
THIRD READING

Bill No: AB 563
Author: Jackson (D)
Amended: 6/23/25 in Senate
Vote: 21

SENATE HUMAN SERVICES COMMITTEE: 5-0, 6/30/25

AYES: Arreguín, Ochoa Bogh, Becker, Limón, Pérez

SENATE EDUCATION COMMITTEE: 7-0, 7/9/25

AYES: Pérez, Ochoa Bogh, Cabaldon, Choi, Cortese, Gonzalez, Laird

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/29/25

AYES: Caballero, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 79-0, 6/2/25 - See last page for vote

SUBJECT: Childcare: Early Childhood Policy Council

SOURCE: Author

DIGEST: This bill requires the annual report by the Early Childhood Policy Council to include the successes, challenges, and gaps in the state's early childhood education systems and recommendations to facilitate advancing the state's vision for children, families, and communities. Requires the Early Childhood Policy Council to develop policy proposals and budget requests for the Legislature to consider related to facility needs, workforce needs, and family access.

ANALYSIS:

- 1) Requires the Governor of a state to establish a state advisory council on early childhood education and care for children from birth to school entry; and designate an individual to coordinate activities of the state advisory council. (42 United States Code (USC) § 9837b(b)(1)(A))

- 2) Establishes requirements for the state advisory council to include the following representatives. (42 USC § 9837b(b)(1)(C))
- 3) Requires the state advisory council to, in addition to any responsibilities assigned to the council by the governor of the state:
 - a. Conduct a periodic statewide needs assessment;
 - b. Identify opportunities for, and barriers to, collaboration and coordination among federally-funded and state-funded child development, child care, and early childhood education programs and services;
 - c. Develop recommendations for increasing the overall participation of children in existing federal, state, and local child care and early childhood education programs;
 - d. Develop recommendations regarding the establishment of a unified data collection system for public early childhood education and development programs and services throughout the state;
 - e. Develop recommendations regarding statewide professional development and career advancement plans for early childhood educators in the state;
 - f. Assess the capacity and effectiveness of two- and four-year public and private institutions of higher education in the state toward supporting the development of early childhood educators; and
 - g. Make recommendations for improvements in state early learning standards and undertake efforts to develop high-quality comprehensive early learning standards, as appropriate. (42 USC § 9837b(b)(1)(D)(i))
- 4) Requires the state advisory council to hold public hearings and provide an opportunity for public comment. Requires the state advisory council to submit a statewide strategic report addressing the activities in (3) above to the state director of Head Start collaboration and the governor. After submission of a statewide strategic report, requires the state advisory council to meet periodically to review any implementation of the recommendations in the report and any changes in state and local needs. Makes federal Head Start collaboration grant eligibility contingent on certain requirements, including, but not limited to, submission of the statewide strategic report that includes a

description of the state advisory council's responsibilities. (42 USC § 9837b(b)(1)(D)(ii-iii); 42 USC § 9837b(b)(2)(B))

- 5) Establishes the Early Childhood Policy Council to advise the Governor, Legislature, and department on statewide early learning and care policy, including the planning for, and the implementation and evaluation of, the state's Master Plan for Early Learning and Care and the 2019 California Assembly Blue Ribbon Commission on Early Childhood Education Final Report. (Welfare and Institutions Code (WIC) § 10320(a))
- 6) Requires the Early Childhood Policy Council to maintain at least two ongoing standing advisory committees: a parent advisory committee and a workforce advisory committee. Requires the council to include 27 members, as follows:
 - a. Fourteen members appointed by the Governor, one of whom shall be the chairperson of the council;
 - b. Four members appointed by the Speaker of the Assembly;
 - c. Four members appointed by the Senate Committee on Rules;
 - d. One member appointed by the Superintendent of Public Instruction;
 - e. Two members of the parent advisory committee, appointed by that committee; and
 - f. Two members of the workforce advisory committee, appointed by that committee. (WIC § 10320(b)(1-2))
- 7) Requires the Early Childhood Policy Council to do all of the following:
 - a. Convene at least four public meetings per year. Requires these meetings to provide access for participants throughout the state.
 - b. Advise the Governor and perform activities required, as specified.
 - c. Prepare a formal public annual report on the work of the Council.

- d. Provide specific recommendations directly to the Governor, Legislature, and CDSS on all aspects of the state's early childhood education system, including specified topics. (WIC § 10320(c))
- 8) Provides that staff for the Early Childhood Policy Council and its committees shall be provided by the California Health and Human Services Agency (CalHHS). (WIC § 10320(d))
- 9) Requires the Early Childhood Policy Council to perform all of the following functions:
- a. Assist CDSS in developing and reviewing guidelines for the administration of the California Child Day Care Act.
 - b. Review the implementation of the California Child Day Care Act.
 - c. Advise the director of CDSS regarding regulations, policy, and administrative practices pertaining to the licensing of child daycare facilities. (Health and Safety Code § 1596.873)

This bill:

- 1) Requires the Early Childhood Policy Council's formal public annual report to include, at a minimum, the successes, challenges, and gaps in the state's early childhood education systems and recommendations to facilitate advancing the state's vision for children, families, and communities.
- 2) Requires the council to submit the report to the appropriate fiscal and policy committees of the Legislature. Requires the report to be submitted to the Secretary of the Senate, Chief Clerk of the Assembly, and the Legislative Counsel.
- 3) Requires the council to develop policy proposals and budget requests for the Legislature to consider related to facility needs, workforce needs, and family access.

Background

Purpose of this Bill. According to the author, "High-quality early care and education is absolutely essential for the development of our children and their long term success. The state must first understand the diverse needs of our children in

early care and educational systems to help us deliver the best results for California's children. AB 563 would help the state prepare for their needs by requiring the Early Childhood Policy Council to provide actionable recommendations to the legislature including policy proposals and budget request to address the complex needs of the state's childhood education system."

State Advisory Councils. The Improving Head Start for School Readiness Act of 2007 required states to establish a state advisory council on early childhood education and care to develop high-quality, comprehensive systems of early childhood development and care for children, birth to school entry. In 2009, Governor Schwarzenegger established the California Early Learning Advisory Council under the California Department of Education (CDE). The council had three primary objectives: to develop a comprehensive plan for an integrated system, to connect children and families, and to implement a quality rating and improvement system that will improve the quality of interactions in early learning settings.

In 2011, Governor Brown replaced the Early Learning Advisory Council with the State Advisory Council on Early Learning and Care. The State Advisory Council was comprised of governor's appointees. The State Advisory Council released a needs assessment report and released the California Comprehensive Early Learning Plan. The council also oversaw efforts for the state's Race to the Top-Early Learning Challenge grant and Preschool Development Grant Birth Through Five.

The final report of the Assembly Blue Ribbon Commission on Early Childhood Education was published in April 2019. The report called for the establishment of the Early Childhood Policy Council to replace existing advisory bodies to advise the Legislature, Governor, and Superintendent of Public Instruction, and proposed each would have the ability to appoint members. Later that year, Governor Newsom announced the selection of members to the Early Childhood Policy Council and a research team to develop the Master Plan for Early Learning and Care. Councilmembers also contributed in the development of the Master Plan.

Master Plan for Early Learning and Care (Master Plan). The Master Plan, published in December 2020, described a vision of California children thriving physically, emotionally, and educationally during their early years. The Master Plan set forth four main policy goals in the following areas: programs, workforce, funding, and administration.

On July 1, 2021, as authorized by SB 89 (Committee on Budget and Fiscal Review, 2020), a number of child care and development programs were transferred from CDE to CDSS. This transition was described as an effort to integrate child care programs with other child- and family-focused services and to support continued coordination with State Preschool.

In December 2024, CDSS released a progress report on the Master Plan. The progress report shared the state's achievements since 2020, including a substantial increase in funding for child care and development programs; increases in access to child care and early learning programs; investments in infrastructure, training, and development; progress toward updating the state's child care rate structure; reduced family fees; the first and second ratified Memoranda of Understanding between the state and the family child care providers union; and renovation funds; among other achievements. The report focused on achievements and did not identify opportunities for growth or improvement.

Early Childhood Policy Council Membership and Responsibilities. The Early Childhood Policy Council is established in statute as a 27-member council, with members appointed by the Governor, Speaker of the Assembly, Senate Committee on Rules, Superintendent of Public Instruction, and the council's own committees. The council membership must include representatives reflecting the comprehensive child care system; represent the state's ethnic, racial, language, and geographic diversity; and represent communities separated from opportunity due to poverty, racial bias, language, geographic isolation, and disability. The council had 20 members in 2024, down from 22 members in 2023 and 27 members in 2022. According to the Early Childhood Policy Council Annual Reports, public participation for virtual council meetings have grown from an average of 400 to 700, as measured by meeting registration.

The Early Childhood Policy Council is also written into the state's alternative methodology approval request as the state's forum to engage with early care and education entities and partners across the state. The council does not conduct the periodic statewide needs assessments required by federal law. Instead, this requirement is fulfilled by Local Child Care and Development Planning Councils (Local Planning Councils), which are based in each county. State law requires Local Planning Councils to assess child care needs in the county at least once every five years, and annually identify local priorities that reflect all child care needs in the county.

Early Childhood Policy Council Publications. The Early Childhood Policy Council is required to prepare a formal public annual report on the work of the council. There are four annual reports posted on the Early Childhood Policy Council website, from the years 2020, 2022, 2023, and 2024. The most recent report for 2024 includes sections focused on advancing the four goals established in the Master Plan. These sections describe background on the issues, the state's work to date, local success stories, summaries of presentations given at council meetings, concerns voiced by councilmembers, and recommendations. This bill would require the Early Childhood Policy Council to submit an additional annual report to the Legislature that includes successes, challenges, and gaps in the state's childhood education systems and recommendations to facilitate advancing the state's vision for children, families, and communities.

The Early Childhood Policy Council website also includes letters to the Governor and Legislative leadership in response to the Governor's Budget and May Revision proposals. These letters typically list the council's priorities and strategies to achieve these priorities or urge the Administration and Legislature to take certain budgetary and policy actions. This bill would require the Early Childhood Policy Council to develop policy proposals and budget requests for the Legislature to consider related to facility needs, workforce needs, and family access.

Related/Prior Legislation

AB 1001 (Ting, 2019), as heard by this committee, would have updated the composition and duties of local planning councils, renamed local planning councils to strategic planning councils, and required strategic planning councils to collect stakeholder input to conduct child care needs assessments, facilitate local decision making for early childhood education services, and guide local and statewide early childhood education investments. This bill was amended out of this committee's jurisdiction and referred to the Senate Education Committee but never heard.

SB 75 (Committee on Budget and Fiscal Review, Chapter 51, Statutes of 2019), a budget trailer bill, established the Early Childhood Policy Council to advise the Governor, Legislature, and Superintendent of Public Instruction on statewide early learning and care policy. SB 75 also required the Secretary of California Health and Human Services, in consultation with the Superintendent, to contract for research to create a master plan to ensure comprehensive and affordable child care and universal preschool.

Comments

This bill seeks to solicit more information and budget and policy requests from the Early Childhood Policy Council to inform the work of the Legislature. While the Early Childhood Policy Council already produces an annual report, the report is only required to describe the work of the council. Whereas the current annual report provides a more foundational and retrospective summary of the issues, this bill seeks to request a current snapshot of the state's childhood education systems and forward thinking strategies.

[Note: See the Senate Human Services Committee and Senate Education Committee analyses for additional background on this bill.]

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: No

According to the Senate Appropriations Committee, "The California Department of Social Services (CDSS) estimates General Fund costs of \$235,000 in 2025-26 and \$231,000 ongoing thereafter for state administration. "

SUPPORT: (Verified 8/29/25)

Association of Regional Center Agencies
Child Care Resource Center
Easterseals Northern California
Los Angeles Unified School District

OPPOSITION: (Verified 8/29/25)

None received

ASSEMBLY FLOOR: 79-0, 6/2/25

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Fariás, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

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