

**State of California  
Office of Administrative Law**

**NOTICE OF PROPOSED RULEMAKING ACTION**

**STANDARDS FOR FILE & PRINT AND PRINT ONLY ACTIONS  
ADOPTION OF SECTION 110  
AMENDMENT OF SECTIONS 1, 6, AND 14**

The Office of Administrative Law (OAL) proposes to adopt and amend the regulations described below after considering all objections and recommendations regarding the proposed rulemaking action.

**PUBLIC HEARING**

OAL will hold a public hearing on December 9, 2026, beginning at 10:00 a.m.

Attendees may participate via Microsoft Teams online meeting platform or telephone conferencing. To participate via Microsoft Teams, please contact Lindsey McNeill at [Lindsey.McNeill@oal.ca.gov](mailto:Lindsey.McNeill@oal.ca.gov) or (916) 323-6820 by 4:30 p.m. on December 8, 2026, to request a link to the meeting. A link to the hearing will also be posted under the "Announcements" heading on the homepage of the OAL website at [oal.ca.gov](http://oal.ca.gov), no later than 8:30 a.m. the day of the hearing. To participate by telephone, call (916) 245-8850 and enter Conference ID: 563 678 718#.

For those who wish to attend the hearing in person, including those who require reasonable accommodations, limited seating will be available in the OAL Training Room, 300 Capitol Mall, Suite 1210, Sacramento, CA 95814. Please contact Lindsey McNeill at [Lindsey.McNeill@oal.ca.gov](mailto:Lindsey.McNeill@oal.ca.gov) or (916) 323-6820 by 4:30 p.m. on December 8, 2026, to request to attend the hearing in person or by 4:30 p.m. on November 23, 2026, if reasonable accommodations are necessary.

Participants will be given instructions on how to provide oral comments once they have accessed the hearing. The hearing will proceed on the date noted above until all testimony is submitted or until 12:00 p.m., whichever is later. At the hearing, any person may present oral or written statements or arguments that are relevant to the proposed rulemaking action. OAL requests, but does not require, that persons who make oral comments at the hearing also submit a written copy of their testimony via email.

## WRITTEN COMMENT PERIOD

Any interested person or their authorized representative may submit written comments relevant to the proposed rulemaking action to:

Office of Administrative Law  
Attn: Mark Storm  
300 Capitol Mall, Suite 1250  
Sacramento, CA 95814

Comments may also be submitted by email to [OALProposedRulemakings@oal.ca.gov](mailto:OALProposedRulemakings@oal.ca.gov) or by facsimile (FAX) at (916) 445-9515. **The written comment period closes on December 9, 2026.** To ensure OAL will consider your comment, it must be received by 11:59 p.m. on December 9, 2026. When commenting, please indicate the proposed rulemaking action to which your comment refers.

## AUTHORITY AND REFERENCE

Government Code section 11342.4 authorizes OAL to adopt proposed section 110 of title 1 of the California Code of Regulations (CCR) and amend sections 1, 6, and 14 of title 1 of the CCR. The proposed changes implement, interpret, and make specific Government Code section 11343.8.

## INFORMATIVE DIGEST

### Summary of Existing Laws and Regulations Related Directly to the Proposed Rulemaking Action:

The Administrative Procedure Act (APA), Government Code section 11340 et seq., establishes rulemaking requirements for the adoption, amendment, or repeal of regulations by state agencies and for the review of those rulemaking actions by OAL. The APA also charges OAL with the official compilation, printing, and publication of regulations in the CCR.

Some rulemaking actions are wholly or partially exempt from the rulemaking provisions of the APA. Generally applicable exemptions to the APA are specified in Government Code section 11340.9 (i.e., general exemptions) and exemptions specific to a particular state agency may be found in a state agency's governing statutes (i.e., special exemptions). General exemptions exempt the rulemaking agency from compliance with the APA. Special exemptions may exempt the rulemaking agency from compliance with some or all of the APA. Special exemptions may also require compliance with the APA but may exempt an agency's rulemaking action from review by OAL, from filing with the Secretary of State, and/or from publication in the CCR.

Government Code section 11343.8 provides that a state agency may request OAL file with the Secretary of State and publish in such manner as OAL believes proper, any regulation or order of repeal of a regulation not required to be filed with the Secretary of State.

With respect to these requests for OAL to file a wholly or partially exempt action with the Secretary of State and/or print the regulation or order of repeal of a regulation in the CCR, further clarification is needed to aid in OAL's review of these filings. Although existing regulation (Cal. Code Regs., tit. 1, sec. 6) refers to "Print Only" and "File and Print" actions, further clarification of these terms is necessary to ensure consistent processing of these actions by OAL.

#### Policy Statement Overview:

Rulemaking agencies sometimes submit actions to OAL that are wholly or partially exempt from the APA without documenting how the action is exempt or demonstrating that it would be proper for OAL to publish the proposed changes in the CCR pursuant to Government Code section 11343.8. This proposed rulemaking action seeks to implement, interpret, and make specific Government Code section 11343.8 in order to clarify when an action may be submitted to OAL as either a File and Print or Print Only action. This proposed rulemaking action is necessary to clarify the documents to be submitted in connection with File and Print and Print Only actions in order to facilitate OAL's timely review of these actions. Furthermore, this action clarifies the time period for OAL's review of the aforementioned actions, elaborates upon how OAL will evaluate these filings, and articulates the notification to be provided to the rulemaking agency.

#### Effect of Proposed Rulemaking Action:

### **Section 1. Chapter Definitions.**

Government Code section 11343.8 provides that a rulemaking agency may request that OAL file with the Secretary of State and publish (i.e., "print") in such manner as OAL believes proper, any regulation or order of repeal of a regulation not required to be filed with the Secretary of State. These filings are colloquially known as "File and Print" actions because the rulemaking agency is requesting that OAL "file" the regulation(s) with the Secretary of State and "print" the regulation(s) in the CCR.

There are other rulemaking actions required to be adopted pursuant to the APA, filed with the Secretary of State, and printed in the CCR, but that OAL is exempted by statute from reviewing. In this situation, a rulemaking agency will submit the rulemaking action to OAL for filing with the Secretary of State and printing in the CCR. These filings are also colloquially known as "File and Print" actions because the rulemaking agency

is requesting that OAL “file” the regulation(s) with the Secretary of State and “print” the regulation(s) in the CCR.

There are also agency-specific statutes that specify the adoption of regulations is exempt from the APA, but that require the submittal of the action to OAL for filing with the Secretary of State and/or printing in the CCR. Again, these filings are also colloquially known as “File and Print” actions because the rulemaking agency is requesting that OAL “file” the regulation(s) with the Secretary of State and/or “print” the regulation(s) in the CCR.

Furthermore, there are agency-specific statutes that specify the adoption of regulations is exempt from the APA and either the regulation(s) are required to be printed in the CCR or the rulemaking agency desires to have the regulation(s) printed in the CCR. These filings are colloquially known as “Print Only” actions because the rulemaking agency files the action with the Secretary of State before submitting the action to OAL and thus, is only requesting that OAL “print” the regulation(s) in the CCR.

OAL proposes to amend section 1 of title 1 of the CCR to include definitions for “File and Print” and “Print Only” actions in order to clarify when an action may be submitted to OAL as either a File and Print or Print Only action. OAL also proposes to adopt a new definition for “CCR” and amend the existing definition for “Regular rulemaking.”

#### **Section 6. Hard-copy Submission of Regulatory Actions.**

OAL proposes to amend section 6 of title 1 of the CCR to remove the definition for “Print Only,” which is better suited for inclusion in OAL’s general definitions section (Cal. Code Regs., tit. 1, sec. 1).

#### **Section 14. “Authority” and “Reference.”**

OAL proposes to amend section 14 of title 1 of the CCR to clarify that OAL’s review of File and Print and Print Only actions includes review of authority and reference citations.

#### **Section 110. Submission of File and Print and Print Only Actions.**

OAL proposes to adopt section 110 to clarify the documents to be submitted in connection with File and Print and Print Only actions, which will help to facilitate OAL’s review of these actions. Proposed section 110 also clarifies the time period for OAL’s review, elaborates upon how OAL will evaluate these filings, and articulates the notification to be provided to the rulemaking agency.

### Anticipated Benefits of the Proposed Rulemaking Action:

The changes proposed in this rulemaking action will help to facilitate efficient and timely OAL review of File and Print and Print Only actions. Pursuant to Government Code section 11346.5(a)(3)(C), OAL does not anticipate any benefits to the protection of public health and safety or the environment, the prevention of discrimination, or the promotion of fairness or social equity, as a result of this proposed rulemaking action.

### **SUBSTANTIAL DIFFERENCE FROM EXISTING, COMPARABLE FEDERAL REGULATION OR STATUTE**

No comparable federal regulation exists.

### **EVALUATION OF INCONSISTENCY/INCOMPATIBILITY OF THE PROPOSED REGULATIONS WITH EXISTING STATE REGULATIONS**

The regulation of the rulemaking process under the APA was delegated to OAL. (Gov. Code, sec. 11342.4.) No other state agency promulgates regulations for this purpose. Nevertheless, OAL has conducted an exhaustive, section-by-section, as well as subsection-by-subsection, search of all titles of the California Code of Regulations and has found no section, subsection, phrase, or clause with which any of the proposed sections conflicts or is incompatible. Therefore, the proposed regulations are neither inconsistent nor incompatible with existing state regulations.

### **DOCUMENTS INCORPORATED BY REFERENCE**

None.

### **IMPOSITION OF LOCAL MANDATE**

The proposed regulations do not impose a mandate on local agencies or school districts.

### **FISCAL IMPACT ESTIMATES**

Cost to any local agency or school district requiring reimbursement under Gov. Code section 17500 et seq.: None.

Cost or savings to any state agency: This proposed rulemaking action is estimated to result in minimal additional costs to rulemaking agencies that submit File and Print and Print Only actions to OAL. Proposed section 110 clarifies that rulemaking agencies must submit a written explanatory statement that includes a specific citation to each applicable APA exemption and an explanation of how each proposed change in the proposed action falls within the scope of the cited exemption. Although many

rulemaking agencies already provide this documentation at the time of filing the action with OAL, some rulemaking agencies submit actions to OAL that are wholly or partially exempt from the APA without submitting any written documentation citing to the claimed exemption(s). As the state agency with oversight over and responsibility for publication of and integrity of the CCR, OAL has a duty to ascertain what the rulemaking agency claims as an applicable APA exemption and determine whether the proposed change(s) fall within the scope of the claimed exemption(s).

While the preparation of this explanatory statement, which typically averages one page in length, may require use of agency staff time and resources, the amount of time and resources spent preparing the written explanatory statement in advance of submission to OAL is likely offset by the decrease in time the same agency staff would have otherwise spent discussing the scope and application of the claimed exemption(s) with the OAL reviewing attorney during OAL's review of the action.

No new positions are required and no positions will be eliminated as a result of compliance.

Additionally, OAL's regulations regarding the use of OAL's eSubmissions Portal took effect on April 1, 2026. This means rulemaking agencies may submit their File and Print and Print Only actions to OAL electronically, regardless of the size of the submission. As such, there are no anticipated costs of printing, paper, or ink with respect to submission of the aforementioned actions.

Other non-discretionary cost or savings imposed upon local agencies: None.

Cost or savings in federal funding to the state: None.

## **SIGNIFICANT ADVERSE ECONOMIC IMPACT ON BUSINESS**

This proposal will not have a significant, statewide adverse economic impact directly affecting business, including the ability of California businesses to compete with businesses in other states. There are no obligations imposed on any private sector businesses in connection with this proposed rulemaking action. This proposed rulemaking action clarifies the process to be utilized by executive branch state agencies when submitting File and Print and Print Only actions to OAL.

## **RESULTS OF THE ECONOMIC IMPACT ASSESSMENT**

Creation of Jobs in California: None.

Elimination of Jobs in California: None.

Creation of New Businesses in California: None.

Elimination of Existing Businesses in California: None.

Expansion of Businesses Currently Doing Business within California: None.

Benefits of the Regulation to the Health and Welfare of California Residents, Worker Safety, and the State's Environment: This proposed rulemaking action benefits the general welfare of California residents and businesses by promoting openness and transparency in government and providing for greater efficiency of governmental operations. Pursuant to Government Code section 11346.5(a)(10), this proposed rulemaking action will not affect worker safety or the State's environment.

### **COST IMPACTS ON REPRESENTATIVE PRIVATE PERSONS OR BUSINESSES**

OAL is not aware of any cost impacts that a representative private person or business would necessarily incur in reasonable compliance with the proposed rulemaking action.

### **BUSINESS REPORT**

The proposed rulemaking action does not require a report to be made by business.

### **HOUSING**

There will be no effect on housing costs.

### **DETERMINATION OF EFFECT ON SMALL BUSINESS**

The proposed regulations will have no effect on small business. OAL has reached this determination because the proposed regulations apply to executive branch state agencies. Therefore, small businesses are not legally required to comply with or enforce the regulations, derive a benefit from the enforcement of the regulations, nor incur a detriment from the enforcement of the regulations. The only tangential benefit to small businesses derived from this rulemaking action is openness and transparency in government.

### **CONSIDERATION OF ALTERNATIVES**

In accordance with Government Code section 11346.5, subdivision (a)(13), OAL must determine that no reasonable alternative it considered or that has otherwise been identified and brought to its attention would be more effective in carrying out the purpose for which the action is proposed, as effective and less burdensome to affected private persons than the proposed action, or would be more cost effective to affected private persons and equally as effective in implementing the statutory policy or other provision of law.

## **CONTACT PERSON**

Inquiries concerning this proposed rulemaking action may be directed to:

Mark Storm  
Office of Administrative Law  
300 Capitol Mall, Suite 1250  
Sacramento, CA 95814  
(916) 323-4217  
[Mark.Storm@oal.ca.gov](mailto:Mark.Storm@oal.ca.gov)

The backup contact person for these inquiries is:

Lindsey McNeill  
Office of Administrative Law  
300 Capitol Mall, Suite 1250  
Sacramento, CA 95814  
(916) 323-6820  
[Lindsey.McNeill@oal.ca.gov](mailto:Lindsey.McNeill@oal.ca.gov)

## **AVAILABILITY OF STATEMENT OF REASONS, TEXT OF PROPOSED REGULATIONS, AND RULEMAKING RECORD**

OAL will make the entire rulemaking record available for inspection and copying throughout the rulemaking process at its office at the above address. As of the date this notice is published in the Notice Register, the rulemaking record consists of the Notice of Proposed Action, the proposed text of the regulations, the Initial Statement of Reasons, and the STD. 399. Please direct requests to inspect or copy the rulemaking record to the contact person(s) listed above.

## **AVAILABILITY OF CHANGED OR MODIFIED TEXT**

After considering all timely and relevant comments received, OAL may adopt the proposed regulations substantially as described in this notice. If OAL makes modifications that are sufficiently related to the originally proposed text, it will make the modified text (with the changes clearly indicated) available to the public for at least 15 days before adopting the regulations as revised. Please direct requests for copies of any modified regulations to the contact person(s) listed above. If substantive modifications are made, OAL will accept written comments on the modified regulations for at least 15 days after the date on which they are made available.

**AVAILABILITY OF FINAL STATEMENT OF REASONS**

Upon its completion, OAL will make copies of the Final Statement of Reasons available. Please direct requests for copies to the contact person(s) listed above.

**AVAILABILITY OF DOCUMENTS ON THE INTERNET**

Copies of the Notice of Proposed Action, the Initial Statement of Reasons, the proposed text of the regulations in underline/strikeout format, as well as other rulemaking documents as they are completed, may be accessed via OAL's website at [www.oal.ca.gov](http://www.oal.ca.gov).