CONCURRENCE IN SENATE AMENDMENTS
AB 1128 (Muratsuchi and Quirk-Silva)
As Amended August 17, 2026
Majority vote

SUMMARY

Original Committee of Reference: Ed.

Extends the maximum allowable gross rental rate increase, or rent cap, for a tenancy in a qualified mobilehome park to tenancies in mobilehome parks that are located in the City of Torrance, as specified.

Senate Amendments
Current Committee Recommendation: Concur

1) Delete the previous contents of the bill.

2) Provide that management of a mobilehome park shall not, over the course of any 12-month period, increase the gross rental rate for a tenancy in a mobilehome park that is located in the City of Torrance more than 3% plus the percentage change in the cost of living, or 5%, whichever is lower, of the lowest gross rental rate charged for a tenancy at any time during the 12 months prior to the effective date.

3) Provide that 2) above applies to all rent increases occurring on or after January 5, 2026.

4) Specify that 2) above shall become operative on January 1, 2027.

5) Specify that, if the management of a mobilehome park that is located in the City of Torrance has increased the rent by more than the amount permissible in 2) above between January 5, 2026, and January 1, 2027, both of the following shall apply:

   a) The applicable rent on January 1, 2027, shall be the rent as of January 5, 2026, plus the maximum permissible increase under 2); and

   b) Management shall not be liable to a homeowner for any corresponding rent overpayment.

6) Authorize management of a mobilehome park that is located in the City of Torrance who increased the rental rate for a tenancy on or after January 5, 2026, but prior to January 1, 2027, by an amount less than the rental rate increase permitted in 2) above to increase the rental rate twice within 12 months of January 5, 2026, but to no more than the maximum allowable rental rate increase.

7) Expand the definition of ″qualified mobilehome park″ to include a mobilehome park that is located in the City of Torrance.

8) Extend the sunset of the rent cap provisions for qualified mobilehome parks from January 1, 2030, to January 1, 2036.

9) Declare a special statute is necessary and that a general statute cannot be made applicable within the meaning of Section 16 of Article IV of the California Constitution because of the

significant and disproportionate increases in mobilehome space rents within the City of Torrance and the resulting adverse impacts on housing affordability for low-income residents and seniors in those jurisdictions.

10) Make other conforming changes related to rent cap provisions in qualified mobilehome parks.

COMMENTS

Mobilehomes in California: More than one million people live in California's approximately 4,500 mobilehome parks. Mobilehomes are pre-fabricated homes that are designed to be able to be transported and moved between locations. In practice, however, significant costs associated with relocation make it much more difficult to move a mobilehome. Because of their method of construction, mobilehomes are one of the most affordable types of housing, both as a pathway to homeownership and for tenants renting park-owned mobilehomes. In the latter arrangement, the relationship between a park resident and park management is similar to that of a traditional tenant-landlord relationship in other housing types. The resident leases the park-owned mobilehome and the park management maintains the mobilehome and other facilities in the park. However, in the former example, the relationship is unique in that a resident may own their mobilehome yet still pay rent to park management to lease the space upon which the mobilehome rests.

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 pursuant to the application of the MRL generally must be resolved in a civil court of competent jurisdiction.

Rent caps: In 2019, California enacted the Tenant Protection Act (TPA) (Chiu), Chapter 597, Statutes of 2019, to protect tenants from exorbitant rent increases and require “just cause” notice before a landlord evicts a tenant. Generally, the TPA limits the amount that a residential landlord of a qualified housing unit may increase the rental rate each year and prohibits a landlord from terminating a tenancy without just cause if the tenant has occupied the rental for 12 months. Under the TPA, a landlord may increase the rent by 5% plus inflation, or a maximum cap of 10%, annually. Several types of rental housing are exempt from the TPA, including properties built in the last 15 years, single-family homes owned by natural persons, and owner-occupied homes, among others. Upon its final passage by the Legislature and enactment by the Governor, the TPA did not apply to mobilehomes. However, roughly 106 cities and counties in California currently have some local ordinance providing rent control for mobilehome parks, covering a significant amount of the state's mobilehomes.[1]

In 2021, AB 978 (Quirk-Silva), Chapter 125, applied portions of the TPA framework to mobilehomes. More specifically, AB 978 amended the TPA to extend the just cause eviction requirements and rent cap protections to tenants of mobilehomes owned by park management. The bill also established a rent cap for mobilehome owners renting space in a qualified mobilehome park. The new rent cap limited rent increases to no more than 3% plus the percentage change in the cost of living, or 5%, whichever is lower. However, the new rent cap only applied in a mobilehome park that is located within, and governed by, the jurisdictions of two or more incorporated cities.

Mobilehome owners and park space rent caps: As noted previously, the TPA did not include park-owned mobilehomes nor park spaces rented by mobilehome owners in the rent cap protections. At that time, mobilehome owners worried that, prior to any prospective rent cap on park spaces taking effect, park owners would increase rental rates to levels that they may not be able to afford. Mobilehome owners feared that the significant costs needed to transport the mobilehome to a new mobilehome park, if they could even find one renting spaces at a price they could afford, could mean having to sell the mobilehome or losing the mobilehome entirely. Thus, mobilehomes were excluded from the TPA.

By extending TPA rent cap protections to renters of park-owned mobilehomes and establishing a new rent cap only for mobilehome owners renting space in parks governed by at least two jurisdictions, AB 978 left the rules of the regulatory environment for all other mobilehome owners renting park spaces up to the local jurisdictions to decide. This bill previously proposed to extend the AB 978 rent cap for park spaces to all other mobilehome parks, no matter the number of jurisdictions governing the park, though still subject to any locally-approved ordinance, rule, regulation, or initiative measure. However, this bill was recently amended to narrow the expansion of the AB 978 rent cap provisions to mobilehome parks in the City of Torrance. There are approximately 20 mobilehome parks in the City of Torrance.[2] However, opponents claim that this bill will impact 11 mobilehome parks in Torrance and apply to 1,093 spaces.

According to the Author
"AB 1128 helps preserve one of California's last remaining sources of naturally affordable housing—mobile homes. Many mobile home residents are seniors, retirees, and low-income families living on fixed incomes who face unique challenges because they own their homes but rent the land underneath them. When space rents increase beyond affordability, residents often cannot simply relocate. Many mobile homes are not easily movable, and available spaces in other parks are limited. Excessive rent increases can therefore place residents at risk of displacement, loss of home equity, and homelessness."

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[1] Mobilehome Park Owners Alliance, "California Mobilehome Parks" (accessed Aug. 24, 2026) https://mhphoa.com/ca/rso/
[2] Mobilehome Park Owners Alliance, "California Mobile Home Parks" (accessed Aug. 24, 2026) https://mhphoa.com/ca/torrance/

Arguments in Support
According to the Mobile Home Resident Coalition, "Renters of apartments, condos, and traditional homes already have rent protection, but its 10 percent rate is too high for manufactured/mobile home community homeowners (MHCs) who also pay a mortgage, utilities, home insurance, property taxes, upkeep, maintenance, and perhaps pass-throughs by management. A recent statewide survey of MHCs shows homeowners pay, on average, 66 percent of their income on housing costs. The federal government warns that anything in excess of 30 percent puts manufactured housing homeowners at risk. It is not unusual for MHC homeowners to pay as high as 80-90 percent on housing costs. While other renters can move if their rent increases are too high, MHC homeowners cannot. Most manufactured homes are not mobile, and if they are, cost tens of thousands of dollars to move. MHC homeowners are vulnerable to high rent increases, causing them to walk away from their investment and equity."

Arguments in Opposition
According to the Western Manufactured Housing Communities Association and the California Association of Realtors, "We appreciate your willingness to remove the statewide application of AB 1128 in the Senate, but remained opposed to the measure since AB 1128 fails to align with the rent-increase caps for apartments as determined by AB 1482 (Chiu) which set an annual increase for rents at 5% plus an adjustment for inflation up to 10%. By extending the rental cap of 3% plus an adjustment for inflation up to 5% to all mobilehome parks, we believe mobilehome parks should not be treated more harshly than apartments. Further, there is no provision in the amended version of AB 1128 to grant mobilehome parks a right to due process if the formula fails to cover reasonable costs of operation and capital expense and improvement. Every property owner deserves the right to be heard when substantive property rights are at risk. A hearing must be provided for relief against inflexible mathematical calculations which lie at the heart of this proposal. Every rent control ordinance in the state of California has due process, but AB 1128 contains no such provision."

According to the Golden State Manufactured-home Owners League, "Unlike traditional renters, many mobilehome residents have mortgages, and all mobilehome residents are responsible for paying for home maintenance required by the state Mobilehome Park Maintenance Program, which oversees health and safety standards.

In addition to paying a base rent and a mortgage, many mobilehome leases also include annual pass-through provisions for insurance, capital improvements, government-related expenses, uninsured losses, "market catch-up" increases which take effect near the end of the lease term, and resale increases.

These all reflect dollar amounts and money that must be paid by mobilehome residents who are already on fixed and very low or modest incomes.

AB 1128, as amended, will increase rents. Even a one percentage point rental adjustment may not seem much, but living on small dollars makes us vulnerable to small margins.

And amending the bill to apply solely to the City of Torrance will unleash a torrent of commas … one comma at a time …. One more city at a time … one after another. You will erode the 1996 vote of Californians, and raise rents for more people than not. The Legislature can give us assurances, but many of them won't be here when we suffer the consequences.

As a result, we request the bill:

1) Reflect a .75% of CPI, but not more than 3% of the annual base rent, which are percentages and numbers established across local mobilehome ordinances;

2) Reflect vacancy control ensuring affordability for mobilehomes, which is also established across local mobilehome ordinances; and

3) Include an arbitration process at the expense of the park owners who seek to challenge a fair rate of return, and which has been established across local mobilehome ordinances."

FISCAL COMMENTS

None. This bill is keyed non-fiscal.

VOTES

ASM EDUCATION: 9-0-0
YES: Muratsuchi, Hoover, Addis, Alvarez, Bonta, Castillo, Garcia, Lowenthal, Patel

ASM APPROPRIATIONS: 14-0-1
YES: Wicks, Arambula, Calderon, Caloza, Dixon, Elhawary, Fong, Mark González, Hart, Pacheco, Pellerin, Solache, Ta, Tangipa
ABS, ABST OR NV: Sanchez

ASSEMBLY FLOOR: 79-0-0
YES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

SENATE FLOOR: 26-10-4
YES: Allen, Arreguín, Ashby, Becker, Blakespear, Caballero, Cervantes, Cortese, Gonzalez, Grayson, Hurtado, Limón, McGuire, McNerney, Menjivar, Padilla, Pérez, Reyes, Richardson, Rubio, Smallwood-Cuevas, Stern, Umberg, Wahab, Weber Pierson, Wiener
NO: Alvarado-Gil, Cabaldon, Choi, Dahle, Grove, Niello, Ochoa Bogh, Seyarto, Strickland, Valladares
ABS, ABST OR NV: Archuleta, Durazo, Jones, Laird

ASM HOUSING AND COMMUNITY DEVELOPMENT: 7-4-1
YES: Haney, Caloza, Garcia, Kalra, Lee, Quirk-Silva, Wicks
NO: Patterson, Ávila Farías, Ta, Tangipa
ABS, ABST OR NV: Wilson

UPDATED

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CONSULTANT: Juan Reyes / H. & C.D. / (916) 319-2085 FN: 0004388