

Date of Hearing: April 23, 2026

ASSEMBLY COMMITTEE ON HUMAN SERVICES

Alex Lee, Chair

AB 1914 (Schiavo) – As Amended April 20, 2026

SUBJECT: General plan elements: childcare

SUMMARY: 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. Specifically, **this bill:**

- 1) Requires, on or after January 1, 2028, but no later than January 1, 2033, each city, county, or city and county to prepare and adopt a childcare plan or integrate a childcare plan into the next adoption of the city, county, or city and county's general plan to address the childcare needs of the jurisdiction.
- 2) Authorizes the city, county, or city and county, if a city, county, or city and county has already adopted a similar childcare plan in its general plan or apart from the general plan, to designate that childcare plan to comply with these provisions.
- 3) Makes the finding and declaration that these provisions address a matter of statewide concern rather than a municipal affair as that term is used in Section 5 of Article XI of the California Constitution. Therefore, these provisions apply to all cities, including charter cities.
- 4) Provides that no reimbursement is required by these provisions pursuant to Section 6 of Article XIII B of the California Constitution because a local agency or school district has the authority to levy service charges, fees, or assessments sufficient to pay for the program or level of service mandated by these provisions, within the meaning of Government Code Section 17556.
- 5) Defines the following terms:
 - a) "Childcare" means all licensed childcare and development services and license-exempt childcare, including, but not limited to, private for-profit programs, nonprofit programs, and publicly funded programs, for all children up to and including 12 years of age, including children with exceptional needs and children from all linguistic and cultural backgrounds;
 - b) "Childcare plan" means a plan developed by a city, county, or city and county to address the childcare needs of the jurisdiction.
- 6) Makes the following findings and declarations:
 - a) Childcare access and infrastructure are a critical need, and every family should have access to quality, convenient, safe, and affordable childcare;
 - b) To address the state's childcare crisis, all levels of government must be involved and prioritize planning for their communities' childcare needs;

- c) Integrating the childcare needs of those who live and work in the jurisdiction into a city's or county's planning processes is a promising strategy of childcare in earlier stages of local planning processes, while preserving local discretion; and,
- d) Including childcare in emergency preparedness and disaster planning is also critical to ensure the unique needs of this vulnerable population are met before, during, and after disasters, supporting community resilience, economic recovery, and child safety.

EXISTING LAW:

- 1) 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 § 1596.73)
- 2) Requires each planning agency to prepare and the legislative body of each county and city to adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning. Requires chartered cities to adopt general plans, which contain the mandatory elements: land use, circulation, housing, conservation, open space, noise, safety, and environmental justice. (Government Code [GOV] § 65300)
- 3) Authorizes the general plan to include any other elements or address any other subjects which, in the judgment of the legislative body, are related to the physical development of the county or city. (GOV § 65303)
- 4) 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. (Welfare and Institutions Code [WIC] § 10485(a))
- 5) 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 for small homes and up to 14 children for large homes in a family-like setting, while 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

General Plans. According to the Assembly Committee on Local Government, state law grants cities and counties broad authority over land use through the Planning and Zoning Law, which requires each jurisdiction to adopt a general plan governing the uses of land within its boundaries. The general plan must include specified elements, including a land use element that designates allowable uses such as residential, commercial or open spaces, and a housing element that plans for the location and density of housing. All major land use decisions, such as zoning ordinances and development approvals, must be consistent with the general plan, which also establishes policies, standards, and mitigation measures related to issues such as flood and fire hazards, climate change, and environmental justice.

Local governments implement these plans through their police power to enact zoning ordinances that regulate how land may be used and developed. These ordinances define permitted uses and impose development standards, including height and density limits, parking requirements, setbacks, and lot coverage. They may also include additional conditions to address site-specific impacts, community compatibility, and aesthetic considerations.

This bill requires cities and counties, by January 1, 2033, to adopt or integrate a childcare plan into their general plans to address local childcare needs.

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 superintendent of schools to appoint members to these councils, ensuring balanced representation with equal parts of consumers, childcare providers, public agency representatives,

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/>

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.

This bill authorizes cities and counties that have already adopted a similar childcare plan, either within or separate from the general plan, to designate that plan as compliant.

Author’s Statement: According to the Author, “As rising living costs and threats to cut funding from the federal government continue to create additional barriers to affordable child care, it is increasingly important to examine child care accessibility as communities plan for future growth and infrastructure needs. Instead of relying solely on ad hoc solutions to address child care accessibility, I believe [this bill] is a promising strategy to promote greater consistency and consideration of child care in earlier stages of local planning, while preserving local discretion. Requiring local general plans to include child care is crucial because it supports economic development by enabling workforce participation, attracts families and talent, promotes healthier, family-friendly communities, and aligns land use with community needs, ensuring equitable access and reducing traffic by integrating child care facilities near homes, jobs, and transportation. As we saw from the fires in Los Angeles, it is also critical to include child care in disaster planning and climate adaptation and resilience strategies to ensure children are cared for before, during, and after disasters and to ensure they have access to safe, healthy learning environments. Child care is a critical resource for California families and requires comprehensive planning to ensure widespread access to high-quality, affordable options.”

Equity Implications: *This bill* may improve access to childcare by requiring local governments to assess and plan for childcare needs across their communities, including for children with exceptional needs and those from diverse linguistic and cultural backgrounds. By integrating childcare into general plans, *this bill* may promote more intentional childcare facility placement near housing, transportation, and employment, potentially reducing geographic and transportation barriers that disproportionately affect low-income families and communities of color.

Double referral: This bill was previously heard in the Assembly Committee on Local Government on April 15, 2026, and was approved on an 8-1 vote.

Policy Considerations: The bill defines “childcare” broadly to include all licensed childcare and license-exempt childcare, including but not limited to, private for-profit programs, nonprofit programs, and publicly funded programs for children up to 12 years of age.

Should this bill move forward, the Author may wish to consider aligning this definition with existing terminology in the Welfare and Institutions Code to ensure consistency across programs.

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

65302.03. (1) “Childcare” means ~~all licensed~~ license-exempt childcare, childcare and development services, ~~and license-exempt childcare, including, but not limited to, private for-~~

~~profit programs, nonprofit programs, and publicly funded programs,~~ **and childcare and development programs,** for all children up to ~~and including 12~~ 13 years of age, including children with exceptional needs and children from all linguistic and cultural backgrounds.

(2) “Childcare plan” means a plan developed by a city, county, or city and county to address the childcare needs of the jurisdiction.

(3) “Childcare and development programs” has the same meaning as defined in Section 10213.5 of the Welfare and Institutions Code.

(4) “Childcare and development services” has the same meaning as defined in Section 10213.5 of the Welfare and Institutions Code.

(5) “License-exempt childcare” has the same meaning as described in Section 1596.792 of the Health and Safety Code, as it relates to childcare.

Arguments in Support: Low Income Investment Fund, *Build Up California* and the California Commission on the Status of Women and Girls, co-sponsors of this bill, write, “Access to reliable and affordable child care is closely tied to where families live, how they travel to work, and the infrastructure and services available in their communities. Yet despite its importance to families and the workforce, child care is not consistently incorporated into local general planning. As a result, communities may miss opportunities to plan for child care facilities near housing, employment centers, and transit corridors, or may unintentionally create barriers that limit the development of new child care providers.

“[This bill] addresses this gap by ensuring that child care is considered as part of long-term community planning. When jurisdictions update two or more elements of their general plans, the bill requires them to evaluate how planning decisions related to land use, transportation, housing, safety, and environmental justice affect the availability and accessibility of child care. Integrating these considerations earlier in the planning process will help communities better align land-use decisions, infrastructure investments, and local policies to support the growth of child care options in their jurisdiction.”

Arguments in Opposition: Rural County Representatives of California, California State Association of Counties, and American Planning Association California Chapter write oppose unless amended: “... California law already treats small and large licensed family childcare homes as residential uses permitted by right for zoning purposes. Recent legislation has further reduced barriers by limiting fees, expanding by-right permitting for certain childcare facilities, and providing targeted CEQA exemptions. APA California and Counties supported these efforts and continues to support their effective implementation. These types of targeted reforms provide a more direct and effective pathway for expanding childcare facilities than a broad General Plan mandate.

“While General Plans can establish policies and goals, they do not directly result in childcare facility development. Instead, facility delivery is driven by implementation programs, licensing, financing, and site-specific feasibility. As proposed, the bill risks creating a significant planning exercise without addressing the core barriers to expanding childcare capacity.”

RELATED AND PRIOR LEGISLATION

AB 2083 (Jackson) of the current legislative session, 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 after the pilot period. *AB 2083 is set to be heard by the Assembly Committee on Human Services on April 23, 2026.*

AB 2006 (M. Rodriguez) of the current legislative session, requires the state, beginning January 1, 2027, to prioritize space in newly constructed, acquired, or renovated state-owned office buildings for licensed childcare providers to operate daycare centers. Authorizes the Director of California Department of General Services to establish lease terms and set rental rates, including reduced or no rent for nonprofit providers that accept subsidies, and prioritizes enrollment of children for state employees followed by nearby community members. *AB 2006 is pending before the Assembly Committee on Appropriations.*

AB 752 (Ávila Farías), Chapter 164, Statutes of 2025, provided that a daycare center that is colocated with multifamily housing shall be considered a residential use of property and a use by right.

SB 234 (Skinner), Chapter 244, Statutes of 2019, revised statutes regarding licensed FCCHs pertaining to local zoning laws and housing protections.

REGISTERED SUPPORT / OPPOSITION:

Support

CA Commission on the Status of Women and Girls (Co-Sponsor)
 Build Up San Mateo County
 California Coalition for Community Investment (CCCI)
 California Commission on the Status of Women and Girls
 Cameo Network
 CDC Small Business Finance
 Child Action INC
 Children Now
 Consortium for Early Learning Services
 Early Care and Education Consortium
 Early Edge California
 Eileen Monahan Consulting
 Family Connections Centers
 Kristen Anderson Consulting
 Little Blossoms Childcare
 Low Income Investment Fund
 Marin Child Care Council
 Marin County Child Care Commission
 San Francisco Child Care Planning & Advisory Council

San Jose Councilmember Pamela Campos
San Mateo County Child Care Partnership Council
San Mateo County Supervisor Lisa Gauthier
Silicon Valley Community Foundation

Opposition

None on file.

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