COLORADO

Annual **Report**
2018
HUMAN TRAFFICKING COUNCIL

Colorado Human Trafficking Council

2018 Annual Report

Report to the Judiciary Committees of the House of Representatives and the Senate, pursuant to C.R.S. § 18-3-505

Colorado Human Trafficking Council
Maria Trujillo, Program Manager
Office for Victims Programs
Kelly Kissell, Unit Manager
Division of Criminal Justice
Joe Thome, Director
Department of Public Safety
Stan Hilkey, Executive Director

Annual report cover designed by Brendan Davidson. The Colorado Human Trafficking Council logo designed by John Patzam.

Table of Contents

Acknowledgements

The Colorado Human Trafficking Council continues to provide a unique space for debate, discussion and coordination between state agencies, victim service providers, community-based organizations and regional anti-human trafficking collaborations. In many ways, 2018 was a year of transition for the Council. Many Council members reached the end of their terms and several new Council members were welcomed to the group. Among those who completed their terms were Janet Drake and Angela Lytle, who each served as Chair and Vice Chair respectively. The Council would like to thank both Ms. Drake and Ms. Lytle for their contributions to the Council and the field more broadly. The success of the Council the past few years is a testament to their guidance and leadership. The Council looks forward to a bright future under the stewardship of newly appointed Chair Christian Gardner-Wood and Vice Chair Robert Lung.

The Council would also like to thank the task force chairs. The Council recognizes the efforts of Amanda Finger and former Council member Claude d'Estrée in chairing the Data and Research Task Force, Tom Acker in chairing the Labor Trafficking Task Force, and Jill Brogdon in chairing the Prevention Task Force.

The Council is also thankful for the various community stakeholders who rally around this issue. Many professionals attend meetings and volunteer their time to serve on Council task forces and work groups. These individuals embody the spirit and ethos of the field and are essential in addressing human trafficking in our state. Their dedication continues to inspire and energize. The Council is also thankful for the diverse array of organizations in Colorado who are invested in this issue. Their generosity and commitment is critical to the anti-trafficking movement.

Division of Criminal Justice staff Catherine Bowman, Camerron Resener and Brendan Davidson were the primary authors of this report. In addition, Hannah Nelson who served as a public health intern at DCJ, contributed to the writing of this report as part of her practicum for her master's degree. Thanks to all, for their hard work and contributions to the 2018 report.

Finally, the Council is grateful to human trafficking survivors who continue to shine a light on this issue and guide our discourse about this critical issue. Without their insights, the work of the Council would not be possible.

Colorado Human Trafficking Council Membership

The composition of Council membership is set forth in C.R.S. § 18-3-505

Christian Gardner-Wood (Chair)
Colorado District Attorneys' Council
Rep. of a statewide organization of district attorneys

Judge Robert Lung (Vice Chair)
18th Judicial District, District Court
Rep. of the judicial branch

Dr. Thomas Acker
Western Slope Against Trafficking
Rep. of a regional or city-wide human trafficking task force or coalition

Lester Bacani
University of Colorado Hospital
Community member

Mary Berg
Jefferson County Department of Human Services
Dir. of an urban county department of social services

Jill Brogdon
Community member

Maureen Cain
Colorado State Public Defender
Rep. of statewide organization of criminal defense attorneys

AG Cynthia Coffman
Colorado Attorney General's Office
Rep. of the Colorado Department of Law

Mari Dennis
Colorado Springs Police Department
Rep. of an organization that provides direct services to victims of human trafficking

Matthew Dodson
Archuleta County Department of Human Services
Dir. of a rural county dept. of social services

Amanda Finger
Colorado Network to End Human Trafficking
Rep. of a regional or city-wide human trafficking task force or coalition

Brie Franklin
Colorado Coalition Against Sexual Assault
Rep. of a statewide coalition for victims of sexual assault

Diana Goldberg
SungateKids
Rep. of a child advocacy center

Luis Guzman
Colorado Department of Human Services, Office of Children, Youth, and Families
Rep. from the Department of Human Services

Sterling Harris
Colorado Organization for Victim Assistance
Rep. of a statewide organization that provides services to crime victims

Chris Henderson
Office of the Child's Representative
Rep. of a statewide organization that provides legal advocacy to abused, neglected, and at-risk children

Nhu-Minh Le
Asian Pacific Development Center
Rep. of an organization that provides direct services to victims of human trafficking

Major Brett Mattson
Colorado State Patrol
Rep. of Colorado State Patrol

Patricia Medige
Colorado Legal Services
Rep. of a statewide immigrant rights organization

Jo-Ann O'Neil
Human Trafficking Task Force of Southern Colorado
Rep. of a regional or city-wide human trafficking task force or coalition

Steven Ramirez
Shiloh House
Rep. of a nonprofit organization that facilitates the treatment or housing of human trafficking victims

Elise Reifschneider
Denver Anti-Trafficking Alliance
Rep. of a regional/city-wide human trafficking task force or coalition

Fikile Ryder
Catholic Charities Diocese of Pueblo
Rep. of a faith-based organization that assists victims of human trafficking

Tammy Schneiderman
Division of Youth Services, CDHS
Rep. from the Department of Human Services

Hava Simmons
Larimer County Department of Human Services, Office of Children, Youth, and Families
Rep. of a person who provides child welfare services for a county department of social services

Sheriff Anthony Spurlock
Douglas County Sheriff's Office
Rep. of a statewide association of county sheriffs

Daniel Steele
18th Judicial District Human Trafficking Task Force
Rep. of a regional/city-wide human trafficking task force or coalition

Cathie Swanson
Colorado Department of Agriculture
Rep. from the Department of Agriculture

Former Council Members

Completed Term

Minna Castillo Cohen
Colorado Department of Human Services, Office of Children Youth, and Families
Rep. from the Department of Human Services

Claude d'Estrée
Human Trafficking Center at the University of Denver
Rep. of a college or university department that conducts research on human trafficking

Janet Drake, *former Chair*
Colorado Attorney General's Office
Rep. of Colorado Department of Law

Lynn Johnson
Jefferson County Human Services
Dir. of an urban department of social services

Angela Lytle, *former Vice-chair*
Arapahoe County Department of Human Services
Rep. of child welfare services for a county department of social services

Saida Montoya
Colorado Department of Labor and Employment
Rep. of the state Department of Labor & Employment

Don Moseley
Ralston House
Rep. of a child advocacy center

Commander Jerry Peters
Thornton Police Department
Rep. of a statewide association of police chiefs

Raana Simmons
Colorado Coalition Against Sexual Assault
Rep. of statewide coalition for victims of sexual assault

Linda Weinerman
Office of the Child's Representative
Rep. of a statewide organization that provides legal advocacy to abused, neglected, and at-risk children

Resignations in 2018

Captain Lawrence Hilton
Colorado State Patrol
Rep. of Colorado State Patrol

Jason Korth
Restore Innocence
Rep. of a faith-based organization that assists victims of human trafficking

Sara Nadelman
Division of Child Welfare, Office of Children Youth & Families, CDHS
Rep. of the Department of Human Services

Cara Morlan
18th Judicial District's Human Trafficking Task Force
Rep. of a regional or city-wide human trafficking task force or coalition

Task Force and Working Group Members

Data and Research Task Force

Name	Affiliation
Claude d'Estrée (Co-Chair)	Human Trafficking Center at the University of Denver
Amanda Finger (Co-Chair)	Colorado Network to End Human Trafficking
Thomas Acker	Western Slope Against Trafficking
Maureen Cain	Colorado State Public Defender
Christian Gardner-Wood	Colorado District Attorney's Council
Melina Leodas-Whelan	Colorado Legal Services
Judge Robert Lung	18th Judicial District Court
Sara Nadelman	Colorado Department of Human Services
Scott Rogers	8th Judicial District Attorney's Office
Laura Said	U.S. Department of State – Diplomatic Security Service
Ann-Janette Alejano-Steele	Metropolitan State University of Denver and the Laboratory to Combat Human Trafficking
Sammie Wicks	Aurora Police Department

Labor Trafficking Task Force

Name	Affiliation
Thomas Acker (Chair)	Western Slope Against Trafficking
Tris Lester Bacani	University of Colorado Hospital, Community Member
Claude D'Estree	Human Trafficking Center at the University of Denver
Janet Drake	Colorado Attorney General's Office
Elisa Goldmann	Pinnacol Insurance
Sterling Harris	Colorado Organization for Victim Assistance
Laurie Jaeckel	Equal Employment Opportunity Commission
Nhu-Minh Le	Asian Pacific Development Center
Crystal Littrell	Colorado Attorney General's Office
Elise Reifschneider	Denver District Attorney's Office
Jennifer Rodriguez	Colorado Legal Services, Migrant Division
Laura Said	U.S. State Department Diplomatic Security Unit
Anthony Spurlock	Douglas County Sheriff's Office
Cathie Swanson	Department of Agriculture
Corey Wagner	Craig Police Department

Prevention Task Force

Name	Affiliation
Jill Brogdon (Chair)	Community Member
Minna Castillo Cohen	Colorado Department of Human Services
Mari Denis	Colorado Springs Police Department
Matthew Dodson	Archuleta County Department of Human Services
Rachel Griffin	Colorado Department of Human Services
Lynn Johnson	Jefferson County Department of Human Services
Robert Lung	18th Judicial District, District Court
Angela Lytle	Arapahoe County Human Services Department
Patricia Medige	Colorado Legal Services
Don Moseley	Ralston House
Kara Napolitano	Laboratory to Combat Human Trafficking
Hannah Nelson	Colorado School of Public Health
Jo-Ann O'Neil	Human Trafficking Task Force of Southern Colorado
Steven Ramirez	Shiloh House
Tammy Schneiderman	Division of Youth Services, CDHS
Daniel Steele	18th Judicial District Human Trafficking Task Force
Danielle Tuft	Colorado Department of Public Health and Environment

Training Working Group

Name	Affiliation
Mari Dennis	Colorado Springs Police Department
Mary Landerholm	Laboratory to Combat Human Trafficking
Sara Nadelman	Colorado Department of Human Services
Steven Ramirez	Shiloh House

Public Awareness Working Group

Name	Affiliation
Jill Brogdon	Community Member
Sara Kcral	Colorado Department of Human Services
Robert Lung	18th Judicial District, District Court
Angela Lytle	Arapahoe County Department of Human Services
Patricia Medige	Colorado Legal Services
Don Mosely	Ralston House
Sara Nadelman	Colorado Department of Human Services
Tammy Schneiderman	Division of Youth Services, CDHS

Public Awareness Campaign Consultants

Tonya Peters	Orange Circle Consulting
Monica Strachan	Orange Circle Consulting

Division of Criminal Justice Staff

Name	Role
Joe Thome	Division of Criminal Justice, Director
Kelly Kissell	Office for Victims Programs, Manager
Maria Trujillo	Human Trafficking Program Manager
Catherine Bowman	Human Trafficking Program Coordinator
Camerron Resener	Human Trafficking Training Coordinator
Brendan Davidson	Office for Victims Programs, Program Associate
Hannah Nelson	Human Trafficking Program, Public Health Intern

Message from the Council Chair

On behalf of the Colorado Human Trafficking Council (Council), it is my pleasure to submit the 2018 Annual Report. The report is the compilation of the dedicated and diligent efforts of the Council members and the staff of the Division of Criminal Justice (DCJ) in 2018. As Chair, I offer my heartfelt thanks to the members and staff of the Council for all of their hard work and dedication to fighting all forms of human trafficking.

In 2018, the Council focused on identifying and combating labor trafficking, identifying best practices for preventing human trafficking, continuing to collect and analyze data about human trafficking in Colorado, and continuing to develop and implement training opportunities across the state. We also developed a plan for a statewide public awareness campaign that can be implemented should the necessary funding become available. The work in all of these focus areas resulted in this 2018 Annual Report and notably also resulted in specific recommendations to assist in addressing human trafficking in our state. These efforts were undertaken to ensure the mandates of the Colorado General Assembly to the Council are being achieved.

In 2019, we look forward to the sunset review of the Council by the General Assembly and, by an overwhelming majority vote of the Council membership, hope to be reauthorized. Council members will attend a retreat in early January 2019 to identify priorities for 2019, as well as identify long-term goals and proposed new mandates of the Council should the General Assembly reauthorize the Council.

It is an honor to be the statewide district attorney representative to the Council, and a particular honor to have been elected Chair of the Council in 2018 by its members. Through ongoing prevention, partnership, protection, and prosecution we can continue to strive to end human trafficking in our state.

Sincerely,

Christian Gardner-Wood
Chair, Colorado Human Trafficking Council

List of Acronyms and Abbreviations

ACE	Adverse Childhood Experiences
CASA	Court Appointed Special Advocates
CBI	Colorado Bureau of Investigation
CDC	Centers for Disease Control and Prevention (federal)
CDHS	Colorado Department of Human Services (state)
CDLE	Colorado Department of Labor and Employment (state)
CDPS	Colorado Department of Public Safety (state)
CoNEHT	Colorado Network to End Human Trafficking (state)
Council	Colorado Human Trafficking Council
CIW	Coalition of Immokalee Workers
CJASS	Colorado Justice Analytics Support System
C.R.S.	Colorado Revised Statutes
CTOCC	Colorado Trafficking and Organized Crime Coalition
CY	Calendar Year
DATA	Denver Anti-Trafficking Alliance
DCJ	Division of Criminal Justice (state)
DOJ	Department of Justice (federal)
DORA	Department of Regulatory Agencies (state)
DRTF	Data and Research Task Force
DYS	Division of Youth Services (state)
ECM	Enhanced Collaborative Model
EEOC	Equal Employment Opportunity Commission (federal)
FFY	Federal Fiscal Year
HB	House Bill
H.E.A.T.	Human Exploitation and Trafficking
HSI	Homeland Security Investigations (federal)
ICON	Integrated Colorado Online Network
LCHT	Laboratory to Combat Human Trafficking
LTTF	Labor Trafficking Task Force
MDT	Multi-Disciplinary Team
NGO	Non-Governmental Organization
NHTH	National Human Trafficking Hotline (federally funded)
OCC	Orange Circle Consulting
OTIP	Office on Trafficking in Persons (federal)
OVC	Office for Victims of Crime (federal)
PAWG	Public Awareness Working Group
POST	Peace Officer Standards and Training
PTF	Prevention Task Force
PTSD	Post-Traumatic Stress Disorder
Rep.	Representative
RMILTF	Rocky Mountain Innocence Lost Task Force
SB	Senate Bill
SEM	Social-Ecological Model
SNAP	Supplemental Nutrition Assistance Program
TANF	Temporary Assistance for Needy Families
TWG	Training Working Group
UCR	Uniform Crime Reporting
VOCA	Victims of Crime Act

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 18th 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

2

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 <u>and</u> 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 <u>primary</u> 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.

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 (LTTF): As a task force in its first year, the LTTF 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 $1,413,747grant 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.)
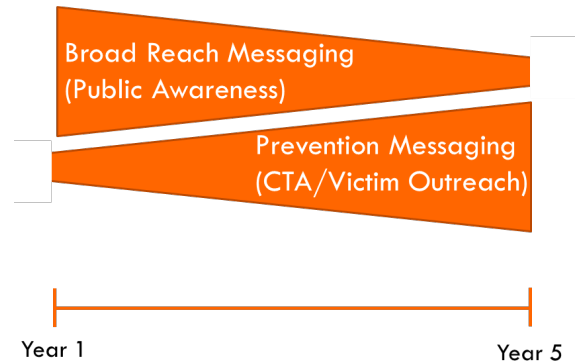
After the presentation, Council members shared their feedback and posed questions to Ms. Peters and the PAWG. Some members were concerned that the public awareness campaign would result in a significant increase in the number of people identified and in need of social and legal services, but with no 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 Legislation[2]

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 Legislation[4]

(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!

SECTION **2**

Collecting Data on Human Trafficking in Colorado

Introduction

This section provides federal, state, and local data on human trafficking *incidence* and service provision to human trafficking survivors as reported by law enforcement agencies, prosecutors, and non-governmental organization (NGO) service providers covering the three-year period of 2015, 2016, and 2017. The Council provides reporting through the end of the previous year to avoid a partial report of the current year's investigative, judicial, and service provision activity. For the first time, this year's report also includes data on human trafficking from the state's child welfare departments.

In order to fulfill the Council's legislative mandate to collect data on human trafficking, the Council established the Data and Research Task Force, which has operated since the inception of the Council. In 2018, the Task Force focused exclusively on its data collection efforts.

Members also met on a modified schedule to review the latest research on the experiences and perspectives of human trafficking survivors.[5] If the Council decides to continue the work of the Data and Research Task Force in 2019, the task force will focus its efforts on eliciting human trafficking survivor perspectives on justice, and on examining the current human trafficking service provider landscape in Colorado.

Colorado Law Enforcement Measures of Incidence and Activities to Combat Human Trafficking

Federal Law Enforcement Activities in Colorado

The Council collected data on the number of human trafficking investigations, recoveries of trafficking victims, arrests of suspected traffickers, prosecutions, and convictions among federal law enforcement agencies with field offices in Colorado, namely the Federal Bureau of Investigation (FBI), Homeland Security Investigations (HSI), and the U.S. Attorney's Office. The Council includes national reporting from these federal agencies on their human trafficking activities in addition to state-level reporting. It should be noted that national reporting captures federal fiscal years (October through September, or July through June, depending on the federal agency), while Colorado data often reflect the calendar year (January through December). This difference will be noted throughout the report by using FFY for federal fiscal year or CY for calendar year.

---

[5] DRTF met to discuss the eight following publications that address the experiences, perspectives, and recommendations of human trafficking survivors: Hannah Love, Jeanette Hussemann, Lilly Yu, Evelyn F. McCoy, and Colleen Owens. *Justice in Their Own Words*. (Issue Brief, Washington, DC: Urban Institute, 2018.) Accessed on October 18, 2018. https://www.urban.org/research/publication/justice-their-own-words.

Lilly Yu, Jeanette Hussemann, Hanna Love, Evelyn F. McCoy, and Colleen Owens, *Alternative Forms of Justice for Human Trafficking Survivors*, (Issue Brief, Washington, DC: Urban Institute, 2018). Accessed on October 18, 2018. https://www.urban.org/research/publication/alternative-forms-justice-human-trafficking-survivors.

Hannah Love, Jeanette Hussemann, Lilly Yu, Evelyn F. McCoy, and Colleen Owens. *Comparing Narratives of Justice.* (Issue Brief, Washington, DC: Urban Institute, 2018). Accessed on October 18, 2018. https://www.urban.org/research/publication/comparing-narratives-justice.

Evelyn F. McCoy, Colleen Owens, Lilly Yu, Hannah Love, and Jeannette Hussemann. *Delivering Justice for Human Trafficking Survivors.* (Issue Brief, Washington, DC: Urban Institute, 2018). Accessed on October 18, 2018. https://www.urban.org/research/publication/delivering-justice-human-trafficking-survivors.

United States Advisory Council on Human Trafficking, *Annual Report 2016.* (Washington, DC: U.S. Department of State, 2016). https://www.state.gov/documents/organization/263434.pdf.

United States Advisory Council on Human Trafficking, *Annual Report 2017.* (Washington, DC: U.S. Department of State, 2017). Accessed on October 18, 2018.

Ieke De Vries, and Amy Farrell. "Labor Trafficking Victimizations: Repeat Victimization and Polyvictimization," *Psychology of Violence* 8, no. 5 (2018): 630–638. Accessed on October 18, 2018. http://dx.doi.org/10.1037/vio0000149.

Polaris. *On-Ramps, Intersections, and Exit Routes: A Roadmap for Systems and Industries to Prevent and Disrupt Human Trafficking.* (Washington, DC: Polaris, 2018).

FBI Activities

As Table 1 shows, the total number of Department of Justice investigations nationwide decreased in FFY 2017 to 782, from 843 in FFY 2016.[6] The Council originally reported more than 1,800 DOJ investigations for FFY 2016, but adjusted this number downward based on the federal government's correction of this figure. Data on DOJ investigations do not account for human trafficking investigations carried out by DOJ-funded Enhanced Collaborative Model (ECM) anti-trafficking task forces. In FFY 2017, DOJ funded two ECMs to further the development of multidisciplinary human trafficking task forces that implement collaborative approaches to combating all forms of human trafficking. In 2017, Colorado did not have an ECM operating within the state; thus, it has no ECM data to report.[7]

Table 1: FBI National Investigations, FFY 2015–2017	
	National (reported by fiscal year)
Year	Total DOJ Investigations
2015	802
2016	843
2017	782

Data source: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2016, 2017, and 2018).

The Rocky Mountain Innocence Lost Task Force (RMILTF) is one of several law enforcement task forces across the country funded by DOJ to combat the commercial sexual exploitation of children born in the United States. RMILTF represents a joint effort, with officers/agents from the FBI, the police departments of Denver and Aurora, the Colorado State Patrol, and the sheriff departments of Arapahoe and Douglas counties, as well as investigators from the 1st and 18th Judicial District Attorney's offices. For a fifth straight year, RMILTF reported an increase in the number of open investigations, up from 152 investigations in CY 2016 to 167 in CY 2017 (see Table 2). The number of victim recoveries decreased slightly to 112 in CY 2017 (down from 119 in CY 2016). Nonetheless, the number of males recovered rose from 15 recoveries in 2016 to 21 recoveries in CY 2017; there were also recoveries of three transgender individuals in CY

---

[6] U.S. State Department. "United States," *Trafficking in Persons Report.* (Washington, DC: U.S. Department of State, 2018), p. 443.

[7] The Denver Anti-Trafficking Alliance was recently awarded (October 2018) ECM funding to enhance its work in addressing human trafficking in Denver county. The Council will include the data on its efforts in future reports. To learn more about this grant award, see "Section 1: Year in Review," p. 20.

2017. RMILTF arrests increased in CY 2017 to 49, up from 35 arrests in CY 2016. Prosecutions of these 49 arrests were accepted at eight different judicial districts. RMILTF continues to receive referrals from jurisdictions that utilize the high-risk screening tool and that regularly convene multi-disciplinary teams (MDTs) to conduct at-risk youth case reviews with law enforcement, child welfare representatives, and other child advocacy and juvenile justice professionals.

Table 2: FBI: Rocky Mountain Innocence Lost Task Force Activities, CY 2015–2017*			
Year	Investigations Opened	Recoveries (breakdown by gender)**	Arrests***
2015	86	72; 10M, 62F	55
2016	152	119; 15M, 104F	35
2017	167	112; 21M, 88F, 3T	49

Data source: Federal Bureau of Investigation-Denver Office.
*The focus of the RMILTF is on investigations involving the commercial sexual exploitation of children and minor sex trafficking.
**M stands for male, F stands for female, and T stands for transgender.
*** Arrest data include arrests for sex trafficking of a minor, pimping-related activity, sexual assault on a child, and patronizing a child prostitute.

The other local FBI-led human trafficking law enforcement working group is the Colorado Trafficking and Organized Crime Coalition (CTOCC). Its mission is to focus on adult and international victims of labor and/or sexual exploitation within Colorado. CTOCC investigates venues that support human trafficking, including the internet, restaurants, hotels, bars, labor camps, and businesses associated with prostitution. CTOCC partners include more than 25 local, state, and federal law enforcement agencies.

CTOCC reported 16 investigations and 28 arrests in 2017, which represents a significant increase from its 8 investigations and 15 arrests reported in 2016 (see Table 3). Of those 16 investigations opened in 2017, all were sex-trafficking related.

Table 3: Colorado Trafficking and Organized Crime Coalition Activities, CY 2015–2017*			
Year	Investigations Opened	Joint Operations Conducted	Arrests
2015	7	14	17
2016**	8	6	15
2017**	16	16	28

Data source: Federal Bureau of Investigation-Denver Office.
* The focus of CTOCC is on adults and international victims of labor and/or sexual exploitation within Colorado.
**While the 2015 numbers include both FBI-Denver led and supported CTOCC investigations, the 2016 and 2017 numbers reflect only FBI-Denver led activity.

HSI Activities

HSI, the investigative arm of the Department of Homeland Security, is likewise charged with combating human trafficking. HSI pursues a broad range of suspected human trafficking and related activity—from cases involving adult foreign nationals to the investigation of child sexual exploitation, child pornography, and the forced labor of minors, especially situations involving the use of the internet to lure and/or exploit minors.

Nationally, HSI reported a substantial decrease in its human trafficking investigations, from 1,029 in FFY 2016 to 833 in FFY 2017 (see Table 4). At the state level, HSI reported an increase in its human trafficking investigations, from 10 in FFY 2016 to 14 in FFY 2017 (see Table 4). In FFY 2017, all of HSI's investigations constituted cases of sex trafficking; the agency arrested 54 individuals in connection with these investigations. Most of these arrests will be handled by the state judicial system.

Table 4: HSI National and Colorado-Based Investigations, FFY 2015–2017		
Year	National Data (investigations involving potential human trafficking)	Colorado Data (Colorado-based HSI investigations officially recorded as human trafficking-related)
2015	1,034	16
2016	1,029	10; 7 sex trafficking, 3 labor trafficking
2017	833	14; 14 sex trafficking, 0 labor trafficking

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2016, 2017, and 2018). Colorado data were obtained from the HIS Denver field office.

Federal Criminal Case Filings

In FFY 2017, the United States Attorney's Office, District of Colorado, reported no federal human trafficking indictments, prosecutions, or sentences. The office's previous anti-trafficking activities involved the guilty plea of a defendant for transporting a minor with the intent to engage in criminal sexual activity in FFY 2015. In FFY 2016, the same defendant was sentenced to 151 months (more than 12 years) in federal prison for that crime.

State and Local Law Enforcement Activities

In order to gain a picture of the state and local law enforcement counter-trafficking efforts—not already captured through RMILTF and CTOCC reporting—the Council drew primarily from state judicial filings containing human trafficking statutes. The Council also considered local law enforcement efforts, human trafficking-related incidents, and arrests reported as part of the Colorado Bureau of Investigation's (CBI) Uniform Crime Reporting (UCR) program, which in turn submits statewide data to the FBI's UCR database.[8]

Local Law Enforcement Reporting on Human Trafficking

Since CBI began collecting information on human trafficking incidents and arrests in 2014, the Council has considered including these data in its annual reports. UCR data on human trafficking incidents and arrests are drawn from police departments, sheriff's offices, the Colorado State Patrol, and CBI. All of these local and state law enforcement agencies are mandated to report their crime fighting activities to CBI's Crime Information Management Unit.[9] It was determined that data collected by CBI for calendar years 2015, 2016, and 2017 significantly underreported human trafficking incidents and arrests, especially when taking into account the multiple local law enforcement agencies' workforce hours dedicated to RMILTF and CTOCC activities alone.

The challenges of accurately reflecting human trafficking incidents and law enforcement's response efforts within the UCR system exists not only in Colorado, but nationwide. According to the U.S. State Department's 2018 *Trafficking in Persons Report*, currently 78% of states report human trafficking crimes into the UCR system—but not all local agencies report to each

---

[8] Unless otherwise indicated, the reporting period for state and local law enforcement activities is January 1–December 31.

[9] C.R.S. § 24-33.5-412(5).

state's UCR system, including in Colorado.[10] Beyond the lack of reporting compliance, several other factors contribute to underreporting of human trafficking-related activities. At the 2018 Association of State Uniform Crime Reporting Programs Annual Conference, Maria Trujillo, DCJ's Human Trafficking Program Manager, and Kris Lugo, Research Associate with the Justice Research and Statistics Association, gave a plenary presentation on the challenges of UCR reporting at the state and federal levels, respectively. Ms. Trujillo highlighted the challenges her office identified in Colorado, including a lack of protocols for local law enforcement jurisdictions on when and how to report activities they conduct as part of an anti-trafficking task force or in the context of MDTs. Similarly, Ms. Trujillo and Ms. Lugo both identified the challenges of reporting human trafficking when law enforcement may initially identify ancillary criminal conduct that is later determined to be human trafficking. Additionally, law enforcement personnel have become accustomed to recording human trafficking-related activities as a different crime when an investigation begins because they are unaware that human trafficking is a UCR crime with a corresponding code they can (and should) apply when they report on policing activity.[11]

The Council has a unique opportunity to contribute to the efforts to strengthen Colorado's UCR reporting activities on human trafficking. First, many of the jurisdictions most active in addressing human trafficking are members of the Council and/or its task forces; thus, they possess valuable "lessons learned" on reporting their human trafficking-related work. Likewise, they can play a vital role in rolling out new practices in the jurisdictions where the majority of counter-trafficking activities currently take place. Second, since one of its mandates is to develop human trafficking training standards and curricula, the Council can—and has— incorporated information on law enforcement's UCR reporting requirement along with helpful tips on reporting into its law enforcement training curriculum. As was mentioned in the *2017 CHTC Annual Report*, the Council convened two roundtables with law enforcement to learn about crime reporting practices in the state. Based on these informative stakeholder meetings, the Council created a Frequently Asked Questions handout for its law enforcement training module (See Appendix 3, p. 113). Third, since staff that supports the Council is housed in the

---

[10] U.S. State Department, "United States," *Trafficking in Persons Report.* (Washington, DC: U.S. Department of State, 2018), p. 444.
        [11] In January 2013, the national UCR Program began collecting offense and arrest data regarding human trafficking as authorized by the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008.

Department of Public Safety along with the CBI UCR Program Manager, there are plans to coordinate efforts to improve UCR data on human trafficking so that these data can serve as yet another reliable reflection of law enforcement efforts to combat the crime statewide.

Human Trafficking and Related State Judicial Case Information

Another measure of local counter-trafficking efforts is the number and outcome of state judicial human trafficking cases.

Table 5 provides the breakdown of the number of times the human trafficking statutes were filed, along with the overall number of cases involving human trafficking statues in CY 2015, 2016, and 2017.

Table 5: State Judicial Cases with Filings of the 2014 Human Trafficking Statutes, CY 2015–2017				
	2015	2016	2017	Totals
Statutes	# of Filings	# of Filings	# of Filings	# of filings
Involuntary Servitude § 18-3-503*	1	3	1	5
Sexual Servitude - Adult § 18-3-504	22	17	16	55
Sexual Servitude -Minor § 18-3-504(2)	30	55	47	132
Total Filings (cases)	**53 (39 total cases)**	**75 (50 total cases)**	**64 (40 total cases)**	**192 (129 cases)**

Data sources: All case filings containing formal human trafficking statutes were queried using the Judicial Branch's Integrated Colorado Online Network (ICON) information management system via the Colorado Justice Analytics Support System (CJASS). *While there have been five filings of § 18-3-503 and two convictions on that charge, all but one filing related to crimes of a sex-trafficking or sexual assault nature. The one intentional filing of involuntary servitude resulted in the defendant's plea to other charges.

As the table demonstrates, the number of filings of human trafficking statutes and of overall cases have generally increased since HB14-1273 went into effect in July 2014, particularly prosecutions involving a charge of the sexual servitude of a minor (§ 18-3-504(2)). Nonetheless, there was a slight decrease in the number of cases involving human trafficking charges, from 50 in 2016 to 40 in 2017. The 129 human trafficking cases over the three-year period originated in 11 of the 22 Colorado judicial districts. Of those 129 cases, 101, or 78%, were filed in the Denver metro area, while 28 (22%) were filed elsewhere.[12] In 2017, the 17th Judicial District covering Adams and Brighton County filed 26 of the 40 human trafficking cases.

---

[12] Denver metro area jurisdictions include the 1st, 2nd, 17th, and 18th judicial districts.

As in past years, the 2017 filing of involuntary servitude (§ 18-3-503) involved allegations of unlawful sexual conduct, signaling a filing error versus a legitimate labor trafficking case. The filing of § 18-3-503 in 2016 that involved a legitimate charge of involuntary servitude resulted in a plea to separate charges.

Figure 1 provides a breakdown of how the 129 human trafficking cases were resolved. The majority of cases (79) involving a charge of human trafficking resulted in the defendant pleading guilty to related charges, while 29 cases resulted in a human trafficking conviction. In one case, the defendant went to trial and was acquitted on sexual servitude of a minor charges but found guilty of several other charges ancillary to sex trafficking, including sexual assault and the prostituting of a minor. Thirteen cases involving a human trafficking filing were dismissed, though in at least one case the dismissal resulted from a consolidation of two related cases for the same defendant rather than a lack of evidence to proceed. At the writing of this report, the outcomes of 7 cases were still pending. Figure 1 provides the breakdown of cases over the three-year period, while Figure 2 provides a breakdown by type of disposition (i.e., the final outcome of the case) by year.
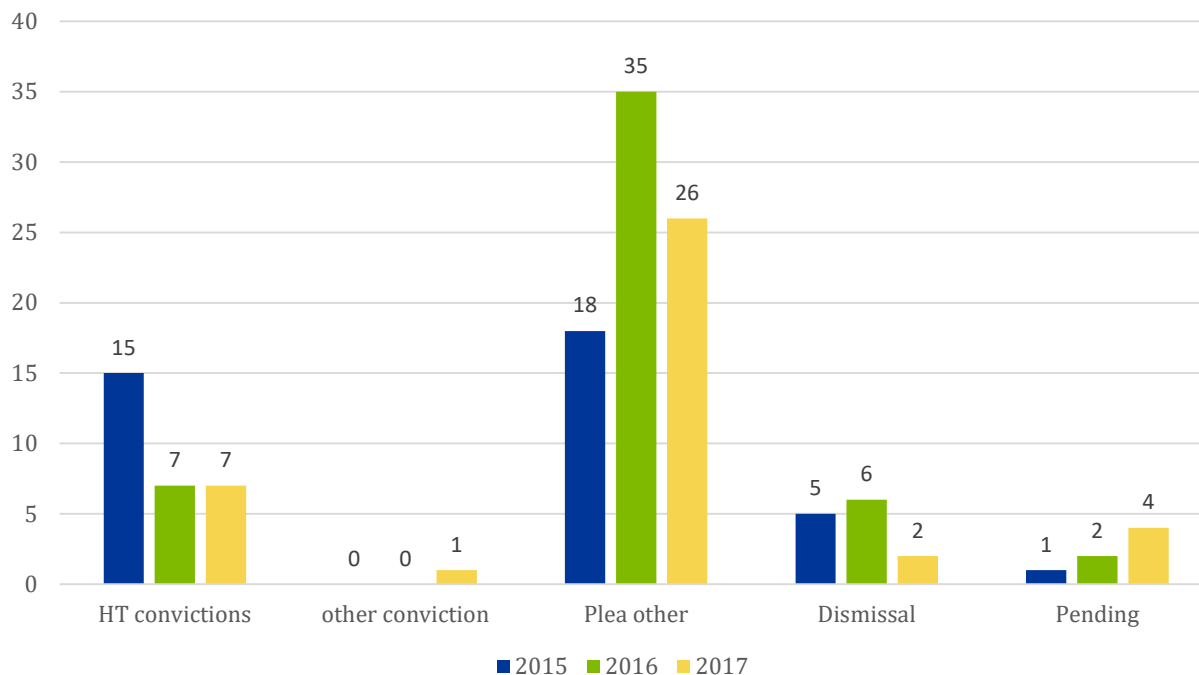
Figure 1: Dispositions for Cases Involving a Human Trafficking Charge, CY 2015–2017
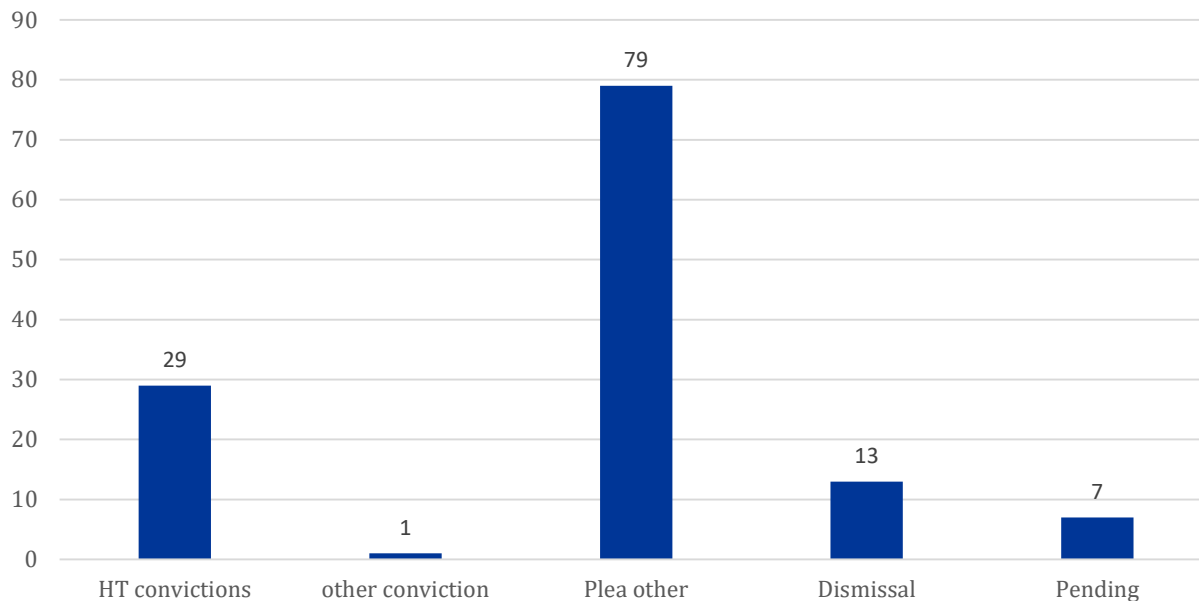
Data source: The number of total cases was calculated using information obtained through the Judicial Branch's ICON information management system via the CJASS. The case status for each filing was last obtained from the Colorado State Courts – Data Access system on December 21, 2018, by the Division of Criminal Justice's Colorado Human Trafficking Council staff.

Figure 2 provides the resolution of cases as well as a detailed breakdown of the distribution of case outcomes in each category (e.g., human trafficking conviction, plea-other, dismissal, etc.) by year.

Figure 2: Dispositions for Cases Involving a Human Trafficking Charge, Breakdown by Type of Disposition for Each Year, CY 2015–2017


Data source: The number of total cases was calculated using information obtained through the Judicial Branch's ICON information management system via the CJASS. The case status for each filing was last obtained from the Colorado State Courts – Data Access system on December 21, 2018, by the Division of Criminal Justice's Colorado Human Trafficking Council staff.

Figure 3 (next page) provides the gender breakdown of those charged with human trafficking along with the gender breakdown of those convicted of the crime over the three-year period. This year the Council opted not to provide a racial analysis of defendants charged with and convicted of human trafficking offenses. The judicial database systematically collects race but not ethnicity data; therefore, for example, Hispanics are often recorded as white but not in every instance. In using secondary race data, the Council also had concerns about how those entering demographic data determine a defendant's racial category and whether race is assessed in the same way by each staff and across all jurisdictions.

Figure 3: Breakdown of Those Charged and Convicted of Human Trafficking by Gender, CY 2015–2017
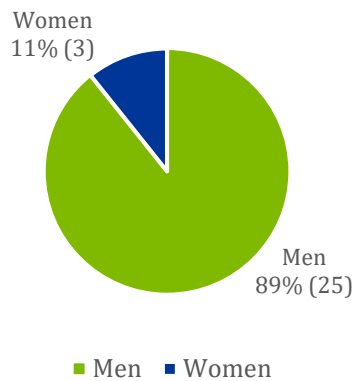
Charged with Human Trafficking

N = 129
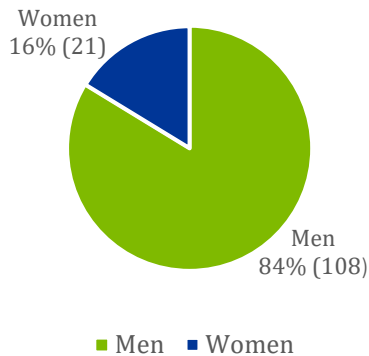
Convicted of Human Trafficking

N = 28

Women
16% (21)

Men
84% (108)
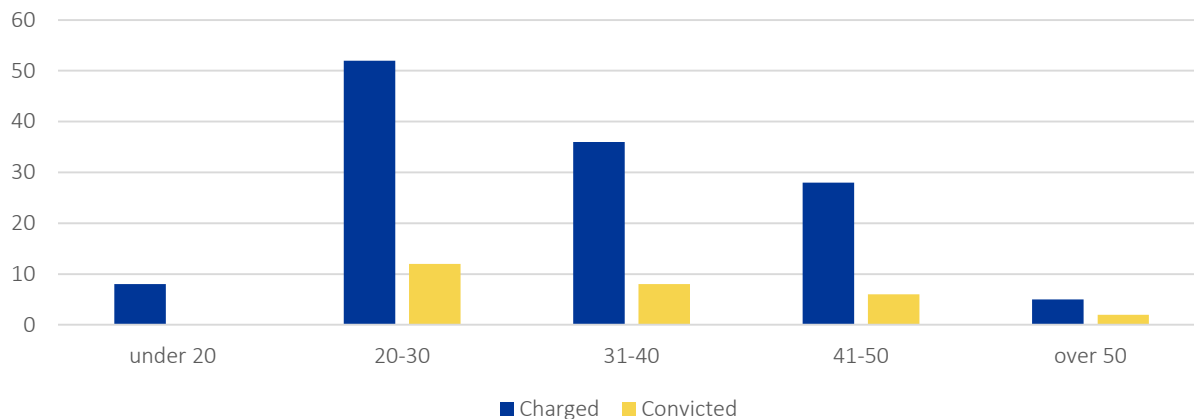
■ Men ■ Women

Women
11% (3)

Men
89% (25)

■ Men ■ Women

Data source: The Colorado Judicial Branch's ICON information management system via the CJASS. These data were obtained on December 21, 2018.

Figure 4 represents the age of those charged and convicted of human trafficking for CY 2015–2017. As with last year, the highest concentration of defendants is in the 20- to 30-year-old cohort. For those who were found guilty of human trafficking, the Council also considered what other charges they were convicted of. Table 6 provides a breakout of those ancillary charges that human traffickers were convicted of in addition to human trafficking. This table is limited to the total 28 criminal cases in which a conviction of involuntary or sexual servitude was reached from 2015 to 2017. As is demonstrated in the table, Pimping of a Child, Soliciting for Child Prostitution, and Pandering of a Child represent the top ancillary charges filed in addition to the charge of human trafficking.

Figure 4: Defendants Charged/Convicted of Human Trafficking by Age, 2015–2017

■ Charged ■ Convicted

Data source: The Colorado Judicial Branch's ICON information management system via the CJASS. These data were obtained on December 21, 2018.

Table 6: Ancillary Charges on Which Trafficking Defendants Were Also Convicted		
Criminal Code	Charge	# of Cases Involving the Ancillary Conviction
§ 18-7-405	Pimping of a Child	5
§ 18-7-402	Soliciting for Child Prostitution	5
§ 18-7-403	Pandering of a Child	5
§18-7-206	Pimping	4
§18-6-701	Contributing to the Delinquency of a Minor	4
§ 18-6-403	Sexual Exploitation of a Child	4
§ 18-3-402	Sexual Assault	4
§ 18-7-403.5	Procurement of a Child	3
§ 18-7-405.5	Inducement of Child Prostitution	3
§ 18-7-406	Patronizing a Prostituted Child	3
§18-3-202	Assault in the First Degree	2
§18-7-203	Pandering of a Child	2
§ 18-3-404	Unlawful Sexual Contact	2
§ 18-3-302	Second Degree Kidnapping	1
§ 18-3-405	Sexual Assault on a Child	1
§ 18-7-404	Keeping a Place of Child Prostitution	1
§ 18-7-703	Victim Bribing	1
§ 18-7-707	Victim Tampering	1
§18-17-104	Colorado Organized Crime Act	1
§ 18-18-405	Unlawful distribution	1

Data source: The Judicial Branch's ICON information management system via the CJASS and Colorado State Courts – Data Access system. These data were obtained on December 21, 2018.

Finally, the Council evaluated the sentencing outcomes for those convicted of human trafficking since the inception of the 2014 statutes. Of the 31 cases involving a human trafficking conviction between 2014 and 2017, three defendants were sentenced to probation, while 28 received a Department of Corrections (prison) sentence. The average human trafficking conviction involving a prison sentence is 41 years and the median sentence is 18 years. The high sentencing average primarily results from two particularly long sentences of 248 years

and 400 years, which were handed down in 2016 and 2017, respectively. The average probationary sentence is 7.5 years.[13]

Role of Victim Service Providers in Identifying and Responding to Human Trafficking

The Council also collected data on the activities of Colorado-based service providers who identify and meet the complex needs of trafficking survivors living in or having ties to Colorado. For a fifth straight year, law enforcement reported more cases of sex trafficking, while service providers reported more cases of labor trafficking. In fact, for 2017, law enforcement reported no labor trafficking investigations or arrests. Various factors may account for the diverging picture of human trafficking in the state. Service providers often have trusting relationships with communities and persons vulnerable to multiple forms of exploitation and abuse, whether it is vulnerability resulting from one's temporary or undocumented immigration status or from one's previous victimization. Given this reality, NGO service professionals may come into contact with victims that law enforcement does not detect or is not called upon to investigate. Consequently, the NGO community provides a vital and complementary source of data on the incidence of human trafficking.

U.S. Department of Justice, Office for Victims of Crime-Funded Organizations

Historically two main sources of federal human trafficking funding support survivors and the comprehensive social and legal services they receive: The DOJ's Office for Victims of Crime Service Grant and the Department of Health and Human Services, Office for Trafficking in Persons (OTIP) Per-Capita Grant Program. OVC grants provide funding to NGOs to staff legal and social service professionals and to cover or offset some of the costs of medical, housing, transportation, and related expenses. Currently two Colorado-based NGOs receive OVC funding—one to provide intensive case management and social services and the other to provide specialized legal services.[14] Both grantees serve all victims of human trafficking. Table 7 provides a breakdown of victims served by new and open cases and by immigration status for

---

[13] This average is based on the sentencing for all charges upon which a defendant is convicted if that defendant was convicted on formal human trafficking statutes.
[14] To ensure the safety and confidentiality of human trafficking survivors, the names of the service organizations are not referenced.

those served nationally and in Colorado during FFY 2015, 2016, and 2017 (OVC's fiscal year begins on July 1 and ends on June 30).

Table 7: OVC-Funded Programs, Numbers of Victims Served, FFY 2015–2017								
	National				Colorado			
Year	Breakdown of Victim Profile							
	Open Cases	Of Open Case Load, # of New Cases	Foreign National	U.S. Citizen/ Legal Permanent Resident	Open Cases	# of New Cases	Foreign National	U.S. Citizen/ Legal Permanent Resident
2015	3,889	2,180	1,906	1,983	113	59	80	33
2016	5,655	3,195	1,923	3,732	104	40	63	41
2017	8003	4,349	2,721	5,282	188	60	91	97

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2016, 2017, and 2018) and Colorado data were obtained from the two Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

At the national level, OVC grantees continue to report serving more U.S. citizens and legal permanent residents than foreign nationals. At the state level, OVC grantees supported 91 foreign national victims in 2017, which is slightly less than the number of U.S. citizen/legal permanent resident population, at 97. This is the first time since the Council began collecting data that the number of U.S. citizens/legal permanent resident victims supported by OVC grantees was higher than that of foreign nationals. It should be noted that since OVC groups U.S. citizens and legal permanent residents into one category, the actual size of Colorado's foreign-born human trafficking population is likely greater than shown in the table.

Figure 5 provides the Colorado OVC client breakdown by gender, Figure 6 shows the breakdown of adults versus youth, and Figure 7 represents the distribution by type of case.

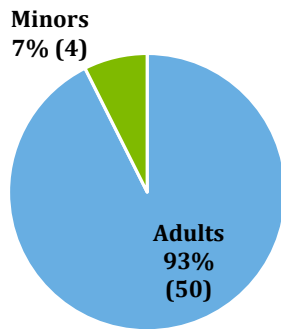**Figure 5: Gender Breakdown of Colorado OVC Clients, 2015–2017**
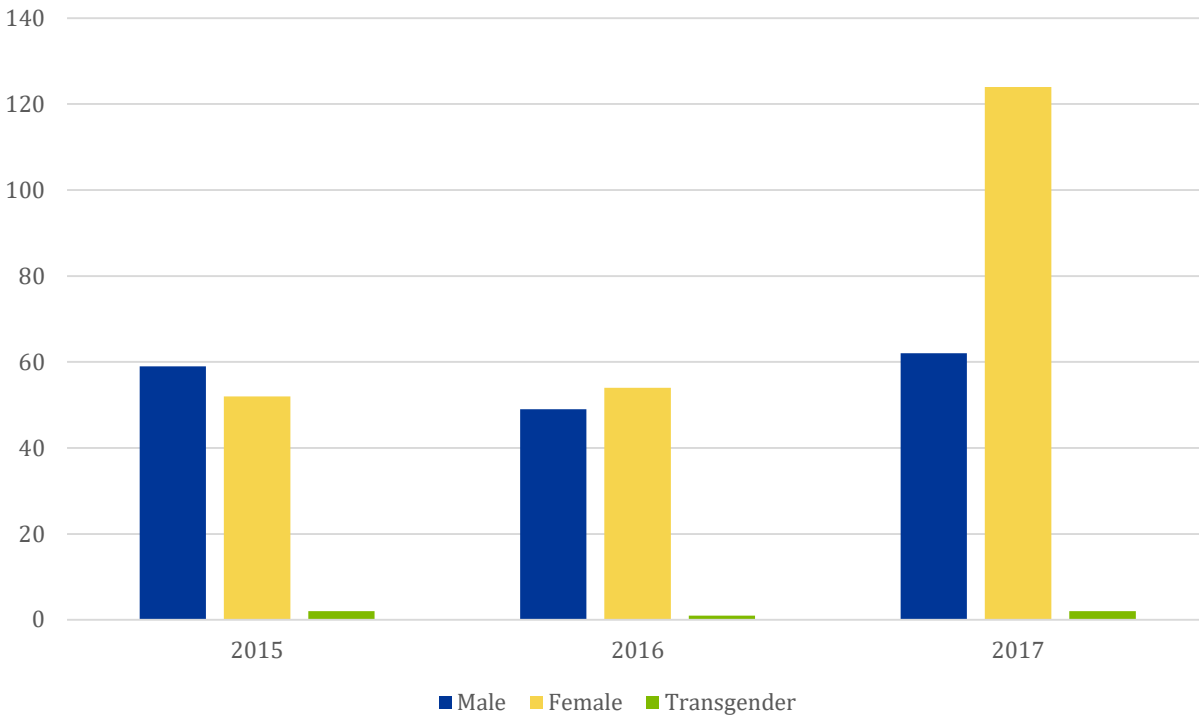
Data source: DOJ, OVC Trafficking Information Management System.

In past years the gender breakdown has been more even split between male and female clients, however in FFY 2017 significantly more women were served in Colorado by OVC grantees. This is largely attributable to a spike in victims served and the gender breakdown reported by one grantee; the demographics of victims served for the other Colorado-based OVC grantee remained more steady, though this organization also reported more females served than in past years.
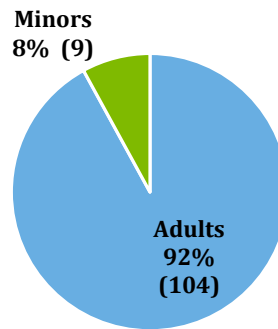
Figure 6 shows the breakdown of adult versus minor survivors served under the OVC grant. Colorado OVC grantees report serving a majority of adults. In contrast, Colorado law enforcement report more investigations and recoveries involving the trafficking of minors, in particular, in situations of sex trafficking.

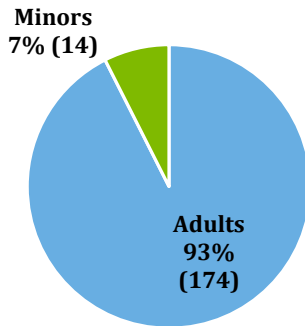**Figure 6: Colorado OVC Clients by Adults Versus Youth, 2015–2017**

2015

Minors
7% (4)

Adults
93%
(50)

2016

Minors
8% (9)

Adults
92%
(104)

2017

Minors
7% (14)

Adults
93%
(174)

Data Source: DOJ, OVC Trafficking Information Management System.

As Figure 7 reflects, Colorado OVC grantees continued to report serving more labor than sex trafficking survivors, but the number of sex trafficking survivors served continued to rise in 2017. As with the change in gender demographics, the steady increase in sex trafficking survivors served was driven by one Colorado-based OVC grantee, while the proportion of sex trafficking survivors served by the other grantee remained generally constant.

Figure 7: Distribution of Colorado OVC Clients by Type of Case
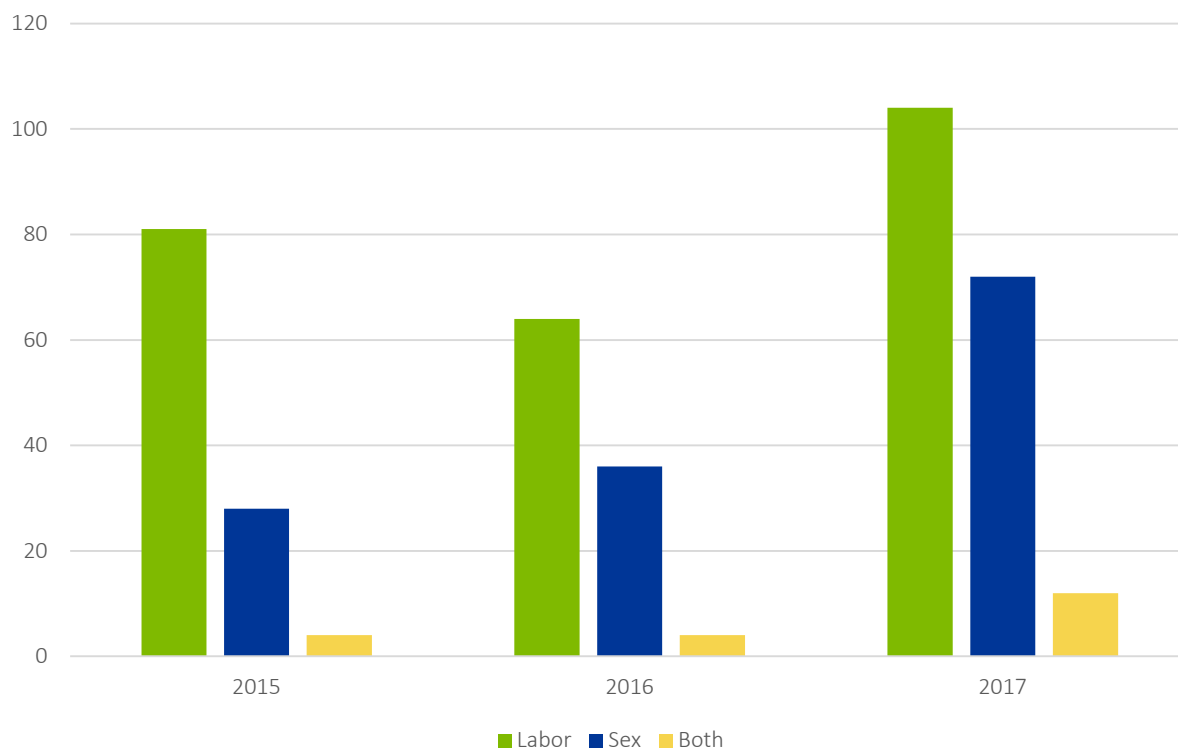
Data Source: DOJ, OVC Trafficking Information Management System.

In past years this report also contained client information for those human trafficking survivors served under the U.S. Department of Health and Human Services, OTIP Per-Capita Grant Program. Immigrant survivors of human trafficking certified by the U.S. federal government as victims of a severe form of human trafficking are eligible for services under this program. Since the volume of clients served under this program in Colorado is, on average, less than 10 clients per year, the Council opted to omit these statistics given concerns about survivor confidentiality.

Role of Colorado Counties' Departments of Human Services in Identifying Human Trafficking of Children/Youth

In 2014, U.S. Congress passed the Preventing Sex Trafficking and Strengthening Families Act (Public Law 113-183). With its passage came new requirements and responsibilities for child welfare agencies nationwide. Among them is the use of tools to better identify cases of human trafficking and child/youth who are at high risk for human trafficking within child welfare systems, and new responsibilities to: 1) report allegations of the sexual servitude of a minor to law enforcement and the U.S. Department of Health and Human Services, 2) document and annually report to the federal government on the number of victims the agency has identified, and 3) develop protocols and practices to serve trafficked children/youth within the agency's care, including a method of locating and responding to children who run away from foster care.

At the state level, Colorado passed HB 16-1224 in 2016, which expanded the definition of child abuse and neglect to include a child subjected to human trafficking of a minor for sexual servitude and victims of commercial sexual exploitation of children. It mandated a response from county and state departments of human services when a child or youth "has been a victim of intrafamilial, institutional, or third-party abuse or neglect in which she or he has been subjected to human trafficking of a minor for sexual servitude…or commercial sexual exploitation of a child."[15] In addition, the new law requires all county departments of human services to report suspected and identified cases of sexual servitude of a minor to local law enforcement with 24 hours. It also requires the use of a high-risk screening tool to assist in the identification of children/youth who are at risk for human trafficking and help to identify potential cases of human trafficking. The Colorado Department of Human Services opted to have all counties use a uniform tool for screening in order to meet this aspect of the law. The provisions of this law went into effect on January 1, 2017.[16]

As a recipient of the DOJ/OVC Improving Outcomes for Child Youth Victims of Human Trafficking grant, the CDHS is providing additional support to build human trafficking service capacity in target regions of the state and to bolster CDHS's human trafficking data collection activities. As part of the partnership between CDHS and CDPS/DCJ to track and report on child

---

[15] C.R.S. § 19-3-308(4)(c).
[16] Concerning Child Abuse Involving Human Trafficking of Minors Act, HB16-1224 (2016).

welfare-based human trafficking data under the grant, this report includes child welfare information on human trafficking identification and response efforts for the first time.

The year 2017 marks the first year that the state government required the state's child welfare system to track and submit human trafficking information. It should be noted that child welfare human trafficking data from this first year have certain limitations. First, not all of Colorado's 64 counties have the same level of compliance, training and technical support, or reports of human trafficking incidence. Second, Trails (the child welfare case management system) is in the midst of a technology modernization process that affects the ease with which child welfare case workers can access and submit data from the high-risk for human trafficking screening tool. These factors resulted in gaps in data collection. Nonetheless, baseline data will be valuable for tracking how screening and human trafficking service referral patterns change over time, with the likelihood that both screenings and referrals for service will increase as the Trails modernization process is completed and counties have the opportunity to implement federal and state human trafficking-related requirements.

According to available data, in 2017 CDHS received information about 273 possible situations of sex trafficking of a minor—the majority of which came through the state's child abuse hotline. When CDHS learns about an allegation of child abuse and/or neglect, that initial information is screened to determine whether further assessment of the allegation is merited. Of the 273 referrals, 117 were accepted for assessment by the county child welfare agency in the jurisdiction where the child or youth resides. In CDHS parlance, the term "assessment"[17] refers to the process of investigating the allegations of child abuse and/or neglect to determine if the allegation is more likely than not a substantive finding or if there is a need for services. Of the 117 assessments conducted, 60 had alleged sex trafficking as the focus of the assessment.

---

[17] The term "assessment" means the work conducted by a case worker to engage the family and the community to gather information to identify the safety, risks, needs and strengths of a child, youth, family, and community to determine the actions needed. "Assessment" and "investigation," as used in Sections 19-3-308 - 19-3-308.5, C.R.S., are interchangeable in these rules as defined in: Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*. 12 CCR 2509-1, (Denver: Colorado Secretary of State), effective January 1, 2016, pp. 47–58. Accessed December 3, 2018, https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=7344&fileName=12%20CCR%202509-1.

The possible outcomes of a high-risk assessment[18] by CDHS are:

1. Founded – credible evidence was discovered that the allegation of child abuse and/or neglect is more likely true than not.
2. Unfounded – the abuse and/or neglect assessment found that there is clear evidence that no incident of abuse and/or neglect occurred.
3. Inconclusive (High Risk) – the abuse and/or neglect assessment discovered that there was some likelihood that an incident(s) of abuse and/or neglect occurred but the assessment could not obtain the evidence necessary to make a founded finding.

Table 8 provides a breakdown of the type of entity that initially reported the allegation of sex trafficking to CDHS. As noted in the table, law enforcement reports triggered the most assessments with 14, while health/behavioral health providers, service providers, and state/county staff were the next most common reporter types.

Table 8: Source of Report for Allegation of Minor Sex Trafficking, CY 2017		
Reporter Type (Sex Trafficking Assessments Only)	Assess Count	%
Law Enforcement	14	23.33%
Health/Behavioral Health	10	16.67%
Service Provider	9	15.00%
State/County Staff	9	15.00%
School Related	7	11.67%
Placement/Caregiver	6	10.00%
Other	5	8.33%
TOTAL	**60**	**100.00%**

Data source: Colorado Department of Human Services.

---

[18] The term "high-risk assessment (HRA)" means the differential response track established for high-risk situations in which the alleged victim child(ren) are identified and a finding of abuse and/or neglect is made as defined in: Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*. 12 CCR 2509-1, (Denver: Colorado Secretary of State), effective January 1, 2016, pp. 47-58. Accessed December 3, 2018, https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=7344&fileName=12%20CCR%202509-1.

Table 9 shows the breakdown of county size (by population) where assessments were carried out. As demonstrated, the majority of assessments took place in more densely populated counties of Colorado.

Table 9: Location (by County)Where Assessments for Minor Sex Trafficking Were Carried Out, CY 2017*		
County Size (Sex Trafficking Assessment Only)	Assess Count	%
Ten Large Counties	53	88.33%
Small and Medium-Sized Counties	7	11.67%
TOTAL	**60**	**100.00%**

Data source: Colorado Department of Human Services.
*A list of counties by size category can be found in Appendix 4, p. 118.

Figure 8 visually demonstrates the outcomes of the 60 sex trafficking-focused assessments. Eight (or 13%), were founded, 28 (or 47%) were determined to be at high risk for minor sex trafficking but inconclusive, while 24 (or 40%) were unfounded.

Figure 8: Outcome of Assessments for Sex Trafficking of a Minor, CY2017
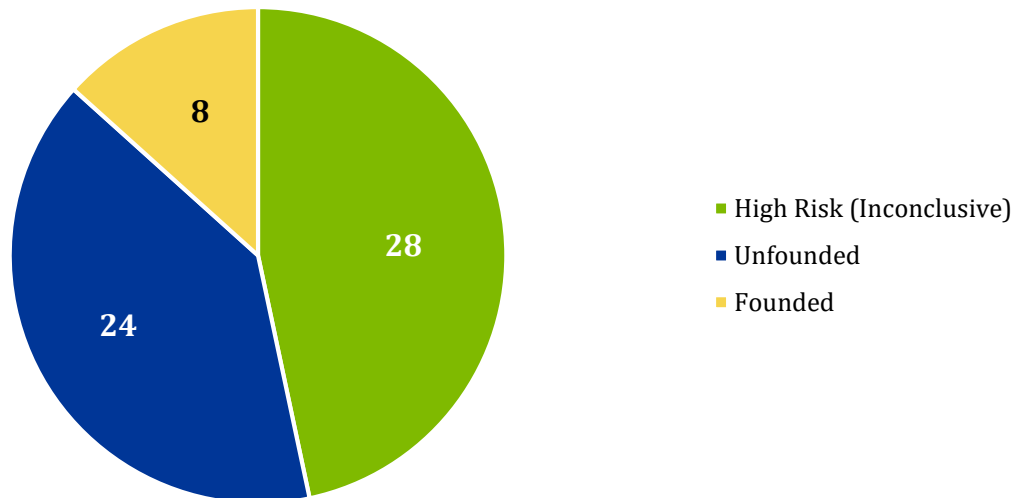
Data source: Colorado Department of Human Services.

Finally, CDHS tracked the number of times the newly implemented human trafficking high-risk screening tool was used. It is important to note that this screening tool is not prescriptive in nature, but instead helps to identify risk, allowing each county to utilize its resources to address the concerns raised by the screening tool. In order to address those children/youth

who were identified through the tool as high risk, several counties created (or are in the process of creating) multi-disciplinary teams. These MDTs conduct case reviews of those children/youth identified as high risk and develop individualized plans to address those concerns. In total, CDHS recorded 151 uses of the screening tool involving 139 unique clients. In other words, in 11 instances a screening was conducted on the same child or youth more than once. It should be noted that the count of 151 is exclusive of when the tool was used with a child welfare-involved child/youth and does not include screenings conducted by the Department of Youth Services screenings. Available data do not provide information on the outcome of that screen, only that it was conducted.

Figure 9 provides a breakdown by race of those children/youth within Colorado's child welfare system who had a high-risk for human trafficking screen conducted. Figure 10 provides a breakdown by gender, and Figure 11 provides a breakdown by age.

Figure 9: Breakdown by Race of Children/Youth Screened for Human Trafficking, CY 2017

■ White ■ Hispanic ■ Black/AA ■ Other
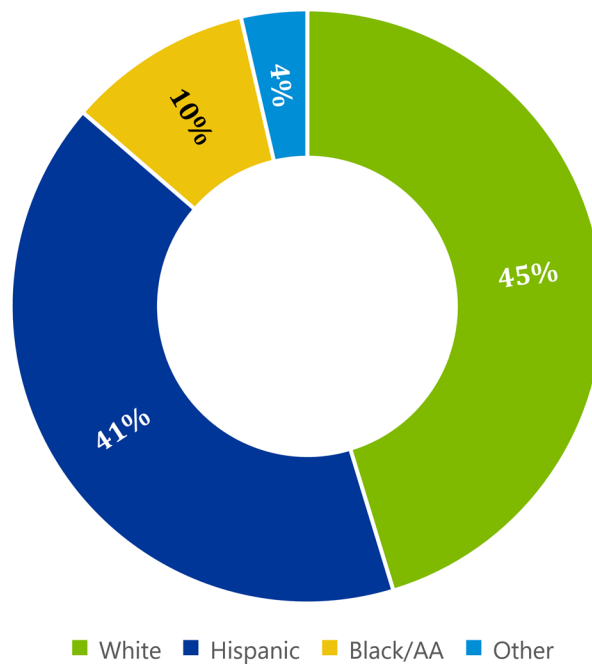
Data source: Colorado Department of Human Services.

As the data show, the largest group of those who had a high risk for human trafficking screen conducted were whites at 63 (or 45%), closely followed by Hispanics at 57 (or 41%), and then by blacks/African Americans at 14 (or 10%), and other at 5 (or 4%).

As Figure 10 shows, the majority of those children/youth who had a high-risk for human trafficking screen conducted were female, at 115 (or 83%), and 24 were male (or 17%).

Figure 10: Breakdown by Gender of Children/Youth Screened for Human Trafficking, CY 2017*
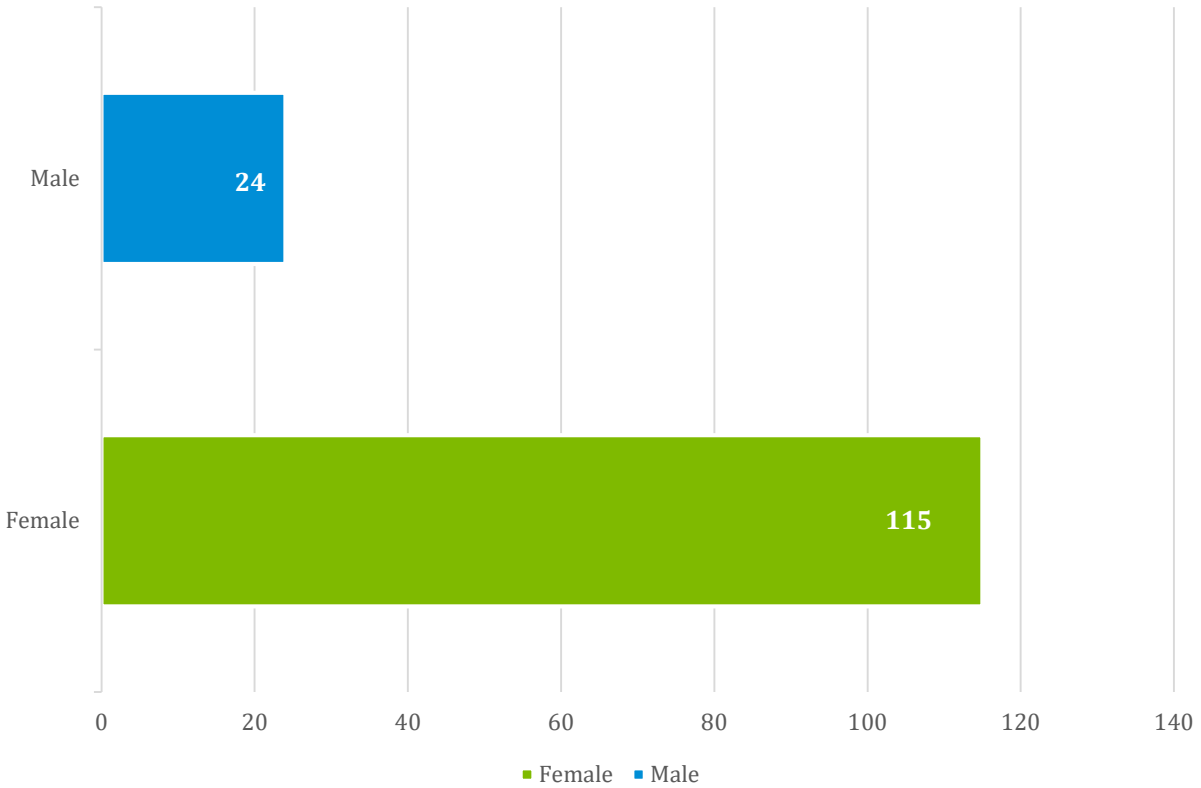
Data source: Colorado Department of Human Services.
*In 2017, CHDS did not track transgender individuals, but as of 2018 it will begin reflecting this gender identification.

As Figure 11 shows, the majority of those who had a high-risk screen for human trafficking conducted were 15 or older, while 28 or 20% were under age 15.

Figure 11: Breakdown by Age of Children/Youth Screened for Human Trafficking, CY 2017

Data source: Colorado Department of Human Services.
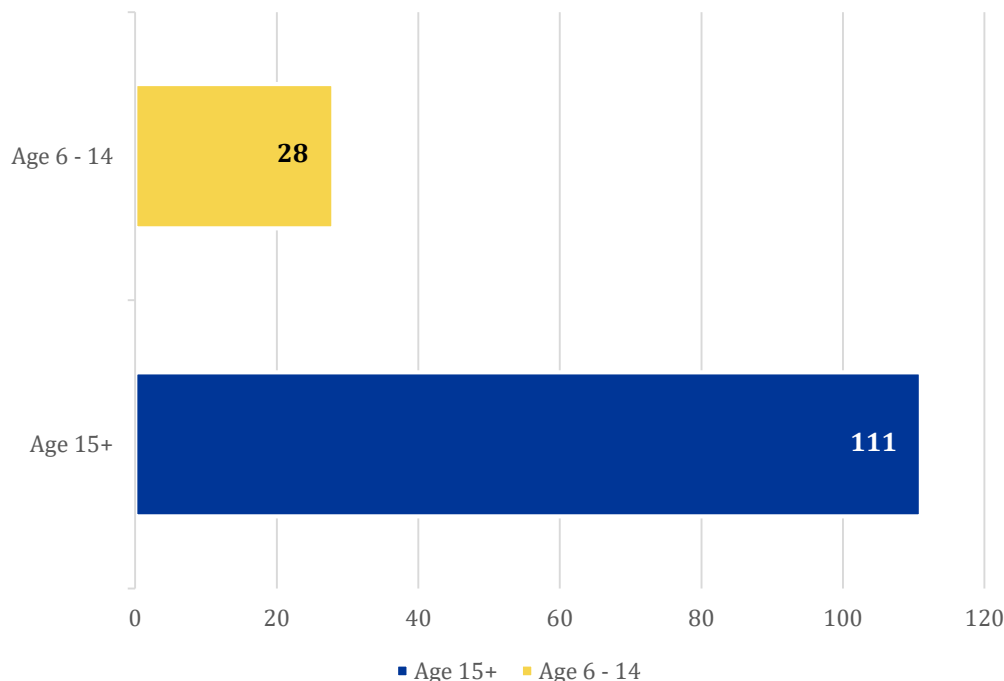
The addition of CDHS data provides yet another snapshot of the populations identified as victims of child sex trafficking/commercial sexual exploitation or vulnerable for human trafficking, as well as the types of professionals involved in efforts to report possible situations of human trafficking of minors in Colorado. With this valuable baseline data, CDHS and CDPS hope to show changes in data trends over time so that Colorado law makers, law enforcement, service providers, and others have a more accurate understanding of how the crime of human trafficking affects children and youth involved with child welfare as well as a clearer picture of child welfare agencies' response to this crime among children and youth in its care.

Human Trafficking Hotline Call Information

Calls to the national and Colorado NGO-administered hotlines provide yet another valuable source of information on the potential incidence of human trafficking. Calls to these hotlines come from concerned citizens, frontline professionals, victims of human trafficking, and those who are vulnerable to human trafficking or are experiencing some level of exploitation that has

yet to meet the definition of human trafficking. The National Human Trafficking Hotline (NHTH) administered by Polaris (based in Washington, DC) tracks information about the calls it receives nationwide as well as those related to Colorado. NHTH reported a slight decrease in calls from 26,727 in CY 2016 to 26,557 calls in CY 2017 (see Table 10). Likewise, in CY 2017, the number of total calls to the NHTH hotline involving Colorado decreased to 425 calls from 592 in CY 2016. Of the overcall call volume, NHTH reported 117 unique tips, a minimal decrease from 120 unique tips reported in CY 2016. Total calls represent the overall volume, while the unique tips tally eliminates duplicate calls that refer to the same situation of human trafficking or that were informational in nature and not related to a possible situation of human trafficking. As in years past, the majority of tips reported to the NHTH at both the national and Colorado levels involved alleged sex trafficking. It should be noted that while this report employs the term "tip" as it relates to data from NHTH, Table 10 refers to calls received by the NHTH that pertain to a potential situation of sex or labor trafficking. Such calls may or may not result in a law enforcement report and/or a confirmation of a human trafficking case.

The Colorado Network to End Human Trafficking (CoNEHT) hotline—a state-level hotline—is currently administered by the Laboratory to Combat Human Trafficking. In 2017, CoNEHT reported a steady increase in calls and unique callers: 423 calls and 251 unique callers in CY 2017, up from 310 calls and 194 unique callers reported in CY 2016 (see Table 10). In CY 2017, CoNEHT reported 21 calls in which the caller indicated possible labor trafficking, and 76 calls in which the caller indicated possible sex trafficking; 11 calls indicated both labor and sex trafficking. CoNEHT protocol is to only indicate labor or sex trafficking only when the distinction is made by the caller.

Similar to last year, LCHT also reported that one third of callers identified themselves as victims/survivors, a positive indication that individuals may be more likely than in the past to self-identify and report their situations. It is important to note that the call data from the NHTH and CoNEHT hotlines cannot be added together to calculate a Colorado total of hotline calls because of the high potential for duplication in callers between the two hotlines. The two hotlines do have a protocol for making referrals to each other. In 2017, the CoNEHT hotline received 18 referrals from the NHTH and made 11 referrals to the NHTH. Because these are two distinct hotlines, the best way to track any possible overlap in calls is through an accounting of referrals.

Table 10: Human Trafficking Hotline Call Data, CY 2015–2017						
National Human Trafficking Hotline						
	2015		**2016**		**2017**	
	National	**Colorado**	**National**	**Colorado**	**National**	**Colorado**
Total Number of Substantive Calls	21,947	310	26,727	592*	26,557	425
Total Number of Unique Tips Reported**	**5,575** unique tips reported, of which **4,183** ST, **728** LT, **172** both, and **492** not specified	**77** unique tips reported, of which **48** ST, **22** LT, **5** both, and **2** not specified	**7,565** unique tips reported, of which **5,549** ST, **1,055** LT, **270** both, and **691** not specified	**120** unique tips reported, of which **84** ST, **21** LT, **7** both, **8** not specified	**8,524** unique tips reported, of which **6,081** ST, **1,249** LT, **377** both, and **817** not specified	**117** unique tips reported, of which **82** ST, **22** LT, **4** both, **9** not specified
Colorado Network to End Human Trafficking (CoNEHT) Hotline						
	2015		2016		2017	
Total Number of Calls	200 (163 unique callers)		310 (194 unique callers)		423 (251 unique callers)	
Total Number of Unique Callers Reported***,****	**99** involved indicators of potential sex trafficking and **41** involved indicators of potential labor trafficking		**129** involved indicators of sex trafficking, **22** involved indicators of labor trafficking, and **18** involved indicators of both		**76** involved indicators of sex trafficking, **21** involved indicators of labor trafficking, and **11** indicated both	

Data sources: National data were obtained from the National Human Trafficking Hotline and Colorado data were obtained from the Laboratory to Combat Human Trafficking.

*While NHTH reported 391 calls on its website, the number of calls in 2016 was actually 592—a figure that the Council has revised for this year's report.

**ST indicates sex trafficking; LT indicates labor trafficking.

***In the case of CoNEHT data, unique calls represent the number of total calls minus duplicates, e.g., multiple calls referring to the same case. Nonetheless, in many instances a different set of information and/or resources were involved.

**** The reported numbers are not exclusive to law enforcement-related tips.

Colorado Data Collection Summary

In 2017, Colorado investigative activities increased among the three main investigative entities charged with addressing human trafficking: RMILTF, CTOCC, and HSI all reported increases in new cases and related arrests, though none of these entities reported investigations or arrests involving labor trafficking. While no federal indictments, prosecutions, or sentences were reported in 2017, the number of state criminal cases remained steady with 40 human trafficking cases filed. Of those 40, however, none related to labor trafficking. As in past years, the majority of state human trafficking cases filed in 2017 resulted in a plea agreement. Based on 2015–2017 data, defendants are most likely to be male and be 20- to 30-years old. The average state prison sentence for someone convicted of human trafficking in Colorado is 41 years and the median sentence is 18 years.

In terms of hotline activity, NHTH reported fewer calls and unique cases of possible human trafficking involving Colorado. In contrast, CoNEHT reported an increase in overall traffic to its hotline, including an increase in unique callers contacting the hotline with situations of possible human 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.

Given these trends, there is 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.

SECTION 3

Human Trafficking Training Outcomes

Introduction

In 2018, the Council continued to prioritize the training mandate C.R.S. § 18-3-505(e), which requires the Council to:

> Develop training standards and curricula for organizations that provide assistance to victims of human trafficking, for persons who work in or who frequent places where human trafficking victims are likely to appear, and for law enforcement officers.

In response to this directive, the Council continued to disseminate through DCJ staff and trained facilitators the two training programs developed in 2016 and continued the development of a third training program for service providers. In each of the first two training programs, individuals learned key elements of the law regarding human trafficking, how to identify a human trafficking case, and what they can do to respond to potential human trafficking situations. The first program, *An Introduction to Human Trafficking in Colorado*, was designed as a foundational program for a wide range of professional sectors (see the *2016 Annual Report* for a full list). It aimed to establish a common language and understanding of human trafficking in the Colorado context. The second program, *Human Trafficking Investigations: An Introductory Course*, was designed specifically for the unique role law enforcement plays in addressing human trafficking in Colorado. It highlights how to conduct

victim-centered and evidence-based investigations. The third program, *Providing Services to Survivors of Human Trafficking*, is an advanced course that aims to review the impact of trauma on human trafficking survivors and review the tools available for service providers working with this population. It is scheduled for beta testing in early 2019.

In 2017, DCJ staff sought and was awarded an 18-month Victims of Crime Act (VOCA) training grant. This grant had three goals, two of which were 1) to conduct standard comprehensive human trafficking trainings in communities outside the Denver Metro area that had limited access to such training and where populations vulnerable to human trafficking exist; and 2) to train and prepare cohorts of facilitators outside the Denver Metro area to deliver human trafficking training to relevant law enforcement, victim service professionals, and other frontline professionals/community stakeholders in the position to identify and/or respond to human trafficking in their community. These goals gave life to the train-the-trainer program, where 49 facilitators learned and disseminated *An Introduction to Human Trafficking in Colorado* training program (see the 2017 Annual Report for more details). From January 1, 2017, through June 30, 2018, DCJ staff and trained facilitators were able to train 2,366 individuals through a combined total of 111 training events over the entire grant cycle.

In order to continue the efforts spurred by the VOCA training grant, DCJ staff partnered with CDHS to apply for a three-year grant from the Office for Victims of Crime (OVC) aimed at *Improving Outcomes for Child Youth Victims of Human Trafficking*. The agencies were awarded the grant, with the Colorado Department of Public Safety, DCJ named as a sub-grantee. The primary purpose of including DCJ as a sub-grantee was to build partnerships between child welfare and law enforcement professionals; to increase knowledge about the issue of human trafficking; to build capacity on how to address child trafficking in the state; and improve outcomes for child/youth victims. The area of focus will be the southeast, southwest, and northwest regions of the state. For more information about this grant, see "Section 1: Year in Review," p. 16.

Training Delivery

From January through October 31, 2018, DCJ staff and trained facilitators completed 92 training requests to 68 organizations, for a total of 2,224 trained individuals. This was an increase in individuals reached of almost 20% from 2017. Of these individuals, 53% were

trained under the VOCA grant funding. Fifty percent of those trained came from five main sectors: community members, state government staff, students, educators/school administrators/etc., and local law enforcement (see Figure 12 for a complete breakdown of these sectors).

Figure 12: Number of Individuals Trained in Top Five Sectors, January – October 31, 2018
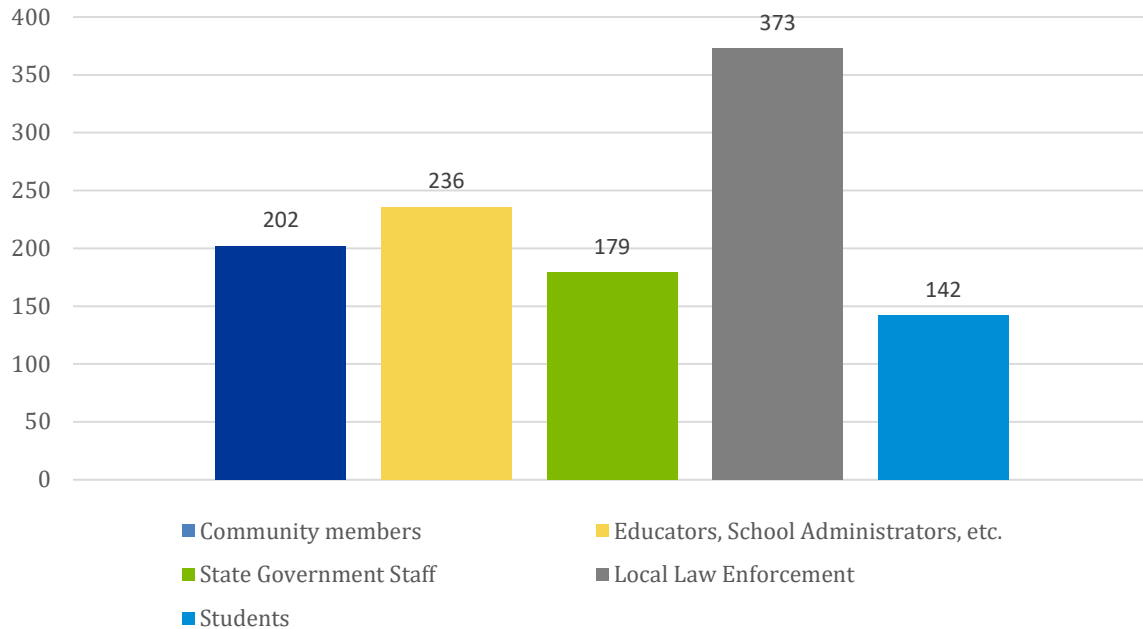
Data source: Colorado Department of Public Safety, Division of Criminal Justice.

Train-the-Trainer Programs

DCJ staff continued to deliver the train-the-trainer program for *An Introduction to Human Trafficking in Colorado*, and launched the *Human Trafficking Investigations: An Introductory Course* train-the-trainer program in March. The goal of both of these training programs is to maintain a consistent message on this issue throughout the state, allowing the facilitators to establish a common understanding and use of language within Colorado's human trafficking efforts. Facilitator applicants were chosen by a team of regional anti-human trafficking leaders who partnered with DCJ staff. From the launch of the train-the-trainer program in June 2017 to October 31, 2018, 12 cohorts of facilitators have gone through one of the two programs, for a combined total of 70 trained facilitators.

Each of these facilitation cohorts are guided through a two-day intensive training program where they are taught about adult learning styles, the impact of language and imagery related to the issue, and the training they are to deliver to professionals within their community. They

are provided a facilitation package that includes everything they need to market and deliver the training (for a full list of items included, see *2017 Annual Report*).

As facilitators commit to the train-the-trainer program, they sign a letter of agreement. This agreement outlines a term of 12 months, during which the facilitators commit to training 50 community members of their choice. The 12-month term of the original cohort of facilitators (49 people) came to an end this summer. Of the original 49, 29 chose to recommit for another year. From January thru October 31, 2018, facilitators trained 1,610 individuals. They trained in 17 unique counties this year (see Figure 13), representing a 42% increase from the previous year.

In August 2018, DCJ staff trained a pilot cohort in Craig, CO, under the OVC grant. Three applicants were chosen for the *An Introduction to Human Trafficking in Colorado* training program, with the facilitators representing medical professionals and community-based victim advocates. Another three applicants were chosen for the *Human Trafficking Investigations: An Introductory Course* training program, with the facilitators representing local police departments, criminal justice-based victim advocates, and telecommunication professionals.

Figure 13: Locations of Trainings Delivered in the State of Colorado from January to October 31, 2018.
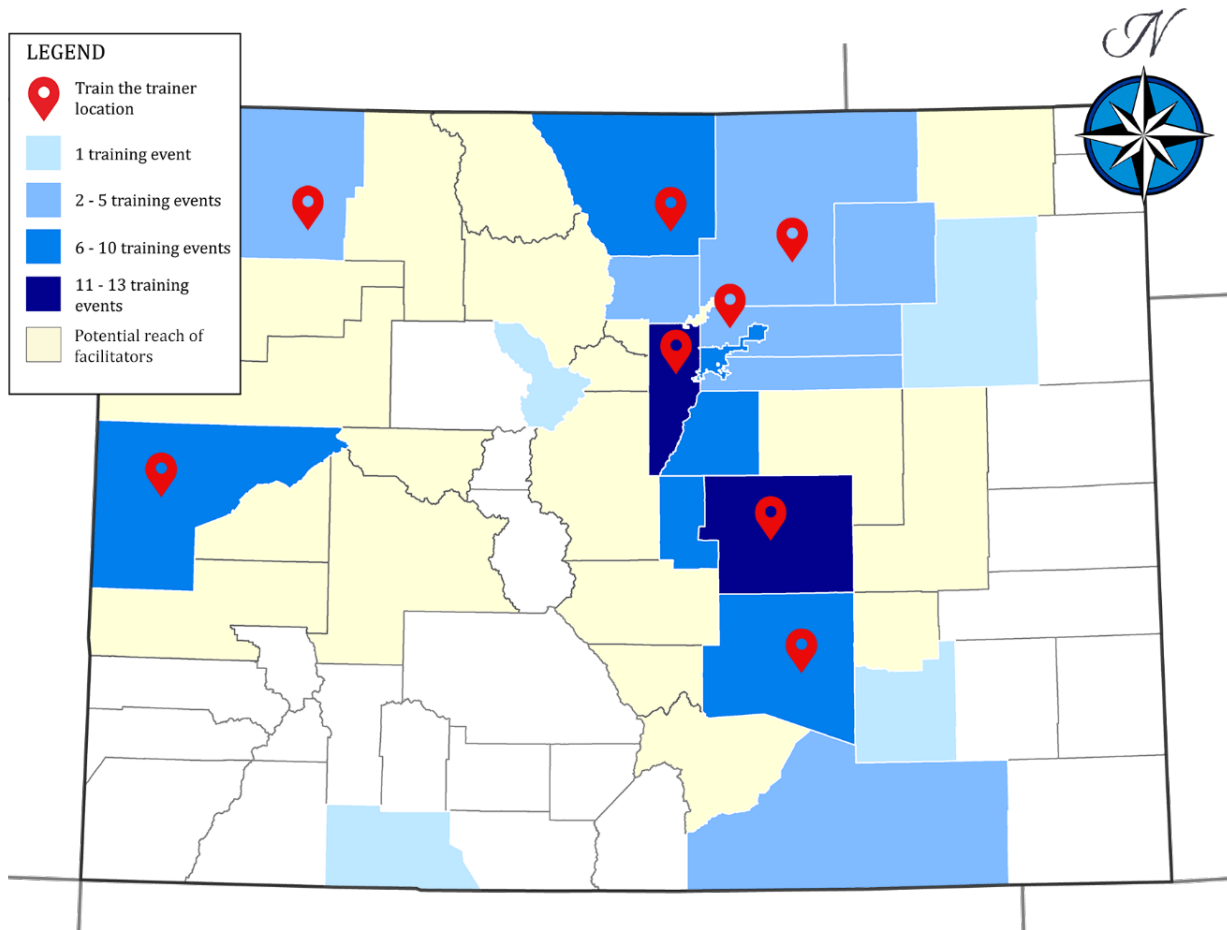
Date Source: Colorado Department of Public Safety, Division of Criminal Justice.
Trainings were delivered by both trained facilitators and DCJ staff. Trainings are shaded on a gradient, reflecting 1–13 trainings in increasing darkness of hue. Train-the-trainer programs are demarcated to reflect where facilitators are based. Potential reach of facilitators reflects all counties that border the areas where those facilitators are based.

An Introduction to Human Trafficking in Colorado Training Program Impact

Throughout 2018, both DCJ staff and the original 49 trained facilitators continued to deliver the one-, two-, and two-and-a-half hour versions of *An Introduction to Human Trafficking in Colorado*. In August and September of 2018, three additional cohorts of facilitators (a total of nine individuals) completed *An Introduction to Human Trafficking…* curriculum train-the-trainer program in Moffat, Adams, and Denver Counties. With these additional facilitators, nine cohorts have now been trained in this curriculum, for a total of 38 active facilitators. With each

of these facilitator's commitment to training 50 community members, the potential impact is that 1,700 individuals will be trained by facilitators alone.

DCJ staff and facilitators have been invited to bring the *An Introduction to Human Trafficking…* training curriculum to the Lewis Palmer School District in El Paso county; to groups focused on neurofeedback training; restorative justice groups; and to an audience of hoteliers in Ft. Morgan county. As of October 31, 2018, 57 trainings took place in the community, with facilitators delivering 74% of the trainings. The facilitators were able to reach 1,083 professionals and community members.

Human Trafficking Investigations: An Introductory Course Training Program Impact

In response to the recommendations included in the Council's 2016 annual report, DCJ staff released the two-hour *Human Trafficking Investigations: An Introductory Course* training program and trained facilitators in early 2018. In these recommendations, the Council advocated for adding a minimum of two hours of human trafficking training to the Basic Certification curriculum managed by the Colorado Peace Officer Standards and Training (POST) Board, as well as having current certified law enforcement officers receive two hours of human trafficking training as part of their annual In-Service Continuing Education Program (for more information, see the *2016 Colorado Human Trafficking Council Annual Report*).

In 2017, the Council developed the two-hour training program and identified facilitators from across the state to participate in the train-the-trainer program for the law enforcement curriculum. The train-the-trainer program for the *Human Trafficking Investigations…* curriculum was successfully launched in March 2018 with two cohorts of 15 facilitators trained that represent law enforcement agencies from across the state. An additional law enforcement train-the-trainer program was offered in August in Craig, CO adding three additional facilitators to the cohort. The facilitators for the law enforcement curriculum include active law enforcement officers, law enforcement dispatchers, criminal justice advocates, criminal justice employees, and other individuals who currently train peace officers. As of October 31, 2018, these 18 facilitators delivered 25 trainings, for a total of 422 individuals reached, 92% of the trainings were delivered by facilitators.

Training for Service Providers

Honoring the spirit of mandate C.R.S. § 18-3-505(e), the Council is developing curricula for service providers, a sector that works closely with and for survivors. In 2017, a working group of subject matter experts began writing a curriculum for an advanced training specifically for service providers. The training is designed to answer the question asked after identification of a victim: Now what? 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.

The working group continued to be active in 2018, making progress on curriculum development and writing a corresponding train-the-trainer program. The training program covers the impact of trauma on a survivor of human trafficking, a survivor-centered approach to case management, identifying service needs, challenges of service delivery, referral networks and case management plans, and vicarious trauma and self-care strategies. The training encourages further education on topics and provides resources. It is scheduled to begin beta testing in early 2019.

SECTION 4

Addressing Labor Trafficking in Colorado

Introduction

Between 2015 and 2017, state prosecutors filed 129 cases using the new human trafficking statutes. Of those cases, only one constituted labor trafficking. Recognizing the state's lagging efforts to address labor trafficking, the Council dedicated two meetings in 2017 to learning about how it might close this gap. Council members sought information about who is most vulnerable to labor trafficking in Colorado and the current obstacles to successfully detecting and prosecuting the crime.

Who Is Vulnerable to Labor Trafficking in Colorado?

Several populations are at heightened risk for labor trafficking statewide:

- Youth—both U.S. citizens and foreign nationals
- Persons with intellectual and developmental disabilities
- Migrant workers, with or without lawful immigration status

For example, law enforcement officials intercepted Central American minors it suspected were brought to the state to engage in forced drug sales. In 2016, Colorado prosecutors filed labor trafficking charges against a man they allege sexually assaulted and compelled a woman with intellectual disabilities to do household labor by locking her in his home. He ultimately pleaded guilty to other charges.

Additionally, each year thousands of workers arrive in Colorado on temporary visas to work on farms, in private homes, restaurants, hotels, and other service settings. In most cases, both the foreign national workers and their employer abide by immigration and workplace laws, but workers suffer extreme abuse in some instances. A perfect storm of factors predisposes temporary visa holders to abuse. Often a visas holder's immigration status is tied to the employer and/or a family member. Similarly, these workers are often isolated, either by language, geography, a lack of contact with the public, or a combination of those factors.

Obstacles to Holding Labor Traffickers Accountable

The Council heard from various experts in 2017—survivors, law enforcement officials, a prosecutor, a service provider, and two attorneys who defend immigrants' workplace rights— about potential strategies to more effectively tackle labor trafficking and about perceived obstacles. A key theme from these talks was that some lessons needed to be learned from the strides made to address sex trafficking. First, victims of labor trafficking should not be viewed as complicit in their victimization. Like sex trafficking victims, they should be seen as worthy of assistance and justice. Second, there needs to be a shift from reactive identification and intervention approaches to proactive ones. For example, in many communities across Colorado, law enforcement and human service professionals meet monthly to identify youth who are vulnerable to sex trafficking even before they fall prey to the crime. Law enforcement also conducts coordinated proactive sex trafficking stings. During these operations, law enforcement agencies share intelligence and resources to recover victims and arrest those suspected of sex trafficking. An equivalent proactive approach to detect and intervene in situations of labor trafficking is needed.

The Council's Labor Trafficking Task Force and the "Al Capone" Approach

In May 2017, Deputy District Attorney Dan Roisman from Alameda County, CA, described his office's promising model for addressing labor trafficking. His office uses an "Al Capone" approach—named after the infamous mob boss who was brought down using tax evasion charges. His office responds to reports of troublesome employers by investigating workplace crimes, such as workers' compensation insurance fraud, payroll tax fraud, wage theft, and workplace health violations. By widening their investigative net, they can secure vital information that may lead to labor trafficking charges. But as Mr. Roisman explained, he

cannot initiate these proactive investigations without the buy-in and mutual trust of federal and local law enforcement personnel, workplace inspectors, and other community partners. His office convenes the multisector Human Exploitation and Trafficking (H.E.A.T) Watch – Labor team to coordinate resources and build relationships among a wide range of stakeholders—from the U.S. Homeland Security Investigations and federal and state departments of labor to legal aid organizations, regional consulate offices, and leaders from immigrant communities.

Drawing inspiration from Alameda County's strategy, the Council voted to form a Labor Trafficking Task Force (LTTF) in 2018. The Council enlisted members for the task force who have expertise on labor trafficking and workplace violations, including the Director of Colorado Legal Services' Farmworker Division; an attorney from the Equal Employment Opportunity Commission (EEOC); an insurance fraud prosecutor with the Colorado Department of Law; and a Senior Criminal Investigator with Pinnacol Assurance, the largest provider of workers' compensation insurance in Colorado (see p. ix for a full list of LTTF members). The Council instructed the LTTF to begin by comparing the laws that prosecutors in Alameda County use to proactively address labor trafficking with those in Colorado. The goal of this legal comparison was to identify areas where the Council could potentially recommend statutory reform to better support survivors and strengthen the tools available to prosecute labor traffickers and otherwise hold them accountable.

Three-Pronged Approach to Labor Trafficking

To inform their efforts, LTTF members reviewed several reports and academic research on labor trafficking, as well as reports that highlight promising practices in enforcing workplace laws in industries prone to labor abuse and human trafficking.[19]

Members also discussed the challenges that potential labor trafficking victims face—from not being viewed as victims of a serious crime to not having the basic resources and protections to rebuild their lives or cooperate in criminal or civil actions against their trafficker(s). Members also recognized a general lack of awareness in Colorado about labor trafficking and the misconceptions that hamper identification efforts and create an empathy gap.

To address these various challenges, LTTF members agreed that their strategy must be multifaceted and employ a three-pronged approach of protections, legal tools, and training and awareness. The Council's 11 recommendations address each of these three areas, the sum of which offer practical guidance on how to: 1) support populations most vulnerable to labor trafficking in Colorado, 2) hold labor traffickers accountable for their crimes, and 3) raise awareness about this form of human trafficking.

---

[19] Colleen Owens, Meredith Dank, Amy Farrell, Justin Breaux, Isela Bañuelos, Rebecca Pfeffer, Ryan Heitsmith, Katie Bright, and Jack McDevitt, *Understanding the Organization, Operation, and Victimization Process of Labor Trafficking in the United States*. (Washington, DC: Urban Institute. 2014). Accessed October 11, 2018. https://www.urban.org/research/publication/understanding-organization-operation-and-victimization-process-labor-trafficking-united-states.
Sheldon Zhang, *Trafficking of Migrant Laborers in San Diego County: Looking for a Hidden Population*. (San Diego, CA: San Diego State University November 2012). Accessed October 16, 2018. https://www.ncjrs.gov/pdffiles1/nij/grants/240223.pdf.
Andrew Elmore and Muzaffar Chishti, *Strategic Leverage: Use of State and Local Laws to Enforce Labor Standards in Immigrant-Dense Occupations*. (Washington, DC: Migration Policy Institute, 2018). Accessed October 16, 2018. https://www.migrationpolicy.org/research/strategic-leverage-use-state-and-local-laws-enforce-labor-standards-immigrant.
Towards Justice, University of Denver, and the Southwest Carpenters' Union, *Combatting Wage Theft in Denver: How the City of Denver Can Protect the Safety and Dignity of Workers*. (Denver, Colorado: Towards Justice, 2018). Accessed on October 16, 2018. https://d3n8a8pro7vhmx.cloudfront.net/towardsjustice/pages/345/attachments/original/1521739712/2018.03.21_Combating_Wage_Theft_White_Paper_FINAL..pdf?1521739712.

	Protections	Certain protections are needed to ensure that victims are safe and secure. A by-product of these protections is a survivor's willingness to participate in a labor trafficking investigation.
	Legal Tools	There are a variety of laws that prosecutors can bring to bear in a labor trafficking case. The Council recommends modifications to Colorado law to aid in prosecution efforts.
	Training and Awareness	Colorado communities must first understand and recognize labor trafficking to address it. Increased training and awareness of labor trafficking are needed in this effort.

Protections

An effective response to labor trafficking requires safeguards that prevent it from happening in the first place. Adequate social and legal supports are also needed to help survivors regain a sense of self-sufficiency and well-being. Natural by-products of improved survivor protections are that survivors are more likely to come forward and report their crime, and are better able to assist prosecutors and workplace investigators in possible actions against their trafficker.

> *Recommendation 1: Colorado should amend its public code to provide a bridge of public benefits, e.g., Medicaid, the Supplemental Nutrition Assistance Program (SNAP), and Temporary Assistance for Needy Families (TANF) for pre-certified foreign national victims of human trafficking.*

Legal service providers often pursue immigration relief, such as the T and U visas, for foreign national individuals victimized by human trafficking. Without immigration relief, many victims risk re-victimization in the United States and/or deportation back to countries where their traffickers often have influence and connections. A decision on T and U visas typically takes several months, leaving foreign nationals in the United States ineligible for public benefits during this waiting period—when they are most in need of support. Not only that, but foreign national victims often lack the local social networks most of us count on in times of tragedy.

To remedy this problem, the Council recommends instituting a short-term, state-supported bridge of public benefits for pre-certified foreign national victims of human trafficking.[20] Similar programs already exist in California, New York, and Illinois. The fiscal impact of such a program is minimal, yet the difference it makes in the lives of trafficking survivors is

---

[20] Pre-certified refers to those foreign nationals who have disclosed their human trafficking and are awaiting approval of a T, U, or Specialized Immigrant Juvenile Status visa application.

substantial. Without the support of such benefits, it is difficult for survivors to meet their basic needs or to feel a sense of well-being and control over their daily lives; they are also less likely to prioritize their role as a victim witness. The creation of a bridge of public benefits will help stabilize survivors so they can recover from their victimization and assist prosecutors and workplace investigators in possible actions against the trafficker. It also sends a powerful message that Colorado prioritizes and supports survivors of human trafficking.

> _**Recommendation 2**_: **The Colorado Department of Labor and Employment should provide information to all incoming temporary, "non-immigrant" visa holders about their rights under state law, and contact information for CDLE's Worker Call Center, the National Human Trafficking Hotline, and the Colorado Network to End Human Trafficking Hotline. This information should be provided in the primary language of the worker.**

According to a 2014 Urban Institute labor trafficking study, 94% of victims knew they were being mistreated but did not self-identify as labor trafficking victims, nor did they know the protections they had under U.S. and state law.[21] Victim service provider members confirmed similar cases of abuse in the populations they serve in Colorado, noting that many they serve were unaware of the places they could go to seek help. Because the CDLE works with employers who sponsor temporary nonimmigrant visa holders, the department is well poised to disseminate information to this worker population.[22]   Additionally, by taking this preventative step, CDLE would complement the "Know Your Rights" pamphlet that temporary work visa applicants receive from the U.S. Department of State about their workplace rights under federal law with information about relevant Colorado law and the resources available to them to locally.[23]

---

[21] Colleen Owens, et al., _Understanding the Organization_, 111.
[22] A full list of temporary nonimmigrant worker classifications can be found on the U.S. Citizenship and Immigrant Services website at https://www.uscis.gov/working-united-states/temporary-nonimmigrant-workers.
[23] The U.S. State Department-issued Know Your Rights pamphlet was authorized by the Trafficking Victims Protection Reauthorization Act of 2008 and is available from the department's website. Accessed on October 16, 2018. https://travel.state.gov/content/dam/visas/LegalRightsandProtections/Wilberforce/Wilberforce-ENG-100116.pdf.

> _Recommendation 3_: **In order to encourage foreign national victims of workplace crimes to come forward, the CDLE should adopt a protocol that allows the agency to provide law enforcement attestation/certification in support of a T and U visa similar to the practice in Illinois, California, and New York state departments of labor.**

As the agency primarily responsible for the investigation and enforcement of employment laws in Colorado, CDLE is uniquely positioned to utilize the T and U visas to further the enforcement of workplace laws while ensuring that investigations are not hampered by a fear of victim deportation.

Concerns about immigration status represent a major problem in efforts to identify human trafficking victims. Foreign national workers here on a temporary work visa, for example, face dual hazards should they find themselves in a labor trafficking situation because their employer is also their immigration sponsor. Undocumented workers similarly fear that coming forward to report crimes might result in their apprehension and deportation by federal immigration officers. This reality keeps victims in dangerous and abusive situations much longer than they might be otherwise. [24]

Coupled with that reality is that relatively few low-wage immigrant workers come forward to CDLE to report workplace issues. A 2009 report surveying 4,387 low-wage workers concluded that foreign-born Latinos experience minimum wage violations at twice the rate of U.S.-born Latinos and nearly six times that of U.S.-born whites, but University of Denver researchers found that only 16.9% of 2016 CDLE claims were Spanish-language claims.[25,26]   As these and other studies have shown, if state-level enforcement agencies do not take proactive steps to encourage immigrant workers to safely report workplace abuses, they will not be effective in detecting and responding to crimes like labor trafficking.

---

[24] Colleen Owens, et al., _Understanding the Organization_, 26.

[25] Annette Bernhardt, Ruth Milkman, Nik Theodore, Douglas Heckathorn, Mirabai Auer, James DeFilippis, Ana Luz González, Victor Narro, Jason Perselshteyn, Diana Polson, and Michael Spiller, _Broken Laws, Unprotected Workers: Violations of Employment and Labor Laws in America's Cities._ (New York: National Employment Law Project, 2009), 43. Accessed on October 16, 2018. https://www.nelp.org/wp-content/uploads/2015/03/BrokenLawsReport2009.pdf and Towards Justice, et al., _Combatting Wage Theft in Denver_, 12.

[26] While not all Spanish-speaking CDLE claimants are necessarily low-wage immigrant workers, they nonetheless serve as a useful proxy for Colorado's foreign-born Latino workforce. Additionally, the reporting practices of Spanish-speaking workers is instructive, since Latinos represent the largest minority group in Colorado, according to the 2016 U.S. Census data.

To address these obstacles and to signal that fears about immigration status should not be a reason for immigrant workers to stay silent about serious workplace abuses commonly associated with human trafficking, CDLE should designate an officer to certify and provide attestation for T and U visas. It should likewise develop an official T/U Visa protocol, as Illinois, New York, and California have done.

> _**Recommendation 4**: Federal law requires that everyone benefiting from federal funding is required to comply with Title VI, 42 U.S.C. § 2000d et seq. (U.S. Civil Rights Act) regarding the use of professional interpreters. Due to the dangers of using unofficial interpreters who could be a trafficker, an agent of the trafficker, or who could otherwise cause harm or hinder the disclosure of human trafficking, Colorado first responders and 911/dispatchers should use professional interpreters who strictly follow the Colorado Association of Professional Interpreters' (CAPI) Code of Ethics when bilingual staff are not available. Interpreters should have the ability to ask the individual being interpreted for if they are under duress and about their safety and well-being._

First responders sometimes use unofficial interpreters (e.g., family members, friends, co-workers, or worksite supervisors) in circumstances in which a professional interpreter is not only more appropriate but essential. In labor trafficking situations, an unofficial interpreter could be the trafficker or an agent of the trafficker. This recommendation helps ensure that communication between a potential trafficking victim and a first responder or dispatcher takes place through an impartial third party. This recommendation also recognizes that interpreters can potentially aid in victim identification, and empowers interpreters to take an active role in victim identification in appropriate circumstances. It should be noted that this recommendation only applies in those situations in which bilingual staff members are unavailable or do not speak the language required.

> _**Recommendation 5**: Healthcare providers should only contract with individuals who work in a professional capacity as an interpreter and who strictly follow the CAPI Code of Ethics to more readily identify and respond to disclosures of human trafficking. Interpreters should have the ability to ask the individual being interpreted for if they are under duress and about their safety and well-being._

A 2016 health policy study of human trafficking survivors found that the majority of those surveyed were seen by a healthcare provider while they were being trafficked.[27] For this reason, it is vital that health care providers use reliable third-party interpreters when engaging with a potential victim. Like Recommendation 4, this recommendation empowers interpreters to take an active role in victim identification in appropriate circumstances. And as with Recommendation 4, the current recommendation only applies when bilingual healthcare staff are unavailable or do not speak the language required.

Legal Tools

Through its comparison of the laws that Alameda County, CA, uses to tackle labor trafficking and applicable Colorado laws, the Council identified two areas where Colorado can strengthen its laws to better address the criminal conduct of labor traffickers.

> *<u>Recommendation 6</u>: Colorado law should include language that it is 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.*
>
> *Additionally, Colorado should amend Colorado's Insurance Fraud statute, C.R.S. § 18-5-211 to have stricter penalties for insurance application fraud.*

As Alameda County District Attorney prosecutors noted in presentations to the Council, individuals who commit human trafficking offenses often violate other workplace laws (see pp. 28–30 of the *2017 Annual Report* for a discussion of the workplace violations that often accompany labor trafficking). As the prosecutors explained, investigations of insurance fraud have led to the discovery of labor trafficking conduct and aided in their efforts to collect valuable evidence, including forensic evidence of workers' compensation violations, wage theft, and debt bondage.

In Colorado, Council and LTTF members similarly found that human traffickers break a number of workplace laws to conceal their conduct and to exercise control over their victims. One service provider on the LTTF recalled a trafficker who discouraged victims from seeking medical care for worksite injuries. In another case, a trafficker exploited the workers'

---

[27] Makini Chisolm-Straker, Susie Baldwin, Bertille Gaïgbé-Togbé and Nneka Ndukwe, "Health Care and Human Trafficking: We are Seeing the Unseen." *Journal of Health Care for the Poor and Underserved* 27, no. 3 (Baltimore: John Hopkins University Press, 2016), 1220–1233. Accessed on October 16, 2018. http://muse.jhu.edu/article/628131.

compensation claims process to learn about the victim's whereabouts after he fled the trafficking situation. This recommendation seeks to make employers criminally liable for preventing their workers from accessing their rights under the law. It also prevents traffickers from abusing the workers' compensation process in Colorado to control or coerce trafficking victims.

Additionally, enforcement of stricter penalties for insurance application fraud affords prosecutors new tools to investigate potential traffickers and to hold them accountable for conduct associated with a labor trafficking scheme. In this way, it also levels the playing field for law-abiding employers by enacting stricter penalties for those who seek to undercut competitors by flouting Colorado insurance and payroll laws.

> *Recommendation 7: Amend Colorado's Theft statute, C.R.S. § 18-4-401, to explicitly include "labor" as a thing of value that can be subject to theft.*

Under Colorado statute, a person commits theft when he or she "knowingly obtains, retains, or exercise[s] control over anything of value." This language leaves doubt as to whether labor qualifies as a thing of value that can be controlled by another under the statute. The recommendation for statutory reform put forth by the Council clarifies that labor indeed constitutes a thing of value that may be stolen from another. Labor is explicitly enumerated under California penal code, which allows state prosecutors to use the theft statute to make labor traffickers liable for a range of criminal conduct associated with the trafficking scheme, not unlike how Colorado prosecutors hold sex traffickers accountable using a variety of statutes ancillary to sexual servitude.

Training and Awareness

> *Recommendation 8: The Colorado Human Trafficking Council's public awareness campaign collateral should include an immigrant/foreign worker scenario to build empathy for this vulnerable yet misunderstood population.*

While not all labor trafficking victims are foreign nationals, immigrants constitute a population particularly vulnerable to labor abuse and labor trafficking.[28] The societal stigma surrounding a person's immigration status is a significant barrier to overcome in exiting a labor trafficking

---

[28] Sheldon Zhang, *Trafficking of Migrant Laborers in San Diego County,* 90.

situation. To effectively impact labor trafficking, Colorado communities need to view this victim population with compassion and understanding. To help overcome misconceptions, such as "all immigrants are law breakers" or "foreign national trafficking victims are always undocumented," the Council's public awareness campaign should feature campaign collateral that better reflects the realities of foreign workers in the United States and engenders empathy for a victim population that, more often than not, follows immigration and workplace laws only to be preyed upon by traffickers who seek to exploit their vulnerable status.

> _Recommendation 9_: *The Council's public awareness campaign collateral should highlight the toll that human trafficking takes on victims and the negative impact that labor trafficking has on the community in terms of lost local and state revenue and the burden on enforcement and social service resources.*

When traffickers compel a person's labor, they simultaneously take advantage of the individual *and* steal from the community. Employers who commit labor trafficking undercut others in the marketplace by providing cheaper services than legitimate businesses can afford. Traffickers also tax local social service and law enforcement resources through the harm they inflict on victims. Despite this reality, many members of the public do not recognize how labor trafficking affects them personally or how our collective failure to hold labor traffickers accountable deprives the Colorado community of state and local revenue. With the current recommendation, the Council seeks to educate the public that labor trafficking is a matter of public safety and is costly to the community.

> _Recommendation 10_: *In order to promote greater awareness of human trafficking among marginalized populations, the Council should partner with community experts and culturally responsive professionals to translate and adapt the Council's introductory human trafficking curriculum as is culturally and linguistically appropriate (including the train-the-trainer program) into languages other than English.*

Community-based organizations are the eyes and ears of their communities and because of their position and authority, these organizations are well-positioned to educate their constituents on human trafficking issues in a way that is culturally and linguistically appropriate. By translating the Council's introductory human trafficking curriculum into other languages, the Council seeks to expand the reach of its training materials to residents of multiple cultural and language backgrounds.

> *Recommendation 11: Colorado governmental agencies (law enforcement, district attorney's offices, and the state departments of Law, Labor and Employment, Human Services, Regulatory Affairs and Public Health & the Environment) should partner with community-based organizations to educate their staff and the broader community about labor trafficking and the potential remedies available to address the crime.*

Conscientious planning and effective communication between stakeholders are essential for a proactive response to labor trafficking that both supports victims and punishes traffickers. Community-based organizations have better inroads into communities that are more susceptible to labor exploitation (e.g., immigrant/refugee communities, day laborer organizations, homeless populations, etc.). Systems-based agencies should partner with these groups to encourage more labor trafficking survivors to come forward to report their abuse. One of the main reasons jurisdictions like Alameda County, CA, are able to effectively pursue labor trafficking investigations is the trust and reciprocity they have built with community-based organizations. In Colorado, the Denver District Attorney's Office has taken a similar approach.

Denver Takes Aim at Labor Trafficking

The Denver District Attorney's (DDA) Office has taken significant strides to address labor trafficking in the Denver community.

In late 2017, DDA Beth McCann established the Human Trafficking Unit (HTU). From the onset, the HTU staff wanted to ensure that their work took a victim-centered and trauma-responsive approach. To achieve this goal, they regularly meet with trusted community-based organizations with strong ties to the communities they serve. By going out into the community, the HTU staff learn firsthand about the challenges and vulnerabilities different populations face throughout Denver county. In turn, the unit can better respond to community needs, is more aware of available NGO resources, and has established relationships for when and if a labor trafficking case emerges.

Aside from community outreach, the HTU embraces an economic crimes prosecution model to pursue labor trafficking cases. By tracking financial records, the office is able to uncover a wide variety of illegal practices in a labor trafficking case. When appropriate, the office collaborates with colleagues from the DDA Economic Crimes Unit to identify and build cases involving financial offenses.

Using a multi-faceted approach that takes into account the needs and priorities of victims, encourages community partnerships, and relies on financial forensics, DDA's Human Trafficking Unit strives to identify and pursue more labor trafficking cases going forward.

Source: Interview with Denver Anti-Trafficking Alliance Program Director Elise Reifschneider on October 9, 2018.

Conclusion

The Council's labor trafficking framework encompasses protections for labor trafficking survivors, effective legal tools to prosecute traffickers, and a keen awareness of labor trafficking and its costs. If instituted, the 11 recommendations put forth by the Council will help Colorado better respond to labor trafficking issues and solidify gaps in Colorado's current anti-trafficking framework. However, one year of work on labor trafficking issues is insufficient to properly address this problem. If the Council continues the LTTF in 2019, its members have expressed interest in exploring additional measures, including expanding the requirements for foreign labor recruiters operating in Colorado. The Council's current recommendations represent a set of initial steps toward holding labor traffickers accountable and lifting up those affected by this form of human trafficking.

SECTION 5

Identifying Effective Human Trafficking Prevention Strategies

Summary of Recommendations

Recommendation 1: Encourage applicable nonprofit organizations and government agencies to utilize the Council's four-step framework to identify human trafficking prevention strategies that are pertinent to their mission. The four steps of the framework include:

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 are inclusive of all potential human trafficking victims.

Recommendation 2: Encourage the Colorado Department of Public Health and Environment (CDPHE) to utilize the Council's four-step framework to identify appropriate human trafficking

prevention strategies and include them in the *Colorado Statewide Gender-based Violence Prevention* plan.

<u>Recommendation 3:</u> A holistic approach to addressing human trafficking should include primary prevention strategies, and meaningful resources should be allocated towards primary prevention.

<u>Recommendation 4:</u> Primary prevention strategies that address human trafficking (e.g., age-orientated curriculum) should be integrated into schools across the state.

Development of the Program Identification Method

In response to the Council's mandate to "identify best practices for the prevention of human trafficking, particularly for the prevention of child sex trafficking," the Council established the Prevention Task Force (PTF), which developed a four-step framework to ***recommend*** as a promising practice for the identification of effective human trafficking prevention strategies. In the process of developing this framework, task force members reviewed research on the various forms of prevention—specifically, around violence prevention, various strategies and tactics from the public health discipline on prevention, and more than 40 prevention strategies from across the country and the globe.

Effective prevention requires an understanding of many different theories, concepts, and data sources. These things are interlinked in such a complex manner that professionals can spend their entire career working in only one area of prevention. Because of this reality, the task force incorporated various concepts to help the public access the benefits and knowledge of other's successful prevention work. These concepts are outlined throughout this section and form the base of the four-step framework, which includes:

1. A focus on <u>primary</u> 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 are inclusive of all potential human trafficking victims.

Step One: Primary Prevention – Connections Between Human Trafficking and Public Health

Public health specializes in health promotion and the prevention of disease within populations rather than the diagnosis and treatment of diseases. The Centers for Disease Control and

Prevention (CDC) explains that prevention strategies in the field of public health are designed to benefit the largest groups of people possible, because the health concern is widespread and typically impacts the entire population in some way—either directly or indirectly.[31] Public health includes three types of prevention: primary, secondary, and tertiary. Prevention strategies can incorporate a single type of prevention or any combination of them in the strategy design.

> **Definitions of Prevention from the context of "violence prevention"[29,30]**
>
> Primary Prevention – preventing violence from occurring to those who have not previously experienced it.
>
> Secondary Prevention – preventing new occurrences and further violence, and/or providing support to survivors of violence to minimize the impact of that violence. This usually includes service-level interventions.
>
> Tertiary Prevention – providing long-term support and advocacy for survivors of violence to minimize the impact of the experience.

A key priority within the field of public health is violence prevention. Violence is complicated and results from a combination of many different influences on behavior. It can manifest in multiple forms, including intimate partner violence, child abuse/neglect, elder abuse, sexual violence, suicide, and youth violence.[32] Human trafficking is another form of violence that has recently gained attention from the public health field. Those working to prevent human trafficking will benefit from the lessons learned from the prevention efforts for other types of violence.

---

[29]Prevention definitions adapted from Population Services International, "Evidence Series: Gender-Based Violence", Population Services International, Accessed August 13, 2018, from https://www.psi.org/wp-content/uploads/2016/06/GBV_EvidenceSeries_Jun2016.pdf.

[30] Prevention definitions adapted from the Centers for Disease Control and Prevention, "Prevention," CDC, Accessed August 13, 2018, from https://www.cdc.gov/pictureofamerica/pdfs/picture_of_america_prevention.pdf.

[31] For more information, see the CDC document on sexual violence prevention, *Sexual Violence Prevention: Beginning the Dialogue.* Accessed on September 4, 2018, from https://www.cdc.gov/violenceprevention/pdf/svprevention-a.pdf.

[32] For more information, see the CDC's Connecting the Dots report, Connecting *the Dots: An Overview of the Links Among Multiple Forms of Violence.* Accessed on May 3, 2018, from https://www.cdc.gov/violenceprevention/pdf/connecting_the_dots-a.pdf.

The CDC uses a four-level social-ecological model (SEM) to better understand and prevent violence.[33] This model demonstrates how individuals are impacted by risk and protective factors at the individual, relationship, community, and societal levels (see Fig. 14 for definitions and a visual representation of this model).[34] Each ring of the model represents a potential area where prevention strategies can be implemented at any of the three prevention levels (i.e., primary, secondary, and tertiary). The model allows professionals working in violence prevention to develop and implement strategies that can systematically target mechanisms of change at multiple levels by focusing on risk factors in those spaces. It is largely understood in public health that strategies spanning multiple levels are the most effective at producing change.[35]

Figure 14: The Social-Ecological Model

A CLOSER LOOK AT EACH LEVEL OF THE SEM

Individual
Identifies biological and personal history factors; such as age, education, income, substance use, or history of abuse, that increase the likelihood of becoming a victim or perpetrator of violence.

Relationship
Examines close relationships that may increase the risk of experiencing violence as a victim or perpetrator. A person's closest social circle-peers, partners and family members-influences their behavior and contributes to their range of experience.

Community
Explores the settings, such as schools, workplaces, and neighborhoods, in which social relationships occur and seeks to identify the characteristics of these settings that are associated with becoming victims or perpetrators of violence.

Societal
Looks at the broad societal factors, such as health, economic, educational and social policies, that help create a climate in which violence is encouraged or inhibited and help to maintain economic or social inequalities between groups in society.

Date Source: The Centers for Disease Control and Prevention

In addition to using the SEM, the CDC developed a public health approach to violence prevention that allows professionals to effectively create and implement prevention strategies.

---

[33] For more information on the CDC's use of the social-ecological model, visit its violence prevention website, *The Social-Ecological Model: A Framework for Prevention.* Accessed on September 4, 2018, from https://www.cdc.gov/violenceprevention/overview/social-ecologicalmodel.html.
[34] Ibid.
[35] For more information, see Karen Glanz, Barbara K. Rimer, and K. Viswanath, *Health Behavior and Health Education: Theory, Research, and Practice,* 4th ed. (San Francisco: Jossey-Bass, 2008), pp. 470-480.

The first step in this approach is to determine the "who," "what," "where," "when," and "how"[36] to identify the scope and community burden of the problem. The second step is to identify risk and protective factors.[37] This step involves conducting research to discover any existing prevention strategies that have already been tested for efficacy. If effective strategies are found, the most appropriate ones can be selected. If no appropriate strategies are available for the population of interest, new strategies can be developed in step three using the information gathered in steps one and two. It is vital that any newly developed prevention strategy be evaluated for efficacy, however. The fourth, and final, step to this approach is dissemination and adoption.[38] The previous steps serve minimal to no purpose if prevention practitioners cannot utilize the identified strategies. The Council's strategy for identifying human trafficking prevention programs fits within the CDC's public health approach to violence prevention (see Table 11).

Table 11. The Council's Four Step Framework and There Alignment with the Public Health Approach to Violence Prevention	
Public Health Approach to Violence Prevention	**Council's Four-Step Framework**
1. Define the Problem	The problem of human trafficking is defined throughout the report; this definition informed the process of strategy development.
2. Identify Risk and Protective Factors	Discussed in-depth in step two of the four-step framework.
3. Develop and Test Prevention Strategies (If effective strategies are present, select from those that are appropriate for the population of interest.)	Step 3 of the four-step framework requires evidence-based or evidence-informed strategies.
4. Assure Widespread Adoption (Dissemination and Implementation)	Dissemination via the Council's Annual Report and potential implementation with the Colorado Department of Public Health and Environment's statewide plan for the prevention of gender-based violence.

---

[36] For more information, see the CDC's violence prevention document, *The Public Health Approach to Violence Prevention.* Accessed on August 20, 2018, from https://www.cdc.gov/violenceprevention/pdf/PH_App_Violence-a.pdf.

[37] Ibid.

[38] Ibid.

Step Two: Risk Factors – Offering a Direction for Selecting Prevention Strategies

Identifying risk and protective factors for human trafficking is a crucial step in developing and/or selecting a primary prevention strategy, because these factors suggest where prevention efforts should be focused. A 2014 CDC report, *Connecting the Dots: An Overview of the Links Among Multiple Forms of Violence*, makes the case that focusing on risk and protective factors will allow practitioners to implement programs that can prevent all forms of violence, and also encourage them to think strategically about how to integrate responses for a greater impact.[39]

In the case of human trafficking, risk factors are characteristics/experiences that make it more likely for a person to become a victim or a perpetrator of human trafficking.[40] Protective factors are characteristics/experiences that decrease the likelihood of a person becoming a victim or perpetrator. If a prevention strategy can decrease a risk factor associated with human trafficking, it can, in turn, decrease the risk that the population of interest will experience human trafficking. When discussing risk factors, it is important to note that the factors neither cause nor guarantee that a person will experience human trafficking.

As discussed above, risk factors associated with human trafficking are not unique to the issue, but are also risk factors for many other forms of violence. For example, behavioral health concerns are a risk factor for intimate partner violence, child abuse/neglect, suicide, and human trafficking.[41] A prevention strategy designed to decrease behavioral health concerns for a specific population could also decrease the risk of victimization in in these areas. Because of this, prevention strategies with a risk/protective factor focus can have an impact that is farther reaching than prevention strategies designed with an issue-centered focus (e.g., strategies designed specifically to prevent intimate partner violence or child abuse).

Because of limited time and a lack of available research on risk factors for human trafficking perpetration and protective factors for both human trafficking perpetration and victimization, the Council chose to focus solely on risk factors for human trafficking victimization. This

---

[39] CDC, Connecting the Dots, 1.

[40] Ibid.

[41] For additional information, refer to the CDC website on violence prevention. Accessed on August 13, 2018 from https://www.cdc.gov/violenceprevention/overview/index.html.

allowed for a more comprehensive pool of information for discovering effective prevention strategies. Prevention Task Force members reviewed a wide range of risk factors that are connected to various forms of violence including human trafficking. They identified five risk factors with the strongest association to human trafficking violence in particular:

- Behavioral health concerns[42,43]

  This umbrella term covers mental illness, psychiatric and substance use disorders, and other addictions.[44] It is an individual-level risk factor.

- Family conflict/poor parent-child relationships[45,46]

  Interpersonal conflict occurs in interactions where incompatible goals (real or perceived), scarce resources, or opposing viewpoints exist.[47] Family conflict is a specific type of interpersonal conflict that involves members within a family unit. This is a community-level risk factor.

- Lack of community support/cohesion[48,49]

  Community support refers to community groups, programs, and organizations that offer individuals assistance in times of need. Community cohesion can be found in spaces such as workplaces, schools, and neighborhoods that have a common vision and a sense of belonging for all people in that space. This is accomplished through the appreciation of individuals' backgrounds and circumstances and the

---

[42] Research completed by Loyola University-New Orleans and its Modern Slavery Research Project supports this item as a risk factor for human trafficking victimization: Laura T. Murphy, *Labor and Sex Trafficking Among Homeless Youth: A Ten-City Study Executive Summary*, (New Orleans: Loyola University, 2016). Accessed May 31, 2018, http://media.wix.com/ugd/73f135_20128a9e064d45f29c3cfcd98ea11d1e.pdf?mc_cid=4eec59383c&mc_eid=3e6d3fcc42.

[43] In 2013, this item was listed as a risk factor for commercial sexual exploitation and sex trafficking of minors by the National Research Council's Committee on the Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States: Institute of Medicine and National Research Council, *Confronting Commercial Sexual Exploitation and Sex Trafficking of Minors in the United States*, (Washington DC: The National Academies Press, 2013), 78–105. Accessed from https://www.ojjdp.gov/pubs/243838.pdf.

[44] Definition obtained from the American Hospital Association website: "Behavioral Health," American Hospital Association. Accessed August 13, 2018, from https://www.aha.org/advocacy/access-and-health-coverage/access-behavioral-health.

[45] Murphy, *Labor and Sex Trafficking Among Homeless Youth*.

[46] Institute of Medicine, *Confronting Commercial Sexual Exploitation.*

[47] Definition obtained from the University of Minnesota: "Communication in the Real World: An Introduction to Communication Studies," University of Minnesota Libraries Publishing. Accessed on August 13, 2018, http://open.lib.umn.edu/communication/chapter/6-2-conflict-and-interpersonal-communication/.

[48] Murphy, *Labor and Sex Trafficking Among Homeless Youth*.

[49] Institute of Medicine, *Confronting Commercial Sexual Exploitation.*

development of positive relationships between people from different backgrounds in workplaces, schools, and neighborhoods.[50] This is a community-level risk factor.

- Lack of economic stability[51,52]

  In addition to a sufficient household income, economic stability reflects employment status, opportunities for employment, education, secure housing, immigration status, and job skills. This is an individual-level risk factor.

- Adverse Childhood Experiences (ACE) score of four or more[53,54,55]

  Adverse Childhood Experiences are specific events that have a dose-response relationship[56] on health outcomes for children later in life. The ACE screens for emotional, physical, and sexual abuse; domestic violence; emotional and physical neglect; substance abuse in the family; separation/divorce of parents; and incarcerated household member(s). The research indicates that a score of four or more (compared to a score of three or more) on the ACE evaluation has a high association with risk for negative health and well-being outcomes.[57]

Step Three: Core Criteria - A Checklist for Effective Prevention Strategies

After deciding on primary prevention with a risk factor focus as the first two steps of its prevention strategy framework, the Council developed the next step of the process—to define a set of core criteria required of all high-quality prevention strategies. The core criteria represent six key components of prevention strategies:

---

[50] Definition adapted from Harris Beider, *Race, Housing, and Community: Perspectives on Policy and Practice* (Hoboken: Wiley-Blackwell, 2012), 226. Accessed on August 13, 2018, from https://onlinelibrary.wiley.com/doi/pdf/10.1002/9781444354492.app3.

[51] Murphy, *Labor and Sex Trafficking Among Homeless Youth*.

[52] Institute of Medicine, *Confronting Commercial Sexual Exploitation*.

[53] Ibid.

[54] Murphy, *Labor and Sex Trafficking Among Homeless Youth*.

[55] The validity of this item as a risk factor for human trafficking victimization was supported by previously conducted research: Rachel Naramore et al. "Youth Arrested for Trading Sex Have the Highest Rates of Childhood Adversity: A Statewide Study of Juvenile Offenders," *Sexual Abuse: A Journal of Research and Treatment* 29, no. 4 (2017): 369–410. doi: 10.1177/1079063215603064.

[56] The CDC describes dose-response as the change in an outcome (e.g., alcoholism) associated with differing levels of exposure (or doses) to a stressor (e.g., ACEs). A graded dose-response means that as the dose of the stressor increases, the intensity of the outcome also increases.

[57] Support for the importance of a score of four or more (as opposed to three or less) on the ACE questionnaire can be found in research conducted by the Kaiser Foundation and the CDC: Vincent Felitti et al. "Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults." *American Journal of Preventative Medicine* 14, no. 4 (1998): 245–258. Accessed on August 23, 2018, from https://doi.org/10.1016/S0749-3797(98)00017-8.

- Be evidence-based or evidence-informed[58]

   Strategies are developed based on evidence demonstrating efficacy specifically for that strategy or for elements from another strategy.

- <u>Evidence-based</u> strategies have demonstrated efficacy in that the strategy design was scientifically evaluated and found to bring significant change.

- <u>Evidence-informed</u> strategies incorporate components from other designs that were found to be evidence-based. These strategies are considered to be less scientifically stringent than evidence-based strategies, but they are widely accepted as a valid way to begin the development of new strategy designs.

- Have ease of access

   Strategies are accessible to those interested in implementing and/or receiving benefits of the strategy. This access is not to be limited by cost, ability to obtain technical support, and/or ability to obtain necessary training.

- Have outcome measures[59]

   Strategies should set results-focused items that are used to measure progress. Baseline values for the set items are measured before the strategy is implemented, and then again after implementation to identify strategy effect.

- Be sustainable

   Strategies have sufficient human, financial, technological, and organizational resources to provide needed services on an ongoing basis. Organizations that implement the strategies should also possess the organizational and programmatic infrastructure to carry out core functions independent of individuals or one-time [funding] opportunities.[60]

---

[58] Definitions adopted from the United States Child Welfare Information Gateway, "Evidence-Based Practice Definitions and Glossaries." Accessed July 2, 2018, from https://www.childwelfare.gov/topics/management/practice-improvement/evidence/ebp/definitions/.

[59] Definition adopted from the United States Environmental Protection Agency's (EPA) website on program evaluation, "Program Evaluation and Performance Measurement at the EPA." Last modified December 1, 2016, at https://www.epa.gov/evaluate/program-evaluation-and-performance-measurement-epa.

[60] Definition from Karen Buck, "The Path to Program Sustainability," *Nonprofit Impact* (2013), Accessed on August 13, 2018, from http://www.eblcprograms.org/docs/pdfs/Path-to-Sustainabilty_article_v3.pdf.

- Be trauma responsive[61]

  Strategies actively utilize the principles of trauma-informed design: incorporating knowledge about trauma into every aspect of service delivery, engaging and empowering survivors, minimizing re-victimization, and valuing self-care. In addition to using these principles, the strategies must promote their implementation in their programming, environments, language, and values (as applicable).

- Align with at least one of the five risk factors defined earlier
  - Behavioral health concerns
  - Family conflict/poor parent-child relationships
  - Lack of community support/cohesion
  - Lack of economic stability
  - ACE score of four or more

Step Four: Broad Criteria

In addition to the core criteria that every prevention strategy should include, the Council also developed broad criteria that should be considered when evaluating a group of prevention strategies. The broad criteria were created in recognition of the fact that prevention strategies are often designed for a narrow population. However, human trafficking impacts a wide range of people, including all genders, ethnic backgrounds, economic status, education, etc. These broad criteria were designed to ensure that organizations consider a variety of prevention strategies that address all potential victim profiles. When identifying and/or selecting prevention strategies, individuals should consider:

- Gender inclusivity

  Related to diversity and inclusion, gender inclusivity focuses on creating safe spaces, equal opportunities, and an environment of acceptance for all people, regardless of their gender identity and/or expression.[62]

---

[61] Definition adapted from the Moving from Trauma-Informed to Trauma-Responsive program description, Stephanie S. Covington, PhD and Sandra L. Bloom, MD, *Moving from Trauma-Informed to Trauma-Responsive: A Training Program for Organizational Change*, (Center City, MN: Hazelden Publishing, 2018). Accessed on July 23, 2018, from
https://www.hazelden.org/OA_HTML/ibeCCtpItmDspRte.jsp?item=520203&sitex=10020:22372:US

[62] Definition from Anna Johansson, "How Young Consumers (And Employees) Are Driving Gender Inclusivity," *Forbes* (December 29, 2017). Accessed from

- Cultural inclusivity

  Strategies pay particular attention to social and cultural factors in program design, recognizing the different social, ethnic, racial, and religious backgrounds of individuals. They should foster an environment where people feel they are treated fairly, valued, and respected.[63]

- Equity

  Strategies are free from bias or favoritism and promote the same status, rights, and responsibilities for all members of the involved population.

- Strategies not limited to those only operating in Colorado

  Organizations should not limit themselves to prevention strategies that operate exclusively in Colorado. An array of effective prevention strategies has been developed and are in operation across the United States and the globe.

- A multi-generational approach (aka Two-Generation Approach)

  The multi-generational approach focuses on simultaneously creating opportunities for and addressing the needs of children and the adults.[64] It involves intentionally coordinating and aligning programs for children and adults in a way that leads to accelerated progress in three key areas: 1) parents with family-supporting jobs; 2) children meeting developmental milestones; and 3) families able to fully support and engage in their children's development.[65]

- Flexibility

  Strategies are designed and implemented with the ability to adapt to changing environments and still deliver their intended impact.

- Universal and selective methods of delivery[66]

  Strategies deliver content using either a "universal" or "selective" methods of delivery.

---

https://www.forbes.com/sites/annajohansson/2017/12/29/how-young-consumers-and-employees-are-driving-gender-inclusivity/#5d6344262416.

[63] Definition adapted from Marcia Carteret, "Culturally Responsive Care." *Dimensions of Culture* (October 19, 2010). Accessed from   http://www.dimensionsofculture.com/2010/10/576/.

[64] Definition from the Aspen Institute, "What is 2Gen?." Accessed August 13, 2018, from https://ascend.aspeninstitute.org/two-generation/what-is-2gen/.

[65] For additional information, refer to the Annie E. Casey Foundation Two-Generation Approaches document: Kristin Lehoullier and Shelly Waters Boots, "Advancing Two-Generation Approaches," *Annie E. Casey Foundation: self-pub*, (2017), Accessed from http://www.aecf.org/m/keys/AECF_PracticeBrief1_Advancing2GenApproaches-2017.pdf.

[66] Definition adapted from Community Health Initiatives, "Prevention," Accessed December 26, 2018. https://www.chi-colorado.org/prevention/.

- Universal prevention strategies are designed to reach an entire population, without regard to individual risk factors, and are intended to reach a very large audience. The program is provided to everyone in the population, such as a school or community.
- Selective prevention strategies target subgroups of the general population that are determined to be at risk for human trafficking.

Limitations

This four-step framework for choosing human trafficking prevention strategies is not without its limitations. While the prevention task force included individuals from many different areas of expertise, only one prevention expert from the Colorado Department of Public Health and Environment was involved in the design process. Having more of such experts would have added to the task force's understanding of prevention during the early stages of development—including the general discussions surrounding prevention, risk/protective factors, and prevention theory. Time constraints placed on the prevention task force were also a limitation. The task force was only able to meet for one and a half hours once a month, from February to July (a total of nine hours). This truncated timeframe directly impacted the task force's ability to holistically address protective and risk factors for both human trafficking victimization and perpetration. Because the risk factors associated with victimization have a much larger research base compared to the other risk and protective factors, the task force chose to focus solely on victimization risk factors in the interest of utilizing its limited time effectively and efficiently. While the task force was unable to provide a comprehensive approach including all risk and protective factors, it was able to provide a promising practice based on the most supported factors. The time constraints also resulted in a small number of individuals conducting research on topics proposed during meetings, which could have introduced sampling bias when gathering information to present to task force members at later meetings.

The screening method for potential prevention strategies had a different set of limitations. Using the framework as a guide, PTF members reviewed prevention strategies and presented them for evaluation, introducing possible selection bias into the initial pool of programs. The program examples listed later in this section are in no way exhaustive and were heavily impacted by task force members' previous exposure to the prevention strategies. In addition, the majority of the information gathered about prevention strategies came from internet

searches or any other information the task force member had about the strategy. Because of this, all proposed strategies required additional clarification from parent organizations via email or telephone. Many of the organizations failed to respond to DCJ staff, which had an impact on which strategies met the inclusion criteria, and which did not. This is an especially important limitation to note for those who choose to use the framework in the future.

Program Examples

Members of the prevention task force performed a preliminary search for primary prevention strategies that were based on at least one of the five risk factors previously described. The task force applied the framework to more than 40 potential strategies, producing the nine example strategies listed below. The Council recognizes that this is not an exhaustive list of all strategies that could be highlighted, and stresses that these strategies are only *examples* of potential results.

Empower Youth Program by iEmphathize[67]

www.iempathize.org/eyp

The Empower Youth Program is a five-module, survivor-informed curriculum that can be used by anyone who provides services directly to youth, such as teachers, youth program directors, counselors, mentors, therapists, etc. Designed for youth aged 12 and older, the curriculum aligns with Common Core language arts as well as social studies standards and national standards in health education and counseling. Each lesson is 25 minutes long and contains two short films, discussion questions, classroom activities, and assessment options. The modules focus on negative pushes, negative pulls, positive pulls, and choosing empathy. Negative pushes are things often outside of the youths' control that can make them feel uncomfortable, like not having enough food, loneliness, poverty, or abuse. The program helps them recognize these pushes and provides ways to identify things/people that can help them deal with the push factor in a positive and safe way. These things and people are considered positive pull factors. A negative pull factor is something/someone that may seem like a safe way to deal with a negative push, but in fact uses the push against people to manipulate them in a negative way. The program provides youth with ways to identify and avoid these negative pulls.

---

[67] The program description was obtained from the iEmpathize website: "The Empower Youth Program: Experience the Impact of Positive Prevention Education." Accessed June 16, 2018, from https://iempathize.org/eyp/.

Empower Youth has two chief objectives: to equip youth with personal safety strategies to stay safe from exploitation, and to nurture their empathy for others.

Evidence Based/Evidence Informed

The development of the program was based on research surrounding promising human trafficking prevention programs.[68]

Ease of Access

The organization offers full and partial scholarships to cover the cost of the program, which is $4 per youth. All applicants receive a scholarship; the amount depends on what, if any, additional funding sources the applying organization may have to implement the curriculum. The program can also be carried out by a range of youth-based groups, not just schools (e.g., after-school programs, Sunday school, community groups, etc.).

Outcome Measures

The program aims to impact knowledge and attitudes of both empathy and exploitation. iEmpathize uses pre- and post-surveys to evaluate the program's effectiveness.

Example of a pre- and post- survey question: "I understand what exploitation is"

- At the pre-survey, 46% of the 2,541 students who participated in the training (and returned a survey) chose "agree" or "strongly agree" for this item, and at the post-survey 84% of the 2,242 students who received the training (and returned a survey) chose "agree" or "strongly agree".

- At the pre-survey, 20% of the 2,541 students who participated in the training (and returned a survey) chose "disagree" or "strongly disagree" for this item, and at the post-survey 4% of the 2,242 students who received the training (and returned a survey) chose "disagree" or "strongly disagree".

---

[68] Yvonne Rafferty, "Child Trafficking and Commercial Sexual Exploitation: A Review of Promising Prevention Policies and Programs," *American Journal of Orthopsychiatry* 83, no.4 (2013): 559–575. DOI: 10.1111/ajop.12056.

Sustainability

The program can be accessed online and all groups that apply are provided with a full or partial scholarship to help cover the program cost.

Trauma Responsive

Organizations that receive a scholarship from iEmpathize are asked to develop a schoolwide response protocol that outlines how to best help victimized youth, how to notify people with proper authority so they can engage with the student, and how to work with students that may have trauma triggered by the training

Risk Factors

This program addresses family conflict/poor parent-child relationships, and lack of community support/cohesion by educating youth on how to identify and interact with positive and negative pull factors. It also addresses ACE via education on negative push factors; all 10 ACE items are negative push factors.

Fair Food Program by the Coalition of Immokalee Workers (CIW) [69]

www.fairfoodprogram.org

A model for social responsibility, the Fair Food Program strategy is based on a unique partnership among farm workers, Florida tomato growers, and participating buyers. Participating growers must comply with a series of requirements set by the CIW; one of these is a zero tolerance policy for forced labor and sexual assault. Growers must also host worker-to-worker education sessions that are facilitated by the CIW on company time. This ensures that workers understand their rights and responsibilities as a member of the partnership. Growers are also held accountable for any complaints filed through the worker-triggered complaint resolution mechanism. Participating buyers pay a "penny per pound" premium, which is passed onto the farm workers as a bonus in their paycheck. The buyers (frequently large corporations like McDonalds and Whole Foods) must also agree to buy Florida tomatoes from

---

[69] The program description and outcome measure data were obtained from the Fair Food Program website: "Fair Food". Accessed June 16, 2018, from http://www.fairfoodprogram.org/.

participating growers and cease purchasing from those who refuse to comply with the program.

Evidence Based/Evidence Informed

The program design has been continuously tested on the ground and adjusted as necessary since its inception in 2011. The results from its implementation were later used in the development of the Milk with Dignity program in Vermont, which is centered around dairy farmers and workers.

Ease of Access

The program is dependent on a community's ability to form an agreement between corporation(s), growers, and farm workers. For communities that can form this type of agreement, the program design is accessible through the CIW.

Outcome Measures

This strategy tracks the number of participating farmers, corporations, and farm workers as outcome measures. It also tracks the number of farm workers who receive *Know Your Rights* education as employees and those who are receiving a fair income, both of which are used to measure the impact of the program.

Examples of these outcomes[70]

Since 2011, $26 million has been paid in fair food premiums, more than 220,000 employees have received *Know Your Rights* material, and more than 2,000 worker complaints have been solved. Currently there are 14 corporate buyers and approximately 35,000 workers at participating farms.

Sustainability

Growers and workers are supplying products that corporations can sell and, which allows the corporations to pay a fair wage to the farms and workers. This, the very backbone of the strategy's design, is the reason this program is sustainable.

Trauma Responsive

The program responds to workers' lived experiences of sexual harassment, threats, and involuntary servitude. Investigations into harassment and/or assault allegations are

---

[70] Ibid.

swift (one to two days after a report) and thorough. If allegations are true, those committing the assault are banned from employment at any Fair Food Program farm.

Risk Factors

The Fair Food Program addresses lack of economic stability and lack of community support/cohesion by providing fair payment to workers at consistent time periods and fostering a community that supports workers' rights and basic needs.

Health Solutions[71]

www.health.solutions

Health Solutions is a comprehensive, nonprofit community medical and behavioral health treatment provider, with centers in Pueblo, Huerfano, and Las Animas counties. It provides medical, behavioral health, and wellness-focused services to individuals across their lifespan. The organization also coordinates all types of patient care and creates a collaborative dialogue between patients and providers.

Adult Mental Health Services

Health Solutions employs specialists in vocational training, housing, and residential placement; treatment for residents of nursing facilities; and intensive case management for patients with severe and persistent mental illness.

Career Horizon Services

This employment program run by Health Solutions offers resume building, interview skills training, job search training, and assistance with job search/applications.

Adolescent Substance Abuse Treatment Services

Health Solutions offers outpatient treatment that is interactive and age-specific. Treatment includes (but is not limited to) education on the effects of drug and alcohol, healthy coping skills, peer pressure, refusal skills, and decision-making skills.

Evidence Based/Evidence Informed

The organization uses many proven treatment regimens in its services, such as Seeking Safety (a treatment for trauma and/or substance abuse),[72] Dialectical Behavior Theory

---

[71] The program description was obtained from the Health Solution website: "Health Solutions: Your Health is Our Priority,". Accessed June 18, 2018, from https://www.health.solutions/.

(a treatment for borderline personality disorder and PTSD),[73] and *Mental Health First Aid*.[74]

Ease of Access

The organization accepts private insurance, Medicare, and Medicaid, and offers a sliding scale for those paying out of pocket.[75] Not all medical providers contract with Medicaid or allow patients to pay on a sliding scale. By having these options, Health Solutions increases the ability of patients to successfully access healthcare.

Outcome Measures

The organization recently collected data for the Colorado Client Assessment Record, which measures such items as social support, depressive issues, and school performance and the National Outcome Measures, which has measures such as employment, stability in housing, and use of evidence-based practices. As this information was only recently collected, Health Solutions is currently unable to provide examples of these data.

Sustainability

Health Solutions supports programming by collecting payment for services and hosting fundraising events. They also have multiple partner organizations in Colorado as well as across the country. These partnerships provide financial support, referral resources, and other forms of assistance.

Trauma Responsive

The organization offers treatments specifically designed for those who have experienced trauma. They also implement a trauma-informed care workshop at all new employee orientations, and clinicians receive *Mental Health First Aid* training.

---

[72] Stephen A. Lenz, Rachel Henesy, and Karisse Callender, "Effectiveness of Seeking Safety for Co-Occurring Posttraumatic Stress Disorder and Substance Use," *Journal of Counseling and Development* 94, no.1 (2016): 51–61. doi: 10.1002/jcad.12061.

[73] Michelle K. Hollenbaugh Hunnicut and Stephen A. Lenz, "An Examination of the Effectiveness of Dialectical Behavior Therapy Skills Groups," *Journal of Counseling and Development* 96, no. 3 (2018): 233–242. doi: 10.1002/jcad.12198.

[74] Michelle Cleary, Jan Horsfall, and Phil Escott, "The Value of Mental Health First Aid Training," *Issues in Mental Health Nursing* 36, no. 11 (2015): 924–926. doi:10.3109/01612840.2015.1088322.

[75] See the Health Solutions website for more information: "Health Solutions: Your Health is Our Priority." *Health Solutions*, Accessed July 7, 2018, from https://www.health.solutions/.

Risk Factors

This organization addresses behavioral health concerns by offering direct behavioral health treatment. It aims to decrease the risk factor "lack of economic stability" through trainings and education offered in the career horizon services program. Lack of community support/cohesion is addressed by providing a safe and supportive space for patients to receive treatment and other services, as well as referrals to resources outside of the organization's scope of service.

Department of State *Know Your Rights* Pamphlet

www.travel.state.gov/content/travel/en/us-visas/visa-information-resources/temporary-workers.html

This program, created by federal legislation, requires the U.S. State Department to provide an informational pamphlet to applicants for U.S. non-immigrant visas—generally in their native language—before they leave their home country. The pamphlet is translated into more than 30 languages and provides visa applicants with the National Human Trafficking Hotline number and other resources to ensure their rights are protected while living and working in the United States. The information from the pamphlet is also communicated via an informational video in consular waiting rooms around the world.

Evidence Based/Evidence Informed

The information contained in the pamphlet is based on the array of laws that exist in the United States that protect workers' rights. The developers of the materials ensured that the most pertinent laws were included in the document and they used accessible language for a range of educational levels.

Ease of Access

The pamphlet is available in many languages both online and in print.

Outcome Measure

For an outcome measure this program uses the number of calls received from visa holders to the National Human Trafficking Hotline (NHTH) regarding employers infringing on their rights as employees.

Examples of this outcome

- In 2016, 557 callers to the NHTH cited the *Know Your Rights* Pamphlet as informing them of the hotline.[76]

Sustainability

With online access, little time or money is needed to keep the program in operation.

Trauma Responsive

This program is trauma responsive as it is designed to directly prevent someone from exploitation. It provides a person with the knowledge and resources needed to prevent potential exploitation/trauma/harm.

Risk Factor

This program addresses lack of economic stability by providing individuals information on their rights while living and working in the United States. The information helps individuals maintain their documented immigration status, earn income in a safe environment, and maintain employment—all components of economic stability.

Laboratory to Combat Human Trafficking

www.combathumantrafficking.org

LCHT is a nonprofit organization with a mission to inform social change that eliminates human exploitation. Part of its strategy is offering sector-specific, survivor, and trauma-informed trainings for child welfare professionals. It also offers trainings for community and civic groups in Colorado. The trainings listed below are designed to help professionals recognize and respond to risk factors for human trafficking victimization that have been identified during the course of their work—before trafficking occurs.

Court Appointed Special Advocates (CASA) – 101, 201, and 301

The 101 training is an introduction to human trafficking with a focus on child welfare. Training 201 includes information on harm reduction and motivational interviewing, and provides a deeper look at human trafficking and parallel issues. The 301 training is a workshop, in which

---

[76] Data regarding the number of callers to the NHTH referencing the *Know Your Rights* pamphlet can be found in the 2016 National Report published by Polaris: Polaris, *2016 National Report*, (Washington, DC: Polaris, 2016). Accessed July 7, 2018, from https://humantraffickinghotline.org/sites/default/files/2016%20National%20Report.pdf.

attendees work through scenarios, discuss empathy, and practice motivational interviewing techniques.

Child Placement Agencies – 101, 201

These trainings are similar to CASA trainings, but with a focus on the clinical and professional interactions with youth in the child welfare system.

Foster Care Providers and Treatment Center Professionals – 101, 201

These trainings are also similar to CASA trainings, but focus on the role of foster care providers and compassionate, trauma-informed care.

Evidence Based/Evidence Informed

LCHT uses its own research,[77] as well as content from peer-reviewed journals to develop training curriculum.

Ease of Access

The cost of attending a training varies from $0 to $500. The organization is also able to send trainers throughout the state of Colorado, and some neighboring areas, to deliver trainings to interested groups.

Outcome Measures

The organization measures knowledge growth around certain topics, including trauma-informed care, recognizing red flags, and protocol development. At the time of this report's writing, LCHT was in the process of collecting outcome measures and was unable to provide examples of these measures.

Sustainability

LCHT has a diverse revenue stream, supporting its sustainability and ability to continue providing trainings. Its top three sources of funding are foundation grants (57%), events (26%), and government grants (13%). The trainings offered by the organization are regularly reviewed and modified to include the latest research, making the different curriculums sustainable by remaining relevant to current research and social contexts.

---

[77] An example of LCHT's research can be found in the Who Pays? report: Meagan Morris et al. *Prostitution and Denver's Criminal Justice System: Who Pays?* (Denver: LCHT, 2012), Accessed July 14, 2018, from https://combathumantrafficking.org/report-downloads/LCHT-WhoPays_Full.pdf.

Trauma Responsive

The development of all training content is trauma informed. Trainers with the organization are also trained on how to work with individuals who may be triggered from past trauma during presentations.

Risk Factors

This organization addresses behavioral health concerns, familial conflict/poor parent-child relationships, lack of community support/cohesion, and lack of economic stability in all of its trainings. LCHT specifically educates professionals on how to recognize these factors and how to intervene before youth are impacted (or further impacted) by the associated risk factor.

Not a #Number by Love146[78]

www.love146.org/notanumber

This program is an interactive, five-module prevention curriculum designed to teach youth, aged 12–18 years, how to protect themselves from human trafficking and exploitation. *Not a #Number* is suitable for any group serving children, including schools, child welfare agencies, and community programs, and can be used as a complement to other psychoeducational efforts. The curriculum focuses on respect, empathy, individual strengths, and the relationship between personal and societal pressures that create or increase vulnerabilities. Youth learn critical thinking skills, and topics focus on how to access community resources when situations occur that increase vulnerability, identification of personal and peer vulnerabilities, risk factors at multiple levels of the social-ecological model, and identification of healthy support systems. The program is applicable across gender, ethnic, and socioeconomic backgrounds.

Evidence Based/Evidence Informed

The program was piloted in Connecticut, Florida, and Texas through Love146, Aspire Health Partners, and the Connecticut Department of Children and Families. In 2017, the Crimes Against Children Research Center at the University of New Hampshire

---

[78] The program description was gathered from the organization's website: "Not A #Number: A Child Trafficking and Exploitation Prevention Curriculum from Love146." Accessed July 14, 2018, from https://love146.org/notanumber/.

conducted a preliminary evaluation that demonstrated a positive change in outcome measures.[79]

Ease of Access

The curriculum has been successfully implemented in child welfare agencies, schools, juvenile justice agencies, and other youth-serving organizations. Anyone who works for these types of organizations can be certified as a trainer. A three-day training costs $350 per person.[80] After the initial training, the program license costs $60 a year.[81]

Outcome Measures

Not at #Number looks at knowledge about human trafficking, attitudes toward human trafficking, and positive intent to change behaviors as outcome measures.

Examples from pre- and post-survey data
- Before the program, 56% of participating children marked "agree" or "strongly agree" in response to the statement: "People can be exploited for labor and commercial sex in any city or town." After the program, the percent of children that responded with "agree" or "strongly agree" rose to 75% ($p < 0.001$).[82]

- Before the program, 46% of participating children marked "agree" or "strongly agree" in response to the statement: "It's unhealthy if someone insists on reading their partner's texts to/from other people." After the program, the percent of children that responded with "agree" or "strongly agree" rose to 63% ($p < 0.001$).[83]

Sustainability

In 2016, 60% of Love146's funding was from individual contributions, 17% from non-donative revenue (public funding, trainings, and social enterprises), 10% from faith

---

[79] Information regarding this evaluation was collected from an internal document that was obtained via email communication with Love146 staff Lisa Jones & Stephanie Sessarego, "Not A #Number: Child Trafficking and Exploitation Prevention Program", (Crimes Against Children Research Center, 2017). Received July 21, 2018.

[80] Information regarding program cost was obtained via email communication with Love146 staff.

[81] Ibid.

[82] Outcome data were gathered from the Love146, *15 Years of Impact: The Love146 Annual Report (2016–2017),* (New Haven, CT: Love146, 2017)*.* Accessed August 17, 2018, from https://1at4ct3uffpw1uzzmu191368-wpengine.netdna-ssl.com/wp-content/uploads/2015/01/16_17-Annual-Report-Reduced.pdf.

[83] Ibid.

communities, and 10% from private grants.[84] The cost of attending training for this program is not prohibitive for interested parties, adding support for sustainability of the program.

<u>Trauma Responsive</u>

The creation of the program's curriculum was trauma informed. Trainers are educated on working with individuals who have experienced trauma and on how to use the program's protocols to connect people with resources when they disclose trafficking.

<u>Risk Factor</u>

This program addresses lack of community support/cohesion by educating youth on how to access community resources. All ACE items are discussed in the program curriculum via the topics of personal/peer vulnerabilities and risk factors.

Parenting from Prison via Colorado Parenting Matters

www.coloradoparentingmatters.org

Parenting from Prison is a parent education program for inmates. The program is designed to be administered by correctional facility staff trained as parent educator instructors. It costs $400 to train 30 instructors, who must have an associate's degree in addition to relevant job experience. Each session is facilitated by one instructor, with 8 to 25 inmate participants. The curriculum teaches inmates skills to strengthen family functioning, increase positive behaviors, and decrease substance use; addresses communication, problem-solving, and decision-making issues; and increases inmates' knowledge of risk and resilience factors. On average, organizations approximately one month to fully deliver the program.

<u>Evidence Based/Evidence Informed</u>

Two research studies have demonstrated the program's effectiveness. Wilson et al. found significant increases in self-esteem, self-mastery, and all three parenting measures for those who participated in the program.[85] Thompson and Harm found that

---

[84] Funding information was collected from the Love146, *2016-2017 Annual Report.*
[85] Kristina Wilson et al. "The Effectiveness of Parent Education for Incarcerated Parents: An Evaluation of Parenting from Prison," *Journal of Correctional Education* 61, no. 2 (2010): 114–132.

participating mothers had significant positive change in appropriate expectations for behavior, corporal punishment, and parent–child roles.[86]

Ease of Access

The cost of training instructors is not prohibitive and program trainers are willing to travel throughout the state of Colorado to conduct trainings. There is a short turnaround time between training staff and implementing the program, adding to the accessibility of the program.

Outcome Measures

This program uses self-efficacy of parents, parenting practices, and the knowledge, attitudes, and beliefs about parenting as outcome measures. Examples of these outcome measures can be found in the evidence-based/evidence-informed section of this program's profile.

Sustainability

The program's sustainability is contingent upon organizers acquiring funding, but the cost of program training is low.

Trauma Responsive

All curriculum and associated activities are tailored for those who have experienced past trauma. Trainers are educated on the effects of substance abuse, violence, and separation as they relate to effects on children and parenting, PTSD, ACE, and coping strategies.

Risk Factors

This program addresses family conflict/poor parent-child relationships, and ACEs of emotional abuse, physical abuse, sexual abuse, mother treated violently, substance abuse, separation/divorce, and incarcerated household member. These risk factors are covered in the program curriculum under increasing skills to strengthen family functioning and knowledge of risk/resilience factors that impact children.

---

[86] Patrician J. Thompson and Nancy J. Harm, "Parenting from Prison: Helping Children and Mothers," *Issues in Comprehensive Pediatric Nursing* 23, no. 2 (2000): 61–81. doi: 10.1080/01460860050121402.

Prodigy Coffee House[87]

www.prodigyventures.org

This business focuses on providing young adults (18–24 year olds) who are disconnected from school and/or work with useful skills for the current job market. The vast majority of these young adults live in the neighborhood of the coffee house and all of them have experiences with foster care, low-income households, the criminal justice system, homelessness, gang violence, under-performing schools, and/or serving as primary caregivers. Those who are hired by the company serve as apprentices and commit to one year of employment.

Evidence Based/Evidence-Informed

The course content and style of education used at the shop are founded on research-based principles from Crittenton Women's Union (an organization working to help families gain economic independence and create better futures)[88] and Homeboy Industries (the world's largest gang violence rehabilitation and re-entry program).[89]

Ease of Access

In an area that could support a new social enterprise, this model could be recreated.

Outcome Measures

Prodigy Coffee uses Essential Skills and Dispositions (from the National Center for Innovation in Education), amount of social capital, income, and promotions within the company as outcome measures.

---

[87] The program description was gathered from the organization's website: "Prodigy Coffeehouse: Craft Coffeehouse & Apprenticeship," Prodigy Ventures. Accessed July 14, 2018, from https://www.prodigyventures.org/.

[88] For more information on the methods utilized by the Crittenton Women's Union, see their report on Mobility Mentoring: Elisabeth D. Babcock, Mobility Mentoring, (Boston: Crittenton Women's Union, 2012), 1–21. Accessed September 12, 2018, from http://s3.amazonaws.com/empath-website/pdf/Research-MobilityMentoring-0512.pdf.

[89] For more information on Homeboy Industries, the programs offered, and methods utilized, see the organization's website: "Homeboy Industries: Hope Has an Address," Homeboy Industries. Accessed September 12, 2018, https://www.homeboyindustries.org/.

Examples of outcomes

- In 2017, $143,500 was paid to apprentices ,including training stipends and tips.[90]

- In 2017, 81% of apprentices showed significant growth in the Essential Skills and Dispositions framework.[91]

Sustainability

The company's income from selling coffee covers 70% of its operating costs. Government and foundational funding cover the remaining 30% of costs.[92] The organization generates the majority of the funds required for operation, supporting its sustainability as a business model. The current goal is to be 100% self-sustainable by 2022.[93]

Trauma Responsive

The educators use a trauma-informed curriculum while educating apprentices.

Risk Factors

This organization addresses lack of community support/cohesion and lack of economic stability by developing a safe space within the community where youth can gain job skills, support, and an income.

PROTECT Program via 3 Strands Global Foundation (3SGF) [94]

www.protectnow.org

PROTECT, Prevention Organized To Educate Children on Trafficking, is a prevention education program designed by three organizations: Frederick Douglass Family Initiatives, 3SGF, and Love Never Fails. The program is designed to educate teachers, who then educate students, about red flags, protocols, and ways to prevent exploitation.

---

[90] Financial outcome information was located in the Prodigy Ventures' 2017 annual report. Prodigy Ventures, *The Year of the Prodigy: Annual Impact Report 2017*, (Denver: Prodigy Ventures, 2017), Accessed August 4, 2018, from https://www.prodigyventures.org/annual-report.
[91] Ibid.
[92] Information regarding Prodigy's funding streams was gathered from the organization's annual report: https://www.prodigyventures.org/annual-report.
[93] Ibid.
[94] The program description was obtained from the PROTECT website: "PROTECT: An Educated Child. A Protected Child." Accessed July 7, 2018, from http://protectnow.org/.

Before implementing the education portion with students, the program puts protocols in place, directing and educating staff on how best support youth who are identified as human trafficking victims or who disclose human trafficking involvement. The protocols cover and inform everyone from the first responder to the last service provider. Professional training is provided to everyone identified in the protocols.

The student curriculum is delivered sequentially to students in elementary, middle, and high school. It provides a comprehensive understanding of the dangers, signs, and historical roots of human trafficking. Lesson plans come with teacher training videos, PowerPoints, teaching narratives, classroom activities, and notification letters that can be sent home to parents. All of the content delivered to students is both trauma and survivor informed.

Evidence Based/Evidence Informed

The organization is currently conducting efficacy research via the Institute for Social Research at California State University. The student curriculum was developed using focus groups that were representative of age groups that receive the program.

Ease of Access

Materials are accessed via the Internet. Sites also have the option of in-person training for the teachers. The cost of training staff at the school is $20 per person and an additional $75 licensing fee for each individual who will be delivering curriculum to students.

Outcome Measure

The program utilizes knowledge of human trafficking as its main outcome measure.

Examples of this measure[95]

- Before the program, 69% of 5th grade students stated they knew what they have the right to do as humans. After the program, that percent rose to 96%.

- Before the program, 56% of 9th grade students stated that they understood how to protect themselves and others from becoming victims of trafficking. After the program, the percent changed to 92%.

---

[95] Example outcome measures were obtained from an internal document received via email communication with PROTECT staff: "Human Trafficking Prevention Education and Training: Program Overview," (PROTECT, 2018).

Sustainability

Once a teacher gains access to the online platform, the account does not expire. After licensing fees are paid, schools have no further financial commitments towards licensing, making the program more sustainable to schools implementing the program.

Trauma Responsive

Many components of this program make it trauma responsive. The curriculum for both teachers and students is trauma informed. Before administering the curriculum, teachers receive training that helps them understand the impact of trauma, and instructs them on how to work with those who have experienced it in the past. Lastly, the program requires a set protocol for assisting victims of trafficking should a student disclose current or past victimization.

Risk Factors

This program addresses lack of community support/cohesion and ACEs through different modules of the curriculum. Throughout different grades, topics like types of child abuse, how to report abuse, safe people and places, vulnerabilities, and action-oriented community service projects are addressed at age-specific levels.

SECTION **6**

References

Ascend at The Aspen Institute. "What Is 2Gen?," Washington, DC: The Aspen Institute,
https://ascend.aspeninstitute.org/two-generation/what-is-2gen/.

Anthony, Brittany. *On-Ramps, Intersections, and Exit Routes: A Roadmap for Systems and Industries to Prevent and Disrupt Human Trafficking.* Washington, DC: Polaris, 2018.
https://polarisproject.org/sites/default/files/A%20Roadmap%20for%20Systems%20and%20Industries%20to%20Prevent%20and%20Disrupt%20Human%20Trafficking.pdf.

Babock, Elisabeth D. *Mobility Mentoring.* Boston: Crittenton Women's Union, 2012.
s3.amazonaws.com/empath-website/pdf/Research-MobilityMentoring-0512.pdf.

Beider, Harris. *Race, Housing and Community: Perspectives on Policy & Practice.* Sussex, UK: Wiley-Blackwell, 2012.

Bernhardt, Annette, Ruth Milkman, Nik Theodore, Douglas Heckathorn, Mirabai Auer, James DeFilippis, Ana Luz González, Victor Narro, Jason Perelshteyn, Diana Polson, and Michael Spiller. *Broken Laws, Unprotected Workers: Violations of Employment and Labor Laws in American Cities.* New York: National Employment Law Project, 2009.
www.nelp.org/wp-content/uploads/2015/03/BrokenLawsReport2009.pdf.

Buck, Karen. "The Path to Program Sustainability." Denver: Nonprofit Impact, 2013.
www.eblcprograms.org/docs/pdfs/Path-to-Sustainabilty_article_v3.pdf.

Carteret, Marcia. "Culturally Responsive Care." *Dimensions of Culture*, 2010,
www.dimensionsofculture.com/2010/10/576/.

Centers for Disease Control and Prevention. "Picture of America: Prevention." Centers for
Disease Control and Prevention.
www.cdc.gov/pictureofamerica/pdfs/picture_of_america_prevention.pdf.

Centers for Disease Control and Prevention. *Sexual Violence Prevention: Beginning the
Dialogue*. Atlanta: Centers for Disease Control and Prevention, 2004.
www.cdc.gov/violenceprevention/pdf/svprevention-a.pdf.

Chisolm-Straker, Makini, Susie Baldwin, Bertille Gaïgbé-Togbé, Nneka Ndukwe, Pauline N.
Johnson, and Lynn Richardson. "Health Care and Human Trafficking: We Are Seeing the
Unseen." *Journal of Health Care for the Poor and Underserved* 27, no. 3 (2016): 1220–
1233.

Cleary, Michelle, Jan Horsfall, and Phil Escott. "The Value of Mental Health First Aid Training."
Issues in Mental Health Nursing, 36, no. 11(2015): 924926.
doi:10.3109/01612840.2015.1088322.

Colorado Division of Criminal Justice, Office for Victims Programs. *2015
Colorado Human Trafficking Council Annual Report*. Lakewood, CO: Colorado
Department of Public Safety, 2016.
https://cdpsdocs.state.co.us/ovp/Human_Trafficking/report/CHTC_2015_Report.pdf.

Colorado Division of Criminal Justice, Office for Victims Programs. *2016
Colorado Human Trafficking Council Annual Report*. Lakewood, CO: Colorado
Department of Public Safety, 2017. cdpsdocs.state.co.us/ovp/Human_Trafficking/
report/2016-Annual-Report-Composite.pdf.

Colorado Division of Criminal Justice, Office for Victims Programs. *2017 Colorado Human Trafficking Council Annual Report.* Lakewood, CO: Colorado Department of Public Safety, 2018. cdpsdocs.state.co.us/ovp/Human_Trafficking/ report/2017-Annual-Report-Full.pdf.

Colorado Spotlight: 2017 National Human Trafficking Hotline Statistics. Washington, DC: Polaris, 2017. https://humantraffickinghotline.org/sites/default/files/2017%20Colorado%20State% 20Report.pdf.

"Conflict and Interpersonal Communication," *Communication in the Real World: An Introduction to Communication Studies.* Minneapolis: University of Minnesota Libraries Publishing, 2016. https://open.lib.umn.edu/communication/chapter/6-2-conflict-and- interpersonal-communication/.

Covington, Stephanie S., and Sandra L. Bloom. *Moving from Trauma-Informed to Trauma- Responsive: A Training Program for Organizational Change.* Center City, MN: Hazelden Publishing, 2018.

Department of Regulatory Agencies, Colorado Office of Policy, Research and Regulatory Reform. "Human Trafficking Council," *2018 Sunset Reviews.* Denver: Department of Regulatory Agencies, 2018. www.colorado.gov/pacific/dora-oprrr/node/143196/.

De Vries, Ieke and Amy Farrell. "Labor Trafficking Victimizations: Repeat Victimization and Polyvictimization." *Psychology of Violence*, 8, no. 5 (2018): 630–638. doi:10.1037/vio0000149.

Elmore, Andrew, and Muzaffar Chisti. *Strategic Leverage: Use of State and Local Laws to Enforce Labor Standards in Immigrant-Dense Occupations.* Washington, DC: Migration Policy Institute, 2018. www.migrationpolicy.org/research/strategic-leverage-use-state-and- local-laws-enforce-labor-standards-immigrant.

"The Empower Youth Program." iEmpathize*. www.iempathize.org/eyp*

"The Fair Food Program." Coalition of Immokalee Workers. http://www.fairfoodprogram.org.

Felitti, Vincent J., Robert Anda, Dale Nordenberg, David F. Williamson, Alison M. Spitz, Valerie
    Edwards, May Koss, and James S. Marks. "Relationship of Childhood Abuse and
    Household Dysfunction to Many of the Leading Causes of Death in Adults: The Adverse
    Childhood Experiences (ACE) Study." *American Journal of Preventive Medicine*,14, no. 4
    (1998): 245–258. doi:10.1016/s0749-3797(98)00017-8.

Frederick Douglas Family Initiatives, 3 Strands Global Foundation, and Love Never Fails.
    PROTECT. Sacramento, CA, 2015. http://protectnow.org.

Glanz, Karen, Barbara Rimer, and K. Viswanath. *Health Behavior and Health Education: Theory,
    Research, and Practice*. 4th ed., San Francisco: Jossey-Bass, 2008.

"Health Solutions." Health Solutions*. www.health.solutions/*.

Hollenbaugh, Michelle K., and Stephen A. Lenz. "An Examination of the Effectiveness of
    Dialectical Behavior Therapy Skills Groups." *Journal of Counseling and Development*, 96,
    no. 3 (2018): 233–242. doi: 10.1002/jcad.12198.

Jones, Lisa, and Stephanie Sessarego. *Not A #Number: Child Trafficking and Exploitation
    Prevention Program*. New Haven, CT: Love 146.

Institute of Medicine and National Research Council. *Confronting Commercial Sexual
    Exploitation and Sex Trafficking of Minors in the United States*. Edited by Ellen Wright
    Clayton, Richard D. Krugman, and Patti Simon. Washington, DC: The National Academies
    Press, 2013. www.ojjdp.gov/pubs/243838.pdf.

Johansson, Anna. "How Young Consumers (And Employees) Are Driving Gender
    Inclusivity." *Forbes*, December 29, 2017.
    www.forbes.com/sites/annajohansson/2017/12/29/how-young-consumers-and-
    employees-are-driving-gender-inclusivity/#5d6344262416.

Lenz, Stephen, Rachel Henesy, and Karisse Callender. "Effectiveness of Seeking Safety for Co-
    Occurring Posttraumatic Stress Disorder and Substance Use." *Journal of Counseling and
    Development* 94, no.1 (2016): 51–61. doi:10.1002/jcad.12061.

Love 146. *15 Years of Impact: The Love 146 Annual Report, 2016-2017*. New Haven, CT: Love
    146, 2017. https://1at4ct3uffpw1uzzmu191368-wpengine.netdna-ssl.com/wp-
    content/uploads/2015/01/16-17-Annual-Report-reduced.pdf

Love, Hanna, Jeannette Hussemann, Lilly Yu, Evelyn McCoy, and Colleen Owens. "Comparing
    Narratives of Justice." Urban Institute Brief, Washington, DC: The Urban Institute, 2018.
    www.urban.org/research/publication/comparing-narratives-justice.

Love, Hanna, Jeannette Hussemann, Lilly Yu, Evelyn McCoy, and Colleen Owens. "Justice in
    Their Own Words." Urban Institute Brief, Washington, DC: The Urban Institute, 2018.
    www.urban.org/research/publication/justice-their-own-words.

McCoy, Evelyn F., Colleen Owens, Lilly Yu, Hanna Love, and Jeannette Hussemann. "Delivering
    Justice for Human Trafficking Survivors: Implications for Practice." Urban Institute
    Brief, Washington, DC: The Urban Institute, 2018.
    http://www.urban.org/research/publication/delivering-justice-human-trafficking-
    survivors.

Morris, Meagan, Brittney Dahl, Lindsey Breslin, K. Berger, Amanda Finger, and AnnJanette
    Alejano-Steele. *Prostitution and Denver's Criminal Justice System: Who Pays?*
    Denver: Laboratory to Combat Human Trafficking, 2012.
    combathumantrafficking.org/report-downloads/LCHT-WhoPays_Full.pdf.

Murphy, Laura. *Labor and Sex Trafficking Among Homeless Youth: A Ten-City Study Executive Summary*. New Orleans: Loyola University, 2016. media.wix.com/ugd/73f135_20128a9e064d45f29c3cfcd98ea11d1e.pdf?mc_cid=4eec59 383c&mc_eid=3e6d3fcc42.

Naramore, Rachel, Melissa Bright, Nathan Epps, and Nancy Hardt. "Youth Arrested for Trading Sex Have the Highest Rates of Childhood Adversity: A Statewide Study of Juvenile Offenders." *Sexual Abuse: A Journal of Research and Treatment* 29, no. 4 (2015): 396–410. doi:10.1177/1079063215603064.

National Human Trafficking Hotline Data Report. Washington, DC: Polaris, 2016. humantraffickinghotline.org/sites/default/files/2016%20National%20Report.pdf.

Owens, Colleen, Meredith Dank, Amy Farrell, Justin Breaux, Isela Banuelos, Rebecca Pfeffer, Ryan Heitsmith, Katie Bright, and Jack McDevitt. *Understanding the Organization, Operation, and Victimization Process of Labor Trafficking in the United States*. Washington, DC: Urban Institute, 2014. https://www.urban.org/research/publication/ understanding-organization-operation-and-victimization-process-labor-trafficking-united-states.

"Prevention." Community Health Initiatives, 2018. https://www.chi-colorado.org/prevention/

Prodigy Ventures, *The Year of the Prodigy: Annual Impact Report 2017*. Denver: Prodigy Ventures, 2018. https://www.prodigyventures.org/annual-report.

Rafferty, Yvonne. "Child Trafficking and Commercial Sexual Exploitation: A Review of Promising Prevention Policies and Programs." *American Journal of Orthopsychiatry* 83, no.4 (2013),: 559–575. doi: 10.1111/ajop.12056.

Sievers, D. and R. Greifinger. "Evidence Series: Gender-Based Violence." Washington, DC: Population Services International, 2016. https://www.psi.org/wp-content/uploads/2016/06/GBV_EvidenceSeries_Jun2016.pdf

Thompson, Patricia, and Nancy Harm. "Parenting from Prison: Helping Children and Mothers." *Issues in Comprehensive Pediatric Nursing* 23, no. 2 (2000): 61–81. doi: 10.1080/01460860050121402.

Towards Justice, University of Denver, and the Southwest Carpenters Union. *Combating Wage Theft in Denver: How the City of Denver Can Protect the Safety & Dignity of Workers*. Denver: Towards Justice, 2018. https://d3n8a8pro7vhmx.cloudfront.net/towardsjustice/pages/345/attachments/original/1521739712/2018.03.21_Combating_Wage_Theft_White_Paper_FINAL..pdf?1521739712

United States Advisory Council on Human Trafficking. *United States Advisory Council on Human Trafficking Annual Report 2016*. Washington, DC: US Department of State, 2016. www.state.gov/documents/organization/263434.pdf.

United States Advisory Council on Human Trafficking. *United States Advisory Council on Human Trafficking Annual Report 2017*. Washington, DC: US State Department, 2017. www.state.gov/documents/organization/277080.pdf.

United States, Office to Monitor and Combat Trafficking in Persons. *2016 Trafficking in Persons Report*. Washington, DC: US Department of State, 2016. https://www.state.gov/j/tip/rls/tiprpt/2016/index.htm.

United States, Office to Monitor and Combat Trafficking in Persons. *2017 Trafficking in Persons Report*. Washington, DC: US Department of State, 2017. https://www.state.gov/j/tip/rls/tiprpt/2017/.

United States, Office to Monitor and Combat Trafficking in Persons. *2018 Trafficking in Persons Report*. Washington, DC: US Department of State, 2018. www.state.gov/j/tip/rls/tiprpt/2018/.

Wilkins, Benita Tsao, Marci Hertz, Rachel Davis, and Joanne Klevens. "Connecting the Dots: An Overview of the Links Among Multiple Forms of Violence." Centers for Disease Control and Prevention, National Center for Injury Prevention and Control, Division of Violence Prevention, and the Prevention Institute, July 2014. www.cdc.gov/violenceprevention/pdf/connecting_the_dots-a.pdf.

Wilson, Kristina, Patricia González, Tony Romero, Kimberly Henry, and Christine Cerbana. "The Effectiveness of Parent Education for Incarcerated Parents: An evaluation of Parenting from Prison." *Journal of Correctional Education* 61, no. 2 (2010): 114–132.

Yu, Lilly, Jeanette Hussemann, Hanna Love, Evelyn F. McCoy, and Colleen Owens. "Alternative Forms of Justice for Human Trafficking Survivors." Urban Institute Issue Brief, Washington, DC: Urban Institute, 2018. www.urban.org/research/publication/ alternative-forms-justice-human-trafficking-survivors.

Zhang, Sheldon. *Trafficking of Migrant Laborers in San Diego County: Looking for a Hidden Population.* San Diego: San Diego State University, 2012. www.ncjrs.gov/pdffiles1/nij/grants/240223.pdf.

SECTION 7

Appendices

Appendices Table of Contents

Appendix 1: Human Trafficking Commercial Driver's License | HB18-1018[96]

SECTION 1. In Colorado Revised Statutes, 42-2-403, **add** (6) as follows:

42-2-403. Department authority - rules - federal requirements. (6) THE DEPARTMENT SHALL REQUIRE INITIAL APPLICANTS FOR THE TYPE OF COMMERCIAL DRIVER'S LICENSE THAT AUTHORIZES A PERSON TO OPERATE A COMBINATION VEHICLE (CLASS A UNDER 49 CFR 383.153) TO SUCCESSFULLY PASS TRAINING, WHEN ATTENDING A COMMERCIAL DRIVING SCHOOL CERTIFIED FOR APPROVAL BY THE PRIVATE OCCUPATIONAL SCHOOLS DIVISION IN THE DEPARTMENT OF HIGHER EDUCATION, ON THE RECOGNITION, PREVENTION, AND REPORTING OF HUMAN TRAFFICKING.

SECTION 2. Act subject to petition - effective date. This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly (August 8, 2018, if adjournment sine die is on May 9, 2018); except that, if a referendum petition is filed pursuant to section 1 (3) of article V of the state constitution against this act or an item, section, or part of this act within such period, then the act, item, section, or part will not take effect unless approved by the people at the general election to be held in November 2018 and, in such case, will take effect on the date of the official declaration of the vote thereon by the governor.

---

[96] Appendix 1 represents the entirety of the enacted legislation. Capital letters indicate new material added to existing statutes; dashes through words indicate deletions from existing statutes and such material not part of the act.

Appendix 2: Increase Surcharge for Trafficking Children | SB18-055[97]

SECTION 1. In Colorado Revised Statutes, 18-24-102, **amend** (2) introductory portion and (2)(a); and **add** (3) as follows:

18-24-102. Surcharge. (2) Surcharges pursuant to subsection (1) of this section ~~shall be~~ ARE in the following amounts:

(a) For each class 2 felony of which a person is convicted, EXCEPT AS DESCRIBED IN SUBSECTION (3) OF THIS SECTION, one thousand five hundred dollars;

(3) FOR THE PURPOSES OF SUBSECTION (2)(a) OF THIS SECTION, IF THE CLASS 2 FELONY OF WHICH THE PERSON IS CONVICTED IS FOR HUMAN TRAFFICKING OF A MINOR FOR INVOLUNTARY SERVITUDE, AS DESCRIBED IN SECTION 18-3-503, OR FOR HUMAN TRAFFICKING OF A MINOR FOR SEXUAL SERVITUDE, AS DESCRIBED IN SECTION 18-3-504, THEN THE PERSON IS REQUIRED TO PAY A SURCHARGE IN THE AMOUNT OF THREE THOUSAND DOLLARS.

SECTION 2. In Colorado Revised Statutes, 18-24-103, **amend** (3) as follows:

18-24-103. Collection and distribution of funds - child abuse investigation surcharge fund - creation. (3) The court may waive all or any portion of the surcharge required by section 18-24-102 if the court finds that a person convicted of a crime against a child is indigent or financially unable to pay all or any portion of the surcharge. The court may waive only that portion of the surcharge that the court finds that the person convicted of a crime against a child is financially unable to pay. IN CASES WHERE AN OFFENDER IS REQUIRED TO PAY A SURCHARGE AS DESCRIBED IN SECTION 18-24-102 (3), THE COURT IS ENCOURAGED TO DELAY ANY FINDING OF INDIGENCE UNTIL SIX MONTHS AFTER THE OFFENDER'S CONVICTION, AT WHICH TIME THE COURT MAY REQUIRE THE OFFENDER OR THE OFFENDER'S COUNSEL TO SUBMIT DOCUMENTS THAT SUBSTANTIATE THE OFFENDER'S INDIGENCE. THE DOCUMENTS MAY INCLUDE DOCUMENTS ESTABLISHING INCOME.

---

[97] Appendix 2 represents the entirety of the enacted legislation. Capital letters indicate new material added to existing statutes; dashes through words indicate deletions from existing statutes and such material not part of the act.

SECTION 3. In Colorado Revised Statutes, 18-24-101, **amend** the introductory portion, (2)(f), and (2)(g); and **add** (2)(h) as follows:

18-24-101. Definitions. As used in this ~~article~~ ARTICLE 24, unless the context otherwise requires:

(2) "Crime against a child" means any offense listed in section 18-3-411, or criminal attempt, conspiracy, or solicitation to commit any of those offenses, and any of the following offenses, or criminal attempt, conspiracy, or solicitation to commit any of the following offenses:

(f) Invasion of privacy for sexual gratification, in violation of section 18-3-405.6, when the victim is a child; ~~or~~

(g) Human trafficking of a minor for involuntary servitude, in violation of section 18-3-503; OR

(h) HUMAN TRAFFICKING OF A MINOR FOR SEXUAL SERVITUDE, IN VIOLATION OF SECTION 18-3-504.

SECTION 4. Act subject to petition - effective date. This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly (August 8, 2018, if adjournment sine die is on May 9, 2018); except that, if a referendum petition is filed pursuant to section 1 (3) of article V of the state constitution against this act or an item, section, or part of this act within such period, then the act, item, section, or part will not take effect unless approved by the people at the general election to be held in November 2018 and, in such case, will take effect on the date of the official declaration of the vote thereon by the governor.

Appendix 3: Law Enforcement Reporting on Human Trafficking: Frequently Asked Questions

Q: Why do I have to report human trafficking incidents/offenses and arrests in my law enforcement agency's record management system (RMS), and when did this become a requirement?

A: In 2013 the FBI added human trafficking crimes to the Uniform Crime Reporting Program. Human trafficking is classified as a Group A National Incident Based Reporting System (NIBRS) offense. Per Colorado Revised Statute (C.R.S) § 22-33.5-412(5), agencies are required to furnish the Colorado Bureau of Investigation with information concerning crimes, arrests, etc.— including the crime of human trafficking.

This means that if you respond to or carry out any investigative activity of suspected or confirmed human trafficking (i.e. sexual or involuntary servitude)—you must document the incident as part of your reporting requirements.

Q: What is the code I should use to record human trafficking incidents and arrests?

A: For UCR/ NIBRS purposes, there are two codes that are utilized for human trafficking reporting for both offense and arrest data.

- For Human Trafficking – Commercial Sex Acts (sex trafficking) the code is **6411**
- For Human Trafficking – Involuntary Servitude (labor trafficking) the code is **6412**

Q: If I carry out all of my human trafficking-related police work with a federal task force, such as the FBI-led Rocky Mountain Innocence Lost Task Force, and the FBI keeps record of all victim recoveries and trafficking related arrests, do I still need to document offenses and arrests in my home agency's RMS?

A: **Yes**. If you respond to a situation of human trafficking, carry out investigative work, and/or make a human trafficking-related arrest as a sworn officer within your law enforcement agency's jurisdiction, you should have corresponding record(s) that documents these efforts—

regardless of your affiliation or coordination with the federal task force—as part of your UCR reporting requirements.

Q: If I encounter an individual under the age of 18 engaged in commercial sex, is this considered a situation of human trafficking that I must report?

A: Pursuant to C.R.S. § 18-3-504(2)(a)(I)), the offense of human trafficking is defined as "a person who knowingly sells, recruits, harbors, transports, transfers, isolates, entices, provides, receives, obtains by any means, maintains or makes available a minor for the purpose of commercial sexual activity."

Consequently, you should approach a person under the age of 18 engaged in commercial sex as a potential victim of sex trafficking of a minor and document the case for UCR reporting purposes accordingly. If there is a record management professional at your agency who enters UCR data for you, you should reference the potential victim's status as a person under the age of 18 in your report of the offense, in conjunction with the keyword "human trafficking: sexual servitude", so that it can be properly entered and coded in your agency's RMS as sex trafficking.

Q: What if I suspect that a person may be a victim of human trafficking, but do not know the identity of the trafficker? Do I still need to report this as an incident?

A: **Yes**, if you make contact with an individual that you suspect is a victim of human trafficking, you should document it as a NIBRS offense for UCR reporting purposes. If you do not have the identity of the trafficker, you may enter "unknown" in the fields pertaining to the suspect.

Q: My community's Human Trafficking multi-disciplinary team meets regularly to do case reviews of minors at high risk for sexual or involuntary servitude of a minor, including runaway youth and those under the care of the County Department of Human Services. If, as follow-up, my agency opens a human trafficking investigation(s), does this need to be documented?

A: **Yes**, if your agency initiates an investigation of the sexual or involuntary servitude of a minor as a result of information gained through an MDT meeting, your agency should document this for UCR reporting purposes. If there is an active runaway warrant for a youth in question, you should update information in your record management system and/or the UCR database as

suspected sexual servitude of that minor. If the trafficker is known, the alleged trafficker's personal identifying information should be added to the record. If the identity of the trafficker has not been confirmed or is unknown, enter "unknown" in the suspect fields.

Q: If I make an arrest for sexual or involuntary servitude, but the District Attorney's office later charges for a lesser/different offense, should I amend my RMS case to reflect the DA's charges?

A: **No**, the actions of the District Attorney's Office should not change your reporting activities. Even if your agency makes an arrest for sexual or involuntary servitude and the case is later dismissed, it should still be recorded as sexual or involuntary servitude for UCR reporting purposes.

Appendix 4: List of Counties by Size Category

List of counties by Size Category		
Small Sized Counties	Medium Sized Counties	Large Sized Counties
Archuleta	Alamosa	Adams
Baca	Broomfield	Arapahoe
Bent	Chaffee	Boulder
Cheyenne	Conejos	Denver
Clear Creek	Delta	El Paso
Costilla	Douglas	Jefferson
Crowley	Eagle	Larimer
Custer	Fremont	Mesa
Dolores	Garfield	Pueblo
Elbert	Huerfano	Weld
Gilpin	La Plata	
Grand	Las Animas	
Gunnison	Logan	
Hinsdale	Moffat	
Jackson	Montezuma	
Kiowa	Montrose	
Kit Carson	Morgan	
Lake	Otero	
Lincoln	Prowers	
Mineral	Rio Grande	
Ouray	Saguache	
Park	Teller	
Phillips		
Pitkin		
Rio Blanco		
Routt		
San Juan		
San Miguel		
Sedgwick		
Summit		
Washington		
Yuma		

This table shows a breakdown of county size based on population provided by the Colorado Department of Human Services. The counties are listed in alphabetical order.

2018 COLORADO HUMAN TRAFFICKING COUNCIL REPORT
PUBLICATION OF THE DIVISION OF CRIMINAL JUSTICE
Printed January 2019