

# 9.0 RESORT IMPROVEMENT DISTRICT NO.1

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## 9.1 DISTRICT BACKGROUND

### Agency Overview

The Resort Improvement District (RID or District) No.1 provides water, wastewater, recreation, electricity, and fire protection services to the community of Shelter Cove located on the southern Humboldt coast bordering the King Range National Conservation Area. The large amount of public lands and access to various beaches means the community offers plenty of opportunity for outdoor recreation. The area is located on the ancestral lands of the Sinkyone people.

**Table 9-1: Contact Information**

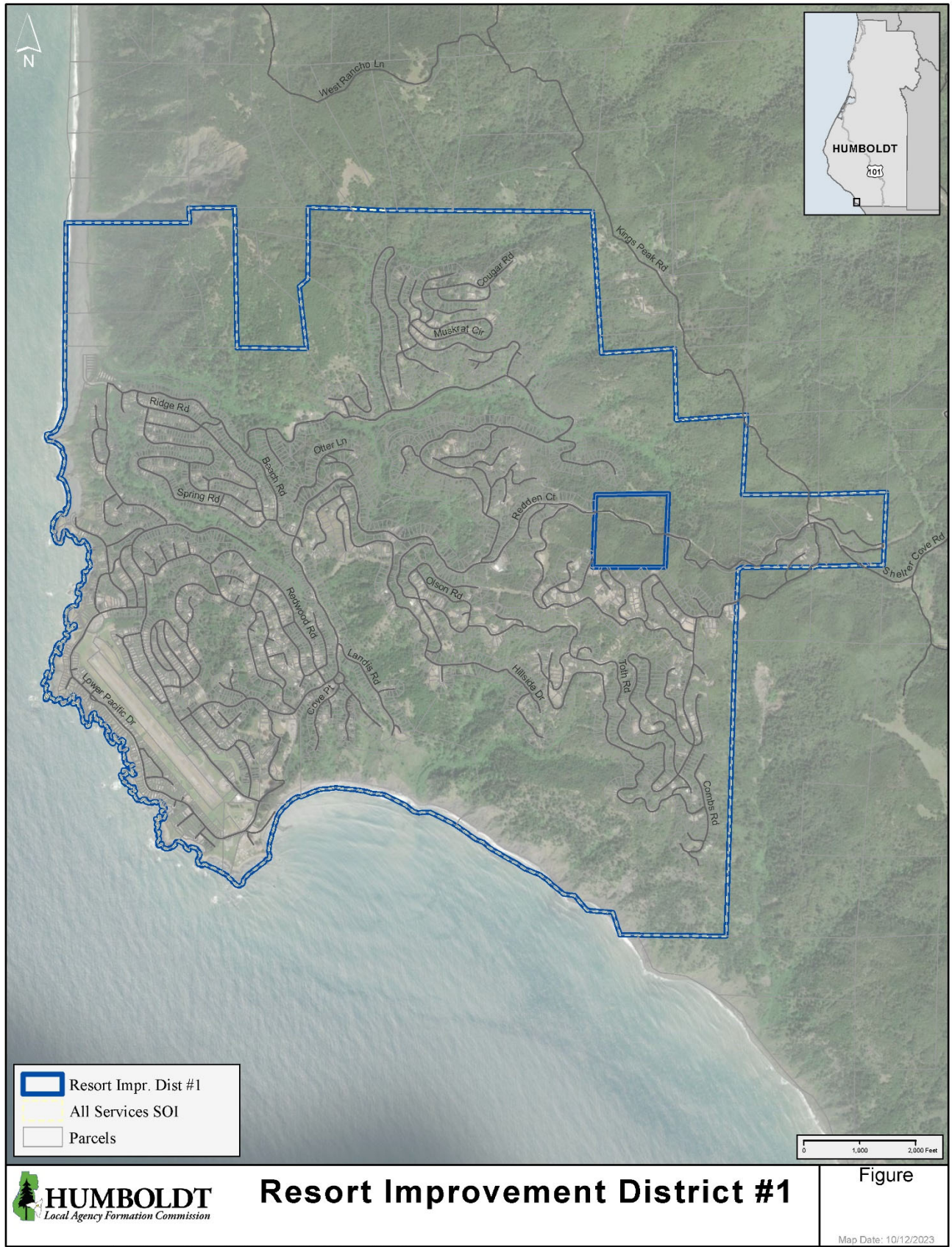
<b>Primary Contact</b>	<a href="#">Christopher Christianson</a>
<b>E-mail</b>	<a href="mailto:gm@sheltercove-ca.gov">gm@sheltercove-ca.gov</a>
<b>Address</b>	9126 Shelter Cove Road, Whitethorn, CA 95589
<b>Phone</b>	707-986-7447
<b>Website</b>	<a href="http://sheltercove-ca.gov/">http://sheltercove-ca.gov/</a>

### District Principal Act

The Resort Improvement District principal act is the Resort Improvement District Law (Public Resources Code §13000, et seq.) which authorizes Resort Improvement District's to provide governmental services within their boundaries. RID No. 1 is authorized to provide water, wastewater, electricity, fire protection, airport, and parks and recreation services. Other services, facilities, functions or powers enumerated in the District's principal act but not identified in the formation resolution are "latent," meaning that they are authorized by the principal act under which the District is formed but are not being exercised. Latent powers and services activation require LAFCo authorization as indicated in Public Resources Code §56824.10-14.

Resort Improvement Districts are outdated and are no longer allowed to be formed. In 1961, the California Legislature passed the Resort Improvement District Law (Public Resources Code §13000, et seq.; SB 384, Cameron, 1961). In 1965, the California State Assembly held hearings and banned new resort improvement districts (Public Resources Code §13003). As a result, only seven RID's remain operational in the state. In 2010, the Governor approved Senate Bill 1023 (Wiggins) to create an expedited procedure for converting resort improvement districts and municipal improvement districts that operate under old statutes into community services districts, without substantive changes to their powers, duties, finances, or service areas.

Figure 9-1: RID Boundary Map



Sources: Boundaries - Humboldt County GIS, Roads - US Census TIGER, Rivers - CA FRAP



# Resort Improvement District #1

Figure  
Map Date: 10/12/2023

Figure 9-2: RID Fire SOI

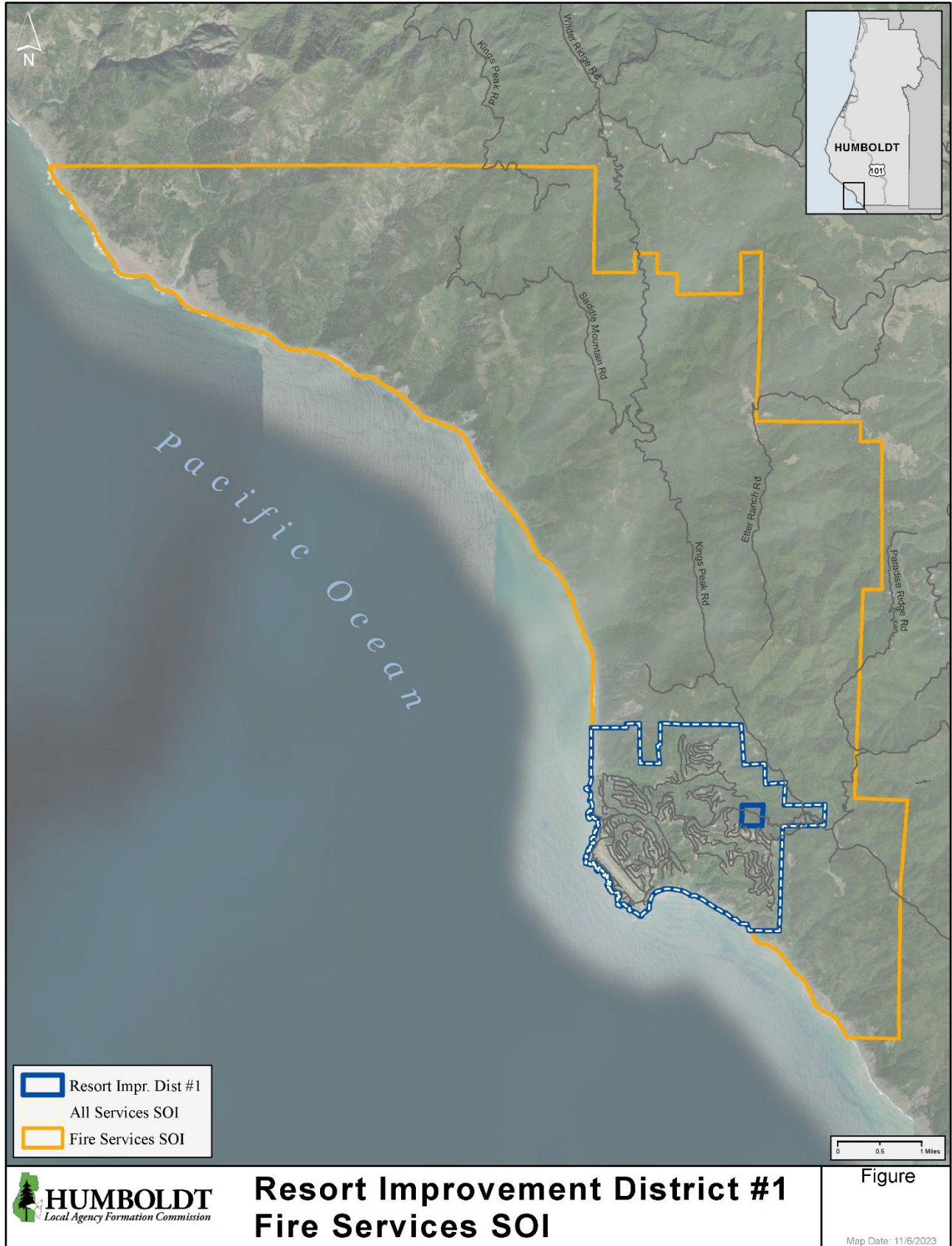
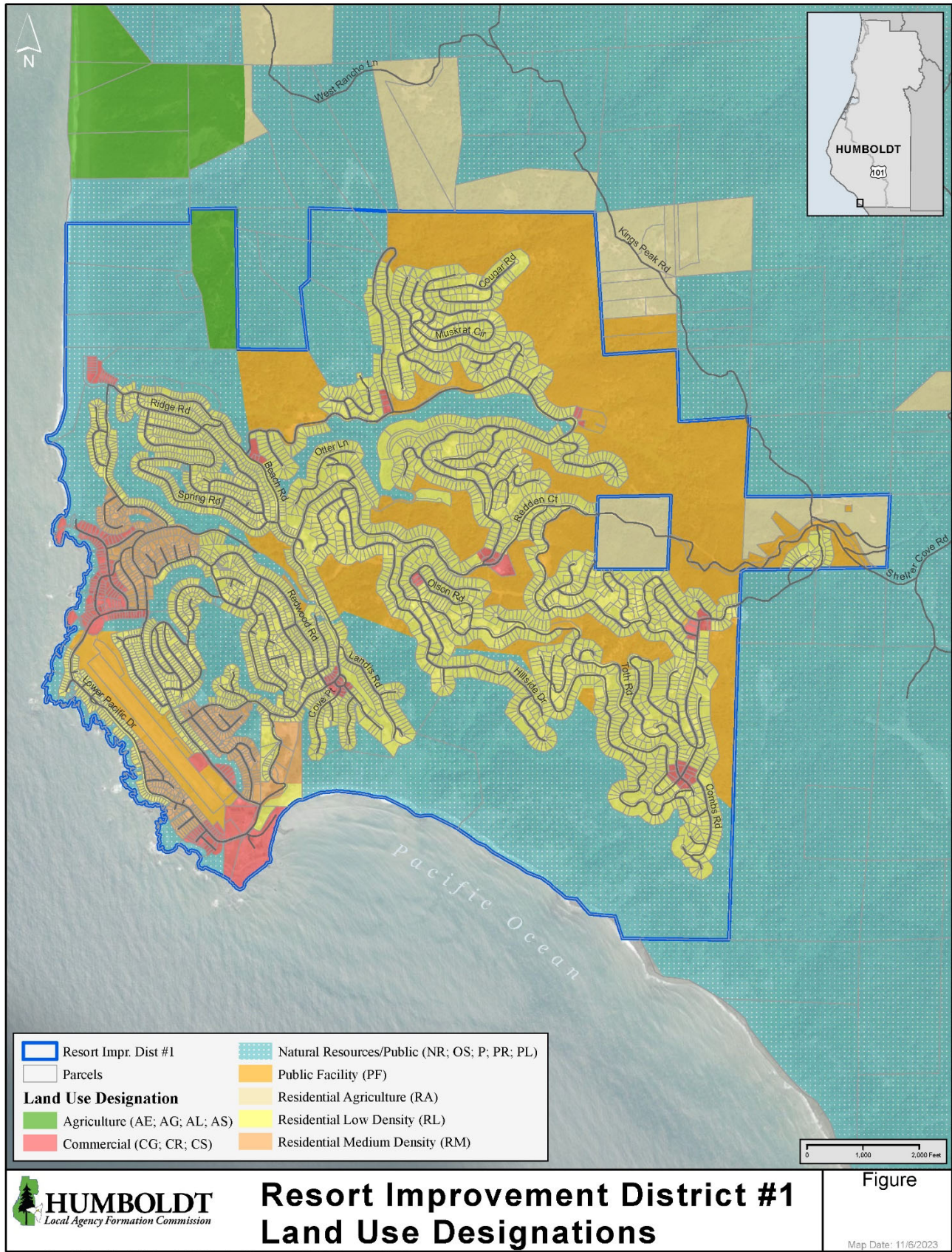


Figure 9-3: RID Land Use Map



## Formation and Development

The Shelter Cove subdivision and development was first approved in the mid-1960's. At the time, there was no paved road to the area and drainage infrastructure put in by the developer was inadequate. Many of the lots were too small to support septic systems and others were on steep slopes with limited building potential<sup>1</sup>. For lots that were buildable, it was important to establish community utilities to serve the area.

The RID was originally formed in 1965 under the State of California Public Resources Code Section §13000-13233. The District was formed for the purpose of installing and maintaining facilities and providing services for the new Shelter Cove development. Since its formation, the District has indicated that active powers are water, wastewater, recreation, electricity, and fire protection services. Other powers that were included in RID law are considered latent and cannot be provided without LAFCo approval. Should the District wish to provide additional services, LAFCo would likely require reorganization into a CSD.

## Boundary and Sphere of Influence

The District's boundary ~~encompass~~encompasses a total of 2,916 acres (4.6 square miles). Within the District boundary there are over 4,700 parcels, ~~the majority~~ some of which are developed with single family homes and recreational areas. The District's SOI for all services follows the outside boundary of the District and encompasses a single parcel island within the District (APN 110-031-002) for a total of 2,955 acres. The RID lies on the coast, with the King Range National Conservation area surrounding the boundary. Kings Peak Road follows the eastern border of the District, with McKee Creek to the south, and Telegraph Creek to the north. The District's boundary encompasses small neighborhoods, Shelter Cove Airport, and local businesses.

RID1 also supports the Shelter Cove Volunteer Fire Department and as such has a fire services only SOI which is otherwise known as their goodwill response area. The fire services SOI encompasses 57,482 acres, or 90 square miles, and extends north along the coastline as shown in Figure 9-3.

## Land Use and Zoning

The land uses for the District are subject to the Humboldt County General Plan and Zoning Regulations (Humboldt County Code Title III, Division 1). They are divided into land uses permitted inside the coastal zone and outside the coastal zone. Under the Humboldt County General Plan, the District's land uses are Public Facility (PF), Public Recreation (PR), Residential Low Density (RL), Natural Resources (NR), Commercial General (CG), Airport Zone (AP), and Residential Agriculture (RA).

Under Humboldt County Zoning Regulations, the District's zoning covers a wide range of uses and hazard zones including primary zones such as Residential One-Family (R-1), Residential Single Family (RS-5), Residential Mixed (R2), Residential Multi-Family (RM-30), Forestry Recreation (FR), Community Commercial (C-2), Highway Service Commercial (CH), Natural Resources (NR), Commercial General (CG), Public Facility – Urban (PF1), and Coastal Dependent Commercial Recreation (CRD). In addition, there are several combining zones attached the primary zones including Design Control (D), Qualifying (Q), Vacation Rental (V), Airport Compatibility (AP), Archaeological Resource Area (A), Alquist-Priolo Fault Hazard (G), Streams and Riparian

<sup>1</sup> North Coast Journal, The Shelter Cove Saga: From land scam to popular resort. Part 1 of 2. Written by George Ringwald. August 28, 2003.

Corridor Protection (R), and Development Standard (S1). The wide range of allowed uses provides for a complete community that includes residential and visitor services. However, due to the remote location of the community and steep forested topography of the surrounding areas, it is not anticipated that the community will grow substantially over the next five to ten years.

## Growth and Population

The District is located on the coast and directly west of the King Range National Conservation Area. According to a recent inspection report prepared by the California State Water Resources Control Board, the population of the District in 2017 was approximately 693<sup>2</sup>. However, based on 2020 Census data and the District's boundary, GIS analysis estimates the current population to be approximately 765<sup>3</sup>. Based on the historical and estimated population growth for the area, it is unlikely the District will grow substantially over the next five to ten years. Accurate population data can be difficult to obtain in remote rural areas and often includes a large margin of error. It is recommended that the District look into conducting a District specific population and income survey in order to provide more accurate estimates for the area.

## Disadvantaged Unincorporated Communities

According to the DWR DAC mapping tool, the estimated MHI for the Shelter Cove Census Designated Place is \$38,553 which is 48 percent of the 2020 California MHI of \$78,672 and qualifies the District as a DUC. The Humboldt County General Plan also has mapped Shelter Cove as an Unincorporated Legacy Community (ULC). A ULC is a geographically isolated inhabited area containing no less than ten housing units that has existed for at least 50 years, with a median household income of less than 80 percent of the state-wide average, and that is not located within the SOI of a city. ~~which indicates that the area has consistently had a MHI that qualifies the community as disadvantaged.~~

As noted previously, DUCs are assessed for three primary services: water, wastewater, and fire/emergency response. RID No. 1 provides water, wastewater, electricity, parks and recreation, fire, and airport services to the area. Fire and emergency response services are provided by the Shelter Cove Volunteer Fire Department of the RID No. 1. Should any nearby areas be proposed for annexation, careful consideration should be given to the boundary location in order to ensure potentially disadvantaged areas are receiving these vital services.

## Hazards

Due to the District's location along the coastline, it is subject to different environmental hazards than some of the other special districts in southern Humboldt County including coastal erosion, tsunami inundation and sea level rise in addition to wildfire and earthquakes.

Sea level rise has the potential to affect many regions in Humboldt County, especially low lying bay and harbor areas. Fortunately, due to the topography of the District, which lies on steep coastal hillsides, very little of the area is subject to potential tsunami inundation or sea level rise. The area that is most likely to be impacted is the boat launch area at Cove Beach. However, coastal erosion due to constant wave action may eventually damage properties on the edge

<sup>2</sup> California State Water Resources Control Board: Office of Drinking Water, Resort Improvement District No. 1 Inspection. Print.

<sup>3</sup> United States Census Bureau, U.S. Census American Community Survey (ACS) 2015-2019 5-year estimates. GIS Data.

of the bluff along Lower Pacific Drive. Earthquakes also have the potential to speed up the erosion process.

The District is located along the Alquist Priolo Fault and within the Fault Hazard Zone. This makes the area more susceptible to earthquakes. In the last 10 years, the closest earthquakes to the District occurred on May 16, 2021, approximately eight miles northeast of the District near Briceland and were measured at magnitude 2.8 and 2.9. The largest earthquake in recent history occurred near Ferndale on December 20, 2022 and was measured at a magnitude of 6.4. Community reports from the Shelter Cove area indicate that there was likely strong shaking with light damage caused by this event<sup>4</sup>. Reports were consistent with the relative soil instability of the area with more shaking reported in the high instability areas along the shoreline near Humboldt Creek and less shaking reported in the moderate instability areas located further upslope<sup>5</sup>.

As noted previously, the District is located on the edge of the King Range National Conservation Area which is a densely forested area and creates a higher risk for wildfire. The majority of the District is within a designated State Responsibility Area (SRA – where the state of California is responsible for wildfire protection) with only small portions located within Federal Responsibility Areas (FRA – where the federal government is responsible for wildfire protection). The majority of the District is within a high severity fire hazard zone with a very high severity zone located to the east. The closest fire to occur near the District since 2000 was the Goodman fire approximately four miles to the northeast in August 2009. The fire burned 12.51 acres of forestland and was contained within one day. Prior to that, the Saddle fire burned 5,908 acres north of the District in 1988, and the Finley Creek fire burned 12,833 acres in Shelter Cove and to the northeast in 1973<sup>6</sup>.

Shelter Cove is the only community within the Southern Humboldt Planning Unit of the Humboldt County Fire Safe Council to achieve Firewise Communities ® recognition. This process includes a site-specific wildfire risk assessment, an action planning process, and an annual community educational event. This program helps the community plan and be prepared for any potential emergency events<sup>7</sup>. Should an emergency occur in the area such as a major wildfire, there is only one evacuation route out of the area which is by Shelter Cove Road. If necessary, residents in the area could potentially evacuate to the beach or the airstrip.

## 9.2 MUNICIPAL SERVICES

### Water Services

The District has 23 active water sources including two surface water intakes on Upper and Lower Telegraph Creek and 21 groundwater wells as shown in Table 9-2. Capacity ranges vary greatly from three gallons per minute (gpm) to over 200 gpm. Some of the wells with low ~~capacity~~ capacity, including Humboldt Loop Well and Seafoam Well, ~~and are~~ not typically utilized unless there is increased need. Additionally, some of the wells have higher levels of iron (Fe) and Manganese (Mn) that require filtration before use. Based on the water sources that are

<sup>4</sup> USGS, Earthquakes Hazards Program, M 6.4 – 15 km WSW of Ferndale, CA. Accessed from <https://earthquake.usgs.gov/earthquakes/eventpage/nc73821036/executive> on January 9, 2023.

<sup>5</sup> Humboldt County Web GIS, Hazards, Seismic Safety. Accessed from <https://webgis.co.humboldt.ca.us/HCEGIS2.0/> on January 9, 2023.

<sup>6</sup> Humboldt County Web GIS, Hazards, Fires – Fire History. Accessed January 9, 2023.

<sup>7</sup> Humboldt County Fire Safe Council, Southern Humboldt Planning Unit Action Plan. Revised July 17, 2020.

regularly used, the District has an approximate source capacity of 800 gpm. However, wells are generally not run continuously so real time capacity is likely much less.

Surface water is processed through a treatment plant that depends on gravity flow and includes flocculation to pull sediment out of the water, sedimentation to settle particles out of the water, and dual media filtration as well as pre and post chlorination. Chlorination is achieved by injecting chlorine gas into the water at one of two points in the treatment process. During the winter, injection occurs prior to the filters and in the summer, injection occurs prior to the flocculation basin. Well water is treated minimally through hypochlorination and, if necessary, filtration, before entering the distribution system.

**Table 9-2: RID No. 1 Wells**

Source	Status	Capacity
<b>Surface Water</b>		
Upper Telegraph Creek Intake	Active	245 gpm
Lower Telegraph Creek Intake	Inactive	Unknown
<b>Groundwater</b>		
Pole Yard Well	Destroyed	
Rick Springs	Active	3-10 gpm
Joe Well	Active	10 gpm
Jerry Well	Active	42 gpm
Jack Well	Active	81 gpm
Kelly Well	Active	15 gpm
John Tank Well	Active	47 gpm
Ted Well	Active	21 gpm
Larry Well	Active	20 gpm
Horse Mountain Well	Inactive	Unknown
Fire House Well	Inactive	Unknown
Jim Tank Well	Inactive	Unknown
Lot W1 Well	Active	47 gpm
Lot W2 Well	Active	80 +/- gpm
Rick Well #1	Active	40 gpm
Rick Well #2	Active	18 gpm
Greenbriar Well	Active	48 gpm
Lee Well	Inactive	Unknown
Jun Well	Active	5 gpm
Parson's Well	Active	52 gpm
Humboldt Loop Well	Active	12 gpm
Seafoam Well	Active	6-7 gpm

After treatment, water flows into the distribution system and is stored in one of 12 storage tanks. Altogether, the District has 2.055 million gallons of treated water storage. The last remaining redwood tanks utilized by the District were replaced in 2019 so now all the tanks are made of welded steel.

The District's distribution system is made up of almost 45 miles of water mains and 18 booster pumps spread over 11 pressure zones. Water mains are made up of three different types of materials including asbestos cement pipe (AC), coated steel, and PVC. Approximately 96% of

the system utilizes AC pipe ranging in diameter from four to ~~eight~~ten inches that is reported ~~into~~be in good condition.

The District currently has ~~506~~677 connections including ~~469~~640 residential, 26 commercial, and 11 municipal. The system is permitted for up to 990 connections based on available water sources. In 2017, the annual water use was 18.45 MG. The maximum month usage was 2.156 MG and the maximum day was estimated to be 0.188 MG. In 2021, the total water demand was 45.03 MG with 31.23 MG from surface water and 13.80 MG from groundwater. Water use decreased significantly from 2015 which reported an annual total of 40.98 MG to 2017. Before that, the highest annual use was reported in 2004 at a total of 57.38 MG.

Based on the source capacity of approximately 800 gpm and a 10 hour run time for most wells, the District could produce up to 480,000 gallons per day. This is substantially more than the maximum reported day in 2017 and indicates that there is enough water to meet current and future demands.

### **State Water Resources Control Board**

During the last routine inspection conducted by the SWRCB on January 17, 2019, there were a number of items listed as deficiencies which included the following:

1. Start monitoring the chlorine operations at the active wells due April 1, 2019.
2. Revise the Telegraph Creek filter plant monitoring records to include  $CT_{obtained}$ ,  $CT_{required}$ , and ratio due April 1, 2019.
3. Obtain and provide photos of the well features to Department of Drink Water (DDW) due April 19, 2019.
4. Obtain and provide photos of Lower Telegraph Creek water intake due April 19, 2019.
5. Photo document the tank rooftop findings in regards to vents, hatches, etc., send photos to DDW due April 19, 2019.
6. Test cross-connection prevention device tests, send records of 2019 testing to DDW Redding due June 30,2019.
7. Need distribution system chemical testing as shown on the Distribution Monitoring Schedule due September 30,2019.
8. Perform the 2019 cross-connection device testing, submit 2019 test records to DDW Redding due October 31, 2019.
9. Need source chemical testing as shown on Chemical Monitoring Schedules due December 30, 2019.

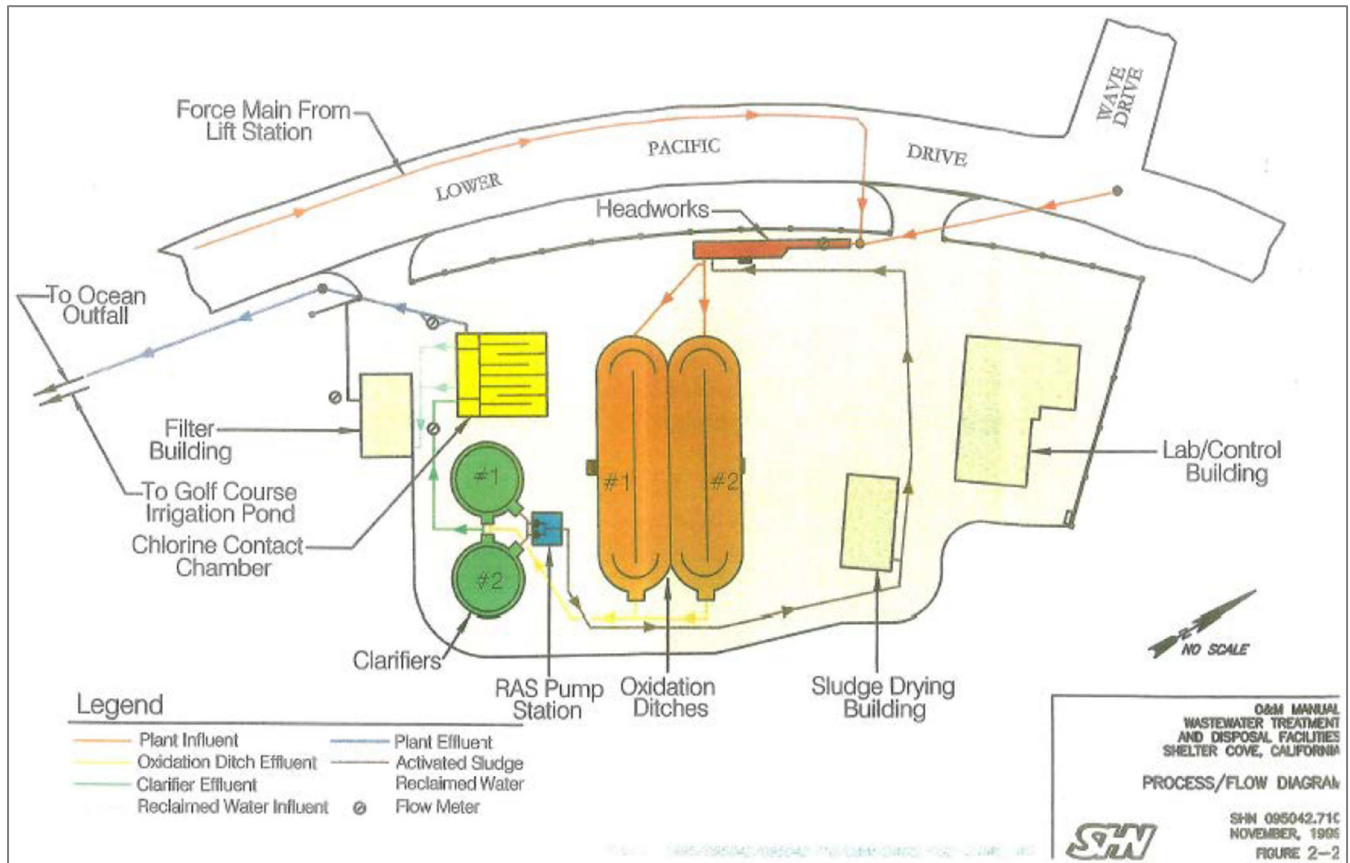
### **Wastewater Services**

Wastewater services are provided to areas of the District west of Beach Road where it intersects with Shelter Cove Road. Currently, the District serves 508 connections including 474 residential, 26 commercial, and 8 municipal connections. Wastewater is collected and transported to the District's treatment facility along Lower Pacific Drive. The facility has a peak design flow of 0.77 mgd, an average wet weather capacity of 0.27 mgd, and an average dry weather capacity of 0.17 mgd.

Upon entering the treatment facility, wastewater flows through the plant's headworks where inorganics are filtered out. It then flows through two oxidation ditches where a combination of sunlight, bacteria, algae, and other organisms helps breakdown organic materials. Effluent from

the oxidation ditches then flows into one of two clarifiers where solids settle to the bottom as sludge which is then pumped to the drying building. Liquid from the clarifiers flows to the chlorine contact chamber where it is disinfected and then dechlorinated with ~~sulfur dioxide~~ sodium bisulphite before being discharged into the Pacific Ocean. During the spring, summer, and fall, a portion of the treated water flows through an additional filtration treatment system before being utilized to irrigate the District's golf course. Solids are dried and transported to Humboldt County solid waste transfer station for landfill disposal<sup>8</sup>.

**Figure 9-4: RID #1 Wastewater Treatment System Diagram**



In 2021, the District treated a total of 30.96 MG of wastewater. At its average dry weather capacity, the District's treatment system can treat approximately 62.05 MG annually which is double the amount treated in 2021. This indicates that the treatment system has sufficient capacity to meet demands.

<sup>8</sup> RWQCB – North Coast Region, Waste Discharge Requirements for the Humboldt County Resort Improvement District No. 1 Shelter Cove Wastewater Treatment Facility. Order No. R1-2015-0017. Adopted May 7, 2015.

In 2023, the District conducted an effluent discharge study in order to measure the dilution rate from the outfall into the Pacific Ocean. According to the District's Waste Discharge Requirements, they should be achieving an initial dilution of 50 parts seawater per one part wastewater (50:1)<sup>9</sup>. The results of the effluent discharge study showed that the District is achieving a 170:1 dilution ratio even at calculated maximum wastewater discharge<sup>10</sup>. A higher dilution factor helps ensure that any residual elements from the wastewater treatment process do not adversely affect the environment or impair contact recreation in the area.

**Figure 5: Effluent Discharge Sampling**



### Parks and Recreation Services

RID No. 1 manages several recreation features in Shelter Cove including a golf course, children's playground, community clubhouse, and various recreational trails. These recreation amenities are typically funded by program fees including rental fees, and golf course fees.

The District manages a nine hole golf course that surrounds the airstrip. It is measured at 2,428 yards and is primarily a walking course with no designated paths for golf carts. It is part of the Northern California Golf Association which allows for league play. There are several options for greens fees as shown below.

**Table 9-3: RID No. 1 Golf Course Fees**

Duration	Fees
Annual (beginning July 1 <sup>st</sup> )	\$500
1 Month	\$90
1 Week	\$50
18 holes	\$20
9 holes	\$15

Adjacent to the District office is the children's playground which includes a ship-like structure for children under five and a jungle gym designed for children five and up. Hours of use are typically sunrise to sunset (daylight hours).

The Community Clubhouse is located at 1555 Upper Pacific Drive adjacent to the airport and golf links. Within the clubhouse, there is Abalone Hall and a full kitchen which can be rented together or separately for private and public events. There are separate fees for non-residents and residents. There are also several types of events designated in the District's policy that can use the facility for free with a cleaning deposit of \$100. These include free services exclusively for children, memorials, and free community-oriented service events<sup>11</sup>. The District also provides

<sup>9</sup> NCRWQCB, Waste Discharge Requirements for the Humboldt County Resort Improvement District No. 1: Shelter Cove Wastewater Treatment Facility (NPDES CA0023027) – Attachment F: Fact Sheet, Reasonable Potential Determination. Adopted May 7, 2015.

<sup>10</sup> Jackson, J and Wilson, F. Effluent Discharge Study – Shelter Cove, California – September 6<sup>th</sup> & 7<sup>th</sup>, 2023. PowerPoint presentation provided by RID No. 1.

<sup>11</sup> RID No. 1, Policy 3080 – Public Facilities Use and Rental. Amended September 16, 2021.

a monthly calendar of regular events that are held at the clubhouse which include numerous classes such as general fitness, yoga, martial arts, crafting, and other classes. There are also designated times for the community pantry and library.

The District also maintains non-motorized trails throughout the greenbelt area of the District which are forested areas in between housing parcels. There is a nature trail that runs from Lower Pacific Drive to Upper Pacific Drive between the wastewater treatment plant and the golf maintenance building. There is also the Bill Franklin ~~Trial~~ Trail which runs through the forested area between Upper Pacific Drive and Hickory Road.

Planned improvements to recreation services include the development of several sport courts next to the Community Clubhouse that can be utilized for basketball, pickleball, and tennis. Development of Phase 1 of the project is set to be completed by March 2024 and will include an asphalt court that can be used for half-court basketball or two pickleball nets. The District ~~is~~ also ~~work~~ ed ~~ing~~ with community members to develop a children's garden next to the clubhouse that ~~will~~ includes a small seating area and raised plant beds.

## Airport Services

The Shelter Cove airport consists of a landing/ takeoff strip that is 3,400 feet long and adjacent to the taxing and tiedown area. There are no lights at the airport so only daylight use is allowed. The airport is not manned and there is no radio tower. The maximum weight for aircraft utilizing the airport is 12,500 lbs which is equivalent to a 10 seat Beechcraft Super King Air. According to Airnav.com, the airport sees approximately 58 aircraft per week.

## Electric Services

The RID currently provides electric service to 793 connections including 584 residential, 40 commercial, and 169 municipal connections. In 202~~2~~1, the District reported a total demand of ~~4,976,400~~ 4,363,480 kWh of power. The RID purchases wholesale electricity from Western Area Power Authority to deliver to its residents. Power is purchased and transmitted through a ~~District-~~ owned 7-mile inter tie line, beginning at a PG&E recloser (an automatic high-voltage electric switch where power to the line can be turned on and off) located near the Mattole River bridge in Whitethorn and terminating at the District's sub-station. Electricity is distributed to customers through 4.5 miles of underground cable in the flat lower elevations of the cove and over 37 miles of pole line in the steep areas. The District's sub-station/generator building located on Shelter Cove Road contains three emergency generators that are used to power the entire community during cove-wide power outages.

## Fire Protection and Emergency Response

~~The South County Regional Fire Services MSR states that services are provided to the District by the Shelter Cove Fire Department (SCFD). The Shelter Cove Fire Department (SCFD) covers the District with a mix of 1 fulltime fire chief, 4 part time duty officers and 25 volunteer firefighters all fully trained and certified to suppress wildland and structure fires. SCFD responds to around 200 calls for service every year including fires, medical emergencies, rescues, and hazmat incidents. The fire department also helps to maintain one of Southern Humboldt's only fully hydranted communities with 235 fire hydrants gravity fed by 2 million gallons of stored water. SCFD has one fire station, located at 9126 Shelter Cove Road. Due to fire tax funds and a 5-year fleet modernization plan, SCFD maintains a modern and capable fire rescue fleet. They provide~~

goodwill services to properties outside of the boundary. That Out of District area is approximately 57,482 acres, or 90 square miles.

There are limited US Coast Guard rescue services available in the Shelter Cove area because the closest US Coast Guard station is located approximately 45 miles south in Noyo Harbor. Due to this, ~~the District-SCFD also~~ provides ocean rescue that extends three miles into the Pacific Ocean. This is the only volunteer ocean rescue team in Humboldt County. As a result of the department's efforts, three SCFD volunteers were the first from a volunteer fire department to receive the Life Saving Medal from the Humboldt County Sheriff's Office for an ocean rescue that occurred on May 29, 2022<sup>12</sup>.

According to the 2020 Annual Report from the Fire Chiefs' Association, ~~the District's~~SCFD's incident responses included 22 vegetation fires, 12 structure fires, 20 vehicle accidents, 57 medical, two hazmat/menace, 19 public assistance, 30 other fires, and 14 other services. More detailed information on the SCFD can be found in the 2016 South County Regional Fire Services MSR/SOI Update.

## Other Service Providers

### Boat Ramp Facilities

Boats may be launched into the Pacific Ocean at Cove Beach. This boat ramp access is owned by Mario's Marina, LLC who leased the premises to the Humboldt Bay Harbor, Recreation and Conservation District who then subleased operations to Shelter Cove Fishing Preservation Inc. Due to the shallow nature of the ramp and the constantly changing tides, boats typically have to be launched by tractors operated by Shelter Cove Fishing Preservation Inc. However, the ramp is open to the public and self-launch is allowed for smaller crafts.

### Solid Waste Disposal

Eel River Recology provides weekly services to the Shelter Cove area.- Solid waste pick up is provided every Monday and a transfer station is located in Redway that provides additional disposal services.

### Police

The Humboldt County Sheriff's Office provides police services to the Shelter Cove area.- The nearest station is located in Garberville approximately 24 miles to the east along Briceland Road. In 2021, Sheriff Deputies responded to 160 calls for service in the Shelter Cove area.- Calls for service included public assistance, welfare checks, animal problems, abandoned vehicles, suspicious persons, theft, and others.

## 9.3 GOVERNANCE & FINANCE

### Governance

The District is an independent small district served by a five-member Board of Directors that is elected to four-year staggered terms. Board meetings are held every third Thursday of the month at 9:00am. Meetings are held at the Fire Station meeting hall located at 9126 Shelter Cove Rd. During the Covid-19 pandemic, the board hosted meetings virtually in compliance with Executive Orders N-08-21, N-29-20, and N-25-20.

<sup>12</sup> [Humboldt County Sheriff's Office. News Flash – Three Shelter Cove firefighters presented with HCSO Life Saving Awards. October 2, 2023.](#)

**Table 9-4: Board of Directors**

Board Member	Title	Term
Jack Hargrave	President	December 2026
<del>Susan Fox</del> <b>Tesia Beauchene</b>	<del>Vice President</del> <b>Director</b>	December 2028
Janet Evans	Director	December 2024
Michael Soluri	Director	December 2026
David Sommer	Director	December 2024

## Staffing

The District currently employs 13 full-time employees including a general manager, board secretary, and numerous water, wastewater, and general maintenance staff. The District also supports 18 volunteers who respond to emergency calls in the area.

## Accountability and Transparency

The District maintains a website in accordance with SB929 regulations ([www.sheltercove-ca.gov](http://www.sheltercove-ca.gov)). Board agendas and notices are posted at least 72 hours in advance of scheduled Board meetings both online and at the District's office located at 9126 Shelter Cove Road, Whitethorn, CA. The most recent Board meeting minutes are posted on the homepage of the District's website while older meeting minutes are located under the Archived Approved Minutes tab. The District's website also includes information on the current budget and several years' worth of audits.

## Financial Overview

The District regularly adopts an annual budget and conducts regular audits in accordance with CSD law. The District is funded through many mechanisms including property taxes, special assessments, fees for services, and recreation program fees. Based on the last five years of budgets reviewed (FY18-19 to FY22-23), the District has been budgeting for a substantial loss. The largest deficits come from electric services and parks and recreation.

**Table 9-5: RID No. 1 Annual Budget Summary**

Category	FY 18-19	FY 19-20	FY 20-21	FY 21-22	FY 22-23
Revenues					
Admin	\$708,200	\$716,000	\$611,500	\$828,500	\$668,500
Electricity	\$1,466,907	\$1,476,350	\$1,305,650	\$1,600,000	\$1,417,520
Fire & EMS	\$428,500	\$428,500	\$405,000	\$400,000	\$400,000
Parks & Recreation	\$25,000	\$22,000	\$133,200	\$204,452	\$146,000
Wastewater	\$279,986	\$300,550	\$391,150	\$364,850	\$408,632
Water	\$454,553	\$461,050	\$434,050	\$474,000	\$482,750
<b>Total Revenues</b>	<b>\$3,363,146</b>	<b>\$3,404,450</b>	<b>\$3,280,550</b>	<b>\$3,872,102</b>	<b>\$3,523,402</b>
Expenditures					
Administration	\$571,881	\$609,683	\$611,076	\$649,425	\$681,864
Electricity	\$2,080,372	\$1,657,148	\$1,472,319	\$1,638,460	\$1,740,025
Fire & EMS	\$451,326	\$306,172	\$653,730	\$674,500	\$459,950

Parks & Recreation	\$209,740	\$174,965	\$132,596	\$322,177	\$256,614
Wastewater	\$855,569	\$489,766	\$444,086	\$427,425	\$466,600
Water	\$808,260	\$466,452	\$460,437	\$505,440	\$502,290
<b>Total Expenditures</b>	<b>\$4,977,147</b>	<b>\$3,704,186</b>	<b>\$3,774,244</b>	<b>\$4,217,427</b>	<b>\$4,107,343</b>
<b>Gain/ (Loss)</b>	<b>(\$1,614,001)</b>	<b>(\$299,736)</b>	<b>(\$493,694)</b>	<b>(\$345,325)</b>	<b>(\$583,941)</b>

While the District has been budgeting for a loss over the last five fiscal years, the District's audits show that there has actually been an increase in their overall net position from FY17-18 to FY21-22. The largest revenue source reported is "General Revenues" which includes property taxes, special assessments, grants, investment earnings, miscellaneous revenues, and transfers. This revenue category can fluctuate depending on the amount of grant funding received over the course of the fiscal year.

**Table 9-6: RID No. 1 Audit Summary**

Category	FY 15-16	FY 16-17	FY 17-18	FY 18-19	FY 19-20
Revenues					
General Government	\$35,928	\$39,044	\$61,821	\$42,227	\$60,670
Public Safety – Fire	\$32,323	\$32,037	\$66,963	\$1,990	\$3,918
Airport	\$10,000	\$10,000	\$10,000	\$8,338	\$222,000
Community Development	\$16,593	\$12,075	\$10,968	\$0	\$10,815
Water	\$215,733	\$302,817	\$326,340	\$412,186	\$430,754
Wastewater	\$207,202	\$234,840	\$258,205	\$325,217	\$306,149
Electric	\$1,585,706	\$1,550,350	\$1,340,266	\$1,381,675	\$1,517,711
General Revenues	\$1,342,307	\$1,359,385	\$1,622,677	\$3,087,136	\$3,216,634
<i>Total Revenue</i>	<i>\$3,445,792</i>	<i>\$3,540,548</i>	<i>\$3,697,240</i>	<i>\$5,258,769</i>	<i>\$5,768,651</i>
Expenses					
General Government	\$0	\$146,630	\$10,359	\$204,123	\$108,316
Public Safety – Fire	\$186,385	\$183,251	\$277,933	\$287,078	\$324,265
Airport	\$55,546	\$47,825	\$47,825	(\$2,239)	\$34,139
Community Development	\$120,700	\$82,060	\$112,371	\$195,719	\$167,506
Water	\$502,786	\$551,296	\$542,204	\$764,818	\$762,587
Wastewater	\$560,267	\$615,090	\$610,178	\$786,506	\$624,410
Electric	\$1,632,935	\$1,805,688	\$1,784,914	\$2,067,055	\$2,084,269
<i>Total Expense</i>	<i>\$3,058,619</i>	<i>\$3,431,840</i>	<i>\$3,385,784</i>	<i>\$4,303,060</i>	<i>\$4,105,492</i>
<b>Net Gain/(Loss)</b>	<b>\$387,173</b>	<b>\$108,708</b>	<b>\$311,456</b>	<b>\$955,709</b>	<b>\$1,663,159</b>

**Table 9-7: Total Net Position Summary**

Category	FY 15-16	FY 16-17	FY 17-18	FY 18-19	FY 19-20
Total Assets	\$16,854,664	\$17,175,695	\$17,585,612	\$18,326,383	\$19,879,244
Total Liabilities	\$1,113,300	\$1,328,462	\$1,391,403	\$1,775,072	\$1,664,774
<b>Total Net Position</b>	<b>\$15,741,364</b>	<b>\$15,847,233</b>	<b>\$16,194,209</b>	<b>\$16,551,311</b>	<b>\$18,214,470</b>

## 9.4 RID No. 1 MSR DETERMINATIONS

As set forth in Section 56430(a) of the CKH Act- In order to prepare and to update the SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

### (1) Growth and population projections for the affected area

a) Based on 2020 Census data and the District's boundary, GIS analysis estimates the current population to be approximately 765. Due to development constraints in the area and recent growth rates, it is unlikely that the population will grow substantially over the next five to ten years.

### (2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

a) The 2020 MHI for Shelter Cove CDP was \$38,553 which is 48 percent of the California MHI and qualifies the area as a DUC. This remote isolated planned community is largely developed with single-family homes and the remaining vacant lots are generally unbuildable due to steep slopes or other constraining factors.

b) Shelter Cove is a designated Unincorporated Legacy Community as identified in the 2019 Humboldt County Housing Element.

c) Primary services for the Shelter Cove DUC including water, and wastewater are provided by RID #1 and fire services are provided by the Shelter Cove Volunteer Fire Department.

### (3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

a) The District is a retail water provider that maintains 23 wells and two surface water intakes. Combined, it is estimated that the District can produce up to 480,000 gallons per day which is 2.5 times more than the maximum recorded day of 188,000 gallons. This indicates the District has enough water capacity to meet current and future demands.

b) RID #1 maintains and operates a wastewater treatment facility with an annual capacity of 62.05 MG. This is two times the demand reported in 2021 which indicates the District has enough capacity to meet current and future demands.

c) The District is able to provide a range of recreation services and maintains several recreational facilities including the Community Clubhouse, a children's playground, and a nine-hole golf course. There are also planned expansions to recreation services including several sport courts and a children's garden.

d) The District maintains the Shelter Cover airport which consists of an unmanned landing/ takeoff strip and adjacent taxing and tiedown area. As there are no lights and no radio tower, only daylight use is allowed.

e) RID #1 purchases electricity wholesale from the Western Area Power Authority and distributes it through District maintained lines to customers within the District. In the event of a power outage, there are three emergency generators that can be used to power the entire community.

f) Fire and emergency response services are provided by the Shelter Cove Volunteer Fire Department which is primarily funded by RID #1. They maintain a roster of volunteers that is able to regularly respond to incidents in the area. In 2020, the department responded to a total of 176 incidents of which 32 percent were medical calls.

**(4) Financing ability of agencies to provide services**

a) The District's largest funding category is General Revenues which accounts for approximately 56 percent of revenues and includes property taxes, special assessments, grants, investment earnings, miscellaneous revenues, and transfers.

b) For all of the five fiscal years reviewed, the District saw a net surplus of funds and was able to increase their overall net position by \$2.47 million from FY 15-16 to FY 19-20.

c) RID #1 collects fees for water, wastewater, and electric services. However, based on information provided in the District's budgets and audits, these fees typically do not cover the full cost of providing services.

**(5) Status of and, opportunities for, shared facilities**

a) Due to the District's remote location, there is limited opportunity for shared services.

**(6) Accountability for community service needs, including governmental structure and operational efficiencies**

a) The District is overseen by a five member Board of Directors that are elected to four year staggered terms. The Board meets every third Thursday of the month to conduct regular business and address matters concerning the District.

b) RID #1 maintains a website ([www.sheltercove-ca.gov](http://www.sheltercove-ca.gov)) with information about District services including water, wastewater, electric services, and the volunteer fire department. The District also posts Board meeting agendas and minutes when available.

**(7) Any other matter related to effective or efficient service delivery**

a) The District is located in a remote portion of Humboldt County with only one access road. If this road were to be damaged or otherwise impassable, the only access in and out of the area would be by boat or small aircraft.

## 9.5 RID No. 1 SOI DETERMINATIONS

In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development of local governmental agencies to advantageously provide for the present and future needs of the county and its communities, the commission shall develop and determine the sphere of influence of each local agency, as defined by G.C. Section 56036, and enact policies designed to promote the logical and orderly development of areas within the sphere. In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to the following:

### (1) Present and planned land uses in the area, including agricultural and open-space lands.

- a) Land uses within the District are largely Public Facility, Residential Low Density, and Natural Resources. The area surrounding the District is primarily Natural Resource with minor Residential Agriculture and Agriculture designations. Due to the steep topography and limited access, it is unlikely that any major development will occur in the area in the next five to ten years.

### (2) Present and probable need for public facilities and services in the area.

- a) The District is developed with single-family residences, of which a portion is second family homes. Full-time residents within the area will continue to need basic services including water, wastewater, and fire and emergency response services.
- b) Since there are limited emergency response services in the area, the goodwill response area for the volunteer fire department extends to a large area beyond the District boundary. The next closest fire station is located in Whitethorne approximately eight miles east of Shelter Cove along Shelter Cove Road. Another volunteer station is located in Whale Gulch approximately nine miles southeast along Usal Road.

### (3) Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

- a) The District has additional water and wastewater capacity. However, due to the topography of the area and the high cost of construction it is unlikely that the District would be able to extend services in the near future.
- b) The District has capacity to provide additional electrical connections in the area.

### (4) Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

- a) The nearest major town where supplies and additional services can be obtained is Redway located 22 miles east along Briceland Road. Additional facilities and services are located in Garberville which is an additional two miles south of Redway.

**(5) For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere.**

- a) There are no proposed changes to the RID's SOI for all services at this time. The SOI is reaffirmed as following the outer edge of the District's jurisdictional boundary and encompasses a single parcel island within the District as shown in Figure 1.
- b) Water and wastewater services are currently provided by RID #1. Fire and emergency response services are provided by the Shelter Cove Volunteer Fire Department of the RID #1.