



AGENDA

Planning Commission July 20, 2026

Hayden Beckman
Planning Manager

Connor Hyland
Senior Assistant City Attorney

Jennifer Scudellari
Executive Assistant

5:30 PM Regular Session

City Council Chamber
300 E. Chapman Avenue
Orange, CA 92866

ISAIAH LESLIE
Chair

SHANNON TUCKER
Vice Chair

DAVID VAZQUEZ
Commissioner

RUBY MALDONADO
Commissioner

ALISON VEJAR
Commissioner

TIM McCORMACK
Commissioner

CONNIE BENSON
Commissioner

Welcome to the Planning Commission meeting. Regular meetings of the City of Orange Planning Commission are held the first and third Monday of each month at 5:30 p.m.

Agenda Information

The agenda contains a brief general description of each item to be considered. Written materials relating to an item on the agenda that are provided to the Planning Commission after agenda packet distribution and within 72 hours before it is to consider the item will be made available for public inspection in the City Clerk's Office located at 300 E. Chapman Avenue, Orange, during normal business hours; at the Planning Commission meeting; and made available on the City's website.

Public Participation

Planning Commission meetings may be viewed on Spectrum Cable Channel 3 and AT&T U-verse Channel 99 or streamed live and on-demand on the City's website at www.cityoforange.org.

Pursuant to Government Code Section 54954.3, members of the public may address the Planning Commission on any agenda items or matters within the jurisdiction of the governing body by using any of the following methods:

1) In-person

To speak on an item on the agenda, complete a speaker card indicating your name, address, and identify the agenda item number or subject matter you wish to address. The card should be given to City staff prior to the start of the meeting. General comments are made during the "Public Comments" section at the beginning of the meeting. Public Comments are limited to three (3) minutes per speaker unless a different time limit is announced. It is requested that you state your name for the record, then proceed to address the Commission. All speakers shall observe civility, decorum, and good behavior.

(Continued on page 2)

2) Written Public Comments via eComment

Members of the public can submit their written comments electronically for Planning Commission consideration by using the eComment feature on the Agenda page of the City's website at www.cityoforange.org. To ensure distribution to the Planning Commission prior to consideration of the agenda, we encourage the public to submit written comments by 3:00 p.m. the day of the meeting. All written comments will be provided to the Commissioners for consideration and posted on the City's website after the meeting.

3) Public Comments via recorded voicemail message

Finally, the public can record their comments by calling (714) 744-7271 no later than 4:00 p.m. the day of the meeting. Recorded messages will not be played at the meeting, but will be provided to the Planning Commission and the caller's position will be summarized in the minutes.

Please contact the City Clerk's Office at (714) 744-5500 with any questions.

ADA Requirements: In compliance with the Americans with Disabilities Act, if you need accommodations to participate in this meeting, contact the Clerk's office at (714) 744-5500. Notification at least 48 hours in advance of meeting will enable the City to make arrangements to assure accessibility to this meeting.

REMINDER: Please silence all electronic devices while Planning Commission is in session.

APPEAL PROCEDURE

Any final determination by the Planning Commission may be appealed, and such appeal must be filed within 7 business days after the Planning Commission action. This appeal shall be made in written form to the Community Development Department, accompanied by an initial appeal deposit of \$1,000.00.

The City Clerk, upon filing of said appeal, will set petition for public hearing before the City Council at the earliest date. All owners of property located within 300 feet of the project site will be notified by the City Clerk of said hearing. For additional information, please call (714) 744-7220.

If you challenge any City of Orange decision in court, you may be limited to raising only those issues you or someone else raised at the public hearing described on this agenda or in written correspondence delivered to the Planning Commission at, or prior to, the public hearing.

1. OPENING/CALL TO ORDER**1.1 PLEDGE OF ALLEGIANCE**

Vice Chair Shannon Tucker

1.2 ROLL CALL**2. PUBLIC COMMENTS**

At this time, members of the public may address the Commission on matters not listed on the Agenda which are within the subject matter jurisdiction of the Commission, provided that NO action may be taken on off-agenda items unless authorized by law. Public Comments are limited to three (3) minutes per speaker.

3. CONSENT CALENDAR

All matters listed under the Consent Calendar are considered to be routine by the Planning Commission and will be enacted by one motion. There will be no separate discussion of said items unless members of the Planning Commission, staff or the public request specific items removed from the Consent Calendar for separate action.

3.1. Approval of meeting minutes of the City of Orange Planning Commission Regular Meeting held on July 6, 2026.**Recommended Action:**

Approve minutes as presented.

Attachments: [Staff Report](#)
 [July 6, 2026 Regular Meeting Minutes](#)

4. PUBLIC HEARINGS**4.1. Public Hearing to consider an Ordinance amending the Orange Municipal Code to update regulations for homeless shelters and establish regulations for low barrier navigation centers to ensure consistency with State law and finding of CEQA exemption.****Recommended Action:**

1. Conduct and close the Public Hearing.
2. Adopt Planning Commission Resolution No. PC 16-26 recommending the City Council adopt an ordinance amending Title 17 of the Orange Municipal Code to update regulations for Homeless Shelters (Emergency Shelters) in compliance with Government Code Section 65583(a)(4), add definitions and regulations for Low Barrier Navigation Centers in compliance with Government Code Sections 65660 through 65663, and amend associated definitions, land use tables, and parking standards for consistency with State law.
3. Find the ordinance exempt from the California Environmental Quality Act (CEQA) pursuant to State CEQA Guidelines Section 15061(b)(3) and 15378.

Attachments: [Staff Report](#)
[Attachment 1 – Planning Commission Resolution No. PC 16-26 with](#)
[Draft City Council Ordinance XX-26](#)

5. ADJOURNMENT

The next Regular Planning Commission Meeting will be held on Monday, August 3, 2026 at 5:30 p.m., in the Council Chamber.

I, Jennifer Scudellari, Executive Assistant for the City of Orange, hereby declare, under penalty of perjury, that a full and correct copy of this agenda was posted pursuant to Government Code Section 54950 et. seq., at the following locations: Orange Civic Center kiosk and Orange City Clerk's Office at 300 E. Chapman Avenue, Police facility at 1107 N. Batavia, Orange Main Public Library at 407 E. Chapman Avenue, and uploaded to the City's website www.cityoforange.org.

Date posted: July 16, 2026



Agenda Item

Planning Commission

Item #: 3.1.

7/20/2026

File #: 26-0427

TO: Chair and Members of the Planning Commission

THRU: Hayden Beckman, Planning Manager

FROM: Jennifer Scudellari, Executive Assistant

1. SUBJECT

Approval of meeting minutes of the City of Orange Planning Commission Regular Meeting held on July 6, 2026.

2. SUMMARY

Submitted for your consideration and approval are the minutes of the above meeting(s).

3. RECOMMENDED ACTION

Approve minutes as presented.

4. ATTACHMENTS

- July 6, 2026 Regular Meeting minutes



Agenda Item

Planning Commission

Item #: 3.1.

7/20/2026

File #: 26-0427

TO: Chair and Members of the Planning Commission

THRU: Hayden Beckman, Planning Manager

FROM: Jennifer Scudellari, Executive Assistant

1. SUBJECT

Approval of meeting minutes of the City of Orange Planning Commission Regular Meeting held on July 6, 2026.

2. SUMMARY

Submitted for your consideration and approval are the minutes of the above meeting(s).

3. RECOMMENDED ACTION

Approve minutes as presented.

4. ATTACHMENTS

- July 6, 2026 Regular Meeting minutes

MINUTES - DRAFT

City of Orange

Planning Commission

July 06, 2026

The Planning Commission of the City of Orange, California convened on July 6, 2026, at 5:30 p.m. in a Regular Meeting in the Council Chamber, 300 E. Chapman Avenue, Orange, California.

1. OPENING/CALL TO ORDER

Chair Leslie called the meeting to order at 5:30 p.m.

1.1 PLEDGE OF ALLEGIANCE

Chair Isaiah Leslie led the flag salute.

1.2 ROLL CALL

Present: Tucker, Maldonado, Vejar, McCormack, and Leslie

Absent: Vazquez

2. PUBLIC COMMENTS

None.

3. CONSENT CALENDAR

All matters listed under the Consent Calendar are considered to be routine by the Planning Commission and will be enacted by one motion. There will be no separate discussion of said items unless members of the Planning Commission, staff or the public request specific items removed from the Consent Calendar for separate action.

3.1. Approval of meeting minutes of the City of Orange Planning Commission Regular Meeting held on April 20, 2026 and June 1, 2026.

ACTION: Approved minutes as presented.

Approval of the Consent Calendar

A motion was made by Vice Chair Tucker, seconded by Commissioner Vejar, to approve the Consent Calendar. The motion carried by the following vote:

Ayes: Tucker, Maldonado, Vejar, McCormack, and Leslie

Noes: None

Absent: Vazquez

4. PUBLIC HEARINGS

4.1. A Public Hearing to consider a request to allow the sale of beer, wine, and distilled spirits (Type 47 ABC License) for on-site consumption in conjunction with the operation of a restaurant and bar with outdoor seating located at 237 W.

Chapman Avenue and finding of CEQA Exemption (Conditional Use Permit No. 25-0014).

Planning Technician Alyssa Jurkevics presented a summary of the proposed project and staff responded to questions from Commissioners regarding the conditions of approval for parking and patio conditions for fencing and gate security.

Applicant Jeff Goodman gave an overview of the project, and responded to questions on the service of alcoholic beverages.

Staff responded to questions regarding trees, gate width, and conditions regarding bar and lounge.

Chair Leslie opened the Public Hearing at 5:42 p.m.

There being no public speakers, Chair Leslie closed the Public Hearing at 5:43 p.m.

A motion was made by Commissioner Maldonado, seconded by Vice Chair Tucker to:

1. Adopt Planning Commission Resolution No. PC 14-26 approving Conditional Use Permit No. 25-0014, to allow the sale of beer, wine, and distilled spirits for on-site consumption in conjunction with a new State of California Department of Alcoholic Beverage Control Type 47 License (On Sale General - Eating Place) at a new restaurant with outdoor seating located at 237 W. Chapman Avenue with revised condition #22 to read as follows:

#22 There shall be no bar or lounge area upon the licensed premises maintained for the purposes of the sale, service, or consumption of alcoholic beverages directly to patrons for consumption without the service of food.

2. Find the request categorically exempt from the California Environmental Quality Act (CEQA) in accordance with the State CEQA Guidelines Section 15301 (Class 1 - Existing Facilities).

The motion carried by the following vote:

Ayes: Tucker, Maldonado, Vejar, McCormack, and Leslie

Noes: None

Absent: Vazquez

- 4.2. A Public Hearing to consider a proposal to operate a new charter elementary school with a maximum enrollment of 864 students within two existing buildings and construct two new play areas within an existing parking lot on a property located at 1937 and 2011 W. Chapman Ave. and finding of CEQA exemption (PA25-0156: Conditional Use Permit No. 25-0156 and Minor Site Plan Review No. 25-0156).**

Planning Technician Lauren Briggs presented a summary of the proposed project.

Chair Leslie opened the public hearing at 5:56 p.m.

Public Speakers:

April Hoy, Lisa Cervantes and Socorro Rodriguez spoke in favor of the project. David Shaffer questioned if parking, traffic and noise issues in terms of West Chapman Avenue have been anticipated at all.

In addition, recorded voice messages were received in opposition from Tricia Lozano, and in support from Bernice (no last name given), Gonzalo (no last name given), David Reese, Jesus Perez, Magdalena Tapia, and Cecilia Sandoval.

Chair Leslie closed the public hearing at 6:04 p.m.

Applicant Donna Tripp provided an overview of the project

Staff and applicant responded to questions regarding school capacity, demographics, traffic counts, queuing, pick up and drop off hours and trash pick up.

A motion was made by Commissioner Vejar, seconded by Chair Leslie to:

1. Adopt Planning Commission Resolution No. PC 15-26 approving Planning Application No. 25-0156 (Conditional Use Permit No. 25-0156 and Minor Site Plan Review No. 25-0156), to allow an 864-student charter elementary school and related site improvements on an existing commercial site located at 1937 and 2011 W. Chapman Ave.
2. Find the request categorically exempt from the California Environmental Quality Act (CEQA) in accordance with Section 15301 of the State CEQA Guidelines.

The motion carried by the following vote:

Ayes: Tucker, Maldonado, Vejar, McCormack, and Leslie

Noes: None

Absent: Vazquez

5. ADJOURNMENT

There being no further business, the meeting was adjourned at 6:25 p.m.

The next Regular Planning Commission Meeting will be held on Monday, July 20, 2026 at 5:30 p.m., in the Council Chamber.

Hayden Beckman
Planning Manager



Agenda Item

Planning Commission

Item #: 4.1.

7/20/2026

File #: 26-0417

TO: Chair and Members of the Planning Commission

THRU: Hayden Beckman, Planning Manager

FROM: Arlen Beck, Senior Planner

1. SUBJECT

Public Hearing to consider an Ordinance amending the Orange Municipal Code to update regulations for homeless shelters and establish regulations for low barrier navigation centers to ensure consistency with State law and finding of CEQA exemption.

2. SUMMARY

The proposed ordinance amends the Orange Municipal Code to bring the City's regulations regarding Homeless Shelters (Emergency Shelters) and Low Barrier Navigation Centers into compliance with State law, specifically Government Code Sections 65583(a)(4) and 65660 through 65663. The amendments update definitions, revise development and operational standards for homeless shelters, establish standards for Low Barrier Navigation Centers, and amend land use and parking regulations to ensure consistency with State law.

3. RECOMMENDED ACTION

1. Conduct and close the Public Hearing.
2. Adopt Planning Commission Resolution No. PC 16-26 recommending the City Council adopt an ordinance amending Title 17 of the Orange Municipal Code to update regulations for Homeless Shelters (Emergency Shelters) in compliance with Government Code Section 65583(a)(4), add definitions and regulations for Low Barrier Navigation Centers in compliance with Government Code Sections 65660 through 65663, and amend associated definitions, land use tables, and parking standards for consistency with State law.
3. Find the ordinance exempt from the California Environmental Quality Act (CEQA) pursuant to State CEQA Guidelines Section 15061(b)(3) and 15378.

4. PROJECT BACKGROUND

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

The Housing Element includes Housing Plan Programs 4G and 4J, which commit the City to amend the Orange Municipal Code to ensure compliance with State laws governing Emergency Shelters and Low Barrier Navigation Centers.

California Government Code Section 65583(a)(4) requires jurisdictions to identify at least one zoning district where emergency shelters are permitted by right and to apply only objective standards that do not unduly constrain the development of such facilities. In addition, Government Code Sections 65660 through 65663 require Low Barrier Navigation Centers to be permitted by right in mixed-use and nonresidential zones where multifamily housing is allowed and establish specific procedures and standards governing their review and operation.

The City's existing homeless shelter regulations were originally adopted to satisfy prior Housing Element requirements. Since that time, State law has evolved significantly, and portions of the City's existing standards are no longer consistent with current statutory requirements.

5. PROJECT DESCRIPTION

The proposed ordinance updates the Orange Municipal Code (OMC) to ensure consistency with State law and the General Plan Housing Element commitments regarding homeless shelters and low barrier navigation centers. It removes outdated definitions, updates operational standards, and revises land use tables to reflect appropriate permitting requirements. The following summarized key provisions of the proposed amendments:

Homeless Shelters

- Revises the definition of "Homeless Shelter" to align with the State definition of "Emergency Shelter."
- Removes several existing locational and operational restrictions that may constitute constraints under State law.
- Establishes objective development and operational standards related to occupancy, staffing, security, maintenance, lighting, and parking.
- Clarifies that homeless shelters are permitted by right and subject only to objective standards and applicable building, fire, health, and safety regulations.

Low Barrier Navigation Centers

- Adds new definitions for "Low Barrier" and "Low Barrier Navigation Center."
- Permits Low Barrier Navigation Centers by right within mixed-use and nonresidential zoning districts where multifamily residential uses are allowed.
- Establishes objective standards regarding operations, supportive services, reporting requirements, occupancy, parking, and facility management.

Parking and Land Use Tables

- Updates the Master Land Use Table to identify zoning districts where Low Barrier Navigation Centers are permitted.

Revises parking standards for Homeless Shelters and Low Barrier Navigation Centers to require parking based on staffing levels rather than shelter bed count.

6. PROJECT ANALYSIS

The proposed ordinance is a comprehensive update to the City's zoning regulations governing Homeless Shelters and Low Barrier Navigation Centers to ensure consistency with state housing law

and the City's 2021-2029 Housing Element.

Need for the Amendments

The City's existing homeless shelter regulations contain several provisions that are inconsistent with current State law governing emergency shelters. Existing standards include locational restrictions, operating hour limitations, maximum stay requirements, and other operational requirements that may be viewed as constraints on shelter development and operation.

Additionally, the Orange Municipal Code currently does not contain provisions governing Low Barrier Navigation Centers, despite the enactment of Government Code Sections 65660 through 65663, which require local jurisdictions to accommodate these facilities through ministerial review processes. Updating the code ensures that the City's land use regulations remain legally defensible, internally consistent, and transparent to applicants and the public.

Implementation of Housing Element Policies

The City's 2021-2029 Housing Element, contains several Housing Plan Programs that call for updates to the Zoning Code to remove constraints and ensure housing access for all community members. Specifically:

- Program 4G - Low Barrier Navigation Centers: commits the City to amend the OMC to permit Low Barrier Navigation Center in compliance with State law.
- Program 4J - Emergency Shelter Development Standards: directs the City to modify zoning regulations to reflect statutory requirements related to homeless/emergency shelters consistent with state law.

By adopting this ordinance, the City fulfills these Housing Element implementation commitments, ensuring continued compliance with State housing law and maintaining the validity of its certified Housing Element.

In summary, the proposed amendments are primarily technical in nature, intended to achieve full state-law compliance, implement Housing Element Programs 4G and 4J, and advance the City's overarching goal of ensuring equitable, inclusive, and accessible housing opportunities for all members of the Orange community. The proposed ordinance brings the City into statutory compliance, ensuring legal defensibility of its zoning ordinance and Housing Element.

7. AUTHORIZING GUIDELINES

Orange Municipal Code Section 17.08.020 authorizes the Planning Commission to review and make advisory recommendations to the City Council on Zoning Ordinance Amendments.

8. PUBLIC NOTICE

On June 25, 2026, a notice was published in the Orange City News newspaper for a public hearing before the Planning Commission on July 20, 2026.

9. ENVIRONMENTAL REVIEW

The proposed project is not subject to the provisions of the California Environmental Quality Act (CEQA) pursuant to (1) 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; 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.

10. ADVISORY BOARD ACTION

No advisory board review was required for this ordinance.

11. ATTACHMENTS

- Attachment 1 Planning Commission Resolution No. PC 16-26 with Draft City Council Ordinance XX-26 - Homeless Shelters (Emergency Shelters) and Low Barrier Navigation Centers Update Ordinance



Agenda Item

Planning Commission

Item #: 4.1.

7/20/2026

File #: 26-0417

TO: Chair and Members of the Planning Commission

THRU: Hayden Beckman, Planning Manager

FROM: Arlen Beck, Senior Planner

1. SUBJECT

Public Hearing to consider an Ordinance amending the Orange Municipal Code to update regulations for homeless shelters and establish regulations for low barrier navigation centers to ensure consistency with State law and finding of CEQA exemption.

2. SUMMARY

The proposed ordinance amends the Orange Municipal Code to bring the City's regulations regarding Homeless Shelters (Emergency Shelters) and Low Barrier Navigation Centers into compliance with State law, specifically Government Code Sections 65583(a)(4) and 65660 through 65663. The amendments update definitions, revise development and operational standards for homeless shelters, establish standards for Low Barrier Navigation Centers, and amend land use and parking regulations to ensure consistency with State law.

3. RECOMMENDED ACTION

1. Conduct and close the Public Hearing.
2. Adopt Planning Commission Resolution No. PC 16-26 recommending the City Council adopt an ordinance amending Title 17 of the Orange Municipal Code to update regulations for Homeless Shelters (Emergency Shelters) in compliance with Government Code Section 65583(a)(4), add definitions and regulations for Low Barrier Navigation Centers in compliance with Government Code Sections 65660 through 65663, and amend associated definitions, land use tables, and parking standards for consistency with State law.
3. Find the ordinance exempt from the California Environmental Quality Act (CEQA) pursuant to State CEQA Guidelines Section 15061(b)(3) and 15378.

4. PROJECT BACKGROUND

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

The Housing Element includes Housing Plan Programs 4G and 4J, which commit the City to amend the Orange Municipal Code to ensure compliance with State laws governing Emergency Shelters and Low Barrier Navigation Centers.

California Government Code Section 65583(a)(4) requires jurisdictions to identify at least one zoning district where emergency shelters are permitted by right and to apply only objective standards that do not unduly constrain the development of such facilities. In addition, Government Code Sections 65660 through 65663 require Low Barrier Navigation Centers to be permitted by right in mixed-use and nonresidential zones where multifamily housing is allowed and establish specific procedures and standards governing their review and operation.

The City's existing homeless shelter regulations were originally adopted to satisfy prior Housing Element requirements. Since that time, State law has evolved significantly, and portions of the City's existing standards are no longer consistent with current statutory requirements.

5. PROJECT DESCRIPTION

The proposed ordinance updates the Orange Municipal Code (OMC) to ensure consistency with State law and the General Plan Housing Element commitments regarding homeless shelters and low barrier navigation centers. It removes outdated definitions, updates operational standards, and revises land use tables to reflect appropriate permitting requirements. The following summarized key provisions of the proposed amendments:

Homeless Shelters

- Revises the definition of "Homeless Shelter" to align with the State definition of "Emergency Shelter."
- Removes several existing locational and operational restrictions that may constitute constraints under State law.
- Establishes objective development and operational standards related to occupancy, staffing, security, maintenance, lighting, and parking.
- Clarifies that homeless shelters are permitted by right and subject only to objective standards and applicable building, fire, health, and safety regulations.

Low Barrier Navigation Centers

- Adds new definitions for "Low Barrier" and "Low Barrier Navigation Center."
- Permits Low Barrier Navigation Centers by right within mixed-use and nonresidential zoning districts where multifamily residential uses are allowed.
- Establishes objective standards regarding operations, supportive services, reporting requirements, occupancy, parking, and facility management.

Parking and Land Use Tables

- Updates the Master Land Use Table to identify zoning districts where Low Barrier Navigation Centers are permitted.

Revises parking standards for Homeless Shelters and Low Barrier Navigation Centers to require parking based on staffing levels rather than shelter bed count.

6. PROJECT ANALYSIS

The proposed ordinance is a comprehensive update to the City's zoning regulations governing Homeless Shelters and Low Barrier Navigation Centers to ensure consistency with state housing law

and the City's 2021-2029 Housing Element.

Need for the Amendments

The City's existing homeless shelter regulations contain several provisions that are inconsistent with current State law governing emergency shelters. Existing standards include locational restrictions, operating hour limitations, maximum stay requirements, and other operational requirements that may be viewed as constraints on shelter development and operation.

Additionally, the Orange Municipal Code currently does not contain provisions governing Low Barrier Navigation Centers, despite the enactment of Government Code Sections 65660 through 65663, which require local jurisdictions to accommodate these facilities through ministerial review processes. Updating the code ensures that the City's land use regulations remain legally defensible, internally consistent, and transparent to applicants and the public.

Implementation of Housing Element Policies

The City's 2021-2029 Housing Element, contains several Housing Plan Programs that call for updates to the Zoning Code to remove constraints and ensure housing access for all community members. Specifically:

- Program 4G - Low Barrier Navigation Centers: commits the City to amend the OMC to permit Low Barrier Navigation Center in compliance with State law.
- Program 4J - Emergency Shelter Development Standards: directs the City to modify zoning regulations to reflect statutory requirements related to homeless/emergency shelters consistent with state law.

By adopting this ordinance, the City fulfills these Housing Element implementation commitments, ensuring continued compliance with State housing law and maintaining the validity of its certified Housing Element.

In summary, the proposed amendments are primarily technical in nature, intended to achieve full state-law compliance, implement Housing Element Programs 4G and 4J, and advance the City's overarching goal of ensuring equitable, inclusive, and accessible housing opportunities for all members of the Orange community. The proposed ordinance brings the City into statutory compliance, ensuring legal defensibility of its zoning ordinance and Housing Element.

7. AUTHORIZING GUIDELINES

Orange Municipal Code Section 17.08.020 authorizes the Planning Commission to review and make advisory recommendations to the City Council on Zoning Ordinance Amendments.

8. PUBLIC NOTICE

On June 25, 2026, a notice was published in the Orange City News newspaper for a public hearing before the Planning Commission on July 20, 2026.

9. ENVIRONMENTAL REVIEW

The proposed project is not subject to the provisions of the California Environmental Quality Act (CEQA) pursuant to (1) 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; 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.

10. ADVISORY BOARD ACTION

No advisory board review was required for this ordinance.

11. ATTACHMENTS

- Attachment 1 Planning Commission Resolution No. PC 16-26 with Draft City Council Ordinance XX-26 - Homeless Shelters (Emergency Shelters) and Low Barrier Navigation Centers Update Ordinance

RESOLUTION NO. PC 16-26

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 UPDATE REGULATIONS FOR HOMELESS SHELTERS (EMERGENCY SHELTERS) IN COMPLIANCE WITH GOVERNMENT CODE SECTION 65583(A)(4), ADD DEFINITIONS AND REGULATIONS FOR LOW BARRIER NAVIGATION CENTERS IN COMPLIANCE WITH GOVERNMENT CODE SECTIONS 65660 THROUGH 65663, AND AMEND ASSOCIATED DEFINITIONS, LAND USE TABLES, AND PARKING STANDARDS FOR CONSISTENCY WITH STATE LAW

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 4G and 4J, states The City will amend the Orange Municipal Code to be compliant with State law regarding Emergency Shelters and Low Barrier Navigation Centers.

WHEREAS, the City of Orange seeks to comply with these statutory provisions by amending the Orange Municipal Code (OMC) to appropriately classify and allow Emergency Shelters and Low Barrier Navigation Center facilities in applicable zoning districts.

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 update regulations for homeless shelters (emergency shelters) and achieves compliance with Government Code Section 65583(a)(4), add definitions and regulations for Low Barrier Navigation Centers in compliance with Government Code Sections 65660 through 65663, and amends associated definitions, land use tables, and parking standards for consistency with State law.
2. The proposed Ordinance implements Policy Actions 4G and 4J of the City's 2021-2029 General Plan Housing Element. Specifically, the Ordinance will identify at least one zoning district where emergency shelters are permitted by right and to apply only objective

standards that do not unduly constrain the development of such facilities and require Low Barrier Navigation Centers to be permitted by right in mixed-use and nonresidential zones where multifamily housing is allowed and establish specific procedures and standards governing their review and operation.

SECTION 2-ENVIRONMENTAL REVIEW

The proposed project is not subject to the provisions of the California Environmental Quality Act (CEQA) pursuant to (1) 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; 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.

ADOPTED this 20th day of July 2026.

Isaiah Leslie
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 20th day of July 2026, by the following vote:

AYES:

NOES:

ABSENT:

Hayden Beckman, Planning Manager

EXHIBIT A
RESOLUTION NO. PC 16-26

**DRAFT CITY COUNCIL ORDINANCE XX-26 - HOMELESS
SHELTERS (EMERGENCY SHELTERS) AND LOW BARRIER
NAVIGATION CENTERS UPDATE ORDINANCE**

ORDINANCE NO. XX-26

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ORANGE AMENDING TITLE 17, CHAPTER 17.13 OF THE ORANGE MUNICIPAL CODE TO COMPLY WITH STATE LAW REGARDING HOMELESS SHELTER AND LOW BARRIER NAVIGATION CENTERS

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 4G and 4J, states The City will amend the Orange Municipal Code to be compliant with State law regarding Emergency Shelters and Low Barrier Navigation Centers.

WHEREAS, the City of Orange seeks to comply with these statutory provisions by amending the Orange Municipal Code (OMC) to appropriately classify and allow Emergency Shelters and Low Barrier Navigation Center facilities in applicable zoning districts.

WHEREAS, the Planning Commission having considered the proposed revisions to the OMC at a public hearing held on July 20, 2026, including review of the staff report, and having received public testimony on the item, and adopted Resolution No. 16-26 recommending that the City Council approve the proposed amendments to Title 17 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 _____, 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 17.04.024 of the Orange Municipal Code, “Zoning – Definitions – “E” Definitions,” is hereby amended to add the following definition as follows:

“Emergency Shelter” see Homeless Shelter. Emergency Shelter as defined in California Government Code Section 65583(a)(4).

SECTION III:

Section 17.04.027 of the Orange Municipal Code, “Zoning – Definitions – “H” Definitions,” is hereby amended to revise the following definition as follows:

“Homeless Shelter” means a building or structure that provides overnight sleeping accommodations for persons experiencing homelessness. A homeless shelter shall have the same meaning as an “Emergency Shelter” as defined in California Government Code Section 65583(a)(4).

SECTION IV:

Section 17.04.031 of the Orange Municipal Code, “Zoning – Definitions – “L” Definitions,” is hereby amended to add the following definitions as follows:

“Low Barrier” means best practices to reduce barriers to entry consistent with Government Code Section 65660, and may include, but is not limited to, the following:

- a. The presence of partners if it is not a population-specific site, such as for survivors of domestic violence or sexual assault, women, or youth.
- b. Pets.
- c. The storage of possessions.
- d. Privacy, such as partitions around beds in a dormitory setting or in larger rooms containing more than two beds, or private rooms.

“Low Barrier Navigation Center” means a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing, consistent with Government Code Section 65660. A Low Barrier Navigation Center may be non-congregate and relocatable.

SECTION V:

Title 17, Section 17.13.040(JJ) of the Orange Municipal Code is hereby removed and replaced in its entirety as follows with the following:

17.13.040 - JJ. Homeless Shelter. Facilities meeting the definition of a homeless shelter pursuant to Section 17.04.027 shall be permitted by right as a ministerial use within the zoning districts identified by this Title, without the requirement for a conditional use permit or any other discretionary land use approval. Homeless shelters shall be subject only to the objective standards set forth in this section and the development standards of the underlying zoning district.

1. Purpose and Intent. The purpose of this section is to implement applicable provisions of California Government Code Sections 65582(e) and 65583(a)(4) by ensuring that

emergency shelters are permitted as a residential use without discretionary review and subject only to objective standards. It is the intent of this section to:

- a. Provide for the development of emergency shelters to address the needs of persons experiencing homelessness;
 - b. Ensure that emergency shelters are permitted by right in designated zoning districts in a manner consistent with state law;
 - c. Establish objective, measurable standards that do not constrain the development, operation, or capacity of emergency shelters;
 - d. Promote the public health, safety, and welfare through the application of applicable building, fire, and safety regulations; and
 - e. Ensure consistency with the Housing Element of the General Plan and compliance with state housing law.
2. Location. Homeless shelters shall be permitted in the zoning districts identified in this Title per Table 17.13.030, "Zoning – Master Land Use Table – Permitted Uses". Although not required, homeless shelters are preferred to be located within one-half mile of a transit stop.
3. Proximity to other homeless shelters. Homeless shelters shall be located at least 275 feet from any other homeless shelter, as measured from the closest property line.
4. Overnight occupancy shall be limited as follows:
 - a. For shelters serving individuals without children, one bed per minimum of 70 square feet of sleeping area and shall be provided in accordance with Building Code requirements.
 - b. For shelters serving individuals with children under the age of 18, one bed per minimum of 70 square feet of sleeping area shall be provided for the first adult, with one bed per minimum of 50 square feet per adult or child living together as a family in accordance with Building Code requirements. Children under the age of 24 months shall be exempt from the required floor area.
 - c. Maximum occupancy shall be determined based on applicable building, fire, and health and safety codes but shall not exceed a maximum of 150 beds. For purposes of determining maximum occupancy, one shelter client per bed is assumed.

- d. Pets may be allowed at the discretion of the shelter operator provided they are contained in a crate or properly restrained per facility operation requirements.
5. Services and facilities shall be provided for homeless shelters as follows:
- a. A client intake and waiting area shall be provided and shall be adequately sized to accommodate waiting clients. The intake area may be indoors or outdoors. If outdoors, the location shall not be adjacent to the public right-of-way, shall be visually screened, and shall provide protection from the sun/rain.
 - b. The facility shall provide sleeping areas and restrooms and showers in compliance with applicable Building Code requirements.
 - c. Permitted accessory uses include, but are not limited to, laundry facilities, kitchen and dining areas, storage areas for client belongings, and areas for the provision of supportive services.
 - d. Supportive services provided on-site shall be considered accessory to the shelter use and permitted by right.
 - e. Other similar services for homeless clients, as determined by the Community Development Director.
6. Administrative Requirements.
- a. The facility shall have an on-site manager present at all times.
 - b. Security shall be provided during shelter operational hours.
 - c. Prior to occupancy, a written operational plan for the facility shall be submitted to the Community Development Director. The plan shall include:
 - i. Contact information for the owner and operator.

- ii. A description of how the facility will comply with applicable building, fire, and health and safety regulations.
 - iii. A description of facility operations including but not limited to: staffing levels, staff training, safety and security, hours of operation, client intake, and protocol for communication with the City and for responding to complaints should they arise.
 - d. Review of the operational plan shall be ministerial. The contact information for the operator shall remain current and on file with the Community Development Department at all times.
 - e. Facilities shall be maintained in good working order. Indoor and outdoor use areas shall be clean and orderly. Litter shall be removed in and around the facility in a timely manner. The city reserves the right to conduct periodic inspections to ensure compliance with this chapter and applicable health and safety regulations.
7. Length of Stay. The length of stay for a client shall be six months or less, consistent with Health and Safety Code Section 50801. No individual or household may be denied emergency shelter because of an inability to pay. The length of stay may be extended by the operator for extenuating circumstances.
8. Lighting. Exterior security lighting shall be provided in compliance with applicable City standards. Building lighting shall comply with the City's Building Security Ordinance No. 7-79, Section 15.52.090(J)(2). Parking lots shall be lit in compliance with Section 15.52.090(J)(3).
9. Parking. Parking for homeless shelters shall be provided at a rate of one (1) space per maximum number of on-site staff at any given time. Parking shall be provided in an amount sufficient to accommodate on-site staff and operational needs and shall not exceed the parking requirements for comparable uses.
10. CEQA. Approval of homeless shelters pursuant to this Section is a ministerial action and shall not constitute a discretionary action under the California Environmental Quality Act (CEQA).

SECTION VI:

Title 17, Section 17.13.040(MMM) of the Orange Municipal Code is hereby added in its entirety as follows with the following:

17.13.040 – MMM. Low Barrier Navigation Centers. Facilities meeting the definition of a low barrier navigation center pursuant to Section 17.04.031 are permitted uses, subject to the requirements listed below and the development standards of the underlying zoning district.

1. Purpose and Intent. These regulations are intended to facilitate the development of low-barrier navigation centers (LBNC) as set forth in California Government Code Section 65660 to 65663. A Low Barrier Navigation Center provides essential housing-first, low-barrier, service-enriched shelters that are designed to help individuals experiencing homelessness transition into permanent housing.
2. Location. A Low Barrier Navigation Center development is a use by right in areas zoned for mixed use and nonresidential zones permitting multi-family uses as depicted in Table 17.13.030, Master Land Use Table.
3. Low Barrier Navigation Centers shall meet the following requirements:
 - a. Connected Services. Offers services to connect people to permanent housing through a services plan that identifies services staffing.
 - b. Coordinated Entry System. Link to a coordinated entry system, so that staff in the interim facility or staff who co-locate in the facility may conduct assessments and provide services to connect people to permanent housing. “Coordinated entry system” means a centralized or coordinated assessment system developed pursuant to Section 576.400(d) or Section 578.7(a)(8), as applicable, of Title 24 of the Code of Federal Regulations, as those sections read on January 1, 2020, and any related requirements, designed to coordinate program participant intake, assessment, and referrals.
 - c. Comply with Chapter 6.5 (commencing with Section 8255) of Division 8 of the Welfare and Institutions Code.
 - d. Homeless Management System. Has a system for entering information regarding client stays, client demographics, client income, and exit destination through the local Homeless Management Information System as defined by Section 578.3 of Title 24 of the Code of Federal Regulations.
 - e. A clear and enforceable code of conduct must be established for residents to ensure a safe and respectful living environment.
 - f. Daily operations. Must operate 24 hours a day, seven days a week, to provide continuous support to residents.
4. Monitoring and Reporting. Annual report. Each approved low barrier navigation center shall be subject to annual review by the city, including a review of management services. The permit grantee shall be responsible for filing an annual report to the Community Development Director which includes the number of individuals served, outcome related

to permanent housing placements, compliance with operation standards, and services provided at the facility.

5. Inspections. The city reserves the right to conduct periodic inspections to ensure compliance with this chapter and applicable health and safety regulations.
6. Density and Occupancy. Occupancy levels shall be determined based on applicable Building Code, Fire Code, and Health and Safety Code, including but not limited to requirements related to:
 - a. Floor area per occupant,
 - b. Means of egress,
 - c. Fire protection systems, and
 - d. Ventilation and sanitation.
7. Lighting. Exterior security lighting shall be provided in compliance with applicable City standards. Building lighting shall comply with the city's Building Security Ordinance No. 7-79, Section 15.52.090(J)(2). Parking lots shall be lit in compliance with Section 15.52.090(J)(3).
8. Parking. Parking shall be provided at a rate of one (1) space per maximum number of on-site staff at any given time. Parking shall be provided in an amount sufficient to accommodate on-site staff and operational needs and shall not exceed the parking requirements for comparable uses.
9. Review. Within 30 days of receipt of an application for a Low Barrier Navigation Center development, the city shall notify a developer whether the developer's application is complete pursuant to Section 65943. Within 60 days of receipt of a completed application, the city shall act upon its review of the application.
10. Prior to occupancy, a written operational plan identifying how the facility complies with all state and local requirements shall be submitted to the Community Development Director. The operational plan shall be reviewed ministerially.
11. Sunset Clause. This chapter shall only remain in effect until January 1, 2027, and on that date is repealed, unless the Legislature of the State of California extends Article 12 of Chapter 3 of Division 1 of Title 7 of the Government Code to a later date.

SECTION VII:

Table 17.13.030, of the Orange Municipal Code, "Zoning – Master Land Use Table – Permitted Uses," is hereby amended to add the following "Low Barrier Navigation Centers" as follows:

ZONING	RESIDENTIAL							COMMERCIAL					MIXED USE					INDUSTRIAL		AGRICULTURAL OPEN SPACE			P I	OVERLAY		SAN D & GRAVEL	
LAND USE	R1-5	R1-6 to R1-15	R1-R-140 &	R1-20 to R-140 & 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, multi-family, dormitory, home(s), hotel, motel, residential care facility, residential facility, or lodging.																											
Low Barrier Navigation Centers	-	-	-	-	-	-	-	-	-	-	-	-	-	P*	P*	P*	P*	P*	P*	P*							

SECTION VIII:

17.34.060 – Required number of parking spaces, Table 17.34.060(a) “Required number of parking spaces for Residential Uses” is hereby amended “Homeless Shelters” as follows:

TABEL 17.343.060(A) REQUIRED NUMBER OF PARKING SPACES FOR RESIDENTIAL USES	
USE	REQUIRED NUMBER OF SPACES
Homeless Shelter and Low Barrier Navigation Center	One (1) space per maximum number of on-site staff at any given time. Parking shall be provided in an amount sufficient to accommodate on-site staff and operational needs and shall not exceed the parking requirements for comparable uses.

SECTION IX:

Environmental Review.

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 X:

Severability.

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:

Effective Date.

This ordinance shall become effective 30 days following its adoption.

SECTION XII:

Publication.

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 ____ day of _____, 2026.

Daniel R. Slater, Mayor, City of Orange

ATTEST:

Pamela Coleman, City Clerk, City of Orange

APPROVED AS TO FORM:

Nathalie Adourian, City Attorney,
City of Orange

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