

Date of Hearing: April 7, 2026

Fiscal: Yes

ASSEMBLY COMMITTEE ON PRIVACY AND CONSUMER PROTECTION

Rebecca Bauer-Kahan, Chair

AB 2113 (McKinnor) – As Amended March 26, 2025

PROPOSED AMENDMENTS

SUBJECT: Aviation: unmanned aircraft systems: ticketed entertainment events

SYNOPSIS

Along with all the other advances in technology in recent years, there has been a rapid proliferation of robotic devices and drones. As with all technology, as it advances it often becomes more affordable, leading to more widespread use. There are several policy considerations related to the proliferation of these devices; this bill addresses the flying of drones over live entertainment events. Specifically, except in certain narrow circumstances, this bill makes it illegal to fly a drone within 400 feet of a live entertainment event.

As currently drafted, the bill applies to any entertainment event, regardless of size, that requires a ticket for entry. Conceivably, this could include a ballet recital for young children, a high school football game, a local musical act at a small club, or a Bad Bunny stadium concert. The proposed Committee amendments narrow the scope of the bill to apply to professional music, sporting, or performing arts events that are held in an outdoor venue capable of accommodating 1,000 or more attendees. In addition, the amendments remove an exemption that would have allowed most legal drone operators, including recreational operators, to continue to operate their drones within the restricted area. Finally, the amendments make several other clarifying changes as enumerated in Comment #5.

This bill is sponsored by Live Nation Entertainment and enjoys the support of the San Francisco Forty-Niners. If passed by this Committee, this bill will next be heard by the Arts, Entertainment, Sports, and Tourism Committee.

EXISTING LAW:

1) Defines the following terms:

- a. “Unmanned aircraft” means an aircraft that is operated without the possibility of direct human intervention from within or on the aircraft. (Gov. Code § 853.5(a).)
- b. “Unmanned aircraft system” means an unmanned aircraft and associated elements, including but not limited to, communication links and the components that control the uncrewed aircraft, which are required for the pilot in command to operate safely and efficiently in the national airspace system. (Gov. Code § 853.5(b).)

2) Provides that a person who knowingly and intentionally operates an unmanned aircraft system on or above the grounds of a state prison, a jail, or a juvenile hall, camp, or ranch is guilty of an infraction, punishable by a fine of \$500. (Gov. Code, § 4577 (a).)

- 3) Makes it a misdemeanor to use an unmanned aircraft system to look through a hole or opening into the interior of specified areas in which the occupant has a reasonable expectation of privacy with the intent to invade the privacy of a person inside. (Pen. Code, § 647(j)(1).)
- 4) Vests, pursuant to federal law, the Federal Aviation Administration (FAA) with the authority to regulate airspace use, management and efficiency, air traffic control, safety, navigational facilities, and aircraft noise. (49 U.S.C. §§ 40103, 44502, and 44701-44735.)
- 5) Requires the FAA, under the FAA Modernization and Reform Act of 2012, to safely integrate unmanned aircraft system (UAS) operation into the national airspace system and to develop and implement certification requirements for the operation of UAS in the national airspace system. (Public Law Number 112-095.)
- 6) Requires, under FAA rules, federal registration of a UAS before its first flight outdoors for any UAS weighing more than 0.55 pounds (250 grams) and less than 55 pounds (25 kilos). Upon registration, UAS owners receive a Certificate of Aircraft Registration/Proof of Ownership along with a unique identification number, which must be marked or affixed to the UAS. (14 CFR Parts 1, 45, 47, 48, 91, and 375.)
- 7) Permits commercial UAS flight over unpopulated areas if safety conditions are met, as specified. (14 CFR Part 107.)

THIS BILL:

- 1) Makes it unlawful to operate an unmanned aircraft within a 400-foot radius of a live entertainment event except in the following circumstances:
 - a. The person has obtained consent from the venue operator.
 - b. The person is an employee of the venue where the event is being held and is conducting official business.
 - c. The person is authorized by federal regulations adopted by the FAA to operate unmanned aircraft and is operating the aircraft in a lawful manner consistent with the regulations.
 - d. The person is an employee of a public utility, as defined, and is conducting official business.
- 2) Makes it an infraction to violate the bill, punishable by a fine of five hundred dollars.
- 3) Defines the following terms:
 - a. “Ticketed entertainment event” means any music, sporting, or performing arts event held in an entertainment venue with restricted entry that prevents access to the general public, unless the person has been issued a revocable license to enter by the venue operator.
 - b. “Unmanned aircraft” has the same meaning as defined in Section 853.5 of the Government Code (see “Existing Law” above).

- c. “Venue operator” means any person who owns, operates, manages, or controls an entertainment venue.

COMMENTS:

1) **Author’s statement.** According to the author:

AB 2113 is intended to protect public safety at large, ticketed entertainment events by establishing clear limits on the operation of unmanned aircraft systems (drones) over these venues. With California hosting some of the world’s largest concerts, sporting events, and festivals, unauthorized drones pose real risks to attendees, performers, and event personnel. While federal authorities oversee national airspace, local law enforcement often has the best knowledge and capacity to respond quickly to threats at individual venues. This bill empowers local authorities with a clear statutory framework, balancing safety, privacy, and access, to ensure that California’s live entertainment and sporting events remain safe, vibrant, and accessible for all residents and visitors.

2) **Background.** Drones—termed “unmanned aircraft” and “unmanned aircraft systems” in the Government Code—are increasingly used by government, businesses, and private individuals for a variety of purposes, including law enforcement surveillance, monitoring wildfires, package delivery, search and rescue efforts, or simply for fun. Many drones, whether professional or recreational, come equipped with a camera allowing them to record everything they fly over, including live entertainment events.

As recreational drones have become more affordable in recent years, they have become more ubiquitous. The author argues that this proliferation has created new public safety challenges, particularly at large, ticketed entertainment events that draw dense crowds. Outdoor concerts, sporting events, and festivals often host tens of thousands of attendees in confined spaces, where unauthorized drone operations pose risks of injury, disruption, and interference with emergency response efforts.

3) **FAA drone pilot requirements.** To legally fly a drone for recreational purposes in the United States, a person is required to register their drone, pass an aeronautical knowledge and safety test, and carry proof of passage when flying. These requirements apply to anyone flying a recreational drone that weighs 250 grams (0.55 lbs) or more. For people flying drones under 55 pounds for non-recreational purposes, additional requirements apply, including a requirement to obtain a remote pilot certification, which allows operators to fly drones for work or business.¹

4) **FAA restrictions.** The FAA currently prohibits the flying of drones over certain restricted areas, such as airports. In addition, some jurisdictions have created “No Drone Zones” that prohibit the taking off and landing of drones in restricted areas. The FAA provides No Drone Zone signs that can be used by these governments to identify areas where there are local flight restrictions. They do not, however, restrict a person from flying a drone over the area.²

¹ https://www.faa.gov/uas/recreational_flyers

² https://www.faa.gov/uas/resources/community_engagement/no_drone_zone

The FAA also prohibits the flying of drones in and around sports stadiums beginning one hour before and ending one hour after the scheduled time of any normal or post-season event for any of the following:

- Major League Baseball
- National Football League
- NCAA Division One Football
- NASCAR Sprint Cup, Indy Car, and Champ Series races³

National Security Special Events. In addition to the stadium restrictions, the FAA establishes temporary flight restrictions (TFR) for certain events that the federal government designates as National Security Special Events. These restrictions apply to both drones and planes. The only exceptions are for emergency, public safety, and military aircraft. During Super Bowl LX at Levi Stadium in Santa Clara, the FAA issued a TFR that restricted air traffic during the week leading up to the game and the game itself. On the day of the game, the TFR had “a 30-nautical-mile outer ring and a more restrictive 10-nautical-mile inner core.”⁴

The FAA and the Federal Bureau of Investigation (FBI) coordinated to enforce several TFRs during the week of the Super Bowl, with special restrictions for drones. These restrictions for drone operators included a no-fly zone within 30 nautical miles and 18,000 feet above Levi Stadium during the game.⁵

This bill proposes a more limited 400-foot restriction. However, it applies that restriction to all entertainment venues and all live entertainment and sports events, including high school sports that require an attendee to obtain a ticket to enter the game.

5) **Amendments.** The author has agreed to accept the following clarifying amendments:

SECTION 1. The Legislature finds and declares all of the following:

(a) New and emerging technologies, including unmanned aircraft (drones), pose an evolving risk to public safety, particularly at large-scale live entertainment and sporting events involving dense crowds that are central to the state’s economy and the enjoyment of its residents.

(b) The continued vitality of outdoor live entertainment and major sporting events in the state depends on the ability to protect attendees, artists, athletes, and event personnel from ~~the~~ *any* risks *that may be* posed by unauthorized or unsafe drone operations.

~~(c) While federal authorities historically maintain jurisdiction over national airspace and temporary flight restrictions, they may not always be positioned to respond quickly to unauthorized drone activity occurring at live entertainment venues, stadiums, or other large public gatherings.~~

³ https://www.faa.gov/uas/getting_started/where_can_i_fly/airspace_restrictions/sports_stadiums

⁴ <https://www.faa.gov/newsroom/super-bowl-lx-what-general-aviation-pilots-need-know>

⁵ <https://www.faa.gov/newsroom/faa-and-fbi-announce-strict-no-drone-zones-super-bowl-lx>

~~(d) In practice, many large events rely on the local familiarity and venue-specific expertise of local law enforcement agencies to oversee public safety operations. Empowering local law enforcement to take appropriate and timely action in response to unauthorized drone operations within restricted airspace will enhance crowd safety and reduce the risk of harm.~~

~~(e) Effective communication among the Federal Aviation Administration, state agencies, municipalities, and local law enforcement is necessary to ensure that temporary flight restrictions are properly requested, implemented, communicated, and enforced.~~

(f) The state is home to marquee events and upcoming global gatherings, including the 2028 Summer Olympics, 2026 FIFA World Cup, Super Bowl LX, and major live entertainment festivals such as Coachella Valley Music and Arts Festival, BottleRock Napa Valley, La Onda, Stagecoach Festival, Beyond Wonderland SoCal, Aftershock Festival, and numerous other events that attract hundreds of thousands of attendees annually.

~~(g) State action is necessary to protect the public safety and the economic ecosystem of outdoor live events and to preserve cultural relevance of California outdoor venues. Establishing clear regulation of drones and comprehensive protocols for local law enforcement ensures the long-term vitality of outdoor live events in the state.~~

SECTION 2.

21750. For purposes of this part, the following definitions apply:

(a) “Ticketed entertainment event” means any *professional* music, sporting, or performing arts event *that meets all of the following requirements:*

1. *It is* held in an entertainment venue *with the capacity to hold 1,000 or more attendees* with gated entries or barriers that prevent access to the general public.
2. *A* revocable license that has been issued by the venue operator of the entertainment venue is required for attendance at the event.
3. *It is not covered by Federal Aviation Administration restrictions.*

(b) “Unmanned aircraft” has the same meaning as defined in Section 853.5 of the Government Code.

(c) “Venue operator” means any person who owns, operates, manages, or controls an entertainment venue.

21752. (a) It is unlawful to operate an unmanned aircraft within ~~a 400-foot radius of, or above, a 400 feet of an outdoor,~~ ticketed entertainment event.

(b) Subdivision (a) does not apply to a person who operates an unmanned aircraft under any of the following circumstances:

(1) The person (A) has obtained consent *by from* the venue operator for the ticketed entertainment event, or (B) is an employee of the entertainment venue where the ticketed entertainment event is held and is conducting official business.

~~(2) The person is authorized by federal regulations adopted by the Federal Aviation Administration to operate an unmanned aircraft and is operating the unmanned aircraft in a lawful manner and consistent with those federal regulations.~~

(3) The person is an employee of a water, sewer, electrical, telephone, cable, or other regulated utility service provider and is conducting official business.

(c) A violation of this section is an infraction. Each violation of this section shall be punishable by a fine of five hundred dollars (\$500).

ARGUMENTS IN SUPPORT: Live Nation Entertainment, sponsors of the bill, write in support:

Live events are an integral part of California's economy, attracting millions of visitors each year and driving tens of millions in local economic impact across the state. Live Nation alone produces hundreds of outdoor concerts each year at amphitheaters, stadiums, and other open spaces in California. The safety of our guests is a priority for us, as it is for all other event organizers across the state. That requires understanding the ever evolving of technology that bad actors may use, including drones and other unmanned aerial vehicles. Drone usage has skyrocketed in recent years (160% increase since 2019 according to the FAA). Like many of our colleagues in other live events, we have experienced a growing number of unauthorized drone incursions at outdoor festivals, stadiums, and amphitheaters.

Despite that, under current rules and regulations many high-density events such as outdoor festivals and concerts are excluded from existing prohibitions on unauthorized drone use, despite facing comparable security risks to the highest profile of gatherings. As a result, AB 2113 will dramatically improve the safety of live events by enacting an outright ban on operating unauthorized drones and other unmanned aircraft over large crowds at ticketed entertainment events.

We look forward to working closely with state and local law enforcement agencies across the state as they exercise this authority to help create safer events for staff, artists, and fans alike.

In addition, the San Francisco Forty-Niners note:

The rapid growth of personal drone use has created new public safety challenges, particularly at large outdoor concerts and sporting events. Unauthorized drone operations over these gatherings pose serious risks of injury, disruption, and interference with emergency response efforts. While federal authorities regulate national airspace, local law enforcement agencies are responsible for managing crowd safety at these events and currently lack clear state-level statutory authority specifically addressing personal drone operations in close proximity to ticketed venues.

REGISTERED SUPPORT / OPPOSITION:

Support

Live Nation Entertainment (Sponsor)
Forty Niners Football Company LLC, a Delaware Limited Liability Company

Opposition

None on file.

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