

Date of Hearing: April 23, 2019

ASSEMBLY COMMITTEE ON ARTS, ENTERTAINMENT, SPORTS, TOURISM, AND  
INTERNET MEDIA

Kansen Chu, Chair

AB 1754 (Jones-Sawyer) – As Amended April 10, 2019

**SUBJECT:** Office of Emergency Services: California Olympic and Paralympic Public Safety Command.

**SUMMARY:** Would require the Office of Emergency Services (OES) to establish the California Olympic and Paralympic Public Safety Command (COPPSC) as provided, and would further require 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, as specified. Specifically, **this bill:**

- 1) Requires the Office of Emergency Services 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.
- 2) Provides that the COPPSC shall, in furtherance of (comment 1) consider the work of the office's Large Stadium Initiative and the office's experience implementing the federal National Special Security Events planning and preparedness activities.
- 3) States that no later than January 31, 2021, the OES shall 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, as specified.

**EXISTING LAW:**

- 1) Establishes the California Emergency Services Act, which among other things, provides for the Office of Emergency Services within the office of the Governor.
- 2) Describes the duties and authority of the office and the director with respect to specified emergency preparedness, mitigation, and response activities within the state, as specified, including the "state's emergency and disaster response services for natural, technological, or manmade 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."
- 3) Authorizes, in the 2028 Olympic Games and Paralympic Games Act, the Governor to execute games support contracts on behalf of the state that accept financial liability, as specified, and in an aggregate amount that under no circumstance shall exceed \$270 million to provide the state security for the following:
  - a) Amounts owed by the OCOG to a site selection organization for claims by third parties arising out of or relating to the games.

- b) Any financial deficit accruing to the OCOG as a result of the hosting of the games by the endorsing municipality.
- 4) Specifies that any liability for an amount in excess of the state security of \$270 million shall be the responsibility of parties other than the state.
- 5) Provides that the games support contracts may contain additional provisions that the Governor requires in order to carry out the purposes of this bill.

**FISCAL EFFECT:** Unknown. This measure has been keyed fiscal by the Legislative Council.

**COMMENTS:**

- 1) *Author's statement: One lead agency is needed to coordinate safety of the Olympic Games.* According to the Author, "With attendance to the 2028 Los Angeles Summer Olympics anticipated to be in the millions, preparation for the public safety and security at the Games will involve the partnership and organization of local, state and federal law enforcement entities. Therefore designating one entity, the California Olympic and Paralympic Public Safety Command (COPPSC) to take the lead on assessing vulnerabilities and plan for any potential impacts will be instrumental. Additionally, the Command will pursue, receive and distribute funding from state and federal grants."
- 2) *Los Angeles 2028.* Based on the strength of both the Los Angeles and Paris bids for the 2024 Olympic Games and Paralympic Games, the International Olympic Committee (IOC), on July 11, 2017, voted unanimously to approve a process by which they simultaneously awarded the 2024 and 2028 editions of the Olympic Games in Lima, Peru in September of 2017. This is the first time the IOC has awarded two different Olympic Games at the same time. On July 31, 2017, an agreement was announced that the City of Los Angeles would bid for the 2028 Summer Olympic Games (XXXIV Olympiad). This announcement opened Paris up to be confirmed as host of the 2024 Games. Both cities were announced as the hosts of their respective games at the 131<sup>st</sup> IOC Session.

The Los Angeles City Council voted unanimously to authorize the City of Los Angeles to sign the Host City Contract with the IOC for the 2028 Olympic and Paralympic Games. The City Council also approved the Host City Contract for 2028. With the agreement, Los Angeles 2028 (LA 2028) – responsible for organizing Los Angeles' bid to host the Olympic and Paralympic Games, will invest up to \$160 million to increase participation and access to youth sports programs in the City of Los Angeles in the years leading up to the Olympic and Paralympic Games. The Host City Contract also provides LA 2028 with a greater share of a Games surplus and an IOC contribution of approximately \$2 billion.

- 3) *This legislation is responsive to bid deficiencies and structural needs pointed out by the Legislative Analyst's Office (LAO) and IOC.* In their most recent review of the LA Olympic bid, the LAO noted, "The IOC report critiqued the 'governance structures' of both the Los Angeles and Paris bids. In the case of Los Angeles, the IOC report notes as a challenge that 'no official structure [is] in place for interface between OCOG and public authorities at regional, state, and national levels to coordinate government services.' LA 2024's bid documents do envision that such structures will be developed over time, and especially in the case of the City of Los Angeles, prior agreements with Olympic organizers already provide a

basic framework for coordination. The City of Los Angeles—as the key guarantor of the Games—is the primary public entity with which LA 2028 will have to coordinate, followed closely by the U.S. Secret Service, which will coordinate federal, state, local, and international security activities related to the Games (as discussed in our prior reports).” LAO, July 2017 Update, Los Angeles’ Bid for the Olympics and Paralympics

In their prior update, the LAO discussed the Federal Government Role, saying, “Olympics are mega-events, requiring billions of dollars, years for preparation, and the involvement of every level of government, including the national government. Both the U.S. Congress (through a resolution) and the new President have expressed support for Los Angeles’ bid. While the U.S. government—unlike national governments of other Olympic hosts—is not a direct underwriter of Olympic Games, it does play a significant role whenever the U.S. hosts the Games. We have learned more about the federal government’s role in a possible Los Angeles Games as the 2024 bid has progressed. Below, we summarize the expected or possible federal role in the areas of security, immigration, and infrastructure funding.

“*Security. U.S. Secret Service Coordinates Security.* If Los Angeles is selected, the federal government is expected to designate the 2024 Games as a National Special Security Event (NSSE). (Other NSSEs include Super Bowls, presidential nominating conventions, and presidential inaugurations.) Federal law mandates a single chain of command for integrated security operations at NSSEs, led by the U.S. Secret Service, which would be in charge of coordinating the design, planning, and implementation of Games operational security. LA 2024’s bid documents envision a security command structure called the California Olympic and Paralympic Public Safety Command (COPPSC) that would include local, state, and federal agencies—similar to the unified command established in Utah during the 2002 Olympic Winter Games. ... In total, the U.S. government would devote thousands of its personnel and potentially tens or hundreds of millions of dollars of support to a Los Angeles Games. That support would encompass years of planning and threat assessment aimed at keeping Los Angeles safe during the Games.” LAO Report, March 23, 2017, Update on Los Angeles’ Bid for the 2024 Olympics

#### 4) *Background:*

##### a) *California Office of Emergency Services*

According to the California Office of Emergency Services webpage, “Since 1960, the Law Enforcement Branch of the California Governor's Office of Emergency Services has provided valuable services to California’s law enforcement agencies. ... The Law Enforcement Branch coordinates statewide response for law enforcement mutual aid requests to include 58 California Sheriffs along with Police Departments, University Police, as well as other federal, state and local law enforcement agencies. The Law Enforcement Branch deploys assets to disaster scenes, provides law enforcement mutual aid guidance, Search and Rescue resource deployments, and Coroners and Mass Fatality coordination.”

“The California Large Stadium Initiative (CA-LSI) provides an all hazards approach to protecting mass gathering events by providing security planning and training to first responders and key event stakeholders. Public, private and local agencies need emergency planning and training to enhance and integrate their efforts to prevent terrorist incidents and response to natural disasters. CA-LSI provides customized programs to

support security planning for mass gatherings and special events. Staff offers expertise to support agencies with planning and training which will strengthen preparedness and response capabilities by implementing programs to enhance the public and private sector and reducing critical infrastructure/key resource and soft target vulnerabilities.”

- b) *National Special Security Events (NSSE)*. NSSE procedures were established by President Bill Clinton in a portion of Presidential Decision Directive 62 in May 1998, which set out the security roles for federal agencies at major events. The Presidential Threat Protection Act of 2000 (Pub.L.106–544, signed into law on 2000-12-19) added special events explicitly to the powers of the United States Secret Service in 18 U.S.C. §3056.

A National Special Security Event (NSSE) is an event of national or international significance deemed by the United States Department of Homeland Security (DHS) to be a potential target for terrorism or other criminal activity. These events have included summits of world leaders, meetings of international organizations, presidential nominating conventions and presidential inaugurations. NSSE designation requires federal agencies to provide full cooperation and support to ensure the safety and security of those participating in or otherwise attending the event, and the community within which the event takes place, and is typically limited to specific event sites for a specified time frame.

An NSSE places the United States Secret Service as the lead agency in charge of the planning, coordination, and implementation of security operations for the event, the Federal Bureau of Investigation in charge of intelligence, counterterrorism, and investigation of major criminal activities associated with the event, and the Federal Emergency Management Agency in charge of recovery management in the aftermath of terrorism, major criminal activities, natural disasters, or other catastrophic incidents following the event. Like the FBI and FEMA, the Secret Service brings in local law enforcement, public safety, and military experts to assist with developing the plan, and give them the special guidance and training to operate within the security plan. Examples where such events happened here in California include, February 7, 2016, Super Bowl 50, Santa Clara; June 9, 2004, State funeral of Ronald Reagan, Simi Valley; August 14, 2000, Democratic National Convention, Los Angeles. The most recent US Olympics held February 8, 2002, in Salt Lake City, Utah was also designated as an NSSE.

5) *Prior related legislation.*

- a) 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. These games support contracts would accept financial liability to provide the state security for amounts owed by the Organizing Committee for the Olympic Games (OCOG) and for any financial deficit accruing to the OCOG as a result of the hosting of the games by the City of Los Angeles.
- b) SB 1425 (De León), Chapter 802, Statutes of 2016 authorized the Governor to sign agreements with the IOC and IPC as part of the site selection process for the City of Los Angeles' bid to host the 2024 Olympic Games and Paralympic Games.

- c) SB 41 (De León) of 2015 would have authorized the state to enter into an agreement with the USOC in connection with the City of Los Angeles' bid to host the 2024 Olympic Games and Paralympic Games. (Held in Senate Rules Committee at Author's request.)
- d) AB 300 (Nunez), Chapter 4, Statutes of 2007 authorized the Governor to sign agreements required by the USOC as part of the City of Los Angeles' 2016 Olympic Games bid process. This bill also authorized the Governor to make the state jointly liable (not to exceed \$250 million), as specified, with the OCOG, a nonprofit corporation, for obligations of the OCOG and for any financial deficit relating to the games, and established the Olympic Games Trust Fund.
- e) SB 1987 (Burton), Chapter 16, Statutes of 2002 established a structure for the state to indemnify, insure and provide financial guarantees up to \$250 million as required by the USOC to further the bid of the San Francisco Bay Area to host the 2012 Summer Olympic Games. The bill also provided the Governor the authority to sign any contracts on behalf of the state as part of the bid process.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

LA 2028

**Opposition**

There is no known opposition.

**Analysis Prepared by:** Dana Mitchell / A.,E.,S.,T., & I.M. / (916) 319-3450