



OC LAFCO Unincorporated Areas Program

Orange Islands (ID#17-19, #21-23)

Sphere of Influence – City of Orange

Strategic Opportunities for County Unincorporated Areas

Since 2000, OC LAFCO has successfully annexed several unincorporated county areas to adjacent cities. Today the collaboration with the County and cities adjacent to these areas continues with the remaining unincorporated areas involving a combination of challenges (e.g., historical resident and agency opposition, lack of infrastructure financing, differences in city/county development standards) that requires a strategic partnership facilitated by OC LAFCO. Current demographic and fiscal data are critical to this effort and a better understanding of issues related to municipal service delivery to unincorporated communities.

The information below provides an overview of current service related costs and revenues as well as potential opportunities for islands.

Overview of the Orange Islands (ID#17 – 19, #21-23)

The Orange Islands include six separate islands consisting of a total of approximately 850 acres of unincorporated territory surrounded by the City of Orange. The islands are generally located in the western part of the sphere of influence of the City of Orange and include 1,362 single-family detached units and 447 other dwelling units, a population of 4,891 residents, and 2,375 registered voters. The chart below depicts the acreage for each island.

Island Name	Island ID #	Location	Acreage
El Modena	ID#17	North of Chapman Avenue and south of East Silverleaf Avenue.	101.67
Lincoln/Glassell	ID#18	North of West Lincoln Avenue and adjacent to Santa Ana River.	103.03
North El Modena	ID#19	North and south of the intersection of Hewes St. and East Bond Avenue.	31.59
Olive Heights	ID#21	North and south of East Buena Vista Avenue, south of East Bixby Avenue	32.47
Orange Parks Acres	ID#22	South of East Santiago Canyon Road and north of East Chapman Avenue, encompassing Orange Park Boulevard.	394.02
Santiago Creek	ID#23	South of Villa Park Road and west of Hewes Street.	187.25

The chart below highlights current municipal service provisions to the area.

Service Category	Current Service Provider
Sewer	City of Orange
Fire Protection & Prevention	Orange County Fire Authority
Law Enforcement	Orange County Sheriff
Solid Waste Collection	Ware Disposal/CR&R Inc./Waste Management
Street Sweeping	County of Orange
Library	County of Orange
Animal Control	County of Orange
Planning	County of Orange
Code Enforcement	County of Orange
Parks & Recreation	OC Parks (Regional)
Education	Orange Unified School District (K-12)

County Costs/Revenues

The County has worked with various departments to develop an annual accounting of County General Fund municipal service revenues and expenditures for each of the unincorporated areas. This profile includes a snapshot of the costs to the County to provide municipal services and the revenue generated for the Orange Islands for fiscal year 2023-24. Currently, the Orange Islands result in a yearly negative impact to the County General Fund of approximately \$2,099,692 (excluding capital project expenditures). Primary service expenses for the islands include animal control, law enforcement, and infrastructure maintenance. Property tax revenue allocated to the County general fund is the major revenue source generated within the islands, consisting of approximately \$360,535 each fiscal year.

Annexation Opportunity

Approval of the annexation of the islands to the City by OC LAFCO could result in several benefits to the residents and the commercial area related to City service levels and the proximity of City service providers and emergency responders. The Orange Islands consist of built-out residential neighborhoods, small commercial areas, and recreational areas with opportunities for additional revenues. Unincorporated islands that are less than 150 acres may be processed by OC LAFCO under the streamlined “small island” provisions of State law which require OC LAFCO to approve the annexation and waive protest proceedings². Currently, OC LAFCO is waiving the application fee for cities and providing resources that bridge information gaps and align the efforts of local stakeholders. In part to this, OC LAFCO staff is available to facilitate discussions among stakeholders and participate in community workshops, when requested, to ensure that the residents and landowners are informed on the annexation process. Additionally, the State Board of Equalization currently supports the streamlining of small island annexations (less than 150 acres) through its waiver of the requirement for a map and legal description of the annexation territory.

²Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Section 56375.3 (a)

Orange County Revenue & Expenditure Data
Orange Unincorporated Islands (ID#17-19, #21-23)

County Revenue (FY 2023-24)

Island	Island ID#	Sales Tax	Property Tax	Total Taxes
El Modena	ID# 17	\$31,109	\$19,081	\$50,190
Lincoln/Glassell	ID# 18	n/a	\$23,331	\$23,331
North El Modena	ID# 19	n/a	\$ 3,017	\$3,017
Olive Heights	ID# 21	\$525,160	\$5,014	\$530,174
Orange Park Acres	ID# 22	\$5,755	\$309,318	\$315,073
Santiago Creek	ID# 23	n/a	\$774	\$774
Total Revenue:		\$562,024	\$360,535	\$922,559

Potential Property Tax Revenue upon annexation (based on the City/County Master Property Tax Exchange Agreement adopted on October 28, 1980):

Island	Island ID#	City Tax %	County Tax %	City Revenue	County Revenue
El Modena	ID# 17	51%	49%	\$9,731	\$9,350
Lincoln/Glassell	ID# 18	51%	49%	\$11,899	\$11,432
North El Modena	ID# 19	51%	49%	\$1,539	\$1,478
Olive Heights	ID# 21	51%	49%	\$2,557	\$2,456
Orange Park Acres	ID# 22	51%	49%	\$157,752	\$151,565
Santiago Creek	ID# 23	51%	49%	\$395	\$317

County Expenditures (FY 2023-24)

	Operations and Maintenance					
	OC Waste & Recycling	Animal Care Services	Sheriff	OCPW Road Maint.	OCPW Infra. Maint.	Code Enf.
El Modena	\$4,373	\$8,784	\$844,007	\$109,286 ¹	\$189,497 ²	\$73,333 ³
Lincoln/ Glassell	\$1,782	\$0	\$0			
North El Modena	\$415	\$715	\$156,912			
Olive Heights	\$403	\$117	\$150,877			
Santiago Creek	\$0	\$0	\$0			
Orange Parks Acres	\$18,440	\$10,927	\$324,084	\$70,428	\$90,529	\$44,783
Total Expenditures	\$25,413	\$20,543	\$1,475,880	\$179,714	\$280,026	\$118,116
Total Operation and Maintenance Expenditures: \$2,099,692						

¹ Includes the total cost of OCPWD Road Maintenance for the following islands: El Modena, Lincoln Glassell, North El Modena, Olive Heights and Santiago Creek.

² Includes the total cost of OCPWD Infrastructure Maintenance for the following islands: El Modena, Lincoln Glassell, North El Modena, Olive Heights and Santiago Creek.

³ Includes the total cost of Code Enforcement for the following islands: El Modena, Lincoln Glassell, North El Modena, Olive Heights and Santiago Creek.

El Modena Island (ID #17)

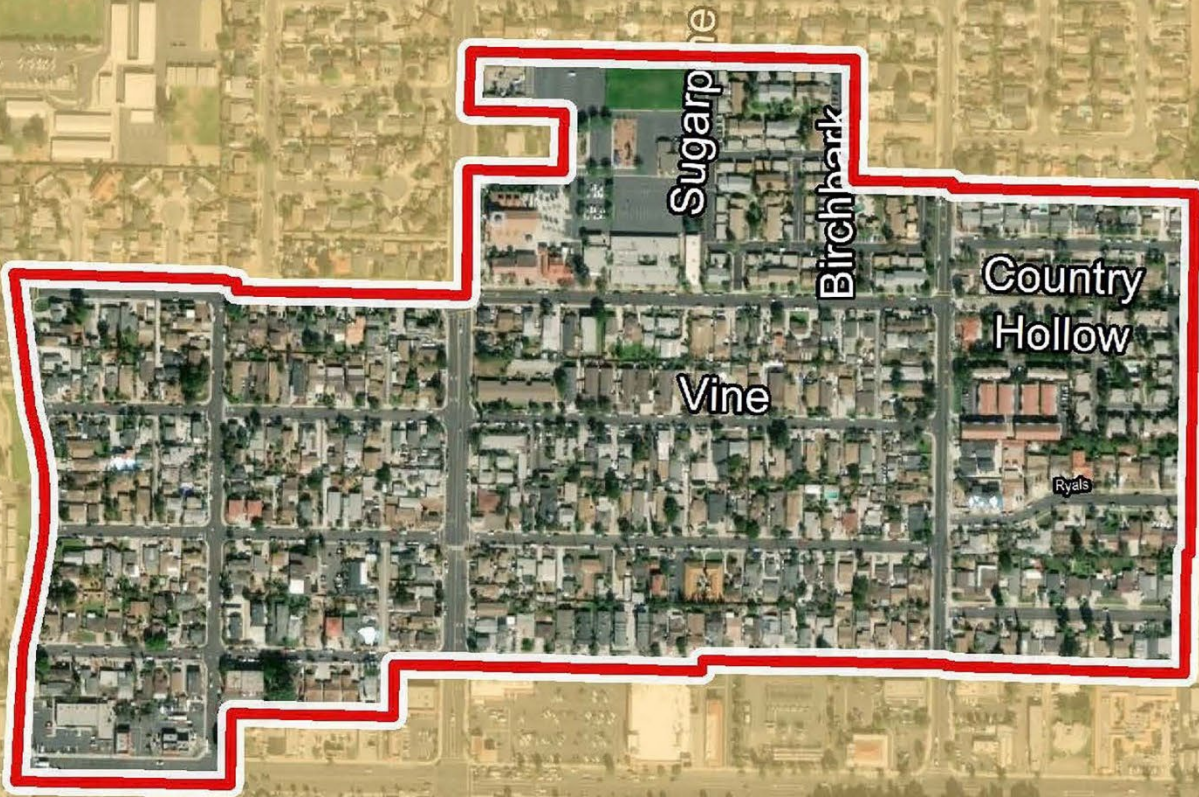


General Information

Sphere of Influence	City of Orange
Supervisory District	2 nd
Acreage	101.67
Within City of Orange's General Plan?	Yes
City of Orange's Pre-zoning Designation	Low and Low Medium Density Residential
Fire Stations (within 1-mile radius)	Orange Fire Station #2 and #4
Parks (within ½ mile radius)	El Modena (Orange), La Veta (Orange)
Flood Control Channels (miles)	.82

Demographics

Population	2,797
Housing Units	684



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

City of Orange El Modena Island



0 0.2
Miles



Legend
El Modena Island

Lincoln/Glassell Island (ID #18)

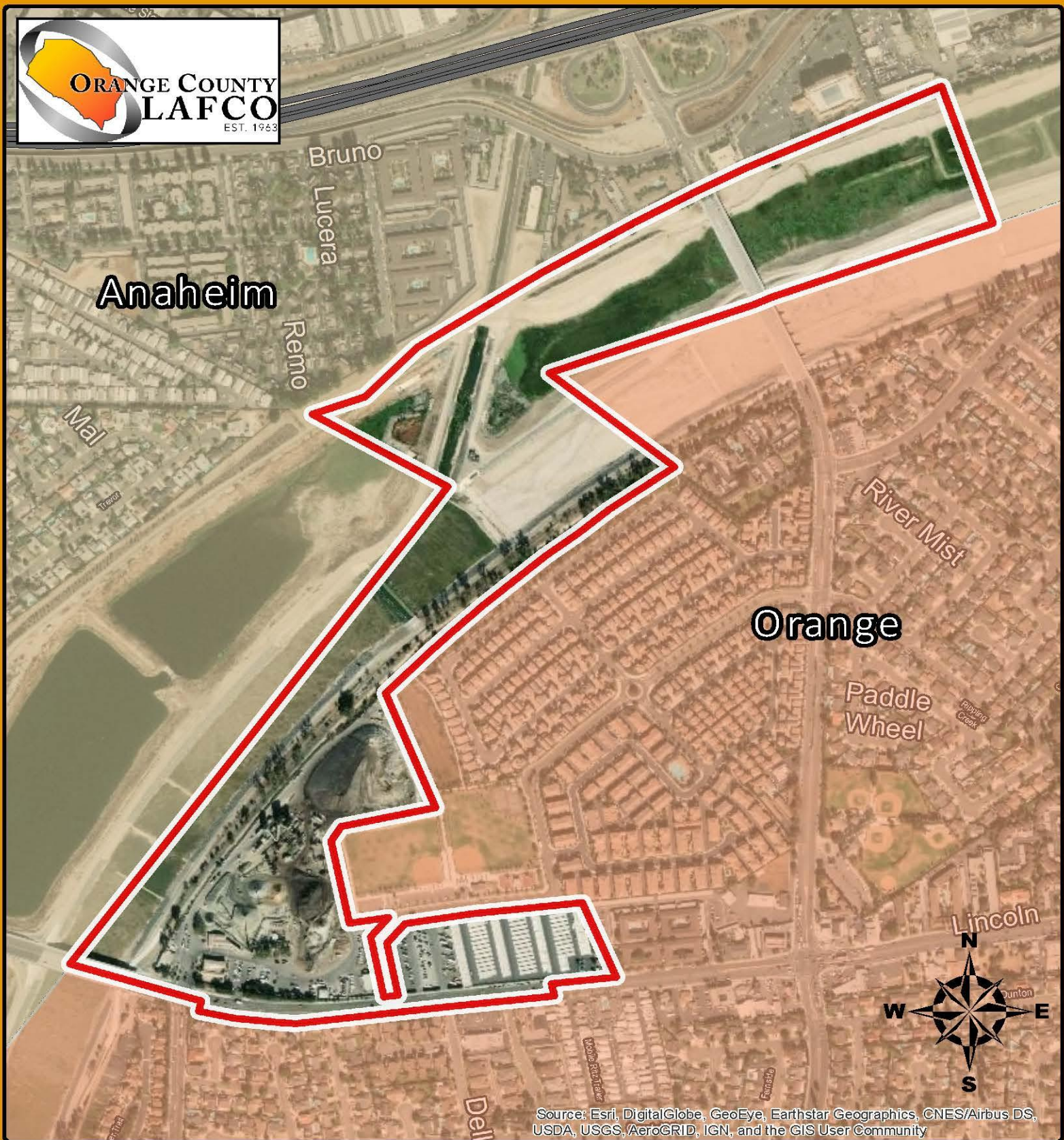


General Information

Sphere of Influence	City of Orange
Supervisory District	2 nd and 4 th
Acreage	103.03
Within City of Orange's General Plan?	Yes
City of Orange's Pre-zoning Designation	Resource area / Open Space
Fire Stations (within 1-mile radius)	Anaheim Fire Station #5
Parks (within ½ mile radius)	Olive, Steve Ambriz Memorial (Orange), Rio Vista (Anaheim)
Flood Control Channels (miles)	1.01

Demographics

Population	0
Housing Units	0



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community



City of Orange Lincoln / Glassell Island



Legend

 Lincoln/Glassell Island

North El Modena Island (ID #19)



General Information

Sphere of Influence	City of Orange
Supervisory District	2 nd
Acreage	31.59
Within City of Orange's General Plan?	Yes
City of Orange's Pre-zoning Designation	Low Density Residential
Fire Stations (within 1-mile radius)	OCFA Fire Station #23 and Orange Fire Stations #2 and #4
Parks (within ½ mile radius)	None
Flood Control Channels (miles)	.243

Demographics

Population	520
Housing Units	126



Orange



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community



City of Orange North El Modena Island

Legend



North El Modena Island

0 0.09
Miles

Olive Heights Island (ID #21)



General Information

Sphere of Influence	City of Orange
Supervisory District	2 nd
Acreage	32.47
Within City of Orange's General Plan?	Yes
City of Orange's Pre-zoning Designation	Low Medium Residential
Fire Stations (within 1-mile radius)	None
Parks (within ½ mile radius)	Eisenhower (Orange), Oliver (Orange)
Flood Control Channels (miles)	.371

Demographics

Population	500
Housing Units	166



City of Orange Olive Heights Island

0 0.15 Miles

Legend



North Tustin Island

Orange Park Acres Island (ID #22)

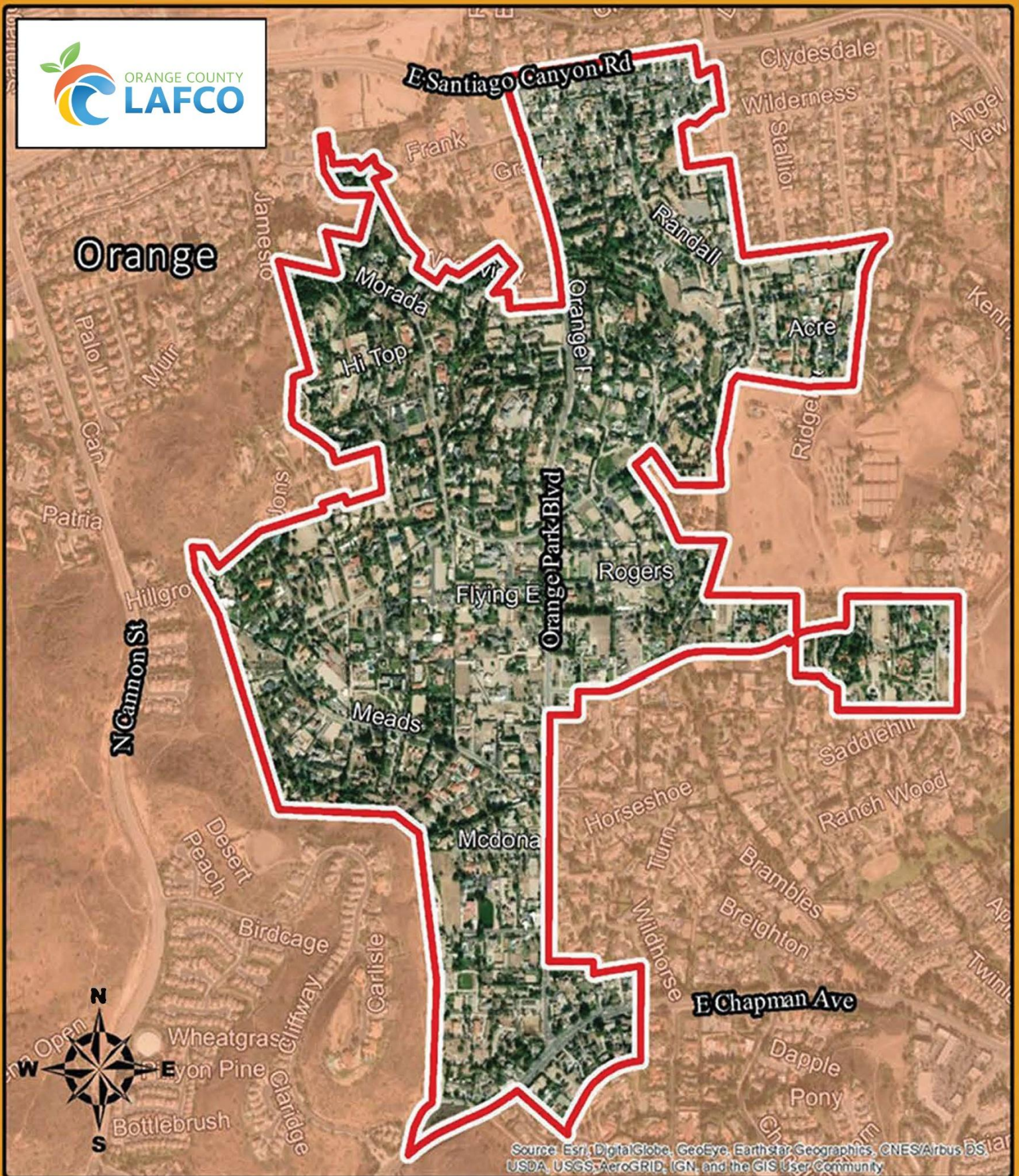


General Information

Sphere of Influence	City of Orange
Supervisory District	3 rd
Acreage	394.02
Within City of Orange's General Plan?	Yes
City of Orange's Pre-zoning Designation	Estate Low-Density Residential
Fire Stations (within 1-mile radius)	OCFA Fire Station #23
Parks (within ½ mile radius)	None
Flood Control Channels (miles)	1.784

Demographics

Population	1,074
Housing Units	386



City of Orange Orange Park Acres Island

Legend



Orange Park Acres Island

0 0.4
Miles

Santiago Creek Island (ID #23)

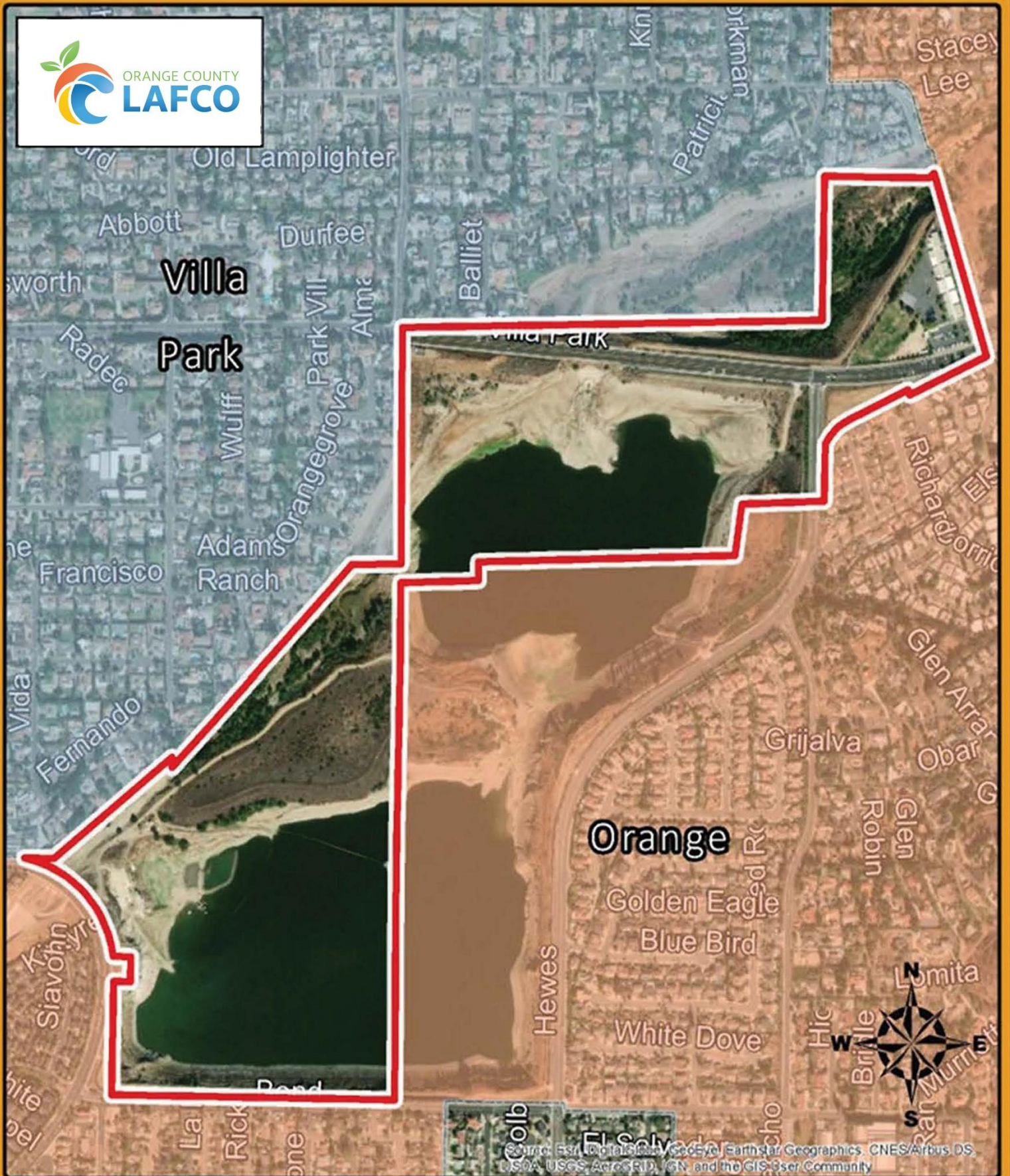


General Information

Sphere of Influence	City of Orange
Supervisory District	3 rd
Acreage	187.25
Within City of Orange's General Plan?	Yes
City of Orange's Pre-zoning Designation	Resource Area/Open Space
Fire Stations (within 1-mile radius)	OCFA Fire Station #23 and Orange Fire Stations #2 and #4
Parks (within ½ mile radius)	Grijalva Community
Flood Control Channels (miles)	1.328

Demographics

Population	0
Housing Units	0



City of Orange Santiago Creek Island

0 0.3
Miles

Legend



Santiago Creek Island