

---

THIRD READING

---

Bill No: AB 1239  
Author: Dixon (R), et al.  
Amended: 7/7/25 in Senate  
Vote: 21

---

SENATE PUBLIC SAFETY COMMITTEE: 6-0, 7/1/25  
AYES: Arreguín, Seyarto, Caballero, Gonzalez, Pérez, Wiener

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/29/25  
AYES: Caballero, Seyarto, Cabaldon, Dahle, Grayson, Richardson, Wahab

ASSEMBLY FLOOR: 78-0, 6/3/25 - See last page for vote

---

**SUBJECT:** Human trafficking: data

**SOURCE:** 3Strands Global

---

**DIGEST:** This bill requires the Department of Justice (DOJ) to include in the information made available on the OpenJustice Web portal information concerning arrests for human trafficking and the number of individuals who have been a reported as a victim of human trafficking through the California Incident-Based Reporting System.

**ANALYSIS:**

Existing law:

- 1) States any person who deprives or violates the personal liberty of another with the intent to obtain forced labor or services, is guilty of human trafficking and shall be punished by imprisonment in the state prison for 5, 8, or 12 years and a fine of not more \$500,000. (Penal (Pen.) Code, § 236.1, subd. (a).)
- 2) Provides any person who deprives or violates the personal liberty of another with the intent to effect or maintain procurement for sex work, pimping, pandering, procurement of a child for prostitution, abduction of a minor for sex

work, sale or production of child sexual assault material (CSAM), sexual exploitation of a child, employment of a minor for CSAM, promotion of CSAM, obscene live conduct, or extortion is guilty of human trafficking and shall be punished by imprisonment in the state prison for 8, 14, or 20 years and a fine of not more than \$500,000. (Pen. Code, § 236.1, subd. (b).)

- 3) States any person who causes, induces, or persuades, or attempts to cause, induce, or persuade, a person who is a minor at the time of commission of the offense to engage in a commercial sex act, with the intent to effect or maintain procurement for sex work, pimping, pandering, procurement of a child for prostitution, abduction of a minor for sex work, sale or production of CSAM, sexual exploitation of a child, employment of a minor for CSAM, promotion of CSAM, obscene live conduct, or extortion is guilty of human trafficking, punishable in state prison, as follows:
  - a) Five, 8, or 12 years and a fine of not more than \$500,000; or,
  - b) Fifteen years to life and a fine of not more than 500,000 when the offense involves force, fear, fraud, deceit, coercion, violence, duress, menace, or threat of unlawful injury to the victim or to another person. (Pen. Code, § 236.1, subd. (c)(1-2).
- 4) Requires the information published on the DOJ's OpenJustice Web portal contain statistics showing all of the following:
  - a) The amount and the types of offenses known to the public authorities;
  - b) The personal and social characteristics of criminals and delinquents;
  - c) The administrative actions taken by law enforcement, judicial, penal, and correctional agencies or institutions, including those in the juvenile justice system, in dealing with criminals or delinquents;
  - d) The administrative actions taken by law enforcement, prosecutorial, judicial, penal, and correctional agencies or institutions, including those in the juvenile justice system, in dealing with minors who are the subject of a petition or hearing in the juvenile court to transfer their case to the jurisdiction of an adult criminal court or whose cases are directly filed or otherwise initiated in an adult criminal court; and,
  - e) The total number of each of the following:
    - i) Civilian complaints received by law enforcement agencies;

- ii) Civilian complaints alleging criminal conduct of either a felony or a misdemeanor;
  - iii) Civilian complaints alleging racial or identity profiling, These statistics shall be disaggregated by the specific type of racial or identity profiling alleged, including, but not limited to, based on a consideration of race, color, ethnicity, national origin, religion, gender identity or expression, sexual orientation, or mental or physical disability. (Pen. Code, §§ 13010, subd. (g), 13012, subd. (a)(1-5)(A).)
- 5) Requires the DOJ to publish an annual report containing statewide statistical information pertaining to crime, as specified. (Pen. Code § 13010.)
- 6) Requires the annual report published by the DOJ, as specified, commencing with the report that includes data from 2022, to the extent the data is available, include statistics on lewd or lascivious felonies consistent with those reported for rape, including the number of offenses reported and the rate per 100,000 population. (Pen. Code, 13012.7, subd. (a).)

This bill requires the OpenJustice Web portal to include information concerning arrests for human trafficking and the number of individuals who have been reported as a victim of human trafficking through the California Incident-Based Reporting System.

## **Background**

*Current DOJ Information on Human Trafficking.* DOJ currently provides information about human trafficking, including national rates of trafficking. Human trafficking includes both labor trafficking and trafficking for commercial sexual exploitation. The existing DOJ website on human trafficking discusses the California law on trafficking and explains the different types of trafficking covered by both state and federal law. According to the DOJ website on human trafficking:

The United States is widely regarded as a destination country for human trafficking. Federal reports have estimated that 14,500 to 17,500 victims are trafficked into the United States annually. This does not include the number of victims who are trafficked within the United States each year. According to the National Human Trafficking Hotline, 10,949 cases of human trafficking were reported in the United States in 2018. According to the hotline, California is one of the largest sites of human trafficking in the United States. In 2018, 1,656 cases of human trafficking were

reported in California. Of those cases, 1,226 were sex trafficking cases, 151 were labor trafficking cases, 110 involved both labor and sex trafficking, and in 169 cases the type of trafficking was not specified....

California is one of the largest sites of human trafficking in the United States. In 2018, 1,656 cases of human trafficking were reported in California. Of those cases, 1,226 were sex trafficking cases, 151 were labor trafficking cases, 110 involved both labor and sex trafficking, and in 169 cases the type of trafficking was not specified.

(<https://oag.ca.gov/human-trafficking/what-is> [as of June 6, 2025].) According to information provided to this Committee by the California Department of Corrections and Rehabilitation (CDCR), in its 2024 report on Felony Counts for new admissions, there are 359 incarcerated persons currently serving a principal term of human trafficking with 256 incarcerated persons on a subordinate term.

*California Incident-Based Reporting System.* In 2016, the Federal Bureau of Investigation's Director informed all state Statistical Analysis Centers that the FBI Uniform Crime Reporting (UCR) program would be transitioning to a National Incident-Based Reporting System (NIBRS) only data collection by January 1, 2021. (file:///C:/Users/anderscr/Downloads/nibrs-tpr-2016%20(2).pdf [as of August 4, 2025].)

The California Incident Based Reporting System (CIBRS) is the California specific version of NIBRS. (See e.g., <https://opendata.sandag.org/stories/s/CIBRS-Landing-Page/bsk4-5xvp/> [as of August 4, 2025].)

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

According to the Senate Appropriations Committee:

- The Department of Justice (DOJ) reports a fiscal impact of \$200,000 or less (General Fund). The department notes that implementation of this bill will be dependent upon the appropriation of funds. The DOJ will be unable to absorb the costs to comply with or implement the requirements of the bill within existing budgeted resources. AB 1239, if passed, would require DOJ to include information concerning human trafficking to be made available on the OpenJustice Web portal. DOJ would be responsible for reviewing all files sent from local law enforcement for metadata removal for publication

on the portal. To address the increase in workload, the Information Security Branch within DOJ's Office of General Counsel would require one additional Information Technology Specialist I beginning on January 1, 2026 and ongoing. This bill will have an impact on the General Fund.

- Costs to law enforcement agencies (local funds, General Fund) to collect and report to DOJ information about arrests for human trafficking. Costs for each agency may not be significant for individual agencies, but will likely be significant in the aggregate. Law enforcement agencies may also incur one-time costs to update data collection systems and practices to facilitate collection and reporting of the required data. The state must reimburse these local agencies costs from the General Fund if the Commission on State Mandates determines the duties imposed by this bill constitute a reimbursable state mandate.

**SUPPORT:** (Verified 8/29/25)

3strands Global Foundation (Co-Sponsor)  
California Police Chiefs Association  
Crime Victims United of California

**OPPOSITION:** (Verified 8/29/25)

None received

**ARGUMENTS IN SUPPORT:**

According to 3Strands Global Foundation, the co-sponsor of this bill:

AB 1239 takes an urgently needed step in strengthening California's response to human trafficking by requiring the Department of Justice to publicly report data on arrests related to human trafficking and the number of identified victims through its OpenJustice Web portal.

As a direct service provider, we see firsthand how survivors of trafficking are too often rendered invisible due to fragmented data systems and insufficient public reporting. This lack of transparency undermines our collective ability to allocate resources, evaluate impact, and design policies that meet the real needs of survivors across diverse regions and communities.

Accurate, publicly accessible data is not only critical to strengthening the state's response—it is also essential for empowering local organizations like ours to strategically expand reintegration support and develop targeted prevention programming. When we understand where trafficking is happening, who it is affecting, and how interventions are progressing, we are better equipped to break the cycles of exploitation.

We commend your leadership in introducing AB 1239 and for recognizing that the absence of data is itself a barrier to justice. By aligning human trafficking reporting with standards already in place for crimes such as domestic violence, hate crimes, and homicides, this bill affirms the seriousness of trafficking as a statewide issue and supports survivor-centered policy development.

ASSEMBLY FLOOR: 78-0, 6/3/25

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, 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, Kalra, Krell, Lackey, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

NO VOTE RECORDED: Lee

Prepared by: Cheryl Anderson / PUB. S. /  
8/31/25 16:54:37

\*\*\*\* END \*\*\*\*