

ORDINANCE NO. 11-25

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ORANGE AMENDING TITLE 17 (ZONING) OF THE ORANGE MUNICIPAL CODE TO MAKE SINGLE-ROOM OCCUPANCY (SRO) A PERMITTED USE IN CERTAIN ZONING DISTRICTS AND BY ADDING DEFINITIONS AND DEVELOPMENT STANDARDS RELATED TO SRO DEVELOPMENT.

WHEREAS, the City of Orange (City) recognizes the opportunity for Single Room Occupancy (SRO) units to meet housing needs of the community, especially extremely-low, very-low and low-income households; and

WHEREAS, The City seeks to fulfill our Regional Housing Needs Assessment (RHNA) allocation, which includes 1,067 units affordable to very-low-income households and, 604 units affordable to low-income households; and

WHEREAS, the City is updating the Orange Municipal Code to permit Single-Room Occupancy units in appropriate zoning districts, subject to requirements of State Law (Proposed Ordinance); and

WHEREAS, these requirements include implementing standards, provisions and limitations governing the permitting, development, siting, and management of Single-Room Occupancy units; and

WHEREAS, the Planning Commission, having considered the proposed changes to the OMC at a public hearing held on April 21, 2025 and having received public testimony on the item, determined the Proposed Ordinance serves the City’s best interests and furthers the public health, safety and general welfare; and

WHEREAS, the City Council, having now considered the proposed changes to the OMC at a public hearing held on June 10, 2025, including review of the staff report, and having received public testimony on the item, desires to adopt the Proposed Ordinance.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF ORANGE DOES HEREBY ORDAIN AS FOLLOWS:

SECTION I:

That the recitals and findings contained herein are true and correct, incorporated herein, and with the public record, form the basis for this Ordinance.

SECTION II:

Section 17.04.020 of the Orange Municipal Code, “Zoning – Definitions – “A” Definitions,” is hereby amended to include the following definition, in alphabetical order:

“Adaptive Reuse” means reusing an existing building for a purpose other than which it was originally built or designed for.

SECTION III:

Section 17.04.038 of the Orange Municipal Code, “Zoning – Definitions – “S” Definitions,” is hereby amended to read as follows:

“Single Room Occupancy” means a single room that is the primary residence of its occupant or occupants. The unit must contain either food preparation or sanitary facilities, and may contain both. If the units do not contain sanitary facilities or food preparation facilities, the building must contain food preparation and/or sanitary facilities that are shared by tenants. Single Room Occupancy is different from and, does not include, uses defined in Title 17 as "dormitory," or "dormitory-style housing," or "student housing."

SECTION IV:

Section 17.18.140 of the Orange Municipal Code, “Zoning – Commercial Districts Single Room Occupancy Housing is hereby added to read as follows:

17.18.140 Single Room Occupancy Housing Development Standards.

- A. Purpose. The purpose of these provisions is to allow the development of reduced-size dwelling units, defined as single room occupancy (SRO) units, which provide additional options for affordable housing opportunities. These SRO regulations establish development and operational standards for single-room occupancy units and are considered to be in addition to the regulations of the underlying zoning districts where SRO development is permitted.
- B. Affordability. All units within SRO projects shall be deed restricted, via an affordable housing agreement with the City, for occupancy by very-low and low-income individuals as defined by the City's housing element, with the exception of a 24-hour manager unit.
- C. Applicability. The standards contained in this section shall apply to all SRO units.
- D. Development and Operational Standards.
 - 1. Occupancy. A SRO unit shall be occupied by not more than two persons. Occupancy of SRO units may be restricted to seniors.
 - 2. Tenancy. Tenancy of SRO units shall be offered for a minimum of 30 days or longer.
 - 3. Unit Size. The minimum size of a SRO unit shall be 150 square feet and the maximum size shall be 375 square feet.

4. Management. A SRO management plan shall be submitted to, reviewed, approved, and enforced by the Community Development Director or designee. The management plan shall be approved before issuance of a certificate of occupancy. The management plan shall contain management policies, operations, emergency procedures, overnight guest policy, security program including video cameras monitoring building access points at every floor, rental procedures and proposed rates, maintenance plans, staffing needs, and tenant mix, selection and regulations. An on-site 24-hour manager is required in every SRO project. A manager's unit shall be provided which shall be designed as a complete residential unit and be a minimum of 300 square feet in size, and a maximum of 1,000 square feet in size.

Each SRO project may be subject to review at any time by the City, which includes, but is not limited to, the review of management services, property maintenance, or property operations. Income levels shall be verified by a third party and submitted to the City annually on the anniversary date of the project's certificate of occupancy or final inspection, whichever is last. The SRO management plan shall define third party verification criteria. The SRO project owner shall be responsible for filing an annual report with the Community Development Department, which includes the range of monthly rents, the monthly income of residents, occupancy rates, and the number of vehicles owned by residents.

5. Entrances. All SRO units shall be independently accessible from a single main entry, excluding emergency and other service support exits, which shall be situated adjacent to and in full view of the manager's desk.
6. Cooking Facilities. Cooking facilities shall be provided either in individual units or in a community kitchen. Where cooking is in individual SRO units, each unit shall have a sink with hot and cold water, with a garbage disposal, a countertop measuring a minimum of 18 inches wide by 24 inches deep, with dedicated electrical outlets and a microwave oven or properly engineered cook top unit pursuant to Building Code requirements, and a refrigerator. A complete kitchen facility available for residents shall be provided on each floor of the structure, if each individual unit is not provided with a minimum of a refrigerator and a microwave oven.
7. Bathroom facilities. A SRO unit is not required to, but may contain, partial or full restroom facilities. A partial restroom facility shall have a toilet and sink in an enclosed compartment with a door. This compartment shall be a minimum of 15 square feet. A full restroom facility shall have a toilet, sink, and bathtub, shower, or bathtub/shower combination. If a full bathroom facility is not provided, common bathroom facilities shall be provided in accordance with the California Building Code for congregate residences with at least one full bathroom per floor on the same floor as the units it is intended to serve and shall be accessible from a common area or hallway and one full bathroom per four units. Each shared shower or bathtub facility shall be provided with an interior lockable door.
8. Closet. Each SRO unit shall have a separate enclosed closet. The closet shall be at least 120 cubic feet with a minimum four-foot horizontal dimension along one plane.

9. Common Area. A minimum of ten square feet for each unit or 250 square feet, whichever is greater, shall be provided for a common area within the building and shall be accessible to all residents at all times. All common areas shall be within the building occupied by SRO units. Dining rooms, meeting rooms, recreational rooms, or other similar areas approved by the city shall be considered common areas. Shared bathrooms, shared kitchens, janitorial storage, laundry facilities, utility rooms, secured office area, and common hallways shall not be considered as common areas. Common area shall be provided on the ground floor adjacent to the entry area, managers unit, and office. The common area shall provide a central focus for tenant social interaction and meetings.
10. Office. A secured office area shall be incorporated in the facility for the storage of confidential resident records and security office personnel.
11. Mailboxes. Mailboxes shall be provided for each unit, located near the lobby in plain view of the entry desk.
12. Laundry Facilities. Laundry facilities shall be provided in the building, in a separate room, at the ratio of one washer and dryer for every 10 units, with at least one washer and dryer per floor.
13. Janitorial Storage. A cleaning supply room or utility closet with a wash tub with hot and cold running water shall be provided on each floor of the SRO facility.
14. Parking. See Chapter 17.34.060 (Off-Street Parking and Loading - Required Number of Parking Spaces).

SECTION V:

The Single-family Dwelling Use provisions of Table 17.34.060.A of the Orange Municipal Code, “Zoning – Off-Street Parking and Loading – Required Number of Parking Spaces for Residential Uses,” is hereby amended to read as follows:

Table 17.34.060.A

REQUIRED NUMBER OF PARKING SPACES FOR RESIDENTIAL USES

USE	REQUIRED NUMBER OF SPACES
Single Room Occupancy (SRO)	No additional off-street parking spaces are required than what was existing at the time of conversion to SRO.

SECTION VI:

Table 17.13.030 of the Orange Municipal Code, “Zoning – Master Land Use Table – Permitted Uses,” is hereby amended to add the following:

ZONING	RESIDENTIAL							COMMERCIAL					MIXED USE					INDUSTRIAL	AGRICULTURAL OPEN SPACE			P I	OVERLAY	SAND & GRAVEL				
LAND USE	R1-5	R-15 to R1-6	R1P R1-6 to R-140 & R1P	R1-20 to R-140 & R2-8	R2-6 to R2-8	R-3	R-4	MH	OP	CP/C1	CTR	C2	C3	CR	OTMU-15S	OTMU-15	OTMU-24	NMU-24	UMU	M1	M2	A1	RO	SH	PI	FP-1	FP-2	SG
Housing—Includes all structures permitted as living quarters whether they be for short or long-term occupancy. Includes all uses identified in California Building Code definitions that are preceded with main entry words (key terms) that include one of the following: Dwelling, unit, house, housing, congregate, residence, multifamily, dormitory, home(s), hotel, motel, residential care facility, residential facility, or lodging.																												
Single Room Occupancy	-	-	-	-	-	-	-	-	-	P *	P *	P *	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

SECTION VII:

Section 17.13.040 of the Orange Municipal Code, “Zoning – Master Land Use Table – Special Use Regulations,” is hereby amended to add the following:

HHH. Single Room Occupancy Housing (SRO).

1. Adaptive Reuse of the following existing structures that meet the following criteria only.
 - a. Motel/Hotel with 30 guest rooms or less.
 - b. Office Buildings with a total gross floor area of 5,000 square feet or less.
2. Only those buildings that meet the criteria of 17.13.040 (HHH)(1) that are existing at the time of adoption of this ordinance shall be eligible for conversion to SRO. No buildings constructed after the adoption of this ordinance are eligible for SRO conversion.
3. If any building that is eligible for conversion to SRO at the time of the adoption of this ordinance is demolished or partially destroyed by fire, explosion, act of God, act of a public enemy, collapse, or any other casualty or calamity, beyond 75% of the appraised value (as defined by this section) is no longer eligible for conversion to SRO.

In determining the appraised value of a structure eligible for SRO conversion, the cost of land or any factors other than those concerning the affected structure itself shall not be considered.

Appraised value, for the purpose of this section, shall mean the market value of the structure as reported by the owner, based upon the market value of comparable structures in the City. Where the City and owner do not agree upon the appraised value based on said comparable, appraised value shall mean the value reported by a qualified appraiser, approved by the City, hired by the owner to determine the value of the structure

4. Any conversion of existing buildings to SRO must be done for the entire site. No partial conversions to SRO are allowed.

SECTION VIII:

Section 17.10.060.D.1.1 of the Orange Municipal Code, “Zoning – Specific Administrative Procedures – Site Plan Review – Minor Site Plan Review - Criteria,” is hereby amended to read as follows:

1. Adaptive reuse of an existing building, specified in OMC 17.13.040 HHH., to provide single room occupancy housing pursuant to OMC 17.18.140.

SECTION IX:

The proposed project is not subject to the provisions of the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3) of the state CEQA Guidelines (Common Sense Exemption) because (1) it can be seen with certainty that there is no possibility that it would have a significant effect on the environment; and (2) Section 15378 because it will not have a direct or reasonably foreseeable indirect physical change on the environment and is not a "project." For this reason, no further CEQA documentation is required.

SECTION X:

If any section, subdivision, paragraph, sentence, clause or phrase of this Ordinance is for any reason held to be invalid or unconstitutional, such decision shall not affect the validity of the remaining portions of this Ordinance. The City Council hereby declares that it would have passed this Ordinance, and each section, subdivision, paragraph, sentence, clause and phrase thereof, irrespective of the fact that any one (or more) section, subdivision, paragraph, sentence, clause or phrase had been declared invalid or unconstitutional.

SECTION XI:

The City Clerk is hereby directed to certify the adoption of this Ordinance and cause the same to be published as required by law. This Ordinance shall take effect thirty (30) days from and after the date of its final passage.

ADOPTED this 10th day of June 2025.

Daniel R. Slater, Mayor, City of Orange

ATTEST:

Pamela Coleman, City Clerk, City of Orange

APPROVED AS TO FORM:

Wayne W. Winthers,
Interim City Attorney

STATE OF CALIFORNIA)
COUNTY OF ORANGE)
CITY OF ORANGE)

I, PAMELA COLEMAN, City Clerk of the City of Orange, California, do hereby certify that the foregoing extension of an interim Ordinance was duly passed and adopted at the regular meeting of the City Council held on the 10th day of June, 2025 by the following vote, to wit:

AYES: COUNCILMEMBERS:
NOES: COUNCILMEMBERS:
ABSENT: COUNCILMEMBERS:
ABSTAIN: COUNCILMEMBERS:

Pamela Coleman, City Clerk, City of Orange