

RESOLUTION NO. PC 06-26

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF ORANGE RECOMMENDING THE CITY COUNCIL ADOPT AN ORDINANCE AMENDING TITLE 17 OF THE ORANGE MUNICIPAL CODE TO BRING THE CITY'S REGULATIONS REGARDING RESIDENTIAL CARE FACILITIES AND FAMILY DAY CARE HOMES INTO COMPLIANCE WITH STATE LAW, SPECIFICALLY THE CALIFORNIA COMMUNITY CARE FACILITIES ACT (HEALTH AND SAFETY CODE SECTIONS 1500-1569.889) AND FAMILY DAY CARE HOMES ACT (HEALTH AND SAFETY CODE SECTIONS 1597.40-1597.46), AND UPDATES TO RELATED DEFINITIONS AND LAND USE TABLES FOR CONSISTENCY

APPLICANT: CITY OF ORANGE

WHEREAS, the City of Orange 2021-2029 Housing Element was adopted by City Council on October 20, 2023, and the California State Department of Housing and Community Development found the Housing Element in substantial compliance with State Housing Element Law on January 2, 2024.

WHEREAS, the 2021-2029 Housing Element, Housing Plan Program 4F, states "The City will amend the Orange Municipal Code to be compliant with State law regarding residential care facilities serving seven (7) or more persons in all residential zones, as well as ensure barrier-free housing choices for persons with disabilities." (Sections 1267.8, 1566.3, 1568.0831 of the California Health and Safety Code).

WHEREAS, Health and Safety Code Sections 1267.16, 1566.3, 1568.0831 require local governments to treat licensed group homes and residential care facilities with six or fewer residents no differently than other by-right single-family housing uses, and that Local agencies must allow these licensed, residential-care facilities in any area zoned for residential use, and may not require licensed, residential-care facilities for six residents or less to obtain conditional use permits or variances that are not required of other family dwellings.

WHEREAS, the Health and Safety Code provides that Residential Care Facilities operating as single-family residences that provide licensable services to more than six residents may be subject to conditional use or other discretionary approval processes.

WHEREAS, the Health and Safety Code states that for the purpose of all local ordinances, a residential care facility that serves six or fewer persons shall not be included within the definition of a boarding house, rooming house, institution, guest home, rest home, community residence, or other similar term that implies that the residential care facility is a business run for profit or differs in any other way from a family dwelling.

WHEREAS, the Health and Safety Code provides regulations for family day care home facilities for both small and large, and has updated operation regulations.

WHEREAS, the City of Orange seeks to comply with these statutory provisions by amending the Orange Municipal Code (OMC) to appropriately classify and allow residential care facilities in applicable zoning districts and update family day care facilities consistent with state law.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission recommends that the City Council approve the subject ordinance, attached hereto as Attachment A, based on the following:

SECTION 1- FINDINGS

1. The proposed Ordinance amends existing provisions of the OMC to achieve compliance with the Health and the California Community Care Facilities Act (Health and Safety Code Sections 1500–1569.889) and Family Day Care Homes Act (Health and Safety Code Sections 1597.40–1597.46).
2. The proposed Ordinance implements Policy Action 4F of the City’s 2021-2029 General Plan Housing Element. Specifically, the Ordinance will assist in expanding access to housing to meet the needs of persons with disabilities.

SECTION 2-ENVIRONMENTAL REVIEW

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 it can be seen with certainty that there is no possibility that it would have a significant effect on the environment. For this reason, no further CEQA documentation is required.

ADOPTED this 19th day of February 2026.

Alison Vejar
Planning Commission Chair

I hereby certify that the foregoing Resolution was adopted by the Planning Commission of the City of Orange at a regular meeting thereof held on the 19th day of February 2026, by the following vote:

AYES:
NOES:

ABSENT:

Hayden Beckman, Planning Manager

EXHIBIT A
RESOLUTION NO. PC 06-26

**DRAFT CITY COUNCIL ORDINANCE XX-26 - RESIDENTIAL
CARE FACILITIES AND FAMILY DAY CARE UPDATE
ORDINANCE**

ORDINANCE NO. XX-26

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ORANGE AMENDING TITLE 17 OF THE ORANGE MUNICIPAL CODE TO COMPLY WITH STATE LAW REGARDING RESIDENTIAL CARE FACILITIES (HEALTH AND SAFETY CODE SECTIONS 1267.16 AND 1500-1569.889)

WHEREAS, the City of Orange 2021-2029 Housing Element was adopted by City Council on October 20, 2023, and the California State Department of Housing and Community Development found the Housing Element in substantial compliance with State Housing Element Law on January 2, 2024.

WHEREAS, the 2021-2029 Housing Element, Housing Plan Program 4F, states “The City will amend the Orange Municipal Code to be compliant with State law regarding residential care facilities serving seven (7) or more persons in all residential zones, as well as ensure barrier-free housing choices for persons with disabilities.” (Sections 1267.8, 1566.3, 1568.0831 of the California Health and Safety Code).

WHEREAS, Health and Safety Code Sections 1267.16, 1566.3, 1568.0831 require local governments to treat licensed group homes and residential care facilities with six or fewer residents no differently than other by-right single-family housing uses, and that Local agencies must allow these licensed, residential-care facilities in any area zoned for residential use, and may not require licensed, residential-care facilities for six residents or less to obtain conditional use permits or variances that are not required of other family dwellings.

WHEREAS, the Health and Safety Code provides that Residential Care Facilities operating as single-family residences that provide licensable services to more than six residents may be subject to conditional use or other discretionary approval processes.

WHEREAS, the Health and Safety Code states that for the purpose of all local ordinances, a residential care facility that serves six or fewer persons shall not be included within the definition of a boarding house, rooming house, institution, guest home, rest home, community residence, or other similar term that implies that the residential care facility is a business run for profit or differs in any other way from a family dwelling.

WHEREAS, the Health and Safety Code provides regulations for family day care home facilities for both small and large, and has updated operation regulations.

WHEREAS, the City of Orange seeks to comply with these statutory provisions by amending the Orange Municipal Code (OMC) to appropriately classify and allow residential care facilities in applicable zoning districts and update family day care facilities consistent with state law.

WHEREAS, the Planning Commission having considered the proposed revisions to the OMC at a public hearing held on February 19, 2026, including review of the staff report, and having received public testimony on the item, and adopted Resolution No. XX-26 recommending that the City Council approve the proposed amendments to Title 17, Chapter 17.13 of the Orange Municipal Code; and

WHEREAS, the City Council, having now considered the proposed changes to the OMC at a public hearing held on XX, 2026, 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 ORDAIN AS FOLLOWS:

SECTION I:

The recitals stated above are true and correct, incorporated herein, and with the public record, form the basis for this Ordinance.

SECTION II:

Section 17.04.022 of the Orange Municipal Code, “Zoning – Definitions – “C” Definitions,” is hereby amended to delete the following definitions:

“Community Care Facility” means any facility, place or building where non-medical care and supervision are provided for seven or more persons (does not include the licensee or members of the licensee's family or persons employed as facility staff).

"Convalescent facility" means a use providing bed care and in-patient services for persons requiring regular medical attention, and persons aged or infirm unable to care for themselves, excluding surgical or emergency medical services.

"Convalescent hospital" means a facility providing long-term nursing, dietary and other medical services to convalescents or invalids but not providing surgery or primary treatments such as are customarily provided in a hospital. A convalescent hospital must be licensed by the State as such.

SECTION III:

Section 17.04.023 of the Orange Municipal Code, “Zoning – Definitions – “D” Definitions,” is hereby amended to revise the following definition:

“*Day care center*” means any facility which provides non-medical care for an individual on less than a 24 hour basis including child day care centers. Day care centers are separate and distinct from Family day care homes, see definition of Family day care homes, small and large.

Section 17.04.023 of the Orange Municipal Code, “Zoning – Definitions – “D” Definitions,” is hereby amended to delete the following definition:

“*Day nurseries*” means a facility where children are temporarily cared for in their parents' absence when and if there is provided on the lot or adjacent to the premises a play lot completely fenced, and containing an area of not less than 900 square feet, plus an additional 50 square feet for each child in excess of nine children and subject to all safety precautions as required by the Fire Department and Building Division.

SECTION IV:

Section 17.04.025 of the Orange Municipal Code, “Zoning – Definitions – “F” Definitions,” is hereby amended to revise the following definitions as follows:

“Family” means one or more persons living together as a single housekeeping unit in a dwelling unit. This includes, but is not limited to, licensed residential care facilities serving six or fewer persons, as defined by state law. The term “family” shall not be limited by the presence of non-related individuals or the existence of a legal guardianship or other legal relationship.

“Family day care homes, large” means a single-family dwelling with the accessory daytime care of nine to 14 children. Pursuant to California Health and Safety Code §1597.40–1597.46 must be considered a residential use of property provided they meet zoning requirements.

“Family Day Care, Small” means a single-family dwelling with the accessory daycare of up to eight children. Pursuant to California Health and Safety Code §1597.40–1597.46 must be considered a residential use of property and is permitted by right.

SECTION V:

Section 17.04.026 of the Orange Municipal Code, “Zoning – Definitions – “G” Definitions,” is hereby amended to revise the following definition as follows:

“Group home” means a residential facility that provides 24-hour care and supervision to children, delivered at least in part by staff employed by the licensee in a structured environment. The care and supervision provided by a group home shall be nonmedical, except as otherwise permitted by law.

SECTION VI:

Section 17.04.033 of the Orange Municipal Code, “Zoning – Definitions – “N” Definitions,” is hereby amended to delete the following definition as follows:

"Nursing home" means an extended or intermediate care facility licensed or approved to provide full-time convalescent or chronic care to individuals who, by reason of advanced age, chronic illness or infirmity, are unable to care for themselves. (Ord. 20-82; Ord. 12-95)

SECTION VII:

Section 17.04.037 of the Orange Municipal Code, "Zoning – Definitions – "R" Definitions," is hereby amended to revise the following definition as follows:

"Residential Care Facility" means any family home, group care facility, or similar facility determined by the department, for 24-hour nonmedical care of persons in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual.

Section 17.04.037 of the Orange Municipal Code, "Zoning – Definitions – "R" Definitions," is hereby amended to delete the following definition as follows:

"Rest home" means an extended or intermediate care facility licensed or approved to provide full-time convalescent or chronic care to individuals who, by reason of advanced age, chronic illness or infirmity, are unable to care for themselves.

SECTION VIII:

Section 17.04.038 of the Orange Municipal Code, "Zoning – Definitions – "S" Definitions," is hereby amended to add the following definition as follows:

"Skilled Nursing Facility" means a healthcare facility that provides 24-hour skilled nursing care and related services for individuals who require medical or nursing care, or rehabilitation services. These facilities are designed to help patients recover after a hospital stay for an illness or injury, or to provide ongoing care for those with chronic illnesses or disabilities.

Section 17.04.038 of the Orange Municipal Code, "Zoning – Definitions – "S" Definitions," is hereby amended to delete the following definitions as follows:

"Sanitarium, health" means an institution where patients, other than the mentally disoriented or mentally incompetent, are housed and where medical or post-surgical treatment is provided.

"Sanitarium, mental" means an institution for the recuperation and treatment of the mentally disordered, mentally incompetent or victims of drug addiction.

SECTION IX:

Title 17, Section 17.13.040 of the Orange Municipal Code is hereby amended to revise the following as follows:

NN. Large-Family Day Care Homes. Large-family day care homes are subject to the following:

1. The business shall be operated in a single-family residence on property residentially zoned.
2. The City noise ordinance in Chapter 8.24 shall be complied with at all times.
3. Two enclosed parking spaces shall be maintained for parking purposes only.
4. The facility shall be licensed by the State Department of Social Services.
5. The facility shall comply with State Fire Marshal standards for large-family day care facilities.
6. No signs advertising the business shall be allowed.
7. Compliance with all development standards for single-family residential structures is required.
8. A site plan identifying pedestrian access to and from loading area shall be submitted.

SECTION X:

Title 17, Section 17.13.040 of the Orange Municipal Code is hereby amended to add the following:

KKK. Reserved for Future Section.

LLL. Residential Care Facilities. Residential Care Facilities may occur in residential zones as specified in Table 17.13.030 pursuant to the following:

- 1. Purpose.** The purpose of this section is to bring the Orange Municipal Code into compliance with the California Community Care Facilities Act (Health and Safety Code Sections 1500-1569.889) by clarifying the regulation of Residential Care Facilities. In the event of any inconsistency or conflict between the provisions of this code and state law, the provisions of state law shall prevail and be controlling.
- 2. Residential Care Facilities that do not provided licensable services.** Group homes that operate as single-family residences and that do not provide licensable services shall be considered a residential use of property by a single family.
- 3. Residential Care Facilities for Six or Fewer Persons.**
In accordance with Health and Safety Code Section 1566.3 and 1568.0831, a Residential Care Facility that provides licensable services to six or fewer persons shall be considered a residential use of property by a single family. Such housing shall be

permitted in all zones that allow residential uses, subject to the same standards and restrictions applicable to other residential dwellings of the same type in the same zone. In addition:

- a. The residents and operators of the facility shall be considered a family for the purposes of any law or zoning ordinance that relates to the residential use of property pursuant to this chapter.
- b. A residential care facility that serves six or fewer persons shall not be included within the definition of a boarding house, rooming house, institution, guest home, rest home, community residence, or other similar term that implies that the residential care facility is a business run for profit or differs in any other way from a family dwelling.

4. Residential Care Facilities for Seven or More Persons.

A Residential Care Facility that provides licensable services to seven or more persons shall require approval of a conditional use permit, and shall be subject to the applicable zoning, permitting, and conditional use requirements of the underlying zone, consistent with all local and state housing laws.

5. Health and Safety Requirements.

All Residential Care facilities, licensed and un-licensed must comply with applicable code requirements including but not limited to, building code, health and safety code, and fire code.

SECTION XI:

Title 17, Section 17.13.050 of the Orange Municipal Code is hereby amended to delete W. Family Day Care Home – Large (Seven to 12 Children), and is replaced as follows:

W. Reserved for Future Section.

SECTION XII:

Table 17.13.030, of the Orange Municipal Code, “Zoning – Master Land Use Table – Care Facility,” is hereby amended to be revised to the following:

ZONING	RESIDENTIAL							COMMERCIAL					MIXED USE					INDUS TRIAL		AGRICULTU RAL OPEN SPACE			P I	OVERL AY	SAND & GRA VEL				
	LAND USE	R1-5	R1-6 to R1-15	R1-R	R1-20 to R-140 &	R2-8	R2-6 to 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
Care facility—Includes uses that provide for non-24-hour care of children, elderly, or developmentally disabled persons.																													
Day Care Center (includes child, elderly, or disabled)	-	-	-	-	-	-	-	-	C	P *	P *	P *	P *	-	C	C	C	C	C	-	-	-	-	-	-	-	-	-	-
Day Care Center in conjunction with a church or school or other similar institutional use	C	C	C	C	C	C	C	C	C	C	C	C	C	-	C	C	C	C	C	C	C	C	C	-	-	C	-	-	-

ZONING	RESIDENTIAL							COMMERCIAL					MIXED USE					INDUS TRIAL		AGRICULTU RAL OPEN SPACE			P I	OVERL AY		SAND & GRA VEL			
	LAND USE	R1-5	R1-6 to R-15	R1-R	R1-20 to R-140 &	R2-8	R2-6 to 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
Residential Structure	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Rest Home Skilled Nursing Facility	-	-	-	-	-	C	C		C	C	C	C	C		-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Sanitarium	-	-	-	-	-	C	C	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	C	-	-	-	-	-	

SECTION XIII:

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
Skilled nursing facility	1 space per 4 beds.
Residential Care Facility (all unlicensed facilities, or licensed care facility for 6 or fewer persons)	Residential Care Facilities (all unlicensed facilities, or licensed care facility for 6 or fewer persons) are treated as a residential use as required by state law, and are to be parked at the same parking requirements as a single-family home.
Residential Care Facility (7 or more)	1 space per 3 beds or approval of a Conditional Use Permit for an alternate rate based on a Parking Demand Study. An Overflow Parking Plan may be required as part of a conditional use permit.
Independent living facility	1 enclosed or covered space per unit, plus 1 space per 10 units for guests.

SECTION XIV:

This ordinance is exempt from the requirements of the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15061(b)(3) (Common Sense Exemption), because it can be seen with certainty that there is no possibility that the ordinance may have a significant effect on the environment. The proposed amendments do not significantly increase the potential (in manner or degree) for future development, beyond what is currently permitted by the City of Orange Zoning Code. Therefore, the project would not result in a direct or reasonably foreseeable indirect physical change in the environment.

SECTION XV:

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.

ADOPTED this ___ day of _____, 2026.

Daniel R. Slater, Mayor, City of Orange

ATTEST:

Pamela Coleman, City Clerk, City of Orange

APPROVED AS TO FORM:

Wayne Winthers, 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 Ordinance was introduced at the regular meeting of the City Council held on the ___ day of _____, 2026, and thereafter at the regular meeting of said City Council duly held on the ___ day of _____, 2026 was duly passed and adopted by the following vote, to wit:

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

Pamela Coleman, City Clerk, City of Orange