Date of Hearing: April 9, 2025

ASSEMBLY COMMITTEE ON HOUSING AND COMMUNITY DEVELOPMENT
Matt Haney, Chair
AB 925 (Addis) – As Introduced February 19, 2025

SUBJECT: Mobilehome parks: emergency preparedness

SUMMARY: Modifies emergency preparedness plan requirements for mobilehome parks beginning January 1, 2027 and increases the annual per-lot fee under the Mobilehome Parks Act (MPA) from $4 per lot to $10 per lot. Specifically, **this bill**:

1) Increases the annual mobilehome park per-lot fee from $4 to $10, paid by a park owner or operator to the Department of Housing and Community Development (HCD) or the local enforcement agency, as appropriate, at the time of payment of the annual operating fee.

2) Requires, beginning January 1, 2027, the person or designee in every mobilehome park with 50 or more units, including special occupancy parks, who has responsibility for emergencies concerning the operation and maintenance of the park to have access to utility systems, fire hydrants, and exits and entrances under the ownership or control of the park.

3) Clarifies that the bill does not require the owner, manager, or designee under 2) above to have specialized knowledge or skills to handle critical infrastructure or to take any specific action not listed in the bill.

4) Requires, beginning January 1, 2027, an owner or operator of an existing mobilehome park to adopt an emergency preparedness plan in accordance with the requirements of the bill before or at the time of submission of the renewal of its permit to operate.

5) Requires, for a park constructed after January 1, 2027, an owner or operator to adopt a plan in accordance with the requirements of this bill before the issuance and renewal of its permit to operate.

6) Requires an owner or operator to comply with 4) or 5) above, as applicable, by adopting both of the following:

    a) The emergency procedures and plans approved by the Standardized Emergency Management System Advisory Board on November 21, 1997, entitled "Emergency Plans for Mobilehome Parks," and compiled by the Office of Emergency Services in compliance with the Governor's Executive Order No. W-156-97, or any subsequent version; and

    b) An emergency preparedness plan that includes a written statement by the park owner, manager, or designee that must be attached to the park's request to obtain or renew a permit to operate that includes:

        i) Identification of all points of entry or exit under control or ownership of the park;

        ii) Identification of an agent of park management, a park manager, or volunteer designee who must be available to residents, as specified, and who must

reasonably respond in a timely manner to ensure points of entry and exit are not locked or otherwise obstructed in the event of an emergency;

iii) A copy of the Private Fire Hydrant Test and Certification Report and a written statement that all hydrants have been tested and are operable and accessible to emergency personnel in the event of an emergency;

iv) A written statement that the gas system within the park has been inspected by a person with professional knowledge of those systems confirming that the system is in working order and accessible to emergency personnel, park management, or a volunteer designee in the event gas shutoff is necessary; and

v) Identification of an agent of park management, a park manager, or a volunteer designee who will be available, as specified, and who must reasonably respond in a timely manner to notify residents of an evacuation ordered by emergency personnel. The agent, manager, or volunteer shall not be responsible for physically evacuating residents from their homes during an emergency.

7) Beginning January 1, 2027, adds to the existing law requirement for an owner or operator of a park to provide notice annually to all existing residents of how to access the emergency preparedness plan, that this must be accomplished in a manner that includes, but is not limited to, distribution of materials to each household on an annual basis, posting notice of the plan in the most accessible common area in the park that is open and available to all residents, and providing information on how to access the plan and request a written copy.

8) Requires HCD to publicly post on its website the requirements of this bill that become operative on January 1, 2027 on or before June 30, 2026.

9) Requires an enforcement agency to determine whether park management is in compliance with this bill. Requires, rather than authorizes as under existing law, and beginning January 1, 2027, the agency to ascertain compliance by receipt of a copy of the plan during its review of the application for or renewal of a park's permit to operate, site inspections conducted in response to complaints of alleged violations, or other reasons deemed appropriate by the agency to implement this bill.

10) Provides, notwithstanding any other provision of the MPA, that a violation of this bill constitutes an unreasonable risk to life, health, or safety and must be corrected by park management within 60 days of notice of the violation.

11) Beginning January 1, 2027, if the violation under 10) above is not corrected within 60 days of notice of the violation, requires the enforcement agency to refuse to issue or renew a permit to operate, and authorizes the enforcement agency to impose formal penalties.

12) Beginning January 1, 2027, if the violation under 10) above is not corrected within 60 days of notice of the violation and the enforcement agency issues formal penalties, requires the park owner or operator to make a subsequent written statement of compliance with the bill's provisions, as specified, under penalty of perjury before the issuance and renewal of the park's permit to operate.

EXISTING LAW:

1) Establishes the MPA, which requires HCD, or a city, county, or city and county that assumes responsibility for the enforcement of the MPA, to enter and inspect mobilehome parks, with a goal of inspecting at least 5% of the parks per year, to ensure enforcement of the MPA and subsequent regulations. (Health and Safety Code (HSC) Section 18400.1)

2) Requires park owners or operators to pay an annual operating permit fee of $140 and an additional $7 per lot, and an additional annual fee of $4 per lot paid to HCD or the local enforcement agency at the time of payment of the annual operating fee. Requires all revenues derived from the $4 per-lot fee to be used exclusively for the inspection of mobilehome parks and mobilehomes to determine compliance with the MPA and any subsequent regulations. Allows the holder of the permit to operate the mobilehome park to directly charge one-half of the per-lot additional annual fee to each homeowner, as specified. Sunsets and repeals these and other fees on January 1, 2030. (HSC 18502(c))

3) Requires every mobilehome park to have a person available by telephonic or like means, including telephones, cellular phones, telephone answering machines, answering services or pagers, or in person who is responsible for, and who shall reasonably respond in a timely manner to emergencies concerning, the operation and maintenance of the park. (HSC 18603(a))

4) Requires every mobilehome park with 50 or more units to have the person described in 2) or their designee reside in the park, and requires them to have knowledge of emergency procedures relative to utility systems and common facilities under the ownership and control of the owner of the park, and to be familiar with the emergency preparedness plans for the park. (HSC 18603(a))

5) Requires an owner or operator of an existing park to adopt an emergency preparedness plan by September 1, 2010, and for a park constructed after September 1, 2010, requires a park owner or operator to adopt a plan prior to issuance of the permit to operate. (HSC 18603(b))

6) Allows a park owner or operator to comply with 4) by either of the following methods:

    a) Adopting the emergency procedures and plans approved by the Standardized Emergency Management System Advisory Board on November 21, 1997, entitled "Emergency Plans for Mobilehome Parks," and compiled by the Office of Emergency Services (OES) in compliance with the Governor's Executive Order W-156-97, or any subsequent version; or

    b) Adopting a plan that is developed by the park management and that is comparable to the procedures and plans specified in a). (HSC 18603(b)(3))

7) Requires a park owner or operator to do both of the following in every park:

    a) Post notice of the emergency preparedness plan in the park clubhouse or in another publicly accessible area within the mobilehome park; and

b) Provide notice annually to all existing residents of how to access the plan and information on individual emergency preparedness contained therein and how to obtain the plan in a language other than English. Requires this notice to also be provided to all new residents upon approval of tenancy. Allows the provision of notice to be accomplished in a manner that includes, but is not limited to, distribution of materials and posting notice of the plan or information on how to access the plan via the internet (HSC 18603(c))

8) Requires an enforcement agency to determine whether park management is in compliance with 2)-6) and allows the agency to ascertain compliance by receipt of a copy of the emergency preparedness plan during site inspections conducted in response to complaints of alleged violations, or for any other reason. (HSC 18603(d))

9) Provides that, notwithstanding any other provision of the MPA, a violation of 2)-6) shall constitute an unreasonable risk to life, health, or safety and must be corrected by park management within 60 days of notice of the violation. (HSC 18603(e))

10) Authorizes the officers or agents of an enforcement agency to enter and inspect all parks, wherever situated, and inspect all accommodations, equipment, or paraphernalia used in connection with the park, including the right to examine any registers of occupants to secure the enforcement of the MPA. (HSC 18400)

11) Requires an enforcement agency, if it determines upon inspection that a mobilehome park is in violation of any provision of the MPA or any rule or regulation adopted under the MPA, to promptly issue a notice to correct the violation to the park owner or operator and to the responsible person, as defined. (HSC 18420(a)(1))

12) Requires service of the notice of violation to be effected either personally or by first-class mail. Requires each notice of violation to be in writing and to describe with particularity the nature of the violation in as clear language as the technicality of the violation will allow the average layperson to understand what is being cited, including a reference to the statutory provisions or regulation alleged to have been violated, as well as any penalty provided by law for failure to make timely correction. (HSC 18420(c)(1))

13) Declares it unlawful for any person to do any of the following unless they have a valid permit issued by an enforcement agency:

a) Construct a mobilehome park;

b) Construct additional buildings or lots, or alter buildings, lots, or other installations in an existing park;

c) Operate, occupy, rent, lease, sublease, let out, or hire out for occupancy any lot in a park that has been constructed, reconstructed, or altered without having obtained a permit as required by the MPA; or

d) Operate a park or any portion thereof. (HSC 18500)

14) Allows an enforcement agency to suspend a permit if any person who holds a permit to operate violates the permit or the MPA. Requires the enforcement agency to issue and

serve upon the permittee a notice setting forth in what respect the provisions of the permit or the MPA have been violated, and notify them that unless these provisions have been complied with within 30 days after the date of notice, the permit shall be subject to suspension. (HSC 18510 and 18511)

15) Requires the enforcement agency to reinstate the permit or issue a new permit to operate upon compliance by the permittee with the provisions of the MPA and of the notice. (HSC 18518)

FISCAL EFFECT: Unknown.

COMMENTS:

Author's Statement: According to the author, "Disasters, like this year's wildfires in Los Angeles and the 2023 storms on the Central Coast, have become more and more common as a result of climate change. For residents of mobilehome parks, this is especially concerning because their parks are often build in areas that are more prone to natural disasters such as floods and wildfires. In order to protect the residents that live in these parks, AB 925 creates commonsense updates to mobilehome and special occupancy park statue that will save lives by helping to make sure that residents can properly evacuate through designated points of exit and entry and ensuring that emergency responders have access to gas shut-off valves and to operational fire hydrants. California needs to protect its neighbors, regardless of the type of housing they live in."

Background: More than one million people live in California's approximately 4,500 mobilehome parks. Mobilehomes are not truly mobile, in that it is often cost prohibitive to relocate them. The cost to move a mobilehome ranges from $2,000 to upwards of $20,000 depending on the size of the home and the distance traveled. A mobilehome owner whose home is located in a mobilehome park does not own the land the unit sits on, and must pay rent and fees for the land and any community spaces to their parkowner, unless the park is collectively owned by the residents, in which case the resident organization operates like a homeowners association.

The Mobilehome Residency Law (MRL) extensively regulates the relationship between landlords and homeowners who occupy a mobilehome park. A limited number of provisions also apply to residents who rent, as opposed to own, their mobilehome. The MRL has two parts: Articles 1 through 8 apply to most mobilehome parks and Article 9 applies to resident-owned parks or parks which are established as a subdivision, cooperative or condominium. The provisions cover many issues, including, but not limited to: 1) the rental and lease contract terms and specific conditions of receipt and delivery of written leases, park rules and regulations, and other mandatory notices; 2) mandatory notice and amendment procedures for mobilehome park rules and regulations; 3) mandatory notice of fees and charges, and increases or changes in them; and 4) specified conditions governing mobilehome park evictions. A dispute that arises regarding the MRL generally must be resolved in a civil court of competent jurisdiction.

HCD oversees several areas of mobilehome law, including health and safety standards, registration and titling of mobilehomes and parks, and, through the Mobilehome Ombudsman, assists the public with questions or problems associated with various aspects of mobilehome law. The Mobilehome Ombudsman provides assistance by taking complaints and helping to resolve and coordinate the resolution of those complaints. However, the Ombudsman does not have enforcement authority for the MRL, and cannot arbitrate, mediate, negotiate, or provide legal

advice on mobilehome park rent disputes, lease or rental agreements, but may provide general information on these issues. The Mobilehome Residency Law Protection Program at HCD also intakes resident complaints regarding alleged violations of the MRL and refers complaints to legal service providers.

Mobilehome Parks Act and Inspection Program: The MPA requires HCD to regulate mobilehome parks to assure protection of the health, safety, and general welfare of all park residents. Local agencies have the option of assuming enforcement authority of the MPA within their jurisdiction through agreement with HCD. Among these enforcement duties is performing health and safety inspections of parks. In 2019, HCD reported that 63 local enforcement agencies in the state were responsible for enforcing the MPA for 860 mobilehome parks.

Under the Mobilehome Park Maintenance program, HCD annually inspects 5% of parks for compliance with health and safety requirements under the MPA and Title 25 of the California Code of Regulations. The program is funded through a $4 per-lot fee, of which the park owner may charge half ($2) to the homeowners. In addition to the MPM program, HCD also responds to health and safety complaints under the MPA.

The MPA also requires each mobilehome park to pay an annual fee and obtain a permit to operate from either HCD or the local enforcement agency. Operating permits last for a year and the enforcement agency has the ability to suspend an operating permit in the event of substandard conditions at the park or other violations of the MPA. If a mobilehome park or an individual park resident is found to be in violation of the MPA, the law requires the enforcement agency to promptly issue a notice to correct the violation or violations identified in the agency's inspection to the park owner or operator, or to the registered owner of the mobilehome.

If the park owner or operator does not correct the violations or otherwise violates the terms of their operating permit, the enforcement agency must notify the permit holder of the specific terms or provisions they are violating, and provide a 30-day window for the permittee to come into compliance. If the 30 days elapses with no compliance, the enforcement agency can suspend the permit to operate. Current law declares it unlawful for any person to operate a park or collect rents without a valid permit.

This bill would increase the annual $4 per-lot fee supporting the inspection program from $4 to $10 per lot, which would bring in significant new resources. The amount of the fee that may be passed on to homeowners would increase from $2 to $5 per lot per year. The last bill proposing to increase the per-lot fee was SB 106 (Dunn) of 2005, which would have increased the fee from $4 per lot to $6 per lot, was vetoed by then-Governor Schwarzenegger.

Emergency Planning in Mobilehome and Special Occupancy Parks: Since a series of dangerous fires in 2008, and the subsequent adoption of SB 23 (Padilla), Chapter 551, Statutes of 2009, mobilehome and special occupancy park owners have been required to adopt emergency preparedness plans. The plan can either mimic an existing emergency plan compiled by OES,[1] or can be a separate plan that is developed by park management but is comparable to the OES plan. The plan must be posted in the park clubhouse or in a public area in the park, and park management must provide the plan to all new residents and provide notice each year to existing

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[1] https://www.caloes.ca.gov/wp-content/uploads/Preparedness/Documents/05-FEAT-EmergencyPlansforMobile-Home-ParksFEAT-doc.pdf

residents of how to access the plan, including in a language other than English. Existing law deems a violation of these provisions an unreasonable risk to life, health, or safety and requires violations to be corrected by park management within 60 days of a notice of violation. The law also requires there to be a person in every park available by phone or in person who must reasonably respond in a timely manner to emergency concerning the operation and maintenance of the park. In parks with 50 or more units, the person must reside in the park and have knowledge of emergency procedures relative to the park's utility systems and common facilities, and they must be familiar with the emergency preparedness plan.

This bill would expand these emergency plan requirements in several ways beginning January 1, 2027 and on a rolling basis tied to when the park is renewing its permit to operate, including:

- Requiring the reasonably available person in parks with 50 or more units to also have access to utility systems, fire hydrants, and exits and entrances under the ownership or control of the park, but not requiring the person to have specialized knowledge or skills to handle critical infrastructure or to take any specific action not listed in the bill.

- Requiring the adoption of both the OES plan and the new emergency preparedness plan described in the bill prior to or at the time of submission of the issuance or renewal of the park's permit to operate.

- Requiring the new emergency preparedness plan to include a written statement by a park owner, manager, or designee that must be attached to the request to obtain or renew the permit to operate and that includes all of the following:

    - Identification of all points of entry or exit under control or ownership of the park;

    - Identification of an agent of park management, a park manager, or volunteer designee who must be available to residents by phone or in person and must reasonably respond in a timely manner to ensure that points of entry and exit are not locked or otherwise obstructed in the event of an emergency;

    - A copy of the Private Fire Hydrant Test and Certification Report and a written statement that all hydrants have been tested and are operable and accessible to emergency personnel in the event of an emergency;

    - A written statement that the gas system within the park has been inspected by a person with professional knowledge of those systems confirming the system is in working order and accessible to emergency personnel, park management, or a volunteer designee in the event gas shutoff is necessary; and

    - Identification of an agent of park management, a park manager, or volunteer designee who must be available to residents by phone or in person and must reasonably respond in a timely manner to notify residents of an evacuation ordered by emergency personnel. The bill clarifies that this person is not responsible for physically evacuating residents from their homes during an emergency.

- Increases penalties for noncompliance with this bill by requiring an enforcement agency to refuse to issue or renew a permit to operate and authorizing them to impose formal penalties on park management if they have not corrected a violation within 60 days of

> notice of the violation. If formal penalties are imposed, a subsequent written statement of compliance with the bill must be made under penalty of perjury before the issuance and renewal of the park's permit to operate.

HCD must post the new emergency preparedness requirements on its website by June 30, 2026 to provide sufficient lead time for park owners to begin preparing for compliance with the law's provisions that take effect January 1, 2027 on a rolling basis.

Arguments in Support: According to Legal Aid of Sonoma County, the bill's cosponsor, "Even with the knowledge that disaster events continue to increase throughout our state and with a clear understanding of the impact to our vulnerable community members, we continue to see mobilehome and special occupancy park residents reside in park that do not provide access to locked points of entry and exit during an emergency, that do not provide access to working or accessible fire hydrants and that do [not] provide access to natural gas shut off valves in the event such access is needed by first responders during an emergency. AB 925 will take the necessary steps to help protect the health and safety of our mobilehome and special occupancy park residents by implementing a commonsense approach to emergency planning."

Arguments in Opposition: According to the Western Manufactured Housing Communities Association (WMA), "AB 925 does not benefit a resident in an emergency situation – it simply adds more paperwork to an already voluminous plan. Think of it as adding more language to a disclaimer. At some point, there is so much disclosure and verbiage that it becomes non-disclosure. The Mobile Parks Act already requires a responsible party in a mobilehome park to respond in a timely manner to emergencies and have knowledge of emergency procedures pertaining to utility systems and common facilities under the ownership and control of the owner of the park and be familiar with the emergency preparedness plans for the park."

Related Legislation:

AB 2022 (Addis) of 2024 was substantially similar to this bill, but did not include the proposed increase to the MPA per-lot fee. That bill was vetoed by the Governor. Veto message:

> *This bill would impose new requirements on the Emergency Preparedness Plans (EPP) that mobilehome park owners must implement starting January 1, 2027. The bill would also update requirements for park owners to notify residents of the EPP, require enforcement agencies to ensure compliance and impose penalties, and require the Department of Housing and Community Development (HCD) to post these changes by June 30, 2026.*
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> *While the goal of improving emergency communication between park owners and residents is commendable, the bill raises several concerns. By applying the proposed requirements only to Mobilehome Parks (MHPs) and excluding Special Occupancy Parks (SOPs), the bill would disrupt the historically consistent regulations for both park types, complicating enforcement and creating uneven safety standards. Additionally, the bill contains several ambiguities around park owners' responsibilities, particularly concerning their knowledge and handling of critical infrastructure during an emergency.*
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> *The bill would also result in a significant increase in workload for HCD to process, implement, and monitor these new requirements. The expansion of staff and resources to*

meet these ongoing obligations must be evaluated within the broader context of the state budget, ensuring that long-term workload demands align with available resources.

AB 2247 (Wallis), Chapter 387, Statutes of 2024: Extended the sunset date on the MPA from January 1, 2025 to January 1, 2030, and require a notice of violation given to a homeowner or occupant to include information about the Manufactured Housing Opportunity and Revitalization (MORE) Program.

SB 23 (Padilla), Chapter 551, Statutes of 2009: Required an owner or operator of a mobilehome park or a recreational vehicle park to adopt and post notice of an emergency preparedness plan.

REGISTERED SUPPORT / OPPOSITION:

Support

Golden State Manufactured-home Owners League (Sponsor)
Legal Aid of Sonoma County (Sponsor)

Opposition

California Mobilehome Parkowners Alliance
Western Manufactured Housing Communities Association

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