

Date of Hearing: May 13, 2026

ASSEMBLY COMMITTEE ON APPROPRIATIONS

Buffy Wicks, Chair

AB 2083 (Jackson) – As Amended April 27, 2026

Policy Committee:	Local Government	Vote:	8 - 2
	Human Services		5 - 1

Urgency: No State Mandated Local Program: Yes Reimbursable: Yes

SUMMARY:

This bill establishes the Moreno Valley-Perris Childcare Special District (district) for a period of five years for the purpose of, among other things, expanding childcare capacity and access through the development, coordination, and operation of universal childcare programs.

Specifically, this bill:

- 1) Establishes the district for a period of five years to do 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.
 - 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.
- 2) Provides that the district boundaries are the incorporated areas of the Cities of Moreno Valley and Perris, and, the officially adopted spheres of influence for each city as determined and updated by the Local Agency Formation Commission (LAFCO).
- 3) 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, for a term of five years.
- 4) Specifies the duties and powers of the board and the district.
- 5) Authorizes initial funding for the district to be provided by the entities identified in item 3, 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 pending legislation to provide initial funding.
- 6) Requires the board of the district to call and conduct an election to seek voter approval for funding mechanisms necessary to formally establish and operate the district.

- 7) Prohibits long-term funding mechanisms and bonded indebtedness without voter approval and until the district has completed formation.
- 8) Provides requirements necessary to continue or dissolve the district.

FISCAL EFFECT:

No state costs. Local costs to the impacted jurisdictions of an unknown amount, potentially in the low millions of dollars over the five-year life of the district, to establish, administer, and fulfill the duties of the district.

The bill allows initial funding for the district to be provided by the two cities and three school districts within the district's boundaries to support startup and administrative costs. The bill specifies these entities may use a specific grant awarded through a program that has not yet been signed into law. The bill also indicates a portion of the administrative functions may be performed by the county, which will bear the associated costs.

Local costs to implement this bill incurred by the Cities of Moreno Valley and Perris and Val Verde Unified School District, Moreno Valley Unified School District and Perris Elementary School District, as well as the County of Riverside are likely reimbursable by the state, subject to a determination by the Commission on State Mandates.

The author has requested \$5 million in the 2026-27 state budget to establish and administer the district.

The Legislative Analyst's Office recently warned of General Fund structural deficits of around \$35 billion per year in the 2027-28 fiscal year and ongoing.

COMMENTS:

- 1) **Purpose.** 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.

- 2) **Background.** Existing law, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, provides the sole and exclusive authority and procedure for the initiation, conduct, and completion of changes of organization and spheres of influence for cities and special districts, including incorporation of cities and formation of districts. The act establishes a LAFCO in each county with various powers and duties, including making

certain determinations regarding reviewing, and the approval or disapproval of, proposals for changes or organization or reorganization.

This bill establishes a dependent special district outside of existing-law parameters.

Special Districts. 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 are 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 district formation. For instance, 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. Of note, CSDs can, among many other types of services, acquire, construct, improve, maintain, and operate community facilities, including, but not limited to, childcare facilities.

Other options. A Joint Powers Authority allows multiple local governments in a region to pool resources to meet common needs. The JPA Act authorizes federal, state and local agencies to create and use a JPA, which is a legal document that allows the contracting parties to exercise powers that are common to all of the contracting parties. A JPA can be administered by one of the contracting agencies or by the new JPA.

JPAs facilitate more efficient service provision through collaboration, and they allow local entities to issue certain bonds without voter ratification. There are limited instances in JPA Law allowing non-governmental entities to join a JPA with a public agency partner. Under the JPA Act, if each member of the JPA is authorized to provide a service, such as childcare, the member agencies, such as cities and school districts, can partner to provide that service.

- 3) **Support and Opposition.** This bill is supported by the Child Care Providers Union, SEIU California State Council, and UDW/AFSCME Local 3930, which collectively assert:

This bill demonstrates that communities can proactively address their childcare crisis. As California plans to add hundreds of thousands of childcare slots, the district offers a successful blueprint that can inspire other high-need communities to build their own childcare infrastructure.

This bill is opposed by California Association of LAFCOs (CALAFCO), which asserts:

This measure not only bypasses the statutory processes for establishing a California special district but also overlooks other financing mechanisms and governance approaches that would be better suited to achieving the goal of enhancing childcare services in the Moreno Valley-Perris communities.

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