COLORADO CHTC
HUMAN TRAFFICKING COUNCIL

Annual Report
2020

THISISHUMANTRAFFICKING

Colorado Human Trafficking Council

2020 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 Hope Dalton and Camerron Resener. The Colorado Human Trafficking Council logo designed by John Patzam.

Table of Contents

Acknowledgements

Colorado Human Trafficking Council Membership

The composition of the Council members is set forth in C.R.S. § 18-3-505(1)(b)

Christian Gardner-Wood (Chair)
20th Judicial District Attorney's Office
Rep. of a statewide organization of district attorneys

Judge Robert R. 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

Kelsey Antun
Urban Peak
Rep. of an organization that provides direct services to victims of human trafficking

Chief James Baird
Breckenridge Police Department
Rep. of a statewide organization of police chiefs

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

Mollie Bradlee
Office of Children Youth and Families, CDHS
Rep. from Colorado Department of Human Services

Jill Brogdon
Community member

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

Jessa Crisp
BridgeHope
Community member

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

Janet Drake
Office of the Attorney General, Colorado Department of Law
Rep. of the department of law

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

Cassandra Gonzalez
University of Colorado, Boulder
Rep. of a college or university department that conducts research on Human Trafficking

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

Mona Petrocco Klein
Alliance to Combat Human Trafficking – Pueblo
Rep. of a regional or city-wide human trafficking task force or coalition

Mary Landerholm
Collective Solutions Consulting, LLC
Community Member

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

Megan Lundstrom
The Avery Center
Community member

Major Mark Mason
Colorado State Patrol
Rep. of Colorado State Patrol

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

Amy Pohl
Project Safeguard
Rep. of a statewide coalition that represents domestic violence organizations

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

Elise Rahn
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
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

Caleb Stewart
Rocky Mountain Immigrant Advocacy
Network
Rep. of an individual who has extensive professional experience advocating for victims of labor trafficking

Sherman Swafford
Colorado Department of Labor and
Employment
Rep. from the Department of Labor and Employment

Cathie Swanson
Department of Agriculture
Rep. of an appointed individual from the Department of Agriculture

Michael Tessean
Office of Children, Youth & Families, CDHS
Rep. from the Department of Human Services

Former Council Members

Resignations in 2020

Megan Lundstrom
The Avery Center
Community member

Major Brett Mattson
Criminal Investigations, Colorado State Patrol
Rep. of Colorado State Patrol

Michael Tessean
Office of Children, Youth & Families, CDHS
Rep. from the Department of Human Services

Advisory Committees

Data and Research Task Force

Name	Affiliation
Amanda Finger (Co-Chair)	Laboratory to Combat Human Trafficking
Cassandra Gonzalez (Co-Chair)	University of Colorado, Boulder
Maureen Cain	Colorado State Public Defender
Jessa Crisp	BridgeHope
Janet Drake	Attorney General's Office
Christian Gardner-Wood	Colorado District Attorneys' Council
Diana Goldberg	SungateKids
Sterling Harris	Colorado Organization for Victim Assistance
Megan Lundstrom	The Avery Center
Jo-Ann O'Neil	Human Trafficking Task Force of Southern Colorado
Mona Petrocco Klein	Alliance to Combat Human Trafficking, Pueblo
Fikile Ryder	Catholic Charities of Pueblo
Elise Rahn	Denver Anti-Trafficking Alliance
Michael Tessean	Colorado Department of Human Services

Underserved Populations Task Force

Name	Affiliation
Nhu-Minh Le (Co-Chair)	Asian Pacific Development Center
Hava Simmons (Co-Chair)	Larimer County Department of Human Services
Dr. Thomas Acker	Western Slope Against Trafficking
Kelsey Antun	Urban Peak
Jill Brogdon	Community Member
Judge Robert Lung	18th Judicial District, District Court
Patricia Medige	Colorado Legal Services
Amy Pohl	Project Safeguard
Tammy Schneiderman	Division of Youth Services, Colorado Department of Human Services
Caleb Stewart	Rocky Mountain Immigrant Advocacy Network
Sherman Swafford	Colorado Department of Labor and Employment
Cathie Swanson	Colorado Department of Agriculture

Public Awareness Working Group

Name	Affiliation
Jill Brogdon	Community Member
Jessa Crisp	BridgeHope
Matthew Dodson	Archuleta County Department of Human Services
Diana Goldberg	SungateKids
Major Brett Mattson	Colorado State Patrol
Patricia Medige	Colorado Legal Services
Mona Petrocco Klein	Alliance to Combat Human Trafficking - Pueblo
Amy Pohl	Project Safeguard
Steven Ramirez	Shiloh House
Elise Rahn	Denver Anti-Trafficking Alliance
Tammy Schneiderman	Division of Youth Services, Colorado Department of Human Services
Cathie Swanson	Colorado Department of Agriculture

Division of Criminal Justice Staff

Name	Role
Joe Thome	Division of Criminal Justice, Director
Debbie Oldenettel	Division of Criminal Justice, Deputy Director
Kelly Kissell	Office for Victims Programs, Manager
Maria Trujillo	Human Trafficking Program Manager
Alexandra Woods	Human Trafficking Program Coordinator
Camerron Resener	Human Trafficking Training Coordinator
Alexandra Holloway	Human Trafficking Program Assistant

Message from the Council Chair

On behalf of the Colorado Human Trafficking Council (Council), it is my pleasure to submit to the Colorado General Assembly and the citizens of our great state the *2020 Annual Report*. This report represents but a small summary of the passionate and dedicated work of the Council members and the staff of the Division of Criminal Justice (DCJ) over the last year. As Chair, I continue to be enormously impressed by the work of Council members and staff and their commitment in the fight against human trafficking. I offer my profound and genuine thanks to these dedicated public servants.
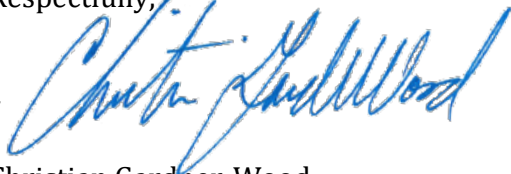
Over the last year, the Council focused its work through the three advisory committees. The Data and Research Task Force continued in the on-going efforts to collect data related to the incidents of human trafficking, prosecutions, and service provision. Additionally, the Data and Research Task Force worked to create a survivor survey to be administered in 2021 to collect additional data about the survivor experience and needs in Colorado. After the retreat in January 2020, the Council created an Underserved Populations Task Force to look at victims and types of human trafficking that have historically not received as much focus in our state. Through their work, that task force was able to identify these underserved populations and look at gaps in services within our state. That work will likely continue into 2021. Finally, the Public Awareness Working Group continued its work, but focused this year in advising and providing guidance on the statewide public awareness campaign discussed below.

It is with great excitement that I also share the kickoff of the public awareness campaign. This campaign comes after years of work by Council members and staff to identify public awareness needs in the area of human trafficking in our state and development of the campaign concept. Thanks to DCJ staff securing grant money for the campaign, and the great work by Orange Circle Consulting on creating the concept design, the public awareness campaign officially kicked off at the end of 2020. The campaign will continue for several years to come. As this 2020 report is released in the beginning of 2021, the public will be seeing social media advertising, television spots, news stories, etc., with an additional focus in recognition of National Slavery and Human Trafficking Prevention Month in January 2021. Council members and staff could not be more excited for this campaign and helping increase public awareness in this important area.

As we enter 2021, the Council will continue its focus on underserved populations, public awareness, and data and research, but I also hope will work to more broadly engage survivors in our state. The experience and expertise of survivors is necessary to understand and then incorporate in the work of the Council and all those working to end human trafficking. In that vein, I would be remiss if I did not recognize the extensive and outstanding work of my outgoing Vice Chair Judge Robert Lung. Judge Lung served as the judicial representative to the Council since the position was created, and as my Vice Chair the last two years. He steps down from his role on the Council leaving a lasting mark as a dedicated jurist, public servant, survivor leader, and my friend. He will be missed on the Council, but his work and contributions will guide the Council and this state for years to come. We wish him his best as he scales back on his additional duties outside the courtroom.

It is both a professional and personal honor and privilege to serve as the statewide district attorney representative to the Council, but more specifically to serve as Chair for the members who bring passion, dedication, and expertise to the anti-human trafficking field within our state. Colorado has long been a leader nationally in the fight against human trafficking and due to the work of Council members and staff that leadership role will continue in the years to come. Our state is well served by this Council, its members and staff.

Respectfully,

Christian Gardner-Wood
Chair, Colorado Human Trafficking Council

List of Acronyms and Abbreviations

ACHT	Alliance to Combat Trafficking – Pueblo
APDC	Asian Pacific Development Center
CBI	Colorado Bureau of Investigation (state)
CDHS	Colorado Department of Human Services (state)
CDPS	Colorado Department of Public Safety (state)
CEHTTF	Child Exploitation and Human Trafficking Task Force (federal)
CLS	Colorado Legal Services
CoNEHT	Colorado Network to End Human Trafficking (state)
Council	Colorado Human Trafficking Council
CJASS	Colorado Justice Analytics Support System
CPR	Colorado Public Radio
C.R.S.	Colorado Revised Statutes
CSP	Colorado State Patrol
CSU	Colorado State University
CTOCC	Colorado Trafficking and Organized Crime Coalition
CVS	Crime Victims Services Funds (state)
CY	Calendar Year
DATA	Denver Anti-Trafficking Alliance
DCJ	Division of Criminal Justice (state)
DCW	Division of Child Welfare at CDHS (state)
DOJ	Department of Justice (federal)
DPD	Denver Police Department
DRTF	Data and Research Task Force
DSD	Denver Sheriff's Department
DYS	Division of Youth Services at CDHS (state)
ECM	Enhanced Collaborative Model
FAR	Family Assessment Response
FBI	Federal Bureau of Investigation (federal)
FFY	Federal Fiscal Year
H-2A	Section H-2A of the Immigration and Nationality Act
HB	House Bill
HRV Tool	Colorado High-Risk Victim Identification Tool
HSI	Homeland Security Investigations (federal)
HT	Human Trafficking
HTLA	Human Trafficking Leadership Academy
ICON	Integrated Colorado Online Network
LCHT	Laboratory to Combat Human Trafficking
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex
LT	Labor Trafficking
MDT	Multi-Disciplinary Team
MOU	Memorandum of Understanding
NHTH	National Human Trafficking Hotline (federally funded)
Orange Circle	Orange Circle Consulting
OTIP	Office on Trafficking in Persons (federal)
OVC	Office for Victims of Crime (federal)
PA4	Program Area 4 (Program for Youth in Conflict)

PAWG	Public Awareness Working Group
PATF	Public Awareness Task Force
PTSD	Post-Traumatic Stress Disorder
QRTP	Qualified Residential Treatment Program
RED	Review, Evaluate and Direct
RHTS	Regional Human Trafficking Specialist
RMIAN	Rocky Mountain Immigrant Advocacy Network
RMILTF	Rocky Mountain Innocence Lost Task Force
SAMHSA	Substance Abuse and Mental Health Services Administration
SB	Senate Bill
SNAP	Supplemental Nutrition Assistance Program
ST	Sex Trafficking
TANF	Temporary Assistance for Needy Families
TRAILS	Colorado Child Welfare Training System
TTT	Train-the-Trainer
TVAP	Trafficking Victim Assistance Program
TVPA	Trafficking Victims Protection Act
UCR	Uniform Crime Reporting
UPTF	Underserved Populations Task Force
USAO	United States Attorney's Office
U.S.C.	U.S. Code
VCAC	Violent Crimes Against Children (federal)
VOCA	Victims of Crime Act (federal)

Executive Summary

The Colorado Human Trafficking Council (the Council) continued its work to fulfill its legislative mandates in 2020. In January, the Council convened for an in-person retreat to determine the scope of its work for the year, which resulted in the formation of three advisory committees: the Data and Research Task Force (DRTF), the Underserved Populations Task Force (UPTF) and the Public Awareness Working Group (PAWG).

Despite the challenges presented by the COVID-19 pandemic, the Council was able to utilize virtual platforms to conduct meetings and other activities, allowing its work to be largely uninterrupted. In 2020, the Council's advisory committees completed work in the following areas:

- Development of research questions for a study on survivors' experiences with the criminal justice system in Colorado, with a tentative schedule for implementation in 2021.

- Launch of a statewide public awareness campaign in November 2020, following the design of campaign creative materials.

- Development of recommendations to address the most basic physiological needs of underserved populations in Colorado.

Data Collection on Human Trafficking in Colorado

The Council included data on the incidence of human trafficking in the state by reporting and analyzing data from various stakeholders over a three-year period (2017–2019). This section includes federal, state and local law enforcement data; judicial case information; data on service provision from the Office for Victims of Crime funded service providers; data from the Division of Child Welfare and Division of Youth Services; and reports from the National Human Trafficking Hotline (NHTH) and Colorado's Human Trafficking Hotline.

The Council identified the following developments and trends based on its data collection efforts that cover the period of calendar year (CY) 2017-2019:

- The FBI's Child Exploitation and Human Trafficking Task Force (CEHTTF) opened 40 investigations in Colorado in fiscal year (FY) 2019, 38 of which were for sex trafficking.

- The Denver Anti-Trafficking Alliance's (DATA) Enhanced Collaborative Model (ECM) grant began in mid-2019, with funding facilitated through the Denver District Attorney's Office as the lead law enforcement agency and the Asian Pacific Development Center as the lead victim services organization. In total, eight cases were filed by the Denver District Attorney's Office from the start of the grant until the end of federal fiscal year (FFY) 2019.

- Of the 295 state judicial filings of the human trafficking statutes from CY 2014–2019, only 5% of cases filed were for involuntary servitude.

- Following the trend of previous years, law enforcement reported more cases of sex trafficking than labor trafficking, while service providers reported assisting more survivors of labor trafficking.

- Sixteen percent (nine total) of assessments with at least one allegation of sex trafficking were determined to be founded out of the 57 children/youth assessments conducted in 2019 by child welfare departments.

The DRTF also began designing a research study related to the intersection of survivors and the criminal justice system. The task force approved the main research question for the study— "What are survivors' experiences with the criminal justice system in Colorado"—and preliminary ancillary interview questions, which are included in Appendix 1 on p. 118

Public Awareness and Outreach Campaign

In 2020, the PAWG, in coordination with Orange Circle Consulting (Orange Circle), focused on developing creative campaign materials and launching the statewide public awareness campaign.

The creative collateral developed was based on the creative concept approved by the Council in 2019. To ensure that these materials met the campaign objectives, Orange Circle, in consultation with the PAWG, conducted additional research about the creative collateral, including messaging, content and design of materials. This research included a statewide online survey with the general public, rural community virtual stakeholder discussion groups and virtual working groups joined by expert consultants who had lived experience with human trafficking. Orange Circle summarized the findings from these research activities into reports that are available on the Council's website.

Following completion of the additional research, Orange Circle, with guidance from the PAWG, developed six different lived-experience narratives, made up of composite information from their research to protect the identity of the participants. These lived-experience narratives represent different types of human trafficking, various geographic locations and a spectrum of circumstances and profiles. A suite of media materials was formulated based on each of these composite narratives. Materials developed include: social media ads, online and mobile banner ads, digital billboards, video spots and streaming radio spots with digital banner ads. Sample campaign collateral is provided on pp. 70-71.

In November, the Council officially launched the campaign with paid and earned media, in addition to launching the official campaign website, ThisIsHumanTrafficking.com. Earned media included coverage from Colorado media outlets such as Colorado Public Radio (CPR) and 9News, and paid media included website banners and banner ads, video spots on Over the Top Television and broadcast TV, digital billboards and accompanying geo-targeted mobile banner ads, and social media ads.

Addressing Underserved Populations in Colorado

The Council established UPTF in order to examine the intersections of identity/experience and service provision for survivors of human trafficking. The goals of this task force were to increase knowledge of the places where individuals' identities/experiences meet with human trafficking, and increase inclusion of these underserved populations in service provision.

UPTF members focused on basic physiological needs that human beings require based on the foundation of Maslow's hierarchy of needs. With this framework, UPTF applied those physiological needs to the experience of human trafficking survivors. UPTF developed 11 recommendations addressing service provision, housing, cultural and language accessibility of materials, public benefits and human trafficking training for professionals. The complete list of recommendations is on pp. 75-76. If implemented, the recommendations would enhance prevention efforts, expand protections for victims/survivors and strengthen partnerships in the field.

Human Trafficking Training Outcomes

Division of Criminal Justice (DCJ) staff delivered free training across the state on behalf of the Colorado Human Trafficking Council. The Council has three training curricula: *An Introduction to Human Trafficking in Colorado*, for general professionals; *Human Trafficking Investigations: An Introductory Course*, for law enforcement; and *Meeting Human Trafficking Survivors Needs: An Advanced Course for Service Providers*, for direct care providers. DCJ delivers training through multiple means: in-person by the Human Trafficking Training Coordinator; an online self-paced module of *An Introduction to Human Trafficking in Colorado*; and a Train-the-Trainer (TTT) program, in which facilitators trained by DCJ staff deliver these programs in their communities across the state.

DCJ staff and facilitators from the TTT program were able to deliver trainings in person from January to March 2020. After the onset of the COVID-19 pandemic, DCJ staff adapted the instructor-led in-person trainings to deliver all three curricula using a virtual platform. In addition, DCJ staff began converting *Human Trafficking Investigations: An Introductory Course* into a self-paced online module. In total, 917 professionals were trained from January 1 – November 30, 2020 by DCJ staff, by facilitators (virtually and in-person) and through the online program.

Reflecting on 2020

Given the challenging circumstances brought about by the COVID-19 pandemic in 2020, the Council is grateful it was able to continue the work entrusted to it by the state legislature. The Council was able to transition its activities to a virtual format, allowing the Council and its advisory committees to make progress on Council work. In addition, DCJ staff were able to adapt trainings for delivery in a virtual environment. The Council is especially proud of the launch of its statewide public awareness campaign in November and anticipates that the campaign will motivate Coloradans to take action to address human trafficking.

SECTION 1
Year in Review

In January, the Colorado Human Trafficking Council (the Council) held its annual retreat and reflected on its proposed scope of work for 2020. At the retreat, the Council participated in an activity in which members identified the Council's priority areas, based on suggestions from membership and recommendations that stemmed from the Human Trafficking Leadership Academy's (HTLA) Class 4[1] and from the Laboratory to Combat Human Trafficking's (LCHT) Colorado Project 2.0.[2] The Council decided to establish two task forces: the Data and Research Task Force (DRTF) and the Underserved Populations Task Force (UPTF). In addition, the Council continued work on its statewide public awareness campaign and decided to support that effort by forming a Public Awareness Working Group (PAWG).

Underserved Populations Task Force: This task force worked on examining the intersection of identity and experience and how that relates to service provision to victims/survivors of human trafficking. Human trafficking services often serve very specific populations, leaving many of our most vulnerable populations underserved. The Council aimed to highlight these gaps in services based on these identities and experiences in an effort to increase knowledge and response to these populations.

Task Force Co-Chairs: Nhu-Minh Le, Asian Pacific Development Center
Hava Simmons, Larimer County Department of Human Services

---

[1] Human Trafficking Leadership Academy Class 4 Fellows, *Human Trafficking Leadership Academy Class 4 Recommendations* (Washington, DC: U.S. Department of Health & Human Services, Administration for Children & Families, Office of Trafficking in Persons, 2019), accessed October 27, 2020, https://www.acf.hhs.gov/sites/default/files/otip/final_htla_4_recommendations_508c.pdf.

[2] Laboratory to Combat Human Trafficking, *The Colorado Project 2.0: To Comprehensively Combat Human Trafficking* (Denver, CO: Laboratory to Combat Human Trafficking, 2019).

Data and Research Task Force: As mandated, the task force continued its work of collecting data related to statewide human trafficking incidence and efforts to address it. The task force also began developing a research study related to survivors' experiences with the Criminal Justice System in Colorado. Implementation of the study is planned for 2021.

Task Force Co-Chairs: Amanda Finger, Colorado Network to End Human Trafficking
Cassandra Gonzalez, University of Colorado, Boulder

Public Awareness Working Group: This working group provided guidance to Orange Circle Consulting on the development of digital campaign materials (such as social media advertisements, video advertisements and the campaign website) for the November 2020 launch of the first year of the campaign.

Adapting to Changes from COVID-19

Beginning in March 2020, due to the COVID-19 pandemic, meetings of the Council and the Council's advisory committees went virtual for the remainder of the year. The Council adapted to the new fully virtual format quickly and its meetings, activities and work were largely uninterrupted for 2020. As a note, this virtual format was not ideal for participation from members of the public. However, members of the public were still able to join Council meetings and committee meetings and provide public comment.

One of the Council's major activities is training stakeholders in the state. Despite the sudden disruption to face-to-face interactions, Division of Criminal Justice (DCJ) staff quickly worked to translate their in-person training modules into a virtual format. This included testing, refining and perfecting the use of virtual meeting platforms and other online resources, such as Mentimeter, so that trainings could remain interactive and engaging, despite the changed format. Additionally, the Council had already developed a self-paced online *Introduction to Human Trafficking in Colorado* training course, which was easily accessed and utilized in this environment. To learn more about all of the pivots made to the Council's training programs, read Section 5: Training Outcomes on p. 97.

2020 Colorado Legislative Activities

The Colorado legislative session was suspended in March because of the COVID-19 pandemic. The session reconvened at the end of May, but the disruption significantly reduced the length of the session for the year. Due to the abbreviated session, legislation introduced to address human trafficking was postponed and may be reintroduced in 2021.

Colorado Partnerships

In September, the LCHT convened its first meeting of Colorado's Partnership Leaders, *Toward a Solution Together*. Human Trafficking leaders from across the state attended this meeting, which included representation from all of the 18 known anti-trafficking collaborations (e.g., task forces, coalitions, alliances, etc.) in Colorado as well as partnership leaders from parallel movements. These convenings are intended to address the needs expressed by partnerships, identified in the findings of *The Colorado Project 2.0* and recommendations in the accompanying *Action Plan*. The original plan for the inaugural meeting was a two-day in-person summit. However, due to the COVID-19 pandemic, this meeting was truncated into a half-day virtual session. Moving forward, LCHT plans to host these meetings quarterly as a space for leaders to discuss current trends and topics and to identify additional ways for partnership leaders to collaborate and coordinate efforts.

National Leadership

In 2020, DCJ staff provided technical assistance to seven states on a variety of projects. In a January presentation to the Little Hoover Commission in California, DCJ staff discussed ways to address labor trafficking as well as the Colorado Human Trafficking Council's structure as a promising practice for other states to replicate. DCJ staff also provided long-term technical assistance to the state of Oregon on their development of a Train-the-Trainer (TTT) program. In September, the First Lady of Louisiana hosted the Global Human Trafficking Prevention and Awareness Summit, where summit organizers they highlighted best practices from five states, including Colorado.

Little Hoover Commission Recommendations

In January, DCJ staff presented at a hearing of the Little Hoover Commission, an independent state oversight agency[3] in California. The presentation focused on the structure and legislative mandates of the Colorado Human Trafficking Council and the ways Colorado has addressed labor trafficking. After hosting a series on how to improve California's efforts to address labor trafficking, the Little Hoover Commission released a report in June recommending that the state of California create an Anti-Human Trafficking Council within the governor's office. The report cites a review of five states, including Colorado, as examples of how other states organize to combat human trafficking.[4] However, the report also devotes an entire page to how state law defines the elements of the Colorado Human Trafficking Council.[5] This dedicated attention illustrates how the Council serves as a model for other states to address human trafficking effectively across sectors and with various stakeholders.

> "Colorado stands out for its burgeoning efforts to develop a strategic, statewide campaign to target labor trafficking. In 2014, lawmakers established a Human Trafficking Council within the Department of Public Safety to bring together leadership from community-based and statewide anti-trafficking organizations, improve collaboration and services for survivors, and assist in successful prosecution of human traffickers."[i]
>
> [i] Little Hoover Commission, "Human Trafficking: Coordinating a California Response," *Little Hoover Commission Report,* no. 250 (Sacramento, CA: Little Hoover Commission, June 2020): p. 16, accessed October 9, 2020, https://lhc.ca.gov/report/human-trafficking-coordinating-california-response.

Technical Assistance for Oregon

Starting in 2017, the Council implemented a TTT model for each of their training curricula, allowing exponential reach and relevance of the training programs, as volunteer facilitators

---

[3] "The Commission," Little Hoover Commission, accessed September 22, 2020, https://lhc.ca.gov/about/history.

[4] Little Hoover Commission, "Human Trafficking: Coordinating a California Response," *Little Hoover Commission Report,* no. 250 (Sacramento, CA: Little Hoover Commission, June 2020), p. 22, accessed September 22, 2020, https://lhc.ca.gov/report/human-trafficking-coordinating-california-response.

[5] Ibid, p. 15.

deliver the training in their own communities. Each year, roughly one to two TTT workshops are held to build capacity and target geographic gaps where training efforts are lacking. The success of this model was shared nationwide, among grantees of the Office for Victims of Crime (OVC) Improving Outcomes for Child and Youth Victims of Human Trafficking program.

In 2020, OVC grant recipients in Oregon requested guidance and technical assistance from DCJ staff as they plan to implement their own training program, including use of a train-the-trainer model. After hearing the successes of the Council's TTT model, Oregon's staff reached out to DCJ's Human Trafficking Training Coordinator to collaborate. Oregon's aim was to increase training capacity from only a few staff members by adopting the Council's TTT model into Oregon's new grant. In the spring of 2021, DCJ's Human Trafficking Training Coordinator plans to travel to Oregon for the first train-the-trainer session, collaborating with Oregon staff to provide live support, feedback and evaluation.

Colorado Best Practices

In September, DCJ staff were invited to the Louisiana First Foundation's Global Human Trafficking Prevention and Awareness Summit, hosted by the First Lady of Louisiana, who brought together "first" spouses from across the country to learn about the issue of human trafficking. Colorado was featured for its best practices from the Council's work, including successful policy changes based on Council recommendations, the Council's training program, statewide public awareness campaign and data collection efforts.

New Federal Grants

In 2020, several organizations in Colorado successfully obtained grants from federal funding sources. Two Colorado nonprofit organizations, Street's Hope and the Avery Center,[6] were awarded their first grants from the OVC for Housing Assistance for Victims of Human Trafficking, and Colorado Legal Services received its fourth grant from OVC for Services for Victims of Human Trafficking.[7] In addition, DCJ received a Victims of Crime Act (VOCA) grant for two years to continue the Council's statewide public awareness campaign.

---

[6] Awarded as Break Free Inc.
[7] "Awards Listing," U.S. Department of Justice, Office of Justice Programs, Office for Victims of Crimes, accessed November 6, 2020, https://ovc.ojp.gov/funding/awards/list.

Street's Hope received a three-year, $493,000 award under the Housing Assistance Grant for Victims of Human Trafficking from OVC to provide housing and related services to survivors of human trafficking and their families. Specifically, the grant will provide 80 short-term housing units to 80 survivors and their children through direct payment of rent, security deposits and utilities. In addition, Street's Hope will continue to provide employment counseling and job placement, transportation assistance, case management and mental health services to help build self-sufficiency and independence for survivors.[8]

The Avery Center also was awarded a three-year, $499,993 Housing Assistance Grant for Victims of Human Trafficking from OVC in order to provide affordable and short-term housing options to survivors of human trafficking and their children located in Weld and Larimer counties. The Avery Center uses the Housing First model, starting with a rapid rehousing approach and then moving into permanent supportive housing. Both the Avery Center and Street's Hope will be filling an acute service provision need for survivors in Colorado through these grants.[9]

In 2020, Colorado Legal Services (CLS), in partnership with Rocky Mountain Immigrant Advocacy Network (RMIAN), received a three-year $550,000 Services for Victims of Human Trafficking Grant from OVC. With this grant, CLS and RMIAN will provide specialized legal services for all survivors of human trafficking in Colorado. This is the fourth cycle that CLS has received a grant from OVC for its human trafficking legal program.[10]

DCJ launched the Council's statewide public awareness campaign funded by a one-year VOCA grant. The purpose of this campaign is to increase knowledge about all types of trafficking in the state of Colorado and to have Colorado residents take action. For more information about the campaign, read Section 3: Public Awareness Campaign on p. 57. DCJ also received a grant for $1.25 million from VOCA to fund an additional two years of the campaign. This will enable the Council to expand the presence of the campaign across the state with additional rural outreach and support, collateral development (including translation of materials into Spanish

---

[8] "Awards Listing," U.S. Department of Justice, Office of Justice Programs, Office for Victims of Crimes, accessed November 6, 2020, https://ovc.ojp.gov/funding/awards/list.
[9] Ibid.
[10] Ibid.

and other languages as appropriate) and distribution and additional paid media, building upon the media plan from the year-one launch.

Conclusion

When COVID-19 prompted the sudden need to socially distance, the Council adapted quickly by creating a virtual work environment. Despite this unanticipated change, the Council was able to conduct business as usual with the activities of the Data and Research Task Force, Underserved Populations Task Force and Public Awareness Working Group. Due to a truncated state legislative session, no new human trafficking legislation was passed in 2020.

In 2020, the Council was highlighted as a national leader and a model for other states in the anti-human trafficking field. DCJ staff had the opportunity to highlight the division's work at various meetings and events and share best practices from the state. Colorado organizations also successfully obtained federal grant funding for service provision and for raising awareness of all types of trafficking in the state.

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, the Colorado Department of Human Services (CDHS), the Division of Child Welfare (DCW), nonprofit service providers and human trafficking hotlines covering the three-year period of 2017, 2018 and 2019. The Colorado Human Trafficking Council (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. The Council began development of a research study about survivors' experiences with the criminal justice system in Colorado. This study is planned for implementation in 2021.

Planned 2021 Research Study

One of the Council's legislative mandates is to collect data related to the prevalence of, and the efforts of law enforcement to combat, human trafficking in Colorado. During 2020, the

Council's Data and Research Task Force (DRTF) focused its efforts on designing a research study that examines the intersection of survivors and the criminal justice system. Through thoughtful discussions, the DRTF recommended the following main research question for the study: "What are survivors' experiences with the criminal justice system in Colorado?" The Council approved this research question at the September 2020 meeting. It also approved the preliminary ancillary interview questions (see Appendix 1, p. 118), which will undergo an additional review and consultation with survivors. While similar research has been conducted at the national level, there has not been extensive research on this topic implemented at the state level. The Council anticipates that this study will be conducted in 2021, contingent on budget availability.

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; trafficking victim recoveries; and suspected-trafficker arrests, prosecutions and convictions across federal law enforcement agencies with field offices in Colorado, including the Federal Bureau of Investigation (FBI), Homeland Security Investigations (HSI), and the U.S. Attorney's Office (USAO). The Council includes both national reporting from these federal agencies on their human trafficking activities and 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 law enforcement data reflect the calendar year (January through December). This difference is noted throughout the report by using FFY for federal fiscal year or CY for calendar year.

FBI Activities

As Table 1 shows, the total number of Department of Justice (DOJ) investigations nationwide decreased for a third year in a row, from 657 in FFY 2018 to 607 in FFY 2019.[11] Data on DOJ investigations did not account for human trafficking investigations carried out by DOJ-funded

---

[11] U.S. Department of State, *2020 Trafficking in Persons Report* (Washington, DC: U.S. Department of State Publication, Office to Monitor and Combat Trafficking in Persons, 2020), p. 515, https://www.state.gov/wp-content/uploads/2020/06/2020-TIP-Report-Complete-062420-FINAL.pdf.

Enhanced Collaborative Model (ECM) anti-trafficking task forces. The DOJ funded one ECM in Colorado starting in FFY 2019. For more information on this ECM grant,

Table 1: FBI National Investigations, FFY 2017–2019	
Year	Total DOJ Investigations
2017	783
2018	657
2019	607

Data source: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2018, 2019, and 2020).

In October 2018, the activities of the Rocky Mountain Innocence Lost Task Force (RMILTF) and the Colorado Trafficking and Organized Crime Coalition (CTOCC) merged under the Child Exploitation and Human Trafficking Task Force (CEHTTF). The FBI made this change nationally so that all human trafficking, including adult human trafficking and labor trafficking, were under its Violent Crimes Against Children program (VCAC). CEHTTF focuses on domestic minor sex trafficking cases, but as mentioned above, it also has jurisdiction over human trafficking cases involving adults and international victims of both labor and sex trafficking. Table 2 illustrates the outcome of CEHTTF's activities in CY 2019.

Table 2: FBI: Child Exploitation and Human Trafficking Task Force, CY 2019				
Year	Investigations Opened (breakdown by type of trafficking and adults/minors	Juvenile Recoveries (breakdown by type of trafficking and gender)	Adult Recoveries (breakdown by type of trafficking; gender breakdown unavailable)	Arrests[i]
2019	40 (38 sex trafficking: approximately 13 adults and 25 minors; 2 labor trafficking: adult/minor breakdown unknown)	27 (all sex trafficking; 23 female; 4 male)	35 (all sex trafficking)	28 (all sex trafficking; 16 for crimes against minors; 2 for crimes against adults; 8 for crimes against both adults and children)

Data source: Federal Bureau of Investigation-Denver Office.
[i] Arrest data include arrests for: § 18-3-504(2) sexual servitude of a minor, § 18-7-405 pimping of a child, § 18-7-206 pimping, § 18-3-405 sexual assault on a child and § 18-7-406 patronizing a prostituted child.

Collaborative Efforts Address Sex and Labor Trafficking of Minors

In April 2019, a task force officer from CEHTTF was part of a multidisciplinary team (MDT) that screened a youth on the run. During an interview, the youth described circumstances that indicated he was a victim of human trafficking from September 2018 to February 2019. The youth met a man, the suspected trafficker, through another youth who offered him a job with an interior construction company. The youth accepted the job but was forced to have sex with the alleged trafficker and forced to work more than 40 hours a week without financial compensation. The youth was provided with methamphetamine daily by the suspected trafficker and was held against his will and forced to engage in sex acts with the other youth, who was also under the control of the suspected trafficker. The suspected trafficker, Steven Contee, was arrested by the FBI Denver in March 2020 and charged with distribution of a controlled substance to a minor, trafficking for sexual servitude, human trafficking of a minor for involuntary servitude, human trafficking for involuntary servitude and possession of a weapon by a previous offender. The youths were able to access services.

Source: FBI-Denver Office

Because of the merger in October 2018, this is the first year the Council is reporting on data from CEHTTF. The Council will continue to publish data on the activities of CEHTTF and analyze trends in its activities over time.

For reference and comparison, Table 3 includes historical data (from CY 2018 and CY 2017) on the FBI's adult and immigrant human trafficking investigations and arrests, prior to the merger of the CTOCC and the RMILTF. As reported in the Council's *2019 Annual Report*, much of the increase in investigations and arrests from 2018 resulted from a reclassification of cases carried over from the FBI's Civil Rights Unit—in some cases from the previous year. Therefore, this increase should not be considered an actual increase in human trafficking investigations or arrests.

Table 3: FBI-Denver Office Adult and Immigrant Human Trafficking Investigations, CY 2017–2018		
Year	Investigations Opened	Arrests
2017	16; 16 sex trafficking, 0 labor trafficking	28
2018	42; 42 sex trafficking, 0 labor trafficking	66

Data source: Federal Bureau of Investigation-Denver Office.

Table 4 includes historical data (from CY 2017 and CY 2018) on the activities of the RMILTF, which was one of several law enforcement task forces across the country funded by the DOJ to combat the commercial sexual exploitation of children. The RMILTF data reported in Table 4 reflect activities that occurred in, or primary investigative activities that originated in, Colorado.

Table 4: FBI: Rocky Mountain Innocence Lost Task Force Activities, CY 2017–2018[i]			
Year	Investigations Opened	Recoveries (breakdown by gender)	Arrests[ii]
2017	167	112; 21 male, 88 female, 3 transgender	49
2018	118	38; 6 male, 32 female	55

Data source: Federal Bureau of Investigation-Denver Office.
[i] The focus of the RMILTF was on investigations involving the commercial sexual exploitation of children and minor sex trafficking.
[ii] Arrest data include arrests for sex trafficking of a minor, pimping-related activity, sexual assault on a child and patronizing a child prostitute.

HSI Activities

Homeland Security investigations (HSI), the investigative arm of the Department of Homeland Security, pursues a broad range of suspected human trafficking and related activity. Cases that HIS investigate include adult foreign nationals, 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 opened 1,024 human trafficking investigations in FFY 2019, a significant increase from 849 investigations reported for FFY 2018 (see Table 5). At the state level, HSI reported a decrease in its human trafficking investigations, from 28 in FFY 2018 to 13 in FFY 2019 (see Table 5). In FFY 2019, two of HSI's investigations were suspected labor trafficking, an increase from one labor trafficking investigation in FFY 2018. In FFY 2019, HSI arrested 43 individuals in connection with these Colorado-based investigations.[12]

---

[12] The Council reported 54 arrests for FFY 2018 in its *2019 Annual Report*. This data point was reported in error, as it included data from the Denver Area of Responsibility (AOR), which includes the offices in Wyoming, Montana and Utah. The actual number of arrests was 25.

Table 5: HSI National and Colorado-Based Investigations, FFY 2017–2019		
Year	National Data (investigations involving potential human trafficking)	Colorado Data (Colorado-based HSI investigations officially recorded as human trafficking-related)
2017	833	14; 14 sex trafficking, 0 labor trafficking
2018	849	28; 27 sex trafficking, 1 labor trafficking*
2019	1,024	13; 11 sex trafficking, 2 labor trafficking

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2018, 2019 and 2020). Colorado data were obtained from the HSI Denver field office.

* The Council reported 34 Colorado-based HSI investigations (33 sex trafficking, 1 labor trafficking) for FFY 2018 in the *2019 Council Annual Report*. This data point was reported in error, as it included data from the Denver Area of Responsibility (AOR), which includes the offices in Wyoming, Montana and Utah. Table 5 contains the corrected data.

Federal Criminal Case Filings

In FFY 2019, the U.S. Attorney's Office, District of Colorado, did not report any human trafficking indictments. One indictment from FFY 2018 resulted in a jury conviction in FFY 2019 for a violations of (1) 18 U.S.C. § 1591(a)(1), (b)(2) and 1594(a) (Attempted Sex Trafficking of a Child); and (2) 18 U.S.C. § 2421 (Attempted Transportation of an Individual to Engage in Prostitution).

Civil Cases

Table 6 lists civil cases in Colorado that were filed during CY 2017–2019; still ongoing at the end of CY 2019; or closed, settled, or received a judgement during CY 2017–2019. As noted in Table 6, the majority of civil cases involved situations of labor trafficking.

In 2019, a survivor filed a lawsuit against several hotel brands because staff failed to recognize trafficking, despite corporate awareness of human trafficking in hotel settings. The case is still pending. The other lawsuit filed in 2019 involved a foreign national who sued her former employer, a clinical research facility, for forced labor under threat of the loss of her job and H-1B visa and deportation of her and her children. The case was settled in August 2020.

Table 6: Civil Cases Filed, Ongoing, or with Judgements, CY 2017–2019			
Case Name	Date Filed	Type	Outcome
Agbo v. MCB Clinical Research Centers	July 2019	Forced Labor	Settled (August 2020)
Bonilla v. Buch	August 2018	Domestic Servitude	Settled (March 2019)
Calderon Torrico v. Ortega	January 2017	Forced Labor	Administratively closed following divorce
Echon v. Sackett	December 2014	Forced Labor	Judgement in favor of the plaintiffs (February 2018)
Gilbert v. United States Olympic Committee	August 2018	Non-commercial Sexual Servitude	Ongoing (Updated 12/1/20)
J.L. v. Best Western International, Inc.	December 2019	Sex	Ongoing (Updated 11/15/20)
Menocal v. GEO	October 2014	Forced Labor	Ongoing (Updated 12/1/20)

Data source: The Human Trafficking Legal Center, https://www.htlegalcenter.org/.

State and Local Law Enforcement Activities

In order to gain a picture of the state and local law enforcement's counter-trafficking efforts, the Council drew primarily from state judicial filings containing human trafficking statutes. The Council also considered local law enforcement efforts, which include human trafficking-related incidents, and arrests reported to the Colorado Bureau of Investigations' (CBI) Uniform Crime Reporting (UCR) program, which in turn submits statewide data to the FBI's UCR database.[13]

Local Law Enforcement Reporting on Human Trafficking

Since CBI began collecting information on human trafficking incidents and arrests in 2014, the Council 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 law enforcement agencies are mandated to report their crime-fighting activities to CBI's Crime Information Management Unit.[14] Tables 7.1 and 7.2 feature only CY 2018 and CY 2019 UCR incident reports, which were cross-referenced with each

---

[13] Unless otherwise indicated, the reporting period for state and local law enforcement activities is January 1 to December 31, 2019.

[14] Functions of bureau - legislative review - interagency cooperation with reporting functions - processing time for criminal history record checks - computer crime - synthetic cannabinoids enforcement, C.R.S. § 24-33.5-412(5).

jurisdiction to confirm accuracy. The arrest record data from UCR is recognized to be inconsistent across the state, so it is not included in this report.

Table 7.1: Incidents of Human Trafficking—Sexual Servitude, Colorado Uniform Crime Reporting (UCR) Data: CY 2019 and 2018		
Jurisdiction by City or County	2019	2018
Adams County Sheriff's Office		1
Aurora Police Department	10	13
Commerce City Police Department		2
Thornton Police Department	1	2
Arapahoe County Sheriff's Office	2	
Boulder County Sheriff's Office		1
Centennial Police Department	1	
Denver Police Department	26	19
Douglas County Sheriff's Office	2	
Parker Police Department	1	
Colorado Springs Police Department	3	3
El Paso County's Sheriff Department		1
Arvada Police Department		1
Jefferson County Sheriff's Office	7	3
Lakewood Police Department	1	
Wheat Ridge Police Department	2	
Kiowa County Sheriff's Office	1	
Loveland Police Department	1	
Pueblo Police Department		1
TOTAL	**58**	**47**

Data Source: Colorado Bureau of Investigation and the jurisdictions listed.

Table 7.2: Incidents of Human Trafficking—Involuntary Servitude, Colorado Uniform Crime Reporting (UCR) Data: CY 2019 and CY 2018

Jurisdiction by City or County	2019	2018
Brighton Police Department		1
Commerce City Police Department		1
Thornton Police Department	1	
Denver Police Department	4	
Colorado Springs Police Department	1	
Jefferson County Sheriff's Office	1	
Lakewood Police Department	1	
Craig Police Department		1
Greeley Police Department		1
Broomfield Police Department		1
TOTAL	**8**	**5**

Data Source: Colorado Bureau of Investigation and the jurisdictions listed.

For the first time, the Council is able to include data from the Colorado State Patrol (CSP). CSP provided criminal interdiction[15] data from 2017 to 2019. Data on the interdictions are included in Table 8.

Table 8: Colorado State Patrol, Interdictions CY 2017–2019

Year	Number of Interdictions
2017	3 (all sex trafficking)
2018	1 (sex trafficking)
2019	1 (sex trafficking)

---

[15] A criminal interdiction is the disruption or interception of criminal elements from their intended destination or use. Source: Major Mark Mason, e-mail message to DCJ, December 4, 2020.

Enhanced Collaborative Model (ECM)

In FFY 2019, the DOJ awarded 15 new ECM grants to further the development of multidisciplinary human trafficking task forces that use collaborative approaches to combat all forms of human trafficking. The DOJ awarded the Denver Anti-Trafficking Alliance (DATA) an ECM grant in September 2018, with funding facilitated through the Denver District Attorney's Office as the lead law enforcement agency and the Asian Pacific Development Center (APDC) as the lead victim services organization. The purpose of the three-year grant is to further develop a multidisciplinary and coordinated response to sex and labor trafficking in Denver.

Denver's Collaborative Efforts

Since its inception in 2012, the DATA works to facilitate and improve the city's response to labor trafficking and sex trafficking. Collaborative DATA partners, including local law enforcement and prosecution, have reallocated resources to further support a victim-centered and trauma-informed response to human trafficking.

The Denver District Attorney's Office created a Human Trafficking Unit in November 2017. The unit is composed of a team of six, including two senior criminal investigators, a chief deputy district attorney, a program director, a victim advocate and a grant coordinator. In April 2019, the Denver Police Department created its Human Trafficking Unit, made up of a sergeant, two detectives and a third detective assigned to the FBI's CEHTTF. This collaborative effort shifted the way trafficking cases were investigated and prosecuted, allowing for enhanced identification of trafficking victims, proactive long-term investigations, innovative prosecution approaches and connection of victims to culturally appropriate and supportive services.

Funds were disbursed starting in mid-2019, allowing collected data to be used in this report for the period of June 1, 2019, to September 30, 2019.[16] Next year's report will include a full year of ECM data from both the Denver District Attorney's Office and the APDC. Table 9 includes the number and type of cases filed and number of victims identified from the Denver District Attorney's Office from the start of the ECM grant until the end of FFY 2019. Table 10 displays investigation and arrest data from the DPD for the same time period.

---

[16] The Council is reporting on a partial year's data to remain consistent with FFY 2019 and the reporting period for other ECM partners.

Table 9: ECM Grant: Denver District Attorney's Office Cases FFY 2019 (Partial Year: June 1, 2019–September 30, 2019)

Year	Cases Filed	Victims
2019	8; 7 sex trafficking, 1 labor trafficking	11; 8 adults, 3 juveniles

Data Source: Denver District Attorney's Office.

Table 10: ECM Grant: Denver Police Department Investigations FFY 2019 (Partial Year: June 1, 2019–September 30, 2019)

Year	Active Investigations	Arrests
2019	14; 10 sex trafficking, 2 labor trafficking, 2 both sex and labor trafficking	3 (all sex trafficking)

Data Source: Denver Police Department.

Human Trafficking and Related State Judicial Case Information

Another measure of local counter-trafficking efforts is the number of filings of human trafficking statutes and the outcome of state judicial human trafficking cases. Table 11 provides a breakdown of the number of times the human trafficking statutes were filed, along with the overall number of cases involving human trafficking statutes from when the statutes went into effect in 2014. Filings refer to the number of instances in which a charge of one of the three human trafficking statutes was filed. The number of cases refers to a criminal case against an individual or individuals, which can include multiple filings of human trafficking and other criminal charges.

| Table 11: State Judicial Cases with Filings of the Human Trafficking Statutes, CY 2014–2019							
	2014[i]	2015	2016	2017	2018	2019	**Totals**
Statutes	# of Filings	# of Filings	# of Filings	# of Filings	# of Filings	# of Filings	# of Filings
Involuntary Servitude § 18-3-503[ii]	1	1	3	1	4	6	16
Sexual Servitude— Adult § 18-3-504	7	22	17	17	7	11	81
Sexual Servitude— Minor § 18-3-504(2)	1	30	55	47	38	27	198
Total Filings (cases)	**9 (8 total cases)**	**53 (39 total cases)**	**75 (50 total cases)**	**65 (40 total cases)**	**49 (33 total cases)**	**44 (29 total cases)**	**295 (199 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).
[i] The 2014 case filings only reflect activity from July to December, since the new statutes went into effect in July.
[ii] While there were multiple filings and two convictions of § 18-3-503 since it was enacted in 2014, all but two filings were related to sex trafficking or sex crimes. One of the correct filings of involuntary servitude resulted in the defendant's plea to other charges, and one filing is currently pending in state court. Of the filings in 2019, whether four of them were intentional filings of involuntary servitude is unknown because those cases are still pending. The other two filings were not correct filings of the statute.

As Figure 1 shows, since the new human trafficking statutes went into effect in July 2014, only 5% of the state's human trafficking filings were for involuntary servitude (§ 18-3-503). The ongoing misuse of the involuntary servitude statute and its minimal use indicates that more training likely is still needed among prosecutors and law enforcement personnel on the crime of labor trafficking, including how to identify it, collect relevant evidence and apply (or not apply) the statute in criminal cases.

Figure 1: Breakdown of Filings of Human Trafficking Statutes by Type, CY 2014–2019
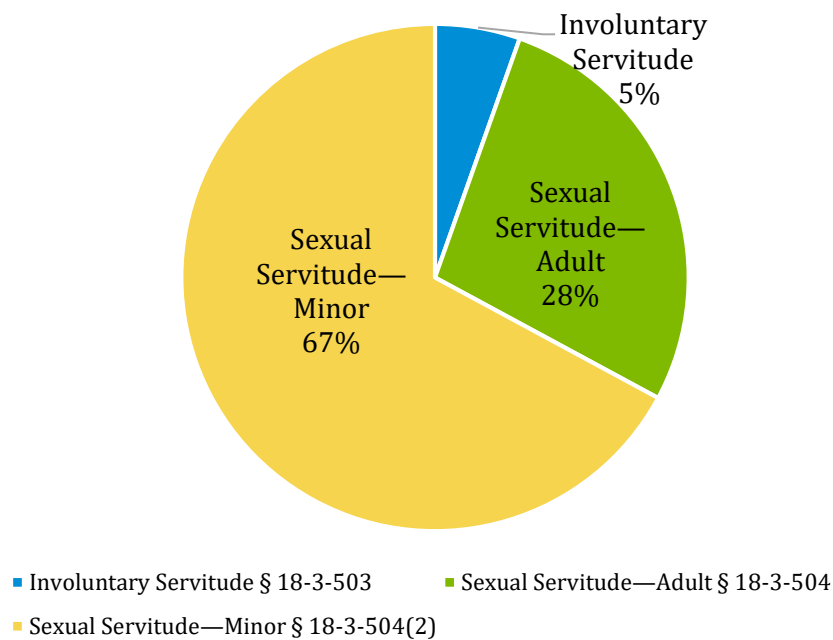

As Table 11 demonstrates, the number of filings of human trafficking statutes dropped slightly in the past two years, from 33 total cases in 2018 to 29 in 2019. Of the 102 cases filed between 2017 and 2019, 79 cases, or 77%, were filed in the Denver metro area,[17] while 23 cases, or 23%, were filed elsewhere in the state. During the period of 2017 to 2019, only one filing of involuntary servitude (§ 18-3-503) was correctly charged. This case is in the 2nd Judicial District (Denver County) and was still pending at the writing of this report. Whether four of the filings of involuntary servitude in the 18th Judicial District from 2019 represent appropriate filings of the statute is unknown, as those cases were also pending at the writing of the report and the District Attorney declined to discuss those cases.

Figure 2 provides a breakdown of how the 102 human trafficking cases were resolved. The majority of cases (62) involving a charge of human trafficking resulted in the defendant's conviction on other related sex charges, while 17 cases resulted in a human trafficking conviction. Eight cases involving a human trafficking filing were dismissed, and the outcomes of 14 cases were still pending at the writing of this report. One case from 2018 was consolidated with another case.

---

[17] Denver metro area jurisdictions include the 1st, 2nd, 17th, and 18th Judicial Districts.

Figure 2: Dispositions for Cases Involving a Human Trafficking Charge, CY 2017–2019
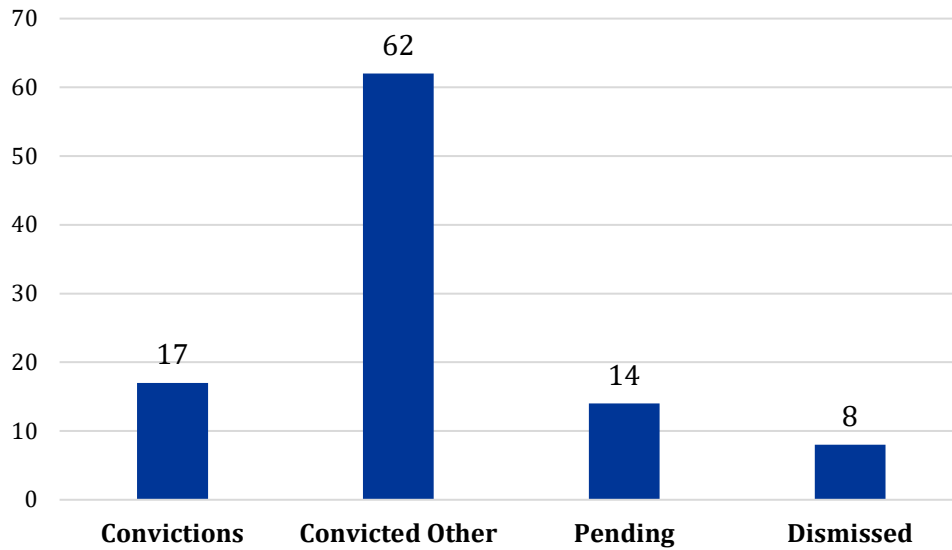
Data source: The number of total cases was calculated using information obtained through the Judicial Branch's ICON information management system via the CJASS. The case status for each filing was last obtained from the Colorado State Courts – Data Access system on December 17, 2020, by the Division of Criminal Justice (DCJ) staff.

Figure 3 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, other conviction, dismissal, etc.) by year the case was filed.

Figure 3: Dispositions for Cases Involving a Human Trafficking Charge, Breakdown by Type of Disposition for Each Year, CY 2017–2019
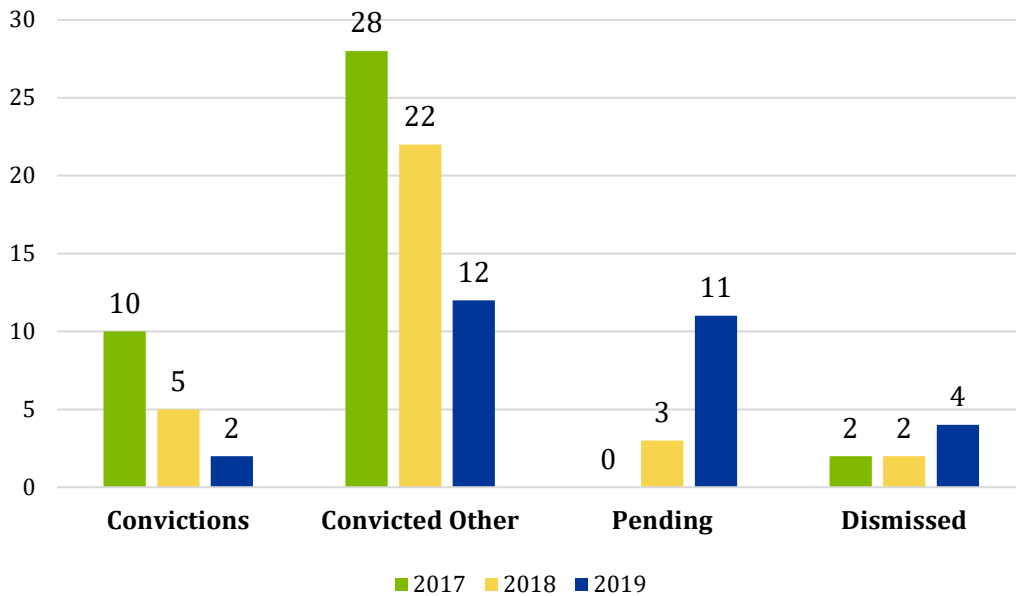
Data source: The number of total cases was calculated using information obtained through the Judicial Branch's ICON information management system via the CJASS. The case status for each filing was last obtained from the Colorado State Courts – Data Access system on December 17, 2020 by the DCJ staff.

Figure 4 provides the gender breakdown of those charged with human trafficking over the three-year period. The gender breakdown of those convicted of the crime is not depicted, as all 17 individuals convicted of human trafficking during the period of 2017 to 2019 were male. 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. In using secondary race data, the Council had concerns about how the staff entering demographic data determined a defendant's racial category and whether race was assessed in the same way by each staff and across all jurisdictions.

Figure 4: Breakdown of Those Charged with Human Trafficking by Gender, CY 2017–2019
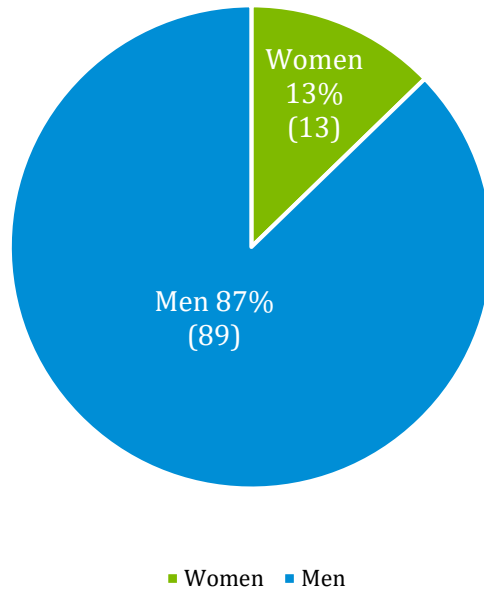
Data source: The Colorado Judicial Branch's ICON information management system via the CJASS. These data were obtained on December 17, 2020.

Figure 5 represents the age of those charged with and convicted of human trafficking for CY 2017–2019. Consistent with all past reporting data, the highest concentration of defendants charged with and convicted of human trafficking is in the 20-to-30-year-old cohort.

Figure 5: Defendants Charged with/Convicted of Human Trafficking by Age at Offense, 2017–2019*
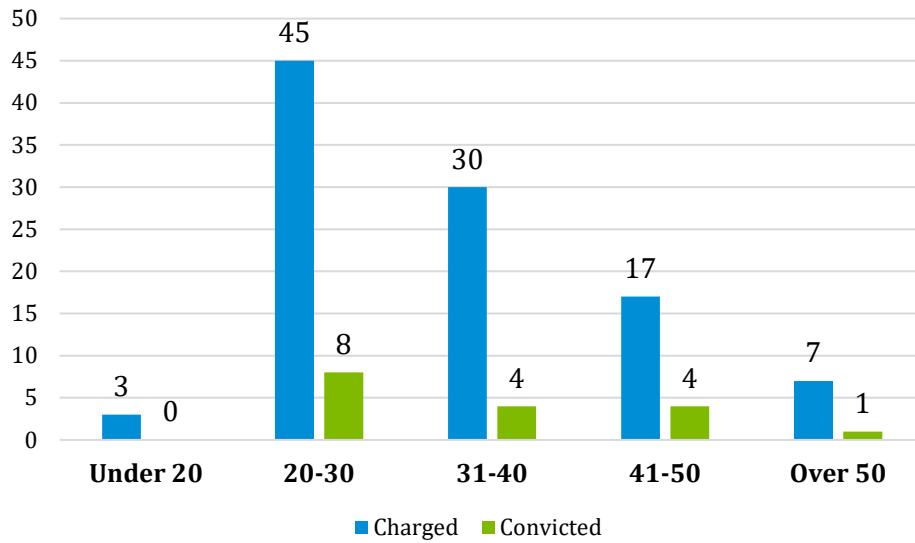
Data source: The Colorado Judicial Branch's ICON information management system via the CJASS. These data were obtained on December 17, 2020.
* One of the three defendants charged with human trafficking in the "Under 20" category was a minor (i.e., under the age of 18) at the time of the offense and at the time charges were filed.

For those who were found guilty of human trafficking, the Council also considered what other charges they were convicted of. Figure 6 features the top four ancillary charges that human traffickers were convicted of in addition to human trafficking. This figure is limited to the 17 criminal cases in which a conviction of involuntary or sexual servitude was reached, from 2017 to 2019. As is demonstrated in the figure, the top four ancillary charges were contributing to the delinquency of a minor, solicitation for child prostitution, pandering of a child and pimping of a child.

Figure 6: Top Four Ancillary Charges on Which Defendants Convicted of Human Trafficking Were Also Convicted

Data source: The Colorado Judicial Branch's ICON information management system via the CJASS. These data were obtained on December 17, 2020.

Additionally, the Council evaluated the cases where the defendant was originally charged with human trafficking but convicted on other charges. In these cases, as noted in Figure 7, the top three charges on which defendants were convicted include soliciting for child prostitution, pimping and contributing to the delinquency of a minor.

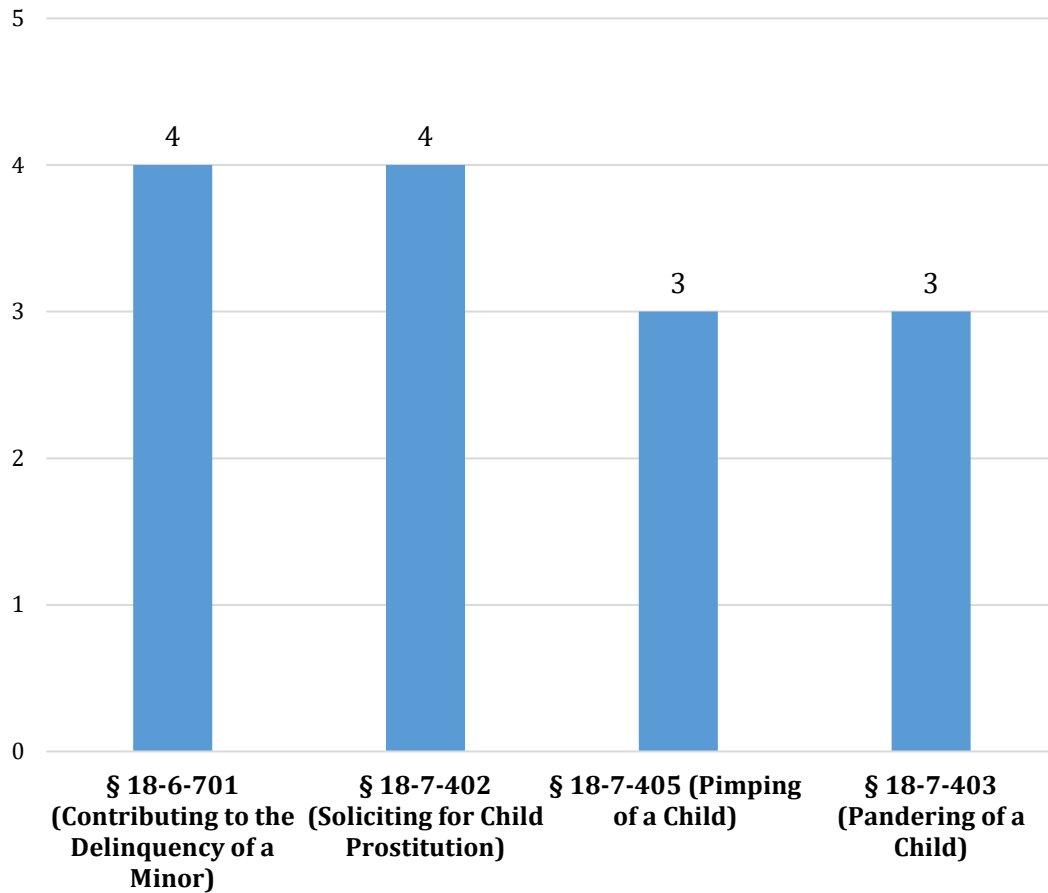**Figure 7: Top Three Convictions for Defendants Charged with a Human Trafficking Crime but Convicted on Other Charges**
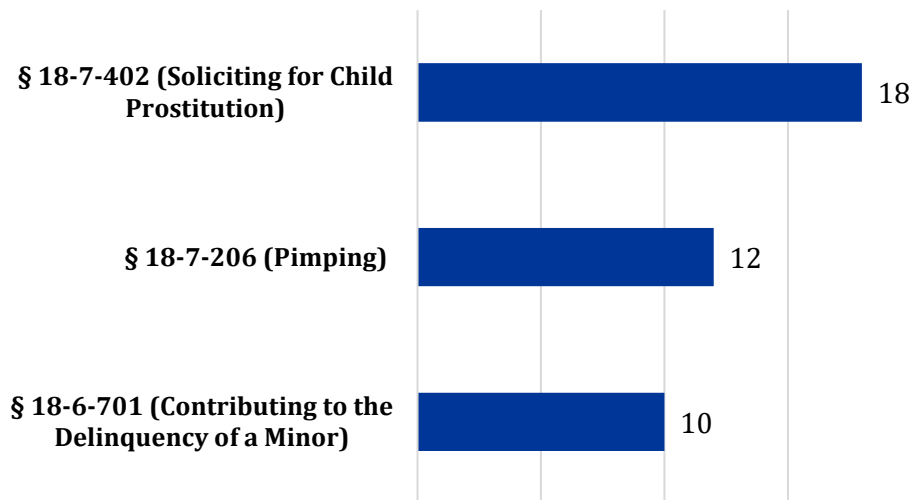
Data source: The Colorado Judicial Branch's ICON information management system via the CJASS. These data were obtained on December 17, 2020.

Defendant receives a 304-year sentence for human trafficking and other crimes

On October 8, 2020, Douglas County District Court Judge Theresa Slade sentenced Chauncey Price to 304 years to life in the Colorado Department of Corrections. Price was found guilty in a jury trial in 2019 of 13 counts, including human trafficking for sexual servitude and trafficking of a minor for sexual servitude. Price was a leader of a human trafficking and forgery ring and habitual offender. This case represented a collaborative effort between the Office of the District Attorney of the 18th Judicial District, the Douglas County Sheriff's Office, Lone Tree Police Department, the Federal Bureau of Investigation, Johnstown Police Department, Lakewood Police Department and the U.S. Secret Service.

Source: Office of the District Attorney, 18th Judicial District

---

Finally, the Council evaluated the sentencing outcomes for those convicted of human trafficking since the inception of the 2014 statutes.[18] Of the 43 cases involving a human trafficking conviction between 2014 and 2019, four defendants were sentenced to probation, while 35 received a Department of Corrections (prison) sentence. Another four defendants received both a Department of Corrections sentence and a probation sentence. The average human

---

[18] These data were obtained from the Colorado Judicial Branch's ICON information management system via the CJASS, on December 17, 2020.

trafficking conviction for defendants receiving a prison sentence is 43.44 years, and the median sentence is 18 years. The high sentencing average primarily results from three particularly long sentences of 248 years, 400 years and 304 years, which were handed down in 2016, 2017 and 2020 respectively. The average sentence for defendants that received probation is 4.75 years.[19] The average sentences for individuals who received both a prison sentence and a probation sentence are 25.25 years in prison and 13.75 years of probation following the prison term.

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. Following the trend of previous years, in 2019 law enforcement reported more cases of sex trafficking than labor trafficking, while service providers reported more cases of labor trafficking than sex trafficking. One of the factors contributing to this trend is that service providers often have trusting relationships with communities and persons vulnerable to multiple forms of exploitation and abuse.

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

The United States has an array of federal grants that fund programming to address human trafficking and provide services to survivors. These include "funding opportunities to strengthen prevention, assist with victim identification, and provide services to survivors of human trafficking" administered by the Office on Trafficking in Persons (OTIP), Administration of Children and Families at the Department of Health & Human Services.[20] In addition, DOJ's Office for Victims of Crime (OVC) has several grant programs, including ECM to Combat Human Trafficking; Comprehensive Services for Victims of All Forms of Human Trafficking; Specialized Services for Victims of Human Trafficking; Improving Outcomes for Child and Youth Victims of Human Trafficking; Integrated Services for Minor Victims of Trafficking; Project Beacon: Increasing Services for Urban American Indian and Alaskan Native Victims of Sex Trafficking;

---

[19] This average is based on the sentencing for all charges on which a defendant is convicted if that defendant was convicted on formal human trafficking statutes.

[20] "Human Trafficking: Grants & Funding," Office for Victims of Crime, last modified May 1, 2020, accessed October 12, 2020, https://ovc.ojp.gov/program/human-trafficking/grants-funding.

Increasing Legal Access to Victims of Crime; and Field Generated Innovations in Assistance to Victims of Human Trafficking.[21]

Over the past several years as OVC funding has increased and Colorado organizations have successfully obtained these funds, Colorado's service provision and responses to human trafficking has expanded. During FFY 2019, three nonprofits in Colorado received OVC funding for providing services to human trafficking survivors. However, one of the OVC grants did not begin until mid-2019, so this report only reflects a few months of data for this service provider. The OVC-funded programs included legal services, case management and social services for all human trafficking survivors.[22] These service providers were funded through the ECM and Comprehensive Services for Victims of All Forms of Human Trafficking programs. For information about new OVC grants awarded in FFY 2020, see Section 1: Year in Review, p. 11.

Table 12 provides a breakdown of victims served by new and open cases and by immigration status for those served nationally in FFY 2017, 2018 and 2019, and in Colorado during FFY 2017 (OVC's fiscal year for grantees begins on October 1 and ends on September 30).

---

[21] Ibid.

[22] To ensure the safety and confidentiality of human trafficking survivors, the names of the service provider organizations are not referenced.

Table 12: OVC-Funded Programs, Numbers of Victims Served, FFY 2017–2019								
	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 Open Case Load, # of New Cases	Foreign National	U.S. Citizen/ Legal Permanent Resident
2017	8,003	4,349	2,721 (34%)	5,282 (66%)	188	60	91	97
2018	8,913	4,739	2,496 (28%)	6,417 (72%)	See Table 13			
2019	8,375	5,090	2,931 (35%)*	5,193 (62%)*				

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2018, 2019 and 2020). Colorado data were obtained from two Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.
* In 2019, the status of 2% of victims was unknown. These percentages do not add up to 100% due to rounding.

Table 13 below includes the breakdown of victims served in Colorado during FFY 2018 and FFY 2019. The numbers in Table 13 below do not represent unique victims served, as some individuals were served by multiple organizations.

Table 13: OVC-Funded Programs, Numbers of Victims Served, FFY 2018–2019												
	Colorado Organization 1				Colorado Organization 2*				Colorado Organization 3			
Year	Breakdown of Victim Profile											
	Open Cases	Of Open Case Load, # of New Cases	Foreign Nationals	U.S. Citizen/ LPR	Open Cases	Of Open Case Load, # of New Cases	Foreign Nationals	U.S. Citizen/ LPR	Open Cases	Of Open Case Load, # of New Cases	Foreign Nationals	U.S. Citizen/ LPR
2018	81	22	75	6	35	18	22	13				
2019	120	33	112	8	67	17	30	37	5	5	3	2

Data Source: Colorado data were obtained from the three Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.
* During FFY2019, Organization 2 had two active grants from OVC. Only the data from FFY 2019 is included in the report because the data could not be de-duplicated to produce data on unique clients.

At the national level, the Department of State reported an increase in funding to organizations that provide services to victims of human trafficking, from $31.2 million in FFY 2018 to $42.9 million in FFY 2019.[23] At the same time, FFY 2019 saw a decrease in the numbers of victims being served across the United States. In FFY 2019, OVC grantees continued to report serving

---

[23] The U.S. Department of State, *2020 Trafficking in Persons Report*, p. 517.

more U.S. citizens and legal permanent residents than foreign nationals. However, there was a decrease in the "number of victims granted T nonimmigrant status[24]...and the government granted fewer Certification Letters.[25] These programs provide access to benefits and services to foreign national adult victims of trafficking."[26]

At the state level, Figure 8 represents the immigration status of Colorado OVC clients for FFY 2018 and FFY 2019, Figure 9 provides the Colorado OVC client breakdown by gender for FFY 2019 and Figure 10 represents the distribution by type of case for FFY 2018 and FFY 2019. Organization 2 only provided data on clients from one of two OVC grants active during FFY 2019.

Two of three OVC grantees supported more foreign national victims than U.S. citizens/legal permanent residents in FFY 2019, while one OVC grantee reported providing services to more U.S. citizens/legal permanent residents than foreign nationals.[27] 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.

---

[24] "T nonimmigrant status is a temporary immigration benefit that enables certain victims of a severe form of human trafficking to remain in the United States for up to 4 years if they have assisted law enforcement in an investigation or prosecution of human trafficking...T nonimmigrants are eligible for employment authorization and certain federal and state benefits and services." From "Victims of Human Trafficking: T Nonimmigrant Status," U.S. Citizenship and Immigration Services, accessed October 12, 2020, https://www.uscis.gov/humanitarian/victims-of-human-trafficking-and-other-crimes/victims-of-human-trafficking-t-nonimmigrant-status.

[25] A Certification Letter allows "Foreign National Adults in the United States who have been subjected to a severe form of trafficking in persons" to apply for and receive the "same benefits and services as refugees." To obtain a Certification Letter, an individual must have been granted Continued Presence or a T visa, or must be in the T visa process and not have received a denial. From "Certification Letters," U.S. Department of Health & Human Services, accessed October 12, 2020, https://www.acf.hhs.gov/otip/victim-assistance/certification.

[26] The U.S. Department of State, *2020 Trafficking in Persons Report*, p. 517.

[27] Please note that because Organization 1, Organization 2 and Organization 3 did not de-duplicate clients for FFY 2018 and FFY 2019, the numbers reported are not necessarily unique individuals.

Figure 8: Distribution of Colorado OVC Clients by Immigration Status, FFY 2018 and 2019
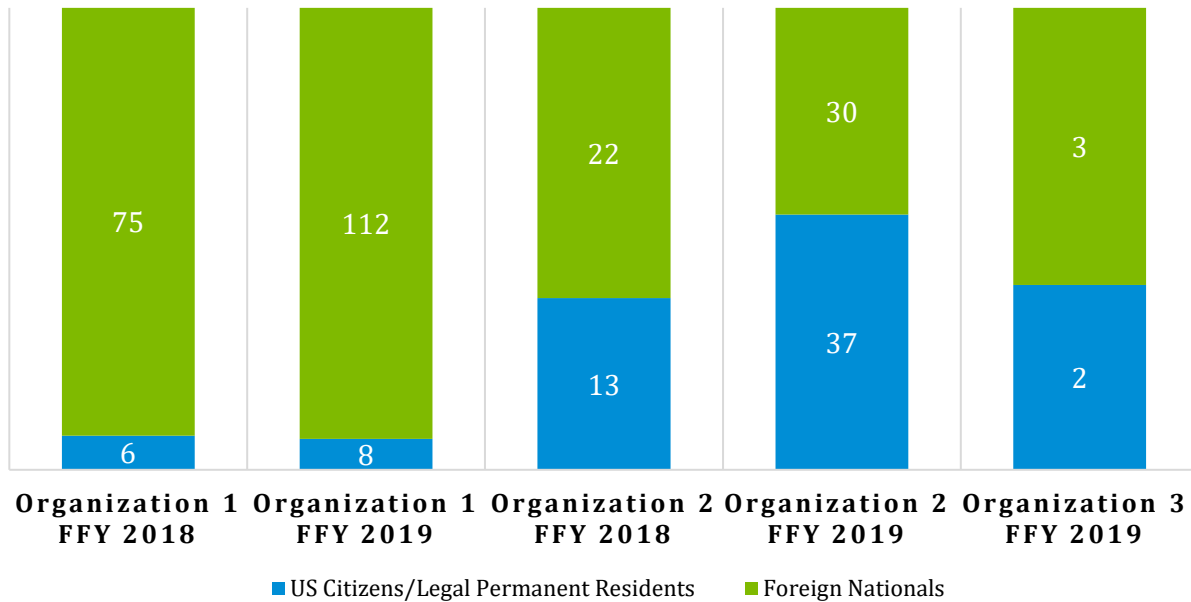
Data Source: Colorado data were obtained from the three Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

During FFY 2019, One OVC grantee (Organization 1) reported providing services to more male clients than female clients, and the other two organizations (Organization 2 and Organization 3) reported serving more female clients than males. For FFY 2019, both Organization 1 and Organization 2 provided services to transgender clients. Because the data in Figure 9 do not represent unique clients, the Council could not clearly characterize trends related to clients' gender.

Figure 9: Gender Breakdown of Colorado OVC Clients, FFY 2019

Data source: Colorado data were obtained from the three Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

As Figure 10 reflects, two Colorado OVC grantees reported serving more labor trafficking than sex trafficking survivors[28] for FFY 2018 and FFY 2019 (for known types of trafficking). The third Colorado OVC grantee reported serving an equal number of labor and sex trafficking client survivors for FFY 2019. These reports demonstrate an overall trend aligned with previous years, in which grantees reported that they provided services to a higher number of labor trafficking clients than sex trafficking clients.

---

[28] Please note that because Organization 1, Organization 2 and Organization 3 did not de-duplicate clients for FFY 2018 and FFY 2019, the numbers reported are not necessarily unique individuals.
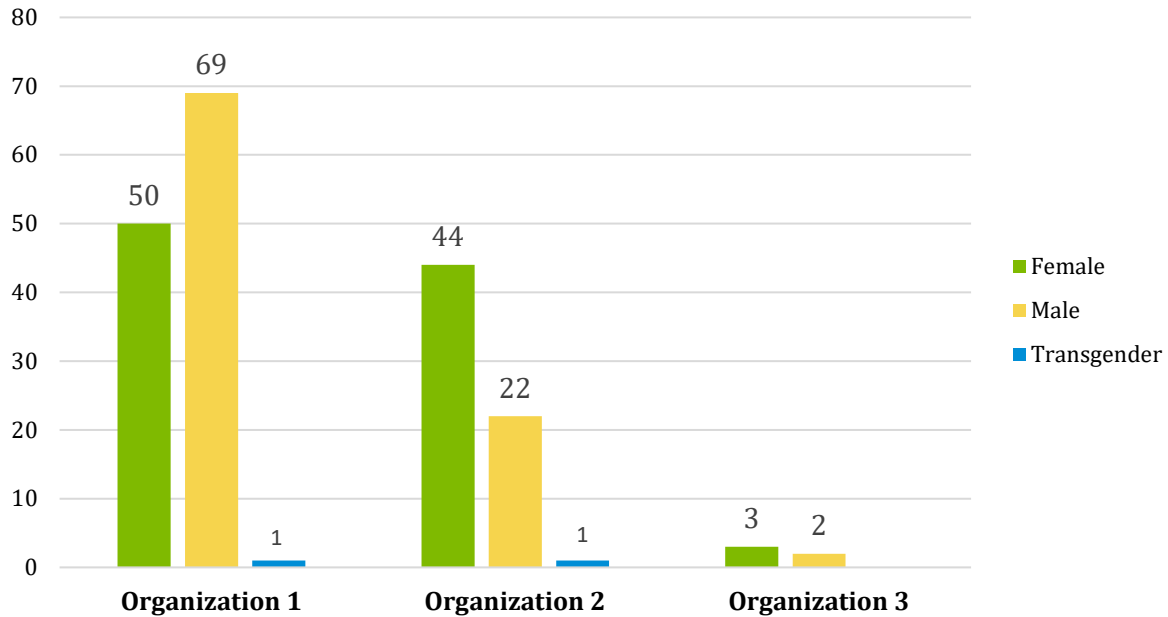
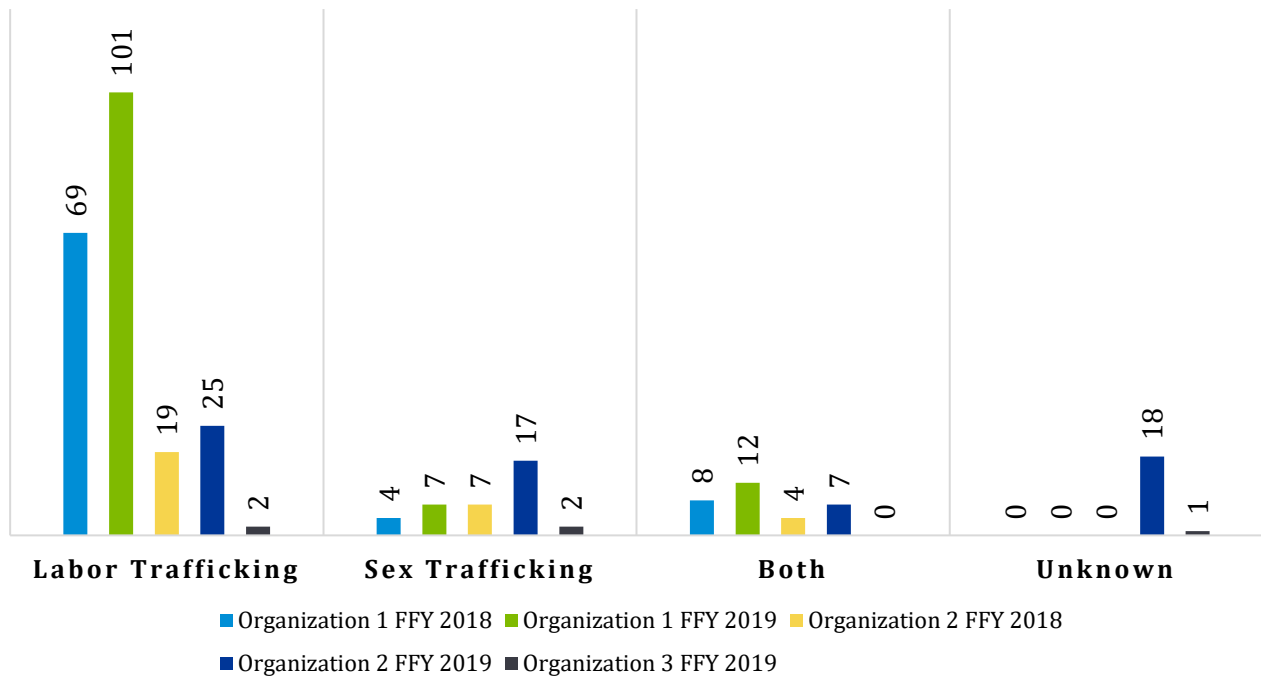**Figure 10: Distribution of Colorado OVC Clients by Type of Case**

Data Source: Colorado data were obtained from the three Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

Identifying Human Trafficking of Children/Youth by State and County Departments of Human Services

Legislation Related to Human Trafficking and Child Welfare

In 2014, the 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 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; (2) document and annually report to the federal government on the number of victims the agency 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.

In 2018, the Family First Prevention Services Act (Family First) passed into federal law, changing policy and funding priorities for children who experience abuse and neglect.[29] The act emphasizes placement into a family-like setting and requires quality standards for congregate-care (out-of-home) housing for children.

> Under Family First, states may continue to receive federal reimbursement for children in congregate care only if the setting is specified as one of the following: a Qualified Residential Treatment Program (QRTP)—a placement setting newly defined in Family First; a program designed for pregnant or parenting youth; a supervised independent living setting; or a placement providing high-quality residential care and supportive services to children and youth who are found to be, or are at risk of becoming, sex trafficking victims.[30]

Colorado is currently defining both the population and the programing for children who are at risk or survivors of sex trafficking. The federal Administration for Children and Families, Children's Bureau, must approve the final proposal.

At the state level, Colorado passed House Bill (HB) 16-1224 in 2016, which expanded the definition of child abuse and neglect to include subjection to human trafficking of a minor for sexual servitude and commercial sexual exploitation of children. It mandated an immediate response of social service provision 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 he or she has been subjected to human trafficking of a minor for sexual servitude … or commercial sexual exploitation of a child."[31] In addition, this 2016 law requires all county departments of human services to report suspected and identified cases of sexual servitude of a minor to local law enforcement within 24 hours. It also requires the use of a uniform screening tool "to identify children who are victims of human trafficking for sexual servitude or commercial sexual exploitation of a child, or who are at risk of being such victims."[32] The Colorado Department of Human Services opted to have all counties use a

---

[29] Paula Costa Collins and Heather Baker, "Family First Prevention Services Act: High Quality Service Standards for Specialized Settings," Public Consulting Group, September 3, 2020, p. 5, http://familyfirstact.org/resources/family-first-high-quality-service-standards-specialized-settings.

[30] Ibid.

[31] Action upon report of intrafamilial, institutional or third-party abuse, C.R.S. § 19-3-308(4)(c).

[32] "Concerning Child Abuse Involving Human Trafficking of Minors Act," HB 16-1224 (2016).

uniform tool, the Colorado High-Risk Victim (HRV) Identification Tool, to meet this aspect of the law. The provisions of this law went into effect on January 1, 2017.[33]

Senate Bill (SB) 19-185 expanded the definition of child abuse and neglect to include involuntary servitude of a minor (i.e., labor trafficking) and requires CDHS to assess and respond to labor trafficking cases involving a minor. This law went into effect on January 1, 2020, and CDHS is developing guidance for compliance as well as adding data collection capabilities to their TRAILS database. Due to this change, CDHS will begin collected data on minor labor trafficking cases. As a result, the 2021 Annual Report will reflect this new data on labor trafficking.

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

As a recipient of the DOJ/OVC *Improving Outcomes for Child Youth Victims of Human Trafficking* grant, CDHS provides additional support to build human trafficking service capacity in target regions of the state and to bolster CDHS's response to child trafficking across the state. As part of this grant, CDHS and the Colorado Department of Public Safety's (CDPS) Division of Criminal Justice (DCJ) formed a partnership to track and report on child welfare-based human trafficking data. As a result of this partnership, the Council's report includes child welfare data on their efforts to respond and identify situations of human trafficking.

CDHS received 334 referrals of child abuse and/or neglect that referenced sex trafficking in CY 2019. Referrals may specifically indicate concerns with human trafficking or could contain elements signaling high risk for trafficking situations (such as frequent running behavior, family instability, etc.). In CY 2019, the count for these types of referrals was up slightly from 302 referrals in CY 2018. After CDHS receives a referral for child abuse and/or neglect, the initial information is screened to determine jurisdiction and whether a preponderance of evidence exists for counties to further assess.

---

[33] Ibid.

Each referral is sent to the relevant county's division of child welfare/human services agency, where a "RED[34] team," a cross section of agency workers and supervisors, reviews referrals from the previous day. Based on the evaluation of the RED team, a referral will be either accepted for assessment or screened out, based on legal criteria.

In CY 2019, Colorado's Child Abuse Hotline received 334 referrals with a concern related to sex trafficking of a minor. Of these referrals, 111 were "screened in" or met the criteria for assessment.[35] In 2019, county's child welfare division, within its department of human services for where the child or youth resided accepted 130 referrals for assessment. (Some of the referrals came in during CY 2018, which is why this number exceeds 111, the number screened in from referrals in CY 2019.)

The primary concern for these 130 assessments accepted at the county level was sex trafficking of a minor. It should be noted that the number of situations accepted for assessment in 2019 increased from 94 in CY 2018 and 117 in CY 2017. CDHS defines an "assessment"[36] as "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." The term "assessment" is interchangeable with the term "investigation."[37] Of the 130 sex trafficking referrals that were accepted for assessment, 21 were substantiated (founded) for sex trafficking, 31 were closed with no findings and the remaining 78 were determined to be inconclusive or not substantiated.

At times, agencies investigated referrals for allegations[38] that were not initially identified as sex trafficking situations but, during the course of the investigation, were determined to be instances of sex trafficking. For example, an agency investigated a child's situation based on

---

[34] RED is an acronym for Review, Evaluate and Direct. The RED team is a group decision-making process that uses the framework and agency response guide to determine county department response to referrals. 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, p. 55, accessed November 11, 2019,
https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=7344&fileName=12%20CCR%202509-1.

[35] "Screened in" and "accepted for assessment" mean the same thing and are used interchangeably.

[36] Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*, p. 47.

[37] 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, p. 47.

[38] An allegation is a claim made by a reporting party that an instance of child abuse or neglect has occurred.

another form of abuse or neglect and later determined the child to be a victim of sex trafficking. In CY 2019, 57 assessments initially identified as other forms of abuse/neglect, or that presented multiple forms of abuse/neglect, revealed at least one allegation of sex trafficking, as compared to 42 cases with at least one allegation of sex trafficking in CY 2018. These 57 assessments involved 57 unique clients, meaning no assessment included more than one client. In CY 2019, over 80% of youth for whom an assessment was conducted identified as female. CDHS collects race and ethnicity data separately, and this variable therefore should be understood as separate for the purpose of this report. Of the 57 clients, 37% identified ethnically as Latino/a. The race data provided for CY 2019 indicated that 75% of clients identified as White.[39] However, data for the remaining 25% of clients could not be shared because the count of clients for additional racial categories was too low to report. (CDHS does not provide a detailed breakdown of data when it represents a count of five or fewer.) It is important to note the limitations of these data for CY 2019, as CDHS collects race and ethnicity data separately and no data was available for racial categories other than White.

Table 14 provides a breakdown of the type of entity that initially reported the allegation of sex trafficking to CDHS. This data point refers to the number of assessments, not the total number of clients. As noted in the table, the miscellaneous category of "other" was the largest source of referrals, with 33 (e.g., sources other than county case workers, school personnel, parents/caregivers, or the other named categories in the table), followed by health/behavioral health providers and service providers, each with 12 reporters.

Table 14: Source of Report for Allegation of Minor Sex Trafficking, CY 2019		
Reporter Type (Sex Trafficking Assessments Only)	Assess Count	%
Other	33	58%
Health/Behavioral Health	12	21%
Service Provider	12	21%
TOTAL	**57**	**100%**

Data source: Colorado Department of Human Services.

CDHS data also indicate that the majority of assessments (81%) took place in the 11 large counties in Colorado.[40]

---

[39] Data source: Colorado Department of Human Services.
[40] A list of counties by size category is available in Appendix 2, p. 120.

The possible outcomes of an assessment by county departments are:

1. Founded: "'Founded' means that the abuse and/or neglect assessment established by a preponderance of the evidence that an incident(s) of abuse and/or neglect occurred. 'Founded' can also be utilized in a referral when there is a law enforcement fatality investigation with no surviving child sibling, or a law enforcement investigation of a third party incident of abuse and/or neglect. 'Founded' and 'confirmed,' as used in C.R.S. 19-3-308 - 308.5, are interchangeable in these rules."[41]

2. Unfounded: "Unfounded means that the abuse and/or neglect assessment established that there is clear evidence that no incident of abuse and/or neglect occurred."[42]

3. Inconclusive: "Inconclusive means that the abuse and/or neglect assessment established that there was some likelihood that an incident(s) of abuse and/or neglect occurred but assessment could not obtain the evidence necessary to make a founded finding."[43]

4. FAR: "Family Assessment Response (FAR) means that the differential response track is established for low and moderate risk situations where no finding of abuse and/or neglect is made."[44]

5. Program Area 4 (PA4): Program for Youth in Conflict is when "services are provided to reduce or eliminate conflicts between a child/youth and their family members, which may include the community, when those conflicts affect the child/youth's well-being, the normal functioning of the family or the well-being of the community. The focus of services shall be on alleviating conflicts, protecting the child/youth, family, and the community, re-establishing family stability, and/or assisting the youth to emancipate successfully. Target groups for PA4 are children and youth who are beyond the control of their parents or guardians; and, children and youth whose behavior is such that there is a likelihood that they may cause harm to themselves or others or who have committed acts that could cause them to be adjudicated a

---

[41] Colorado Secretary of State's Code of Regulations, Department of Human Services' Social Services Rules: Overview of Child Welfare Services, p. 51.
[42] Ibid., p. 57.
[43] Ibid., p. 52.
[44] Ibid., p. 51.

delinquent child by the court." There are no findings associated with an assessment that has a PA4 outcome.

Table 15 presents the outcomes of the 57 individuals included in 57 assessments with at least one allegation of sex trafficking. Nine assessments (16%) with at least one allegation of sex trafficking were determined to be founded. This result contrasts the outcomes from assessments in CY 2018, which had no assessments that were determined to be founded (or no assessments with a reported finding because the outcome count was equal to or less than five). In CY 2019, 32 assessments (56%) were unfounded, and 16 (28%) were determined to be FAR, PA4 or inconclusive. While nine assessments resulted in a "founded" outcome, it is still possible that some of the other assessment findings have a situation of sex trafficking. For example, if an assessment received an inconclusive finding, it could be a situation of sex trafficking, but there may not have been enough evidence to reach the level of a "finding," especially given that findings need to be determined within 60 days. Additionally, if a caseworker was unable to locate the client, there is no way of making a determination regarding the allegation of sex trafficking because the assessment cannot be completed.

Table 15: Outcome of Assessments with an Allegation of Sex Trafficking of a Minor, CY 2019	
Trafficking Allegation Finding	Count
Unfounded	32
Inconclusive	13
Founded	9
Other*	3
TOTAL	**57**

Data source: Colorado Department of Human Services.
* Other could include FAR or PA4, but it is unknown since CDHS does not provide specified data when it represents a count of five or fewer.

Another data point related to human trafficking that CDHS tracks is the number of times the HRV Identification Tool (HRV Tool) was used. The HRV Tool screens for risk factors that apply to children and youth who are vulnerable to human trafficking. Counties are required to complete an HRV tool if:

1. At any point during the referral, assessment or life of a case, a county department has reason to believe that a child/youth is or may be a victim of sex trafficking.

2. At any time a child in the custody of the state runs away from care and subsequently returns/is recovered.

The HRV Tool is not prescriptive in nature but instead helps to identify areas of risk, allowing each county to utilize its resources to address the concerns raised by the tool. It is "intended to be used to supplement comprehensive screening, assessment and/or intake processes ... [but the] presence of multiple indicators on the checklist ... does not confirm trafficking/victimization."[45] To address the children/youth who were identified through the tool as high risk, several counties created (or are in the process of creating) Multi-Disciplinary Teams (MDTs). These MDTs conduct case reviews of the children/youth identified as high risk and develop individualized plans to address those concerns. In total, CDHS recorded 528 uses of the screening tool, involving 363 unique clients in CY 2019, a significant increase from 279 uses and 214 unique clients in CY 2018. It should be noted that the count of 528 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. The increased use of the HRV Tool could be attributed to multiple factors. One factor is an increase in caseworker knowledge as it relates to human trafficking as well as increased knowledge of the modified TRAILS system. In 2019, the state created an HRV Tool User Access guide to assist workers in locating the HRV tool in the TRAILS system and provided instructions on how to complete it.

Available data do not provide information on the outcome of the screen, only that it was conducted. Table 16 provides a breakdown of how many times each of the 363 unique clients were screened using the HRV Tool in 2019. As the table indicates, the majority of clients (72%) were screened with the tool once, while 18% were screened with the tool twice, and 10% were screened with the tool three times or more.

---

[45] Colorado High-Risk Victim identification tool. See Appendix 3 on pp. 121-223.

Table 16: HRV Tool Count Per Client		
Count Per Client	Client Count	%
1 Screening	260	72%
2 Screenings	64	18%
3 Screenings	23	6%
4+ Screenings	16	4%
TOTAL	**363**	**100%**

Data Source: Colorado Department of Human Services, Division of Child Welfare.

Of the 363 unique clients screened using the HRV Tool, 40% identified as Latino/a. Figure 11 below provides a breakdown of the HRV Tool's implementation by race of the children/youth within Colorado's child welfare system. Figure 12 provides a breakdown by gender, and Figure 13 provides a breakdown by age. As the data show, the largest group of those screened using the HRV tool were: White, at 280 (or 77%); Black or African American, at 39 (or 11%); other, at 26 (or 7%); and multi-racial, at 18 (5%). As previously noted, CDHS collects race and ethnicity data separately. Of the 363 clients screened, 145 clients (40%) identified as Latino/a.
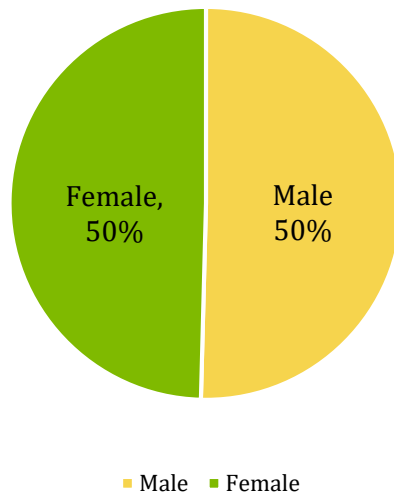
Figure 11: Breakdown by Race of Children/Youth Screened with the HRV Tool, CY 2019
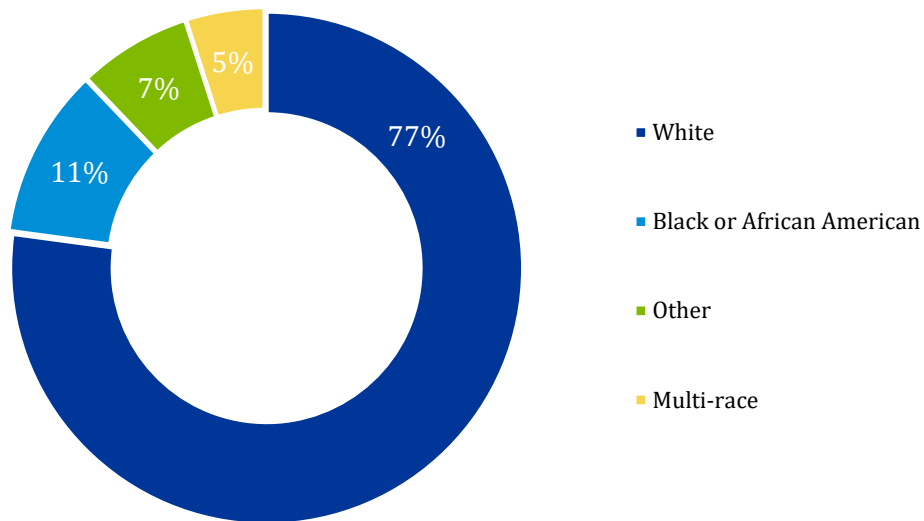
Data source: Colorado Department of Human Services, Division of Child Welfare.

As Figure 12 shows, the gender breakdown of the children/youth who were screened with the HRV Tool was roughly even: 180 (50%) were female and 183 (50%) were male. In CY 2018, the gender breakdown was also split evenly: 50% male and 50% female.

Figure 12: Breakdown by Gender of Children/Youth Screened with the HRV Tool, CY 2019

Data source: Colorado Department of Human Services, Division of Child Welfare.

As Figure 13 shows, the vast majority of those who were screened with the HRV Tool were 15 to 17 years of age, followed by the 12 to 14 age group. This outcome is consistent with the data from CY 2018. Under certain circumstances, the Division of Child Welfare (DCW) may maintain custody and/or work with youth between the ages of 18 and 21.[46] County workers are required to screen this population for trafficking using the HRV tool if they meet the criteria outlined on pp. 46-47. This information is reflected in Figure 13.

---

[46] Youth between the ages of 18 and 21 are considered aging out of care. Services are primarily offered through the Chaffee/Independent Living program.

Figure 13: Breakdown by Age of Children/Youth Screened with the HRV Tool, CY 2019

Count of Children/Youth Screened for Human Trafficking
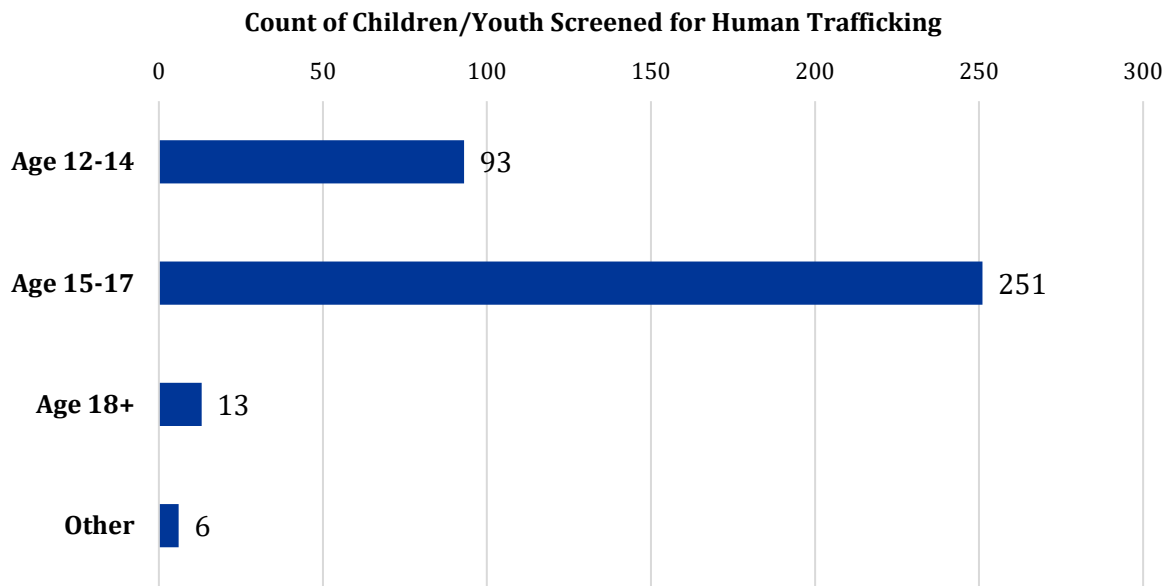
Data source: Colorado Department of Human Service, Division of Child Welfare.

Figure 14 illustrates the top 10 risk factors from the HRV tool, in order from the highest percentage of presence of the listed risk to the lowest. These numbers represent the percentage of total unique clients who had an indication of a risk presence during their first unique screening. The total number of unique clients screened was 363.

Figure 14: Top 10 Risk Factors Identified Using the HRV Tool, CY 2019

% of first unique screens that indicated presence of risk

Risk Factor	Percentage
Mental health concerns	51%
Concern: sexual abuse, physical abuse or neglect	48%
Drug charges/substance abuse	47%
Truancy and/or not enrolled in school	44%
Family dysfunction	43%
Three or more runs in 12 months	42%
Longest run more than 20 days	26%
Lack of support system or supportive relationships	24%
Homeless, not living with adults, couch surfing, etc	20%
In relationship/expressed interest in older men/women	19%

Data source: Colorado Department of Human Services, Division of Child Welfare.

The 2019 CDHS data show an increase in the number of assessments in which at least one allegation of human trafficking was determined to be founded. In addition, the data reveal a significant increase in HRV Tool implementation. The Council will continue to closely track CDHS data and will seek to identify potential trends in the data over time.

Role of the Division of Youth Services in Identifying Human Trafficking of Children/Youth

This year, the Council was able to include data on screenings with the HRV Tool conducted by the Division of Youth Services (DYS). Each youth committed to the DYS goes through a comprehensive assessment process, which includes implementation of the HRV Tool. Since the HRV Tool is administered to each youth, the total number screened with the tool is equivalent to the total number of youth committed to DYS. In CY 2019, DYS had a total number of 256[47] new commitments[48]. The outcomes of these screenings were not available.

---

[47] Data Source: Colorado Department of Human Services, Division of Youth Services.
[48] "The DYS provides for the care and supervision of youth committed by the District Court to the custody of CDHS. DYS operates 12 secure youth centers that serve youth between the ages of 10-21 who are pre-adjudicated or committed." From "Division of Youth Services," Colorado Department of Human Services, accessed October 11, 2020, https://www.colorado.gov/pacific/cdhs/dys.

As Figure 15 demonstrates, the majority of youth screened with the HRV tool in CY 2019 by the DYS were 15 to 17 years of age, followed by age 18 and older. The majority of those screened with the HRV tool identified as male. Of the 256 new commitments, 45 youth (18%) identified as female and 211 youth identified as male (82%).
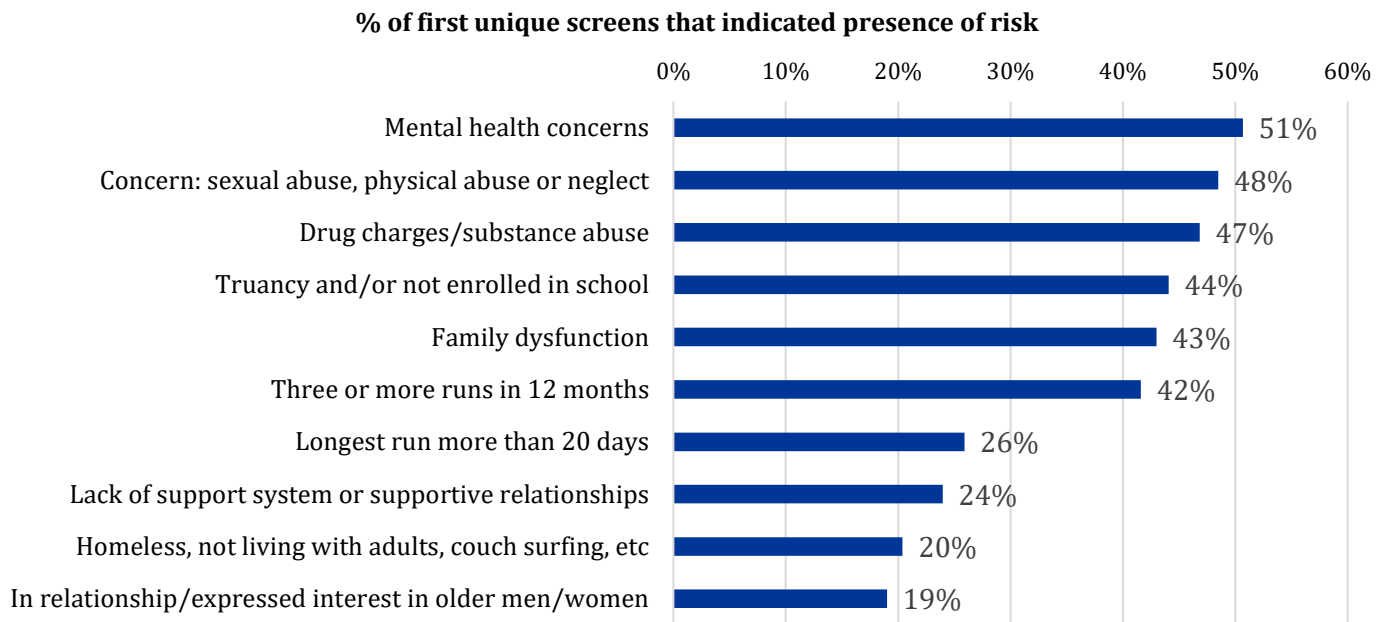
Figure 15: Count by Age of Youth Screened with the HRV Tool by DYS, CY 2019
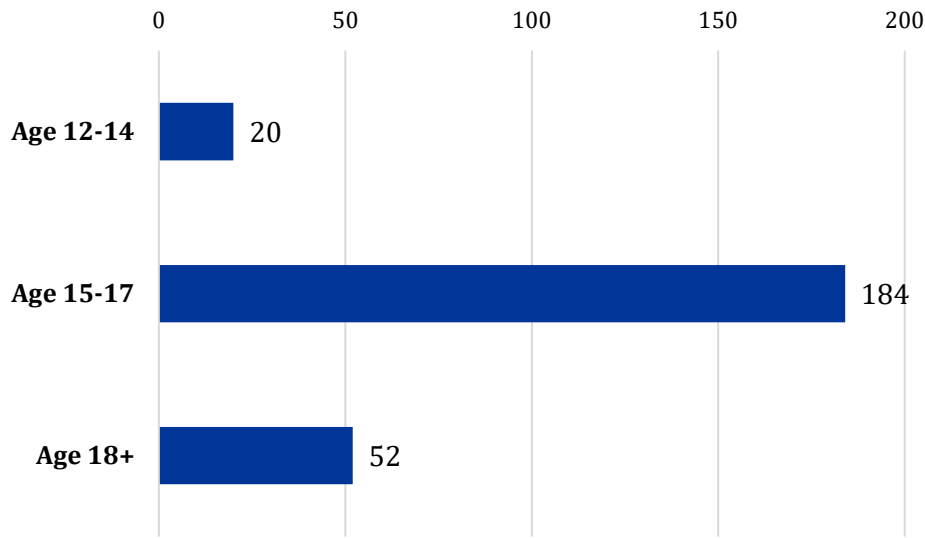
Data source: Colorado Department of Human Service, Division of Youth Services.

As Figure 16 demonstrates, the majority of children/youth screened with the HRV tool identified as White and Latino/a. Of the youth with whom DYS administered the tool, 100 (39%) identified as Latino/a, 95 (37%) identified as White and 53 (21%) identified as Black/African-American.
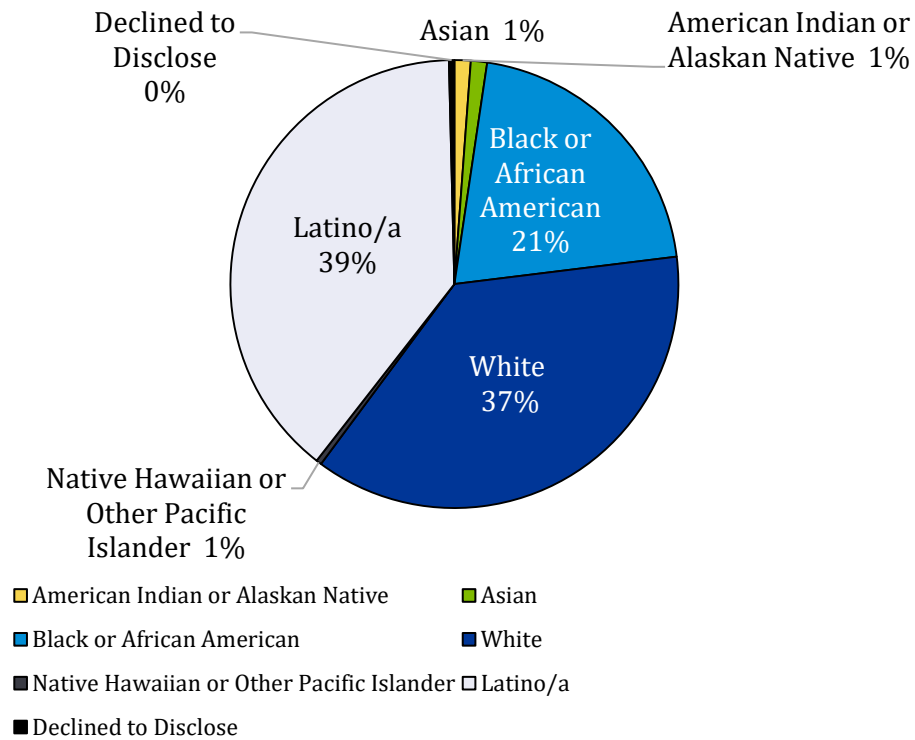
Figure 16: Breakdown of Race/Ethnicity of Youth Screened with the HRV Tool by DYS, CY 2019

Data source: Colorado Department of Human Service, Division of Youth Services.

Human Trafficking Hotline Information

Calls to the national and the Colorado hotlines provide valuable data on the potential incidence of human trafficking. The National Human Trafficking Hotline (NHTH), managed by Polaris in Washington, DC, tracks information about the contacts it receives nationwide and for each individual state. The NHTH term "contacts" has included different methods of communication for reaching NHTH over the past three years, as it has introduced texts and webchats as methods of reaching the hotline. In 2018 and 2019, "contacts" to NHTH included phone calls, text messages, webchats, webforms and emails, while in 2017, "contacts" included three modes of communication: phone calls, webforms and emails. NHTH reported a significant increase in contacts in CY 2019 with 48,326 contacts, up from 41,028 in CY 2018 (see Table 17). In CY 2019, the number of total contacts to NHTH involving Colorado slightly increased to 588 contacts in CY 2019, from 562 in CY 2018.

NHTH defines "cases" as "distinct situations of trafficking reported to the hotline" that may "involve one or more potential victims of trafficking and can be reported to the hotline through

one or more conversations via call, text, email, online report or webchat."[49] Additionally, NHTH clarifies that a case "is not an indication of law enforcement involvement in the situation."[50] To prevent conflation of hotline and law enforcement cases, this report uses the term "situation of human trafficking" in lieu of "case" when referring to NHTH data.

Nationally, NHTH reported 11,500 situations of human trafficking in CY 2019. In Colorado, NHTH reported 176 situations of human trafficking in CY 2019, a similar amount to the 180 situations reported in CY 2018. Consistent with the trends reported over the past several years, the majority of situations of human trafficking reported to the NHTH at both the national and Colorado levels involved alleged sex trafficking.

Colorado's Human Trafficking Hotline is a state-level hotline administered by the Laboratory to Combat Human Trafficking (LCHT). In 2020, the Colorado Network to End Human Trafficking (CoNEHT) Hotline was rebranded as "Colorado's Human Trafficking Hotline" to better provide clarity to the public that this hotline is dedicated to responding to human trafficking in Colorado. LCHT will continue its long-standing partnership with the anti-trafficking collaboration, CoNEHT, to manage and support the hotline.

On August 12, 2019, Colorado's Human Trafficking Hotline launched a text line to add text-messaging capabilities to the hotline. The text line operates between noon and midnight daily. Colorado's Human Trafficking Hotline reported 19 conversations from 19 unique individuals for the period of the text line launch to December 31, 2019. Of those conversations, six conversations involved indicators of sex trafficking and one conversation involved indicators of labor trafficking.

Colorado's Human Trafficking Hotline reported a decrease in calls and unique callers for CY 2019: 540 calls and 429 unique callers, down from 608 calls and 451 unique callers in CY 2018. In CY 2019, of the 429 unique callers, Colorado's Human Trafficking Hotline reported seven calls referencing possible labor trafficking and 39 calls referencing possible sex trafficking, while four calls indicated both labor and sex trafficking. Colorado's Human Trafficking Hotline

---

[49] "National Human Trafficking Hotline-States," Polaris (Washington, DC), accessed September 3, 2020, https://humantraffickinghotline.org/states.

[50] Ibid.

protocol is to indicate labor trafficking, sex trafficking or both labor and sex trafficking only in instances when the distinction is made by the caller.

It is important to note that the call data from NHTH and Colorado's Human Trafficking Hotline cannot be added together to calculate a Colorado total of hotline calls because of the high potential for duplication in contacts between the two hotlines. The two hotlines do have a protocol for making referrals to each other.

Table 17: Human Trafficking Hotline Call Data, CY 2017–2019						
National Human Trafficking Hotline						
	2017		2018		2019	
	National	Colorado	National[iv]	Colorado[v]	National	Colorado
Total Number of Contacts[i]	33,894	492	41,028	562	48,326	588
Total Number of Situations of Human Trafficking Reported[ii,iii]	**8,773** situations of HT reported, of which **6,261** ST, **1,276** LT, **396** both, and **840** not specified	**116** situations of HT reported, of which **82** ST, **22** LT, **4** both, and **8** not specified	**10,915** situations of HT reported, of which **7,850** ST, **1,237** LT, **632** both, and **1,196** not specified	**180** situations of HT reported, of which **129** ST, **23** LT, **14** both, and **14** not specified	**11,500** situations of HT reported, of which **8,248** ST, **1,236** LT, **505** both, and **1,511** not specified	**176** situations of HT reported, of which **127** ST, **20** LT, **16** both, and **13** not specified
Colorado's Human Trafficking Hotline						
	2017		2018		2019	
	Colorado		Colorado		Colorado	
Total Number of Calls	423 (251 unique callers)		608 (451 unique callers)		540 (429 unique callers)	
Types of Human Trafficking Reported by Unique Callers[vi]	**76** involved indicators of sex trafficking, **21** involved indicators of labor trafficking, and **11** indicated both		**71** involved indicators of sex trafficking, **15** involved indicators of labor trafficking, and **11** indicated both		**39** involved indicators of sex trafficking, **7** involved indicators of labor trafficking, and **4** indicated both	

Data sources: National Human Trafficking Hotline data were obtained from Polaris, and Colorado's Human Trafficking Hotline data were obtained from the Laboratory to Combat Human Trafficking.
[i] Contacts in 2019 and 2018 included phone calls, texts, webchats, webforms and emails. In 2017, contacts included phone calls, webforms and emails.
[ii] NHTH reports this data point as cases, which are defined as: situations of human trafficking, which may involve more than one victim.
[iii] HT indicates human trafficking; ST indicates sex trafficking; LT indicates labor trafficking.
[iv,v] NHTH updated the national and Colorado data following the publication of the *2019 Annual Report*. The updated data are reflected in the 2018 columns.
[vi] In the case of Colorado's Human Trafficking Hotline 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 was involved.

Colorado Data Collection Summary

In 2019, the number of investigative activities in Colorado varied depending on the agency but, overall, continued to focus on sex trafficking investigations. This report included data from CEHTFF for the first time. In 2019, CEHTFF opened 40 cases (38 sex trafficking and two labor trafficking) and made 28 arrests (all sex trafficking). The Council will continue to publish data on the activities of CEHTTF and analyze trends in its activities over time. HSI reported 13 human trafficking investigations, two of which were suspected labor trafficking. In FFY 2019, HSI arrested 43 individuals in connection with these Colorado-based investigations.

The U.S. Attorney's Office in the District of Colorado did not report any indictments during FFY 2019. At the state level, 29 state criminal cases were filed, and two cases from 2019 received a conviction for human trafficking.

Two service providers funded by OVC reported serving more foreign national clients than U.S. citizen and legal permanent residents for FFY 2019. As a note, nationally the trend is reversed; OVC grantees reported serving more U.S. citizens and legal permanent residents than foreign national clients. Additionally, two OVC grantees in Colorado also served more labor trafficking survivors than sex trafficking survivors, which continues the trend from previous years.

In CY 2019, 57 assessments for 57 unique clients were completed, resulting in at least one allegation of sex trafficking by county-level child welfare agencies. Of the 57 assessments, nine assessments were founded; 32 were unfounded; and 16 were determined to be FAR, PA4 or inconclusive. In its *2021 Annual Report*, the Council will include data on labor trafficking of minor cases addressed by CDHS, as 2020 is the first year such data will be collected.

In CY 2019, Colorado's Human Trafficking Hotline launched a text line to add text-messaging capabilities to the hotline. This additional service enhanced the ability for individuals in Colorado to access help for potential situations of human trafficking. In CY 2019, Colorado's Human Trafficking Hotline and NHTH both reported a decrease in the number of situations of human trafficking reported for Colorado. However, nationally NHTH reported an increase in the number of contacts.

SECTION 3

Public Awareness and Outreach Campaign

Introduction

House Bill 14-1273 tasked the Colorado Human Trafficking Council (the Council) with the legislative mandate to "develop an implementation plan for a public awareness campaign to educate the public about human trafficking and place victim services contact information in places where victims of human trafficking are likely to see it." Over the last three years, the Council worked diligently to complete the strategic action steps for a 2020 launch of this multiyear campaign.

In 2017, the Council established a Public Awareness Working Group (PAWG) from among its members to provide direction and oversight for the campaign development. Through a competitive process, which involved a review committee of DCJ staff and Council members, who selected Orange Circle Consulting (Orange Circle) to assist the Council in its efforts to conduct research as well as develop and implement a statewide public awareness campaign.

Throughout the campaign development, Orange Circle collected information from a variety of audiences, using a range of research techniques. Research efforts informed every step of the process, including development of the campaign plan, the creative concept and the creative collateral materials for broad-reach media distribution.

Prior to 2020, the Orange Circle conducted the research activities listed in Table 18 and 19 to ensure that its public awareness and outreach campaign was informed by factual, authentic and Colorado-relevant details. The first phase of the project included formative research with stakeholders and survivors, along with a representative sample of Colorado residents, to help the Council understand their knowledge and perceptions of human trafficking. This research was used to develop a campaign implementation plan that also included an evaluation plan.

Table 18: Research Conducted to Inform Development of the Campaign Plan and Evaluation Plan		
Date	Title	Objectives
November 2017	Statewide General Public Online Survey	Measure knowledge, perceptions and motivators for action of Colorado residents regarding social issues such as human trafficking.
October–November 2017	Key Informant (including Survivors) Interviews	Identify perceived barriers, motivators and calls-to-action for the audience as well as gather essential facts about human trafficking in Colorado.

Data Source: Orange Circle Consulting, Comprehensive Research Overview & Summary: 2017–2020.

Following the 2018 approval of the campaign plan, the Council elevated the work on this mandate and established a Public Awareness Task Force (PATF) at its 2019 annual retreat. The PATF met monthly to ensure completion of the next phase of the project, which included researching funding opportunities for the campaign and developing a campaign creative concept. Table 19 includes details about the research activities conducted in 2019.

Table 19: Research to Inform the Development of the Campaign Concept		
Date	Title	Objectives
April–May 2019	Regional Stakeholder Discussion Groups (including rural communities)	▪ Increase stakeholder and survivor network knowledge about the public awareness campaign and maintain support for statewide messaging for raising awareness.
June 2019	Regional Stakeholder Online Survey	
June 2019	Survivor Online Survey	▪ Collect stakeholder and survivor network expertise when communicating about human trafficking in Colorado, including audience perceptions, existing efforts and messaging considerations.
June 2019	Survivor Discussion Panel	

Data Source: Orange Circle Consulting, Comprehensive Research Overview & Summary: 2017–2020.

The Council approved the campaign concept in September 2019, and Division of Criminal Justice (DCJ) staff secured a one-year grant to implement the campaign plan in 2020.[51] With these two goals accomplished, the Council was able to move to the next phase of the project, campaign implementation.

Steps Toward Implementing the Public Awareness Campaign in 2020

In 2020, the Council transitioned the PATF back to the PAWG. The PAWG worked with Orange Circle to complete additional research to inform development of the creative collateral materials for the campaign. Table 20 lists the research activities and objectives that Orange Circle undertook in spring of 2020. Due to the COVID-19 pandemic, several activities took place virtually that previously had been planned for in-person implementation.

Table 20: Research to Inform Development of the Creative Collateral, Including Messaging, Content and Design of Materials		
Date	**Title**	**Objectives**
March 2020	Statewide General Public Concept Feedback Online Survey	Assess audience comprehension, emotional reaction and understanding of calls-to-action of campaign ads, and evaluate audience's willingness to take action after seeing ads.
March–April 2020	Rural Community Stakeholder Virtual Discussion Groups	Confirm and supplement additional insights about rural communities to help inform campaign implementation in those areas.
April–May 2020	Survivor Informed Virtual Work Groups	Collect Colorado-specific survivor expertise and knowledge about language and semantics when communicating with audiences about human trafficking; collect authentic insights related to trafficker and victim behaviors during trafficking experience.
April 2020–present	Online Secondary Research	Conduct meta-analysis of existing campaign efforts, how human trafficking is being represented/talked about, and collect additional human trafficking accounts related to trafficker and victim behaviors during trafficking experience.

Data Source: Orange Circle Consulting, Comprehensive Research Overview & Summary: 2017–2020.

General Public Feedback on Creative Concept

In March 2020, Orange Circle and its research partner developed and administered an online survey focused on the campaign's target population: the general public. Over 400 individuals, representing different demographics in Colorado, participated in the survey. The survey included 26 online questions designed to help the Council gain insight into general perceptions

---

[51] Funding for the first year of the campaign came from federal grant #2018-V2-GX-0050, issued by the Colorado Division of Criminal Justice.

and perspectives of social impact advertisements. The survey also asked participants about the creative concept approved by the Council.

Goals and Objectives

The goal of the 2020 general public online survey was to collect feedback from Colorado residents about their reactions, emotional responses and understanding of the sample ads for the approved concept. Research objectives included:

- Assess audience comprehension that the ads are about human trafficking.

- Identify audience emotions evoked by the ads.

- Measure knowledge of audience understanding about how to access additional information about human trafficking from the ads.

- Document what type of action the target audience is willing to take after seeing the ads in the media market.

Methodology and Respondents

A statewide online survey collected data from a representative sample based on gender, age, ethnicity and urban vs. rural location of Colorado residents. An Orange Circle research partner programmed and administered the survey over a four-day time frame, collecting more than 400 completed responses to a 26-question survey that involved a series of questions related to the research objectives and campaign goals.

Findings and Considerations

Colorado residents' feedback on campaign sample ads provided significant insight into the efforts moving forward. The results indicated that female respondents were more likely to be aware of and react to social issues in general. These responses include a willingness to react to human trafficking, specifically calling or texting a hotline. This information is also consistent with data collected in 2017.

Audience feedback related to the sample ads demonstrated that:

- Most respondents understood that the ad was about human trafficking, with some correctly identifying the messaging intent without being prompted with multiple choice options.

- Many used correct and relevant semantics (force, coerce, trick, etc.) to describe the ads in their own words.

- Many stated the ads would be memorable to them and evoked an emotion of empathy for the victim or anger toward the trafficker.

- Almost all could identify an accurate call-to-action (something the ad was asking them to do).

- Many identified that the ads would increase their belief that human trafficking happened in Colorado, yet fewer people believed it happened in their community.

- Many reported a willingness to take some type of action after seeing an ad.

- More people identified the message of the sex trafficking ad than did the labor trafficking ad.

The results confirmed the direction of the campaign concept and messaging for reaching the general public in Colorado. Further information about this research effort is in the final report titled *Statewide General Public Concept Feedback*,[52] which is available on the Council's website.

Rural Stakeholder Discussion Groups

Given the vast landscape of Colorado and the diversity of communities that make up the state, it was critical for Orange Circle to conduct research with rural communities to ensure that the campaign messaging would resonate with the general public living in those areas. Initial formative research conducted in rural communities in 2019 indicated that rural Colorado populations needed to be educated on all types of trafficking, and campaign messages needed to be tailored to a rural audience. Building on this research, Orange Circle conducted four discussion groups in spring 2020 in Kiowa County, Archuleta County, Northeast Colorado and Mountain West/Summit County (which represents I-70 corridor towns, especially those in Summit County).

---

[52] Orange Circle Consulting, *Statewide General Public Concept Feedback,* Colorado Human Trafficking Council, March 2020, https://drive.google.com/file/d/1wan2HmJKmpxfTdbbNcX2cI1JzoLSU81P/view?usp=sharing.

Research Objectives and Methodology

The four discussion groups were held virtually and aimed to collect insights into how to formulate and communicate campaign messages to rural audiences. The objectives for these discussion groups included:

- Increase rural stakeholder knowledge about the Council's intent to develop and implement an outreach campaign that starts with awareness and moves people into action.

- Collect specific information about rural communities necessary to properly communicate messages about human trafficking.

- Maintain support from partner organizations and other stakeholders for the statewide communications campaign, with an effort toward providing a unified message about human trafficking.

The discussions included four main topics:

- Trusted sources: groups and individuals whom residents trust.

- Communications methods: types of media and other communication methods most used by residents.

- Residents' beliefs and values: especially around crime, human trafficking and reporting crime.

- Other cultural and regional considerations.

Findings and Considerations

Three of the four groups of rural stakeholders expressed many common ideas and values. The exception was the Mountain West/Summit County community. The Mountain West communities function as tourist areas with a transient population. In reviewing the research findings from the rural stakeholders, several key findings should be considered for the public awareness campaign communications:

- Collaborate with local trusted sources to help with message distribution, such as faith-based organizations, public schools and local social service organizations.

- Use local media sources, when available, such as city or community papers, local radio and targeted social media. Facebook was consistently identified as the most used social media site.

- Communicate that human trafficking is not isolated as a big city crime—that it can and is happening in all communities. Use messages that explain how human trafficking can be happening in their area or their region—highways, domestic, familial, etc.

- Highlight anonymity and process (can report suspicious behavior without concrete proof) when asking residents to report suspected human trafficking.

- When possible, distribute messages in different languages, and at minimum in Spanish.

This research offered critical insights for making this statewide campaign relevant to rural Coloradans. To learn more about the findings from research in rural communities in Colorado, read the final report titled *Rural Stakeholder Discussion Groups: Research Results*,[53] which is available on the Council's website.

A Survivor-Informed Campaign

From the onset of campaign development, the Council emphasized the importance of making the campaign survivor-informed during every phase of the process. Survivor leaders who serve on the Council played an integral role in the earlier phases of campaign development. During creative concept development, the Council sought additional research and input both online and in person from individuals across the state with lived experience expertise with the crime of human trafficking. In 2020, Orange Circle, in collaboration with a Survivor Leader, developed a research design to collect authentic, factual information from survivors as the campaign entered the next phase of the project—collateral development (e.g., billboards, TV spots, social media messaging, etc.).

---

[53] Orange Circle Consulting, *Rural Stakeholder Discussion Groups: Research Results,* Colorado Human Trafficking Council, April 2020, https://drive.google.com/file/d/1vZpKWw8aSYGsRQw3n4wLkE1MOtK83Cxy/view?usp=sharing.

Goals and Objectives

The Council sought input from human trafficking survivors to support its efforts in developing campaign messages and designing authentic content that would educate the target audience about human trafficking. The three primary objectives of the survivor-informed content research were to:

- Collect Colorado-specific information from survivors about their knowledge of the relationship between a victim and trafficker, including:

  o How victims were recruited/met traffickers (the "hook").

  o What tactics traffickers used to build a relationship with a victim (the "grooming").

  o How the victim/trafficker relationship changed over time (the "deterioration").

- Document survivor expertise and knowledge about language and semantics when communicating with audiences about human trafficking.

- Obtain buy-in from survivors to support the effort of a statewide communications campaign with an authentic, survivor-informed message about human trafficking.

Orange Circle research team members met in person with the Survivor Leader to discuss how best to collect information to achieve research goals and recommended tactics that would be trauma-sensitive and respectful to the survivor-participants.

Methodology and Respondents

The survivor-informed research included three virtual groups: two facilitated in English and one in Spanish. Additionally, one participant could not attend any of the group sessions and instead choose to participate in a personal work session interview with the Orange Circle team. Lastly, one participant opted out of the group setting and chose to complete an online survey. The team attempted to recruit participants representing diverse lived experiences. Of the 13 total participants, three identified as male and 10 identified as female, and three indicated Spanish as their primary language. The participants represented lived experience:

- In commercial sex trafficking

- In labor trafficking

- In domestic servitude

- In familial sex trafficking

- As an adult

- As a child

- As a teen

- As a foreign national

- In trafficking in a rural community

- In trafficking in an urban community

Findings and Considerations

The research provided many thoughtful insights that enabled the Council to develop authentic campaign materials that connected with the target audience. Survivors provided valuable information to help portray the experience of human trafficking.

Communication Challenges

The research identified many potential communication challenges, including:

- Human trafficking is complex, and the relationship between the trafficker and the victim is rarely understood by anyone outside of that relationship.

- Many different types of human trafficking exist, making it challenging to educate the public about all of them in one campaign effort.

- Individual survivor experiences are unique and can vary greatly even within the same type of human trafficking. It is impossible to be completely representative of all experiences and all types of human trafficking with one broad-reach campaign effort.

- Colorado residents and many professionals working in industries that have the potential to interrupt a human trafficking situation lack the knowledge to recognize suspicious circumstances.

Communication Opportunities

With these challenges came opportunities that aided in the campaign development, including:

- Albeit a narrow perspective, Colorado residents' familiarity with the term "human trafficking" gave the campaign team a starting point to expand upon. Yet the lack of

knowledge among the target audience about the intricacies of the human trafficking experience and where/how it could be happening in their communities offers an outreach opportunity.

- A group of subject matter experts provided genuine input that helped inform the development of authentic messages.

- The Orange Circle team conducted secondary research to complement what was collected during the primary research effort. Secondary research provided additional information about all types of human trafficking and supplementary market research.

Additional Insights

- Many of the survivors discussed missed opportunities by the public to identify victims in a trafficking situation due to ignorance and/or a lack of awareness among the public to properly identify a situation as human trafficking.

- Victims frequently come into direct contact with specific industries or service organizations that did not correctly identify or interrupt the situation (e.g., law enforcement, hospitality, healthcare, restaurants).

- Survivors wanted the public to know that human trafficking can happen in any type of relationship, to any type of person, in any setting and among all socioeconomic statuses.

- One trafficking experience can lead to another. The victim is "primed" to be exploited repeatedly.

Translation into Communications Collateral

In late 2019, the Council approved a creative campaign concept, following a strategy of storytelling in messaging and design, which depicts the gradual escalation of statements used by traffickers to hook, groom, manipulate and threaten a prospective victim. This concept was constructed in a way that calls out these acts as wrong and criminal.

Without authentic input from survivor subject matter experts, messaging and design of materials based on this campaign concept could be perceived as inaccurate and unbelievable. The findings from this research effort provided the campaign team with the foundational

content necessary to build a variety of collateral materials that represent many different types of human trafficking experiences—most that the general public in Colorado have little to no knowledge about. These results were critical to developing an informed campaign to reach all residents. To learn more about the findings from this research, read the final report titled *Survivor Informed-Content for Collateral Development: Research Findings and Insights*,[54] which is available on the Council's website.

Collateral Development

During the summer of 2020, the Orange Circle team, supplied with the subject matter expertise and guidance of the PAWG membership, began the collateral development phase of applying the campaign concept to all communication materials that correlated with the media buy for the campaign's first year. The Orange Circle team wrote six different narratives of lived experiences in order to have a content library to help inform the development of campaign materials. These lived-experience narratives represented different types of human trafficking, geographic locations and circumstances and profiles (e.g., U.S. citizens and foreign nationals, genders, sexual orientation, familial involvement, etc.). To protect the personal information, each lived-experience narrative was a composite of, or representation of, factual events collected through research conducted with survivors as well as secondary research. The PAWG reviewed and approved the content library. For the 2020 campaign, Orange Circle focused on applying four of the narratives to a variety of collateral materials to establish a suite of creative executions for statewide media insertion:

- A female young adult who is a victim of sex trafficking in an urban setting.

- A foreign-national female adult with two children who is a victim of labor trafficking in a suburban, hotel setting.

- A male adult with a family who is a victim of familial labor trafficking in an agricultural setting.

- A gay male young adult who is a victim of labor trafficking within a traveling sales crew.

---

[54] Orange Circle Consulting, *Survivor Informed-Content for Collateral Development: Research Findings and Insights* (Lakewood, CO: Colorado Human Trafficking Council, May 2020), https://drive.google.com/file/d/1yTani7C4ljyEk0yOHXGidV7LWb2chxLx/view?usp=sharing.

Statewide media materials included: airport signage at Denver International Airport; social media ads; online and mobile banner ads; digital billboards; video spots for broadcast TV, streaming services and digital pre-roll (i.e., YouTube); and streaming radio spots with digital banner ads. The PAWG diligently reviewed and approved each creative suite to ensure the accuracy, authenticity and direction of campaign materials. Pages 70 and 71 contain a sample of campaign collateral. Page 71 includes Proof of Performance samples that are provided by media vendors to illustrate how the campaign appears in the media market. It provides the opportunity for the campaign team to review and approve how the creative is viewed by the target audience and make any necessary adjustments. Proof of performance samples are often paired with media metrics when results of the campaign impact are reported.

This page intentionally left blank

Digital Online Banner Ads (Sizes: 160x600; 300x325; 300x600; 320x50; 728x90; 970x250; 994x30]
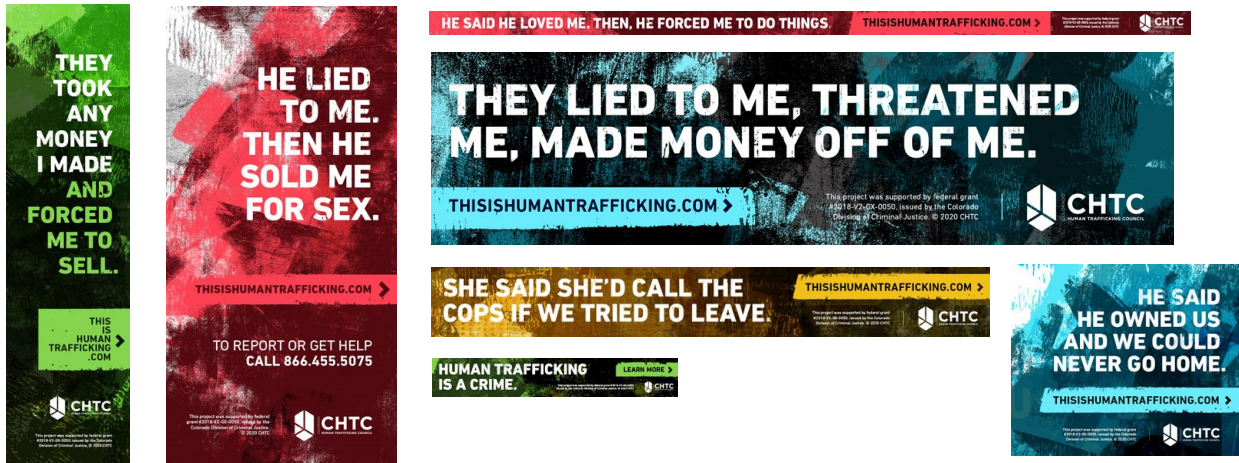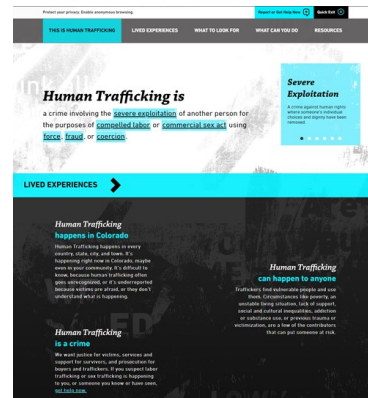

Large Format Print Ads [Pending Production]
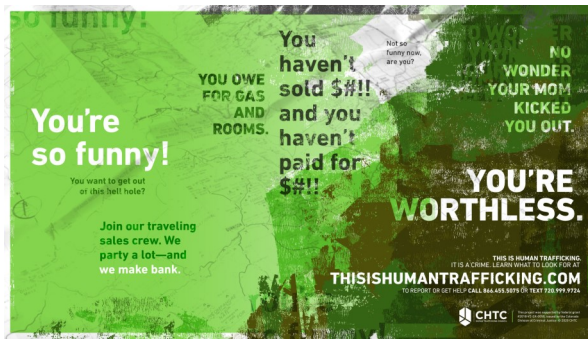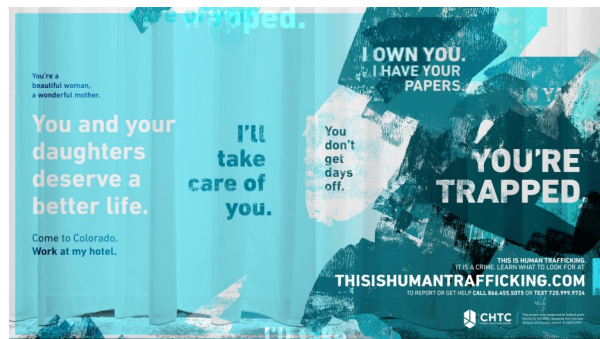
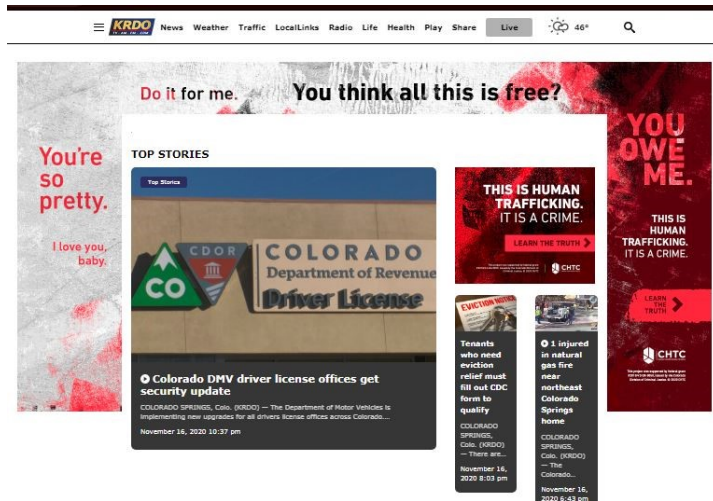Paid Social Posts/Stories [Facebook and Instagram]
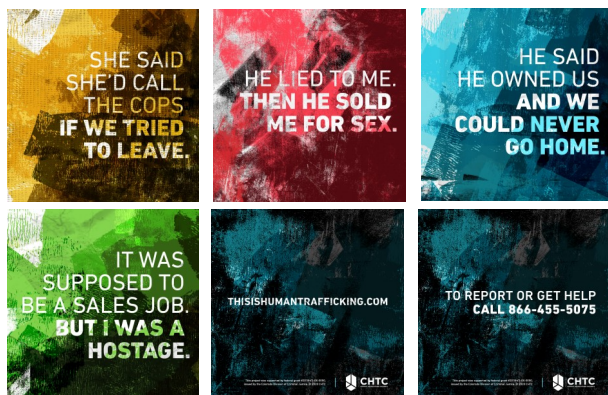
Website

PROOF OF PERFORMANCE SAMPLES

Digital Billboard and Companion Mobile Ad

News Outlet Website Takeover Banner Ad and Sponsored Article

Sponsored Social Media Posts on News Outlet Social Pages

Pandora Streaming Radio Companion Banner

Campaign Website

A critical component of the statewide campaign was establishing a dedicated campaign website to support the call-to-action in campaign materials. With oversite from the PAWG and DCJ staff, Orange Circle and its web development partner wrote, designed, programmed and launched ThisIsHumanTrafficking.com on November 5, 2020. The purpose of the campaign website was to:

- Create a Colorado-specific, awareness-raising educational repository of information about all types of human trafficking.

- Provide factual details about how to recognize situations that could be considered human trafficking.

- Offer opportunities for users to take action by accessing resources, training and tools for reporting suspicious behavior.

- Provide front-and-center information for victims who are seeking assistance by connecting them to the anonymous, 24/7, multilingual hotline.

- Describe the campaign effort and the Council's role in increasing awareness statewide.

Communication materials were designed to drive people to the website to learn more about human trafficking using an emotional and experiential approach of the lived experience narratives. The website provides facts for the general public about human trafficking and information on what to look for and what to do if they encounter a suspicious situation. Further, the website provides access to Colorado's Human Trafficking hotline and additional resources for victims to get help. The website includes added features of quick-close and anonymous browsing so potential victims can access available resources safely. Council members and partners can access campaign materials using a password-protected login to help share campaign messages on social channels and websites. The campaign website was built to expand each year with additional narratives and important content for victims.

Campaign Videos

Orange Circle worked with the PAWG to develop commercial video concepts and scripts for each of the four lived-experience narratives and was careful to support the campaign goals

without perpetuating common human trafficking stereotypes. Working with its video production partner, Orange Circle developed four 30-second videos and four 15-second videos with oversight from DCJ staff. Videos were not only developed for paid media placement but also for use on the campaign website.

Media Strategy for Year One

The media strategy for the first year of the campaign included both paid and earned media. The first media flight for the campaign took place from November 2020 to January 2021, with a heavy emphasis on the month of January, which is National Human Trafficking Awareness Month. The statewide media strategy will cover all three media markets in Colorado—Denver, Colorado Springs and Grand Junction—using primarily digital media tactics:

- Digital news and other website banner ads.

- Video spots on streaming services such as Hulu (over-the-top television).

- Video spots on broadcast TV during news programming in the Grand Junction and Colorado Springs markets.

- Unexpected digital advertising (at Denver International Airport, and digital billboards in the Denver-metro and Colorado Springs markets).

- Geo-targeted mobile banner ads.

- Companion banner ads with audio spots on Pandora streaming radio.

- Social media ads on Facebook and Instagram.

- Pre-roll video spots on YouTube.

The campaign's earned media strategy included both proactive and responsive tactics. Exclusive interviews with connected news partners were proposed prior to sending a statewide press release for broad-reach media coverage. The Colorado Department of Public Safety's Chief Communications Officer coordinated interview opportunities for Council Spokespeople. In addition, the campaign website included a media kit with frequently asked questions, talking points and select creative files. The team tracked earned media stories and proactively pitched again during January, Human Trafficking Awareness Month.

Conclusion

At the writing of this report, the campaign was in full swing after an official launch on November 9, 2020. The Council released a statewide press release for the campaign on November 16th, a copy of which is included in Appendix 4, pp. 124-127. Several news outlets, including 9News and Colorado Public Radio's Colorado Matters, highlighted the campaign.

The Council secured funding for the public awareness campaign through 2022, and the first year's evaluation plan will inform the campaign progression over the coming months and years in accordance with the following goals:

- Expand focus on victims/survivors as target audience.

- Expand outreach to rural communities.

- Expand outreach to Spanish-speaking audience.

The launch of the campaign in 2020 was the result of three years of extensive work by the Council and its communications partner, Orange Circle Consulting. The campaign is one of the most visible products of the Council's work to address human trafficking. The Council hopes it will be highly impactful, bringing further awareness of this important issue to Coloradans across the state while also connecting more victims of human trafficking to help and resources. The *2021 Annual Report* will contain a full report on the impact of the campaign's first year.

SECTION 4

Intersections between Underserved Populations & Human Trafficking

Summary of Recommendations

Recommendation 1

Nonprofits assisting underserved populations should offer temporary identification methods (e.g., cards) with name and photo for use on a temporary, non-legal basis.

Recommendation 2

The Council should examine the Domestic Violence Housing First Model for appropriate application in human trafficking situations.

Recommendation 3

Funders should prioritize housing for underserved populations.

Recommendation 4

When applying for housing on a sliding-scale fee, government systems and nonprofit programs should include a checkbox or question to capture duration of expected employment and extrapolate a yearly income.

Recommendation 5

The Council should research and establish standards and guidelines for appropriate fostering and hosting of trafficking victims on a temporary or transitional basis.

Recommendation 6

Government systems and nonprofits should prioritize accessible, culturally appropriate interpretation and translation of their advertisement materials.

Recommendation 7

Funders should prioritize accessible, culturally appropriate interpretation in outward-facing materials.

Recommendation 8

Nonprofits should attempt to share resources for culturally sensitive translations with other nonprofits.

Recommendation 9

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 Family (TANF), for pre-certified foreign national victims of human trafficking.

Recommendation 10

Colorado should use a combination of one-stop shops or existing organizations with a whole-person health approach and use regional community navigators in multiple regions across the state.

Recommendation 11

The following professionals should receive introductory and advanced training on human trafficking in Colorado:

- Airport/airline employees and associates
- Community-based victim advocates
- Consulates
- Court-based professionals
- Criminal justice-based victim advocates
- Crisis hotline staff
- Educational institution staff
- Faith-based staff
- Foster families
- Health professionals
- Host families
- Hotel staff
- Housing providers
- Human services staff
- Immigration agencies
- Judicial staff
- Landlords
- Law enforcement
- Legal advocates
- Lesbian, Gay, Bisexual, Transgender, Queer/Questioning, Intersex (LGBTQI+) organizations
- Libraries
- Mental/behavioral health professionals
- Migrant coalitions
- Recreation centers
- Resettlement agencies
- School staff (primary, secondary, collegiate)
- Workforce centers

Introduction

At its 2020 annual retreat, the Colorado Human Trafficking Council (the Council) voted to establish an Underserved Populations Task Force (UPTF). The purpose of this group was to examine the intersections of identity and experience and how that relates to services rendered to human trafficking victims/survivors.

The goals of the task force were twofold:

- Highlight gaps in services based on human trafficking victims/survivors' identities and experiences to increase knowledge of the identity-experience intersection;

- Highlight these services' gaps in an effort to increase inclusion of these underserved populations in service provision.

UPTF members began their work by clearly defining the term "underserved populations." They discussed many definitions and voted to use one implemented by the Colorado Office for Victims Programs' Crime Victim Services Fund (CVS Fund):

Underserved populations include individuals who by virtue of language, ethnicity, race, culture, disability, age, sexual orientation, religion, gender, gender identity, immigrant or alienage status or geographic location may face barriers in accessing and using victim services.[55]

As this definition casts a wide net, UPTF members found it important to review the United States Advisory Council on Human Trafficking's *Annual Report 2019*[56] for guidance on which populations are specifically underserved within the anti-human trafficking field. Using this report and the CVS Fund definition as guidance, the task force discussed and identified populations specifically in Colorado that are underserved within the human trafficking realm. Figure 17 is a word cloud that was generated to illustrate these populations. As shown in the word cloud, the primary populations focused on were: boys and men, individuals living in rural communities, communities of color (Latinx, Indigenous), individuals without access to housing, people who identify as LGBTQI+, people with limited English proficiency, victim defendants, survivors with criminal charges and individuals who experience societal alienation.

Figure 17: Word Cloud of Colorado-Specific Underserved Populations

Source: Underserved Populations Task Force, February 2020 meeting.

---

[55] Announcement for Calendar Year (CY) 2021 & CY 2022 CVS Grant. Colorado Office for Victims Programs, 2020.

[56] United States Advisory Council on Human Trafficking, *Annual Report 2019* (Fairfax, VA: ICF International, 2019), Last accessed October 10, 2020, https://www.state.gov/wp-content/uploads/2019/05/US-Advisory-Council-2019-Report.pdf.

Maslow's Hierarchy of Needs

To organize the conversation, the task force examined service needs through the lens of Abraham Maslow's Hierarchy of Needs. In 1943, Maslow published his world-renowned research paper called "A Theory of Human Motivation."[57] This theory was based on his observations of the world as gathered through life experience and the study of famous psychologists to that point in time, as well as a six-week excursion observing the Indigenous Blackfoot Tribe.[58] At the base of this framework was the idea that all human beings require certain basic physiological needs. It is at the base layer where UPTF members focused their work.

Maslow's framework is commonly depicted as a triangle, with the physiological needs represented at the base, which include water, food, warmth, shelter and sleep. Maslow makes a point to state that "relatively isolable as these physiological needs are, they are not completely so."[59] This is an important notion the task force discussed repeatedly; for example, in studying food, it is difficult or impossible to divorce the need for food from the need for sleep in many cases, as a person "loses sleep" over the stress of unstable food provisions. The task force kept this notion in mind as they studied cases and attempted to stay only in the realm of physiological needs.

---

[57] Abraham Maslow, "A Theory of Human Motivation," *Psychological Review,* no. 50 (1942): p. 370–96.
[58] Ray Colledge, "Maslow's Theory of Human Motivation," in *Mastering Counselling Theory* (London: Macmillan Education, Limited, 2002), p. 129.
[59] Maslow, "A Theory of Human Motivation," p. 373.

Figure 18: Maslow's Hierarchy of Needs (adapted from Maslow, 1943)
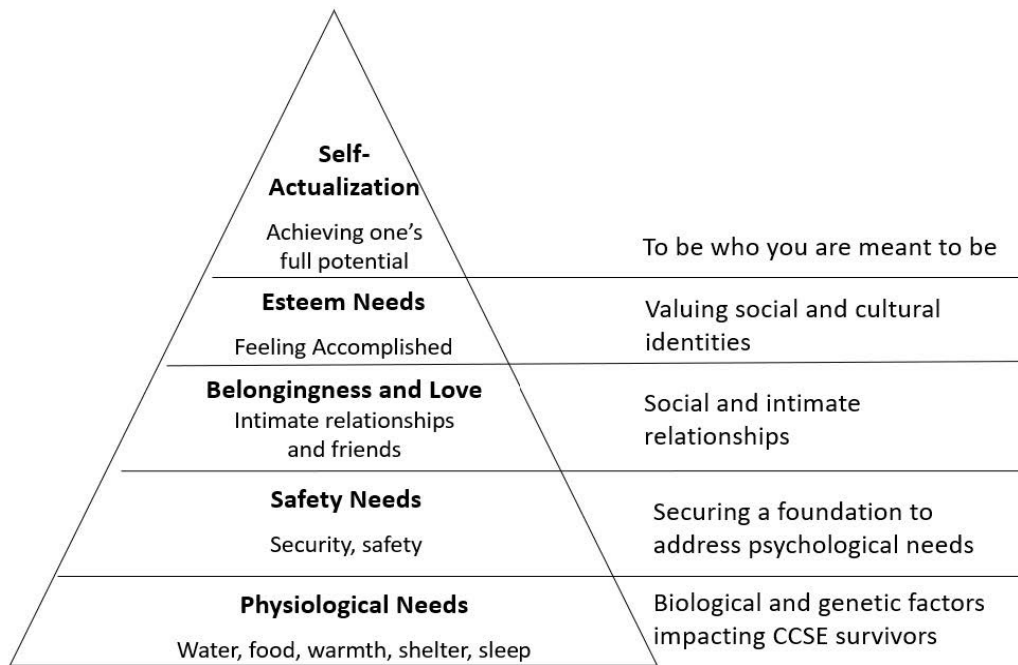
Source: Julie A. Laser-Maira, Donna Peach, and Charles E. Hounmenou, "Moving Towards Self-actualization: A Trauma-Informed and Needs-Focused Approach to the Mental Health Needs of Survivors of Commercial Child Sexual Exploitation," *International Journal of Social Work* 6, no. 2 (2019): 27–44*.*
* CCSE stands for commercial child sexual exploitation.

In researching Maslow's hierarchy of needs, Division of Criminal Justice (DCJ) staff uncovered a study that brought the Maslow framework into the work with human trafficking populations. The International Journal of Social Work, as a collaboration between researchers across the globe, including Colorado's Julie Anne Laser-Maira from the University of Denver's Graduate School of Social Work, published the study, "Moving Towards Self-actualization: A Trauma-Informed and Needs-Focused Approach to the Mental Health Needs of Survivors of Commercial Sexual Exploitation." This study crossed the concepts of a trauma-informed approach with the understanding of motivation, as laid out by Maslow's hierarchy of needs, as an approach to building greater resiliency among child sex trafficking survivors. While this research is not all-encompassing and covers a specific demographic of trafficking victims and survivors (minors, sex trafficking), it is unique in that it looks at a specific crime (sex trafficking) and how that crime intersects with Maslow's framework. The paper illuminates how "many [commercial child sexual exploitation] victims are trapped in the sex trade due to poverty and other

vulnerability factors … linked to basic human needs…. In studies of survivors as participants, food, housing, and job opportunities were stated as their primary needs."[60]

Though the research specifically looked at minors and sex trafficking, the task force found these results to be consistent across diverse case studies gathered by Colorado-based human trafficking service providers, which are displayed in break-out boxes throughout this section. These case studies often exemplify intersectional identities with physiological needs. As none of the physiological needs are isolable, the order of their presentation in this report is negligible and will often intermix.

Physiological Needs in the Time of COVID-19

The COVID-19 pandemic impacted many services that human trafficking survivors rely on to meet their physiological needs. According to a briefing released by Polaris, "50 percent [of service providers who meet crisis needs services within 24 hours of a hotline call] were either considering or already implementing measures that would limit receiving [these types of] referrals, and another four percent had already stopped accepting any new referrals" before the beginning of April.[61] While this information was gathered through a survey intending to inform the National Human Trafficking Hotline (NHTH) of impacts to their referral systems, it reflects what many clients in Colorado experienced, as will be explored throughout this section.

---

[60] Laser-Maira, Peach, and Hounmenou, "Moving Towards Self-actualization," p. 27.
[61] Polaris, *Crisis in Human Trafficking During the Pandemic,* Washington, DC, June 2020, p. 3, accessed October 10, 2020, https://polarisproject.org/resources/crisis-in-human-trafficking-during-the-pandemic.

Food

Recommendation 1:
Nonprofits assisting underserved populations should offer temporary identification methods (e.g., cards) with name and photo for use on a temporary, non-legal basis.

Food as a basic human need at the base of Maslow's hierarchy of needs is a motivating factor behind many decisions that a human trafficking victim/survivor may make. To access food in Colorado, a victim/survivor typically needs access to money or perhaps land to grow it on. If by chance an individual does not have access to either of those means, nonprofits and government systems[62] have set up several solutions to fill that gap. Accessing these solutions often requires individuals to provide documentation, such as pay stubs or identification documents (e.g., government-issued identification card or driver's license, work or school ID, voter registration card or birth certificate), including access to sources such as Colorado SNAP or many municipal and nonprofit food banks. In many

Case study: A client who had been forced into selling drugs now faced drug charges. When deciding how to handle the charges, one thing was clear: the client was terrified of his traffickers and didn't want to say he feared them when seeking a plea or at trial. As a result, he would likely be convicted of the actions he had been forced to do. The lawyer established a plan after deciding with the client to plead out the case. The client would stay at a safe place and they would go to the consulate for identification documents. The consulate was now closed due to COVID-19, so the client could no longer obtain a passport or access other consulate services. Further, the place he had planned to stay was no longer available. The lawyer weighed their options: (1) postpone the case, allowing the client access to shelter and food in jail; (2) move forward with the plea; the client is released from jail but has no access to services or shelter.

Underserved population: Victim defendant + immigrant + male + labor trafficking

Physiological needs: Water, food, shelter, warmth, sleep

Possible solution: With temporary identification documents, the client could quickly meet some of his physiological needs such as food and water. If housing programs accept these ID methods, the client could get access to shelter, warmth and sleep.

---

[62] The term "government systems" could include various government agencies or the programs those agencies implement. For example, this term could cover the Colorado Department of Human Services or Colorado's SNAP administered by county departments of human services.

instances, these requirements are not barriers for human trafficking survivors, but for underserved populations, several may not be able to provide the necessary documents.

Temporary identification methods could work to reduce individuals' delay in receiving nonprofit services when issued by these organizations. When dealing with physiological needs, time can be very precious. These temporary identification documents could be used only by the issuing nonprofit, or could be used across nonprofit organizations that have established memorandums of understanding (MOUs) among each other.

It is *not* recommended that these temporary identification documents be mandatory, as participation may pose a safety risk to recipients (i.e., if a trafficker finds the identification on them). If the nonprofit seeking to provide services mandates the use of temporary identification, they may instead re-traumatize the victim/survivor by exerting control over their receipt of necessary services, mirroring the relationship the victim/survivor had with their trafficker. The measure should instead be an informed choice meant to fill a gap.

Shelter

While many human trafficking victims/survivors may have shelter available to them, in many instances for underserved communities these shelters are either unavailable, unsafe or unstable. Without safe and stable housing, trafficking victims and survivors often struggle to stabilize, putting them at enhanced risk of being re-trafficked. Calls gathered through the NHTH indicated that this normally difficult scenario was heightened by the COVID-19 pandemic, as "the number of situations in which people needed immediate emergency shelter nearly doubled (from around 29 in [pre-COVID-19 times] to 54 in April 2020)."[63]

---

[63] Polaris, *Crisis in Human Trafficking During the Pandemic,* p. 3.

Domestic Violence Housing First Model[64]

> Recommendation 2: The Council should examine the Domestic Violence Housing First Model for appropriate application in human trafficking situations.

The Housing First Model aims to reduce barriers to entry into housing, such as income, sobriety, criminal records and adherence to rules and restrictions. This housing model is based on a human-rights approach to housing, focusing on the physiological needs of complex individuals.[65] In Massachusetts, the model has been used statewide as part of their Home & Healthy for Good program since 2006,[66] serving

Case study: A client's trafficker opened his home to several 16–21-year-old men struggling to find shelter, many of whom identified as LGBTQI+. The trafficker connected with these individuals through social media apps such as Grindr, or through young men he previously housed. He provided these men with shelter, other necessities such as clothing and food and additional items like phones and alcohol. While housing 10 to 12 minors and young men at a time, the trafficker created a "family-like" atmosphere by having his tenants do chores, like cleaning the house and weeding the yard. In some instances, individuals had his name tattooed on their forearms. The trafficker regularly provided free housing to gay runaways from both in and out of state, but in exchange for his hospitality, these young men were expected to engage in sex acts with him. Several members of the household explained that the trafficker "likes to have sex with young men" and that he "gives them a lot of stuff so they do what he tells them to do." The client connected with the trafficker on social media, where he was offered financial support in exchange for sex. When they met in person, the client was offered shelter and assurance of basic needs in exchange for sex acts. He had run away from home several times because of clashes with his mother's boyfriend.

Underserved population: LGBTQI+ + male victim

Physiological needs: Food, shelter, warmth, sleep

Possible solution: Through the Housing First Model, these young men could be empowered to seek stable shelter on their own, instead of being reliant on the trafficker. A temporary ID could provide them access to food and water. For the minors, trauma-informed and human trafficking-trained foster families could perhaps meet these needs.

---

[64] The Housing First Model is a model of housing designed by Tanya Tull in the 1980s. It is a human rights-based approach, focusing on the need for housing before, and separately from, the need for mental health, employment and economic empowerment support.

[65] Freedom Network, *Housing Options for Survivors of Human Trafficking,* (Washington, DC: Freedom Network USA, 2020), accessed October, 1, 2020, https://freedomnetworkusa.org/app/uploads/2020/07/Housing-Options-for-Survivors-of-Trafficking-Final.pdf.

[66] Massachusetts Housing & Shelter Alliance, Home & Healthy for Good, accessed September 4, 2020, https://www.mhsa.net/HHG.

primarily chronically homeless adults. Out of 1,045 individuals served in the program, only 55 individuals are known to have returned to homelessness since 2006. While this is an impressive rate, it is important to note that the program targeted a specific demographic— chronically homeless adults.

The Substance Abuse and Mental Health Services Administration (SAMHSA) found that "[the] Domestic Violence Housing First pilot, a Bill & Melinda Gates Foundation-funded program in Washington state, proved successful in eliminating housing as a reason for domestic violence survivors to stay in abusive relationships."[67] A total of 96% of participants in the Domestic Violence Housing First pilot, many of whom represent underserved populations, remained housed at 18 months after entering the program.[68] Given that many of the same concepts of power and control that take place within domestic violence situations also occur in human trafficking situations, the expansion of a Housing First Model for human trafficking victims/survivors could be viable. The Council should critically examine this model for widespread use in Colorado, specifically the Domestic Violence Housing First model. During its examination, the Council should pay close attention to ensure that gender is not added as criteria for housing, as non-females are an underserved population in human trafficking.

Funding for Housing

Recommendation 3:
Funders should prioritize housing for underserved populations.

Housing for any human trafficking victim is not a simple task. The *Colorado Project 2.0 Action Plan*, published by the Laboratory to Combat Human Trafficking (LCHT) in 2019, understood this challenge and called for an increase in "availability of safe housing for survivors of human trafficking (e.g. emergency safe shelter, short- and long-term transitional housing, gender

---

[67] "Housing First Pilot Helps Domestic Violence Survivors," Substance Abuse & Mental Health Services Administration, last modified August 14, 2020, accessed September 4, 2020, https://www.samhsa.gov/homelessness-programs-resources/hpr-resources/housing-first-pilot.

[68] Ibid.

inclusive housing)" under their recommendation to "expand existing programs [for survivors of human trafficking] and create new ones in underserved communities."[71]

As private and public funders set their funding priorities, they should consider many different types of populations, with a focus on underserved individuals. Funding opportunities might include additional housing services, or simply the expansion of existing ones to be inclusive of underserved populations. In the Polaris briefing, *Crisis in Human Trafficking During the Pandemic*, the authors recommend that "in the medium to longer term, efforts to address the

Case study: An African American client's trafficker used his status as her intimate partner to both force and threaten her into selling sex. If she refused, he would physically abuse her and threaten her and her child. Outside of the home, he coerced others in the community to sell sex. She fled with her child and found temporary shelter. She was able to locate resources and options to continue her career and balance the needs of her child while also earning an income. The client and her child had a month left to reside at their temporary housing arrangement at the onset of COVID-19. Subsequently, the necessary requirements for her to begin work were put on hold due to the pandemic. The client had limited options for safe and adequate housing as well as limited access to emergency shelters and employment due to "racial bias and assumed responsibility"* for her struggles. They now face having no safe housing options and a limited ability to generate income to secure other housing while still fearing for their safety.

Underserved population: African American

Physiological need: Food, shelter, warmth, sleep

Possible solution: With more, flexible housing options, the client would be able to stabilize her and her child's shelter, warmth and sleep. This would allow her the energy to focus not only on obtaining food and water through standard services but also on her career.

* Victim blaming and systemic racism often intersect, as in this case. The racism the client experienced was not overt but was instead a set of institutional and social practices that uphold racial oppression.[69] The victim blaming the client experienced is a repercussion of the "ideal victim" phenomenon, where a "true" victim must be weak, blameless and harmed.[70] In the case of intimate partner abuses, like in human trafficking and domestic violence, few victims qualify for assistance because they may not be perceived as weak or blameless.

---

[69] Ashley Doane, "What is Racism? Racial Discourse and Racial Politics," *Critical Sociology,* vol. 32, no. 2–3 (2006): p. 267.

[70] J.A. Lewis, J.C. Hamilton, and J.D. Elmore, "Describing the Ideal Victim: A Linguistic Analysis of Victim Descriptions," *Current Psychology* (2019): p. 1.

[71] Laboratory to Combat Human Trafficking, *The Colorado Project 2.0: To Comprehensively Combat Human Trafficking* (Denver, CO: Laboratory to Combat Human Trafficking, 2019), accessed October 10, 2020, https://combathumantrafficking.org/report-downloads/Colorado_Project_2_0-by_LCHT.pdf.

economic impacts of COVID-19 should prioritize housing for vulnerable individuals, families, and communities."[72] Housing insecurity is considered to be "a leading indicator of vulnerability to human trafficking."[73] This policy recommendation applies to both private and public funders alike, as communities navigate housing insecurity.

Housing Provided on Sliding Scales

> **Recommendation 4:**
> When applying for housing on a sliding-scale fee, government systems and nonprofit programs should include a checkbox or question to capture duration of expected employment and extrapolate a yearly income.

The stability of housing is unique in cases of migrant workers. As discussed in "Section 4: Addressing Labor Trafficking in Colorado" of the Council's *2019 Annual Report*, migrant workers who perform agricultural work in Colorado

Case study: Two clients had been forced by their trafficker to work as field hands on a farm. A legal advocacy group found out about them, and the victims were able to leave the situation and receive legal services for their labor-trafficking experience by filing applications for T-visas. The pair provided each other with support, found relatively stable field work, even with natural seasonal fluxes, and were able to obtain stable housing with their earnings. When COVID-19 hit, even though the clients were essential workers, their employers reduced their hours without explanation. Advocacy groups distributed information related to COVID-19 emergency services in many languages, but these clients did not receive the information because they did not know where to retrieve it and missed those opportunities. Living in a rural location, the clients could not find jobs at local stores because of the limited positions available and their unstable immigration status, which also put their housing in jeopardy, as it did not account for the temporary/seasonal aspect of their income. A service provider temporarily helped the clients through rent and general financial assistance and connected the clients with COVID-19- related information.

Underserved population: Individuals living in a rural community + male victims + immigrants + labor trafficking + individuals with limited English proficiency

Physiological needs: Food, shelter, warmth, sleep

Possible solution: If the housing they accessed accounted for the limited duration of employment, the trafficking survivors could stabilize their shelter. This would allow them to focus their energy and money on food and water as well as finding COVID-19 information to keep themselves healthy.

---

[72] Polaris, *Crisis in Human Trafficking During the Pandemic,* p. 3.
[73] Ibid.

under an H-2A visa[74] are entitled to no-cost housing provided by the employer. Due to a lack of knowledge about their rights, migrant workers often do not know they are entitled to no-cost housing, and a trafficker may use "rent fees" as a means of debt bondage[75]. Alternatively, if a migrant worker is not in Colorado under the H-2A visa, they often can find housing with rental fees on a sliding scale.

These sliding-scale rental payments are often based on a paystub, tax return or letter from an employer. The proof of income is then assumed to be permanent (i.e., for the entire year) instead of seasonal (usually only spanning a few months). These adjusted rental payments exceed affordable housing once the farming season ends and income ceases, resulting in migrant workers' loss of housing and increased risk of being (re)trafficked.

Sleep

In 2014, the American Psychological Association published a report called *Report of the Task Force on Trafficking of Women and Girls*. This task force examined the consequences of human trafficking on an individual's mental health, noting that victims/survivors may experience relationship complexities, depression, anxiety, post-traumatic stress disorder (PTSD), complex PTSD, dissociation or self-injurious and suicidal behaviors.[76] These mental health struggles, such as PTSD, can stem from and/or be complicated by hyperarousal states (i.e., sleep disorders) as a result of victims/survivors' human trafficking experience(s). When shelters are available, in some cases they are not equipped to provide the appropriate trauma-informed services trafficking victims/survivors often require. This limitation can impede and prevent sleep among trafficking victims/survivors, complicating the hyperarousal states and other mental health struggles even when they are able to find shelter.

---

[74] U.S. Department of Labor, Wage and Hour Division, *Fact Sheet #26: Section H-2A of the Immigration and Nationality Act* (Washington, DC: U.S. Department of Labor, 2010), https://www.dol.gov/agencies/whd/fact-sheets/26-H2A.

[75] Debt bondage happens when a creditor coerces a debtor into working to pay off a debt owed to the creditor, but creates a cyclical activity of owing and lending that prevents the debtor from being able to pay off the debt. The creditor controls and limits what work is available, as well as the pay rate, and often requires deductions for necessities. Definition derived from "The Encyclopedia of Human Trafficking," Human Trafficking Center, accessed November 9, 2020, https://humantraffickingcenter.org/debt-bondage/.

[76] Shari Miles-Cohen, Tanya Burrwell, and Wynter Oshiberu, *Report of the Task Force on Trafficking of Women and Girls* (Washington, DC: American Psychological Association, 2014), p. 42, accessed October 14, 2020, https://www.apa.org/pi/women/programs/trafficking/report.pdf.

Foster and Host Families

Recommendation 5:
The Council should research and establish standards and guidelines for appropriate fostering and hosting of human trafficking victims/survivors on a temporary or transitional basis.

Foster families for minors and host families for adults are often unaccustomed to supplementing the need for sleep and safe shelter for trafficking survivors who are underage or who may be unable/unqualified for conventional temporary shelters. In many cases, these foster/host families are unprepared, undertrained and overwhelmed by the complex needs of a victim/survivor of human trafficking, leading them to back out of the placement or even to unintentionally retraumatize the victim/survivor through unbalanced power

Case study: A client experienced multiple situations of human trafficking in her life. Her traffickers coerced her into selling sex in exchange for shelter and identification documents while she was fleeing political conflict. At another time, she was forced to work as a nanny, providing child care while the trafficker threatened and physically abused her when she did not comply with the rules or conduct the work adequately. After escaping her traffickers, she was able to obtain legal services and opened a legal case for immigration relief. She found stable temporary housing with a host family, received medical treatment, learned English, enrolled in higher education and began therapy.

Her legal case was on track, and she expected to have a work visa within a year. Case workers from multiple service providers planned to meet with the host family to support both the client and host family as permanent resettlement scenarios were explored. The COVID-19 pandemic interrupted this progress and struck hard at the stability created. Case workers were unable to meet with the family because of health implications of in-person meetings. Language schools postponed classes. The host family became stressed at the complicated dynamics and length of time housing was needed, and housing for the client became tenuous. Weekly therapy was interrupted. Because the host family shared misinformation with the client about risks of contracting COVID-19, her fear of leaving the house resulted in her confining at home, reminiscent of her labor trafficking experience, affecting her sleep.

Underserved population: Immigrant + labor trafficking + individual with limited English proficiency

Physiological needs: Shelter, warmth, sleep

Possible solution: With complex trauma from multiple trafficking experiences, trauma-informed housing was a priority in this case. If the host family had been given more guidance and education, much of the re-traumatization of the survivor could have been avoided, leading to stabilized shelter and solid sleep.

dynamics. These well-intentioned offers of housing can have lasting impact on both the families and the human trafficking victim/survivor.

Accessing Assistance

Anti-discrimination laws such as the Civil Rights Act of 1964 and the Americans with Disabilities Act of 1990 outline the protections that individuals are entitled to based on various identities they represent. When services are available, service providers are often limited in whom they can serve and in what way by resource constraints and the organization's mission. While a housing organization may align in values with the concept that individuals should be housed regardless of their sex, the combination of limited funding sources and available research that discuss a diverse spectrum of populations that an organization would use to support a funding application may constrain the organization in which victims/survivors it serves and how.

Language

Recommendation 6:
Government systems and nonprofits should prioritize accessible, culturally appropriate interpretation and translation of their advertisement materials.

Recommendation 7:
Funders should prioritize accessible, culturally appropriate interpretation in outward-facing materials.

Recommendation 8:
Nonprofits should attempt to share resources for culturally sensitive translations with other nonprofits.

Even when services for physiological needs are available, trafficking victims/survivors can miss them because the information is not available in their native language. According to the Vera Institute of Justice, nearly "25 million Americans have difficulty reading, writing, and speaking in English."[77] Instead of straight translations, UPTF members discussed the importance of culturally appropriate interpretation of the advertisement and outward-facing materials, noting the extra expense this may require. Culturally appropriate interpretation and translations require

---

[77] "Translating Justice," Vera Institute, last modified 2020. Last accessed September 30, 2020, https://www.vera.org/projects/translating-justice/learn-more.

the translator to not only translate the words on the materials but do so with the understanding of the relevant cultural context. Implementing this measure would also require the government systems and nonprofits to be conscious of things like images and colors used on the materials, which may have cultural meaning to the populations they are attempting to reach. Since this level of translation does require specialized knowledge and potentially more resources, it is imperative that nonprofits attempt to partner together to share culturally sensitive resources, rather than duplicate efforts.

Immigration Status

Recommendation 9:
Colorado should amend its public code to provide a bridge of public benefits, e.g., Medicaid, SNAP and TANF, for pre-certified foreign national victims of human trafficking.

Case study: A client's traffickers coerced her into selling sex in her home country. After her asylum claim in Colorado was approved, she had difficulty finding housing or housing services because she is a transgender woman with limited English proficiency. This barrier also made it more difficult for the client to find employment. A victim advocate was able to connect her with a service provider that paid her rent for six months, but even with that relief, finding affordable housing was near impossible for the client. She did not feel comfortable living in shared housing due to her past human trafficking trauma and because of her gender identity.

Underserved population: Transgender + individual with limited English proficiency

Physiological need: Shelter, warmth, sleep

Possible solution: Solutions that may exist may not be visible to this survivor because of the language barrier. Through increased language access, she could find existing services that provide shelter and food.

The United States has several avenues for relief when an immigrant is trafficked, including Continued Presence and T visas, as well as the use of U visas and asylum. Human trafficking victims who apply for these avenues of relief often do not qualify for social services while they are waiting for the immigration relief applications to be processed, and hopefully approved, leaving them with little to no means of providing for themselves and increasing their risk of being re-trafficked. As a way to bridge this gap, a fund called the Trafficking Victim Assistance Program (TVAP) covers "12 months of comprehensive case management services for foreign nationals who have experienced or are at risk of experiencing a severe form of trafficking in persons."[78] In the last few years, the amount of

---

[78] Administration for Children & Families Office on Trafficking in Persons, *Trafficking Victim Assistance Program, FY 2012 – 2018 Data Fact Sheet* (Washington, DC: U.S. Department of Human Services, 2020).

time it takes to process T visas has increased; while 12 months of case management might have sufficed when the TVAP fund was established, the average time spent processing a T visa is now up to 23.5 months,[79] leaving a large gap where individuals are left with limited options.

As discussed in "Section 4: Addressing Labor Trafficking in Colorado" of the Council's *2018 Annual Report*, UPTF strongly supports the original recommendation that would establish a bridge of public benefits during the interim period between submission of an immigration relief application and its approval.[80] Without the option of basic needs provided through public benefits, the individuals remain on long waiting lists with few options to stabilize their situation.

Navigating Services

> **Recommendation 10:**
> Colorado should utilize a combination of one-stop shops or existing organizations with a whole-person health approach and use regional community navigators in multiple regions across the state.

The complex processes of applying for housing and food assistance, along with trying to meet other needs, can be difficult for a victim/survivor to navigate. Individuals from underserved populations who have experienced human trafficking can face many additional barriers to services based on their identities and experiences, including things like their gender, their language or a criminal record. Available services are typically limited, even for the most "perfect victim," (i.e., someone who is innocent of any perceived culpability).

Often, victims of human trafficking do not perceive the exploitation they suffer as a crime, for a variety of reasons. If they are aware of their rights, and make the decision to report the abuse, many frontline professionals may have difficulty perceiving the victim/survivor as such due to perceived consent of involvement with the trafficker or mental/physical strength of the victim/survivor. This lack of understanding of the coercive nature of human trafficking makes it hard for victims/survivors to connect with the services they deserve. When they are able to access services, the separation of services across multiple providers creates barriers such as

---

[79] U.S. Department of State, *2020 Trafficking in Persons Report*, p. 518
[80] To read more about the recommendation, see the *2018 Annual Report*, p. 63.

lack of transportation, re-traumatization associated with repeated storytelling to multiple providers and potential increased discrimination as service providers work within the limited funding they receive for this "specialized" population.

To address this gap, UPTF members studied the one-stop shop recommendation posed by the Human Trafficking Leadership Academy: Cohort 4. This cohort researched and discussed the use of a one-stop shop of services with an emphasis on a Whole Health[81] model approach for survivors to more efficiently and effectively access services.[82] The Whole Health model strives to put the individual in control of their care by having them determine what care matters to them, [83] aligning with the trauma-informed concept of a survivor-driven approach. One-stop shops are already based on trauma-informed care, which is the model used by child advocacy centers where multidisciplinary teams come to the victim to evaluate and treat trauma as well as create

> **Case study:** A client's trafficker forced her to conduct domestic work inside the home where the trafficker, the client, and their child lived together. The trafficker expected the client to clean, cook and care for their child, who had intensive medical needs. If the client refused or inadequately performed these tasks, the trafficker would physically abuse her or threaten her and the child. When the client broke free from the home and found temporary safe shelter for her and her child, she applied and received a court date for social security benefits for the child. She and the child were at high risk for, and at one point contracted, COVID-19. The client was increasingly concerned about obtaining necessary medical supplies for her and her child in order to remain healthy. A delay in the court system prevented her from obtaining steady income through social security. While she was receiving government assistance in the form of food stamps, she experienced disruptions in that support, as well.
>
> **Underserved population:** Disabled dependent + labor trafficking
>
> **Physiological need:** Food, shelter, warmth, sleep
>
> **Possible solution:** With a one-stop shop, the survivor would be able to receive medical, court and shelter services in the same location, removing the risk of traveling to and from multiple locations where she could be exposed to COVID-19. A regional navigator could help her find solutions for interrupted services like food stamps and court delays.

---

[81] The Whole Health model is an approach created by the U.S. Department of Veterans Affairs, centered on what matters to the individual rather than what the health team determines is important.

[82] Human Trafficking Leadership Academy Class 4 Fellows, *Human Trafficking Leadership Academy Class 4 Recommendations*, p. 16.

[83] U.S. Department of Veterans Affairs, "Whole Health," accessed October 5, 2020, https://www.va.gov/wholehealth/.

stability and safety.[84] To combine these two concepts, barriers created by the silos of services become obsolete for some victims and survivors.

Additional Education

Recommendation 11:
The following professionals should receive introductory and advanced training on human trafficking in Colorado:

1. Airport/airline employees and associates
2. Community-based victim advocates
3. Consulates
4. Court-based professionals
5. Criminal justice-based victim advocates
6. Crisis hotlines staff
7. Educational institution staff
8. Faith-based staff
9. Foster families
10. Health professionals
11. Host families
12. Hotel staff
13. Housing providers
14. Human services staff
15. Immigration agencies
16. Judicial staff
17. Landlords
18. Law enforcement
19. Legal advocates
20. LGBTQI+ organizations
21. Libraries
22. Mental/behavioral health professionals
23. Migrant coalitions
24. Recreation centers
25. Resettlement agencies
26. School staff (primary, secondary, collegiate)
27. Workforce centers

Underserved populations come into contact with many organizations and government systems that, when discussing these individuals' experiences, may not recognize human trafficking or understand their needs. When recommending solutions like a one-stop shop, there is a risk of re-traumatization if professionals working in various organizations are unaware of the dynamics and experiences of human trafficking. Instead of eliminating barriers, the individuals interacting with underserved populations may further isolate victims/survivors of human trafficking, creating an unwelcoming narrative of self-blame that encourages victims/survivors to keep their suffering silent. Deep cultural biases and the way human trafficking cases are depicted in the media, in public awareness campaigns, by organizations,

---

[84] Human Trafficking Leadership Academy Class 4 Fellows, *Recommendations*, p. 18.

etc.[85] influence the way victims/survivors are viewed, creating a narrative of the ideal victim and leaving little room for the complicated nature of many individuals' experiences. This selective view of who deserves protection and care can be addressed through a comprehensive understanding of human trafficking, as provided by basic and advanced training.

As covered in the Council's *2016 Annual Report*, professionals who may come into contact with victims/survivors of human trafficking should receive at minimum a basic human trafficking training that addresses the following learning objectives:

- Define human trafficking.

- Identify populations vulnerable to human trafficking.

- Recognize indicators of the crime and know what steps to take.

- Understand human trafficking victimization and the importance of multisector collaboration in meeting the needs of survivors.

- Be familiar with the types of human trafficking cases that occur in Colorado.[86]

After professionals learn the basics, they should continue their education as a best practice. If deemed appropriate, advanced training will help professionals learn about the impact of trauma on survivors of human trafficking and how to utilize a survivor-driven approach. This education is especially important for professionals intersecting with underserved populations, as the identities of those individuals may complicate organizations' standard protocols and require creative and culturally responsive solutions to the gaps that appear.

Conclusion

The Underserved Populations Task Force's use of Maslow's hierarchy of needs framework focused the work of service providers on the most basic physiological needs. If implemented, the 11 recommendations laid forth build on prevention efforts by addressing root causes for human trafficking, expand protections for victims/survivors and strengthen partnerships in the anti-human trafficking and related fields. Members of the task force hope to continue the work on underserved populations, understanding that the needs and the experiences of human

---

[85] Michael Wilson and Erin O'Brien, "Constructing the Ideal Victim in the United States of America's Annual Trafficking in Persons Reports," *Crime, Law, and Social Change* 65 (2016): pp. 29–45.
[86] To read more about recommended professionals to be trained and the training recommendations see the Council's *2016 Annual Report*, pp.45-46.

trafficking victims/survivors are diverse. These recommendations only begin to narrow
service gaps and increase knowledge of human trafficking intersections with these
underserved populations.

SECTION 5

Human Trafficking Training Outcomes

Introduction

Each year, the Division of Criminal Justice (DCJ) staff delivers free trainings across the state on behalf of the Colorado Human Trafficking Council (the Council). From 2017 to 2019, Training Standards and Curricula Task Force members from the Council designed three training curricula: *An Introduction to Human Trafficking in Colorado*, for general professionals; *Human Trafficking Investigations: An Introductory Course*, for law enforcement; and *Meeting Human Trafficking Survivors Needs: An Advanced Course for Service Providers*, for direct care providers. These introductory and advanced training programs were developed for front-line professionals as a fulfillment of the legal mandate C.R.S. § 18-3-505(e):

> 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.

The Council uses a three-pronged approach to delivering trainings. The first method is through DCJ's Human Trafficking Training Coordinator, responding to training requests by delivering in-person training. Virtual instructor-led training was added in response to the COVID-19

pandemic and will be discussed in more detail later in this section. The second delivery method is through an online, self-paced version of *An Introduction to Human Trafficking in Colorado*, which is best suited for individuals from across the state. The online program was originally designed to ensure that anyone in the state could access training on human trafficking regardless of geographic location, financial situation or time constraints. The online program has proven to be incredibly important during COVID-19. The third method employed is a Train-the-Trainer (TTT) model, which equips facilitators from across the state to deliver the Council's training programs to professionals in the facilitators' communities.

The TTT model is used for both introductory training programs. The goal of the TTT model, which the Council first implemented in 2017, is to maintain consistent messaging on the issue of human trafficking throughout the state. Localized community members with a background in human trafficking volunteer for a two-day intensive workshop where they are taught about adult learning styles, the importance of imagery and language in the human trafficking field and how to deliver the Council's training curricula. These facilitators sign an agreement to train 50 individuals in their local communities.

Training Over the Years

The Council's 2018 and 2019 Annual Report included maps that showed where facilitators were trained, where trainings took place and the potential reach of those facilitators. Each map showed the time frame of January 1st to November 30th of that reporting year. To show, over time, the breadth of training locations where DCJ staff and volunteer facilitators trained, Figure 19 maps all trainings that took place across the state by county, from January 1, 2017 to November 30, 2020. Ranging from one training to 56 trainings in a single county, the map demarcates the location of TTT sites, further illustrating that having facilitators across the state work together with DCJ staff expands the reach of the Council's training programs.

Figure 19: Locations of Trainings Delivered in the State from January 1, 2017 to November 30, 2020
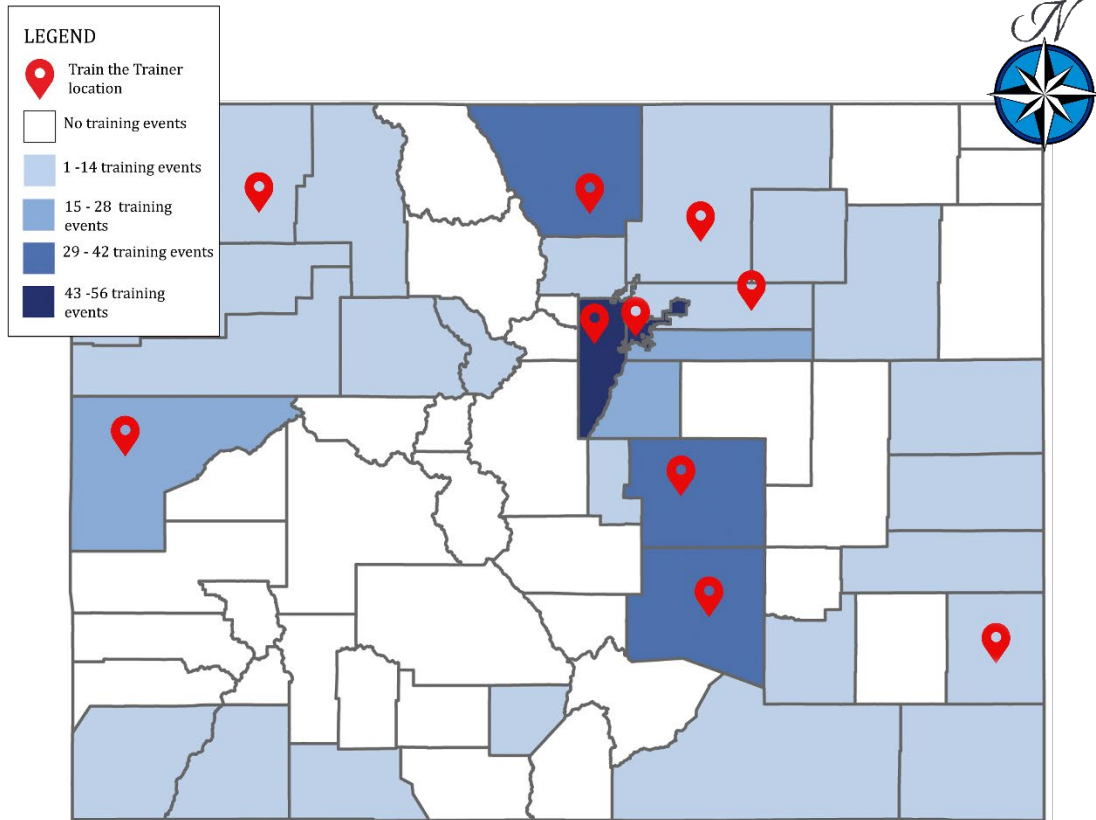
Data Source: Colorado Department of Public Safety, Division of Criminal Justice. Figure 19 reflects trainings delivered by both trained facilitators and DCJ staff. Trainings are shaded on a gradient, reflecting 1–56 trainings in increasing darkness of hue. Train-the-Trainer programs are demarcated with a red marker to reflect where facilitators are based.

In the Laboratory to Combat Human Trafficking's *Colorado Project 2.0 Report*, many professionals were mentioned as important allies in human trafficking efforts. The report calls for more professionals to be trained, such as school staff and educators, law enforcement, healthcare workers, judges and prosecutors. Table 21 shows that from 2017 to 2020, the Council trained front-line professionals in each of these sectors.

Table 21: Individuals Trained By Professional Sector (Alpha Order), CY 2017–2020*					
Professional Sector (in alphabetical order)	Number of Individuals Trained				Total
	2017	2018	2019	2020*	
Community-Based Victim Advocates	11	2	15	56	84
Criminal Justice Victim Advocates	13	66	43	21	143
Community Members	49	307	210	22	588
Court Staff	14	16	0	0	30
Human Services Staff—Adult	14	10	55	9	88
Human Services Staff—Child Welfare	69	172	50	14	305
Educators/School Administrators	103	236	161	11	511
Faith-Based Community Members	5	94	6	4	109
First Responders (EMS, Fire)	2	3	6	1	12
Government Staff—Local	65	41	34	15	155
Government Staff—State	38	79	54	62	233
Government Staff—Federal	0	0	1	0	1
Homeless-Serving Organization Staff	70	30	0	1	101
Healthcare Providers	173	147	316	126	762
Immigrant-Serving Organization Staff	2	2	5	0	9
Law Enforcement Personnel—Local	7	380	788	226	1401
Law Enforcement Personnel—State	1	46	1	22	70
Legal Service Providers	1	2	10	7	20
Multidisciplinary Group Members	7	151	234	132	524
Mental Health Providers	194	78	29	30	331
Private Attorneys	2	0	0	0	2
Probation/Corrections Officers—Adult	111	15	47	8	181
Probation/Corrections Officers—Juvenile	34	0	15	14	63
Prosecutors	0	0	5	0	5
SANE**/Forensic Examiners	0	0	1	8	9

Social Service Providers	237	117	159	73	586
Students	62	193	243	32	530
Telecommunication Professionals	0	6	12	1	19
Other	35	171	55	22	283
GRAND TOTAL	**1319**	**2364**	**2555**	**917**	**7155**

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.
* Only includes individuals trained from January 1 to November 30, 2020
** Sexual Assault Nurse Examiner

From 2017 to 2019 the total number of requests for training increased, as did the total number of professionals trained for both the *Introduction to Human Trafficking in Colorado* and the *Human Trafficking Investigations: An Introductory Course* trainings.

Table 22: Number of Training Requests 2017–2019, by Training Curriculum			
Year Training Curricula Launched	2017	2018	2019
An Introduction to Human Trafficking in Colorado	56	75	73
Human Trafficking Investigations: An Introductory Course*		26	47
Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers**			1

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.
* Training launched March 2018.
** Training launched October 2019.

Table 23: Number of Professionals Trained 2017–2019, by Training Curriculum			
Year Training Curricula Launched	2017	2018	2019
An Introduction to Human Trafficking in Colorado	1319	1926	1738
Human Trafficking Investigations: An Introductory Course*		438	790
Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers**			27

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.
* Training launched March 2018.
** Training launched October 2019.

Reflective Evaluation

Each winter, the DCJ Human Trafficking Training Coordinator analyzes evaluation data collected for each training program to adjust the curricula based on feedback from participants. This year, the analysis was expanded to include interviews with volunteer facilitators and a review of the training programs by several Council members. Volunteer facilitators provided feedback about which slides and sections work smoothly, what they observed from their audiences when material did or did not connect and what they would change about the respective program they deliver (as most facilitators are only trained on one program).

Council members reviewed the training program's slide deck and corresponding Facilitator Guide with DCJ staff to determine what feedback from evaluations and facilitators could and should be incorporated. DCJ staff also ensured that the research included in each program was the most up-to-date and relevant information in the human trafficking field. As a result, the introductory programs now contain more information gathered from the Colorado's Human Trafficking Hotline, nuanced conversations about how sex and labor trafficking can happen in the same venues and a new case study covering boys and men.

Training in a Pandemic

Training during the COVID-19 pandemic proved difficult but allowed the Council to bolster accessibility for trainings already developed. Training efforts started strong in the first quarter of 2020, and plans for training in spring through fall were already in motion. Unfortunately, the need for quarantining, social distancing and flexibility of front-line professionals deprioritized trainings for many agencies. Instead of ceasing training efforts, however, the DCJ Human Trafficking Training Coordinator and facilitators pivoted to deliver trainings through

other means (e.g., explore virtual opportunities) and prepared for the time when agencies were once again ready to focus their efforts on learning about human trafficking.

An Introduction to Human Trafficking in Colorado

The Council's pilot program is intended to be a catch-all for professionals who may come into contact with human trafficking victims. As delivered by DCJ staff and facilitators, the objectives of the training are to:

- Understand the who, what, where and why of human trafficking.

- Recognize indicators of human trafficking.

- Understand the different types of trafficking that occur in Colorado.

- Know how to respond to potential victims.

- Know how to develop a holistic community response and spread awareness.

Table 24: Number of Individuals Trained January–November 30, 2020, by Training Method An Introduction to Human Trafficking in Colorado			
Time of Year	In Person	Virtual*	Online
Quarter 1 (Jan–Mar)	238		1
Quarter 2 (Apr–June)	0		20
Quarter 3 (July–Sep)	0	165	10
Quarter 4 (Oct–Nov 30, 2020)	111	23	0

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.
* Virtual format was launched in July 2020.

As of November 30th, 20 facilitators partnered with the Council to deliver trainings in their own communities, as equipped through the TTT program. From January to March, these facilitators trained 162 professionals. In March, organizations that were scheduled for trainings canceled as uncertainty surrounding COVID-19 and restrictions about gatherings set in. DCJ staff and facilitators used the remainder of the spring quarter to advertise the already-developed online, self-paced, individualized version of the curriculum released in 2019.

In May and June, DCJ staff modified the training materials to be compatible with an instructor-led virtual training environment in response to organizations requesting this method for

training groups. In addition, DCJ staff conducted significant research on various virtual platforms to determine which would be most suitable to the needs of the Council's training programs. The first training to use this converted program was delivered in July and used throughout the remainder of the year.

Human Trafficking Investigations: An Introductory Course

The specialized introductory training for law enforcement personnel is intended to be complementary to *An Introduction to Human Trafficking in Colorado*, which is taken by general professionals. The primary intended audience for the training is patrol officers, but it also serves as a good introductory program for all law enforcement personnel. The objectives of the program are to:

- Explain the who, what, where and why of human trafficking.

- Understand Colorado's criminal definition of human trafficking and reporting requirements.

- Identify indicators of human trafficking.

- Provide examples of potential evidence that is valuable to document, and when it is appropriate to collect, in both sex and labor trafficking cases.

- Develop multisector partnerships to address human trafficking cases.

Table 25: Number of Individuals Trained January–November 2020, by Training Method Human Trafficking Investigations: An Introductory Course		
Time of Year	In Person	Virtual*
Quarter 1 (Jan–Mar)	131	
Quarter 2 (Apr–June)	0	
Quarter 3 (July–Sep)	19	
Quarter 4 (Oct–Nov 30, 2020)	18	138

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.
* Virtual format was launched in October 2020.

As of November 30th, 17 facilitators conducted trainings across the state in their own agencies as well as agencies in their region, as equipped through the TTT program. The year 2020 saw a sharp decline in requests and canceled trainings, as law enforcement personnel addressed immediate needs that unfolded throughout the year. From January 1st to November 30th, 138 law enforcement personnel were trained, with the majority of training taking place from January to March.

The DCJ Human Trafficking Training Coordinator used the decrease in training requests as an opportunity to begin the conversion of the *Human Trafficking Investigations: An Introductory Course* into a self-paced, individualized online module, as was previously done with *An Introductory Course to Human Trafficking in Colorado*. In addition, DCJ staff created an instructor-led virtual format in order to deliver training of law enforcement during their fall continued education session. The converted program was first delivered on October 8, 2020, and resulted in 138 individuals trained by November 30th.

Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers

The third training curriculum developed by the Council is an advanced half-day workshop for direct service providers who work with human trafficking victims and survivors. The workshop brings direct service provider agencies across a region together and leads them through conversations on how to:

- Describe the impact of trauma on survivors of human trafficking.

- Develop a survivor-driven approach.

- Identify potential service needs of survivors.

- Understand the challenges of service delivery to this population.

- Create a referral network and use local resources to develop intensive service.

- Recognize secondary trauma and highlight a self-care plan.

The workshop launched in October of 2019 and more had been scheduled for the spring of 2020, but the COVID-19 pandemic caused these workshops to be canceled. To address the needs of service providers who could not gather during COVID-19, DCJ staff converted the half-day workshop to an instructor-led virtual format that takes place over two days (in a two-hour session each day). By November 30th, two workshops had been conducted in the converted format, resulting in 19 service providers trained.

## Innovate Colorado—A Combined Grant between Colorado Systems

In 2017, the Colorado Department of Public Safety (CDPS)/DCJ partnered with the Colorado Department of Human Services (CDHS) to apply for a federal grant focused on Improving Outcomes for Child/Youth Victims of Human Trafficking. The intention behind the grant project, *Innovate Colorado*, is to bolster a systemic statewide approach to addressing human trafficking of minors through community-responsive work, including conducting community needs assessments, focusing training outside of the Front Range and selecting and supporting Regional Human Trafficking Specialists (RHTS) in rural communities across the state. These RHTSs are partnered with Human Trafficking Expert Consultants who provide expert guidance on how to ensure their work is survivor-informed. The project was awarded to CDHS as the main grantee, with CDPS as the primary sub-grantee that would focus on the training and awareness aspect of the project. The grant project started in October of 2017 and will conclude on September 30, 2021.

DCJ staff used the data gathered for each Council annual report to inform where grant efforts might make the most impact. Training efforts under the project focused on law enforcement and youth-facing organizations in rural communities in Colorado. DCJ staff worked with CDHS to conduct community workshops aimed at building capacity in rural communities and identifying candidates for RHTS positions. As a pilot site, the project selected Pueblo County,

due to the anti-trafficking work already initiated in the area by the ACHT-Pueblo. The leaders of ACHT-Pueblo became the project's first RHTSs.

Using the materials already created by the Council, DCJ staff trained additional RHTSs using the Council's Train-the-Trainer model in the southeast, northwest and northeast regions of the state. In total, the project has five RHTSs, covering four regions in the state. The southeast RHTS who came on board in 2019 covers Baca, Prowers, Bent, Otero, Crowley, Kiowa and Cheyenne counties. The northeast RHTS who came on board in 2020 covers the counties of Kit Carson, Yuma, Washington, Morgan, Phillips, Logan and Sedgwick counties. The northwest RHTS who came on board in 2020 covers Rio Blanco, Garfield, Eagle and Pitkin counties. And the Pueblo RHTSs who started in 2018 cover Pueblo and Las Animas counties. Since 2018, the RHTSs have conducted 24 trainings.

Figure 20: Counties Covered by Regional Human Trafficking Specialists, by Region
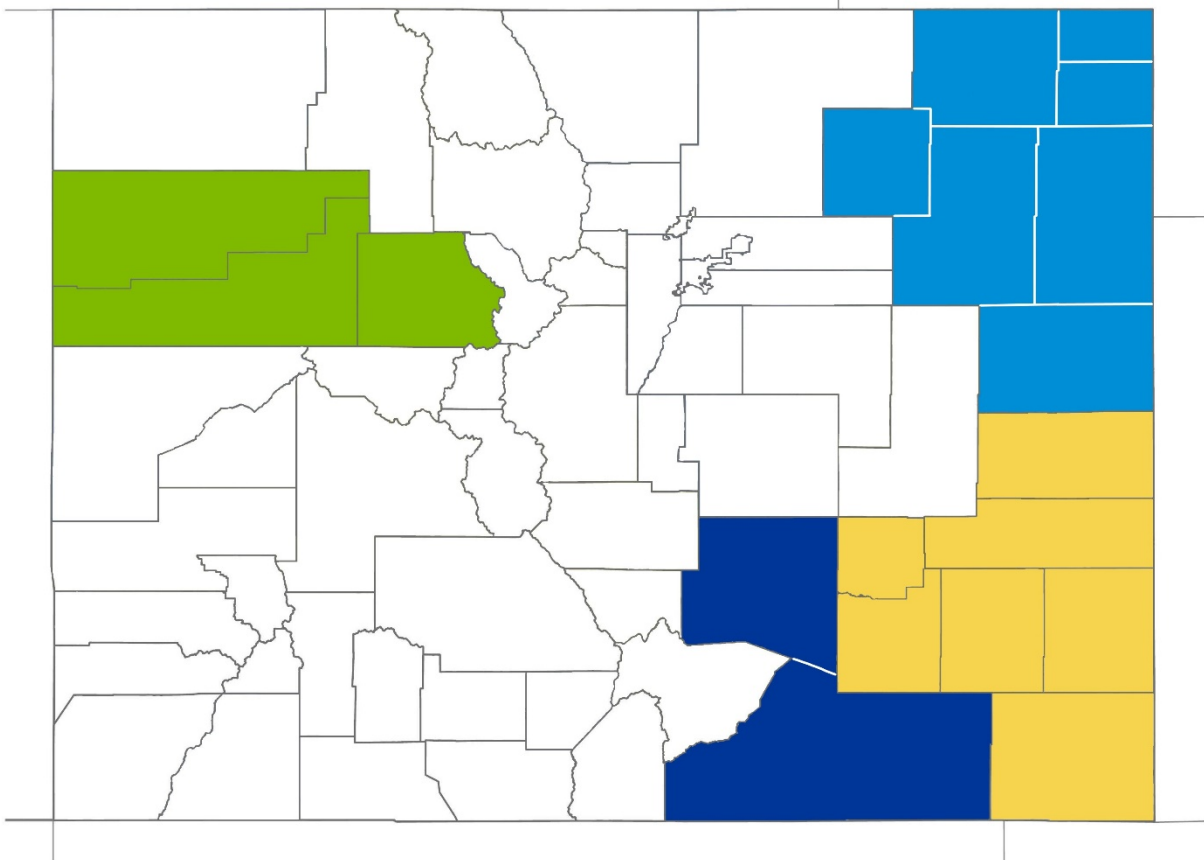
Data Source: Colorado Department of Public Safety, Division of Criminal Justice.
Figure 20 reflects counties included in the *Innovate Colorado* project as the responsibility of the Regional Human Trafficking Specialists. The four regions are depicted in differing colors.

Table 26: Number of Youth-Specific Professionals Trained, by Regional Specialist and Year				
Year	Pueblo/Las Animas	Southeast	Northeast	Northwest
2018	*18			
2019	226	*9		
2020	61	166	*46	*77

Data Source: Colorado Department of Public Safety, Division of Criminal Justice.
* Indicates the year the region joined the *Innovate Colorado* project.

At the onset of the project, *Innovate Colorado* contracted with Collective Solutions, LLC, owned and run by a local Human Trafficking Expert Consultant, to advise the RHTSs around survivor engagement in anti-human trafficking work. In addition, *Innovate Colorado* plans to contract with two additional Human Trafficking Expert Consultants by the year's end. This will provide each RHTS with an individual consultant to guide their work and ensure that voices and lessons learned from individuals with lived experience are integrated throughout the program design, implementation, collaboration, response and regional support activities. Throughout their work, all involved in the project report to the evaluators contracted with the grant, Colorado State University Social Work Research Center. These evaluators utilize a developmental research design for the grant that fuels the reflective practice on which *Innovate Colorado* is based.

Responding to Community Needs

In July 2019, the Council received a request to partner with the Denver Sheriff's Department (DSD). As a large agency employing both peace officers and civilians, and a member of Denver Anti-Trafficking Alliance, DSD requested a uniquely designed training program that would be a hybrid model of the Council's two introductory programs—*An Introduction to Human Trafficking in Colorado* and *Human Trafficking Investigations: An Introductory Course*—to better meet their needs as an agency. This hybrid model would be delivered by facilitators from within their agency who completed the same TTT program used for the Council's other training programs. From July to October 2019, DCJ staff worked to customize the training program to meet the unique needs of DSD. Nine DSD facilitators completed the TTT program in December 2019 and delivered their first training in June 2020. Training plans developed during the TTT program were derailed as DSD responded to immediate needs of their community due to the

COVID-19 pandemic and calls for police reform, but from June to November 30, 2020, the facilitators trained 55 professionals within their agency.

Moving Forward: Training Goals in 2021

2021 will be the last year of the *Innovate Colorado* grant, which will conclude on September 30th. In its final year, *Innovate Colorado* staff aim to continue solidifying and implementing a statewide response for human trafficking of minors in Colorado through their partnership with the Laboratory to Combat Human Trafficking in Colorado. The Council's introductory and advanced trainings will continue to be used to train professionals on the front lines as they interact with this population.

If the state of Colorado is able to open more businesses and services in 2021, the Council and DCJ staff hope to conduct a new law enforcement TTT on the Western Slope. Until that time comes, the Human Trafficking Training Coordinator will continue to support facilitators in delivering the introductory programs already in place and coaching and training them in the new virtual platforms for both *An Introduction to Human Trafficking in Colorado* and *Human Trafficking Investigations: An Introductory Course.* In addition to the virtual platforms, DCJ staff will complete the conversion of the *Human Trafficking Investigations: An Introductory Course* training for law enforcement into a self-paced, online module for individual users. The mandatory shifts the COVID-19 pandemic has called for will assist the Council in striving toward equitable access to trainings to front-line professionals, despite geographic region, finance, time constraints or ability.

SECTION 6
References

Colledge, Ray. "Maslow's Theory of Human Motivation." In *Mastering Counselling Theory*, 129–38. London: Macmillan Education, Limited, 2002.

Collins, Paula Costa, and Heather Baker. *Family First Prevention Services Act: High Quality Service Standards for Specialized Settings.* Boston, MA: Public Consulting Group, 2020. http://familyfirstact.org/resources/family-first-high-quality-service-standards-specialized-settings.

Colorado Division of Criminal Justice, Office for Victims Programs. "Announcement for CY 2021 & CY 2022 CVS Grant." Colorado Department of Public Safety. 2020. https://dcj.colorado.gov/dcj-offices/victims-programs/grant-funding-for-agencies/crime-victim-services-funds.

Colorado Human Trafficking Council. *Colorado Human Trafficking Council 2018 Annual Report.* Lakewood, CO: Colorado Department of Public Safety, Colorado Division of Criminal Justice, Office for Victims Programs, 2018. Accessed October 1, 2020. https://sites.google.com/state.co.us/human-trafficking-council/the-council/annual-report/2018-report?authuser=0.

Colorado Human Trafficking Council. *Colorado Human Trafficking Council 2019 Annual Report.*
    Lakewood, CO: Colorado Department of Public Safety, Colorado Division of Criminal
    Justice, Office for Victims Programs, 2019. Accessed October 1, 2020.
    https://sites.google.com/state.co.us/human-trafficking-council/the-council/annual-
    report/2019-report?authuser=0.

Colorado Department of Human Services. Secretary of State. *Department of Human Services'
    Social Services Rules: Overview of Child Welfare Services.* Denver, CO: Colorado Secretary
    of State, Code of Colorado Regulations, 2016. Accessed November 11, 2019.
    https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=7344&fileName=
    12%20CCR%202509-1.

Doane, Ashley, "What is Racism? Racial Discourse and Racial Politics," *Critical Sociology,* 32, no.
    2-3 (2006): 267. Accessed November 3, 2020.
    https://doi.org/10.1163/156916306777835303.

Division of Youth Services. "Division of Youth Services." Colorado Department of Human
    Services, 2020. Accessed October 11, 2020.
    https://www.colorado.gov/pacific/cdhs/dys.

Freedom Network USA. *Housing Options for Survivors of Human Trafficking.* Washington, DC:
    Freedom Network USA, 2020. Accessed October 1, 2020.
    https://freedomnetworkusa.org/app/uploads/2020/07/Housing-Options-for-
    Survivors-of-Trafficking-Final.pdf.

Human Trafficking Center. "The Encyclopedia of Human Trafficking." 2020. Accessed
    November 9, 2020. https://humantraffickingcenter.org/the-encyclopedia-of-human-
    trafficking/.

Laboratory to Combat Human Trafficking. *The Colorado Project 2.0: To Comprehensively Combat
    Human Trafficking.* Denver, CO: Laboratory to Combat Human Trafficking, 2019.

https://combathumantrafficking.org/report-downloads/Colorado_Project_2_0-by_LCHT.pdf.

Laser-Maira, Julie Anne, Donna Peach, and Charles E. Hounmenou. "Moving Towards Self-Actualization: A Trauma-Informed and Needs-Focused Approach to the Mental Health Needs of Survivors of Commercial Child Sexual Exploitation." In *International Journal of Social Work* 6, no. 2 (2019): 27–44. Las Vegas, NV: Macrothink Institute, 2019.

Lewis, J.A., Hamilton, J.C., and Elmore, J.D., "Describing the Ideal Victim: A Linguistic Analysis of Victim Descriptions," *Current Psychology* (2019): 1. Accessed November 3, 2020. https://doi.org/10.1007/s12144-019-00347-1.

Little Hoover Commission. "The Commission." 2020. Accessed September 22, 2020. https://lhc.ca.gov/about/history.

———. "Human Trafficking: Coordinating a California Response." 2020. Accessed September 22, 2020, https://lhc.ca.gov/report/human-trafficking-coordinating-california-response.

Maslow, Abraham. "A Theory of Human Motivation." In *Psychological Review*, 50, no. 4 (1942): 370–96. https://doi.org/10.1037/h0054346.

Massachusetts Housing & Shelter Alliance. "Home & Healthy for Good." 2020. Accessed September 4, 2020, https://www.mhsa.net/HHG.

Miles-Cohen, Shari, Tanya Burrwell, and Wynter Oshiberu. *Report of the Task Force on Trafficking of Women and Girls.* Washington, DC: American Psychological Association, 2014. Accessed October 14, 2020. https://www.apa.org/pi/women/programs/trafficking/report.pdf.

National Human Trafficking Training and Technical Assistance Center, Human Trafficking Leadership Academy Class 4. *Human Trafficking Leadership Academy Class 4*

Recommendations. Washington, DC: United States Department of Health and Human
Services, Administration for Children and Families, Office on Trafficking in Persons,
2019.
https://www.acf.hhs.gov/sites/default/files/otip/final_htla_4_recommendations_508c.
pdf.

Office for Victims of Crime. "Awards Listing." United States Department of Justice, Office of
Justice Programs, 2020. Accessed October 1, 2020.
https://ovc.ojp.gov/funding/awards/list.

———. "Glossary." United States Department of Justice, Office of Justice Programs, 2020.
Accessed October 1, 2020. https://www.ovc.gov/model-standards/glossary.html.

———. "Human Trafficking: Grants & Funding." United States Department of Justice, Office of
Justice Programs, 2020. Accessed October 12, 2020.
https://ovc.ojp.gov/program/human-trafficking/grants-funding.

Orange Circle Consulting. *Rural Stakeholder Discussion Groups: Research Results.* Lakewood, CO:
Colorado Human Trafficking Council, 2020.
https://drive.google.com/file/d/1vZpKWw8aSYGsRQw3n4wLkE1MOtK83Cxy/view?us
p=sharing.

———. *Statewide General Public Concept Feedback.* Lakewood, CO: Colorado Human
Trafficking Council, 2020.
https://drive.google.com/file/d/1wan2HmJKmpxfTdbbNcX2cI1JzoLSU81P/view?usp=
sharing.

———. *Survivor Informed-Content for Collateral Development: Research Findings and Insights.*
Lakewood, CO: Colorado Human Trafficking Council, 2020.
https://drive.google.com/file/d/1yTani7C4ljyEk0yOHXGidV7LWb2chxLx/view?usp=sh
aring.

Polaris. "Colorado." National Human Trafficking Hotline, 2020. Accessed September 3, 2020.
https://humantraffickinghotline.org/state/colorado.

———. *Crisis in Human Trafficking During the Pandemic*. Washington, DC: Polaris, 2020.
Accessed October 10, 2020. https://polarisproject.org/resources/crisis-in-human-trafficking-during-the-pandemic.

——— . "National Human Trafficking Hotline-States." National Human Trafficking Hotline,
2020. Accessed September 3, 2020. https://humantraffickinghotline.org/states.

Substance Abuse & Mental Health Services Administration, "Housing First Pilot Helps Domestic
Violence Survivors," 2020. Accessed September 4, 2020.
https://www.samhsa.gov/homelessness-programs-resources/hpr-resources/housing-first-pilot.

Trafficking Victim Assistance Program. *Trafficking Victim Assistance Program, FY 2012 – 2018
Data Fact Sheet*. Washington, DC: United States Department of Health and Human
Services, Administration for Children and Families, Office on Trafficking in Persons,
2019. Accessed October 1, 2020. https://wwwstage.acf.hhs.gov/node/68288.

——— . "Certification Letters." United States Department of Health and Human Services,
Administration for Children and Families, Office on Trafficking in Persons, 2020.
Accessed October 12, 2020. https://www.acf.hhs.gov/otip/victim-assistance/certification.

United States Advisory Council on Human Trafficking. *Annual Report 2019*. Fairfax, VA: ICF
International, 2019. Accessed October 10, 2020, https://www.state.gov/wp-content/uploads/2019/05/US-Advisory-Council-2019-Report.pdf.

United States Department of Homeland Security. "Victims of Human Trafficking: T
Nonimmigrant Status." United States Citizenship and Immigration Services, 2018.

Accessed October 01, 2020. https://www.uscis.gov/humanitarian/victims-of-human-trafficking-and-other-crimes/victims-of-human-trafficking-t-nonimmigrant-status.

United States Department of Labor, Wage and Hour Division. *Fact Sheet #26: Section H-2A of the Immigration and Nationality Act.* Washington, DC: United States Department of Labor, 2010. https://www.dol.gov/agencies/whd/fact-sheets/26-H2A.

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

——— . *2019 Trafficking in Persons Report.* Washington, DC: United States Department of State, 2019. https://www.state.gov/reports/2019-trafficking-in-persons-report/.

——— .*2020 Trafficking in Persons Report.* Washington, DC: United States Department of State, 2020. https://www.state.gov/reports/2020-trafficking-in-persons-report/.

Veterans Affairs. "Whole Health." United States Department of Veterans Affairs, 2020. Accessed October 5, 2020. https://www.va.gov/wholehealth/.

Vera Institute. "Translating Justice." Vera Institute of Justice, 2020. Accessed September 30, 2020. https://www.vera.org/projects/translating-justice/learn-more.

Wilson, Michael, and Erin O'Brien. "Constructing the Ideal Victim in the United States of America's Annual Trafficking in Persons Reports." In *Crime, Law, and Social Change* 65, no. 1 (2016)*.* Queensland University of Technology, Law and Justice Research Paper no. 17-08.

SECTION 7

Appendices

Appendices Table of Contents

Appendix 1: Colorado Human Trafficking Council | 2021 Research Study Questions

Main research question:

> What are survivors' experiences with the criminal justice system in Colorado?

Preliminary ancillary interview questions[87]:

1. Tell me about the ways in which you interacted with an individual or agencies within the criminal justice system during or as a result of your exploitation.
   Please select all that apply:

   - Police
   - Victim Advocates
   - Prosecutors
   - Victim Assistance from DA Office
   - Guardian Ad Litem
   - Defense Lawyers
   - Probation or Parole Officers
   - Social Services
   - Department of Corrections
   - Other

   - Tell me a bit about what those interactions were like (prompts: what helped, what were challenges, what could have been improved?)

2. What helped you recognize your experience as trafficking?

3. Do you feel that your identity affected your experience with the criminal justice system? If so, how?
   [Interviewer prompts: Identities such as race/ethnicity, gender, ability, sexual orientation, immigrations status, socio-economic class, other identity]

4. Once you recognized your experience as trafficking, did you access services from the community? If so, did anyone help you access them? (Member of CJS, community

---

[87] These questions will be vetted by survivor consultants prior to study implementation.

organizer, etc.) What kind? What helped you access services? (Were there any specific needs that services could not provide at the time? How accessible were services to you?)

5. What would/did you consider to be justice in your situation? What would be the best outcome for your experience? Is there anything else you think could have happened to make you feel like justice was served in your case?

6. What has the healing process looked like so far for you?

7. Is there anything else that you would like to share that we did not ask today?

Appendix 2: Colorado Department of Human Services | 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		

Appendix 3: Colorado High Risk Victim Identification Tool

Colorado High Risk Victim Identification Tool

Youth Name: _____ DOB: _____

Screening Date: _____ Completed by: _____

Agency: _____   Case #: _____

Identifiers:	Source: (Indicate self report or documentation)
☐ Three or more runs in 12 months	
☐ First run at the age of 12 or younger	
☐ Longest run more than 20 days	
☐ Credible report of commercial sexual exploitation	
☐ Found in a motel/hotel or area known for commercial sex. (See local guide for details)	

Enhancers:	Source: (Indicate self report or documentation)
☐ Drug charges/substance abuse	
☐ Tattoos/Brands-unexplained, reluctance to explain	
☐ Truancy and/or not enrolled in school	
☐ In relationship/expressed interest in older men/women who may be intimate partner, friend or relative	
☐ Possession of expensive items, large amounts of cash, unexpected travel	
☐ Giving false info/no ID/lying about age/NOT in control of ID	
☐ Homeless, not living with adults, couch surfing, etc.	
☐ History of, or current concern about Sexual Abuse, Physical Abuse or Neglect	
☐ History of law enforcement contact related to prostitution or other charges that may occur while being trafficked (theft, drugs, assault). May have multiple curfew violations.	
☐ Stays with individual(s) who require payment for housing. Payment could be sexual favors, drugs or money.	
☐ Family, friends, peers known to be involved in illegal commercial sex and/or criminal activities	

Additional Red Flags:	Source: (Indicate self report or documentation)
☐ Sexually explicit social networking profiles/chat room engagement	
☐ Demeanor: unable to make eye contact, afraid to speak	
☐ Not in control of money earned, owes a debt or has intense sense of financial responsibility toward family or intimate partner.	
☐ Using the language of the commercial sex industry ("the life"). Ask local experts for examples	
☐ Relationships/found in the presence of older, non-related adults	
☐ STIs, pregnancy, abortions	
☐ Lack of support system or supportive relationships	
☐ Cannot identify address or residence	
☐ Gang Involvement	
☐ Family dysfunction	
☐ Bruises/unexplained marks	
☐ Mental health: Fear, anxiety, depression, paranoia, PTSD, suicidal, etc.	
☐ Physical: malnourished, poor hygiene, skin rash, exhaustion, etc.	
☐ Not in control of eating and/or sleeping	
☐ Inconsistent stories-different accounts of relationships, events, etc. to different people or at different times.	
☐ Has received threats to self, family or friends if they do not work or participate in criminal activity.	
☐ Appears to be monitored-unable to have private meetings, phone conversations, whereabouts are being monitored, fear of not sharing location/who they are with	

If your MDT does not have this expertise, please call the CONEHT Hotline (866-455-5075) for assistance and resources.

Labor Trafficking Indicators	Source: (Indicate self report or documentation)
☐ Recruited with false promises of work conditions or pay	
☐ Works long hours with few or no breaks	
☐ Pay is inconsistent	
☐ Some or all pay goes towards debt, housing , food, etc.	
☐ Some or all pay is given to someone else	
☐ Unexplained signs of injury or illness, possibly untreated	

☐ Shows anxiety in maintain job for duty to family, intimate partner or to pay a debt to employer	
☐ Desperation to make a sale (magazines, beauty products, etc) or for money while begging	
☐ Resides with a number of unrelated co-workers and others	
☐ Forced, threatened or coerced to participate in illegal activities including drug sales	

Disclaimer: While this checklist can be a useful tool to improve identification of potential victims of exploitation, it is not a validated diagnostic tool. The checklist is intended to be used to supplement comprehensive screening, assessment and/or intake processes that explore a multitude of domains such as family, peers, school, employment, substance abuse, protective factors, etc. Even if a youth's profile suggests a presence of multiple indicators on the checklist, it does not confirm trafficking/victimization, but highlights a need for further assessment. Information noted on this checklist will be part of a confidential database and only shared by professionals involved in the youth's care.

Appendix 4: Human Trafficking Public Awareness and Outreach Campaign | Press Release English and Spanish Versions

COLORADO
Department of Public Safety

CHTC
COLORADO HUMAN TRAFFICKING COUNCIL

November 16, 2020

Contact: Patricia Billinger, Colorado Department of Public Safety
(720) 692-7570 c / patricia.billinger@state.co.us

State Launches Human Trafficking Awareness Campaign
Exposing the crime of human trafficking in Colorado

STATEWIDE –The State of Colorado is launching a human trafficking public awareness campaign designed to make people stop and think. The multiyear campaign aims to increase awareness about many forms of human trafficking and promote a statewide culture that does not tolerate human trafficking.

"Until Colorado residents become aware of all aspects of human trafficking, this human injustice will continue," said Maria Trujillo, program manager and spokesperson for the Colorado Human Trafficking Council (the Council). "We hope this campaign will highlight the true nature of human trafficking, so that community members realize that this crime is happening in our communities. We want to see more human trafficking victims identified and connected to services to start their journey into survivorship."

The Colorado Human Trafficking Council operates under the Colorado Department of Public Safety, Division of Criminal Justice, Office for Victims Programs and coordinates statewide anti-human trafficking efforts to address trafficking in Colorado.

This Council's 2020 public awareness campaign results from legislation that mandated the development of a plan to educate Colorado residents about human trafficking and placing resource information where human trafficking victims are likely to see it. The launch includes a website, ThisisHumanTrafficking.com, media placements on statewide television, streaming radio, digital channels, and outdoor advertising in high-traffic areas.

Colorado human trafficking survivor experiences inspire the campaign. More than three years of formative community research, in-person interviews, group discussions, and online surveys of survivors and stakeholders from across the state informed the campaign.

The campaign depicts a range of labor trafficking and victim profiles and experiences, representative of Colorado human trafficking, and many of its forms in any community. "From our research, we know that Colorado residents are aware of human trafficking, but they do not necessarily believe it is affecting their community or family," said Christian Gardner Wood, chairperson of the Council. "With increased knowledge about how it occurs and what it looks like, the public can play a more active role in combatting human trafficking."

While human trafficking takes various forms, all involve exploiting one individual by another for some kind of benefit – often economic. A simple definition of human trafficking is the severe exploitation of another person through force, fraud, or coercion for some type of labor, including commercial sex.

If you suspect human trafficking is happening to you, or someone you know or have seen, get help, call anonymously 24/7 at **866.455.5075 or text 720.999.9724.**

Colorado human trafficking is a crime. Learn what to look for at ThisisHumanTrafficking.com.

About the Colorado Human Trafficking Council

Established by legislation in 2014, the Colorado Human Trafficking Council (The Council) operates under the Colorado Department of Public Safety, Division of Criminal Justice, Office for Victims Programs. The Council comprises up to 35 representatives from state and non-government agencies and coordinates statewide anti-human trafficking efforts to better prosecute and prevent trafficking in Colorado. For more information visit The Colorado Human Trafficking Council.

Interviews and campaign assets, including images and video files, are available. Contact Anna Duggan at anna@orangecircleconsulting.com or (720) 357-2203. Click here to download the online media kit.

###

16 de noviembre de 2020

Contacto: Patricia Billinger, Departamento de Salud Pública de Colorado
(720) 692-7570 c / patricia.billinger@state.co.us

El estado de Colorado inicia una campaña de sensibilización a la trata de personas

Para crear conciencia del delito de la trata de personas en Colorado

(Colorado). El estado de Colorado está emprendiendo una campaña de sensibilización pública al tema de la trata de personas que tiene el propósito de hacer reflexionar a la gente. El objetivo de la campaña multianual es aumentar la sensibilización a los distintos tipos de la trata de personas y fomentar una cultura por todo el estado en la que nadie tolere la trata de personas.

"Hasta que los habitantes de Colorado estén conscientes de todos los aspectos de la trata de personas, esta injusticia continuará", afirmó María Trujillo, directora del programa y portavoz del Colorado Human Trafficking Council (Consejo de Colorado sobre la Trata de Personas) "Esperamos que esta campaña revele el verdadero carácter de la trata de seres humanos para que los miembros de la comunidad se den cuenta de que este delito ocurre en nuestras comunidades. Queremos que más víctimas de la trata de personas sean identificadas y conectadas con servicios que las pongan en camino hacia la supervivencia".

El Consejo de Colorado sobre la Trata de Personas funciona dentro del Departamento de Seguridad Pública de Colorado (CDPS), División de Justicia Penal, Oficina de Programas para Víctimas. Este Consejo coordina los esfuerzos para combatir la trata de personas en todo el estado.

La campaña de sensibilización pública de 2020 es resultado de la legislación que encomendó al Consejo la responsabilidad de formular un plan para educar al público en Colorado sobre el tema de la trata de personas y publicar información en aquellos lugares donde es más probable que las víctimas la vean. La campaña incluye un sitio de Internet, **ThisisHumanTrafficking.com,** y anuncios por televisión, radio, canales digitales y vallas publicitarias en zonas muy concurridas.

Las experiencias de los sobrevivientes de la trata de personas en Colorado inspiran la campaña, la cual está informada por más que tres años de investigaciones formativas en la comunidad, entrevistas personales, grupos de análisis y encuestas por Internet con los sobrevivientes y otras partes interesadas.

La campaña muestra una serie de perfiles y experiencias de las víctimas de la trata de personas y trata laboral, y las variadas formas que estas adoptan en las comunidades.

"Gracias a nuestras investigaciones, sabemos que los residentes de Colorado están conscientes de la trata de personas, pero no necesariamente piensan que esta afecta a sus comunidades ni a sus familias", señaló Christian Gardner Wood, presidente del Consejo. "Con mejor conocimiento de cómo ocurre la trata de humana y cómo se presenta, el público podrá participar más activamente en la lucha contra la trata de personas".

Aunque la trata de personas adopta muchas formas, todas conllevan la explotación de una persona por otra para obtener algún tipo de ventaja, a menudo económica. Una definición sencilla de la trata de personas es la explotación grave de una persona por la fuerza o mediante fraude o coacción en algún tipo de trabajo, incluso el comercio sexual.

Si usted es o ha sido víctima de la trata de personas, o si sospecha que alguien que conoce o ha visto es víctima de este delito, pida ayuda: llame anónimamente las 24 horas del día, los siete días de la semana al **866.455.5075 o envíe un mensaje de texto al 720.999.9724.**

La trata de personas es un delito grave. Aprenda a reconocer las señales en **ThisisHumanTrafficking.com.**

Información sobre el Consejo de Colorado sobre la Trata de Personas

Establecido por ley en 2014, el Consejo de Colorado sobre la Trata de Personas funciona dentro del Departamento de Seguridad Pública de Colorado (CDPS), División de Justicia Penal, Oficina de Programas para Víctimas. El Consejo está integrado por hasta 35 representantes de organismos estatales y no gubernamentales y coordina los esfuerzos de todo el estado para combatir la trata de personas y perseguir y prevenir mejor este delito en Colorado. Para obtener más información sobre el Consejo, visite: state.co.us/human-trafficking-council.

Las entrevistas y los materiales de marketing de la campaña, que incluyen imágenes y videos, están disponibles a pedido. Comuníquese con Anna Duggan: anna@orangecircleconsulting.com o (720) 357-2203. Habrá un kit de prensa aqui.

###

2020 Colorado Human
Trafficking Council Report
Publication of the Division of
Criminal Justice

Printed January 2021