

Date of Hearing: March 24, 2026

ASSEMBLY COMMITTEE ON HUMAN SERVICES

Alex Lee, Chair

AB 2092 (Bonta) – As Introduced February 18, 2026

**SUBJECT:** Early Childhood Integrated Data System

**SUMMARY:** Establishes the Early Childhood Integrated Data System (ECIDS) under the California Department of Social Services (CDSS) to link data across programs serving children from birth to five years of age and connect to the California Cradle-to-Career (C2C) Data System. Requires CDSS to convene an Interagency Early Childhood Data Task Force to guide system development, data sharing, privacy protections, and stakeholder engagement. Authorizes CDSS to collect and share limited early childhood program data to improve access, coordination, equity, and outcomes for children and families. Specifically, **this bill:**

- 1) Establishes the statewide ECIDS under CDSS and requires CDSS to assume statewide leadership and coordination of the data system. Requires the system to do all of the following:
  - a) Link data across programs serving children from birth to five years of age;
  - b) Provide actionable insights to improve access, quality, and equity; and,
  - c) Support longitudinal analysis by connecting early childhood data to the C2C data system.
- 2) Requires CDSS to establish the Interagency Early Childhood Data Task Force (task force) to coordinate efforts on development and implementation of ECIDS.
- 3) Requires the task force to be composed of a data privacy expert and a representative from all of the following entities:
  - a) The California Health and Human Services Agency;
  - b) CDSS;
  - c) The California Department of Education (CDE);
  - d) The California Department of Developmental Services (DDS);
  - e) The Commission on Teacher Credentialing;
  - f) The State Board of Education;
  - g) The Office of C2C Data; and,
  - h) First 5 California.
- 4) Requires the task force to provide information and advise CDSS on early learning and care data by doing all of the following:

- a) Conduct a comprehensive landscape analysis scan that outlines all of the following:
  - i) Existing zero to five years of age data elements across data providers and state entities;
  - ii) Data collection gaps to answer how children are moving through the education pipeline and how best to understand both regional and statewide needs;
  - iii) Current data sharing agreements amongst the state entities represented in the task force and described in 7) below;
  - iv) Functionality of the data system; and,
  - v) The need for state funding and full-time equivalent state-funded staff needed to implement the data system.
- b) Guide decisions regarding strategic planning, data collection procedures, including pertinent data elements to be collected, security policies, and metrics to track progress toward state goals;
- c) Facilitate the sharing of data from early childhood programs across state agencies to do both of the following:
  - i) Inform policy related to early childhood programs at the state level; and,
  - ii) Guide improvements to early childhood programs to provide better outcomes for children and families.
- d) Develop and implement a stakeholder engagement plan; and,
- e) Develop ECIDS in a manner that allows the state to do all of the following:
  - i) Identify gaps in services;
  - ii) Identify opportunities to align services and programs;
  - iii) Coordinate needs across services and programs;
  - iv) Design and monitor equitable reimbursement structures that reflect the true cost of care and promote quality improvement; and,
  - v) Further implement the Master Plan on Early Learning and Care.
- 5) Requires CDSS and task force members to establish participatory agreements through memoranda of understanding (MOU) that capture shared intent to collaborate and develop the data system.
- 6) Requires the task force to annually submit a report to the Legislature on the progress in developing, establishing, and operating the data system.

- 7) Requires a report to be submitted pursuant 6) above, to be submitted in compliance with state law.
- 8) Requires CDSS to establish an MOU for data sharing with all of the following entities:
  - a) The California Department of Rehabilitation;
  - b) The California Department of Child Support Services;
  - c) The California Department of Housing and Community Development;
  - d) The California Employment Development Department;
  - e) The Student Aid Commission;
  - f) The Office of the Chancellor of the California Community Colleges;
  - g) The Office of the Surgeon General; and,
  - h) The California State Library.
- 9) Requires CDSS to collect data, which shall include data on children's state and federal programs, such as the type of education program, health, food, teacher credentialing, income, address, age, learning milestones, hours in care, and any other data elements determined to be pertinent by the task force.
- 10) Prohibits CDSS from collecting data elements that significantly differ from the data elements specified and authorized in these provisions without prior authorization from the Legislature.
- 11) Requires CDSS to only collect and share the minimum amount of data necessary to achieve the intent of this section. Prohibits CDSS from using the data collected pursuant to these provisions for any other purpose, except as specified.
- 12) Requires CDSS to enforce data privacy and protection policies with all participating entities.
- 13) Makes the following legislative findings and declarations:
  - a) California's early childhood data systems are fragmented across multiple agencies, limiting the state's ability to identify gaps in access, improve program quality, strategically direct investments, and ensure equitable outcomes for children and families;
  - b) According to Child Trends, a leading research organization, integrated early childhood data enable states to use data to increase equitable access to programs, monitor outcomes, and inform policy decisions that close disparities in school readiness and long-term achievement;
  - c) Establishing a comprehensive ECIDS will allow California to do all of the following:
    - i) Link data across programs serving children from birth to five years of age;

- ii) Provide actionable insights to improve access, quality, and equity; and,
- iii) Support longitudinal analysis by connecting early childhood data to the C2C data system.
- d) The new data system will prioritize equity and inclusion by ensuring that data collection and reporting illuminate disparities and inform targeted interventions;
- e) A state-led governance structure, supported by dedicated funding and interagency collaboration, is essential to implement the new data system and protect the privacy and rights of children and families; and,
- f) By investing in the new data system, California will strengthen its early learning system, improve outcomes for children, and advance the state's commitment to equity and transparency.

**EXISTING LAW:**

- 1) Establishes the California C2C Data Systems Act, which expresses legislative intent to build a data system that serves students and families by identifying and tracking predictive indicators to enable parents, teachers, health and human services providers, and policymakers to provide appropriate interventions and supports to address disparities in opportunities and improve outcomes for all students. (Education Code [EDC] § 10850 *et seq.*)
- 2) Establishes the Early Childhood Development Act of 2020, transferring specified early learning and care programs from CDE to CDSS and expresses legislative intent to implement a phased approach to achieving the goals of the Master Plan for Early Learning Care, including integrating childcare programs with other benefits and services. (Welfare and Institutions Code § 10200 *et seq.*)
- 3) Requires CDE to collect pupil-level data for children enrolled in California State Preschool Programs operated by local educational agencies, as well as data on preschool educators, to better understand program participation and outcomes and align early learning data with the state's K-12 longitudinal data systems. (EDC § 60910 *et seq.*)

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

**COMMENTS:**

**Background:** *Early Childhood Integrated Data Systems.* California administers early childhood programs serving children from birth to five years of age through multiple state agencies, including CDSS, CDE, DDS, and various health and human services programs. Each agency collects and maintains its own data systems to administer services such as subsidized childcare, preschool, developmental services, health programs, and nutrition assistance. Because these systems were developed independently, they often operate separately and rely on different data standards, definitions, and reporting structures. As a result, the state lacks a unified system to consistently link or analyze data across early childhood programs. This fragmentation limits the state's ability to understand how children and families move between programs, identify gaps in access to services, and assess how different services collectively support early childhood development and influence longer-term outcomes.

ECIDS are designed to address these challenges by linking data across programs and agencies that serve young children and their families. By integrating data from multiple sources, states can better understand service utilization and how participation in early childhood programs influences developmental, educational, and family outcomes. Research organizations, such as Child Trends, find that ECIDS can help identify disparities in access, monitor outcomes, improve coordination, and reduce duplication. Consistent with these findings, California's 2020 Master Plan for Early Learning and Care<sup>1</sup> identified the development of a statewide ECIDS as a key strategy to strengthen the state's early learning infrastructure.

A 2018 nationwide survey by the Early Childhood Data Collaborative<sup>2</sup> found that 22 states link data across some or all early childhood programs, with Georgia and Mississippi reporting full integration across programs. Of these, 18 states have implemented ECIDS, while 12 states, including California, reported plans to do so, and 16 states reported no linkage or plans. States identified challenges with data integration, including data-sharing agreements, agency policies that restrict data exchange, and privacy concerns. Among states with linked data systems, integration is most common for subsidized childcare, state prekindergarten, preschool special education, and early intervention, and less common for home visiting and Head Start programs.

*California Cradle-to-Career Data System.* California has taken steps to improve cross-sector data integration through the C2C Data System, authorized in 2019 and established in statute in through AB 132 (Committee on Budget), Chapter 144, Statutes of 2021. C2C is a statewide longitudinal data system<sup>3</sup> that links existing data across early learning K-12 education, higher education, workforce, and related systems to provide actionable information that supports student guidance, informs research and policymaking, and identifies disparities in outcomes. The system does not collect new data but instead, integrates data from 16 participating entities.

C2C is administered by the Office of Cradle-to-Career Data within the Government Operations Agency and is governed by a 21-member multiagency board, supported by two 16-member advisory boards. Data providers retain control over their data through participation agreements that specify how data may be shared and used. The system also supports public-facing tools, including dashboards and query tools, as well as resources to streamline college and financial aid processes.

Since its inception, C2C has executed data-sharing agreements, integrated more than one billion data points, and launched its first public dashboard. According to its September 2025 Legislative Report,<sup>4</sup> C2C completed the first phase of its data infrastructure by integrating more than a decade of records from nine different state agencies. Because these data systems were not designed to connect, linking data required complex matching methods, resulting in an integrated dataset that supports cross-sector analysis and evidence-based decision making. However, C2C does not fully capture key early childhood program data. For example, certain data elements, such as age of entry into subsidized childcare, duration of enrollment, and hours in care, are not currently integrated from CDSS. See the table below for other indicators that were integrated.

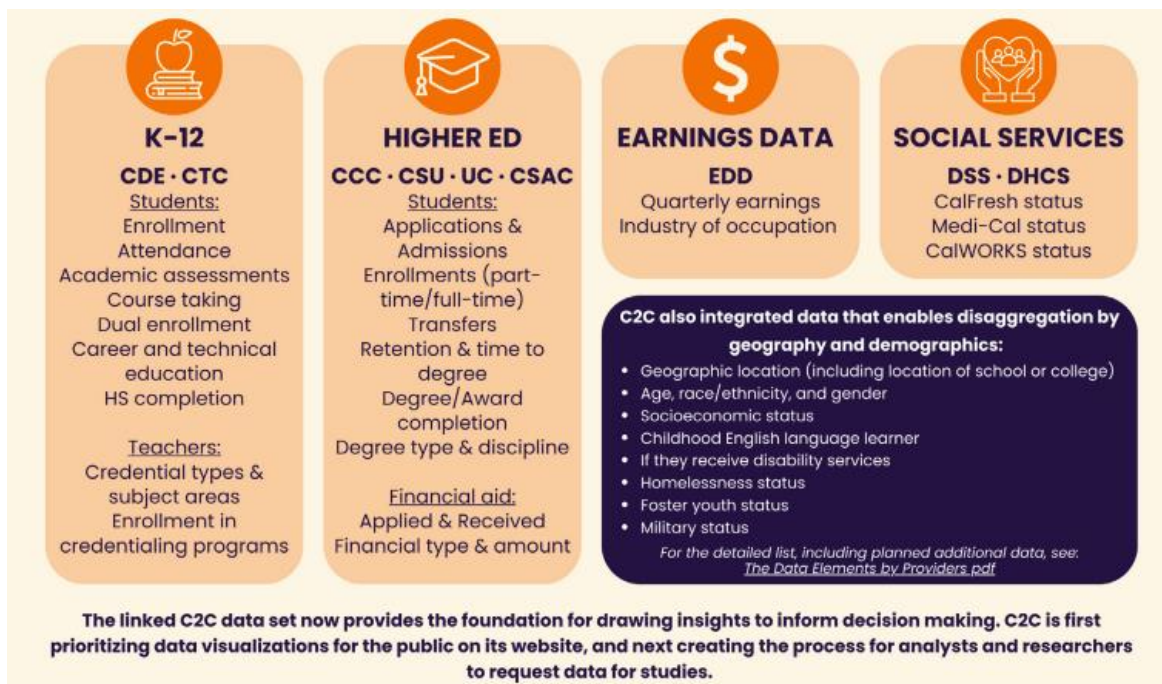
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<sup>1</sup> <https://californiaforallkids.chhs.ca.gov/strategy/Integrated%20Data%20System>

<sup>2</sup> <https://cms.childtrends.org/wp-content/uploads/2018/09/ECDC-50-state-survey-9.25.pdf>

<sup>3</sup> <https://c2c.ca.gov/>

<sup>4</sup> <https://c2c.ca.gov/wp-content/uploads/2025/08/C2C-2024-25-Report-to-Legislature.pdf>

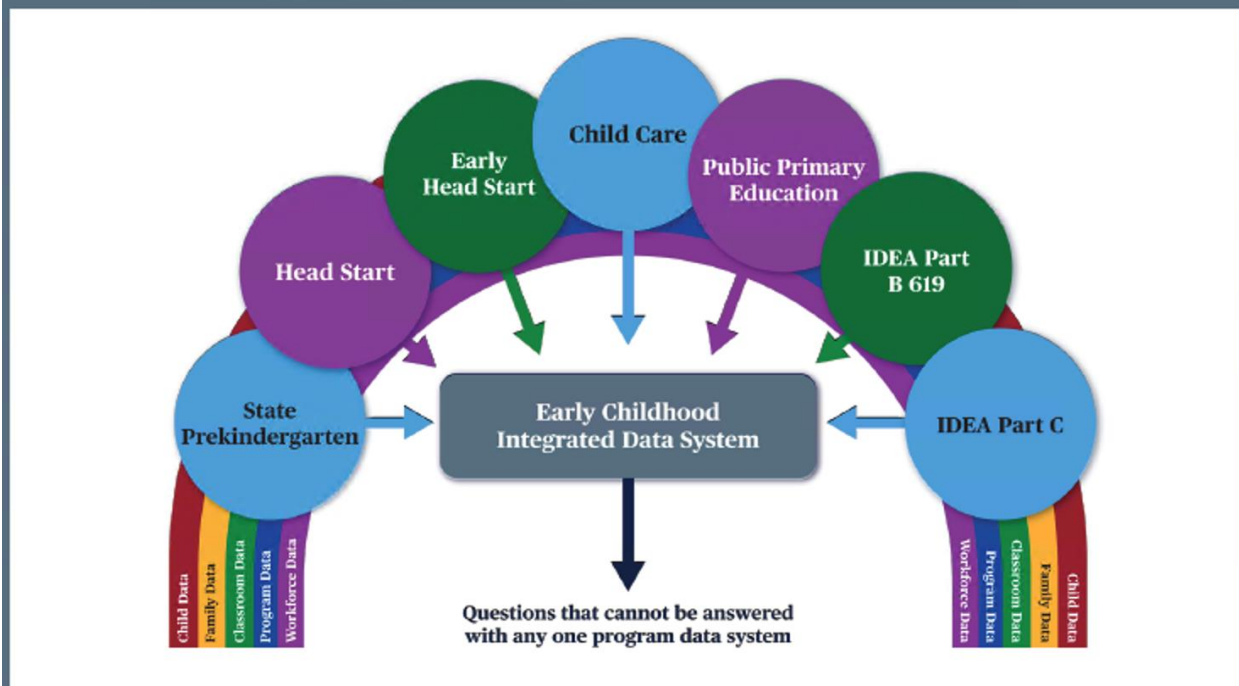


*Early Childhood Integrated Data System vs California Cradle-to-Career.* The primary distinction between ECIDS and C2C is their scope.<sup>5</sup> C2C spans multiple sectors to analyze outcomes across the education-to-employment pipeline, but it is not designed to coordinate program-level data across early childhood programs. In contrast, ECIDS focuses specifically on children from birth to five years of age by integrating data across early childhood programs and agencies to identify service gaps, improve coordination, and inform early childhood policy. Many states develop systems concurrently, with ECIDS serving as the birth-to-five data layer that can later connect to broader longitudinal systems like C2C.

An ECIDS focuses specifically on children from birth to five years of age by integrating data across early childhood programs and agencies. The goal of ECIDS is to identify service gaps, improve coordination among programs, and inform policies that support early childhood development. In contrast, the C2C spans multiple sectors to answer broader cross-sector policy and research questions. For this reason, many states develop these systems concurrently, with ECIDS serving as the birth-to-five data layer that can connect later to a broader statewide longitudinal data system like C2C.

<sup>5</sup> <https://slds.ed.gov/services/PDCService.svc/GetPDCDocumentFile?fileId=44426>

FIGURE 1. An ECIDS incorporates data from multiple early childhood programs and services in a state to help answer policy and research questions that cannot be answered by any single program's data system. This figure shows examples of programs that may contribute data to an ECIDS.



To improve coordination of early childhood program data, *this bill* establishes a statewide ECIDS within CDSS to link data across programs serving children from birth to five years of age and connect that data with C2C. *This bill* requires CDSS to lead development of the system and convene an interagency task force, including a data privacy expert, to guide system design, data collection, governance, and stakeholder engagement.

*This bill* authorizes the collection and sharing of specified early childhood program data elements, including program participation, health, nutrition, workforce, and demographic information, to inform policy and improve outcomes for children and families. *This bill* also requires CDSS to enter into interagency data-sharing agreements and implement privacy protections that limit data use to the minimum necessary, while the task force is required to conduct a landscape analysis of existing systems, and report annually to the Legislature on implementation progress.

**Author's Statement:** According to the Author, "Currently, California's early childhood data are siloed within multiple individual agencies, meaning agencies cannot track how children are doing across programs and are unable to serve children appropriately. The Department of Social Services (DSS), the Department of Education (CDE), and the Health and Human Services Agency (CalHHS) all collect early childhood data. However, no one agency has the authority to gather the data from the other agencies. This leaves us with a disjointed system, where we cannot track how our children are doing holistically. [This bill] addresses this issue by giving statutory authority to DSS to gather all early childhood data across agencies and develop the Early Childhood Integrated Data System (ECIDS) to track these data. In addition to integrating with the C2C data system, ECIDS will help CDE, CDSS, and CalHHS coordinate immediate services for families, such as identifying enrollment gaps or streamlining eligibility across different early learning and care programs. The state has invested billions of dollars into early childhood

programs, from universal pre-kindergarten to transitional kindergarten. The legislature must track children across these programs to understand how those investments are working and what needs additional change. California’s children deserve services that meet their needs; we can only deliver these services if we have the data to understand those needs.”

**Equity Implications:** Early childhood programs serving low-income families, children with disabilities, and children from historically underserved communities are administered across multiple agencies and systems, making it difficult for the state to fully understand who is being served and where gaps in services exist. By integrating data across programs serving children from birth to five years of age, *this bill* may help to identify disparities in access to childcare, early learning, health, and developmental services, as well as differences in outcomes across regions and populations.

Improved data integration may also support more equitable policymaking by allowing the state to better target resources and interventions to communities with the greatest needs. For example, linking program data could help to identify geographic areas with limited childcare supply, communities where families are less likely to access early intervention services, or populations experiencing lower participation in early learning programs.

**Double referral:** Should this bill pass out of this committee, it will be referred to the Assembly Committee on Privacy and Consumer Protection.

**Policy Considerations:** The Committee notes that the Author intends to include the following amendments in the Assembly Committee on Privacy and Consumer Protection:

- Add the California Department of Public Health to the task force.
- Expand MOU requirements between CDSS and task force members to include data sharing, in addition to collaboration and system development.
- Remove the requirement for CDSS to establish MOUs with additional specified agencies outside the taskforce.
- Authorize CDSS to seek additional data-sharing authority if needed to include other agencies.
- Revise data-sharing parameters.
- Permit the taskforce to use First 5 California’s existing early learning landscape analysis.
- Require the task force to meet at least quarterly until the data system is implemented.

**ARGUMENTS IN SUPPORT:** According to Early Edge California, “Local efforts show that integrated ELC data systems are achievable. San Francisco and Long Beach have implemented centralized enrollment hubs and integrated data tools that help identify unserved children in real time and simplify applications for families. Despite these successes, California does not have a scalable, statewide Early Childhood Integrated Data System (ECIDS) to guide policy and decision making. [This bill] aims to address this gap by strengthening the state’s ability to

identify barriers and expand what works, particularly for children of color, children living in poverty, children with disabilities, and multilingual learners.”

**ARGUMENTS IN OPPOSITION:** None on file.

**RELATED AND PRIOR LEGISLATION:**

*AB 132 (Committee on Budget), Chapter 144, Statutes of 2021*, established the C2C to link data on student progress through education, workforce training, employment, health and social services; establishes a governing board comprised of 21 members; and, establishes the Office of C2C Data within Government Operations Agency until July 1, 2026, among other things.

*SB 169 (Committee on Budget and Fiscal Review), Chapter 262 of 2021*, required any data managed under the C2C that meets the definition of personal information not to be used or disclosed except for purposes consistent with the act and would require all data to be deidentified before being released to the public.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

The Education Trust - West (Sponsor)  
Advanced Consulting, LLC  
Alameda County Office of Education  
Bay Area Council  
Blu Educational Foundation  
California Family Resource Association  
Californians Together  
Child Abuse Prevention Center and its Affiliates Safe Kids California, Prevent Child Abuse California and the California Family Resource Association;  
Children Now  
Early Edge California  
EdTrust-West  
Families in Schools  
Multilingual Promise  
Para Los Ninos  
Parent Institute for Quality Education

**Opposition**

None on file.

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