

Date of Hearing: April 15, 2026

ASSEMBLY COMMITTEE ON LOCAL GOVERNMENT

Juan Carrillo, Chair

AB 2083 (Jackson) – As Amended April 7, 2026

**SUBJECT:** Moreno Valley-Perris Childcare Special District.

**SUMMARY:** Creates the Moreno Valley-Perris Childcare Special District (MVPCD) Act. Specifically, **this bill:**

- 1) Establishes the MVPCD for a period of five years.
- 2) Provides that the purpose of the MVPCD 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.
  - 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) Establishes the MVPCD boundaries as 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 (SOIs) for each city as determined and updated by the Riverside Local Agency Formation Commission (Riverside LAFCO).
- 4) Requires the Riverside LAFCO to review and approve the formation of the district and proposed boundaries.
- 5) Specifies that the Riverside LAFCO SOI maps that were in existence on the date this bill becomes operative may be used to prepare initial boundary maps.
- 6) Requires a licensed land surveyor to prepare a legal description of the MVPCD boundaries using metes and bounds.
- 7) Authorizes the Riverside LAFCO to review and approve changes to MVPCD boundaries, consistent with city growth and annexation patterns.
- 8) Requires the MVPCD to be governed by a board of five members, with one member appointed by each of the following:
  - a) The City of Moreno Valley.
  - b) The City of Perris.
  - c) The Val Verde Unified School District.

- d) The Moreno Valley Unified School District.
  - e) The Perris Elementary School District.
- 9) Provides that the term for each member of the governing board shall be an unspecified number of years.
- 10) Requires each appointing authority to establish procedures for removing members from office and for filling vacancies.
- 11) Requires the Riverside LAFCO to review the governance structure of the MVPCD.
- 12) Specifies that the board of the MVPCD shall do all of the following:
- a) Vote on all matters related to the MVPCD.
  - b) Approve policies regarding the following:
    - i) New childcare development.
    - ii) Partnerships and contracts.
    - iii) Service delivery models.
    - iv) Budgeting and funding strategies.
  - c) Ensure the MVPCD's compliance with all applicable state and local laws.
  - d) Develop and submit a plan of services to the Riverside LAFCO that details the following:
    - i) The scope of childcare services.
    - ii) The hours of operation, including care that is available 24 hours per day, seven days per week.
    - iii) The governance and management structure.
    - iv) Funding sources and sustainability.
  - e) LAFCO shall review the plan of services to ensure efficient and orderly service delivery.
  - f) Meet established deadlines for securing funding.
  - g) Adopt budgets and financial controls, consistent with dependent special districts.
- 13) Authorizes the board of the MVPCD 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.

- c) Budget for compensation and administrative costs.
- 14) Specifies that the MVPCD may do all of the following:
- a) Designate, contract with, or directly operate child daycare facilities, as defined. If the MVPCD exercises its authority under this provision, the MVPCD shall only contract with or employ union childcare workers, to the extent that there exists a union representing that category of childcare workers.
  - 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 commissions, and other public or nonprofit partners.
  - d) Address related childcare needs, including, but not limited to, workforce training, facilities planning, and service integration.
- 15) Specifies that initial funding for the MVPCD may be provided by the entities identified in 8), above, to support startup and administrative costs, including, but not limited to, MVPCD formation, planning and staffing, and preparation of the plan of services. Those entities may use a specified grant awarded to provide funding.
- 16) Requires the board of the MVPCD to call and conduct an election, consistent with applicable law, to seek voter approval for funding mechanisms necessary to formally establish and operate the MVPCD.
- 17) Specifies that long-term funding mechanisms shall not be imposed without voter approval.
- 18) Provides that if the district established pursuant to this bill determines that it should continue in existence beyond the initial five-year period, it shall follow the procedures established in LAFCO Law.
- 19) Finds and declares that a special statute is necessary and that a general statute cannot be made applicable because of the unique circumstances in the area that will constitute the MVPCD and because the need to pilot the effectiveness of a childcare special district before expanding the establishment of childcare special districts statewide.
- 20) Provides that, if the Commission on State Mandates determines that this bill contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made.

**FISCAL EFFECT:** This bill is keyed fiscal and contains a state-mandated local program.

**COMMENTS:**

- 1) **Bill Summary.** This bill creates the MVPCD for the purpose of expanding childcare capacity and access for a period of five years. The MVPCD may designate, contract with, or directly operate child daycare facilities; support the development of new childcare programs for children 10 years of age and younger; coordinate with specified organizations; and address related childcare needs. The boundaries of the district must contain the incorporated areas of

the City of Moreno Valley and Perris and the adopted SOIs of the respective cities. The Board of Directors of the MVPCD must include five members: One each appointed by the cities of Moreno Valley and Perris, one from the Val Verde Unified School District, one from the Moreno Valley Unified School District, and one from the Perris Elementary School District. Each member of the governing board must serve an unspecified number of years; however, each appointing authority must establish procedures for removing members from the office and for filling vacancies. Additionally, the MVPCD must develop and submit a plan for services to the LAFCO that details the scope of childcare services, the governance and management structure, and the funding sources and sustainability of the MVPCD.

This bill also requires the Riverside LAFCO to review and approve the formation of the MVPCD. The LAFCO may review and approve changes to MVPCD's boundaries, and the LAFCO shall review MVPCD's plan of services to ensure efficient and orderly service delivery. Initial funding for the MVPCD may be provided by the entities that have membership on the governing board and the MVPCD board must conduct an election to seek voter approval for funding mechanism necessary to formally establish and operate the district. Lastly, if the MVPCD determines that it should continue in existence beyond the initial five-year period, it must follow the procedures established in LAFCO Law.

This bill is sponsored by the author.

- 2) **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."

- 3) **Local Planning Councils.** Under current law [Welfare and Institutions Code (WIC)§ 10485-10487], Local Childcare Development 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. 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 a countywide childcare needs assessment at least once every five years, developing comprehensive plans to mobilize public and private resources and to address identified needs, and ensuring community input in setting local priorities. Many LPCs have developed these strategic plans informed by needs assessment and community feedback gathered through forums.

- 4) **Child Day Care Facilities.** The California Child Day Care Facilities Act governs the licensure, maintenance, and operation of child day care facilities in the state. This law and the associated regulations adopted by the California Department of Social Services' (CDSS) establish, among other things, general health and safety requirements, staff-to-child ratios, and provider training requirements. The CDSS Community Care Licensing Division has the responsibility of licensing and monitoring the state's child day care facilities.

There are different types of child day care facilities:

- a) Family daycare homes are operated in the licensee's own home, which may be rented, leased, or owned, and are permitted to be in a mobile home park or an apartment. These homes provide non-medical care and supervision in a family-like setting with all the daily activities associated with home. Family daycare homes are further categorized into small (eight or fewer children) and large homes (as many as 14) based on the size of the childcare group and the ages of the children.
- b) Childcare centers are child day care facilities other than a family daycare home. Childcare may be part of a large childcare corporation or locally owned and are usually located in commercial buildings, schools, religious facilities, public buildings, or private buildings. Centers can accommodate infants, toddlers, preschoolers, and school-age children. Separate licenses are required to care for infants, preschoolers, and school-age children, although a center may be licensed to care for all three age groups at one site. Depending on their age, children receive care in separate areas at the center for safety and activity reasons.

SB 234 (Skinner), Chapter 244, Statutes of 2019, made all family daycare homes a residential use of property and a use by right for purposes of all local ordinances, and prohibited all family daycare homes from being subject to a business license, tax, or fee. Prior to SB 234, large family childcare homes were subject to local zoning requirements, while small family daycare homes were exempt.

AB 752 (Avila-Farias), Chapter 164, Statutes of 2025, made collocated daycare centers in multifamily housing developments a use by right, included an exemption from CEQA, and prohibited local jurisdictions from charging taxes, fees, or business licenses on these types of facilities.

- 5) **Riverside County Childcare.** The Consortium for Early Learning Services, Riverside County's LPC notes in its 2026 to 2031 Strategic Plan that, "There is currently a shortfall of ECE (early care and education) spaces for each age group, including Infant/Toddlers,

Preschool, and School Age. In addition, with the implementation of publicly funded Transitional Kindergarten (TK), there is a need for wrap-around care or before- and after-school care for children of working parents.” The table below summarizes the current estimated shortage of ECE spaces by age group in the County, which totals about 34,000 spaces.

Countywide ECE 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)
<b>% of Demand Not Met</b>	<b>61%</b>	<b>8%</b>	<b>15%</b>	<b>17%</b>

The Strategic plan discusses the affordability of childcare by saying, “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 ECE 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 ECE 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.”

- 6) **Local Government Boundaries.** The Legislature has the authority to create, dissolve, or otherwise modify the boundaries and services of local governments. Beginning in 1963, the Legislature delegated the ongoing responsibility to control the boundaries of cities, county service areas, and most special districts to LAFCOs in each county. The responsibilities and authority of LAFCOs have been modified in subsequent legislation, including a major revision of the LAFCO statutes in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (AB 2838, Hertzberg). The courts often refer to LAFCOs as the Legislature’s watchdog over boundary changes.

Local governments can only exercise their powers and provide services where LAFCO allows them to. LAFCOs’ boundary decisions must be consistent with spheres of influence (SOIs) that LAFCOs adopt to show the future boundaries and service areas of the cities and special districts. Before LAFCOs can adopt their SOIs, they must prepare MSRs which analyze population growth, public facilities, and service demands. LAFCOs may also conduct special studies of local governments.

Most boundary changes begin when a city or special district applies to LAFCO, or when registered voters or landowners file petitions with a LAFCO. In limited circumstances, LAFCO can initiate some special district boundary changes: consolidations, dissolutions, mergers, subsidiary districts, or reorganizations. Boundary changes require four (sometimes five) steps:

- a) First, there must be a completed application to LAFCO, including a petition or resolution, an environmental review document, an agreement on how property taxes will be transferred, and a plan for services that describes what services will be provided at what level and how those services will be financed.
  - b) Second, LAFCO must hold a noticed public hearing, take testimony, and may approve the proposed reorganization. The LAFCO may impose terms and conditions that spell out what happens to the assets and liabilities of affected local agencies. If LAFCO disapproves, the proposed reorganization stops.
  - c) Third, LAFCO must hold another public hearing to count written protests in order to determine whether an election is needed. Although there are many exceptions, in most cases an election is required if 25% of the voters in a district, or voters representing 25% of the assessed value of land, submit written protests. In nearly all cases, if a majority of voters or landowners protest, the reorganization also stops.
  - d) Fourth, if an election is required, it occurs among the affected voters, requiring majority voter approval.
  - e) Finally, LAFCO's staff files formal documents to complete the reorganization.
- 7) **Special Districts and Childcare.** There are more than 3000 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, 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 has 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.

- 8) **Policy Considerations.** The Committee may wish to consider the following:
- a) **What is LAFCO's Role?** The Legislature has delegated the power to control local boundaries to the 58 LAFCOs. The dissolution of and annexation to districts is often a complex, technical, and political matter. State law makes LAFCOs responsible for encouraging orderly formation and development of local agencies based on local conditions and circumstances. The local officials who sit on the Riverside LAFCO are often in the best position to evaluate the local conditions and circumstances that should

determine the services provided within the County. This bill places several requirements on LAFCO, but it does not allow for the usual annexation and dissolution process to occur within the first five years after its creation, including the typically required election.

Specifically, the bill requires the LAFCO to:

- i) “Review *and* approve the formation and proposed district boundaries” of the MVPCD. However, it is not clear what they are reviewing. The bill specifies that the LAFCO has to approve the formation of MVPCD regardless of what the review finds.
- ii) This bill allows the LAFCO to review and approve changes to the district boundaries, consistent with city growth and annexation patterns. Nevertheless, as this bill is currently written, the MVPCD’s boundaries must change as the boundaries of the cities and their respective SOIs change.
- iii) This bill requires the LAFCO to review the governing board, but the board is mandated to contain three members from three different school districts and one from each of the cities of Perris and Moreno Valley. However, this bill doesn’t allow the LAFCO to make any changes to the board of MVPCD based upon its review.
- iv) The LAFCO is required to review the plan of services to ensure efficient and orderly service delivery. However, such a review would likely take place during the typical formation process in existing law.
- v) This bill states that, “If the district established pursuant to this chapter determines that it should continue in existence beyond the initial five-year period established in Section 10493.2, it shall follow the procedures established in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.” Special district formation is typically conducted first by the principal act under which it is forming and then LAFCO law. It is ultimately unclear which procedures the district must follow if it determines that it should continue in existence.
- vi) Lastly, whichever party files the application for a change of organization, like the formation of a district, typically pays for the costs of that change of organization. This bill requires the LAFCO to undertake a number of mandates, but it is not clear who is providing the funding.

Given the above ambiguity, the Committee may wish to consider if clarity regarding the LAFCO’s role in this bill is needed.

- b) **What Money?** Establishing a new special district requires funding. This bill allows for initial funding for the district to be provided by the three school districts and the two cities, but it does not require it. This bill also requires the district to call and conduct an election to seek voter approval for funding mechanisms necessary to formally establish the district, but it is not clear where the financing for an election will come from if initial funding for the district is never provided. The Committee may wish to consider if a more certain funding source should be identified prior to the establishment of the MVPCD.

- c) **What if the MVPCD Ceases to Exist?** One major source of revenue for local agencies is to incur debt either through bonds or loans. This bill would require the MVPCD to seek voter approval for the funding mechanisms necessary to formally establish and operate the district. First, it is not clear what financial mechanisms this bill would currently allow the MVPCD to impose. Second, if the MVPCD has a 5-year time limit, should it be able to take out debt that might take longer than 5 years to pay off prior to being established for longer than 5 years? While it could be difficult for the MVPCD to take on debt prior to being formally established past the 5-year timeline due to uncertainty of the revenue streams, the Committee may wish to consider if additional safeguards need to be added to the bill to ensure responsible financial management.
- d) **What's Missing?** A principal act of a special district contains many provisions relating to its powers and duties, provisions related to managing its finances, and more. However, this bill is not clear on many of the requirements a typical special district must follow. In light of this, the Committee may wish to consider if the MVPCD should adhere to many of the requirements that other special districts must follow.
- e) **Is There a Better Way?** As stated above, CSDs can already build childcare facilities. Would it be better just to expand CSD law to clearly allow them to provide childcare services?

Also, JPAs have existed in California for nearly 100 years, and were originally created to allow 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 it can be carried out by a new, separate public entity called a joint powers authority.

JPAs are an attractive tool for local governments because they facilitate more efficient service provision through collaboration, and they allow local entities to issue certain bonds without voter ratification. There are also a few, limited instances in JPA Law allowing non-governmental entities to join a JPA with a public agency partner. In this instance, as long as all of the agencies that are a part of the JPA can provide a service like childcare, like cities and school districts, these agencies can partner to provide that service. Given that CSDs or forming a JPA already exist as options, the Committee may wish to consider if there is a more prudent solution.

- 9) **Committee Amendments.** In response to the considerations above, the Committee may wish to amend this bill as follows:
  - a) Delete the following provisions: 10493.3 (a)(2), 10493.3 (c), 10493.4 (d), 10493.4 (e)(4)(B).
  - b) Add 10493.6(b)(3) **The district shall not incur bonded indebtedness until the district has completed formation pursuant to subdivision (b) of Section 10493.7.**
  - c) **10493.7. (a) The district shall adopt an ordinance between July 1, 2031 and January 1, 2032 to do either of the following:**

**(1) To determine that the district should continue in existence beyond the initial five-year period specified in subdivision (a) of Section 10493.2.**

**(2) To dissolve the district.**

**(b) If the district established pursuant to this chapter determines that it should continue in existence beyond the initial five-year period established in Section 10493.2, it shall submit an application to LAFCO for the formation of a special district and follow the procedures established in community service district law (Division 3 (commencing with 61000) of Title 6, and in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Division 3 (commencing with Section 56000) of Title 5 of the Government Code).**

**(c) (1) If the district is dissolved pursuant to subdivision (a), any revenue provided by those entities identified in subdivision (a) of Section 10493.4, pursuant to Section 10493.6, returns to the entity in which it originated, except for paragraph (2).**

**(2) Any revenue pledged to pay off indebtedness incurred by the district shall remain pledged until completion of paying off the debt.**

**(d) Following the formation of the district, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Division 3 (commencing with Section 56000) of Title 5 of the Government Code) governs any change of organization.**

d) Add **10493.8 All other provisions of (Division 3 (commencing with 61000) of Title 6 apply to the district, except as provided in this chapter.**

10) **Prior Legislation.** AB 903 (Frazier) of 2021 would have dissolved the Los Medanos Community Healthcare District and designated the County of Contra Costa as the successor agency to the district. This bill failed passage in the Senate Governance and Finance Committee.

SB 418 (Laird), Chapter 1, Statutes of 2022, created the Pajaro Valley Health Care District.

SB 918 (Garcia), Chapter 549, Statutes of 2023, created the Imperial Valley Healthcare District to provide healthcare services across Imperial County, gave the district various powers and responsibilities, and dissolved Pioneers Memorial Healthcare District and Heffernan Memorial Healthcare District.

11) **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.

“AB 2083 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.”

12) **Arguments in Opposition.** According to the California Taxpayers Association, "...AB 2083 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. SB 852 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."

13) **Double-Referral.** This bill is double-referred to the Assembly Human Services Committee.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

Child Care Providers Union  
SEIU California  
UDW/AFSCME Local 3930

**Opposition**

California Taxpayers Association

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