

## COMMUNITY & CULTURAL DEVELOPMENT COMMITTEE MINUTES

March 24, 2025

The Community and Cultural Development Committee of the City of Mesa met in the Study Session room at City Hall, 20 East Main Street, on March 24, 2025, at 10:01 a.m.

### COMMITTEE PRESENT

Julie Spilsbury, Chairperson  
Jennifer Duff  
Scott Somers

### COMMITTEE ABSENT

None

### STAFF PRESENT

Candace Cannistraro  
Lauren Lowe  
Holly Moseley

Chairperson Spilsbury conducted a roll call.

#### 1. Items from citizens present.

There were no items from citizens present.

#### 2-a. Hear a presentation, discuss, and provide recommendations on proposed amendments to the City of Mesa Zoning Ordinance related to permitted uses in Recreational Vehicle Subdivisions and Manufactured Home Subdivisions that would allow conventional construction homes in the subdivisions, and other minor text amendments related to accessory structures, storage buildings, development standards and definitions.

Planning Director Mary Kopaskie-Brown introduced Development Services Deputy Director John Sheffer, Assistant Planning Director Rachel Phillips, Principal Planner Cassidy Welch, and displayed a PowerPoint presentation. **(See Attachment 1)**

Ms. Kopaskie-Brown outlined the questions and concerns from the February 2025 Community and Cultural Development (CCD) committee meeting. (See Page 2 of Attachment 1)

Ms. Welch provided an overview of the public outreach formats conducted and the questionnaire responses. (See Page 3 of Attachment 1)

In response to multiple questions from Chairperson Spilsbury, Ms. Kopaskie-Brown replied that the Development Advisory Forum did not have any concerns regarding the text amendments. She mentioned that the outreach conducted was via mailers and social media to advertise the meetings.

Ms. Welch discussed the potential financial impacts and variables that affect insurance costs, as well as sales and taxes for manufactured homes (MH), park models, and conventional construction. (See Page 4 of Attachment 1)

In response to multiple questions posed by Chairperson Spilsbury, Ms. Welch answered that conventional construction has more insurance options available than a MH or recreational vehicles (RV).

Mr. Sheffer highlighted the considerations for fire safety and utility which must comply with building and fire codes, the same as a house built in any neighborhood. He described some of the restrictions for fire rated construction and fire flow standard hydrant spacing. He emphasized that for extension of utilities, if a home is significantly larger than a unit being replaced, larger utilities may be needed and will be determined on a case-by-case basis, and is the responsibility of the owner to upgrade, if necessary. (See Page 5 of Attachment 1)

Ms. Welch provided an overview of lot sizes comparing subdivision types for RVs, MHs, and single family residential small lot (RSL) up to 4,500 square feet. She reviewed examples of Accessory Dwelling Units (ADU), illustrating how ADUs can be constructed and comply with all setbacks. (See Pages 6 through 8 of Attachment 1)

In response to multiple questions from Chairperson Spilsbury, Ms. Welch affirmed that the ADUs can be attached or detached. She stated that the examples of the ADUs for Apache Wells, Venture Out, and Valle Del Oro are all attached, while the Monticello RSL example is detached. She added that the attached ADUs would share the wall with the existing residents.

Ms. Welch compared the permits allowed in other municipalities for MH/RV developments and conventional construction. (See Page 9 of Attachment 1)

Ms. Kopaskie-Brown clarified that Gilbert, Scottsdale, and Chandler do not permit MH/RV developments; therefore, conventional construction is not permitted in those cities.

In response to a question from Chairperson Spilsbury, Ms. Phillips clarified that the City of Tempe allows new MH/RV subdivisions; however, Tempe has not received any recent applications since their text amendment passed. She noted that the City of Mesa (COM) does allow new MH/RV subdivisions.

Ms. Kopaskie-Brown explained that to modify the definitions, the Planning and Zoning Board will need to review the changes and forward to the City Council.

In response to multiple questions posed by Chairperson Spilsbury, Ms. Kopaskie-Brown discussed the sources and considerations to ensure that the definitions align with the industry standards.

Chairperson Spilsbury thanked staff for the presentation.

It was moved by Committeemember Duff, seconded by Committeemember Somers, that the recommendations for the proposed amendments to the COM Zoning Ordinance related to permitted uses in Recreational Vehicle Subdivisions and Manufactured Home Subdivisions be forwarded to the Planning and Zoning Board and then to the City Council for discussion.

Upon tabulation of votes, it showed:

AYES – Spilsbury–Duff–Somers

NAYS – None

Carried unanimously.

2-b. Hear a presentation and discuss the use of buildings for Accessory Dwelling Units that are not conventionally built and whether the issue should be further researched and/or brought before the full Council for discussion.

Planning Director Mary Kopaskie-Brown introduced Development Services Deputy Director John Sheffer, Assistant Planning Director Rachel Phillips, Principal Planner Cassidy Welch, and displayed a PowerPoint presentation. **(See Attachment 2)**

Ms. Welch discussed the follow up from the February 2025 meeting and provided some history on amendments and restrictions regarding ADUs within MH or RV parks and subdivisions, as well as the opportunities and challenges with allowing MH and RVs. (See Pages 2 through and 5 of Attachment 2)

Mr. Sheffer addressed the concerns related to fire responses regarding ADUs with respect to the location of ADUs and how quickly the units can burn up.

Fire Marshal Shawn Alexander discussed the challenges with ADUs due to the longer fire response times and limited access.

In response to multiple questions from Chairperson Spilsbury, Fire Marshal Alexander explained the differences in the various housing types related to fire safety. He stressed that RVs are mostly plastic, burn quicker, contain less exits, and are not built with the same building code requirements as other housing types.

Ms. Welch presented a comparison of other municipalities and their standards for ADUs. (See Page 6 of Attachment 2)

Ms. Kopaskie-Brown reported that some jurisdictions require a design review and design guidelines; however, the state law precludes the City of Mesa from reviewing the design of park models or MHs.

Discussion ensued regarding the challenges and opportunities with the various housing types, fire risk for rescue, cost efficiency, quality and services due to regulations, and options for the housing crisis.

Committeemember Somers expressed his concerns for fire safety regarding RVs.

Chairperson Spilsbury stated the consensus of the Committee was to oppose the use of RVs to be used as ADUs due to the safety hazard risks and requested staff provide additional data on the fire safety of alternatively-constructed homes be included in the presentation to full Council.

Chairperson Spilsbury and Committeemember Duff support the option of using park models and manufactured homes to offer more affordable housing options.

Chairperson Spilsbury thanked staff for the presentation.

It was moved by Committeemember Duff, seconded by Chairperson Spilsbury, that the information and data regarding the safety and use of buildings for Accessory Dwelling Units that are not conventionally built be forwarded to the full Council for discussion and direction.

Upon tabulation of votes, it showed:

AYES – Spilsbury–Duff

NAYS – Somers

Chairperson Spilsbury declared the motion carried by majority vote.

3. Adjournment.

Without objection, the meeting adjourned at 10:47 a.m.

I hereby certify that the foregoing minutes are a true and correct copy of the minutes of the Community and Cultural Development Committee meeting of the City of Mesa, Arizona, held on the 24<sup>th</sup> day of March 2025. I further certify that the meeting was duly called and held and that a quorum was present.

  
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HOLLY MOSELEY, CITY CLERK

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(Attachments – 2)

# MANUFACTURED HOME / RECREATIONAL VEHICLE TEXT AMENDMENTS

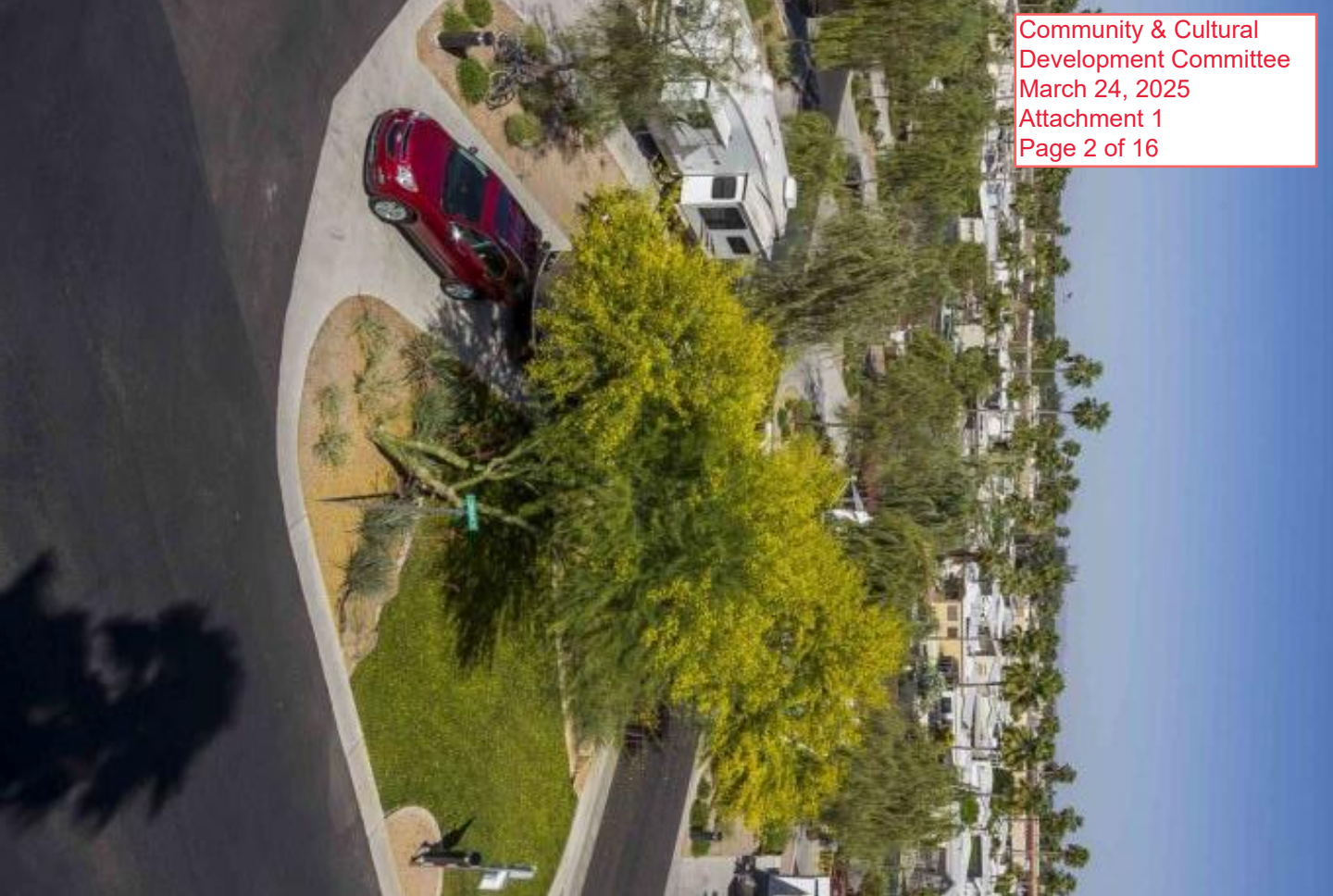
March 24, 2025

Mary Kopaskie-Brown, Planning Director

John Shefter, Building Official and Development Service Deputy Director

Rachel Phillips, Assistant Planning Director

Cassidy Welch, Principal Planner



# FOLLOW UP FROM FEBRUARY 2025 MEETING

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- Public Outreach
- Potential Financial Impacts
- Fire Safety and Utility Considerations
- Summary of Lot Sizes for Lots Outside MH/RV Subdivisions
- ADUs – Examples in MH/RV Subdivisions
- Municipal Comparison

# PUBLIC OUTREACH

- **In-Person Public Meeting**
  - March 10<sup>th</sup>
  - 26 attendees
- **Virtual Public Meeting**
  - March 13<sup>th</sup>
  - 8 attendees
- **Comments/Questions**
  - Setbacks/Heights/Land Use Regulations
  - Property Tax Impacts
  - Construction/Housing Types
  - HOA Prohibitions
  - Utility Requirements
  - Timeline

- **Questionnaire:** Should conventional construction be allowed in MH/RV subdivisions?

Questionnaire Response		
Strongly Agree	23	77%
Agree	0	0%
Neither Agree or Disagree	1	3%
Disagree	0	0%
Strongly Disagree	6	20%
Total	30	100%

# POTENTIAL FINANCIAL IMPACTS

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## **Variables that affect insurance costs**

- Age
  - Outdated HUD building standards
  - Increased fire risk
- Limited insurer competition
- Insurers often only offer actual cash value vs. replacement coverage

## **Variables that affect sales & taxes**

- Sales price varies greatly within each subdivision
  - Age, upgrades, lot size
- Higher property values > gradual higher property taxes
- Dependent on market trends and comparable sales



# FIRE SAFETY & UTILITY CONSIDERATIONS

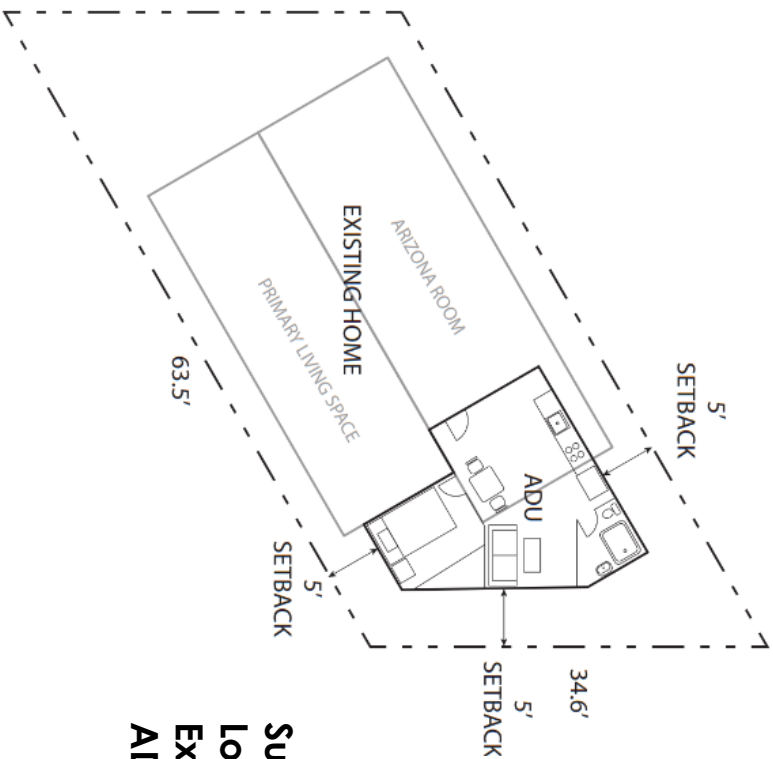
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- Compliance with Building & Fire Codes as with any other conventional construction
  - Separation, fire-rated walls, hydrants, sprinklers, etc.
  - No change in fire flow for units under 3,600 SF
- Connection to utilities would be required
  - May require extension of utilities

# SUMMARY OF LOT SIZES – V/MH SUBDIVISIONS AND RSL PARCELS

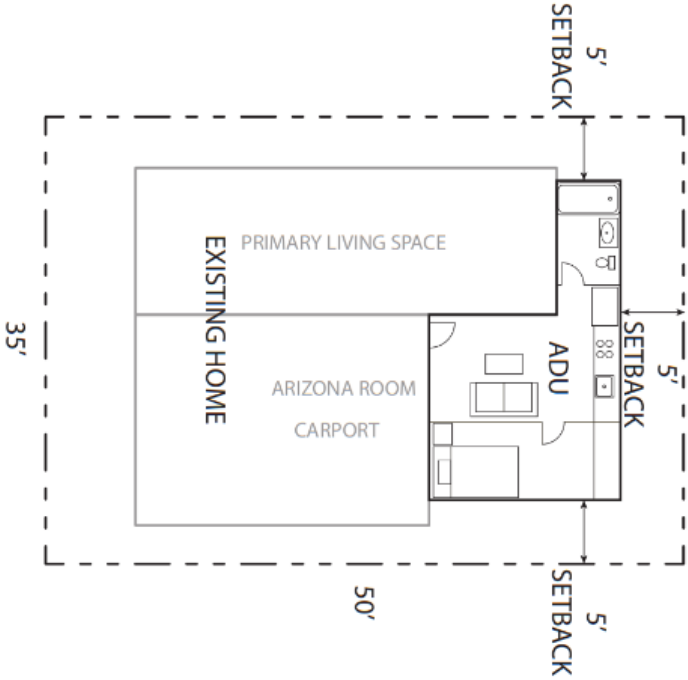
Subdivision Type	Lot Size ≤1,000 SF		Lot Size 1,001 to 2,000 SF		Lot Size 2,001 to 3,000 SF		Lot Size 3,000 to 4,500 SF	
	# lots	% of total lots	# lots	% of total lots	# lots	% of total lots	# lots	% of total lots
Recreational Vehicle (~400 SF Units)	0	(0%)	3,437	(65%)	1,698	(32%)	147	(3%)
Manufactured Home (500-3,000 SF Units)	0	(0%)	276	(4%)	573	(9%)	5,581	(87%)
Small-Lot Single Residence (Unit SF Varies)	42	(1%)	433	(8%)	1,220	(21%)	4,072	(70%)

# DUS - EXAMPLES IN MH/RV SUBDIVISIONS



**Subdivision:** Venture Out  
**Lot Size:** 1,923 SF  
**Existing Unit:** 374 SF  
**ADU:** 280 SF

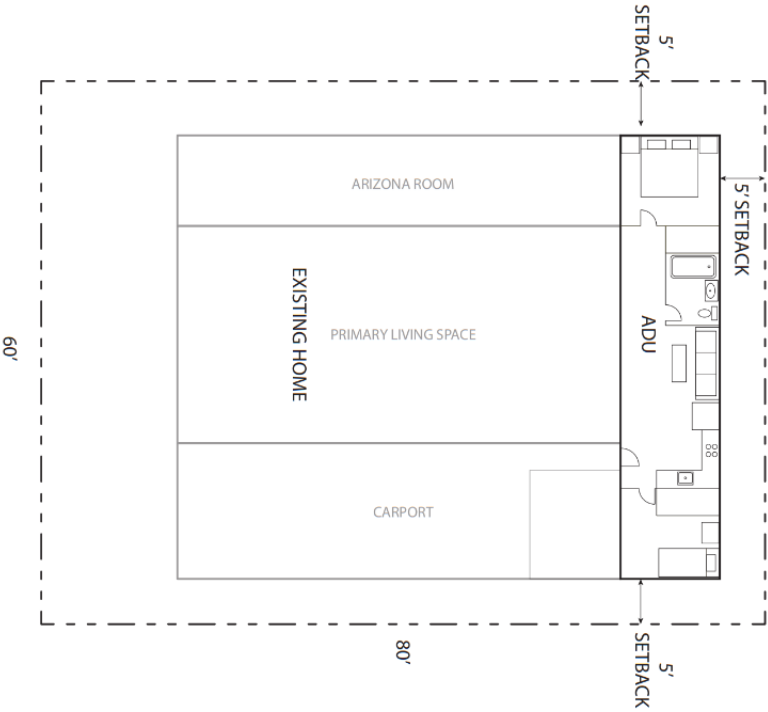
RV Subdivision



**Subdivision:** Valle Del Oro  
**Lot Size:** 1,884 SF  
**Existing Unit:** 363 SF  
**ADU:** 270 SF

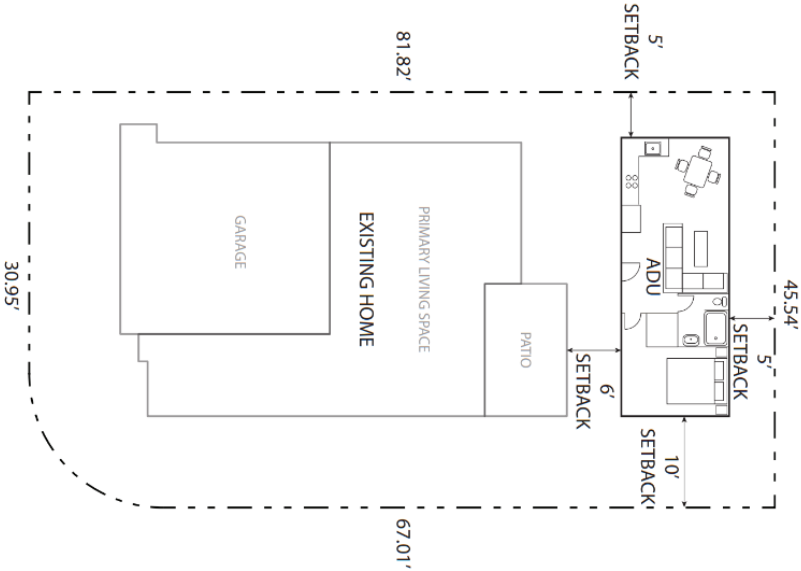
RV Subdivision

# ADUs - EXAMPLES IN MH/RV SUBDIVISIONS



**Subdivision:** Apache Wells  
**Lot Size:** 4,873 SF  
**Existing Unit:** 1,176 SF  
**ADU:** 539 SF

MH Subdivision



**Subdivision:** Monticello  
**Lot Size:** 3,704 SF  
**Existing Unit:** 2,036 SF  
**ADU:** 360 SF

RSL Subdivision

# MUNICIPAL COMPARISON

Municipality	Permit MH/RV Developments	Conventional Construction Permitted within MH/RV Developments	Notes
Apache Junction	Yes	Yes	
Phoenix	Yes	Yes	Only permitted in existing legal non-conforming MH subdivisions
Tempe	Yes	Yes	No MH subdivisions have been approved
Surprise	Yes	Yes	Does not allow new MH/RV subdivisions
Gilbert	No	--	
Scottsdale	No	--	
Chandler	No	--	



# QUESTIONS



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# PROPOSED AMENDMENTS

Allow dwelling units of conventional construction in RV/MH Subdivisions only, subject to the following:

- Compliance with Building Regulations
- Compliance with Subdivision Regulations
- Connections to utilities
- Compliance with all applicable development standards
- Limit height to 1 story

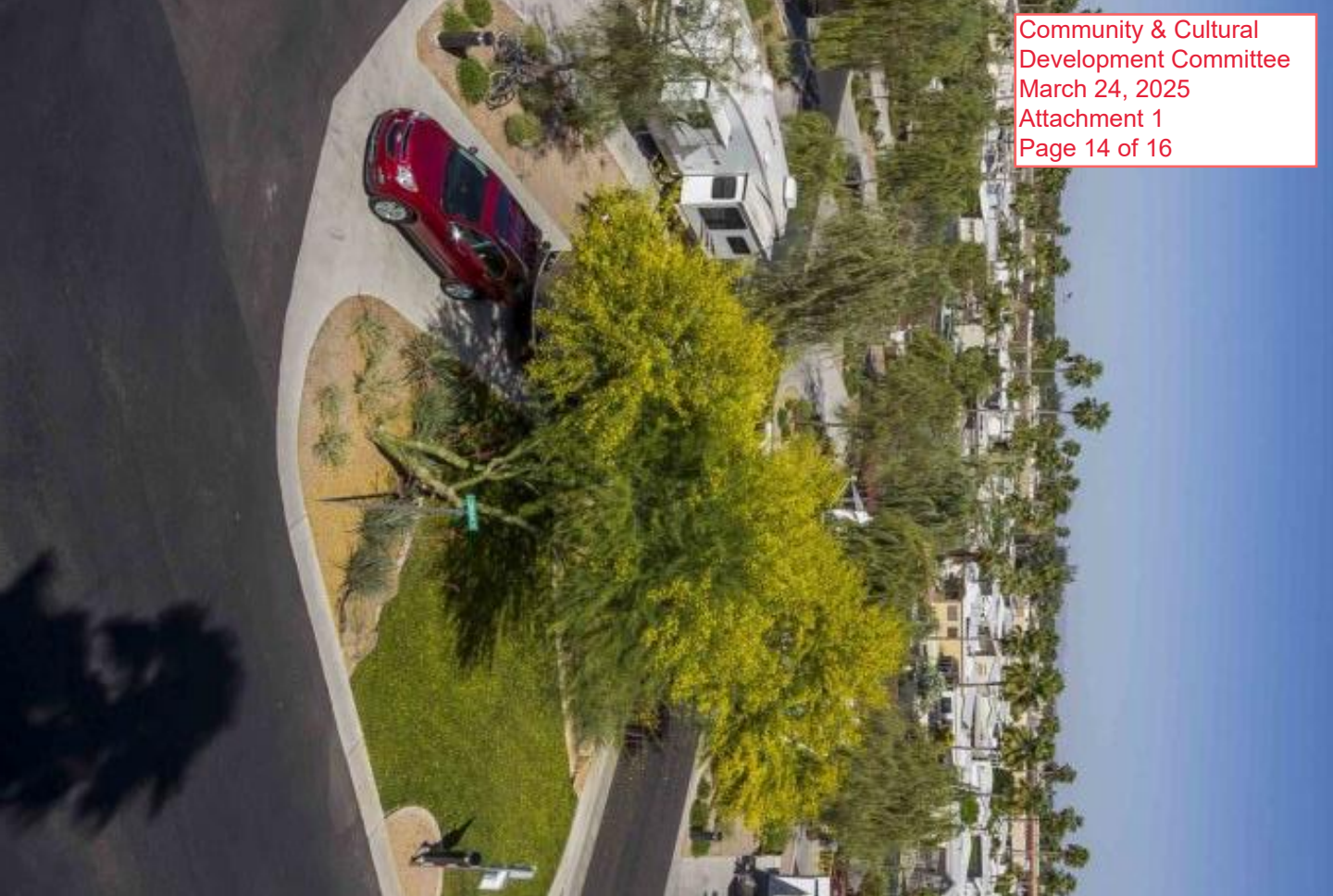




# PROPOSED AMENDMENTS

Modify RV Accessory Structure definition and development standards to match Manufactured Home Accessory Structure

- Limit to 1 story
- Directly accessible through RV
- Max. 100% of RV floor area
- Removed 30 days after RV removal
- Compliance with Building Regulations
- Conforms to development standards



# PURPOSE

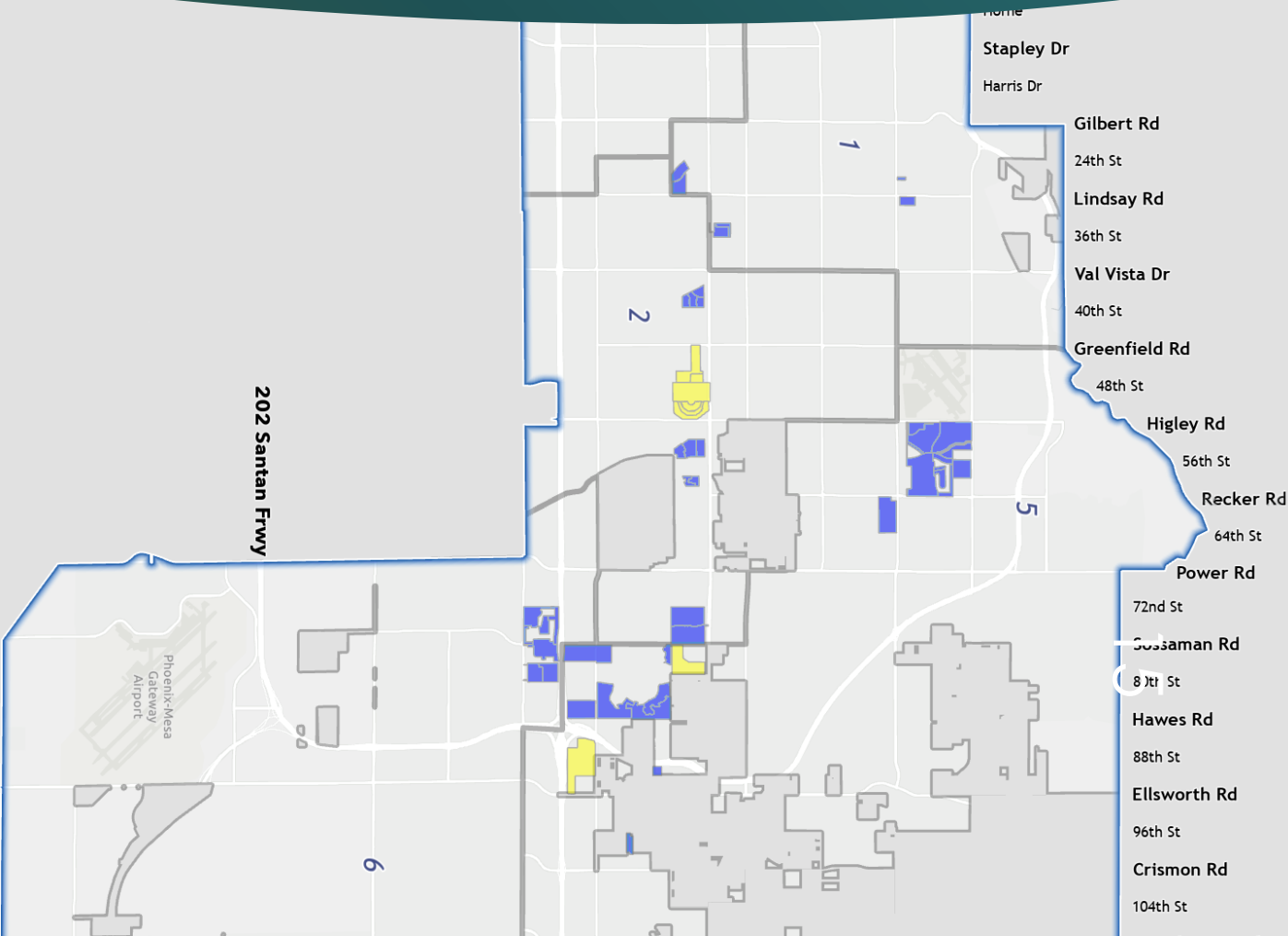
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- Diversify housing types in Recreational Vehicle (RV) and Manufactured Home (MH) Subdivisions
- Provide housing choice in alignment with recommendations of the Balanced Housing Plan
- Address construction demands experienced in RV & MH Subdivisions



# BACKGROUND

- 26 MH/RV Subdivisions
  - 5 RV Subdivisions
  - 21 MH Subdivisions
- 11,892 total lots
- 5,282 RV Subdivision lots
- 6,610 MH Subdivision lots
- 3,615 lots w/ direct access to services (water & sewer)





# BACKGROUND

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- Dwelling units of conventional construction prohibited in MH/RV parks and subdivisions
- Aging and limited floor plans of existing MH/RV units - increased demand for conventional construction
- Led to creative solutions to get around conventional construction prohibitions
- Prohibition of conventional construction restricts Accessory Dwelling Units (ADUs)

# MANUFACTURED HOME / RECREATIONAL VEHICLE AS ACCESSORY DWELLING UNITS

March 27, 2024

Mary Kopaskie-Brown, Planning Director

John Shefter, Building Official and Development Services Deputy Director

Rachel Phillips, Assistant Planning Director

Cassidy Welch, Principal Planner

# FOLLOW UP FROM FEBRUARY 2025 MEETING

Explore potential use of  
Manufactured Homes and  
Recreational Vehicles as  
Accessory Dwelling Units (ADUs)  
outside of designated MH/RV  
subdivisions





# BACKGROUND

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- Mesa has allowed ADUs since at least 1939
- May 2024 – HB 2720 signed into law
- October 2024 – Council adopted amendments pertaining to ADUs
- Manufactured Homes and Recreational Vehicles are only allowed to be used as a dwelling unit within MH/RV Parks and Subdivisions

# OPPORTUNITIES

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Increase housing diversity

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Affordability

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Ease of installation, mobility

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Can be obtained quickly

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Newer models energy efficient



# CHALLENGES

Potential insurance and financing issues

Concerns related to fire response

Fixed size reduces potential to maximize ADU size

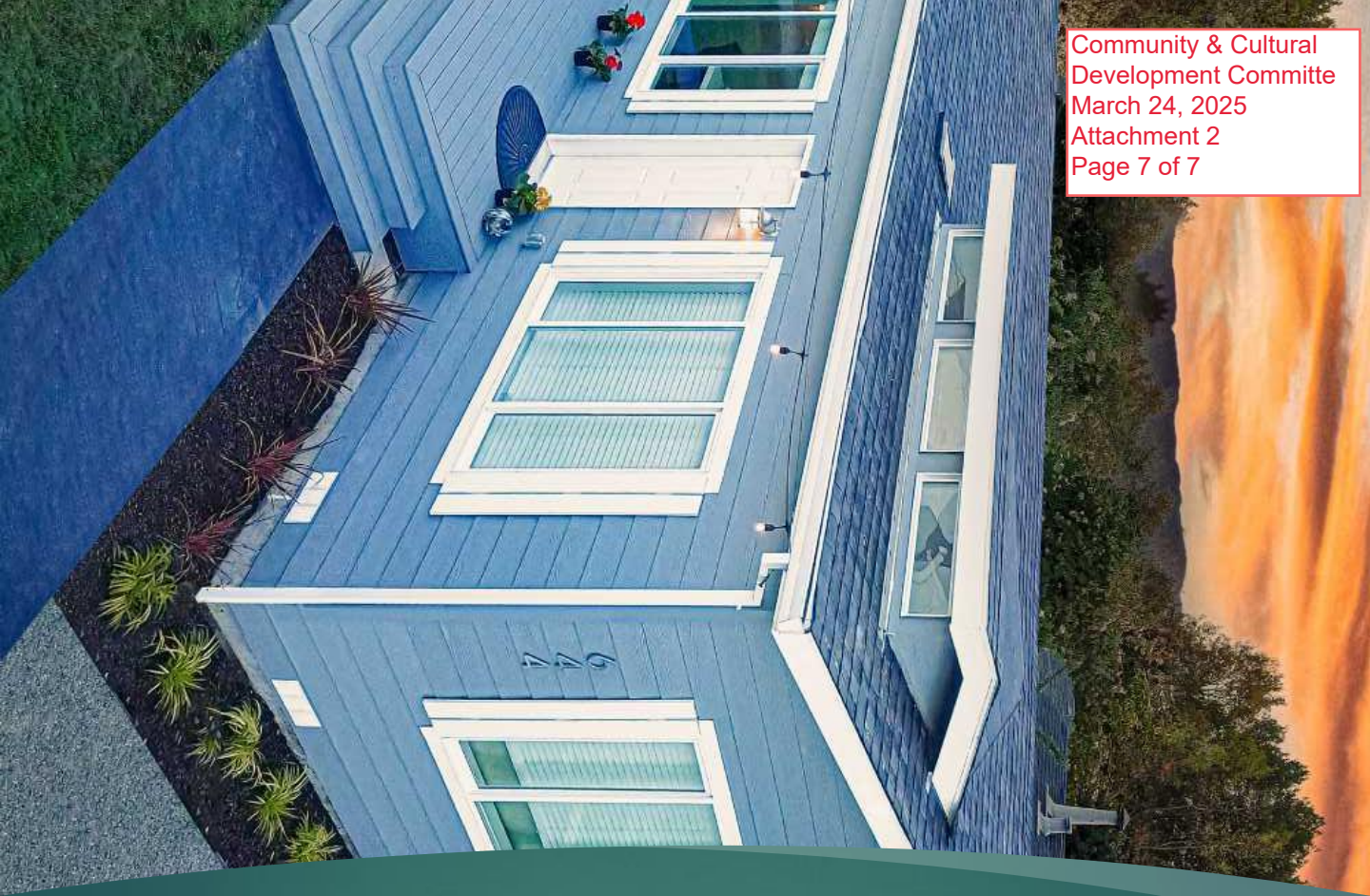
Designed with temporary utility connections

Siting difficulties

Setback compliance due to mobility

# MUNICIPAL COMPARISON

Municipality	Alternative Construction Permitted		Notes
	Park Models/RVs	MHs	
Apache Junction	No	No	
Queen Creek	No	No	
Scottsdale	No	No	
Phoenix	Park Model only	Yes	Only permitted with foundation or permanently affixed
Tempe	Park Model only	Yes	Only permitted with foundation or permanently affixed
Gilbert	Park Model only	Yes	Only permitted with foundation or permanently affixed
Chandler	Park Model only	Yes	Subject to ADU standards



# QUESTIONS

