

CALIFORNIA DEPARTMENT OF JUSTICE

TITLE 11. LAW

DIVISION 1. ATTORNEY GENERAL

CHAPTER 4. REGULATIONS ADOPTED PURSUANT TO THE SUPERVISION OF TRUSTEES AND FUNDRAISERS FOR CHARITABLE PURPOSES ACT

and

CHAPTER 4.6. NONPROFIT RAFFLE PROGRAM REGULATIONS CHAPTER 9 OF PART 1, TITLE 9, PENAL CODE (SECTION 320.5, PENAL CODE)

and

CHAPTER 10. BUREAU FOR PRIVATE AND POSTSECONDARY EDUCATION EXEMPTION VERIFICATION

NOTICE OF PROPOSED RULEMAKING

Notice published May 1, 2026

The Department of Justice (Department) proposes to amend sections 300, 301, 302, 303, 305, 306, 311, 313, 411, 415, 416, 420, and 940 of title 11, division 1, chapters 4, 4.6, and 10 of the California Code of Regulations concerning online filing with the Attorney General's Registry of Charities and Fundraisers (Registry).

PUBLIC HEARING

The Department has not scheduled a public hearing on this proposed regulatory action. However, the Department will hold a hearing if it receives a written request for a public hearing from any interested person, or their authorized representative, no later than 15 days before the close of the written comment period.

WRITTEN COMMENT PERIOD

Any interested person or their authorized representative may submit written comments relevant to the proposed regulatory action. The written comment period closes on **June 16, 2026, at 5:00 p.m.** Only written comments received by that time will be considered. Please submit written comments to:

Department of Justice
Office of the Attorney General
Charitable Trusts Section
Attn.: D. Eldan, Deputy Attorney General
300 S. Spring St., Suite 1702
Los Angeles CA 90013
Telephone: (213) 269-6041
Facsimile: (916) 731-2145
charities.regulations@doj.ca.gov

NOTE: Written and oral comments, attachments, and associated contact information (e.g., address, phone, email, etc.) become part of the public record and can be released to the public upon request.

AUTHORITY AND REFERENCE

Authority: Section 94874.1, Education Code; Sections 12585, 12586, 12587, and 12599.10, Government Code; and Section 320.5, Penal Code.

Reference: Section 5227, Corporations Code; Section 94874.1, Education Code; Sections 12581, 12582, 12582.1, 12583, 12584, 12585, 12586, 12587, 12594, 12598, 12599, 12599.1, 12599.2, 12599.3, 12599.5, 12599.8, 12599.9, and 12599.10, Government Code; and Section 320.5, Penal Code.

INFORMATIVE DIGEST/POLICY STATEMENT OVERVIEW

Summary of Existing Laws and Regulations:

The Supervision of Trustees and Fundraisers for Charitable Purposes Act (Act) provides the Attorney General with enforcement and supervisory powers over all charitable corporations, unincorporated associations, trustees, and other legal entities holding property for charitable purposes, commercial fundraisers for charitable purposes, fundraising counsel for charitable purposes, commercial coventurers, and charitable fundraising platforms. (Gov. Code, § 12580 et seq.) The Act establishes the Registry, which is administered by the Department. (Gov. Code, § 12587.1.) The Attorney General is authorized to make rules and regulations regarding the Act. (Gov. Code, §§ 12586, subd. (b), 12587.)

Organizations and persons subject to the Act are required to register, file periodic reports with, and pay specified fees to the Registry. (Gov. Code, §§ 12585, subd. (a), 12586, 12599, 12599.1, 12599.2.) Charitable corporations, unincorporated associations, and trustees subject to the Act (collectively, Charities) must register within 30 days of first receiving property, and must renew their registration and file reports annually thereafter. (Gov. Code, §§ 12585, subd. (a), 12586; Cal. Code Regs., tit. 11, §§ 300-307.) Commercial fundraisers for charitable purposes, fundraising counsel for charitable purposes, and commercial coventurers (collectively, Professional Fundraisers) must register, renew their registration and file reports annually thereafter, and file notices of intent to commence solicitation activities on behalf of their charitable organization clients. (Gov. Code, §§ 12599, 12599.1, 12599.2; Cal. Code Regs., tit. 11, § 313.)

Section 320.5 of the Penal Code provides that eligible nonprofit organizations may conduct raffles for beneficial or charitable purposes. Eligible nonprofit organizations conducting raffles (Raffle Fundraisers) must register with the Registry, pay a fee, and file annual reports on its raffle activities. (Pen. Code, § 320.5; Cal. Code Regs., tit. 11, § 415 et seq.)

Section 94874.1 of the Education Code provides that the Bureau for Private Postsecondary Education cannot verify the exemption of, or contract to handle complaints for, nonprofit

institutions (Nonprofit Schools) that operated as for-profit institutions, unless the Attorney General has first verified specified information regarding the nonprofit institutions. In order to request such verification from the Attorney General, a nonprofit institution must file an “Application for Verification” with the Registry. (Ed. Code, § 94874.1, subd. (a); Cal. Code Regs., tit. 11, § 940.)

Effect of the Proposed Rulemaking:

Charities, Professional Fundraisers, Raffle Fundraisers, and Nonprofit Schools (collectively, Charities and Fundraisers or registrants) will be required to submit filings and payments to the Registry online, rather than using paper documents and paper checks, except as otherwise required or permitted. Additional revisions in the rulemaking add clarity to existing regulatory requirements.

Anticipated Benefits of the Proposed Regulations:

Mandating online filing through rulemaking will allow the Registry to eliminate manual, time-consuming document-management tasks necessitated by paper filing (e.g., opening envelopes, removing staples, scanning documents, manually typing data into the Registry’s database). This will allow the Registry to process filings more quickly and accurately.

Further, the Registry’s new online filing service will prevent registrants from making errors during the filing process. The online filing service will ask registrants initial questions. Based on the answers, it will guide them to the appropriate form(s) and fields within such form(s). It will not allow a registrant to submit a form unless all required information and documents are provided, the form is signed under penalty of perjury, and the correct fee is paid. As a result, the Registry will receive a much smaller number of incomplete, inaccurate, or otherwise deficient filings, and will therefore be able to process more quickly the filings it receives.

Because fewer renewal filings will contain delinquency-causing errors, the number of delinquent registrations should be substantially reduced.

Also, the Registry currently responds to paper filings with paper correspondence sent by mail, which is slow and subject to loss in transit. By contrast, the Registry will generally respond via email to online filings, so communication will be instantaneous and more reliable. This too will contribute to faster and more efficient service by the Registry.

Mandatory online filing will confer benefits on registrants, without additional cost or burden. Registrants will no longer incur costs for paper, printer ink, and postage/delivery fees, and the related environmental costs of production and delivery will be avoided. With online payment instead of paper checks, there will be a substantially diminished incidence of insufficient fund (NSF) charges. Registrants can avoid processing fees for online payments by paying via Automated Clearing House (ACH) bank transfer. Online filing will require internet access, but such access is essentially universal today, and can be obtained free of charge at a public library or other public spaces.

The public will benefit from the Registry’s better and faster performance, and from the environmental impact from moving away from paper filing. The public also will benefit from the

instant capture of data through online filing, which will result in greater public transparency (because more data will be accessible through the Registry's publicly available Registry Search Tool) and better-informed investigatory and enforcement efforts by the Department.

Comparable Federal Regulations:

There are no existing federal regulations or statutes comparable to these proposed regulations.

Determination of Inconsistency/Incompatibility with Existing State Regulations:

The Department has determined that these proposed regulations are not inconsistent or incompatible with existing State regulations. After conducting a review for any regulations that would relate to or affect this area, the Department has concluded that these are the only regulations that concern the means by which documents are filed, and payments submitted, with the Registry, other than Section 315. Section 315 addresses, in relevant part, filing of documents and submission of payments to the Registry by charitable fundraising platforms and platform charities. Section 315 is not inconsistent or incompatible with these proposed regulations.

Forms Incorporated by Reference:

Initial Registration Form (Form CT-1, Rev. 05/2026), sec. 300, subd. (b).

Annual Registration Renewal Fee Report (Form RRF-1, Rev. 05/2026), sec. 301, subd. (b).

Annual Treasurer's Report (Form CT-TR-1, Rev. 05/2026), sec. 301, subd. (c).

Commercial Fundraiser for Charitable Purposes Annual Registration Form (Form CT-1CF, Rev. 05/2026), sec. 313, subd. (a)(1).

Registry of Charities and Fundraisers Surety Bond Form (Form CT-4CF, Rev. 05/2026), sec. 313, subd. (a)(3)(A). (Note that Form CT-4CF is incorporated by reference into section 313 but is not part of this proposed rulemaking.)

Deposit by Assignment in Lieu of Commercial Fundraiser for Charitable Purposes Surety Bond Form (Form CT-8CF, Rev. 05/2026), sec. 313, subd. (a)(3)(B)(i).

Receipt for Notice of Assignment in Lieu of Commercial Fundraiser for Charitable Purposes Surety Bond Form (Form CT-9CF, Rev. 05/2026), sec. 313, subd. (a)(3)(B)(iii).

Commercial Fundraiser for Charitable Purposes Annual Financial Report (Form CT-2CF, Rev. 05/2026), sec. 313, subd. (a)(4).

Commercial Fundraiser for Charitable Purposes/Thrift Store Operations Annual Financial Report (Form CT-2TCF, Rev. 05/2026), sec. 313, subd. (a)(4).

Commercial Fundraiser for Charitable Purposes/Vehicle Donation Program Annual Financial Report (Form CT-2VCF, Rev. 05/2026), sec. 313, subd. (a)(4).

Fundraising Counsel for Charitable Purposes Annual Registration Form (Form CT-3CF, Rev. 05/2026), sec. 313, subd. (b)(1).

Commercial Coventurer Annual Registration Form (Form CT-5CF, Rev. 05/2026), sec. 313, subd. (c)(1).

Commercial Coventurer Annual Financial Report Form (Form CT-6CF, Rev. 05/2026), sec. 313, subd. (c)(3).

Notice of Intent to Solicit for Charitable Purposes -- Commercial Fundraiser for Charitable Purposes Form (Form CT-10CF, Rev. 05/2026), sec. 313, subd. (d).

Notice of Intent to Provide Services Related to Charitable Solicitation -- Fundraising Counsel for Charitable Purposes Form (Form CT-11CF, Rev. 05/2026), sec. 313, subd. (d).

Application for Registration/Nonprofit Raffle Program (Form CT-NRP-1, Rev. 05/2026), sec. 411, subd. (g).

Nonprofit Raffle Report (Form CT-NRP-2, Rev. 05/2026), sec. 411, subd. (h).

Application for Verification (Form CT-SCHOOL-1, Rev. 05/2026), sec. 940, subd. (a).

Other Statutory Requirements:

None.

DISCLOSURES REGARDING THE PROPOSED ACTION

The Department's Initial Determinations:

Mandate on local agencies or school districts: None.

Cost or savings to any state agency: Anticipated to be cost-neutral to Registry, with savings from online filing (e.g., greatly reduced document management and data entry) offset by increased IT cost for online filing maintenance.

Cost to any local agency or school district which must be reimbursed in accordance with Government Code sections 17500 through 17630: None.

Other non-discretionary costs or savings imposed on local agencies: None.

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

Cost impacts on representative person or business: The Department is not aware of any cost impacts that a representative private person or business would necessarily incur in reasonable compliance with the proposed action.

Significant effect on housing costs: None.

Significant, statewide adverse economic impact directly affecting businesses, including ability to compete: The Department has made an initial determination that the proposed action will not have a significant, statewide adverse economic impact directly affecting businesses, including the ability of California businesses to compete with businesses in other states.

Results of the Economic Impact Assessment (EIA):

The Department concludes that it is:

- (1) Unlikely that the proposal will create or eliminate jobs within the state;
- (2) Unlikely that the proposal will create new businesses or eliminate existing businesses within the state; and
- (3) Unlikely that the proposal will result in the expansion of businesses currently doing business within the state.

The Department also concludes that:

- (1) The proposal will benefit the health and welfare of California residents by:
 - Increasing the efficiency and quality of services provided by the Registry, resulting in more effective regulation of Charities and Fundraisers, and protection of charitable assets in California for the benefit of California charitable beneficiaries; and
 - Eliminating the environmental harm of large quantities of paper filed with the Registry, and of fossil fuel consumption to deliver paper documents to the Registry.
- (2) The proposal has no effect on worker safety, as it simply mandates filing online with the Registry rather than filing of paper documents.
- (3) The proposal will benefit the state's environment by reducing substantially the number of paper documents filed with the Registry, which will result in less consumption of paper to produce such documents and in lower consumption of fossil fuels to deliver paper documents to the Registry.

Business report requirement: None.

Small business determination:

The Department has determined that the proposed action affects small businesses.

CONSIDERATION OF ALTERNATIVES

Government Code section 11346.5, subdivision (a)(13), requires that the Department must determine that no reasonable alternative considered by the Department, or that has otherwise been identified and brought to the attention of the Department, would be more effective in carrying out the purpose for which the action is proposed or would be 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 effective in implementing the statutory policy or other provision of law. The Department invites interested persons to submit alternatives with respect to the proposed regulations during the written comment period.

The Department has determined that the proposed regulations are the most effective way to move from paper-based filing to online filing. There is no less burdensome or more cost-effective alternative to online filing. Online filing will impose no burden or cost on filers. They will avoid the cost and burden of the existing paper filing system (e.g., costs of paper, printer ink, postage/delivery fees). It will not require purchase of software or any other device or product. Filing fees can be paid online, without charge to the filer, via ACH bank transfer. Online filing requires access to the internet, but this is essentially universal today (and can generally be obtained for free, if necessary, at public libraries).

CONTACT PERSONS

Inquiries concerning the proposed administrative action may be directed to:

Department of Justice
Office of the Attorney General
Charitable Trusts Section
Attn.: D. Eldan, Deputy Attorney General
300 S. Spring St., Suite 1702
Los Angeles CA 90013
Telephone: (213) 269-6041
Facsimile: (916) 731-2145
charities.regulations@doj.ca.gov

Questions regarding procedure, comments, or the substance of the proposed action should be addressed to the above contact person. In the event the contact person is unavailable, inquiries regarding the proposed action may be directed to the following backup contact person:

Department of Justice
Attn.: Marlon Martinez
300 S. Spring Street, Suite 1702
Los Angeles, CA 90013
(213) 269-6437
regulations@doj.ca.gov

AVAILABILITY OF STATEMENT OF REASONS, TEXT OF PROPOSED REGULATIONS, AND RULEMAKING FILE

The Department will have the entire rulemaking file available for inspection and copying throughout the rulemaking process upon request to the contact person above. As of the date this Notice of Proposed Rulemaking (Notice) is published in the Notice Register, the rulemaking file consists of this Notice, the Text of Proposed Regulations (the “express terms” of the regulations), the Initial Statement of Reasons, and any information upon which the proposed rulemaking is based. The text of this Notice, the express terms, the Initial Statement of Reasons, and any information upon which the proposed rulemaking is based are available on the Department’s website at <https://oag.ca.gov/regulations>. Please refer to the contact information listed above to obtain copies of these documents.

AVAILABILITY OF CHANGED OR MODIFIED TEXT

After the Department analyzes all timely and relevant comments received during the 45-day public comment period, the Department will either adopt these regulations substantially as described in this notice or make modifications based on the comments. If the Department makes modifications which 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 the Department adopts the regulations as revised. Please send requests for copies of any modified regulations to the attention of the name and address indicated above. The Department will accept written comments on the modified regulations for 15 days after the date on which they are made available.

AVAILABILITY OF THE FINAL STATEMENT OF REASONS

Upon its completion, a copy of the Final Statement of Reasons will be available on the Department’s website at <https://oag.ca.gov/regulations>. Please refer to the contact information included above to obtain a written copy of the Final Statement of Reasons.

AVAILABILITY OF DOCUMENTS ON THE INTERNET

Copies of the Notice of Proposed Rulemaking, the express terms, the Initial Statement of Reasons, and any information upon which the proposed rulemaking is based are available on the Department’s website at <https://oag.ca.gov/regulations>.