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MEETING DATE: June 10, 2026

TO: Local Agency Formation Commission
of Orange County

FROM: Executive Officer
Policy Analyst I

SUBJECT: County Unincorporated Islands & Disadvantaged
Unincorporated Communities (DUCs) Update

BACKGROUND

In 2000, the Commission initiated its Unincorporated Islands Program and adopted a policy to facilitate the annexation of unincorporated islands remaining throughout Orange County. The program focuses on staff providing assistance during the annexation process, including facilitating discussions with affected agencies, leading community workshops, and waiving application fees for unincorporated islands under 150 acres. Since the program's inception, the Commission has successfully facilitated the annexation of over 50 islands.

OC LAFCO continues to work with the County, cities, and special districts to transition unincorporated islands to an adjacent city to facilitate more logical boundaries and improve the efficient delivery of municipal services. The remaining unincorporated islands vary in size, land use, and service characteristics. Many of these areas involve unique infrastructure, fiscal, and municipal service considerations that require coordination among affected agencies. To support these efforts, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) includes provisions that assist with the processing of certain qualifying island annexations and support more logical jurisdictional boundaries where appropriate.

In addition to the Commission's efforts involving the remaining unincorporated islands, State law requires LAFCOs to appropriately identify "Disadvantaged Unincorporated Communities" (DUCs). Effective January 1, 2012, Senate Bill 244 requires LAFCOs, counties, cities, and special districts to identify DUCs, not exclude them from any changes of organization or reorganization, and to identify them during an update or amendment of a sphere of influence and municipal service reviews.

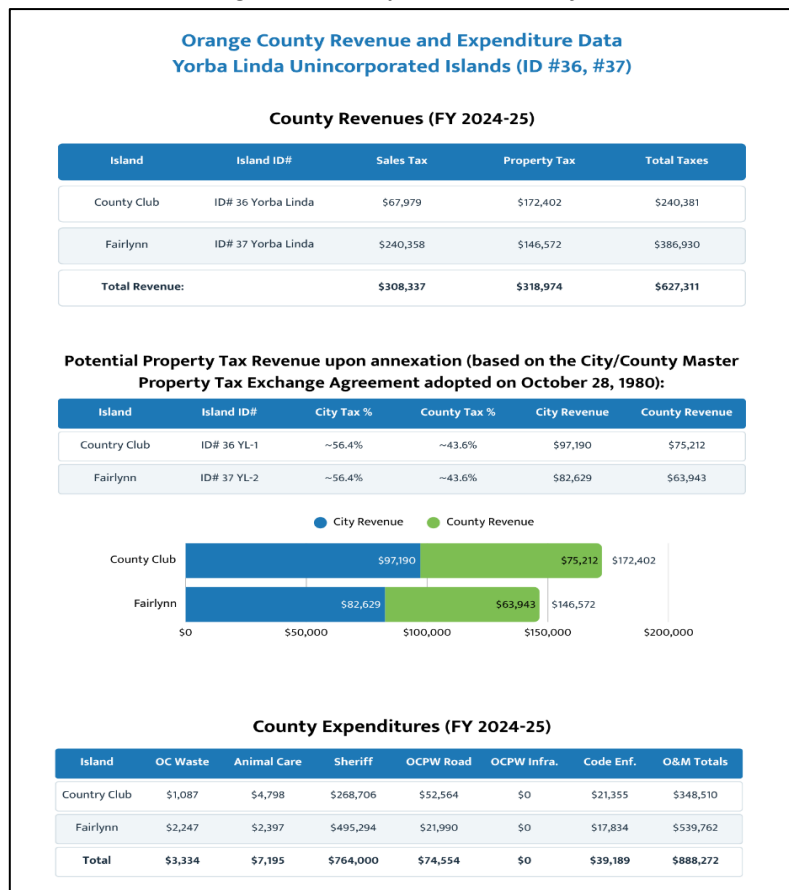
This report provides the Commission with an update on the remaining unincorporated islands, annual maintenance of the island profiles, and staff's annual efforts to identify existing DUCs in the County.

Unincorporated Islands

Today, there are 23 remaining unincorporated islands consisting of 10 large islands (over 150 acres) and 13 small islands (150 acres and under). In many cases, these areas receive a combination of services provided by the County or through contracts administered by the County with surrounding agencies.

As with prior island studies conducted by OC LAFCO, each remaining unincorporated area presents distinct planning and service considerations. These considerations may include historical boundary patterns, infrastructure deficiencies, fiscal issues, and existing service arrangements, which may influence long-term service planning and future boundary discussions. To support these efforts, staff maintain and update profiles for the remaining unincorporated islands throughout Orange County annually as part of the Commission's ongoing Unincorporated Areas Program. The island profiles provide information on each of the remaining islands, including demographics, fiscal analysis, and service-related information associated with each area. Figure 1 provides a portion of the fiscal analysis included as part of an island profile. The profiles assist staff and affected agencies with identifying and evaluating municipal services provided within the unincorporated islands.

Figure 1: Unincorporated Island Profile



During the past ten years, islands under 150 acres with municipal service deficiencies generally presented more feasible opportunities for annexation because an adjacent city could enhance the services. Since 2016, the Commission has successfully annexed eight islands that were under 150 acres in size. Staff will continue to work with affected agencies on potential annexation opportunities for the remaining unincorporated islands.

Disadvantaged Unincorporated Communities

In 2012, the Legislature began requiring LAFCOs to identify and map DUCs within their respective county. This mandate is another effort by the State to continue addressing deficiencies in the delivery of water and wastewater services to DUCs. As part of ongoing Municipal Service Reviews, staff evaluate disadvantaged unincorporated communities to better understand the availability of municipal services and the infrastructure conditions affecting these areas.

Staff utilizes demographic data from the American Community Survey (ACS), provided by the Center for Demographic Research (CDR) at Cal State Fullerton, to identify and evaluate the DUCs within the County (Figure 2). A DUC

is defined as an inhabited unincorporated area with an average median household income that is less than 80 percent of the statewide annual median household income. In accordance with State law, OC LAFCO has identified eight DUCs in the County's unincorporated areas. The identified DUCs are located within the Spheres of Influence of the Cities of Westminster and Anaheim, as well as within the unincorporated Silverado-Modjeska Canyon area. OC LAFCO's local policy on DUCs supports annually mapping and evaluating these areas and processing DUC annexations in accordance with State law.

RECOMMENDED ACTION

Staff recommends the Commission:

1. This is a receive and file report and requires no action by the Commission.

Respectfully Submitted,



LUIS TAPIA



LEO LARA

Attachments:

1. Unincorporated Islands Inventory
2. Disadvantaged Unincorporated Communities Inventory

Figure 2: DUC Profile



County Unincorporated Areas Inventory

Small Unincorporated Areas (150 Acres and under)

City (Sphere)	Area	Demographics
Buena Park	Andora-Fairhope	Acreage: 39.02 Population: 371
Fountain Valley	North	Acreage: 20.92 Population: 1,235
Orange	El Modena	Acreage: 101.67 Population: 2,901
	Lincoln/Glassell	Acreage: 103.03 Population: 0
	North El Modena	Acreage: 31.59 Population: 529
	Olive Heights	Acreage: 32.47 Population: 515
Stanton	Dale-Augusta	Acreage: 98.79 Population: 1,899
	Katella-Rustic	Acreage: 10.57 Population: 297
	Mac-Syracuse	Acreage: 27.28 Population: 447
Westminster	Beach-McFadden	Acreage: 40.77 Population: 538
	Bolsa-Pacific	Acreage: 21.14 Population: 609
	McFadden-Monroe	Acreage: 32.84 Population: 517
Yorba Linda	Fairlynn	Acreage: 146.62 Population: 1,517

County Unincorporated Areas Inventory

Large Unincorporated Areas (over 150 Acres)

City (Sphere)	Area	Demographics
Anaheim	Southwest Anaheim	Acreage: 493.46 Population: 9,148
Costa Mesa	Santa Ana Country Club/South Mesa	Acreage: 195.02 Population: 841
Huntington Beach	Bolsa Chica	Acreage: 1,489.76 Population: 0
Los Alamitos	Rossmoor	Acreage: 988.37 Population: 10,162
Newport Beach	Banning Ranch	Acreage: 526.44 Population: 24
Orange	North Tustin (Orange Portion)	Acreage: 394.23 Population: 2,568
	Orange Park Acres	Acreage: 394.02 Population: 1,059
	Santiago Creek	Acreage: 187.25 Population: 0
Orange/Tustin	North Tustin	Acreage: 4,214.03 Population: 24,706
Westminster	Bolsa-Midway	Acreage: 296.85 Population: 7,133
Yorba Linda	Country Club	Acreage: 221.60 Population: 823

Disadvantaged Unincorporated Community (DUC) Areas Inventory

City (Sphere)	Area	Population/Median Household Income
Anaheim	Located in the northern portion of the Southwest Anaheim Island	Population: 2,579 Median Household Income: \$56,250
	Located in the center of the Southwest Anaheim Unincorporated Island	Population: 1,036 Median Household Income: \$73,200
	Located in the bottom portion of the Southwest Anaheim	Population: 1,945 Median Household Income: \$66,227
Westminster	Located in the western portion of the Bolsa/Midway Island	Population: 2,202 Median Household Income: \$64,375
	Located in the northern portion of the Bolsa/Midway Island	Population: 1,188 Median Household Income: \$73,071
	Located in the eastern portion of the Bolsa/Midway Island	Population: 2,061 Median Household Income: \$49,487
	Located in the bottom portion of the Bolsa/Midway Island	Population: 2,428 Median Household Income: \$54,732
Orange	East Unincorporated County	Population: 972 Median Household Income: \$76,797