



**City and County of San Francisco
Department on the Status of Women**



San Francisco Mayor's Task Force on Anti-Human Trafficking

HUMAN TRAFFICKING IN SAN FRANCISCO

Issued July 24, 2019

2017 Data

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Vision

The Mayor's Task Force on Anti-Human Trafficking envisions a world free of human trafficking.

The Mayor's Task force on Anti-Human Trafficking is administered by the Department on the Status of Women, under the supervision of Dr. Emily M. Murase, Director.

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Preface

This report examines the scope of human trafficking in San Francisco during the calendar year 2017. It also summarizes progress made on last year's anti-human trafficking recommendations and provides new recommendations for 2019. It is the fourth report produced by the Mayor's Task Force on Anti-Human Trafficking and the third report to cover an entire year's worth of data.

Twenty-two agencies provided data about trafficked persons and alleged traffickers. The data submission guidelines, forms, and definitions can be found in Appendices A and B. Definitions of survivor/victims of human trafficking and traffickers can vary widely and agencies contributing data to this report may have a range of experience levels in identifying human trafficking survivors. The Mayor's Task Force on Anti-Human Trafficking asked agencies to use the federal definition of human trafficking, which can be found on in the Methodology section. Whether an adult has been trafficked under this federal definition, especially in cases of fraud or coercion, may be unclear and agencies must make a judgement call in such cases.

Because of the way that the data collection is conducted, it is not possible to know if multiple agencies are reporting on the same person. For example, take Person A who was born in and recruited from Malaysia and trafficked in the healthcare industry in San Francisco. Person A might go to Asian Pacific Islander Legal Outreach for legal services, Asian Women's Shelter for housing, and the Newcomers Health Program for health care services. If all three agencies knew that Person A was a survivor of trafficking, they would all include Person A in their reports, but there is no way for the Mayor's Task Force to know that Person A was reported 3 times. It would appear to the Task Force that there were three people from Malaysia, and three people trafficked in healthcare industry. In this example, that duplication would impact our data analysis because Malaysia is not a common country of origin in our dataset and the health care industry is not common in our dataset either.

The numbers in this report must be considered in the context described above. The Mayor's Task Force recognizes the weakness that duplication is in the data collection and is working to increase the number of agencies who can report unduplicated numbers. The Mayor's Task Force also recognizes that the fact that multiple agencies and people are doing the identification is a weakness, since in a traditional research study, a small group of people trained under a specific protocol or screening tool would be doing identification.

It is also important to examine bias in what groups of people and industries are thought to be involved in trafficking. According to a study by the International Labor Organization (ILO), using a combined methodology of drawing from a variety of data sources, trafficking in commercial sex industries is less common than trafficking in other industries. ILO estimated that, in 2016, there were 16 million victims of forced labor exploitation, 4.8 million victims of forced sexual exploitation and 4.1 million victims of state-imposed forced labor world-wide. Our data solicitation does not include state-imposed forced labor or forced marriage. The ILO also estimated that 63% of victims of forced labor, which includes labor in commercial sex industries, were female and 37% were male (they did not account for gender non-conforming individuals).¹

¹ International Labor Organization. *Global Estimates of Modern Slavery: Forced Labor and Forced Marriage*. 2017.

In our data, as well as data from Polaris which runs the National Human Trafficking Hotline, trafficking in commercial sex industries was reported to be more common than trafficking in other industries.² There are several possible reasons why our numbers and the international estimates differ—such as media attention on exploitation in the commercial sex industries, over-policing of the commercial sex industries, and underreporting of labor violations. This report does not address this discrepancy and the data in this report probably only partially reflects actual need for prevention and response services.

Notwithstanding these limitations, four years of data have made a difference. Data from these reports have resulted in the following landmark policy changes and new programs:

- 24/7 response to youth exploited in commercial sex industries, in contrast to previous response, which was only Monday to Friday, 9 am to 5 pm.
- A protocol for media coverage of human trafficking survivors that presents their privacy rights.
- Online training modules for restaurant workers, hospitality employers, and the general public, from Stanford University.

For additional impact, please see the accomplishments section. We continue to gather data to inform all stakeholders and work towards policy and systems change for all people who have been impacted by trafficking in San Francisco.

² National Human Trafficking Hotline. “Hotline Statistics.” Polaris. 2017

Executive Summary



673* cases of
human trafficking
identified by **22**
agencies

*Includes duplication

This report examines the scope of human trafficking in San Francisco during the calendar year 2017. It also summarizes accomplishments from the last year and provides recommendations for 2019. It is the fourth report produced by the Mayor’s Task Force on Anti-Human Trafficking and the third report to cover an entire year’s worth of data.

Twenty-two agencies provided data about trafficked persons and alleged traffickers. Agencies identified a total of 673 cases, which, as indicated in the preface, are may be duplicated. It is likely that different agencies are reporting on the same individual. Figure 1 shows the number of cases identified by each agency.

What are the demographics of reported cases?

The largest number of cases were of individuals who were young women of color.

- **Age:** 70% of cases were individuals under 25—23 percent were minors and 47% were youth between 18 and 24 years of age.
- **Gender:** The majority of reported cases were cisgender women. Only 20% were cisgender men and 5% were transgender women, transgender men, or gender non-conforming.
- **Race:** Overall, 70% of all reported cases were individuals who were people of color. The largest group of individuals were African American, followed by Hispanic/Latino.



71% are
women, either
cisgender or
transgender

Where are the reported cases from?

The majority of reported cases were individuals born and recruited in the United States, and who speak English fluently.

- **Birthplace:** One-third of individuals were born in the Bay Area. Of those who were born outside the United States, the largest number were born in Asia.
- **Recruitment:** The majority were recruited in the United States. Of those recruited in the United States, 51% were recruited in San Francisco.



33% were
born in the
Bay Area

In which industries were the cases reported?

A slight majority of cases involved trafficking in commercial sex.

- **Type:** 55% of cases were trafficking in commercial sex, 25% of cases were trafficking outside commercial sex, and 20% were unknown type. This is an increase in the proportion of cases involving the commercial sex industries and a decrease in cases outside those industries compared to 2016. The largest number of cases involved either outdoor solicitation or escort services. Outside commercial sex, the three industries with the most trafficking cases were: restaurants/food service, domestic work, and construction.
- **Age by type:** One-third of all cases in the commercial sex industry involved minors and one-half were youth between 18 and 24 years. Equal numbers of cases in non-sexual labor were youth between 18 and 24 years and adults over 25.

31% of cases involved minors trafficked in commercial sex

How were cases initially identified and what services did were provided?

- **Identification:** The largest number of human trafficking cases was initially identified by service providers in the Bay Area. The second largest source of identification was the City & County of San Francisco Human Services - Family & Children's Services, which identified only cases of minors and youth.
- **Services:** Case management was the most commonly provided service. Education and training was the second most common. On average, more services were provided to minors than to youth between the ages of 18 and 24 or adults over 25. The most commonly reported service gaps were emergency shelter and housing for youth between the ages of 18 and 24.

Most commonly reported service gap is **housing and shelter**

Who are the alleged traffickers?

This information came from the Police Department and the District Attorney's Office, and the majority of individuals were not charged or prosecuted for trafficking, only investigated or arrested.

- **Relationships:** Consistent with previous years, most of the alleged recruiters or alleged traffickers were romantic partners. The second largest group of alleged traffickers were unrelated employers.
- **Police Investigations:** During 2017, the San Francisco Police Department investigated 57 cases and arrested 25 suspects. The majority of alleged traffickers were cisgender men.
- **Cases Charged:** Also during 2017, the District Attorney's office obtained three human trafficking convictions and charged two cases. They have a pending case load of five.

Major accomplishments of the Task Force in 2018 include:

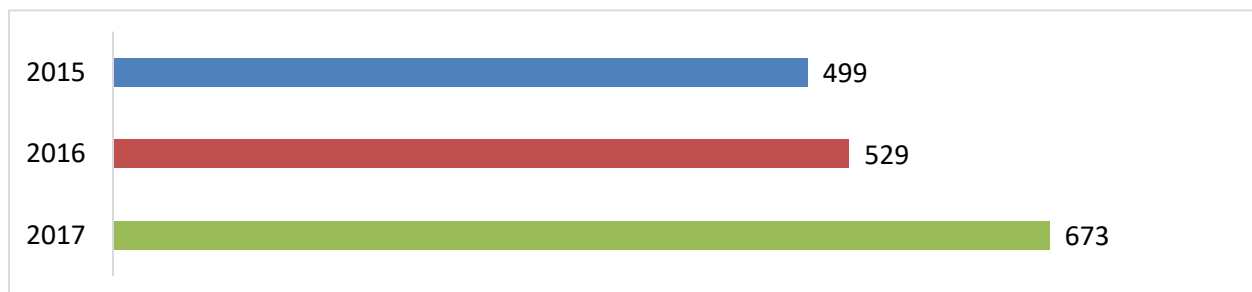
- Housing and placement recommendations for trafficked/at risk of trafficking youth;

- Implementation of the Prioritizing Safety for Sex Worker policy and enactment of state law inspired by our policies;
- Enactment of the Good Food Purchasing Program resolution at the Board of Supervisors;
- Formalization of the Mayor’s Task Force membership, and
- Increased input from those with lived experience in human trafficking.

Figure 2: Number of Cases Identified by Each Agency, 2017

Agency Name	Number of Human Trafficking Survivors
Larkin Street Youth Services	124
Huckleberry Youth Programs	80
Asian Pacific Islander Legal Outreach	73
San Francisco District Attorney’s Office	66
San Francisco Police Department	63
Not For Sale	60
LYRIC	30
AnnieCannons	29
San Francisco Human Services Agency – Family and Children’s Services	28
Justice at Last	22
Young Women’s Freedom Center	17
Asian Women’s Shelter	14
Child and Adolescent Support Advocacy and Resource Center	13
Legal Aid at Work	11
Bay Area Legal Aid	9
Tahirih Justice Center	9
San Francisco Juvenile Probation Department	8
San Francisco Department of Public Health - Newcomers	7
San Francisco SafeHouse	5
Love Never Fails	2
Safe and Sound	2
Asian American Advancing Justice – Asian Law Caucus	1
Total:	673

Figure 1: Total Number of Cases By Year, 2015 - 2017



Accomplishments & Recommendations

Major Accomplishments in 2018

1. Implementation of Prioritizing Safety for Sex Worker Policies

- Outreach Event and Pocket Cards
 - In December 2017, the San Francisco District Attorney's Office and Police Department issued the Prioritizing Safety for Sex Worker Policies which are designed to ensure that anyone feels safe reporting violence. In June 2018, the Department on the Status of Women, alongside speakers from the Human Rights Commission, St. James Infirmary, US PROStitute Collective, and a private attorney spoke about these policies at a public forum in the San Francisco Library. Agencies and individuals that work directly with sex workers were encouraged to come, and pocket cards detailing the policy were available in 3 languages, English, Spanish, and Chinese. The event was attended by 75 people and audience members gave positive feedback (Appendix D).
- AB 2243 Passage
 - Following the implementation in San Francisco, Assemblymember Laura Friedman, who represents Glendale, Burbank, and parts of Los Angeles introduced AB 2243, which made elements of the Prioritizing Safety for Sex Worker Policies law statewide. The bill creates an evidentiary exclusion that prohibits evidence of prostitution being used to prosecute an individual for prostitution when they have experienced or witnessed a violent crime.³ Governor Brown signed the bill into law on June 13, 2018.

2. Healthy Nail Salon Curriculum Update

- The Healthy Nail Salon program is conducted by SF Environment and includes certification and training for salon owners and employees. SF Environment expanded the training to incorporate information on labor and health rights and the new content rolled out in Spring 2018. Data on the Healthy Nail Salon Program is now displayed on San Francisco Open Data to enable workers and customers to identify nail salons that avoid toxic chemicals and respect the rights of their workers. www.datasf.org.

3. Good Food Purchasing Program Resolution

- The Good Food Purchasing Program encourages public entities that purchase food to ascribe to 5 values: food that is 1) locally produced, 2) sustainable, 3) nutritious, 4) respects animal welfare, and 5) values the workforce. In 2018, the Board of Supervisors approved a resolution to incorporate the Good Food Purchasing Program to food purchased by the Sheriff's Department for 4 jails with an average daily population of over 1,000 inmates and by the Department of Public Health for San Francisco General Hospital, the only Level 1

³ Section 1162 of the Evidence Code.

Trauma Center in San Francisco and northern San Mateo, and Laguna Honda Hospital that serves 765 seniors and adults with disabilities. (Appendix C)⁴. San Francisco will have the first jail system in the country to implement the Good Food Purchasing Program.

4. Youth Housing and Placement Recommendations

- The Youth Committee developed recommendations housing and placement options for trafficked, or at risk of being trafficked, youth. The Youth Advisory Board, composed of youth who have been impacted by trafficking, gave input into the recommendations which were approved by the Task Force at the June 2018 meeting (Appendix E).

5. Formalization of Membership on the Task Force

- In 2017, the Task Force created membership guidelines: members are required to attend at least one half of the General Task Force meetings or three-fourths of the meetings for a committee. Memberships were formalized by an application process in June 2018, and members began voting at the June General Task Force meeting. For membership guidelines and current members list, see Appendix G.

6. Advancement of the Leadership of Survivors and others impacted by Trafficking

- Freedom FWD and the Young Women's Freedom Center collaborated to create the first Youth Advisory Board to the Mayor's Task Force. The Youth Advisory Board consisted of youth between the ages of 16 and 24 who were impacted by trafficking and met from fall 2017 to summer 2018. Board members participated in the February, April, and August Youth Trafficking Committee meetings and provided feedback on the Housing and Placement recommendations. Trained and supported by Freedom FWD and Young Women's Freedom Center, board members received a stipend and participated in workshops twice a month to support their leadership journey.
- Sarai Smith-Mazariegos from the nonprofit Survivors, Healing, Advising, and Dedicated to Empowerment (S.H.A.D.E) Movement, a survivor-run consulting and advocacy organization, presented to the Task Force about survivor leadership. Several participants of programs by the nonprofit Love Never Fails shared about their experiences with workforce development programs at October 24, 2018 Mayor's Task Force meeting.

7. Adoption of FOSTA Position Paper

- The Sex Work and Trafficking Policy Impact Committee drafted a position paper, approved by the Task Force on the recently passed federal legislation Allow States and Victims to Fight Online Sex Trafficking Act (H.R. 1865). The position paper stated that the closure of online forums for commercial sex will adversely impact people who engage in sex work, including

⁴ Sernoffsky, Evan. "SF struggles with inmate population in dilapidated lockup." San Francisco Chronicle. October 25, 2018.

those who are trafficked and hinder law enforcement efforts to track down exploiters (more information in Appendix H).

8. Gathering information about Human Trafficking Trainings in SFUSD

- San Francisco Unified School District reported on their compliance with AB 1227 at the April 25, 2018 General Task Force meeting. AB 1227 is a law that requires California public schools to teach middle and high school students about human trafficking and how they can avoid being exploited. This report includes information on the number of students reached in the Education and Prevention section.

Recommendations for 2019

These recommendations were all approved on the April 24, 2019 meeting of the Mayor’s Task Force. Footnotes indicate comments by members.

I. ENSURE DELIVERY OF HIGH-QUALITY TRAININGS		
1.1	Conduct assessment of existing government and nonprofit trainings through a community-based research process; the assessment must include diverse perspectives of those impacted by trafficking, other labor violations, and criminal justice-based responses, including anti-trafficking policies.	\$83,000 one-time (ex. \$25,000 per year for 0.25 FTE coordinator, \$25,000 per year to compensate community members, \$2000 per year in child care, \$2000 for transportation costs, \$2000 for materials, food, etc., \$20,000 for interpretation, \$7,000 for indirect costs)
1.2	<u>Based on assessment of existing trainings in 1.1</u> , develop and conduct “Know your Rights for Industries and Communities Vulnerable to Labor Exploitation, Trafficking, and Other Abuses” for workers in targeted industries/communities.	\$116,000 per year as a grant to a Community-Based Organization (ex. \$60,000 per year in staff time and benefits, \$20,000 for training development, including consultants, \$16,000 for materials, food, trainee stipends, transportation, interpretation, \$10,000 indirect costs, \$10,000 to compensate for the time and expertise of those providing feedback from impacted communities)
1.3 ⁵	<u>Based on assessment of existing trainings in 1.1</u> , develop and conduct training to be provided to transportation providers (e.g., SF Municipal Transportation Authority/MUNI, Uber, Lyft, Yellow Cab, etc.)	\$116,000 per year as a grant to a Community-Based Organization (ex. \$60,000 per year in staff time and benefits, \$20,000 for training development, including consultants, \$16,000 for materials, food, trainee stipends, transportation, interpretation, \$10,000 indirect costs, \$10,000 to compensate for the time and expertise of

⁵ Some Task Force members had concerns about how all transportation providers would be trained, given turnover rate in workforce, as well as concerns about racial and gender-profiling in the trainings. Other members noted that youth use transportation to escape bad situations.

		those providing feedback from impacted communities)
SUBTOTAL		\$315,000
II. INFORM PUBLIC		
2.1 ⁶	Develop a smartphone app for the public to use to facilitate human trafficking reporting and provide more information and resources. App <u>must</u> be developed with input and feedback from impacted communities.	\$50,000 one-time and \$66,000 per year in a grant to a Community-Based Organization ((\$50,000 for developer one time, \$50,000 per year for 0.5 FTE coordinator, \$10,000 for community feedback process, \$10,000 per year in upkeep, \$6,000 in indirect costs)
2.2 ⁷	Conduct a public outreach campaign about human trafficking, including information about the app, with bus stop ads, transportation ads, billboards. Campaign <u>must</u> be developed with input and feedback from impacted communities.	\$100,000 one-time (ex. \$70,000 for public outreach campaign consultant, \$10,000 for community feedback process, \$20,000 for staff time and indirect costs)
SUBTOTAL		\$216,000
III. EXPAND EMPLOYMENT OPPORTUNITIES		
3.1 ⁸	Support survivors to participate in existing workforce development programs or educational programs. Many relevant programs already exist, the challenge is ensuring survivors have access to childcare, transportation, food, and compensation for living expenses during the programs. Members of impacted communities must be included on review panel for grant RFP if this program was instituted. Review panel members that are not city employees or officials would be compensated for their time.	\$1,000,000 per year in grants to Community-Based Organizations (ex. \$650,000 for grants/financial assistance to survivors that they could use for living costs while in school or in workforce program, fees for educational programs, textbooks, materials, transportation, costs of licensing exams, etc., \$250,000 in staffing costs, \$95,000 in indirect costs, \$5,000 for grant RFP review panel members from impacted communities)

⁶ Some members had concerns about diverting people from the Polaris national hotline, concerns about who would oversee the app, concerns about who would provide services to the people identified through the app, concerns about the cost of the app, and concerns about user acquisition for the app.

⁷ Some members felt that there already were many public awareness campaigns on human trafficking and wanted to know what the purpose and audience for this campaign was. Others felt that the money should go towards direct services and were concerned about stereotypes in awareness campaigns.

⁸ Adopted unanimously

3.2 ⁹	Provide stipends to support on-the-job training, such as “internships” or “fellowships”. Survivors would be placed in industries where they are interested in working for 200 hours and paid a stipend.	\$510,000 per year for grant to a Community Based Organization (ex. \$12,000 per survivor for a stipend, for 30 survivors, \$150,000 for staff time and indirect costs)
SUBTOTAL		\$1,510,000
IV. EXPAND HOUSING OPTIONS		
4.1 ¹⁰	Implement the unfunded Youth Housing & Placement Recommendations a. Create 12 to 20 bed emergency shelter designed solely for non-minor dependents (over 18 years of age). b. Create models to support caregivers of youth outside the system, including psychoeducation, support with concrete needs, and meditation to stabilize the family. c. Develop housing options outside of system with low barriers to intake, triage, and participation, such as a 12-20 bed emergency shelter for non-system involved youth over the ages of 18.	\$2,530,000 per year to a Community Based Organizations ((\$1,120,000 for a., with \$120,000 for rent and \$1,000,000 in operating costs) (\$210,000 for b. for 20 families, with \$150,000 for 2 case managers and \$60,000 for basic needs support) (\$1,200,000 per year for c., with \$200,000 for rent and \$1,000,000 for operating costs)
4.2 ¹¹	Fund a 90-day emergency shelter for adults that includes a 24/7 crisis line, with staffing to respond to crisis line.	\$1,750,000 per year to Community-Based Organization (ex. \$500,000 per year for crisis line and staffing, including advocates, coordinator, back up, administrative costs, \$1,250,000 per year to operate the shelter, including staffing, administrative costs, rent)
4.3 ¹²	Fund housing assistance for survivors and/or people at risk for being trafficked, such as security deposit and first month’s rent, back rent, short term rent subsidies. Partners must commit to low barrier access.	\$714,000 per year as a grant to a Community-Based Organization (ex. \$500,000 per year for financial assistance, \$150,000 for two case managers, \$64,000 for indirect costs)
SUBTOTAL		\$4,994,000
V. CRIMINAL JUSTICE REFORM		
5.1	Expand funding for expungements and vacatur relief to serve 30 individuals per year.	\$406,000 per year as a grant to a Community-Based Organization (ex. \$360,000 for

⁹ Adopted unanimously

¹⁰ Adopted unanimously

¹¹ Adopted unanimously

¹² Adopted unanimously

		legal costs and \$15,000 for required travel for survivor and attorney, \$31,000 for indirect costs)
SUBTOTAL		\$406,000
VI. TASK FORCE OPERATIONS		
6.1	Move meeting room from City Hall to another location to expand inclusion and access. Plan to meet in 25 Van Ness starting June 2019.	No cost.
6.2	Fund an Adult Survivor Advisory Board, consisting of 7 members who have been impacted by trafficking in some way and including trafficking in all industries and diversity in gender identity, race, sexual identity, and national origin.	\$77,000 per year as a grant to a Community Based Organization (ex. \$20,000 per year to compensate board members, \$15,000 per year in staff time, \$2000 per year in child care, \$2000 for transportation costs, \$1000 for materials, food, etc., \$20,000 for interpretation, \$7,000 for accounting, management staff time, data collection and reporting, \$10,000 for basic evaluation)
6.3 ¹³	Change the name of the Task Force	No cost. <i>To be discussed at future strategic planning meeting.</i>
SUBTOTAL		\$77,000
VII. RESEARCH AND DATA COLLECTION		
7.1 ¹⁴	Data collection about trafficking in San Francisco that is high quality, not duplicated, and relevant. Grant for data collection would be managed by DOSW and awarded to researcher or research organization. Members of impacted communities must be included on review panel for grant RFP if this program was instituted. Review panel members that are not city employees or officials would be compensated for their time.	\$455,000 as a grant to researcher or research organization (ex. \$450,000 per year as grant to researcher, \$5,000 for grant RFP review panel members from impacted communities)
7.2 ¹⁵	Conduct community-based participatory research project evaluating the impact of human trafficking policies in San Francisco. Length of project would depend on how many policies the project was intended to review. Grant for research project would be managed by DOSW and	\$450,000 per year as a grant to researcher, research organization, or community-based organization

¹³ Members would need to have a further conversation about what the name would change to.

¹⁴ Some members wanted more specificity about what the research would be doing, such as evaluating service outcomes or measuring prevalence. They felt that this amount of money should go to direct services. Others felt that accurate data about trafficking would inform how funding for direct service can be better allocated and was therefore worth the cost.

¹⁵ Adopted unanimously

	awarded to researcher, research organization, or community-based organization.	
	SUBTOTAL	\$905,000
	GRAND TOTAL	\$8,423,000

Introduction

Trafficking of persons remains one of the most devastating yet least understood human rights atrocities. Lack of consistent data and the hidden nature of trafficking make it difficult to understand the scope of trafficking and to hold traffickers accountable. Those who are exploited may not realize that they are being exploited and typically do not trust law enforcement and other government agencies due to previous experiences, legal status vulnerabilities, differing cultural attitudes, and manipulation by traffickers. In the United States, traffickers often exploit societal stigma and discrimination against immigrants, people of color, LGBTQ people, and sex workers to maintain control.

In 2013, Mayor Edwin Lee established the San Francisco Mayor's Task Force on Anti-Human Trafficking to identify service gaps, improve implementation of policies and recommendations, and strengthen the ability of San Francisco to respond to human trafficking. The Mayor's Task Force on Anti-Human Trafficking includes members from law enforcement, social service agencies, and community-based organizations. The pioneering San Francisco model is based on a victim-centered emphasis and harm reduction principles, incorporating leadership from individuals and communities impacted directly by trafficking and anti-trafficking policies.

The **mission statement of the Task Force**, adopted in 2017, is the following:

The San Francisco Mayor's Task Force on Anti-Human Trafficking shall oversee a collaborative, comprehensive, and data-driven approach that effectively prevents and coordinates responses to human trafficking situations and focuses on long-term solutions to this wide-ranging problem.

The Task Force commits to an approach that is responsive to a person's individual experience, is informed by one's self determination, and does not further traumatize or criminalize people (clients, victims, or survivors).

The Task Force works through a collaboration of government, business, and community-based organizations, and includes those affected by trafficking and policies developed to address trafficking.

The Task Force makes policy recommendations to improve the lived experiences of persons who are trafficked.

Participants of the Mayor's Task Force on Anti-Human Trafficking are listed in Appendix G. The San Francisco Department on the Status of Women, the only such agency in the county, staffs the Task Force. This report compiles information and data from 22 agencies in calendar year 2017. These agencies identified 673 human trafficking cases in 2017, an unknown number of which are duplicated. The report includes major accomplishments of the Task Force, and recommendations for 2019.

Terminology Used in This Report

The Task Force recognizes that not all those who experience human trafficking identify with the term “human trafficking” or the terms “victim” or “survivor.” The term “victim” is used in the criminal justice system and refers to a person who “individually or collectively, have suffered harm, including physical or mental injury, emotional suffering, economic loss or substantial impairment of their fundamental rights, through acts or omissions that are in violation of criminal laws.”¹⁶ While this report is largely informed by the perspectives of various providers involved in the anti-human trafficking efforts, the Task Force strives to incorporate the complexities of survivor’s experiences. These experiences may or may not fit into the way providers typically discuss human trafficking, so efforts toward affirming various perspectives are being incorporated into this work.

The term “Commercially Sexually Exploited Children” (CSEC) is used widely by service providers and others to refer to minors who are exploited in commercial sex work. The 2018 Youth Advisory Board and other members of the Task Force have raised concerns about this term and language in general that keeps people “boxed in.” They have advocated for increased use of person-centered language—i.e. “person who is exploited” instead of “exploited person.” This report uses person-centered language whenever possible.

Use of the categories “sex trafficking” and “labor trafficking” may create a false divide. People who are trafficked may be forced into both sexual and non-sexual labor. Sex trafficking can be viewed as a type of labor trafficking that occurs in the commercial sex industries. While the Task Force recognizes these concerns, many service providers continue to collect data in these categories and do not have the capacity to provide more specific information. Therefore, we continue to use the general categories of trafficking in the commercial sex industries and trafficking outside the commercial sex industries while striving to increase reporting on more specific types of trafficking.

The Task Force also recognizes that there is a difference between trafficking in the commercial sex industry and sex work. Trafficking in the commercial sex industry *must* involve force, fraud, or coercion, except when the person involved is under age 18. If the individual is over 18 years of age, and none of those elements are present, then the situation is sex work and not trafficking.

The terms for alleged traffickers will be discussed later, in the “Survivor Relationship to Trafficker” section.

Impact of Anti-Trafficking Efforts on Other Vulnerable Communities

The Task Force recognizes that anti-trafficking policies can have a damaging impact on broader populations, such as sex workers, youth, or migrants. Community advocates have brought concerns to the Task Force about the conflation of commercial sex work and human trafficking, and how that conflation can impact those in the sex trade who are there by choice or circumstance. The Sex Work and Trafficking Policy Impact Committee was formed in 2014 to respond to those concerns and to bring together different stakeholders.

¹⁶ United Nations Human Rights Office of High Commissioners. “Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power.” Adopted by General Assembly resolution 40/34 of 29 November 1985.

Methodology

Agencies that are known to the Mayor’s Task Force to interact with survivors of trafficking were solicited for data covering June 2018 till October 2018. These agencies include government departments and community-based organizations. A list of all agencies who submitted data, and descriptions of the services they offer, can be found in the Agencies Providing Data section. Nineteen community-based agencies and three criminal justice agencies submitted data on individuals who experienced trafficking and alleged traffickers. Polaris, the Massage Program at the Department of Public Health, the San Francisco Unified School District, and the Public Defender’s Office also contributed additional data.

The data collection tool was developed by Task Force members to standardize the information that is reported to the Task Force. The tool has been updated each year in response to feedback from Task Force members and other agencies submitting data.

The data in this report, unless stated otherwise, is for calendar year 2017 (January 1, 2017 - December 31, 2017). When possible, data from 2017 is compared to data from 2015 and 2016 to understand year-to-year trends. Detailed information on data collection for 2015 and 2016 can be found in the reports for those years, available at sfgov.org/dosw/human-trafficking-reports.

For the purposes of this report, individuals are categorized into three main age groups. Minors are individuals ages 0 to 17, Transitional Age Youth (TAY) are 18 to 24, and Adults are 25 years and older. The category of Transitional Age Youth was added during the calendar year 2016 data collection, because even though Transitional Age Youth are legally adults, they have unique needs and characteristics when compared to the over-25 adult population.

Definition of Human Trafficking

For purposes of data collection for this report, agencies were asked to report known human trafficking cases that met the following definition, which follows the federal definition of severe human trafficking.¹⁷ See the Data Quality and Limitations section at the end of this report for more discussion of the data.

Sex Trafficking: The recruitment, harboring, transportation, provision, or obtaining of a person or the purpose of a commercial sex act, which commercial sex act if induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age.

Labor trafficking: 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.

Other forms of trafficking: The recruitment, harboring, transportation, provision, or obtaining of a person through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery, where no elements of sex or labor trafficking have been identified.¹

¹ Section 7102(8) of Title 22 U.S. Code

¹⁷ Some members of this Task Force believe that there is a definitional problem inherent in the federal definition of severe human trafficking. According to this definition, people under the age of 18 who are involved in the sex trades are classified as trafficking victims, even if no third party is present. There are 10 cases of minors in this report where no third party was present. Third party recruitment, however, is a necessary component of trafficking according to the U.N.'s Palermo Protocols, of which the United States is a signatory.

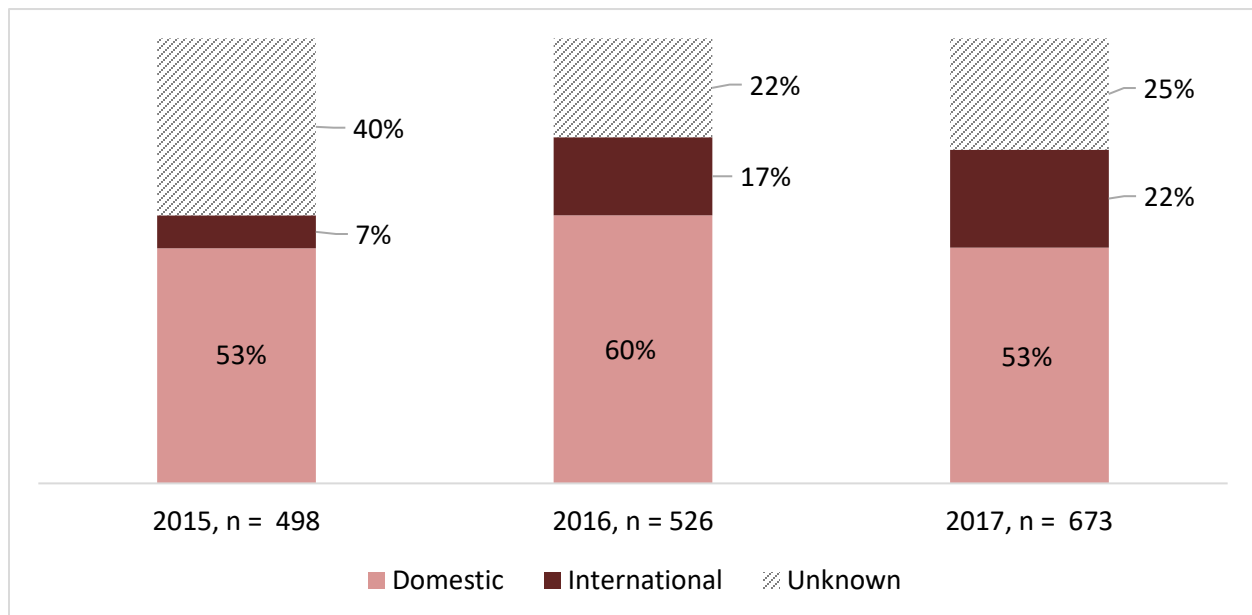
Analysis

Demographics

Birthplace

The majority of individuals identified by participating agencies continue to be born in the United States (53%, Figure 3). However, the last three years of data collection for this report, the percentage of trafficked individuals who are born internationally has increased from 7% in 2015 to 17% in 2016 to 22% in 2017. This may be partially due to a decrease in the birthplaces that are unknown or due to duplication. Overall, the increase in known birthplaces in the dataset over the years is a positive development.

Figure 3: Birthplace Regions for Reported Trafficking Cases, 2015 - 2017



Birthplaces are slightly more likely to be known for Transitional Age Youth (79%) and Adults (76%) than they are for Minors (66%) (Figure 81). While this difference is not large, it is possible that birthplace location data may be skewed towards Transitional Aged Youth and Adults than Minors. It is important to note that with all statistics involving age groups in this report, it may be possible that certain age groups may be more likely to be duplicated than other age groups. For example, it might be possible that Transitional Age Youth are more likely to be served by multiple agencies and have their information reported by multiple agencies to the Mayor's Task Force.

Figure 4 and Figure 5 show the locations of birth for U.S. Born and Foreign-Born trafficked individuals, respectively. Over 60% of the U.S. born individuals identified are born in the San Francisco Bay Area—29% of individuals born in San Francisco itself. It is notable that in this dataset, most trafficked individuals from California come from the Bay Area. Of foreign-born individuals, the largest group are born in Asia, followed by those born in Mexico.

Figure 4: Domestic Locations of Birth for Reported Cases, 2017

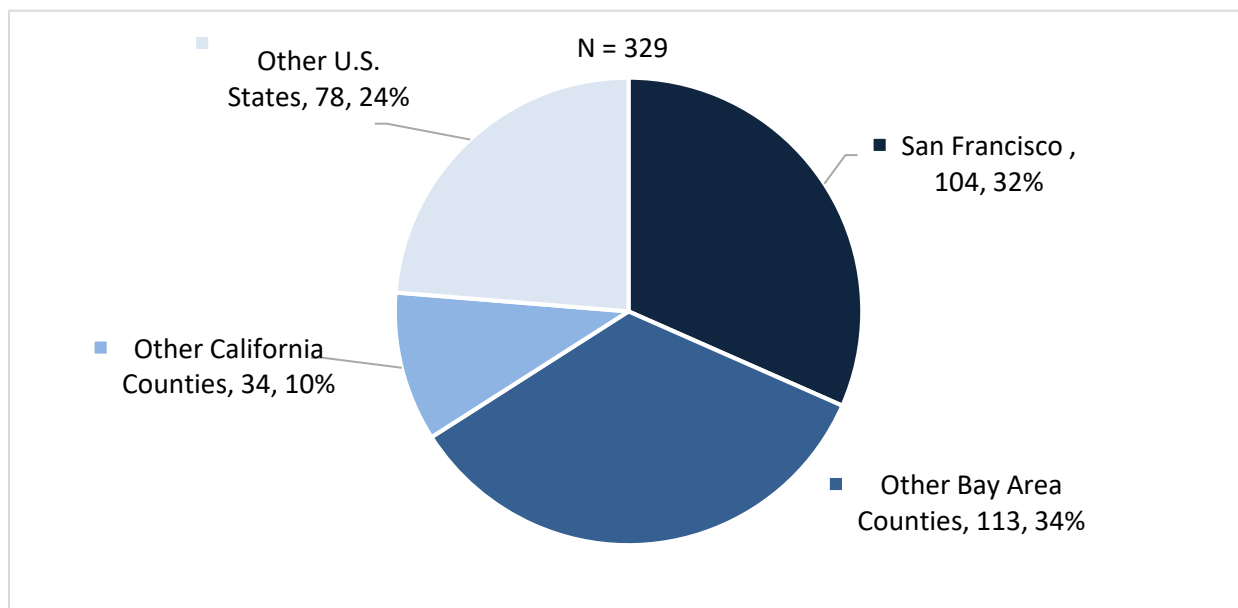


Figure 5: Foreign Locations of Birth for Reported Cases, 2017

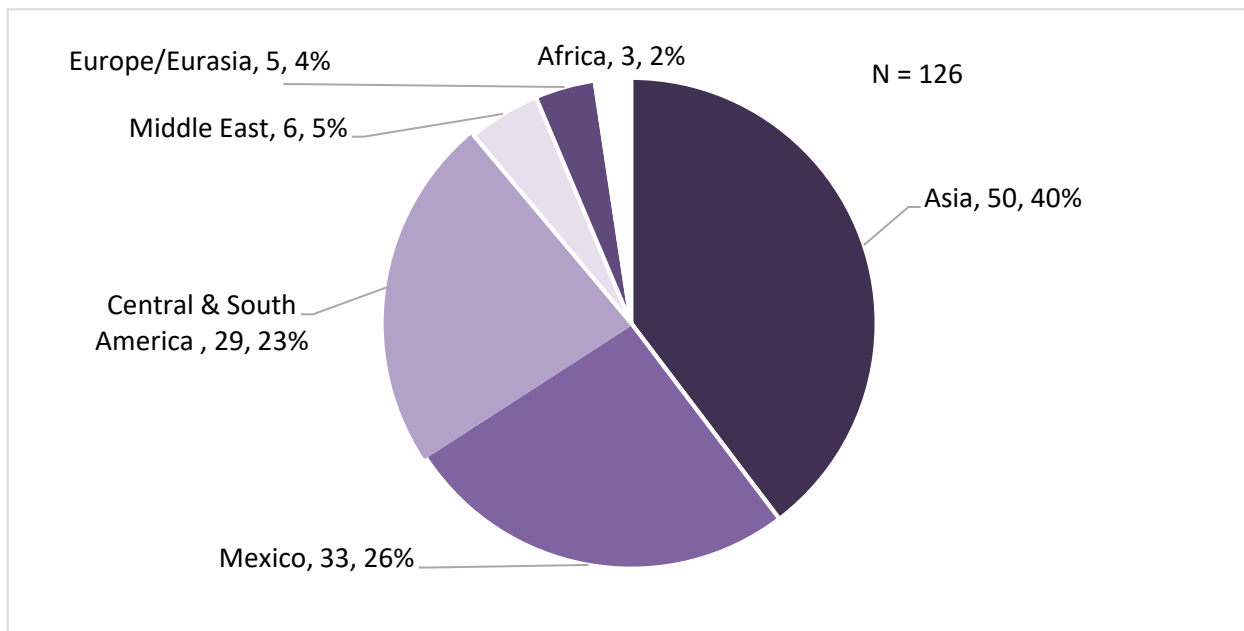
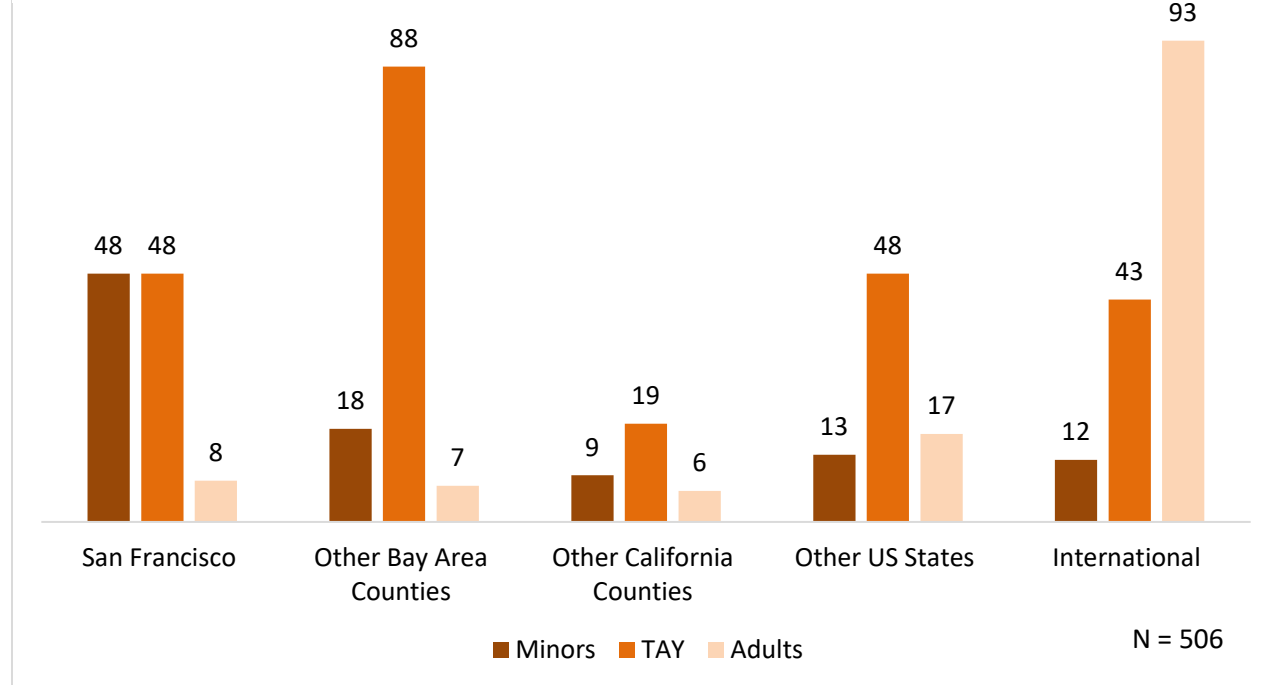


Figure 6: Number of Reported Cases by Survivor Birth Regions and Survivor Age Group, 2017



Birthplace locations are mediated by age group (Figure 6). Equal numbers of San Francisco-born individuals are minors and Transitional Age Youth, while the majority of individuals born other Bay Area counties as well as other California counties are Transitional Age Youth¹⁸. The largest number born in other United States are Transitional Age Youth, though there is a significant number of adults born in other states as well. The majority of foreign-born individuals are adults.

¹⁸ The other Bay Area Counties are Alameda, Contra Costa, Sacramento, San Mateo, Santa Clara, Marin, Napa, Solano, and Sonoma.

Figure 7: Birthplace Locations of Reported Cases, 2017

Domestic		International	
San Francisco County	105	Central and South America	
		Guatemala	12
Bay Area Counties		El Salvador	8
Alameda County	48	Honduras	6
Contra Costa County	20	Nicaragua	2
Solano County	14	Peru	3
San Mateo County	9	Other Central and South America	3
Santa Clara County	6		
Napa County	4	North America	
Marin	2	Mexico	33
Sonoma County	2		
		Europe	
Other California Counties		Germany	2
Sacramento County	14	Russia	2
Los Angeles County	4	Other Europe	2
Butte County	1		
Merced County	1	Asia/Pacific Islands	
San Bernardino County	1	China	14
San Joaquin County	1	Philippines	14
Stanislaus County	1	Indonesia	10
Sutter County	1	Japan	3
Other CA Counties	17	South Korea	2
		Thailand	2
Other United States		Other Asia/Pacific Islands	5
Oregon	4		
Nevada	3	Middle East	
Other U.S.	72	Iran	2
		Other Middle East	4
		Africa	
		Ivory Coast	2
		Other Africa	3
Total	329	Total	126

The most common birthplace counties in the Bay Area besides San Francisco County were Alameda and Contra Costa County. Outside of the Bay Area, the most common California counties were Sacramento and Los Angeles. Internationally, Mexico was the most common country, followed by China, the Philippines, Guatemala, and Indonesia, as second, third, fourth, and fifth, respectively.

Language

Language proficiency has a high reporting rate across agencies providing data. Over 90% of survivors represented in this dataset have language proficiency information that is known (Figure 81).

As with other information collected by this report, the reporting rate of Language Proficiency “Known” has increased over the years, from 69% in 2015 to 76% in 2016 to 97% in 2017. Throughout the years, trafficked individuals fluent in English have remained the majority. The percentage of individuals Monolingual/Limited English Proficient (LEP) increased from 6% to 22% and remained constant from 2016 to 2017 (Figure 8). The increase was possibly due to the decrease in “Unknowns” as well as a general increase in foreign-born individuals in the dataset.

Figure 8: English Proficiency for Reported Cases, 2015 - 2017

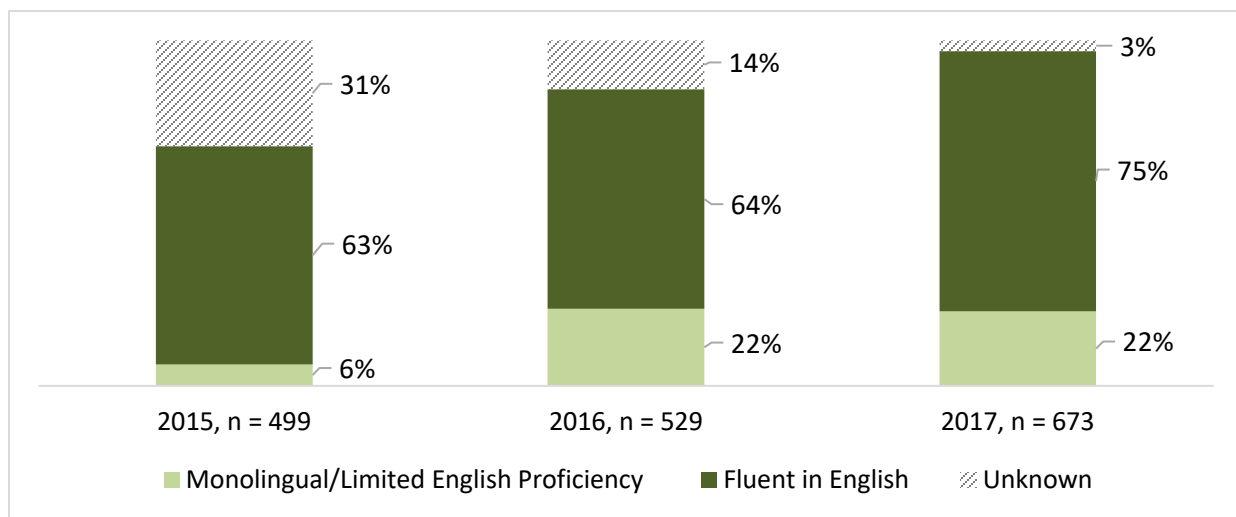
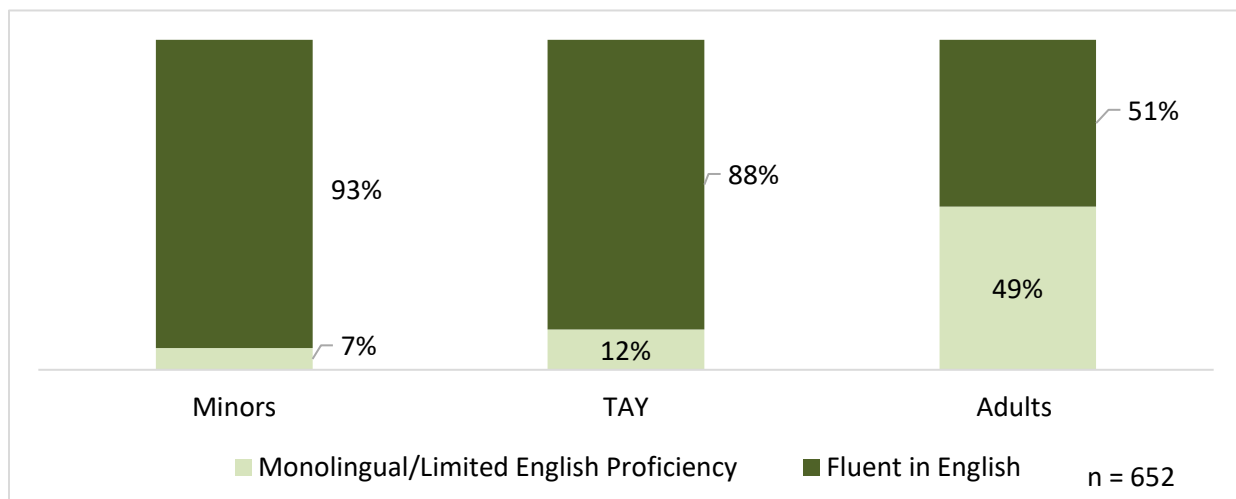


Figure 9: English Proficiency for Reported Cases by Age Groups, 2017



The vast majority of both Minor and Transitional Age Youth survivors are fluent in English, 93% and 88% respectively (Figure 9). Roughly equal numbers of adults are fluent in English as are monolingual/LEP.

Figure 10: Languages Spoken by Limited English Proficient Individuals Reported, 2017

Language Spoken	Number of Survivors	Percent of LEP Survivors
Spanish	66	55%
Tagalog/Filipino	13	11%
Mandarin	12	10%
Indonesian	10	8%
Japanese	3	3%
Korean	2	2%
Farsi	2	2%
Thai	2	2%
Arabic	2	2%
Urdu	1	1%
Vietnamese	1	1%
Cantonese	1	1%
Other	4	3%
Total: 119		100%

Figure 10 shows the languages that are spoken by LEP individuals. The majority of all LEP survivor spoke Spanish (55%), followed by Tagalog/Filipino (11%). Mandarin Chinese and Indonesian were the third and fourth most spoken. However, it is important to note that these numbers are probably duplicated and given the small numbers in some of the languages reported, duplication can skew which languages appear to be more commonly spoken.

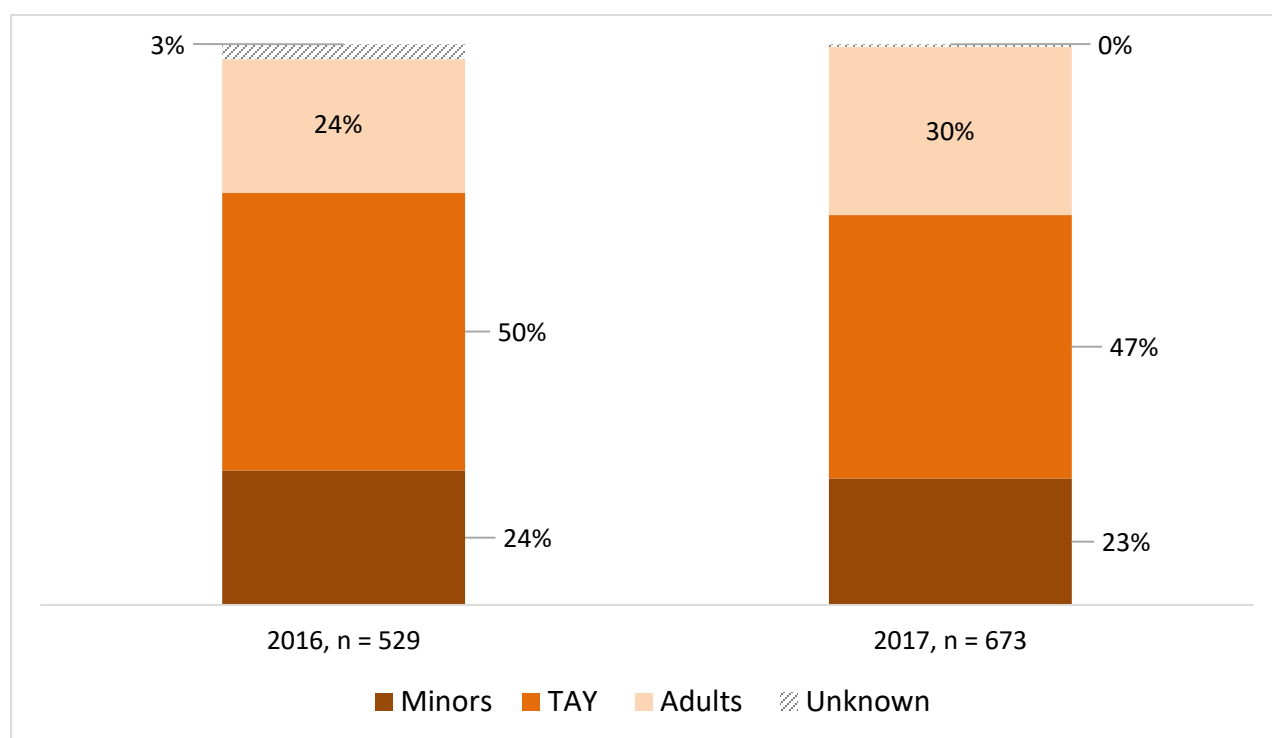
Race, Age, and Gender

The age category of Transitional Age Youth was added during the 2016 data collection year to account for the unique experiences of individuals between the ages of 18 and 24. As it was for 2016 data, cases involving Transitional Age Youth in calendar year 2017 individuals make up the largest portion of identified trafficked individuals. Collectively, 70% of cases involved individuals under 25 years of age. This is similar to past years (Figure 11).

70% of cases
involved survivors
under 25

Age continues to be highly reported characteristic in this dataset. 97% of cases had known ages in 2016 and 3 individuals or all but 3 out of 673 had known ages in 2017 (Figure 81).

Figure 11: Age Group for Reported Cases, 2015 - 2017



Gender identity is also well reported by participating agencies, though not quite as well-reported as age group. In 2017, only 6% of gender identities were unknown, a slight increase from 2016 but a notable improvement from 2015, when 20% of gender identities were unknown (Figure 12).

In 2017, 71% of cases involved women, both cisgender and transgender, and 21% cases involved men, both cisgender and transgender. Two percent involved gender non-conforming/gender fluid/genderqueer. There was no section for gender non-conforming/gender fluid/genderqueer cases in the data collection tool for 2017, but a section should be added before the next report.

Figure 12: Gender Identity for Reported Cases, 2015 - 2017

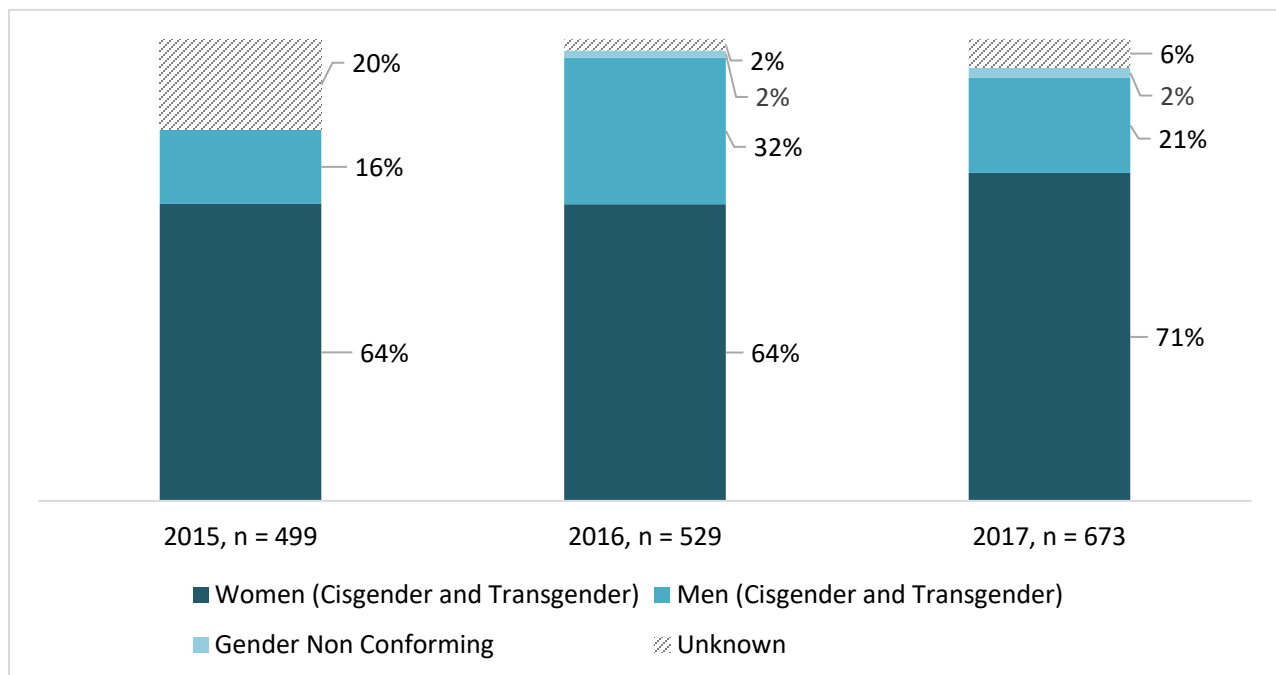
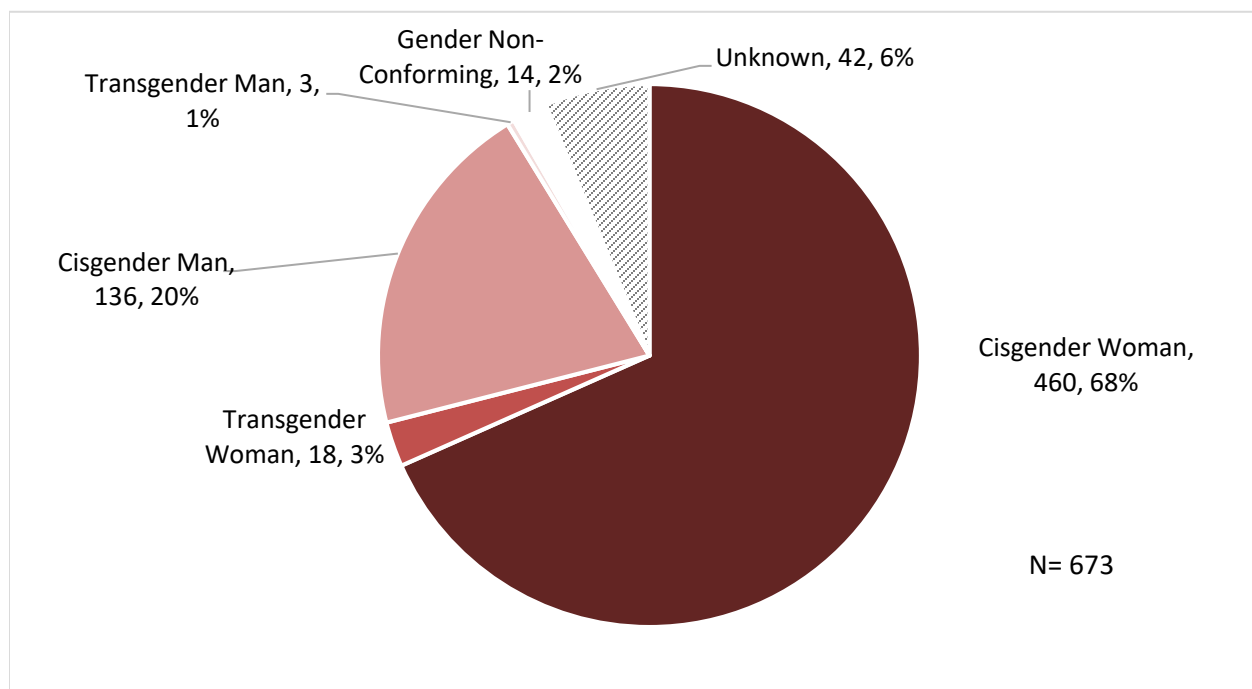


Figure 13 below shows gender identities from 2017 in more detail, with cases involving cisgender individuals and transgender individuals separated out. A full 68% of identified cases involved cisgender women and 3% involved transgender women. Eighty eight percent of all cases identified involved cisgender people and 5% were transgender or gender nonconforming people.

Figure 13: Gender Identity for Reported Cases, 2017



CASE SUMMARY: RECRUITMENT AT A YOUNG AGE

Laura is an 18 year-old African American woman and has been in the child welfare system since she was a child. Laura has been “AWOL” (absent without leave) from the Human Services Agencies - Family and Children’s Services (FCS) off and on **since she met her exploiter, whom she considers to be her boyfriend, when she was 14**. Although she goes back to living with her family from time to time, the FCS social worker was not able to convince her to stay in care for any extended period of time.

In early 2017, Laura was referred to the Huckleberry Advocacy and Response Team (HART), the program that is contracted with Family and Children’s Services to provide Commercially Sexually Exploited (CSEC) crisis intervention and case management. With the assistance of HART, Laura was eventually willing to engage with FCS again and receive foster care services as a Non-Minor Dependent. Laura is now currently connected to available resources and in a transitional housing placement that meets some of her identified needs.

One of the complicating factors for this case is the fact that **Laura has two children with the exploiter and the two children also became dependents of the court**. Laura is involved with FCS as a dependent and offending parent at the same time. As a result, she has two sets of social workers, attorneys, and family teams that may have competing and sometimes conflicting priorities. This reality made it very challenging for all the service providers to work together to help Laura.

Some of the common themes in this case are the long history of child welfare involvement, frequent disappearance from placement, not seeing herself as a sex trafficking victim, and romanticizing her relationship with the exploiter. One positive aspects of this case is that Laura is a very capable and smart young woman. **She has the potential to be independent and self-sufficient and it appears that collaborative efforts are helping her leave the exploiter and regain stability.**

PROVIDED BY SAN FRANCISCO HUMAN SERVICES AGENCY, FAMILY AND CHILDREN’S SERVICES

Names and identifying details have been changed.

Within the data submitted by participating organizations, there was combined gender and racial identity available for a total of 629 of the 673 cases in this dataset (Figure 14). Overall, the largest number cases identified involved African Americans, 34%. The second largest group of cases involved Hispanics/Latinxs (20%) and the third largest group was white (19%), though there was not a large difference in the numbers for each group. Fourth was Asian/Pacific Islander (11%).

Looking more specifically at the intersection between gender identity and racial identity, the largest group of cisgender female cases involved African Americans (38%). However, different from the demographics of the overall population, white was the second largest group of cisgender female cases (19%) and Hispanic/Latina the third (17%). Seventy-three of all cisgender female cases reported by agencies involved women of color.

51% all survivors were women of color

Of cases involving cisgender men identified by participating agencies, the largest group was Hispanics/Latinxs, and the second largest was African American. Seventy eight percent of all cisgender men cases involved men of color, indicating that race is a commonality across gender identities.

The small numbers of cases involving transgender women and men reported in this dataset make it difficult to analyze the racial identity proportions. However, it is important to note that the majority of cases involving either transgender women or men are people of color.

Figure 14: Gender and Race for Reported Cases, 2017

	Cisgender Female	Transgender Female	Cisgender Male	Transgender Male	Gender Nonconforming/ Gender Queer	Total
African American	176	7	28	1	2	214
Hispanic Latina/o	78	1	45	-	3	127
White	87	5	23	1	3	119
Asian Pacific Islander	54	-	18	-	-	72
Unknown or Other	36	-	6	-	1	45
Bi/Multi-Ethnic	15	3	10	1	1	30
Middle Eastern	7	-	4	-	1	12
Native American	7	-	2	-	1	10
Total	460	18	136	3	12	629

Figure 15 shows the percentage of survivors identified by participating agencies by racial identity from 2015 to 2017. Overall, the proportions of each racial group in the dataset have remained generally

constant over the three years. The percentages of Asian Pacific Islander, Other/Unknown, and White have increased slightly and the percentage of African American has decreased slightly. African Americans have remained the largest percentage of survivors by a large margin from 2015 to 2017 and people of color have remained the majority as well.

Figure 15: Racial Identity for Reported Cases, 2015 - 2017

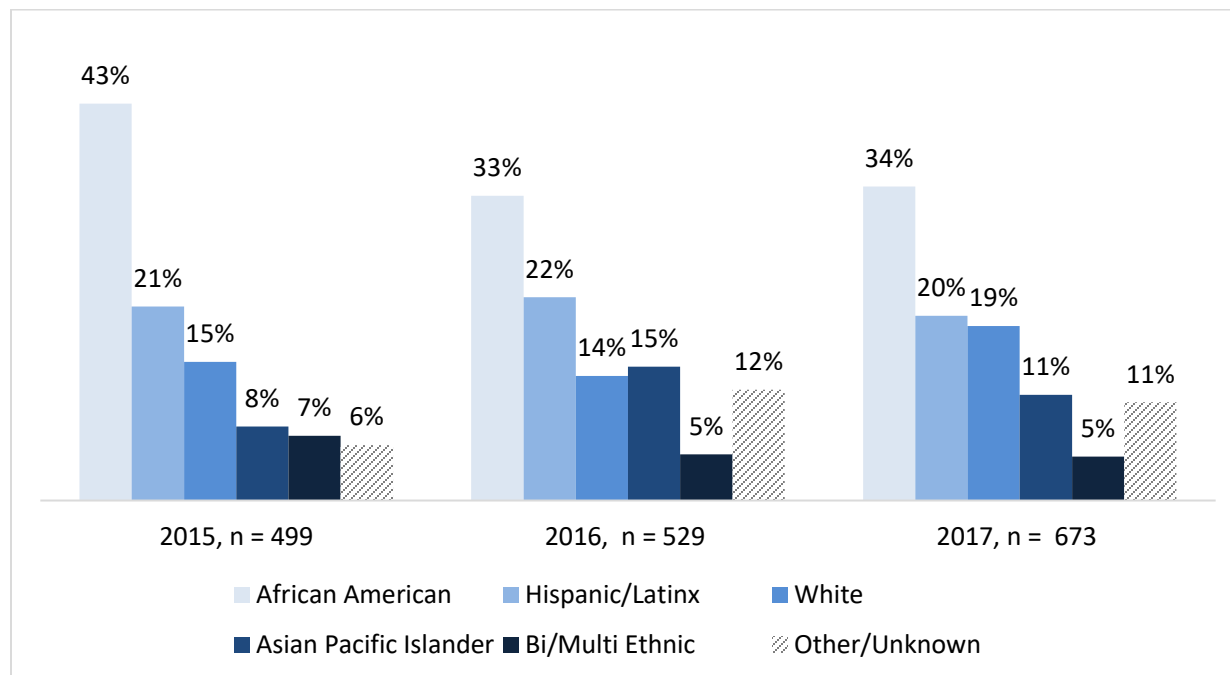
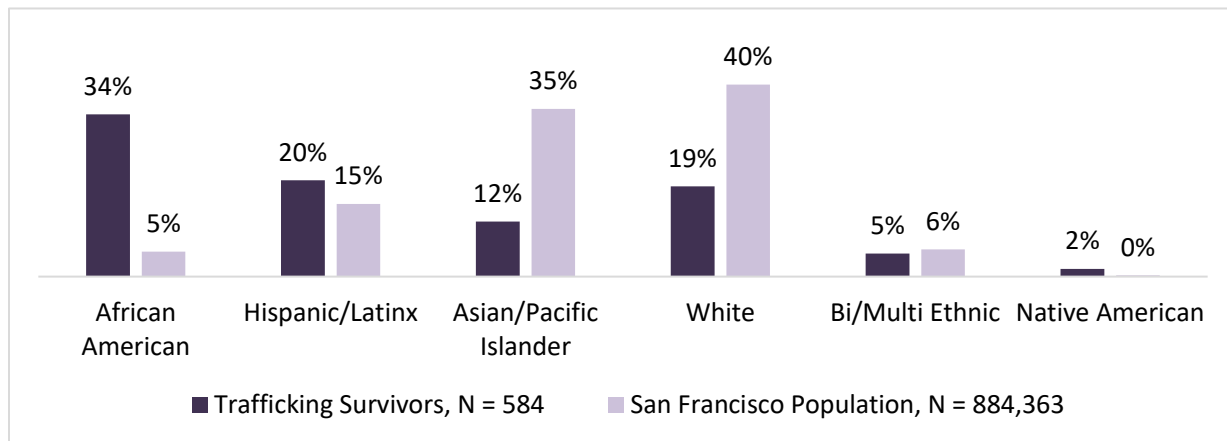


Figure 16 below shows the racial demographics of the 2017 survivor population identified by participating agencies compared to the racial demographics of the city of San Francisco. While only 20% of trafficked individuals with known birthplaces were born in San Francisco, it is possible that many more who were born outside San Francisco were recruited or forced into trafficking while living in San Francisco. In the dataset, 104 individuals were born in San Francisco, while 141 were recruited in San Francisco. The agencies who filled out the birthplace question in the data collection instrument were generally the same agencies who also filled out the recruitment location question, with a few exceptions.

African Americans are overrepresented in the survivor population compared to the San Francisco population and Asians and whites are underrepresented.

Figure 16: Racial Identity of Reported Cases Compared to General San Francisco Population



Polaris Data of San Francisco

The National Human Trafficking Hotline run by Polaris provided data on the number of calls the hotline received from San Francisco. In 2017, there was a total of **67 calls from San Francisco** involving trafficking cases.

Ages:



33 Adults

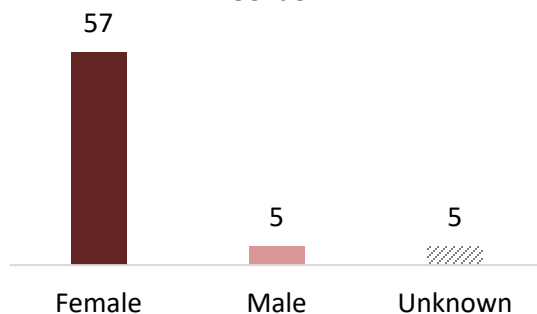


18 Minors



16 Unknown

Gender:



Most cases with a known typology involved trafficking in commercial sex, commonly in escort services. For language, the majority of survivors spoken English, though there were a high number of unknowns. The United States was the most common known country of origin, followed by Thailand and China.

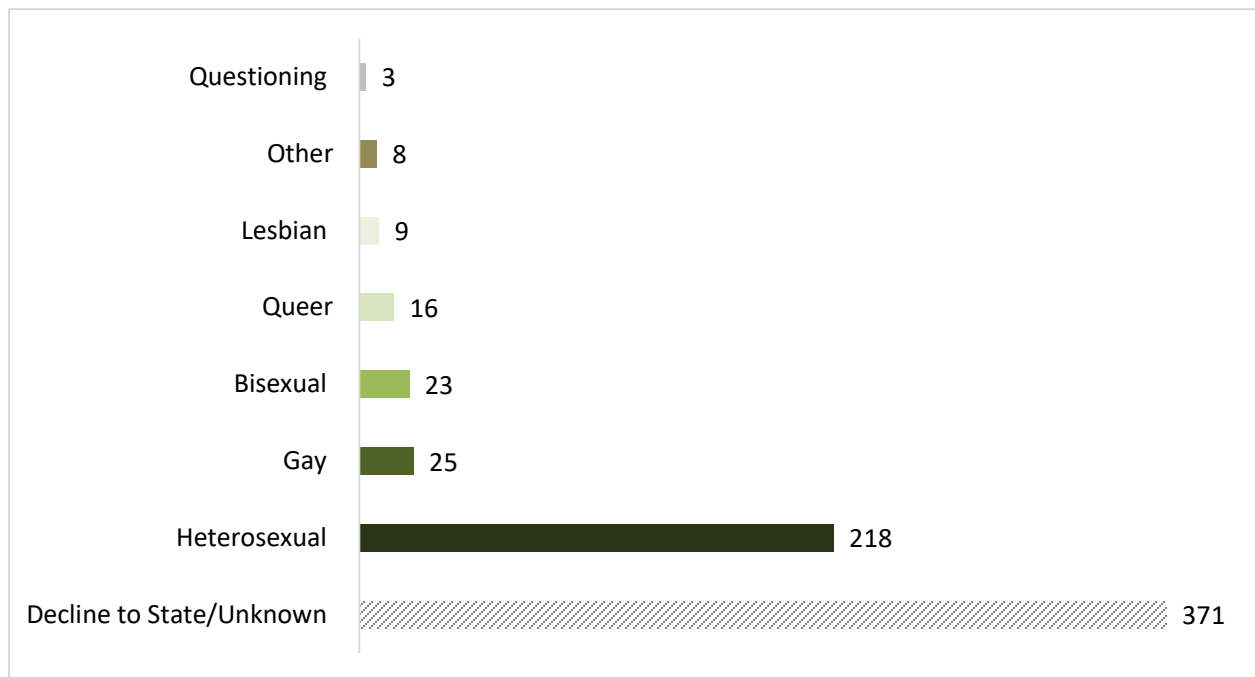
Sexual Identity

Information about sexual identity has been collected for several years but this is the first year that enough responses were reported to include the data in the report.

Figure 17 below shows that for the majority of the dataset population in 2017, sexual identity was unknown, either because the information was not recorded by the participating agency or the individual declined to state. It is also possible that organizations choose not to report sexual identity due to privacy concerns, especially in the case of sexual identities that either have low numbers or are stigmatized in society.

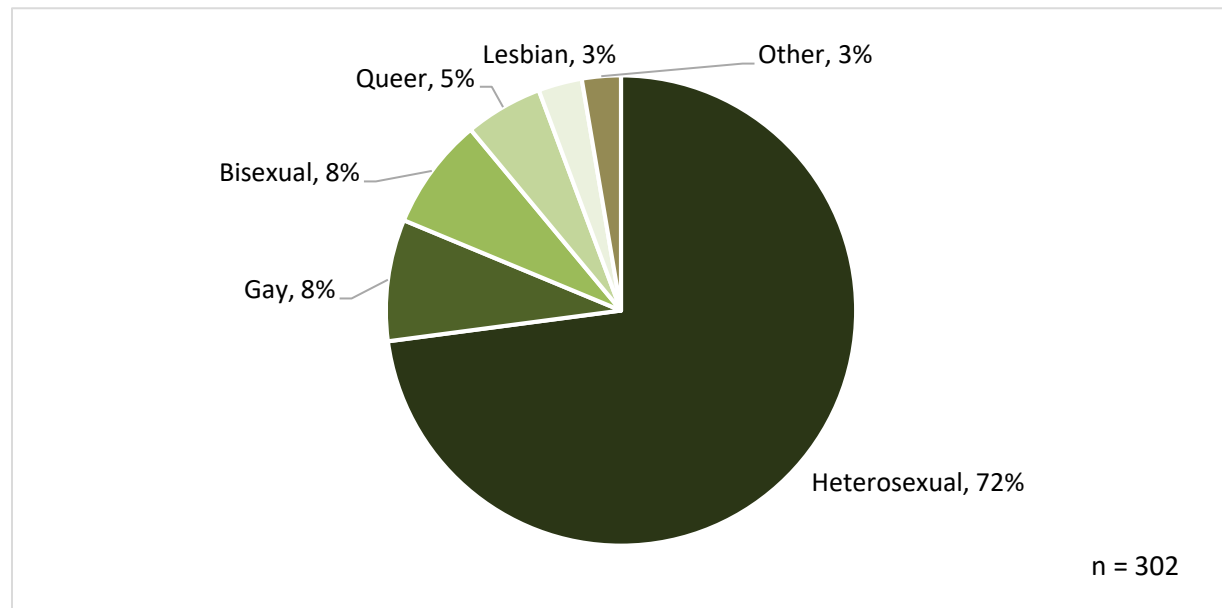
Of all cases, 45% included sexual identity, though the percent reported varied significantly by age group. Among Transitional Age Youth, 62% had a sexual identity reported, while only 9% of minors did (Figure 81).

Figure 17: Sexual Identity for Reported Cases, 2017



There are at least 3 possibilities for the population whose sexual identity is unknown. They may have the same demographics as the population whose identity is known, or 2) they may be more likely to be heterosexual, or 3) less likely to be heterosexual. With this caveat in mind, Figure 18 below shows the percentages of sexual identity when unknowns are excluded. Twenty eight percent of this group is LGBQQ¹⁹ or other. Estimates of sexual identity in the general population vary, but a survey by Gallup in 2017 estimated that 8% of Millennials (born 1980-1999) are LGBT.²⁰

Figure 18: Sexual Identity for Reported Cases with Unknowns Excluded, 2017



¹⁹ Lesbian, Gay, Bisexual, Queer, Questioning.

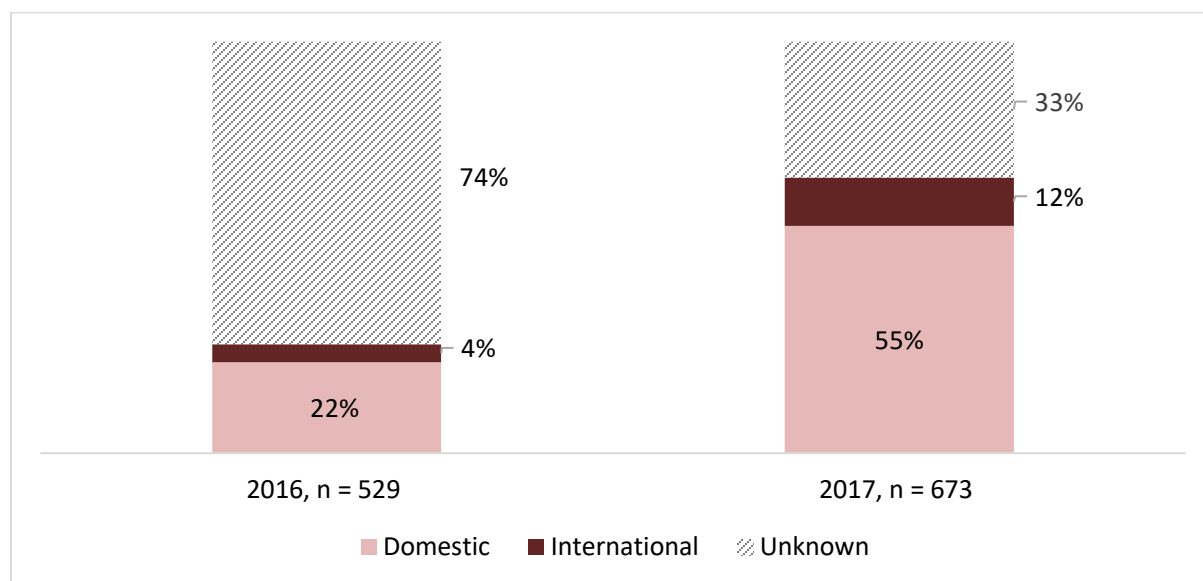
²⁰ Newport, Frank. "In U.S., Estimate of LGBT Population Rises to 4.5%." Gallup. 2018.

Recruitment

Location of Recruitment

Recruitment location was first solicited in the data collection process for the last report. Between 2016 and 2017, the percentage of reported cases that had known recruitment locations has increased substantially, from 26% to 67% (Figure 19). A larger number of participating agencies are reporting this information. This data suggests that a larger number of individuals were recruited or forced into trafficking in the United States than outside the United States.

Figure 19: Reported Recruitment Locations, 2016 - 2017



The recruitment location known percentage varied only slightly by age group (Figure 81). Recruitment location was less likely to be known for case involving Transitional Age Youth than for minors (63% vs 75%).

Of the cases involving domestic recruitment and where the recruitment locations are known, 141 or 51% were recruited in San Francisco and 19% were recruited in other Bay Area counties. It is important to note that there are 95 cases with domestic recruitment whose exact place of recruitment is unknown (i.e. they are known to have been recruited in the United States, but it is not known whether they were recruited in San Francisco, in the Bay Area, etc.). Those 95 individuals were included in Figure 19 but not in Figure 20.

It also is important to note that survivors recruited from outside the United States may be less likely to be identified or may not be served by the agencies the Mayor's Task Force solicited data from.

Of the cases involving individuals who were recruited internationally and whose recruitment locations were known, the largest number were recruited in Asia, followed by Mexico and then Latin America (Figure 21). This generally follows the proportions of international birthplaces for cases involving foreign born trafficking survivors (Figure 5).

Figure 20: Reported Domestic Recruitment Locations, 2017

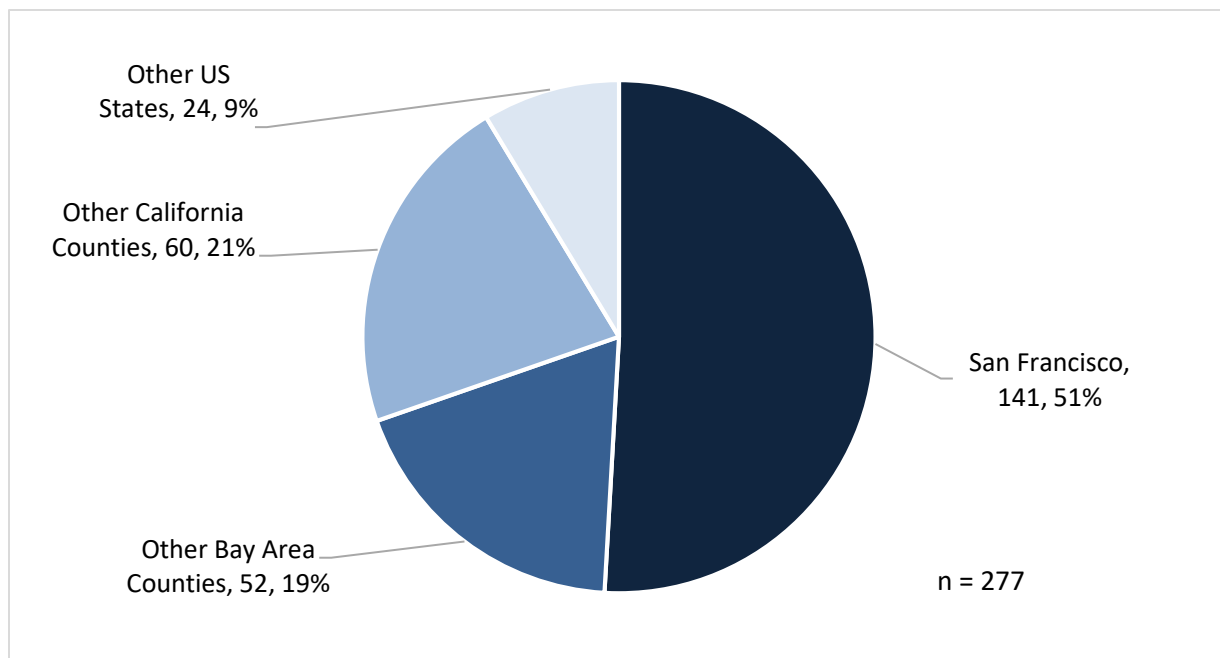
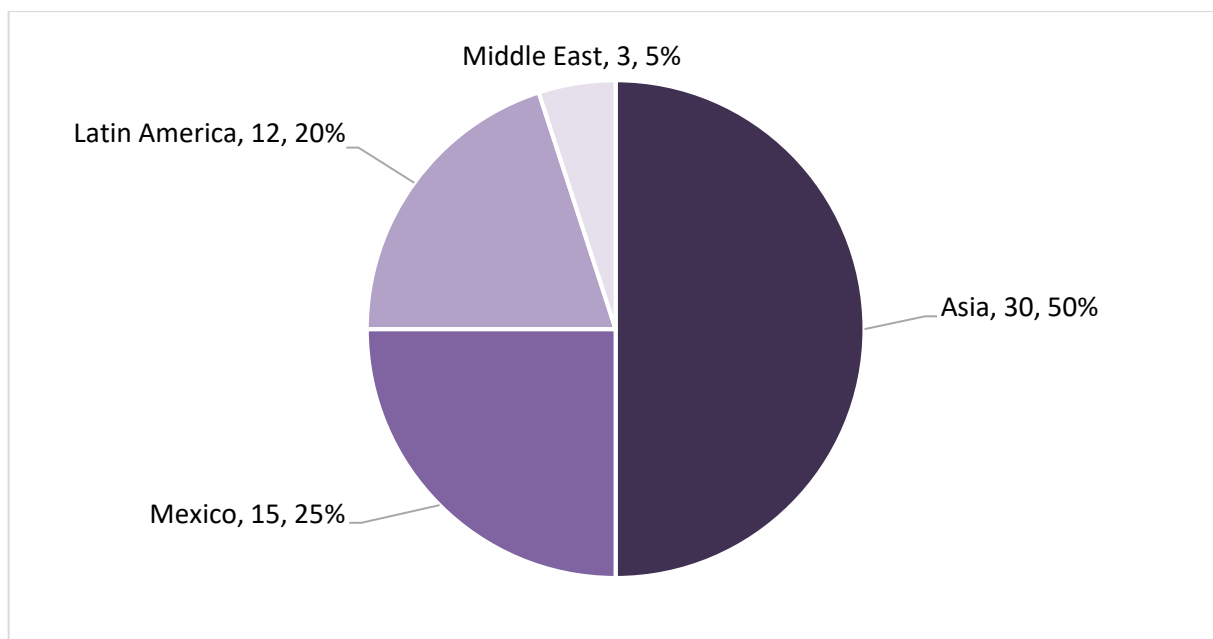


Figure 21: Reported Foreign Recruitment Locations, 2017

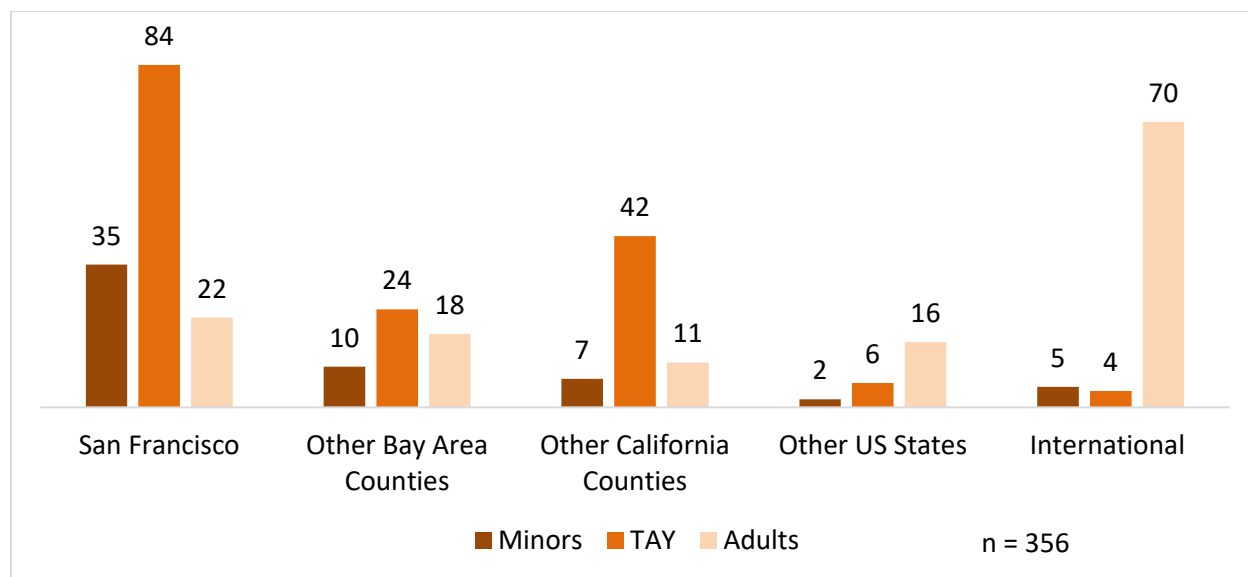


Where a survivor is recruited is influenced by what age group they belong to (Figure 22). From the data reported by participating agencies, minors were most likely to be recruited in San Francisco, with the

numbers of those recruited from each location descending as distance from San Francisco increases. The largest group of Transitional Age Youth were recruited in San Francisco and the second largest group was recruited in other California counties. However, it is important to note that the two organizations who serve high numbers of minors and Transitional Age Youth in San Francisco could not report on recruitment location. Adults were most likely to be recruited internationally. Most domestically recruited adults were recruited in San Francisco.

It is important to emphasize that this data is limited and only reflects the 22 agencies asked to participate in this report.

Figure 22: Reported Recruitment Locations by Age Group, 2017



CASE SUMMARY: RECRUITED INTERNATIONALLY

Alicia first met her trafficker Tom while working for a member of his family in Mexico. She was supporting her then 11-year-old daughter alone. Her daughter's father was a violent man, doing time in prison. Tom offered Alicia the opportunity to work for him in the United States, mostly taking care of his new baby. **Alicia, worried that her daughter's father would be released from prison and come after them and desperate to provide safety and stability for her daughter, agreed.**

Soon, Alicia and her daughter arrived in the San Francisco Bay Area, and settled into Tom's two-bedroom apartment with his wife and two daughters. Alicia was immediately put to work. She cared for two babies, cleaned the home, and cooked all of the family's meals. She was told she'd be paid for her work, but never was. Tom even installed cameras which he claimed were security measures, but instead were used as an intercom system to bark orders at Alicia.

As the weeks and months went by, the work increased. Tom forced Alicia to clean the homes of his family members over a dozen times and, for that, she was given a one-time payment of just \$40. At Tom's prompting, Alicia took on more work at a local taqueria. Because she did not have legal authorization to work, Tom secured a fake work permit and told her to use it.

At one point, Alicia overheard Tom talking about relocating his family, Alicia, and her daughter to Texas. It was at that moment she realized she was trapped—a servant in this man's home, uncertain if she would ever be able to escape. She was terrified of what Tom and his wife would do in the future. They had already started ordering Alicia's daughter around and forcing her to do housework.

Finally, Alicia was able to escape and seek help. **She connected with Tahirih Justice Center, an organization that provides legal services to immigrant women and girls fleeing violence.** The Tahirih attorneys guided her through the process of successfully securing a T-Visa, a legal status for survivors of human trafficking.

Since gaining their freedom, Alicia and her daughter have been rebuilding their lives in San Francisco. They currently live in transitional housing and are actively looking for their own apartment. Her daughter is enjoying middle school and has a great circle of friends. Alicia has joined several healing and empowerment groups for survivors of domestic violence with Mujeres Unidas y Activas, that serves Spanish-speaking immigrant women, and has taken part in women's rights campaigns and advocacy efforts.

Alicia and her daughter are pursuing permanent legal status here in the U.S.

PROVIDED BY TAHIRIH JUSTICE CENTER

Names and identifying details have been changed.

Survivor Relationship to Trafficker

The relationship to the trafficker was known for 39% of the cases reported by participating agencies. This is an improvement over 2015 and 2016, where, respectively, only 26% and 15% of the relationships were known (Figure 23).

A Note about Terminology for Relationships

The Mayor's Task Force began collecting information about the relationship between the survivor and the trafficker in the 2015 year data report. The terms to describe these relationships were suggested by members at that time. The current categories are "parent/family member/guardian", "romantic partner", "unrelated pimp", "friend/acquaintance", "related gang member", "unrelated gang member", "unrelated employer", "other", "no trafficker involved", and "unknown." "Unrelated" is used to describe a non-familial relationship.

The Task Force recognizes that no single group of terms will resonate with all survivors and that many of these terms may be more widely used by service providers than survivors. There are many reasons why survivors and service providers use different words to describe the same relationship. Some terms are highly charged and lack a clear definition. The term "pimp" is particularly sensationalized in movies and television shows. In some situations, the survivor may consider someone to be their boyfriend or friend, while the service provider may consider that same person to be a pimp. In one situation, a case manager for STOP IT in Chicago explained:

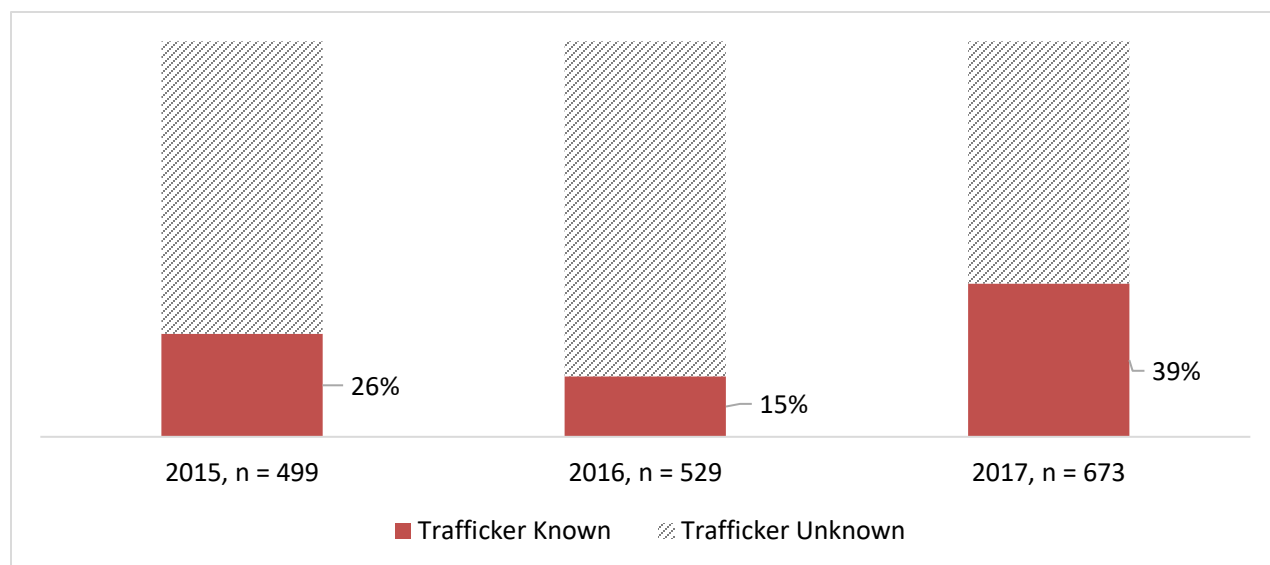
[S]he never, ever described him as her pimp. Like that, that wasn't how she viewed him. But I do know that he was helping her arrange, you know 'dates' and getting a cut, and then he would like take her and be security outside while sex acts were being exchanged...[B]ut she never would have ever described him as a pimp...He was a friend that was helping her out...Not a boyfriend...just a friend. She had a girlfriend.¹

The relationship between the survivor and the trafficker is complex and not easily classified into one category or another. It is also understandable that if a survivor initially developed a relationship with someone as a friend, romantic partner, family member, etc., that the individual will continue to see that person that way even if the nature of the relationship or parts of the relationship have now changed. Finally, some of these terms are not widely used. For example, most people do not use the term "romantic partner" to describe their intimate relationships.

The legal definition of trafficking and pimping can also complicate things. As stated earlier, all minors involved in commercial sex industries are considered trafficked in the eyes of the federal law. In addition, the definition of "pimping" in California (Penal Code 266h) includes anyone knowingly living with someone engaged in sex work or being financially supported by earnings from sex work. This means that the romantic partner of a minor engaged in the commercial sex industries could be considered a "pimp" if the individual lives with or receives financial support from the minor.

¹ Lutnick, Alexandra. *Domestic Minor Sex Trafficking: Beyond Victims and Villains*. Columbia University Press. 2016.

Figure 23: Known Relationships to Trafficker, 2015 - 2017



Adults are the only group where a slight majority of the relationships are known (54%). The relationships for both Transitional Age Youth and minors were both reported about one third of the time. This demonstrates the importance of disaggregation by age when analyzing the most common relationships (Figure 81).

From 2015 to 2017, a trafficker was most likely to be a “romantic partner”, though there was a percent decrease between 2015 and 2016 (56% to 32%). However, the second and third most common relationships have changed over the years. In 2015, “friend/acquaintance” was the second most common, while in 2016 it was unrelated pimp, and in 2017 it was unrelated employer. The data for 2017 is the first year in which “unrelated pimp” is not one of the most common relationships (Figure 24). This is relevant because the top three relationships have made up over 70% of the known relationships in every year.

It is important to note that there may be subjectivity in how relationships are categorized. A service provider and a survivor or two different service providers may view the same relationship differently. For example, a survivor may view the person as a boyfriend, while the service provider may view that same person as a pimp.

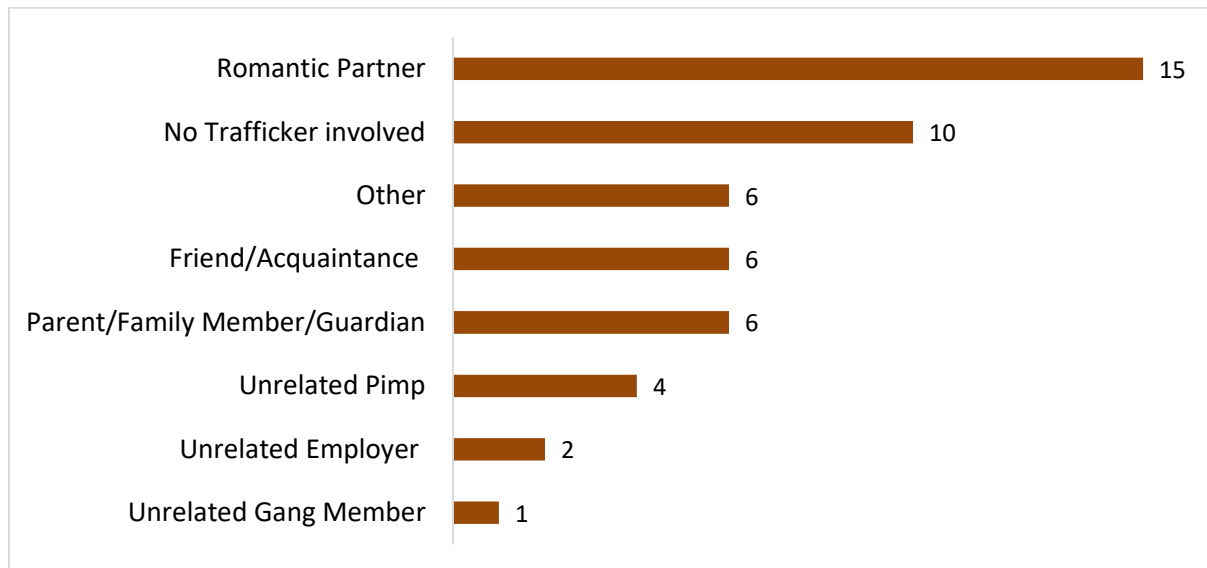
Figure 24: Top 3 Reported Trafficker Relationship to Survivor, 2015 - 2017

2015, n = 130	2016, n = 81	2017, n = 261
Romantic Partner, 56%	Romantic Partner, 32%	Romantic Partner, 38%
Friend/Acquaintance, 15%	Unrelated Pimp, 25%	Unrelated Employer, 23%
Unrelated Pimp, 12%	Unrelated Employer, 20%	Friend/Acquaintance, 13%

For minors, romantic partner and no trafficker are almost equally likely (15 vs. 14 individuals). The large portion of individuals who are reported to have no trafficker is unique to the minor population, since all minors involved in the commercial sexual industry are considered to be trafficked, even if no third party

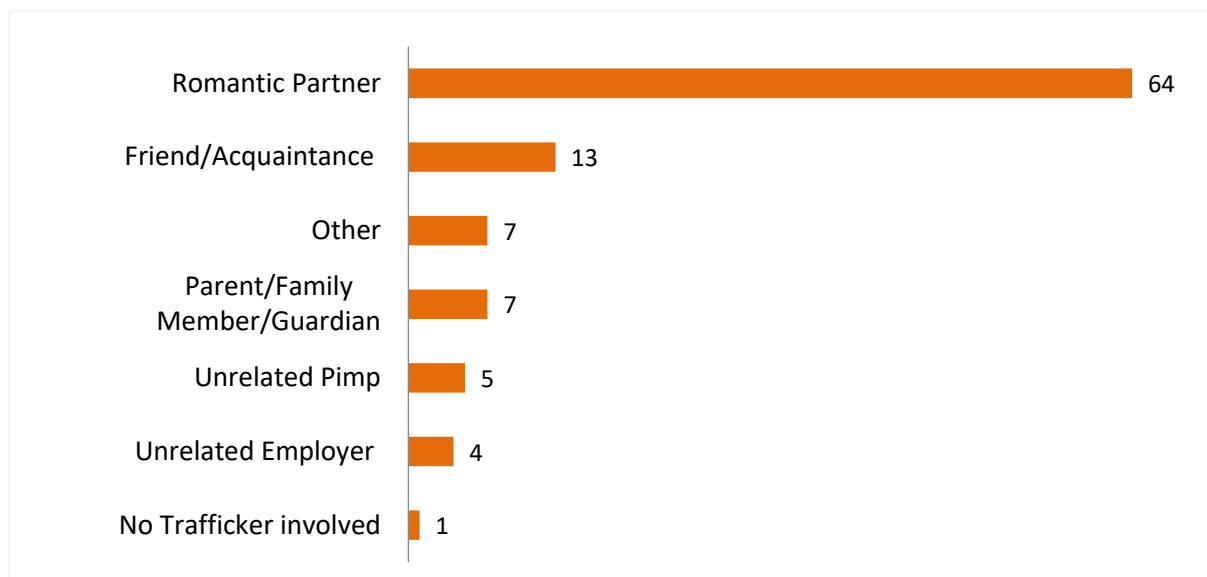
is involved (Figure 25). This year is the first year that “No Trafficker Involved” was included as a category in the data collection tool.

Figure 25: Reported Minor Relationship to Trafficker, 2017



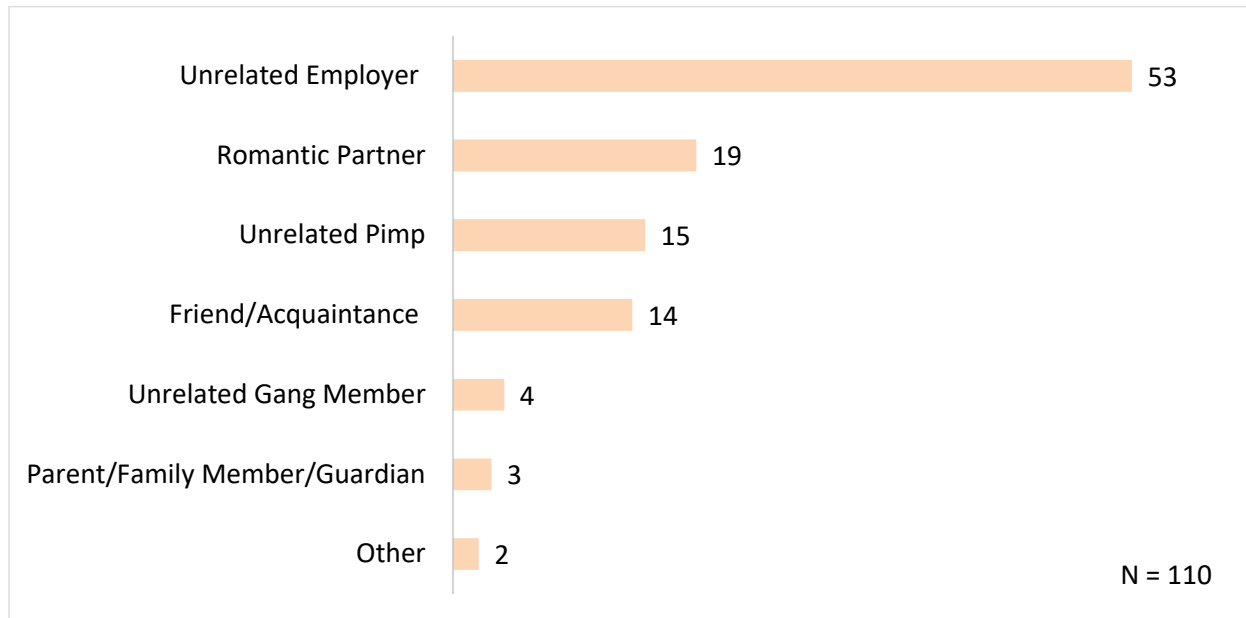
For Transitional Age Youth, the trafficker was most likely to be a “romantic partner” by a large margin. The second largest group was “friend/acquaintance”, though only 13 traffickers were counted as such (Figure 26).

Figure 26: Reported Transitional Age Youth Relationship to Trafficker



The majority of adults had “unrelated employers” as traffickers by a significant margin (Figure 27). This is unsurprising since adults in this dataset have higher rates of trafficking outside of commercial sex, which often involves unrelated employers. The second largest portion of traffickers were “romantic partners”, and the third largest portion were “unrelated pimp.”

Figure 27: Reported Adult Relationship to Trafficker, 2017



CASE SUMMARY: ROMANTIC PARTNER AS TRAFFICKER

Jessica is a 16 year-old African American female who was forced into child sex trafficking at the age of 13. **Her exploitation began in the state of Florida where she was coerced by a pimp who presented as a boyfriend at the beginning of a romantic relationship.** Jessica reports that she has been passed around to multiple pimps, both male and female. When Jessica was 15, her family moved to California in hopes of escaping the exploitation. Once in California, she met a woman who befriended her and eventually began exploiting her.

Diamond Youth Shelter (DYS) at Larkin Street Youth Services connected with Jessica through a call from San Francisco General Hospital regarding a youth that the staff suspected had a history of human trafficking. She was a foster youth living in Solano County.

Jessica has been at DYS for 4 months. She has a history of self-harming behavior and substance abuse. In the beginning of her stay, she experienced challenges with staying sober and in placement. DYS staff has worked diligently with her around harm reduction for sexual exploitation and substance abuse. She has fully engaged in programming and is an active participant in psycho-education and harm reduction groups where she learns how to develop and sustain healthy relationships and reduce drug usage.

Jessica has actively been working toward her educational and personal goals. She is now attending high school for the first time in two years and ended her first semester with a 2.83 GPA. **She has not engaged in any sex exploitation activities or used any illegal substances for 3 months and has reported no desire to self-harm.**

Jessica displays all the risk factors that a trafficker desires when seeking to exploit a child. It is rare that you see a youth at her age to be fully engaged in her own recovery while still facing challenges that can easily lead to seeking love and affection from unhealthy sources. Jessica is also a perfect example of the possibilities when youth have unconditional support, structure and understanding.

The Solano County Department of Children and Family Services has been working diligently to find a suitable placement where all her needs can be addressed.

PROVIDED BY LARKIN STREET YOUTH SERVICES

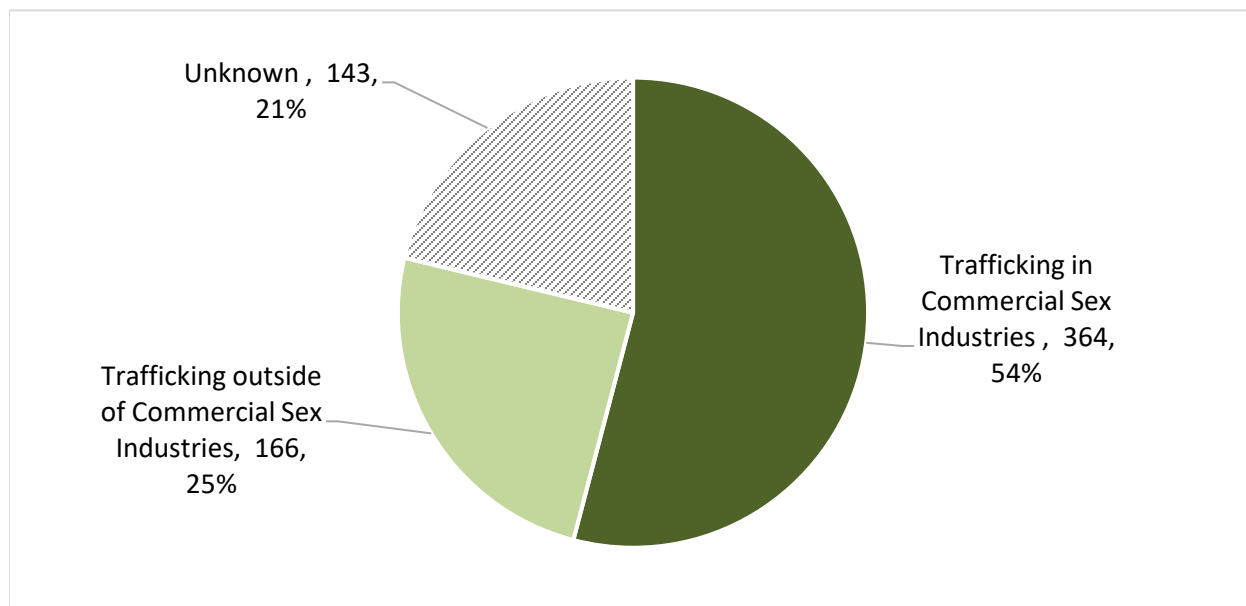
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Type of Trafficking

Type of Trafficking

The majority of cases reported by participating agencies, 55%, were in commercial sex industries (Figure 28). For the purposes of this report, trafficking in commercial sex industries includes trafficking in “Bars, Strip Clubs, Cantinas”; “Escort Services”; “Illicit Massage, Health & Beauty”; “Outdoor Solicitation”; “Personal Sexual Servitude”; “Pornography”; “Remote Interactive Sexual Acts”; “Residential”; “Sex Trafficking Unspecified.” This is a change from the last report, since in the last report Bars, Strip Clubs, Cantinas; Illicit Massage, Health & Beauty; and Residential were all classified as labor trafficking. A closer review of the Polaris Typology report made it clear that these types all involve commercial sexual activity.

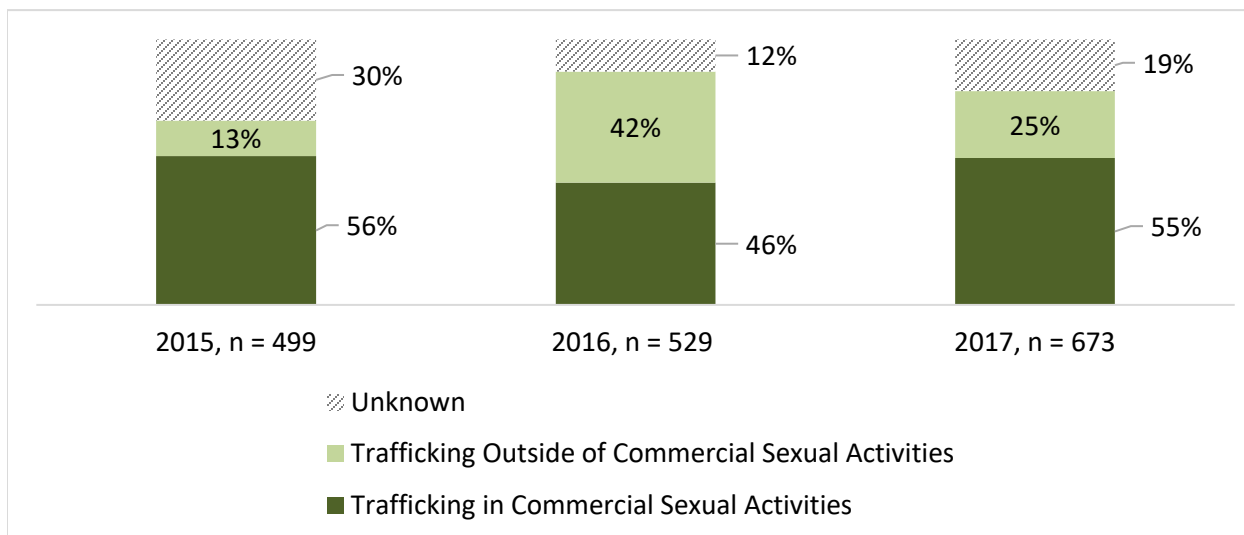
Figure 28: Reported Types of Trafficking, 2017



Twenty-five percent of reported cases were identified as trafficking outside of commercial sex industries, and 20% had unknown trafficking type. The Task Force acknowledges that the divide between sex trafficking and labor trafficking can be artificial and that some people experience both types of trafficking. However, few agencies report Polaris Trafficking Typologies (discussed in detail in the next section), and many agencies still report on the general categories of “sex trafficking” and “labor trafficking.”

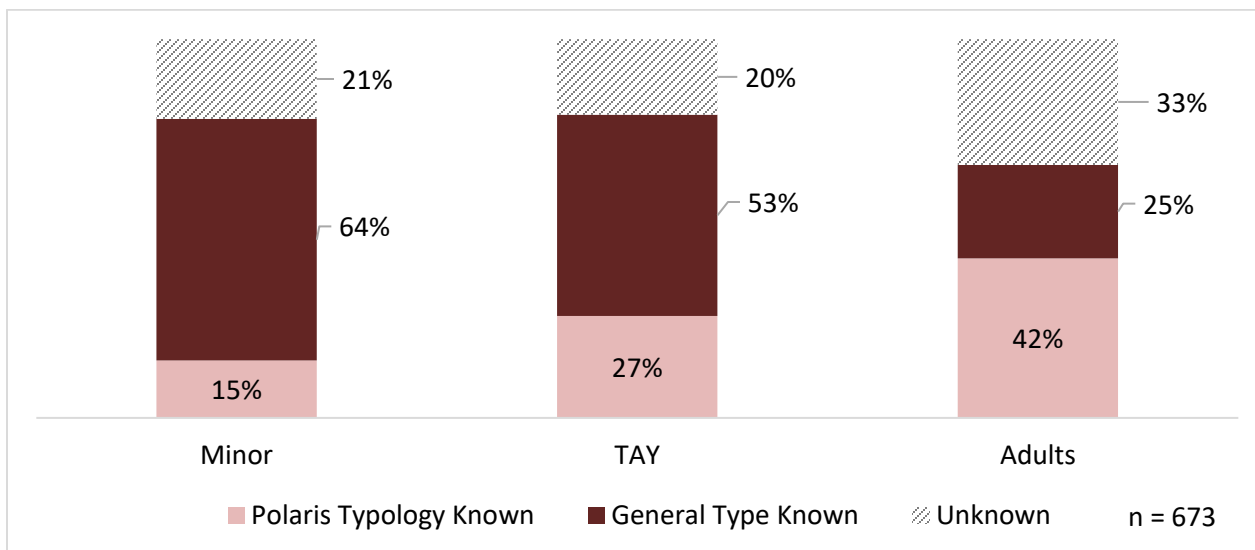
The percentages of type of trafficking *reported* have changed throughout the years (Figure 29). In 2016, cases of trafficking in commercial sex industries were almost equal to trafficking cases in other industries (of those identified by participating agencies). In 2017, the proportion of reported cases changed and there are now almost twice as many cases in commercial sex industries as in other industries. It is unknown why this change occurred, especially since all agencies participating last year participated this year as well. In addition, the percent of cases where the trafficking type is unknown has increased from 12% in 2016 to 19% in 2017. It is possible that duplication plays a role in these changes.

Figure 29: Reported General Type of Trafficking, 2015 - 2017



Overall, information of trafficking type is more available for Transitional Age Youth and minors than for adults (Figure 30). For both minors and Transitional Age Youth, general trafficking type and not a Polaris typology was reported for most cases. For adults, agencies were more likely to provide information on a Polaris typology than a general trafficking type. This appears to be due to the fact that the different age groups tend to be served by different agencies.

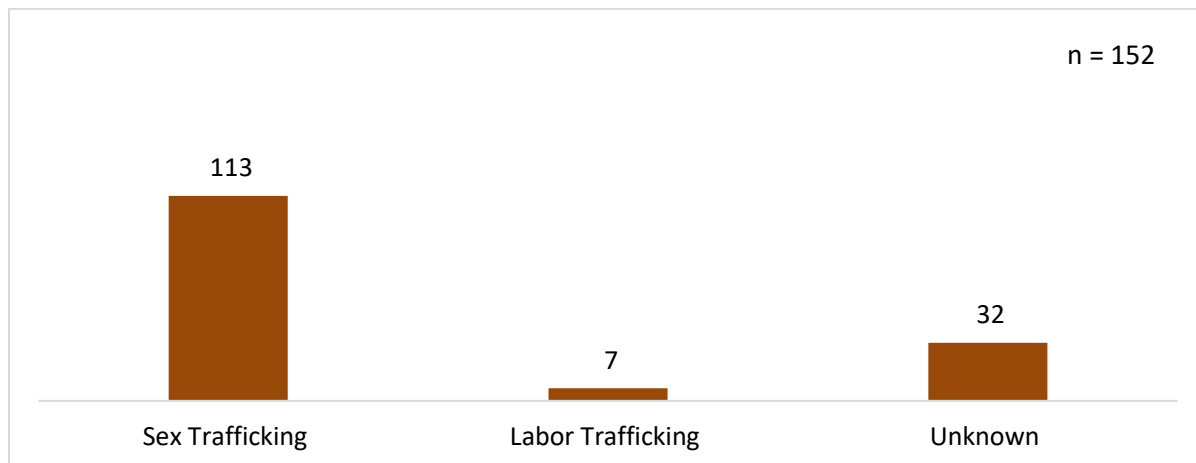
Figure 30: Reported General and Polaris Trafficking Type by Survivor Age Group, 2017



The type of trafficking varies significantly with age group. For cases involving minors, the majority were identified trafficked in commercial sex industries. Only 7 cases involved trafficking in other industries (Figure 31). For cases involving Transitional Age Youth, the majority are still trafficked in the commercial sex industries, but there was a much larger proportion of trafficking in other industries than with cases involving minors. In fact, the largest *number* of survivors of trafficking in non-sexual industries are Transitional Age Youth, not adults or minors (Figure 32). Adults were the only age group where the

majority of cases involved trafficking non-sexual industries. There were also a higher number of adults whose trafficking type was unknown (Figure 33). Further analysis shows that this is likely due to the fact that a few agencies serving high numbers of adult survivors did not provide information about trafficking type.

Figure 31: Minor Survivors by Reported Type of Trafficking, 2017



It is also important to note that stereotypes about age groups and type of trafficking may play a role in who is identified and reported to the Mayor's Task Force. Often people have the idea that most minor survivors will be trafficked in the commercial sex industries and that most adults will be trafficked in other industries.

Figure 32: Transitional Age Youth Survivors by Reported Type of Trafficking, 2017

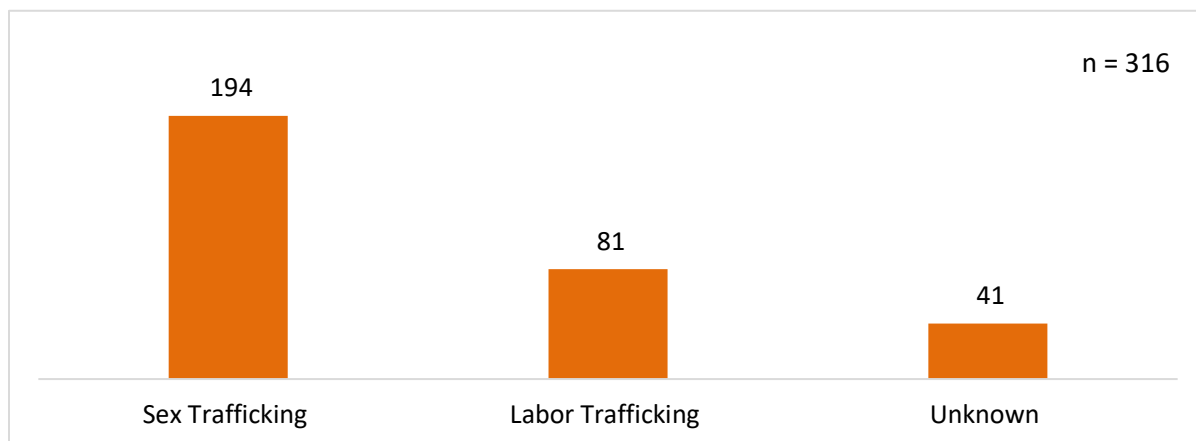


Figure 33: Adult Survivors by Reported Type of Trafficking, 2017



CASE SUMMARY: TRAFFICKING IN THE HOSPITALITY INDUSTRY

Ana, a client of Legal Aid At Work, was **recruited in the Philippines to work in a hotel in Oklahoma on an H2B visa**. A H2B visa allows US employers to bring foreign nationals to the US to fill temporary nonagricultural jobs. She paid hefty recruitment fees in the Philippines to secure the position which seemed attractive. Upon arrival, none of the promised terms materialized. Instead of being provided with free lodging, food and transportation, she had to pay for everything. Instead of earning above minimum wage and working a full-time schedule, she earned significantly less than minimum wage and worked a sporadic schedule. **She was barely able to make enough to support herself, let alone repay the recruitment fees she incurred in the Philippines.** Upon completing her term, the employer refused to pay for her return airfare to the Philippines. Ana and other workers dispersed across the U.S., and she ended up in the Bay Area. She came to Legal Aid At Work, an organization that provides free legal services to workers, with potential wage violations from a different subsequent employer. Legal Aid staff attorney were able to file a lawsuit on her behalf and on behalf of others in similar situations against the hotel.

PROVIDED BY LEGAL AID AT WORK

Figure 34: Comparison of 2016 and 2017 Survivors by Age Group and Trafficking Type

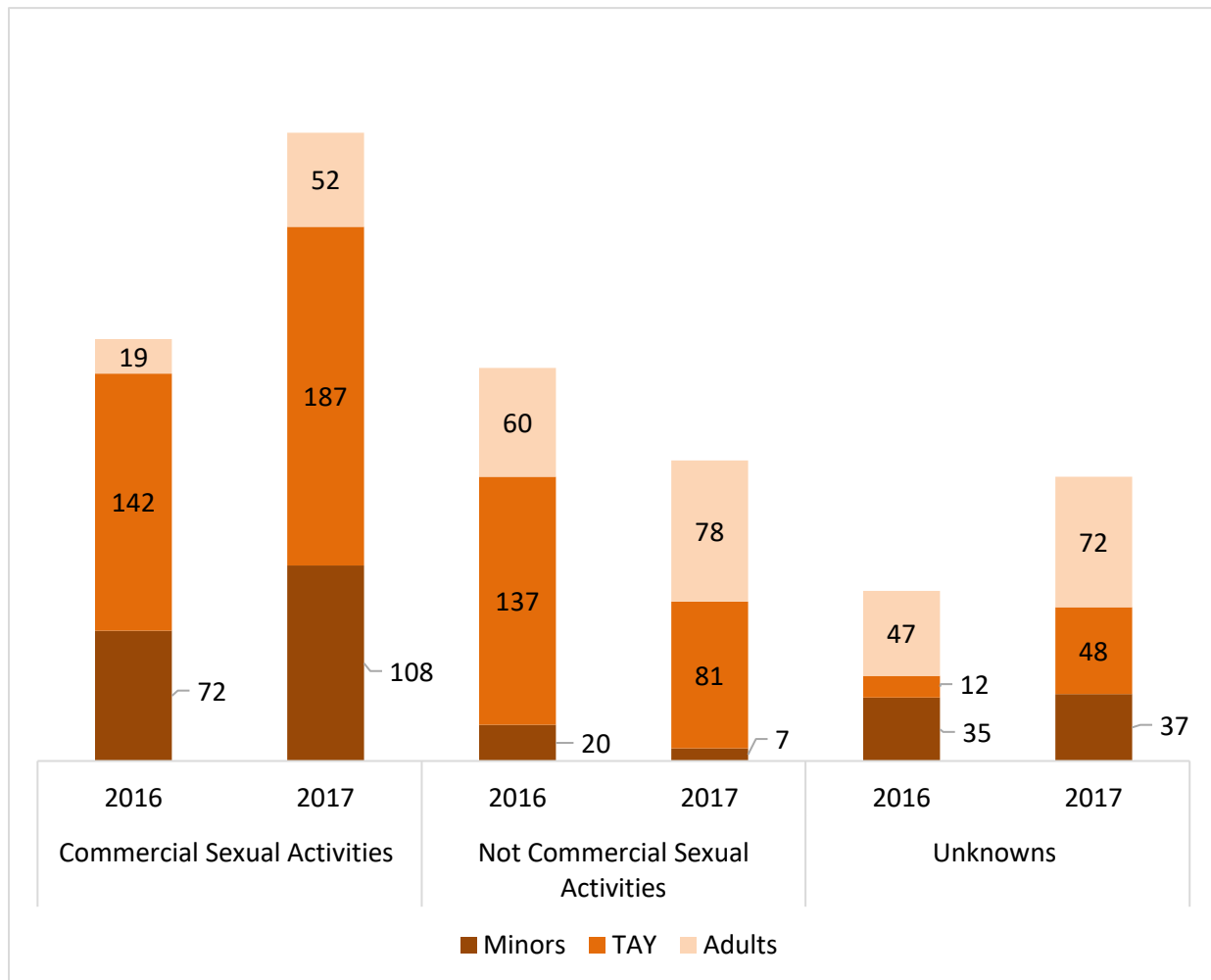


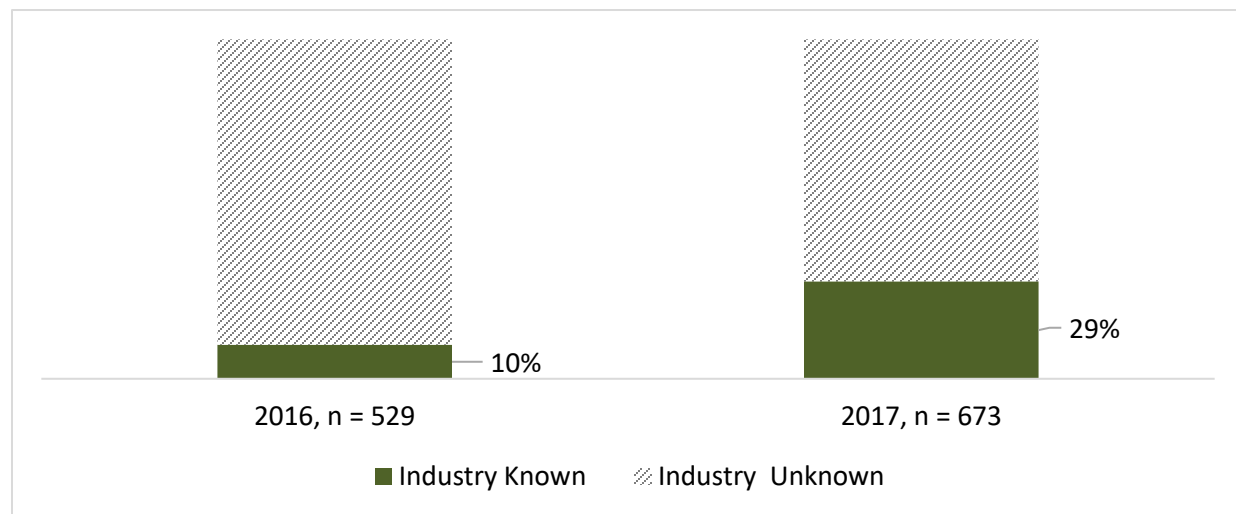
Figure 34 gives insight into how the trafficking type shifted between 2016 and 2017. For both trafficking in commercial sex industries and unknowns, the number of cases reported increased between 2016 and 2017 in all age groups. The most notable increases in terms of percent were the increase in adults trafficked in commercial sex and the increase in Transitional Age Youth who had unknown trafficking type. The number of survivors trafficked outside commercial sex declined overall. The declines came from both minors and Transitional Age Youth—minor survivors in that category declined by 13 and the Transitional Age Youth survivors declined by 56.

Polaris Trafficking Typology

During the data collection process for the 2016 year, the Task Force started soliciting information according to Polaris Trafficking Typology, in an effort to collect more detailed industry information. Polaris, a national nonprofit that runs the National Human Trafficking Hotline, analyzed more than 32,000 cases of human trafficking documented between December 2007 and December 2016.²¹ Because Polaris data have many more cases of trafficking within the commercial sex industries (6,081 out of 8,524 in 2017), the trafficking categories are much more detailed for trafficking in the commercial sex industries than trafficking outside of those industries²².

The percentage of cases with known Polaris trafficking category almost tripled from 2016 to 2017, from 10% of all survivors in 2016 to 29% of all survivors in 2017 (Figure 35). A large portion of the increase came from an increase in reporting of “Escort Services” and “Outdoor Solicitation.” In the last report, 7 out of the 18 participating agencies reporting on Polaris typology. This report saw 10 out of the 22 participating agencies reporting on cases using the Polaris typology.

Figure 35: Percent of Cases with Polaris Typology Known, 2016 -2017



The percentage of cases where Polaris typology is known increases by age group (Figure 81). Only 15% of all minors have a known typology, while 42% of all adults do. Overall, 29% of all people in this dataset had a known typology. Thirty-five percent of all Polaris categories reported were related to commercial sexual activities and 65% were other types of labor.

Figure 36 shows the counts for each type of trafficking category that had at least one survivor. The top three categories, “Outdoor Solicitation”, “Escort Services”, and “Residential Brothel” are all types that involve commercial sexual activities which is consistent with results from the general trafficking type analysis. The third, fourth, and fifth most common categories are all labor trafficking: “Restaurant & Food Service”, “Construction”, and “Domestic Work”, respectively. Given that we have typology information on less than one-third of the cases reported, however, it is not clear if the typologies

²¹ Polaris. “The Typology of Modern Slavery: Defining Sex and Labor Trafficking in the United States.” Polaris. 2017.

²² National Human Trafficking Hotline. “Hotline Statistics.” Polaris. 2017.

reported are representative of all the trafficking cases in San Francisco. Duplication may also be skewing the most common industries reported, given the small numbers.

Figure 36: Reported Polaris Categories (Industries), 2017

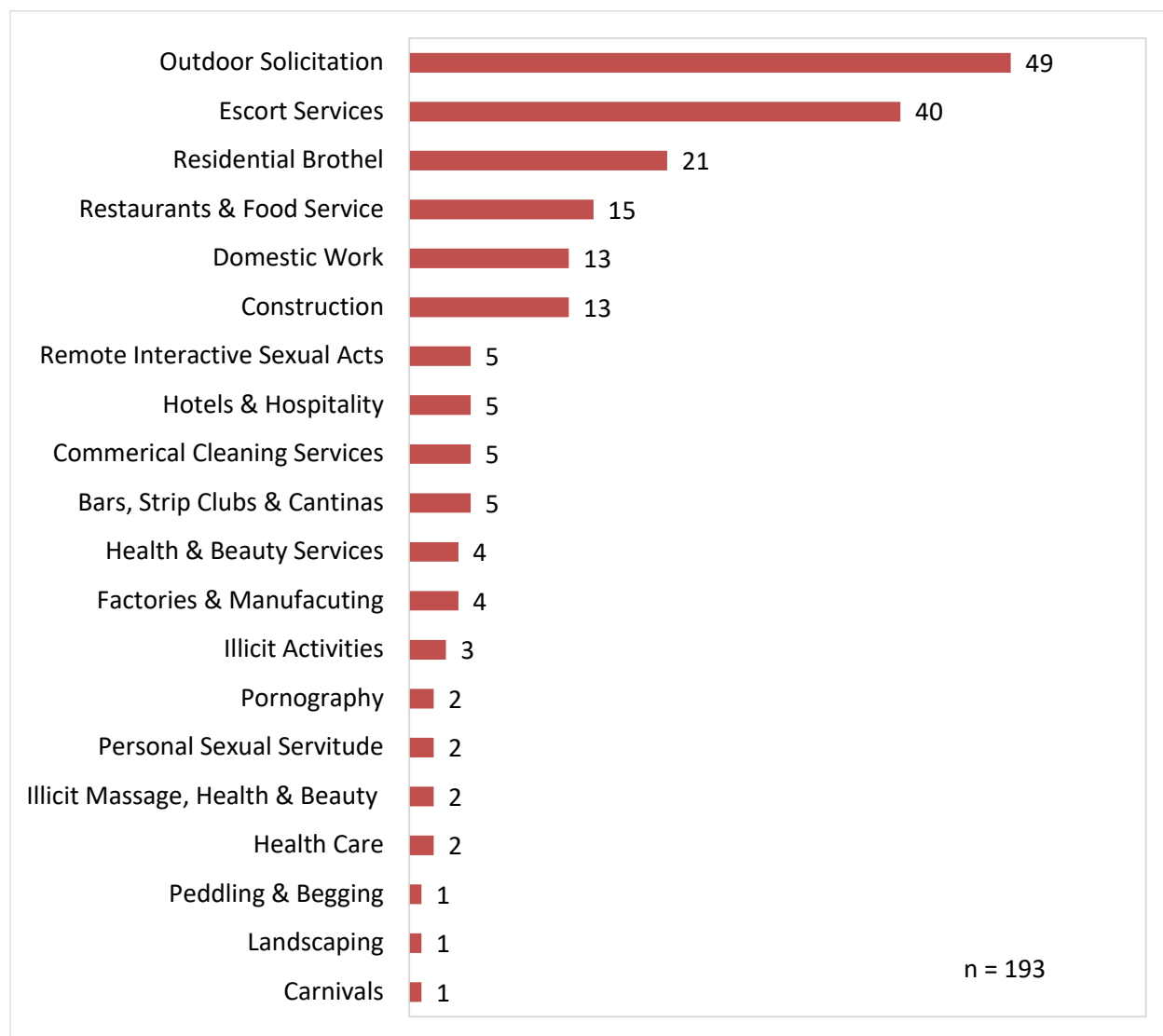


Figure 37 compares the percentages of each category (industry) on the national level and in our San Francisco dataset.²³ It is important to note that because of data reporting limitations, the overrepresentation or underrepresentation of certain categories within this San Francisco dataset does not mean that those kinds of trafficking are more or less prevalent in San Francisco. It may simply mean that San Francisco government and nonprofit agencies are better or worse at identifying those types of cases.

The categories that are most overrepresented in this dataset compared to the national dataset are “Outdoor Solicitation”, “Construction”, and “Restaurant & Food Service.” Construction workers are in

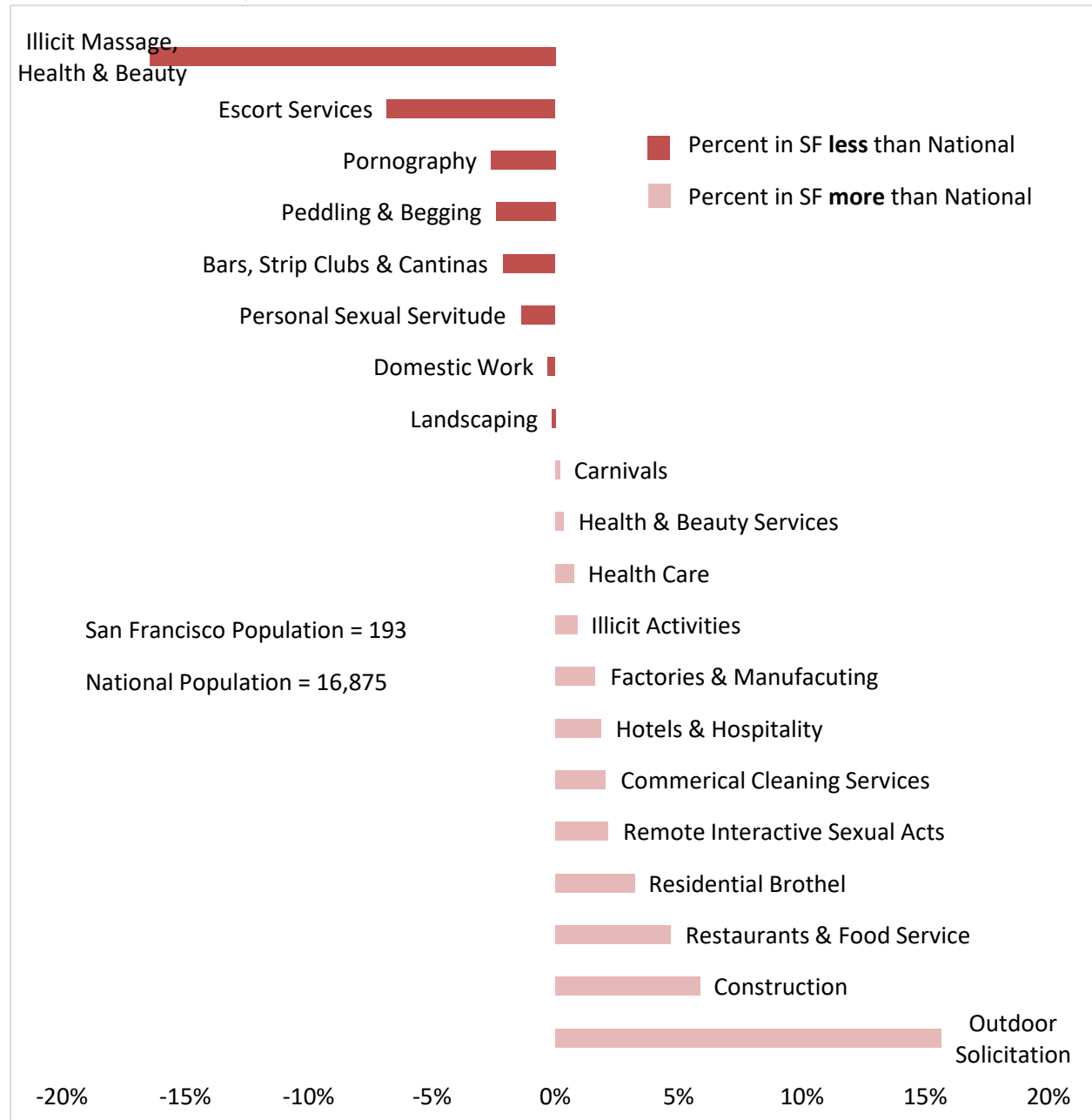
²³ Numbers for the national level obtained from the Polaris’ Typology of Modern Slavery report.

high demand as San Francisco goes through a building boom, and restaurants and food service are a large industry as San Francisco as the most restaurants per capita of any U.S. city. There are about 40 restaurants per every 10,000 households in San Francisco, more than 10 per 10,000 above the next most restaurant-dense city, Fairfield County, Connecticut.²⁴

The categories that are the most underrepresented are “Illicit Massage, Health & Beauty”, “Escort Services”, and “Pornography.” These all involve commercial sexual activities that happen indoors, unlike Outdoor Solicitation, and therefore may be more difficult to detect. The high degree of stigma around commercial sexual activities may also decrease the number of trafficked individuals willing to disclose to service providers or government agencies. The fact that “Illicit Massage, Health & Beauty” is the most underrepresented is significant because the prevalence of massage establishments in San Francisco where commercial sexual services are offered. These massage establishments have been the subject of increased regulation and outreach in recent years and will be discussed in the Special Section: Massage Establishments later in this report.

²⁴ Forbes, Paula. “Here Are the Most Restaurant- and Bar- Dense U.S. Cities.” Eater. 2012.

Figure 37: Percent Difference Between Reported San Francisco Industries and Reported National Industries, 2017



Special Section: Youth and Children Involved in Commercial Sexual Activity

The trafficking of youth and children in the commercial sex industries is a topic of significant public attention and one that the Task Force and the city government as a whole have worked vigorously to address in recent years. Efforts by survivors and advocates in California have led to increased awareness that the involvement of minors in commercial sexual activities is a form of exploitation and should be treated by law enforcement and other agencies as such. Senate Bill 1322, which became law in California in January 2017, codified that minors can no longer be arrested for prostitution and are instead treated as victims of human trafficking.²⁵

The anti-human trafficking movement has long been interested in being able to estimate the number of children and youth involved in commercial sexual activities, as well as the number of youth and children at risk. Unfortunately, most of the studies that have been conducted have significant limitations.²⁶ The most widely cited estimate from the research of Richard Estes and Neil Weiner relied on interviews and risk factors, not actual numbers of minors involved.²⁷ Other estimates have relied on surveys where the phrasing of questions was unclear and law enforcement records, which capture only a portion of the population.

Research sponsored by the U.S. Department of Justice using 6 research sites across the United States, one of which was the Bay Area, estimated that there were 4,798 youth between 18 and 24 years of age involved in commercial sexual activity in 2016 in the Bay Area.²⁸ Relying on interviews and arrest records, researchers estimated lower estimate of 4,457 minors and upper estimate of 20,994 minors involved in commercial sexual activity nationally.²⁹



46% of all cases
involved youth or
children
exploited in the
sex industry

Figure 38 is a table of minors and Transitional Age Youth involved in commercial sex industries by agency in 2017. Transitional Age Youth survivors are shown in the table and included in this section overall because most Transitional Age Youth involved in commercial sexual activities became involved when they were minors.

In San Francisco, there was a total of 108 minors and 187 Transitional Age Youth identified by partner agencies in 2017. As with all of the data in this report, these numbers are duplicated, and it is possible that the numbers identified are in fact lower. The agency that reported the most cases was Huckleberry Youth Programs which is contracted with the Human Services Agencies to respond to all cases of commercial sexual exploitation of minors. The agency that reported the most Transitional Age Youth

²⁵ California Penal Code Sections 647 and 653.22

²⁶ Stransky, Michell and Finkehor, David. "How Many Juveniles are Involved in Prostitution in the U.S.?" Crimes Against Children Research Center. 2008.

²⁷ Estes, Richard and Weiner, Neil. "The Commercial Sexual Exploitation of Children In the U.S., Canada and Mexico. University of Pennsylvania School of Social Work. 2001.

²⁸ Swaner, Rachel, Labriola, Melissa, Rempel, Michael, Walker, Allyson, and Spadafore, Joseph. Youth Involvement in the Sex Trade: A National Study. Center for Court Innovation. 2016.

²⁹ Ibid.

was Larkin Youth Services, followed closely by Not For Sale. The agency that reported the most cases involving minors and Transitional Age Youth overall was Huckleberry Youth Programs.

Figure 38: Youth and Children involved in Commercial Sexual Activity by Agency, 2017

	Minors	TAY	Total
Huckleberry Youth Programs	54	25	79
Larkin Youth Services	5	58	63
Not For Sale		56	56
San Francisco Police Department	19	18	37
Family and Children's Services	17	11	28
Young Women's Freedom Center	5	7	12
Bay Area Legal Aid	4	6	10
Justice At Last	3	6	9
Asian Pacific Islander Legal Outreach	3	3	6
Asian Women's Shelter		2	2
Safe and Sound	2		2
Tahirih Justice Center	1	1	2
San Francisco SafeHouse		1	1
Totals:	113	194	307

Due to limitations of the data collection tool, it is impossible to determine the demographics and characteristics of all 307 youth and children exploited in the sex industry; 69, or 23% of the total, do not have further information available. **All subsequent analysis in this section is based on the 238 youth and children who do have available information.** These youth and children are served by Bay Area Legal Aid, Human Services Agency - Family & Children's Services, Huckleberry Youth Programs, Not For Sale, Safe and Sound, San Francisco SafeHouse, the San Francisco Police Department, and the Tahirih Justice Center.

Almost all youth and children were reported to be cisgender female (92%, Figure 39). Though the total age range was 0 to 24 years of age, the largest number were between the ages of 18 and 24. Only 15 of those identified were 11 to 13 years of age and 2 were from 0 to 10 years of age (Figure 40). Both children between 0 and 10 years of age were identified by the San Francisco Police Department.

The largest number of cases involved African Americans, similar to the overall demographics (Figure 41). The second largest group was white and the third largest was Hispanic/Latino.

Figure 39: Gender Identities of Youth and Children Involved in Commercial Sexual Activity

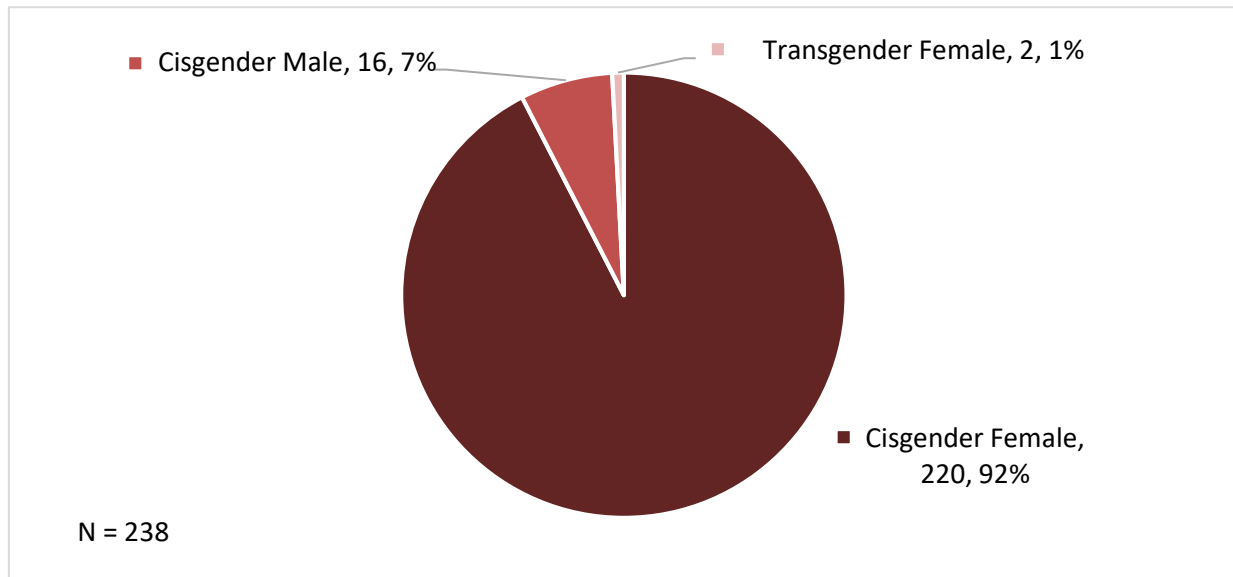


Figure 40: Age Ranges of Youth and Children Involved in Commercial Sexual Activity, 2017

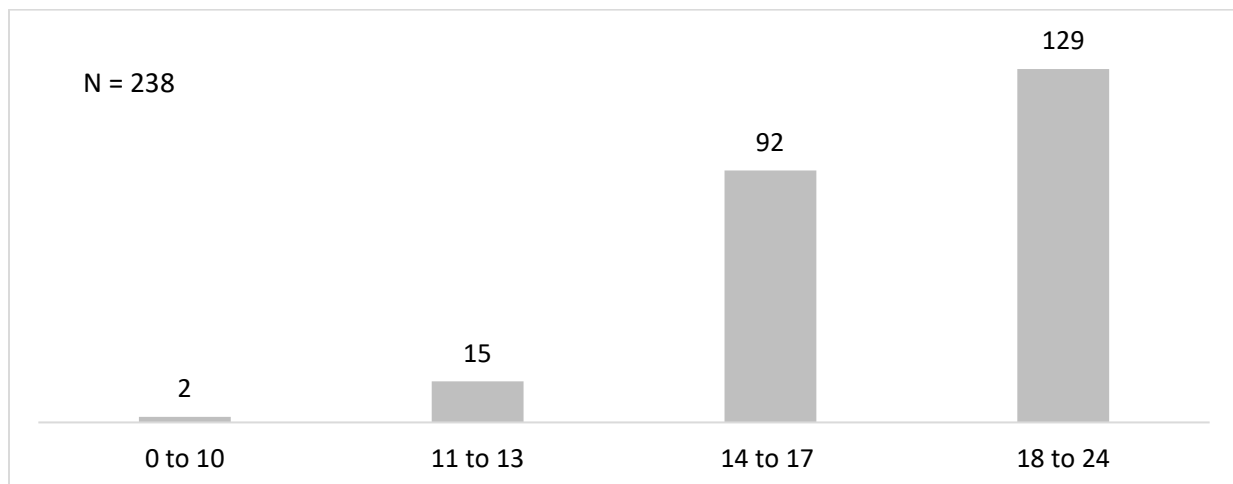
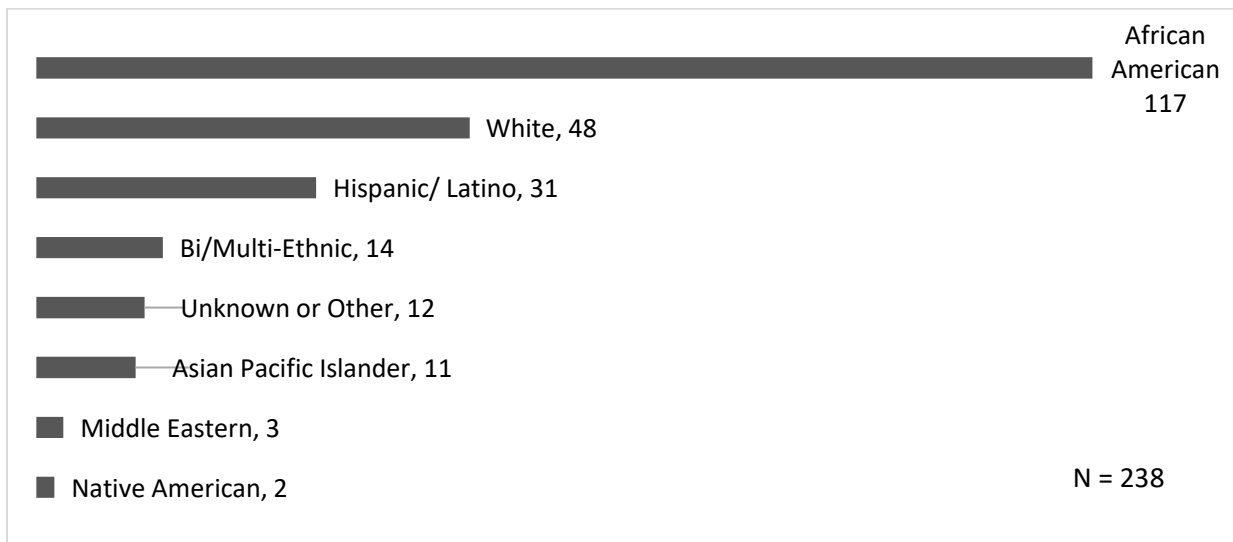
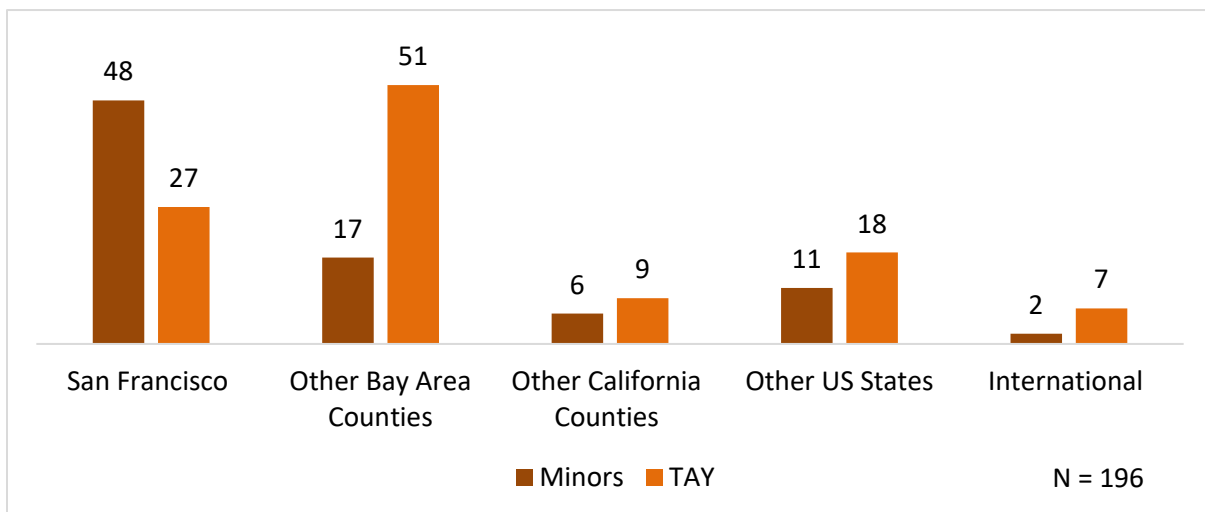


Figure 41: Racial Identities of Youth And Children Involved in Commercial Sexual Activity, 2017



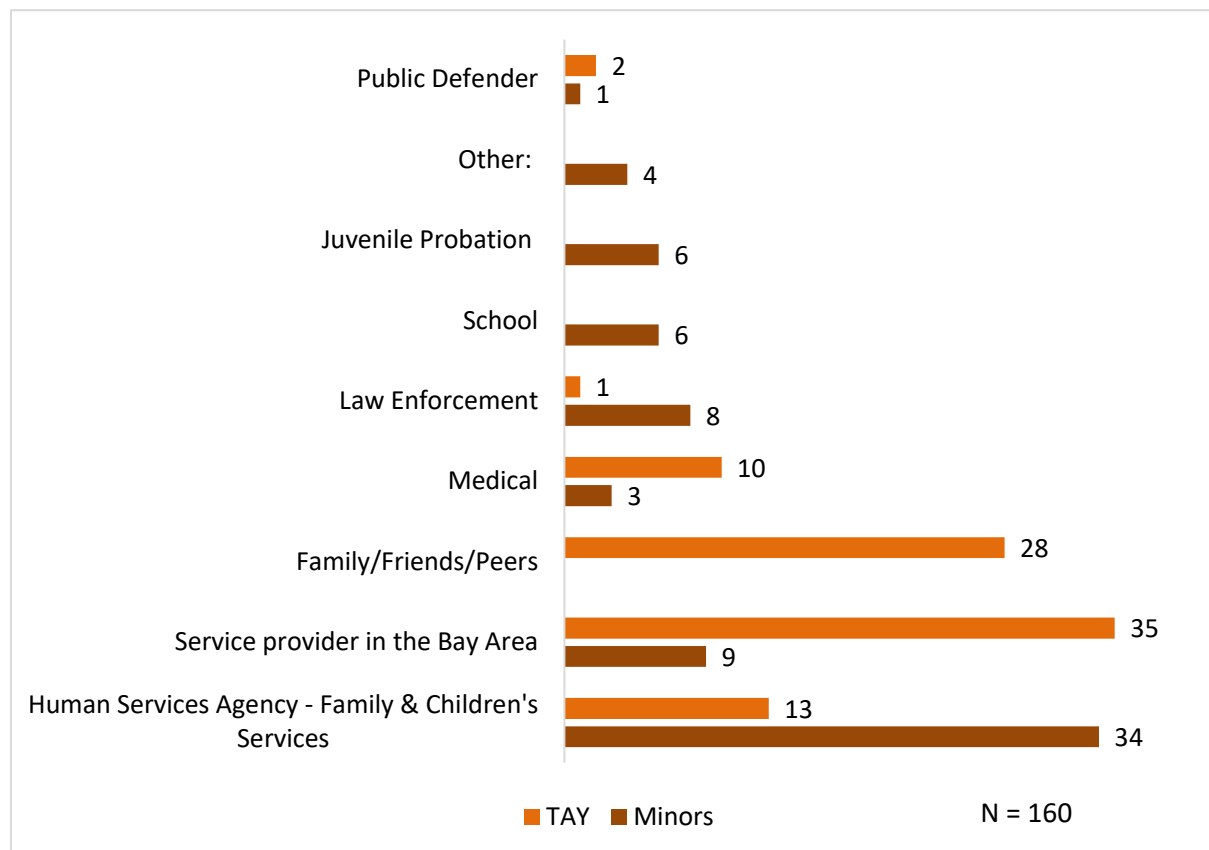
Almost all survivors were born in the United States: only 2 minors and 7 Transitional Age Youth were born elsewhere (Figure 42). Of those born in the United States, the largest group of minors were born in San Francisco and the largest group of Transitional Age Youth were born in Other Bay Area counties. This mirrors trends in the general population of survivors in this report.

Figure 42: Birthplaces of Youth and Children Involved in Commercial Sexual Activity, 2017



The largest number of minors were identified initially by Human Services Agency - Family & Children's Services and the largest number of Transitional Age Youth were identified initially by service providers in the Bay Area. The second largest number of minors were initially identified by service providers and the second largest number of Transitional Age Youth were initially identified by Family/Friends/Peers (Figure

Figure 43: Initial Identification of Youth and Children Involved in Commercial Sexual Activities, 2017



43).

For the first time in the 2016 year report, a collaboration between Family and Children's Services and Huckleberry Youth Programs defined the number of unduplicated suspected and confirmed cases between the two agencies. This collaboration has continued this year and the information is displayed below (**Error! Reference source not found.** and Figure 45). There was a total of 143 unduplicated suspected cases and 78 unduplicated confirmed cases. A large number of the shared cases were suspected but not confirmed. This might be explained by the fact that Huckleberry and Human Services Agency - Family and Children's Services have slightly different definitions of confirmed cases and that youth may also disclose more information to one agency over another.

Figure 44: Unduplicated Confirmed Cases Between Huckleberry and Family and Children's Services of Youth and Children in Commercial Sex, 2017

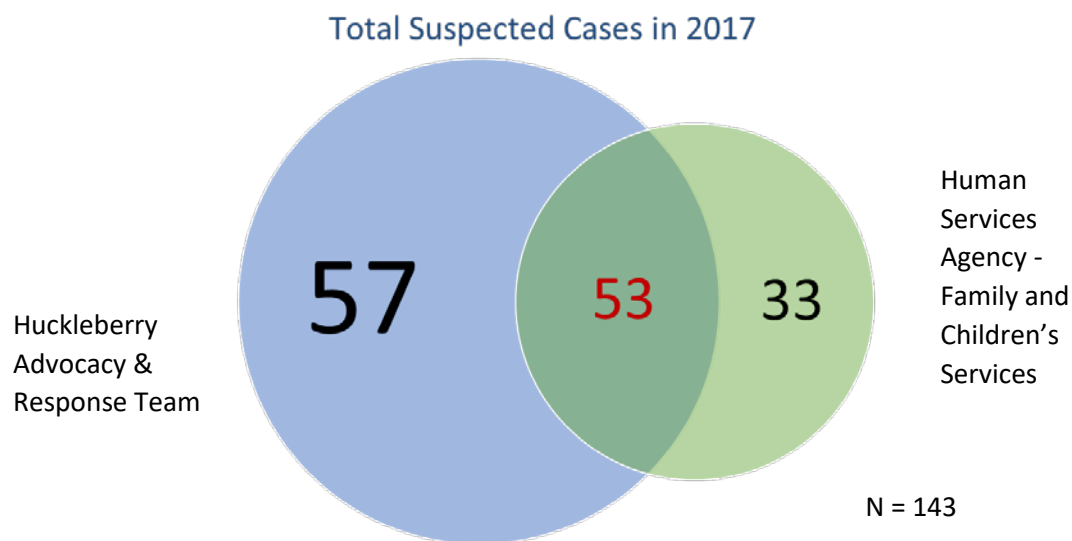
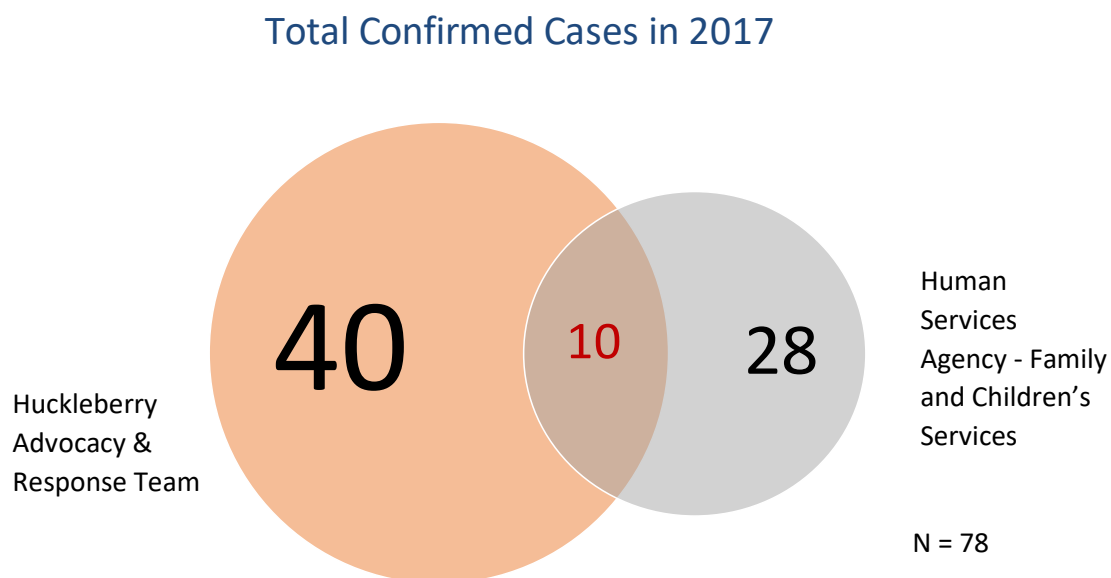


Figure 45: Unduplicated Confirmed cases Between Huckleberry and Family and Children's Services of Youth and Children in Commercial Sex, 2017



DIFFERENTIATING “SUSPECTED,” AND “CONFIRMED” CASES

Huckleberry Youth Programs uses “known,” “suspected,” and “at risk” to differentiate risk and level of involvement. “Known” is used whenever there is confirming evidence of CSEC. Huckleberry uses “suspected” when there are indicators of CSEC, but there is no confirmation. “At risk” is everyone else.

Human Services Agency - Family & Children’s Services uses 6 categories to document CSEC. A youth will only be confirmed as a trafficking victim when there is present evidence confirming that the youth is indeed CSEC. Most of the youth are identified as being “At Risk.” These are codes determined by the State of California:

1. At Risk*
2. Victim Before Foster Care
3. Victim During Foster Care
4. Victim in Open Case, Not in Foster Care
5. Victim While Absent from Placement
6. Victim with Closed Case, Receiving Independent Living Program Services

***At-Risk for CSEC:** A youth is considered “at risk” for CSEC if they have a minimum of one of the following indicators:¹

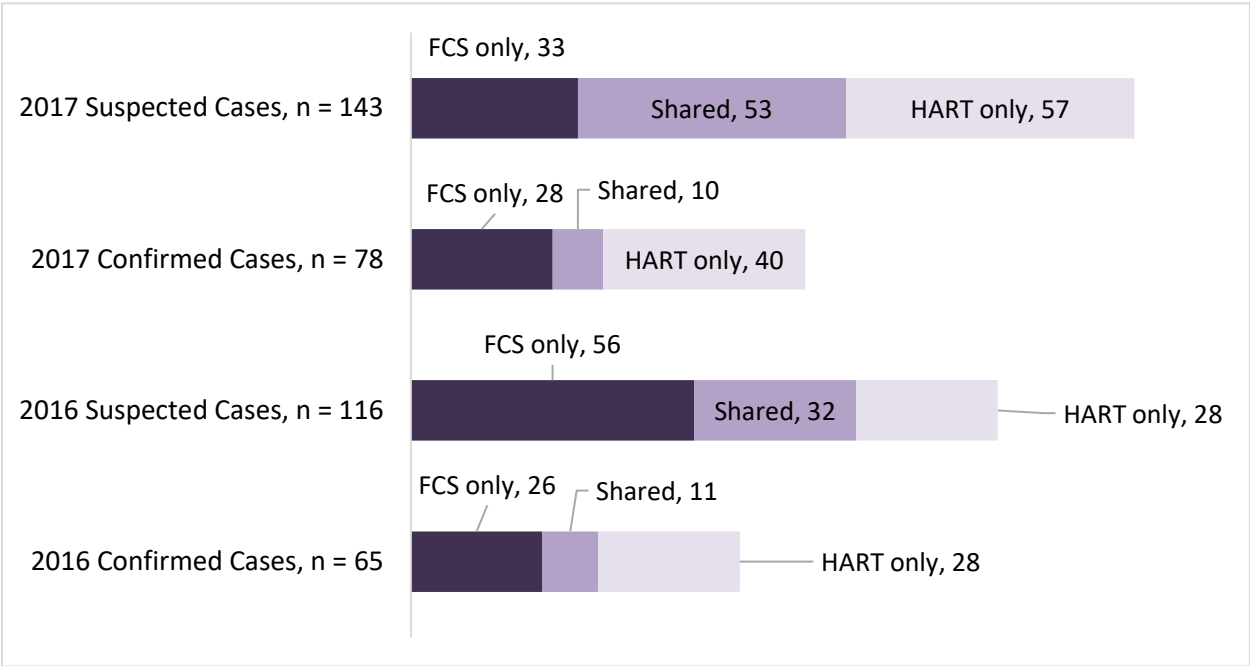
- a. *Child/youth exhibits behaviors or otherwise indicates that she/he is being controlled or groomed by another person;*
- b. *Child/youth spends time with people known to be involved in commercial sex;*
- c. *Child/youth’s use of internet, cell phone, or social media involves social or sexual behavior that is atypical for their age;*

Or a minimum of two of the following indicators, d-h:

- d. *Child/youth has a history of running away, unstable housing, including multiple foster care placements, or periods of homelessness including couch surfing;*
- e. *Child/youth has had prior involvement with law enforcement or the juvenile justice system;*
- f. *Child/youth is frequently truant;*
- g. *Child/youth’s relationships are concerning, placing him/her at risk or in danger of exploitation;*
- h. *Child/youth has a history of substance abuse, specifically narcotics, opiates, crack/cocaine and amphetamines.*

¹Per All County Letter 16-49

Figure 46: Comparison between 2016 and 2017 of Huckleberry and Family and Children's Services Unduplicated Counts



HART refers to Huckleberry Advocacy & Response Team.

CASE SUMMARY: YOUTH INVOLVED IN COMMERCIAL SEX

Jane is a 15 year-old young woman who identifies as biracial. She was connected with Huckleberry Advocacy and Response Team (HART) through her Human Services Agency - Family and Children's Services social worker when in her first placement at the age of 13. She had been previously engaging in commercial sexual activity under the direction of an exploiter. Initially, HART provided support by meeting on a weekly basis, creating safety plans, and completing goals that she had identified for herself. HART also provided mental health advocacy, connection to community activities, transportation, and support around employment and education.

After experiencing conflict within several group homes, Jane felt pushed on to the streets and was engaged in commercial sexual activity to survive. She was in and out of various temporary living arrangements. **During this time, HART provided support around safety planning and harm reduction, basic needs, and the consistency of a positive relationship.** Through this support, Jane decided to re-engage with the child welfare system. HART provided support around conflict resolution and advocacy for an appropriate local placement. Despite challenges that emerged throughout the process, Jane advocated for herself and has been stabilizing in a local placement. She is participating in an internship, attending therapy, and building positive relationships with other youth. Due to the work she and her team put into stabilization, she will soon be transitioning to placement with a foster parent.

Jane's experiences reveal several important points. Youth can move in and out of various stages of change and environments of stability. **Harm reduction and relationship-building were crucial elements of her stabilization process.** Even though she was considered "high needs," it was possible to stabilize her in a local placement when she felt supported and understood. It took HART providing advocacy with different systems in order for the staff to understand her experiences and for her to feel authentically supported and understood. Throughout this process, Jane learned how to interact with various systems so she could get her needs met and a multidisciplinary team was able to advocate on her behalf.

Jane's story also highlights the amount of time, financial support, and creativity it takes to support youth in moving towards stability. Jane's case was open for almost two years and as she was not in placement for a significant amount of time, HART provided a great deal of basic needs. Additionally, because she was in a local placement, she was able to remain connected with her case manager, which provided both a meaningful, consistent relationship and source of logistical support. Jane was able to stabilize because she was given space to develop her own agency and identify goals that resonated with her.

PROVIDED BY HUCKLEBERRY ADVOCACY AND RESPONSE TEAM

Names and identifying details have been changed.

Special Section: Massage Establishments

Trafficking in businesses purporting to be massage establishments is an area of concern for the city government in San Francisco. In a report published by Polaris in 2018, researchers identified San Francisco a main entry port for people trafficked in illicit massage businesses. They analyzed Mandarin-language website ads for massage practitioners and found that 42% of the ads in Los Angeles and San Francisco showed one or more of the criteria that Polaris considers to be flags for trafficking. In an analysis of Mandarin language newspaper ads, Polaris found that 50% of all ads had phone numbers that were connected to commercial sex websites. In 8% of the recruitment ads there was an explicit statement that no sex was required for the job.³⁰ If those who respond to these ads are later required to perform sexual services when they arrive at the workplace, this constitutes fraud.

Despite strong evidence that trafficking in illicit massage business occurs in San Francisco, only 2 out of the 193 total cases were classified as “Illicit Massage, Health, and Beauty.” In 2016, no cases of “Illicit Massage, Health, and Beauty” were reported.

Massage Establishment Inspection Program

The Massage Program of the Department of Public Health Environmental Health section inspects permitted massage establishments. During the 2017 calendar year, inspectors conducted 258 inspections of 121 establishments. The inspections included both unscheduled and scheduled routine inspections (Figure 47)

Figure 47: Massage Program Inspections by Type, 2017

Type of Inspection	Count
Routine - Unscheduled	67
Routine - Scheduled	51
Reinspection/Follow-up	43
Complaint	40
Complaint Reinspection/Follow-up	23
Non-inspection site visit	14
New Ownership	12
New Construction	7
Structural Inspection	1
Total:	258

Of the 121 establishments that were inspected, 59 received a total of 152 violations. This means that 49% of all establishments received a violation in 2017. Of the 152 violations, 71 or 47% were issued to only 15 establishments (Figure 49).

The most common violation was "Unsanitary Conditions," issued 29 times (Figure 48). The second most common was "Prohibited Living Quarters," issued 21 times. While living quarters do not necessarily mean that human trafficking occurs at the establishment, having massage practitioners live at the facility increases the possibility of exploitation and control. The third and fourth most common were

³⁰ Polaris. "Human Trafficking in Illicit Massage Businesses." 2018.

"Improper or Unapproved Equipment" and "Provide a list of Massage Practitioners at the facility," at 18 and 10 times respectively. The fifth most common was "Improper Locked Doors," at 9 times. Locked doors are another indicator that employers are controlling massage workers.

Figure 48: Type of Massage Inspection Violation, 2017



Figure 49: Massage Inspection Violations Per Establishment, 2017

Number of Violations per Establishment	Number of Establishments	Total Number of Violations	Percent of All Violations
1	17	17	11%
2	17	34	22%
3	10	30	20%
4	8	32	21%
5	5	25	16%
7	2	14	9%
Totals:	59	152	100%

Massage establishments that receive a certain number or type of violations have a Director’s Hearing where fines, permit suspensions, and permit revocations are determined. Suspensions and fines are levied on establishment owners, not individual practitioners.

While the most common violation for all establishments was “Unsanitary Conditions,” the establishments where permits were suspended or revoked most commonly had violations for “Operating Without A Valid Health Permit” (Figure 50 and Figure 51). This would indicate that the establishments either never sought a health permit for their business, were denied a permit, or had a permit that was revoked. The second most common violation for both suspended and revoked permits was “Lewd Conduct.”

Figure 50: Type of Violations at Massage Establishments with Suspended Permits, 2017

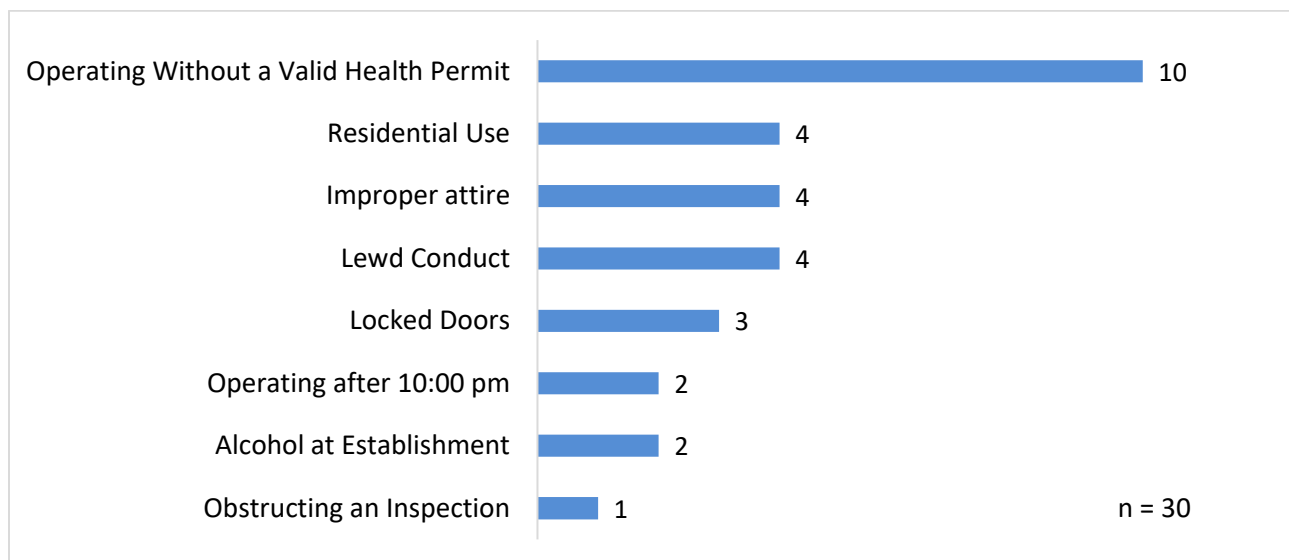


Figure 51: Type of Violations at Massage Establishments with Revoked Permits, 2017



During 2017, the Massage Program had Director's Hearings for a total of 27 practitioners and 44 establishments resulting in

- 71 citations
- \$40,300 in fines
- 300 days in permit suspensions
- 13 revoked permits

13 permits
revoked

The Massage Program also refers to the California Massage Therapy Council, which certifies some massage practitioners in San Francisco, for massage certificate holders that had issues during their inspections. The California Massage Therapy Council (CAMTC) can also request referrals based on inspections and police reports they read. There were 43 referrals to CAMTC in calendar year 2017.

The Massage Program can also impose bans on an owner receiving a permit for a certain amount of time. They cannot permanently ban an owner from receiving a permit. During 2017, the program imposed a ban on 2 owners for 3 years and 7 owners for 10 years from:

operating, managing, maintaining, controlling, having any direct or indirect ownership interest in, having any role in operation of, earning any compensation or revenue for any services rendered within, as an independent contractor or employee of another entity, or leasing property to any business operating a Massage Establishment, as defined in section 29.5 of the San Francisco Health Code, within the City and County of San Francisco.



Aside from the regulation of existing establishments and practitioners, the Massage Program also receives applications for new establishments and practitioners. Below are the numbers of applications received and approved (Figure 52). The most common reasons for a practitioner permit denial were not passing the practitioner's exam (most common), have active or suspended license with the California Massage Therapy Council, or not passing a background check by the San Francisco Police Department. Most of the establishment applications were for change of ownership of an establishment, not a new establishment altogether.

Figure 52: Applications for Massage Practitioners and Establishments, 2017

	Applications Received	Approved & Issued
Massage Practitioner	22	5
Massage Establishments	23	17

In 2018, Supervisor Katy Tang introduced legislation to further tighten regulations of massage establishments. This legislation changes the permitting process for individual practitioners and requires new practitioners to receive certification through the California Massage Therapy Council. It also eliminates some enforcement loopholes and discourages conduct that puts worker and client safety at risk. More information about the legislation can be found [here](#).

Massage Establishment Outreach Program

The Department of Public Health also runs an outreach program to limited English proficient massage workers, primarily from Asia, called Newcomers CONNECT Project. As of late 2017, the Newcomers CONNECT Project works in partnership with the Environmental Health Massage Program to:

- Assess population needs through trust building and outreach efforts;
- Increase access and support linkages to quality health care and social service;
- Increase awareness, information, and health resources to San Francisco businesses and workers;
- Support health and well-being by conducting outreach and providing education, information, and resources to workers, including but not limited to: minimum wage information, labor laws

and reporting resources, health access, ESL and educational opportunities, legal services, Sanctuary city protections, and other community linkages as needed.

Newcomers CONNECT Project accomplishes this through 4 strategies:

Door to door outreach: By the end of 2017, Newcomers CONNECT Project team went to 45 massage establishments, some of which were noted for Environmental Health violations, and spoke to over 70 workers, providing information and resources, and invited workers to join CONNECT WeChat group for future follow-ups and resources.

WeChat: CONNECT social media Wechat, widely used in the Chinese-speaking community have recruited 34 members in 2017. Currently 55 people have joined the Wechat group in total and the number will continue to increase. Workers contact CONNECT through Wechat to ask questions and get information and resources. CONNECT posted information and resources on Wechat on a daily basis.

Tea Hours: Held every other month, the Tea Hours welcome massage workers to a morning session of education and networking with local support agencies, such as Chinese Health Coalition, Asian Law Caucus, Chinatown Public Health Center, and Self-Help Elderly.

Workers CONNECT Workshops: These are education training sessions for massage workers who have been issued a first-time violation. Records show they will go back to the same violation or stay in the same bad working situation after paying the fines. The purpose of the Workers CONNECT Workshop is to motivate and empower workers to make changes. The sessions include labor rights training and consultation, human trafficking identification, job training and employment resources, self-protection, and sexually transmitted infections prevention, all using basic motivational interviewing techniques. Six workers have completed the workshop in 2017, including enrolling in ESL and workforce training programs.

Discussions with massage workers have revealed:

- Most of the Chinese massage business employers misclassify their workers as independent contractors rather than employees, and do not provide them minimum wage, overtime, paid sick leave, or worker's compensation. CONNECT made referrals to the Asian Law Caucus and the City's Office of Labor Standards Enforcements for follow-up. However, workers often choose not to sue their employers because they do not see any successful cases and are afraid of losing their jobs or have trouble finding a job.
- There is a stigma around massage workers: many people treat/view massage workers as sex workers. Therefore, many clients do not respect workers even when they only provide regular massage services, not commercial sex.
- Many workers mentioned that they have difficulties to communicate with law enforcement staff or inspectors mainly due to the lack of interpretation services during enforcements/inspections at the massage establishments.
- Many workers are struggling to find better employment. The language barrier remains one of the biggest challenges for them. They are genuinely unable to make time for ESL classes due to their busy work schedule. Working 7 days a week is fairly common in this community.
- Some workers asked questions regarding worker compensation and other labor rights. Most do not have much knowledge or information about labor rights and would like to learn more. There

is a significant need for an awareness campaign to better educate workers about their rights and empower them to take actions.

Future plans for direct involvement with massage and other business establishments include:

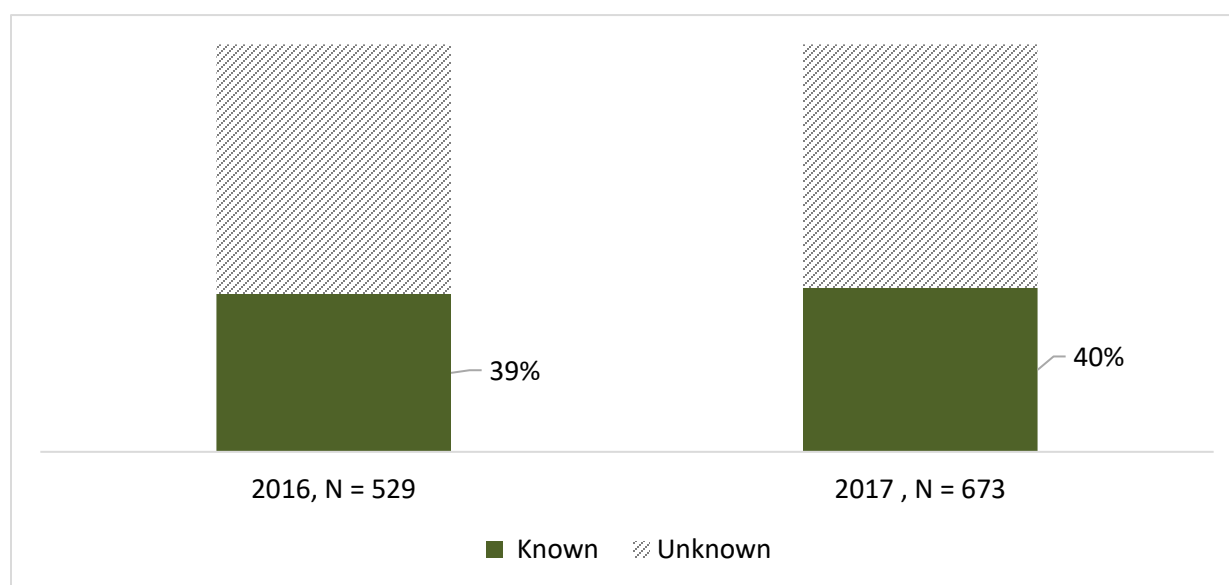
- Continue direct outreach across the city to establishments noted for violations.
- Collaborate with Asian Law Caucus to develop a social awareness campaign on labor rights.
- Build a partnership with DPH Environmental Health Food Safety Program, to expand outreach and services to restaurant workers.
- Update outreach and educational materials in multiple languages for massage workers and restaurant workers.
- Continue CONNECT Tea Hours and WeChat for social support, resources, and networking among workers.
- Continue to provide and improve the Workers CONNECT Workshops for workers with first-time violations.
- Strengthen partnerships with DPH Environmental Health, Asian Law Caucus, Asian Pacific Islander Legal Outreach, Chinatown Neighborhood Access Point, and SFPD-SVU to provide support and services to the workers.

Identification of Survivors

Human trafficking is a largely invisible problem. There are challenges to identifying survivors, many of whom do not consider themselves to be such. While we recognize that those who are or were trafficked should not be wholly defined by the experience of exploitation, for the purposes of this section, the term “survivor” will be used to refer to individuals. Last year was the first year that the data collection tool solicited information about how survivors are identified. Figure 53 shows that the percentage of individuals who had known initial identification. This rate has not changed from 2016 to 2017.

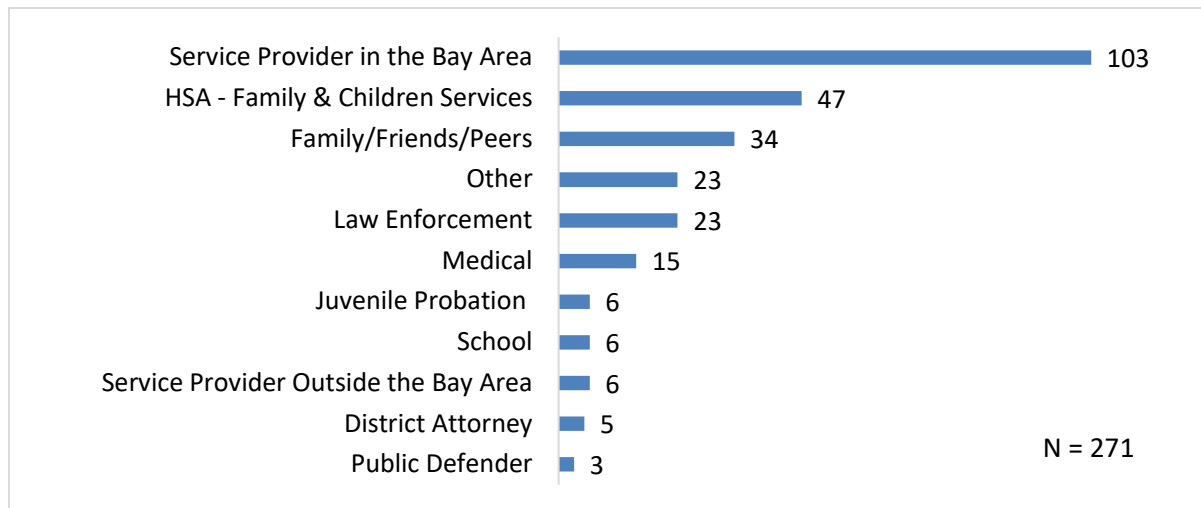
Information about the initial identification of a survivor is better known in the cases of minors (53%) and adults (46%) than in the cases of Transitional Age Youth (31%) (Figure 81).

Figure 53: Entity Identifying Survivor Known vs. Unknown, 2016 - 2017



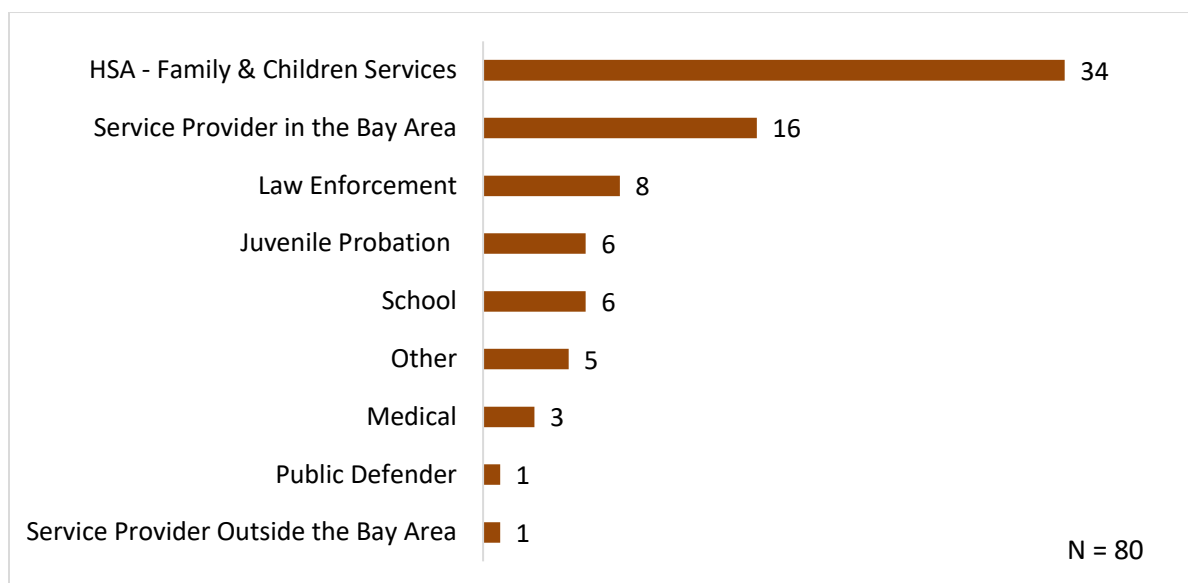
Overall, the initial identification of a survivor was most commonly made by a “Bay Area Service Provider” (Figure 54).

Figure 54: Entity Making Initial Identification of a Survivor, 2017



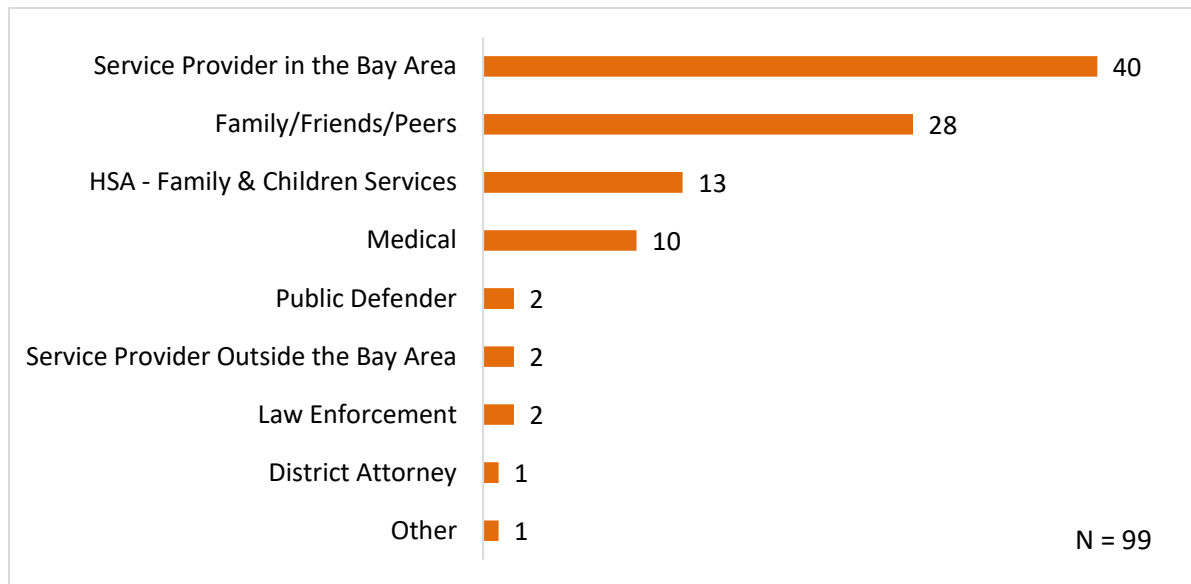
For minors, the most common identification was “Human Services Agency - Family & Children’s Services”, and the second most common was “Service Provider in the Bay Area” (Figure 55). There was a total of 12 minors identified by Juvenile Probation and schools, both identification sources unique to the minor population.

Figure 55: Entities Identifying Minor Survivor, 2017



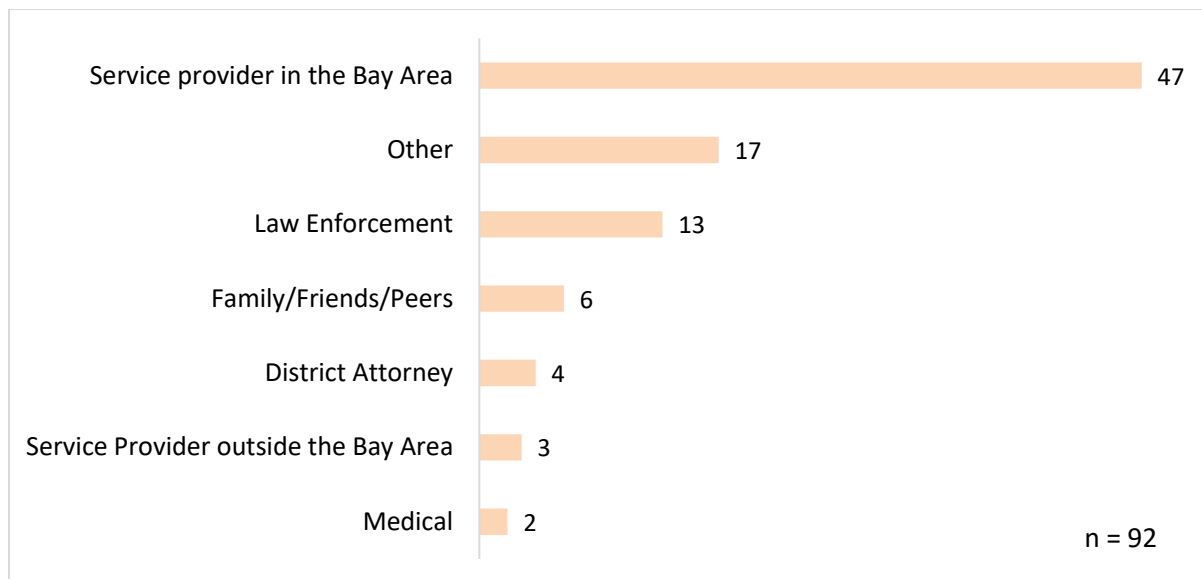
Similar to the overall population, the largest number of Transitional Age Youth were identified by a “Service Provider in the Bay Area.” The second largest number of Transitional Age Youth were identified by “Friends, Family, or Peers”, and the magnitude of cases identified by those sources was unique to the Transitional Age Youth population. Of the Transitional Age Youth who were identified by “Friends, Family, and Peers”, 26 of 28 were reported by one community-based organization (Figure 56).

Figure 56: Entities Identifying Transitional Age Youth Survivors, 18 - 24, 2017



Similar to Transitional Age Youth, adults were most likely to be identified by a service provider. They were second most likely to be identified by “Other,” which included self-identification, private attorney, consulate, or counselor. The high number of individuals identified by “Other” was unique to adults, and all adults identified by “Other” were reported by one agency (Figure 57).

Figure 57: Entities Identifying Adult Survivors, 25+, 2017



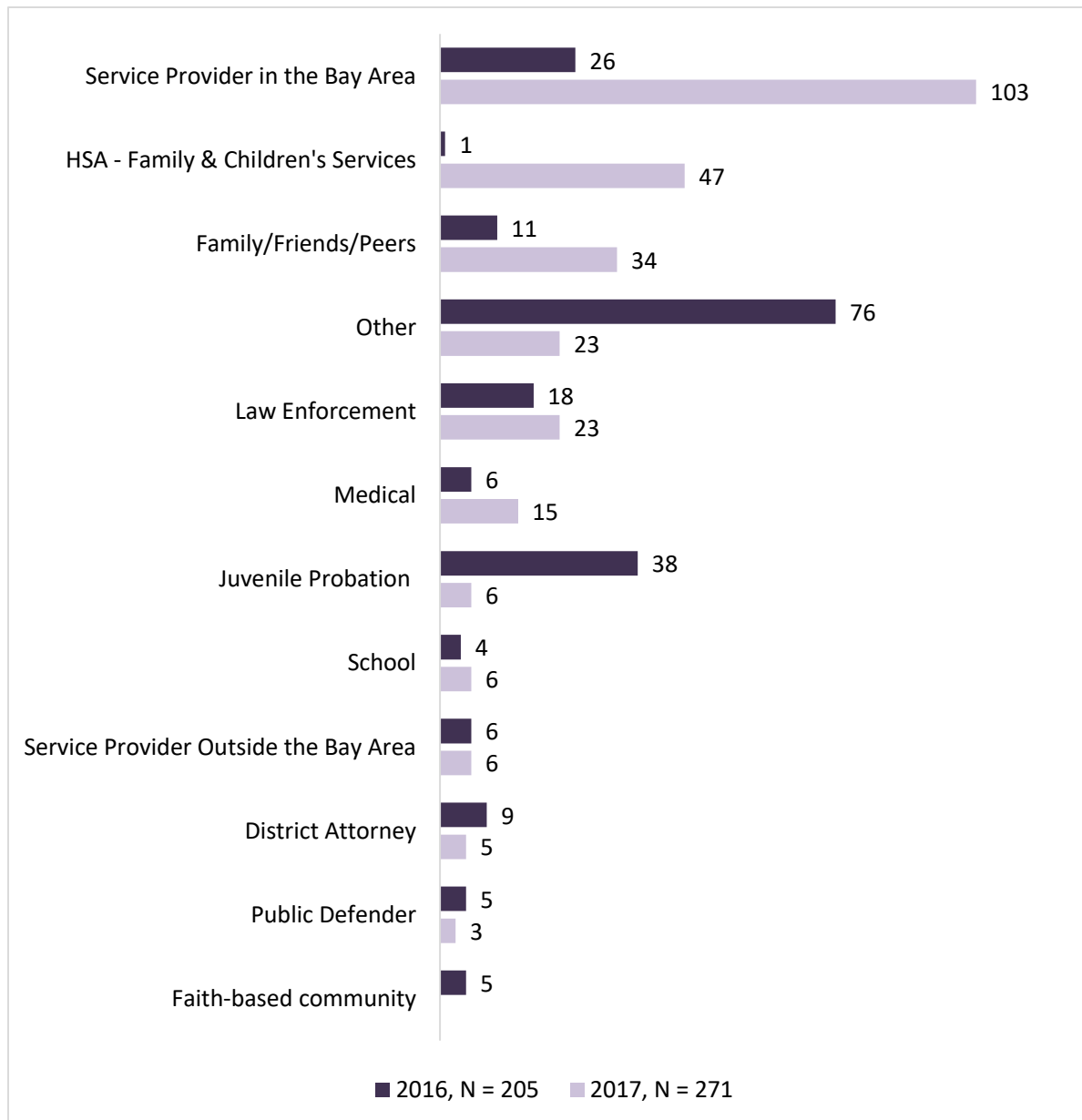
Compared to 2016, fewer cases in 2017 were identified by Juvenile Probation and “Other” and more cases were identified by Human Services Agency - Family & Children’s Services and “Service Providers in the Bay Area” (Figure 58). It is important to note that these are records of identification and, as with other data points in this report, may not represent the actual numbers. Initial identification is perhaps more subjective and less commonly collected than other characteristics in this report. It is possible that

the decrease in the number of “Other” indicates that participating agencies are becoming more accustomed to providing this information.

The decrease in survivors identified by Juvenile Probation and the increase in survivors identified by Human Services Agency Family & Children’s Services is likely due to Senate Bill 1322 which went into effect in January 2017. This law, as described previously in this report, prevents law enforcement from arresting minors for prostitution and instead, treat them as victims of human trafficking.³¹

³¹ California Penal Code Sections 647 and 653.22.

Figure 58: Entities Making Initial Identification of Survivors, 2016 - 2017



Services for Survivors

Services Received

Across all identified survivors, 18 entities provided a total of 1,600 services. All but 1 agency that was asked about services provided a response. These agencies served 102 minors, 271 Transitional Age Youth, and 150 adults during 2017. This could be calculated as an average of 4.6 services provided to each minor, 2.8 services to each Transitional Age Youth and 2.6 services to each adult (Figure 59). This is a rough estimate because the information about the exact number of individuals that received the services was not available. Criminal justice agencies are not asked about services provided.

Figure 60: Total Services Provided to Survivors by Age Group, 2017

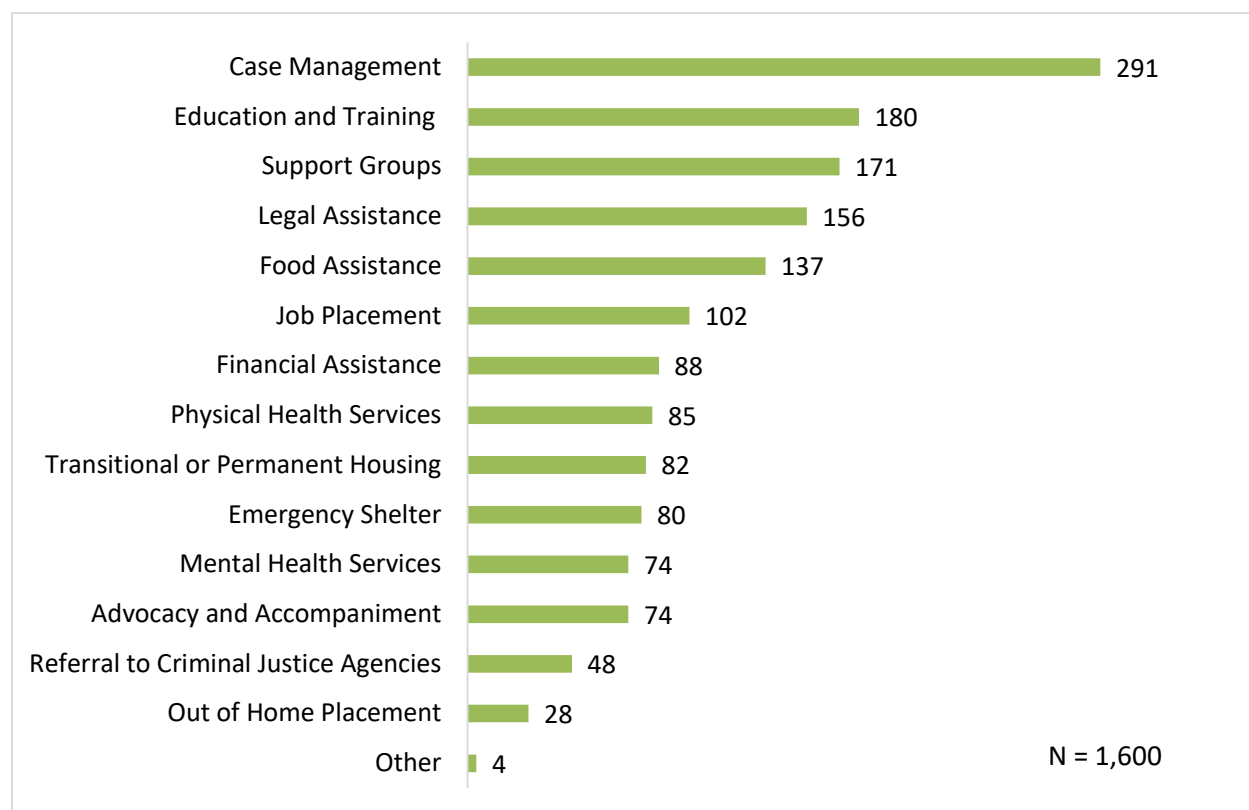


Figure 59: Services Provided to Survivors, 2017

	Minors	TAY	Adults	Total
Total Service Requests	466	752	382	1,600
Total Survivors	102	271	150	523
Average Number of Service Requests Per Survivor	4.569	2.775	2.547	3.059

The most common service provided was case management by a large margin. The second most commonly provided service was education and training (Figure 59).

Similar to the overall population of survivors, case management is the most commonly provided service for minors (Figure 61). However, the second and third most provided services are food assistance and financial assistance. This is not surprising as these minors generally do not have financial support outside of their exploiters.

Transitional Age Youth also have case management as the most commonly received service. However, unlike services received by minors, the second and third most commonly received services are education and training and support groups (Figure 62).

Adults are the only age group in which case management is *not* the most commonly provided service. (Figure 63). Despite the fact that, among the cases examined, there are more minors and Transitional Age Youth than adults, the majority of legal services were provided to adults. This may be because a large proportion of adults are born outside the United States, labor trafficked, and have more diverse legal needs. It is also possible that minors in the dependency system have some of their legal needs met by attorneys who are appointed for them in that system.

Figure 61: Services Provided to Minor Survivors, 2017

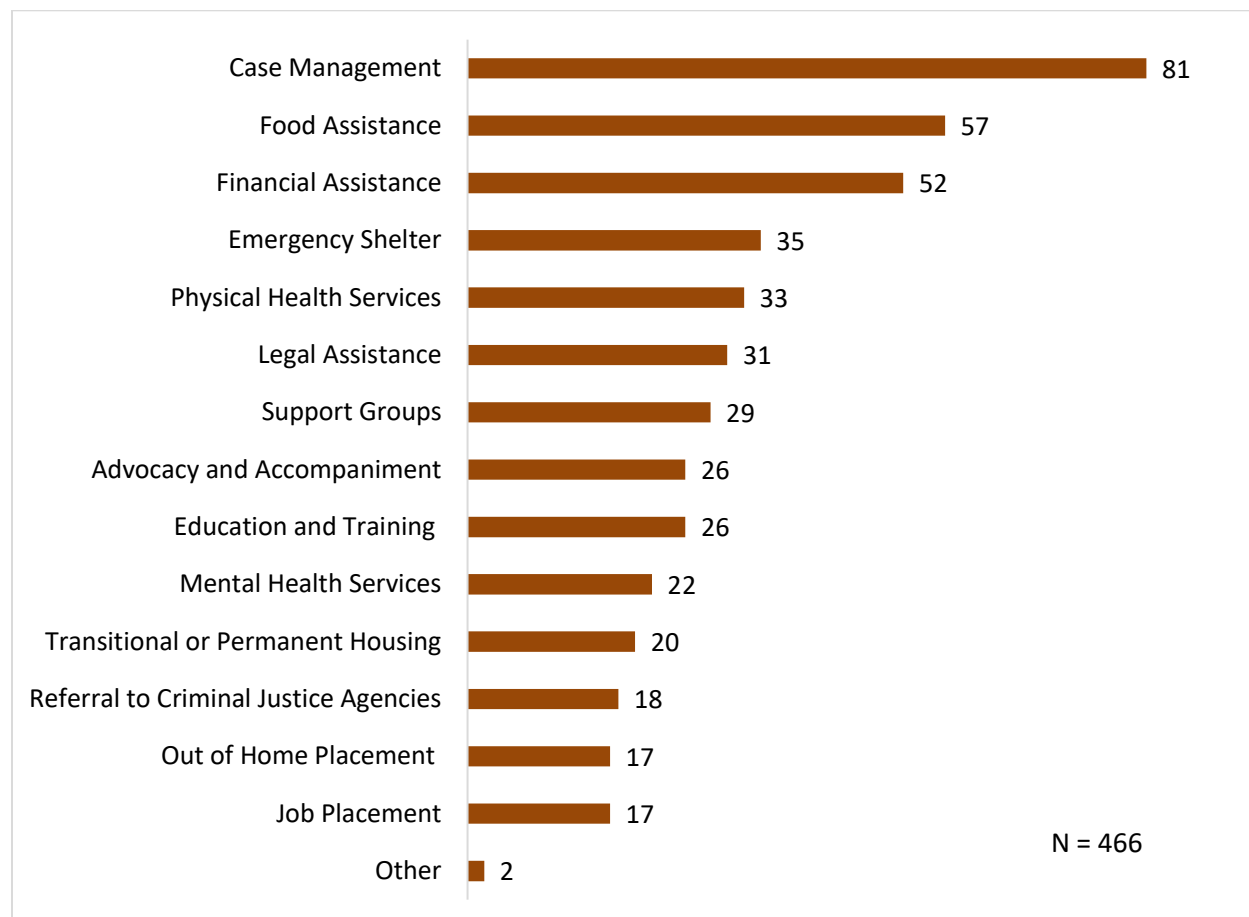


Figure 62: Services Provided to Transitional Age Youth Survivors, 2017

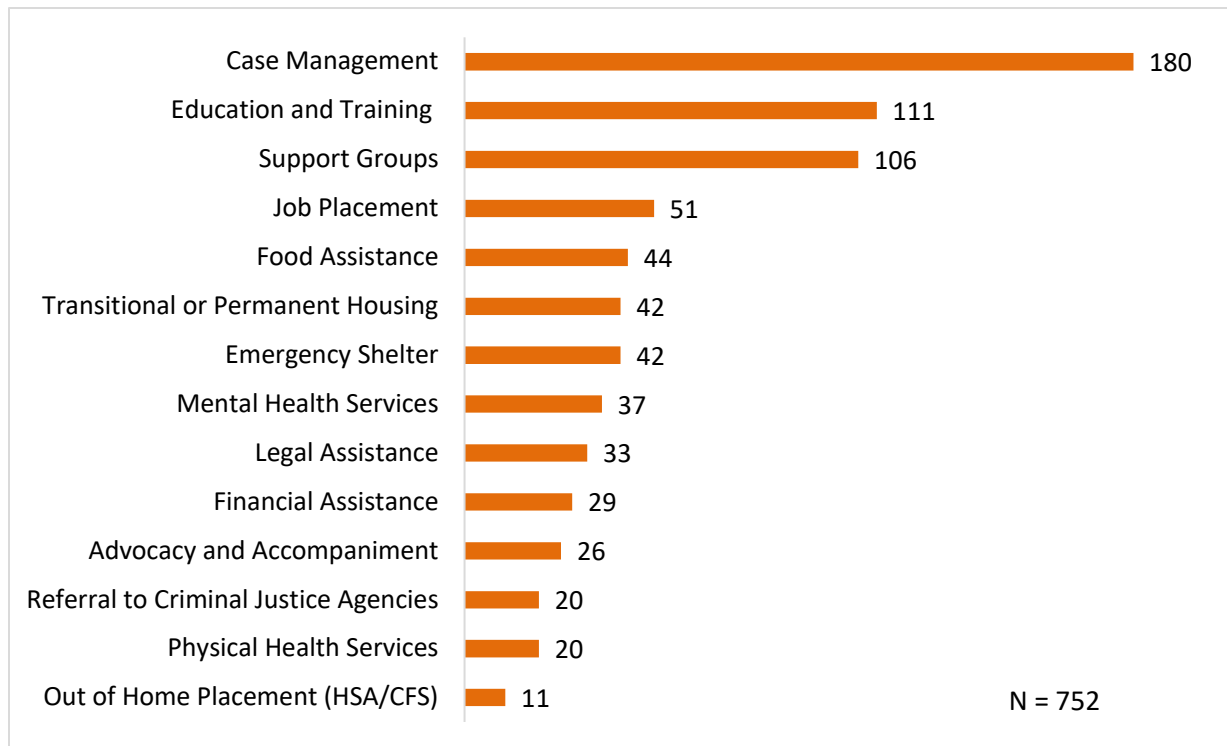
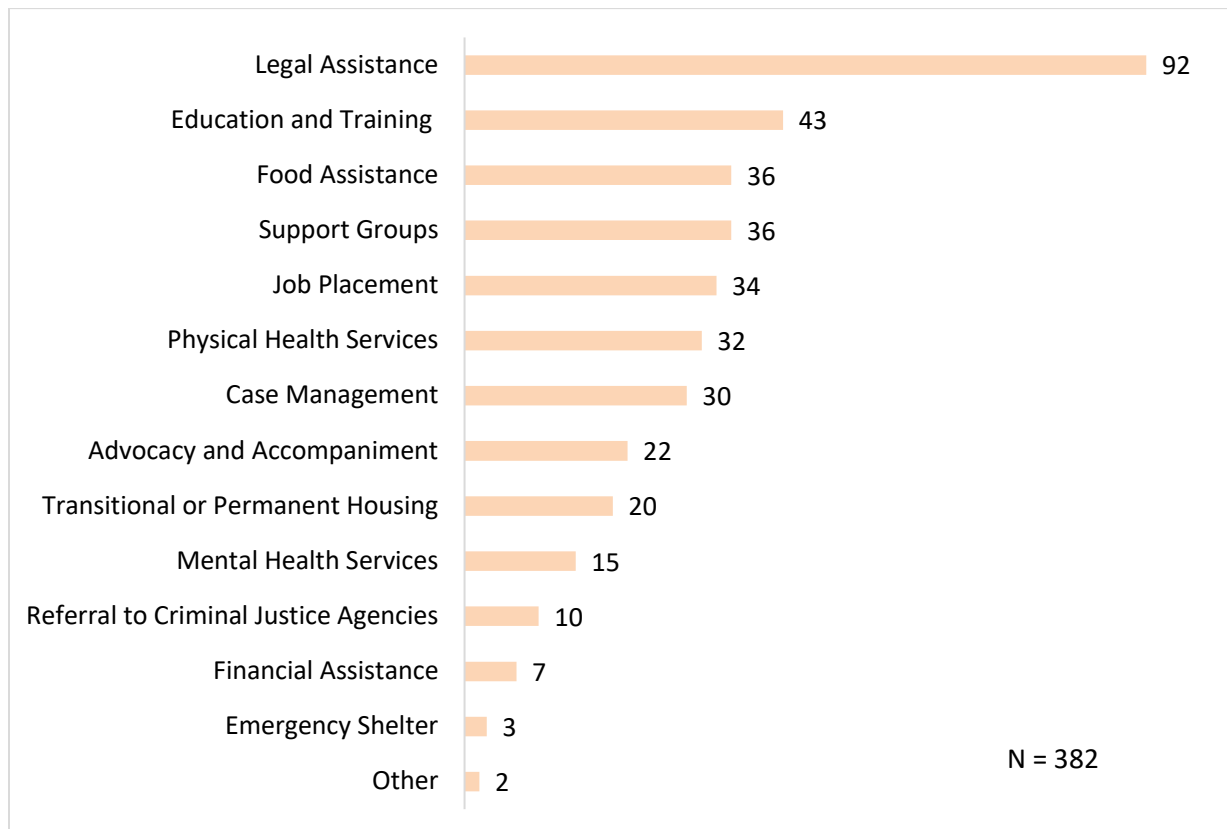


Figure 63: Services Provided to Adult Survivors, 2017



CASE SUMMARY: SUCCESSFUL JOB PLACEMENT

Taylor was referred to Not For Sale, an organization that provides employment training and assistance, by another survivor that worked with Not For Sale in 2016. Taylor was from Oakland but was being exploited all over the Bay Area including San Francisco & Marin Counties. She was 18 years old and was involved in escort services and outside solicitation. She was very vulnerable when she came to Not For Sale. The agency provided her with job training and advocacy and support. **She was able to get a security guard license and is now working as a loss prevention agent at Kaiser Permanente, making \$17 per hour.** Many different agencies helped this young woman, and Not for Sale assisted her with employment when she was ready to work.

PROVIDED BY NOT FOR SALE

Names and identifying details have been changed.

Case management has been the most commonly provided service in each of the 3 years of this report (Figure 64). For 2015 and 2016, support group was the second most commonly provided service, but in 2017 education and training was the second most provided. Legal assistance was the fourth most provided service in both 2016 and 2017. Food assistance was the fifth most provided service in 2017—this is the first year that it has appeared in the top 5 most commonly provided services. Some of the notable changes over the 3 years include declines in the reported amount of times that emergency shelter, physical health services and mental health services were provided. A contributing factor is most certainly the lack of a dedicated shelter for human trafficking for survivors in San Francisco. It may be that case management services includes some of the other categories of service.

Figure 64: Top 5 Services Provided by Year, 2015 - 2017

	2015, N = 1,641	2016, N = 1,557	2017, N = 1,600
1st	Case Management, 194, 12%	Case Management, 240, 15%	Case Management, 291, 18%
2nd	Support Groups, 178, 11%	Support Groups, 171, 11%	Education and Training, 180, 11%
3rd	Emergency Shelter, 174, 11%	Mental Health Services, 154, 10%	Support Groups, 171, 11%
4th	Physical Health Services, 163, 10%	Legal Assistance, 138, 9%	Legal Assistance, 156, 10%
5th	Education and Training, 136, 8%	Advocacy and Accompaniment, 129, 8%	Food Assistance, 137, 9%

CASE SUMMARY: IMPORTANCE OF HOUSING

In 2017, the nonprofit San Francisco SafeHouse worked with a survivor, Mary, who was sex trafficked internationally from Southeast Asia. Her trafficker was not initially known to her but met her in the United States and then housed her in an apartment with other sex trafficking victims. When police raided the unit, Mary was taken into custody. **SafeHouse was initially contacted to work with this survivor through a local shelter. As result of her trafficking situation, she was facing federal criminal charges and needed a long-term safe space to address her legal process.** SafeHouse was able to support and advocate for Mary to be seen as a victim and survivor instead of a criminal, and after two years in court she was cleared of charges and granted permission to return to her home country, which was her choice. She has since let SafeHouse know she is happily reunited with her family. This case reflects how frequently survivors are criminalized, and also shows the value in being able to support survivors over the course of a long stay in transitional housing.

PROVIDED BY SAN FRANCISCO SAFEHOUSE

Names and identifying details have been changed.

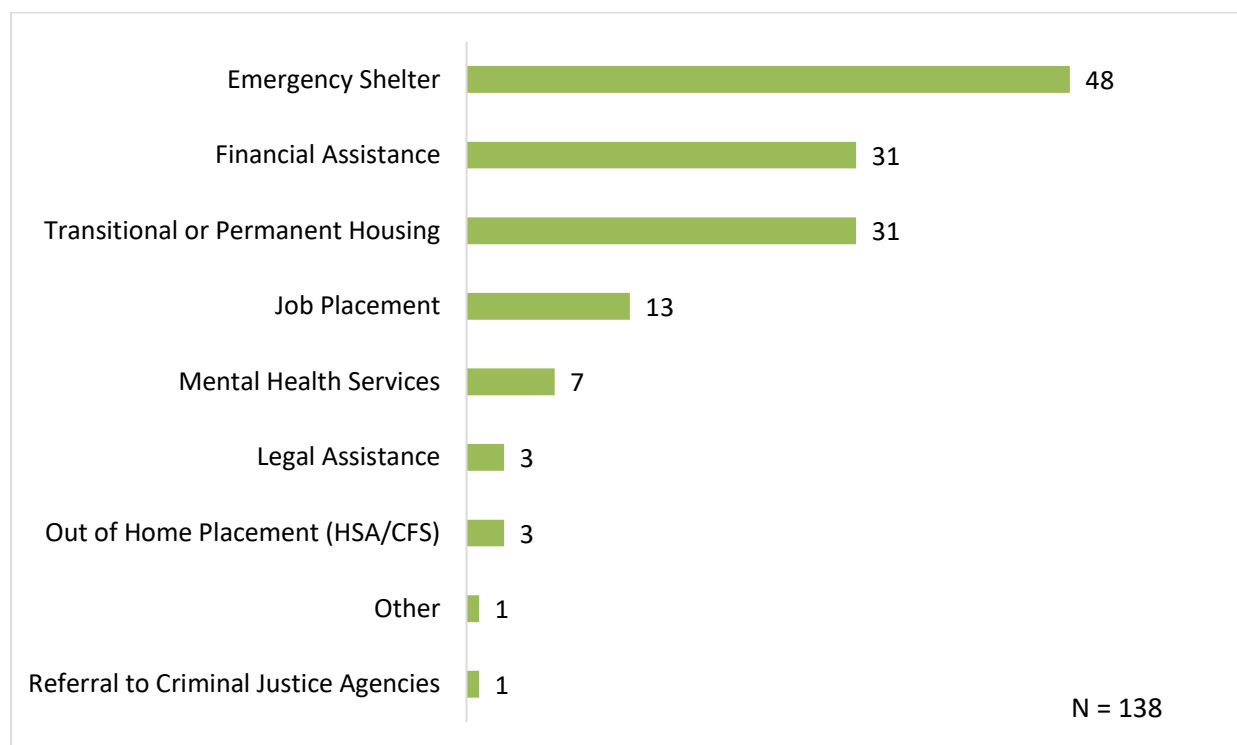
Service Gaps

Agencies were asked about how many times they were not able to provide a service requested by a survivor, either through their own agency or through referral. We refer to these unmet service needs as

“service gaps.” Eight agencies out of the total of 18 agencies answered this question, and agencies serving large populations of Transitional Age Youth were more likely to answer.³² These 8 agencies served a total of 66 minors (10% of all minors), 203 Transitional Age Youth (34% of all TAY), and 35 adults (7% of all adults). Not only were Transitional Age Youth serving agencies more likely to answer this question, but they also were more likely to report service gaps for Transitional Age Youth individuals (**Error! Reference source not found.**).

The most commonly reported service gap was emergency shelter, followed by transitional or permanent housing (Figure 65). It is important to note that 85% of the emergency shelter gaps and 68% of the transitional or permanent housing gaps were reported by one agency.

Figure 65: Type of Service Gap Reported for Survivors, 2017



When service gaps are disaggregated by age group, a different picture emerges. Job placement was reported as the most common service gap for minors, followed by a tie between transitional and permanent housing and legal assistance (Figure 66). For Transitional Age Youth, the most common service gap was emergency shelter, followed by financial assistance (Figure 67). Financial assistance is notable because it was provided to survivors 29 times and at the same time, reported as a gap 27 times. For the majority of services, they were provided significantly more times than they were reported as a gap. Transitional Age Youth were also the only group that had mental health services reported as a gap. For adults, the most commonly reported service gap was transitional or permanent housing, followed by financial assistance (Figure 68).

³² Criminal Justice agencies were not asked about services provided or service gaps.

Figure 66: Service Gaps Reported for Minor Survivors, 0 - 17, 2017

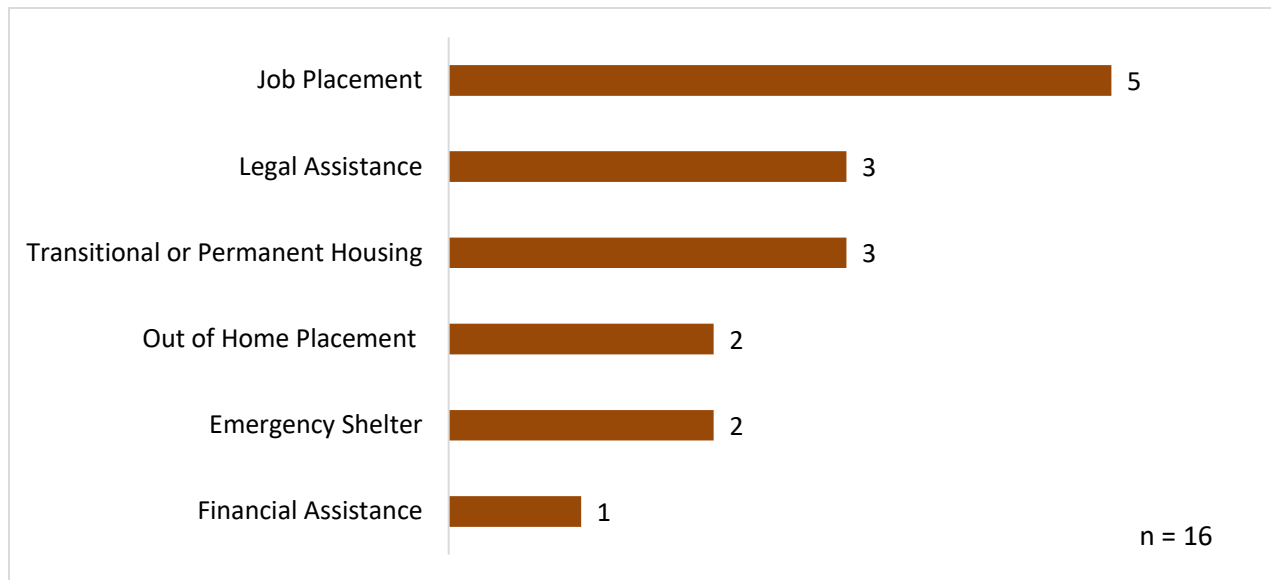


Figure 67: Service Gaps Reported For Transitional Age Youth Survivors, 18 – 24, 2017

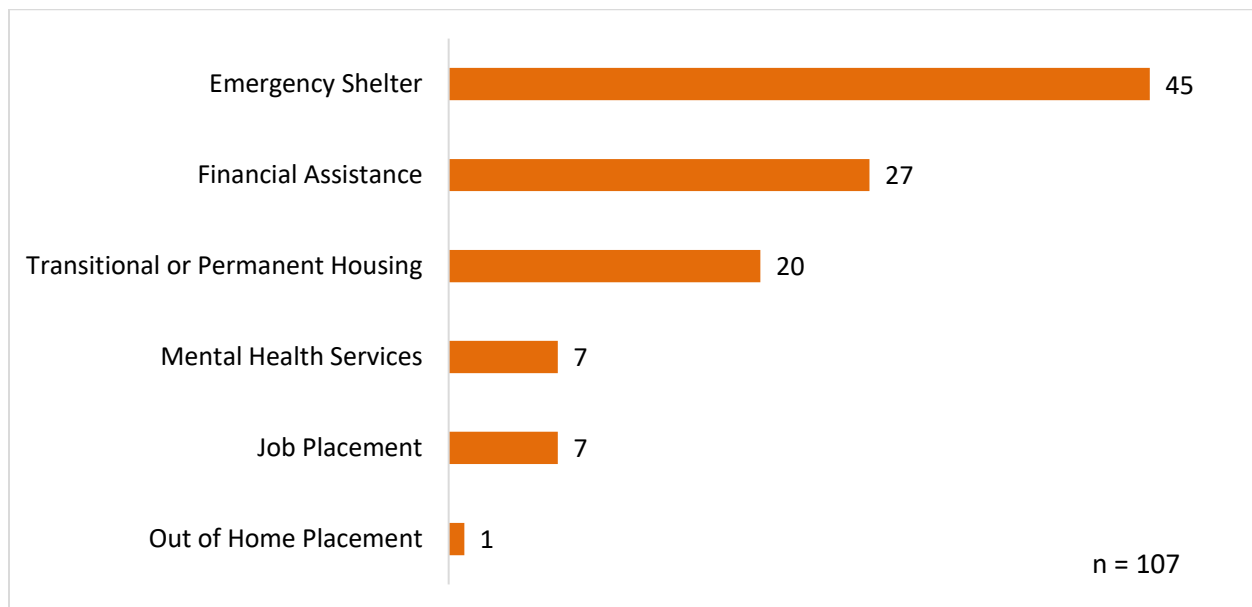
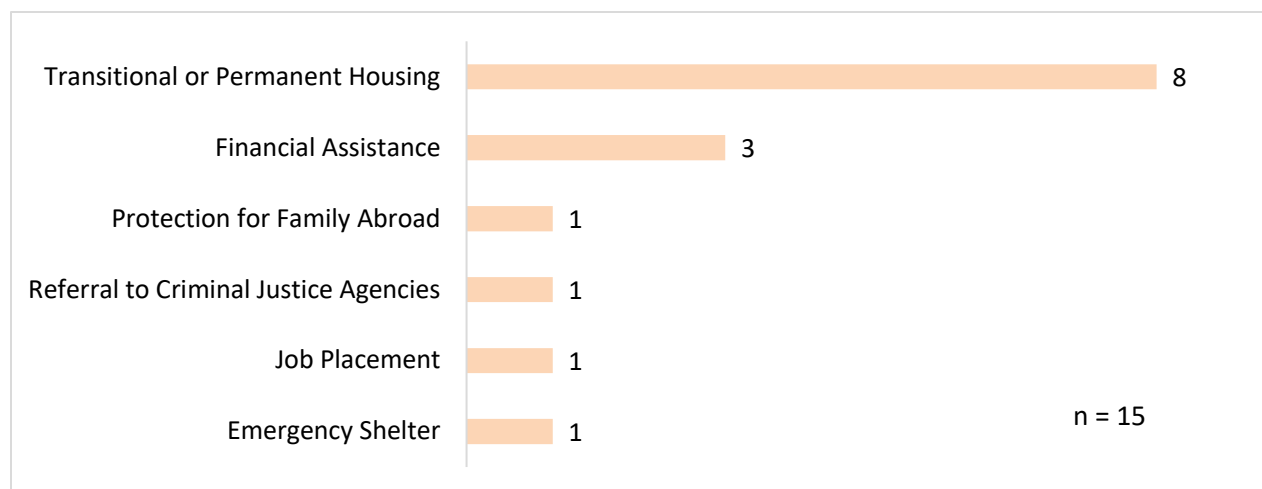


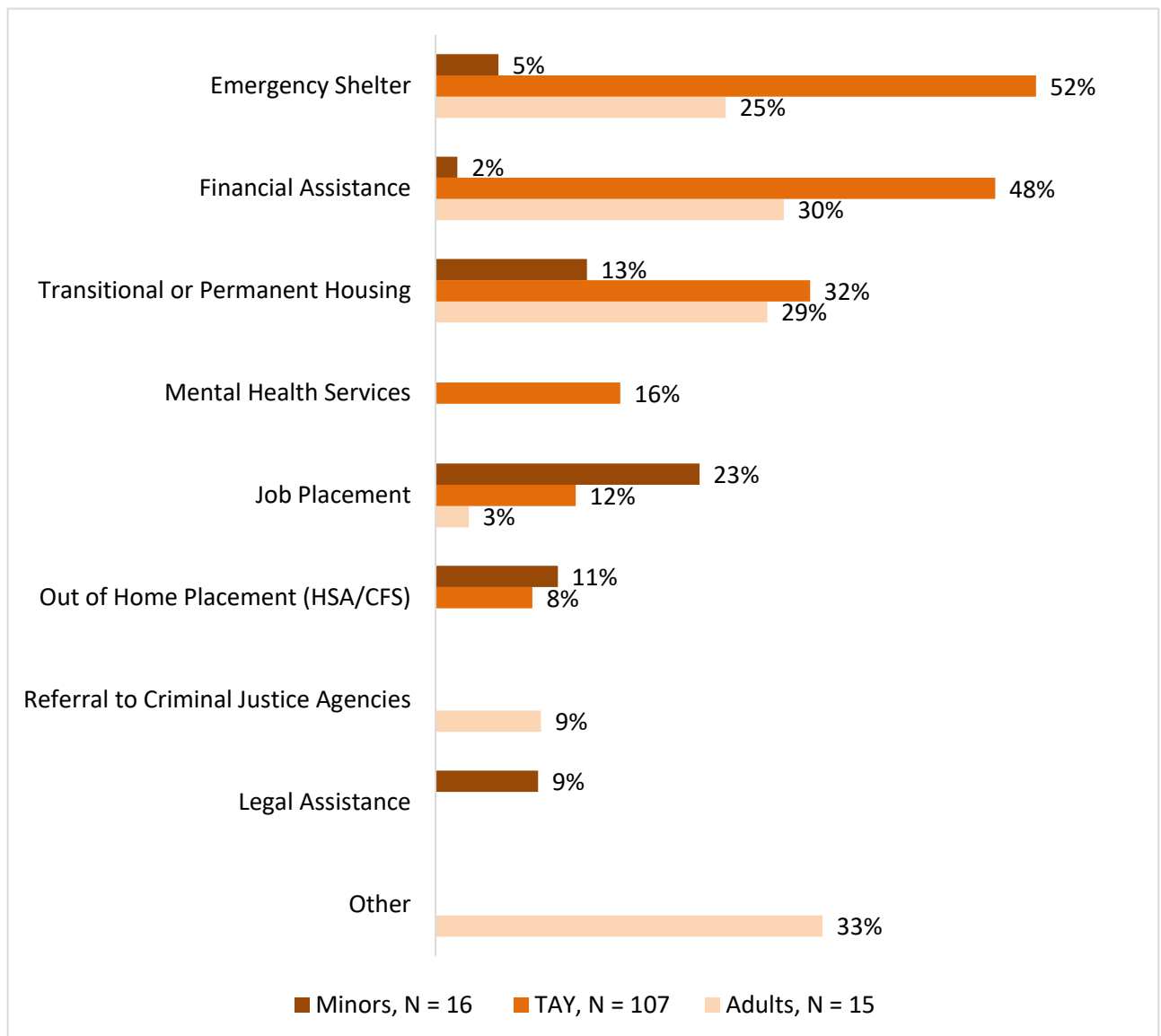
Figure 68: Service Gaps Reported for Adult Survivors, 2017



Combining the information on services provided and the service gaps, the percent of service requests that were unmet was calculated (**Error! Reference source not found.**). Continuing along previous trends, the highest percentage of unmet requests were shelter and financial assistance for Transitional Age Youth. The Task Force recently issued guidelines for Youth Housing and Placement, which can be found in Appendix E: Housing and Placement Recommendations for Youth. The highest percentage specifically for minors was job placement services, while the highest percentage for adults was “Other.” The “Other” service request that was unmet was protection for family abroad (only one request unmet).



Figure 69: Services Provided vs. Service Gaps, 2017



Vacatur Relief

Effective January 1, 2017, California Penal Code Section 236.14 allows any victim of human trafficking to petition to have records related to an arrest or conviction sealed, and to have convictions vacated, as long as the arrest or conviction is for a nonviolent crime that was directly related to the human trafficking situation. For the purposes of this law, a non-violent crime is any crime not listed in Penal Code 667.5, which means that all misdemeanors and most felonies are included. In many states, only arrests and convictions for prostitution are covered. This petition is called a Human Trafficking Vacatur Relief petition.³³

The ability to apply for this relief is important because many individuals who have experienced trafficking have arrest and conviction records. These records can impact their ability to access certain kinds of housing and employment. In 2016, the Coalition to Abolish Slavery & Trafficking – Los Angeles (CASTLA) analyzed its database of 929 survivors, which includes in both commercial sex and other contexts and both minors and adults. CASTLA found that, of the 61 survivors who indicated that they had contact with law enforcement, 42 had arrest records. The individuals who were arrested only for crimes directly related to their trafficking were arrested nearly 15 times, those who were arrested for both trafficking related and unrelated crimes were arrested about 11 times, and those who were arrested for only unrelated crimes were arrested an average of 2 times.³⁴

Vacatur relief is broader than ordinary expungement as it seals records for purposes of professional licensing. Information about trafficking-related expungements is not included in this report due to the high volume of expungement applications the Public Defender's Office receives and the lack of systems to track which of those applications come from trafficking survivors.

³³ No Author. "Human Trafficking Victim Conviction Relief FAQ." San Diego County – Office of the Public Defender. 2017.

³⁴ Richard, Stephanie. "Victims of Human Trafficking Should Not Be Arrested For Crimes Their Traffickers Force Them to Commit: A Study of Data From the Coalition to Abolish Slavery & Trafficking (CAST). CAST. 2016.

The Clean Slate program at the San Francisco Public Defender's Office helps individuals who experienced trafficking file these petitions. According to program records, one survivor had a petition granted since the law went into effect in January 2017. Three more survivors have petitions that are pending. As more survivors in San Francisco become aware of this new avenue for vacatur relief, more petitions will probably be filed.

CASE SUMMARY: SUCCESSFUL VACATUR RELIEF

Charlotte is in her late 40s and is a human trafficking survivor. When she was 17 years-old, she met a man who was 20 years older than her. He promised her safety, security, and a fancy lifestyle. She was lured by him and before she knew it, she was being trafficked as a prostitute in San Francisco for 5 years.

During those 5 years she was in and out of trouble with the law for misdemeanor prostitution offenses. She would get arrested, booked, charged, and then take a plea deal. If she was lucky the cop would just cite her and not take her to jail. Meanwhile, her trafficker managed to keep a low profile from police and she would get arrested instead of him. **During this 5-year period, she racked up over 20 convictions and 30 arrests for prostitution-related offenses.**

During these 5 years she had no choice but to follow everything her trafficker told her to do in fear of getting beaten and killed. Her trafficker repeatedly physically assaulted her and she went to the emergency room on numerous occasions. During a physical altercation, she was able to escape and make it to Los Angeles to be with her family.

After the escape, she maintained her distance from her trafficker and never came into contact with him again. She later learned that he died of a health condition. Since this incident, she has turned her life around and graduated from college and graduate school. **The new law under Penal Code 236.14 has had a tremendous impact on her life because she was able to seal and destroy her entire criminal record including her arrests.** The law allowed her to apply for better jobs without the scrutiny of her criminal record haunting her.

PROVIDED BY SAN FRANCISCO PUBLIC DEFENDER'S OFFICE

Names and identifying details have been changed.

U and T Visas

U-Visas provide immigration relief to crime victims who have suffered substantial mental or physical abuse. T-Visas provide immigration relief to victims of human trafficking. The U and T Visas allow victims to remain in the United States and assist law enforcement authorities in the investigation or prosecution of the criminal activity or trafficking. These visas are limited in number, and 117,738 individuals remained on a waitlist for a U-visa at the end of 2017.³⁵ San Francisco law enforcement agencies certified some of the highest numbers nationally of both U-and T-Visas. While not all U-Visas involve the crime of human trafficking, the significant number of U-Visas in which the San Francisco Police Department provided certification demonstrate San Francisco's efforts to work with immigrant victims of crime (including trafficking) to provide important support, including immigration relief (Figure 70).

Figure 70: U and T Visas Certified, 2017

Visa Type	Issued Nationally ³⁶	Certified by San Francisco Police Department
U-Visa	9,828	581
T-Visa	703	5

³⁵ U.S. Citizenship and Immigration Services. *Number of I-918 and I-914 Petitions for U Nonimmigrant Status (Victims of Certain Criminal Activities and Family Members)*, 2009-2017. 2018.

³⁶ Ibid.

Accountability for Traffickers

Investigating and prosecuting alleged traffickers is difficult for a variety of reasons. The table below shows information about individuals who were investigated for trafficking by the San Francisco Police Department or who were charged with trafficking by the San Francisco District Attorney's Office (Figure 71 and Figure 72). It is important to emphasize that there may be bias in who is arrested or investigated and that these individuals reflect who has come to the attention of law enforcement, not necessarily traffickers as a whole. African Americans are overrepresented in the criminal justice system in San Francisco. A report by the W. Haywood Burns Institute found that, in 2013, there was a disproportionate number of African American adults represented at every stage of the criminal justice process in San Francisco. While African Americans are only 6% of the adult population in the city, they represent 40% of people arrested, 44% of people booked in County Jail, and 40% of people convicted.³⁷

Figure 71: Investigations and Arrests of Alleged Traffickers by the San Francisco Police Department, 2017

Number of Trafficking Cases Investigated	57
Number of Suspects Arrested	25

Figure 72: Human Trafficking Cases and Convictions at the San Francisco District Attorney's Office, 2017

Number of Cases Charged	2
Number of Convictions by Plea Bargain or Trial	3
Pending Case Load	5

The following demographics are for those identified by the San Francisco Police Department only. Of alleged traffickers, 78% were cisgender male (Figure 73). No transgender women or men were reported. The majority of alleged traffickers were adults (Figure 75). Of the male alleged traffickers, the largest group were African American by a significant margin. Of the female alleged traffickers, the largest group was Asian Pacific Islander (Figure 75). In terms of type of trafficking, all alleged traffickers who were reported by the Police Department and District Attorney's Office were involved in the commercial sex industries. The most common types were Outdoor Solicitation and Escort Services which are both the most common types for individuals who are trafficked as well (The majority of alleged traffickers identified by the San Francisco Police Department and San Francisco District Attorney's Office were fluent in English. Of the 77, 12 of the alleged traffickers were limited English proficient: 6 Mandarin speaking, 3 Cantonese speaking, and 3 Vietnamese speaking.

Figure 76).

³⁷ The W. Haywood Burns Institute for Justice Fairness and Equity. "San Francisco Justice Reinvestment Initiative: Racial and Ethnic Disparities Analysis." 2016.

Figure 73: Alleged Traffickers by Gender Identity, 2017

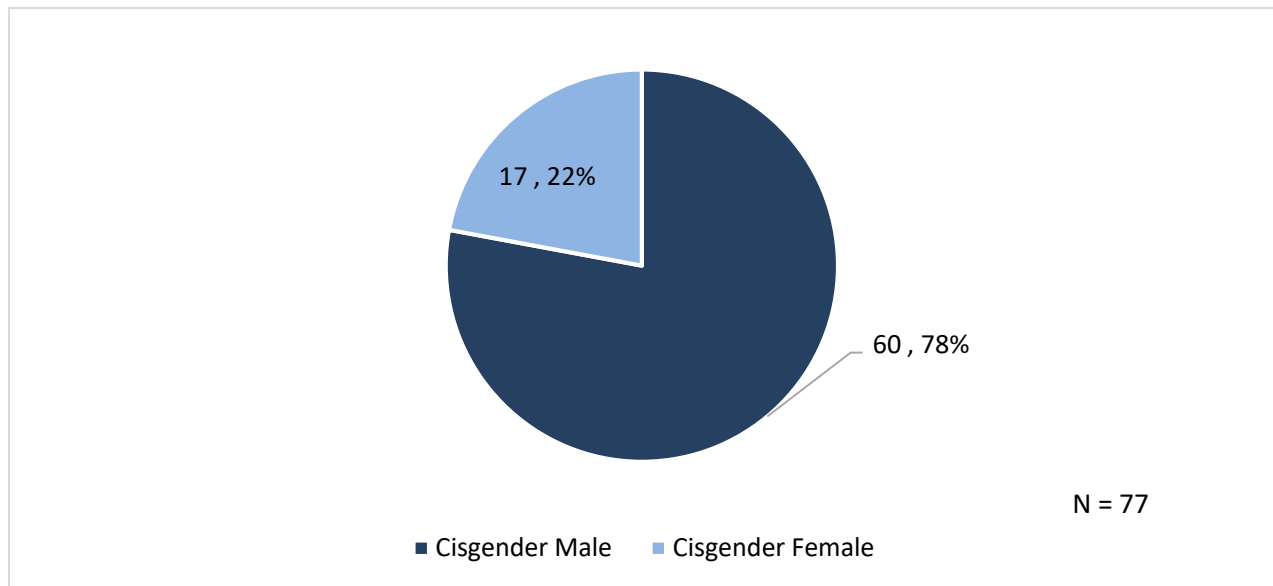


Figure 74: Alleged Traffickers By Age, 2017

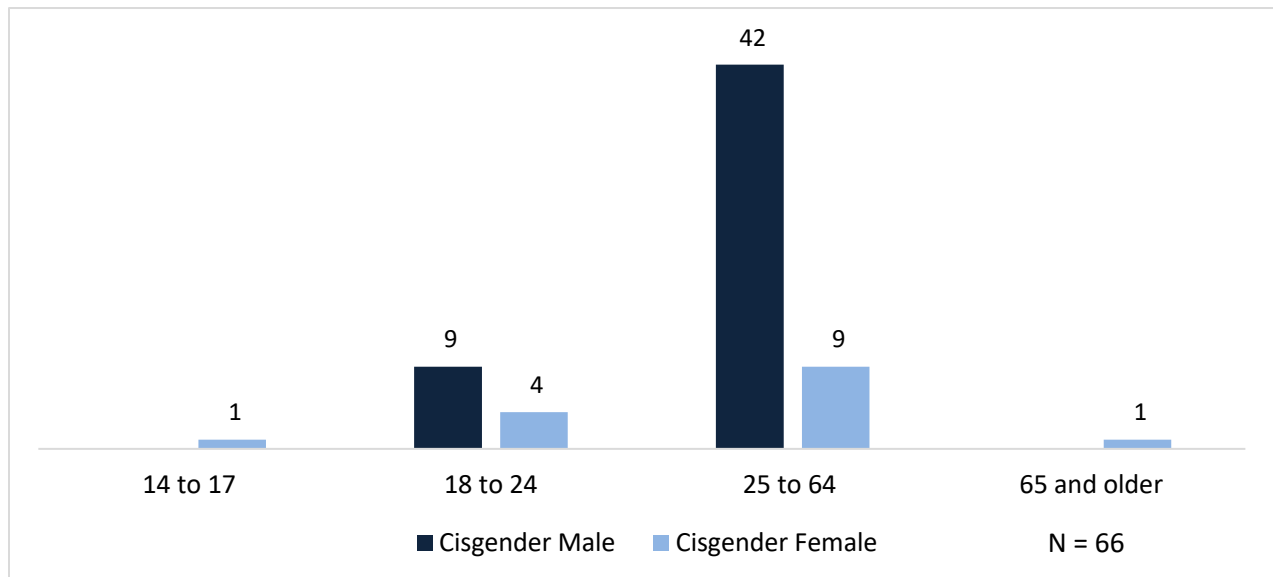
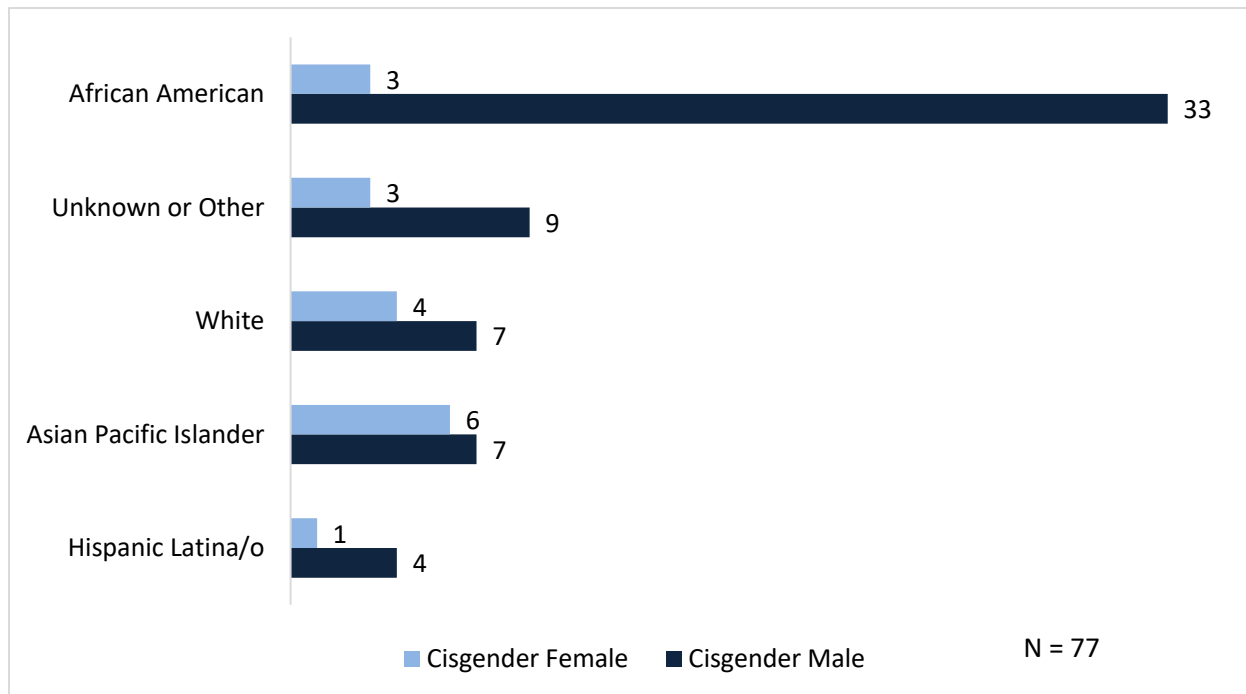
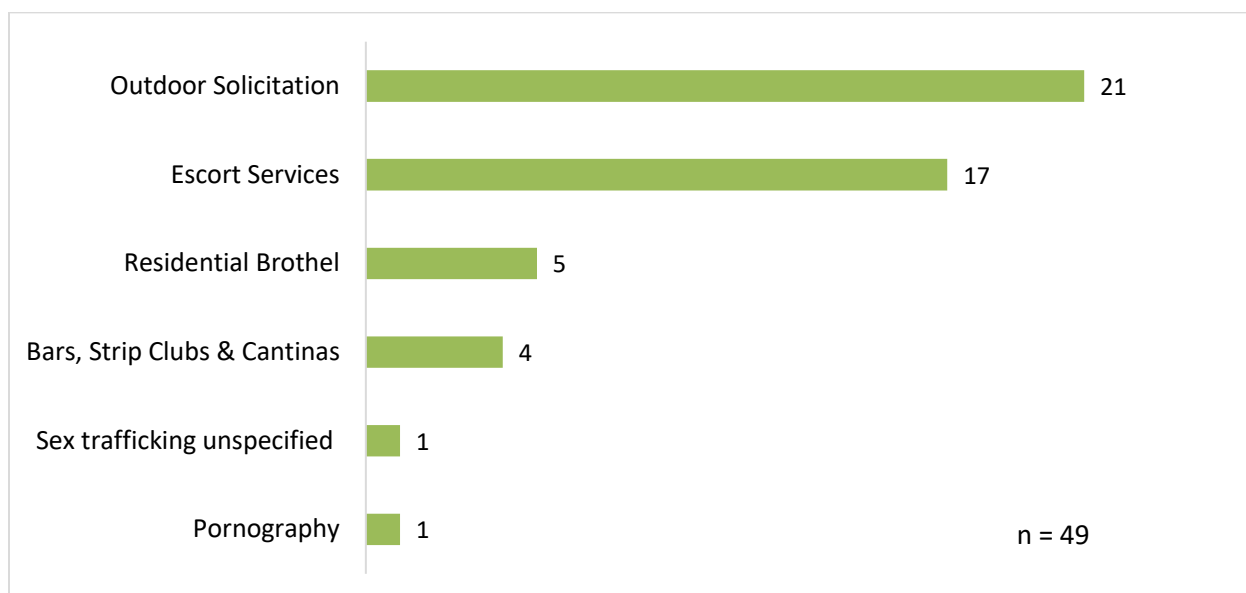


Figure 75: Alleged Traffickers by Race and Gender Identity, 2017



The majority of alleged traffickers identified by the San Francisco Police Department and San Francisco District Attorney's Office were fluent in English. Of the 77, 12 of the alleged traffickers were limited English proficient: 6 Mandarin speaking, 3 Cantonese speaking, and 3 Vietnamese speaking.

Figure 76: Alleged Traffickers by Polaris Categories, 2017



CASE SUMMARY: PROSECUTION OF A TRAFFICKER

In 2017, the San Francisco District Attorney's Office charged Marcos Leon with human trafficking involving a minor and pimping a minor. He pled guilty to pandering a minor and was sentenced to three years in state prison for recruiting an underaged girl to recruit other minors for the purposes of prostitution. All three minor victims were uncooperative in the prosecution of Leon. This case, one of three human trafficking related convictions in 2017, demonstrates the **challenges associated with prosecuting Penal Code Section 236.1, human trafficking cases of minors, given the nature of the circumstances and the vulnerability of the victims involved.**

PROVIDED BY SAN FRANCISCO DISTRICT ATTORNEY'S OFFICE

Names and identifying details have been changed.

Education and Prevention

Trainings

Of the participating agencies, 16 reported that they provided trainings on human trafficking during 2017. About 75 trainings served roughly 2,677 people. Audience members included service providers, attorneys, students, health care professionals, housing program staff, educators, case managers, hotel staff, consulate staff, faith community members, victim advocates, and the general public.

Education in Schools

In 2015, Governor Jerry Brown signed Assembly Bill 329 into law, which mandated that California middle schools and high schools provide education on trafficking in commercial sex industries. In 2017, the existing law was updated to mandate information on human trafficking generally, not just trafficking in commercial sex industries. The San Francisco Unified School District (SFUSD) partnered with Huckleberry Youth Programs to update its curriculum on human trafficking.³⁸ Below are the numbers of students provided information about human trafficking (Figure 77).

Figure 77: Number of Students Reached by SFUSD Curriculum that Includes Human Trafficking Information, 2017

Curriculum Including Anti-Human Trafficking Lessons	Number of Students Reached
Elementary – “Safe Touch”	15,589
Middle School – “Healthy Me. Healthy Us.”	3,023
High School – “Be Real. Be Ready.”	4,803
Total:	23,415



³⁸ Morell, Katie. “San Francisco Public Schools Include Human Trafficking in Health Curriculum.” The Chronicle of Social Change. Jan 15, 2018. Chronicleofsocialchange.org.

In addition, the San Francisco Unified School District continues to work to train teachers and other staff members. Below is the number of teachers during the 2017 – 2018 school year:

- **119** elementary teachers trained to implement the *Safe Touch* curriculum
- **78** secondary teachers and staff trained to implement the secondary comprehensive sexuality curriculum.

In addition, SFUSD rolled out the updated mandated reporter online training for all district employees that included information on commercial sexual exploitation of children (CSEC) prevention. Furthermore, school social workers and district nurses, working with students in grades K-12 completed the online CSEC training provided by California Social Work Education Center.

Finally, a \$10,000 grant awarded to SFUSD/School Health Program by Freedom FWD has provided the district with the opportunity to further develop tools, resources, and delivery channels to equip student support professionals (e.g. school social workers, nurses, counselors) with the skills and knowledge to prevent CSEC in K-12 schools. This is the first direct financial support SFUSD has received to develop CSEC prevention efforts.

Data Quality and Limitations

While the information in this report is a crucial baseline to track human trafficking cases identified by city agencies, it has limitations. Most notably, it is not an accurate reflection of the *prevalence* of human trafficking in San Francisco. The report contains information only on cases that come to the attention of participating agencies. Few government and community-based agencies screen their clients for human trafficking, which would identify additional cases. Some agencies are also not able to report on the survivors they serve due to lack of staff capacity. The number of individuals identified most certainly is an under-representation, particularly in contexts outside the commercial sex industries, and should be considered a starting point for further study.

Figure 1 in the Executive Summary shows the number of cases identified by each agency in San Francisco in 2017.³⁹ Of all cases identified, 30% were identified by two agencies—Larkin Street Youth Services and Huckleberry Youth Programs, both which serve almost exclusively minors and youth. It is easier to identify minors who are trafficked in commercial sex than adults since it is not necessary to flag any force, fraud, or coercion. In addition, a large number of youth-serving organizations are represented in the participating agencies.

Even agencies that are able to report cases may not be able to report on all the information asked for in the data collection tool. Agencies collect and report on varying types of data at varying levels of detail. Concerns about confidentiality also limit the ability to report on information such as language needs, sexual identity, and relationship of trafficker to survivor. Some agencies lack staff resources to gather this information from their records.

Figure 78 shows the percent of all agencies (N = 22) that answered each question in the data collection instrument. A non-answer is either when the agency does not answer at all or answers with all “Unknown.” The percentages are based on the total number of agencies that were asked each question. Importantly, criminal justice agencies were not asked all the questions that non-criminal justice agencies were asked. There are also questions where 100% reporting is not expected. The “Languages Spoken” question is answered for Limited English Proficient (LEP) individuals only, and the “Online Recruitment,” “Training,” and “Case Profile” questions are only answered when applicable. However, even when those questions are excluded, the level of reporting varies greatly.

Questions with the highest level of reporting include the “Race, Gender, and Age” questions, the “Language Proficiency” question, and the “Services Provided” question. Questions with lowest levels of reporting include “Service Gaps,” “Relationship of Survivor to Trafficker” and “Sexual Identity.” It is possible that agencies did not observe service gaps, but that seems unlikely, given the unmet needs for services for human trafficking survivors that have been reported.

³⁹ Some agencies serve clients in other counties. This report tracks survivors trafficked or receiving services in San Francisco.

Figure 78: Response Rate by Question, 2017

Question	Total Agencies Answering Question	Percent of Agencies Answering Question
Services Received	18	95%
Race/Gender/Age	20	91%
Language Proficiency	20	91%
Trainings	17	77%
Polaris Typology	15	68%
Recruitment Location	15	68%
Birthplace	14	64%
Languages Spoken (LEP)	13	59%
Identification	11	58%
Sexual Identity	12	55%
Trafficker Relationship	11	50%
Services Gaps	8	42%
Case Profile	9	41%
Online Recruitment	1	5%

The numbers of individuals represented in the answers for each question are also important pieces of information (Figure 79). Questions that had a high percentage of such individuals represented include the Services Received question and the Language Proficiency question. It is important to note that the percentages were calculated with the total number of survivors represented by the agencies that were asked the question, meaning that trafficked individuals reported by criminal justice agencies were not included in the services received and service gaps questions. Questions that had a low percentage of survivors represented include the Polaris Category question and the Initial Identification question.

Figure 79: Survivor Percent of Responses by Question, 2017

	Total Number of Survivors Represented in Answers	Percent of All Survivors
Services Received	523	98%
Language Proficiency	652	97%
Race/Gender/Age	584	87%
General Trafficking Type	530	79%
Birthplace	506	75%
Recruitment Location	451	67%
Services Gaps	304	57%
Sexual Identity	302	45%
Identification	271	40%
Trafficker Relationship	261	39%
Polaris Typology	193	29%
Languages Spoken (LEP)	119	18%

Overall Demographics	673	100%
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The population of individuals whose information is known may not be the same as the population of those whose information is unknown. For example, agencies may be more likely to have information on survivor identification, type of trafficking, or trafficker relationship for certain groups than for other groups. Below is a table of the age proportions of the survivor population included in each question (Figure 80). Answers of “Unknown” are not included in the total N or the percentages.

Overall, 23% of the dataset population of 673 cases involve minors, 47% involve Transitional Age Youth and 30% involve adults. The age proportions for each of the questions are generally close to the overall proportions, with some notable exceptions. Minors make up a larger percent of the answers of the Initial Identification (30%) and Services Received (29%) questions. However, Transitional Age Youth make up a larger percent of the answers of the Sexual Identity (65%) and Service Gaps (78%) questions. Finally, adults make up a larger percent of the answers to the Polaris Category (44%) and Trafficker Relationship (42%) questions.

Figure 80: Age Proportion of Answers to Each Question, 2017

	Total N	Minors	TAY	Adults
Race/Gender/Age	584	22%	47%	30%
Sexual Identity	302	4%	65%	31%
Birthplace	506	20%	50%	30%
General Trafficking Type	530	23%	52%	25%
Polaris Typology	193	12%	44%	44%
Identification	271	30%	37%	34%
Trafficker Relationship	261	19%	39%	42%
Recruitment Location	514	23%	50%	27%
Services Received	523	29%	47%	24%
Services Gaps	304	12%	78%	11%
Language Proficiency	652	21%	49%	30%
Languages Spoken (LEP)⁴⁰	119	8%	13%	80%
Overall Demographics	673	23%	47%	30%

The percentage of survivors who had information reported for each question is shown by age group in Figure 81. Some questions had consistent rates of reporting across age groups, such as the Language Proficiency question and Racial Identity question. Other questions varied significantly. For example, only 9% of minors had a sexual identity reported, while 62% of Transitional Age Youth did. Another notable example is Polaris Category: only 15% cases involving minors had a Polaris category reported, while 42% of adults did.

⁴⁰ The Languages Spoken question is only answered for Limited English Proficient individuals, who are mostly adults.

Figure 81: Percent of Known Date by Age Group, 2017

	Minors	TAY	Adults
Birthplace	66%	79%	76%
Language	90%	100%	97%
Gender Identity	80%	98%	94%
Racial Identity	86%	88%	86%
Sexual Identity	9%	62%	47%
Recruitment Location	75%	63%	68%
Relationship to Trafficker	33%	32%	54%
General Type of Trafficking	79%	80%	67%
Polaris Category	15%	27%	42%
Identification of Survivors	53%	31%	46%

Limitations

The main limitation of this report is that there is no way to know if individuals are duplicated. To protect confidentiality, we gathered unidentifiable, aggregate data from each agency. The same survivors might have been identified by more than one government or community-based agency. This is likely since many agencies providing data refer clients to each other for services that they do not provide themselves. In addition, it is possible that the certain groups of survivors may be more likely to be duplicated than other groups. For example, younger survivors could be more likely than older survivors to interact with multiple agencies, or vice versa. In addition, the focus on commercial sex venues as opposed to other labor contexts for investigation of trafficking could result in skewed data.

However, given the lack of comprehensive screening and the number of victims who are not accessing services (and thus not counted), it is probable that the number of duplicated cases is far less than the number of undercounted cases. The Task Force hopes to explore further funding and research opportunities that better account for the total number of individuals trafficked within San Francisco.

It is worth noting that a partnership between the Human Services Agency - Family and Children's Services and Huckleberry Youth Programs has created an unduplicated count for the youth they serve. Their work demonstrates the potential for future work in finding unduplicated total counts from reporting agencies. The unduplicated count is shown in the Special Section: Youth and Children Involved in Commercial Sexual Activity.

Another limitation is the possible subjectivity in how agencies identify cases, which can result in inconsistency in the ways in which cases are categorized as trafficking cases. Moreover, many individuals do not self-identify as a trafficking survivor, which limits reporting capability. As is the case with estimating trafficking data from the local to global level, the lack of standardization and consistent methodologies limits the accuracy of the data.

Agencies Providing Data and Member Agencies

Descriptions were solicited from member agencies and agencies providing data. Some agencies did not submit a description, which is why they are missing here.

AnnieCannons

AnnieCannons provides a holistic program that equips survivors of human trafficking with the marketable skills necessary to support themselves and their families economically. Their three-part program: 1) trains students in concrete and lucrative technology skills, 2) connects skilled graduates to client projects that allow them to earn solid incomes without facing the barriers of traditional tech companies, and 3) supports the development of student-driven technology solutions that fight gender-based violence and trafficking through their product-based learning model.

Asian Americans Advancing Justice – Asian Law Caucus

Founded in 1972, Asian Americans Advancing Justice – Asian Law Caucus is the nation's first legal and civil rights organization serving the low-income Asian Pacific American communities. Advancing Justice – ALC focuses on housing rights, immigration and immigrants' rights, labor and employment issues, student advocacy (ASPIRE), civil rights and hate violence, national security, and criminal justice reform. As a founding affiliate of Asian Americans Advancing Justice, the organization also helps to set national policies in affirmative action, voting rights, Census and language rights. Asian Law Caucus staff helps chair the Adult Trafficking Committee.

Asian Pacific Islander Legal Outreach (APILO)

Asian Pacific Islander Legal Outreach (API Legal Outreach), founded in 1975, is a community-based, social justice organization serving the Greater Bay Area. API Legal Outreach focuses in areas of violence against women/family law, immigrant rights, senior law and elder abuse prevention, rights of those with disabilities, anti-human trafficking, affordable housing preservation and tenants' rights, and other social justice issues. API Legal Outreach's Anti-Human Trafficking Project was established in 2001 to provide comprehensive and holistic direct legal and social services, as well as engage in legislative and policy advocacy on behalf of trafficking survivors. API Legal Outreach also participates in outreach and education with the community to bring awareness on the issue of human trafficking through a human rights lens. API Legal Outreach has done trainings with other community-based organizations, law enforcement, healthcare providers, attorneys, and the general public. API Legal Outreach's goal is to empower survivors through the knowledge of their legal rights, whether through immigration advocacy, criminal victim-witness advocacy, family law, and civil litigation. APILO staff chairs the Sex Work and Trafficking Policy Impact Committee.

Asian Women's Shelter

Asian Women's Shelter provides shelter, comprehensive case management, accompaniment, and advocacy for adult and youth trafficking and domestic violence survivors of all backgrounds. Asian Women's Shelter is dedicated to meeting the urgent needs of survivors of human trafficking. AWS provides services in 40 languages, including various Asian languages, Spanish and Arabic.

Bay Area Legal Aid

Bay Area Legal Aid provides free civil legal services to low-income Bay Area residents in the areas of domestic violence prevention, economic justice, healthcare access, housing preservation, and consumer protection. Bay Legal has specific projects focused on vulnerable populations, including the Youth Justice Project, which provides intensive legal services to homeless, system-involved, and/or trafficked youth under age 26 through partnerships with shelters, service providers, and youth-serving government agencies. Bay Area Legal Aid serves dozens of survivors across the Bay Area each year.

Child and Adolescent Support and Advocacy Resource Center (CASARC)

Child and Adolescent Support Advocacy Center (CASARC) serves children and adolescents (up to age 18) who have been sexually or physically abused or who have witnessed severe violence. Forensic medical and crisis management services are available 24 hours a day. CASARC provides trauma focused psychotherapy for individuals, groups, and families. CASARC also provides educational training for community providers, including teachers, students, health care providers and mental health professionals. CASARC is also available to provide training to youth and non-professionals. CASARC is located on the San Francisco General Hospital campus and provides forensic interviews at the Children's Advocacy Center. CASARC began tracking suspected or confirmed cases of Commercially Sexually Exploited Children for patients receiving medical services in January 2017.

Family and Children's Services (FCS)

San Francisco Family and Children's Services (FCS) is a division of the Department of Human Services within the Human Services Agency that runs the 24-hour child abuse hotline and responds to cases of children who have been abused or neglected.

Family and Children's Services led efforts in 2015 to develop a San Francisco County interagency protocol and provide ongoing support to ensure that San Francisco agencies and community providers effectively collaborate to better identify and serve children who are victims of commercial sexual exploitation (CSEC) and at risk of becoming exploited. FCS manages the CSEC crisis intervention and case management service contract of the Huckleberry Youth Programs. FCS also partners with Safe and Sound to facilitate an on-going MDT meeting called M.O.V.E (Monthly Oversight for Victims of Exploitation). M.O.V.E utilizes a multi-disciplinary approach to effectively serve CSEC children by increasing the capacity for training, prevention, identification, assessment, case management, service planning, and the provision of services including system improvement.

Family and Children Services is in full implementation of the CSE-IT screening tool, developed by WestCoast Children's Clinic, to assess children for their risk of involvement in commercial sexual exploitation.

Freedom Forward

Freedom Forward is working to transform systemic forces in San Francisco that lead youth to experience exploitation. Our core values are:

- 1) **Listening to youth:** inviting youth to play a central role in our work and in San Francisco generally;
- 2) **Fostering thoughtful innovation:** committing to research and development of new ideas to move the needle on important issues where change is needed, with a commitment to sharing all learning openly--the good and the bad;
- 3) **Embracing complexity:** recognizing that the people we serve, the systems that affect them, and the changes we seek are multifaceted;
- 4) **Weaving a connected ecosystem:** collaborating with a diverse set of partners across disciplines, without duplicating efforts;
- 5) **Nourishing strengths and wellbeing:** adopting a healing-centered approach not only for youth but also for our team and our professional community;
- 6) Approaching our work with **humility but not fear.**

Freedom Forward's current projects include collaborations to pilot new approaches to serving youth in foster care and in the community, and facilitating resources and tools to assist youth and the adults in their lives. www.freedom-forward.org.

Freedom House

Bringing hope, restoration and a new life to survivors of human trafficking, Freedom House serves both U.S. and international women who have been freed from commercial sexual exploitation, forced labor, and domestic servitude. At The Monarch shelter, survivors receive individual case management, mental-health counseling, life-skills training, educational resources and career-building opportunities while being connected with medical, legal and social services during its 18-month program.

Huckleberry Youth Programs

Huckleberry Youth Programs has been providing a continuum of services to at risk, runaway, and homeless youth and their families for 50 years. Services include a 24-hour crisis line, emergency shelter for youth ages 11-17, a juvenile justice diversion program, counseling services, health center, and college pipeline program. Trauma-informed screening processes identify exploited youth at each program site, and case managers work to provide linkages and referrals for services. Huckleberry's case management, counseling, primary and reproductive health services are available for youth ages 12-24.

Specialized case management and groups for commercially sexually exploited youth are provided to youth ages 11-24 both in the community and on site at the Huckleberry Youth Health Center. In 2015, Huckleberry Youth Programs received funding to provide case management to commercially sexually

exploited youth in the community and began running groups for young women held at the Juvenile Justice Center. In 2016 and with new funding, Huckleberry Youth Programs formed the Huckleberry Advocacy and Response Team (HA&RT), which expanded case management services and created a twenty-four hour response to youth experiencing commercial sexual exploitation within San Francisco.

Justice At Last

Justice At Last provides free legal services and representation to survivors of human trafficking so that they can seek justice in their own terms. It is the only independent nonprofit law firm in the San Francisco Bay Area exclusively serving the legal needs of survivors, regardless of their age, gender identity, nationality or type of trafficking. Justice At Last provides free legal representation that emphasizes dignity and is survivor-centered, culturally sensitive, trauma informed, and rights-based. Its specialization includes legal advocacy of crime victim's rights, expungement of criminal records, as well as family law including divorce, custody and restraining orders, and immigration relief.

Larkin Street Youth Services

Larkin Street Youth Services provides services to homeless youth in San Francisco, staffs a 24-hour hotline, runs drop-in centers, offers basic services such as food, resources, and referrals, and provides a range of housing options—from emergency homeless shelters to longer-term housing. Each Larkin Street housing program and facility offers youth age-appropriate support to accommodate each stage of their journey, keeping them on track toward rejoining their families or progressing toward independence and self-sufficiency.

Legal Aid at Work

Legal Aid at Work (LAAW) is a national nonprofit public interest law firm, based in California, whose mission is to protect and expand the employment and civil rights of underrepresented workers and community members. LAAW does this by engaging in impact litigation, direct legal services, legislative advocacy and community education. Through its Wage Protection Program, LAAW provides direct legal services to immigrant survivors of labor trafficking to bring their civil trafficking claims against their traffickers.

Legal Services For Children

Legal Services for Children (LSC) provides free representation in dependency, immigration, education, guardianship, and civil infractions to children and youth who require legal assistance to stabilize their lives and realize their full potential. LSC has been representing San Francisco foster youth since 1975 and is the only non-solo practitioner member of the Bar Association's Dependency Representation Program. In light of our experience, LSC frequently represents high-risk foster youth, including commercially sexually exploited children (CSEC). In addition to legal representation, LSC's attorneys provide trauma-informed holistic services to ensure CSEC youth have safe and stable housing, access to education, vocational services, and physical and mental healthcare to support their safety, healing, and long-term wellness. LSC also provides technical assistance and makes policy recommendations to improve CSEC services system-wide.

Love Never Fails

Love Never Fails is dedicated to the restoration, education and protection of those involved or at risk of becoming involved in domestic human trafficking. Love Never Fails provides safe housing for women survivors of human trafficking and their children, workforce development, abuse and human trafficking prevention education through the PROTECT collaborative, mentoring, mental health, case management, search and rescue, and other restorative services. Love Never Fails serves hundreds of survivors and at-risk youth around California every year.

LYRIC

LYRIC is a youth center located in the Castro district serving lesbian, gay, bisexual, transgender, queer, and questioning (LGBTQQ) youth ages 12-24. LYRIC works to build community and inspire positive social change through education enhancement, career trainings, health promotion, and leadership development with LGBTQQ youth, their families, and allies of all races, classes, genders, and abilities.

LYRIC is part of the SF-OCAI collaborative, along with Asian Women's Shelter and Asian Pacific Islander Legal Outreach, which provides services to LGBTQ youth involved in commercial sexual activity. LYRIC hosts a prevention group that meets weekly and teaches youth their rights, builds awareness around resources, and promotes leadership. Paid leadership programs for youth are available to promote self-sufficiency.

National Council of Jewish Women

The National Council of Jewish Women San Francisco (NCJW-SF) is a grassroots social justice organization of individuals of all backgrounds who turn progressive ideas into action. Inspired by Jewish values, NCJW-SF members and volunteers work to improve the quality of life for women, children, and families and to safeguard individual rights and freedoms for all.

NCJW-SF has a 118-year history of fostering leadership, advocacy and programming toward eradication of violence, human trafficking, exploitation, discrimination, child neglect and other barriers to individual and community empowerment. In these efforts NCJW-SF has partnered with social justice groups, legislators, educators, law enforcement and government agencies and utilized the resources of the national and international networks of NCJW organizations. NCJW-SF launched Montefiore Senior Center and Court Appointed Special Advocates (CASA); ran the first Seeing Eye service dog effort in the West and translated hundreds of books into Braille; started the Big Sister movement, consumer league, and peace commission in the Bay Area; established the San Bruno Settlement House and served the Angel Island immigrant facility to aid newcomers to integrate safely into American society and avoid exploitation and trafficking. NCJW-SF is a co-founder and coordinating agency for the San Francisco Collaborative Against Human Trafficking (SFCaHT), a coalition with current membership of over 50 government and non-profit stakeholders committed to fighting modern day slavery in the broader Bay Area.

Newcomers Health Program (San Francisco Department of Public Health)

The Newcomers Health Program, a program of the San Francisco Department of Public Health, is a clinic and community-based health program that promotes the health and well-being of refugees and immigrants in San Francisco. The Newcomers Health Program provides culturally and linguistically appropriate and comprehensive health services to refugees, asylees, victims of trafficking, and other immigrants regardless of their immigration status. Clinic-based staff works at San Francisco General Hospital's Family Health Center's Refugee Medical Clinic. The Newcomers CONNECT Project staff conduct outreach to provide resources and service linkages for populations vulnerable to exploitation, specifically foreign-born workers at massage establishments.

Not For Sale

Not for Sale is an international non-profit organization based out of San Francisco, California that works to protect people and communities around the world from human trafficking and modern-day slavery. The organization equips and empowers survivors of human trafficking and those at risk of exploitation by providing shelter, healthcare, and legal services; education, job-, and life-skills training; and partners with leading companies and organizations to create long-term employment opportunities for survivors and at-risk communities.

Northern California Catholic Sisters Against Human Trafficking (NCaCSAHT)

Northern California Catholic Sisters Against Human Trafficking, whose members represents Catholic religious orders in the Bay Area, undertake human trafficking awareness, education and prevention programs in the San Francisco Bay Area. and San Joaquin County

Safe and Sound

Safe & Sound (formerly the San Francisco Child Abuse Prevention Center) is a children's advocacy organization working to prevent child abuse and reduce its devastating impact on the child, their family, and the entire community.

They have been a pioneer in the field of child abuse prevention, working within San Francisco for more 40 years. Recently the organization has begun to expand its impact throughout the state of California.

Child Abuse is a complex problem but a preventable one. Their data-informed approach leverages three primary strategies: they empower children with knowledge and confidence; they support families providing resources and skills; they activate the community and the change-makers within it to create a thriving social safety net for children and their families.

San Francisco Department on the Status of Women

In 1998, San Francisco became the first city in the world to adopt a local ordinance reflecting the principles of the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). In the intervening years, the Department has used the CEDAW human rights framework to guide its work and has developed a number of innovative programs and tools to advance women's human rights. The Department has conducted gender analysis of City Departments as well as City Commissions and Boards to identify areas of gender inequality and make recommendations. Its flagship

grants program, the Violence Against Women Intervention & Prevention Program, funds 24 community-based agencies to address domestic violence, sexual assault, and human trafficking.

The Department primarily focuses on 3 program areas: Women's Human Rights, Violence Against Women, Women in the Workplace.

San Francisco District Attorney

The San Francisco District Attorney is responsible for prosecuting crimes committed within the City and County of San Francisco. This agency includes the Criminal Division and the Victim Services Division. The District Attorney's Child Abuse and Sexual Assault (CASA) Unit prosecutes human trafficking cases.

San Francisco Police Department

The San Francisco Police Department is responsible for investigating cases regarding suspected and confirmed human trafficking. Officers are committed to excellence in law enforcement and are dedicated to the people, traditions and diversity of the City. In 2011, the San Francisco Police Department established a Special Victims Unit to specifically address crimes of domestic violence, elder abuse, and child abuse and exploitation or sex crimes. Human trafficking crimes fall within this unit, and the San Francisco Police Department collaborates with advocates, such as the Child Abuse Prevention Center, W.O.M.A.N. Inc, and Asian Pacific Islander Legal Outreach.

The department is also responsible for visas related to trafficking and ongoing criminal investigations. The San Francisco Police Department reviewed and certified 581 U-Visas and 5 T-Visas in 2017, which are some of the highest assistance rates for trafficked individuals across the U.S.

San Francisco SafeHouse

SafeHouse is an 18-month transitional housing program that serves women who are exiting sex trafficking, sexual exploitation or prostitution. Residents are eligible for a range of survivor-centered services including access to 24-hour staffing, intensive individual case management, support groups and both on and off site educational and vocational support. SafeHouse is committed to assisting residents in obtaining their goals, securing permanent housing and building successful futures.

San Francisco Unified School District

The School Health Programs Department (SHP) of the San Francisco Unified School District (SFUSD) continues to pursue district goals to expand best practices and prevention education to counter human trafficking and align with city efforts. This includes the development and implementation of age appropriate curriculum, staff training and SFUSD's Commercial Sexual Exploitation of Children (CSEC) identification and mandatory reporting protocol.

St. James Infirmary

Since 1999, the St. James Infirmary has been the United States' only occupational health and safety clinic operated for and by current and former sex workers. St. James Infirmary's peer-based model aims to meet people in the sex trades where they are at by providing a safe space to access sexual, physical and mental health services, case management, transgender- specific healthcare, support groups, food, clothing, and peer-led skill shares and community building activities. St. James also offers free HIV testing, safer injection supplies, and street outreach services with the aim of keeping our communities as safe as possible from preventable and contagious illness and disease. All services are confidential and free of charge, and aim to empower participants with the knowledge, tools, and support necessary to live healthy, happy lives. Additionally, St. James Infirmary offers training and support to outside service providing agencies and community groups on how to work and communicate effectively and respectfully with sex workers. SJI has also worked for years to advocate for legislation and policy that will help keep people in the sex trades safer from interpersonal and structural violence, stigma, and illness, and bring full civil and human rights to all.

Survivor Healing, Advising and Dedicated to Empowerment (S.H.A.D.E) Movement

S.H.A.D.E. is a survivor-led, survivor-based consultancy/advocacy anti-human trafficking organization. Within the Abolitionist community, *S.H.A.D.E Movement* is a unique entity in that it is 100 percent staffed, and run, by survivors of sexual exploitation/human trafficking. We believe that it is necessary to provide survivors of trafficking with a safe life space where their voices, ideas, and skills can be nurtured, increased, and fortified in a compassionate manner. *S.H.A.D.E Movement* effectively delivers to survivors powerful leadership techniques so that the learned skills can be used to strengthen goals, dreams, and destinies. Survivor Leadership is of paramount importance in regard to creating positive change and empowerment within the anti-trafficking movement, as well as in the world at-large.

Trafficking is one of the most dire social injustices of our time, and it is one of the fastest growing illicit industries in the world today. The sheer volume of individuals that are brutalized by its tentacles is, unfortunately, deep and massive. *S.H.A.D.E Movement* seeks to uplift, encourage and inspire survivors of this tragedy by turning endured trauma on its head so that life may be lived in full measure. *S.H.A.D.E Movement* does this by providing support groups, mentor-ship, skill-building training's, pathways to success, victim/survivor advocacy intervention, economic leadership opportunities, and prevention and social justice workshops.

Any blueprint for a sustainable fight against an injustice resides within those who have had the misfortune of being seared by that injustice. *S.H.A.D.E's* success lies within its ability to place empowerment within the hands of survivors with the notion of both receiving and delivering much needed healing, training, and resources. This is the very definition of Survivor Leadership. And the very definition of love in full flight.

www.shademovement.org

Tahirih Justice Center

The Tahirih Justice Center provides free legal and social services to immigrant women and girls fleeing violence in California. The San Francisco Bay Area office opened in 2016 in response to the urgent needs of this vulnerable population. They provide free legal services in immigration law, specializing in asylum, working with victims of human trafficking and other forms of gender-based violence. They help clients

meet their basic needs—including food, shelter, medical care, and employment services—and educate attorneys, judges, police, and other first responders to create a community better able to respond to the unique needs of immigrant women and girls.

Young Women’s Freedom Center

The Young Women’s Freedom Center has long worked to empower low-income and system involved women with leadership opportunities, training, employment and advocacy work. Services include mental and physical wellness programs, intergenerational learning curriculums, employment opportunities, detention advocacy, and identity groups. Young Women’s Freedom Center co-chairs the Youth Committee, and helped oversee the Youth Advisory Board.

Appendices

Appendix A: Non-Criminal Justice Agency Data Form

San Francisco's **MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING**

DATA COLLECTION FORM: **Non-Criminal Justice Agencies**

Reporting Period: January 1, 2017-December 31, 2017

Agency: Your Agency Name

Program: Program Name (if applicable)

Prepared by:

Phone:

Email:

Type of Agency (check one): ☐ **Social Service Community Based Organization**

☐ **Government Agency (non-criminal justice)**

Instructions:

Please provide data related to human trafficking survivors and perpetrators seen by your agency during Calendar Year 2017 only, by clicking on the labeled excel tabs. PLEASE FILL OUT ALL APPLICABLE INFORMATION.

PLEASE NOTE: This year we are requesting data on CONFIRMED cases only. Please DO NOT include "suspected" cases.

For the purposes of this report, the terms "human trafficking" and "trafficking in persons" will refer to the definition of "severe forms of trafficking in persons" set forth in the Trafficking Victims Protection Act (TVPA) under U.S. federal law, which states that:

A. Sex trafficking is the recruitment, harboring, transportation, provision, or obtaining of a person for the purposes of a commercial sex act, in which the commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age, (22 USC § 7102; 8 CFR § 214.11(a)); and

B. Labor trafficking is the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purposes of subjection to involuntary servitude, peonage, debt bondage, or slavery, (22 USC § 7102).

PLEASE NOTE: The Mayor's Task Force on Anti-Human Trafficking is committed to preserving client confidentiality. No personally identifiable information will be collected in this process.

Technical Assistance

If you have questions, or need additional information or technical assistance, please contact:

Rachael Chambers, Anti-Trafficking Fellow, San Francisco Department on the Status of Women

Email: rachael.chambers@sfgov.org

Phone: (415) 252-3205

DEFINITIONS

The following definitions of common terms and data collection variables are used for the purposes of this data collection system.

Sex trafficking: The recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, which 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.

Labor trafficking: 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.

Other forms of trafficking: The recruitment, harboring, transportation, provision, or obtaining of a person through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery, where no elements of sex or labor trafficking have been identified.

Polaris Trafficking Typologies: This year, we are using the typologies of trafficking as outlined by Polaris. For more information please visit their site: <https://polarisproject.org/typology>

Confirmed cases: If client self-identifies, or you otherwise identify them as meeting the definition of human trafficking as outlined above.

Cisgender: Denoting or relating to a person whose self-identity conforms with the gender that corresponds to their biological sex.

REFERENCES:

Section 7102(8) of Title 22 US Code.

“7102 (8) SEVERE FORMS OF TRAFFICKING IN PERSONS.—The term “severe forms of trafficking in persons” means—

(A) 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 ((9) The term “sex trafficking” means the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act).;

or

(B) 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.”

Section 236.1(g) of the California Penal Code

“g) The Legislature finds that the definition of human trafficking in this section is equivalent to the federal definition of a severe form of trafficking found in Section 7102(8) of Title 22 of the United States Code.”

The Trafficking Victims Protection Act of 2000 (TVPA) and its 2003, 2005, and 2008 reauthorizations)

Age definition: Age of individual as of January 1, 2017.

History of Trafficking:

Survivors/victims include clients who are currently receiving services and have had a history of human trafficking.

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

Demographics of Victims/Survivors of Human Trafficking Identified in 2016

Agency: Your Agency Name
 Program: Program Name (if applicable)

CHECK: Total Number of Human Trafficking Victims/Survivors:

NOTE: Demographic data will only appear in aggregate and not on each agency page in order to protect confidentiality.

Number of Trafficking Survivor Served by your Organization by Ethnicity, Age of Individual as of January 1, 2017	CISGENDER WOMAN							Subtotal (Gender Identity x Ethnicity)	TRANSGENDER-WOMAN (Male to Female)							Subtotal (Gender Identity x Ethnicity)
	0-10	11-13	14-17	18-24	25-64	65+	Unknown		0-10	11-13	14-17	18-24	25-64	65+	Unknown	
African American								-								-
Asian Pacific Islander								-								-
White								-								-
Hispanic Latina/o								-								-
Middle Eastern								-								-
Native American								-								-
Bi/Multi-Ethnic								-								-
Unknown or Other								-								-
Subtotal (Age x Gender)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Number of Trafficking Survivor Served by your Organization by Ethnicity, Age of Individual as of January 1, 2017	CISGENDER MAN							Subtotal (Gender Identity x Ethnicity)	TRANSGENDER-MAN (Female to Male)							Subtotal (Gender Identity x Ethnicity)
	0-10	11-13	14-17	18-24	25-64	65+	Unknown		0-10	11-13	14-17	18-24	25-64	65+	Unknown	
African American								-								-
Asian Pacific Islander								-								-
White								-								-
Hispanic Latina/o								-								-
Middle Eastern								-								-
Native American								-								-
Bi/Multi-Ethnic								-								-
Unknown or Other								-								-
Subtotal (Age x Gender)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-


Sexual Identity of Survivors/Victims			
	0-17	18-24	25+
Heterosexual			
Queer			
Questioning			
Lesbian			
Gay			
Bisexual			
Other			
Decline to State/Unknown			

If you are unable to report on any particular data, please explain:

Birth Place of Survivors/Victims	Minor, 0-17	TAY, 18-24	Adult, 25+
Domestic			
San Francisco County			
Bay Area:			
Alameda County			
Contra Costa County			
Sacramento County			
San Mateo County			
Santa Clara County			
Marin County			
Napa County			
Solano County			
Sonoma County			
Other California County (list county if known)			
United States (list cities/states if known)			
Total Survivors/Victims from US	0	0	0
International			
Central & South America (list countries if known)			
Guatemala			
El Salvador			
Other:			
North America (list countries if know)			
Mexico			
Canada			
Europe (list countries if known)			
Middle East (list countries if known)			
Asia/Pacific Islands (list countries if known)			
Thailand			
India			
Philippines			
Other:			
Africa (list countries if known)			
Other (please list)			
Total Survivors/Victims from Foreign Nations	0	0	0

SAN FRANCISCO MAYOR'S T+A1:F70ASK FORCE ON ANTI-HUMAN TRAFFICKING

Details and Services For CONFIRMED Trafficking Cases

Agency:  Your Agency Name

Program: Program Name (if applicable)

Please enter the total number of CONFIRMED (not suspected) victims/survivors that your agency has worked with for each subcategory. If the individual experienced more than one type of trafficking, please indicate all forms of trafficking that occurred. **Please note:** Age of individual should be reported as of January 1, 2017. For more information on categories of trafficking, see Polaris Trafficking Typologies at <https://polarisproject.org/typology>

Number of Confirmed Victim/Survivors

TYPE OF TRAFFICKING	Minor, 0-17	TAY, 18-24	Adult, 25+
Agriculture & Animal Husbandry			
Arts & Entertainment			
Bars, Strip Clubs & Cantinas			
Carnivals			
Commerical Cleaning Services			
Construction			
Domestic Work			
Escort Services			
Factories & Manufacuting			
Forestry & Logging			
Health & Beauty Services			
Health Care			
Hotels & Hospitality			
Illicit Activities			
Illicit Massage, Health & Beauty			
Landscaping			
Outdoor Solicitation			
Peddling & Begging			
Personal Sexual Servitude			
Pornography			
Recreational Facilities			
Remote Interactive Sexual Acts			
Residential			
Restaurants & Food Service			
Traveling Sales Crews			
Sex trafficking unspecified			
Labor Trafficking unspecified			
Trafficking: unknown type			

HOW WERE SURVIVORS FIRST IDENTIFIED AS HAVING BEEN A VICTIM/SURVIVOR OF TRAFFICKING? (If your agency identified (a) survivor(s), include your agency in appropriate category below).

Service provider in the Bay Area			
Service provider outside the Bay Area			
Law Enforcement			
School			
Medical			
Faith-based community			
Family/Friends/Peers			
Family & Children Services			
Public Defender			
District Attorney			
Juvenile Probation			
Other:			
Unknown			

VICTIMS' RELATIONSHIP TO TRAFFICKER	Minor, 0-17	TAY, 18-24	Adult, 25+
Trafficker was a: parent/family member/guardian			
Trafficker was a: romantic partner			
Trafficker was a: unrelated pimp			
Trafficker was a: friend/acquaintance			
Trafficker was a: related gang member			
Trafficker was a: unrelated gang member			
Trafficker was a: unrelated employer			
Trafficker was a: other (specify below)			
No Trafficker involved			
Trafficker was: unknown			

WHERE DID THE RECRUITMENT FIRST OCCUR? <i>(Please note: "recruitment" could also include forcible entry into trafficking.)</i>	Minor, 0-17	TAY, 18-24	Adult, 25+
Domestic			
San Francisco County			
Bay Area:			
Alameda County			
Contra Costa County			
Sacramento County			
San Mateo County			
Santa Clara County			
Marin County			
Napa County			
Solano County			
Sonoma County			
Other California county <i>(list county if known)</i>			
United States <i>(list cities/states if known)</i>			
Total Domestic Trafficking	0	0	0
International			
Central & South America <i>(list countries if known)</i>			
Guatemala			
El Salvador			
Other:			
North America <i>(list countries if known)</i>			
Mexico			
Canada			
Europe <i>(list countries if known)</i>			
Middle East <i>(list countries if known)</i>			
Asia/Pacific Islands <i>(list countries if known)</i>			
Thailand			
India			
Phillipines			
Other:			
Africa <i>(list countries if known)</i>			
Other (please list):			
Total International Trafficking	0	0	0
Number of Cases that Involved Online Recruitment	Minor, 0-17	TAY, 18-24	Adult, 25+
<i>Note: Online recruitment may occur in domestic or international trafficking situations. Examples include: chatrooms, Facebook, Instagram, WeChat, etc</i>			

If you are unable to report on any particular section, please explain:

SERVICES CLIENTS RECEIVED FROM REPORTING AGENCY			
Please mark all service categories that apply below	Number of Survivors by Age		
	Minor, 0-17	Tay, 18-24	Adult 25+
Emergency Shelter			
Transitional or Permanent Housing			
Out of Home Placement (HSA/CFS)			
Case Management			
Advocacy and Accompaniment			
Education and Training			
Job Placement			
Physical Health Services			
Mental Health Services			
Support Groups			
Financial Assistance			
Food Assistance			
Legal Assistance			
Referral to Criminal Justice Agencies			
Other (please list):			
Please estimate the average number of hours (staff time) needed to assist a trafficking survivor / work a trafficking case:			
WHAT SERVICES DID YOUR CLIENT WANT THAT YOU COULD NOT ACCESS, EITHER THROUGH YOUR AGENCY, OR THROUGH A REFERRAL?			
Emergency Shelter			
Transitional or Permanent Housing			
Out of Home Placement (HSA/CFS)			
Case Management			
Advocacy and Accompaniment			
Education and Training			
Job Placement			
Physical Health Services			
Mental Health Services			
Support Groups			
Financial Assistance			
Food Assistance			
Legal Assistance			
Referral to Criminal Justice Agencies			
Other (please list):			

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

Languages Spoken

Agency: Your Agency Name

Program: Program Name (if applicable)

Please enter the total number of CONFIRMED victims/survivors that your agency has worked with for each subcategory. Note: please complete <u>both</u> categories below.	Number of Survivors by Age		
	Minors, 0-17	TAY, 18-24	Adults, 25+
Number of monolingual or limited-English proficiency			
Number who are fluent in English			
Total Number of Victims/Survivors	0		
Primary language for those victims/survivors who speak limited or no English:	Number of Survivors by Age		
Amharic			
Arabic			
ASL			
Burmese			
Cambodian			
Cantonese			
Creole			
Farsi			
Fijian			
French			
German			
Hindi			
Hmong			
Indonesian			
Italian			
Japanese			
Korean			
Laotian			
Mandarin			
Mien			
Mongolian			
Moroccan			
Nigerian			
Portuguese			
Punjabi			
Russian			
Samoan			
Spanish			
Tagalog/Filipino			
Taiwanese			
Thai			
Tongan			
Urdu			
Vietnamese			
Other (please list):			

2.

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING	
Human Trafficking Trainings	
Agency:	<u> Your Agency Name </u>
Program:	<u> Program Name (if applicable) </u>
HUMAN TRAFFICKING TRAININGS	
Number of human trafficking trainings your agency has held:	
Number of people trained (overall):	
Types of audience:	
Ex: Educators, Service Providers, law enforcement...(please list)	
Results of any evaluations done on trainings: Please list below and describe how the evaluation was conducted.	

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING	
CASE PROFILE	
<p>Directions: Briefly describe a human trafficking case profile for the year of 2017.</p> <p>Questions to consider: How was the case referred to your agency? What were the victim and perpetrator demographics: age, race, type of trafficking (sex/labor) and industry (massage/construction, etc)? How did the case develop? What was the end result? Why did you decide to profile this case? Is it similar to other cases at your agency? If not, what makes it unique? (Double click into the white box to begin typing). Note: Please only include a case profile you would be comfortable with us including in the Annual Report. You <u>MUST</u> exclude details that would otherwise identify the victim. Do not include cases that are currently open in the criminal justice system.</p>	
<div></div>	

Appendix B: Criminal Justice Agency Data Form

San Francisco's **MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING**

DATA COLLECTION FORM: **Criminal Justice Agencies**

Police, District Attorney, FBI, U.S. Attorney, Homeland Security.

Reporting Period: January 1, 2017-December 31, 2017

Agency: Your Agency Name

Program: Program Name (if applicable)

Prepared by: _____

Phone: _____

Email: _____

Instructions:

Please provide data related to human trafficking survivors and perpetrators seen by your agency during Calendar Year 2017 by clicking on the labeled excel tabs. PLEASE FILL OUT ALL APPLICABLE INFORMATION.

For the purposes of this report, the terms “human trafficking” and “trafficking in persons” will refer to the definition of “severe forms of trafficking in persons” set forth in the Trafficking Victims Protection Act (TVPA) under U.S. federal law, which states that:

A. Sex trafficking is the recruitment, harboring, transportation, provision, or obtaining of a person for the purposes of a commercial sex act, in which the commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age, (22 USC § 7102; 8 CFR § 214.11(a)); and

B. Labor trafficking is the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purposes of subjection to involuntary servitude, peonage, debt bondage, or slavery, (22 USC § 7102).

PLEASE NOTE: The Mayor's Task Force on Anti-Human Trafficking is committed to preserving client confidentiality. No personally identifiable information will be collected in this process.

Technical Assistance

If you have questions, or need additional information or technical assistance, please contact:

Rchael Chambers, Anti-Trafficking Fellow, San Francisco Department on the Status of Women

Email: rachael.chambers@sfgov.org Phone: (415) 252-3205

DEFINITIONS

The following definitions of common terms and data collection variables are used for the purposes of this data collection system.

Sex trafficking: The recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, which 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.

Labor trafficking: 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.

Other forms of trafficking: The recruitment, harboring, transportation, provision, or obtaining of a person through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery, where no elements of sex or labor trafficking have been identified.

Polaris Trafficking Typologies: This year, we are using the typologies of trafficking as outlined by Polaris. For more information please visit their site: <https://polarisproject.org/typology>

Cisgender: Denoting or relating to a person whose self-identity conforms with the gender that corresponds to their biological sex.

REFERENCES:

Section 7102(8) of Title 22 US Code.

"7102 (8) SEVERE FORMS OF TRAFFICKING IN PERSONS. —The term "severe forms of trafficking in persons" means—

(A) 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 ((9) The term "sex trafficking" means the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act).;

or

(B) 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."

Section 236.1(g) of the California Penal Code

"(g) The Legislature finds that the definition of human trafficking in this section is equivalent to the federal definition of a severe form of trafficking found in Section 7102(8) of Title 22 of the United States Code."

The Trafficking Victims Protection Act of 2000 (TVPA) and its 2003, 2005, and 2008 reauthorizations)

Age definition: Age of individual as of January 1, 2017.

History of Trafficking: Survivors/victims include clients who are currently receiving services and have had a history of human trafficking.

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

Demographics of Victims/Survivors of Human Trafficking in 2017

Agency:
Program:

Your Agency Name
Program Name (if applicable)



Number of Trafficking Survivors Identified by your Agency by Ethnicity, Age of Individual as of January 1, 2017.	CISGENDER WOMAN							Subtotal (Gender Identity x Ethnicity)
	0-10	11-13	14-17	18-24	25-64	65+	Unknown	
African American								-
Asian Pacific Islander								-
White								-
Hispanic Latina/o								-
Middle Eastern								-
Native American								-
Bi/Multi-Ethnic								-
Unknown or Other								-
Subtotal (Age x Gender)	-	-	-	-	-	-	-	-

Number of Trafficking Survivors Identified by your Agency by Ethnicity, Age of Individual as of January 1, 2017.	CISGENDER MAN							Subtotal (Gender Identity x Ethnicity)
	0-10	11-13	14-17	18-24	25-64	65+	Unknown	
African American								-
Asian Pacific Islander								-
White								-
Hispanic Latina/o								-
Middle Eastern								-
Native American								-
Bi/Multi-Ethnic								-
Unknown or Other								-
Subtotal (Age x Gender)	-	-	-	-	-	-	-	-

Number of Trafficking Survivors Identified by your Agency by Ethnicity, Age of Individual as of January 1, 2017.	TRANSGENDER WOMAN (Male to Female)							Subtotal (Gender Identity x Ethnicity)
	0-10	11-13	14-17	18-24	25-64	65+	Unknown	
African American								-
Asian Pacific Islander								-
White								-
Hispanic Latina/o								-
Middle Eastern								-
Native American								-
Bi/Multi-Ethnic								-
Unknown or Other								-
Subtotal (Age x Gender)	-	-	-	-	-	-	-	-

Number of Trafficking Survivors Identified by your Agency by Ethnicity, Age of Individual as of January 1, 2017.	TRANSGENDER MAN (Female to Male)							Subtotal (Gender Identity x Ethnicity)
	0-13	11-13	14-17	18-24	25-64	65+	Unknown	
African American								-
Asian Pacific Islander								-
White								-
Hispanic Latina/o								-
Middle Eastern								-
Native American								-
Bi/Multi-Ethnic								-
Unknown or Other								-
Subtotal (Age x Gender)	-	-	-	-	-	-	-	-

Sexual Identity of Survivors/Victims			
	0-17	18-24	25+
Heterosexual			
Queer			
Questioning			
Lesbian			
Gay			
Bisexual			
Other			
Decline to State/Unknown			

Notes:

Please include a note about any individuals that may identify as gender nonconforming or any other gender not specified above. You are also invited to comment on any section you are unable to provide data for.

Birth Place of Survivors/Victims	Minor, 0-17	TAY, 18-24	Adult, 25+
Domestic			
San Francisco County			
Bay Area:			
Alameda County			
Contra Costa County			
Sacramento County			
San Mateo County			
Santa Clara County			
Marin County			
Napa County			
Solano County			
Sonoma County			
Other California County (list county if known)			
United States (list cities/states if known)			
Total Survivors/Victims from US	0	0	0
International			
Central & South America (list countries if known)			
Guatemala			
El Salvador			
Other:			
North America (list countries if know)			
Mexico			
Canada			
Europe (list countries if known)			
Middle East (list countries if known)			
Asia/Pacific Islands (list countries if known)			
Thailand			
India			
Phillipines			
Africa (list countries if known)			
Other (please list)			
Total Survivors/Victims from Foreien Nations	0	0	0

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

Demographics of Human Trafficking Perpetrators in 2017

Agency: Your Agency Name
 Program: Program Name (if applicable)

CHECK: Total Number of Human Trafficking Perpetrators:

Number of Perpetrators Identified by your Agency by Ethnicity, Age of Individual as of January 1, 2017.	CISGENDER WOMAN							Subtotal (Gender Identity x Ethnicity)	TRANS-WOMAN (Male to Female)							Subtotal (Gender Identity x Ethnicity)
	0-10	11-13	14-17	18-24	25-64	65+	Unknown		0-13	11-13	14-17	18-24	25-64	65+	Unknown	
African American								-								-
Asian Pacific Islander								-								-
White								-								-
Hispanic Latina/o								-								-
Middle Eastern								-								-
Native American								-								-
Bi/Multi-Ethnic								-								-
Unknown or Other								-								-
Subtotal (Age x Gender)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Number of Perpetrators Identified by your Agency by Ethnicity, Age of Individual as of January 1, 2017.	CISGENDER MAN							Subtotal (Gender Identity x Ethnicity)	TRANS-MAN (Female to Male)							Subtotal (Gender Identity x Ethnicity)
	0-10	11-13	14-17	18-24	25-64	65+	Unknown		0-10	11-13	14-17	18-24	25-64	65+	Unknown	
African American								-								-
Asian Pacific Islander								-								-
White								-								-
Hispanic Latina/o								-								-
Middle Eastern								-								-
Native American								-								-
Bi/Multi-Ethnic								-								-
Unknown or Other								-								-
Subtotal (Age x Gender)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Sexual Identity of Perpetrators			
	0-17	18-24	25+
Heterosexual			
Queer			
Questioning			
Lesbian			
Gay			
Bisexual			
Other			
Decline to State/Unknown			

NOTES:

Please include a note about any individuals that may identify as gender nonconforming or any other gender not specified above.

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

Details of CHARGED (for prosecutors) or INVESTIGATED (for law enforcement) Trafficking Cases in 2017

Agency: Your Agency Name
 Program: Program Name (if applicable)

Please enter the total number of victims/survivors that your agency has worked with in CHARGED (for prosecutors) OR INVESTIGATED CASES (for law enforcement) for each subcategory. If the individual experienced more than one type of trafficking, please indicate all forms of trafficking that occurred. **Please note:** Age of individual should be reported as of January 1, 2017. For more information on categories of trafficking, see Polaris Trafficking Typologies at <https://polarisproject.org/typology>

TYPE OF TRAFFICKING	Number of Victim/Survivors			Number of Perpetrators		
	Minor, 0-17	TAY, 18-24	Adult, 25+	Minor, 0-17	TAY, 18-24	Adult, 25+
Agriculture & Animal Husbandry						
Arts & Entertainment						
Bars, Strip Clubs & Cantinas						
Carnivals						
Commercial Cleaning Services						
Construction						
Domestic Work						
Escort Services						
Factories & Manufacturing						
Forestry & Logging						
Health & Beauty Services						
Health Care						
Hotels & Hospitality						
Illicit Activities						
Illicit Massage, Health & Beauty						
Landscaping						
Outdoor Solicitation						
Peddling & Begging						
Personal Sexual Servitude						
Pornography						
Recreational Facilities						
Remote Interactive Sexual Acts						
Residential						
Restaurants & Food Service						
Traveling Sales Crews						
Sex trafficking unspecified						
Labor Trafficking unspecified						
Trafficking: unknown type						
VICTIMS' RELATIONSHIP TO TRAFFICKER						
Trafficker was a: parent/family member/guardian						
Trafficker was a: romantic partner						
Trafficker was a: unrelated pimp						
Trafficker was a: friend/acquaintance						
Trafficker was a: related gang member						
Trafficker was a: unrelated gang member						
Trafficker was a: unrelated employer						
Trafficker was a: other (specify below)						
Trafficker was: unknown						

WHERE DID THE RECRUITMENT FIRST OCCUR? (Please note: "recruitment" could also include forcible entry into trafficking.)						
Domestic						
San Francisco County						
Bay Area:						
Alameda County						
Contra Costa County						
Sacramento County						
San Mateo County						
Santa Clara County						
Marin County						
Napa County						
Solano County						
Sonoma County						
Other California county (list county if known)						
United States (list cities/states if known)						
Total Domestic Trafficking				0	0	0
International						
Central & South America (list countries if known)						
Guatemala						
El Salvador						
Other						
North America (list countries if known)						
Mexico						
Canada						
Europe (list countries if known)						
Middle East (list countries if known)						
Asia/Pacific Islands (list countries if known)						
Thailand						
India						
Phillipines						
Africa (list countries if known)						
Other (please list):						
CHECK: Total International Trafficking				0	0	0
Number of Cases that Involved Online Recruitment				Minor, 0-17	TAY, 18-24	Adult, 25+
Note: Online recruitment may occur in domestic or international trafficking situations. Examples include: chatrooms, Facebook, Instagram, WeChat, etc						

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

Human Trafficking Criminal Investigations

Agency: Your Agency Name
Program: Program Name (if applicable)

DETAILS ON CRIMINAL INVESTIGATIONS	
Police Department, FBI, Homeland Security	
Number of trafficking cases investigated by your agency:	
Number of suspects arrested:	
District Attorney, US Attorney	
Number of Cases (Court Numbers) Charged in 2017:	
Number of Convictions by Plea Bargain or Trial:	
<i>note: please list convictions that occurred in 2017, cases may have begun prior to 2017</i>	
Number of Cases (Court Numbers) Pending in 2017:	
<i>note: this data does not reflect the conviction rate as convictions include cases initiated in previous years</i>	

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

Human Trafficking Trainings

Agency: Your Agency Name
Program: Program Name (if applicable)

HUMAN TRAFFICKING TRAININGS	
Number of human trafficking trainings your agency has held:	
Number of people trained (overall):	
Types of audience:	
Ex: Educators, Service Providers, law enforcement...(please list)	
Results of any evaluations done on trainings: Please list below.	

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

Languages Spoken

Agency: Your Agency Name
 Program: Program Name (if applicable)

Please enter the total number of survivors or perpetrators that your agency has worked with in CHARGED (for prosecutors) OR INVESTIGATED (for law enforcement) CASES for each subcategory.
Please note: Age of individual should be reported as of January 1, 2017.

Please enter the total number of survivors or perpetrators that your agency has worked with in CHARGED (for prosecutors) OR INVESTIGATED (for law enforcement) CASES for each subcategory. Please note: Age of individual should be reported as of January 1, 2017.	Number of Victim/Survivors by Age			Number of Perpetrators by Age		
	Minors, 0-17	TAY, 18-24	Adults, 25+	Minors, 0-17	TAY, 18-24	Adults, 25+
Number of monolingual or limited-English proficiency						
Number who are fluent in English						
Total Number of Survivors/Perpetrators	0			0		
Primary language for those survivors/perpetrators who speak limited or no English:						
Amharic						
Arabic						
ASL						
Burmese						
Cambodian						
Cantonese						
Creole						
Farsi						
Fijian						
French						
German						
Hindi						
Hmong						
Indonesian						
Italian						
Japanese						
Korean						
Laotian						
Mandarin						
Mien						
Mongolian						
Moroccan						
Nigerian						
Portuguese						
Punjabi						
Russian						
Samoan						
Spanish						
Tagalog/Filipino						
Taiwanese						
Thai						
Tongan						
Urdu						
Vietnamese						
Other						

SAN FRANCISCO MAYOR'S TASK FORCE ON ANTI-HUMAN TRAFFICKING

CASE PROFILE

Directions: Briefly describe a human trafficking case profile for the year of 2017.

Questions to consider: How was the case identified? What were the victim and perpetrator demographics: age, race, type of trafficking (sex/labor) and industry (massage/construction, etc)? How did the case develop? What was the end result? Why did you decide to profile this case? Is it similar to other cases at your agency? If not, what makes it unique? (Double click into the white box to begin typing). **Note: Please only include a case profile you would be comfortable with us including in the Annual Report. You MUST exclude details that would otherwise identify the victim. Do not include cases that are currently open in the criminal justice system.**

Appendix C: Good Food Purchasing Program Resolution

FILE NO. 180391

RESOLUTION NO. 191-18

[Urging the Sheriff's Department and Department of Public Health to Conduct a Good Food Purchasing Baseline Assessment]

Resolution urging the Sheriff's Department and Department of Public Health to conduct a baseline assessment of existing food vendors to evaluate vendor alignment with the Good Food Purchasing standards.

WHEREAS, The City and County of San Francisco has long been committed to good food policies, through initiatives like Mayor Gavin Newsom's Executive Directive to promote Healthy and Sustainable Food in 2009, the first-ever comprehensive food policy to approach the food system holistically, from production and distribution to consumption and waste; and

WHEREAS, Other efforts for healthy and sustainable food include a recent Ordinance (File No. 170763) passed unanimously by the San Francisco Board of Supervisors, requiring the reporting of antibiotics in meat and poultry from grocers selling raw meat and/or poultry in the City of San Francisco; and

WHEREAS, The Good Food Purchasing Program (GFPP) was developed in 2012 to incentivize public institutions to procure food produced through values-driven purchasing standards; and

WHEREAS, The Good Food Purchasing Program is a collaborative initiative of cross-sector national and local partners coordinated by the Center for Good Food Purchasing, which provides planning, implementation and evaluation support for institutions using the GFPP framework; and

WHEREAS, The Good Food Purchasing Program values prioritize nutrition, affordability, geography, and sustainable production practices including sound environmental practices, fair prices for producers, safe and fair working conditions for employees, and humane conditions for animals; and

Supervisors Fewer, Ronen, Sheehy, Peskin, Cohen
BOARD OF SUPERVISORS

Page 1

1 WHEREAS, Good Food Purchasing refers to the sourcing and procurement of all foods
2 and beverages procured with public institution funds, providing a metric-based framework and
3 set of tools that guides organizations to direct their buying power towards suppliers in
4 alignment with the above values; and

5 WHEREAS, The Good Food Purchasing Program works with institutions to establish
6 supply chain transparency from farm to fork, evaluates how current purchasing practices align
7 with a set of standards, assists with goal setting, measures progress, and celebrates
8 institutional successes in shifting toward a values-based purchasing model; and

9 WHEREAS, The San Francisco Unified School District unanimously passed a
10 Resolution in 2016 adopting Good Food Purchasing as district policy; and

11 WHEREAS, Good Food Purchasing has been adopted by school districts and public
12 institutions across the country, including the City of Los Angeles and Los Angeles Unified
13 School District in 2012, Oakland Unified School District in 2016, and the City of Chicago and
14 Chicago Public Schools in 2017, and is currently being explored for adoption in Austin,
15 Baltimore, Boulder, Cincinnati, Minneapolis—St. Paul, New York City, and Washington D.C.;
16 and

17 WHEREAS, The San Francisco Mayor's Task Force on Anti-Human Trafficking,
18 in 2017, took a position in support of Good Food Purchasing in alignment with valued
19 workforce standards in addition to other standards; and

20 WHEREAS, The Sheriff's Department and the Department of Public Health have a
21 commitment to healthy and sustainable food and have engaged in exploration of purchasing
22 policies to embody that commitment; and

23 WHEREAS, The Department of Public Health serves approximately 6,000 meals per
24 day, totaling over two million meals per year, and the Sheriff's Department serves
25 approximately 4,200 meals per day, totaling more than 1.5 million meals per year; and

1 WHEREAS, With almost \$7 million combined spent on food procurement annually
2 through the Sheriff's Department and the Department of Public Health, a Good Food
3 Purchasing policy would allow the City and County's values to influence contracted food
4 vendors to be in alignment with good food standards; now, therefore, be it
5 RESOLVED, That the Board of Supervisors urges the Sheriff's Department and the
6 Department of Public Health, in order to facilitate the adoption of a good food purchasing
7 policy for each of their respective departments, to conduct a baseline assessment of existing
8 food vendors to evaluate vendor alignment with the Good Food Purchasing standards; and,
9 be it
10 FURTHER RESOLVED, That the Board of Supervisors urges the Sheriff's Department
11 and the Department of Public Health to complete their departmental baseline assessments
12 within four months from passage of this Resolution; and, be it
13 FURTHER RESOLVED, That upon completion of the baseline assessment, the Board
14 of Supervisors urges the Sheriff's Department and the Department of Public Health to report
15 to the Board of Supervisors the results of their baseline assessments and action plans for
16 meeting and/or exceeding baseline targets within each of the five value categories of the
17 Good Food Purchasing Program, within six months of passage of this Resolution.
18
19
20
21
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23
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25

Supervisors Fewer; Ronen, Sheehy, Peskin, Cohen
BOARD OF SUPERVISORS

Page 3



City and County of San Francisco

Tails

Resolution

City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

File Number: 180391

Date Passed: June 19, 2018

Resolution urging the Sheriff's Department and Department of Public Health to conduct a baseline assessment of existing food vendors to evaluate vendor alignment with the Good Food Purchasing standards.

May 23, 2018 Public Safety and Neighborhood Services Committee - CONTINUED

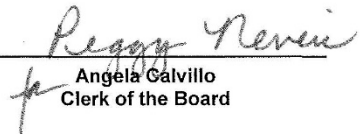
June 13, 2018 Public Safety and Neighborhood Services Committee - RECOMMENDED

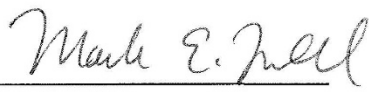
June 19, 2018 Board of Supervisors - ADOPTED

Ayes: 11 - Breed, Cohen, Fewer, Kim, Peskin, Ronen, Safai, Sheehy, Stefani, Tang and Yee

File No. 180391

I hereby certify that the foregoing
Resolution was ADOPTED on 6/19/2018 by
the Board of Supervisors of the City and
County of San Francisco.


Angela Calvillo
Clerk of the Board


Mark E. Farrell
Mayor


Date Approved

Appendix D: Pocket Cards from the Prioritizing Safety for Sex Workers Outreach Event



CITY AND COUNTY OF SAN FRANCISCO
DEPARTMENT ON THE STATUS OF WOMEN

Sex Workers: Your Safety Matters

Under the Prioritizing Safety for Sex Workers Policy, sex workers in San Francisco will **not** be arrested or charged for prostitution or minor drug offenses when they report a violent crime. Protections and services are available if you or someone you know has experienced violence.



CITY AND COUNTY OF SAN FRANCISCO
DEPARTMENT ON THE STATUS OF WOMEN

Trabajadoras Sexuales: Su Seguridad Importa

Bajo la póliza de prioridad para la seguridad de los/as trabajadores/as sexuales, los/as trabajadores/as sexuales en San Francisco no serán arrestados/as ni acusados/as por prostitución o delitos menores de drogas cuando reporten un crimen violento. Protecciones y servicios están disponibles si usted o alguien que conoce ha experimentado violencia.



三藩市县 妇女地位部门

性工作者们：你的安全是重要的

新的条例规定，三藩市性工作者如举报暴力犯罪是将会不会因从事性工作或轻微毒品犯罪而被逮捕。如果你或你认识的人有经历过暴力，是可以受到保护和相关的服务提供的。

Resources

Emergency: 911

San Francisco District Attorney Victim Services: (415) 553-9044

St. James Infirmary: (415) 554-8494

Bad Date App: www.sfbadate.com

SF Women Against Rape, 24-hour line: (415) 647-7273

Cooperative Restraining Order Clinic: (415) 864-1790

In Defense of Prostitute Women's Safety Project: (415) 626-4114

Resources

Emergencia: 911

Servicios a las víctimas de la Fiscalía de San Francisco: (415) 553-9044

St. James Infirmary: (415) 554-8494

Bad Date App: www.sfbadate.com

SF Women Against Rape, 24-hour line: (415) 647-7273

Cooperative Restraining Order Clinic: (415) 864-1790

In Defense of Prostitute Women's Safety Project: (415) 626-4114

援助资源

新移民连结: (415) 632-8667

➡ (微信扫描号)



紧急: 911

三藩市地方检察官受害人服务: (415) 553-9044

圣占士医务室: (415) 554-8494

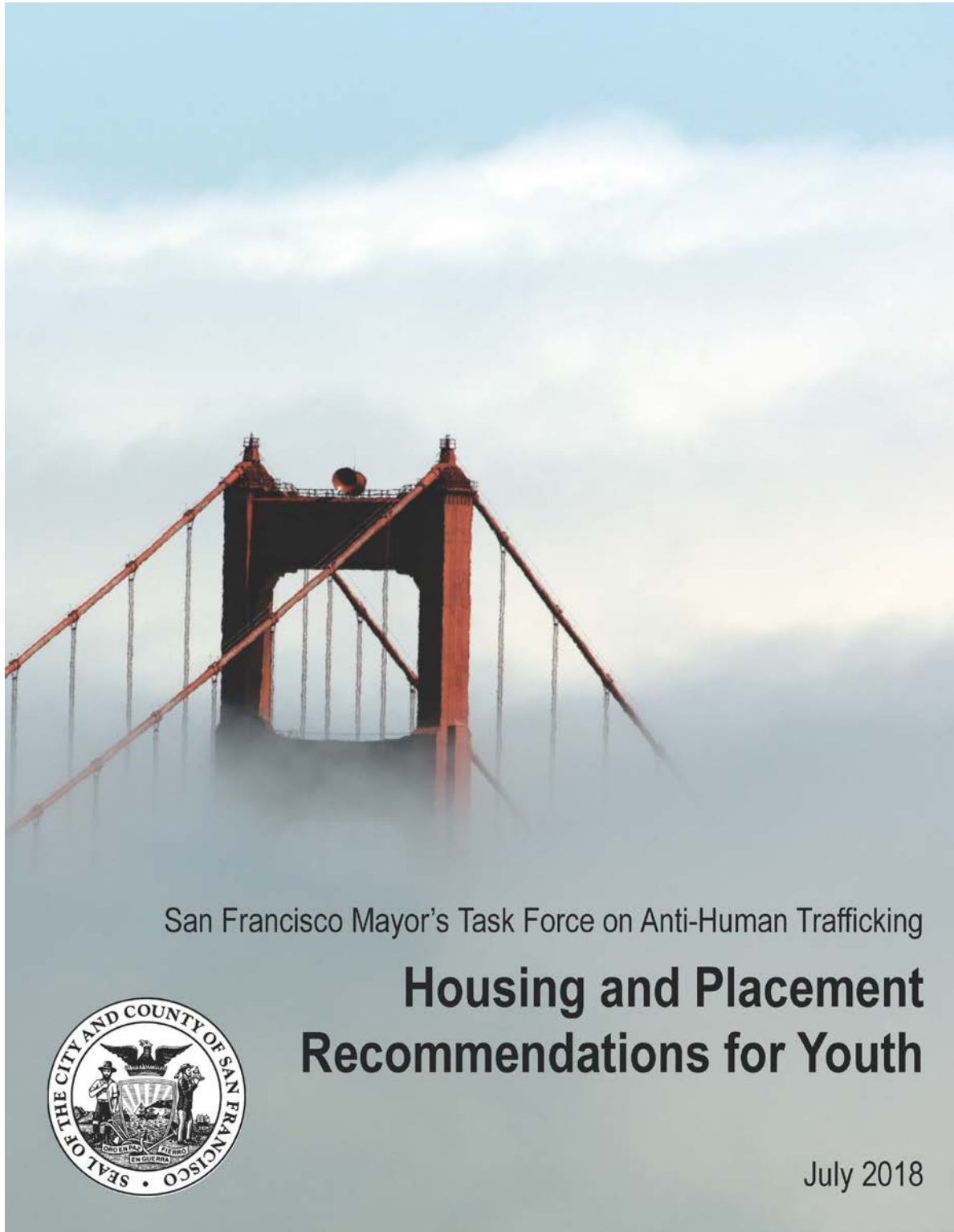
不好日软件: www.sfbadate.com

三藩市妇女反强奸 24 小时热线: (415) 647-7273

合作禁令诊所: (415) 864-1790

性工作者女性安全防卫项目方案: (415) 626-4114

Appendix E: Housing and Placement Recommendations for Youth



ACKNOWLEDGEMENTS

The following recommendations are the result of more than a year of work by the Youth Trafficking Committee of the San Francisco Mayor's Task Force on Anti-Human Trafficking. We are especially grateful to Elisabet Medina (Safe and Sound), Jen Daly (Legal Services for Children), the Committee's Housing and Placement Workgroup, and the Youth Advisory Board for their leadership in this process.

YOUTH TRAFFICKING COMMITTEE CO-CHAIRS

Ifasina Clear
Young Women's Freedom Center

Alia Whitney-Johnson
Freedom FWD

INTRODUCTION

The following recommendations were assembled through a year of discussions amongst the Youth Trafficking Committee between May 2017 - June 2018 on how to prioritize housing and placement needs, and voted on by the Mayor's Task Force on Anti-Human Trafficking on June 27, 2018. They include recommendations for initial areas for prioritization within San Francisco, and are divided into two sections:

- I. Recommendations to support system-involved youth
- II. Recommendations to support youth outside of the system

I. RECOMMENDATIONS TO SUPPORT SYSTEM-INVOLVED YOUTH

A. Research and Program Planning

- ii. Incorporate survivor voices into the research and planning process for all housing and placement options.
- iii. Continue to monitor AWOL data, planning around AWOL behavior, and cross-reference with screening of Commercial Sexual Exploitation (CSE) over time.
- iv. Research components of successful models for youth who have experienced exploitation in other states that provide intensive training to families and wrap services, such as CHANCE in Florida and HART in Connecticut.
- v. Research how other jurisdictions have encouraged foster family agencies and resource families to place and retain at risk and exploited youth.
- vi. Establish and standardize data reporting requirements among services and systems that support system-involved youth who have experienced CSE, including Juvenile Probation, Department of Public Health, Family and Children's Services, SFUSD, and other community-based organizations. Assure ethical use of the data.

B. Develop a plan for in-county, temporary congregate care placements, that leverage promising practices for working with youth who have experienced commercial sexual exploitation

- i. Create a **6-bed, short-term residential treatment center for cis- and trans- minor dependents identifying as female** to facilitate the reentry of a youth to a home-based placement and assist in the continuity of services, including mental health services.

Justification: San Francisco already has a dire lack of placements, including group homes for girls within San Francisco. With Continuum of Care Reform (CCR), group homes are experiencing challenges in staying open, given the barriers of the application process and a new and expensive set of required changes to programming. In San Francisco, one of the city's two group homes for girls has already closed. Given the mental health needs of many youth who have experienced CSE, many may require some time in a short term residential treatment program (STRTP) that provides significant support. Additionally, given young people's commitment to staying close to their communities, a local STRTP option is necessary to meeting youth's needs. When youth are not in placement, they are vulnerable to exploitation. Due to the specific needs of minors within a group setting and the availability of beds for a longer-term stay within homes in San Francisco, the typical number of beds needed is six.

- ii. Create a **12 to 20-bed emergency shelter designed solely for non-minor dependents**, which takes into account the unique needs of youth in foster care over the age of 18.

Justification: For youth turning 18 who are remaining in foster care (AB12) and transitioning into a new placement, there are often gaps between the time their pre-18 placement ends and their post-18 one begins due to the shortage of placements and wait times. For youth re-entering extended foster care after they turn 18, they face similar challenges. Youth in both of these situations are often vulnerable to exploitation while they are waiting for AB12 placements to open up. Because youth tend to be more independent after turning 18 and due to the capacities of short term, emergency shelters, the identified number of beds is between twelve and twenty.

C. Cultivate resource families that would enable youth who have experienced Commercial Sexual Exploitation (CSE) to stabilize with a caregiver

- i. **Pilot a program, similar to the CHANCE model** in Florida, in which 5 resource families are identified and provided with wraparound services that support both the youth and caregiver.

Justification: The CHANCE model, created in Miami-Dade County, Florida, has seen successes in programming that is based on a wraparound model. It includes an array of services, including individual therapy, group support, and survivor mentors. It also includes support for caregivers, including 24/7 consultation and support, respite in the event the youth and caregiver need temporary space, and individual and group support.

- ii. **Consider special care increments** for resource families who provide care to youth who have experienced CSE.

Justification: Special care increments are payments for foster parents that provide extra compensation for youth with higher levels of needs. Due to the unique needs of youth who have experienced CSE, and the intensive care required of their caregivers, this special care increment would provide additional financial support to these resource families.

- iii. **Partner with in- and out-of-county Foster Family Agencies to build the capacity of resource families supporting youth who have experienced CSE** to develop a regional approach.

Justification: Acknowledging that ~65% of children and youth in care are placed outside of San Francisco, and counties vary in the availability of specific services for youth who have experienced CSE, as well as the transitory context of exploitation, collaboration with other counties is necessary to provide a consistent and trauma-informed services.

II. RECOMMENDATIONS TO SUPPORT YOUTH OUTSIDE OF THE SYSTEM

- A. Identify providers who have specialized training in working with teenagers to support parents, caregivers, or otherwise identified chosen family of youth who have experienced CSE in order to stabilize the family as a whole. Trainers should be chosen with input from the task force.

Justification: Caregivers outside of the purview of child welfare and/or probation also need support. System involvement should not be a prerequisite to access services which could mitigate the risk factors that make youth vulnerable to exploitation. Whether a youth participates in services or is not yet ready, it is important and beneficial for caregivers to have access to psycho-education, support with concrete needs, and meditation to help stabilize the family unit as a whole.

- B. Develop housing options that have low barriers to intake, triage, and participation. Create a 12 - 20 bed emergency shelter which takes into account the unique needs of youth over the age of 18.

Justification: Youth that have experienced CSE may face barriers to meeting requirements at intake for housing, such as participation in employment and education particularly. These requirements can be particularly hard for youth that have experienced criminalization or are under the control of an exploiter. Reexamination of eligibility at intake is critical to screen "in" youth, rather than screen "out." Once in housing, retention of housing should not be contingent on compliance. Youth are often ejected "for minor acts of 'non-compliance'" particularly behaviors that stem from trauma or undiagnosed/unmet behavioral health needs."¹

1. Gaetz, Stephen. (2017). THIS is Housing First for Youth: A Program Model Guide. Toronto: Canadian Observatory on Homelessness Press

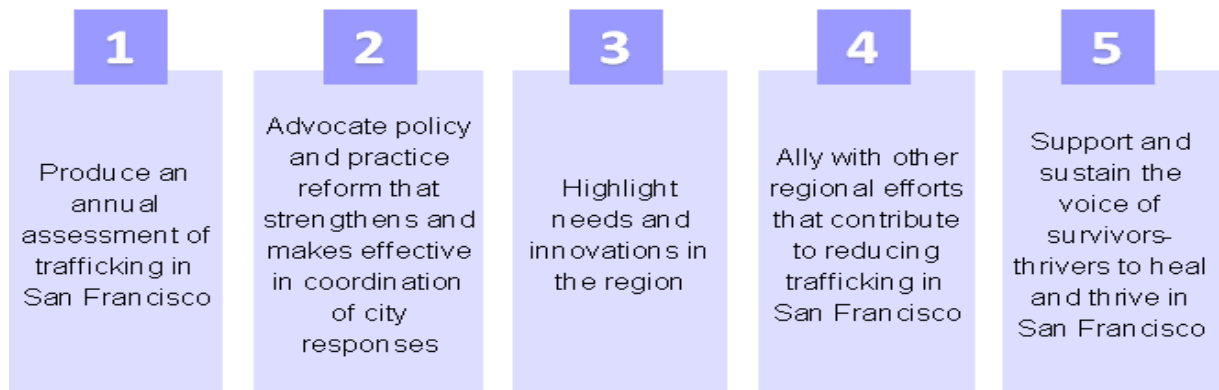


San Francisco Mayor's Task Force on Anti-Human Trafficking

Youth Trafficking Committee

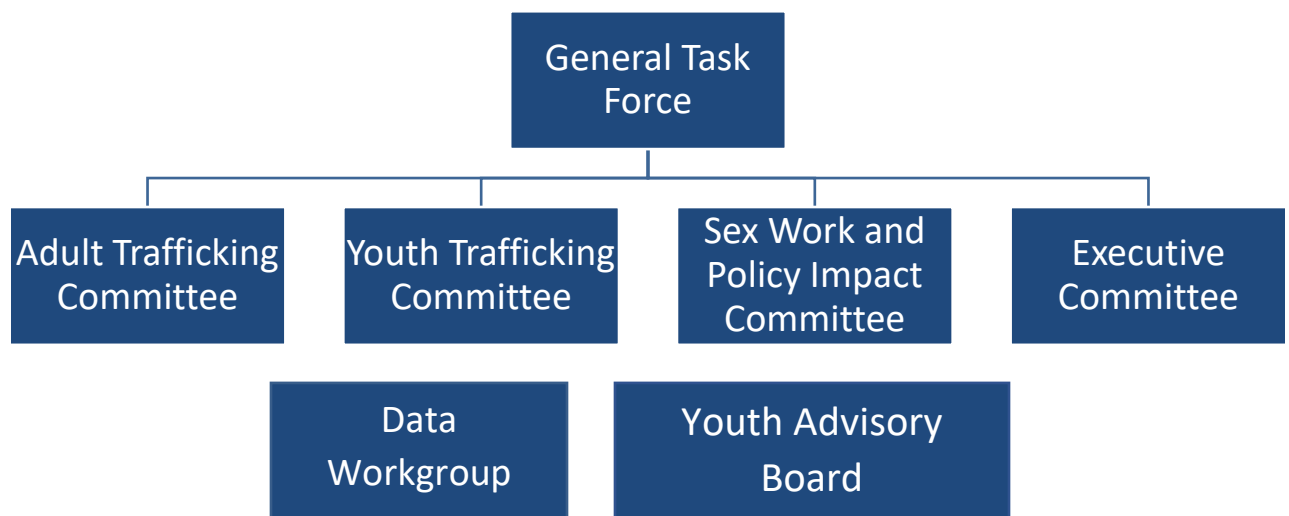
July 2018

Appendix F: Structure of the Mayor’s Task Force on Anti-Human Trafficking



The General Mayor’s Task Force on Anti-Human Trafficking meets every other month on the fourth Wednesday of the month, December excluded. The Task Force identifies the following core activities when programming meetings and building working groups:

The Task Force has four active committees and two work groups in addition to general meetings. Service providers who specialize in committee topics are encouraged to attend the committee meetings to produce policies, recommendations, and action items to report back to the General Meetings by committee heads or members. The Youth Advisory Board was established in 2017 through the Young Women’s Freedom Center and Freedom FWD.



Adult Trafficking Committee

The Adult Trafficking Committee works to address adult trafficking in all industries. In prior years, it was called the Illicit Massage Committee, then the Labor Committee, and then changed to the Adult Trafficking Committee in 2017.

Accomplishments and Activities:

During 2018, the Adult Committee contributed to new content for the Healthy Nail Salon program. The Healthy Nail Salon program is run through the San Francisco Department of Environment and includes certification and training for salon owners and employees. The Department of Environment expanded the training to incorporate information on labor rights and health resources and the new content rolled out in Spring 2018. The data on the Healthy Nail Salon Program is now displayed on San Francisco Open Data.

The Adult Committee also supported the Good Food Purchasing Resolution at the Board of Supervisors. The Good Food Purchasing Program encourages public entities that purchase food to ascribe to five values: food that is locally produced, sustainable, nutritious, respects animal welfare, and values the workforce. In 2018, the Board of Supervisors approved a resolution to incorporate the Good Food Purchasing Program to food purchased for the jails, through the Sheriff's Department, and for our public hospitals through the Department of Public Health. (See Appendix C). San Francisco will have the first jail system in the country to implement the Good Food Purchasing Program.

Sex Work and Trafficking Policy Impact Committee

The Sex Work and Trafficking Policy Impact Committee was formed in recognition that policies created with the intent to address human trafficking have and continue to adversely impact sex workers, other marginalized groups, and people experiencing trafficking. The Task Force distinguishes sex work from trafficking in commercial sex industries. For a case to be trafficking it must involve force, fraud, or coercion, unless the victim is under 18 years of age. The primary purpose of the Sex Work and Trafficking Policy Impact Committee is to evaluate and minimize adverse impacts and to find common ground to address the violence that those involved in sex trades experience, including those who are victims of human trafficking.

Accomplishments and Activities

During 2018, the Sex Work and Trafficking Policy Impact Committee drafted and approved a position paper on the recently passed federal legislation - Allow States and Victims to Fight Online Sex Trafficking Act (H.R. 1865) ("FOSTA"). This position paper stated that the closure of online forums have and will continue to adversely impact people engaged in sex work, including those who are trafficked, by forcing them to street-based sex work and depriving them of a method to screen clients, protect their identities, and arrange safe meeting places, putting sex workers at increased risks of violence (more information in Appendix __). The committee then presented the position paper to the General Task Force, and it was then approved on October 24, 2018.

The committee also did outreach on the Prioritizing Safety for Sex Worker Policies, which were issued by the San Francisco District Attorney's Office and the San Francisco Police Department in December 2017. In June 2018, the Department on the Status of Women, alongside speakers from the Human Rights Commission, St. James Infirmary, US PROStitute Collective, and a private attorney spoke about these policies at the San Francisco Main Public Library. The Human Rights Commission also presented at an event with El/La Para Translatinas on the policy. In addition to public presentations, St James Infirmary and the Department on the Status of Women met with the Captains of Mission Station and Tenderloin

to explain policy and provide Mission Station with informational pocket cards about the policies, at the request of the Captain. It should also be noted that these policies inspired the creation and passing of Assembly Bill 2243, which amends California Evidence Code to protect sex workers from prosecution when reporting a violent crime, either as a victim or witness.

Youth Trafficking Committee

The Youth Trafficking Committee works to improve services to trafficked youth in San Francisco, including both commercially sexually exploited youth and youth trafficked in other industries. The committee identified the need for a 24-hour response to commercial, sexual exploitation of youth and successfully advocated to fund this program, which launched at Huckleberry Youth Programs in March 2016.

Accomplishments and Activities:

The Youth Committee developed recommendations housing and placement options for trafficked, or at risk of being trafficked, youth. The Youth Advisory Board gave input into the recommendations, which were approved by the Task Force at the June 2018 meeting (See Appendix E).

Freedom FWD and the Young Women's Freedom Center also collaborated to create the first Youth Advisory Board to the Mayor's Task Force. The Youth Advisory Board consisted of youth between the ages of 16 and 24 who had been impacted by trafficking and met from Fall 2017 to Summer 2018. Board members participated in the February, April, and August Youth Committee meetings and provided feedback to the committee and the Task Force. Board members received a stipend and participated in workshops twice a month to support their leadership journey.

Appendix G: Membership Policy and Official Members

To qualify as a voting member, organizations must attend 50% of general meetings and 75% of sub-committee meetings in the past year. This is the list of current members.

- Asian Law Caucus
- Asian Pacific Islander Legal Outreach
- Bay Area Legal Aid
- Department of Public Health
- Department on the Status of Women
- District Attorney Victim Services
- Family and Children's Services
- Freedom FWD
- Freedom House
- Huckleberry Youth Programs
- Larkin Street Youth Services
- Legal Aid at Work
- Legal Services for Children
- Love Never Fails
- National Council of Jewish Women
- NorCal Coalition of Sisters Against Human Trafficking
- Safe and Sound (previously SF Child Abuse Prevention Center)
- San Francisco Unified School District
- SHADE Movement
- St. James Infirmary
- UNA USA/SF
- Young Women's Freedom Center

Appendix H: FOSTA Position Paper

Mayor's Task Force on Anti-Human Trafficking Position Paper On FOSTA

Adopted on October 24, 2018

The Mayor's Task Force on Anti-Human Trafficking opposes the recently passed federal legislation Allow States and Victims to Fight Online Sex Trafficking Act (H.R. 1865) ("FOSTA"). FOSTA creates harm for those engaging in sex trades, whether by choice, circumstance, or coercion. The purpose of this position paper is to acknowledge the negative impacts of FOSTA, and to take a stand that reflects our focus on harm reduction strategies and is consistent with the Mission Statement of our Task Force, which includes:

The Task Force works through a collaboration of government, business, and community-based organizations, and includes those affected by trafficking and policies developed to address trafficking.

The Task Force makes policy recommendations to improve the lived experiences of persons who are trafficked.

The language in FOSTA states that "websites can be prosecuted if they knowingly engage in the promotion or facilitation of prostitution or facilitate traffickers in advertising the sale of unlawful sex acts with sex trafficking victims." This language falsely conflates all prostitution and other forms of sex work with trafficking. This conflation will increase the risks of harm and exploitation associated with sex work and will hinder the efforts of law enforcement and private watchdogs to identify trafficking victims and prosecute traffickers. Shutting down websites that people use to advertise sexual services will hurt people who sell sex, including victims of trafficking.

One of the most noticeable and serious harms is the disappearance of online forums, including, but not limited to, classified-ad-style websites, that people in the sex industry use to stay safe.⁴¹ By listing their services online, they were able to screen clients, protect their identities, and arrange safe meeting places. With the disappearance of these sites because of FOSTA, people selling sex, including those who are being trafficked, have been pushed in to street-based sex work, which is far more dangerous. People engaged in street-based sex work are far more likely to experience violence or exploitation. This is equally true for those who voluntarily enter the sex industry as well as for those whose involvement is because of force, fraud, or coercion. Street-based sex work also increases marginalization and isolation, which in turn increases violence, and diminishes someone's ability to reach out for help when needed.

The 2017 study, "Craigslist's Effect on Violence Against Women," illustrates the importance of online advertising to keeping individuals selling sex off the streets and safer. The authors of the study looked at the effect of Craigslist's "erotic services" section on the safety of women. They found a 17.4% reduction in the female homicide rate following the introduction of "erotic services." The authors suggest this

⁴¹ This position paper is not meant to conflict with any current or future provisions of Article 29 of the San Francisco Health Code, which regulate the types of advertisements used by Massage Businesses.

reduction in female violence “was the result of street prostitutes moving indoors and matching more efficiently with safer clients.”⁴²

The loss of online advertising platforms also drives people selling sex to exploitative third-party controllers, who take advantage of their increased vulnerability. Involvement with exploitative third parties also greatly exacerbates the risks of violence and exploitation. The reason for this is that it is much harder to stay safe on your own when working outside. The move to street-based sex work will compel people to need a third party to help connect them to clients and provide some types of safety while they are involved in sex trades.

Law enforcement efforts will also be negatively impacted by the elimination of online advertisements. For many years, law enforcement officials have accessed ads to help them fight human trafficking. Eliminating these online venues will make it more difficult to both locate potential victims of trafficking and to build cases against traffickers. From a law enforcement perspective, online profiles make it far easier to identify trafficking victims than when they are working on the street. For example, Eric Quan, a sergeant in the human-trafficking unit with the San Jose Police Department, noted that the closure of Backpage resulted in a conspicuous rise in street prostitution in San Jose. According to Sergeant Quan, “When Backpage was running adult ads, we used to get tips, but that has dropped off. It makes it a lot more complicated for us to figure out what’s going on.”⁴³

Having online advertising venues makes it easier to screen ads for potential trafficking. For example, a lot of law enforcement agencies scrub online ads looking for indicators of trafficking, such as pictures of people who look underage. Responsible website administration can also make trafficking more visible, which can lead to increased identification. Internet sites also provide a digital footprint that law enforcement can use to investigate trafficking into the sex trade, and to locate trafficking victims. A 2016 State Department report found that being able to access sites like Backpage, the number of identified victims of sex trafficking increased over a seven-year period from fewer than 31,000 to nearly 78,000.⁴⁴ Online profiles similarly assist prosecutors because they often allow them to link phone numbers from people being charged with trafficking to other online ads (thus identifying more potential victims).

In addition to advertising, those in and adjacent to the sex industry used their own and third-party websites to post bad date lists – typically user-generated lists of clients with whom sex workers are warned not to engage – and to distribute occupational health and safety information, to link to health service providers and other community resources. These sites are now under threat because they could be seen as “promoting prostitution.” In San Francisco, the Department on the Status of Women helps to fund a bad date list run by St. James Infirmary.

Shutting down websites will not eradicate trafficking in commercial sex or sex work. Instead it will make things more dangerous for those who are involved in sex trades. Shutting down websites affects the most marginalized people in the sex industry, including those being trafficked. The best way to

⁴² <http://gregoryjdeangelo.com/workingpapers/Craigslist5.0.pdf>

⁴³ <https://www.nytimes.com/2017/03/11/us/backpage-ads-sex-trafficking.html>

⁴⁴ U.S. Department of State, Trafficking in Persons Report. (2016).
<https://www.state.gov/j/tip/rls/tiprpt/2016/index.htm>

protect people involved in sex trades from both physical harm and exploitation is for peers to develop, run, or maintain screening mechanisms to assess whether someone is being forced to sell sex, or as a minor are trading sex to survive.⁴⁵ Unfortunately, FOSTA makes it impossible to operate such forums.

⁴⁵ Jana, S., B. Dey, S. Reza-Paul, and R. Steen. 2013. Combating human trafficking in the sex trade: Can sex workers do it better? *Journal of Public Health* (Oxford) 36 (4): 622–628.

Vote Count

In accordance with the Task's Force voting rules, abstentions were not counted. It is important to note that of the 16 voting members present, there were 10 abstentions, indicating that a significant number of Task Force members did not feel ready, able, or comfortable taking a position on the paper.

Yes:

Asian Pacific Islander Legal Outreach
San Francisco Department of Public Health
San Francisco Department on the Status of Women
St. James Infirmary

No:

Freedom House
Love Never Fails

Abstain:

Asian Law Caucus
Freedom FWD
Huckleberry Youth Programs
Larkin Youth Services
NorCal Coalition of Sisters Against Human Trafficking
Safe and Sound
San Francisco District Attorney Victim Services
San Francisco Unified School District
SHADE Movement
Young Women's Freedom Center

Not Present:

Bay Area Legal Aid
Legal Aid at Work
Legal Services for Children
National Council of Jewish Women
San Francisco Human Services Agency – Family and Children's Services
UNA USA/SF