

Date of Hearing: April 13, 2026

ASSEMBLY COMMITTEE ON EMERGENCY MANAGEMENT

Rhodesia Ransom , Chair

AB 2492 (Gabriel) – As Amended March 20, 2026

SUBJECT: Public safety: mega sporting events

SUMMARY: This bill would require the Office of Emergency Services (Cal OES) to collaborate with host counties and any relevant partners to plan and promote safety and security at and around mega sporting events and any official watch parties.

Specifically, **this bill:**

1. Defines “mega sporting event” to mean any of the following: Super Bowl LXI 2027; the 2028 Summer Olympic Games; the 2028 Paralympic Games.
2. Requires Cal OES, in collaboration with host counties and any relevant host committee or partner, prepare for the planning, resourcing, management, and delivery of safety and security at and around a mega sporting event and any official watch party and consider the following:
 - a. Cal OES’ Large Stadium Initiative.
 - b. Experience implementing federal National Special Security Event planning and preparedness activities.
 - c. Strategies that increase public safety and reduce risks associated with all of the following: human trafficking; racism, sexism, and other forms of discrimination; and any other safety issue that might arise in connection with a national-level sporting event.
3. Requires, by January 1, 2027, Cal OES to enter into a memorandum of understanding with the host counties and any other necessary party to implement this bill, that is compliant with the Master Mutual Aid Agreement
4. Establishes a sunset date of January 1, 2030.
5. Requires that if the Commission of State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made, as described.

EXISTING LAW:

1. Authorizes the Office of Emergency Services (Cal OES) to establish, and oversee the development, approval, and adoption of, the California Olympic and Paralympic Public Safety Command (COPPSC) to facilitate the planning, resourcing, management, and delivery of safety and security at the 2028 Olympic and Paralympic Games in Los Angeles. (Government Code Section 8591.5).

2. Requires the COPPSC to consider the work of Cal OES' Large Stadium Initiative and the Office's experience implementing the federal National Special Security Events planning and preparedness activities. (Government Code Section 8591.5).
3. Establishes Cal OES to enter into a memorandum of understanding with the Los Angeles Organizing Committee for the 2028 Olympic and Paralympic Games, and with other necessary parties, to implement COPPSC's safety and security activities. (Government Code Section 8591.6).
4. Requires the Commission on Peace Officers Standards and Training (POST) to establish a certification program for peace officers. (Penal Code Section 13510.1.)

FISCAL EFFECT: Unknown. A fiscal committee has not analyzed this bill.

COMMENTS:

Author Statement: "Californians are eager to host upcoming international sporting events, including the 2027 Super Bowl LXI and the Olympic and Paralympic Games of 2028. This bill is an essential step towards ensuring security and protecting the most vulnerable during these global sporting events. It will ensure that California prioritizes the safety of both our international guests and local residents."

Equity Statement: Author staff identify mega sporting events such as the Olympics and World Cup to have "historically faced challenges related to discrimination, including racial, gender, and disability discrimination". Furthermore, women and girls, "particularly those from marginalized communities" to be disproportionately affected by trafficking during sporting events. Furthermore, individuals with disabilities and those with access and functional needs should be considered, "ensuring that the event is accessible to people with disabilities (e.g. wheelchair accessibility, hearing or visual impairment)".

National Special Security Events (NSSEs): National Special Security Events (NSSEs) are nationally or internationally significant events that typically involve either a large number of attendees or a large number of the public and are attended by U.S. officials and foreign dignitaries. In late 2000, former President Clinton signed the Presidential Threat Protection Act of 2000, which, among other provisions, authorized the U.S. Secret Service (USSS), when directed by the President or the President's representative, to plan, coordinate, and implement security operations at special events of national significance.

The 2028 Olympic and Paralympic Games in Los Angeles were designated as NSSEs in 2024 by former President Biden, with U.S. Secret Service assuming role as the lead agency for the design and implementation of the operational security plan.¹

Mass Gathering Events: Upon request, Cal OES' Law Enforcement Branch provides local law enforcement agencies consulting services. Cal OES helps develop emergency plans for operations for special events when mutual aid or emergency management contingencies must be

¹ 2028 Olympic and Paralympic Games in Los Angeles Designated a National Special Security Event, <https://www.secretservice.gov/newsroom/releases/2024/06/2028-olympic-and-paralympic-games-los-angeles-designated-national-special>

included. The Large Stadium Initiative considers the four disciplines – law enforcement, fire, State Threat Assessment Center (STAC), and emergency management – for emergency planning during mass gathering events. Through STAC, Cal OES provides consultation on protecting critical infrastructure, including cyber security. The Fire & Rescue Branch provides similar assistance to local fire departments, including Urban Search & Rescue (USAR) and hazardous material (HAZMAT) Teams. Cal OES' Emergency Managers aid and support the local Emergency Operations Centers (EOC) during these events. All branches and disciplines work collectively to help local agencies prepare for large events and stand ready to respond immediately if a disaster or emergency occurs both inside and outside the primary event.

Certified law enforcement is ordered to serve critical roles in securing mass gathering events as they are trained to manage crowd dynamics, prevent violence, and coordinate emergency response in accordance with established public-safety protocols. FEMA's Mass Gatherings Security Awareness guidance emphasizes that event organizers must partner with certified local law enforcement to mitigate risks such as criminal activity, crowd surges, and targeted violence.² Research on U.S. mass gatherings similarly finds that coordinated planning between law enforcement, event managers, and medical providers significantly improves safety outcomes and reduces response times during emergencies.³ Ensuring that only certified, authorized law enforcement personnel operate at mass gatherings helps maintain accountability, adherence to constitutional standards, and public trust.

Official fan zones and watch-party areas for mega sporting events are typically sanctioned through agreements with the event's host committee or rights holders, which determines branding and operational responsibilities. Security within these official zones is often led by event-hired private security. The "official" status of a watch party typically depends on formal partnership, association, and ensuring official guidelines for copyright, trademark and acceptable use are observed.

California Olympic and Paralympic Public Safety Command (COPPSC): COPPSC was established in 2019 by AB 1754 (Jones-Sawyer, Chapter 693, Statutes of 2019) to facilitate the planning, resourcing, management, and delivery of safety and security at the 2028 Olympic and Paralympic Games in Los Angeles through Cal OES. The bill also stipulated that Cal OES shall enter into a memorandum of understanding (MOU) with the Los Angeles Organizing Committee for the Olympic and Paralympics Games 2028 (LA28), and with other necessary parties, to implement safety and security activities under COPPSC.

National Incident Management System: The National Incident Management System (NIMS) is the model for organizing incident response. When multiple agencies are involved (e.g. law enforcement, fire, and medical services, in addition to venue security), the NIMS specifies the Unified Command doctrine. Unified Command unites the incident commanders of entities involved in incident response so that commanders of responding organizations make response decisions together according to NIMS guidelines. Once these broad decisions have been made, the incident commanders retain control over the first responders reporting to them and the responsibilities assigned to their units. One principle of Unified Command is to have a common

² Mass Gatherings, Security Awareness for Soft Targets and Crowded Places
https://www.fema.gov/sites/default/files/2020-03/fema_faith-communities_mass-gatherings-security-awareness.pdf

³ Exploring safety at mass gathering events through the lens of three different stakeholders,
<https://www.frontiersin.org/journals/public-health/articles/10.3389/fpubh.2024.1451891/full>

command center staffed by members of supporting and stakeholder agencies to promote efficient communications among the agencies.

Arguments in Support: 3Strands Global Foundation writes in support, “we are proud to express our strong support for AB 2492, which establishes a comprehensive framework for public safety planning at mega sporting events, including Super Bowl LXI, the 2028 Olympic Games, and the 2028 Paralympic Games in Los Angeles and surrounding host communities. 3Strands Global Foundation, we are proud to express our strong support for AB 2492, which establishes a comprehensive framework for public safety planning at mega sporting events, including Super Bowl LXI, the 2028 Olympic Games, and the 2028 Paralympic Games in Los Angeles and surrounding host communities.”

The California Hotel + Lodging Association also writes in support, “because this measure creates a flexible framework which will help create a safe environment for communities and travelers during upcoming large events and ensure the amazing California we know is ready for the international spotlight. Many of the host cities continue to struggle with reductions in travel demand - emphasizing event security and successfully executing on that strategy will make a significant impact on efforts to get past local narratives and help venue cities, as well as surrounding regions, leverage the experience to generate subsequent travel demand. Specifically, AB 2492 would ensure that California is ready to host several imminent large events, including the Super Bowl LXI 2027, the Summer Olympic Games 2028, and the Paralympic Games 2028 in a manner which aligns with longstanding state goals of protecting the public against discrimination, stopping human trafficking, and protecting the public. Through this framework, AB 2492 will put the state on a path to leverage these spotlight events to their fullest potential”.

California Travel Association (CALTRAVEL) writes in support of AB 2492, stating “mega sporting events are high-profile, international gatherings that create unparalleled opportunities for celebration—but they also create heightened security needs. As the host state for these events, California has an obligation to ensure the security and well-being of its visitors, and residents. With the world’s eyes on California, it is especially important that the state establishes a coordinated and comprehensive approach to public safety. Considering unfortunate past and recent incidents at mega events, and reports of human trafficking at other global tournaments, this bill offers the chance to proactively address safety, while demonstrating California’s support for major events and tourism more broadly. For these reasons, CalTravel urges your support of AB 2492”.

Arguments in Opposition: The Erotic Service Providers Legal, Education and Research Project (ESPLERP) writes in opposition, “AB 2492 is a bad bill - predicated on a repeatedly debunked myth. Large sporting events do not cause an increase in human trafficking. A simple web search or checking Snopes.com shows it is false. Even the Global Alliance Against Traffic in Women has debunked it. Despite that, AB 2492 uses this fact-free myth to funnel federal, state and local monies into arresting people of color for prostitution (particularly on the Figueroa Corridor) in the run up to a series of large sporting events in the Los Angeles Area. California police departments have a long history of running prostitution stings they claim to be “anti-human trafficking” operations, then staging elaborate press conferences where they claim to have “rescued victims”, only for subsequent charges to reveal that the vast majority of arrests were for consensual adult commercial sex.’ These operations do very little to stop prostitution or uncover

evidence of “trafficking”, but they do generate lurid press coverage and help secure future funding”.

Policy Comment: The author may wish to consider how two of the three mega sporting events identified in the bill are designated as National Special Security Events (NSSEs) and how the designations impact the role and jurisdiction of Cal OES and federal entities. This consideration may be especially relevant for off-site watch parties associated with NSSE-designated events, including how “official” watch parties are defined, designated, and coordinated.

Double Referral: Should this bill be approved, it will be referred to the Assembly Committee on Arts, Entertainment, Sports, and Tourism.

Relevant Legislation:

AB 2492 (McKinnor), of this Session. This bill would require the COPPSC to create a temporary process allowing in-state and out-of-state law enforcement agencies, in coordination with federal security efforts, to supplement local security operations during the 2028 Olympic and Paralympic Games. This bill would also require a streamlined POST certification process for out-of-state law enforcement agencies operating in California, applicable only for the 2028 Olympic and Paralympic Games.

AB 1754 (Jones-Sawyer), Chapter 693, Statutes of 2019. This bill established the California Olympic and Paralympic Public Safety Command (COPPSC) to facilitate the planning, resourcing, management, and delivery of safety and security at the 2028 Olympic and Paralympic Games in Los Angeles through the Office of Emergency Services (Cal OES).

AB 132 (Jones-Sawyer), Chapter 836, Statutes of 2017. This bill established the 2028 Olympic Games and Paralympic Games Act, which authorized the Governor to execute games support contracts to provide state security.

REGISTERED SUPPORT / OPPOSITION:

Support

California Hotel + Lodging Association
California Travel Association (CALTRAVEL)
3Strands Global Foundation

Opposition

Erotic Service Providers Legal, Education, and Research Project

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