



COST DRIVER

June 16, 2026

TO: Members, Assembly Economic Development, Growth, and Household Impact Committee

**SUBJECT: SB 1123 (WIENER): ADMINISTRATIVE PROCEDURE ACT: MAJOR REGULATIONS
OPPOSE/COST DRIVER – AS INTRODUCED FEBRUARY 17, 2026
SCHEDULED FOR HEARING – JUNE 23, 2026**

The California Chamber of Commerce and the undersigned respectfully **OPPOSE SB 1123** as introduced on February 17, 2026, as a **COST DRIVER** because it will reduce transparency when California's state

agencies pass major regulations and thereby deprive both decisionmakers and stakeholders of critical analysis in the rulemaking process.

Background: California's Standardized Regulatory Impact Assessment

The standardized regulatory impact assessment (abbreviated as "SRIA") was created with bipartisan support via 2011's SB 617 (Calderon). Since then, it has been a pillar of transparency and oversight for California regulations, helping both policymakers and stakeholders understand the costs, benefits, and long-term implications of major regulations.

Per SB 617, California agencies have been required to complete a standardized regulatory impact assessment for so-called "major regulation" (those with economic costs over \$50 million).¹ The purpose of the legislation (and SRIA analysis) was to ensure that detailed economic analysis was completed and publicly available before agencies adopted regulations that would significantly change the landscape of California. In SRIA analysis, agencies are required to broadly consider the cost and effects of the regulation and substantiate their assumptions underlying those considerations. For example, agencies must include: (1) the monetary costs of the regulation on consumers and regulated stakeholders; (2) the non-monetary benefits of the proposed regulation; (3) a list of the categories of persons and businesses likely to be affected; and (4) whether there are other, more cost-effective means to accomplish the same policy goal.²

After the agency completes the SRIA analysis, it must be submitted to the Department of Finance, who reviews the agency's methodology and conclusions to ensure that the estimates contained therein are methodologically sound, instead of speculation. In the event that an agency has made assumptions that appear incorrect and may influence its calculations, the Department of Finance can require the agency to revise their SRIA to ensure its accuracy. To be clear: any failings in the agency SRIA do not doom the regulation in any substantive way – they simply require the agency to revise its work so that accurate numbers are provided to the Department of Finance (and ultimately to the public) prior to final approval.

In the interceding 15 years, only a small sliver of California's regulations have had broad enough effect to trigger SRIA analysis. 2025 provides a helpful data point. In 2025, across all of California's agencies and regulatory processes, only 3 SRIA were completed³ and submitted to the Department of Finance.⁴

As an example, CalRecycle's rulemaking on SB 54 (Allen - 2022) – which had the incredibly broad and complicated task of creating a circular economy for single-use plastic packaging in California – was one of those three SRIA's completed and submitted to the Department of Finance in 2025. In that case, estimated costs far exceeded the \$50 million threshold, and a SRIA was required. In the 2025 SRIA, the agency provided detailed estimates of social benefits, business benefits, and economy-wide costs. Specifically, the SRIA estimated that the rulemaking package would have \$21 billion in costs, and \$53.3 billion in benefits a ten-year period.⁵ In other words – the SRIA forced the agency to provide more detailed, thorough economic analysis of both costs and benefits to policymakers and stakeholders.

SB 1123 Would Effectively End SRIA Analysis by Redefining the Triggering Economic Threshold Such That it is Rarely Triggered.

Substantively, **SB 1123** would redefine how SRIA analysis is triggered, such that a regulation would not trigger SRIA analysis if the agency asserted that the net benefits of the regulation outweighed its net costs. Notably, the benefits and costs may apply to different stakeholders – meaning one individual or industry

¹ CA Gov Code Section 11342.548. (requiring SRIA's for any regulation "that will have an economic impact on California business enterprises and individuals in an amount exceeding fifty million dollars.")

² SB 617 (Calderon – 2011) laid out the framework of SRIA analysis, and subsequent Department of Finance regulations provided agencies with greater specificity for the preparation of their SRIA's. See CCR Title 1, Section 2002.

³ Admittedly, there is a difference in counting regulations that *trigger* SRIA analysis in a given year, and the number of reports *completed* in that year – but the Dept. of Finance only sorts SRIA reports by the year of completion, so this is the closest estimate to a per-year trigger we can use.

⁴ The Department of Finance publishes all SRIA's submitted, and its responsive comments, here:

<https://dof.ca.gov/forecasting/economics/major-regulations/major-regulations-table/>

⁵ Full SRIA available at: <https://dof.ca.gov/forecasting/economics/major-regulations/major-regulations-table/>, see page 19 (costs) and page 39 (benefits).

may see a cost increase in the millions (or billions), and another stakeholder may see a benefit in the millions – but no SRIA is triggered unless the net costs exceed net benefits.

This revision would effectively eliminate the SRIA process. Any agency wishing to avoid the accountability of providing a thorough analysis of their regulation would simply need to estimate the benefits of the regulation to be higher than its cost ... and voila, no SRIA would need to be completed. Furthermore, **SB 1123** almost begs the question: what regulation would have net costs exceeding net benefits, and yet still even be proposed?

Consider the following *incredibly significant* recent regulatory packages that triggered SRIA analysis:

- **Plastic Pollution Prevention⁶ (CalRecycle)** - Estimated benefits of \$53.3 billion vs costs of \$21 billion. Because net benefits exceed net costs, No SRIA required under **SB 1123**.
- **CA Consumer Privacy Act Updates⁷ (CA Privacy Protection Agency)** - Estimated benefits of \$19 billion annually over ten years, vs upfront costs of \$3.5 billion, with \$1 billion ongoing costs. Because net benefits exceed net costs, No SRIA required under **SB 1123**.
- **Cap-and-Trade 2024 amendments⁸ (CA Air Resources Board)** - Estimated benefits in the hundreds of billions, vs costs of \$81 billion. No SRIA required under **SB 1123**.

These are exactly the sort of wide-reaching, complicated, and impactful regulations that SRIA analysis was designed to apply to: regulations with economy-wide implications that will reach decades into the future. And yet, under **SB 1123**, they would receive no such careful analysis, and no Department of Finance oversight to confirm that any estimates utilized were accurate.

An Example of the SRIA Process – CEC's Recent Tire Regulation.

An example helps show the purpose and value of the SRIA process. Presently, the CEC is working on a regulation to require new, more fuel-efficient tires for all vehicles in California starting in 2028. This proposal is known as the “Replacement Tire Efficiency Program,” and its SRIA was published in January of this year.⁹ Because this is an economy-wide regulation with costs over \$50 million, it triggered SRIA analysis – though it would not have done so if **SB 1123** was in effect.¹⁰

Notable to this committee – and its focus on household costs - the SRIA included detailed estimates related to the cost for California consumers in terms of added costs per tire for personal vehicles, and also the macro-benefits for fuel consumption and greenhouse gases.

This example regulation also shows us why it is so critical that the Department of Finance checks agency estimates as part of the SRIA process. In this case, the Department of Finance reviewed this analysis, and sent it back to the agency to revise because a number of agency assumptions did not seem to have a clear justification behind them. One notable example: the Department of Finance specifically pushed the agency to explain the basis for the agency’s estimates of consumer costs related to the new tires.¹¹

Notably, the Department of Finance reviewed this SRIA, and sent it back to the agency to clarify (among other things) what basis the agency used to estimate the costs of the newly-required tires on consumers.

SB 1123’s Core Concept – Using Speculative Net Benefits to Avoid Analysis – is Flawed.

⁶ Estimates taken from 2025 SRIA submission, available here: <https://dof.ca.gov/forecasting/economics/major-regulations/major-regulations-table/>

⁷ Estimates taken from 2024 SRIA submission, available here: <https://dof.ca.gov/forecasting/economics/major-regulations/major-regulations-table/>

⁸ Estimates taken from 2024 SRIA submission, available here: <https://dof.ca.gov/forecasting/economics/major-regulations/major-regulations-table/>

⁹ Full text available here: [https://dof.ca.gov/media/docs/forecasting/economics/major-regulations/major-regulations-table/26-TIRE-01-\(2\)-RTEP-SRIA_re-remediated.pdf](https://dof.ca.gov/media/docs/forecasting/economics/major-regulations/major-regulations-table/26-TIRE-01-(2)-RTEP-SRIA_re-remediated.pdf)

¹⁰ Because the agency estimated benefits exceeding costs over time, no SRIA would have been triggered under SB 1123.

¹¹ *Id.* At p. 2. “The SRIA must explain how CEC derived the estimates of (1) additional costs of \$6.50 for a compliant light tire (used for cars and SUVs, 81 percent of the market for replacement tires) and \$9.75 for a heavy tire (trucks and vans, 19 percent of the market) and (2) the assumptions of 100 percent compliance with phase 1 of the regulation and 90 percent for phase 2. The tire cost estimate is especially important as the regulation’s costs scale proportionately with the additional cost of a compliant tire.”

SB 1123 rests on a core concept that makes no sense in policymaking (or personal finance, for that matter): that if speculative/estimated benefits outweigh short-term net costs, then no serious analysis is needed before making a decision.

A metaphor illustrates the flaws of this new standard – buying a car. Buying a car is certainly a significant financial transaction, worthy of careful consideration. Though it has considerable costs (time invested to research a car, time to travel to and from a dealership, purchase, make a downpayment, and likely arrange a car loan), the long-term benefits should outweigh those costs (costs avoided for taxi/rideshare services, ability to reach job/social engagements, ability to transport groceries or belongings easily). Yet despite the potential for long term benefits, no one would dispute that the purchase of a car is a major purchase. Furthermore, the details underlying the assumed costs and benefits matter. What if there is, in fact, cheap and easily accessible public transit between your home and workplace? What if a similar (but slightly older) model would, in fact, be significantly cheaper and offer all the same benefits? These are all important questions to consider when making the decision and might confirm that the specific car is indeed a good decision – or they might reveal that it is not. Such research might reveal that there is, actually, a cheaper, more effective alternative vehicle.

Tying this back to **SB 1123**: Just because your initial estimates say that the benefits should outweigh the costs, does that mean the decision is less important, or less deserving of detailed analysis? Certainly not.

Yet that is exactly the core of **SB 1123** – if the agency estimates that the benefits of a regulation eventually exceed the costs, then detailed SRIA analysis to confirm those estimates is unnecessary. We firmly disagree with the policy behind this suggestion, and its practical effect – allowing agencies to avoid SRIA analysis in the vast majority of cases.

Agency Cost Estimates Reflect Potentially Significant State Costs.

Notably, Senate Appropriations Committee analysis notes potential costs in the millions of dollars to implement **SB 1123**.¹² Given that there is no immediate urgency for the change **SB 1123** proposes, we do not see why the state should voluntarily move towards such potential costs in the present budget climate.

For these reasons, we must **OPPOSE SB 1123** as a **COST DRIVER**.

Sincerely,



Robert Moutrie
Vice President for Policy Advocacy
on behalf of

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Almond Alliance, Alexi Rodriguez
American Petroleum and Convenience Store Association, Bobbie Singh-Allen, JD
Associated General Contractors of California, Felipe Fuentes
Associated General Contractors, San Diego Chapter, Felipe Fuentes
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Calforests, Matt Dias
California Apartment Association, Embert Madison
California Association of Sheet Metal and Air Conditioning Contractors National Association, Chris Walker
California Association of Winegrape Growers, Michael Miller
California Attractions and Parks Association, Sabrina Demayo Lockhart
California Building Industry Association, Karim Drissi
California Business Properties Association, Skyler Wonnacott
California Chamber of Commerce, Robert Moutrie

¹² Specifically, Senate Appropriations Committee analysis flags the following concern: “While resource requirements will vary by agency, if even a few state entities share similar needs to those of the Water Board, then the bill’s aggregate fiscal impact may reach into the millions of dollars.”

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California Framing Contractors Association, Jodi Blom
California Fuels + Convenience Alliance, Alessandra Brichetto
California Hotel & Lodging Association, Lynn S. Mohrfeld
California Landscape Contractors Association, Sandra Giarde
California League of Food Producers, Katie Little
California Manufacturers and Technology Association, Elizabeth Esquivel
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California Renewable Transportation Alliance, Nicole Rice
California Restaurant Association, Matt Sutton
California Retailers Association, Ryan Allain
California Travel Association, Emellia Zamani
California Trucking Association, Nick Chiappe
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Colusa County Chamber of Commerce, Jack Cunningham
Corona Chamber of Commerce, Tim Gramling
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Dana Point Chamber of Commerce, Vickie McMurchie
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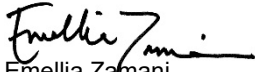
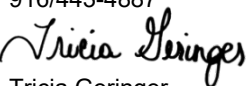
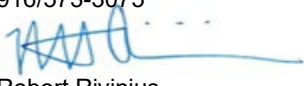
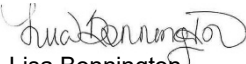
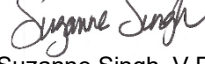
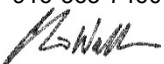
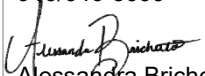
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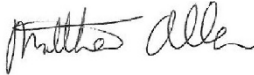
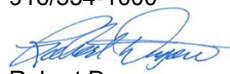
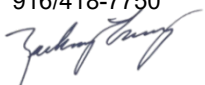
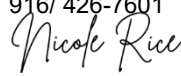
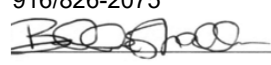
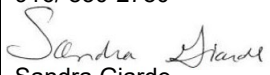
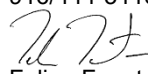
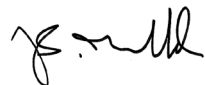
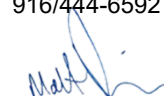
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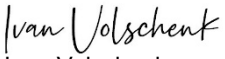
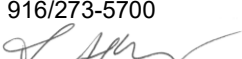
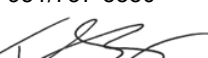
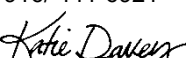
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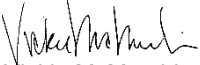
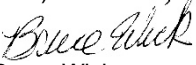
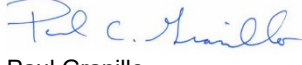
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Modesto Chamber of Comm. 1114 J St. Modesto, CA 95354 209/577-5757  Trish Christensen CEO	Greater Irvine Chamber of Comm. 36 Executive Park, Ste. 100 Irvine, CA 92614 949/502-4113  Dave Coffaro President/CEO	Los Angeles Area Chamber of Comm. 350 S Bixel St, Los Angeles, CA 90017 (213) 580-7500  Carlos Singer Chief Policy Officer
Housing Contractors of CA 1540 River Park Dr., Ste. 211 Sacramento, CA 95851 (916) 287-4419  Bruce Wick Dir., Rick Management	San Rafael Chamber of Comm. 817 Mission Ave. San Rafael, CA 94901 415/454-4163  Karen Strolla President/CEO	Inland Empire Economic Partnership 2151 E Convention Center Way Ste. 210 Ontario, CA 91764 909/942-9059  Paul Granillo President/CEO
South Bay Association of Chambers of Comm. 6475 E. Pacific Coast Hwy., Ste. 400 Long Beach, CA 90803 Phone 562/355-3825  Jeremy Harris Board Chair	Long Beach Area Chamber of Comm. 1 World Trade Center Ste.101 Long Beach, CA 90802 562/436-1251  Jeremy Harris President/CEO	Brea Chamber of Comm. 3 Pointe Drive, Ste. 103 Brea, CA 92821 714/529-3660  Lacy Schoen President/CEO
Redondo Beach Chamber of Comm, 514 N. Prospect Ave., Ste 301 Redondo Beach, CA 90277 310/ 376 - 6911  Mara Santos CEO	Torrance Area Chamber of Comm. 3480 Torrance Blvd., Ste.305 Torrance, CA 90503 (310) 540-5858  Donna Duperron President/CEO	