
THIRD READING

Bill No: AB 2411
Author: McKinnor (D)
Amended: 7/2/26 in Senate
Vote: 21

SENATE EMERGENCY MGT. COMMITTEE: 9-0, 6/16/26

AYES: Stern, Seyarto, Allen, Blakespear, Grayson, Grove, McNerney, Pérez, Rubio

SENATE PUBLIC SAFETY COMMITTEE: 6-0, 6/30/26

AYES: Arreguín, Seyarto, Caballero, Cortese, Pérez, Wiener

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/13/26

AYES: Cervantes, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 75-0, 5/26/26 - See last page for vote

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

SOURCE: Office of Los Angeles Mayor Karen Bass

DIGEST: This bill 1) requires the California Office of Emergency Services (Cal OES), to negotiate and enter into specified agreements related to the use of temporary deployment of in-state and out-of-state law enforcement personnel for the 2028 Olympic and Paralympic Games (2028 Games); and 2) directs the Commission on Peace Officers Standards and Training (POST) to establish a streamlined training program for the use of out-of-state law enforcement personnel to assist local law enforcement agencies with operations during the 2028 Games, as specified.

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) Provides that Cal OES shall be considered a law enforcement organization as required for receipt of criminal intelligence information, as specified.
- 4) Establishes, pursuant to AB 1754 (Jones-Sawyer, Chapter 693, Statutes of 2019), the California Olympic and Paralympic Public Safety Command (COPPSC) to facilitate the planning, resourcing, management, and delivery of safety and security at the 2028 Games through Cal OES.
- 5) 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.
- 6) 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.
- 7) Sunsets the COPPSC on January 1, 2029.
- 8) 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) 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.
 - e) 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.
- 2) Requires Cal OES to negotiate and enter into agreements to facilitate training, mutual cooperation, and sharing of information and resources related to the temporary deployment of in-state and out-of-state law enforcement personnel for the 2028 Games.
 - 3) Prohibits the deployment of out-of-state law enforcement personnel unless specified conditions are met.
 - 4) Makes deployed out-of-state law enforcement personnel subject to specified requirements.
 - 5) Requires the COPPSC, in coordination with appropriate agencies, to submit a report to the relevant policy committees of the Legislature before January 1, 2029, that includes specified information relating to deployed out-of-state law enforcement personnel, and sunsets the reporting requirement on January 1,

2033.

- 6) Provides that this bill only applies exclusively to out-of-state personnel deployed for the Games, as specified.
- 7) Grants temporary peace officer status to regularly employed out-of-state law enforcement officers to assist local law enforcement agencies with the prevention and detection of crime and the general enforcement of criminal laws for the 2028 Games and only if specified conditions are met.
- 8) Deems out-of-state officers to have met POST training standards if they have completed the basic training required by their home state.
- 9) Requires POST to establish a streamlined training program, not to exceed 120 calendar days, for out-of-state law enforcement personnel assisting with the 2028 Games and provides that the program must comply with specified requirements
- 10) Repeals the provisions of this bill on January 1, 2029.
- 11) Defines various terms for purposes of this bill, including “general law enforcement duties,” out-of-state law enforcement personnel,” and “temporary deployment.”

Background

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 agreements, while granting POST the authority to determine which legal requirements are essential to the effectiveness of out-of-state officers, and which may be less critical to temporary officers focused mainly on crowd control, the detection of crime and general enforcement of criminal law for a time period specific to the 2028 Games.

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

According to the Senate Appropriations Committee:

- Cal OES estimates costs of \$2.02 million in Fiscal Year (FY) 2027-28 and \$3.14 million in FY 2028-29 (General Fund) to cover 10 limited-term positions and associated contract costs. This estimate assumes contracting costs for in-state and out-of-state law enforcement support for the 2028 Games will be funded by federal grants from the Federal Emergency Management Agency. However, Cal OES notes that if this federal funding fails to materialize, contracting costs could exceed \$1 billion.
- POST estimates:
 - A one-time cost of \$3 million to \$5 million (General Fund) to create and administer the out-of-state officer training program, which includes developing an online training platform.
 - An annual cost of \$1.1 million (General Fund) through January 1, 2029, to fund four limited-term positions to support the temporary certification program.

Staff notes that actual costs to implement this certification process will depend on the specific terms of interstate mutual aid agreements, overall officer interest and participation, and the extent of federal funding support. Additionally, if an online training component is required to meet the mandates of this bill, there may be further costs to expedite the procurement, creation, and implementation of the necessary IT platform on a timeline that would allow out-of-state officers to complete the required training and be vetted to serve for the 2028 Games.

SUPPORT: (Verified 8/14/26)

Office of Los Angeles Mayor Karen Bass (Source)
California Hotel & Lodging Association
California Orthotic & Prosthetic Association
California Travel Association
Los Angeles County District Attorney's Office
Los Angeles Police Protective League

OPPOSITION: (Verified 8/14/26)

Erotic Service Providers Legal, Education, and Research Project
NOLYMPICS LA

ARGUMENTS IN SUPPORT: In support of this bill, the sponsor, the Office of Los Angeles Mayor Karen Bass, 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 this bill, the Peace Officers Research Association of California writes 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.”

ASSEMBLY FLOOR: 75-0, 5/26/26

AYES: Addis, Aguiar-Curry, Ahrens, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ransom, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Rivas

NO VOTE RECORDED: Alanis, Muratsuchi, Ramos, Celeste Rodriguez, Zbur

Prepared by: Cassie Royce / E.M. /916-651-1547
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