

## **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 20<sup>th</sup> 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 20<sup>th</sup> 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 P-15 | R1-R<br>R-140 & | 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 |
| <b>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.</b> |             |              |                 |              |     |     |    |            |       |     |    |    |           |          |         |         |        |            |    |                         |    |     |         |    |                |      |    |
| 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)<br>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