Planning Commission Minutes

Note: Anyone wishing to speak at any Planning Commission meeting is encouraged to do so. If you wish to speak, please rise and, after you have been recognized by the Chair, give your name and complete address for the record. You will then be allowed to speak. Please note the public testimony may be limited by the Chair.

August 27, 2024
STUDY SESSION
Minutes

I. CALL TO ORDER:

Chair Verner called the meeting to order at 7:00 p.m. at the Civic Center Council Chambers, 1175 E. Main Street.

Commissioners Present:
Lisa Verner
Doug Knauer
Gregory Perkinson
Eric Herron
Russell Phillips

Staff Present:
Brandon Goldman, Community Development Director
Derek Severson, Planning Manager
Michael Sullivan, Executive Assistant

Absent Members:
Kerry KenCairn
Susan MacCracken Jain

Council Liaison:
Paula Hyatt

II. ANNOUNCEMENTS

1. Staff Announcements

Community Development Director Brandon Goldman made the following announcements:

- On August 20, 2024 the City Council approved the Homeless Services Assessment Report which was developed by the Housing and Human Services Advisory Committee and an ad hoc group over a six-month period. This is the first consolidation of a gaps analysis for homeless services and identifies 26 potential short- and long-term strategies to address homelessness.
- Also on August 20, 2024, the Council approved the acquisition of six affordable lots of the Beach Creek Subdivision. They will be deed-restricted to be affordable for a minimum of 30 years, though the City hopes to find an applicant who will extend this period beyond that timeframe.

2. Advisory Committee Liaison Reports – None

III. **PUBLIC FORUM** – None

IV. **OTHER BUSINESS**

1. Manufactured Home Park Zone - Update

Staff Presentation

Mr. Goldman noted that staff have provided the Commission with a memo regarding Resident-Owned Community (ROC) Models for use during their discussion (see attachment #1)

Mr. Goldman briefly outlined the development of a Manufactured Home Park Zone (MHPZ), which was identified by the Housing Production Strategy (HPS) that was concluded in 2023. The City applied for and subsequently received a grant by the Department of Land Conservation and Development (DLCD) which was used to hire 3J Consultants to assist the City with developing a MHPZ ordinance (see attachment #2).

Mr. Goldman described how the ordinance would set standards for density, lot size, setbacks, utilities, and more to preserve existing parks and possibly allow higher-density development and smaller unit sizes within these zones. He outlined the public engagement process, which will include public meetings, advisory committee input, and hearings before the Housing and Human Services Advisory Committee, Planning Commission, and City Council. He pointed to several existing manufactured home parks, including Wingspread, the Upper Pines, and the Siskiyou Village, and stated that manufactured home parks provide opportunities for affordable housing otherwise not found in the market.

Mr. Goldman detailed the key steps in the development of a MHPZ ordinance, which would include a comprehensive code audit; the drafting of the new zoning ordinance; engagement with stakeholders and the public; and adoption of the ordinance. The outcome of such a process would be the creation of a new zoning designation that would preserve existing manufactured home parks. Mr. Goldman outlined the potential timeline of such a project, beginning in September, 2024 and concluding as late as June, 2025.

Public Comments

Rich Rohde/Mr. Rohde introduced himself as a member of the Housing and Human Services Advisory Committee and a retired community organizer. He recounted the history of manufactured park closures in Oregon, including Lower Pines, which was one of the first parks in the state. He detailed how the residents had no legal recourse to stop the closure and lost their homes and community without compensation, and we even forced to pay for the destruction of their own units. He emphasized the need to preserve such communities.

Janet Bell/Ms. Bell informed the Commission that she is a new member of Wingspread and reiterated the need to protect these close-knit communities. She stated that these parks include many retired residents with fixed-incomes who have difficulty finding new homes if they are displaced, such as from park closures or natural events like the Almeda Fire. She implored the Commission to protect such communities from redevelopment in favor of higher-density housing.

Questions of Staff

Commissioner Knauer asked if manufactured home parks would preclude pre-built homes or mobile homes. Mr. Goldman responded that the City examined existing housing types in existing parks, allowing that the City permits RVs in RV parks even when recreational vehicles are not permitted. He remarked that these distinctions should be reviewed moving forward. Commissioner Perkinson noted that state certifications of the residences could apply, as well as the City's Building Official ensuring that design standards are upheld.

Commissioner Knauer noted that the goal of the project is that it not only "complies with but exceeds housing related statutes", and remarked that it does not appear to have affordable housing as a goal. He suggested that affordability of housing be included in the goals of the ordinance, particularly when current guidelines refer to potentially superfluous standards, such as seemingly unenforced guidelines requiring 48in-wide sidewalks serving each unit. He emphasized that the affordability of the units should be included in the ordinance. Mr. Goldman responded that the City could review items that the Commission believes are important for livability, or are deemed superfluous, and review them with the consultants. He noted that there is limited guidance in creating MHPZs as few cities have adopted them.

Chair Verner asked when the Commission would review this item again. Mr. Goldman responded that it would come back to the Commission at two future Study Sessions, where the second Study Session would review a draft form of the ordinance. He added that this item would also be reviewed by various advisory committees throughout this process, one of which would be a Management Advisory Committee that Commissioner KenCairn had shown interest in serving on.

Commissioner Herron requested clarification regarding the designation of a dedicated area exclusively for manufactured homes. Mr. Goldman responded that it would be a zone where apartment buildings or single-family detached homes would not be permitted. Commissioner Herron asked if the creation of protected MHPZs would prohibit manufactured home parks from being developed outside those zones. Mr. Goldman responded that they would not be prohibited but those parks would not have the same protections as those within MHPZs.

Commissioner Knauer asked if the City's consultants knew why no new manufactured home parks were being built in the state. Mr. Goldman responded that it is likely a market issue or lack of opportunity in dedicating land to this particular use, but that staff would ask the consultants. He added that established parks with 100 or more units can be quite lucrative in terms of rent generated, but that the cost of developing the parks might be prohibitive.

The Commission discussed introducing standards for minimum unit size. Commissioner Herron recommended that RVs be prohibited from the MHPZs due to their disruptive nature and their use for temporary occupancy. He also suggested that site improvements are also required, such as fire hydrants. Mr. Goldman noted that current building codes require fire hydrants within 150-200ft of homes, but that many manufactured homes were installed before this code was implemented and the infrastructure to retroactively require this does not exist.

Commissioner Knauer asked about parking requirements in manufactured home parks. Mr. Goldman responded that the City does not require parking be provided. He elaborated that the City could cap the maximum number of parking spaces required but not require a minimum number of spaces.

Regarding density and design standards, Commission Knauer emphasized the importance of including the aspect of Area Median Incomes and ensuring that these parks continue to be affordable.

V. OPEN DISCUSSION

Chair Verner asked if a date has been chosen for the Commission's annual retreat. Mr. Goldman that it will likely take place in October.

VI. ADJOURNMENT

Meeting adjourned at 8:02 p.m.

Submitted by,
Michael Sullivan, Executive Assistant

Resident-Owned Community (ROC) Model

The cooperative ownership model, as facilitated by organizations like ROC USA and CASA of Oregon, addresses escalating rents in manufactured home communities through several key mechanisms:

1. Resident Control Over Rent Increases

- In a resident-owned cooperative, the members collectively own the land and control the budget, including setting the monthly rent. This direct control allows residents to manage and stabilize rent increases based on actual costs rather than market-driven forces or profit motives of private landlords.
- Rent increases are typically tied to the cooperative's operational needs, such as maintenance, taxes, and utilities, rather than being driven by external market pressures. This means that any increases are usually more predictable and gradual.

2. Long-Term Financial Planning

- Cooperatives often engage in long-term financial planning to manage the community's budget efficiently. This includes setting aside reserves for future repairs and maintenance, ensuring that the community remains financially sustainable without requiring sudden, large rent increases.
- The cooperative model encourages financial transparency, with residents voting on budgets and rent adjustments. This collective decision-making helps to ensure that rent remains affordable while covering necessary expenses.

3. Protection from Market Speculation

- Because the cooperative owns the land, the community is protected from the speculative market pressures that can drive up rents in privately owned parks. The cooperative structure also includes long-term leases (often 50-99 years), providing stability and protecting residents from being displaced due to rising land values or changes in ownership.

4. Access to Affordable Financing

- Organizations like ROC USA and CASA of Oregon provide access to affordable financing options for the cooperative, which helps to mitigate the need for high rent increases to cover debt service. This access to favorable loan terms can lower the overall cost burden on the cooperative, allowing for lower and more stable rents.

5. Shared Decision-Making and Community Investment

Resident-Owned Community (ROC) Model

- Since all members have a stake in the community's financial health, there is a shared incentive to keep costs manageable. Decisions about community investments, such as improvements or expansions, are made collectively, with an eye toward maintaining affordability.
- The cooperative model fosters a sense of community and mutual support, where residents work together to balance their financial needs with maintaining the quality and sustainability of their living environment.

6. State and Local Support

- In some cases, like in Oregon, there may be additional support mechanisms such as capital gains tax exemptions for owners who sell to resident-owned cooperatives, which can reduce the financial pressure on the cooperative and help keep rents lower.

> By giving residents collective ownership and control, the cooperative model directly addresses the issue of escalating rents by aligning the financial interests of the residents with the long-term sustainability of the community. This structure mitigates the risks associated with market volatility and private ownership, helping to ensure that rents remain affordable over time.

Key Organizations Facilitating Cooperative Ownership

CASA of Oregon:

- **Role:** As part of the ROC USA network, CASA of Oregon assists manufactured homeowners in securing financing and establishing cooperative ownership of their communities.
- **Services:**
  - Organizing residents for cooperative purchases.
  - Negotiating sales terms.
  - Conducting due diligence.
  - Securing financing.
- **Advantages:**
  - Access to financial products and expert technical assistance through ROC USA.
  - Assistance in making competitive market offers.

Resident-Owned Community (ROC) Model

    - Potential Oregon capital gains tax exemption for sellers to resident-owned cooperatives.

- **Example:** Redevelopment of Talent Mobile Estates, a community devastated by the Almeda fire, with CASA's support.

ROC USA:

- **Role:** ROC USA empowers manufactured home communities nationwide through cooperative ownership, aiming to expand economic opportunities for homeowners.
- **Services:**
    - Integrated technical assistance and financing via nonprofit affiliates and ROC USA Capital.
    - Ongoing training and education for cooperative members.
- **Mission:** Focus on affordability, sustainability, and resident empowerment to build stable, resilient neighborhoods.

Examples of Successful Resident-Owned Communities in Oregon

Talent Mobile Estates:

- Redeveloped post-Almeda fire with support from CASA of Oregon, Coalición Fortaleza, and Salazar Architect. Completion is expected by summer 2024.

Umpqua Ranch Cooperative:

- Transitioned to resident ownership in 2015, with assistance from CASA of Oregon and ROC USA. The cooperative model strengthened the community's independence.

Key Features of Resident-Owned Cooperatives

- **Membership:**
    - Homeowners, not renters, are members.
    - Members control rent and share decision-making.
- **Ownership Structure:**

Resident-Owned Community (ROC) Model

- The park is cooperatively owned, with homeowners holding long-term leases (50-99 years).
- The cooperative handles mortgage, bills, taxes, and maintenance.

- **Governance:**
  - An elected board of directors manages daily operations.
- **Restrictions:**
  - The park must remain a manufactured home community and cannot be redeveloped.

Impact of CASA's Efforts

- CASA has converted 25 parks to resident ownership, securing 1,700 homes, with two additional parks (197 spaces) in the process of conversion.

Manufactured Home Park Zone

Community Development Department

Planning Commission Study Session
8/27/2024

Manufactured Housing Developments

Zone Designation Development

Project Background: The MHPZ is a part of Ashland's Housing Production Strategy to protect manufactured home parks from redevelopment pressures.

DLCD Grant: Ashland received a technical assistance grant from the Oregon Department of Land Conservation and Development (DLCD) to fund the creation of the MHPZ ordinance.

Consultant Engagement: 3J Consulting has been contracted to conduct a code audit, review existing regulations, and draft the new MHPZ ordinance.

Design Standards: The ordinance will set standards for density, lot size, setbacks, utilities, and more to preserve existing parks and possibly allow higher-density development and smaller unit sizes.

Public Engagement: The process will involve public meetings, advisory committee input, and hearings before the Housing and Human Services Advisory Committee, Planning Commission, and City Council.

Ashland Housing Production Strategies

Housing production Strategies (https://www.ashland.or.us/hps)

- Encourage development of low- and moderate-income affordable rental housing
- Increase opportunities for affordable homeownership
- Encourage development of income-restricted affordable housing units
- Preserve existing of low- and moderate-income affordable housing

15 Housing production Strategies

A. Evaluate participating in or establishing a land bank.

B. Evaluate opportunities to participate in a land trust.

C. Host educational events with the Housing and Human Services Advisory Committee or other organizations.

D. Develop an equitable housing plan.

E. Disallow SFD in High Density R-3 Zone.

F. Evaluate increasing allowances for residential dwellings in commercial and employment zones.

G. Maintain quality and support preservation of existing manufactured home parks.

H. Increase development capacity of MFR dwellings through changes to the Land Use Ordinance.

I. Implement the Multiple Unit Property Tax Exemption (MUPTE) to support multifamily or affordable housing.

J. Preserve and improve existing low-cost, unregulated rental housing.

K. Work with partners to support development of additional permanent supportive housing.

L. Evaluate opportunities to improve energy efficiency and reduce GHG emissions during housing development.

M. Establish a Construction Excise Tax.

N. Evaluate using Urban Renewal or other financing tools.

O. Identify additional funds to support the Affordable Housing Trust Fund.

Housing Production Strategy:
Maintain quality and support preservation of existing manufactured home parks

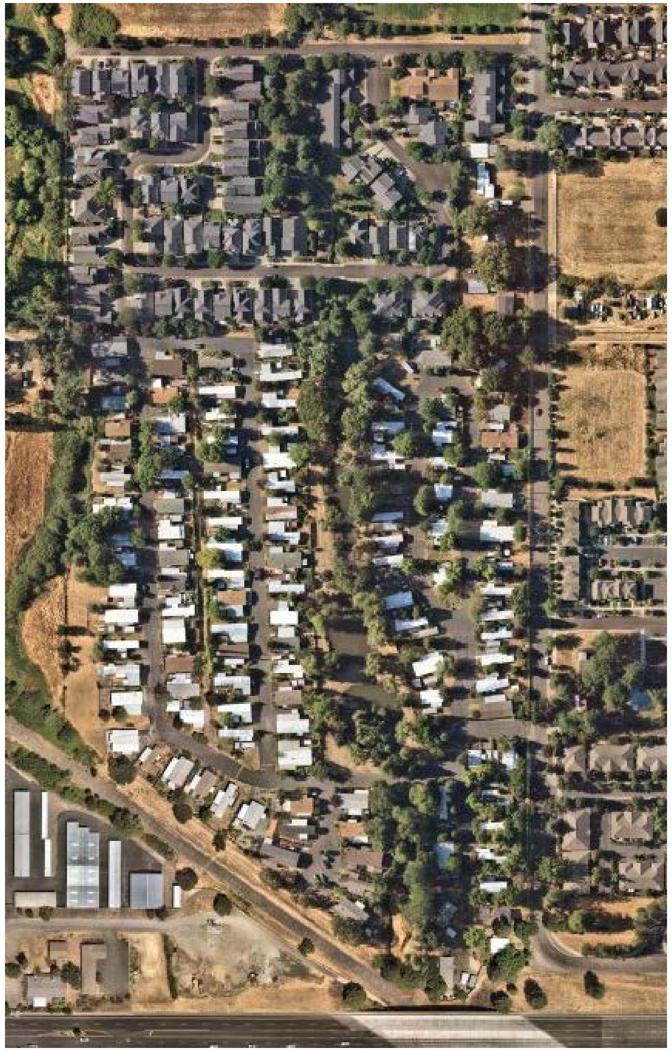
Rationale

Preserve and support development of existing manufacturing housing parks because they play a significant role in providing naturally occurring affordable housing.

Description

Manufactured home parks provide opportunities for affordable housing for homeowners of a type that is not otherwise present in the housing market. Closure of manufactured home parks was common in Oregon during the mid-2000’s and new manufactured home parks have not been developed in Oregon cities in the last decade or more.

Existing Manufactured Home Parks - Wingspread



321 Clay St
20.4 acres
~ 116 units
Zoned: Zoned R-2

Existing Manufactured Home Parks – Tolman Creek

215 Tolman Creek Rd
38 Units
6.6 Acres
Zoned: Zoned R-1-3.5

Existing Manufactured Home Parks – The (Upper) Pines

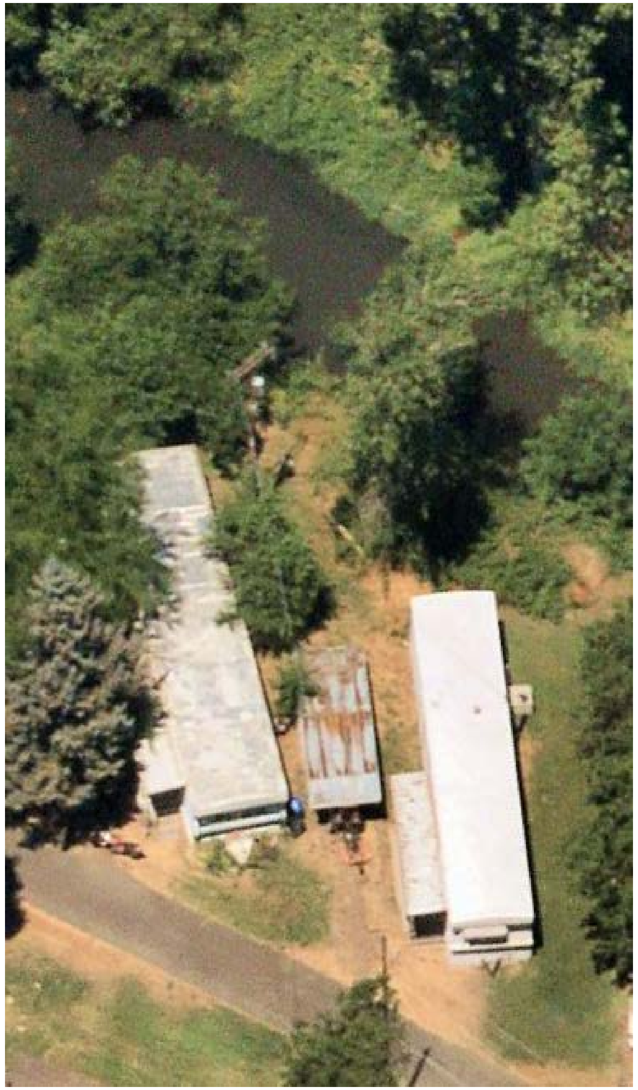
1565 Siskiyou Blvd
- 51 Units
- 2 commercial buildings on Ashland St.
- 1 small commercial building on Siskiyou Blvd.

2.6 Acres
Zoned: C-1

Existing Manufactured Home Parks - Siskiyou Village

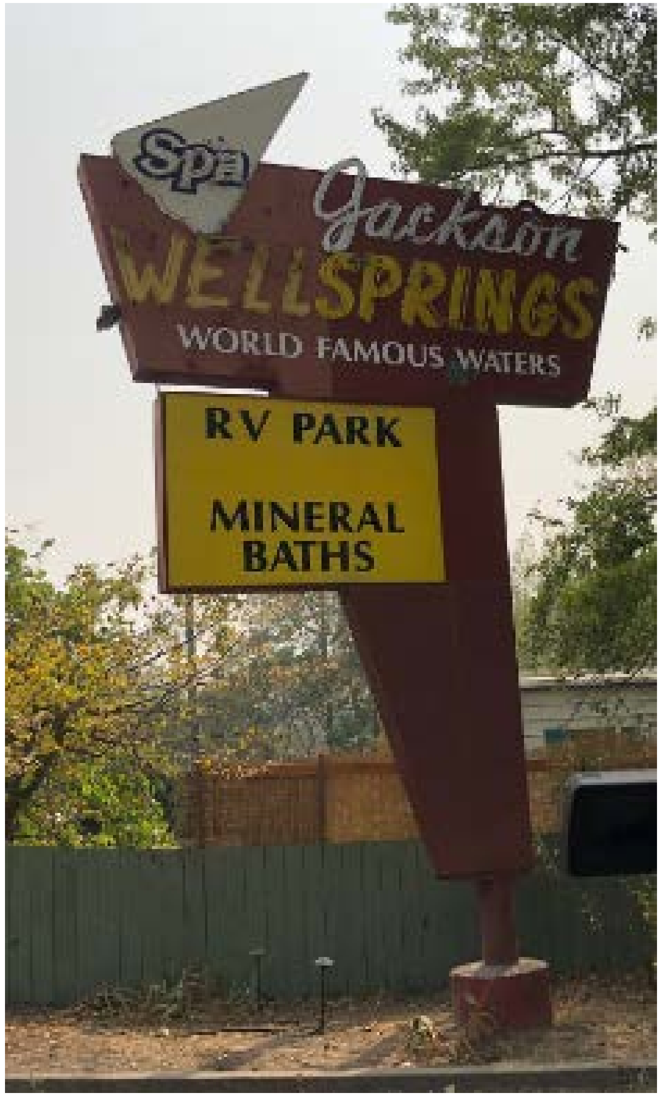
2799 Siskiyou Blvd ~ 49 units

Existing Manufactured Home Parks – Nauvoo Park Estates



2020 Hwy 99 ~ 42+ units

Existing Manufactured Home Parks – Jackson Wellsprings



2253 Hwy 99 ~ 16 'permanent' units

Manufactured Housing Developments

Unit Size Requirements and Dimensions (18.2.3.180)

Minimum Unit Size: Each unit must be at least 650 square feet.

Minimum Unit Width: Each unit must be at least 12 feet wide.

Foundation Requirements: Units must be placed on permanent foundations with wheels and hitches removed, and fully skirted or bermed.

Deck or Patio: A deck or patio of at least 80 square feet with a minimum width of 8 feet is required adjacent to each unit.

Thermal Envelope: Units must comply with the thermal envelope requirements for heat loss as per the building code for single-family detached homes.

Manufactured Housing Developments

General Design Standards (18.2.3.180)

Minimum Court Size: Must occupy at least one acre.

Density: Maximum of eight units per acre. Units 14 feet wide or less, or under 800 square feet, count as 0.75 units.

Site or Lot Size: Each site must be at least 2,000 square feet.
Minimum dimensions: 35 feet wide by 40 feet deep.

Lot Coverage:
- **R-1-3.5 zone**: Maximum 55% lot coverage.
- **R-2 zone:** Maximum 65% lot coverage.

Setbacks:
- **Exterior:** Must meet parent zone requirements, with a minimum of five feet from the property boundary.
- **Interior Front Yard:** Minimum 10 feet.
- **Interior Side and Rear Yards:** Minimum 5 feet; 10 feet minimum separation between units.

Manufactured Housing Developments

General Design Standards (18.2.3.180)

Street Standards: Public streets must comply with chapter 18.4.6 standards. Private streets: Minimum 20 feet wide, with a maximum depth of 300 feet for dead-end streets.

Sidewalk Standards: Permanent pedestrian walkways at least 48 inches wide must connect all units to streets, common spaces, parks, and facilities.

Utilities: Must comply with City procedures for electric, water, and sanitary services, with underground placement for telephone and electric lines.

Landscaping:

- **R-1-3.5 zone:** 45% of the site must be landscaped.
- **R-2 zone:** 35% of the site must be landscaped.

Common Open Space: At least 5% of the total lot area must be designated as common open space. **Play Area:** If accommodating children under 14, a play area of at least 2,500 square feet or 100 square feet per unit is required.

Manufactured Home Park Zone

Ordinance Development

Key steps in completing the work of creating a new Manufactured Home Park Zone (MHPZ):

1. **Conduct a Comprehensive Code Audit:** Review existing zoning ordinances, comprehensive plans, and development codes to identify any legal or policy issues related to Manufactured Home Parks.

2. **Draft the New Zoning Ordinance:** Develop the specific language for the MHPZ, including provisions for density, lot sizes, setbacks, and other relevant standards.

3. **Engage Stakeholders and the Public:** Hold meetings with the Management Advisory Committee (MAC), Housing and Human Services Advisory Committee (HHSAC), Planning Commission, and the general public to gather input and refine the draft ordinance.

4. **Finalize and Adopt the Ordinance:** Revise the draft based on feedback, prepare the final adoption-ready ordinance, and conduct formal public hearings for approval by the City Council.

Manufactured Home Park Zone

Outcomes

Major expected outcomes of the Manufactured Home Park Zone (MHPZ) ordinance development project are:

Creation of a New Zoning Designation:

Establish a zoning designation specifically for Manufactured Home Parks, preserving existing parks and potentially allowing for higher-density development to increase affordable housing options.

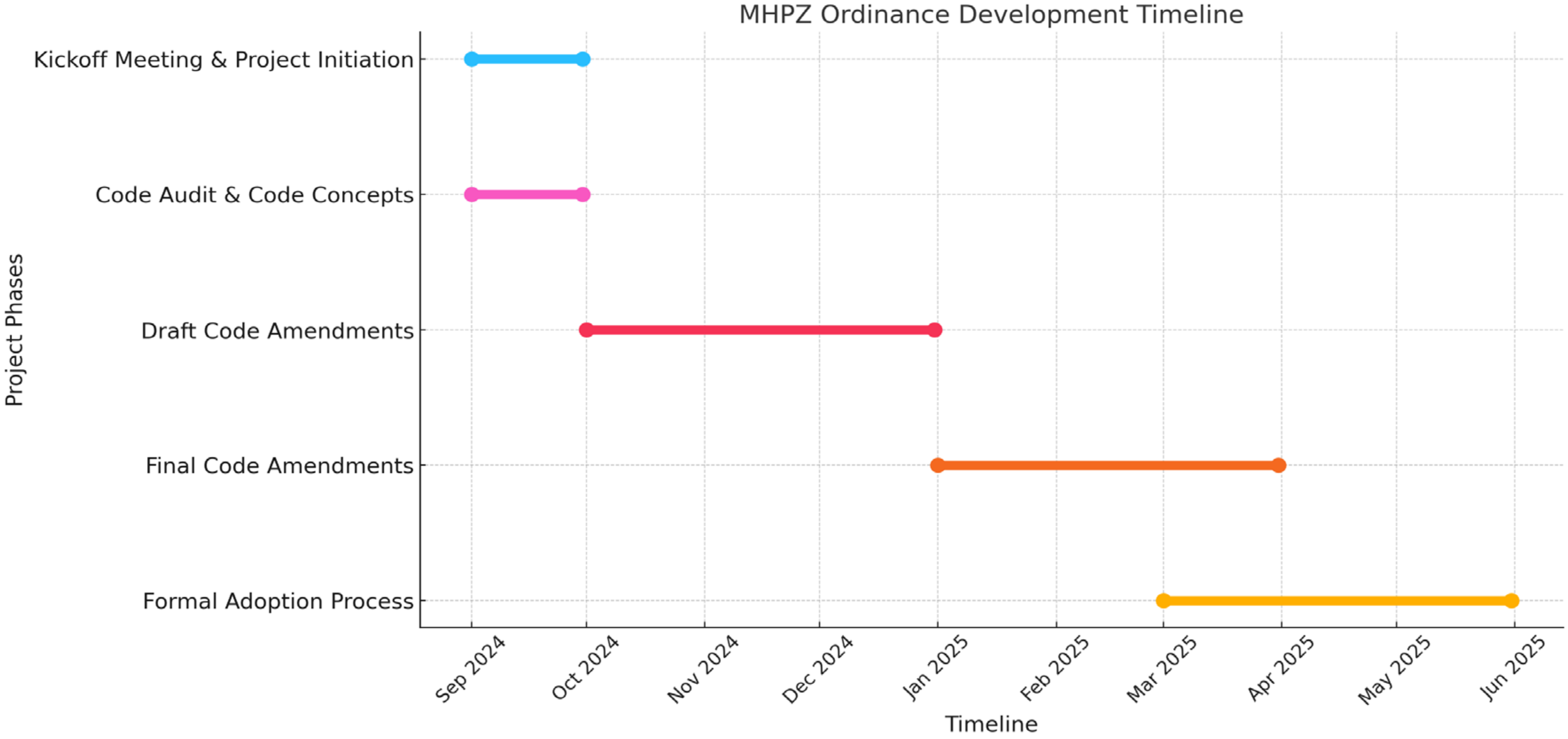
Adoption-Ready Ordinance:

Deliver a fully developed, hearings-ready ordinance that aligns with state housing mandates and reflects community input, ready for formal adoption by the City Council. Land Use Ordinance, Zoning Map, Comprehensive Plan map amendments.

Preservation of Manufactured Home Parks:

Protect existing manufactured home parks from redevelopment pressures. Preservation of affordability may require formation of Resident Owned Communities.

Manufactured Home Park Zone
Timeline



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