
SENATE COMMITTEE ON EMERGENCY MANAGEMENT

Senator Henry Stern

Chair

2025 - 2026 Regular

Bill No:	AB 2411	Hearing Date:	6/16/2026
Author:	McKinnor		
Version:	4/6/2026 Amended		
Urgency:	No	Fiscal:	Yes
Consultant:	Cassie Royce		

SUBJECT: California Olympic and Paralympic Public Safety Command: agreements with state and local agencies

SUMMARY: Requires the California Olympic and Paralympic Public Safety Command (COPPSC), established by the California Office of Emergency Services (Cal OES), to negotiate and enter into specified agreements related to the use of in-state and out-of-state law enforcement personnel for the 2028 Olympic and Paralympic Games (2028 Games). Directs the Commission on Peace Officers Standards and Training (POST) to establish a streamlined training program for out-of-state law enforcement personnel for purposes of this bill.

ANALYSIS:

Existing law:

- 1) Establishes the California Emergency Services Act (CESA) and designates Cal OES as the lead agency responsible for the state's emergency and disaster response services for natural, technological, or man-made disasters and emergencies, including activities necessary to prevent, respond to, recover from, and mitigate the effects of emergencies and disasters to people and property.
- 2) Provides for the Master Mutual Aid Agreement (MMAA) under the CESA, which stipulates that the combined forces of mutual aid are available in cases of local peril or emergency and in all cases where a state of extreme emergency has been proclaimed.
- 3) Establishes, pursuant to AB 1754 (Jones-Sawyer), Chapter 693, Statutes of 2019, the COPPSC to facilitate the planning, resourcing, management, and delivery of safety and security at the 2028 Games through Cal OES.

- 4) Requires the COPPSC to consider the work of Cal OES' Large Stadium Initiative and experience implementing federal National Special Security Events (NSSE) planning and preparedness activities.
- 5) Directs Cal OES to enter into a memorandum of understanding (MOU) with the Los Angeles Organizing Committee for the 2028 Games, known as LA28, and with other necessary parties, to implement safety and security activities under the COPPSC.
- 6) Sunsets the COPPSC on January 1, 2029.
- 7) Creates POST to adopt rules establishing minimum standards relating to physical, mental, and moral fitness that shall govern the recruitment of any peace officer in the State, including training and certification of peace officers.

This bill:

- 1) Makes various findings and declarations for purposes of this bill, including the following:
 - a) The purpose of this act is to safeguard public safety within a reasonable timeframe before, during, and after the 2028 Games in accordance with state and local law.
 - b) The City of Los Angeles is the host city for the 2028 Games and the city and other local, state, and federal agencies are responsible for ensuring the safety of all participants and visitors, in addition to their existing public safety responsibilities.
 - c) It is critical that local jurisdictions have the means and ability to identify and utilize additional law enforcement personnel in order to ensure a secure and peaceful 2028 Games, including those outside of the State of California.
 - d) Existing law limits the extension of mutual aid by California local agencies to circumstances of local emergency due to conditions of disaster or extreme peril.
 - e) It is therefore the intent of the Legislature to ensure that Cal OES may enter into agreements to utilize the services and support of other agencies, including those outside of the State of California, in connection with the 2028 Games, to secure additional law enforcement personnel, under specified conditions.
- 2) Provides that the COPPSC shall negotiate and enter into agreements to facilitate training, mutual cooperation, sharing of information and resources, and the use

of in-state and out-of-state law enforcement personnel for the purposes of ensuring public safety for the 2028 Games.

- 3) Requires the agreements entered into pursuant to 2) above to comply with all of the following requirements:
 - a) Law enforcement personnel contracted to support public safety in connection with the 2028 Games shall do so for a limited period of time that falls within a reasonable timeframe before, during, and after the 2028 Games.
 - b) Law enforcement personnel contracted from an out-of-state agency to augment security functions in connection with the 2028 Games shall obtain a certificate of training, as established by this bill, from POST.
 - c) Law enforcement personnel contracted from an out-of-state agency to augment security functions in connection with the 2028 Games shall abide by state and local law.
- 4) Directs POST to establish a streamlined training program that complies with specified requirements for out-of-state law enforcement personnel that are utilized for purposes of public safety support within a reasonable timeframe before, during, and after the 2028 Games.

Background

Author's statement. "AB 2411 will require the COPPSC, established by the Cal OES in 2019, 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. The bill will require a streamlined POST certification process for out-of-state law enforcement agencies operating in California which will only apply during the 2028 Games and clarifies that such agencies must adhere to California state law.

Establishing a process to certify outside law enforcement officers to provide additional security support would enable the City to augment staffing levels and meet expanded public safety demands across the region. This approach would also support regional law enforcement partners facing operational strain beyond venue perimeters and facilitate the coordination needed to keep residents and visitors safe."

The COPPSC. The COPPSC was established by Cal OES as the single entity responsible for the direction and oversight of the planning, resourcing,

management, and delivery of safety and security at the 2028 Games. Pursuant to the required MOU between Cal OES, LA28, and the City of Los Angeles, the COPPSC remained operative only until the 28 Games received federal designation as an NSSE, at which point, the responsibility and authority for the planning, management and delivery of public safety and security transitioned to a federal NSSE.

NSSEs. When the 2028 Games were designated as NSSEs in 2024 by former President Biden, the U.S. Secret Service assumed the lead responsibility for developing and implementing security operations. Typically, NSSEs are nationally or internationally significant events that involve a large number of attendees and the public and are attended by U.S. officials and foreign dignitaries. The Presidential Threat Protection Act of 2000, among other provisions, authorizes the U.S. Secret Service (USSS) to plan, coordinate, and implement security operations at special events of national significance when directed by the President or the President's representative. Previous NSSEs include Super Bowls, Olympic Games, and other large international sporting events.

Large Stadium Initiative. Cal OES oversees the California Large Stadium Initiative, which provides an all-hazards approach to protecting mass gathering events by coordinating multi-agency security planning and training. The initiative supports the four disciplines with respect to law enforcement, fire, security, and emergency management, for emergency planning during mass gathering events. Activities implemented through the initiative include security planning to evaluate emergency policies and procedures, planning for multi-casualty incidents, establishing command post and unified command systems, and providing venue and security assessments. All units within Cal OES 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.

In addition, April 2019 guidance issued by the federal Cybersecurity and Infrastructure Security Agency for mitigating risks at mass gatherings recommends that event organizers partner with certified local law enforcement to mitigate risks such as criminal activity, crowd surges, and targeted violence. The guidance notes that coordinated planning between law enforcement, event managers, and medical providers significantly improves safety outcomes and reduces response times during emergencies.

Cal OES' Law Enforcement Branch. The Law Enforcement Branch (LEB) of Cal OES provides critical services to the people of California, ranging from catastrophic disaster response to critical infrastructure security throughout the

state. The LEB coordinates with local, state, and federal law enforcement stakeholders in response to incidents and needs throughout the state of California and beyond, to protect lives and property, build capabilities, and support communities. Working directly with all 58 California sheriffs, the LEB provides guidance, personnel, and critical resources for agencies to successfully and efficiently manage events occurring throughout the state.

The LEB serves as the primary point of contact for coordinating out-of-state law enforcement resources. Cal OES reports that local jurisdictions were surveyed in March of this year and have until July 31 to report their anticipated staffing needs to the state. Those assessments will determine the level of out-of-state support required to adequately increase law enforcement presence during the 2028 Games.

California's mutual aid system. Mutual aid is the voluntary sharing of personnel and resources when a jurisdiction cannot deploy its own resources sufficiently to respond to a disaster or emergency, such as flooding, fire, earthquake, disease, or war. Resources are then requested by the affected jurisdiction through a recognized system established by the MMAA. This cooperative system may be executed on a local, countywide, regional, statewide, and interstate basis. The state has been divided into seven mutual aid regions to more effectively apply, administer and coordinate mutual aid. Out-of-state mutual aid is usually coordinated through Cal OES and Cal OES may assign mission numbers to mutual aid events in order to track and coordinate resources. Generally, planned and scheduled events do not meet the criteria for mutual aid. This bill would enable the COPPSC to execute out-of-state law enforcement mutual aid agreements during a reasonable time that is specific to before, during, and after the 2028 Games.

Recommended amendments. To clarify the intent that California peace officers shall be the primary and preferred source of law enforcement personnel for the 28 Games and specify that the agreements the COPPSC enters into are intended to support the use of law enforcement, the Committee may wish to amend this bill as described below:

Amendment #1:

Add to Section 1: It is the intent of the Legislature that California peace officers shall be the primary and preferred source of law enforcement personnel for the 2028 Olympic and Paralympic Games. The services of out-of-state law enforcement personnel shall be utilized only to augment available California resources.

Amendment #2:

*Amend Section 2 as follows: COPPSC shall negotiate and enter into agreements to facilitate training, mutual cooperation, **and** sharing of information and resources, ~~and related to~~ the use of law enforcement personnel with other state and local agencies within and outside of the State of California for the purposes of ensuring public safety for the 2028 Olympic and Paralympic Games in Los Angeles.*

Prior/Related Legislation

AB 2492 (Gabriel), of this session, would have required Cal OES to collaborate with host counties, COPPSC, and any relevant partners to plan and promote for safety and security at and around mega sporting events and any official watch parties. (Held in Assembly Appropriations Committee)

AB 1450 (Gabriel) of 2021 would have required Cal OES to collaborate and enter into MOUs on an ongoing basis with cities hosting large-scale sporting events to prepare for safety and security and would have required a specific MOU regarding the 2026 World Cup. (Held in Assembly Appropriations Committee)

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.

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: No

SUPPORT:

Office of Los Angeles Mayor Karen Bass (sponsor)
California Hotel & Lodging Association
California Orthotic & Prosthetic Association
California Travel Association

OPPOSITION:

Peace Officers Research Association of California

ARGUMENTS IN SUPPORT: In support of the bill, the Office of Los Angeles Mayor Karen Bass, the sponsor, writes that AB 2411, “would create a temporary

process to allow in-state and out-of-state law enforcement agencies to augment local security operations during the 2028 Olympic and Paralympic Games, in coordination with federal partners. Security in the core security zones, including the footprint and immediate vicinity of competition venues, will be overseen by the USSS. However, local law enforcement officers are anticipated to serve as the personnel base for operations in these perimeters surrounding venues. Meanwhile, the City of Los Angeles will remain responsible for the safety and security of the general public citywide, including the millions of tourists and spectators expected to travel to the region during the Games. This also includes supporting the safe operation of public transportation systems and transit routes across the region and securing fan zones and celebration sites. To be prepared for the 2028 Games, the City of Los Angeles, as the host city, needs additional law enforcement resources beyond current capacity...[AB 2411] will ensure that California standards and laws are upheld and that public safety personnel are fully staffed during the largest international sporting event in history. As Los Angeles prepares to welcome the world, the City must be fully equipped to meet increased public safety demands. For these reasons, I am proud to sponsor AB 2411 (McKinnor).”

ARGUMENTS IN OPPOSITION: In opposition to the bill, the Peace Officers Research Association of California write that it is opposed unless the bill is amended to address concerns that “the bill as drafted creates a two-tiered system that allows out-of-state personnel to serve with only “streamlined” training. After more than a decade of the Legislature strengthening POST standards, SB 2 decertification, use-of-force reforms, and accountability measures for California peace officers, we cannot accept an exception that lowers those same standards for this event.”

DUAL REFERRAL: Senate Emergency Management Committee & Senate Public Safety Committee