FILED OFFICE OF THE CITY CLEPT OAKLAND

2011 MAY 26 PH 7: 20

CITY OF OAKLAND BILL ANALYSIS

Date: June 2, 2011

Bill Number: AB 12

Bill Author: Assembly Member Swanson

DEPARTMENT INFORMATION

Department: Contact: Telephone: Department of Human ServicesSara BedfordE-mail:510-238-6794Fax #

E-mail: sbedford@oaklandnet.eom Fax # 510-238-7207

RECOMMENDED POSITION: Support

Summary of the Bill

AB12 or the Abolition of Child Commerce, Exploitation, and Sexual Slavery Act of 2011, introduced in December 2010 by Assembly Member Swanson (Alameda), would increase the fine against a person engaging in commercial sex with a minor to up to \$25,000 and distribute those fines to agencies that support commercially sexually exploited minors.

- 1. The bill states that any person convicted of seeking to procure or procuring the sexual services of a prostitute if the prostitute is under 18 years of age, shall be ordered by the court, in addition to any other penalty or fine imposed, to pay an additional fine not to exceed \$25,000.
- 2. The bill specifies that, upon appropriation by the Legislature, the fine shall be available to fund programs and services for commercially sexually exploited minors in the counfies where the offenses are committed.
- 3. It is the intent of the Legislature in enacting the Abolition of Child Commerce, Exploitation, and Sexual Slavery (ACCESS) Act of 2011 to recast the state's laws relating to human trafficking and child sex slavery to treat the trafficked children as victims, rather than prostitutes. It is also the intent of the Legislature that the ACCESS Act of 2011 will ensure that persons funding the illicit activities of human traffickers and paying for the services of child sex slaves are treated as severely under the law as an adult engaging in a sex act with a minor. The predator should be dealt with the same, regardless of whether that person is paying for the sexual services of the minor he or she is abusing; and,



Item: _____ Rules & Legislation Comte. June 9, 2011 4. It is the intent of the Legislature to ensure that victimized children are given access to proper treatment and the resources to be safe from the men and women who exploit them commercially.

Positive Factors for Oakland

Under existing law, any person who is convicted of pimping or procuring a minor under the age of 16 for prostitution may be ordered by a court to pay an additional fine not to exceed \$5,000 to be deposited in the Victim-Witness Assistance Fund to be available for appropriation to fund child sexual exploitation and child sexual abuse victim counseling centers and prevention programs, as provided. The Abolition of Child Commerce, Exploitation, and Sexual Slavery Act of 2011 would increase the age to 18 and increase the fine to \$25,000. The bill is not considered to have a fiscal effect; fines from offenses in Oakland would be directed to anti-traffieking services in Oakland.

Negative Factors for Oakland

There is no negative impact for Oakland although it is not clear which anti-traffieking services will be funded and who will make that decision.

PLEASE RATE THE EFFECT OF THIS MEASURE ON THE CITY OF OAKLAND:

____ Critical (top priority for City lobbyist, city position required ASAP)

- X Very Important (priority for City lobbyist, city position necessary)
- ____ Somewhat Important (City position desirable if time and resources are available)
- Minimal or _____ None (do not review with City Council, position not required)

Known support:

Support for AB 12 includes the Alameda County District Attorney's Office, California National Organization for Women, Junior Leagues of California, AFSCME-AFL-CIO, National Association of Social Workers, Children's Advocacy Institute, Concerned Women for America, Polaris Project, California Nurses Association, The Child Abuse Prevention Center, Crime Victims United of California, California Teachers Association, California Catholic Conference, and California Against Slavery.

Known Opposition:

None at this time.

Respectfully Submitted,

Gungdahl

Director, Department of Human Services

Prepared by: Sara Bedford Policy and Planning Manager

APPROVED FOR FORWARDING TO THE RULES & LEGISLATION COMMITTEE:

office of City Administrator

Item: _____ Rules & Legislation Comte. June 9, 2011

AMENDED IN ASSEMBLY MAY 9, 2011

CALIFORNIA LEGISLATURE-2011-12 REGULAR SESSION

ASSEMBLY BILL

No. 12

Introduced by Assembly Member Swanson (Coauthors: Assembly Members Blumenfield, Dickinson, Halderman, Jefffries, Bonnie Lowenthal, and Portantino) (Coauthor: Senator Fuller)

December 6, 2010

An act to add Section 261.9 to the Penal Code, relating to human trafficking.

LEGISLATIVE COUNSEL'S DIGEST

AB 12, as amended, Swanson. Abolition of Child Commerce, Exploitation, and Sexual Slavery Act of 2011.

Under existing law, any person who is convicted of pimping or procuring a minor under the age of 16 for prostitution may be ordered by a court to pay an additional fine not to exceed \$5,000 to be deposited in the Victim-Witness Assistance Fund to be available for appropriation to fund child sexual exploitation and child sexual abuse victim counseling centers and prevention programs, as provided.

This bill would enact the Abolition of Child Commerce, Exploitation, and Sexual Slavery Act of 2011, and would require that a person who is convicted of a-crime-involving-substantial-sexual-conduct, as-defined, with-a-victim-who-is-under-16-years-of-age, or-who-secks seeking to procure or-procures procuring the sexual services of a prostitute, if the prostitute is-a-minor-who-is under-16 18 years of age, be ordered to pay an additional fine-ef not to exceed \$25,000 to be-deposited-in-the Victim-Witness-Assistance Fund-to-be-available-for-appropriation-in the-same-manner-as-specified-above available upon appropriation by

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the Legislature to fund programs and services for commercially sexually exploited minors in the counties where the underlying offenses are committed.

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Vote: majority. Appropriation: no. Fiscal committee: no. State-mandated local program: no.

The people of the State of California do enact as follows:

SECTION 1. This act shall be known, and may be cited, as the
 Abolition of Child Commerce, Exploitation, and Sexual Slavery

3 Act of 2011 or ACCESS Act of 2011.

4 SEC. 2. (a) The Legislature finds and declares all of the 5 following:

6 (1) Sexual slavery of minors through human trafficking is one
7 of the most sophisticated forms of organized crime in the country
8 and is now globally recognized as a modern day form of slavery.

9 (2) Human trafficking and sexual exploitation involve the 10 recruitment, transportation, and sale of people, primarily women 11 and children, to work in the sex trade. California has become a 12 major hub of international and domestic interstate human 13 trafficking.

(3) A United States Department of Justice smdy estimates that
over 300,000 American children are at risk of being forced into
prostitution. Human trafficking and child sexual exploitation are
not phenomena exclusive to countries outside the United States or
to states other than California. It is a universal crisis that is
occurring in our own backyards and in our city streets in broad
daylight.

(4) Children are not safe from trafficking and exploitation in
California. Some of the children trafficked are as young as four
years old, but many more are only 11 or 12 years of age.

(5) Researchers agree that internationally the median age for
the entrance of girls into prostitution is 14 years of age. In the
United States, the ages vary from state to state, and in California
the average age is about 12 years old.

(6) The business of the trafficking of children would not exist
without the demand for the services of those children by the men
and women who purchase those services on the streets. California
needs to increase the fines against persons who engage children

32 in these illicit activifies.

1 (b) It is the intent of the Legislature in enacting the Abolition 2 of Child Commerce, Exploitation, and Sexual Slavery Act of 2011 3 to recast the state's laws relating to human trafficking and child 4 sex slavery to treat the trafficked children as victims, rather than 5 prostimtes. It is also the intent of the Legislature that the ACCESS 6 Act of 2011 will ensure that persons funding the illicit activities 7 of human traffickers and paying for the services of child sex slaves 8 are treated as severely under the law as an adult engaging in a sex 9 act with a minor. The predator should be dealt with the same, 10 regardless of whether that person is paying for the sexual services 11 of the minor he or she is abusing.

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12 (c) It is the intent of the Legislature that the ACCESS Act of 13 2011 further these purposes and also ensure that these victimized 14 children are given access to proper treatment and the resources 15 they need to be safe from the men and women who exploit them 16 commercially.

17 SEC. 3. Section 261.9 is added to the Penal Code, to read:

261-9-(a) Any-person-who-is-convicted-of-a-crime-involving
 substantial-sexual-conduct, as-defined-by-subdivision (b) of Section
 1203-066, if the-victim-is-under-16-years-of-age, shall-be-ordered
 by-the-court, in-addition-to-any-other-penalty-or-fine-imposed, to
 pay-an-additional-fine-of-twenty-five-thousand-dollars (\$25,000).
 (b)-

261.9. (a) Any person convicted of seeking to procure or
procuring the sexual services of a prostitute in violation of
subdivision (b) of Section 647, if the prostitute is under-16 18 years
of age, shall be ordered by the court, in addition to any other
penalty or fine imposed, to pay an additional fine-of *in an amount not to exceed* twenty-five thousand dollars (\$25,000).

30 (e)

31 (b) Every fine imposed and collected pursuant to this section 32 shall-be-deposited-in-the-Victim-Witness-Assistance Fund-to-be 33 available-for-appropriation-to-fund-child-sexual-exploitation-and 34 child-sexual-abuse-victim-counseling-centers-and-prevention 35 programs-pursuant-to-Section-1-3-83-7- shall, upon appropriation 36 by the Legislature, be available to fund programs and services for 37 commercially sexually exploited minors in the counties where the 38 underlying offenses are committed.

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AB 12 Assembly Bill - Bill Analysis

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BILL ANALYSIS

					<u>_AB_12</u> Page 1
AB 12 (;	Y THIRD READIN Swanson)				
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Ayes:	Ammiano, Knigh Hagman, Hill, Skinner	t, Cedillo,	 		
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(ACCESS) Act of 2011 to recast the state's laws relating to human trafficking and child sex slavery to treat the trafficked children as victims, rather than prostitutes. It is also the intent of the Legislature that the ACCESS Act of 2011 will ensure that persons funding the illicit activities of human traffickers and paying for the services of child sex slaves are treated as severely under the law as an adult engaging in a sex act with a minor. The predator should be dealt with the same, regardless of whether that person is paying for the sexual services of the minor he or she is abusing; and,

h) It is the intent of the Legislature that the ACCESS Act of 2011 further these purposes and also ensure that these victimized children are given access to proper treatment and the resources they need to be safe from the men and women who exploit them commercially.

EXISTING LAW : Specifies that it is misdemeanor disorderly conduct

AB 12 Assembly Bill - Bill Analysis

when any person who solicits or who agrees to engage in or who engages in any act of prostitution. A person agrees to engage in an act of prostitution when, with specific intent to so engage, he

> AB 12 Page 3

or she manifests an acceptance of an offer or solicitation to so engage, regardless of whether the offer or solicitation was made by a person who also possessed the specific intent to engage in prostitution. No agreement to engage in an act of prostitution shall constitute a violation of this subdivision unless some act, in addition to the agreement, is done within this state in furtherance of the commission of an act of prostitution by the person agreeing to engage in that act. As used in this subdivision, "prostitution" includes any lewd act between persons for money or other consideration.

<u>PISCAL EPPECT</u> : Unknown. This bill is keyed non-fiscal by the Legislative Counsel.

<u>COMMENTS</u>: According to the author, "The average age of a child entering the sex industry is 12 years old, with some of the most horrific cases involving children as young as 4 years old. Annually, over 300,000 minors are captive victims of traffickers and the customers engaging in these illicit activities keep the industry alive.

"The Abolition of Child Commerce, Exploitation, and Sexual Slavery Act of 2011 (AB 12) raises to \$25,000 the fine against a person convicted of engaging in sex with a minor for money. Under current law, the fines for such activities are less than those for a person engaging in sex with a minor without the exchange of money.

"No amount of money could ever make up for the violence and mental abuse that sexually exploited minors experience from the traffickers who force them into the sex industry and the men who pay for their sexual services. However, the increased fines which would be assessed against 'Johns' in accordance with this bill, would be dedicated to community agencies that provide education, counseling, and shelter for sexually exploited minors."

Please see the policy committee for a full discussion of this bill.

<u>Analysis Prepared by</u> : Gabriel Caswell / PUB. S. / (916) 319-3744

FN: 0000545

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<u>AB 12</u> Page 4 May 5, 2011 FOR IMMEDIATE RELEASE Contact Amy Alley at 916-319-2016



Sex with a Child is Rape, Even if Money is Exchanged

Swanson's AB 12 Raises Stakes Against "Johns" as it Passes Public Safety Committee Unanimously

(Sacramento, CA) - AB 12, the Abolition of Child Commerce, Exploitation, and Sexual Slavery Act (the ACCESS Act), would increase the fine against a person engaging in commercial sex with a minor to up to \$25,000 and distribute those fines to agencies that support commercially sexually exploited minors. The measure passed the Assembly Public Safety Committee today with unanimous and bipartisan support.

"The ACCESS Act attacks child prostitution at its most wicked root – the men who pay to have sex with children," explained author Assemblymember Sandré R. Swanson (D-Alameda). "Some child prostitutes are out on the streets as victims of human trafficking; some are victims of child and sexual abuse; some are victims of abandonment and mental abuse. But they have one thing in common: they are all children."

"Children are not on the streets being victimized by choice. In fact, a minor is unable to legally consent to sex under any circumstances. A 'John', on the other hand, is on the streets by choice. Current law is too lenient against these predators. Our state must treat the commercial exploitation of minors as seriously as we treat similar forms of sexual abuse."

Swanson emphasized that the goal of AB 12 is to ensure that the fines for commercial sex acts with children are as severe as those for statutory rape. "The fines for statutory rape are much higher than those for commercial sex acts with minors. This makes no sense. These two categories of criminals are no different. Just because money is exchanged in one scenario does not dismiss the fact that you are having sex with a child!"

"AB 12 attacks the Johns in their pocketbooks, shaming them to stop engaging in this ugly business of victimizing children," concluded Assemblymember Swanson.

AB 12 is part of Swanson's ongoing legislative effort to combat human trafficking. Swanson's current legislative package includes many measures that attack child exploitation and trafficking. AB 90 would make it possible to prosecute a human trafficker who uses mental coercion to force a child into prostitution. AB 764 would add a new box to the state income tax form, allowing people to make a voluntary donation to organizations providing services to commercially sexually exploited minors. AB 799 would expand and extend an Alameda County diversion program for commercially sexually exploited minors.

Support for AB 12 includes the City of Oakland, the California National Organization for Women, Junior Leagues of California, AFSCME-AFL-CIO, National Association of Social Workers, the Children's Advocacy Institute, Concerned Women for America, Polaris Project, the California Nurses Association, the Child Abuse Prevention Center, Crime Victims United of California, and California Against Slavery.

AB 12 will now move to the Assembly Floor for a full vote of the house.

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California National Organization for Women 915 L Street, Suite C245 Sacramento, CA 95814 916-442-3414 www.canow.org

March 28, 2011

VIA FACSIMILE Fax (916) 319-2116

Assemblymember Sandré R. Swanson State Capitol, Room 6012 Sacramento, CA 95814

RE: SUPPORT for AB 12 (Swanson) – The Abolition of Child Commerce, Exploitation, and Sexual Slavery (ACCESS) Act of 2011

Dear Assemblymember Swanson,

I am writing on behalf of The California National Organization for Women (CA NOW) to express our strong support for AB 12, which will ensure that persons paying for the sexual services of a minor child are treated as severely under the law as an adult engaging in a non-commercial sex with a minor.

Child sex trafficking impacts 300,000-400,000 children in the United States every year, and California is a hub of trafficking activity. Current fines and penalties against those paying for sex with minors are only \$5,000, compared to \$25,000 for those who sexually abuse a minor without monetary exchange.

We cannot allow those who sexually abuse children to buy their way out of appropriate punishment. The exchange of money does not indicate consent, or lessen the impact of sexual abuse. In fact, those who pay for sexual services from minors are usually repeat offenders.

It is high time that California recognized the seriousness of child sexual slavery and trafficking by making fines against those who pay for sex with children equal to those who abuse children without monetary exchange. For this reason, California NOW strongly supports AB 12, and thanks you for your important leadership on this issue.

Sincerely,

Patricia Bellasalma President



Board of Directors

Derek Fllerman CHAIRPEIISON Co-Founder, Polaris Project Fellow, Ashoka Innovators for the Public

Katherine Chon PRESIDENT Co-Fnunder, Polaris Project

> Sarah Devine SECRFTARY Senior Associate, Fulbright & Jaworski

Carolyn Rartholomw INTERIM TREASURER Vice Chaiman, US-China Economic and Security Review Commission

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> Her Majesty Queen Noor Jordan

Evelyn Murphy Founder and Presidents WAGE Project

Executive Director and CEØ Bradley Myles



April 26, 2011

The Honorable Tom Ammiano Chair, Public Safety Committee California State Assembly

RE: AB 12 & AB90 (Assemblyman Swanson) - SUPPORT

Dear Chairman Ammiano & Members of the Public Safety Committee:

On behalf of Polaris Project, an organization committed to combatting human trafficking within the United States, I urge you to support AB 12 & AB 90 by Assemblyman Swanson.

Since 2002, Polaris Project has taken a holistic and comprehensive approach in our work, weaving together national systemic change efforts combined with direct services for survivors. Polaris Project has operated the National Human Trafficking Resource Center (NHTRC) hotline for the country since December 2007. During this time, our hunan trafficking call specialists have fielded over 30,000 calls from across the nation, referencing over 4,000 potential victims. Polaris Project has also provided direct victim services to more than 300 survivors of human trafficking since 2004 in our D.C. and New Jersey client service offices. We are an active member of the DC Human Trafficking Task Force, the Alliance to End Slavery and Trafficking (ATEST), and the FBI Innocence Lost National Working Group. In addition, we routinely work with states and other advocates to ensure that victims of human trafficking are provided the services and protection they need and deserve.

AB 12, the Abolition of Child Commerce, Exploitation, and Sexual Slavery Act of 2011, requites johns who solicit or procure commercial sex from a minor under the age of 16 to pay an additional \$25,000 fine, which will be deposited in the Victims-Wimess Assistance Fund. These funds may be appropriated to child sexual exploitation and child sexual abuse victim counseling centers and prevention programs.

AB 90, will remove the requirement of having to prove force, fraud, or coercion when minors are trafficked, making it easier for prosecutors to target those who traffic children for commercial sexual exploitation.

The 2010 U.S. Department of State's Trafficking in Persons Report estimated the number of persons trafficked globally to be 12.3 million people. Nearly 80 percent of the victims are women and girls and 50 percent are children. It is the fastest growing criminal industry in the world consisting of the recruitment, harboring, transportation and subjugation of people for the purpose of forced or coerced labor or sexual exploitation. Approximately 100,000 U.S.-bom children become victims of commercial sexual exploitation every year.

In California, human trafficking flourishes in domestic pimp-controlled street prostitution, commercial-front massage parlors, residential brothels, tmck stops, nail salons, agriculture, domestic servitude, and within traveling sales crews. In 2010, the national human trafficking hotline received over 1,200 calls from California which included 24 crisis calls and over 230 tips referencing potential trafficking victims. Of that number, over 130 calls were related to sex trafficking.

California has been a national leader in its efforts to combat the enslavement of women and children in commercial sexual exploitation. However, more must be done to ensure that prosecutors have the tools they need to target sex traffickers and send a clear message that the commercial sexual exploitation of minors will not be tolerated.

Support for AB 12 & AB 90. The increased criminal fines for "johns" who patronize minor victims of sex trafficking will help curb demand for this illegal trade. The fimds that are generated will also help victims begin to rebuild their lives once they have been rescued. The removal of the requirement of force, fraud, or coercion when minor trafficking victims are involved will make it easier for prosecutors to target those who commercially exploit children.

The passage of AB 12 & AB 90 will make a tangible difference in the lives of these vulnerable children who are trapped with no rights, no freedom, and no knowledge of whom to turn to for help. On behalf of the victims whose voices are too often silenced, we urge you to support AB 12 & AB 90 and bring California one step closer to ending human trafficking.

Sincerely,

Bradley Myles *V* Executive Director and CEO

SCHOOL OF THE CITY OF CHARMEN

2011/11/26 PH 7:201

Approved as to Form and Legality

OAKLAND CITY COUNCIL



RESOLUTION NO. C.M.S.

Introduced by Councilmember

RESOLUTION IN SUPPORT OF AB 12 (SWANSON) INCREASING THE FINE AGAINST A PERSON ENGAGING IN COMMERCIAL SEX WITH A MINOR TO UP TO \$25,000 AND DISTRIBUTING THOSE FINES TO AGENCIES THAT SUPPORT COMMERCIALLY SEXUALLY EXPLOITED MINORS

WHEREAS, sexual slavery of minors through human trafficking is one of the most sophisticated forms of organized crime in the country and is now globally recognized as a modem day form of slavery. Child sex trafficking impacts 300,000-400,000 children in the United States every year, and California is a hub of trafficking activity; and

WHEREAS, children are not safe from trafficking and exploitation in California. The median age for the entrance of girls into prostitution is 12 years of age in California, younger than the international average age of 14. Some children trafficked are as young as four years old; and

WHEREAS, the business of the trafficking of children would not exist without the demand for the services of those children by the men and women who purchase those services on the streets. California needs to increase the fines against persons who engage children in these illicit activities; and

WHEREAS, Assembly Bill 12 or the Abolition of Child Commerce, Exploitation, and Sexual Slavery Act of 2011, introduced in December 2010 by Assembly Member Swanson (Alameda), would attempt to reduce trafficking by increasing the fine against a person engaging in commercial sex with a minor to up to \$25,000 and distributing those fines to agencies that support commercially sexually exploited minors; and

WHEREAS, AB12 states that any person convicted of seeking to procure or procuring the sexual services of a prostitute if the prostitute is under 18 years of age, shall be ordered by the court, in addition to any other penalty or fine imposed, to pay an additional fine not to exceed \$25,000; and

WHEREAS, AB12 specifies that, upon appropriation by the Legislature, the fine shall be available to fund programs and services for commercially sexually exploited minors in the counties where the offenses are committed; and

WHEREAS, the intent of the AB12 is to recast the state's laws relating to human trafficking and child sex slavery to treat the trafficked children as victims, rather than prostitutes. It is also the intent of AB12 to ensure that persons funding the illicit activities of human traffickers and paying for the services of child sex slaves are treated as severely under the law as an adult engaging in a sex act with a minor. The predator should be dealt with the same, regardless of whether that person is paying for the services of the minor he or she is abusing; and

WHEREAS, it is the intent of the AB12 to ensure that victimized children are given access to proper treatment and the resources to be safe from the men and women who exploit them commercially; now, therefore, be it

RESOLVED: that the Oakland City Council declares its support for AB 12 (Swanson) to increase the fine against a person engaging in commercial sex with a minor to up to \$25,000 and distribute those fines to agencies that support commercially sexually exploited minors; and, be it

FURTHER RESOLVED: that the Oakland City Council directs the City Administrator and the City's legislative lobbyist to advocate for the above position in the State Legislature.

. .

IN COUNCIL, OAKLAND, CALIFORNIA,

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, BRUNNER, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, SCHAAF and PRESIDENT REID NOES -

ABSENT -

ABSTENTION -

ATTEST:

LaTonda Simmons City Clerk and Clerk of the Council of the City of Oakland, California