

CALIFORNIA PRIVACY PROTECTION AGENCY

TITLE 11. LAW

DIVISION 6. CALIFORNIA PRIVACY PROTECTION AGENCY

CHAPTER 3. DATA BROKER REGISTRATION

FINAL STATEMENT OF REASONS AND UPDATE TO INFORMATIVE DIGEST

Subject Matter of Proposed Regulations: Accessible Deletion Mechanism

Sections Affected: California Code of Regulations (CCR), title 11, sections 7601, 7602, 7603, 7604, 7610, 7611, 7612, 7613, 7614, 7615, 7616, 7620, 7621, and 7622.

BACKGROUND

On October 10, 2023, the Governor signed Senate Bill (SB) 362, also known as the Delete Act, into law. (Civ. Code, section 1798.99.80.) The Delete Act requires the California Privacy Protection Agency (Agency) to maintain a public informational internet website providing data brokers' registration information (Data Broker Registry). In addition, the Agency must develop and maintain an accessible deletion mechanism that allows a consumer, through a single verifiable consumer request, to request that every data broker in the Data Broker Registry delete personal information related to that consumer held by the data broker or associated service provider or contractor. Civil Code section 1798.99.87, subdivision (a) provides that the Agency may adopt regulations to implement the Delete Act. The Agency has developed the accessible delete mechanism, known as the Delete Request and Opt-Out Platform ("DROP") system, and through this rulemaking action adopted implementing regulations.

On April 25, 2025, the Agency issued and published its Notice of Proposed Rulemaking, which began the 45-day comment period for proposed regulations related to the DROP. The comment period ended on June 10, 2025, the same date on which the Agency held a public comment hearing regarding the proposed regulations. On July 31, 2025, the Agency issued its Notice of Modifications to Text of Proposed Regulations and began its 15-day comment period. The public comment period ended on August 18, 2025. After a review of all comments submitted on the proposed regulations, the Agency determined that no further substantive changes would be made to the proposed regulations. The regulations were adopted by the California Privacy Protection Agency Board on September 26, 2025.

UPDATE TO INFORMATIVE DIGEST

In response to public comments and further consideration, the Agency determined that there were several necessary sufficiently related modifications to the regulations as initially proposed, which were implemented in the adopted regulations.

In Article 1, the Agency modified section 7601, subsection (g) to remove the words “extra” and “foreign” and include the phrase “non-English” to clarify the definition.

The Agency also modified provisions of Article 2. Section 7610, subsection (a)(2)(D) has been amended to include the phrase “including any website address through which it offers or provides data broker services,” while section 7611, subsection (a)(3) has been modified to include the phrase “unless the data broker has already paid a registration fee that calendar year” to clarify that the access fee is only applicable if a registration fee has not been paid during that calendar year.

Section 7613 has been modified to include additional clarity on data standardization for comparison of the Agency’s delete lists and the data broker’s records, including a provision in subsection (a)(1)(A)(ii) to convert non-English language characters to the closest matching English language characters and not to remove special characters from email addresses. The Agency has also provided specific instructions and illustrative examples for formatting date of birth, zip code, and phone number, in new subsections (a)(1)(A)(iii) through (v). The word “and” has been removed and subsection (a)(1)(A) has been renumbered to account for the new subsections. Additionally, a provision clearly stating that data standardization is only required for purposes of the data comparison required by the regulations has been included within new subsection (a)(1)(C).

In subsection (a)(2)(A), the Agency has provided specific instructions on how the data broker must hash the information from their records for comparison purposes, included an illustrative example, and removed the 50% match threshold, which results in a 100% consumer identifier match threshold for deletion to be required.

Subsection (b)(1)(B) has been modified to contain the phrase “except when necessary to comply with subsection (c) of this section.” Subsection (b)(2) was deleted and the requirement related to deletion by service providers and contractors moved to new subsection (d).

Subsection (c) was modified to add the phrase “by comparing any newly collected records with deletion lists before new personal information is sold or shared,” and remove the last sentence, which states “A data broker must not use such personal information for any other purpose,” as that requirement is already included elsewhere.

The provision related to service providers and contractors was moved to be its own subsection; new subsection (d). Subsection (e) was also added and affirmatively states that data brokers may share personal information necessary for service providers and contractors to comply with

the requirements of the section. The Agency also renumbered and made minor grammatical changes in the section.

Section 7614 has been modified to include subsection (a)(1) that requires if the data broker matches a consumer identifier found in newly collected personal information after previously not matching the consumer identifier, as described in section 7613, subsection (c), the data broker must report the new status of the deletion request with respect to the consumer in the next access session following the match. The word “matched” was added to subsection (b)(2)(B) to clarify it is applicable just to all matched consumers, not all consumers. Subsection (b)(2)(D)(i), which contained a 50% match threshold, and subsection (b)(3), which required reporting of each identifier separately in a multiple identifier list, have both been removed as they are no longer needed or are inconsistent with other provisions that have been revised.

Section 7615, subsection (a)(1) has been modified to require data brokers to notify the Agency it is no longer a data broker within 45 days. The words “reactivate its” have been replaced with “create a new” in subsection (b).

In Article 4, section 7620, subsection (a) has been amended to indicate that California residency will be verified, rather than indicating that verification of California residency may be required. The Agency has also modified section 7621, subsection (a) to include a provision that allows an authorized agent to aid a consumer with a deletion request after the consumer has their residency verified.

There were no other substantial changes in applicable laws or to the effect of the proposed regulations from the laws and effects described in the Notice of Proposed Regulatory Action.

UPDATE TO INITIAL STATEMENT OF REASONS

Pursuant to Government Code section 11346.9, subdivision (d), the Agency hereby incorporates the Initial Statement of Reasons (“ISOR”) prepared in this rulemaking. Unless a specific basis is stated for any modification to the regulations as initially proposed, the necessity for the adoption of new regulations as set forth in the ISOR continues to apply to the regulations as adopted.

All modifications from the initial proposed text of the regulations, including non-substantial changes, are summarized below. A “non-substantial change” is one that clarifies without materially altering the requirements, rights, responsibilities, conditions or prescriptions contained in the original text. (Cal. Code Regs., tit. 1, section 40.) Unless specifically noted otherwise, all subsection references refer to the current subsection reflected in the final regulations text submitted to the Office of Administrative Law (“OAL”) in connection with this rulemaking package. All references to regulations are to Title 11 of the California Code of Regulations.

§ 7601. Definitions.

Section 7601, subsection (g) has been modified to remove the words “extra” and “foreign” and include the phrase “non-English.” Data brokers are required to standardize the format of their data for purposes of complying with the Delete Act and its implementing regulations to determine if the delete request information matches consumer information in data broker records. Removing the term “extra” adds clarity so that it is understood all spaces should be removed, not just those the data broker deems extra, which could be a method to avoid a match and avoid a delete request. Additionally, the DROP information will be maintained in English, the term “non-English” is more specific than “foreign”, thus increasing clarity. The removal of these characters is a necessary technical measure to enhance data privacy, security, and integrity, which honors individual consumer’s delete requests and will help to prevent unauthorized deletions.

§ 7610. Delete Request and Opt-out Platform Account Creation.

Section 7610, subsection(a)(2)(D) has been amended to include the phrase “including any website address through which it offers or provides data broker services.” This is necessary because many data brokers maintain more than one website or are affiliated with other companies that actually hold the data for the business. This makes it difficult for consumers to know which businesses are in possession of their personal information. This clarification will allow consumers to more effectively exercise their rights pursuant to the Delete Act.

§ 7611. Data Brokers Who Begin Operating After Registration Period.

Section 7611, subsection (a)(3) has been modified to include the phrase “unless the data broker has already paid a registration fee that calendar year.” The public comments received in the initial (45-day) comment revealed confusion about whether a data broker would be required to pay both a registration fee and a first-time access fee in the same calendar year.

Although the Agency’s establishment of these fees is exempted from the Administrative Procedure Act (*see* Civil Code section 1798.99.87, subdivision (b)), the regulations include establishment of the access fees, which the Agency seeks to have filed and printed within its adopted regulations. The access fee is calculated by prorating the registration fee by 12 months and calculating the number of months left in the year starting with the month that the data broker accesses the DROP for the first time. This is necessary because the Agency must collect fees to support the costs of establishing, maintaining, and providing access to the DROP. The access fee will account for use of the DROP by first-time data brokers that are required to begin accessing the DROP before they are required to register under the law. The access fee includes the prorated amount plus an additional 2.99% associated third party fee for processing electronic payments. Data brokers are required to pay the access fee in the same manner as the annual registration fee. This is necessary for consistency and efficiency in the payment of fees to the Agency.

§ 7613. Processing Deletion Requests.

Section 7613, subsection (a)(1)(A) has been modified to include additional clarity on data standardization for comparison of the Agency's deletion lists and the information in the data broker's records. The modifications include a provision in subsection (a)(1)(A)(ii) to convert non-English language characters to the closest matching English language characters and not to remove special characters from email addresses. The DROP information will be maintained in English; thus, it is necessary to inform data brokers how to address these characters in the information they maintain. Additionally, data brokers must remove special characters from their records for comparison. However, commenters expressed concern about altering email addresses to standardize data and the Agency has further developed the DROP system such that special and extraneous characters will no longer need to be removed from email addresses. This provision is necessary to provide clear direction to data brokers about how to treat email addresses in their records. Subsections (a)(1)(A)(iii)-(v), which provide specific instructions and illustrative examples for formatting date of birth, zip code, and phone number, have been added to provide further clarity to the data standardization requirement and ensure the data broker's information format is compatible with the format used in the DROP system.

All of these modifications to section 7613, subsection (a)(1)(A) are necessary for the success of the system generally because all personal information transmitted to data brokers will be hashed as a privacy and security feature, and data brokers will need to hash their data sets for purposes of comparing and matching consumer identifiers. Hashed identifiers will only match if the underlying personal information is identical to what appears in the Agency-generated deletion lists. Variation of even a single character within a given identifier will result in transmitted identifiers not matching with what's in a data broker's own records. These measures will therefore increase the likelihood of an accurate match between the data broker's records and the DROP deletion list, while minimizing erroneous deletions. The Agency has determined that the consistency achieved through standardization will be more effective and efficient than allowing data brokers to use different methods, which more closely aligns with the purpose of the Delete Act.

Section 7613, subsection (a)(1)(A) has also been renumbered to account for the modifications and "and" has been removed from section 7613, subsection (a)(1)(A)(ii) for grammatical purposes.

Additionally, a provision clearly stating that data standardization is only required for purposes of the data comparison required by the regulations has been added through new subsection (a)(1)(C). Commenters expressed concern about the Agency requiring that they maintain their data in a specific format; thus, this provision is necessary to clarify that the data must only be temporarily formatted as required by the regulations for the purpose of comparing data broker

records with the DROP deletion lists. Data brokers may also maintain their data, whether it is subject to the Delete Act or not, in any format of their choosing.

In subsection (a)(2)(A), the Agency has provided specific instructions on how the data broker must hash the information from their records when a deletion list contains a combination of identifiers (e.g. name, date of birth, and zip code) and included an illustrative example. This is necessary to achieve consistency in standardization for the reasons described above. Furthermore, to protect the privacy of the consumer information provided to data brokers, the Agency will provide the data in a hashed form, which allows for the comparison of data without revealing the underlying personal information. Providing data in this format is necessary to transfer the data via a method that balances privacy, security, and functionality. The Agency notes the alternatives to hashing suggested by commenters, but the Agency has determined that hashing is a widely used, secure, and accessible method of protecting data.

Additionally, the Agency has removed the 50% matching threshold from subsection (a)(2)(A). Commenters expressed concern that this threshold was too low and would increase the chances of data broker's deleting the information of consumers that did not request such deletion. For example, when multiple consumers have the same name and address, a 50% match threshold could result in all those consumers having their information opted out from sale or sharing. The Agency has further developed the DROP system to remove this threshold and instead require 100% matching of consumer identifiers on a deletion list before a deletion request must be processed. This is necessary to ensure a more precise match between the DROP and data broker records, which will reduce the likelihood of erroneous deletions.

Subsection (b)(1)(B) has been modified to contain the phrase "except when necessary to comply with subsection (c) of this section." This phrase is necessary to clarify that a data broker must maintain the consumer information provided by the Agency through the DROP when the information does not match with any of their existing consumer records. This is necessary to comply with section 7613, subsection (c) of the regulations, which requires data brokers to monitor any newly collected data sets for personal information relating to a consumer who previously submitted a deletion request to ensure ongoing compliance with the law. Without this phrase, a data broker may not realize that they need to maintain the deletion lists for consumers who did not have a match with their own records in order to stay compliant with the Delete Act. Finally, the requirement originally contained in subsection (b)(2) has been moved to new subsection (d) and subsection (b)(2) has been deleted. This is necessary to improve clarity and readability of the section.

Subsection (c) was modified to add the phrase "by comparing any newly collected records with deletion lists before new personal information is sold or shared," and remove the last sentence, which states "A data broker must not use such personal information for any other purpose." The phrase about comparing newly collected records with deletions lists before selling or sharing new personal information is necessary to provide clarity to data brokers about what they must do with the retained data to comply with Civil Code section 1798.99.86, subdivision (d), which will increase compliance and facilitate the ongoing execution of the deletion request.

Specifically, this is necessary to ensure a data broker that processed a deletion request for a consumer, and found no personal information about the consumer, continues to honor the deletion request by deleting personal information about that consumer if the data broker ever finds personal information about the consumer from newly collected records at a later time. The last sentence was removed as unnecessary in light of section 7616, subsection (a), which already speaks to the allowable use of consumer information provided by the Agency through the DROP.

The Agency added subsection (d), which contains the requirement that data brokers must direct service providers and contractors to comply with the delete request previously contained in subsection (b)(2) and added that phrase “in accordance with Civil Code section 1798.99.86, subdivisions (c) and (d). This is necessary to improve clarity and readability of the section.

In response to comments that expressed concerns about how data brokers can facilitate the requirement for their service providers and contractors to effectuate the delete requests, subsection (e) was added to affirmatively state that data brokers may share personal information necessary for service providers and contractors to comply with the requirements of the section. This is necessary for clarity and to ensure that service providers and contractors are provided with the necessary information to comply with the deletion request.

The Agency also renumbered and made minor grammatical changes in the section.

§ 7614. Reporting Status of Deletion Requests.

Section 7614, subsection (a)(1) has been modified to indicate a business’s obligations to report statuses following the modifications to section 7613, subsection (c). The amendment is necessary to clarify that a data broker shall report any change in status when comparing any new collected records with previously received deletion requests. This amendment implements Civil Code section 1798.99.86, subdivision (b)(9), which requires that the accessible deletion mechanism allow a consumer, or their authorized agent, to verify the status of the consumer’s deletion request. This provision is necessary to ensure that the information in DROP is reporting the accurate status for consumer deletion requests.

The Agency also added the word “matched” to subsection (b)(2)(B), which is necessary to clarify that the section references all matched consumers, not all consumers.

Subsection (b)(2)(D) and subsection (b)(3) were deleted. This is necessary because they relate to requirements that have been removed or modified such that they are no longer necessary or are inconsistent with the regulatory requirements adopted by the Agency.

§ 7615. Requirements to Stop Accessing Deletion Requests from the DROP.

Section 7615 provides the process for businesses that cease operating as a data broker. Subsection (a)(1) has been modified to include a provision requiring data brokers to inform the Agency that it no longer meets the definition of data broker within 45 days. The Agency

determined that 45 days was a necessary timeline because a business that no longer operates as a data broker is not required to keep processing deletion requests through DROP; however, without notice of such changes to their business, it may appear to the Agency that the business is violating the law if it stops processing deletion requests for more than 45 days. Requiring notice on this timeline therefore will avoid unnecessary confusion and investment of resources to investigate such matters.

Additionally, the original proposed text required data brokers to reactivate their DROP account if they again start acting as a data broker after deactivating their DROP account. However, due to developments in the functionality of the DROP system, businesses will instead need to create a new DROP account in this situation. Therefore, the Agency modified subsection (b) to require creation of a new account. This is necessary for the regulatory requirements to be consistent with the functionality of the DROP system.

§ 7620. Consumer Deletion Requests.

Section 7620, subsection (a) has been modified to clarify that consumers will have their California residency verified by the Agency prior to submitting a deletion request. The original proposed text stated that consumers “may be required to have their California residency verified.” The public comments received in the initial (45-day) comment period revealed confusion about the effect of a consumer request without verification of the consumer’s residency. Therefore, the Agency determined that it will verify residency prior to the submission of the deletion request. The amendment is necessary to assure data brokers that a DROP request will be submitted from a California resident and to implement Civil Code section 1798.99.86, subdivisions (a)(2) and (b)(3).

Adopt § 7621. Authorized Agents.

Section 7621, subsection (a) has been modified to clarify that an authorized agent may aid in a consumer’s deletion request after the consumer has their residency verified in accordance with the modifications to section 7620, subsection (a). The public comments received in the initial (45-day) comment period revealed confusion about the effect of a consumer request that had not had its consumer residency verified and how an authorized agent may interact with the request. The amendment is necessary to assure data brokers that a DROP request will be submitted from a California resident before authorized agents may aid in a request and to implement Civil Code section 1798.99.86, subdivisions (a)(2), (b)(3), and (b)(8).

Section 7621, subsection (a), has also been modified to clarify that it refers to section 7620(a), instead of section 7260, subsection (a). Section 7260, subsection (a) does not exist in the regulations and therefore incorrectly cross-references to that section.

NON-DUPLICATION

Two sections of the regulations repeat or rephrase in whole or in part a state or federal statute or regulation. This was necessary to satisfy the clarity standard set forth in Government Code section 11349.1, subdivision (a)(3).

First, in section 7613, subsection (d), that Agency has included the requirement found in Civil Code section 1798.99.86, subdivisions (c)(1)(C) and (D) related to service providers and contractors effectuating the delete request. If the regulations did not contain these requirements they would lack clarity as the data brokers, service providers, and contractors would have to consult both the statute and regulations to understand the breadth of the requirements applicable to those who are not subject to the Delete Act directly, but rather based on their activities on behalf of another business subject to the Delete Act. Including the requirements in one place assists data broker with identifying these obligations for their service providers and contractors, who would otherwise not be familiar with the Delete Act and its regulations, and in turn, will increase compliance from these third-parties.

Second, in section 7616, subsection (b), the Agency requires data brokers to implement and maintain reasonable security procedures and practices, a requirement also found in Civil Code section 1798.99.86, subdivision (a)(1). Including this requirement in the regulations increases compliance with the provisions of the Delete Act and its implementing regulations. Having all the information related to how a data broker must maintain and handle the data provided by the Agency through the DROP minimizes confusion and increases compliance. The Delete Act imposes requirements on data brokers, but is not a licensing scheme wherein licensees are familiar with additional requirements that compliment the statutory requirements being contained in regulations. As the DROP is a brand-new concept in California's regulation of data brokers, assisting them by simplifying where they can find all of their new obligations together, will limit confusion and allow data brokers to focus on substantive compliance with the requirements.

TECHNICAL, THEORETICAL, OR EMPIRICAL STUDIES, REPORTS, OR SIMILAR DOCUMENTS RELIED UPON

No additional documents have been relied upon.

INCORPORATION BY REFERENCE

No documents have been incorporated by reference.

LOCAL MANDATE DETERMINATION

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

SUMMARY OF COMMENTS AND AGENCY RESPONSES

Please see Appendix A containing the summaries of the comments received during the 45-day comment period and the Agency's responses and Appendix B containing the summaries of the comments received during the 15-day comment period and the Agency's responses; both of which are incorporated herein.

ALTERNATIVES THAT WOULD LESSEN ADVERSE ECONOMIC IMPACT ON SMALL BUSINESSES

No alternative proposed to the Agency that would lessen any adverse economic impact on small businesses and be as effective as the regulations was rejected by the Agency.

ALTERNATIVES DETERMINATIONS

In accordance with Government Code section 11346.9, subdivision (a)(4), as discussed in the summary of comments and Agency responses, the Agency determined that no 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 more cost-effective to affected private persons and equally effective in implementing the statutory policy or other provision of law.

The provisions adopted by the Agency are the only ones identified by the Agency that will accomplish the goal of effectively implementing the DROP. The regulations provide clarity, guidance and consistency for businesses, and balance protections for consumers' privacy with flexibility for businesses in meeting their compliance obligations.