

## Executive Summary

The year 2018 marked another productive period for the Colorado Human Trafficking Council. The Council fulfilled its mandate to establish a public awareness campaign plan, created a framework for identifying best practices for the prevention of human trafficking, and made recommendations to improve the state's response to labor trafficking. In the Council's continued effort to disseminate its training programs across the state, DCJ staff and the Council's community facilitators trained over 2,000 Coloradans. Of note, this year marked the launch of the Council's law enforcement training program, which resulted in 373 law enforcement personnel being trained this year.

The current year also brought changes in Council membership—with the expiration of several members' original four-year term, some members applied for second terms, while the Council welcomed eight new members (see a full list of current Council members on p. vi). Janet Drake (Senior Assistant Attorney General) and Angela Lytle (Deputy Director of Arapahoe County's Child and Adult Protective Services) served as Council Chair and Vice-Chair, respectively, from January through August, and Christian Gardner-Wood (Deputy District Attorney) and Robert Lung (Judge in the 18<sup>th</sup> Judicial District of Colorado) assumed the roles of Chair and Vice Chair, respectively, in September.

In 2018, the Council's work at the task force and working group levels included:

- Collection of comprehensive data on the incidence of human trafficking and law enforcement efforts to combat human trafficking in Colorado;
- Completion of the Council's comprehensive Public Awareness Implementation Plan;
- Continued progress in writing an advanced curriculum for service providers on building an effective service array and client-centered techniques to meet survivor needs;
- Finalization of 11 recommendations to enhance awareness and training, protections, and investigative and prosecutorial tools to combat labor trafficking;
- Creation of a four-step framework that can be used to identify effective human trafficking prevention strategies.

The full Council also reserved time during its monthly agenda to: 1) prepare a report to the Department of Regulatory Affairs (DORA) as required by the Council's Sunset Review process, 2) provide an overview of the Colorado Department of Human Services' (CDHS) project funded by an award of \$1,413,747 over three years from the U.S. Department of Justice, Office for Victims of Crimes that aims to improve outcomes for child/youth victims of human trafficking, and 3) review and discuss 2018 state legislative proposals related to human trafficking, and 4) the Council yielded one month's meeting time to the Laboratory to Combat Human Trafficking (LCHT) to allow Council members to participate in LCHT's current research project, *The Colorado Project 2.0*. A fuller description of each topic of discussion and the federal and state measures signed into law can be found in "Section 1: Year in Review" (pp. 9–21).

### Data Collection in Colorado

Each year the Council collects different measures of human trafficking incidence in the state in the areas of investigations, prosecutions, human trafficking victims served by federally funded service providers, and calls/unique reports of possible human trafficking as identified by the National Human Trafficking Hotline (NHTH) and the Colorado Network to End Human Trafficking (CoNEHT) hotline for reporting period 2015–2017. And, for the first time, the Council's data collection efforts include data from the state's child welfare system. The year 2017 marks the first year that the state's child welfare system was required to collect data on suspected and identified cases of child/youth sex trafficking. Data from child welfare that is featured in this year's report include calls to the state's Child Abuse Hotline that reference sex trafficking; the number of child/youth sex trafficking allegations assessed by county departments of child welfare; the number of founded cases of child/youth sex trafficking; and the number of high risk for human trafficking screenings that were conducted. Since this is the first year these data are featured in the report, the Council will use the data to provide a baseline and will conduct deeper analysis of trends once multiple years of data are available.

The Council identified three broad trends this year through its data collection activities:

- Colorado investigative activities increased among the three main investigative entities charged with addressing human trafficking: the Rocky Mountain Innocence Lost Task Force (RMILTF), the Colorado Trafficking and Organized Crime Coalition (CTOCC), and Homeland Security Investigations (HSI) all reported increases in new

cases and related arrests, though none of these entities reported investigations or arrests involving labor trafficking.

- Colorado service providers with federal funds to serve trafficking survivors continue to report labor trafficking survivors as their most common client profile, and, for the first time this year, reported serving more U.S citizens and legal permanent residents than foreign nationals.
- The number of state-level cases involving human trafficking charges decreased slightly, from 50 in 2016 to 40 in 2017. The average state prison sentence for someone convicted of human trafficking in Colorado is 41 years and the median sentence is 16 years.

These trends provide strong evidence that the state continues to make progress in holding human traffickers accountable. Nonetheless, available data indicate that law enforcement efforts may be uneven when it comes to addressing human trafficking of foreign nationals and situations of possible labor trafficking.

## Public Awareness

In 2018, the Council finalized and voted to approve its statewide public awareness campaign plan. The primary goal for a statewide human trafficking public awareness campaign is to increase knowledge about all types of human trafficking in the state of Colorado by:

- Shifting preconceived ideas about human trafficking (i.e., only sex trafficking or a crime that only impacts immigrants) to a more expansive awareness about all types of human trafficking and victim profiles.
- Elevating the belief that human trafficking can exist in any Colorado community regardless of location and demographics.
- Creating a statewide culture that does not tolerate human trafficking and empowers community members to take action.

Under the proposed five-year plan, the target audience for the campaign will start out broad, with a focus on the general adult population living in Colorado. The statewide campaign messaging will commence in Year 1 with a focus on raising awareness broadly, and then “funnel” into more specific, action-oriented messaging. Human trafficking victims will also be a target audience. Messaging that directly targets victims will start with a simple call-to-action

and provide access to resources. Over time and in subsequent years of the campaign, messaging will expand to include elements of prevention.

As the campaign progresses, the Council's plan emphasizes the importance of targeting audience segments that have a more direct impact on the identification and reporting of human trafficking. The Council will consider adding "sub-campaigns" that specifically target various audience segments as part of the yearly strategic planning process after campaign evaluations are complete.

The Council's public awareness plan for the campaign envisions a balanced set of outreach strategies and tactics to reach its target audience, including paid (e.g., billboards, TV spots, print ads), earned (e.g., news articles), and social media (e.g., Facebook ads, YouTube spots) in addition to a community engagement plan that relies on partner collaboration, survivor involvement, and relevant outreach activities to encourage personal contact and connection to the issue. It also includes an evaluation strategy to track and report campaign reach, as well as to examine the campaign's impact on the target audiences' perceptions and knowledge about human trafficking.

Recognizing that this human injustice will continue until Colorado residents become aware of all aspects of human trafficking and feel empowered to get involved, the Council voted in June to recommend that the General Assembly update the public awareness mandate from a focus on creating a plan to implementing one. A complete description of the Council's public awareness working group activities and its campaign plan can be found on p. 12-16 of "Section 1: Year in Review".

## **Developing and Delivering Human Trafficking Training**

From January through October 31, 2018, DCJ staff and trained facilitators completed 92 trainings requested by 68 organizations for a total of 2,224 trained individuals around Colorado. This was an increase in individuals reached of almost 20% from 2017.

Additionally, with its law enforcement-tailored curriculum, Human Trafficking Investigations: An Introductory Course, complete, DCJ staff launched its law enforcement train-the-trainer program in March. By the end of October, 2018, DCJ staff had trained 18 facilitators on the

Council’s law enforcement-tailored curriculum, who in turn hosted 25 trainings for a total of 422 individuals reached.

The funding that helped spur the Council’s train-the-trainer activities ended in June 2018, but through new funding provided by the U.S. Office for Victims of Crime (OVC), DCJ staff continues to reach additional Colorado communities and provide access to the Council’s curricula—along with technical assistance, and ongoing support—to trained facilitators, especially those located in the southeast, southwest, and northwest regions of the state. For more information about this grant, see “Section 1: Year in Review,” pp. 16-18.

In 2018, the Council also continued work on constructing curriculum for an advanced training for service providers with an accompanying facilitator’s guide. The training is designed to answer the question, “Now what?” after a victim is identified. It targets four professional sectors: community-based victim advocates, mental/behavioral health professionals, case managers, and others who provide direct care to survivors of human trafficking. Beta testing for the service provider training will begin in 2019. A full account of the Council’s training and curricula development can be found in “Section 3: Human Trafficking Training Outcomes” on p. 51.

## **Addressing Labor Trafficking in Colorado**

This year, the Council brought together a talented and diverse set of stakeholders to offer recommendations about how Colorado can better respond to labor trafficking. To enhance protections for labor trafficking victims, the Council recommended:

- Providing a state bridge of public benefits, e.g., Medicaid, the Supplemental Nutrition Assistance Program (SNAP), and Temporary Assistance for Needy Families (TANF), for foreign national victims of human trafficking who are waiting for federal protections to come through;
- Informing all incoming temporary, "non-immigrant" work visa holders about their rights under state law and providing contact information for state and national human trafficking hotlines;

- Expanding access to professional interpreters to promote disclosure of the crime and to prevent traffickers and their agents from serving as unofficial interpreters, especially in interactions with first responders and healthcare providers;
- Encouraging Colorado Department of Labor and Employment to adopt a protocol that allows the agency to provide law enforcement attestation/certification in support of T and U visas pursuant to its investigative authority.

Similarly, to increase the strength and number of investigative and prosecution tools for holding labor traffickers accountable, the Council recommended:

- Amending Colorado’s theft statute to explicitly include “labor” as a thing of value that can be subject to theft;
- Making it a crime for an employer to intentionally induce, or attempt to induce, through threats, bribery, or intimidation, an injured worker to withdraw or not pursue a claim for insurance benefits;
- Strengthening Colorado’s insurance fraud statute to have stricter penalties for insurance application fraud.

And, to improve training and awareness on the issue of labor trafficking, the Council:

- Encouraged public awareness materials that increase understanding and empathy for victims of labor trafficking and highlight the negative impacts of the crime on victims and the community in the form of lost revenue and the burden on enforcement and social services;
- Voiced support efforts to work in partnership with community experts and culturally responsive professionals to translate and adapt the Council's introductory human trafficking training program into languages other than English.

More about the Council’s labor trafficking recommendations can be found in “Section 4: Addressing Labor Trafficking in Colorado” on p. 59 of the annual report.

## **Identifying Human Trafficking Prevention Strategies**

A Prevention Task Force was established in 2018 to identify best practices for the prevention of human trafficking, particularly for the prevention of child sex trafficking. The group took an innovative approach by developing a four-step framework to recommend as a promising

practice for the identification of effective human trafficking prevention strategies. The four-step prevention framework involves:

1. A focus on primary prevention.
2. A focus on risk/protective factors instead of an emphasis on human trafficking-specific prevention strategies.
3. A selection of core criteria that aid in the identification of effective strategies that could easily be sustained while recognizing and supporting those with past trauma.
4. An outline of broad criteria to use when reviewing groups of strategies—these criteria include all potential human trafficking victims.

Drawing inspiration from the public health field and specifically its work in violence prevention and the social-ecological model, the Council’s framework considers how individuals are impacted by risk and protective factors to violence at the individual, relationship, community, and societal levels. Through its efforts to develop a comprehensive, four-step framework, the Council also recognizes that the risk factors associated with human trafficking are not unique to the issue but are also risk factors for many other forms of violence. Behavioral health concerns, family conflict/poor parent-child relationships, lack of community support/cohesion, lack of economic stability, and an adverse childhood experiences (ACE) score of four were all identified as top risk factors for human trafficking that an effective prevention program should optimally address.

Another step in the Council’s prevention framework involves defining a set of core criteria required of all high-quality prevention strategies. The core criteria represent components that the Council determined should be present in all prevention strategies—from the importance of evidence-based strategies to programs that are accessible, sustainable, trauma responsive, and whose outcomes can be measured.

Finally, the Council’s framework encourages practitioners to consider broad criteria when evaluating prevention strategies, including whether they are:

- Inclusive
- Free from bias and promote the same status, rights, and responsibilities for all members of the involved population

- Multi-generational in approach
- Flexible to modifications based on changing environments, and
- Designed to reach both the entire population and to target subgroups and individuals at higher risk for human trafficking.

“Section 5: Identifying Effective Human Trafficking Prevention Strategies” (p. 73) provides an in-depth description of each step and offers examples of prevention programs that the Council identified using the four-step framework.

After four years of convening critical stakeholders from across the state, the Council is proud of the work it has accomplished, from recommending child sex trafficking be recognized as a form of child abuse and neglect to introducing human trafficking training to new audiences. Over these past four years, the Council has seen significant strides being made to better address human trafficking in Colorado, while still recognizing that there is more work to be done. We hope the recommendations contained in the 2018 report contribute to the ongoing efforts of the anti-trafficking field to combat human trafficking in Colorado. The Council looks forward to its work in 2019, to the new stakeholders who have joined the ranks of Council membership, and to charting the next course for holistically and collaboratively tackling human trafficking.