

**EXECUTIVE OFFICER'S REPORT**

December 13, 2018

TO: LAFCo Commissioners  
FROM: James E. Glaser, Executive Officer  
SUBJECT: **San Joaquin Unincorporated Islands**

**Background**

At the Commission meeting of May 10, 2018, the Commission discussed the existence of unincorporated land within the cities. The Commission expressed an interest in the history of the islands and how state laws have been changed to encourage the elimination of islands, and the lack of political will to address this issue. At the request of Commission, this report was prepared to provide the Commission with a preliminary assessment of the existing unincorporated islands and to provide a guideline on what steps/actions are needed if the Commission desires to address this issue further.

The County has 31 unincorporated islands comprising of 4,946 acres. The City of Stockton has 17 islands, Tracy-5; Manteca-5; Lathrop-0; Lodi-3; Ripon-1 island and Escalon-0 islands. Approximately 21,748 residents reside in these county pockets that receive limited municipal services. Staff reviewed past annexation files to see why cities have grown around certain county pockets and that most often county residents resisted annexation because of their perception of stricter oversight over their properties by the annexing city, fear of additional taxes or fees, and the desire to maintain their community identity. For cities there was little incentive to annex due to infrastructure deficiencies and service costs, low sales tax base, and there was no a priority for cities to annex these areas.

In 2001, the State Legislature enacted the Cortese-Knox-Hertzberg Act that contained special provisions to facilitate the annexation of unincorporated islands as it was recognized that county pockets created governance and service delivery inefficiencies and deficiencies. The law allowed the annexation of county islands 75 acres or less without voter protest or election. In 2005 to further encourage the annexation of islands the Government Code was revised by increasing the size of islands that could be annexed by a city without formal protest to 150 acres.

## **Discussion**

The Commission does not have the power to initiate annexations. The control for the annexation of unincorporated islands lies with the City. The Commission, however, has the power to form and adopt policies to encourage cities to annex their unincorporated islands. In 2007, the Commission adopted annexation policies intended to discourage the creation of islands and required cities to show they have made reasonable efforts to include an unincorporated island in a pending annexation application. Although only one island had been created since the adoption of the policies the Cities have not moved forward to take advantage of the CKH Act regulations to eliminate the county pockets.

At the 2017 CALAFCo Conference several LAFCo's gave a presentation on their Island Annexation Program. These LAFCo's placed island annexations as a high priority project and took aggressive action to encourage or even require the annexation of a city's unincorporated islands before any other annexation would be approved by the Commission. Orange County LAFCo, for instance has had their Island Annexation Program in place for since 2000 and has annexed more than 50 unincorporated islands. Santa Clara LAFCo adopted strict island annexation policies in 2005 and reported 88 islands have been annexed as a result. LAFCOs that reported a successful island annexation program emphasized the importance of the cities and the county buy-into the island program.

## **Procedure**

The next steps for developing an island annexation program is suggested below:

1. Workshop (Commission and Staff)
  - a. Discussion of Staff Report
  - b. Determination of Commissioner's role
  - c. Gather additional information as needed
  - d. Distribution of report and request for comments
2. Meeting with LAFCo and City and County Representatives
  - a. Identify stakeholder interest
  - b. Identify obstacles to island annexations
3. Development of Island Annexation Policies
  - a. Ad Hoc Committee
  - b. Public Hearing

Staff will make a presentation and answer questions at the December 13, 2018 meeting.

Attachment: Report: Unincorporated Islands

## **UNINCORPORATED ISLANDS**

City islands are urban pockets or islands of unincorporated territory that are either completely or substantially surrounded by incorporated cities. City islands are a byproduct of land use policies that existed during the 1950s and 1960s when cities experienced dramatic growth and Cities found it necessary to annex neighboring county land for development. Cities set their sights on vacant lands that would be most economically productive for development sometimes bypassing adjacent neighborhoods where residents were resistant to annexation for the supposed tax increases, desire to preserve its community identity, and what was perceived as advantages of their neighborhoods' unincorporated status. In addition, many of the areas had infrastructure deficiencies that would be expensive to upgrade (e.g., no curbs and gutters, private streets that do not meet city standards, septic tanks, inadequate drainage, etc.) and the lack of sufficient revenue-generating potential to offset the costs to upgrade. If there was strong opposition to annexation, cities often avoided pursuing a “forced” annexation against the will of the residents.

### **Inefficiencies of County Islands**

One of the primary reasons for a city's existence is to provide neighborhood services and programs to persons living in urban areas. By comparison, counties were created to provide countywide services such as public health and human services; law and justice services; assessor and tax collector services, voter services, library services; public administrator/guardian services; etc. Counties were never envisioned to compete with cities in providing urban services to residential neighborhoods. Although counties do provide some urban level services to island areas it is often not provided at the same level as provided by cities. Residents residing in unincorporated islands receive most of their services from the County rather than the City that surrounds them.

The absence of basic or inadequate infrastructure negatively affects the standard-of-living and can act as a barrier to new investment by private enterprise. Islands can create public confusion over jurisdictional boundaries and service responsibilities. Such inefficiencies are evident when two different departments, one city and one county, provide the same service to different portions of the same neighborhood and crisscross each other's territory on their way to provide such service(s). County Sheriff's Departments and fire protection districts would have to travel great distances to respond to a County island call. Significant effort is often required in determining whether calls seeking assistance are coming from "city" as opposed to "county" residents.

### **LAFCo Authority**

The State Legislature has recognized that pockets, or islands of unincorporated territory create governance and service delivery inefficiencies and deficiencies. To facilitate the annexation of these unincorporated islands to contiguous cities, the California Legislature enacted special legislation in 2001 that allowed cities the ability to annex County islands that were 75 acres in size or less, without protest or election. The law (Government Code 56375.3) was changed in 2005 to increase the size of islands that could be annexed by a city, without formal protest, to 150 acres. The State adopted specific provisions in the law that requires LAFCo annexation approval and the waiver of protest proceedings if LAFCo makes certain findings and determinations:

- Annexation is proposed by resolution of the annexing city.
- The island is 150 acres or less in size and that area constitutes the entire island.

- The island is surrounded or substantially surrounded by the annexing city or by the annexing city and adjacent cities.
- The island is not a gated community where services are currently provided by a community services district.
- The island is substantially developed or developing based on the availability of public utilities, presence of public improvements or the presence of physical improvements on the parcels within the area.
- The island is not prime agricultural land as defined in Government Code Section 56064.
- The island is receiving benefits from the annexing city or will benefit from the city.
- The island was not created after January 1, 2014.

The LAFCo Commission adopted additional policies (2007) relating to island annexations.

- Annexations to Eliminate Islands
  - Proposals to annex islands or to otherwise correct illogical distortion of boundaries will normally be approved unless they would violate another provision of these standards. In order to avoid the creation of an island or to encourage the elimination of an existing island, detailed development plans may not be required for the remnant areas.
- Annexations that Create Islands
  - An annexation will not be approved if it will result in the creation of an island of unincorporated territory or otherwise cause or further the distortion of existing boundaries. The commission may nevertheless approve such an annexation where it finds that the application of this policy would be detrimental to the orderly development of the community and that a reasonable effort has been made to include the island in the annexation but that inclusion is not feasible at this time.
- Substantially Surrounded
  - For the purpose of applying the provision of the Cortese-Knox-Hertzberg Act regarding island annexation without protest hearings (Section 56375.5), the subject territory of an annexation proposal shall be deemed “substantially surrounded” if it is within the sphere of influence of the affected city and two-thirds (66 2/3%) of its boundary is surrounded by the affected city.

## **Property Tax Exchange**

State law requires that an agreement be in place between a city and county to specify how the existing property tax in the area to be annexed will be distributed. Agreements can be negotiated individually for each annexation or a “master” agreement can be put into place to facilitate the approval process. Property tax exchange relating to annexations are covered under Sections 99 and 99.01 of the California Revenue and Taxation Code. When annexation occurs, a city takes over service responsibilities for the annexed area and is therefore entitled to a portion of the revenues previously allocated to the county to offset the service costs. Under the Revenue and Taxation Code, the San Joaquin County and each of the cities negotiated a “master” tax sharing agreement that would be effectuated with a city annexation. Generally, property taxes will be shared in the ratio of 80% County and 20% City (Escalon and Ripon’s sharing ratio is 63.4% County and 36.6% City). The “master” tax sharing agreement would not apply to areas where the County received transient occupancy tax (TOT); where gross taxable sales exceed \$1M per year;

or that involve more than 50 acres of County owned property. In these cases, a separate agreement will be negotiated.

Unincorporated territory that is being annexed under the island annexation provisions provide that the County or the city have the option of negotiating a separate property tax transfer agreement (Gov. Code Section 56375.3 (8)). The separate agreement would not affect the "master" tax sharing agreement currently in place for all other annexations.

### **Benefits of Annexing County Islands**

There are a number of reasons why cities should annex County islands located within their "Sphere of Influence" and urban service area. Cities that have been successful in annexing unincorporated islands report that it has resulted in a more efficient urban service delivery system. In some cases, the proximity of City service providers and emergency responders greatly improved.

Allowing islands to become part of a city allows residents to participate in decisions that would impact not only their immediate neighborhoods but their communities. There are approximately 21,866 residents that reside within these unincorporated islands. Residents will gain a greater ability to influence decisions related directly to their "quality of life" through working with their elected city representatives. As long as they continue to reside in a County island, residents remain disenfranchised from those decisions as they do not have the right to vote in city council elections and other city elections.

### **Island Annexation Policies Adopted by other County LAFCOs**

Butte LAFCo adopted policies requiring cities to utilize the island law whenever applicable or show good cause why not. The Commission's policy is as follows:

- It is the policy of LAFCo to encourage the most efficient delivery of public services through the elimination of island areas, promote orderly city boundaries and reduce the cost and time of processing applications and to this end, *all annexation to cities require that applications for lands meeting the criteria of the island annexations law shall be so configured and supported by the appropriate resolution of application. Applications not complying with this policy would be deemed incomplete by the Commission staff as not supporting the creation of logical and orderly boundaries unless the local agency provides clear and substantial arguments that the elimination of island areas would be detrimental to the health, safety or welfare of the affected community of interest.*

In 2005, Santa Clara LAFCo adopted a policy requiring a city to complete annexation of all islands that are eligible for the streamlined annexation process prior to seeking boundary expansions. LAFCo also encouraged the County to remove incentives for island residents to remain unincorporated by making its development standards comparable to the surrounding city.

Orange LAFCo made annexation of islands top priority. The island annexation program is a joint effort of LAFCo, the County, and the cities. The County provided short-term staffing to focus on a 3-year work program. Orange LAFCo provided incentives by waiving application filing fees for

annexation of small islands, prepared application materials, and participates in community workshops to ensure that the residents and landowners are informed on the annexation process.

The State Board of Equalization currently supports the streamlining of small island annexations. The need for a map and legal description may be waived if the island is fully surrounded by a city boundary. There is also a cost savings for a City to annex several islands at the same time. The State Board would consider the annexation of all the islands as a single area and the filing fee would be based on the total number of acres.

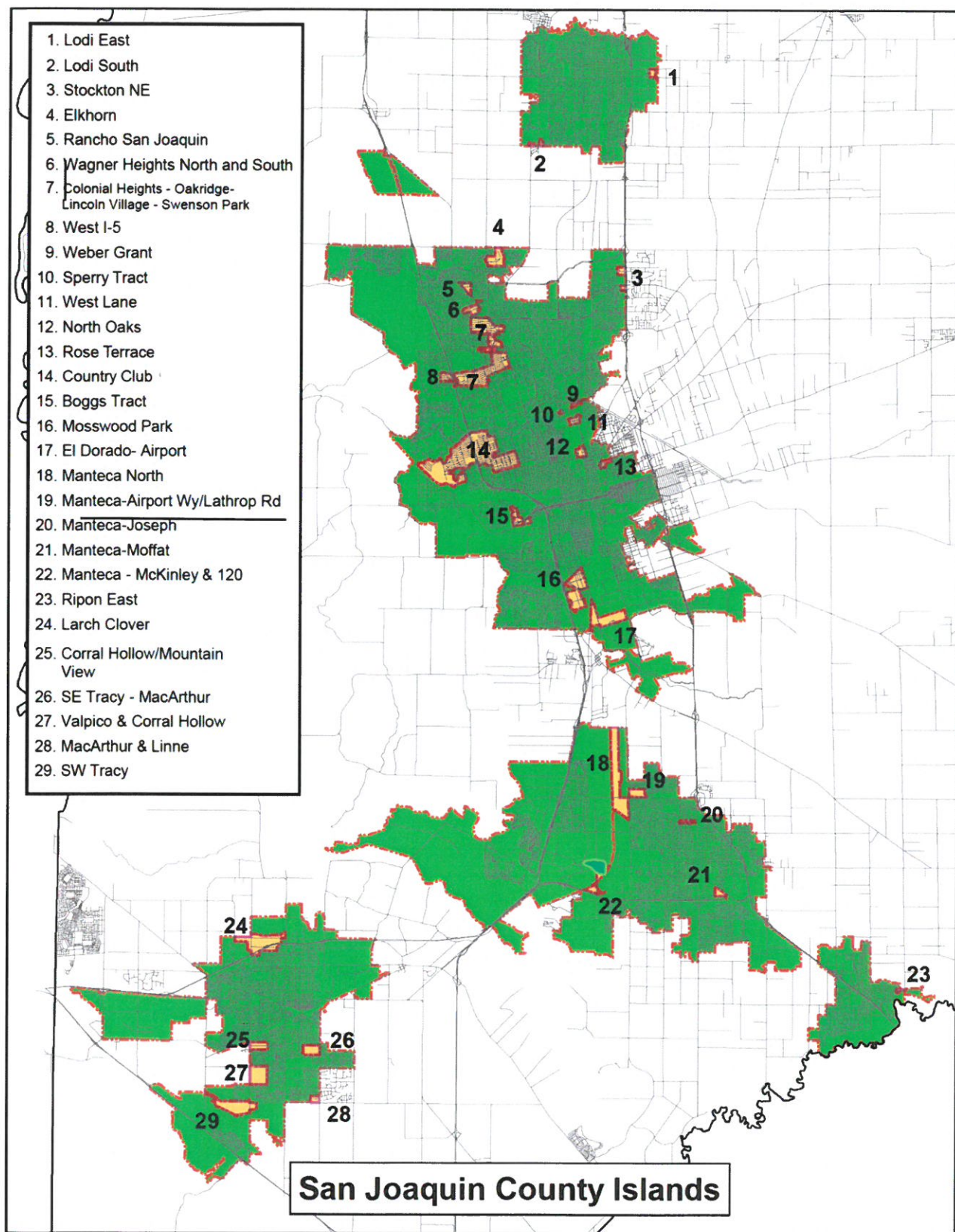
### **Unincorporated Islands in San Joaquin County**

The following map shows the numerous unincorporated islands within the County cities. The City of Stockton has 17 islands, Tracy-5; Manteca-5; Lodi-3; and Ripon- 1 unincorporated island. Lathrop and Escalon do not have any county islands within its city limits. Not all islands shown on the map, however, meet the criteria specified (i.e., more than 150 acres) under the LAFCo island statutes which would allow for annexation of these islands under the expedited process which waives protest proceedings.

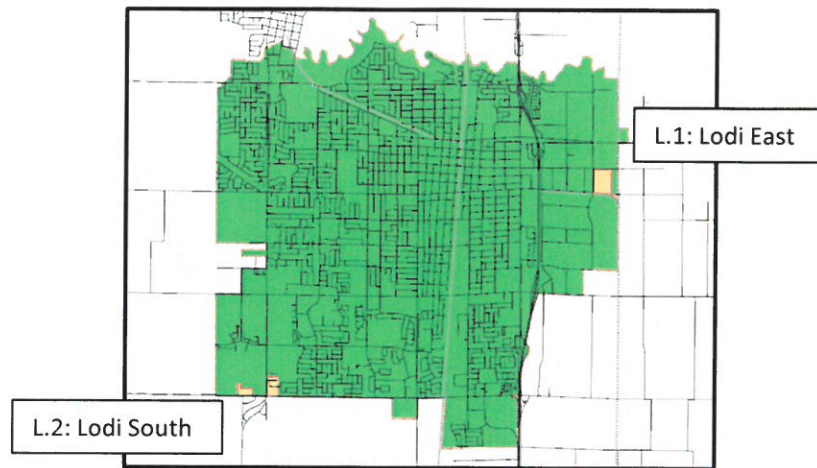
### **The Process**

As a Commission, LAFCo has certain powers in addition to its power to review and approve proposals for changes of organization or reorganization. The Commission may initiate proposals to consolidate, merge, dissolve, or form new special districts, but it does not have the power to initiate annexations, including island annexations. An island annexation must be proposed by a resolution that has been adopted by the affected city. The Commission, however, has the power to form and adopt policies to encourage the cities to annex their unincorporated islands and by doing so the Commission may further its mission of encouraging the efficient provision of services and promote the orderly growth and development of cities. As discussed above, some LAFCo's have taken a hard stance by not allowing cities to expand their urban service areas without first annexing their county islands or require a city to provide justification on why it is not feasible to do so. Other LAFCOs created incentives by offering staff assistance to cities or by reducing annexation fees. LAFCOs that have had successful island annexation programs have found that the formulation of policies always required that they work collaboratively with both the cities and the County to identify and minimize the barriers to island annexations.

# **SAN JOAQUIN COUNTY ISLANDS VICINITY MAP**

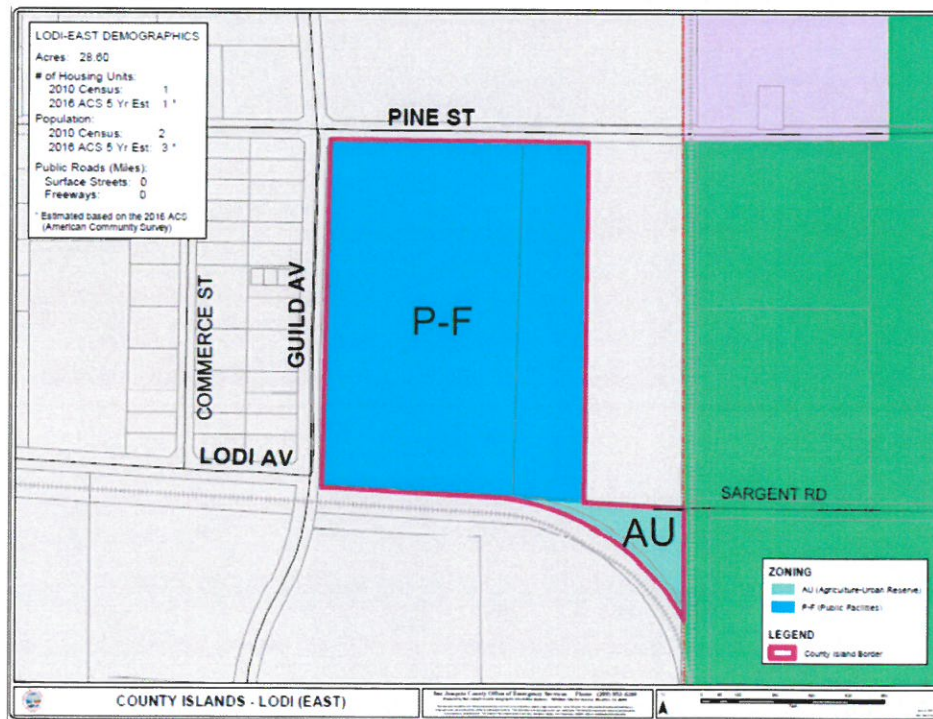


## CITY OF LODI



### L.1: Lodi East

This county island was created when the strip of property to the east of the island was annexed into the City in 2004. Two of the three parcels making up the island are owned by the Lodi Memorial Cemetery and the cemetery was opposed to annexation into the City citing there was no need for city services. The cemetery made up more than 50% of the assessed value of the annexation territory which would have permitted them to veto the annexation for the sole property that had initiated the annexation.

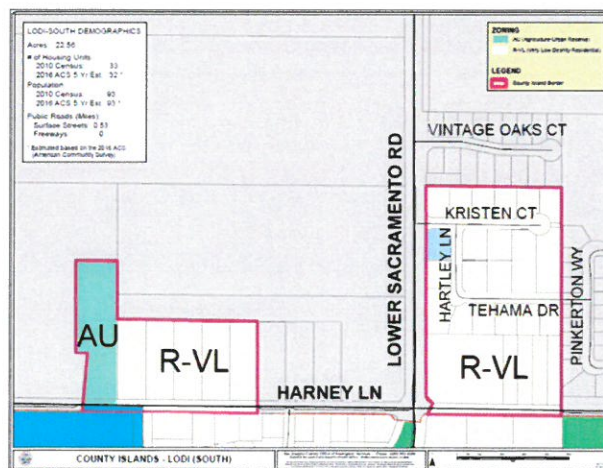


General Information	
Sphere of Influence	Lodi
Within the SOI 10-year Planning Horizon	Yes
Acreage	28.60 acres
Population <sup>1</sup>	3
# Housing Units	1
General Plan	Open Space/Parks and Recreation
Zoning	Public Facilities
Public Roads	0
Total Property Tax Revenue	\$5,290

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	North San Joaquin Water Conservation District
Fire	Mokelumne Rural Fire District
Reclamation District	None
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Lodi Unified School District

## L.2 Lodi South

These two areas are developed with low density rural residential homes. The homes located on Kristen Court and Tehama Drive receive water, drainage and street lighting from a County Maintenance District and are assessed for the services. The maintenance district however is running out of funds to provide an adequate level of services and a Proposition 218 election will be needed to increase the assessments to continue services at the current level.



<sup>1</sup> Population for all unincorporated islands is estimated based on the 2016 American Community Survey.

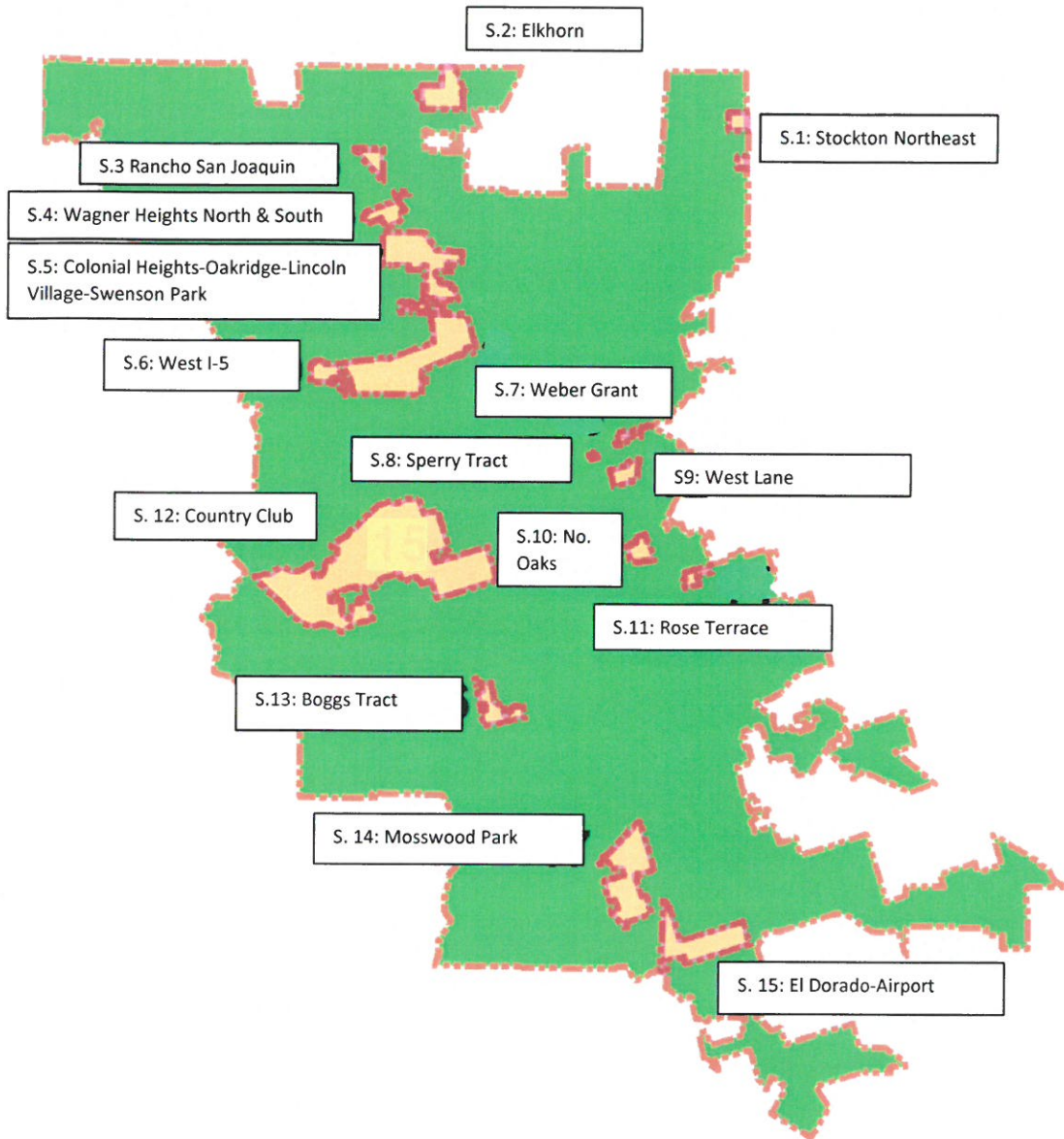
General Information	
Sphere of Influence	Lodi
Within the SOI 10-year Planning Horizon	Yes
Acreage	22.56 acres
Population	93
# Housing Units	32
General Plan	Very Low Density Residential
Zoning	Very Low Density Residential, Agriculture Urban Reserve-20 acres
Public Roads	.53 miles
Total Property Tax Revenue (2 areas)	\$62,900

Service Provision	
Sewer	None
Water	Sunnyside Estates Maintenance District <sup>1</sup>
Storm Drainage	None
Irrigation	Woodbridge Irrigation District <sup>2</sup>
Fire	Woodbridge Fire District
Reclamation District	None
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Lodi Unified School District

<sup>1</sup> Residential properties on Kristen Court and Tehama Drive receive water, drainage, and street lighting from a County maintenance district.

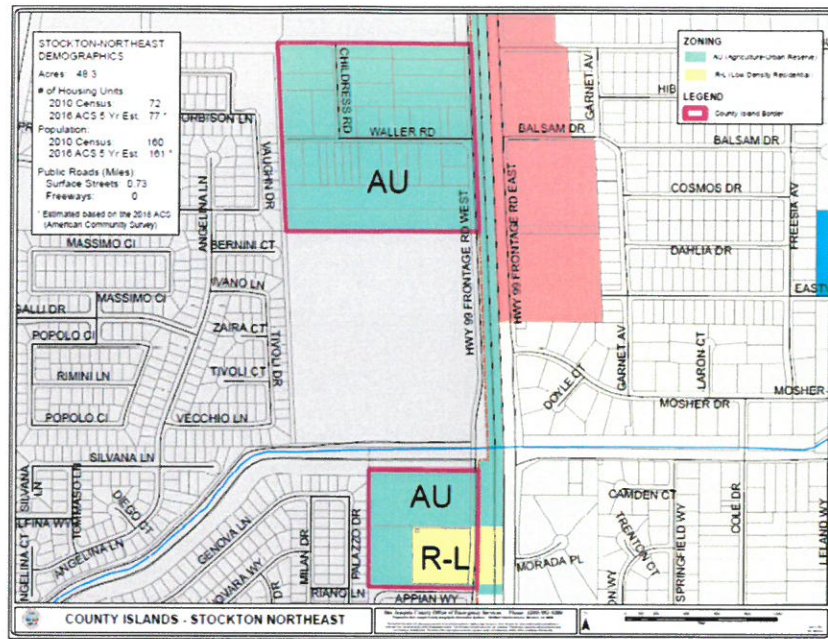
<sup>2</sup> Residential properties on Kristen Court and Tehama Drive are within the Woodbridge Irrigation District.

## CITY OF STOCKTON



### S.1 Stockton Northeast

These two areas are unincorporated peninsulas created when two large annexations took place: Villa Antinori in 2002 and Cannery Park in 2003. The islands shown on the map below consisted of some agricultural uses and rural residential housing. An informal polling of the registered voters and property owners in the unincorporated pocket prior to the annexation indicated there would have been enough opposition to the project to defeat the annexation so the area was excluded and a county pocket was created.

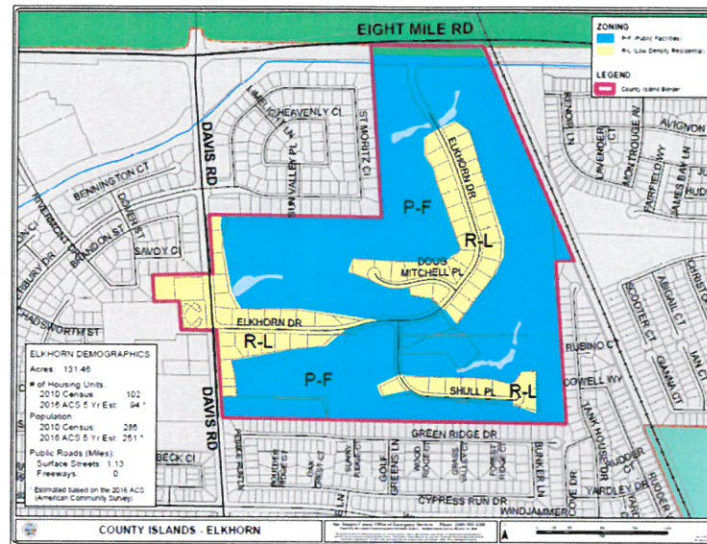


General Information	
Sphere of Influence	Stockton
Within SOI 10-year Planning Horizon	Yes
Acreage	48.3 acres
Population	161
# Housing Units	77
General Plan	Low Density Residential
Zoning	Agriculture Preserve-20 acres Low Density Residential
Public Roads	.73 miles
Total Property Tax Revenue (2 areas)	\$66,308

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Waterloo-Morada Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	None
Education	Lodi Unified School District

## S.2 Elkhorn

The Elkhorn Golf Course located on Eight Mile Road is an unincorporated island consisting of low density residential homes within a public golf course. Residents receive water service through a County Maintenance District and are assessed annually for street lighting. Residents pay an annual water service charge of \$1,040 and are metered for water usage. Fire service provided by the Lincoln Fire District under a contract with the City of Stockton.

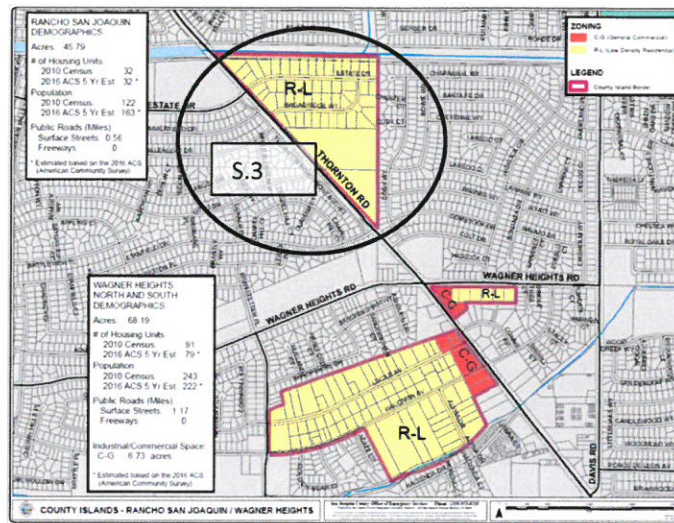


General Information	
Sphere of Influence	Stockton
Within SOI 10-year Planning Horizon	Yes
Acreage	131.46 acres
Population	251
# Housing Units	94
General Plan	Open Space/Parks and Recreation
Zoning	Public Facilities/Low Density Residential
Public Roads	1.13 miles
Total Property Tax Revenue	\$243,744

Service Provision	
Sewer	None
Water	Maintenance District No. 69
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Lincoln Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	None
Education	Lodi Unified School District

### S. 3 Rancho San Joaquin

The Rancho San Joaquin island was created in 1988 with the annexation of the 1,355 acre Spanos Park Master Plan located north of Bear Creek and west and east of Interstate 5. Water, storm drainage, and street lighting services are provided to the 52 residential homes by Rancho San Joaquin Maintenance District. Property owners pay an annual service fee of \$1,329 for water, \$30 for drainage, and \$20 for street lighting services. These annual service charges have not increased in many years.

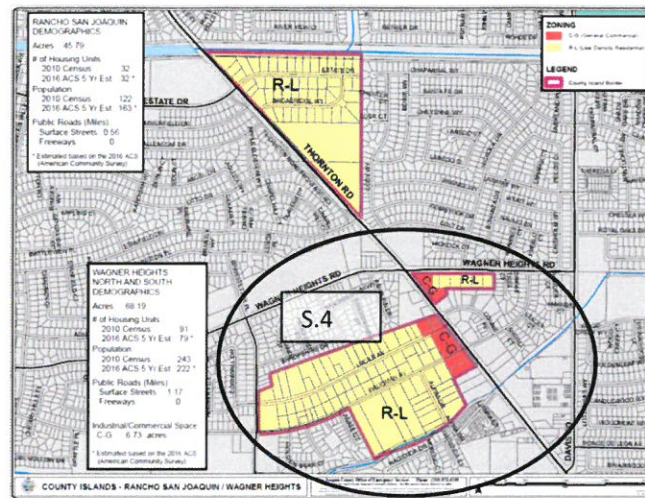


General Information	
Sphere of Influence	Stockton
Within SOI 10-year Planning Horizon	Yes
Acreage	45.79 acres
Population	163
# Housing Units	32
General Plan	Low Density Residential
Zoning	Low Density Residential
Public Roads	.56 miles
Total Property Tax Revenue	\$141,695

Service Provision	
Sewer	None
Water	Maintenance District 50
Storm Drainage	Maintenance District 50
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Lincoln Rural Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Lodi Unified School District

## S.4 Wagner Heights North and South

These two islands were a part of a larger Wagner Heights Island. In 1991 the City requested annexation of just a portion of the island although if annexed would split the larger island in two. The Commission gave its approval and determined that the annexation would still leave a reasonable serviceable boundary.



General Information	
Sphere of Influence	Stockton
Within 10-year SOI Planning Horizon	Yes
Acreage	68.19 acres
Population	222
# Housing Units	79
General Plan	Low Density Residential and General Commercial
Zoning	Low Density Residential and General Commercial
Public Roads	1.17 miles
Total Property Tax Revenue (2 areas	\$176,035

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Lincoln Rural Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Lodi Unified School District

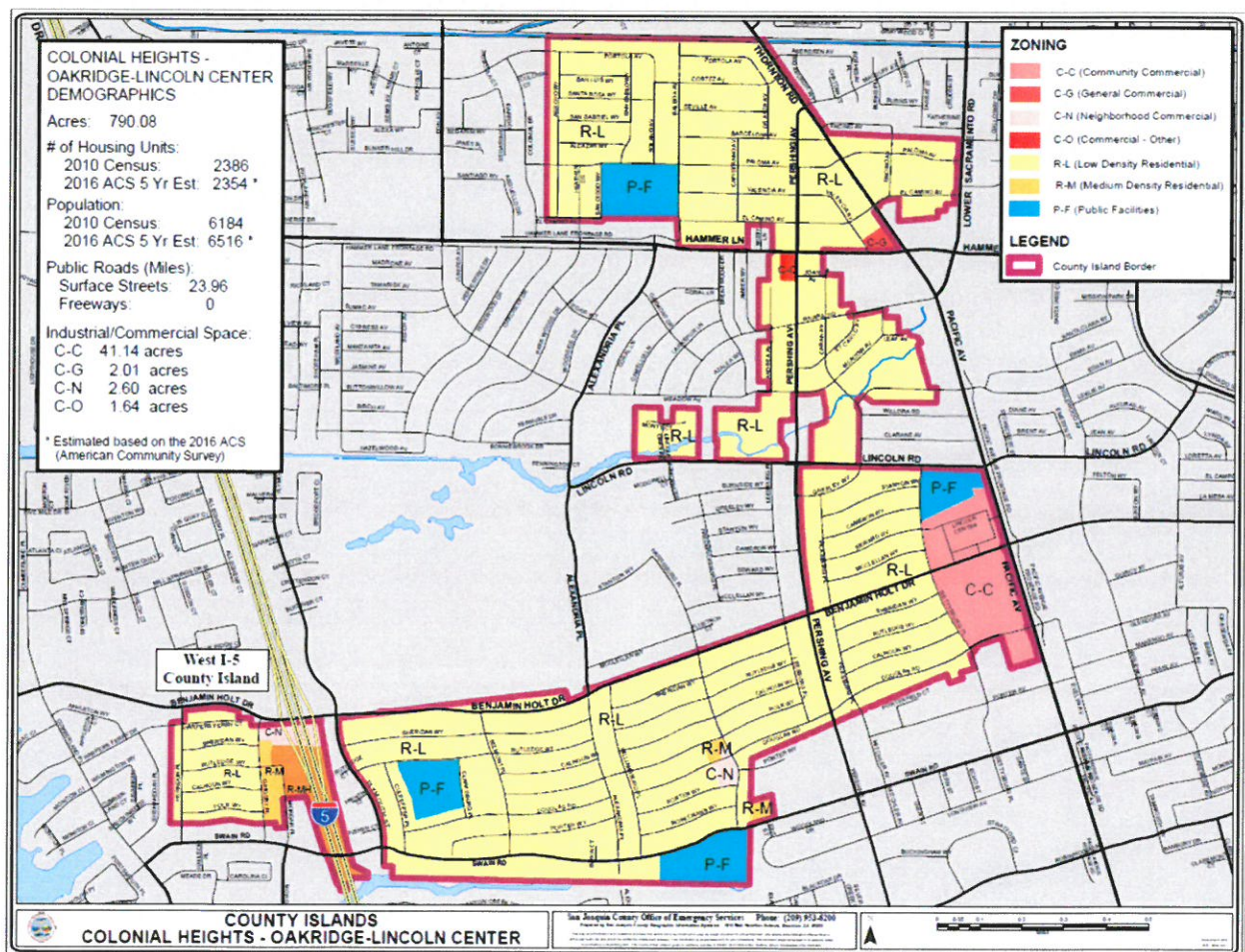
## S. 5 Colonial Heights-Oakridge-Lincoln Village-Swenson Park

The unincorporated area shown on the map below is connected by 645 feet of road to the Lincoln Center unincorporated island. Sewer and water services are provided to residents north of Hammer Lane by the Colonial Heights Maintenance District. Residents are not on metered water and pay an annual fee of \$940 and \$816 for sewer. Through a Proposition 218 process, residents approved an annual adjustment factor for the service fees.

Sewer, water, and storm drainage services are provided to residents south of Lincoln Road by the Lincoln Village Maintenance District. Residents are not on metered water and pay an annual fee of \$818, \$686 for sewer and \$5 for Drainage. Through a Proposition 218 process, residents approved an annual adjustment factor for the service fees.

The Lincoln Village shopping center is located in this island and the Center is likely to generate more than a \$1 million in annual gross taxable sales. Proposed annexation areas that exceed \$1 million in sales tax are subject to a separate tax sharing agreement between the County and City.

The unincorporated area between Colonial Heights and Lincoln Center receive no municipal services from the City or County.

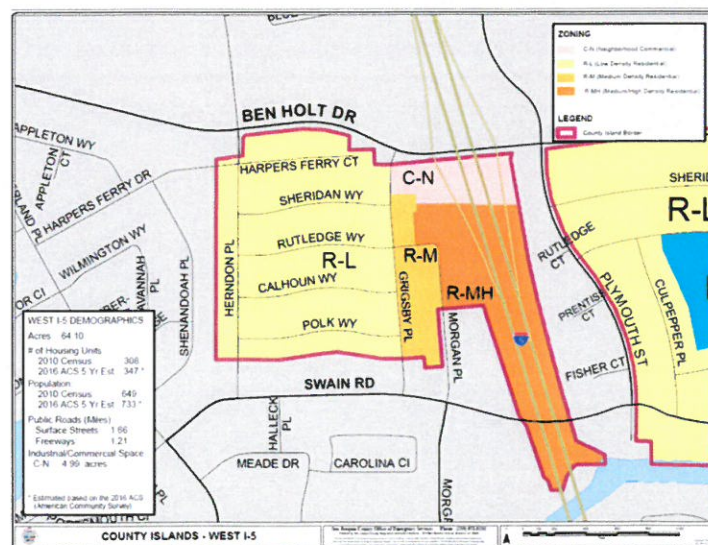


General Information	
Sphere of Influence	Stockton
Within the SOI 10-year Planning Horizon	Yes
Acreage	790.08
Population	6,516
# Housing Units	2,354
General Plan	Commercial-Other, General Commercial, Low Density Residential, Public Facilities
Zoning	Commercial-Other, General Commercial, Low Density Residential, Public Facilities
Public Roads	23.96 miles

Service Provision	
Sewer	Colonial Heights Maintenance District Lincoln Village Maintenance District
Water	Colonial Heights Maintenance District Lincoln Village Maintenance District
Storm Drainage	Lincoln Village Maintenance District only
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Lincoln Rural Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Lincoln Unified School District

## S. 6 West I-5

This island has been in existence since 1966 when Lincoln Village West annexed to the City of Stockton. Lincoln Village West was proposed as a 600 acre subdivision that was highly publicized and described as the first community in Stockton with a direct link to the Delta waterways. The West I-5 island area was not included in the Lincoln Village West development plan and remain as unincorporated land.

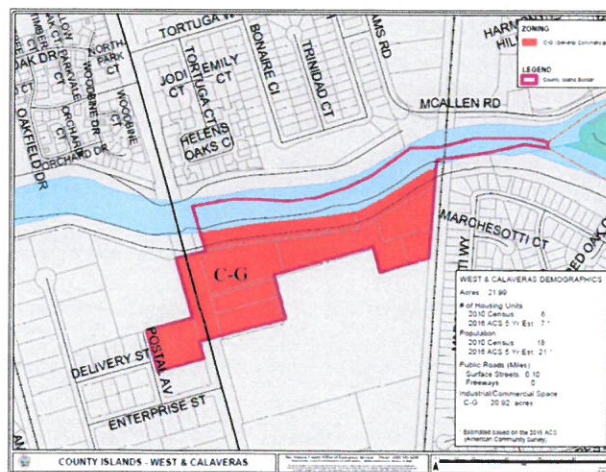


General Information	
Sphere of Influence	Stockton
Within 10-year SOI Planning Horizon	Yes
Acreage	64.10 acres
Population	733
# Housing Units	347
General Plan	Mix of Low, Medium, and High Density Residential, and General Commercial
Zoning	Mix of Low, Medium, and High Density Residential, and General Commercial
Public Roads	1.66 Surface Streets & 1.21 Freeway
Total Property Tax Revenue	\$270,382

Service Provision	
Sewer	Lincoln Village Maintenance District
Water	Lincoln Village Maintenance District
Storm Drainage	Lincoln Village Maintenance District
Irrigation	Stockton East Water District
Reclamation District	Reclamation District #1608
Fire	Lincoln Rural Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Lodi Unified School District

## S.7: Weber Grant

This island was created in 2003 with the annexation of the residential subdivision located to the east of the island. The unincorporated pocket, however, is separated from the subdivision by the Union Pacific Railroad. The island consists mainly of vacant industrial and commercial land, a cocktail bar, and various small offices and shops.

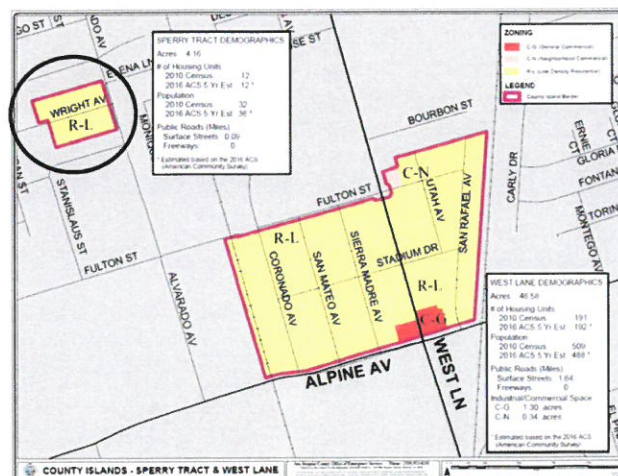


General Information	
Sphere of Influence	City of Stockton
Within SOI 10-Year Planning Horizon	Yes
Acreage	21.99 acres
Population	21
# Housing Units	7
General Plan	General Commercial
Zoning	General Commercial
Public Roads	10 miles
Total Property Tax Revenue	\$21,019

Service Provision	
Sewer	None
Water	Cal Water
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Eastside Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Stockton Unified School District

## S.8 Sperry Tract

The Sperry Tract county pocket is 4.16 acres and consists of 10 residential lots. This island was created when the Commission approved the annexation of the 1991 Calaveras Estates Reorganization to Stockton for the development of a residential subdivision. The City anticipated that if the 10 residential lots were included with the project the estimated 22 voters residing on those lots would protest resulting in the termination of the annexation. The Commission considered the proposed annexation project as an “in-fill” project and determined that the law restricting creation of an island would be detrimental to the orderly development of the city and approved the annexation.

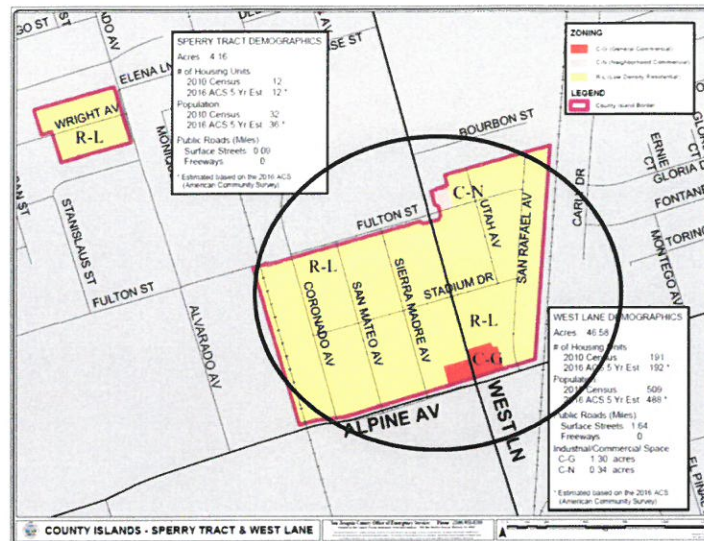


General Information	
Sphere of Influence	Stockton
Within SOI 10-Year Planning Horizon	Yes
Acreage	4.16 acres
Population	36
# Housing Units	12
General Plan	Low Density Residential
Zoning	Low Density Residential
Public Roads	0.09 miles
Total Property Tax Revenue	\$11,998

Service Provision	
Sewer	None
Water	Cal Water
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Lincoln Rural Fire District
Law Enforcement	County
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Stockton Unified School District

## S.9 West Lane

This unincorporated island is the leftover portion of a much larger unincorporated island that exceeded the 150 acre limit to annex under LAFCo's island provision without a protest hearing. In 2011, the San Joaquin Rail Road Commission seeking to annex their property for a train maintenance yard was asked by the Commission to make a diligent effort to encourage other properties within the island to annex into the City. They were successful in including 37 additional properties to their project but the residents that are now within this remaining unincorporated island protested the annexation. This unincorporated island is within two rural fire districts, Lincoln and Eastside Rural Fire Districts. But since both rural fire districts contract with the City of Stockton to provide fire service residents receive the same level of service.

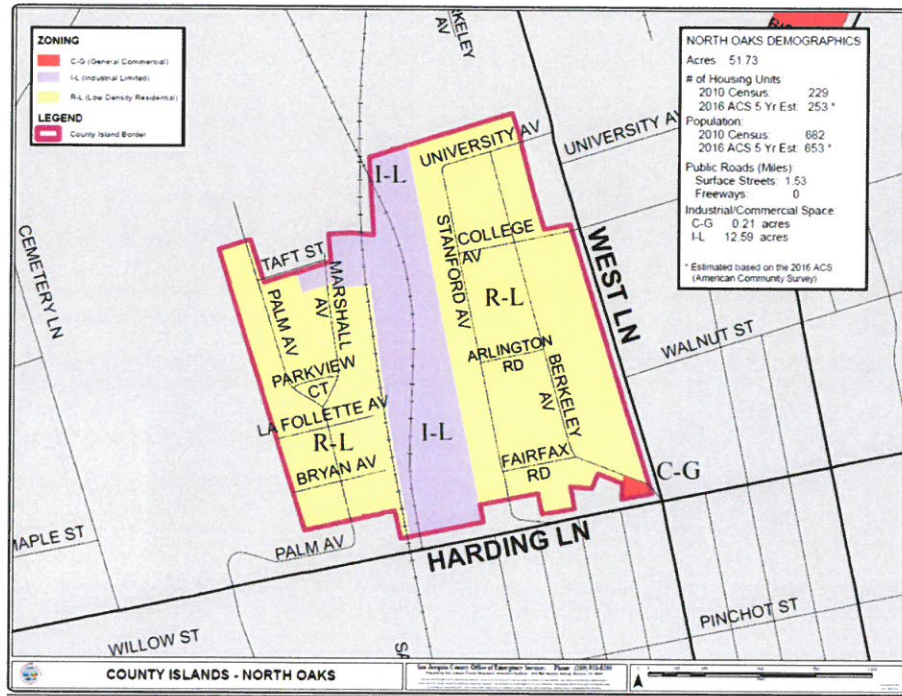


General Information	
Sphere of Influence	Stockton
Within SOI 10-Year Planning Horizon	Yes
Acreage	46.58 acres
Population	488
# Housing Units	192
General Plan	Low Density Residential, General Commercial, Neighborhood Commercial
Zoning	Low Density Residential, General Commercial, Neighborhood Commercial
Public Roads	1.64 miles
Total Property Tax Revenue	\$66,087

Service Provision	
Sewer	City of Stockton Assessment District
Water	Cal Water
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Lincoln Fire Protection District and Eastside Rural Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County

## S.10 North Oaks

This unincorporated island is the leftover southern portion of a much larger unincorporated island that as a whole exceeded the 150 acre limit to annex under LAFCo's island provision without a protest hearing. In 2011, the San Joaquin Rail Road Commission seeking to annex their property for a train maintenance yard was asked by the Commission to make a diligent effort to encourage other properties within the island to annex into the City. They were successful in including 37 additional properties to their project but the residents that are now within this remaining unincorporated island indicated they would protest the annexation. The island annexation procedure now applies to this area.

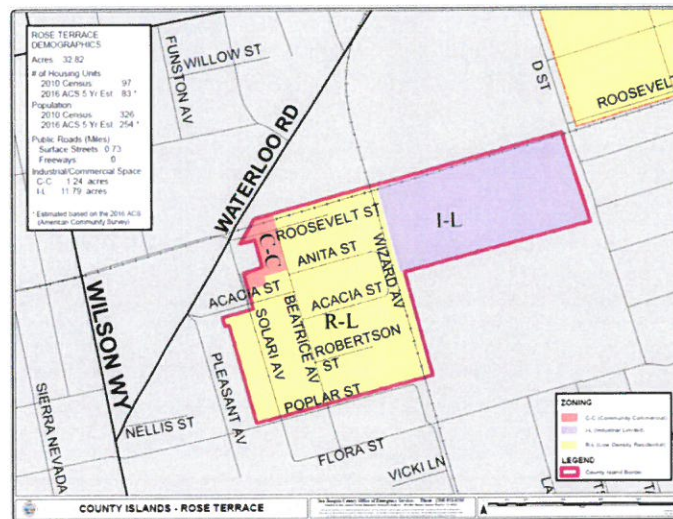


General Information	
Sphere of Influence	Stockton
Within SOI 10-Year Planning Horizon	Yes
Acreage	51.73 acres
Population	653
# Housing Units	253
General Plan	Low Density Residential, Community Commercial, Light Industrial
Zoning	Low Density Residential General Commercial, Light Industrial
Public Roads	1.53
Total Property Tax Revenue	\$32,282

Service Provision	
Sewer	City of Stockton Assessment District
Water	Cal Water
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Lincoln Fire Protection District
Law Enforcement	County
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County

### S. 11 Rose Terrace

This island was created in 1960s. The island is comprised mostly of residential homes many built in the 1920s and 1930. The large 9.29 acre parcel on the east is owned by a food processing plant located on Waterloo Road. The food processing plant has property that is within the city limits and a portion outside the city limits.



General Information	
Sphere of Influence	Stockton
Within SOI 10-Year Planning Horizon	Yes
Acreage	32.82 acres
Population	254
# Housing Units	83
General Plan	
Zoning	Community Commercial, Light Industrial, Low Density Residential
Public Roads	.73 miles
Total Property Tax Revenue	\$16,422

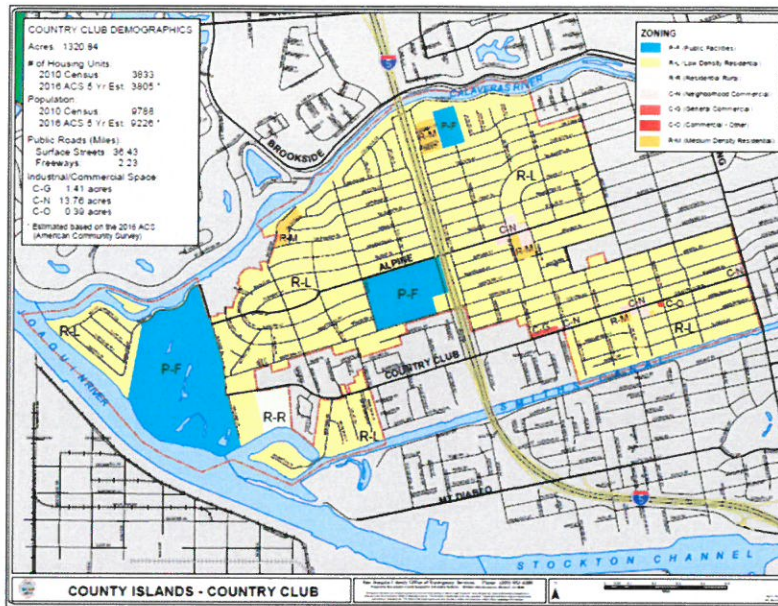
Service Provision	
Sewer	East Stockton Sanitary Sewer Project
Water	Cal Water
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	Eastside Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Stockton Unified School District

## S.12 Country Club

The Country Club area is Stockton's largest unincorporated island consisting of 1,381 acres, 3,805 housing units and approximately 9,226 residents. The area is served by the Tuxedo-Country Club Rural Fire District, Country Club Sanitary Sewer District, the Pacific Gardens Sanitary Sewer District, and Reclamation District 1614-Smith Tract.

The County Public Works Department (DPW) operates the Pacific Gardens Sanitary District for a portion of the island. DPW maintains the sanitary sewer lines and conveys sewage to the City of Stockton regional treatment plant for approximately 7,000 residents. The Country Club Sanitary Sewer District is an independent district and serves approximately 2,400 residents. The remaining parcels within the Country Club island are on private septic.

The unincorporated island is within Reclamation District 1614-Smith Tract (RD 1614) which was formed in 1914 to provide drainage, irrigation, and complete reclamation of lands. RD 1614 is working to regain certification for providing protection against 100-year flood events. The district has been collecting assessment fees to fund a floodgate project for the Smith Canal levee which when completed will offer 200-year flood protection. The project will close off the Smith Canal during high flow and tide events to provide flood protection. It is anticipated that the project will be completed by 2018-2019.

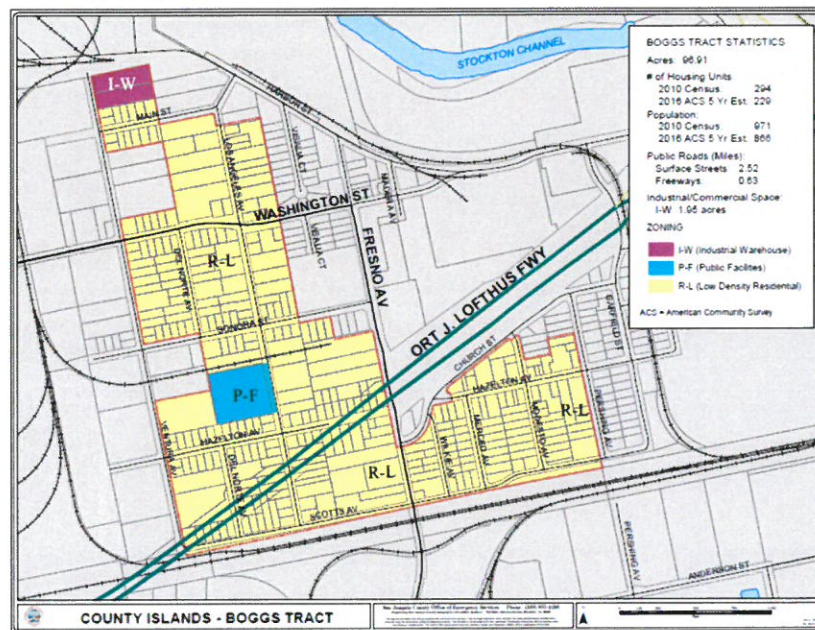


General Information	
Sphere of Influence	Stockton
Within the SOI 10-year Planning Horizon	Yes
Acreage	1,320.80 acres
Population	9,226
# Housing Units	3,805
General Plan	Low and Medium Density Residential, Public Facilities, Neighborhood Commercial, General Commercial, Commercial-Other
Zoning	Rural, Low and Medium Density Residential, Public Facilities, Neighborhood Commercial, General Commercial, Commercial-Other
Public Roads	36.43 miles surface streets, 2.23 miles freeway

Service Provision	
Sewer	Pacific Gardens and Country Club Sanitary Sewer Districts (portion)
Water	Cal Water
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	Reclamation District #1614-Smith Tract
Fire	Tuxedo-Country Club Rural Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County Service Area 2 (portion)
Education	Stockton Unified School District

### S. 13 Boggs Tract

This unincorporated island has been in existence since the early 1950s. It mainly consists of single-family homes, an elementary school and a community center. Several public entities such as the State, City of Stockton, Stockton Port District, and East Bay Municipal Utility District also own property within the area. The Boggs Tract community is surrounded by the Stockton Port and various industrial uses as well as multiple railways and the recently extension of Highway 4. In the past Community Development Block Grant Funds have been invested in the Boggs Tract community to install and upgrade some of its infrastructure. Various public agencies provide services to the community including street lighting, parks and recreation services, and social services. Boggs Tract is within Reclamation District #404. The community has its own fire district which contracts with the City of Stockton for fire service.

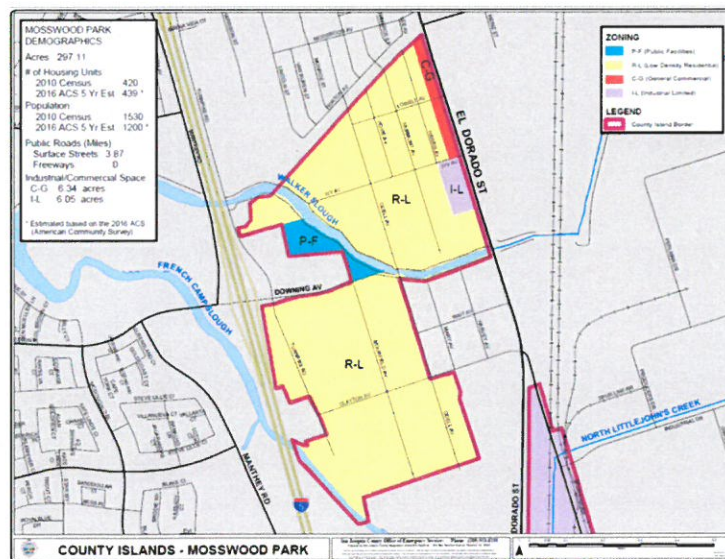


General Information	
Sphere of Influence	Stockton
Within the SOI 10-year Planning Horizon	Yes
Acreage	96.91 acres
Population	229
# Housing Units	866
General Plan	Low Density Residential, Limited Industrial
Zoning	Low Density Residential, Public Facilities, Warehouse Industrial
Public Roads	2.52 Streets, .63 Freeway

Service Provision	
Sewer	None
Water	Cal Water
Storm Drainage	Stockton
Irrigation	Stockton East Water District
Reclamation District	Reclamation District No. 404
Fire	Boggs Tract Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County Service Area No. 1
Education	Stockton Unified School District

#### S.14 Mosswood Park

This island located in south Stockton was created by the 2,000-acre Weston Ranch acre annexation in 1988. In its approval of the Weston Ranch annexation the Commission made a finding that the statute prohibiting the creation of an island would be detrimental to the orderly development of the city. State and federal funding has been used in the area to improve and upgrade major infrastructure system for sewer service.

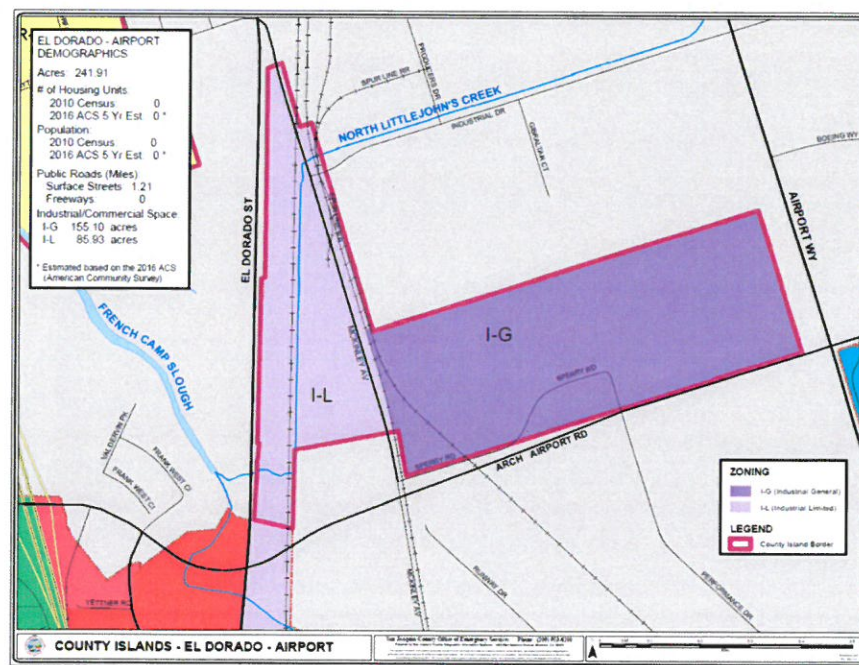


General Information	
Sphere of Influence	Stockton
Within the SOI 10-year Planning Horizon	Yes
Acreage	297.11 acres
Population	1,200
# Housing Units	439
General Plan	Low Density Residential, Public Facilities, General Commercial, Limited Industrial
Zoning	Low Density Residential, Public Facilities, General Commercial, Limited Industrial
Public Roads	3.87 miles

Service Provision	
Sewer	Mosswood Sewer Project, Taft Improvement District 52
Water	Cal Water
Storm Drainage	Stockton
Irrigation	Stockton East Water District
Reclamation District	None
Fire	French Camp-McKinley Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County Service Area #8-Taft
Education	Stockton Unified School District

### S.15 El Dorado-Airport

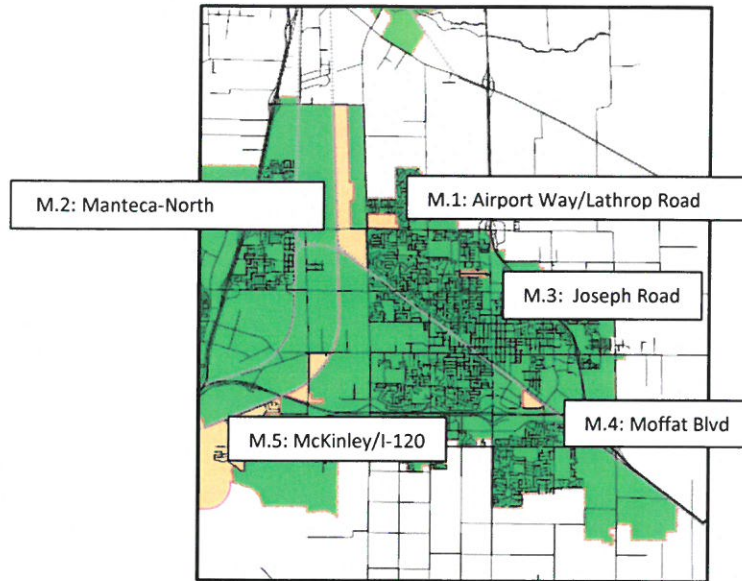
The unincorporated island on Airport Way is mostly in industrial uses. There are no city services provided to this area.



General Information	
Sphere of Influence	Stockton
Within the SOI 10-year Planning Horizon	Yes
Acreage	241.91 acres
Population	0
# Housing Units	0
General Plan	General and Limited Industrial
Zoning	General and Limited Industrial
Public Roads	1.21 miles

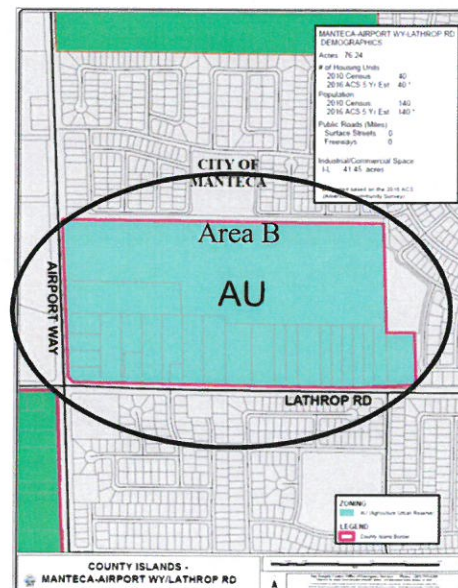
Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	Stockton East Water District
Reclamation District	None
Fire	French Camp-McKinley Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Manteca Unified School District

## CITY OF MANTECA



### M.1 Airport Way/Lathrop Road

This island (Area B) was created in 2012 under the Northwest Airport Way annexation. The City's request was broken down into three annexation areas as shown below: Area A consisted of land for the CenterPoint Intermodal Facility; Area B consisted of rural residential homes; and Area C consisted of rural residential homes, agricultural and vacant lands. The Commission considered the three areas for annexation independently and approved all three areas subject to protest proceedings. Voters within the Airport Way-Lathrop Road (Area B) protested annexation into the City. Area A had insufficient protests and it annexed into the City resulting in the creation of the island to the immediate west of Area A. There were sufficient protests in Area C and that area also remained in the County.

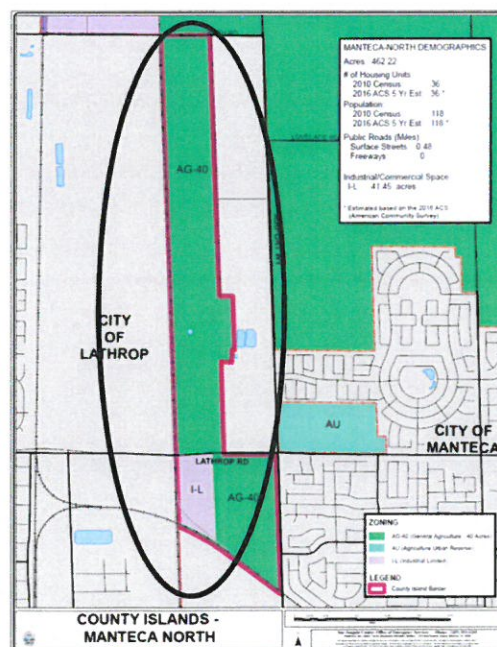


General Information	
Sphere of Influence	Manteca
Within the SOI 10-year Planning Horizon	Yes
Acreage	76.24 miles
Population	140
# Housing Units	40
General Plan	Low Density Residential
Zoning	Agriculture Urban Reserve-20 acres
Public Roads	0
Total Property Tax Revenue	\$30,372

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	South San Joaquin Irrigation District
Reclamation District	None
Fire	Lathrop-Manteca Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County

## M.2 Manteca-North

See Airport Way/Lathrop Road above.

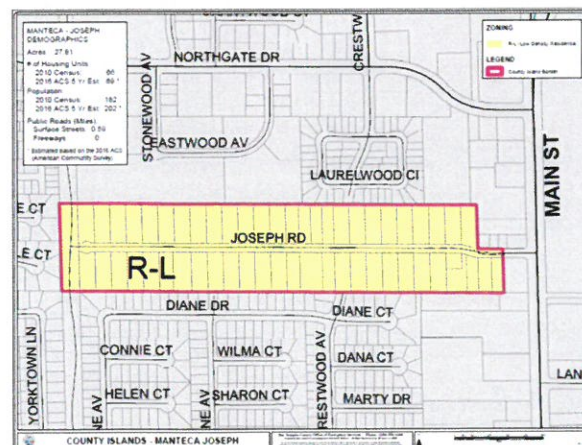


General Information	
Sphere of Influence	Manteca
Within the SOI 10-year Planning Horizon	Yes
Acreage	462.22 acres
Population	118
# Housing Units	36
General Plan	Agriculture Urban Reserve Light Industrial
Zoning	Agriculture Urban Reserve-40 acres Light Industrial
Public Roads	.48 miles
Total Property Tax Revenue	\$38,064

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	South San Joaquin Irrigation District
Reclamation District	None
Fire	Lathrop-Manteca Fire District
Law Enforcement	County
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Manteca Unified School District

### M.3 Joseph Road

This island was created in January 1980 when an annexation north of the site was approved enclosing this residential area into an unincorporated pocket. The Commission approved the annexation with a condition that the City adjust their boundary map to include the Joseph Road territory. The City instead submitted the results of an informal survey that indicated 82% of the Joseph Road residents did not want to annex to the City. The Commission approved the annexation without the Joseph Road properties thereby creating an unincorporated island.

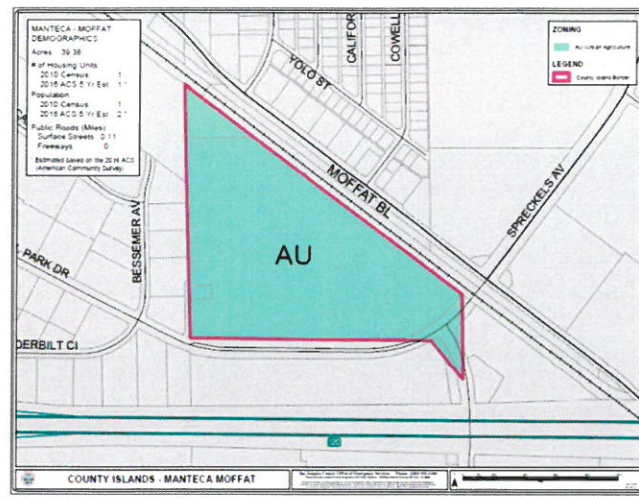


General Information	
Sphere of Influence	Manteca
Within the SOI 10-year Planning Horizon	Yes
Acreage	27.81 acres
Population	202
# Housing Units	69
General Plan	Low-Density Residential
Zoning	Low-Density Residential
Public Roads	.59 Miles
Total Property Tax Revenue	\$38,012

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	South San Joaquin Irrigation District
Reclamation District	None
Fire	Lathrop-Manteca Fire Protection District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Manteca Unified School District

#### **M. 4 Moffat Boulevard**

The island was created in 1995. The territory was in agricultural uses and under a Williamson Act Contract and a Notice of Non-Renewal had not been filed by the owner and was not considered for annexation. Although there are restrictions in the law for annexations that result in the creation of an island, the Commission may allow an “island” if it finds that a restriction would be detrimental to orderly development of the City. The large parcel remains under a Williamson Act Contract and does not qualify for an island annexation as the land is prime agriculture.

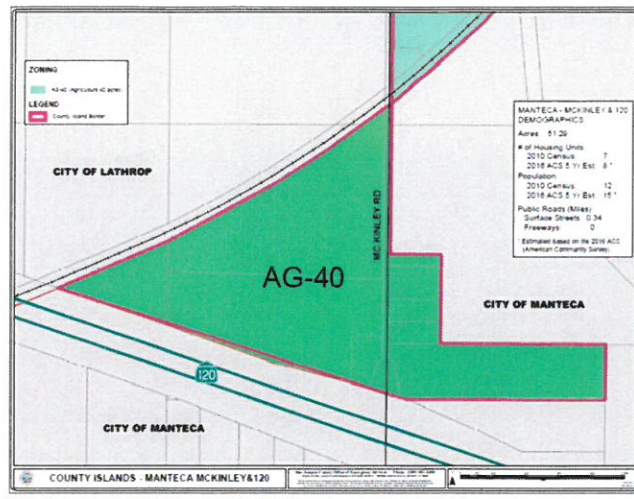


General Information	
Sphere of Influence	Manteca
Within the SOI 10-year Planning Horizon	Yes
Acreage	39.38 miles
Population	2
# Housing Units	1
General Plan	Light Industrial
Zoning	Agriculture Urban Reserve-20 acres
Public Roads	.11 miles
Total Property Tax Revenue	\$2,640

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	South San Joaquin Irrigation District
Reclamation District	None
Fire	Lathrop-Manteca Fire Protection District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Manteca Unified School District

## M.5 McKinley/I-120

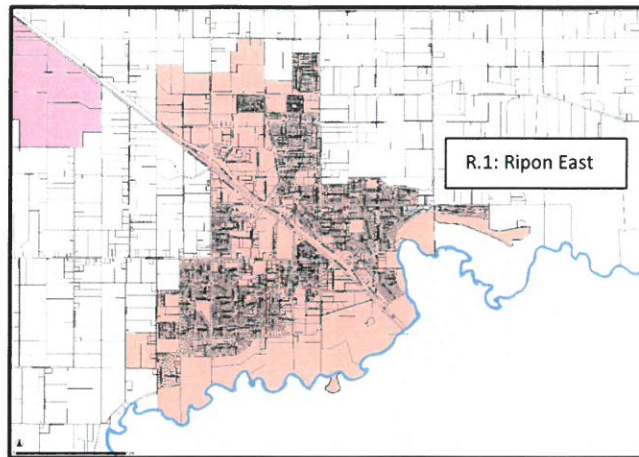
This territory sits between the City of Manteca to the east and the City of Lathrop to the west. The territory is considered an island if it is surrounded or substantially surrounded by the annexing city or by the annexing city and an adjacent city. The Commission further determined that in its policies that a subject territory shall be deemed “substantially surrounded” if it is within the sphere of influence of the affected city and if two-thirds (66 2/3%) of its boundary is surrounded by the affected city. This land does not qualify for an island annexation because the land is prime agriculture land.



General Information	
Sphere of Influence	Manteca
Within the SOI 10-year Planning Horizon	Yes
Acreage	51.29 miles
Population	15
# Housing Units	12
General Plan	Agriculture Urban Reserve
Zoning	Agriculture Urban Reserve-20 acres
Public Roads	.34 miles
Total Property Tax Revenue	\$108,623

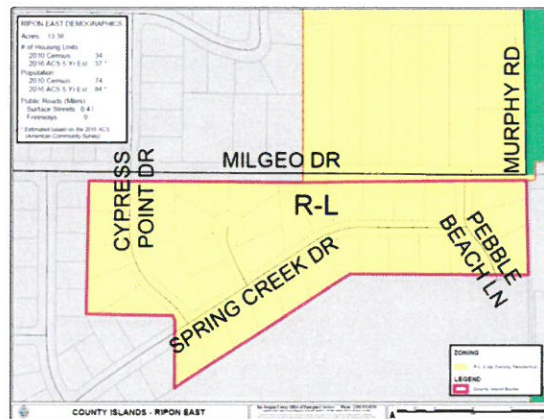
Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	None
Reclamation District	Reclamation District #17 Mossdale
Fire	Lathrop-Manteca Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Manteca Unified School District

## City of Ripon



### R.1 Ripon East

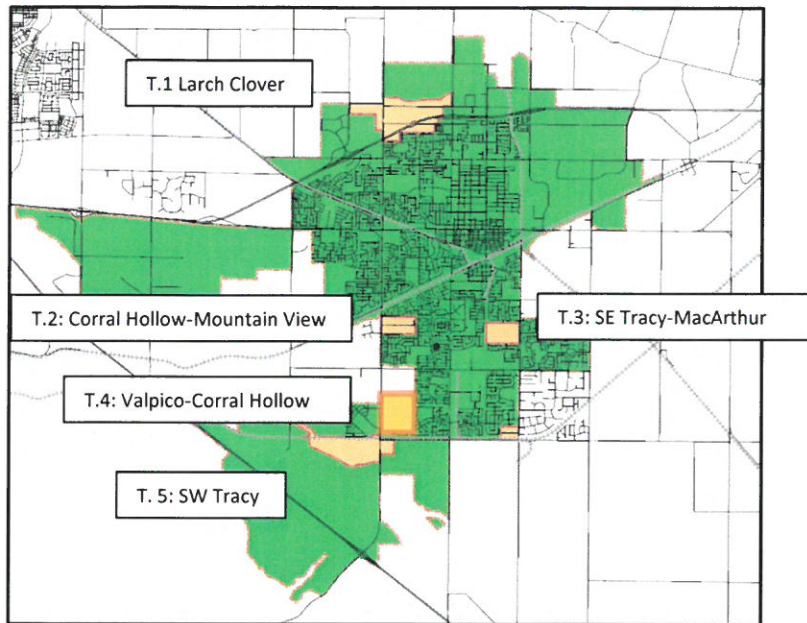
The City of Ripon has one island meeting the Commission's definition of an island. The Spring Creek subdivision is surrounded by the city's boundary by more than 66 2/3%.



General Information	
Sphere of Influence	Ripon
Within the SOI 10-year Planning Horizon	Yes
Acreage	13.38 acres
Population	84
# Housing Units	37
General Plan	Low Density Residential
Zoning	Low Density Residential
Public Roads	.41 miles
Total Property Tax Revenue	\$20,112

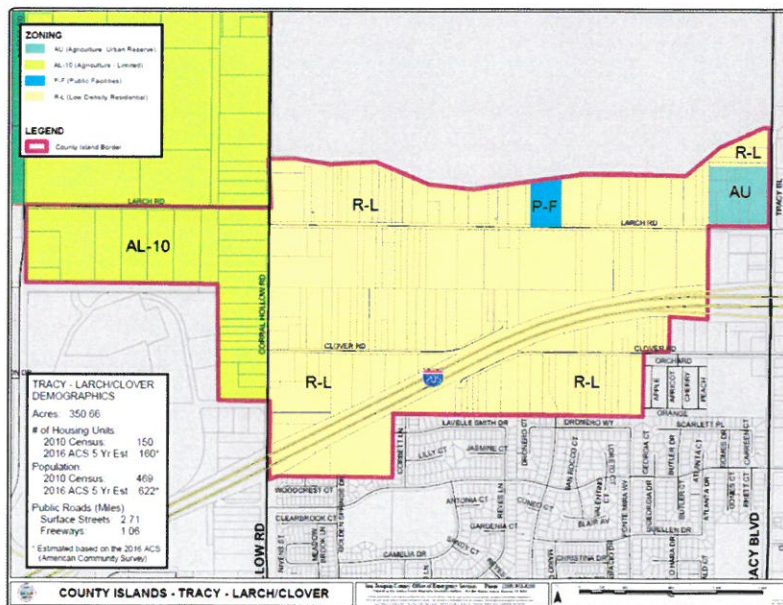
Service Provision	
Sewer	None
Water	Spring Creek Estates
Storm Drainage	Spring Creek Estates
Street Lighting	Spring Creek Estates
Irrigation District	None
Reclamation District	None
Fire	Ripon Consolidated Fire District
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Ripon Unified School District

## CITY OF TRACY



### T.1 Larch Clover

Larch Clover recently became an island with the annexation of the Tracy Holly Sugar Sports Park in 2012. The island is over 350 acres and does not meet the State guidelines of 150 acres or less. In 2004 the City made an attempt to annex 364 acres of the Larch-Clover community area to coincide with the formation of an assessment district. It was estimated that single-family dwelling would be assessed about \$28,000 and an approximate annual payment of \$1,820 to be paid with the property's tax bill. LAFCo held a protest hearing and more than 50% of the property owners protested the annexation.

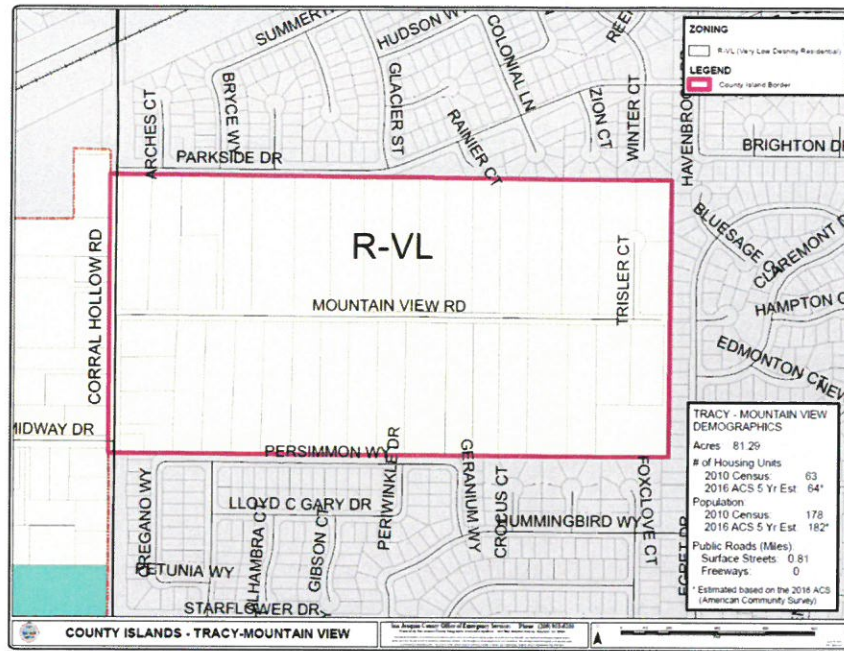


General Information	
Sphere of Influence	Tracy
Within SOI 10-year Planning Horizon	Yes
Acreage	350.66 acres
Population	622
# Housing Units	160
General Plan	Low Density Residential Parks and Recreation Freeway Service Commercial
Zoning	Agriculture-Urban Reserve Limited Agriculture Public Facilities Low Density Residential
Public Roads	2.71 miles surface streets 1.06 miles freeways

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	None
Fire	Tracy Rural Fire District
Reclamation District	RD 1007-Pico Nagle (some northern parcels)
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Tracy Unified School District

## T.2 Corral Hollow-Mountain View

In 1996 when the City annexed the area (Kagehiro Reorganization) south of the Corral Hollow-Mountain View Island, Commissioners expressed concern that an island would be created. Prior to their request for annexation the City held an informational meeting and requested comments from the property owners on Mountain View Road. Of the 43 parcels, the City received 33 letters from owners strongly objecting to being annexed to the City. As a result, the City Council adopted a resolution stating that the City will not petition LAFCo to annex the Mountain View area.

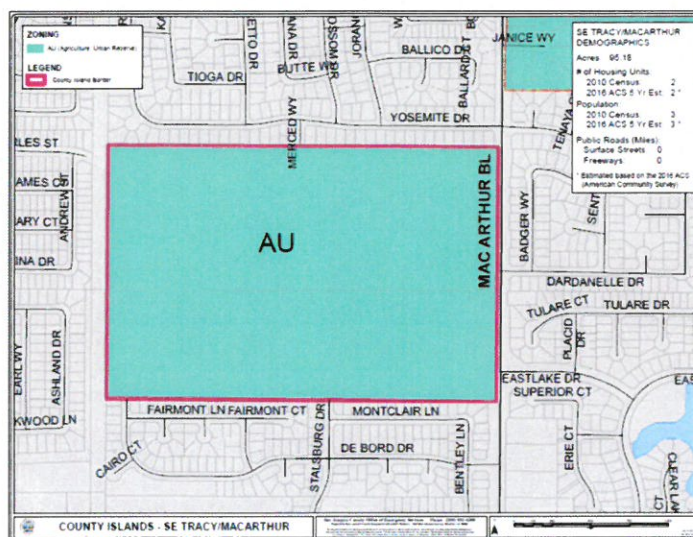


General Information	
Sphere of Influence	Tracy
Within SOI 10-year Planning Horizon	Yes
Acreage	81.29 acres
Population	182
# Housing Units	64
General Plan	Very Low Density Residential
Zoning	Very Low Density Residential
Public Roads	0.81 miles
Total Property Tax Revenue	\$97,539

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	West Side Irrigation District (30 of 42 parcels)
Fire	Tracy Rural Fire District
Reclamation District	None
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Tracy Unified School District

### T.3 SE Tracy/MacArthur Boulevard

The Tracy/MacArthur Boulevard Island was created in 1994. The 95.18 acre island is currently in agricultural production, however it is surrounded by residential subdivisions. It would have to be determined if this island meets annexation under the island provisions as it is not substantially developed or developing based on the availability of public utilities, presence of public improvements or the presence of physical improvements on the parcels within the area and that the island is not prime agricultural land as defined by Government Code Section 56064.

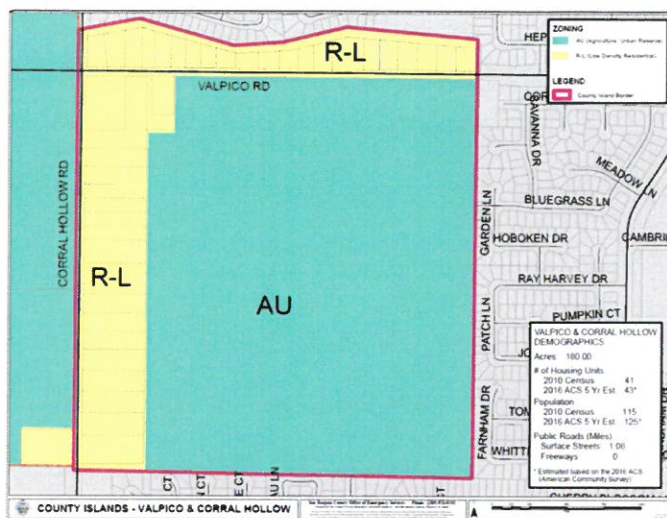


General Information	
Sphere of Influence	Tracy
Within SOI 10-year Planning Horizon	Yes
Acreage	95.18 miles
Population	3
# Housing Units	2
General Plan	Low Density Residential
Zoning	Agriculture Urban Reserve-20 acres
Public Roads	0
Total Property Tax Revenue	\$21,192

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	West Side Irrigation District
Fire	Tracy Rural Fire District
Reclamation District	None
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Tracy Unified School District

## T. 4 Valpico-Corral Hollow

The total area of this is 180 acres and does not meet the state guidelines for annexation under the island provisions. The large 133 acre parcel is in agricultural production and is surrounded by low density residential.

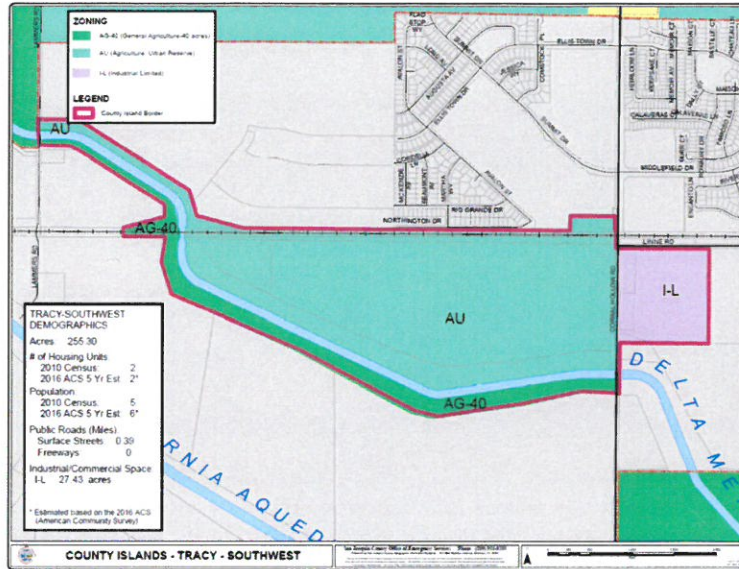


General Information	
Sphere of Influence	Tracy
Within SOI 10-year Planning Horizon	Yes
Acreage	180 acres
Population	125
# Housing Units	243
General Plan	Low Density Residential Open Space/Parks and Recreation
Zoning	Agriculture Urban Reserve Low Density Residential
Public Roads	1.06 miles
Property Tax Revenue	\$104,578

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	Byron Bethany Irrigation District (134 acre parcel only)
Fire	Tracy Rural Fire District
Reclamation District	None
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Tracy Unified School District

## T.5 SW Tracy

More than 150 acres of the total 255 acre island is in Williamson Act. This unincorporated land does not meet state guidelines for annexation under the island provision.



General Information	
Sphere of Influence	Tracy
Within SOI 10-year Planning Horizon	Yes
Acres	255.30 acres
Population	6
# Housing Units	2
General Plan	General Industrial Limited Industrial Agriculture-Urban Reserve
Zoning	General Agriculture-40 acres Agriculture-Urban Reserve Limited Industrial
Public Roads	.39 miles

Service Provision	
Sewer	None
Water	None
Storm Drainage	None
Irrigation	Byron Bethany Irrigation District
Fire	Tracy Rural Fire District
Reclamation District	None
Law Enforcement	County Sheriff
Animal Control	County
Planning	County
Code Enforcement	County
Parks & Recreation	County
Education	Tracy Unified School District

