



10.
6/22/2017

TO: Local Agency Formation Commission
FROM: Crystal M. Craig, Local Government Analyst III

SUBJECT: REPORT ON UNINCORPORATED ISLANDS AND POCKETS.

Commissioner Jeffries raised the island issue at our March 23rd meeting and requested that staff prepare a presentation to the Commission regarding remaining islands in the County and options to move forward. The last workshop on unincorporated islands was presented in 1999, after the passage of Assembly Bill 1555, discussed below.

This report provides a comprehensive list of the existing islands and pockets within Riverside County and a recap of statutes and Commission policies related to island annexations.

For review purposes, staff has identified all unincorporated "islands" and attached is a brief illustrative inventory of "islands" located within Riverside County.

The attached listing identifies two distinct categories of unincorporated islands/pockets. The first category is islands or pockets that are entirely or substantially surrounded by a City, to which the streamlined procedures of Government Code Section 56375.3 could apply. These procedures and qualifying criteria are explained below. The second category is those islands or pockets that do not meet the criteria of Section 56375.3. In all, staff has identified a total of 39 islands/pockets, including potentially up to 12 annexations that could be processed under the streamlined provisions. These are preliminary determinations. If annexation is pursued at some time in the future, the applicability of Section 56375.3 would be analyzed in greater detail.

For reference purposes, we have also provided information on the 10 islands/pockets that have been annexed over the last 17 years.

STATE LAW: Assembly Bill 1555 became effective January 1, 2000. The purpose of the bill was to provide a streamlined procedure for annexation of unincorporated islands. State law had already required

LAFCOs to approve city annexations of surrounded and substantially surrounded areas if they were initiated by resolution. The fundamental effect of AB 1555 was to require LAFCOs to waive protest proceedings when approving qualifying island annexations. The law has changed slightly over the course of the years, but still includes specific criteria the island areas must meet in order for protest to be waived.

Specifically, the Commission, after conducting a public hearing, must approve an annexation to a city and must waive protest proceedings entirely, if all the following criteria are met:

- 1) The annexation is initiated on or after January 1, 2000.
- 2) The annexation is initiated by the affected city.
- 3) The annexation area does not exceed 150 acres.
- 4) The territory must constitute an entire unincorporated island located within the limits of a city, or constitute a reorganization containing a number of individual unincorporated islands.
- 5) The area is surrounded, or substantially surrounded, by the city to which annexation is proposed or by the city and a county boundary or the Pacific Ocean, or surrounded by the city to which annexation is proposed and adjacent cities.
- 6) The annexation area also must be substantially developed or developing.
- 7) The area does not include prime agricultural land.
- 8) The annexation area has received benefits, or will receive benefits from the annexing city.
- 9) The area was surrounded or substantially surrounded before January 1, 2014.

COMMISSION POLICIES: The Commission's adopted Policies & Procedures support the annexation of island areas and discourage the creation of islands and pockets. Policy 2.1.3, specifically encourages the annexation of all islands of unincorporated territory and areas substantially surrounded by a city located within that city's sphere

of influence, as the local provider of services and controls. Under this policy, cities are expected to solicit the opinions of residents and landowners within these areas. Commission Policy 2.1.4 also states that agency boundaries should not be drawn to create an island, corridor or strip either within the proposed territory or immediately adjacent to it. Exceptions are allowed, for example, when the service impact can be mitigated with conditions requiring the city to serve the impacted area.

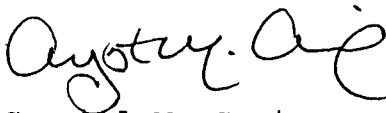
The Commission previously has gone on record supporting the annexation of island areas and encourages cities and the County to take a proactive role in the annexation of inhabited areas in general and islands/pockets in particular. This entails holding outreach meetings for residents and property owners within these areas and providing information on city services and annexation procedures. In the past, staff has attended these outreach meetings. Staff will be sending this report to all the cities as a reminder of the existence of the island areas and the Commission's expectations.

It is important to note that the Commission has limited authority to effect island/pocket annexations. The Commission cannot initiate annexations on its own, island or otherwise. In certain instances, however, the Commission could make the annexation of an area a condition of approval of a requested annexation.

It is recommended that the Commission choose from the following:

1. Review the information and provide direction to staff how to proceed; or,
2. Establish an ad hoc committee to prioritize the islands, and recommend an action plan to the Commission.

Respectfully submitted,



Crystal M. Craig
Local Government Analyst III

Comprehensive list of “Islands” within Riverside County

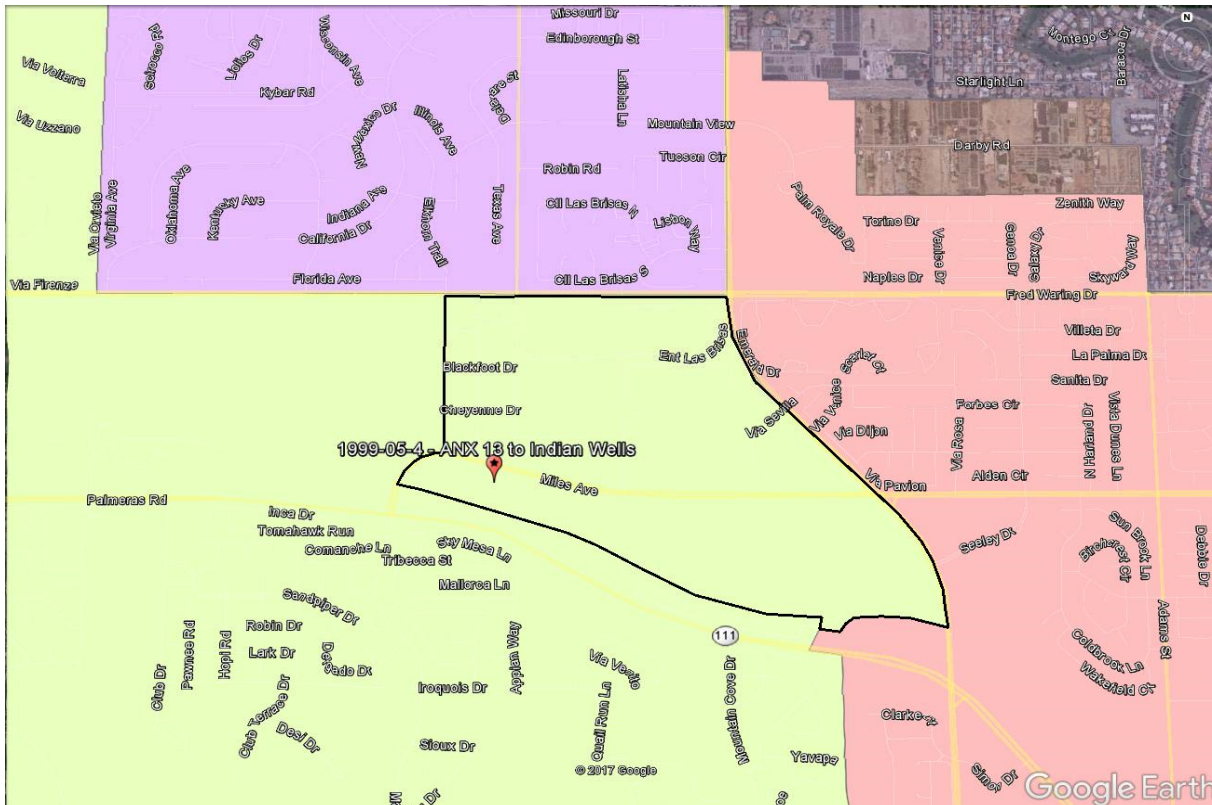
A. Completed “Island” Annexations.

The following are the 11 annexations of islands or pockets that have been annexed over the last 17 years. The following are in chronological order according to LAFCO number.

1. 1999-05-4 - Annexation 13 to the City of Indian Wells.

Location: South of Fred Waring Drive (44th Ave) west of Washington Street, north of Highway 111 and east of Elkhorn Trail.

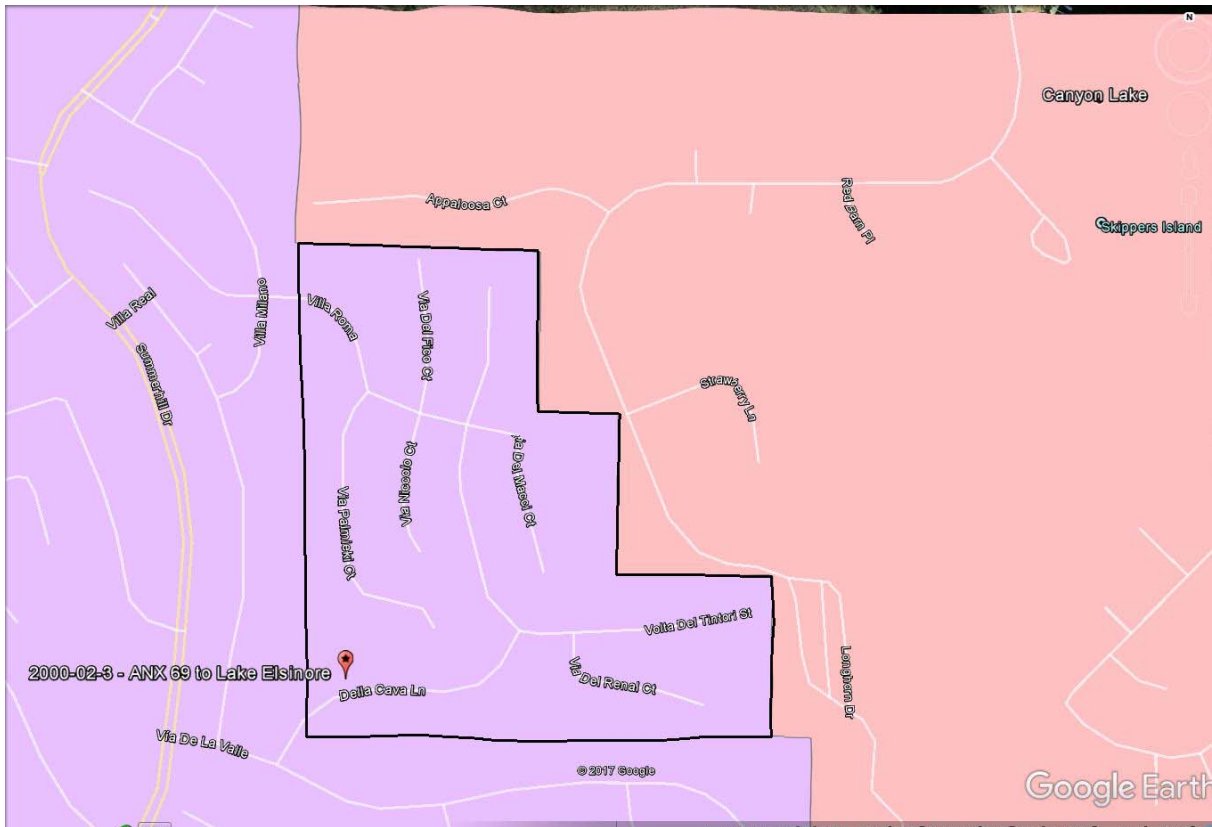
400 acres.



2. 2000-02-3 - Annexation 69 to the City of Lake Elsinore.

Location: South of Appaloosa Ct., and the City of Canyon Lake, west of Longhorn Dr. and the City of Canyon Lake, north of Via De La Valle and the City of Lake Elsinore and east of Villa Valtelena and the City of Lake Elsinore.

69 acres.



3. 2002-23-2 - Annexation 99 to the City of Corona (Green River North).

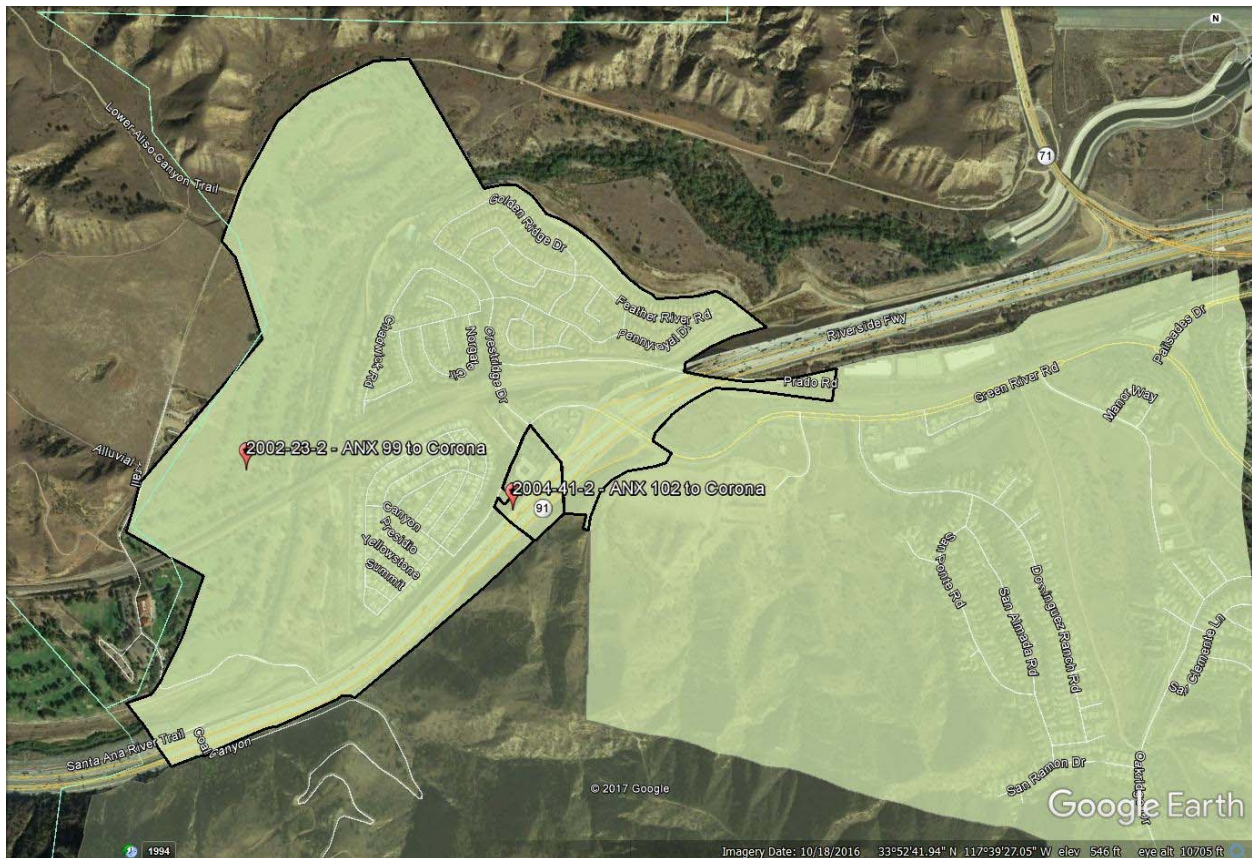
Location: South of the Riverside/San Bernardino County Line, north of State Highway 91, west of Highway 71, and east of the Riverside/Orange County Line.

458.29 acres.

4. 2004-41-2 - Annexation 102 to the City of Corona

Location: South and west of Green River Rd., north of California State Highway 91 and east of the Riverside / Orange County line.

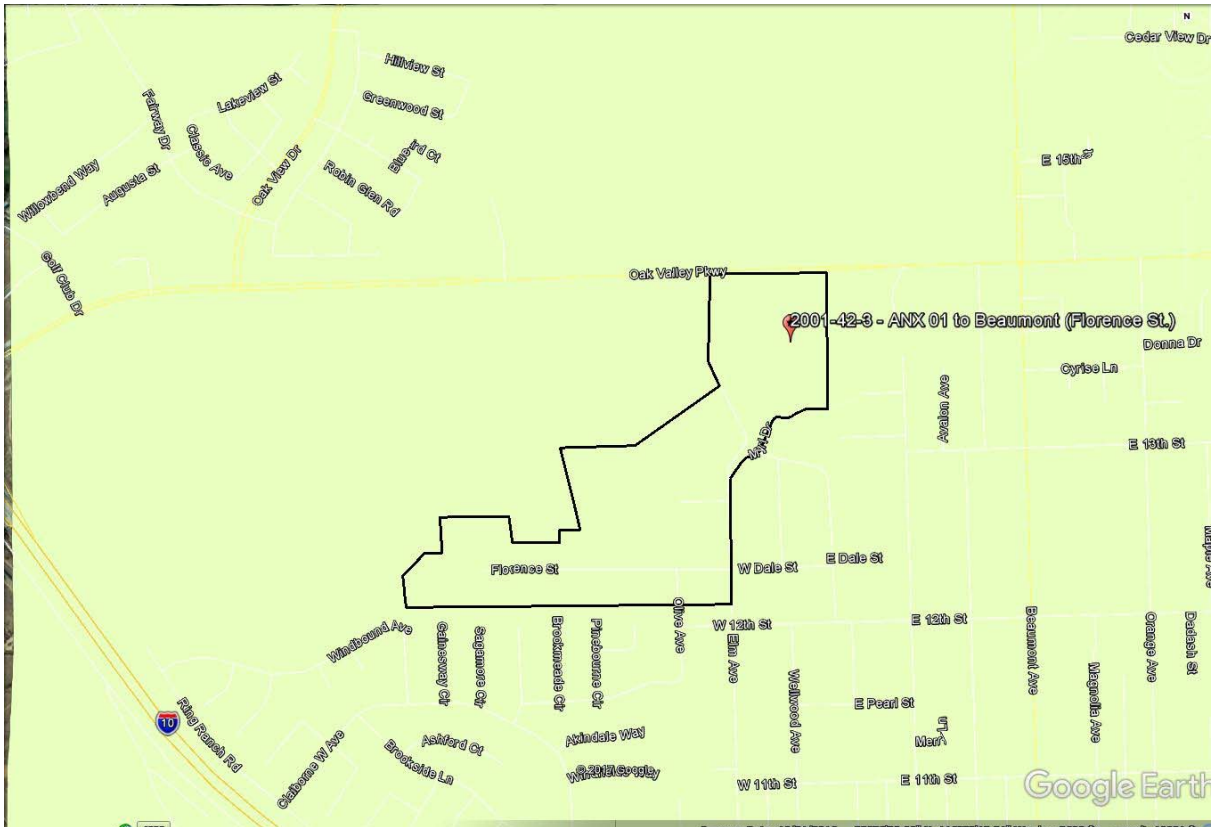
8.6 acres.



5. 2001-42-3 – Annexation 01-ANX-01 to the City of Beaumont (Florence Ave.).

Location: All unincorporated territory south of 14th Street, north of 12th Street, west of Edgar Avenue and east of Interstate 10.

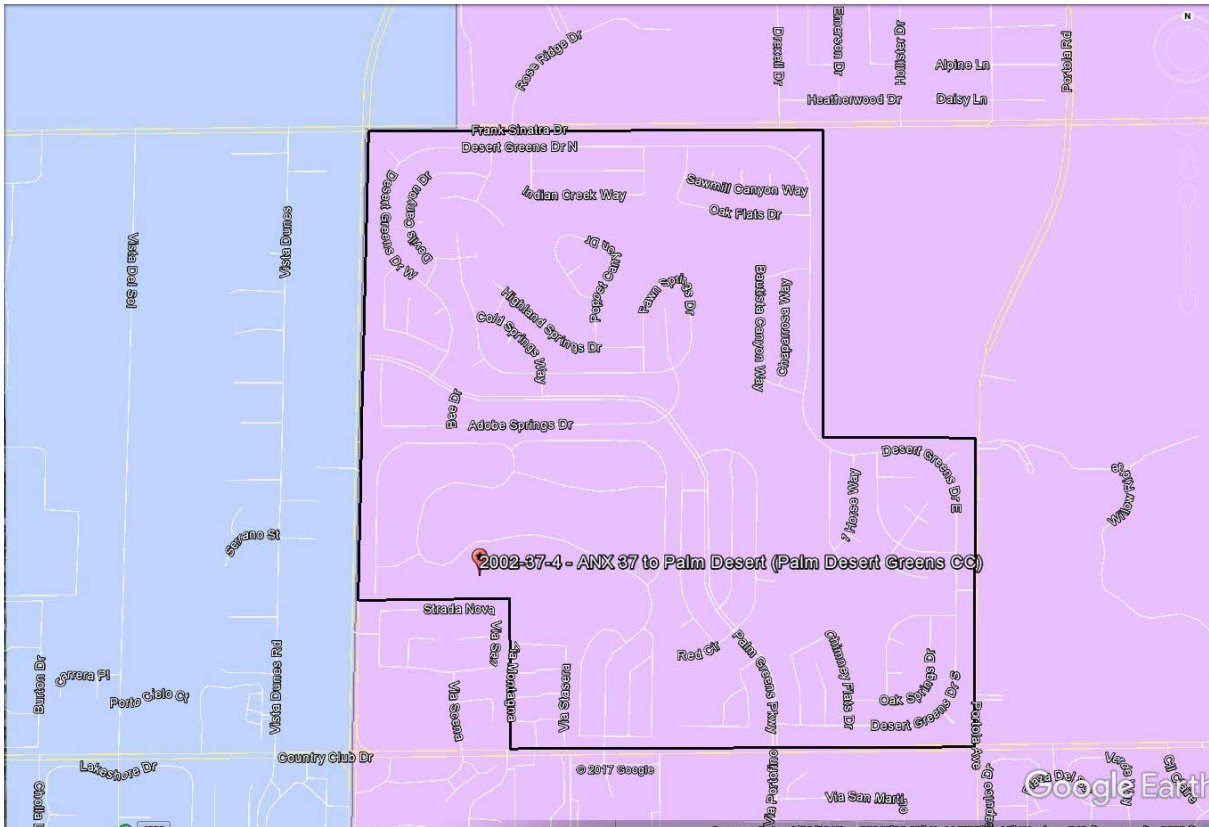
62 acres.



6. 2002-37-4 - Annexation 37 to the City of Palm Desert.

Location: South of Frank Sinatra Drive, north of Country Club Drive, west of Portola Avenue, and east of Monterey Avenue.

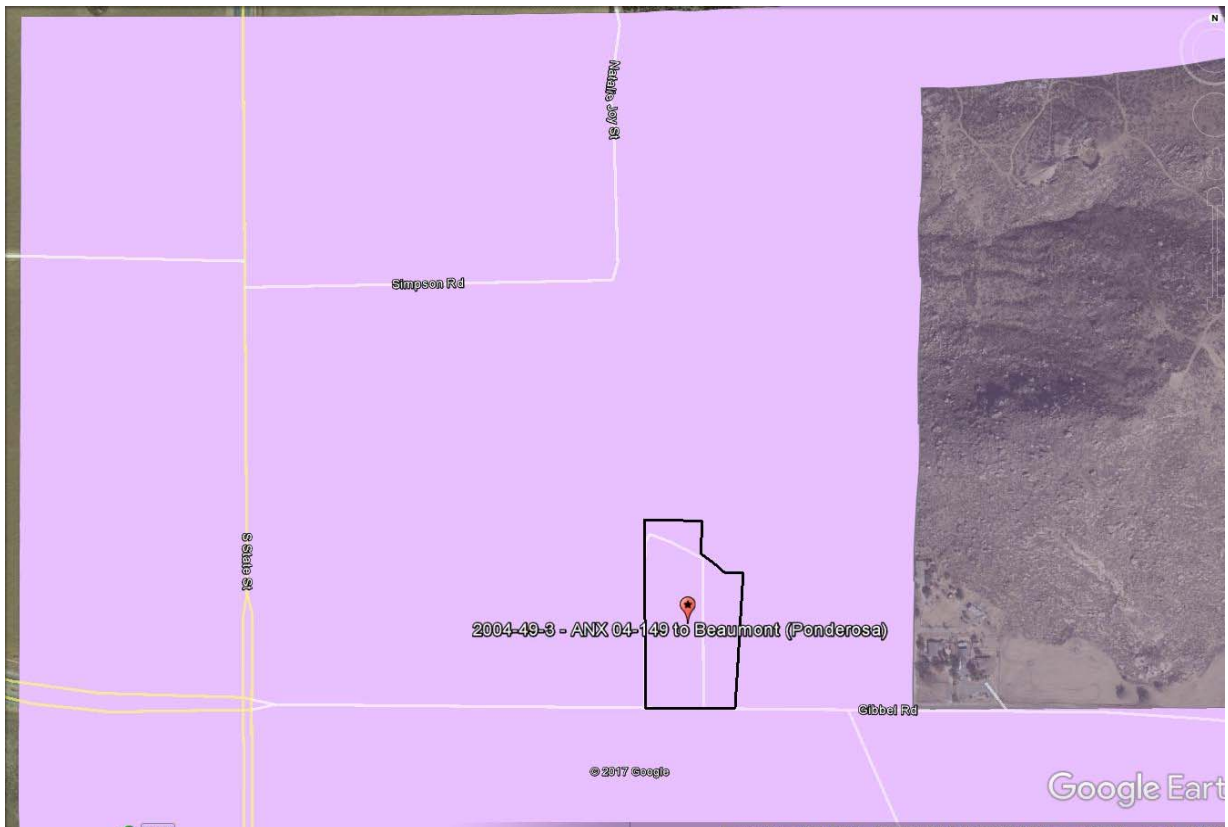
521 acres.



7. 2004-49-3 - Annexation 04-149 to the City of Hemet.

Location: South of the City of Hemet boundaries, east of State St., west of Silver Dew Dr. and north of Gibbel Rd.

6 acres.



8. 2006-13-2 - Annexation 102 to the City of Riverside (Main St.).

Location: South of the Riverside/San Bernardino County Line, east of the Santa Ana River, west of Orange St. and north of Columbia Av.

70 acres.



9. 2007-15-4 – Annexation to the City of Cathedral City (Beckley).

Location: South of Jones Rd., east of Golf Club Dr., west of Cree Rd. and north of State Highway 111.

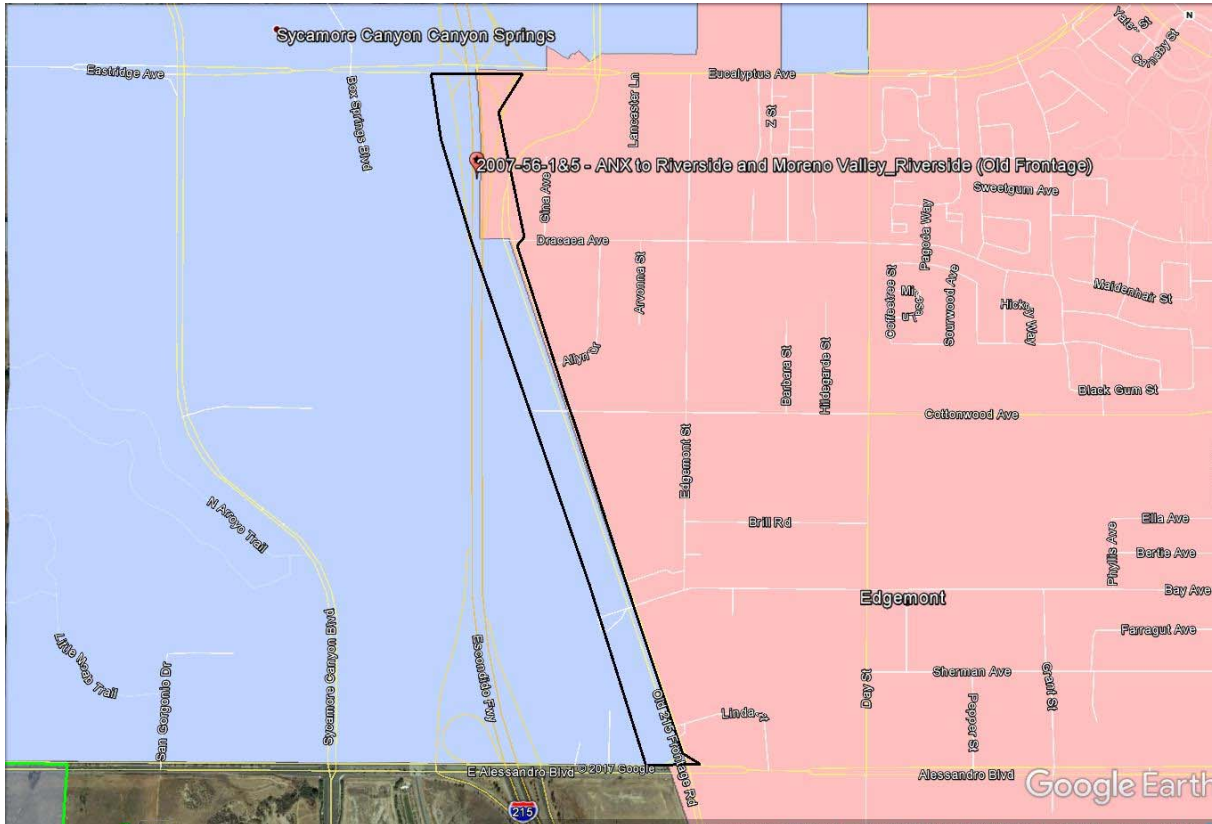
2.76 acres.



10. 2007-56-1 & 5 - Annexation 104 to the City of Riverside and Annexation to the City of Moreno Valley (Old Interstate 215 Right of Way).

Location: South of Eucalyptus Av., east of current Interstate 215, west of Day St. and north of Alessandro Blvd.

46.5 acres.



11.2010-08-4 - Annexation 88 to the City of Indio (Bodell Heights I).

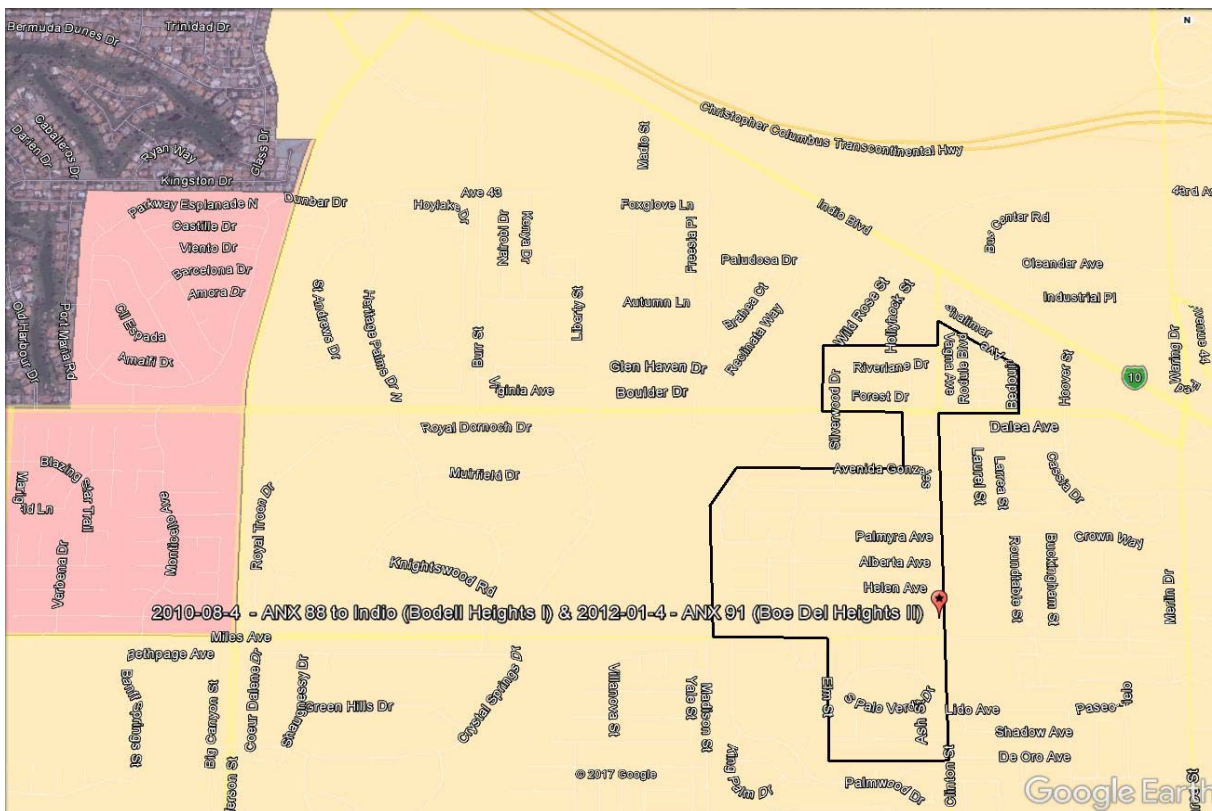
Location: West of Clinton St., south of Indio Blvd., north of Miles Ave., and east of the All American Canal.

89.2 acres.

2012-01-4 - Annexation 91 to the City of Indio (Boe Del Heights II-County Island Area).

Location: West of Clinton St., south of Avenida Romero, north of Palmwood Dr. and Senegal Ct. and east of all the All American Canal.

122.2 acres.



B. Outstanding Islands/Pockets.

Islands identified below will be broken up into two different categories. The first category of islands are outlined in green. These areas are unincorporated islands/pockets, to which Government Code Section 56375.3 could apply.

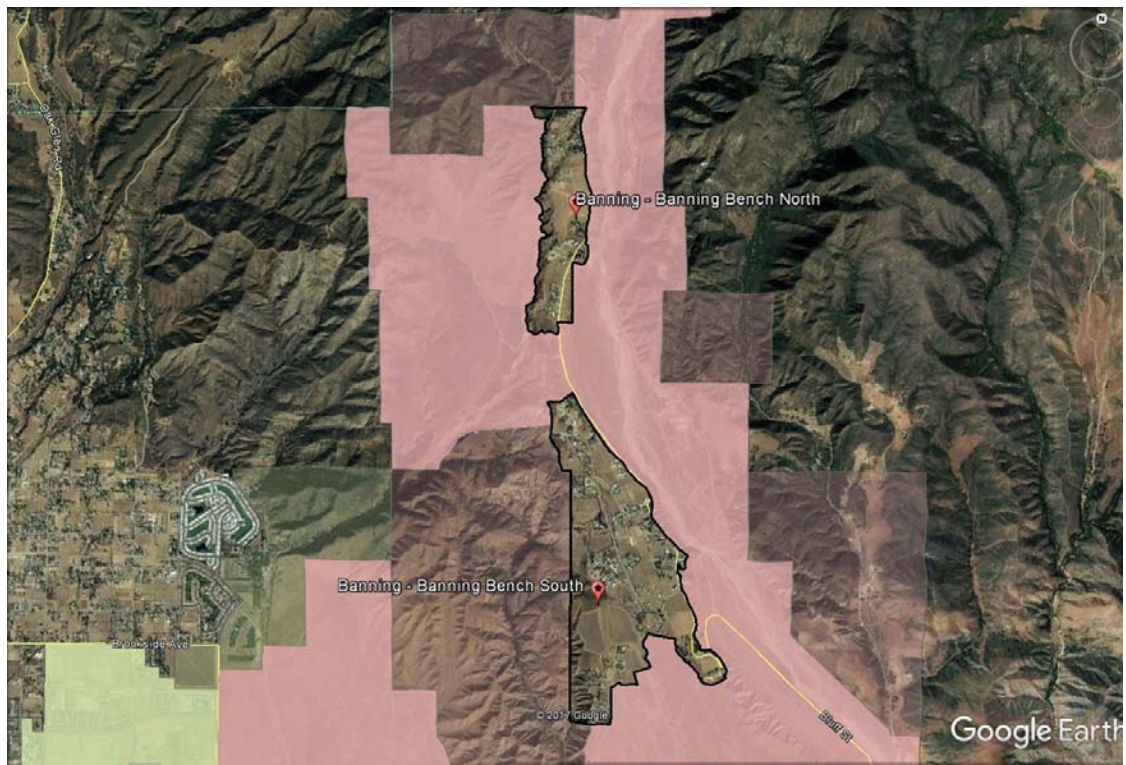
The second category of islands/pockets are outlined in black. These do not meet the qualifications under the streamlined “island” provisions to annex without protest proceedings.

Staff has identified a total of 39 islands/pockets including potentially up to 12 annexations that could be processed under the streamlined provisions of §56375.3. Unless otherwise noted, the following areas are within the Sphere of Influence (SOI) of the applicable City. The following are in alphabetical order by City.

1. CITY OF BANNING: THE BANNING BENCH NORTH & SOUTH PORTIONS.

This is an inhabited area, which is divided by the City of Banning on three sides. Both areas are not within the SOI of Banning. The areas are adjacent to national forest lands and Tribal reservation lands.

Both north & south areas are over 150 acres and do not meet the §56375.3(c)
c



2. CITY OF BEAUMONT: WESTWARD AVE.

This is an inhabited and developed pocket area. The area is adjacent to the southwest border of the city, south of I-10 FWY, west of HWY 79 and north of Westward Ave. The pocket is located within the SOI of Beaumont.

This pocket area does meet the \$56375.3 criteria.



3. CITY OF BEAUMONT: BROOKSIDE AVE.

This is an inhabited and developed pocket area located within the Cherry Valley UC. The pocket area is located at the northern portion of the City, south of Brookside Ave., west of Beaumont Ave., north of Oak Valley Pkwy and east of I-10 FWY. The pocket is not located within the SOI of Beaumont.

This pocket area can potentially meet the §56375.3 criteria.

4. CITY OF BEAUMONT: SUNNYSLOPE AVE.

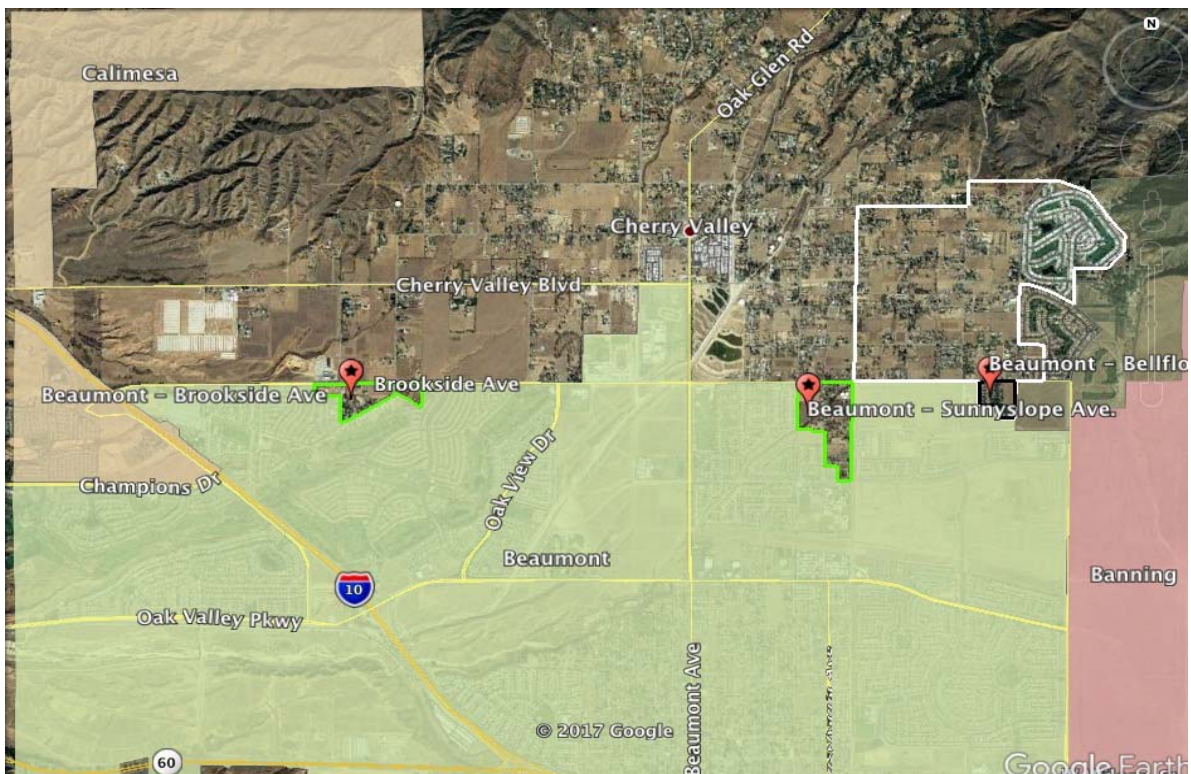
This is an inhabited and developed pocket area located within the Cherry Valley UC. The pocket area is located at the northeastern portion of the City, south of Brookside Ave., west of Cherry Ave., north of Oak Valley Pkwy and east of Beaumont Ave. The pocket is not located within the SOI of Beaumont.

This pocket area can potentially meet the §56375.3 criteria.

5. CITY OF BEAUMONT: BELLFLOWER AVE.

This is an inhabited and developed pocket area but not substantially surrounded pocket located within the Cherry Valley UC. A portion of this pocket is within the boundaries of the Highland Springs Disadvantage Unincorporated Community (DUC). The pocket area is located at the northeastern portion of the City, south of Brookside Ave., west of Highland Springs Ave., north of Oak Valley PKWY and east of Orchard Heights Ave. The pocket is not located within the SOI of Beaumont.

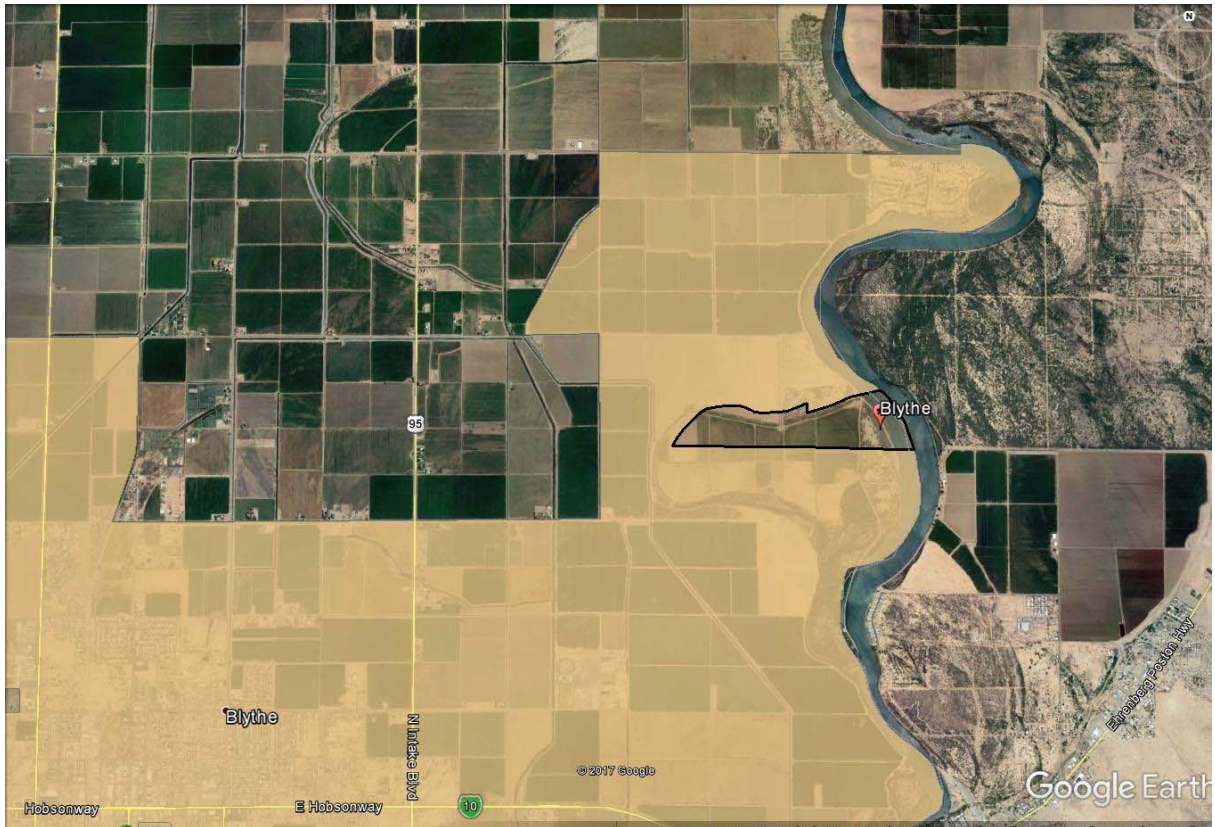
This pocket area does not meet the §56375.3 criteria.



6. CITY OF BLYTHE: COLORADO RIVER INDIAN RESERVATION.

This is a broad strip of territory, which is part of the Colorado River Indian Reservation located far east of the City of Blythe. The area is approximately 170 acres in size and is uninhabited. The island is located within the SOI of Blythe.

The island does not meet the §56375.3 criteria as the area is over 150 acres.

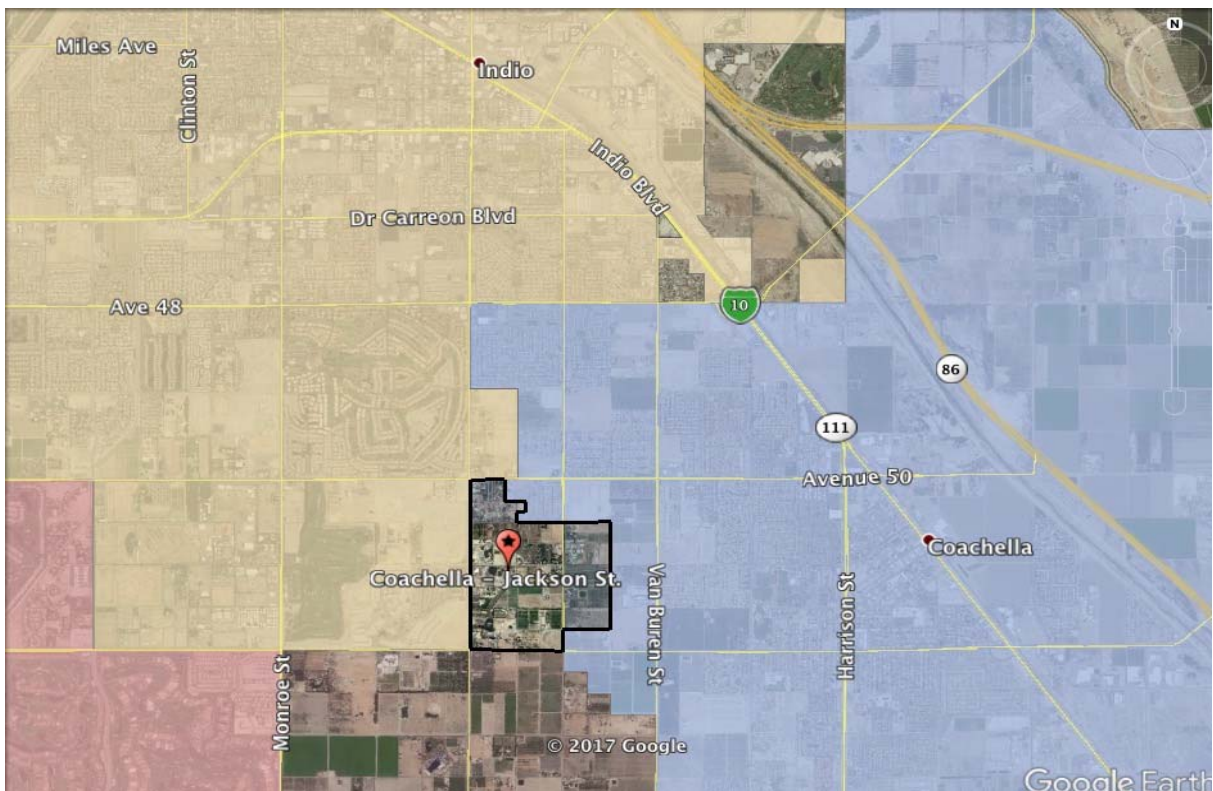


7. CITY OF COACHELLA: JACKSON ST.

This is an inhabited and developed pocket area. The pocket area is located at the southwestern portion of the City, south of Avenue 50, west of Van Buren St., north of Avenue 52 and east of Jackson St. There are portions of the area within the SOI of Coachella.

After the last SOI review, the Cities of Coachella and Indio were supposed to do outreach within the community within this pocket area that was not designated in either City's SOI but the outreach has not yet occurred.

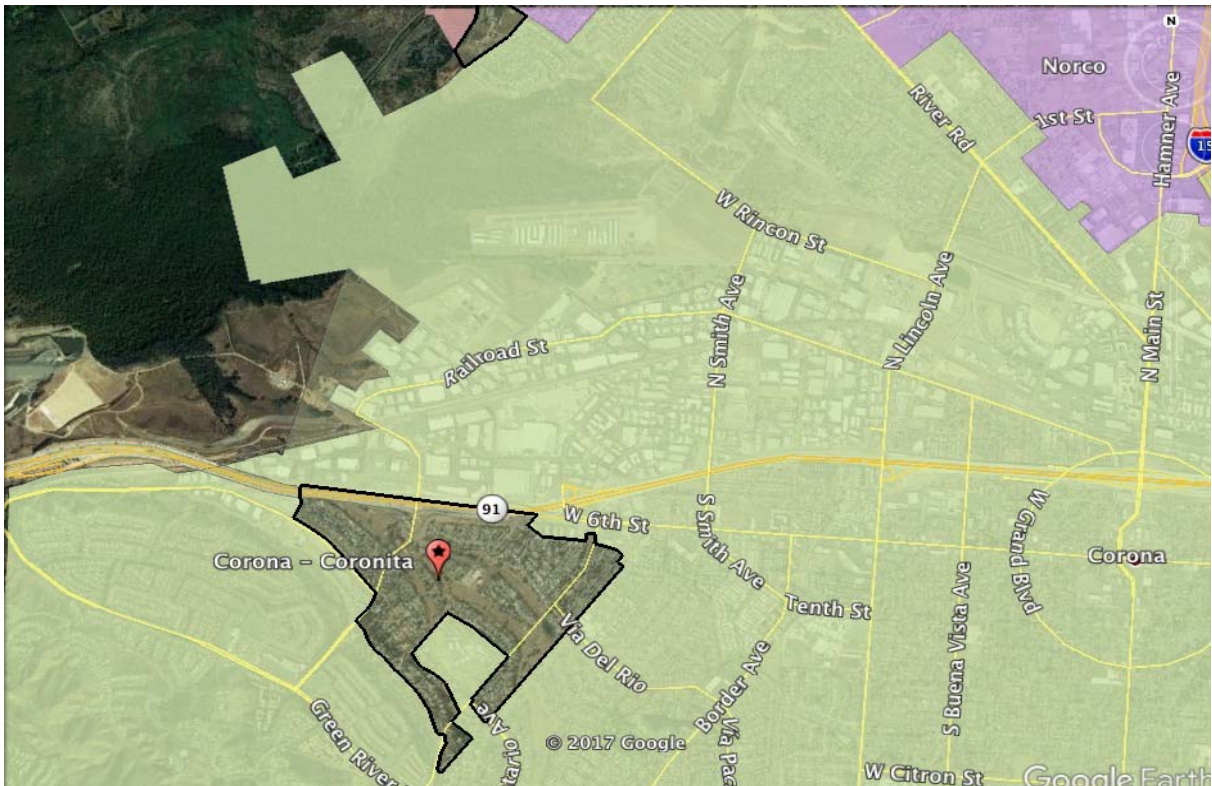
The pocket does not meet the §56375.3 criteria as the area is over 150 acres.



8. CITY OF CORONA: CORONITA.

This is an inhabited and fully developed island of over 300 acres known as Coronita on the western end of the city. The island consists of single family homes, a commercial area along Frontage Dr. and a significant portion of the former Mountain View Country Club. Most or all homes are on septic systems. There entire island is within the SOI of Corona.

This island does not meet the §56375.3 criteria as the area is over 150 acres.



9. CITY OF CORONA: EL CERRITO.

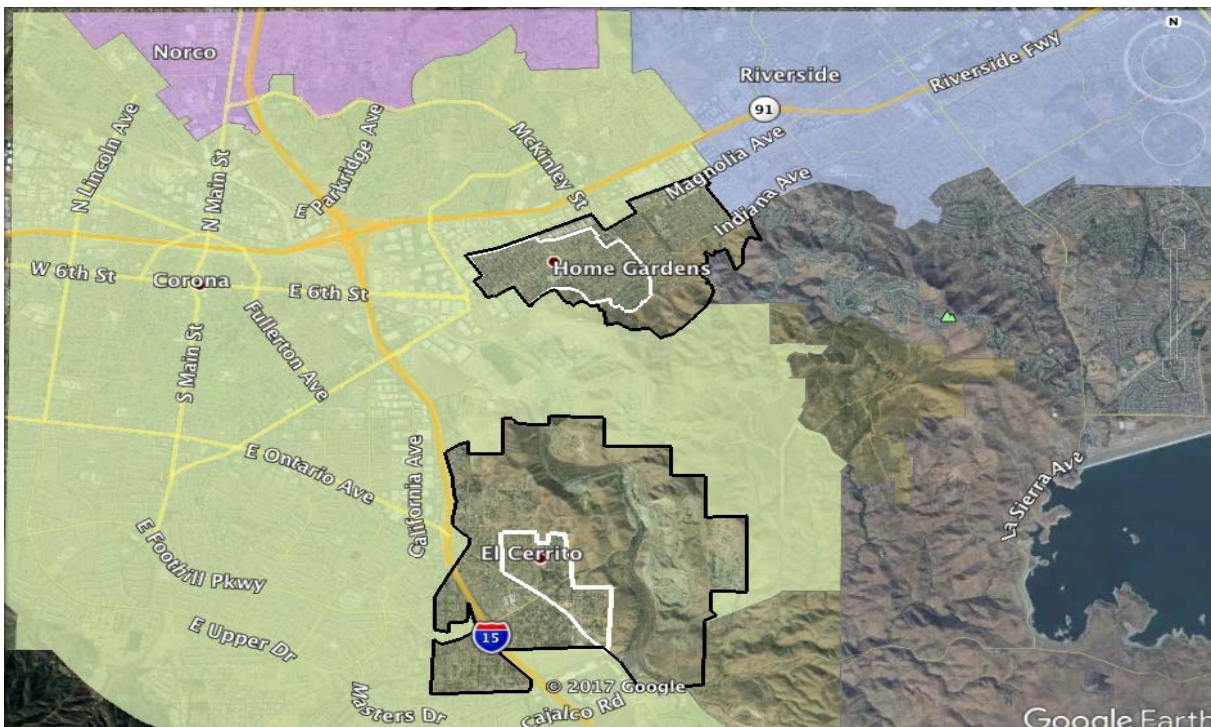
This is an inhabited, fully developed and substantially surrounded pocket known as El Cerrito on the eastern end of the city. The island consists of single family homes. Most homes are on septic systems. The entire island is within the SOI of Corona. The area became substantially surrounded by the Eagle Valley Annexation (LAFCO 1990-16-1) and the Dos Lagos Annexation (2000-17-2). A portion of this pocket is within the boundaries of the El Cerrito Disadvantage Unincorporated Community (DUC).

This island does not meet the §56375.3 criteria as the area is over 150 acres.

10. CITY OF CORONA: HOME GARDENS.

This is an inhabited residential area that includes some commercial. It is bounded by the City of Corona to the north, south and west, the City of Riverside to the east and mountainous terrain to the south. The entire pocket is within the SOI of Corona. A portion of this pocket is within the boundaries of the Home Gardens Disadvantage Unincorporated Community (DUC). The pocket is located within the SOI of Corona.

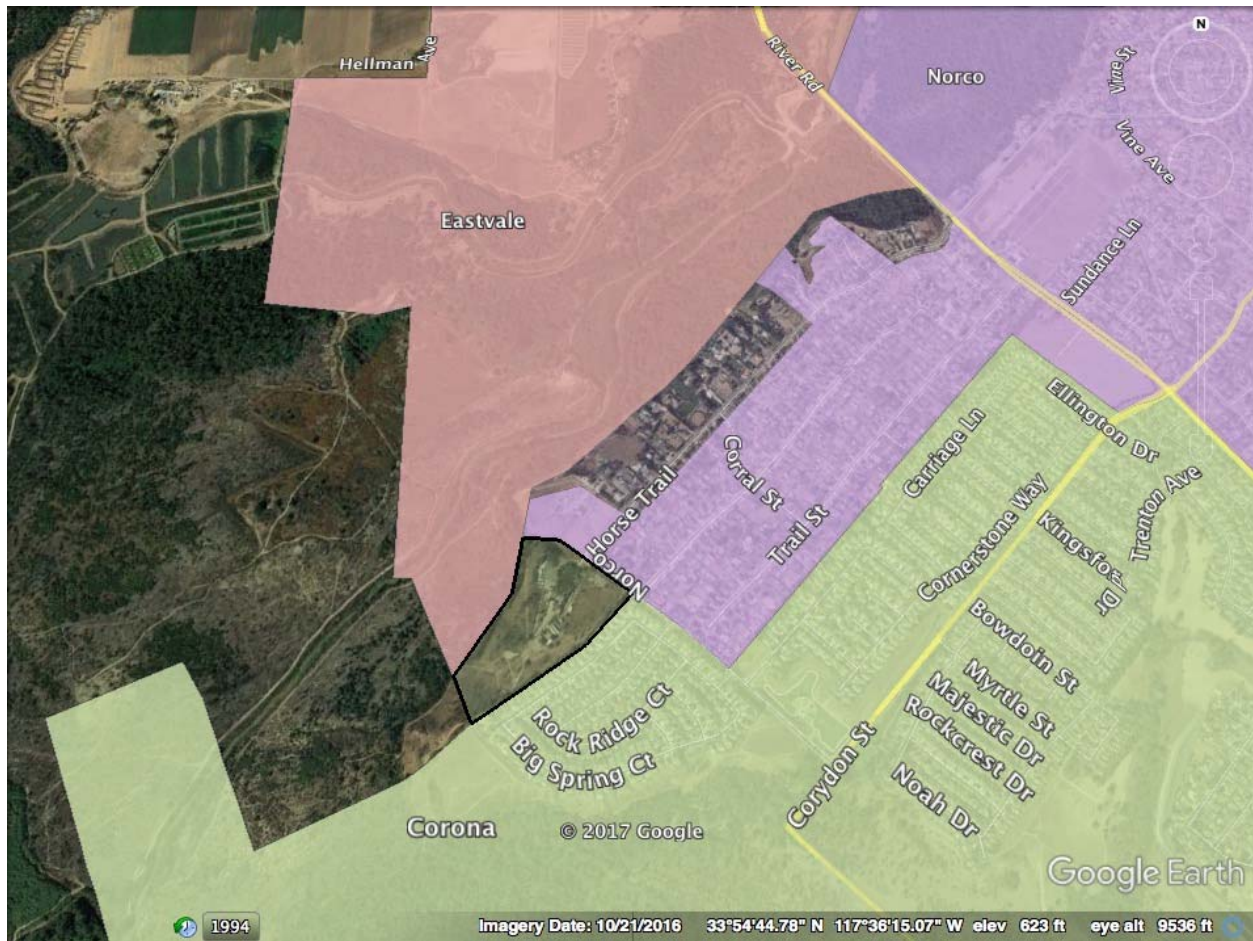
This island does not meet the §56375.3 criteria as the area is over 150 acres.



11. CITY OF CORONA: RIVER BLUFF

This area is located adjacent to the northwestern part of the city south of Stage Coach Dr., west of Corydon Ave., north of W. Rincon St. and east of the Santa Ana River. The pocket is located within the SOI of Corona.

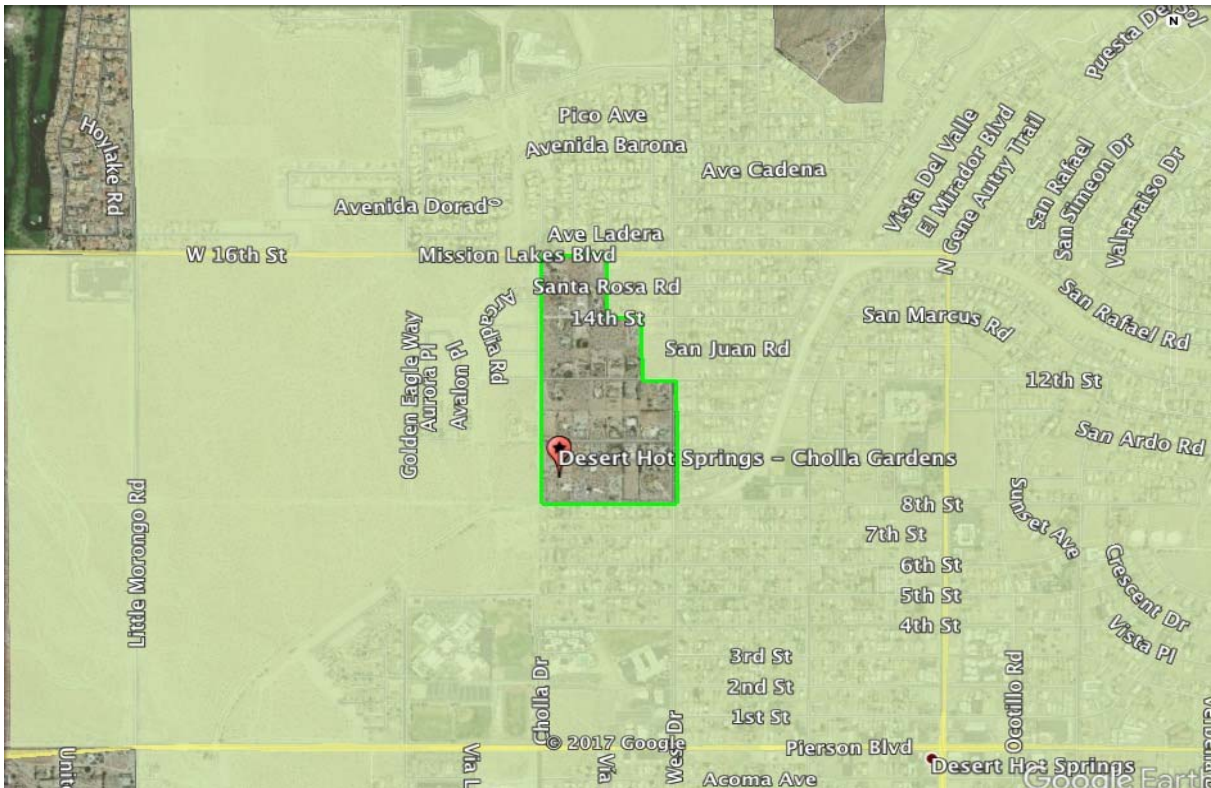
This island does not meet the §56375.3 criteria as the area is not substantially developed.



12. CITY OF DESERT HOT SPRINGS: CHOLLA GARDENS.

The island is approximately 65 acres in the central portion of the city, known as Cholla Gardens. The area is inhabited and developed with large lot single family homes. Residents have opposed annexation into the City on several occasions and lastly in 1993. The Mission Springs Water District provides water, with the entire area on septic systems. The island is located within the SOI of Desert Hot Springs.

This island does meet the §56375.3 criteria.

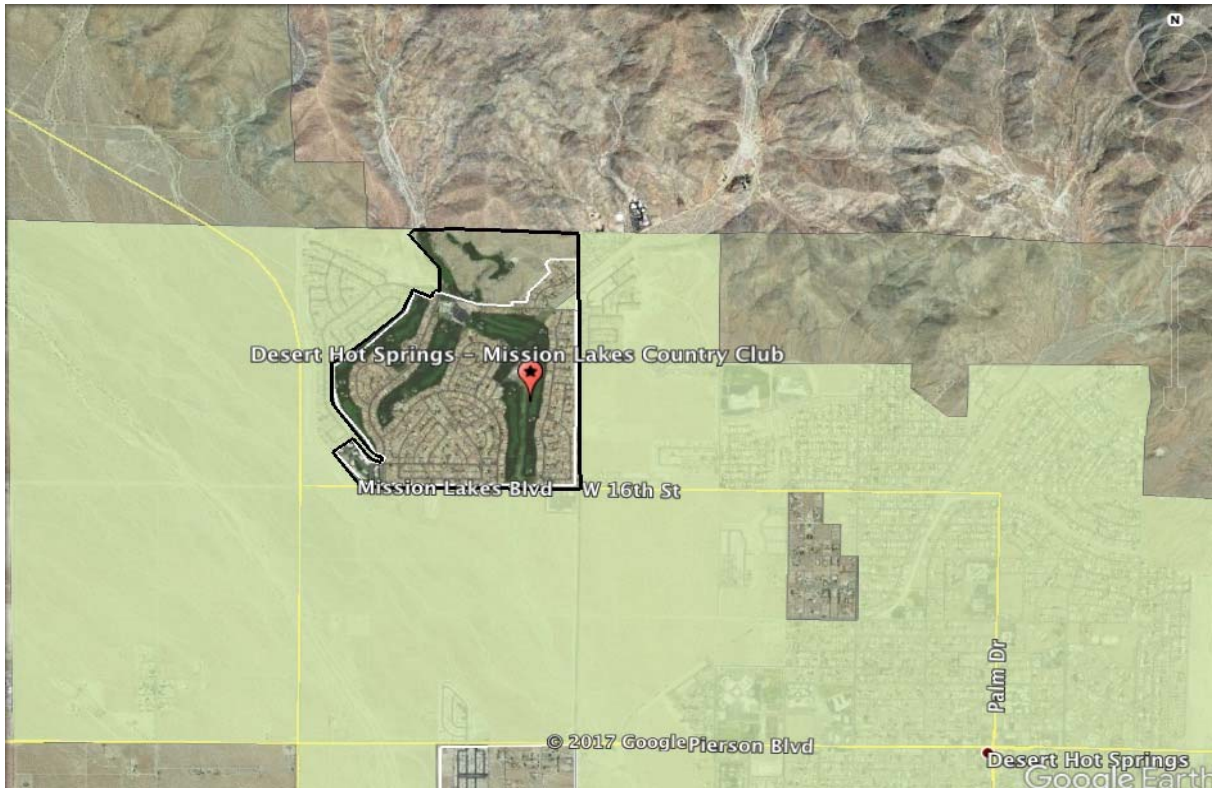


13. CITY OF DESERT HOT SPRINGS: MISSION SPRINGS.

The pocket consists of the Mission Spring Country Club. The area is inhabited and developed with single-family homes and condominium units. The pocket is located within the SOI of Desert Hot Springs.

A majority of this pocket is within the boundaries of the Mission Lakes Disadvantage Unincorporated Community (DUC).

This pocket does not meet the §56375.3 criteria, as the area is over 150 acres.



14. CITY OF INDIO: CABAZON TRIBAL.

The island consists of approximately 1100 acres of the Cabazon Tribal reservation. The island is located south of Avenue 44, west of Harrison St., north of Avenue 48 and east of Van Buren St.

The area was annexed into the City in 1970. The landowners, the Cabazon reservation opposed the annexation and filed litigation. The annexation was appealed and ordered the tribal lands be removed. The area is completely surrounded by the Cities of Indio and Coachella and is now the site of two casinos. The island is located within the SOI of Indio.

This pocket does not meet the §56375.3 criteria, as the area is over 150 acres.

15. INDIO: CARVER TRACT

This island is located south of Dr. Carreon Blvd., west of Indio Blvd., north of Avenue 48 and east of Van Buren St. The island is located within the SOI of Indio.

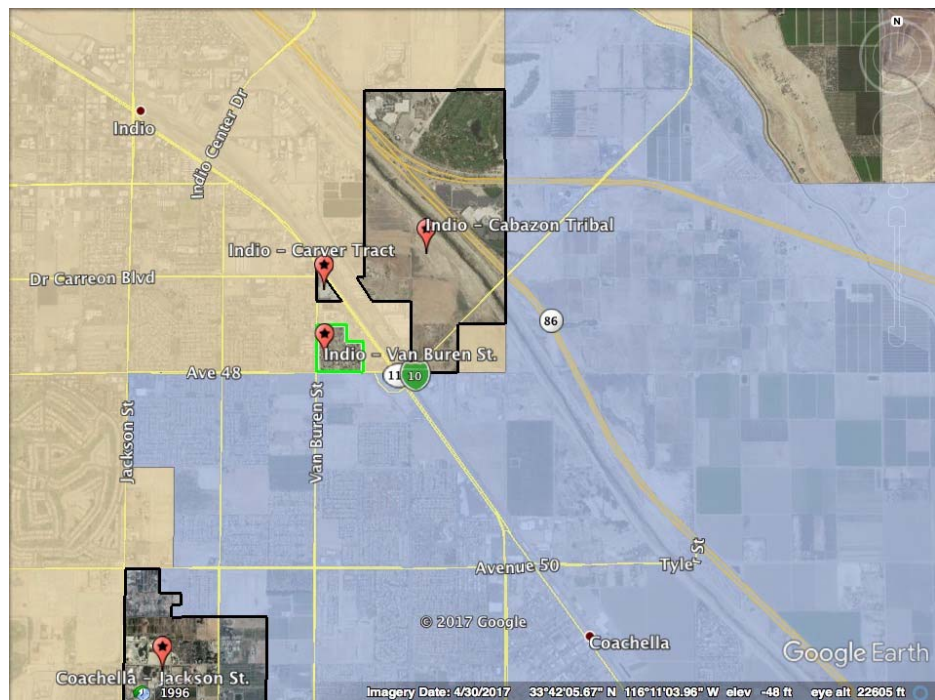
This island does not meet the §56375.3 criteria, as the area is not fully developed.

16. INDIO: VAN BUREN ST.

The island consists of approximately 55-acre residential sub-division. The island is located south of Manila Ave, west of Battan St., north of Avenue 48 and east of Van Buren St. The island is located within the SOI of Indio.

The island is within the boundaries of the Carver Tract Disadvantage Unincorporated Community (DUC).

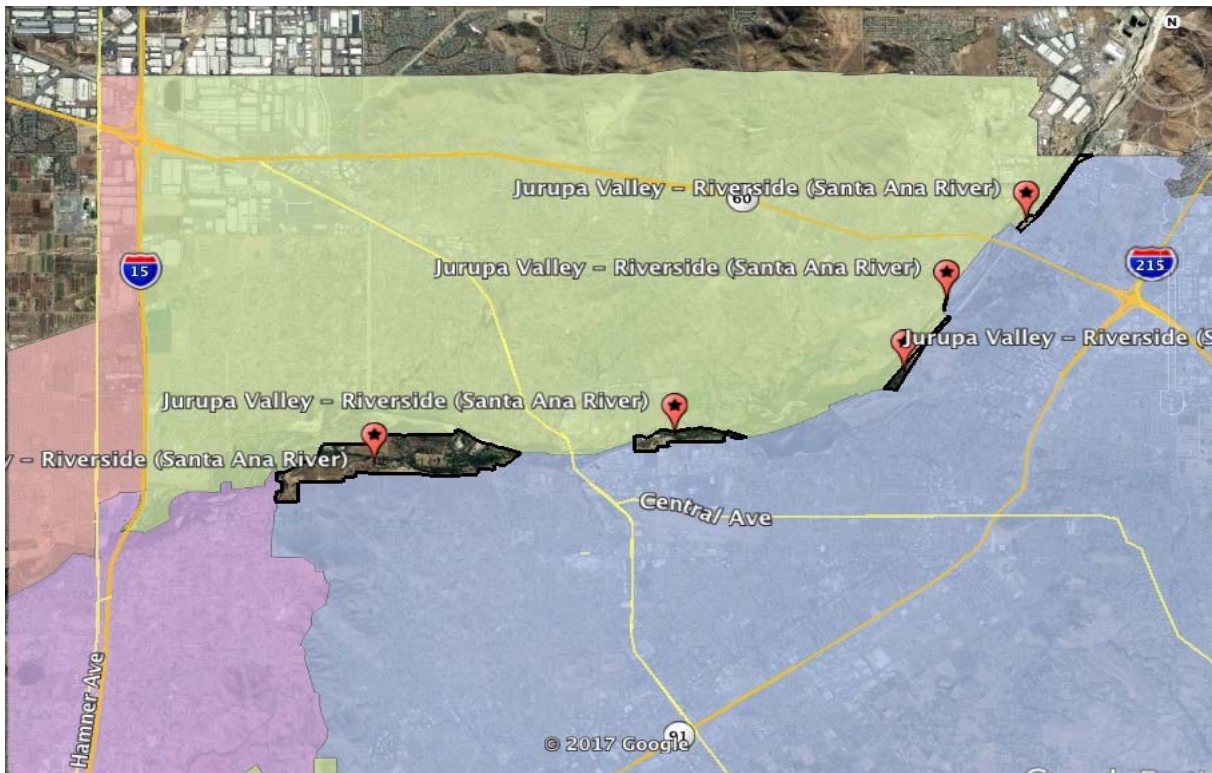
This island does meet the §56375.3 criteria.



17.– 21. JURUPA VALLEY: RIVERSIDE - SANTA ANA RIVER.

These five islands were included in the original proposed incorporation boundaries for the City of Jurupa Valley but the City of Riverside objected as the city was going to pursue a SOI amendment and annexation but later changed its mind. The five areas are not within any designated city SOI.

This island does not meet the §56375.3 criteria, as the area is not substantially developed, as they are all within the Santa Ana River.



22. CITY OF LAKE ELSINORE: GREENWALD AVE.

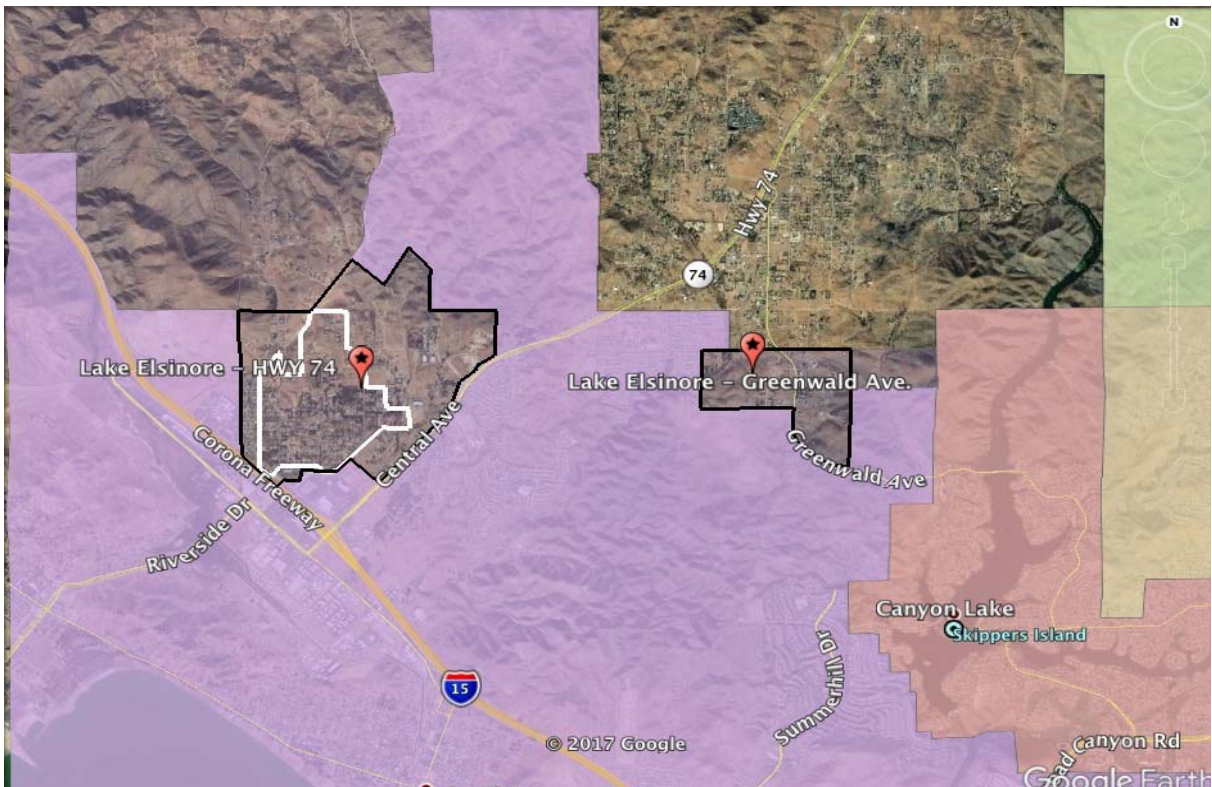
This pocket is located adjacent to the northeastern portion of the City south of Mauricio Ave., east of HWY 74 and north of Greenwald Ave. The island is located within the SOI of Lake Elsinore.

This pocket does not meet the §56375.3 criteria, as the area is not substantially developed.

23. CITY OF LAKE ELSINORE: HIGHWAY 74.

The pocket is located adjacent to the northern portion of the city, east of El Toro Rd., along HWY 74 and north of the I-15 FWY. The area includes the Warm Springs Disadvantage Unincorporated Community (DUC). The island is located within the SOI of Lake Elsinore.

This pocket does not meet the §56375.3 criteria. The area is substantially surrounded but not substantially developed and more than 150 acres.



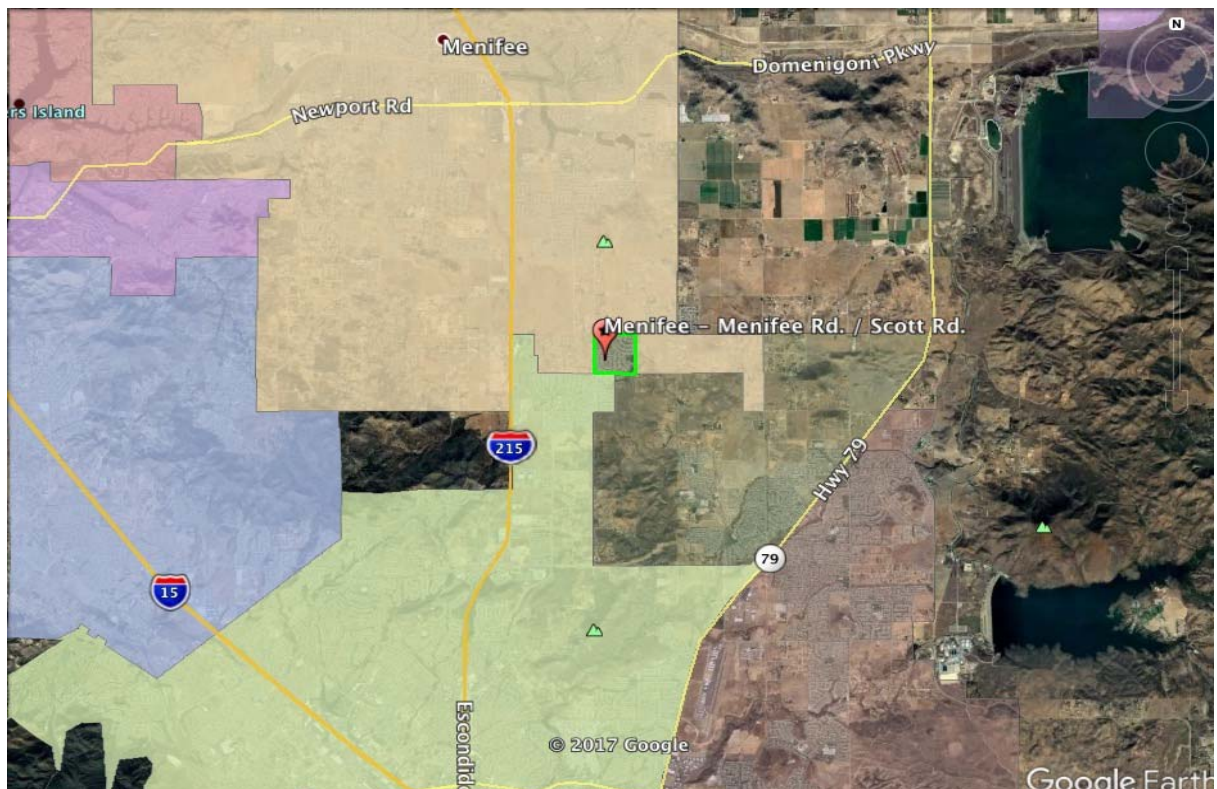
24. CITY OF MENIFEE: MENIFEE RD. / SCOTT RD.

The pocket is located near the southeastern portion of the City of Menifee and northern portion of the City of Murrieta. The pocket is not located within any city designated SOI. The pocket is located south of Scott Rd., west of Lindenberger Rd., north of Keller Rd. and east of Menifee Rd.

The area was developed after the incorporation of Menifee.

This island does meet the §56375.3 criteria as this area is substantially developed.

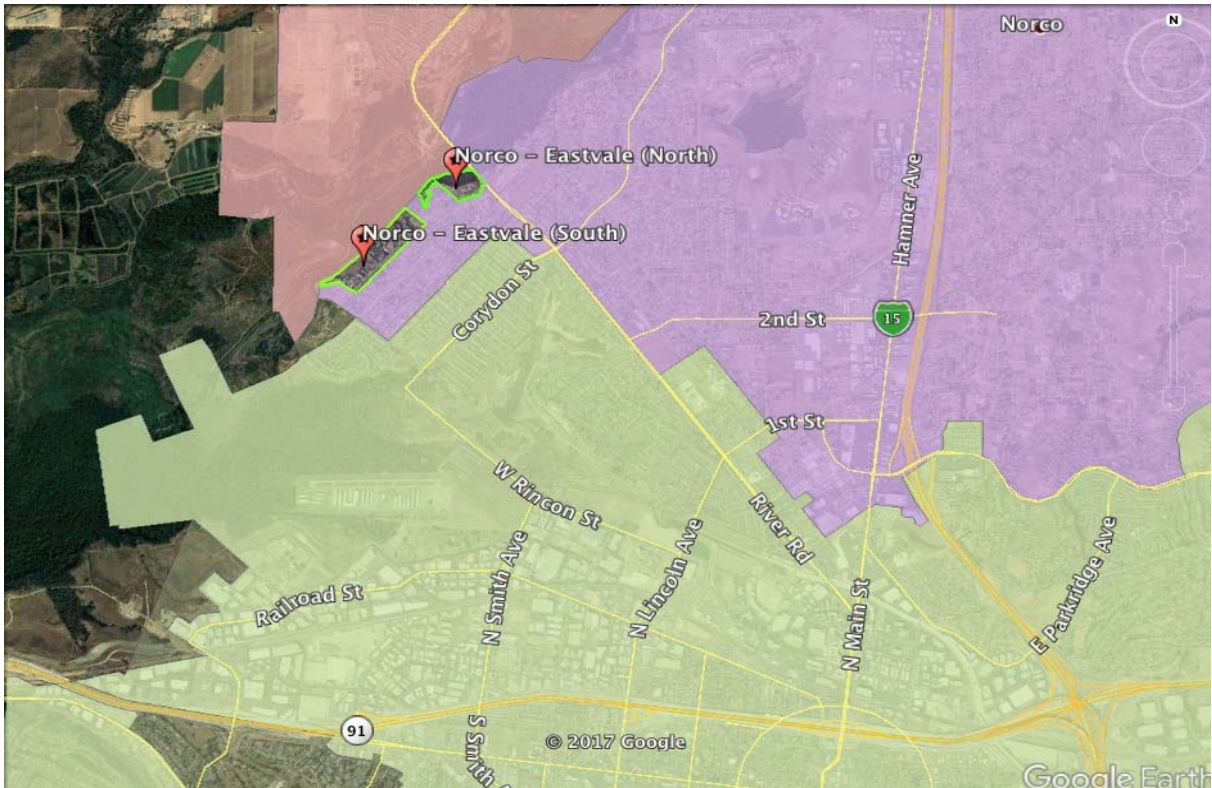
(We are expecting an annexation application for the larger island area as shown below.)



25. & 26. CITY OF NORCO: EASTVALE (NORTH) & EASTVALE (SOUTH).

These two islands are located within the southwest portion of the City of Norco and within the City's SOI. These two islands are completely surrounded by the City of Norco & Eastvale. Both areas consists] of residential homes and some vacant land.

These two islands potentially meet the §56375.3 criteria.



27. CITY OF PALM DESERT: BERMUDA DUNES.

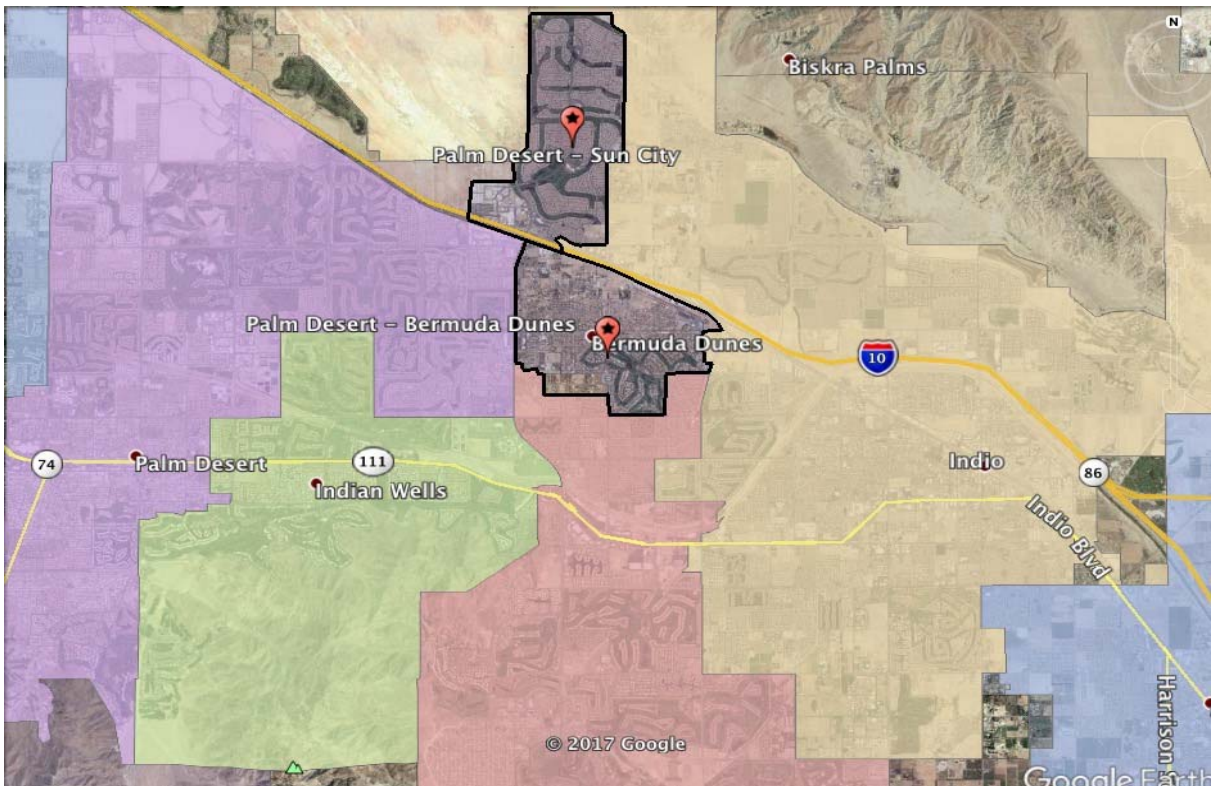
This is a large urban area largely surrounded by the City of Indio to the east and north, the City of La Quinta to the south, and the City of Palm Desert to the west. I-10 FWY forms the northerly boundary of Bermuda Dunes. This island is a largely developed unincorporated community. Most of the island is designated in Palm Desert's SOI. There is a small portion that is in La Quinta's SOI.

This pocket does not meet the §56375.3 criteria, as the area is over 150 acres.

28. CITY OF PALM DESERT: SUN CITY.

This is a pocket area surrounded on two sides by the cities of Indio and Palm Desert. The area is within the Palm Desert SOI. The pocket is located south of Coyote Song Way west of Adams St., north of I-10 FWY and east of Washington St.

This pocket does not meet the §56375.3 criteria, as the area is over 150 acres.

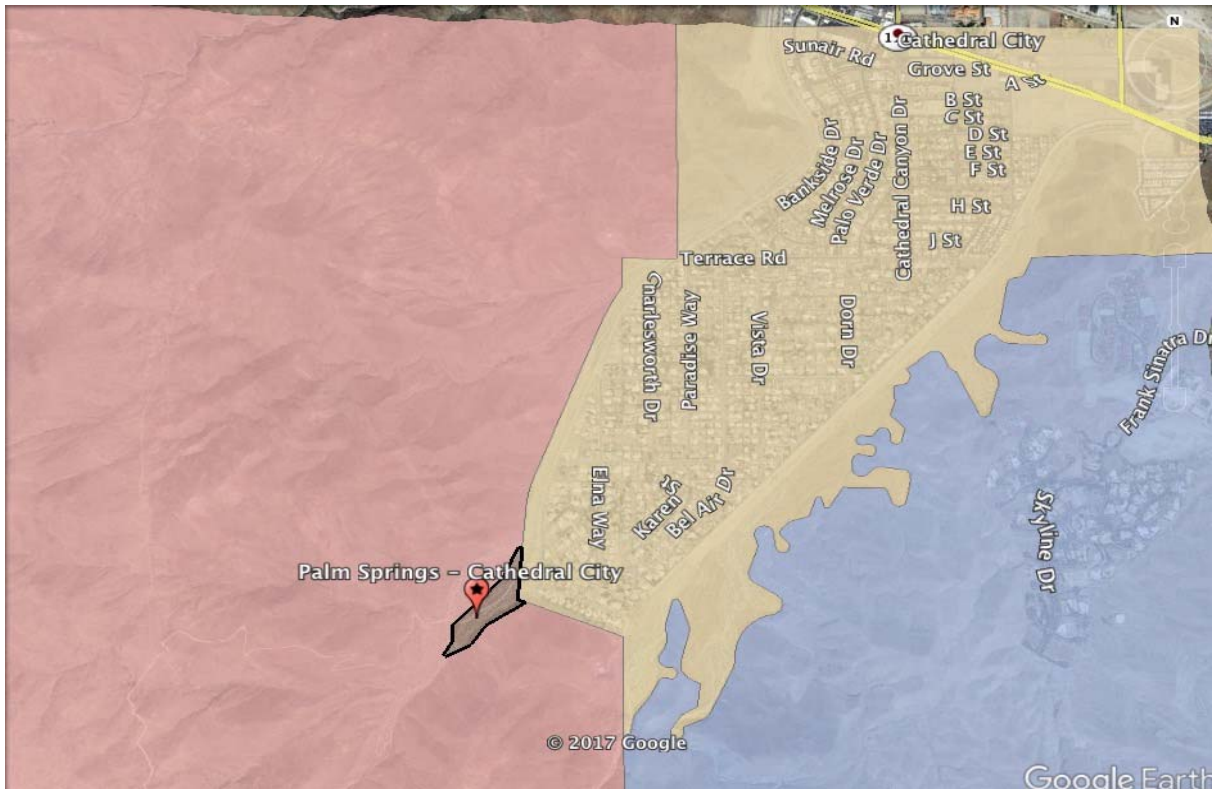


29. CITY OF PALM SPRINGS - CATHEDRAL CITY.

A small parcel of approximately 8 acres is bounded by the cities of Cathedral City and Palm Springs and consists of mountainous terrain and it appears that the parcel remains undeveloped. The area is located south of HWY 111 within the central portion. The island is within Palm Springs SOI.

This area was detached from the City of Palm Springs in 1980 (LAFCO 1980-36-4), with the idea that the landowner would file for annexation into the incorporated City of Cathedral City within 60 days. This was not made part of the conditions in the LAFCO resolution, and an application for annexation into Cathedral City was never filed.

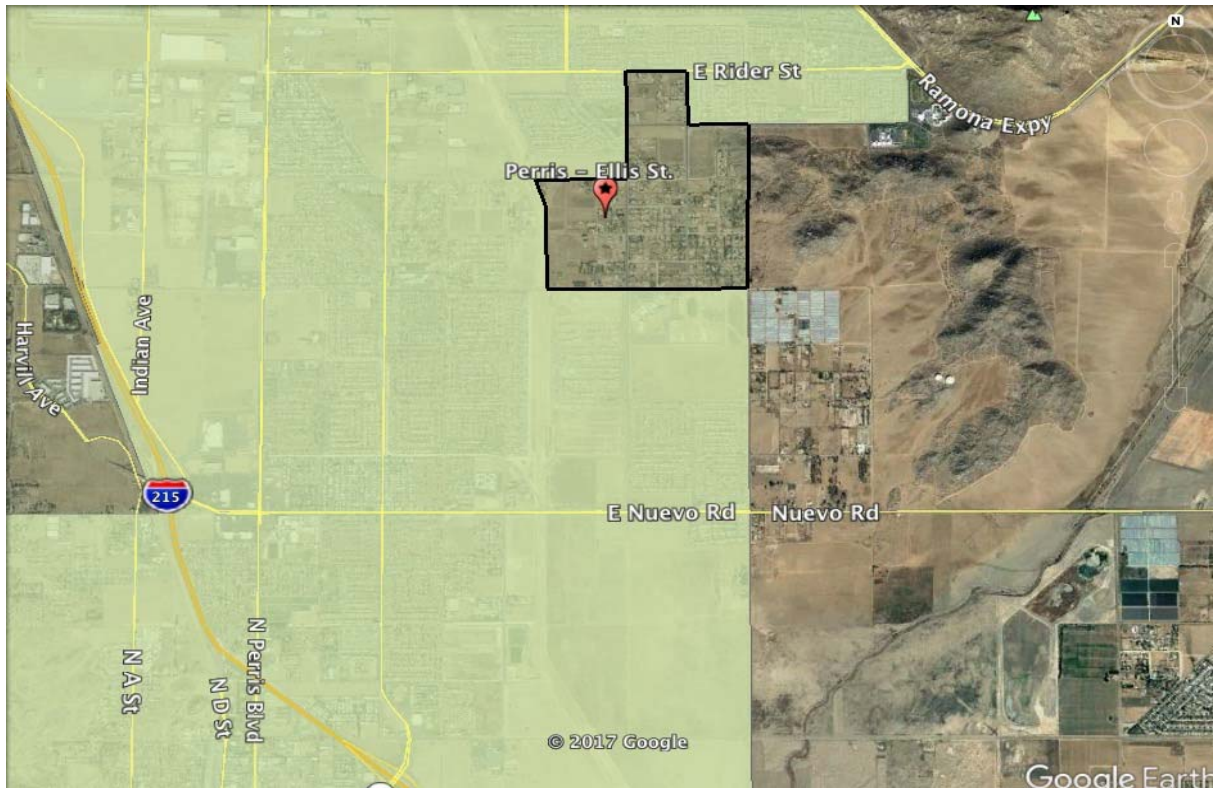
This island does not meet the §56375.3 criteria, as the area is not substantially developed.



30. CITY OF PERRIS: W. ELLIS ST.

The pocket is located south of E. Rider St., west of Lake View Ave., north of E. Nuevo Rd. and east of Redlands Ave. and is within the City of Perris SOI.

The pocket does not meet the §56375.3 criteria, as the area is not substantially developed.



31. CITY OF PERRIS: SAN JACINTO AVE.

The pocket is located south of W. Metz Rd., west I-215 FWY., north of Navajo Rd. and east of Lukens Ln. and is within the City of Perris SOI.

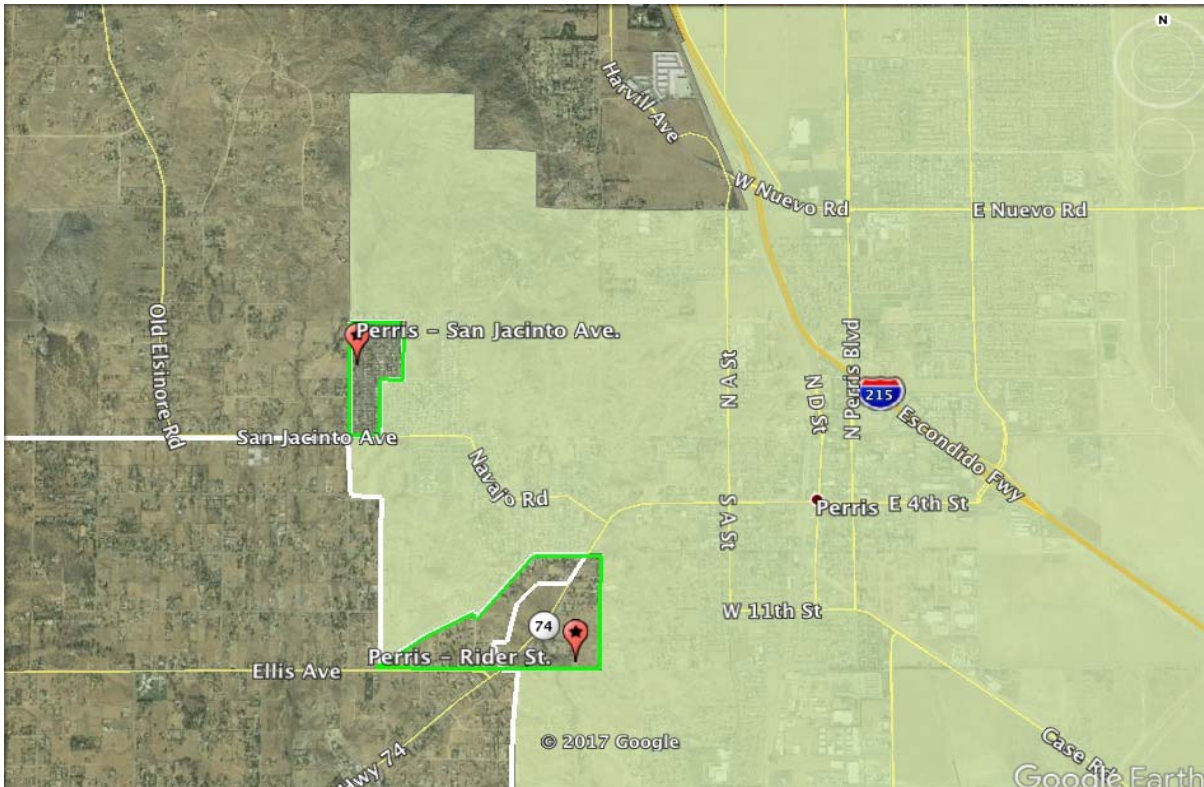
The entirety of this pocket is within the Lukens Ln. Disadvantage Unincorporated Community (DUC).

This pocket area can potentially meet the §56375.3 criteria as it is substantially surrounded.

32. CITY OF PERRIS: RIDER ST.

The pocket is located south of Navajo Rd., west of Goetz Rd., north of Rider St. and east of Post Rd. and is within the City of Perris SOI. The area is within the Mead Valley South Disadvantage Unincorporated Community (DUC).

This pocket area can potentially meet the §56375.3 criteria as it is developed but with a few vacant parcels.

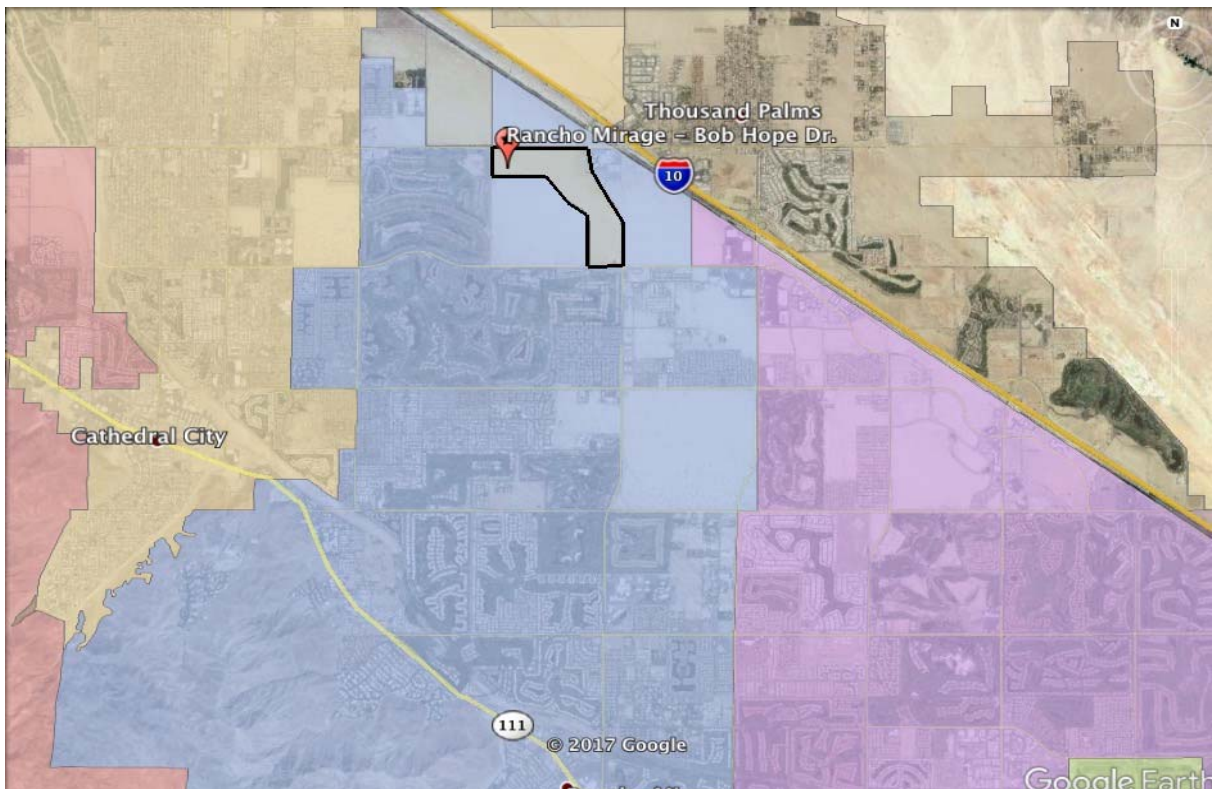


33. CITY OF RANCHO MIRAGE: BOB HOPE DR.

The island is located south of Ramon Rd., west of Bob Hope Dr., north of Dinah Shore Dr., and east of Los Alamos Rd. and is located within Rancho Mirages SOI.

An adjacent annexation (LAFCO 2016-11-4) was recently approved by the Commission and was recorded on May 16, 2017.

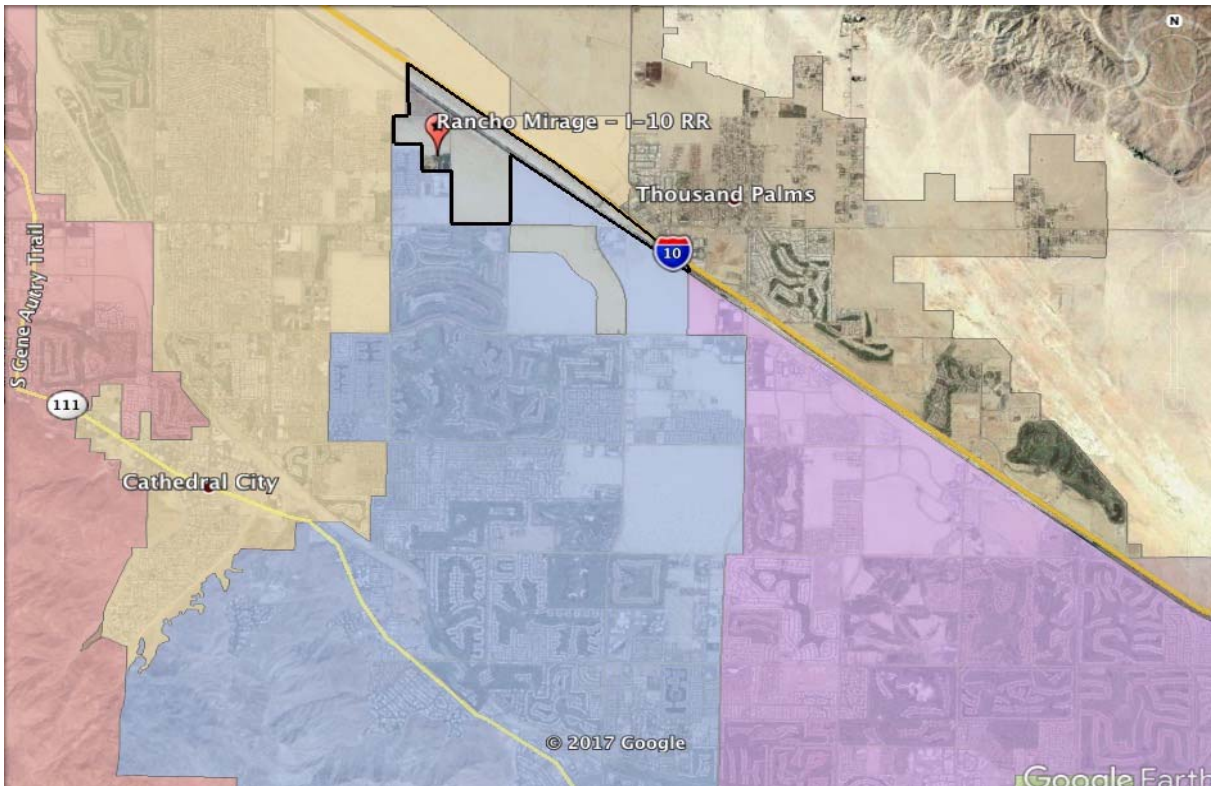
The pocket does not meet the §56375.3 criteria, as the area is not substantially developed and is within the Agua Caliente Tribal reservation.



34. CITY OF RANCHO MIRAGE: RAILROAD I-10 CORRIDOR.

The pocket is located to the north of the City of Rancho Mirage along the I-10 FWY. and is located within Rancho Mirages SOI.

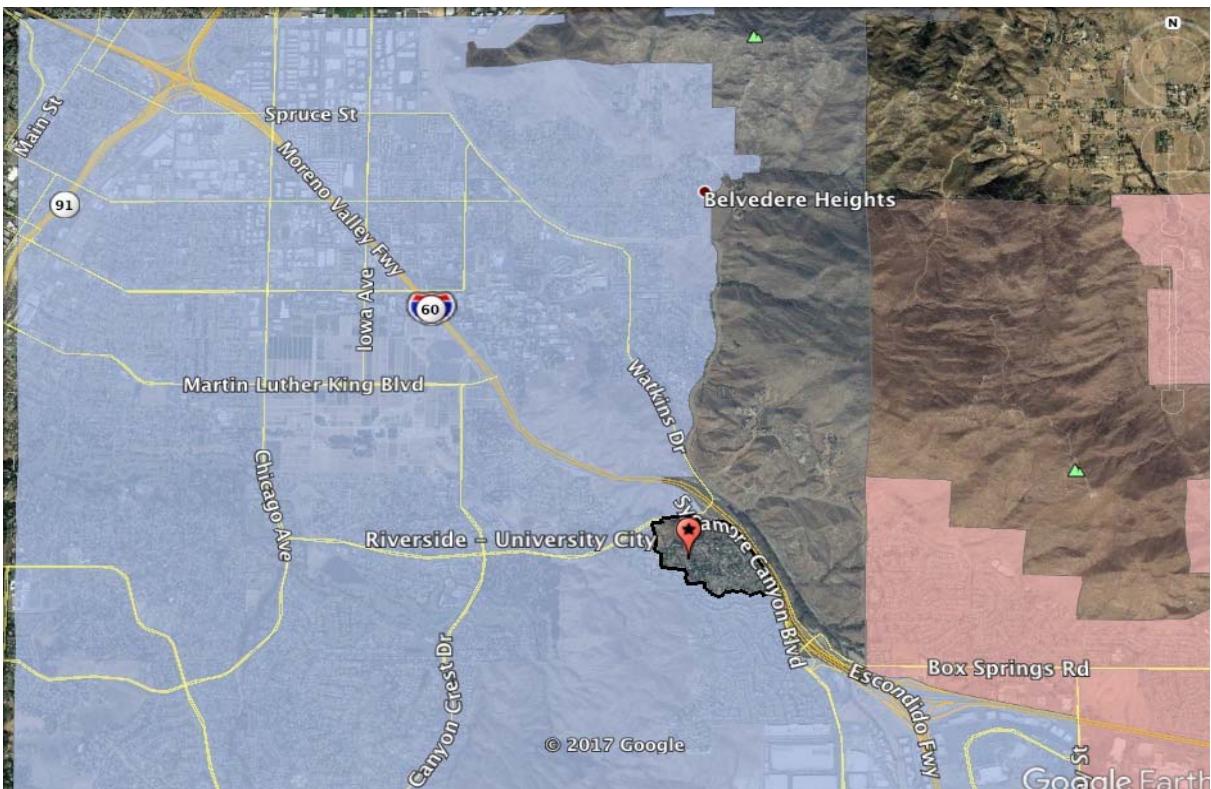
The pocket does not meet the §56375.3 criteria, as the area is not substantially developed and is over 150 acres.



35. CITY OF RIVERSIDE: UNIVERSITY CITY

This island is an older development of approximately 250 acres and is within the SOI of the City of Riverside. It is inhabited, and is surrounded on three sides by the City of Riverside and I-215/State HWY 60 to the northerly boundary. Annexation was attempted in 2007 (LAFCO 2007-57-5) but was terminated by majority protest from the affected landowners.

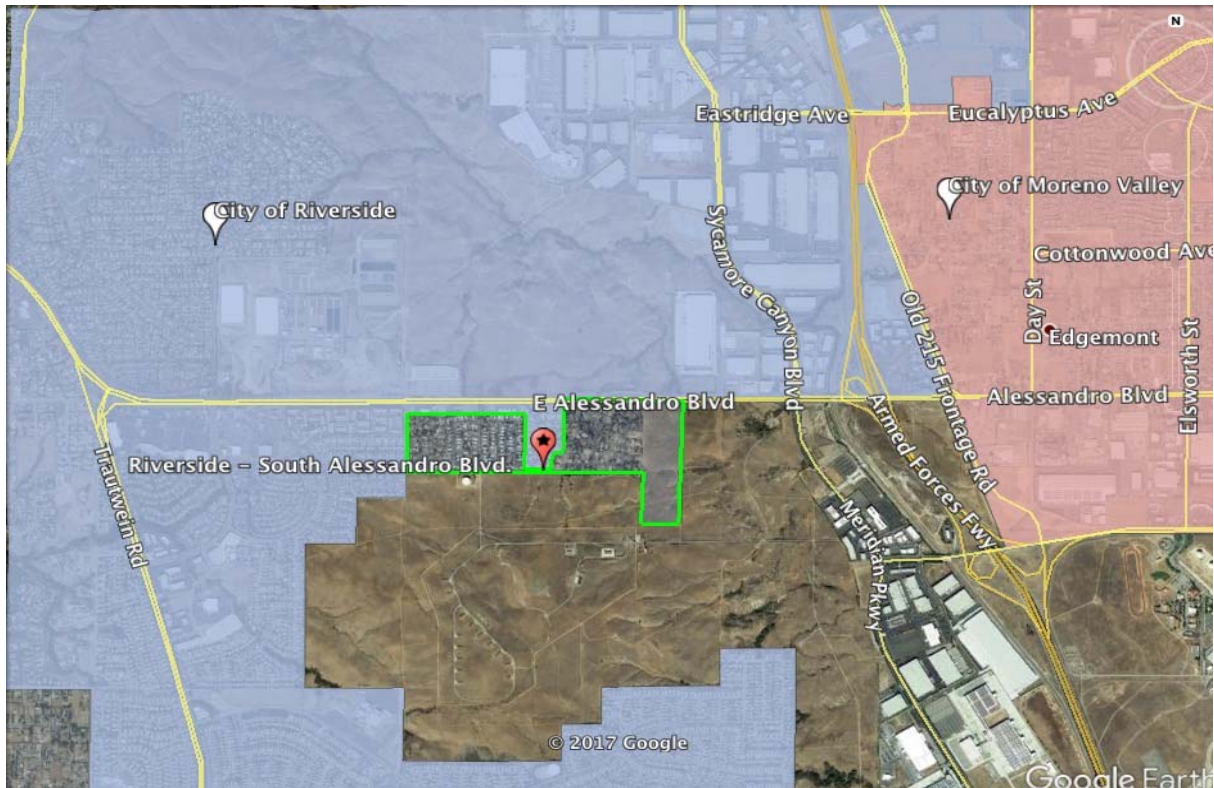
This pocket does not meet the §56375.3 criteria, as the area is over 150 acres.



36. CITY OF RIVERSIDE: SOUTH ALESSANDRO AVE.

This pocket is a functional island since the City of Riverside and the March Joint Powers Authority (JPA) surround it. However, the JPA is undevelopable so it is questionable if this meets the island provision.

This pocket area can potentially meet the §56375.3 criteria.



37. CITY OF SAN JACINTO: SOBOBA HOT SPRINGS

The approximately 250 acre area is isolated with very steep mountains to the north and east, the San Jacinto River to the south, and the City of San Jacinto bordering also to the east, south and west. Access to Soboba Hot Springs is through the City of San Jacinto and this pocket is located with the SOI of the City of San Jacinto. Further research is required in this area to determine if any parcels are within the Soboba Tribal reservation.

This pocket area can potentially meet the §56375.3 criteria.



38. CITY OF SAN JACINTO: COUNTRY LAKES

This pocket area is located south of Soboba Rd., east of State St., north of Quandt Ranch Rd. and west of Western Village Dr. and is within the SOI of the City of San Jacinto. The Country Lakes Mobile Home Park, which included about 370 spaces, and two single-family residential homes. The City on three sides surrounds this pocket. The area is within the Country Lakes Mobile Home Park DUC.

An attempt to annex this area was made in 2012 but was rejected by voters in an election pursuant to §57179.

This pocket does not meet the §56375.3 criteria, as the area is over 150 acres and is not full developed.

39. CITY OF SAN JACINTO: N. SAN JACINTO

This pocket area contains approximately 480 acres located south and west of the San Jacinto River, east of San Jacinto Av. and north of Artesian St., which includes the unincorporated peninsula of territory between the City of San Jacinto and Alessandro Avenue and all territory south of the proposed levee (north to the San Jacinto River) is surrounded by the City on three sides. Access to this area is through the City of San Jacinto. Area "B" includes a dairy, light agriculture, a plant nursery, existing rural residential homes and mostly vacant land.

An attempt to annex this area was made in 2012 but was rejected by voters in an election pursuant to §57179.

This pocket does not meet the §56375.3 criteria, as the area is over 150 acres and is not full developed.

