

Date of Hearing: April 7, 2025

ASSEMBLY COMMITTEE ON EMERGENCY MANAGEMENT

Rhodesia Ransom, Chair

AB 549 (Gabriel) – As Amended April 3, 2025

SUBJECT: Emergency services: human trafficking

SUMMARY: Requires the California Office of Emergency Services (Cal OES), in collaboration with host cities, host committees, and partners, to plan and prepare for safety and security of mega sporting events and official watch parties, as defined. Specifically, **this bill:**

- 1) Defines “mega sporting events” as the 2026 FIFA World Cup games, the Super Bowl LXI 2027, the Summer Olympic Games 2028, and the Paralympic Games 2028.
- 2) Requires Cal OES, in collaboration with host cities, host committees, and partners, to prepare for the planning, resourcing, management, and delivery of safety and security of mega sporting events and official watch parties.
- 3) Requires Cal OES to consider their work under the Large Stadium Initiative and previous experiences in implementing the federal National Special Security Event (NSSE) planning and preparedness activities.
- 4) Requires Cal OES to consider ways to increase safety around and reduce the risk of human trafficking, racism, sexism, other forms of discrimination, and any other safety issue that may arise at a national-level sporting event.
- 5) Requires Cal OES, in furtherance of reducing the risk of human trafficking to include all of the following strategies:
 - (a) Urging businesses involved in the sporting events to monitor their supply chains for potential risks, such as human trafficking;
 - (b) Posting the Department of Justice’s notice informing the public and victims of human trafficking of hotline numbers, as specified;
 - (c) Training hotel staff to recognize and report signs of human trafficking, as specified;
 - (d) Collaborating with local law enforcement to reduce human trafficking, as specified; and
 - (e) Connecting victims of trafficking to existing resources.
- 6) Requires Cal OES to enter into a memorandum of understanding with the cities hosting the mega sporting events to implement the safety and security activities described above.

EXISTING LAW:

- 1) Under the California Emergency Services Act, establishes the California Office of Emergency Services (Cal OES) within the office of the Governor for the purpose of mitigating the effects of natural, manmade, or war-caused emergencies. (Government Code 8550)
- 2) Under the California Emergency Services Act, provides Cal OES to be responsible for the state's emergency and disaster response services for natural, technological, or man-made disasters and emergencies, including responsibility for activities necessary to prevent, respond to, recover from, and mitigate the effects of emergencies and disasters to people and property. (Government Code 8585)
- 3) Requires the Cal OES to establish the California Olympic and Paralympic Public Safety Command (COPPC) to facilitate public safety and security at the 2028 Olympic and Paralympic Games in Los Angeles, California. (Government Code Section 8591.5-8591.7)

FISCAL EFFECT: Unknown. This bill has not been analyzed by a fiscal committee.

COMMENTS:

Purpose of the bill: According to the author, "Californians are eager to host all of the major international events that will be held here, including the FIFA World Cup in 2026 and the Olympic and Paralympic Games of 2028. This bill is an essential step towards ensuring security and protecting the most vulnerable during global sporting events. It will ensure that California prioritizes the safety of both our international guests and local residents."

Equity impact: According to the author's staff, "Mega sporting events such as the Olympics and World Cup have historically faced challenges related to discrimination, including racial, gender, and disability discrimination. Women and girls, particularly those from marginalized communities, are disproportionately affected by trafficking during sporting events. It is also imperative to ensure that the event is accessible to people with disabilities (e.g. wheelchair accessibility, hearing or visual impairment)."

Background

AB 1754 (Jones-Sawyer), which signed into law in 2019 Chapter 693, Statutes of 2019, requires the California Office of Emergency Services (Cal OES) to establish the California Olympic and Paralympic Public Safety Command (COPPC) to facilitate public safety and security at the 2028 Olympic and Paralympic Games in Los Angeles, California. The law requires Cal OES to establish and oversee the development, approval and adoption of the COPPC to facilitate the planning, resourcing, management, and delivery of safety and security at the 2028 Olympic and Paralympic Games in Los Angeles. The law also requires, no later than January 31, 2021, Cal OES to enter into a memorandum of understanding with the Los Angeles Organizing Committee for the 2028 Olympics and Paralympic Games and other necessary parties to implement safety and security activities.

2028 Summer Olympic and Paralympic Games: Based on the strength of both the Los Angeles and Paris bids for the 2024 Olympic Games and Paralympic Games, the IOC, on July 11, 2017,

voted unanimously to approve a process by which they simultaneously awarded the 2024 Games to Paris and 2028 Games to Los Angeles. The 2028 Summer Olympics, officially known as the Games of the XXXIV Olympiad, will take place from July 21 to August 6, 2028. This will be the third time, and first since 1984, that Los Angeles will host the Summer Olympics, making it the third city after London and Paris to host the Games three times.

FIFA World Cup 2026: The FIFA World Cup 2026 will be one of the largest sporting events in history and will be hosted jointly by the United States, Mexico, and Canada. Hosting the tournament, which runs from June 11 to July 16, 2026, and includes 104 matches in 16 unique cities, including 8 matches at the SoFi Stadium and 6 matches at the Levi's Stadium

National Special Security Events (NSSE): Following the end of the Cold War, policymakers began to be concerned with a rise in international and domestic terrorism threats. Because of this, Congress debated and legislated on the security of large federal government and public events. The President or his representative, the Secretary of the Department of Homeland Security (DHS), may designate major federal government or public events that are considered nationally significant as National Special Security Events (NSSEs). Some of these events are recurring and are predesignated including such NSSEs as presidential inaugurations, presidential nominating conventions, major sporting events, and major international meetings. Previous Super Bowls, Olympic Games, and large, international sporting events have been designated as NSSEs.

When an event is designated as an NSSE, the U.S. Secret Service (USSS) becomes the lead federal agency responsible for developing, exercising, and implementing security operations. The goal of these security operations is to develop and implement a seamless security plan that will create a safe and secure environment for the general public, event participants, Secret Service protectees, and other dignitaries.

NSSE operational plans include the use of physical infrastructure security fencing, barricades, special access accreditation badges, K-9 teams, and other security technologies. To try to ensure consequence management, DHS pre-positions Domestic Emergency Support Teams, Urban Search and Rescue Teams, National Emergency Response Teams, Nuclear Incident Response Teams, and assets from the Strategic National Stockpile and Mobile Emergency Response System.

Specific teams and groupings of teams are designed for each event based on coordination with other federal entities, state and local jurisdictions, available local resources, and mutual aid agreements. Additionally, USSS sponsors training seminars for command-level federal, state, and local law enforcement and public safety officials to provide principles for managing security at major events and strategies for reducing vulnerabilities related to terrorism. The seminars also discuss key strategies and lessons learned from past NSSEs.

Human Trafficking: According to the California Attorney General's Office, "Human trafficking is among the world's fastest growing criminal enterprises and is estimated to be a \$150 billion-a-year global industry. It is a form of modern day slavery that profits from the exploitation of our most vulnerable populations. One common misperception is that human trafficking requires movement across borders. In reality, it involves controlling a person or group through force, fraud, or coercion to exploit the victims for forced labor, sexual exploitation, or both. This can occur entirely within a single country or it can cross borders. Human trafficking strips victims of their freedom and violates our nation's promise that every person in the United States is guaranteed basic human rights. It is also a crime. The Attorney General's Office is focused on

combating the pervasive issue of human trafficking in California and has made it one of his top priorities.”

Federal Law Enforcement Response to Human Trafficking: Human traffickers exploit vulnerable individuals for commercial sex and forced labor in a variety of legal and illegal industries, both across the United States and around the world. The federal approach to countering human trafficking employs interagency partnerships to prevent trafficking, protect victims, and prosecute perpetrators. Federal law enforcement agencies largely focus efforts on dismantling human trafficking networks and holding traffickers accountable.

In the United States, federal human trafficking investigations are primarily the responsibility of ICE and the Federal Bureau of Investigation (FBI). Federal law enforcement generally takes a victim-centered approach to human trafficking. This approach places equal value on identifying and stabilizing victims as well as deterring, investigating, and prosecuting traffickers. Part of this approach involves federal law enforcement relying on victim assistance specialists who can help support forensic interviews, which help law enforcement understand what happened and determine if a crime occurred, and connect victims with immediate assistance and long-term support. In addition to taking a victim-centered approach to trafficking investigations, federal law enforcement also uses trauma-informed, culturally sensitive approaches intended to avoid retraumatizing victims.

Human Trafficking and Large Sporting Events: A recent article in the Business Insider, “The dark side of the 2024 Paris Olympics,” explored the extent to which the major sporting event increased the risk of human trafficking.¹ According to the article, “young women and teens are actively being trafficked around the Paris Games and that “major sporting events like the Olympics tend to attract partying, alcohol, and people looking to pay for sex. Some of that sex, they said, is with vulnerable people who are not willingly participating in sex work, but who are victims of exploitative sex trafficking operations.”

Double referral: This bill has been double referred. Should the Assembly Committee on Emergency Management approve this bill, it will be referred to the Assembly Committee on Arts, Entertainment, Sports, and Tourism.

Arguments in support: The California Police Chiefs Association write, “AB 549 would require Cal OES to consider ways to enhance safety and reduce the risk of human trafficking at these mega sporting events. According to the California Department of Justice, human trafficking is one of the fastest-growing criminal enterprises in the world, with an estimated global industry value of \$150 billion per year. Unfortunately, we know that these worldwide mega events create more opportunities for international human trafficking operations to exploit the influx of travelers. It is critical to have a collaborative action plan to prevent these and many other crimes from being committed during these events.”

The California Hotel & Lodging Association add, “Large events can bring significant benefits to the host communities, but appropriate attention must be directed to ensure that safety and trafficking risks are mitigated. To that end, CHLA strongly supports AB 549, which would proactively create a framework to maintain a safe event environment and stymie human trafficking operations.”

¹ [The dark side of the 2024 Paris Olympics | Business Insider Africa](#)

Arguments in opposition: The Erotic Service Providers Legal, Education, and Research Project write, “AB 549 is a bad bill - predicated on a repeatedly debunked myth. Large sporting events DO NOT cause an increase in human trafficking. Every year the same fake stories about sex-trafficking at major sporting events resurface. There is not a shred of evidence to support them. A simple web search or checking Snopes.com would show it is false. This “trafficking myth” is used to justify high profile law enforcement prostitution sting operations masquerading as “rescue” operations.”

Prior Legislation: AB 1754 (Jones-Sawyer), Chapter 693, Statutes of 2019. Requires the California Office of Emergency Services (Cal OES) to establish the California Olympic and Paralympic Public Safety Command (COPPC) to facilitate public safety and security at the 2028 Olympic and Paralympic Games in Los Angeles, California.

AB 132 (Jones-Sawyer), Chapter 836, Statutes of 2017. Authorized the Governor to execute games support contracts, not to exceed \$270 million, in connection with the site selection process for the City of Los Angeles to become the host for the 2028 Olympic Games and Paralympic Games and established the Olympic Games Trust Fund in the State Treasury and would, upon appropriation by the Legislature, make the money in the fund available as specified.

REGISTERED SUPPORT / OPPOSITION:

Support

California Hotel & Lodging Association
California Police Chiefs Association
San Diego County District Attorney's Office

Opposition

Erotic Service Providers Legal, Education, and Research Project
Stripper Worker Center
The Sidewalk Project

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