

REVISED MOTION BY SUPERVISORS HILDA L. SOLIS

JULY 7, 2026

AND HOLLY J. MITCHELL

**Advancing a Community Opportunity to Purchase Act Program for Unincorporated Los Angeles County**

Los Angeles County (County) has been a strong residential investment destination since the early 2000s, which is demonstrated through its steady increase in property appreciation over the past two decades as well as short transaction timelines and the consistently higher sales price above asking across all property types. Without policy intervention, existing renters face potential displacement risks as housing costs keep rising beyond affordability.

A well-designed Tenant and Community Opportunity to Purchase Act (TCOPA) Program could provide additional tenant protections, expand equitable access to homeownership, and help alleviate the housing affordability crisis when paired with appropriate program design considerations and ecosystem support. The Tenant Opportunity to Purchase Act (TOPA) Program gives tenants, tenant associations, and other qualified purchasers the right of first offer and/or right of first refusal when a rental property is put up for sale, creating a structured pathway to prevent displacement and support tenant stability and potential homeownership. The Community Opportunity to Purchase Act (COPA) Program operates alongside the TOPA Program by granting similar

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purchase rights to mission-driven affordable housing organizations — such as community land trusts and nonprofit developers — who can acquire and preserve properties when tenants lack the resources to purchase directly. Together, the TOPA and COPA Programs form a complementary preservation strategy: TOPA centers tenant empowerment, while COPA ensures long-term affordability and stewardship, strengthening the overall ecosystem of anti-displacement tools.

The County's need for a TCOPA Program for the unincorporated County is driven by the rising affordability crisis and the long-standing inequitable access to homeownership. With demand for housing units continuing to outstrip supply, rental rates have far outpaced household incomes, contributing to increased rates of homelessness and housing cost burden among the County's tenants. As noted in the County's Department of Consumer and Business Affairs' (DCBA) 2023 TOPA Program Report<sup>1</sup>, tenant-occupied units constitute a significant share of the housing stock in unincorporated communities: of the 293,000 total housing units, 110,000 (38%) are renter-occupied. Single-family homes-which are not protected by rent stabilization laws make up the majority of the rental stock (59,800 tenant households), followed by properties with more

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<sup>1</sup> [https://dcba.lacounty.gov/wp-content/uploads/2024/07/2023-05-22FinalReportBackonTOPA\\_rc.pdf](https://dcba.lacounty.gov/wp-content/uploads/2024/07/2023-05-22FinalReportBackonTOPA_rc.pdf)

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than five units (31,500 tenant households). Rental rates have consistently increased faster than household income, pushing tenants to bear higher levels of cost burden and face potential displacement when they can no longer afford their homes.

Also, current data from the County's Rent Registry System indicates that there are 86 mobile home parks and 9,041 mobile home spaces in the unincorporated County.

These pressures do not impact all communities equally. Black and Hispanic/Latino households experience disproportionately higher rates of rent burden — more than half of all renters in Los Angeles County are rent burdened in 2023 with Black and Latino, especially Afro-Latino and Indigenous households, having the highest rent-burden rate per a 2024 UCLA Latino Policy & Politics Institute Study — and have lower homeownership rates across all Supervisorial Districts compared to White and Asian residents. Corporate ownership trends further exacerbate these challenges. Following the 2008 housing crisis, corporate ownership of rental properties increased significantly; in the City of Los Angeles, corporations and trusts owned approximately 47% of all rental properties as of 2018, including 64% of properties with 5–49 units and 82% of properties with 50 or more units. This information is sourced from the Los Angeles Housing Department (LAHD) report on the concentration of ownership and corporatization of the City of Los Angeles' housing stock from 2018 to 2023, as well as research by Strategic Actions for a Just Economy (SAJE). While data for unincorporated areas is limited,

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ownership patterns are likely similar. These dynamics heighten displacement risks as corporate owners often prioritize profit maximization, which can translate into aggressive rent increases and eviction practices.

Displacement is generally defined as the involuntary relocation and/or exclusion of residents from an area, often driven by increases in rent and property values, and evictions without just cause. Direct displacement occurs when residents are forced to vacate the building due to inability to pay rent caused by rising housing costs or lease non-renewals, evictions, eminent domain, or poor physical conditions that render buildings uninhabitable. Indirect/exclusionary displacement occurs when low-income residents cannot afford to move into the units vacated by former low-income residents. Displacement often occurs in neighborhoods that have suffered from historic underinvestment and are adjacent to areas with potential growth and infrastructure investment. As nearby property values and rent prices rise, long-term residents are often pushed out of their neighborhoods and unable to access the new economic, environmental, and health benefits brought to the community. Displacement pressures have historically and still unequally impacted households of color due to differences in income, wealth, and access to mortgage financing.

On May 22, 2023, DCBA submitted its final report, in response to a Board motion from August 10, 2021, outlining recommendations for a TCOPA, a hybrid TOPA and

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COPA ordinance Program for unincorporated County. This report was developed in collaboration with HR&A Advisors, which conducted extensive stakeholder outreach and engagement and conducted research and analysis on relevant policies from across the country that informed the recommendations outlined in the report. Specific Board actions were recommended as part of the submission of this report and this new Board motion seeks to advance some of those recommendations in light of the challenging budgetary environment the County faces today. Beginning with the COPA Program allows the County to establish foundational systems, assess implementation needs, and build program capacity before evaluating expansion to a TOPA Program framework.

**WE, THEREFORE, MOVE** that the Board of Supervisors:

1. Direct the County's Department of Consumer and Business Affairs (DCBA), in collaboration with the County Counsel, Los Angeles County Development Authority (LACDA), Assessor, and other relevant departments and key stakeholder engagement, including, but not limited to, property associations, landlords, tenant advocates, affordable housing developers and tenants, to return to the Board with a recommended Community Opportunity to Purchase Act (COPA) Program ordinance in 180 days for consideration, based on the recommended framework outlined in the 2023 DCBA & HR&A report back, any other updated information and the 2026 reassessment report (as outlined in

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Directive 2 of this motion), to implement a Community Opportunity to Purchase Act (COPA) Program with a phased approach for a potential Tenant Opportunity to Purchase Act (TOPA) Program in the future. The recommended COPA ordinance will be informed by the updated recommended policy framework that will be developed by DCBA in parallel with the development of the COPA ordinance.

2. Direct DCBA, in collaboration with LACDA, Assessor, other relevant departments, and Qualified Mission Driven Purchasers to report back in writing in 120 days on a reassessment of its 2023 TOPA report, considering any lessons learned from LACDA programs and recommendations for a proposed COPA ordinance and Program in the unincorporated areas of the County that at minimum will include the following parameters:

- Focus on residential sales of properties with 5 or more units.
- Include the sale of mobile home parks.
- Explore options for providing mission-driven qualified purchasers with the Right of First Offer and the Right of First Refusal.
- Explore options for determining Fair Market Offers.
- Establish a platform or mechanism for registering all properties subject to the recommended COPA ordinance to monitor sale transactions and

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enforce the provisions of the ordinance.

- As part of the registration platform identified, all relevant notices related to the properties (County to property owners, property owners to County, and County/COPA Program to qualified mission-driven purchasers) should be included and made accessible.
- Develop procedures for the implementation and enforcement of a proposed COPA Program and ordinance.
- Include budgetary and staffing considerations for the implementation of an ordinance.
- Establish a process to certify qualified mission driven purchasers that would be eligible to purchase properties subject to a proposed COPA Program and ordinance for the purpose of preserving affordable housing in the County.
- Establish a process to notify qualified mission driven purchasers when a property subject to a proposed COPA Program and ordinance is available for purchase.
  - Include the following criteria to certify qualified mission driven purchasers: ensure the qualified entities are committed to working with tenants on the governance of the property; exploring tenant-

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ownership when feasible and desired by tenants; developing long-term affordable housing and ensure such purchasers have the long-term organizational experience, capacity and financial viability to operate such properties.

- Explore alternative acquisition, predevelopment and rehabilitation funding tools that can be leveraged to support COPA Program including but not limited to, and to the extent programmatically permissible and feasible the LA County Housing Innovation Fund II, and the DCBA and LACDA First Time Homebuyer Assistance programs.
3. Direct the CEO, in collaboration with DCBA, LACDA, and other relevant departments, to identify and report back in writing in 180 days on potential funding sources to support the implementation of a COPA Program for the unincorporated areas of the County. This shall include identification of necessary bridge funding for the initial development of the COPA Program and ordinance, as well as resources to support first-year start-up and ongoing program costs, including administration of a COPA Program and creative ways to provide community education and outreach on an adopted COPA ordinance and Program. The report back shall also identify County and externally available resources and programs

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that could support COPA Program and ordinance implementation, including the programs and funding administered by the Los Angeles County Affordable Housing Solutions Agency (LACAHS) as recommended in the reassessment report from Directive 2 above, and assist eligible entities in pursuing or completing property acquisition. Recommendations should be aligned with the Fiscal Year (FY) 2026–27 Supplemental Changes budget phase and/or the following appropriate budget phase thereafter, as needed, to support COPA Program implementation.

4. Grant delegated authority to DCBA to enter into or amend as necessary agreements with consultants to carry out the directives outlined in this motion, waiving the requirements of Board Policy No. 5.100. These agreements and any subsequent amendments(s) shall be approved as to form by County Counsel.

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HLS:gdm