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Is your agency unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Is improvement needed in the organization's financial policies to ensure its continued financial accountability and stability?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Is the organization's debt at an unmanageable level?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

- a) The District's last audit was prepared by Armanino LLP for the fiscal year ending June 30, 2016. The June 30, 2017 audit will be completed in the next few months.
- f) The District is addressing its pension and other post-employment benefit liabilities by paying off its CalPERS pension side fund liability over several years, and by prefunding the District's other post-employment benefits through a trust. CalPERS is already greatly increasing the District's pension rates over the next few years. If unforeseen events in the economy or the management of CalPERS result in further significant increases in the pension rates, the District will have few choices other than reduce the service level or seek voter approval of a fire suppression assessment.

## FINANCIAL SUMMARY

## CENTRAL FIRE PROTECTION DISTRICT

Finances	FY 10-11 Actual	FY 14-15 Actual	FY 15-16 Actual	FY 16-17 Actual	FY 17-18 Budget
<b>Gen. Fund Balance, Start of Year</b>		<b>\$5,756,410</b>	<b>\$7,062,662</b>	<b>\$8,339,087</b>	<b>\$8,853,665</b>
<b>Revenue:</b>					
1% Property Tax	\$11,944,558	\$13,709,569	\$14,684,543	\$15,703,346	\$16,488,645
Interest	\$61,066	\$33,685	\$47,972	\$71,294	\$44,000
Intergovernmental	\$602,481	\$447,654	\$701,048	\$488,234	\$591,617
Charges for Services	\$311,704	\$392,263	\$432,070	\$546,490	\$539,640
Other (Miscellaneous) Revenues	\$18,182	\$77,396	\$197,465	\$89,277	\$0
Other Financing Sources	\$6,965,432	\$617,420	\$468,863	\$435,000	\$690,000
<b>Total Revenue</b>	<b>\$19,903,423</b>	<b>\$15,277,987</b>	<b>\$16,531,960</b>	<b>\$17,333,642</b>	<b>\$18,353,827</b>
<b>Appropriations:</b>					
Salaries and Employee Benefits	\$10,512,281	\$10,630,758	\$11,859,266	\$12,383,673	\$13,708,504
Services & Supplies	\$1,304,149	\$1,708,577	\$1,921,495	\$2,222,209	\$3,047,299
Other Charges (Long Term Debt)	\$6,495,288	\$1,116,991	\$1,147,065	\$1,130,341	\$1,152,068
Fixed Assets	\$1,431,858	\$107,889	\$198,197	\$167,917	\$1,336,439
Other Financing Uses	\$250,000	\$611,920	\$611,920	\$697,300	\$785,000
Intrafund Transfers		(\$478,219)	(\$482,407)	(\$505,813)	(\$493,131)
Contingencies					\$100,000
<b>Total Appropriations</b>	<b>\$19,993,576</b>	<b>\$13,697,916</b>	<b>\$15,255,535</b>	<b>\$16,095,627</b>	<b>\$19,636,307</b>
<b>Gen. Fund Balance, End of Year</b>	<b>\$3,780,589</b>	<b>\$7,062,662</b>	<b>\$8,339,087</b>	<b>??\$7,615,650</b>	

Fund 76495

## RESERVES

## CENTRAL FIRE PROTECTION DISTRICT

The District uses its General Fund balance to help cover the dry-period operating costs each year until the property tax revenues are received. It maintains the following special-purpose funds:

- Vehicle Replacement Fund
  - \$2,010,209 (June 30, 2016 balance from audit)
- Capital Outlay
  - \$1,025,634 (June 30, 2016 balance from audit).

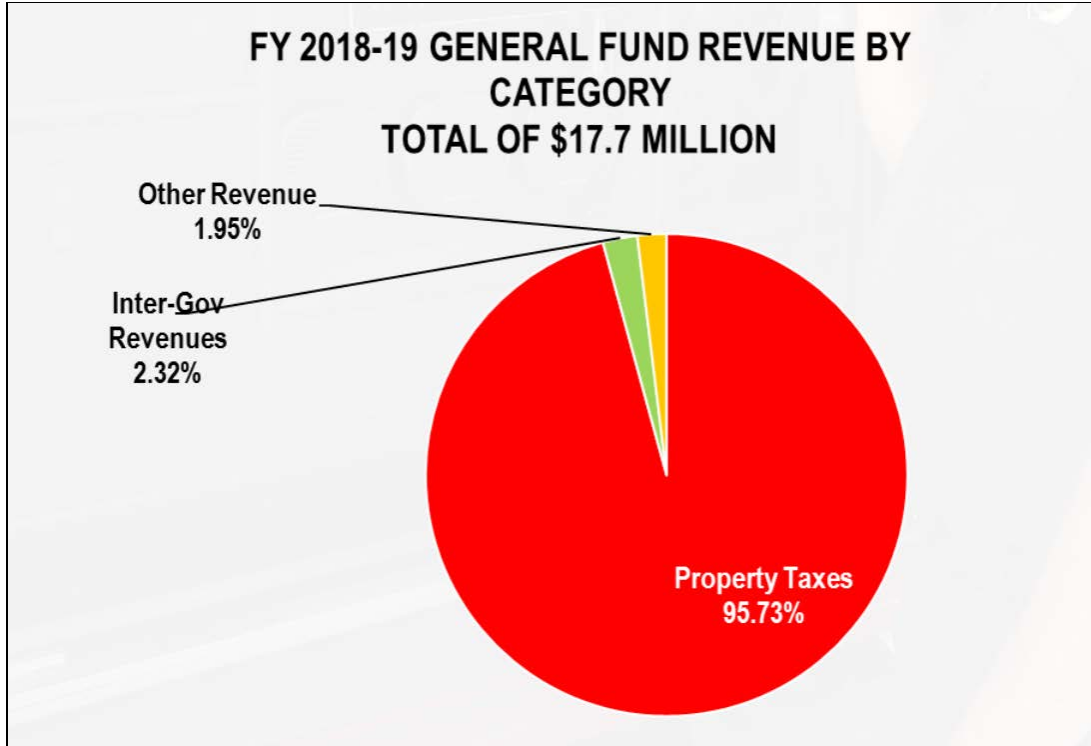
The District separately accounts for its fleet maintenance operations since it provides maintenance services for other fire agencies:

- Fleet Maintenance
  - \$188,832 (June 30, 2016 balance from audit)

Central FPD has joined a post-employment investment trust to pre-fund retiree medical benefits.

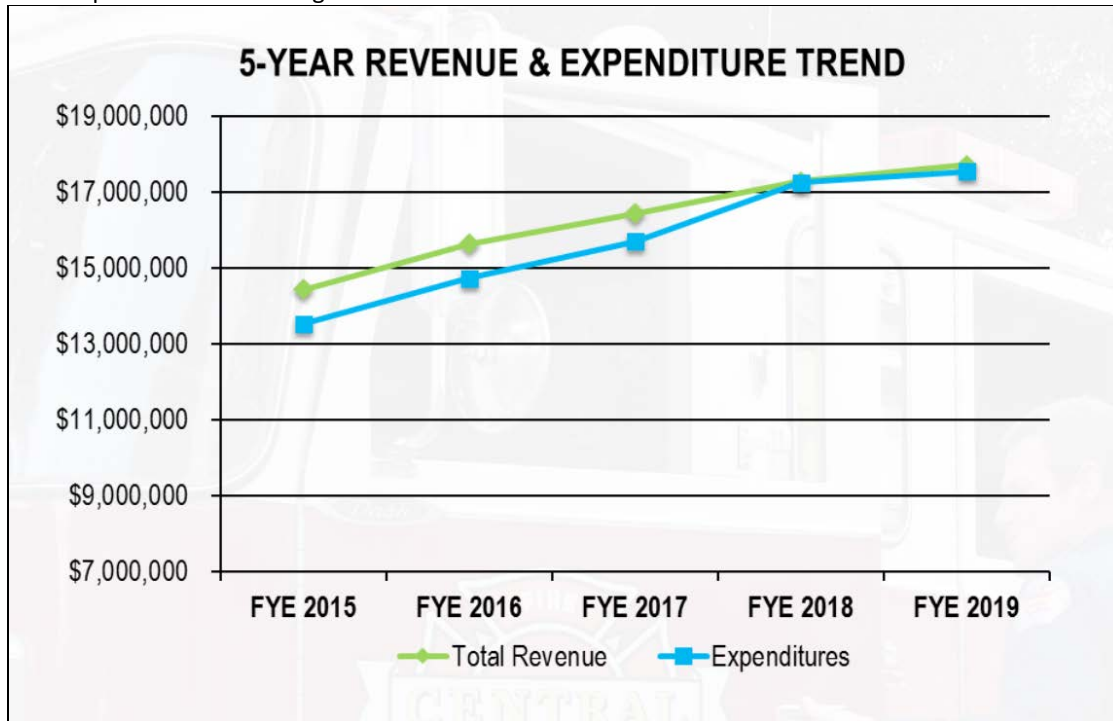


Property taxes provide 96% of the general fund revenues:



Source: Preliminary Budget, CFPD, Fiscal Year 2018-2019

Expenses are increasing faster than revenues:



Source: Preliminary Budget, CFPD, Fiscal Year 2018-2019

**GENERAL FUND BUDGET**

**CENTRAL FIRE PROTECTION DISTRICT**

The Central FPD FY 2018-19 General Fund budget includes funding for:

- The purchase of four vehicles which include - replacing a Type 1 engine, two fire prevention vehicles, and repurposing a flatbed utility vehicle.
- Installation of a solar panels and car charging stations at 410 Kennedy to offset PG&E electrical cost for 410 Kennedy, the Administration Building, Fire Station 1 and Fire Station 2.
- Replacement of the District’s antiquated phone lines and communication system in all facilities.
- Payoff of the District’s CalPERS side fund liability, which reduces the District’s annual obligation by \$1 million.
- Prefunding the District’s Other Post-Employment Benefits (OPEB) Trust by contributing 90% of the Actuarially Determined Contribution (ADC) which includes normal cost & unfunded liability portion.
- Introduction of health and wellness initiatives to reduce injuries in the workplace.

**CENTRAL FPD**

**5. SHARED SERVICES AND FACILITIES**

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) Are there any opportunities for your agency to share services or facilities with neighboring or overlapping organizations that are not currently being utilized?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Are there any governance options that may produce economies of scale and/or improve buying power in order to reduce costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there governance options to allow appropriate facilities and/or resources to be shared, or making excess capacity available to others, and avoid construction of extra or unnecessary infrastructure or eliminate duplicative resources?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

- a) The District currently provides fleet maintenance services for many of the other fire agencies in Santa Cruz County. The District is also implementing shared prevention/community risk-reduction services, administration (claims) services, and shared Battalion Chief coverage with the Aptos/La Selva Fire Protection District.
- c) The Central Fire Protection District, the Aptos/La Selva Fire Protection District, and LAFCO are preparing a feasibility study regarding consolidation of the two districts. The study is scheduled to be presented in summer 2018.

**CENTRAL FPD**

**6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES**

Accountability for community service needs, including governmental structure and operational efficiencies.

	YES	MAYBE	NO
a) Are there any issues with your agency's meetings being accessible and well publicized? Are there any issues with your agency failing to comply with financial disclosure laws and the Brown Act?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues with filling board vacancies and maintaining board members?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any issues with staff turnover or operational efficiencies?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Is your agency's budget unavailable to the public via the internet?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Are there any recommended changes to your agency's structure that will increase accountability and efficiency?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Are there any governance restructure options to enhance services and/or eliminate deficiencies or redundancies?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
g) Are there any opportunities to eliminate overlapping boundaries that confuse the public, cause service inefficiencies, increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

- f) The Central Fire Protection District, the Aptos/La Selva Fire Protection District, and LAFCO are preparing a feasibility study regarding consolidation of the two districts. The study is scheduled to be presented in summer 2018.
- g) The Central Fire Protection District has applied to annex five properties that have a quicker dispatch and response time from the District's Soquel Station than the current Cal Fire/County Fire responding station.

**7. OTHER ISSUES**

Any other matter related to effective or efficient service delivery, as required by commission policy.

	YES	MAYBE	NO
a) Are there any other service delivery issues that the agency wants addressed in the service and sphere review process?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

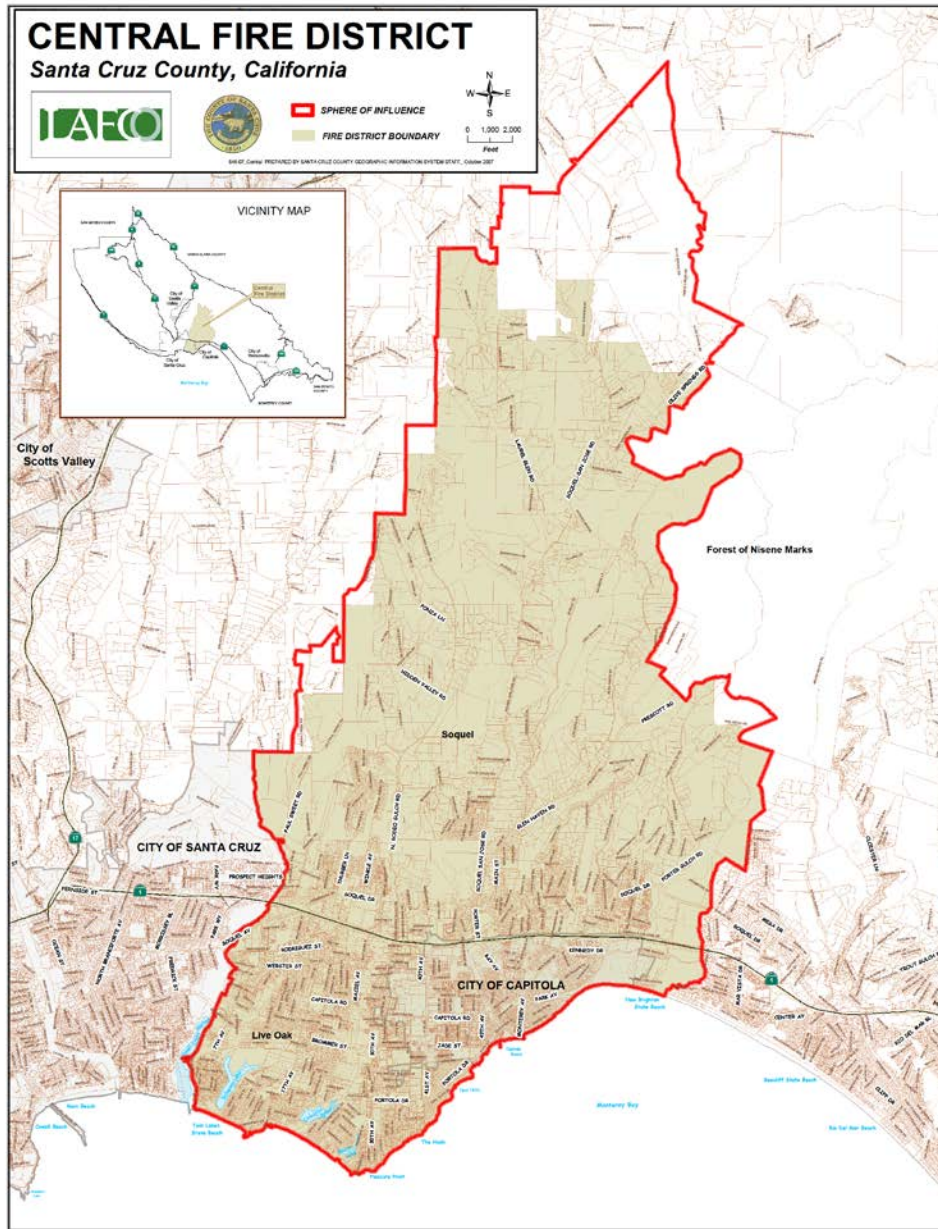
CENTRAL FPD

SPHERE OF INFLUENCE STUDY

- The agency is not proposing any changes in the currently adopted Sphere of Influence Map, and LAFCO staff has not identified any changes to recommend.
- The agency is proposing changes in the adopted sphere of influence map.
- The LAFCO staff is proposing changes in the adopted sphere of influence map.

SPHERE OF INFLUENCE MAP

CENTRAL FIRE PROTECTION DISTRICT



END OF CENTRAL FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE REVIEW



**Project Name:** 2016 Service and Sphere Review for  
*COUNTY SERVICE AREA 48 COUNTY FIRE*

**Contact Information:** Name: Ian Larkin  
Title: Fire Chief  
Address: 6059 Highway 9, Felton CA 95018  
  
Phone: 831-335-5353  
Email: [ian.larkin@fire.ca.gov](mailto:ian.larkin@fire.ca.gov)

**Date:** 7/11/16

**Website:** [www.santacruzcountyfire.com](http://www.santacruzcountyfire.com)

Board of Directors Names	Title	Year of First Service on the Board	Date of Term Expiration
John Leopold	1 <sup>st</sup> District Supervisor	2008	2020
Zach Friend	2 <sup>nd</sup> District Supervisor	2012	2020
Ryan Coonerty	3 <sup>rd</sup> District Supervisor	2014	2022
Greg Caput	4 <sup>th</sup> District Supervisor	2010	2018
Bruce McPherson	5 <sup>th</sup> District Supervisor	2012	2020

**AGENCY PROFILE**

Since 1948, the County of Santa Cruz has contracted with the State of California for local fire and emergency response. The County Service Area 48 (County Fire) was formed on December 30, 1985 as a supplemental funding source for the cost of services. CSA 48 operates under the authority of the California Government Code Section 25210.1 et seq. (County Service Area Law). The district operates in a 286-square mile area of rural Santa Cruz County. The irregularly shaped service area is the portion of Santa Cruz County located outside cities, fire protection districts, and CSA 4 (Pajaro Dunes). County Fire is staffed via a contract with Cal Fire.



**CAL FIRE / COUNTY FIRE STATIONS**

NAME	ADDRESS	STAFFING
Big Creek Station	25 Swanton Road, Davenport	Cal Fire Year-round
Burrell Station	20250 Highland Way, Los Gatos	Cal Fire Year-round
Corralitos Station	120 Eureka Canyon Rd., Watsonville	Cal Fire Year-round & Volunteer
Fall Creek Station (County owned)	7272 Empire Grade, Santa Cruz	Cal Fire Year-round
Saratoga Summit Station	12900 Skyline Blvd., Los Gatos	Cal Fire Year-round

**COUNTY FIRE VOLUNTEER FIRE STATIONS**

NAME	ADDRESS	STAFFING
Davenport Station	75 Marine View Avenue, Davenport	Volunteer
Martin Station	975 Martin Road, Santa Cruz	Volunteer
McDermott Station	7276 Empire Grade, Santa Cruz	Volunteer
Las Cumbres Station	18271 Las Cumbres Road, Los Gatos	Volunteer
Loma Prieta Station	17445 Old Summit Road, Los Gatos	Volunteer

**COUNTY FIRE VOLUNTEER FIRE COMPANIES**

COMPANY NUMBER	NAME
Company 29	South Skyline Volunteers
Company 32	Bonny Doon Volunteers
Company 36	Loma Prieta Volunteers
Company 37	Davenport Volunteers
Company 41	Corralitos Volunteers

In calendar year 2017, County Fire responded to 2,281 emergency calls in the following categories:

- 441 fires
- 752 medical calls
- 277 traffic collisions
- 811 other emergencies (rescues, hazardous materials, hazardous conditions, public assistance).

**SUMMARY OF POTENTIALLY SIGNIFICANT  
SERVICE REVIEW DETERMINATIONS**

The service review determinations below are potentially significant, as indicated by “yes” or “maybe” answers to the key policy questions in the checklist and corresponding discussion on the following pages.

**SUMMARY**

- 1. Growth and Population
- 5. Shared Services
- 2. Disadvantaged Unincorporated Communities
- 6. Accountability
- 3. Capacity, Adequacy & Infrastructure to Provide Services
- 7. Other
- 4. Financial Ability

**CSA 48 COUNTY FIRE**

**1. GROWTH AND POPULATION**

Growth and population projections for the affected area.	YES	MAYBE	NO
a) Is the agency’s territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Will population changes have an impact on your agency’s service needs and demands?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Will projected growth require a change in the agency’s sphere of influence boundary?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- b) Future suburban and rural home construction within the County Fire service area will increase the service calls. Located in the low density rural areas of the county, CSA 48/County Fire has long response times, poor roads, and high fire-hazard vegetation.

**CSA 48 COUNTY FIRE**

**2. DISADVANTAGED UNINCORPORATED COMMUNITIES**

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to your agency’s sphere of influence. See page 6 for location and discussion of disadvantaged communities.

	YES	MAYBE	NO
a) Does your agency provide water or sanitary sewer service? If no, skip questions b) and c).	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Is your agency aware of any area(s) within or adjacent to your agency’s sphere of influence that is considered “disadvantaged” (80% or less of the statewide median household income) that does not already have access to public water or sanitary sewer service?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Is it feasible for your agency to extend service to the disadvantaged unincorporated community?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**CSA 48 COUNTY FIRE**

**3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES**

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues regarding your agency’s capacity to meet the service demand of reasonably foreseeable future growth?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Are there any concerns regarding public services provided by the agency being considered adequate?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Are there any significant infrastructure needs or deficiencies to be addressed?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
e) Are there changes in state regulations on the horizon that will require significant facility and/or infrastructure upgrades?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- b) Ongoing structural budget deficit has resulted in reduced staffing with a heavy reliance on volunteers.
- d) Significant infrastructure needs are: station maintenance, station repairs, station relocation, as well as ongoing maintenance and repairs/replacement of aging equipment and vehicles.

Santa Cruz LAFCO acknowledges that County Fire/CSA 48 has a large, rural service area that spans a variety of rural communities. County Fire has a structural budget deficit and has been unsuccessful in passing a fire assessment increase or otherwise finding supplemental revenues to increase its level of service. Parts of CSA 48 are located within Spheres of Influence of cities and fire protection districts. When reviewing any potential detachment from CSA 48, Santa Cruz LAFCO will examine the individual proposals’ impacts and the cumulative impacts of all CSA 48 detachments upon the revenue and service area loss. If there are significant impacts, either financial mitigations will be included in the conditions of detachment, or the detachment will be denied.



**CSA 48 COUNTY FIRE**

**4. FINANCIAL ABILITY**

Financial ability of agencies to provide services.

	YES	MAYBE	NO
a) In the last five years, has your agency failed to obtain an independent audit, or adopted its budget late?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Is your agency lacking adequate reserves to protect against unexpected events or upcoming significant costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Is your agency's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Is your agency unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Is improvement needed in the organization's financial policies to ensure its continued financial accountability and stability?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Is the organization's debt at an unmanageable level?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- a) The CSA's last audit was prepared by Brown Armstrong for the County Comprehensive Annual Financial Report for June 30, 2017. The audit identified no serious issues.
- c) An ongoing structural budget deficit has resulted in position and service cuts. County Service Area 48 (CSA 48) was unsuccessful in 2007 in raising its fire suppression assessment. It is estimated that with continued careful fiscal management, the Fire Fund can sustain County Fire another few years. Additional revenues will need to be found or cost savings and service reductions will need to be implemented.
- d) County Fire's mobile equipment replacement plan has been deferred for several years. Only necessary facility maintenance is completed.

**RESERVES**

County Fire utilizes its fund balance to partially finance its budget each year. Funding is primarily based on property tax revenues and CSA 48 fees.

County Fire oversees a pass-through account for distributing Proposition 172 funds to the Fire Chiefs Association. These funds provide for special teams (70%), long range training facility needs (15%), cooperative fire protection programs (10%), and fire prevention materials and projects (5%).

County Fire oversees a separate fund for the Santa Cruz County Hazardous Materials Team. Funding from Environmental Health, the Office of Emergency Services, and the County Fire Department are combined in this account to provide funding for the costs of the County providing emergency response to hazardous materials releases. The service is provided by a regional team under the administration of the Scotts Valley Fire Protection District.

**FINANCIAL SUMMARY** **COUNTY FIRE / COUNTY SERVICE AREA 48**

Beginning in FY 2016-17, CSA 48's expenditures have exceeded its revenues.

Finances	FY 11-12 Actual	FY 14-15 Actual	FY 15-16 Actual	FY 16-17 Actual	FY 17-18 Budget
<b>General Fund Balance, Start of Year</b>	<b>\$1,768,781</b>	<b>2,599,233</b>	<b>3,154,360</b>	<b>4,167,082</b>	<b>3,527,133</b>
<b>Revenue:</b>					
1% Property Tax	\$1,660,768	1,860,088	1,994,346	2,121,404	2,100,889
Interest	13,113	20,073	30,610	40,428	35,300
Intergovernmental	14,817	327,688	298,734	101,696	101,680
CSA 48 Fire Suppression Assessment	855,640	1,003,926	1,085,300	1,154,585	1,153,024
Other Charges for Service	140,364	258,168	348,398	201,279	182,254
Miscellaneous Revenues	7,200	9,616		13,206	0
<b>Total Revenues</b>	<b>\$2,691,902</b>	<b>3,479,559</b>	<b>3,757,388</b>	<b>3,632,598</b>	<b>3,573,138</b>
<b>Expenditures:</b>					
Salaries and Employee Benefits	93,612	97,282	87,981	126,125	124,915
Services & Supplies	2,384,496	2,071,469	2,439,609	2,829,537	4,081,827
Other Charges	122,794	259,233	118,416	172,655	201,048
Fixed Assets	206,712	88,100	1,088,758	889,230	531,000
Contingencies	0	0	0	0	150,000
<b>Total Expenditures</b>	<b>\$2,807,614</b>	<b>2,516,083</b>	<b>3,734,765</b>	<b>4,272,547</b>	<b>5,088,790</b>
<b>Fund Balance, End of Year</b>	<b>\$1,861,712</b>	<b>3,154,360</b>	<b>4,117,835</b>	<b>3,527,133</b>	

Fund 26105

The two principal revenues sources for County Fire are property taxes (approximately 5.7% of the taxes collected,) and assessments. For FY 18-19, the annual assessment for a home is proposed at \$153.58. The assessment can go up annually, subject to a public hearing at the Board of Supervisors, with the adjustment not exceeding the consumer price index.

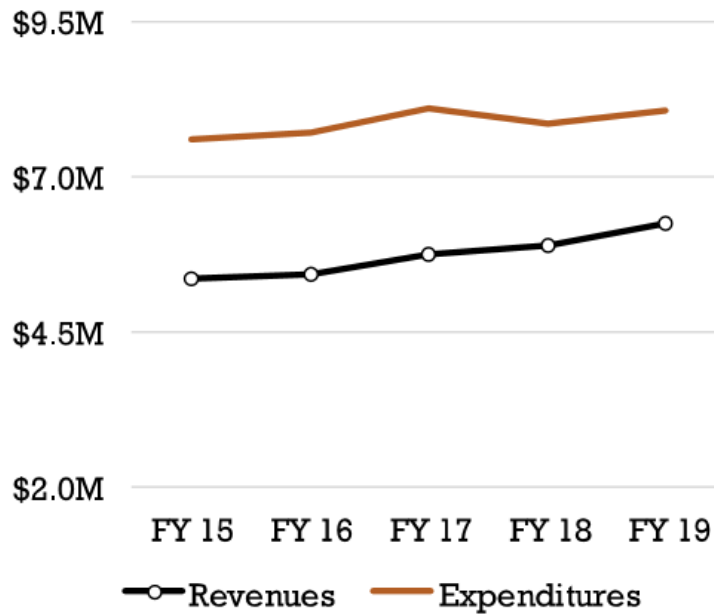


**BUDGET DETAIL**

Budget Unit: 34

All Funds	Actual 2016-17	Adopted 2017-18	Estimated 2017-18	Recommended 2018-19	Change from 2017-18	
<b>Revenues</b>						
Taxes	3,913,593	3,920,473	4,010,568	4,185,194	264,721	6.8%
Use of Money	51,467	44,300	62,835	48,900	4,600	10.4%
Intergovernmental	106,147	106,280	133,844	107,388	1,108	1.0%
Charges for Services	1,815,883	1,813,877	1,993,976	1,897,274	83,397	4.6%
Miscellaneous	6,757	0	0	0	0	0.0%
Other Financing	6,450	0	0	0	0	0.0%
<b>Total Revenues</b>	<b>5,900,297</b>	<b>5,884,930</b>	<b>6,201,223</b>	<b>6,238,756</b>	<b>353,826</b>	<b>6.0%</b>
<i>Other Funds</i>	<i>567,641</i>	<i>1,971,373</i>	<i>(231,069)</i>	<i>1,860,191</i>	<i>(111,182)</i>	<i>-5.6%</i>
<b>Total Financing</b>	<b>6,467,938</b>	<b>7,856,303</b>	<b>5,970,154</b>	<b>8,098,947</b>	<b>242,644</b>	<b>3.1%</b>
<b>Expenditures</b>						
Salaries & Benefits	163,602	177,155	144,912	185,620	8,465	4.8%
Services & Supplies	3,824,379	5,471,400	3,902,834	5,712,529	241,129	4.4%
Other Charges	1,335,728	1,359,748	1,325,434	1,414,798	55,050	4.0%
Fixed Assets	889,229	548,000	546,974	486,000	(62,000)	-11.3%
Other Financing	255,000	0	0	0	0	0.0%
Contingencies	0	300,000	50,000	300,000	0	0.0%
<b>Total Expenditures</b>	<b>6,467,938</b>	<b>7,856,303</b>	<b>5,970,154</b>	<b>8,098,947</b>	<b>242,644</b>	<b>3.1%</b>

Revenues vs. Expenditures



Source: County Administrative Officer's Proposed Budget for FY 2018-19:

[http://sccounty01.co.santa-cruz.ca.us/prop\\_budget2018-19/Proposed\\_Budget\\_2018-2019.pdf](http://sccounty01.co.santa-cruz.ca.us/prop_budget2018-19/Proposed_Budget_2018-2019.pdf)



<b>COST OF COUNTY SERVICE AREA 48 CONTRACT WITH CAL FIRE</b>			
<u>Fiscal Year</u>	<u>Contract Amount</u>	<u>Annual Change</u>	<u>% Change</u>
11-12	\$2,507,036		
12-13	\$2,462,884	-\$44,152	-1.76%
13-14	\$2,522,912	\$60,028	+2.44%
14-15	\$2,895,478	\$327,566	+14.77%
15-16	\$3,040,252	\$144,774	+5.00%
16-17	\$3,192,365	\$152,113	+5.00%
17-18	\$3,085,199	-\$107,166	-3.36%
18-19	\$3,239,459	\$154,260	+5.00%
19-20	\$3,401,432	\$161,883	+5.00%

**CSA 48 COUNTY FIRE**

**5. SHARED SERVICES AND FACILITIES**

Status of, and opportunities for, shared facilities.

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Are there any opportunities for your agency to share services or facilities with neighboring or overlapping organizations that are not currently being utilized?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any governance options that may produce economies of scale and/or improve buying power in order to reduce costs?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Are there governance options to allow appropriate facilities and/or resources to be shared, or making excess capacity available to others, and avoid construction of extra or unnecessary infrastructure or eliminate duplicative resources?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- c) Countywide grants and multi-agency training opportunities could increase buying power in order to reduce costs.

**CSA 48 COUNTY FIRE**

**6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES**

Accountability for community service needs, including governmental structure and operational efficiencies.

	YES	MAYBE	NO
a) Are there any issues with your agency’s meetings being accessible and well publicized? Are there any issues with your agency failing to comply with financial disclosure laws and the Brown Act?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues with filling board vacancies and maintaining board members?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any issues with staff turnover or operational efficiencies?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Is your agency’s budget unavailable to the public via the internet?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Are there any recommended changes to your agency’s structure that will increase accountability and efficiency?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Are there any governance restructure options to enhance services and/or eliminate deficiencies or redundancies?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) Are there any opportunities to eliminate overlapping boundaries that confuse the public, cause service inefficiencies, increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**CSA 48 COUNTY FIRE**

**7. OTHER ISSUES**

Any other matter related to effective or efficient service delivery, as required by commission policy.

	YES	MAYBE	NO
a) Are there any other service delivery issues that the agency wants addressed in the service and sphere review process?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**MEETING RULES**

**CSA 48 COUNTY FIRE**

Board meeting rules are available at:

[www.codepublishing.com/CA/SantaCruzCounty/?SantaCruzCounty02/SantaCruzCounty0202.html](http://www.codepublishing.com/CA/SantaCruzCounty/?SantaCruzCounty02/SantaCruzCounty0202.html)

The County Board of Supervisors appoints a Fire Department Advisory Commission

<http://www.santacruzcountyfire.com/fdac.html> to advise it on County Fire Department matters.

**END OF CSA 48 SERVICE REVIEW**

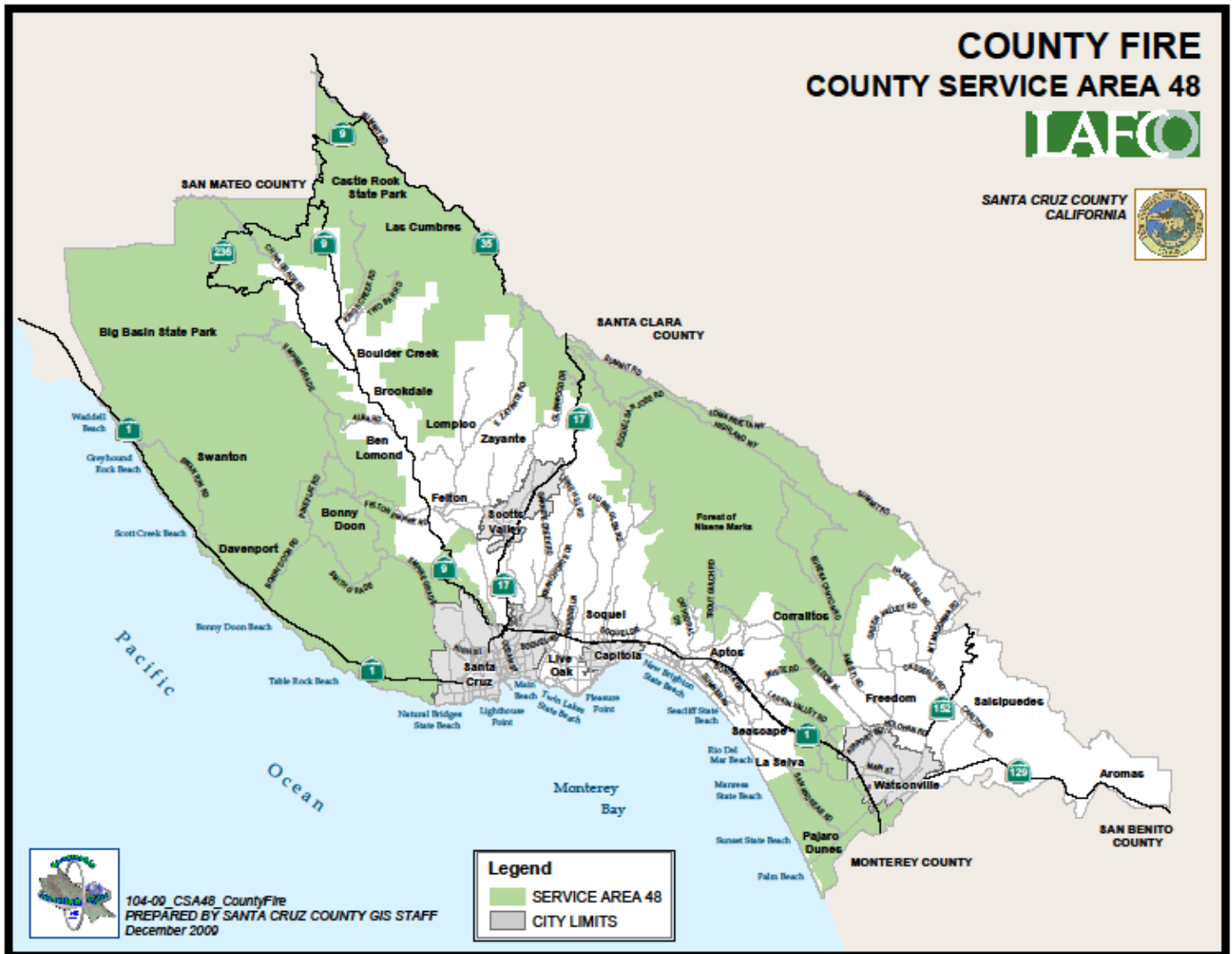
**SPHERE OF INFLUENCE STUDY**

**CSA 48 COUNTY FIRE**

- The agency is not proposing any changes in the currently adopted Sphere of Influence Map, and LAFCO staff has not identified any changes to recommend.
- The agency is proposing changes in the adopted sphere of influence map.
- The LAFCO staff is proposing changes in the adopted sphere of influence map.

**SPHERE OF INFLUENCE MAP**

**CSA 48 COUNTY FIRE**



END OF SPHERE REVIEW

**BIBLIOGRAPHY**

2014-15 Santa Cruz County Civil Grand Jury Report: Santa Cruz County Fire Protection Districts Response Times, Mutual Aid, and Consolidation

South County Fire Service Study, Prepared by Dudek Engineering + Environmental for Santa Cruz LAFCO, May 2007

Countywide Service Reviews, Prepared by Dudek Engineering + Environmental for Santa Cruz LAFCO, May 2007

Santa Cruz Regional 9-1-1 Reports for 2014 - 2017

California Disadvantaged Communities Mapping Tool, <https://giswater.ca.gov/app/dacs/>, accessed on June 1, 2018.

Local Operational Plan Between the San Mateo-Santa Cruz Unit of the California Department of Forestry and Fire Protection and the County of Santa Cruz 2017/18 through 2019/20

Standards of Coverage and Management/Administrative Assessment, Central Fire Protection District, December 21, 2017, Citygate Associates, LLC

Review of Fire Districts, Services and Spheres of Influence, October 2016, Santa Cruz LAFCO

Santa Cruz County Administrative Officer’s Proposed Budget for FY 2018-19

**AUDITS**

<u>Agency</u>	<u>Audit Date(s)</u>	<u>CPA</u>
Central	June 30, 2016 and 2015	Armanino
CSA 48	June 30, 2017 CAFR	Brown Armstrong



**APPENDIX A DISADVANTAGED BLOCK GROUPS**

Block Group ID Number	Area	Population	Median Household Income	Fire Agency	Deficiency
60871213004	Live Oak Soquel Dr.	895	\$39,048	Central	No
60871215005	Live Oak Portola Corcoran	1,429	\$23,896	Central	No
60871216001	Live Oak 30th	861	\$43,980	Central	No
60871216005	Capitola 38th	951	\$30,440	Central	No
60871217004	Capitola Jade 45th 47th	1,688	\$42,039	Central	No
60871220014	Soquel Cliffwood	512	\$34,000	Central	No
60871220035	Soquel 41st	686	\$41,944	Central	No
60871224004	Corralitos	790	\$44,630	CSA 48 County Fire	No
<b>TOTAL</b>		<b>7,812</b>			

