

SECTION 1

Year in Review



Members of the Colorado Human Trafficking Council participated in a full-day annual retreat on January 26, 2018, to set their priorities and agenda for the year. Council members prioritized the following topics and mandates for 2018:

1. Public Awareness
2. Labor Trafficking
3. Identifying Best Practices for the Prevention of Human Trafficking
4. Data Collection
5. Training Development

At the January retreat, the Council considered which priorities would be addressed through the formation of a task force or working group, and which should be undertaken by the full Council during its regular monthly meetings. Through a series of votes, Council members opted to form two new task forces and continue the work of the Data and Research Task Force (DRTF) in 2018:

Labor Trafficking Task Force (LTF): As a task force in its first year, the LTF prioritized a comparison of laws that California prosecutors use to address labor trafficking with equivalent provisions in Colorado. The aim of the task force was to identify areas where Colorado law could be strengthened, and make recommendations in the areas of protection and training/public awareness, to better address labor trafficking statewide.

Task Force Chair: **Tom Acker**, *Western Slope Against Trafficking*

Data and Research Task Force (DRTF): In its fourth year, the DRTF continued to fulfill the Council’s mandate, “to collect data relating to the [incidence] of, and the efforts of law enforcement to combat human trafficking.” New this year is the addition of human trafficking data collection activities within the child welfare system. The DRTF also met on three separate occasions to review literature pertinent to the experiences of human trafficking survivors, with the goal of highlighting survivor topics in 2019.

Task Force Chairs: **Claude d’ Estrée, *Human Trafficking Center at the University of Denver*** and **Amanda Finger, *Colorado Network to End Human Trafficking***

Prevention Task Force (PTF): Also in its first year, the Prevention Task Force was formed to address the Council’s mandate to “identify best practices for the prevention of human trafficking, especially the prevention of child sex trafficking.” The Council opted to take a broad approach in its consideration of promising practices in the area of prevention by taking into account the profiles of multiple at-risk populations and all forms of human trafficking.

Task Force Chair: **Jill Brogdon, *Community Member***

A complete overview of the task forces can be found in the corresponding sections of this report. Additionally, the Council voted to continue the work of two working groups from 2017: Public Awareness, and Training. The Public Awareness Working Group finalized comprehensive implementation and evaluation plans. Likewise, the Training Working Group continued its work of developing an advanced curriculum for service providers in 2018.

Beyond the work of the task forces, the Council identified issues that warranted attention of the full Council. Members set aside a portion of the Council’s monthly agendas to address the following topics:

- The Council’s Statewide Public Awareness Implementation Plan. The Public Awareness Working Group (PAWG), in partnership with Orange Circle Consulting (OCC), presented twice to the Council in 2018 to keep members apprised of its progress and to unveil its final plan. The Council carefully considered, and voted to approve, the plan developed by OCC and PAWG at its April meeting.

- The Colorado Department of Human Services' (CDHS) award of a \$1,413,747 grant over three years from the U.S. Department of Justice, Office for Victim of Crimes that aims to improve outcomes for child/youth victims of human trafficking. The Colorado Department of Public Safety (CDPS) is a sub-grantee. Given CDHS's representation on the Council and its partnership on the grant with CDPS' Human Trafficking Team, Maria Trujillo, Human Trafficking Program Manager, and Sara Nadelman, CDHS Human Trafficking Specialist, provided an overview of the grant.
- The Sunset Review Process of the Colorado Human Trafficking Council. DCJ staff members sought input from Council members at the June 2018 meeting on a document prepared for the Department of Regulatory Affairs (DORA). The Council's DORA document provided information on the Council's activities in fulfillment of its mandates, as well as information on its meetings and financials. Since the Council is scheduled to sunset on September 1, 2019, DORA must complete a review of the Council and submit its findings to the General Assembly by October 15, 2018.
- During the legislative season, the Council received monthly updates and discussed 2018 state legislative proposals related to human trafficking. A description of federal and state measures signed into law are provided later in this section.

Comprehensive Statewide Human Trafficking Public Awareness Campaign for Colorado

In 2018, the Council's Public Awareness Working Group (PAWG) finalized its holistic, multiyear, statewide public awareness implementation plan (hereafter, the Campaign Plan). In consultation with Orange Circle Consulting (OCC), a Colorado-based marketing firm that has vast experience in public health and behavior change campaigns, the Council crafted a five-year plan to increase knowledge about all types of human trafficking in the state of Colorado.

Public Awareness Campaign Goals

The goals of the Campaign Plan are to:

- Increase knowledge about all types of human trafficking in the state of Colorado;

- Shift 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;
- Elevate the belief that human trafficking can exist in any Colorado community regardless of location and demographics;
- Create a statewide culture that does not tolerate human trafficking and empowers community members to take action.

At a March presentation to the Council, Tonya Peters, Principal with OCC, explained that the target audience for the Council’s Campaign Plan is broad, with a focus on the general adult population living in Colorado (this includes a demographic profile of adult men and women living in urban and rural settings). The Campaign Plan messaging in its first year would focus on raising awareness across all of these demographic groups and then “funnel” into more specific, action-oriented messaging in subsequent years. Human trafficking victims are envisioned as part of the target audience. Messaging directly targeting victims would start with a simple call-to-action and provide access to resources. Over time, messaging is envisioned to expand to include elements of prevention.

Public Awareness Campaign Strategies

At the March Council meeting Ms. Peters also addressed the mix of outreach strategies and tactics that would be used to reach the broad audience that the Council’s campaign targets. The Campaign Plan would rely on:

- Paid media, including such items as traditional media (such as cable and broadcast televisions spots), radio, out-of-home (billboards, bus posters, etc.), print ads (newspaper and magazines), and digital ads.;
- Earned media (i.e., news articles);
- Social media, which involves developing a social media strategy that includes a campaign website and paid digital media (on such platforms as Facebook and YouTube), and also leverages earned media and other public relations efforts;
- A community engagement plan, which highlights partner collaboration, survivor involvement, and relevant outreach activities that encourage personal contact and connection to the issue.

Campaign Plan Evaluation

The Campaign Plan also includes an Evaluation Plan to track and report campaign reach, as well as examine the campaign's impact on the target audience's perceptions and knowledge about human trafficking. The Evaluation Plan would involve a five-step, iterative process of planning, creating, implementation management, analysis, and reporting.

1. **Planning:** Identifying the problem, the solution, and the indicators; developing the evaluation strategy; identifying the evaluation tools and methods; and timeline development;
2. **Creating:** Creating the evaluation tools (e.g., survey instruments, interview and facilitation guides) determined in the planning process;
3. **Implementation/Management:** Testing, dissemination, and management of the evaluation tools (e.g., surveys, interviews, other data collection);
4. **Analysis:** Cleaning (preparing data for analysis using number conversion and qualitative review), analyzing, interpreting, and summarizing all data; and
5. **Reporting:** Presenting and reporting study findings.

The Campaign Plan relies on the evaluation tools of online, statewide pre/post-test surveys; key informant pre/post interviews; secondary data reviews; and media and engagement tracking metrics. As part of the formative research phase, OCC surveyed 401 Colorado residents of varying ages, ethnicities, and locations in Fall 2017 on their knowledge and perceptions about human trafficking; the factors that motivate them to take action on social topics, specifically human trafficking, or prevent them from doing so; and preferred/most frequently used communication methods. The baseline survey conducted in Fall 2017 provided significant insight into the target audience for the campaign. Notable results include:

Current Knowledge and Perceptions

- Colorado residents are aware of human trafficking (98%), but they do not necessarily believe it is affecting their state, community, or family.
- Many residents have a skewed or narrowed perception about human trafficking but also believe it is a critical issue to combat.

Barriers to Action

- The top reasons cited for not taking action is that residents do not have the time (47%), money (47%), or enough knowledge to act (41%).

Motivators

- The general public do believe they play a role in combatting human trafficking.
- A focus on community safety and a personal connection could help motivate residents to take action.

Additional Insights

- Trusted resources for message delivery include public service announcements, healthcare providers, faith organizations, and law enforcement, and should be leveraged as part of messaging.
- Consulting partners across Colorado will be essential in the campaign development process.

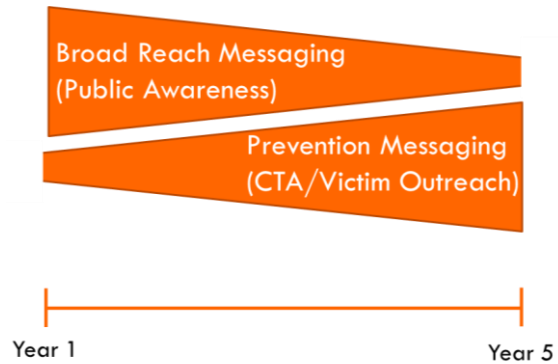
The 2017 survey results will serve as baseline markers and a similar follow-up survey would be carried out at various points during the five-year campaign. Additional questions will be added to the follow-up surveys to track messaging, campaign recognition, and location of message recall to pinpoint the most identifiable campaign mediums. OCC also carried out interviews in the fall of 2017 with 13 key informants to collect expert qualitative information regarding the general public beliefs regarding human trafficking. Follow-up interviews would be carried out with the same informants to gauge their perceptions on the impact of the Campaign Plan.

Furthermore, the evaluation will rely on secondary data, primarily the information that the Council collects as part of its annual report. These data include law enforcement anti-trafficking activity, calls to the state and national anti-trafficking hotlines, human trafficking service population information, etc. Having this contextual information will help evaluators track changes in human trafficking support, reporting, identification, investigation, and prosecution. Shifts in quantitative data over time cannot be solely correlated to the campaign, yet they can inform how the campaign may be impacting these types of activities. Finally, the evaluation effort will measure broad-reach paid media metrics, as described in the Campaign Plan. Broad-reach media can include traditional tactics such as television, billboard, print advertisements, and more. Measurements for these tactics would be reported using metrics of reach and impressions. Reach is defined as the total number of unique people who saw campaign content, while impressions are the number of times campaign content was seen, i.e.,

multiple times by multiple people. Metrics for each media tactic would be tracked monthly to help evaluate the Campaign.

Timing of the Campaign Plan

While years one and two of the Campaign Plan would be dedicated to a project launch, creative development of the campaign’s collateral (e.g. posters, tv ads, campaign website, etc.), implementation of the various forms of media, and ongoing evaluation activities, years three through five would focus on community engagement implementation and the potential evolution of campaign messaging and calls-to-action for victims, along with possible sub-campaign development for specific sectors and vulnerable populations, (e.g., schools, social services, and service industry workers.)



After the presentation, Council members shared their feedback and posed questions to Ms. Peters and the PAWG. Some members were concerned that the public awareness campaign would result in a significant increase in the number of people identified and in need of social and legal services, but with no additional funding to support the increased need for services. Ms. Peters noted that the first year of the campaign would be focused on shifting public perception, not necessarily targeting victims. Kelly Kissell, Program Manager for the Office for Victims Programs, pointed out that the 2020 Crime Victim Service grant funding cycle allows service providers that apply for funding an opportunity to boost their staffing and service provision capabilities as necessary based on the potential impact of the campaign on increasing the need for services. Additionally, Ms. Peters reminded the Council that an element of the public awareness campaign would be to collaborate with service providers and find out how the campaign could benefit their work and their communities. For instance, Ms. Peters observed that the Council could help disseminate information about the federal and state government funds available to help organizations meet a potential increased need for services generated by a statewide public awareness campaign.

In April, the Council voted to approve the statewide public awareness campaign (20 in favor, 0 against, and 2 abstentions). Furthermore, at the June meeting, Council members voted to change the language of its public awareness mandate from “develop an implementation plan” to “implement a statewide public awareness campaign on human trafficking” as a signal to the General Assembly of its interest in seeing the Campaign Plan to fruition. DCJ staff has also begun pursuing funding options related to executing the Campaign Plan.

Improving Outcomes for Child and Youth Victims of Human Trafficking Grant Award

In October 2017, CDHS received a grant award of \$1,413,747 over three years from the U.S. Department of Justice, Office for Victims of Crime. The Colorado Department of Public Safety, Division of Criminal Justice will serve as a sub-awardee and assist in the implementation of the project.

At the February Council meeting, Sara Nadelman, CDHS Human Trafficking Specialist, presented an overview of the grant. In its grant application, CDHS identified the need for a statewide approach to preventing and reducing the impact of child/youth trafficking by bringing together child welfare, law enforcement, and community stakeholders, and identified the need for consistent data collection within the existing child welfare case management system, “Trails,” to better understand and track the extent of human trafficking throughout the child welfare system. The grant proposal also recognized the need for an evidence-based, non-duplicative, and comprehensive service array for minors who experienced or who are at risk for experiencing human trafficking, especially in remote areas of the state. Colorado has already shown national leadership in complying with child welfare requirements under the U.S. Preventing Sex Trafficking and Strengthening Families Act. With its DOJ/OVC grant funds, CDHS aims to build on its strong foundation by strengthening service capacity in key regions of the state while also working to overcome deficits in the state’s child welfare human trafficking data collection activities.

Ms. Nadelman explained that the primary goal of the grant is to fully implement within three years a comprehensive, collaborative, statewide approach to preventing and reducing the impact of child/youth trafficking. There are four main activities under the grant:

1. Building a Service Array

- Building a statewide service array involves reviewing and boosting services across the state and implementing the Council’s standards and guidance for organizations serving human trafficking survivors. Regional navigators will help elicit and incorporate the feedback of community stakeholders and organizations across the state. In addition, the grant and the service array supported by this grant is intended to cover both forms of human trafficking (sex and labor trafficking) and be gender inclusive.

2. Training and Public Awareness

- This grant activity is aimed at identifying gaps in training across the state, building on public awareness and training efforts already in progress at CDHS and the Council, and raising awareness of human trafficking issues by developing collaborative public awareness campaigns.

3. Regional Navigators, Survivor Consultants, Community Task Forces

- The grant will support the work of existing task forces and service organizations in the community and ensure that survivor input is a part of any collaboration statewide. Navigators in the three pilot regions of this project will lead these efforts by serving as a point person in responding to child/youth trafficking. Navigators act as the “glue” in these regions, connecting a region’s human trafficking response to the larger statewide effort.

4. Evaluation, Implementation Science, and Data Coordination

- CDHS will conduct ongoing evaluation of collaborative approaches to preventing and responding to human trafficking and ensuring alignment of data collection between various data sources.

There are many benefits to the CDHS and CDPS/DCJ partnership on this grant. The partnership between the CDHS and the DCJ allows staff to track and make publicly available information on calls to Colorado’s child abuse hotline involving allegations of human trafficking; trends in the overall use of the newly mandated high-risk screening tool within Colorado’s child welfare

system; and the services offered/delivered by child welfare agencies to persons identified as at-risk or confirmed victims of sex trafficking. Additionally, DCJ staff will partner with CDHS to deliver the Council's Core Curriculum and law enforcement-based training on human trafficking. Finally, the partnership will allow CDHS and CDPS to closely coordinate future public awareness activities should the Council's public awareness plan go into effect. Since CDHS has already launched a campaign specific to child victims of sex trafficking, the agencies will seek to complement instead of duplicate these efforts.

Sunset Review Process

Pursuant to § 2-3-1203 of the Colorado Revised Statutes, the Department of Regulatory Agencies (DORA) must complete an advisory board review of the Council and submit its findings to the General Assembly since the Council is set to sunset (i.e., come to an end) per statute on September 1, 2019. At the June meeting, DCJ staff provided members with a draft of a document it prepared for DORA to assist in its review. Specifically, DORA asked for the following information:

- The names of current members of the Council;
- All revenues from expenditures, including Council expenses, per diem paid to members, and any travel expenses;
- The dates Council meetings were held and the number of members attending each meeting;
- List of all advisory proposals made by the Council, together with an indication as to whether or not each proposal has been acted on, implemented, or enacted into statute;
- The reasons why the Council should be continued.

Members received a copy of this draft document in advance of the Council's June meeting. At the meeting, members voted on whether they: 1) agreed with the status of the mandates as reflected in the report to DORA; 2) thought each particular mandate should continue or whether it was complete; and 3) if it was determined that a mandate should continue with modifications, what modifications to the mandate should be made and how should the mandate be rewritten. The majority of Council members were in agreement about which mandates should continue (with or without modifications) and which should not.

Based on the vote tallies pertaining to the Council’s mandate to consider various elements of Safe Harbor legislation, members believed it had completed the mandate. Nonetheless, members were undecided about whether they should revisit the issue of Safe Harbor in the future.

As part of the Council’s sunset review discussion, various members of the Council were interested in a) whether or not the Council should continue, and b) which stakeholders and representatives should be on the Council. The Council opted to hold a vote as to whether or not the Council should sunset. The majority of Council members voted against a sunset, with 18 members voting no (against a sunset of the Council), 5 yes (in favor of a sunset of the Council), and 3 abstentions.

DORA completed its advisory board review process of the Council on October 15, 2018, and submitted its findings to the Colorado General Assembly, Office of Legislative Legal Services. Based on its review, DORA recommended that the General Assembly should continue the Human Trafficking Council.¹ To read the full report from DORA, visit its archive of reviews available on the DORA website.

National and Colorado 2018 Legislative Activities

In 2018, two pieces of federal legislation and two pieces of state legislation that have a direct bearing on the issue of human trafficking were passed.

State Legislation²

Increase Surcharge for Trafficking Children (Senate Bill 18-055): Existing Colorado law requires each person who is convicted of a crime against a child to pay a surcharge to the clerk of the court for the judicial district in which the conviction occurred. The enactment of the current act adds the crime of human trafficking of a minor for sexual servitude and involuntary servitude to the definition of a crime against a child for purposes of the surcharge and

¹ Department of Regulatory Agencies, Colorado Office of Policy, Research and Regulatory Reform. “Human Trafficking Council,” 2018 Sunset Reviews. (Denver, CO) October 15, 2018: 21–31, Last accessed October 16, 2018, <https://www.colorado.gov/pacific/dora-oprrr/node/143196/>.

² For the complete legislative language for each act passed, see Appendix 1 (p. 112) for the Human Trafficking Commercial Driver’s License (HB18-1018) and Appendix 2 (p. 113) for Increase Surcharge for Trafficking Children (SB18-055).

increases the surcharge to \$3,000 for those convicted of either involuntary or sexual servitude of a minor.

Human Trafficking Commercial Driver's License (House Bill 18-1018): The passage of this act requires training to obtain a Class A commercial driver's license contain education on the “recognition, prevention and reporting of human trafficking” if the training is conducted at a commercial driver’s license school.³ The Department of Higher Education must also publish information about human trafficking for commercial driver's license holders and trainees.

Federal Legislation⁴

(U.S. Senate) S. 1693-Stop Enabling Sex Traffickers Act of 2017: Amends the Communications Act of 1934 to clarify that “communications decency provisions protecting providers from liability for blocking or screening of offensive material shall not preclude or limit civil action or criminal prosecution under state or federal criminal or civil laws relating to sex trafficking of children or sex trafficking by force, fraud, or coercion.” S. 1693 also amends the federal criminal code to specify that the violation for benefiting from "participation in a venture" engaged in sex trafficking of children, or sex trafficking by force, fraud, or coercion, includes knowingly assisting, supporting, or facilitating the violation. Finally, the bill amends the federal criminal code to allow a state attorney general to bring a civil action in U.S. district court on behalf of the state's residents if the attorney general believes a person who knowingly participates in the sex trafficking of children or sex trafficking by force, fraud, or coercion threatens the safety of state residents.

(U.S. Senate) S. 1532-No Human Trafficking on our Roads Act: Directs the U.S. Department of Transportation to disqualify from operating a commercial motor vehicle for life an individual who uses such a vehicle in committing a felony involving a severe form of human trafficking.

Conclusion

Beyond Council and legislative activities, several exciting anti-trafficking announcements and events took place in 2018. In late 2018, the Denver Anti-Trafficking Alliance (DATA) received

³ The bill specifies that the requirements cover a commercial driver’s license to drive a “combination vehicle” or Class A vehicles as defined under CFR 383.153.

⁴ Council staff consulted Congress.gov (<https://www.congress.gov/bill/115th-congress/senate-bill/1693>) for a summary of S. 1693 and (<https://www.congress.gov/bill/115th-congress/senate-bill/1532/text/pl?overview=closed>) for a summary of S. 1532.

the Enhanced Collaborative Model (ECM) to Combat Human Trafficking grant from the U.S. Department of Justice. With funding facilitated through the Denver District Attorney's Office as the lead law enforcement partner and through the Asian Pacific Development Center as the lead community-based victim services partner, DATA will enhance victim identification, work towards comprehensive victim services, conduct victim-centered investigations and prosecution, and grow the impact of anti-human trafficking multidisciplinary partnerships in the Denver region. Additionally, the Laboratory to Combat Human Trafficking carried out Phases II through IV of its Colorado Project 2.0, a replication of the original Colorado Project. Phases II through IV included survey dissemination to gauge the prevention, protection, and partnership efforts of stakeholders statewide (prosecution efforts were omitted since the Council conducted a prosecution study in 2017); data analysis; advisory committee review of findings; and an update to the LCHT's Colorado Action Plan.

On February 22, several anti-trafficking groups in northern Colorado joined forces to host their first Human Trafficking Symposium, including A Face to Reframe, Free Our Girls, Rescue: Freedom, and the Colorado State University College of Business. The symposium included a panel presentation by Janet Drake, former Council Chair, and offered the one-hour version of the Colorado Human Trafficking Council Core Curriculum as a part of its activities.

On April 4–5, the Freedom Network USA hosted its 16th Annual Conference, "Standing Tall: A Vision of Freedom in Times of Change," in Denver, Colorado. Council Member Patricia Medige served as Conference Chair, and the Council sponsored a table at the event. The Freedom Network USA conference is a national event, drawing anti-trafficking professionals from the survivor, service provider, research, and law enforcement sectors.

Finally, the Council's judicial representative, District Court Judge Robert Lung, was appointed by the U.S. President to serve on the U.S. Advisory Council on Human Trafficking in March, where he serves as vice chair, and to the National Advisory Committee on the Sex Trafficking of Children and Youth in the U.S. in September. Congratulations, Judge Lung!