

Date of Hearing: April 23, 2026

ASSEMBLY COMMITTEE ON HUMAN SERVICES

Alex Lee, Chair

AB 2083 (Jackson) – As Amended April 20, 2026

SUBJECT: Moreno Valley-Perris Childcare Special District

SUMMARY: Establishes the Moreno Valley-Perris Childcare Special District (District) as a five-year pilot to expand childcare capacity and access, structured as a dependent special district and governed by a multi-agency board with authority to plan, fund, and administer childcare services, partner with local entities, and support workforce and facility development. Authorizes the District to designate, contract with, or operate childcare facilities, requiring the use of union-represented childcare workers, and to seek voter approval for long-term funding. Requires the District to either dissolve or pursue permanent formation through the Local Agency Formation Commission (LAFCO) after the pilot period. Specifically, **this bill:**

- 1) Establishes the Moreno Valley-Perris Childcare Special District for a period of five years.
- 2) Provides that the purpose of the District is to do both of the following:
 - a) Expand childcare capacity and access through the development, coordination, and operation of universal childcare programs, including, but not limited to, home-based and center-based care, with childcare services available 24 hours per day, seven days per week; and,
 - b) Establish the District as a dependent special district, rather than an independent special district, to reduce administrative complexity and reliance on county-level administration for certain functions.
- 3) Provides that the District boundaries are the incorporated area of the City of Moreno Valley, the incorporated area of the City of Perris, and, in order to account for future annexations and population growth, the officially adopted spheres of influence for each city as determined and updated by LAFCO.
- 4) Authorizes LAFCO spheres of influence maps that were in existence on the date this bill becomes operative to be used to prepare initial District boundary maps.
- 5) Requires a licensed land surveyor to prepare a legal description of the District boundaries using metes and bounds.
- 6) Requires the District to be governed by a board of five members, with one member appointed by each of the following: the City of Moreno Valley; the City of Perris; the Val Verde Unified School District; the Moreno Valley Unified School District; and, the Perris Elementary School District.
- 7) Requires the term for each member of the governing board to be an unspecified number of years.
- 8) Requires each appointing authority to establish procedures for removing members from office and for filling vacancies.

- 9) Requires the board of the District to do all of the following:
 - a) Vote on all matters related to the operation of the District;
 - b) Approve policies regarding all of the following: new childcare development; partnerships and contracts; service delivery models; and, budgeting and funding strategies;
 - c) Ensure the District's compliance with all applicable state and local laws;
 - d) Develop and submit a plan of services to LAFCO that details all of the following: the scope of childcare services; the hours of operation, including care that is available 24 hours per day, seven days per week; the governance and management structure; and, funding sources and sustainability;
 - e) Meet established deadlines for securing funding; and,
 - f) Adopt budgets and financial controls, consistent with dependent special district requirements.
- 10) Authorizes the board of the District to do all of the following:
 - a) Hire a general manager to oversee daily operations and report to the board;
 - b) Establish recruitment and hiring processes, consistent with best practices established by the California Special Districts Association; and,
 - c) Budget for compensation and administrative costs.
- 11) Authorizes the District to do all of the following:
 - a) Designate, contract with, or directly operate child daycare facilities, as defined in state law. Requires the District, if the District exercises its authority, to only contract with or employ union childcare workers, to the extent that there exists a union representing that category of childcare worker;
 - b) Support the development of new childcare programs for children 10 years of age and younger;
 - c) Coordinate with school districts, county agencies, First 5 California, local First 5 commissions, and other public or nonprofit partners; and,
 - d) Address related childcare needs, including, but not limited to, workforce training, facilities planning, and service integration.
- 12) Authorizes initial funding for the District to be provided by the entities identified in 6) above, to support startup and administrative costs, including, but not limited to, District formation, planning and staffing, and preparation of the plan of services. Authorizes those entities to use a grant awarded pursuant to state law to provide initial funding.

- 13) Requires the board of the District to call and conduct an election, consistent with applicable law, to seek voter approval for funding mechanisms necessary to formally establish and operate the District.
- 14) Prohibits long-term funding mechanisms from being imposed without voter approval.
- 15) Prohibits the District from incurring bonded indebtedness until the District has completed formation.
- 16) Requires the District to adopt an ordinance between July 1, 2031, and January 1, 2032, to do either of the following:
 - a) To determine that the District should continue its existence beyond the initial five-year period; or,
 - b) To dissolve the District.
- 17) Requires the District, if the District determines that it should continue in existence beyond the initial five-year period, to submit an application to LAFCO for the formation of a special district and follow the procedures established in the Community Services District Law and the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.
- 18) Requires, if the District is dissolved, any revenue provided by specified entities to return to the entity in which it originated, except as provided.
- 19) Requires any revenue pledged to pay off indebtedness incurred by the District to remain pledged until the debt is paid.
- 20) Requires the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, following the formation of the District, to govern any change of organization.
- 21) Provides that, except as provided in these provisions, all other provisions of the Community Services District Law apply to the District.
- 22) Making the following findings and declarations: a special statute is necessary and that a general statute cannot be made applicable within the meaning of Section 16 of Article IV of the California Constitution because of the unique circumstances in the area that will constitute the Moreno Valley-Perris Childcare Special District and because of the need to pilot the effectiveness of a childcare special district before expanding the establishment of childcare special districts statewide.

EXISTING LAW:

- 1) Establishes the Child Care and Development Services Act to provide childcare and development services as part of a coordinated, comprehensive, and cost-effective system serving children from birth to 13 years of age and their parents, including a full range of supervision, health, and support services through full- and part-time programs. (Welfare and Institutions Code [WIC] § 10207 *et seq.*)
- 2) States legislative intent that all families have access to childcare and development services, through resource and referral services where appropriate, and regardless of demographic

background or special needs, and that families are provided the opportunity to attain financial stability through employment while maximizing growth and development of their children and enhancing their parenting skills through participation in childcare and development programs. (WIC § 10207.5)

- 3) Specifies the purpose of the California Child Day Care Facilities Act, which include streamlining the administration of childcare licensing and thereby increasing the efficiency and effectiveness of this system and encouraging the development of licensing staff with knowledge and understanding of children and childcare needs. (Health and Safety Code [HSC] § 1596.73)
- 4) Defines “child daycare facility” to mean a facility that provides nonmedical care to children under 18 years of age in need of personal services, supervision, or assistance essential for sustaining activities of daily living or for the protection of the individual on less than a 24-hour basis. Child daycare facility includes daycare centers, employer-sponsored childcare centers, and family daycare homes. (HSC 1596.750)
- 5) Declares legislative intent that Local Childcare Planning Councils (LPCs) provide a forum for the identification of local priorities for childcare and the development of policies to meet the needs identified within those priorities. (WIC § 10485(a))
- 6) Requires an LPC, upon approval by the county board of supervisors and the county superintendent of schools, to annually submit to the California Department of Social Services (CDSS) and the California Department of Education by May 30 the county childcare priorities based on a comprehensive needs assessment conducted at least every five years that evaluates supply, demand, cost, and market rates, including subsidized and unsubsidized families, waitlists, vulnerable populations, income, language, geography, and age cohorts; and, to document findings, solicit public input through at least one hearing, develop a countywide childcare plan, periodically review state-funded programs, collaborate with providers and stakeholders, design a system to consolidate waiting lists if none exists, coordinate part-day programs with full-day care, obtain local approval prior to submission, and designate up to two representatives to participate in state proposal review processes outside their jurisdiction. (WIC § 10486(b))

FISCAL EFFECT: Unknown, this bill has not been analyzed by a fiscal committee.

COMMENTS: This analysis only discusses policy issues germane to the jurisdiction of the Assembly Committee on Human Services.

Background: *Licensed Childcare.* The California Child Day Care Facilities Act governs the licensure, maintenance, and operation of childcare centers and family childcare homes (FCCHs) in the state. This Act and the associated regulations found in Title 22 of the California Code of Regulations establish, among other things, health and safety requirements, staff-to-child ratios, and provider training requirements. CDSS’ Community Care Licensing Division licenses and monitors childcare facilities.

FCCHs are operated in a provider’s home and provide care to as many as eight children in small homes and up to 14 in large homes, in a family-like setting. Centers are typically located in commercial buildings, schools, religious facilities, or public buildings and serve larger groups of

children. CDSS reports that 128,879 Californian children were enrolled in FCCHs, with an additional 93,705 served in a center, as of October 2025.

California faces a significant shortage of licensed childcare, with an estimated 600,000 children between 0 and 5 years of age lacking reasonable access, particularly infants and toddlers, resulting in long wait lists and limited options near where families live and work.¹ Childcare costs also remain high, ranging from about \$9,000 to \$29,000 annually, depending on age and county, and consuming up to 28% of median household income in some areas.²

Local Childcare Planning Councils. LPCs were legislatively created in 1991, following the federal establishment of the Child Care and Development Block Grant (CCDBG) program to ensure local voices influence how CCDBG funds are allocated. Each county in California has an LPC established to identify local childcare priorities and develop policies to address those needs. State law requires the county board of supervisors and county superintendents of schools to appoint members to these councils, ensuring balanced representation with equal parts of consumers, childcare providers, public agency representatives, community representatives, and discretionary appointees.

LPCs are responsible for conducting comprehensive childcare needs assessments at least every five years, developing countywide childcare plans, and establishing zip-code level priorities to guide the allocation of state and federal childcare funding. They also maintain or support centralized eligibility lists, which track family demand and waitlists for subsidized care, and provide key data on gaps between supply and need. LPCs also facilitate the voluntary temporary transfer of funds process by identifying contractors with unspent funds and those with the capacity to enroll additional families, and by supporting the local matching and transfer of funds.³

Riverside County Childcare. The Consortium for Early Learning Services, Riverside County’s LPC reports in its 2026 to 2031 Strategic Plan⁴ that the County faces a significant shortage of early care and education spaces across all age groups, including infant/toddler, preschool, and school-age children. The strategic plan also notes that the expansion of publicly funded Transitional Kindergarten has increased demand for wraparound care, including before- and after-school services for working families. The table below summarizes the current estimated shortages of early care and education spaces by age group in the County, which is estimated at about 34,000 spaces.

| Countywide Early Care and Education Supply, Demand and Unmet Need - 2025 | | | | |
|--|------------------|-----------|------------|----------------|
| Item | Infants/Toddlers | Preschool | School Age | Total, 0 to 12 |
| Supply | 6,689 | 42,401 | 112,925 | 162,015 |
| Demand | 16,958 | 46,062 | 133,038 | 196,058 |
| Surplus/(Shortage) | (10,269) | (3,661) | (20,113) | (34,043) |
| % of Demand Not Met | 61% | 8% | 15% | 17% |

¹ <https://www.cpip.uci.edu/files/briefs/zero-to-three.pdf>

² <https://www.ppic.org/publication/californias-changing-child-care-landscape-understanding-costs-and-supply/>

³ <https://www.cdss.ca.gov/Portals/9/CCDD/Contractor-Resources/CLPC%20Program%20Requirements%20FY%2025.26.docx>

⁴ <https://consortiumels.org/wp-content/uploads/2025/11/ECE-StrategicPlan.pdf>

The strategic plan discusses childcare affordability, noting that, “There is a need for an additional 135,000 subsidized spaces in the County. Only 51% of children needing a subsidized space have one available. So, while the need for early care and education spaces totals about 34,000 for all age groups, the need for subsidized care is much greater. These compounding factors significantly impact the health and wellbeing of our children, families, and community.

“Funding sources for early care and education programs are fragmented. Wages are low in the field and some of the lowest of all industries. Many providers struggle to find workers to staff their programs. Varying revenue sources and eligibility constraints result in families bearing the burden of substantially covering the costs of care.” The strategic plan goes on to say that early care and education costs in Riverside County make up between 5.9% for center-based school age care and 22.1% for center-based infant care of the median family income.

State Efforts to Increase Childcare. California has taken a number of steps to expand childcare supply, particularly by reducing local regulatory barriers and increasing the feasibility of opening and operating childcare programs.

For example, SB 234 (Skinner), Chapter 244, Statutes of 2019, established that all FCCHs are a residential use of property and permitted “by right” under local ordinances and prohibited local governments from imposing business licenses, taxes, or fees on these providers. Prior to this change, small FCCHs were exempt from local zoning requirements, while large family childcare homes remained subject to them. AB 752 (Ávila Farías), Chapter 164, Statutes of 2025, extended similar protections to center-based care by requiring colocated daycare centers in multifamily housing developments to be permitted “by right,” exempting these facilities from the California Environmental Quality Act, and prohibiting local jurisdictions from imposing taxes, fees, or business license requirements on them.

According to the California Budget & Policy Center, approximately 1.8 million children eligible for subsidized childcare are not enrolled, largely due to limited childcare slots and insufficient funding, leaving tens of thousands of families on long waiting lists and unable to access affordable care.⁵ While prior commitments aimed to expand childcare access to more than 200,000 children, the state has indefinitely paused funding for planning expansions that would have added about 129,800 new slots. The Governor’s 2026-2027 Budget does not propose additional slot increases.

Special Districts and Childcare. According to the Assembly Committee on Local Government, “There are more than 3,000 special districts in the state. Some are classified as independent districts and others as dependent districts. As defined by LAFCO Law, independent districts generally are those that have a legislative body whose members are elected or appointed to fixed terms. Dependent districts are those that have legislative bodies that consist, in whole or part, of ex officio members who are officers of a county or another local agency, or who are appointees of those officers, and who are not appointed to fixed terms.

“New special districts can be formed according to procedures laid out in the principal acts of special districts, the District Organization Law, and LAFCO Law. These procedures typically provide multiple opportunities for local agencies and voters to weigh in on the question of

⁵ <https://calbudgetcenter.org/resources/understanding-californias-1-8-million-gap-in-publicly-funded-child-care/>

district formation. For instance, in order to form a new community service district (CSD) or a healthcare district, both LAFCO review and an election, where a majority of voters must approve, are required.

“It is not clear if any special districts in California provide childcare as Committee staff have not been made aware of any that do. However, CSDs can, among many other types of services, acquire, construct, improve, maintain, and operate community facilities, including, but not limited to, childcare facilities.”

Author’s Statement: According to the Author, “Lack of quality childcare is not simply an inconvenience for these families; it is a barrier to workforce participation, economic mobility, and child development that perpetuates cycles of poverty and inequality in communities that are already stretched thin. Existing childcare infrastructure in these communities falls far short of meeting demand, and market-rate care is simply out of reach for the majority of families who need it most. This bill creates a dedicated, locally governed special district with the authority and structure to build universal childcare capacity from the ground up, tailored specifically to the unique needs of Moreno Valley and Perris, including the need for care that is available around the clock to serve the shift workers and essential workers who are the backbone of these communities.

“This legislation is also designed as a pilot for what a childcare special district can accomplish when given the right tools, governance structure, and community partnerships. By establishing the district as a dependent special district with strong LAFCO oversight, meaningful representation from both cities and their school districts, and a voter-approved funding framework, this bill creates a model that is accountable, sustainable, and replicable. If successful, this district can serve as proof of concept for expanding childcare special districts to other underserved communities across California, making universal childcare not just an aspiration but a reality for families who have gone without for far too long.”

Equity Implications: In Riverside County, according to the United States Census Bureau, about 63% of mothers with children under six years of age are in the labor force, yet there remains an inadequate supply of high-quality care for infants/toddlers, particularly for families struggling economically to live in our community. In Riverside County, 30% of female heads of households with children under five years of age are below the federal poverty level. Access to affordable early care and education can help reduce the poverty levels of families with children, especially for women with children.

Double referral: This bill was previously heard in the Assembly Committee on Local Government on April 15, 2026, and was approved on an 8-2 vote.

Policy Considerations: This bill currently has a blank for the number of years a board member may serve.

Should this bill move forward, the Author may wish to consider specifying term limits.

Proposed Committee Amendments: The Committee proposes amendments to address policy considerations stated above to do the following:

10493.4. (a) *The district shall be governed by a board of five members, with one member appointed by each of the following:*

(1) *The City of Moreno Valley.*

(2) *The City of Perris.*

(3) *The Val Verde Unified School District.*

(4) *The Moreno Valley Unified School District.*

(5) *The Perris Elementary School District.*

(b) *The term for each member of the governing board shall be 5 years.*

Arguments in Support: According to the Child Care Providers Union, “Any long-term funding mechanisms proposed by the district would require voter approval, highlighting how residents retain direct control over childcare financing and delivery. This process fosters trust and confidence in community-led solutions.

“[This bill] demonstrates that communities can proactively address their childcare crisis. As California plans to add hundreds of thousands of new childcare slots, the Moreno Valley-Perris Childcare Special District offers a successful blueprint that can inspire other high-need communities to build their own childcare infrastructure.

“This bill can serve as a scalable, locally governed model for expanding affordable childcare across California. Its voter-accountable, regionally tailored framework gives communities ownership of childcare solutions, making them feel empowered and responsible for shaping the future for families across the state. It establishes a locally governed special district framework that is voter-accountable, regionally tailored, and coordinates across providers.”

Arguments in Opposition: According to the California Taxpayers Association, “This bill fails to address the existing problems with special taxes and special districts’ taxing authority. CalTax has the following concerns: ... [This bill] fails to specify that a special tax proposed by a childcare special district will require a two-thirds vote of the electors. Voters have consistently supported a two-thirds vote threshold for special taxes, regardless of whether the tax is placed on the ballot by the government or via a local initiative.

“... Allowing a childcare special district to place a tax measure on a special-election ballot would minimize voter involvement by allowing elections to be scheduled when voter turnout likely would be low. [This bill] fails to specify that if the district places a tax before voters, it must do so during a state primary or general election.

“... If a childcare special district imposes taxes, the Legislature should require the district to establish a citizen’s oversight committee that has investigative powers, to ensure that any local tax approved by voters adheres to the expenditure plan specified by the district.”

RELATED AND PRIOR LEGISLATION:

AB 1914 (Schiavo) of the current legislative session, requires cities and counties to adopt or integrate a childcare plan into the next adoption or revision of the general plan by January 1, 2033, to address the childcare needs of the jurisdiction, and authorizes cities and counties to

designate an existing childcare plan as compliant. *AB 1914 is set to be heard by the Assembly Committee on Human Services on April 23, 2026.*

AB 752 (Ávila Farías), Chapter 164, Statutes of 2025, see comments above.

SB 234 (Skinner), Chapter 244, Statutes of 2019, see comments above.

REGISTERED SUPPORT / OPPOSITION:

Support

Child Care Providers United (CCPU)
SEIU California State Council
United Domestic Workers/AFSCME Local 3930

Opposition

California Taxpayers Association

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