
SENATE COMMITTEE ON PUBLIC SAFETY

Senator Jesse Arreguín, Chair
2025 - 2026 Regular

Bill No: SB 1022 **Hearing Date:** April 21, 2026
Author: Valladares
Version: March 24, 2026
Urgency: No **Fiscal:** Yes
Consultant: ML

Subject: *Human trafficking: California Multidisciplinary Alliance to Stop Trafficking Act*

HISTORY

Source: Author

Prior Legislation: AB 2553 (Grayson), died in Senate Appropriations, 2022
SB 750 (Melendez), not heard in Senate Public Safety, 2021
SB 35 (Chang), vetoed, 2019
SB 180 (Kuehl), Ch. 239, Stats. of 2005

Support: Arcadia Police Officers' Association; Brea Police Association; Burbank Police Officers' Association; California Association of School Police Chiefs; California Coalition of School Safety Professionals; California Narcotic Officers' Association; California Reserve Peace Officers Association; Claremont Police Officers Association; Corona Police Officers Association; Culver City Police Officers' Association; Fullerton Police Officers' Association; Los Angeles School Police Management Association; Los Angeles School Police Officers Association; Murrieta Police Officers' Association; Newport Beach Police Association; Palos Verdes Police Officers Association; Placer County Deputy Sheriffs' Association; Pomona Police Officers' Association; Riverside Police Officers Association; Riverside Sheriffs' Association

Opposition: DecrimSexWorkCA

PURPOSE

The purpose of this bill is to establish the California Multidisciplinary Alliance to Stop Trafficking Act (California MAST), which will review collaborative models for protecting victims and survivors of trafficking, map the progress of the state in preventing trafficking, and provide recommendations to strengthen state and local efforts to address the issue of human trafficking.

Existing law states that a 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 than \$500,000. (Pen. Code, § 236.1, subd. (a).)

Existing law states that a person who deprives or violates the personal liberty of another with the intent to commit specified sex crimes including pimping, pandering, or child pornography, 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).)

Existing law specifies that a 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 commit specified crimes including pimping, pandering, or child pornography, is guilty of human trafficking. A violation is punishable by imprisonment in the state prison as follows:

- Five, 8, or 12 years and a fine of not more than \$500,000; or,
- 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).)

This bill, upon appropriation by the Legislature, establishes the California Multidisciplinary Alliance to Stop Trafficking Act (California MAST Task Force).

This bill requires the MAST task force to do the following:

- Review collaborative models between governmental and nongovernmental organizations for protecting victims and survivors of trafficking.
- Map the progress of the state in preventing trafficking, providing comprehensive assistance to victims and survivors of trafficking, and prosecuting persons engaged in trafficking.
- Provide recommendations to strengthen state and local efforts to address the issue of human trafficking, including the role of forced criminality in human trafficking.

This bill requires that the Office of Emergency Services staff and support the task force to the extent that resources are available. Provides that the chair of the task force will be appointed by the task force.

This bill requires that the membership of the task force include the following representatives or their designees:

- The Attorney General.
- The Secretary of Labor and Workforce Development.
- The Director of Social Services.
- The Director of Health Care Services.
- The Director of Emergency Services.
- The State Public Health Officer.
- The Director of Housing and Community Development.
- The Director of Transportation.
- The Director of Civil Rights.
- A representative from the California Child Welfare Council.
- One representative from the California District Attorneys Association.
- One representative from the California Public Defenders Association.

- One representative from a human rights organization, appointed by the Speaker of the Assembly.
- One representative from an immigrant rights organization, appointed by the Senate Committee on Rules.
- One survivor of labor trafficking, appointed by the Governor.
- One survivor of sex trafficking, appointed by the Governor.
- One survivor of familial trafficking, appointed by the Governor.
- One representative from a northern California organization that provides services to victims of human trafficking.
- One representative from a southern California organization that provides services to victims of human trafficking.
- One representative from a central California organization that provides services to victims of human trafficking.
- Three representatives from tribal organizations from northern, central, and southern California, appointed by the Attorney General.

This bill requires that, whenever possible, members of the task force must have experience providing services to trafficked persons or have knowledge of human trafficking issues, including as a survivor of human trafficking.

This bill provides that the members of the task force shall serve at the pleasure of the respective appointing authority. Allows that reimbursement of necessary expenses may be provided at the discretion of the respective appointing authority or agency participating in the task force.

This bill requires that the task force meet at least four times. Allows that subcommittees may be formed and meet as necessary. Requires that all meetings be open to the public. Requires that the first meeting of the task force shall be held no later than July 1, 2027.

This bill requires that on or before January 1, 2029, and on or before each January 1 thereafter, the task force must report its findings and recommendations to the Office of Emergency Services, the Governor, the Attorney General, and the Legislature. Allows that at the request of any member, the report may include minority findings and recommendations.

This bill provides the following definitions for the purpose of its provisions:

- “Familial trafficking” occurs when a victim is trafficked by a family member or caregiver, or when a minor victim is sold by that minor’s family member or caregiver to a third-party trafficker.
- “Trafficking” has the same meaning as used in the federal Victims of Trafficking and Violence Protection Act. (22 USCS § 7102.) Under that definition, “severe forms of trafficking in persons” means:
 - Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or

- The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

COMMENTS

1. The Need For This Bill

The author writes:

Senate Bill 1022 establishes the California multidisciplinary Alliance to Stop Trafficking (MAST) Task Force. The Task Force is designed to strengthen the state's response to human trafficking by bringing together state agencies, local partners, service providers, and survivors to review current policies, identify gaps, and provide recommendations for coordinated, survivor-informed policies to prevent trafficking, support victims, and address prosecution. Human trafficking remains a complex crime in California, despite significant state investments, efforts to tackle the issue are often fragmented across agencies and jurisdictions. The lack of coordination creates gaps in victim identification and services, inconsistent reporting and data collection, limited collaboration between law enforcement and service providers, and barriers to addressing the root causes of trafficking. The MAST Task Force will advance a coordinated and survivor-informed approach to strengthen California's leadership in the global fight against human trafficking.

2. Existing Law Governing Trafficking

In California, human trafficking is when a person deprives or violates the personal liberty of another with the intent to obtain forced labor or services.¹ It is punishable as a felony in state prison for 5, 8, or 12 years and a fine of up to \$500,000.²

Human trafficking with the intent to commit specified sex crimes including pimping, pandering, or child pornography, is a felony punishable by imprisonment for 8, 14, or 20 years and a fine of up to \$500,000.³ A person who causes or induces 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 commit specified crimes including pimping, pandering, or child pornography, is guilty of human trafficking, punishable by imprisonment in the state prison as follows:

- Five, 8, or 12 years and a fine of not more than \$500,000; or,
- 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.⁴

¹ Pen. Code, § 236.1, subd. (a).

² *Ibid.*

³ Pen. Code, § 236.1, subd. (b).

⁴ Pen. Code, § 236.1, subd. (c).

3. Research on the Effects of Criminalization on Survivors of Human Trafficking

A study by the International Human Rights Clinic at USC, using interviews with 42 human trafficking experts, a comprehensive literature review, and public records requests, found that law enforcement operations identify few trafficking victims, emphasizing that operations primarily target sex work and often treat victims as criminals.⁵ For example, the National Survivor Network conducted a 2016 survey on the long-term impact of criminal arrests and convictions on survivors of human trafficking; it found that 90.8% of 130 trafficking survivor respondents reported having been arrested (over 40% reporting being arrested 9 times or more) and more than half of the respondents (50.6%) reported that their arrests occurred because of their trafficking.⁶ Notably, immigrant survivors of sex trafficking, regardless of whether they are undocumented, can face deportation due to a misdemeanor prostitution charge.⁷ Survivors also report that they are pressured by law enforcement to divulge information, and if they refuse, they are charged with crimes.⁸

Critics argue that these law enforcement operations are often anti-sex work efforts rebranded as anti-sex trafficking interventions.⁹ The USC report recommended that law enforcement reduce anti-trafficking operations and redirect resources to community and public health led approaches to prevent human trafficking, which the report contended are more effective and less harmful to victims, based on available research.¹⁰

4. Prior Legislation: The California Alliance to Combat Trafficking and Slavery (California ACTS) Task Force

In 2005, SB 180 (Keuhl) established the California Alliance to Combat Trafficking and Slavery (California ACTS) Task Force.¹¹ The California ACTS Task Force was required to be composed of 24 members, including representatives from the Attorney General; state public health, labor, and welfare agencies; the Legislature; the state judiciary; district attorneys; public defenders; law enforcement; university researchers; Non-Governmental Organizations (NGOs); and direct service organizations; and survivors of human trafficking.¹²

The California ACTS Task Force was charged with collecting and organizing data regarding human trafficking, measuring and evaluating the state's approach to human trafficking, identifying programs that assist survivors of human trafficking, analyzing existing criminal statutes for their adequacy in addressing human trafficking, facilitating collaboration between government and NGOs, and developing recommendations for improving the state's approach to human trafficking.¹³

⁵ International Human Rights Clinic at USC Gould School of Law, *Over-Policing Sex Trafficking: How U.S. Law Enforcement Should Reform Operations* (Nov. 2021) <<https://bpb-us-w1.wpmucdn.com/sites.usc.edu/dist/6/1093/files/2021/11/IHRC-Report-1.pdf>> (hereafter "Over-Policing Sex Trafficking") [as of March 26, 2026].

⁶ *Id.* at p. 11.

⁷ *Ibid.*

⁸ *Id.* at p. 12.

⁹ *Id.* at p. 11.

¹⁰ *Id.* at p. 52.

¹¹ Former Pen. Code § 13990 [repealed].

¹² Former Pen. Code § 13990, subd. (c) [repealed].

¹³ Pen. Code, § 13990, subd. (a).

The final report of the California ACTS Task Force was published in October of 2007.¹⁴ The report broke its findings and recommendations into four categories: Identifying the scope of human trafficking, protecting and assisting victims of human trafficking, investigating and prosecuting human traffickers, and preventing human trafficking.

In 2019, the Legislature passed SB 35 (Chang) to reestablish the California ACTS Task Force. Governor Newsom vetoed SB 35, noting in his veto message that the task force should be considered through the budget process, not stand-alone legislation. SB 35 would have required the second California ACTS Task Force to be comprised of 15 members, including representatives from the Attorney General; state public health, labor, welfare, and emergency services agencies; the state judiciary; district attorneys; public defenders; law enforcement; NGOs; direct service organizations; and survivors of human trafficking.

AB 2553 (Grayson, 2022) would have established the California Multidisciplinary Alliance to Stop Trafficking task force. That bill died in Senate Appropriations. This bill is almost identical to AB 2553.

5. The Effect of This Bill

This bill, upon appropriation by the Legislature, establishes the California Multidisciplinary Alliance to Stop Trafficking Act (California MAST Task Force).

The MAST Task Force will do the following:

- Review collaborative models between governmental and nongovernmental organizations for protecting victims and survivors of trafficking.
- Map the progress of the state in preventing trafficking, providing comprehensive assistance to victims and survivors of trafficking, and prosecuting persons engaged in trafficking.
- Provide recommendations to strengthen state and local efforts to address the issue of human trafficking, including the role of forced criminality in human trafficking.

The Office of Emergency Services will staff and support the task force to the extent that resources are available. The chair of the task force will be appointed by the task force.

The task force will have 23 members. Membership of the task force must include the following representatives or their designees:

- The Attorney General.
- The Secretary of Labor and Workforce Development.
- The Director of Social Services.
- The Director of Health Care Services.
- The Director of Emergency Services.
- The State Public Health Officer.

¹⁴ California Alliance to Combat Trafficking and Slavery Task Force, *Human Trafficking in California: Final Report* (Oct. 2007) <https://oag.ca.gov/sites/all/files/agweb/pdfs/publications/Human_Trafficking_Final_Report.pdf> [as of April 10, 2026].)

- The Director of Housing and Community Development.
- The Director of Transportation.
- The Director of Civil Rights.
- A representative from the California Child Welfare Council.
- One representative from the California District Attorneys Association.
- One representative from the California Public Defenders Association.
- One representative from a human rights organization, appointed by the Speaker of the Assembly.
- One representative from an immigrant rights organization, appointed by the Senate Committee on Rules.
- One survivor of labor trafficking, appointed by the Governor.
- One survivor of sex trafficking, appointed by the Governor.
- One survivor of familial trafficking, appointed by the Governor.
- One representative from a northern California organization that provides services to victims of human trafficking.
- One representative from a southern California organization that provides services to victims of human trafficking.
- One representative from a central California organization that provides services to victims of human trafficking.
- Three representatives from tribal organizations from northern, central, and southern California, appointed by the Attorney General.

Whenever possible, members of the task force must have experience providing services to trafficked persons or have knowledge of human trafficking issues, including as a survivor of human trafficking.

The members of the task force will serve at the pleasure of the respective appointing authority. Reimbursement of necessary expenses may be provided at the discretion of the respective appointing authority or agency participating in the task force.

The task force must meet at least four times. Subcommittees may be formed and meet as necessary. All meetings must be open to the public. The first meeting of the task force must be held no later than July 1, 2027.

On or before January 1, 2029, and on or before each January 1 thereafter, the task force must report its findings and recommendations to the Office of Emergency Services, the Governor, the Attorney General, and the Legislature. At the request of any member, the report may include minority findings and recommendations.

6. Issues for the Committee to Consider

This task force focuses on supporting survivors and delivering services, rather than criminalization. Notably, this task force has greater survivor representation than prior task forces, and it has more representatives from government agencies. This task force includes tribal representation, where prior task forces have not done so. This task force does not include law enforcement, other than district attorneys.

The author and Committee might consider whether to add a university researcher with expertise related to human trafficking to the task force membership to ensure its efforts are guided by the

most current research and data. The author and Committee might also consider adding a mental health expert with expertise related to treating survivors of human trafficking.

Further, unlike prior task forces on this issue, this bill would make this task force permanent and require it to submit an annual report each year. Given the intractable, ongoing nature of human trafficking in California, such an approach is more likely to be effective than one-off efforts that conclude after delivering a final report.

Notably, unlike other task forces discussed above, this task force is not charged with data collection. Given that this bill creates a standing task force, this task force might be better positioned to collect high-quality quantitative data on human trafficking in California than prior task forces—or at least, to commission a propensity study. The author and the Committee might consider whether to charge the task force with collecting data or conducting a propensity study on human trafficking in California, if such data is needed.

7. Argument in Support

The Riverside Police Officer's Association writes:

SB 1022 would establish the California Multidisciplinary Alliance to Stop Trafficking Act (California MAST) task force to review collaborative models between governmental and nongovernmental organizations for protecting victims and survivors of trafficking, among other related duties.

The task force would be comprised of specified state officials or their designees and specified individuals who have expertise in human trafficking or providing services to victims of human trafficking.

The bill would require the task force to, on or before January 1, 2029, and annually thereafter, report its findings and recommendations to the Office of Emergency Services, the Governor, the Attorney General, and the Legislature.

We support SB 1022 and respectfully request an AYE vote.

8. Argument in Opposition

DecrimSexWorkCA writes:

While addressing human trafficking and other forms of coercion and exploitation are valuable goals for the state of California that DecrimSexWorkCA lauds, we have seen countless “Human Trafficking Task Forces” convened that produced counterproductive results—if any.

Typically, these task forces, especially when primarily comprised of government-representatives and organizations who have a dependent relationship with law enforcement, end up harmfully conflating sex work with human trafficking, even though most sex work happens outside of a trafficking context and most trafficking happens outside of the context of the commercial sex industry. The result is policy recommendations which focus on ultimately “prosecuting persons engaged in [sex] trafficking,” even at the cost of failing to take actions which

could prevent or reduce trafficking and violence, such as the decriminalization of sex work.

A human trafficking task force that is not structured to be able to question the criminalization of sex work as a major cause of sex trafficking – or to any way understand the commercial sex industry – will be unable to make any useful recommendations to prevent or reduce sex trafficking, even though sex trafficking is a highly politicized subject and may take up the majority of the task force's time.

There are productive steps that we can take to address human trafficking, including by trying to keep people's criminal records clear and keep vital resources funded, but this task force seems posed to offer solutions designed to keep survivors in handcuffs and programming, even while the state fails to find the money to adequately fund non-carceral survivor, sex worker, immigrant, transgender, and youth services that have been proven effective.

-- END --