



**Local Agency Formation Commission of Napa County**  
Subdivision of the State of California

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*We Manage Local Government Boundaries, Evaluate Municipal Services, and Protect Agriculture*

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**Agenda Item 8a (Action)**

**TO:** Local Agency Formation Commission

**PREPARED BY:** Brendon Freeman, Executive Officer B F

**MEETING DATE:** April 7, 2025

**SUBJECT:** Unincorporated Islands

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**RECOMMENDATION**

It is recommended the Commission receive information related to unincorporated islands and consider options to study desired next steps, including but not limited to establishing an ad hoc subcommittee to advise staff or providing other direction to staff.

**BACKGROUND AND SUMMARY**

In 2017, the Commission received several reports summarizing unincorporated islands in Napa County, service inefficiencies that islands perpetuate, financial and service considerations, and previous outreach efforts related to island annexation attempts.

On February 3, 2020, the Commission adopted its *Policy on Unincorporated Islands* (“the Policy”), included as Attachment 1. Notably, the Policy includes a definition of “island” that matches the legislative intent, although there is no statutory definition of “island”. Additionally, the Policy includes a summary of the streamlined island annexation process.

In August 2020, staff added a page to the Commission’s website with substantial information related to islands in Napa County. The website page is available online at: <https://napa.lafco.ca.gov/island-annexation>.

On February 3, 2025, the Commission requested an opportunity to discuss the current status of existing unincorporated islands. This report provides an overview of the streamlined island annexation process as well as maps and characteristics of all areas throughout Napa County that meet the Policy definition of “island” or are substantially similar. The Commission is invited to discuss the information in this report and consider providing direction to staff to pursue any possible next steps. A summary follows.

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Anne Cottrell, Commissioner  
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County of Napa Supervisor, 1st District

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Representative of the General Public

Eve Kahn, Alternate Commissioner  
Representative of the General Public

Brendon Freeman  
*Executive Officer*

### ***Streamlined Island Annexation Process***

On January 1, 2001, Assembly Bill 2838 (Hertzberg) was enacted and significantly expanded the objectives, powers, and procedures underlying LAFCOs and their ability to coordinate logical growth and development while preserving agricultural and open space resources. This included establishing a streamlined process for cities and towns to annex unincorporated pockets that are either entirely or substantially surrounded by their jurisdictional boundaries, which are commonly referred to as “islands”. This streamlined process is codified under California Government Code (G.C.) section 56375.3 and allows cities and towns to annex islands under certain conditions while avoiding protest proceedings. The streamlined process also curtails LAFCOs’ discretion by directing LAFCO to approve the annexation.

The streamlined island annexation process must be initiated by a city or town by resolution of application and must involve one or more entire islands. Similar to the standard annexation process, a tax sharing agreement with the County and rezoning of the island by the city or town are required.<sup>1</sup> With respect to existing incentives, the Commission’s adopted fee schedule specifies the proposal processing fee will be waived for streamlined island annexations.

The Policy definition of “island” requires all the following criteria to be met for an unincorporated area to be eligible for the streamlined island annexation process:

- Located entirely within a city or town’s sphere of influence (SOI)
- Does not exceed 150 acres in size
- Does not contain prime agricultural land as defined under G.C. Section 56064
- Does not contain lands subject to Measure P or designated by the County for an agricultural land use
- Designated for urban development by the annexing city or town
- Has an outer boundary that is 50% or more contiguous to the annexing city or town
- The outer boundary is the city or town’s boundary, the city or town’s SOI, and/or property owned by the State of California
- The territory is developed or developing
- The territory receives municipal service benefits from the city or town, or would benefit from the city or town following annexation

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<sup>1</sup> In 1980, the City of Napa and Napa County entered into a master property tax sharing agreement that applies to all territory within the City’s SOI, including the islands. However, the City and the County retain the option to negotiate a separate tax sharing agreement for any proposed annexations.

### ***Summary of Islands and Similar Unincorporated Areas***

There are 13 unincorporated areas in Napa County that meet the definition of an “island” under the Policy and thus are eligible for the streamlined annexation process. All 13 islands are located within the City of Napa’s SOI. In addition, there are 16 unincorporated areas within a local city or town’s SOI, but do not meet the local definition of an “island” and therefore they are ineligible for the streamlined annexation process.

An inventory chart of all islands and similar unincorporated areas within a city or town’s SOI is included as Attachment 2. The inventory chart addresses all Policy criteria to inform whether or not each area meets the definition of “island” and is therefore eligible for the streamlined island annexation process.<sup>2 3</sup>

Maps of all unincorporated areas in Napa County that are located within a city or town’s SOI showing current County zoning are included as Attachment 3.

### ***Possible Next Steps***

The Commission is invited to consider providing direction to staff with respect to any desired next steps to encourage or further incentivize the annexation of islands and similar unincorporated areas. This may involve having staff engage City of Napa representatives to pursue a future island annexation program or schedule a well-advertised public workshop in the future to engage the island neighborhood communities. The Commission may also choose to establish an ad hoc subcommittee and appoint two members to advise staff in any desired next steps.

## **ATTACHMENTS**

- 1) Policy on Unincorporated Islands
- 2) Inventory Chart of Unincorporated Areas Within City/Town Spheres
- 3) Maps of Each Unincorporated Area Within City/Town Spheres Showing County Zoning

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<sup>2</sup> Notably, the “Foster/Grandview” area is not considered an island due to the presence of a small amount of land that *appears to be* designated for an agricultural land use in the County General Plan and thus also subject to Measure P. However, every parcel within this area is already developed with a single-family residence. Further, the GIS mapping layers for the County General Plan land use designations appear to be approximations with susceptibility to errors. The “Foster/Grandview” area may in fact qualify as an island if errors are found in the GIS mapping layers. Further study is required to determine the precise County General Plan agricultural land use boundaries prior to initiation of annexation proceedings for this area.

<sup>3</sup> In addition, the “Saratoga/Capitola” and “Shurtleff/Cayetano” areas are not considered islands solely due to the presence of a single vacant parcel within each area that is smaller than 0.5 acres and meets the state’s technical definition of prime agricultural land under G.C. Section 56064. Notably, under state law the mere presence of *any* prime agricultural land within an area automatically disqualifies the area from the streamlined island annexation process. However, it is impractical to expect these small parcels – which are planned for residential land use by the City and also surrounded by urban land uses – to have significant value for agricultural purposes. This highlights an unintended consequence relating to the Legislature’s goal to expedite the annexation of islands while also preserving agricultural lands.



## LOCAL AGENCY FORMATION COMMISSION OF NAPA

### *Policy on Unincorporated Islands*

(Adopted: February 3, 2020)

#### **I. Background**

Unincorporated islands (hereinafter “islands”) are areas of unincorporated territory that are completely or substantially surrounded by an incorporated city or town. The Cortese-Knox-Hertzberg Local Government Reorganization (CKH) Act of 2000 includes provisions for streamlining the annexation of islands to cities and towns ([California Government Code \(G.C.\) §56375.3](#)). CKH prohibits creation of new islands unless the Commission determines the prohibition would be detrimental to the orderly development of the community and that the area is located such that it could not reasonably be annexed to another city or town, or incorporated as a new city or town ([G.C. §56744](#)). As a condition of annexation to a city or town that includes territory located within an island, the Commission may require that the annexation include the *entire* island ([G.C. §56375\(a\)\(5\)](#)).

#### **II. Purpose**

It is the intent of the Commission to establish a policy that clearly defines the characteristics of islands in Napa County to allow for their streamlined annexation to cities and towns. This is consistent with the intent of the California Legislature when it enacted special legislation, originally adopted in 1977 and subsequently expanded, that made it possible for certain islands to be annexed *without* a protest hearing or election. In approving this legislation, the Legislature recognized the following:

- A) Islands continue to represent a serious and unnecessary statewide governmental inefficiency and that this inefficiency would be resolved if these islands were annexed into the appropriate surrounding city or town.
- B) Property owners’ ability to vote on boundary changes is a statutory privilege and not a constitutional right.
- C) Islands are inherently inefficient and that these inefficiencies affect not just residents within islands, but also those residing throughout the city or town and the county.

#### **III. Annexation Procedures**

In order to utilize the streamlined annexation provisions codified under [G.C. §56375.3](#), a city or town is required to initiate the process by adopting a resolution of application and submit the adopted resolution to the Commission. The Commission shall approve the annexation at a noticed public hearing and waive protest proceedings. The Commission may not disapprove the annexation. A property tax sharing agreement between the County and the affected city or town is required before the Commission may take final action on annexation consistent with [Revenue and Taxation Code §99](#). The Commission encourages any city or town to enter into tax sharing agreements for affected islands prior to adoption of a resolution of application.

#### **IV. Local Policy Definition of “Island”**

The Commission defines an “island” in Napa County to include unincorporated territory that meets all of the following criteria:

- A) Located entirely within a city or town’s sphere of influence;
- B) Does not exceed 150 acres in size;
- C) Does not contain prime agricultural land as defined in the Cortese-Knox-Hertzberg Act ([G.C. §56064](#));
- D) Does not contain lands subject to Measure P or has a General Plan designation of Agricultural Resource or Agriculture, Watershed and Open Space as reflected in the County of Napa General Plan Land Use Map;
- E) Designated for urban development in the general plan of the annexing city or town;
- F) Surrounded or substantially surrounded by the annexing city or town. Substantially surrounded territory is unincorporated territory with an outer boundary that is 50% or more contiguous to the annexing city or town’s jurisdictional boundary;
- G) The outer boundary is the annexing city or town’s jurisdictional boundary, the annexing city or town’s sphere of influence, and/or property owned by the State of California;
- H) The territory is developed or developing. This determination is based on the availability of public utilities, the presence of public improvements, or the presence of physical improvements on the parcels within the area; and
- I) The territory is currently receiving municipal service benefits from the annexing city or town, or would benefit from the city or town following annexation.

## Unincorporated Areas Within a City or Town's Sphere of Influence

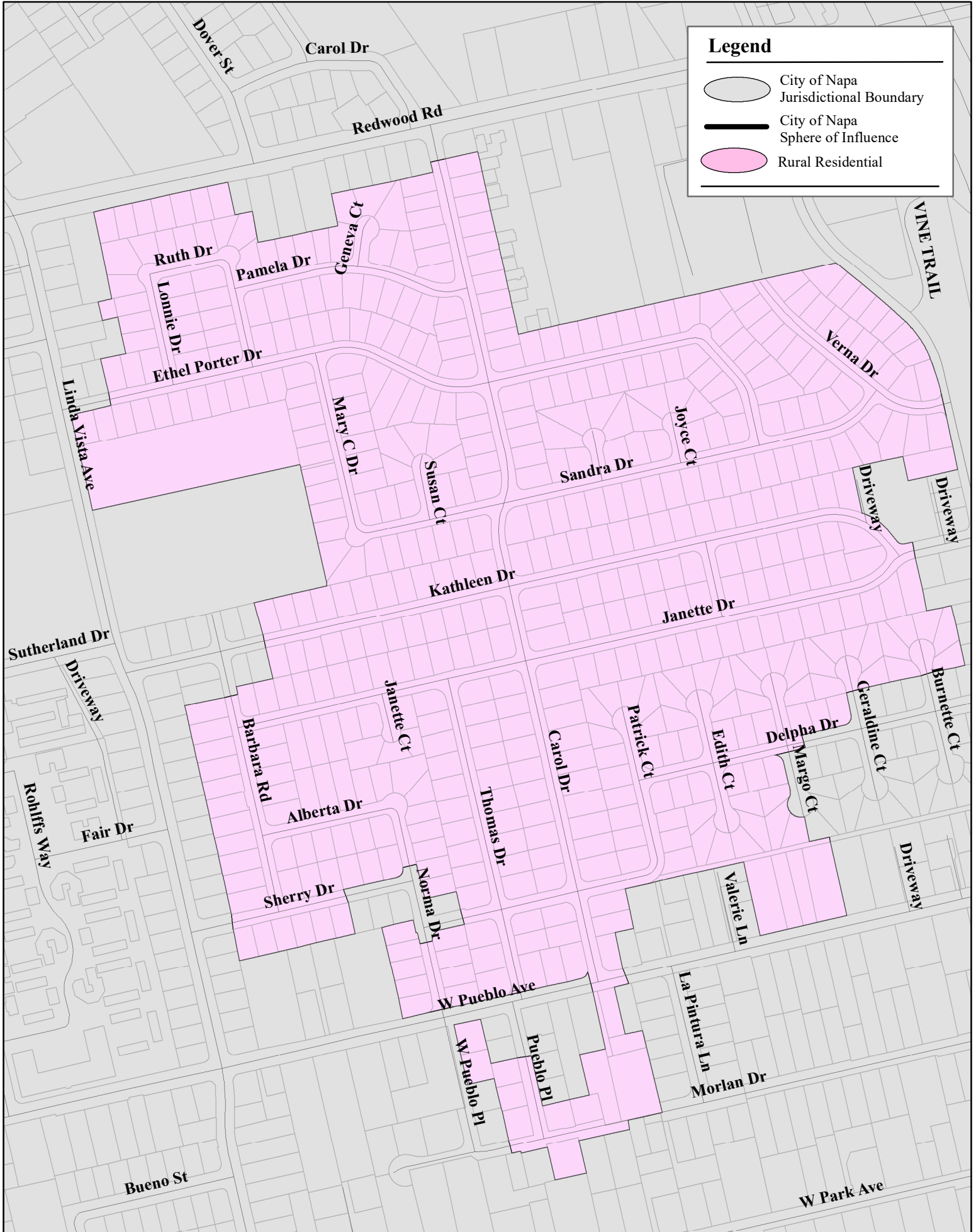
<i>Island Vicinity</i>	<i>Surrounding City/Town</i>	<i>Surrounded By City/Town (%)</i>	<i>Total Acres</i>	<i>Total Parcels</i>	<i>Developed Parcels</i>	<i>Estimated Population</i>	<i>Public Water Service (%)</i>	<i>Public Sewer Service (%)</i>	<i>Urban City/Town General Plan Designation (%)</i>	<i>Prime Agriculture</i>	<i>Designated Agriculture County General Plan (%)</i>	<i>Subject to Measure P</i>
West Pueblo / Linda Vista	Napa	100	87.4	543	538	1399	98	100	100	No	0	No
West Pueblo / West Park	Napa	100	10.1	19	18	47	68	100	100	No	0	No
Browns Valley / Kingston	Napa	100	14.8	11	10	26	55	22	100	No	0	No
West F / Solano	Napa	100	6.7	13	13	34	100	100	100	No	0	No
Terrace / Wyatt	Napa	100	1.6	6	6	16	50	100	100	No	0	No
Terrace / Mallard	Napa	100	2.2	3	3	8	0	100	100	No	0	No
Wilkins / Shetler	Napa	100	0.6	2	2	5	50	100	100	No	0	No
Silverado / Saratoga	Napa	100	1.9	1	1	3	0	100	100	No	0	No
Imola / Parrish	Napa	93	31.9	212	207	538	97	100	100	No	0	No
Silverado / Stonecrest	Napa	82	23.6	10	10	26	80	50	100	No	0	No
Imola / Tejas	Napa	71	5.3	16	16	42	81	100	100	No	0	No
Shurtleff / Hillside	Napa	70	2.5	3	2	5	0	100	100	No	0	No
Devita / Hilltop *	Napa	50	0.2	1	1	3	100	100	100	No	0	No
Saratoga / Capitola	Napa	100	3.6	4	3	8	0	100	100	Yes	0	No
Shurtleff / Cayetano	Napa	100	3.5	4	3	8	75	100	100	Yes	0	No
Foster / Grandview	Napa	81	7.6	6	6	16	83	0	100	No	10	Yes
Redwood / Lynn	Napa	79	7.1	16	14	36	88	0	100	Yes	15	Yes
Basalt / Kaiser	Napa	94	70.4	3	0	0	0	33	0	Yes	10	Yes
Redwood / Montana	Napa	76	8.1	4	4	10	100	25	100	No	90	Yes
Penny / Madrid	Napa	66	2.9	5	5	13	0	100	100	No	100	Yes
Hilltop / Griggs	Napa	61	5.5	2	2	5	50	100	100	No	80	Yes
Redwood / Forest	Napa	59	22.7	23	21	55	78	100	100	Yes	20	Yes
Big Ranch / Rosewood	Napa	55	66.3	12	9	23	0	100	100	Yes	0	No
Foster / Golden Gate	Napa	52	146.8	9	6	16	0	100	100	Yes	15	Yes
Penny / Imola	Napa	50	3.3	2	2	5	0	100	100	No	100	Yes
Napa State Hospital / County Jail	Napa	35	348.4	5	4	1100	100	100	0	No	5	No
Watson / Paoli	American Canyon	77	77.7	16	11	29	81	13	100	Yes	35	Yes
Wastewater Pond	Calistoga	50	5.3	1	1	0	0	0	0	Yes	100	Yes
Domaine Chandon	Yountville	50	8.8	1	1	0	0	100	100	No	100	No
<b>Totals</b>		<b>N/A</b>	<b>976.6</b>	<b>953</b>	<b>919</b>	<b>3474</b>						

13 areas meet the local policy definition of "island" and are eligible for streamlined annexation

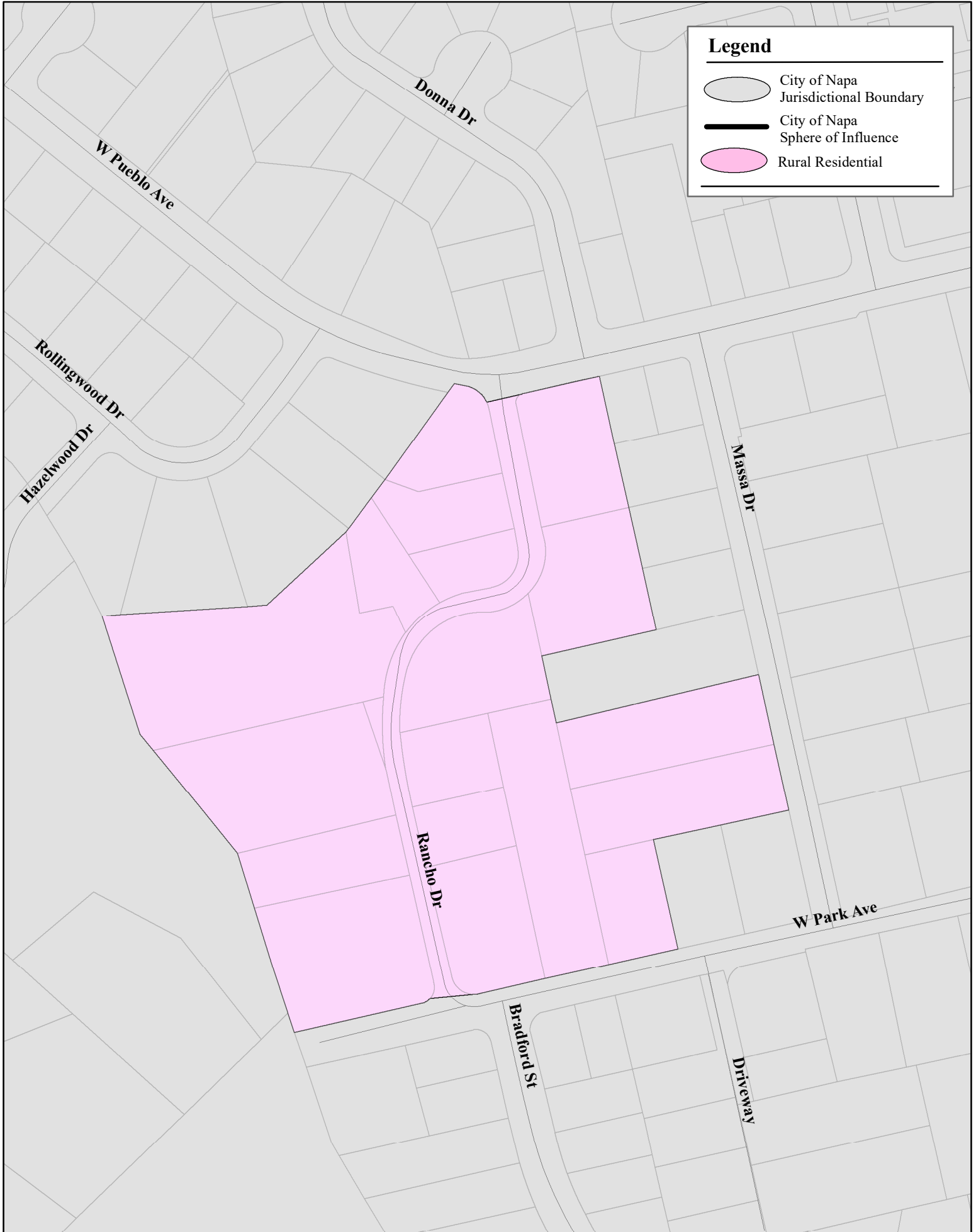
16 areas do not meet the definition of "island" pursuant to local policy

\* Requires confirmation of % of perimeter surrounded by city/town

# West Pueblo / Linda Vista (100% Surrounded)






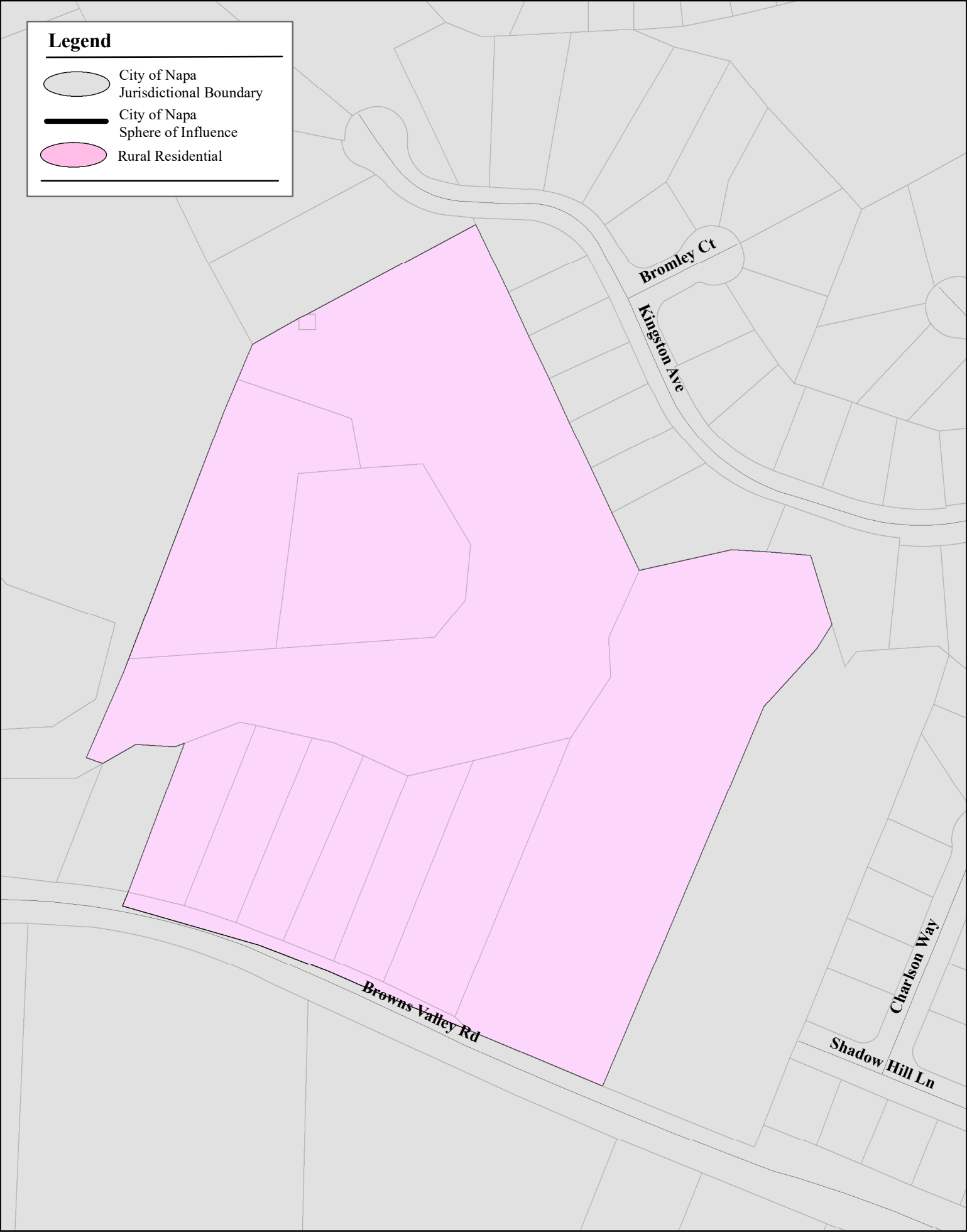
# West Pueblo / West Park (100% Surrounded)



# Browns Valley / Kingston (100% Surrounded)




**Legend**

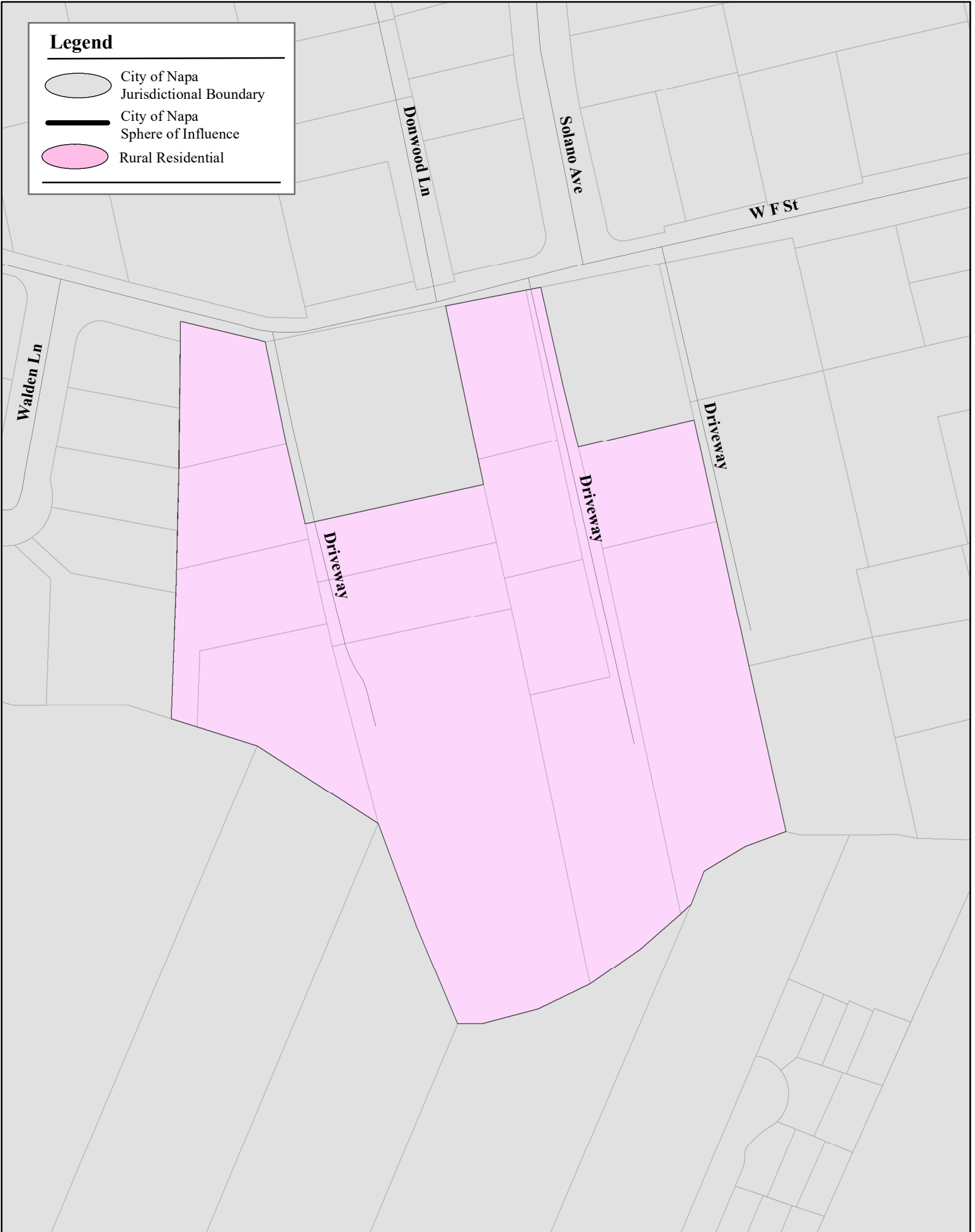
-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential



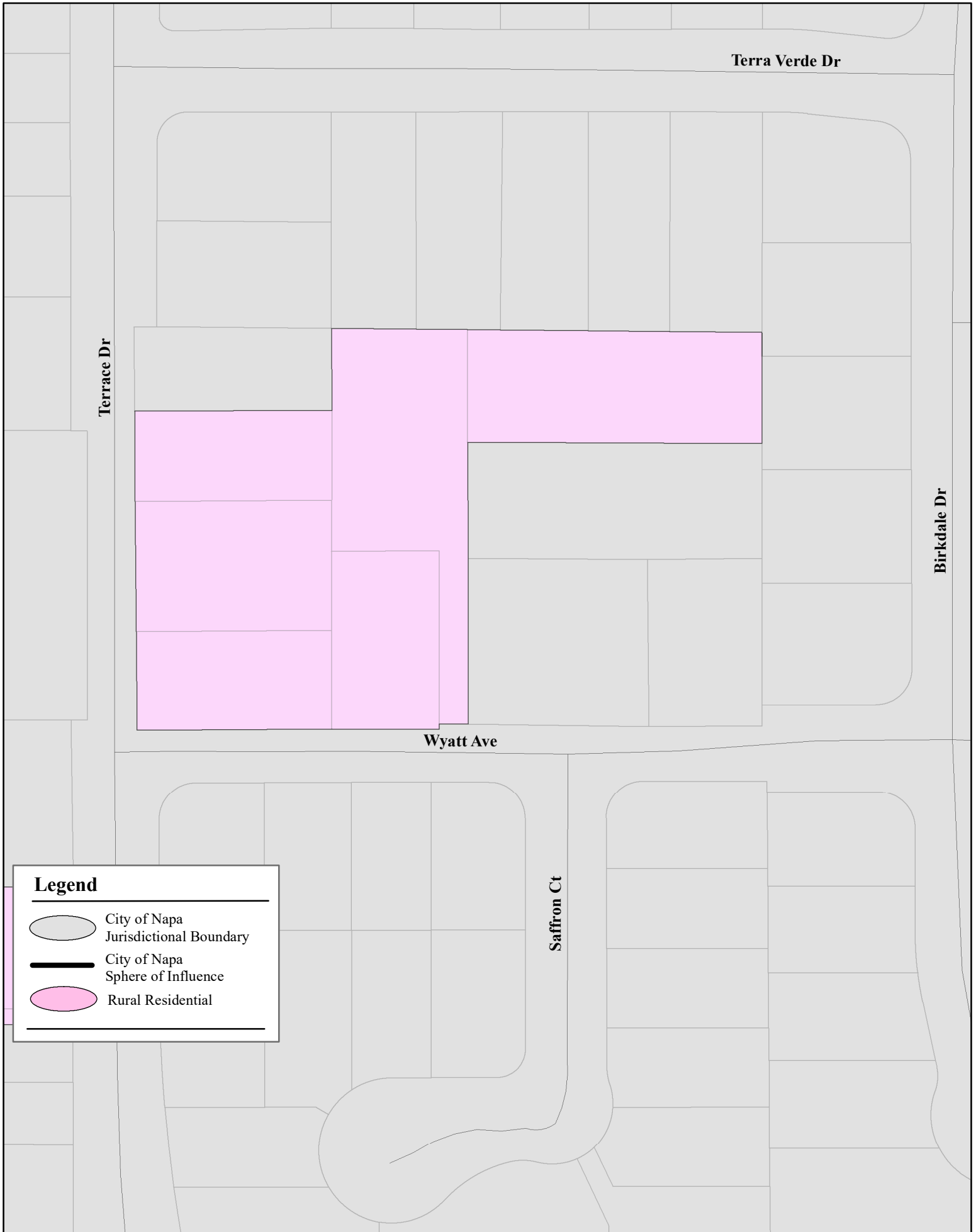
# West F / Solano (100% Surrounded)

**Legend**

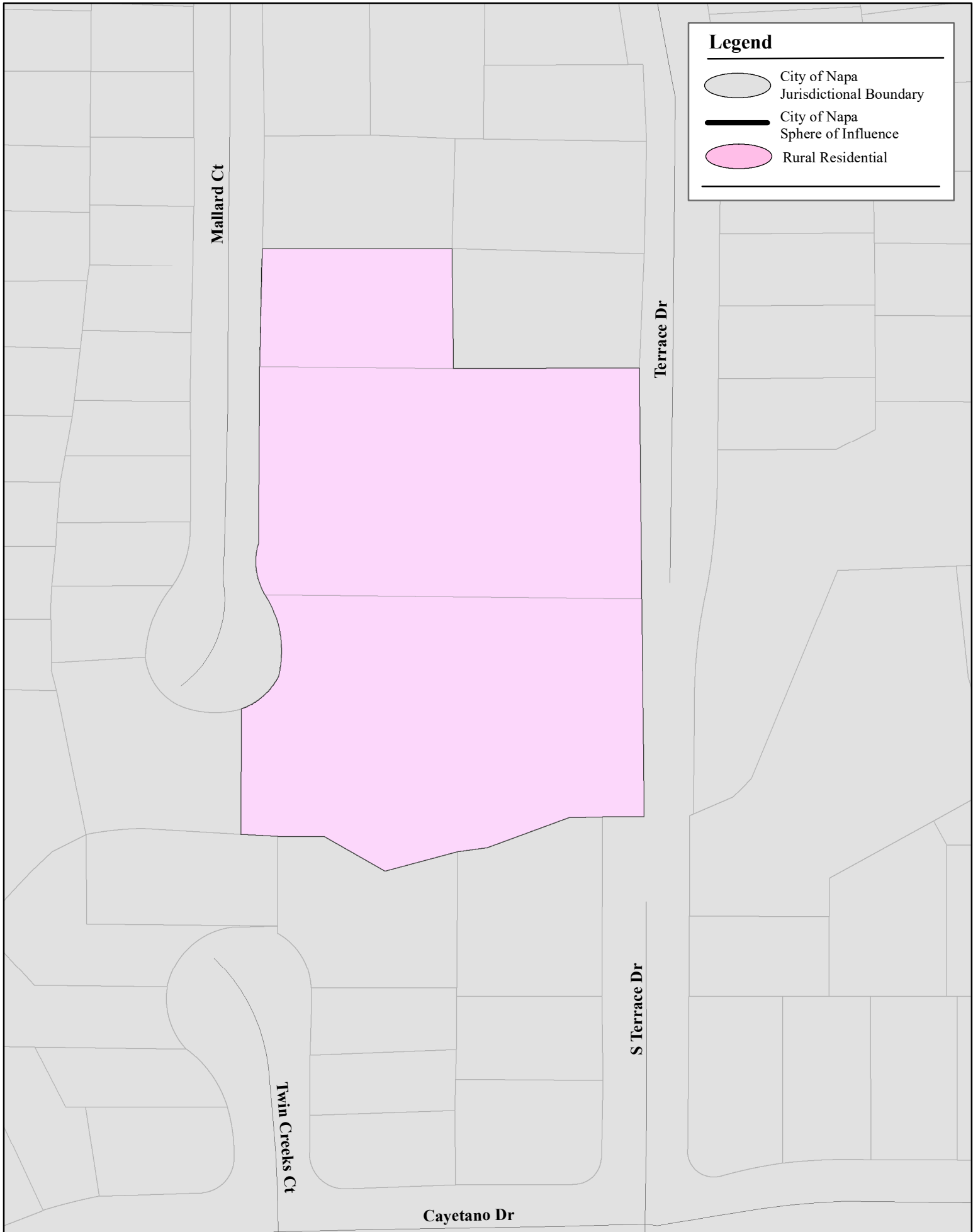
-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential






# Terrace / Wyatt (100% Surrounded)



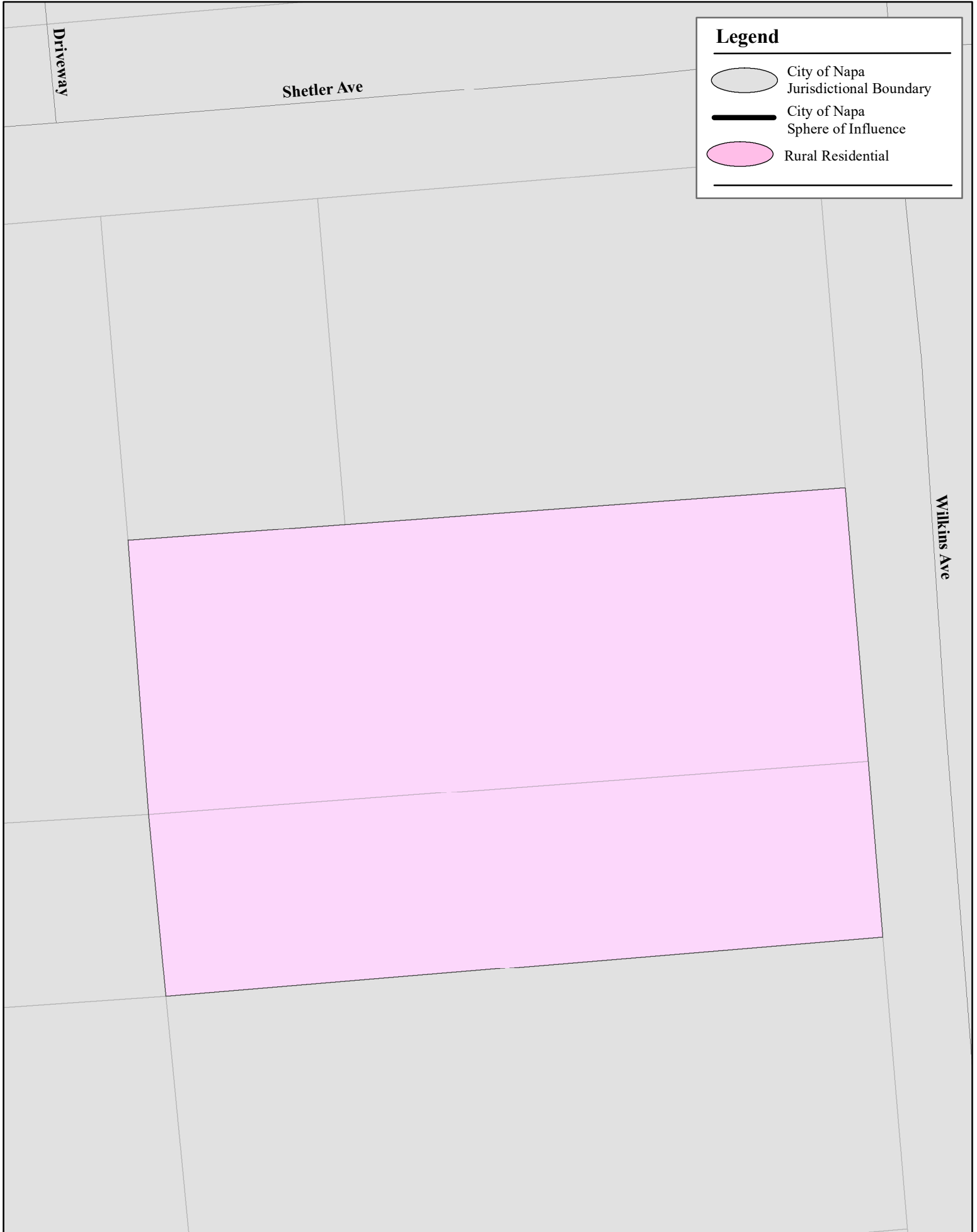
# Terrace / Mallard (100% Surrounded)






**Legend**

-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential

# Wilkins / Shetler (100% Surrounded)






## Legend

-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential

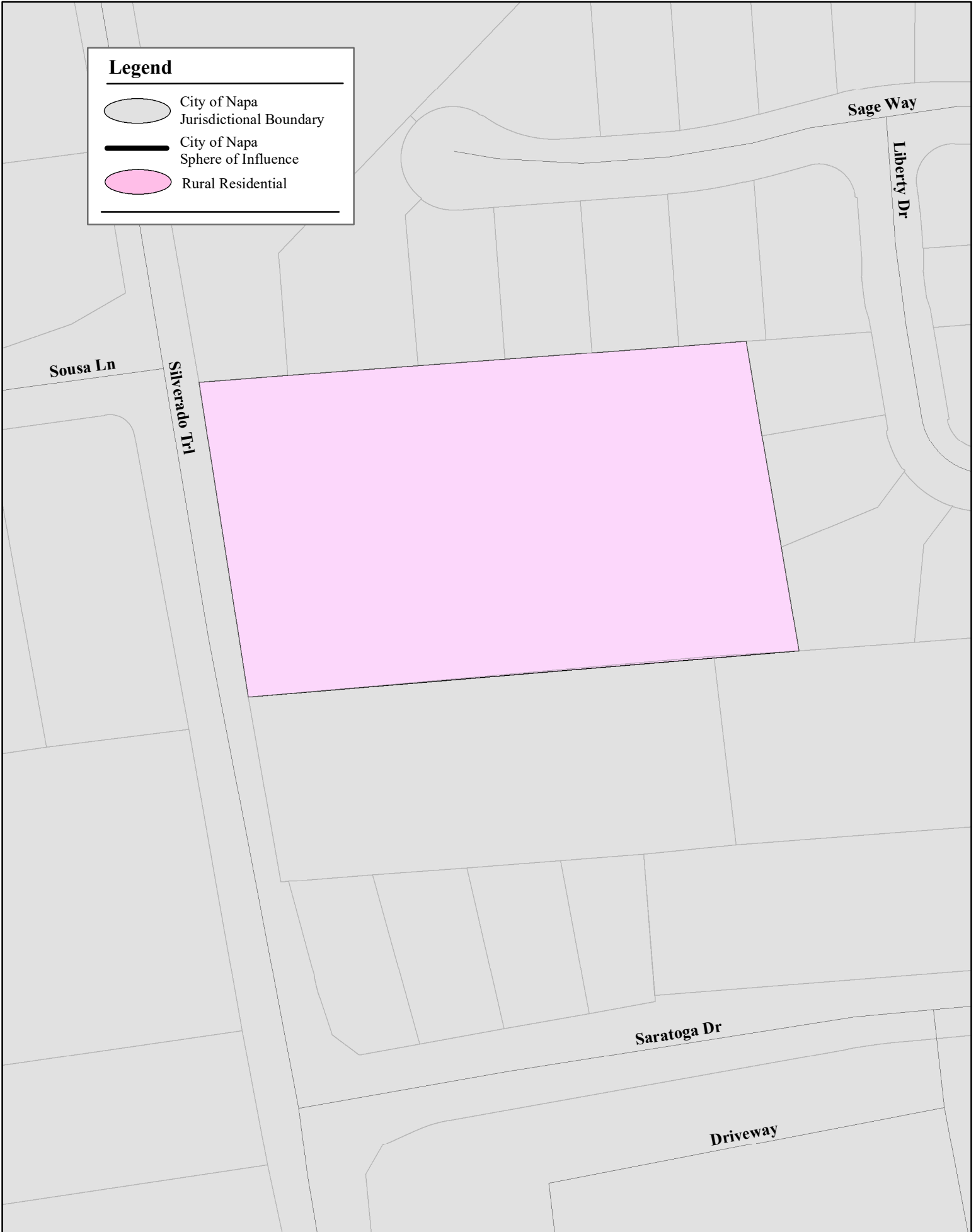
# Silverado / Saratoga (100% Surrounded)

**Legend**

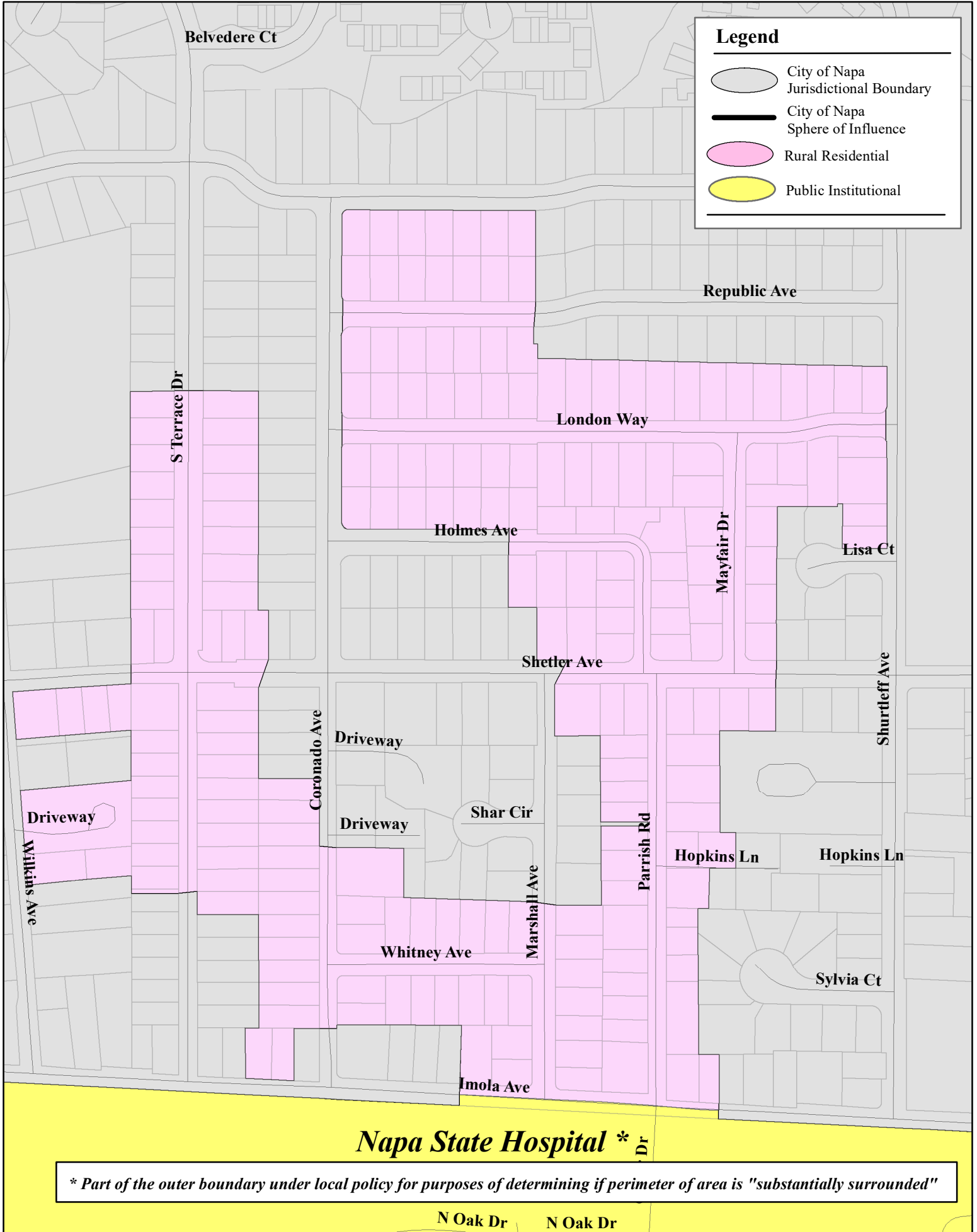
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-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Rural Residential

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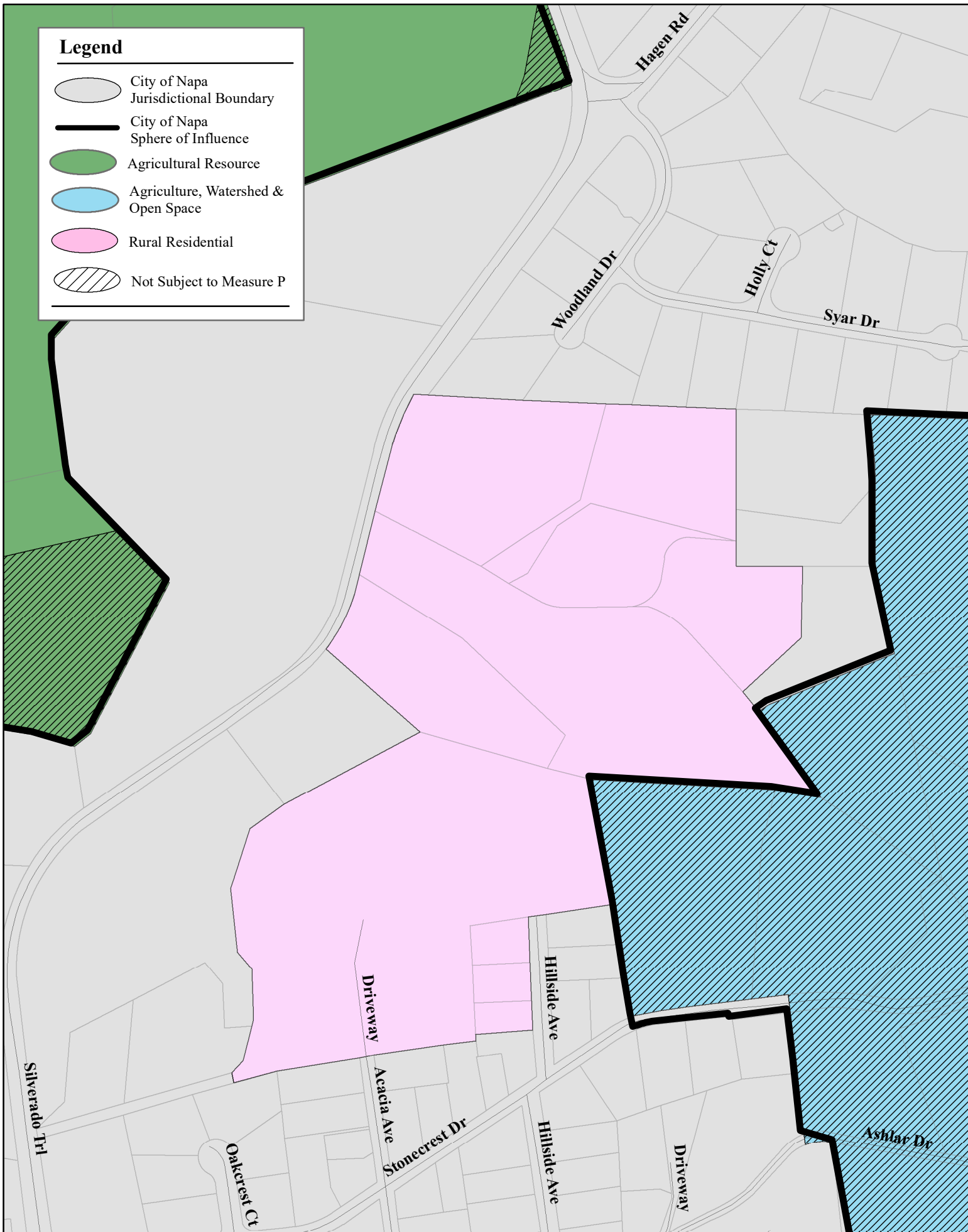
# Imola / Parrish (93% Surrounded)



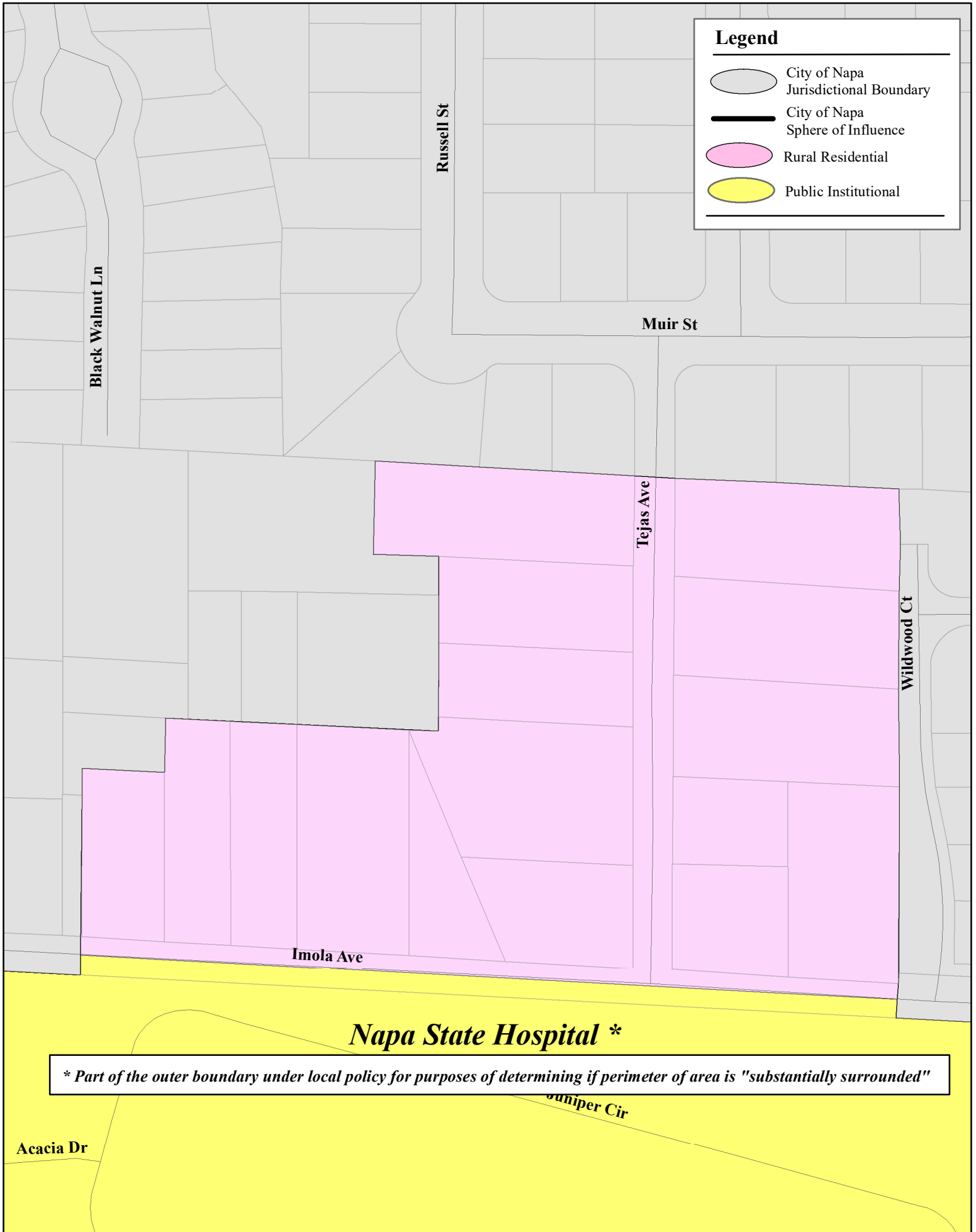
*\* Part of the outer boundary under local policy for purposes of determining if perimeter of area is "substantially surrounded"*

N Oak Dr N Oak Dr

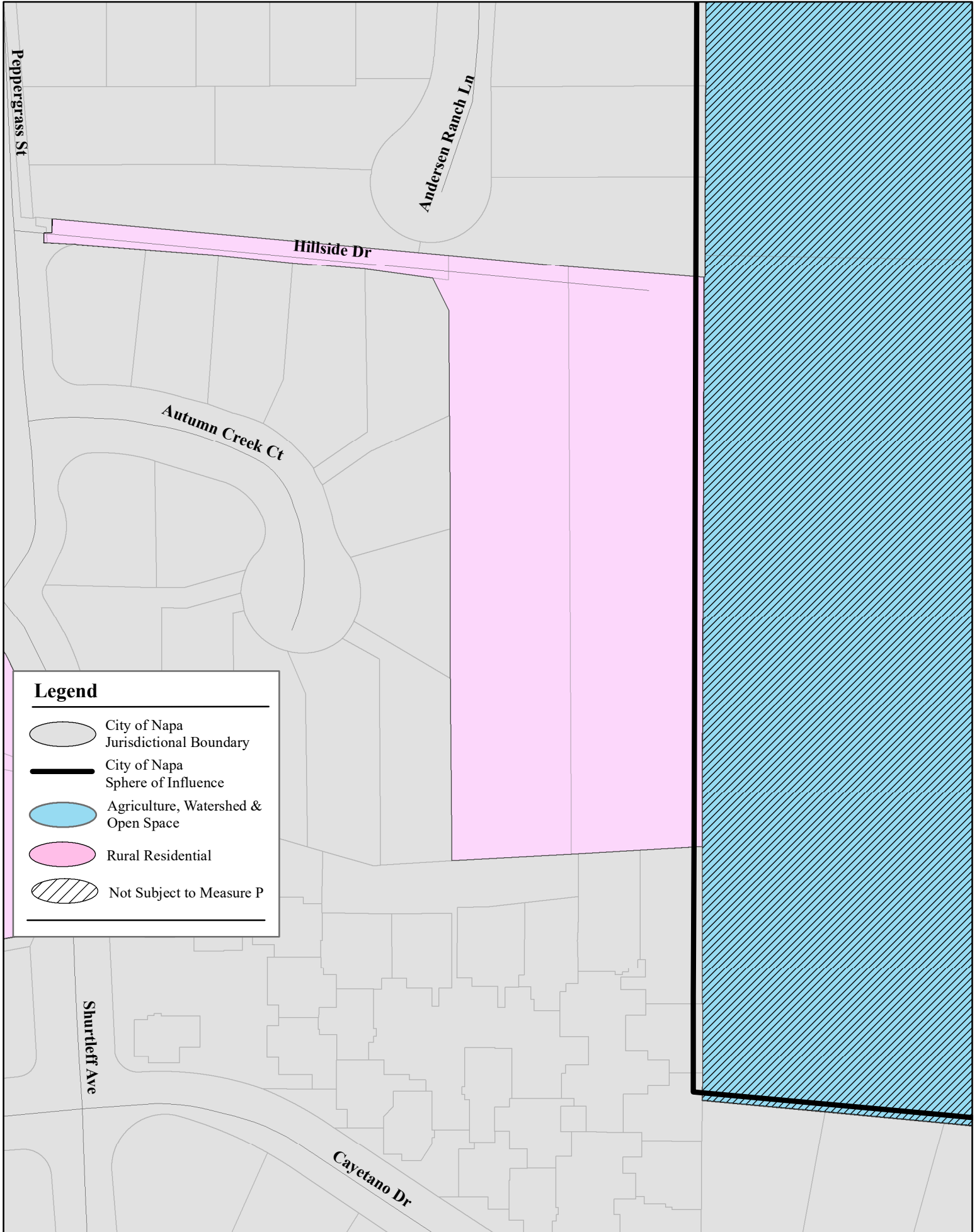
# Silverado / Stonecrest (82% Surrounded)



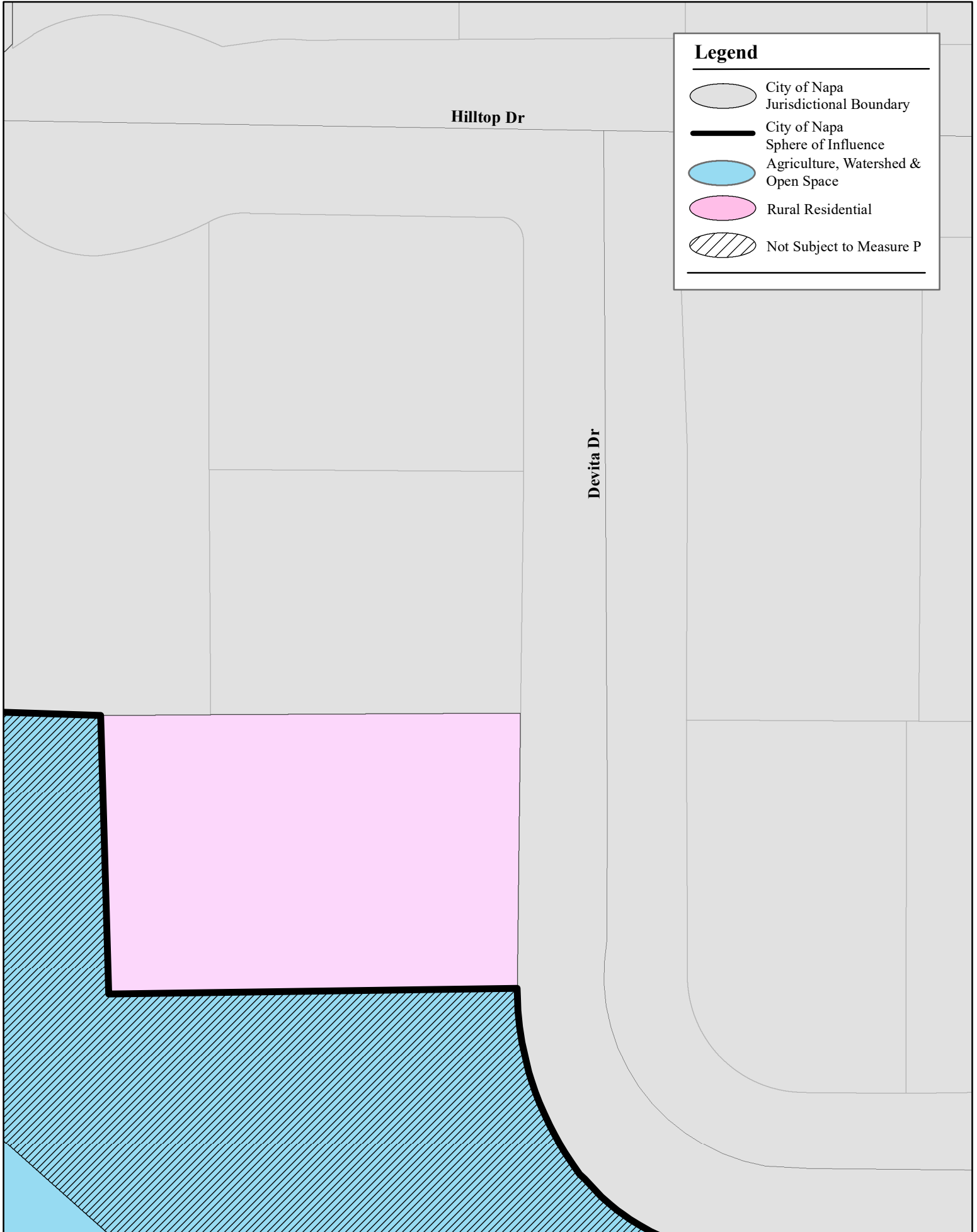
# Imola / Tejas (71% Surrounded)



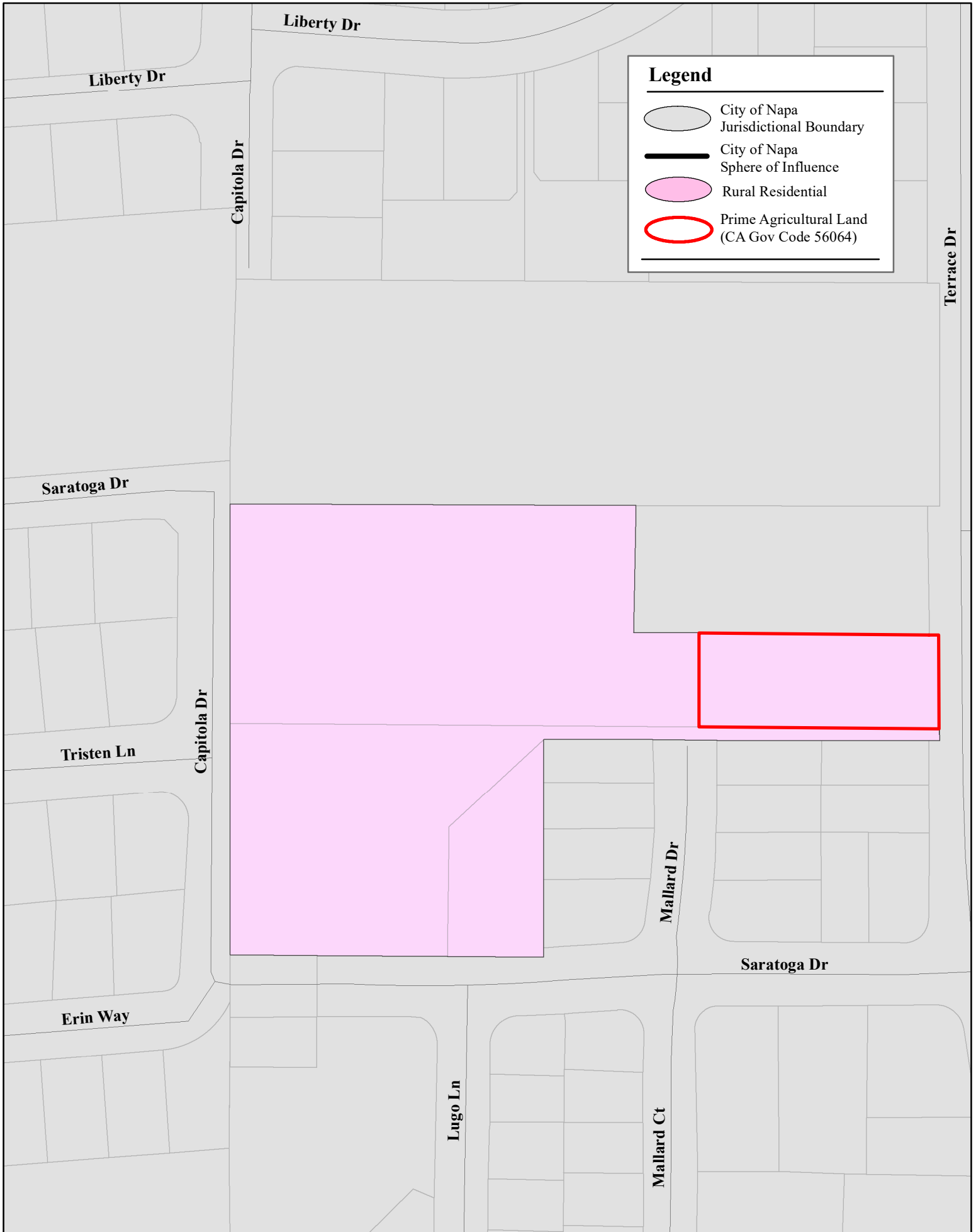
# Shurtleff / Hillside (70% Surrounded)



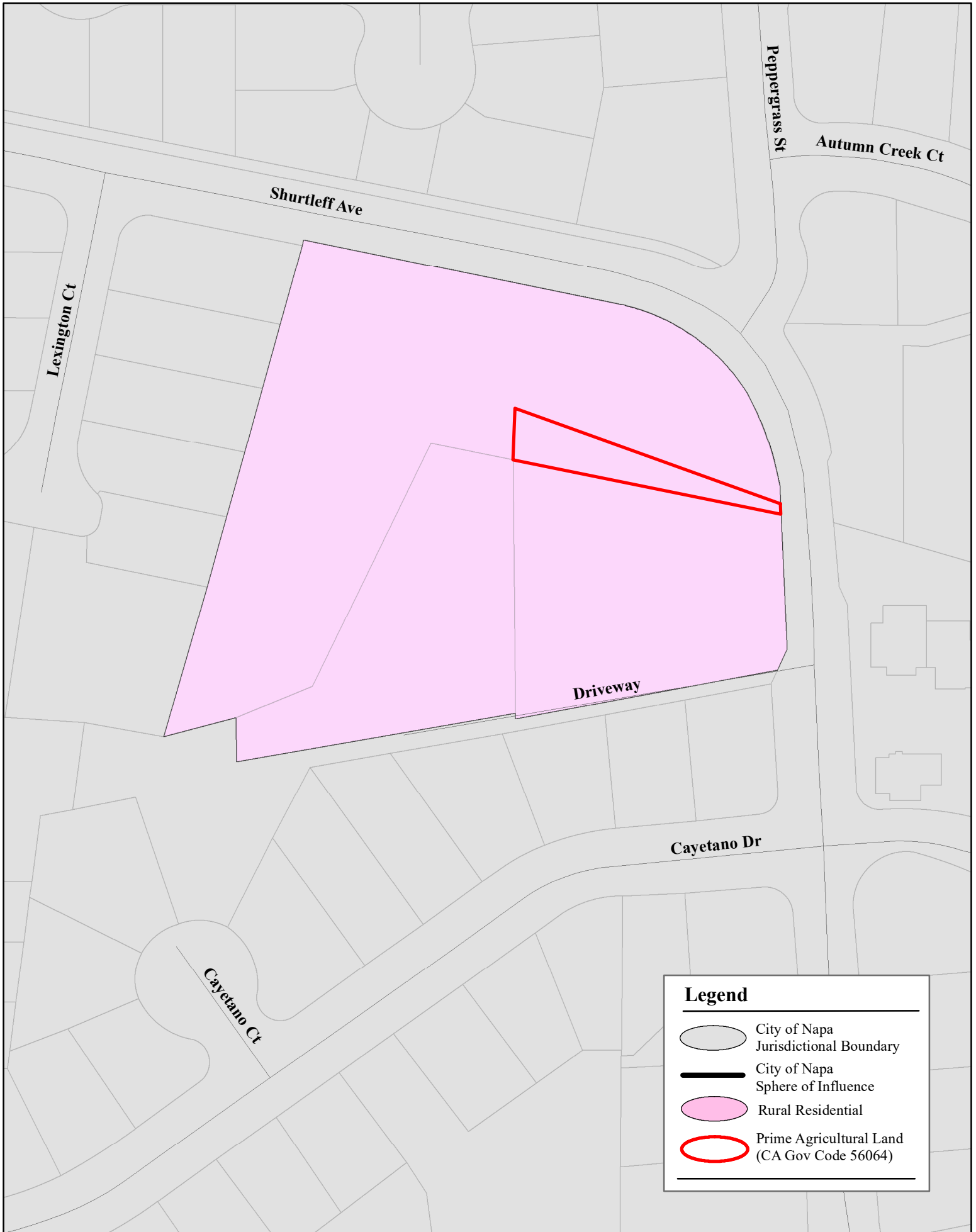
# Devita / Hilltop (50% Surrounded)



# Saratoga / Capitola (100% Surrounded)





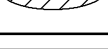


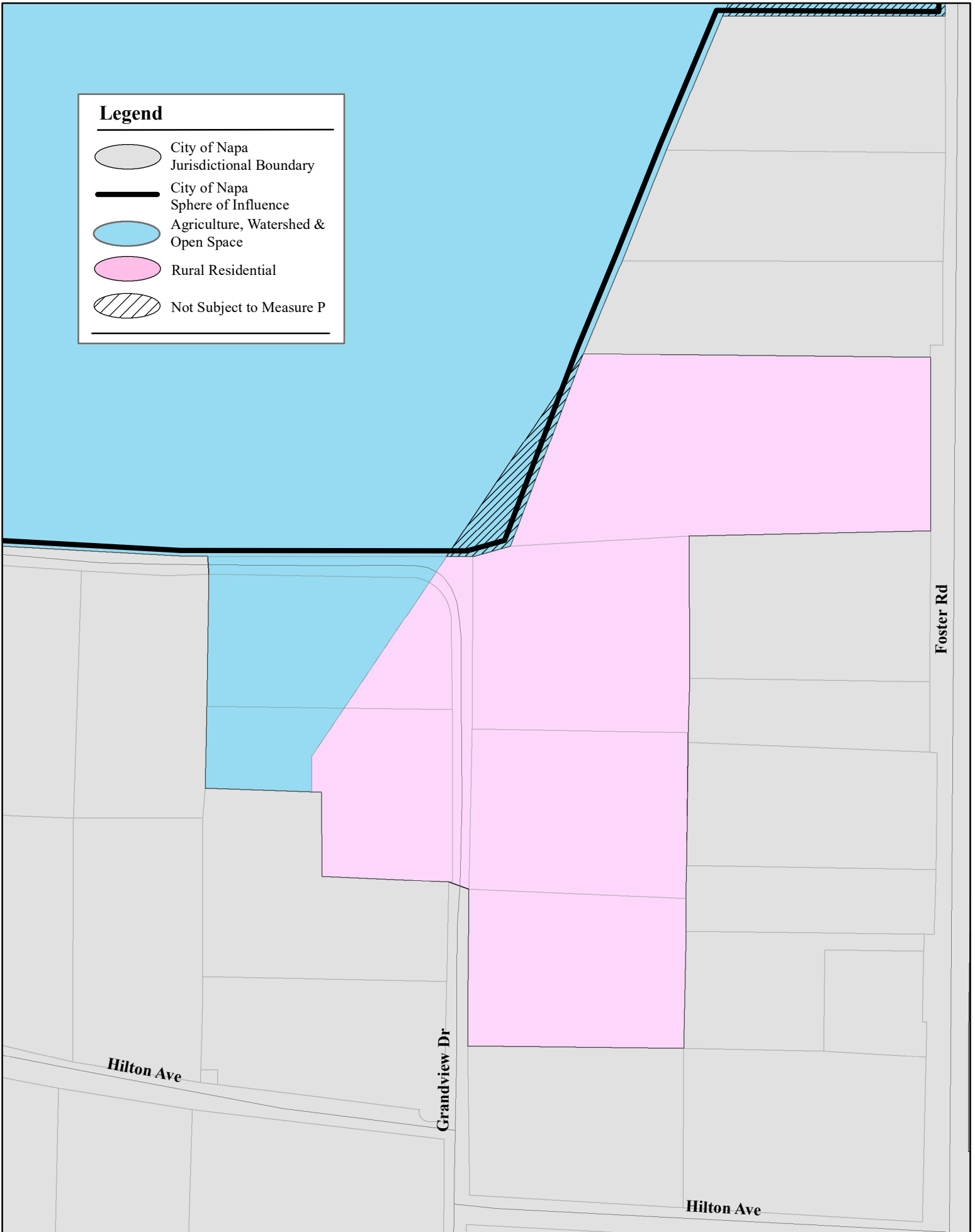
# Shurtleff / Cayetano (100% Surrounded)



# Foster / Grandview (81% Surrounded)





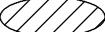

**Legend**

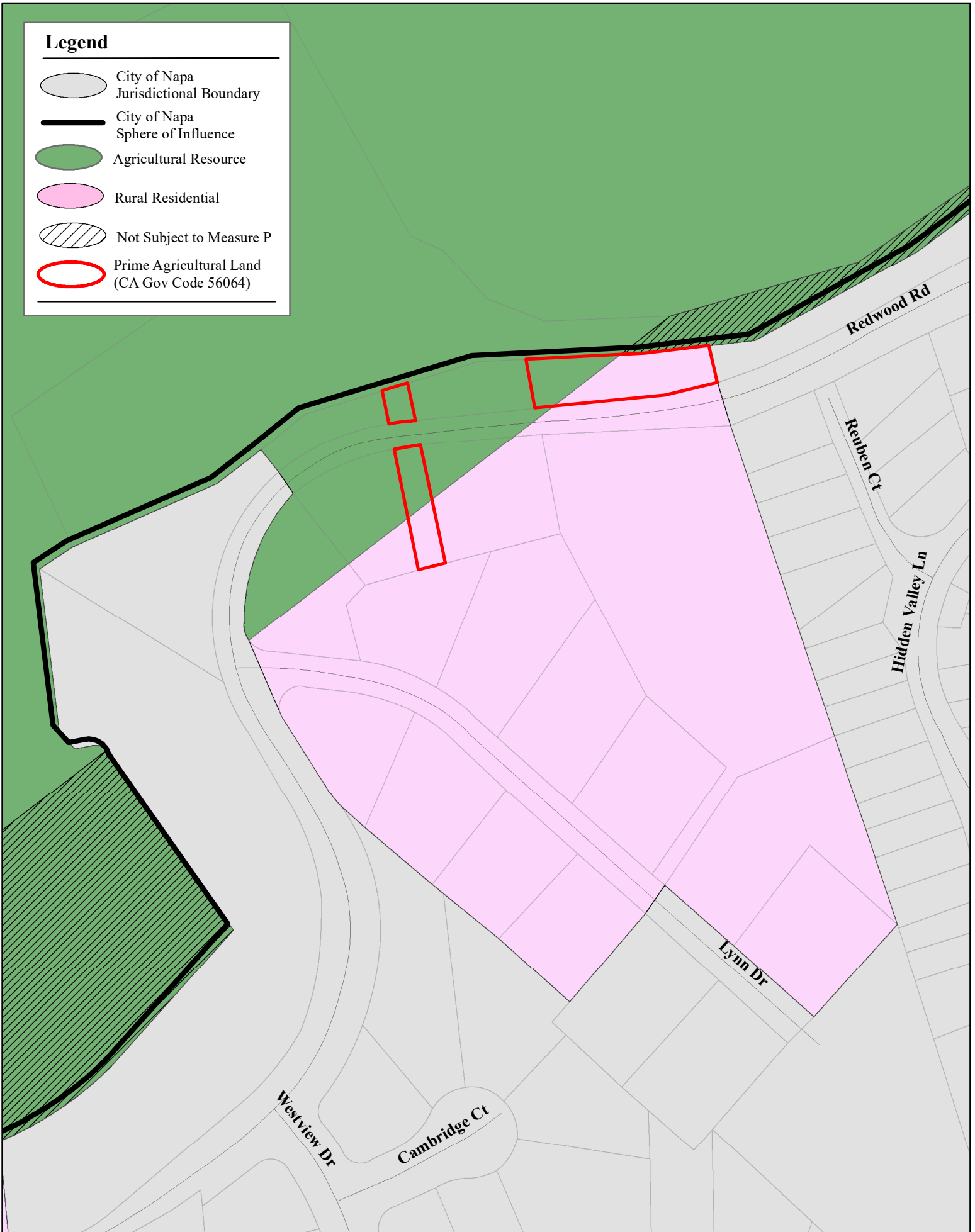
-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Agriculture, Watershed & Open Space
-  Rural Residential
-  Not Subject to Measure P



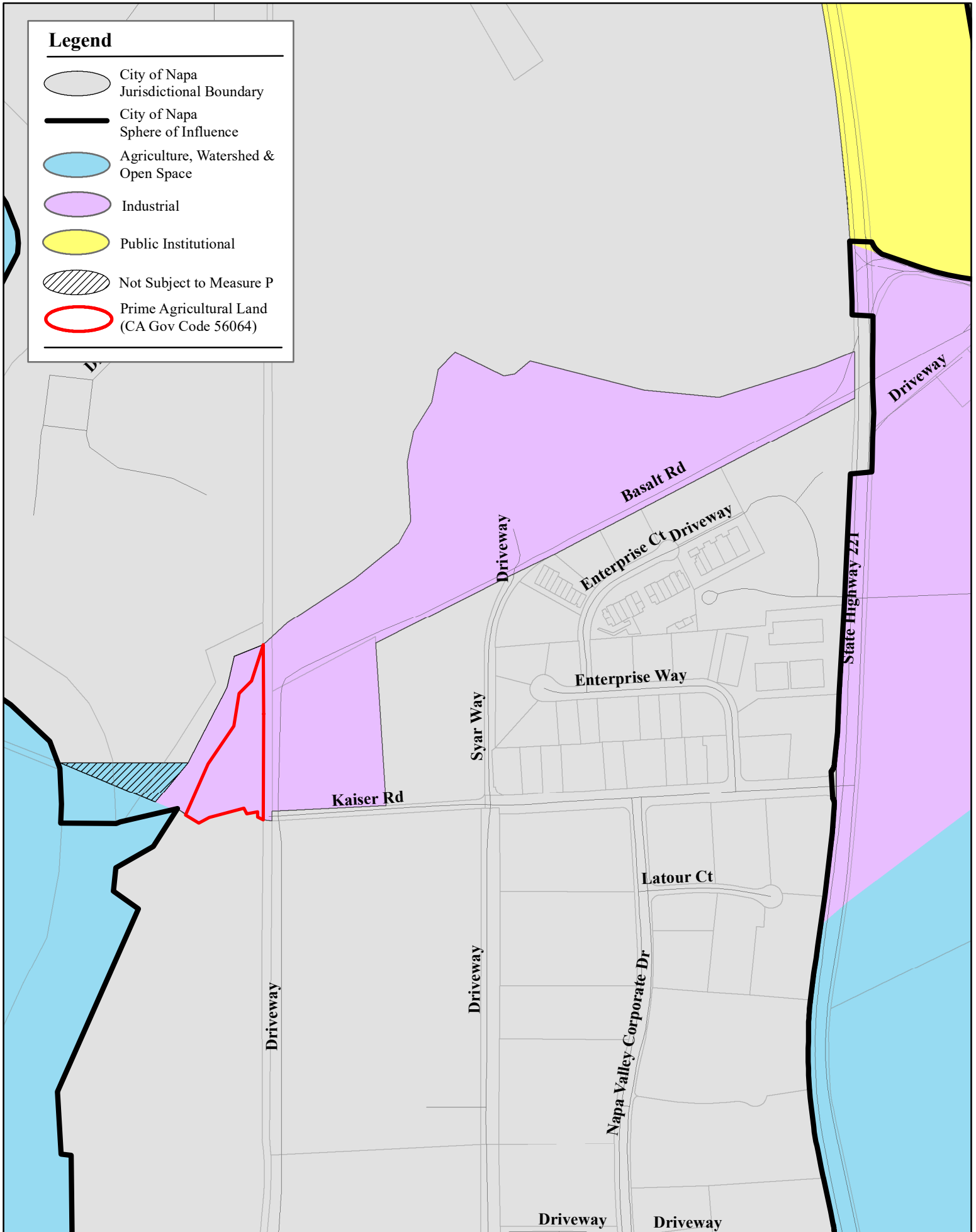
# Redwood / Lynn (79% Surrounded)

**Legend**

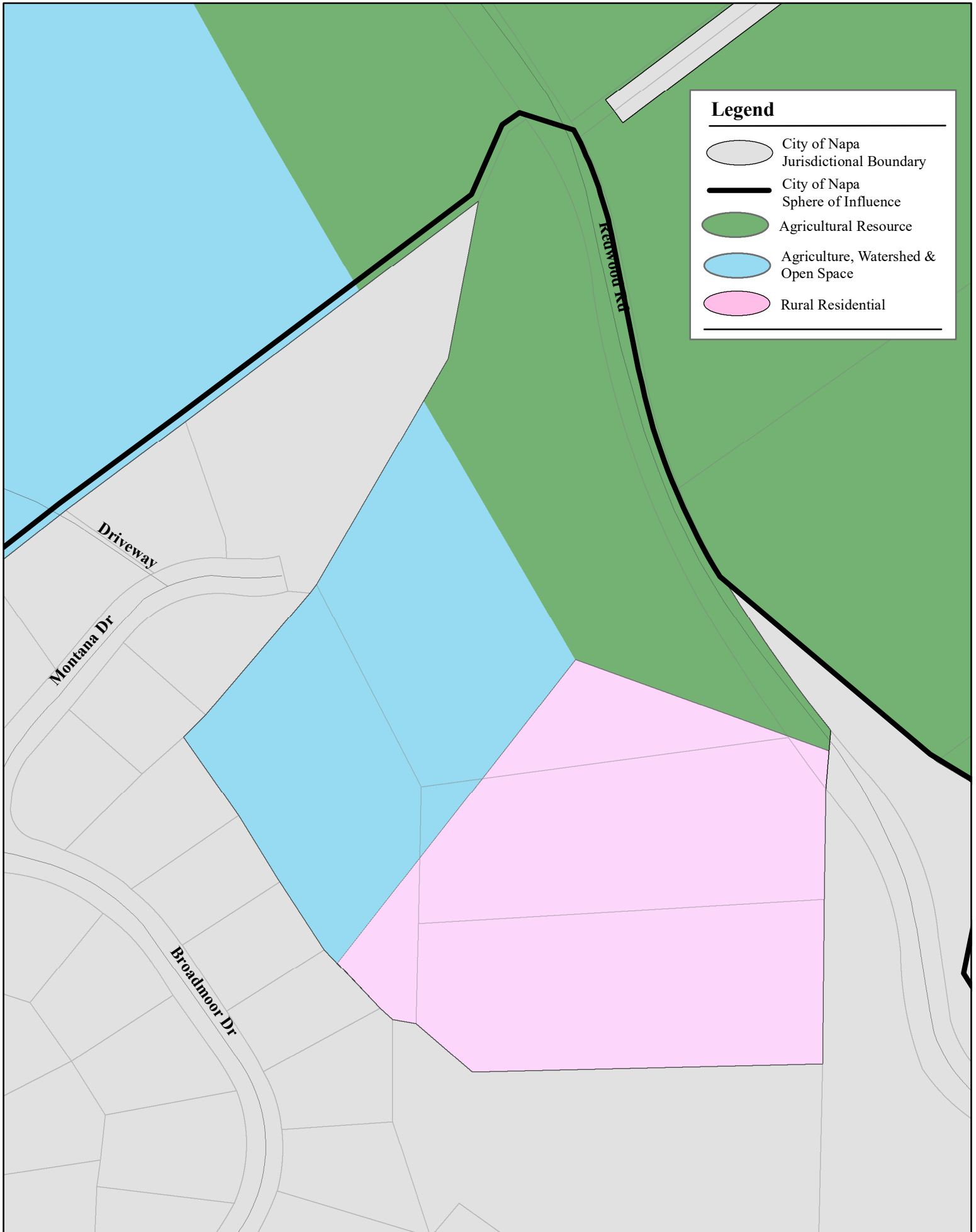
-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Agricultural Resource
-  Rural Residential
-  Not Subject to Measure P
-  Prime Agricultural Land (CA Gov Code 56064)



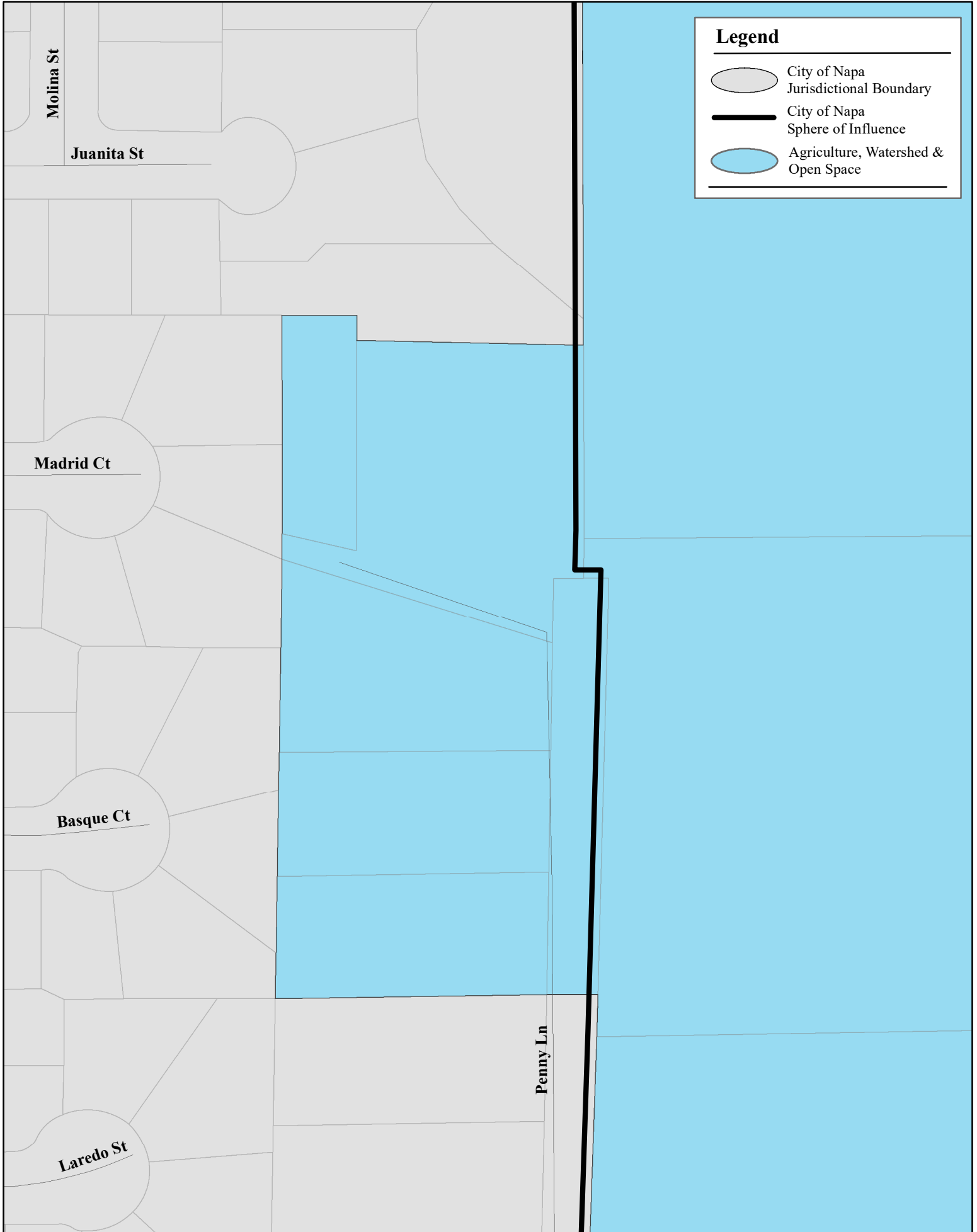
# Basalt / Kaiser (94% Surrounded)



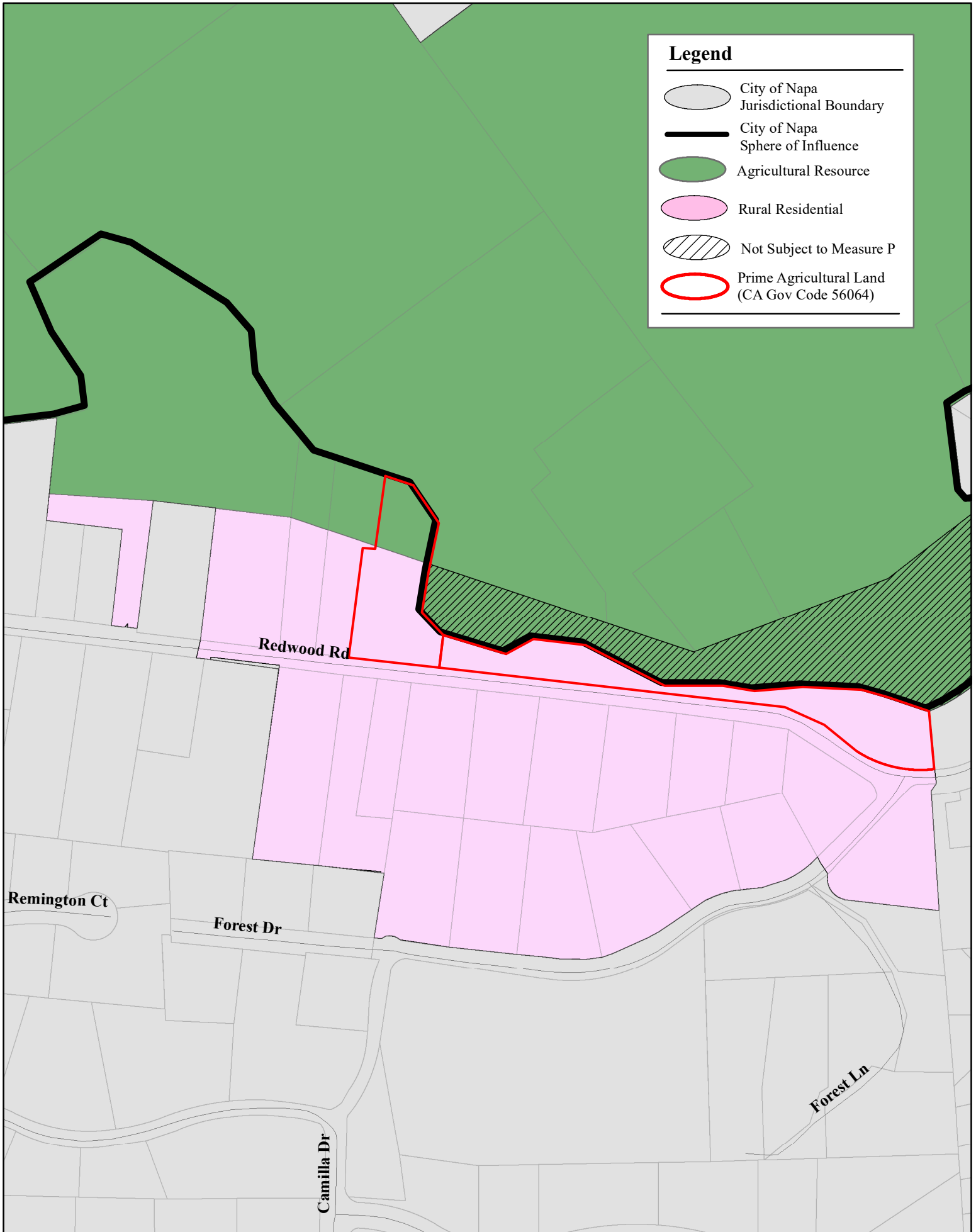
# Redwood / Montana (76% Surrounded)



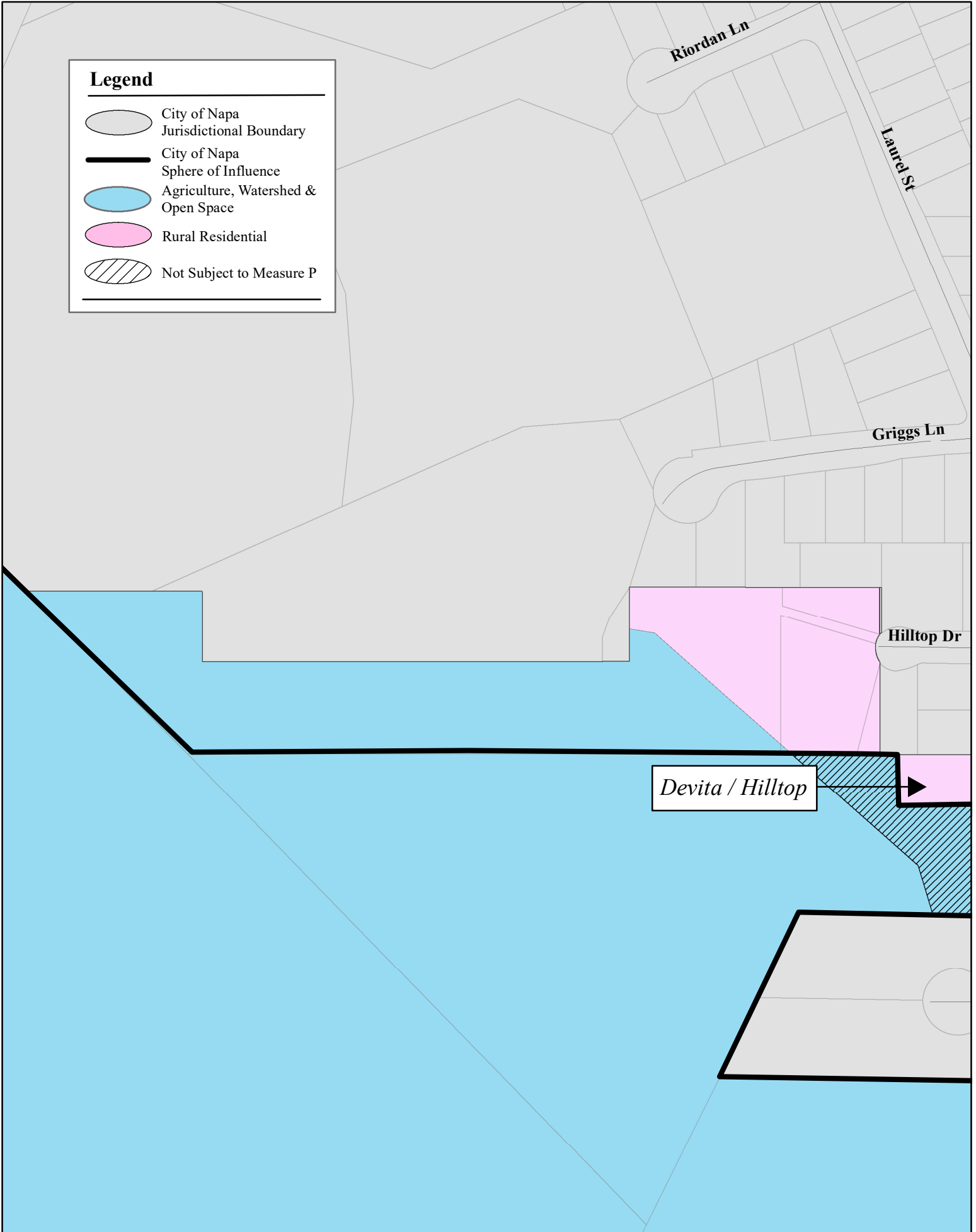
# Penny / Madrid (66% Surrounded)



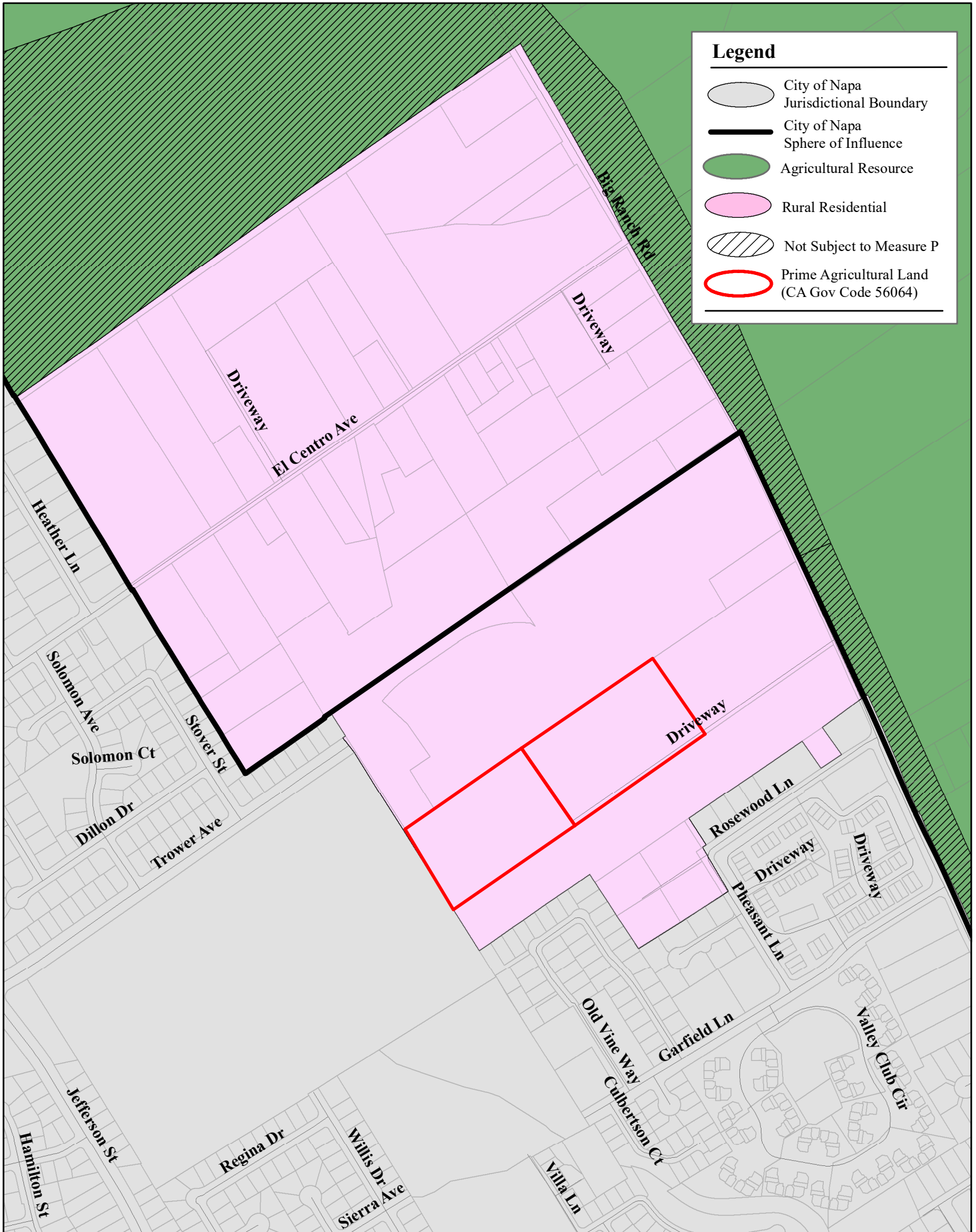
# Redwood / Forest (59% Surrounded)



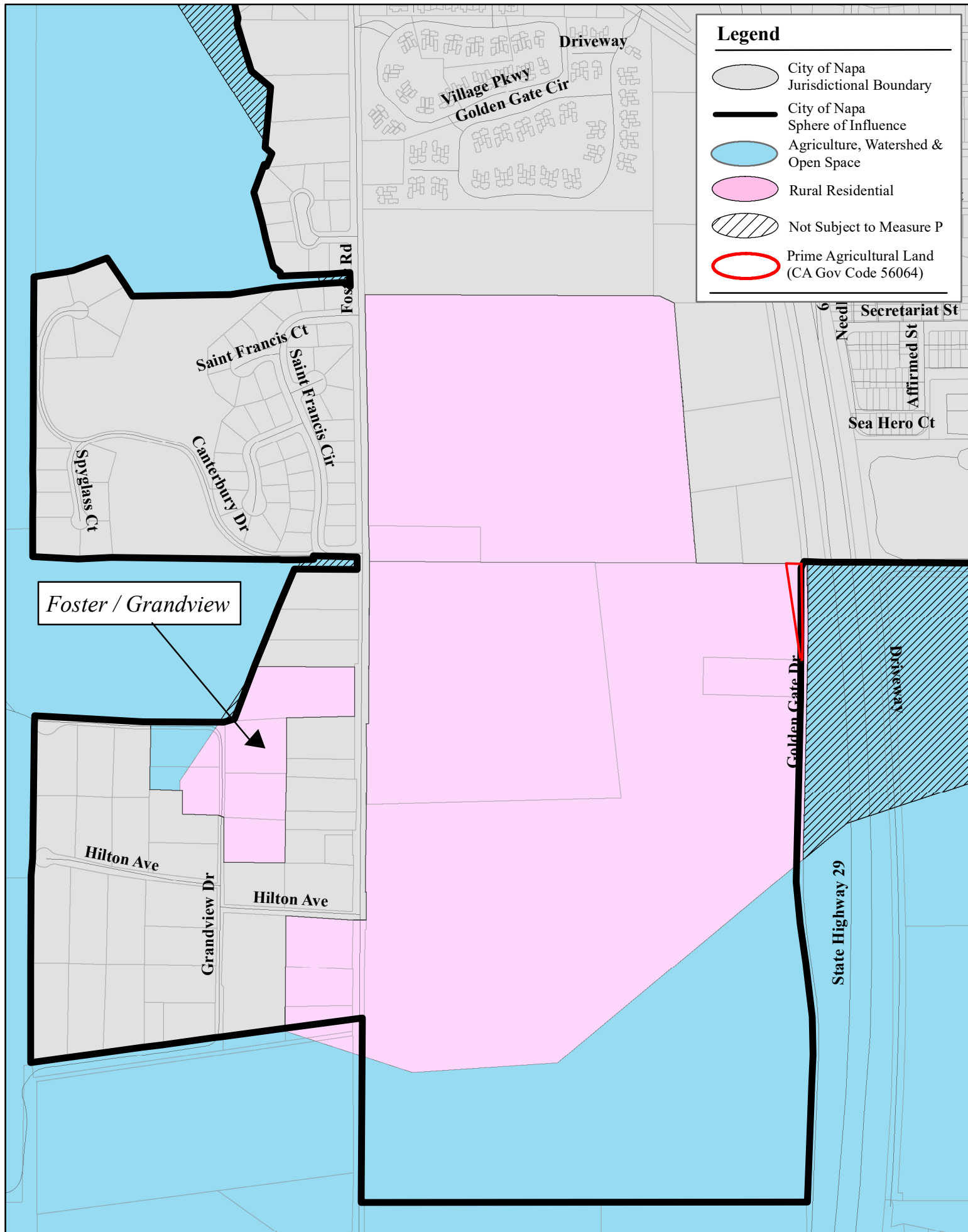
# Hilltop / Griggs (56% Surrounded)



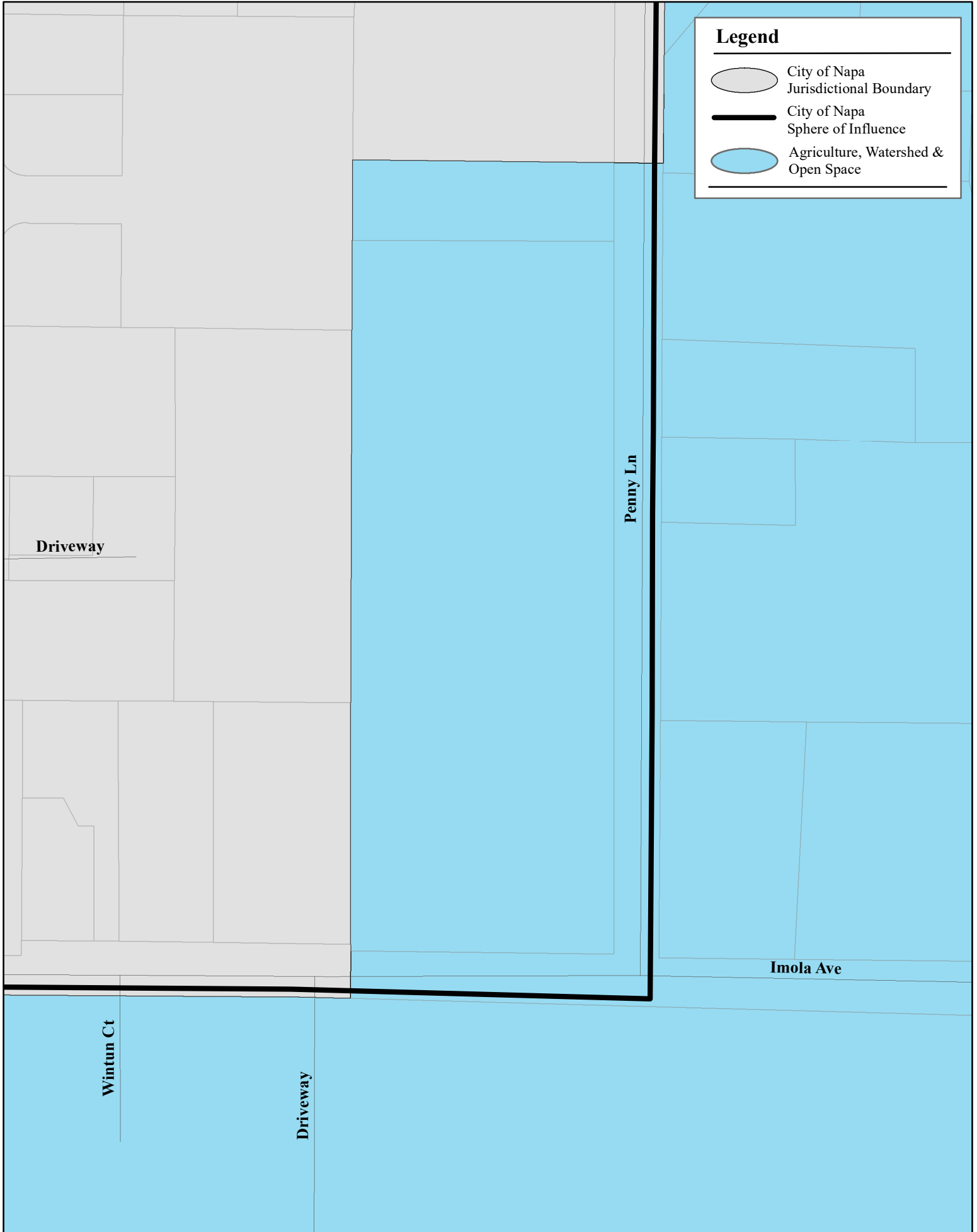
# Big Ranch / Rosewood (55% Surrounded)






# Foster / Golden Gate (52% Surrounded)



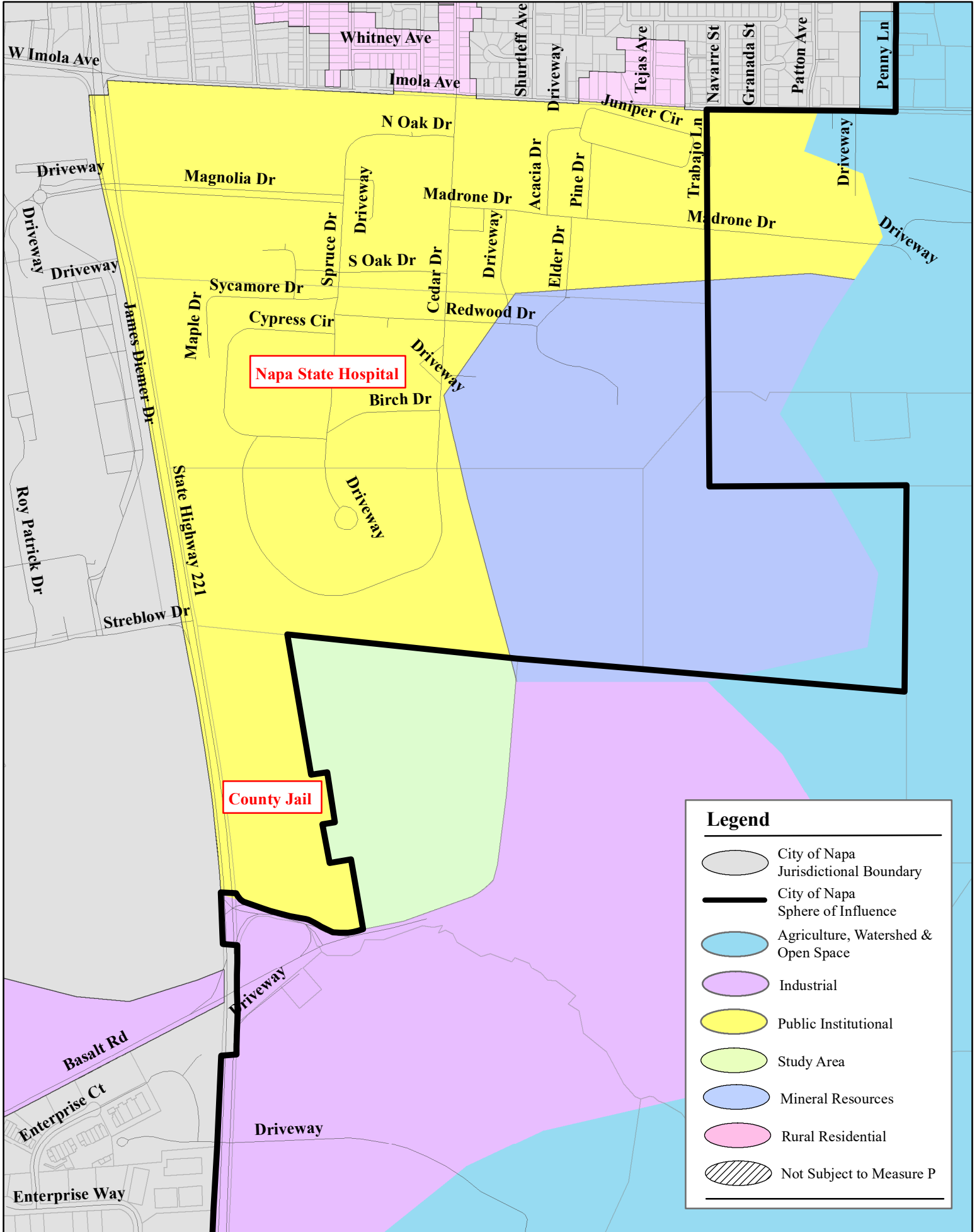
# Penny / Imola (50% Surrounded)



**Legend**

-  City of Napa Jurisdictional Boundary
-  City of Napa Sphere of Influence
-  Agriculture, Watershed & Open Space

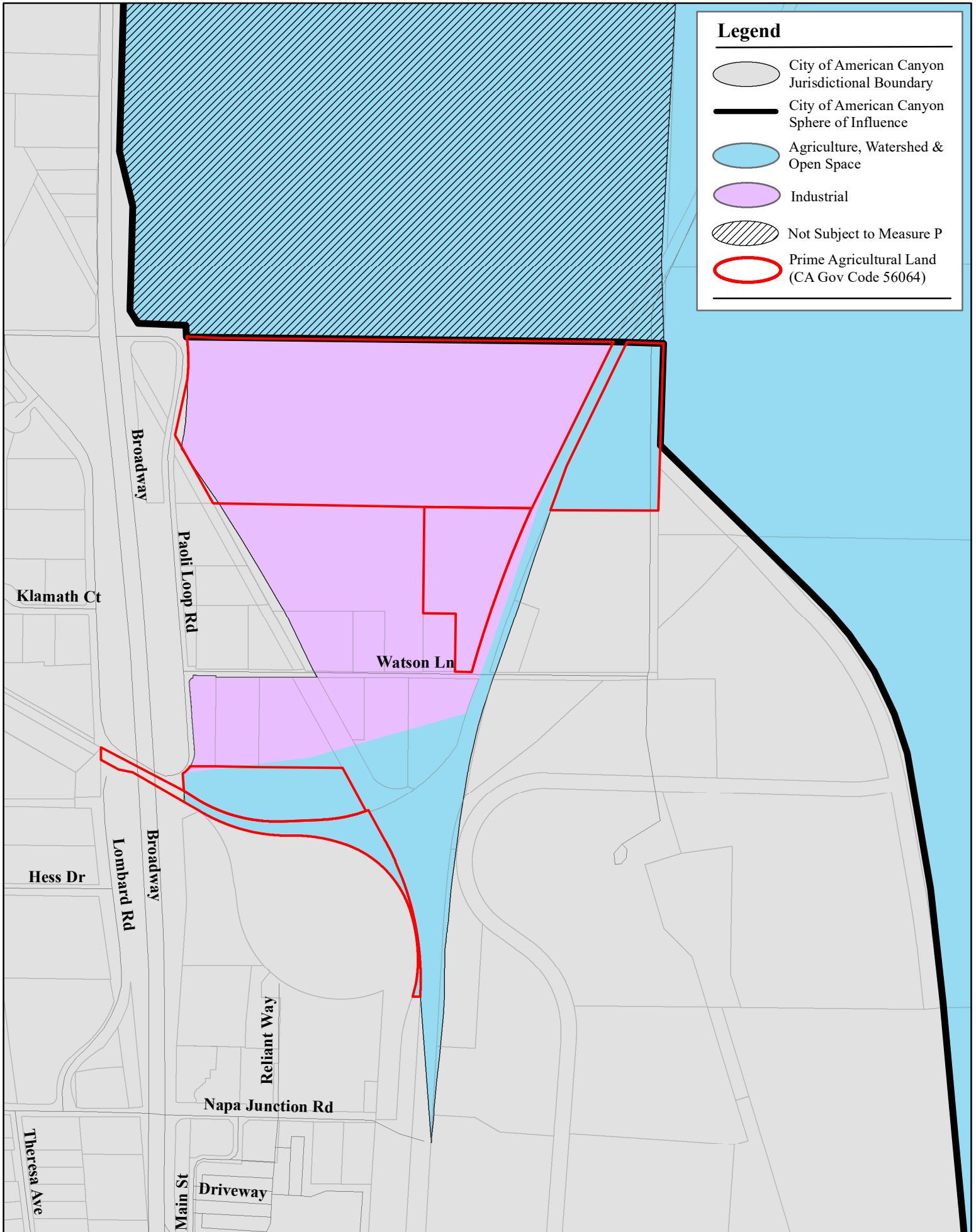
# Napa State Hospital / County Jail (35% Surrounded)



**Legend**

- City of Napa Jurisdictional Boundary
- City of Napa Sphere of Influence
- Agriculture, Watershed & Open Space
- Industrial
- Public Institutional
- Study Area
- Mineral Resources
- Rural Residential
- Not Subject to Measure P

# Watson / Paoli Loop (77% Surrounded)



# Calistoga Wastewater Pond (50% Surrounded)



# Domaine Chandon Commercial Site (50% Surrounded)

