



COLORADO

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HUMAN TRAFFICKING COUNCIL

ANNUAL REPORT

2022

Colorado Human Trafficking Council

2022 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

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Acknowledgements

The Council continues to foster a unique space in which experts with lived experience, state agencies, victim service providers, community-based organizations, and regional anti-trafficking groups can collaborate. The recommendations and work products throughout this report reflect the passion and expertise of Council Members, Division of Criminal Justice (DCJ) staff, and the wider anti-trafficking movement in Colorado.

This year, eight Council members: Mollie Bradlee, Matt Dodson, Sterling Harris, Jenna Harper, Mary Landerholm, Nhu-Minh Le, Katie McDougal, Fikile Ryder, and; and three Council members' terms concluded at the end of 2021: Dr. Tom Acker, Sherman Swafford and Sheriff Tony Spurlock. The Council thanks these members for their dedication and contributions they made to the Council and to the anti-trafficking movement.

The Council is thankful for the thoughtful leadership provided by its Chair, Christian Gardner-Wood, and Vice Chair, Amy Pohl. They would also like to thank the hard work of the task force chairs. Fikile Ryder and Steven Ramirez, Co-Chairs of the Equitable Access Task Force; Christian Gardner-Wood, Chair of the Legislative Task Force; and Mona Klein, Chair of the Survivor Engagement Task Force. The smooth transition from virtual to hybrid meetings and the many accomplishments made are reflection of these individuals' steadfast leadership.

The Council would like to extend its deepest gratitude to the Orange Circle Consulting Team: Tonya Peters, Anna Duggan, Holly Kurtz, Jill Lohmiller, Joy Meadows, Monica Stratchan, and Lisa Wright, for their tireless contributions to a successful public awareness and outreach campaign. The Council thanks the DCJ staff Maria Trujillo, Camerron Resener, Alexandra Woods, Catie Fowler, and Alexandra Holloway for their efforts in researching, authoring, and publishing this report.

Finally, the Council would like to extend its deepest gratitude to every victim, survivor, and lived experience expert who has worked publicly and behind the scenes to ensure that survivors' voices are heard and valued in federal, state, local, and tribal effort to combat human trafficking. Without their insights, expertise, and experience, the work of the Council would not be possible.

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

Amy Pohl (Vice Chair)

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

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

Mollie Bradlee

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

Corinthiah Brown

The Don't Look Back Center, Inc.
Lived Experience Expert

Brooke Byrd

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

Mari Dennis

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

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

Diana Goldberg

SungateKids
Rep. of a child advocacy center

Tristan Gorman

Colorado Criminal Defense Bar
Rep. of a statewide organization of criminal defense attorneys

Jenna Harper

Colorado Coalition Against Sexual Assault
Statewide coalition for victims of sexual assault

Chris Henderson

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

Dr. Sandy Ho

Office of Children Youth and Families,
Colorado Department of Human Services
Rep. from department of human services

Mona Petrocco Klein

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

Katie McDougal

Adams County Human Services
Department
*Director of an urban county department of
social services*

Nhu-Minh Le

Asian Pacific Development Center
*Rep. of an organization that provides direct
services to victims of human trafficking*

Rebekah Layton

*Survivor Representative: Subject Matter
Expert/Consultant*

Andrew Lorensen

Lincoln County Human Services
*Rep. of a rural county department of social
services*

Major Mark Mason

Criminal Investigations Branch, Colorado
State Patrol
Rep. of Colorado State Patrol

Patricia Medige

Colorado Legal Services
*Rep. of a statewide immigrant rights
organization*

Jo-Ann O'Neil

Human Trafficking Task Force of Southern
Colorado
*Rep. of a regional or city-wide human
trafficking task force or coalition*

Steven Ramirez

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

Fikile Ryder

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

Judge Meghan Saleebey

19th Judicial District
Rep. of the judicial branch

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*

Dr. Michelle Sunkel

Colorado Mesa University
Rep. from a college or university that conducts research on human trafficking

Sherman Swafford

Colorado Department of Labor and Employment
Rep. from the State Department of Labor and Employment

Cathie Swanson

Department of Agriculture
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Former Council Members

Resignations in 2022

Mollie Bradlee

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

Matthew Dodson

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

Jenna Harper

Colorado Coalition Against Sexual Assault
Statewide coalition for victims of sexual assault

Sterling Harris

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Rep. of statewide organization that provides services to crime victims

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

Katie McDougal

Adams County Department of Human Services
Rep. from an urban department of social services

Fikile Ryder

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

Advisory Committees

Equitable Access Task Force

Name	Affiliation
Fikile Ryder (Co-Chair)	Catholic Charities of Colorado
Steven Ramirez (Co-Chair)	Shiloh House
Dr. Tom Acker	Western Slope Against Trafficking
Jenna Harper	Colorado Coalition Against Sexual Assault
Mark Mason	Colorado State Patrol
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Hannah Sroor	Confidential Advocate of Routt County
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Legislative Task Force

Name	Affiliation
Christian Gardner-Wood (Chair)	20 th Judicial District Attorney's Office
Rebekah Layton	Survivor Representative: Subject Matter Expert/Consultant
Chief Jim Baird	Breckenridge Police Department
Diana Goldberg	SungateKids
Mari Dennis	Colorado Organization for Victim Assistance
Janet Drake	Colorado Attorney General's Office
Amanda Finger	Colorado Network to End Human Trafficking
Pat Medige	Colorado Legal Services
Jo-Ann O'Neil	Human Trafficking Task Force of Southern Colorado
Hava Simmons	Larimer County Department of Human Services
Tony Spurlock	Douglas County Sheriff's Office
Caleb Stewart	Rocky Mountain Immigrant Advocacy Network
Crystal Littrell	Colorado Attorney General's Office

Survivor Engagement Task Force

Name	Affiliation
Mona Petrocco Klein (Chair)	Alliance to Combat Human Trafficking – Pueblo
Amy Pohl	Project Safeguard
Jill Brogdon	Office for Victim’s Programs
Cori Brown	Don’t Look Back Center
Dr. Sandy Ho	Office of Children Youth and Families, CDHS
Jocelyn Jenks	Colorado Legal Services
Lacey McClain	Don’t Look Back Center
Judge Meghan Saleebey	19 th Judicial District

Multidisciplinary Team Working Group

Name	Affiliation
Denise Abdoo	Children’s Hospital Colorado
Kelsey Antun	Urban Peak
Stevi Black	SARA House
Brooke Byrd	Denver District Attorney’s Office
Anne Darr	Federal Bureau of Investigation
Diana Goldberg	SungateKids
Holly Harris	Colorado Department of Human Services
Chris Henderson	Office of the Child’s Representative
Kimberly Hinton	17 th Judicial District Attorney’s Office
Jaime Janes	Colorado Unaccompanied Child Task Force
Nhu-Minh Le	Asian Pacific Development Center
Lauren McFarlin	Colorado Springs Police Department
Beth McNalley	Denver Public Safety Youth Programs
Edna Muñoz	Boulder County District Attorney’s Office
Tammy Schneiderman	Division of Youth Services
Caleb Stewart	Rocky Mountain Immigrant Advocacy Network
Sarah Yarbrough	18 th Judicial District
Kristen Zhu	SungateKids

Division of Criminal Justice Staff

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Human Trafficking Project Coordinator

Message from the Council Chair

On behalf of the Colorado Human Trafficking Council, it is my pleasure to submit this 2022 Annual Report. This report represents a summary of the important and dedicated work of the Council members and the staff of the Division of Criminal Justice over the last year. As Chair, I am always impressed by the work of the Council members and staff and their commitment to the fight to end human trafficking. I offer my sincere thanks to these dedicated individuals.

Over the last year, the Council focused its work on public awareness, training, equitable access to services for rural victims of trafficking, survivor engagement, and legislation. In thinking about public awareness, I must highlight that since 2020 the two-year grant-funded public awareness campaign has been an enormous success. It was the culmination of years of work by the Council and staff and has impacted every area of Colorado. In fact, the campaign has caught the attention of other states who wish to replicate our efforts.

As we enter 2023, the Council will continue its leadership in the areas noted above and will meet for our annual retreat in January to create additional priorities for the year to come. We will also see a number of new council members join the Council in 2023. I am excited for the new members to bring invigoration and fresh ideas as Colorado continues to be one of the leaders in the nation in the fight to end human trafficking.

The Council is filled with members with passion, dedication, and expertise in the anti-human trafficking field and it remains my distinct honor and privilege to serve as the Chair of the Council and as the statewide district attorney representative to the Council.

Respectfully,



Christian Gardner-Wood
Chair, Colorado Human Trafficking Council

List of Acronyms and Abbreviations

APDC	Asian Pacific Development Center
CAC	Child Advocacy Center
CBI	Colorado Bureau of Investigation (state)
CCR	Code of Colorado Regulations
CDHS	Colorado Department of Human Services (state)
CDPS	Colorado Department of Public Safety (state)
CEHTTF	Child Exploitation and Human Trafficking Task Force (federal)
CIMU	Crime Information Management Unit
CJASS	Colorado Justice Analytics Support System
CJD	Chief Justice Directive
CJTF	Criminal Justice Task Force
CLS	Colorado Legal Services
CoNEHT	Colorado Network to End Human Trafficking (state)
The Council	Colorado Human Trafficking Council
COVA	The Colorado Organization for Victim Assistance
C.R.S.	Colorado Revised Statutes
CSP	Colorado State Patrol
CVS	Crime Victims Services Funds (state)
CY	Calendar Year
DA	District Attorney
DATA	Denver Anti-Trafficking Alliance
DCJ	Division of Criminal Justice (state)
DCW	Division of Child Welfare
DOJ	Department of Justice (federal)
DPD	Denver Police Department
DYS	Division of Youth Services
EATF	Equitable Access Task Force
ECM	Enhanced Collaborative Model
Family First	Family First Prevention Services Act
FAR	Family Assessment Response
FB	Facebook
FBI	Federal Bureau of Investigation (federal)
FFY	Federal Fiscal Year
FRC	Family Resource Center
HB	House Bill
HSI	Homeland Security Investigations (federal)
HRV Tool	Colorado High-Risk Victim Identification Tool
HT	Human Trafficking
ICON	Integrated Colorado Online Network
IG	Instagram
ILO	International Labor Organization
IOM	International Organization for Migration
LCHT	Laboratory to Combat Human Trafficking
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex
LTF	Legislative Task Force

LT	Labor Trafficking
MDT	Multidisciplinary Team
MDT-WG	Multidisciplinary Team Working Group
MMIR	Missing and Murdered Indigenous Relatives
NIBRS	National Incident Based-Reporting System
NHTH	National Human Trafficking Hotline (federally funded)
NHTTAC	National Human Trafficking Training and Technical Assistance Center
OME	Office of the Medical Examiner
OTIP	Office on Trafficking in Persons (federal)
OVC	Office for Victims of Crime (federal)
PA4	Program Area 4 (Program for Youth in Conflict)
PPRM	Planned Parenthood of the Rocky Mountains
QRTP	Qualified Residential Treatment Program
RED	Review, Evaluate and Direct
RHTS	Regional Human Trafficking Specialist
RMIAN	Rocky Mountain Immigrant Advocacy Network
SB	Senate Bill
SETF	Survivor Engagement Task Force
SNAP	Supplemental Nutrition Assistance Program
SRS	Summary Reporting System
ST	Sex Trafficking
SWRC	Social Work Research Center
TA	Technical Assistance
TANF	Temporary Assistance for Needy Families
The Toolkit	Toolkit for Building Survivor-Informed Organizations
TRAILS	Colorado Child Welfare Training System
TSA	Transportation Security Administration
TTA	Training and Technical Assistance
TTT	Train-the-Trainer
TVAP	Trafficking Victim Assistance Program
UCR	Uniform Crime Reporting
UPTF	Underserved Populations Task Force
USAO	United States Attorney's Office
U.S.C.	U.S. Code
VALE	Victim Assistance and Law Enforcement
VAWA	Violence Against Women Act (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 2022 by addressing human trafficking across the state. In January, the Council held a two-day retreat virtually due to the ongoing COVID-19 pandemic. At the retreat, members determined the scope of the Council’s work for the year, leading to the formation of three advisory committees: the Equitable Access Task Force (EATF), the Survivor Engagement Task Force (SETF) and the Legislative Task Force (LTF).

In 2022, Council task forces provided recommendations in the following areas:

- Prioritizing and expanding equitable access to anti-trafficking services in rural areas.
- Continuing and improving recruitment and retention of human trafficking survivors and Survivor Leaders to the Council and its advisory committees.
- Pursuing new legislation in the 2023 legislative session.

The Colorado Human Trafficking Council developed the recommendations contained throughout this report and do not reflect the recommendations of the Colorado Department of Public Safety.

Data Collection on Human Trafficking in Colorado

The Council reports on the state’s incidence of human trafficking by obtaining and analyzing data from various stakeholders over a three-year reporting period. For this year’s report, data cover 2019–2021 calendar year (CY)¹. This section of the annual report includes federal, state and local law enforcement data. It also includes data on service provision from the Office for Victims of Crime (OVC)-funded service providers, the Colorado Department of Human Services (CDHS) Divisions of Child Welfare and Division of Youth Services, National Human Trafficking Hotline, and Colorado’s Human Trafficking Hotline reports.

While the Council’s data-tracking efforts are focused primarily on Colorado, global estimates of human trafficking increased in 2022. The 2022 *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage* report—produced by the International Labour Organization, Walk Free and the International Organization for Migration—estimated an increase of 2.7 million individuals forced into labor in the past five years. The report also noted a shift in the gender of those forced into labor. In 2017, women and girls made up an estimated 62.96% of this population, compared to an estimated 42.75% in 2022.

The Council identified the following developments and trends based on its data collection efforts covering CY 2019–2021:

- At the state level, criminal cases decreased from 21 cases filed in 2020 to 20 cases filed in CY 2021, with the majority filed for sexual servitude of a minor² or sexual servitude of an adult.³
- The FBI’s Child Exploitation and Human Trafficking Task Force (CEHTTF) showed an increase from 32 opened investigations in 2020 to 33 investigations in FFY 2021. Of these, 28 were for sex trafficking, 2 were for labor trafficking and 3 were for both sex and labor trafficking. In previous reporting years, investigations had been opened solely for either labor or sex trafficking, but not for both sex and labor trafficking.

¹ National reporting captures the federal fiscal year (October through September), 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 of “CY” for calendar year.

² § 18-3-504(2).

³ § 18-3-504.

- The total number of Department of Justice (DOJ) investigations decreased from 663 investigations in federal fiscal year (FFY) 2020 to 603 in FFY 2021.
- The Denver Anti-Trafficking Alliance’s (DATA) Enhanced Collaborative Model (ECM) grant implemented its second full year of work with funding facilitated through the Denver District Attorney’s (DA) Office. The Denver DA’s Office filed 14 cases in FFY 2021, down from 25 in FFY 2020.
- Screening questions regarding labor trafficking were added to Colorado’s Child Abuse and Neglect hotline intake process.⁴
- In CY 2021, for the first time in the past four years, more children/youth screened by the CDHS were female than male, with 62% female and 38% male. Previously, the gender breakdown of children/youth who were screened with the High-Risk Victim Identification Tool used to identify victims of human trafficking had remained consistently even.
- Data from OVC-funded service providers in Colorado did not reveal any clear trends for CY 2021. Two service providers funded by OVC reported assisting more U.S. citizen and legal permanent residents than foreign national clients for FFY 2021. The other two service providers reported helping more foreign national clients. Two OVC grantees in Colorado reported serving more labor trafficking survivors than sex trafficking survivors, while the other two reported the opposite breakdown of clients.

Public Awareness and Outreach Campaign

In 2022, the Council continued its statewide public awareness and outreach campaign, *This Is Human Trafficking*. The campaign included efforts such as a National Human Trafficking Prevention Month media blitz in January, commercials for broadcast and streaming, podcast and radio advertising, sponsored news articles and ads, paid social media and a field outreach strategy across Colorado communities.

⁴ Office of Children, Youth and Families, Division of Child Welfare, “Labor Trafficking as Child Abuse and Neglect” (Official Memorandum, OM-CW-2019-0024, Denver: Colorado Department of Human Services, 2019), https://drive.google.com/file/d/1Xg2sl1qSd_2XiVPIDubCw76X6dNjLdVR/view.

Throughout National Human Trafficking Prevention Month in January 2022, the campaign team worked to create a monthlong, statewide media blitz. The blitz included digital materials to be distributed to partners for a weekly *Takeover Tuesday* and a video production of an expert panel discussing the successful conviction of a labor trafficker in Denver. Governor Jared Polis also signed a proclamation and posted a video to social media declaring January 11, 2022, Colorado’s Human Trafficking Awareness Day. The Council issued a statewide press release announcing the day and promoting the Council’s efforts to raise awareness.

In addition to the statewide media blitz conducted in January, the campaign team adopted a hybrid media strategy for the late summer months of 2022 that included commercials for broadcast and streaming television, paid online sponsored news articles and ads, paid social media and podcast and radio advertising. Survivor Leaders who served on the Council, along with other Council partners, were interviewed to help create nuanced messaging for describing human trafficking and calls to action that might be relevant to potential victims and survivors. The collaborators also helped identify locations to position materials so they would better reach potential victims and survivors.⁵ The Council used feedback from the Survivor Leaders to establish targeted messaging for potential victims and survivors with the creation of a new web page called “Is It Human Trafficking?”⁶

The campaign team established a varied field outreach strategy with the design of posters, window/mirror clings, stickers, retractable banners and coasters for bars and restaurants. Field outreach also included covert goods such as lip balms and Spanish-language bandanas and sunscreen to be distributed to potential victims and survivors who may need access to services.

Media metrics indicate that the campaign had extensive reach. Some of the highlights include:

- Streaming TV commercials delivered 113% more impressions than planned, with 7.35 million impressions and 1.85 million completed video views (57%).
- Social media ads across all social media platforms received high engagement.

⁵ The label of “victim” or “survivor” is a personal one, and individuals who have experienced human trafficking must be allowed to decide for themselves how they identify. Throughout this report, the terms are often used in tandem to include both experiences that individuals might identify with.

⁶ To review this new webpage on the campaign website visit, <https://thisishumantrafficking.com/is-it-human-trafficking/>

- Colorado Public Radio email outreach resulted in 217,436 impressions and 238 website clicks.
- According to Spanish-language media partner Entravision, during the timeframe of January 17 to February 28, 2022, 21% of website visits were directed to the Spanish-language page.

Human Trafficking Training Outcomes

Division of Criminal Justice (DCJ) staff and trained facilitators delivered free training across the state on behalf of the Council in 2022. The Council has a three-pronged approach to training delivery. The first method is through DCJ's human trafficking training and technical assistance lead, who receives and responds to training requests. The second is through online, self-paced versions of *An Introduction to Human Trafficking in Colorado* and *Human Trafficking Investigations: An Introductory Course*, which are best suited for professional training on an individual basis. The third method is a Train-the-Trainer (TTT) model, which equips volunteer facilitators from across the state to deliver Council training programs within their geographic region.

This year, DCJ staff worked to increase the accessibility of these trainings. The specialized introductory training for law enforcement personnel continued to be converted into an online, self-paced version, launched in December. DCJ staff held trainings with all current volunteer facilitators in February to increase their skills in conducting trainings both virtually and in person. However, due to facilitator turnover and competing priorities, the Spanish translation of *An Introduction to Human Trafficking in Colorado* produced in 2021 has yet to be used to train front-line professionals.

In 2022, DCJ staff and facilitators from the TTT program were able to deliver trainings virtually, in person and in a hybrid format. In total, 840 front-line professionals and community members received training from the human trafficking training and technical assistance lead or volunteer facilitators in 2022. In addition, 43 professionals completed the Council's self-paced online version of *An Introduction to Human Trafficking in Colorado*.

Equitable Access for Rural Human Trafficking Victims and Survivors

The Council established the Equitable Access Task Force in 2021 to continue the work of the Underserved Populations Task Force (UPTF) established in 2020. Previous years' efforts focused on populations such as boys and men; communities of color (Latino/a Indigenous, Black); individuals without access to housing; people who identified as lesbian, gay, bisexual, transgender, queer, or intersex (LGBTQI+); people with limited English proficiency; victim defendants; survivors with criminal charges; labor trafficking victims; individuals with physical and/or mental disabilities and individuals who experienced societal alienation. In 2022, the EATF was tasked with focusing on the barriers that individuals living in rural communities face in accessing and using victim services.

As a result of this work, the EATF developed six recommendations that were approved by the Council. These recommendations focused on ways to raise awareness of existing services and expand services in rural areas. Existing anti-trafficking organizations can accomplish greater awareness by prioritizing communication about their services in rural communities, connecting anti-trafficking service providers with organizations conducting Know Your Rights presentations, and using the same technology that at-risk populations are using. The task force also recommended that service providers can expand their impact by exploring funding options through larger organizations and connecting service organizations to the Colorado Office for Victims Programs, which manages current victim's services funding in the state. Further recommendations include the expansion of domestic violence and sexual assault victim advocacy to include human trafficking victim advocacy.

Taking a Deeper Look at Survivor Engagement

This year, the Council chose to continue the Survivor Engagement Task Force started in 2021, with the goal to codify the engagement of the Council with the survivor and Survivor Leader community with a focus on recruitment and mentorship. To do this, the SETF used the National Human Trafficking Training and Technical Assistance Center's (NHTTAC) framework from their *Toolkit for Building Survivor-Informed Organizations*.

The SETF determined which chapters from the NHTTAC toolkit were relevant to the Council and drafted an initial list of 25 recommendations, which were narrowed down to a final list of

seven. The recommendations focused on ways the Council might improve on its existing efforts to ensure recruitment and retention of survivors and Survivor Leaders to the Council through a dedicated advisory committee. The task force also recommended that the Council develop a short and succinct mission and vision to be used as a recruitment tool. Further recommendations were made regarding Council policies and procedures, conflict resolution and etiquette and expectations around survivor and Survivor Leader stories and trauma disclosure. The SETF also recommended that the Council continue to encourage participation from Survivor Leaders of all types of human trafficking. This population includes but is not limited to adults, children, youth, all genders, foreign nationals, U.S. citizens and legal permanent residents, as well as individuals with lived experiences in labor trafficking, sex trafficking or both labor and sex trafficking. Finally, the SETF made two additional recommendations that the Council should regularly evaluate survivor engagement relative to overall Council membership and design a formal process for the Council to obtain the input and feedback of survivors and Survivor Leaders.

Policy Changes to Address Human Trafficking

The Council was informed prior to the 2022 legislative session that several human trafficking bills would be proposed, some of which could affect existing Colorado human trafficking statutes and the work of the Council. Therefore, the Council determined that there was a need to create a Legislative Task Force. LTF members met regularly during the legislative session to review and discuss proposed human trafficking bills and provide direct feedback to bill sponsors. By the end of the 2022 legislative session, several bills directly related or adjacent to human trafficking were passed and signed into law by Governor Polis. Ultimately, the LTF or the Council did not need to take a formal position on any piece of legislation.

As the 2022 legislative session came to an end, the LTF shifted its focus to legislative proposals for 2023, producing three recommendations. The first recommendation was that Colorado should amend its public code to provide a bridge of public benefits to pre-certified foreign national victims of human trafficking. Second, the task force recommended that the Council pursue legislative action to allow for appointed Council survivor representatives to receive compensation. The LTF made a final recommendation for the Council to pursue legislative action to allow survivors of human trafficking to pursue vacatur for non-Colorado Victim Rights Act crimes that were committed as a result of their trafficking experience.

Improving Outcomes for Child and Youth Victims

In 2022, the Council began work on *Connecting Colorado: Building Effective Anti-Trafficking Systems*, a project funded by the Colorado Office for Victims Programs *Improving Outcomes for Child and Youth Victims of Human Trafficking* grant. The design behind *Connecting Colorado* is the development of a Multidisciplinary Team (MDT) Toolkit for identifying and addressing human trafficking of child and youth victims for use across the state of Colorado. A new human trafficking project coordinator was hired for this grant. DCJ staff formed an MDT Working Group to design the toolkit and hired five Survivor Leader consultants to serve on an advisory board, providing their expertise at every step of the toolkit's design and implementation.

Connecting Colorado includes two subgrantees. The Colorado State University Social Work Research Center will provide its expertise as the lead evaluator for the project, both by assessing strengths and gaps among existing MDTs and throughout the project's implementation. The Rocky Mountain Immigrant Advocacy Network will provide training and technical assistance on addressing labor trafficking and children/youth and trafficking of foreign-born victims, as well as direct service to minors who are survivors of trafficking in their immigration and state court cases throughout the project. In 2023, this project will complete the design of the initial MDT Toolkit and begin implementation and beta testing with existing Colorado MDTs.

Reflecting on 2022

The Council had a productive year in 2022 with the work created from its three advisory committees, in addition to the delivery of the Council's three training curricula. The Council took important steps in the initial implementation of *Connecting Colorado* and developing a toolkit to help MDTs better identify and assist children and youth victims throughout the state. Finally, the Council's statewide public awareness campaign, *This Is Human Trafficking*, spread awareness about all types of human trafficking and had success across its efforts in social media, commercials and grassroots awareness raising.

SECTION 1

Year in Review



In January, the Colorado Human Trafficking Council (the Council) held its annual retreat virtually for the second time, due to ongoing risks associated with the COVID-19 pandemic. Over two days, the Council reflected on its priorities and formed advisory committees for 2022. The process of choosing advisory committees included a review of advisory committee activities from the previous year(s) and revisiting the top areas of a focused brainstorm that took place at the Council's 2020 retreat. Through this process, the Council established four advisory groups: the Survivor Engagement Task Force (SETF), the Equitable Access Task Force (EATF), the Legislative Task Force (LTF) and the Multidisciplinary Team (MDT) Working Group. In addition, the Division of Criminal Justice (DCJ) staff and its communications partner, Orange Circle Consulting, continued work on its statewide public awareness campaign.

Survivor Engagement Task Force: The Council established this task force to codify the ways in which the Council engages with the survivor community to inform the Council's work and make recommendations for how the Council can improve that engagement.

Task Force Chair: Mona Petrocco Klein, Alliance to Combat Human Trafficking - Pueblo

Legislative Task Force: The Council formed this task force to provide feedback to proposed human trafficking related legislation during the 2022 Colorado legislative session as well as make recommendations for additional statutory reform.

Task Force Chair: Christian Gardner-Wood, 20th Judicial District Attorney's Office

Equitable Access Task Force: This task force worked on examining the services rendered to human trafficking victims/survivors in rural Colorado. Human trafficking services often work with very specific populations, excluding our most vulnerable populations. The Council aimed to highlight these gaps in services based on the geographic region in an effort to increase response to these underserved populations.

**Task Force Co-Chairs: Steven Ramirez, Shiloh House
Fikile Ryder, Catholic Charities**

Multidisciplinary Team Working Group: This group supported the work of the *Connecting Colorado* project, which is funded through OVC's *Improving Outcomes for Child and Youth Victims of Human Trafficking* grant. The MDT Working Group will build upon existing promising practices and the experience and expertise of MDTs to form a statewide approach, distilled in an MDT Toolkit, that aims to increase identification of human trafficking of children and youth and connect them to culturally appropriate and trauma-responsive services.

Leadership

Similar to prior years, the Council and DCJ staff continue to demonstrate leadership in anti-human trafficking efforts both nationally and internationally. In addition to providing general education around human trafficking and responding to specialized requests, DCJ staff worked to inform the Colorado Office of Policy, Research & Regulatory Reform, Department of Regulatory Agencies' sunset review of House Bill 19-1051 to determine whether DCJ should continue its training program. A more in-depth discussion of this sunset review is on page 64.

General Education

In June, the Council's human trafficking program manager hosted an in-person delegation from India through the U.S. Department of State's International Visitor Leadership Program. These delegates meet different organizations in several cities to learn from the dialogues and bring back information to their community's anti-human trafficking efforts. During this sharing of information, the human trafficking program manager talked about the purpose, statute and goals of the Council as well as shared examples of the Council's success, including the public awareness campaign materials as a sample.

The Council was also given multiple opportunities through regional task forces to present in the fall. The Boulder County Human Trafficking Task Force invited the Council chair to present

at its two-day training at the Boulder County Justice Center. More than 50 frontline professionals, including human services professionals, victim advocates and law enforcement, attended and learned about the Council's statewide anti-human trafficking efforts. The presentation included a brief overview of the Council's historical work and a deeper look into legislative efforts as well as its public awareness campaign, criminal justice records reform and efforts to inform equitable access to human trafficking services for all Coloradans. Other presenters included members of the Boulder County Human Trafficking Task Force, the Laboratory to Combat Human Trafficking and the Denver District Attorney's Office.

This presentation was additionally delivered at the Human Trafficking Task Force of Southern Colorado's 15th Annual Human Trafficking Symposium alongside presentations from the Laboratory to Combat Human Trafficking and the Colorado Springs Police Department. The Council chair previously presented to the Human Trafficking Task Force of Southern Colorado in early summer, informing the group of state human trafficking legislation at the end of the legislative session.

Finally, understanding the need for education for specific frontline professions, the Boulder County Human Trafficking Task Force created an opportunity for the Council chair to present to local hotels. The chair discussed the basic definition of human trafficking and some indicators and highlighted its intersection with the hospitality industry. Representatives from around 15 hotels were present and provided resources to assist them in their jobs as they returned to their employers. This presentation will be replicated in early 2023.

Specialist Requests

The human trafficking program manager was invited to present at the second annual Labor Trafficking Conference, hosted virtually in late 2021 by the Administration for Children & Families Region 4 and Office on Trafficking in Persons. More than 250 professionals from organizations across 28 states attended the conference. The human trafficking program manager gave a visionary short presentation on *Wage Theft Policies at the State Level*, based on the work of the Council's 2018 Labor Trafficking Task Force and subsequent 2019 legislation.

The work done on the *Innovate Colorado* project and the research conducted during the grant-writing process for the *Connecting Colorado: Building Effective Anti-Trafficking Systems* project afforded DCJ staff an invitation to participate in a Care Coordination Workshop in June 2022,

hosted by the Louisiana *Improving Outcomes* grant awardee. This workshop brought together children's advocacy centers and members of their multidisciplinary teams who were currently coordinating care for young human trafficking survivors, as well as those who were developing and planning care coordination processes. Representatives from seven states across various sectors were invited to the Care Coordination Workshop. A *State Innovation Panel* was held on day two of the workshop; each state that was invited to the workshop had a representative who participated on this panel. The human trafficking program manager presented on the Council's *Meeting Human Trafficking Survivor's Needs: An Advanced Workshop* curriculum, lessons learned from implementing the *Innovate Colorado* project's regional human trafficking specialists strategy and examples of the public awareness campaign.

Conclusion

The Council had a busy year with the activities of three different task forces and the MDT Working Group. Each of these groups made significant contributions to the Council's work in 2022. Finally, DCJ staff began the *Connecting Colorado* project and demonstrated its leadership in the field by sharing promising practices, conducting trainings and providing technical assistance.



SECTION 2

Collecting Data on Human Trafficking in Colorado

Introduction

One of the Colorado Human Trafficking Council’s (the Council) legislative mandates⁷ is to collect data on the prevalence of, and the efforts of law enforcement to combat, human trafficking in Colorado. This section provides federal, state and local data on human trafficking incidence and service provision to human trafficking survivors. Data sources include law enforcement agencies, prosecutors, the Division of Child Welfare (DCW) and Division of Youth Services (DYS) at the Colorado Department of Human Services (CDHS), nonprofit service providers and human trafficking hotlines. The data cover the three-year period of 2019, 2020 and 2021. The Council provides reporting through the end of the previous calendar year to avoid a partial report of the current year’s investigative, judicial and service provision activity.

⁷ Human trafficking council, C.R.S. § 18-3-505(4)(g).

New Data on Global Human Trafficking Prevalence Released in 2022

While the Council continues to focus its efforts in Colorado, global estimates of the crime of human trafficking are reportedly increasing. Global prevalence estimates come from a partnership between the International Labour Organization (ILO), Walk Free and the International Organization for Migration (IOM). The organizations' 2017 *Global Estimates of Modern Slavery* report, based on 2016 research, estimates that the number of individuals in forced labor⁸ on any given day is 24.9 million people. This year, the partners released the report *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage*, including new numbers based on research conducted in 2021. The report now estimates that 27.6 million individuals daily are in forced labor situations,⁹ an increase of 2.7 million people in five years.

Of these 27.6 million individuals, 42.75% are estimated to be women and girls. This figure is a stark decrease compared to the 2017 report, which states that women and girls comprise an estimated 62.96% of those in forced labor situations. Additionally, the prior report estimates that 17.25% of the forced labor population are children, compared to the decreased 2022 estimate of 11.96%. These changes in numbers continue to challenge the common misconception that human trafficking primarily affects children and females.

The report includes labor exploitation, commercial sexual exploitation and state-imposed forced labor in its definition of forced labor. State-imposed forced labor “refers to labor by State [i.e., country] authorities....”¹⁰ Of the 27.6 million, 14.21% are estimated to be exploited by their nation’s authorities in state-imposed forced labor; 22.96% are estimated to be exploited in commercial sex; and 62.82% are estimated to be involved in labor exploitation.

⁸ The ILO Forced Labour Convention, 1930 (No. 29), refers to “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.”

⁹ International Labour Organization, *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage* (Geneva, Switzerland: International Labour Organization, Walk Free, and International Organization for Migration, 2022), pp. 21-23.

¹⁰ International Labor Organization, *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage* (Geneva, Switzerland: International Labour Organization, Walk Free, and International Organization for Migration, 2022), pp. 14.

Law Enforcement Measures of Incidence and Activities to Combat Human Trafficking

Federal Law Enforcement Activities in Colorado

The Council collected data on the numbers 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 and state-level reporting from these federal agencies on their human trafficking activities. Note that national reporting captures the federal fiscal year (FFY) of October through September, while Colorado law enforcement data reflect the calendar year (CY) of January through December.

Federal Activities

The total number of Department of Justice (DOJ) investigations decreased from FFY 2020 to FFY 2021. In FFY 2021, DOJ opened 603 human trafficking investigations, down from 663 in FFY 2020.¹¹ Of those 603 investigations, 577 were classified as sex trafficking investigations and 26 were classified as labor trafficking investigations.¹² For a comparison, in FFY 2020, DOJ oversaw 619 sex trafficking investigations, 41 labor trafficking investigations and three investigations involving both sex and labor trafficking.¹³ Data on DOJ investigations did not account for human trafficking investigations carried out by DOJ-funded Enhanced Collaborative Model (ECM) anti-trafficking task forces. (For more information on ECM task forces, see p. 23).

Year	Total DOJ Investigations
2019	607
2020	663
2021	603

Data source: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2020, 2021 and 2022).

¹¹ U.S. Department of State, *2022 Trafficking in Persons Report* (Washington, DC: U.S. Department of State Publication, Office to Monitor and Combat Trafficking in Persons, 2022), p. 575, https://www.state.gov/wp-content/uploads/2022/08/22-00757-TIP-REPORT_072822-inaccessible.pdf.

¹² Ibid.

¹³ Ibid.

Tables 2 and 3 include data from the FBI’s Child Exploitation and Human Trafficking Task Force (CEHTTF) activities for CY 2019–2021. The CEHTTF focuses on domestic minor sex trafficking cases but has jurisdiction over human trafficking cases involving adults and international victims of both labor and sex trafficking. In CY 2021, the CEHTTF consisted of officers, agents, victim specialists, child forensic interviewers and analysts from the FBI, the Denver Police Department, the Colorado State Patrol, the sheriff’s departments of Arapahoe and Douglas Counties and an investigator from the 17th Judicial District Attorney’s Office. In CY 2019 and CY 2020, CEHTTF partners also included the Lakewood Police Department, the Arapahoe County Sheriff’s Office and investigators from 18th Judicial District Attorney’s Office. The Douglas County Sheriff’s Office only participated in CEHTTF activities in CY 2021.

As illustrated in Table 2, the number of investigations the CEHTTF opened from CY 2020 to CY 2021 was stationary. Over the three-year period, the majority of investigations the CEHTTF opened were for sex trafficking, and the majority of cases involved minor victims.

Table 2: FBI Investigations and Arrests CY 2019–2021			
Year	Investigations Opened	Investigations (breakdown by type of trafficking)	Investigations (breakdown by age of victim)
2019	40	38 sex trafficking 2 labor trafficking	Sex trafficking investigations: 25 cases with only minor victims; 13 cases with adult victims Labor trafficking investigations: breakdown by age unknown
2020	32	31 sex trafficking 1 labor trafficking	Sex trafficking investigations: 23 cases with minor victims; 5 cases with adult victims; 3 cases with both adult and minor victims Labor trafficking investigations: 1 case with an adult victim
2021	33	28 sex trafficking 2 labor trafficking 3 both sex and labor trafficking	Sex trafficking investigations: 24 cases with minor victims; 4 cases with adult victims Labor trafficking investigations: 2 cases with adult victims Investigations with both sex trafficking and labor trafficking: 3 cases with adult victims

Data source: Federal Bureau of Investigation-Denver field office.

As illustrated in Table 3, the CEHTTF had a decrease in the number of juvenile recoveries and a sharp decrease in the number of adult recoveries. The decline in adult recoveries can be

attributed to both staffing shortages and fewer larger-scale cases during the period.¹⁴ The majority of juvenile recoveries from CY 2019 to CY 2021 was for female victims. From CY 2020 to CY 2021, the number of arrests increased, and the majority were for crimes against minors.

Year	Juvenile Recoveries (breakdown by type of trafficking)	Juvenile Recoveries (breakdown by gender)	Adult Recoveries (breakdown by type of trafficking; gender breakdown unavailable for 2019 and 2020)	Arrests ⁱ	Arrests (breakdown by age of the victim)
2019	27 (all sex trafficking)	23 female 4 male	35 ⁱⁱ (all sex trafficking)	28 (all sex trafficking)	16 for crimes against minors; 2 for crimes against adults; 8 for crimes against both
2020	31 (all sex trafficking)	27 female 4 male	42; ⁱⁱ 41 sex trafficking; 1 labor trafficking	20 (all sex trafficking)	10 for crimes against minors; 10 for crimes against adults
2021	22 (all sex trafficking)	21 female 1 male	14: 10 sex trafficking; 3 labor trafficking; 1 both sex and labor trafficking Sex trafficking: 9 female; 1 male Labor trafficking: 2 female; 1 male Both types: 1 female	35 (all sex trafficking)	32 for crimes against minors; 3 for crimes against adults

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.

ⁱⁱ Gender breakdown unavailable for adult recoveries for CY 2019–2020.

HSI Activities

HSI, the investigative arm of the U.S. Department of Homeland Security, pursues a broad range of suspected human trafficking and related activities. HSI investigates cases involving 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.

Table 4 includes national and Colorado data from HSI. Nationally, HSI opened 1,111 human trafficking investigations in FFY 2021, an increase from 947 in FFY 2020. Of the 1,111 investigations, six were “individuals and entities that may be benefiting from goods produced

¹⁴ FBI-Denver field office, e-mail message to DCJ, September 2, 2022.

using forced labor overseas.”¹⁵ In Colorado, HSI reported an increased number of human trafficking investigations, from 13 in FFY 2020 to 19 in FFY 2021. The number of investigations for sex trafficking increased from nine in FFY 2020 to 17 in FY 2021. The number of labor trafficking investigations decreased from four in FY 2020 to two in FY 2021. In FFY 2021, HSI Colorado made four arrests for sex trafficking and none for labor trafficking. However, HSI-led cases did result in one conviction for sex trafficking and three for labor trafficking during the same time period. These cases were prosecuted by local District Attorney’s Offices in the state, so the convictions are also included in the report section on Human Trafficking and Related State Judicial Case Information starting on page 24.

Table 4: HSI National and Colorado-Based Investigations, FFY 2019–2021		
Year	National Data (investigations involving potential human trafficking)	Colorado Data (Colorado-based HSI investigations officially recorded as human trafficking-related)
2019	1,024	13: 11 sex trafficking; 2 labor trafficking
2020	947	13: 9 sex trafficking; 4 labor trafficking
2021	1,111	19: 17 sex trafficking; 2 labor trafficking

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2020, 2021 and 2022). Colorado data were obtained from the HSI Denver field office.

Federal Criminal Case Filings

In FFY 2021, the USAO, District of Colorado, did not report any human trafficking indictments using one of the federal human trafficking statutes.¹⁶ Nor were these statutes used in FFY 2019 or FFY 2020 indictments. However, the USAO did report that, in FY 2021, six defendants were convicted on human trafficking-related charges. The USAO reported that each of these cases involved evidence of human trafficking and/or a victim of human trafficking, but the defendants were ultimately convicted under other charges.¹⁷

¹⁵ U.S. Department of State, *2022 Trafficking in Persons Report*, p. 575.

¹⁶ 18 U.S.C. §§ 1581-1598.

¹⁷ Transporting an Individual to Engage in Prostitution (18 U.S.C. § 2421); Facilitating Prostitution (18 U.S.C. § 1952(a)(3)); Coercion & Enticement (18 U.S.C. § 2422(a)); and Visa Fraud. Source: Jena Neuscheler, e-mail message to DCJ, August 22, 2022.

Civil Cases

Table 5 shows civil cases in Colorado that were filed during CY 2019–2021; still ongoing at the end of CY 2021; or closed, settled or with a judgement during CY 2019–2021. Two civil cases were filed in CY 2021: one case involving sex trafficking, which was dismissed, and another case involving labor trafficking, which was ongoing as of November 2022.

Table 5: Civil Cases Filed, Ongoing or with Judgements, CY 2019–2021			
Case Name	Date Filed	Type	Outcome
Agbo v. MCB Clinical Research Centers	July 2019	Labor Trafficking	Settled (August 2020)
Bonilla v. Buch	August 2018	Domestic Servitude	Settled (March 2019)
Gilbert v. United States Olympic Committee	May 2018	Non-commercial Sexual Servitude	Dismissed (voluntarily with prejudice) 3/31/22
J.L. v. Best Western International, Inc.	December 2019	Sex Trafficking	Dismissed (involuntarily with prejudice) 2/24/21
Lundstrom v. Choice Hotels International, Inc.	March 2021	Sex Trafficking	Dismissed (involuntarily with prejudice) 11/30/21
Menocal v. GEO	October 2014	Labor Trafficking	Ongoing (last document filed 10/20/22); proceeding to trial in 2023
Sarah Tafoya v. Mario Martha	November 2021	Labor Trafficking	Ongoing (updated 11/10/22)

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

State and Local Law Enforcement Activities

To gain a picture of state and local law enforcements' 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. These incidents were reported to the Colorado Bureau of Investigations' (CBI) National Incident Based-Reporting System (NIBRS),¹⁸ which in turn verifies the data with local

¹⁸ CBI has transitioned to the National Incident Based-Reporting System (NIBRS), instead of the previously used Uniform Crime Reporting (UCR) program and Summary Reporting System (SRS) measurement. NIBRS data provide more detail than SRS data because they capture every crime that occurred at an incident, rather than only the most serious offense.

law enforcement agencies and submits it to the FBI.¹⁹ Starting with the data for CY 2020, these data were accessed through the Colorado Crime Stats website.²⁰

SUCCESS OF DEDICATED TEAMS

Colorado continues to see an increase in local law enforcement reporting on human trafficking, especially in agencies where an established human trafficking unit exists. In the Council's *2021 Annual Report*, Denver Police Department was highlighted for the success of its nuanced understanding of human trafficking along with the Denver DA's dedicated specialized staff. Similarly, both Adams County Sheriff's Office and Colorado Springs Police Department reported increased numbers after staff were intentionally oriented and trained on the nuances of human trafficking and Colorado's criminal statutes.

In Colorado Springs, vice efforts were refocused into human trafficking around 2019, including the dedication of a sergeant and three detectives to working human trafficking cases. The refocus has resulted in a steady and significant increase in reported incidents of human trafficking from the agency. Adams County Sheriff's Office established an Internet Crimes Against Children unit in 2021 that deals with all calls regarding minors reported to the National Center for Missing and Exploited Children. This allocation of staff resources has resulted in a vast increase in investigations regarding internet sexual exploitation of a child.

Local Law Enforcement Reporting on Human Trafficking

Data on human trafficking incidents are drawn from police departments, sheriff's offices, the Colorado State Patrol (CSP) and CBI. All of these law enforcement agencies are mandated to report their crime-fighting activities to CBI's Crime Information Management Unit (CIMU).²¹ Tables 6 and 7 include data from CY 2019 to CY 2021, which were cross-referenced with each jurisdiction to confirm accuracy.

¹⁹ Unless otherwise indicated, the reporting period for state and local law enforcement activities is January 1 to December 31, 2020.

²⁰ "Colorado Crime Statistics," Colorado Bureau of Investigation, accessed August 4, 2022, <https://coloradocrimestats.state.co.us/tops/>.

²¹ 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).

Table 6: Incidents of Human Trafficking—Sexual Servitude, Colorado NIBRS Data, CY 2019–2021			
Jurisdiction by City or County	2019	2020	2021
Adams County Sheriff's Office		5	21
Arapahoe County Sheriff's Office	2		
Aurora Police Department	10	2	6
Brighton Police Department			2
Centennial Police Department	1		
Colorado Springs Police Department	3	12	20
Commerce City Police Department			4
Denver Police Department	26	12	12
Douglas County Sheriff's Office	2	1	
Fort Collins Police Department		2	1
Grand Junction Police Department			1
Greeley Police Department		7	1
Jefferson County Sheriff's Office	7		
Kiowa County Sheriff's Office	1		
Lakewood Police Department	1		6
Larimer County Sheriff's Office		1	4
Louisville Police Department		1	
Loveland Police Department	1		1
Parker Police Department	1		
Thornton Police Department	1		
Westminster Police Department			1
Wheat Ridge Police Department	2		1
TOTAL	58	43	81

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

Table 7: Incidents of Human Trafficking—Involuntary Servitude, Colorado NIBRS Data, CY 2019–2021			
Jurisdiction by City or County	2019	2020	2021
Aurora Police Department		2	
Colorado Springs Police Department	1		3
Denver Police Department	4	5	2
Jefferson County Sheriff's Office	1		
Lakewood Police Department	1		
Loveland Police Department			1
Thornton Police Department	1		
TOTAL	8	7	6

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

Table 8 includes data on criminal interdictions²² from CSP covering CY 2019 to CY 2021. No criminal interdictions for human trafficking occurred in CY 2021. CY 2020 saw a high number of criminal interdictions, resulting from one traffic stop conducted by CSP that intercepted the transportation of eight labor trafficking victims to Colorado.²³

Table 8: Colorado State Patrol, Interdictions, CY 2019–2021	
Year	Number of Interdictions and Number of Victims Involved in the Incident
2019	1: 1 sex trafficking victim
2020	11: 8 labor trafficking victims; 3 sex trafficking victims
2021	0

²² 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.

²³ Lindsey Roberts, e-mail message to DCJ, October 15, 2021.

Enhanced Collaborative Model

The ECM program “develop[s], expand[s], or strengthen[s] a multidisciplinary approach to fight human trafficking”²⁴ by funding a law enforcement agency and a victim service provider to enhance collaboration. Colorado currently has one ECM project, through the Denver District Attorney’s (DA) Office (2nd Judicial District) and the Asian Pacific Development Center (APDC). DOJ awarded the Denver Anti-Trafficking Alliance (DATA) an ECM grant in October 2018, with funding facilitated through the Denver DA’s Office as the lead law enforcement agency and through 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.

Funds for the original ECM were disbursed starting in mid-2019, so only a partial year of data for FFY 2019 is included in Tables 9 and 10.²⁵ FFY 2020 represents the first full year of data available for the grant. Table 9 includes the number and type of cases filed and number of victims identified from the Denver DA’s Office, from the start of the ECM grant until the end of FFY 2021.

Table 9: ECM Grant: Denver District Attorney’s Office Cases, FFY 2019 (Partial Year: June 1, 2019–September 30, 2019)–FFY 2021		
Year	Cases Filed	Victims
FFY 2019 (partial year: June 1, 2019–Sept. 30, 2019)	8: 7 sex trafficking; 1 labor trafficking	11: 8 adults; 3 minors
FFY 2020 (Oct. 1, 2019–Sept. 30, 2020)	25: 15 sex trafficking; 1 labor trafficking; 9 both sex and labor trafficking	50: 10 minors (sex trafficking); 15 adults (sex trafficking); 25 adults (both sex and labor trafficking)
FFY 2021 (Oct. 1, 2020–Sept. 30, 2021)	14: 13 sex trafficking; 1 labor trafficking	23: 11 minors (sex trafficking); 11 adults (sex trafficking); 1 adult (labor trafficking)

Data source: Denver District Attorney’s Office.

In addition to filing and prosecuting cases, the Denver DA’s Office also conducts proactive investigations. Starting in CY 2021, the Denver DA’s Office began accepting and responding to tips and referrals received by the office. The majority of investigations were initiated by a tip

²⁴ “OVC FY 2021 Enhanced Collaborative Model Task Force to Combat Human Trafficking,” Office for Victims of Crime, last modified May 12, 2021, accessed November 5, 2021, <https://ovc.ojp.gov/funding/opportunities/o-ovc-2021-96004>.

²⁵ The Council is reporting on a partial year’s data to remain consistent with FFY 2019 and the reporting period for other ECM partners.

from Colorado’s Human Trafficking Hotline or the National Human Trafficking Hotline, while others resulted from a tip received after the DA’s Office delivered a human trafficking training or an internal referral of a case that contained elements of human trafficking. Table 10 indicates the number of proactive investigations and arrests that the Denver DA’s Office conducted during FFY 2021.

Table 10: ECM Grant: Denver District Attorney’s Office Investigations, FFY 2019 (Partial Year: June 1, 2019–September 30, 2019)–FFY 2021		
Year	Proactive Investigations	Arrests
FFY 2019 (partial year: June 1, 2019–Sept. 30, 2019)*	N/A	N/A
FFY 2020 (Oct. 1, 2019–Sept. 30, 2020)*	17: 7 sex trafficking, 7 labor trafficking, 2 both sex and labor trafficking	N/A
FFY 2021 (Oct. 1 2020–Sept. 30, 2021)	52: 34 sex trafficking; 13 labor trafficking; 5 both sex and labor trafficking	1 (sex trafficking)

Data source: Denver District Attorney’s Office.

* No data are available for FFY 2019 or FFY 2020 since the Denver District Attorney did not respond to cases until CY 2021.

Table 11 displays investigation and arrest data from the Denver Police Department (DPD) for the same time period as the Denver DA’s Office.

Table 11: ECM Grant: Denver Police Department Investigations, FFY 2019 (Partial Year: June 1, 2019–September 30, 2019)–FFY 2021		
Year	Active Investigations	Arrests
FFY 2019 (partial year: June 1, 2019–Sept. 30, 2019)	14: 10 sex trafficking; 2 labor trafficking; 2 both sex and labor trafficking	3 (all sex trafficking)
FFY 2020 (Oct. 1, 2019–Sept. 30, 2020)	68: 61 sex trafficking; 7 labor trafficking	14 (all sex trafficking)
FFY 2021 (Oct. 1, 2020–Sept. 30, 2021)	37: 35 sex trafficking; 2 labor trafficking	8 (7 sex trafficking; 1 both sex and labor 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 12 provides a breakdown of the number of times charges using the human trafficking statutes were filed, along with the overall number of cases involving human trafficking statutes from CY 2019 to CY 2021. A filing refers to an instance in which a charge of one of the three human trafficking

statutes was filed. A case refers to a criminal case against an individual or individuals, which can include multiple filings of human trafficking and other criminal charges.

Table 12: State Judicial Cases with Filings of the Human Trafficking Statutes, CY 2019–2021				
	2019	2020	2021	Totals
Statutes	# of Filings	# of Filings	# of Filings	# of Filings
Involuntary Servitude § 18-3-503 ^a	7	3	4	14
Sexual Servitude—Adult § 18-3-504	12	17	10	39
Sexual Servitude—Minor § 18-3-504(2)	33	14	15	62
Total Filings (cases)	52 (30 total cases)	34 (21 total cases)	29 (20 total cases)	115 (71 total 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).

^a While there were multiple filings and convictions of § 18-3-503 since it was enacted in 2014, based on conversations with the prosecuting attorneys, all but seven filings were related to sex trafficking or sex crimes. Of the filings of involuntary servitude not related to sex trafficking or sex crimes, one resulted in a conviction for involuntary servitude, six filings resulted in convictions for other charges and one filing from 2021 is still pending.

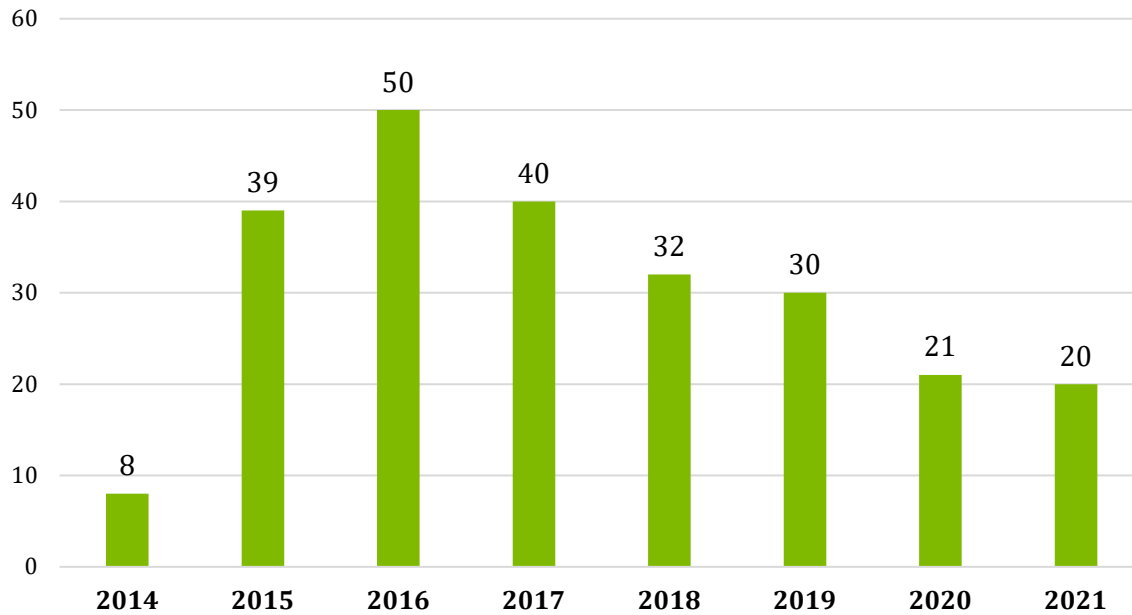
As Table 12 demonstrates, the number of filings using the human trafficking statutes has decreased over the past three years, with 52 filings in 2019, 34 in 2020 and 18 in 2021. Only 13 of the 104 filings (13%) from 2019 to 2021 were filings of involuntary servitude, the state’s criminal statute for labor trafficking. Of the 67 cases filed between 2019 and 2021, 43 cases, or 64%, were filed in the Denver metro area,²⁶ 16 cases (24%) were filed in the 4th Judicial District²⁷ and the remaining eight cases (12%) were filed elsewhere in the state.

As Figure 1 shows, 236 cases have been filed with at least one filing of Colorado’s human trafficking statutes since the statutes went into effect in July 2014. Since 2016, the number of cases filed has gradually declined. The highest number of cases filed using one of the human trafficking statutes was in 2016, with 50 cases filed.

²⁶ Denver metro area jurisdictions include the 1st, 2nd, 17th and 18th Judicial Districts.

²⁷ The 4th Judicial District includes El Paso and Teller Counties.

Figure 1: State Judicial Cases with Filings of the Human Trafficking Statutes, CY 2014–2021



As Figure 2 shows, there have been 49 cases with convictions for human trafficking since the new human trafficking statutes went into effect in July 2014. Of those convictions, only 8% of cases (four) with human trafficking convictions were for human trafficking for involuntary servitude (§ 18-3-503). The remaining 45 cases with human trafficking convictions were for human trafficking for sexual servitude (§ 18-3-504, § 18-3-504(2) or both).

Figure 2: Breakdown of Cases with a Human Trafficking Conviction, by Human Trafficking Statute, CY 2014–2021

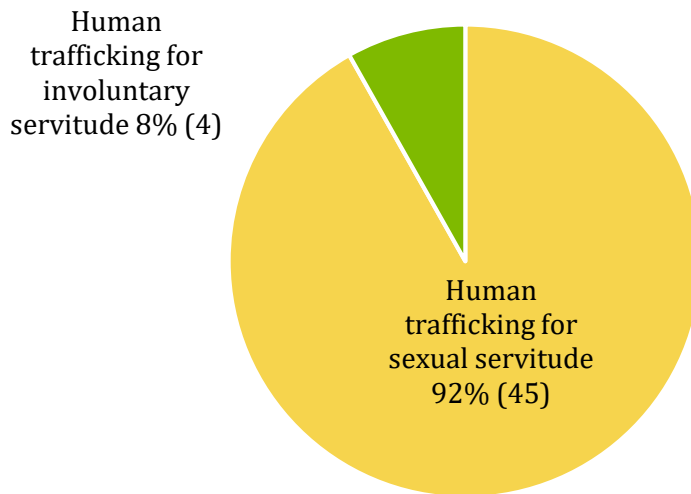
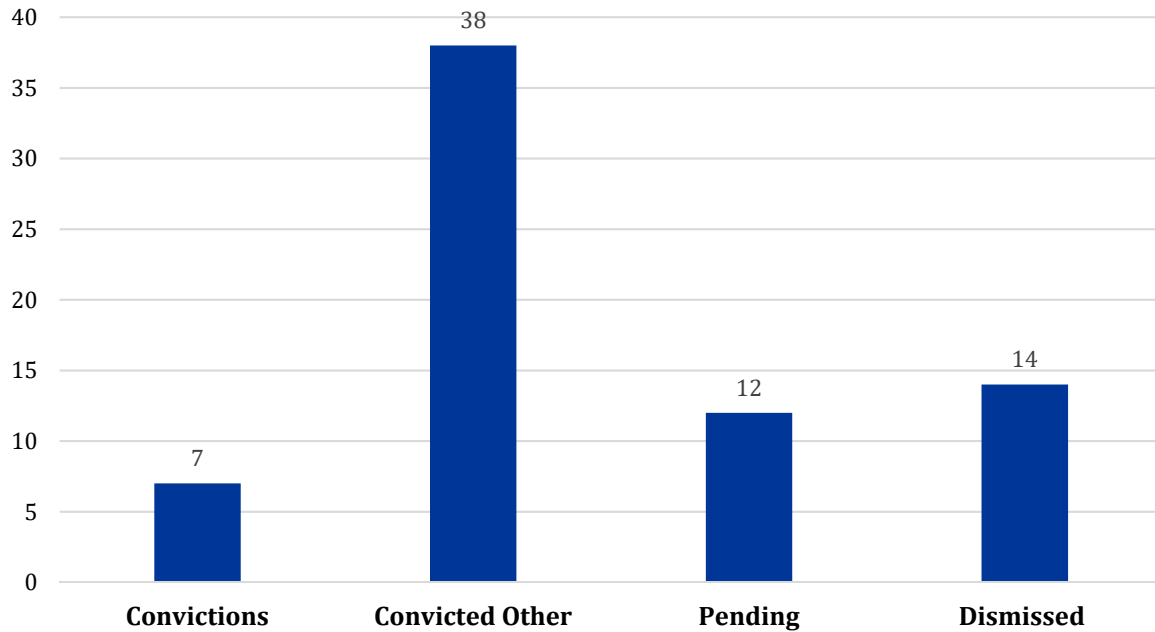


Figure 3 provides a breakdown of how the 71 human trafficking cases from CY 2019 to CY 2021 were resolved. Seven cases resulted in a human trafficking conviction. The majority of cases (37) involving a charge of human trafficking resulted in the defendant’s conviction on other charges. 15 cases involving a human trafficking filing were dismissed, and the outcomes of 11 cases were still pending at the writing of this report.

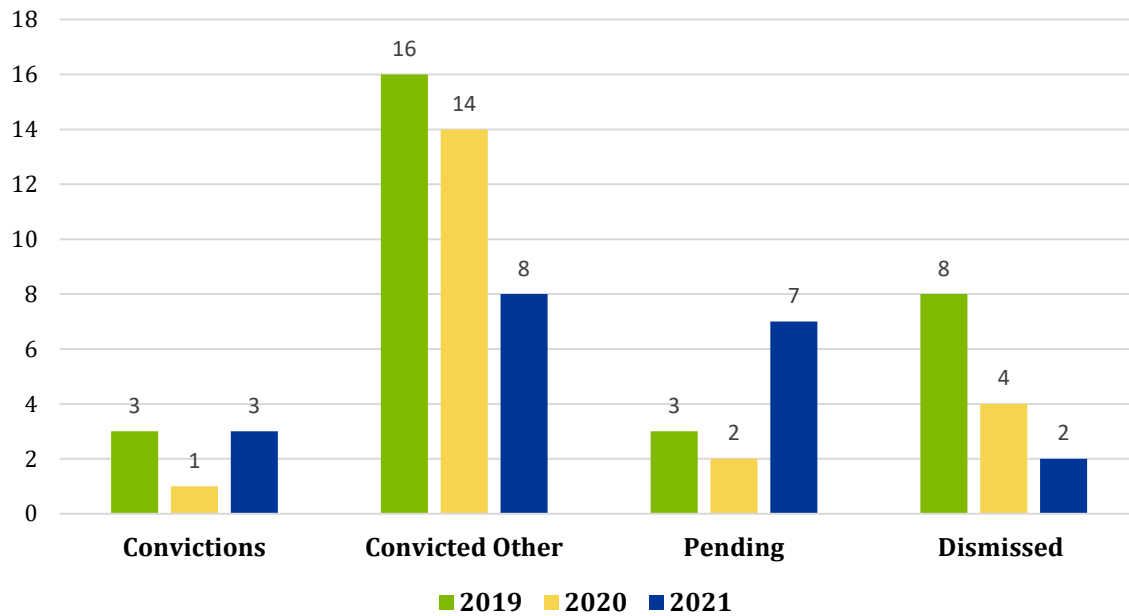
Figure 3: Dispositions for Cases Involving a Human Trafficking Charge, CY 2019–2021



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 13, 2022, by the Division of Criminal Justice (DCJ) staff.

Figure 4 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. As previously noted, the majority of cases filed during this time period resulted in convictions for other charges. Many of the cases filed in 2021 (seven) were still pending at the writing of this report.

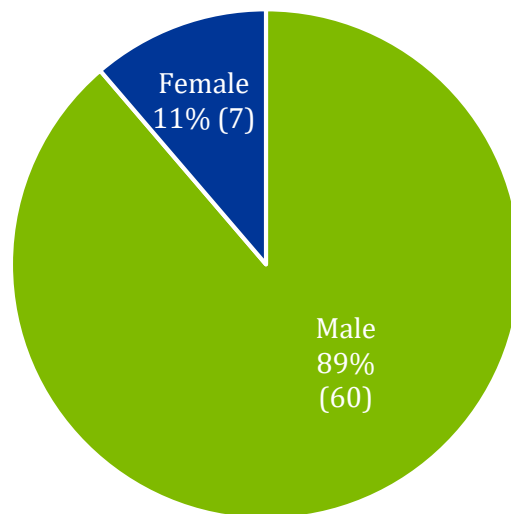
Figure 4: Dispositions for Cases Involving a Human Trafficking Charge, Breakdown by Type of Disposition for Each Year, CY 2019–2021



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 13, 2022, by the DCJ staff.

Figure 5 provides the gender breakdown of those charged with human trafficking over the three-year period of CY 2019–2021. The vast majority of individuals charged with human trafficking identified as male (89%), while 11% identified as female. The gender breakdown of those convicted of the crime is not depicted, as all seven individuals convicted of human trafficking during the period were male. The Council opted not to provide a racial analysis of defendants charged with and convicted of human trafficking offenses because 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.

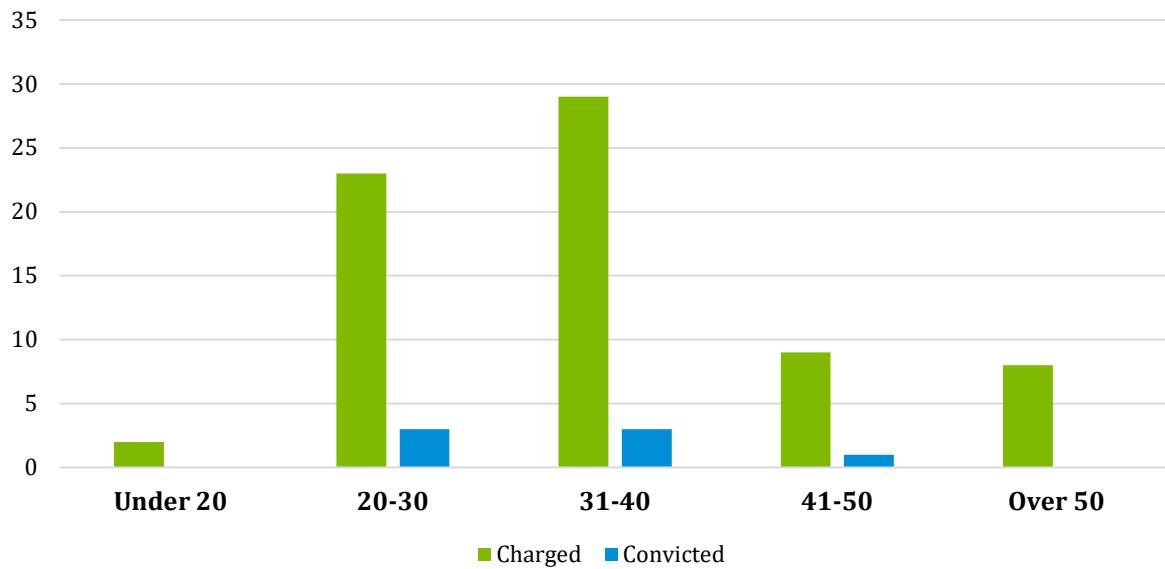
Figure 5: Breakdown of Those Charged with Human Trafficking by Gender, CY 2019–2021



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 13, 2022.

Figure 6 represents the age of those charged with and convicted of human trafficking from CY 2019 to CY 2021. The highest concentration of defendants charged with human trafficking was the 31-to-40-year-old cohort. Both the 20-to-30-year-old cohort and the 31-to-40-year-old cohort had an equal number of convictions: three each. Prior to this time period, the highest concentration of defendants charged with and convicted of human trafficking was the 20-to-30-year-old cohort, as reported in the Council’s previous annual reports.

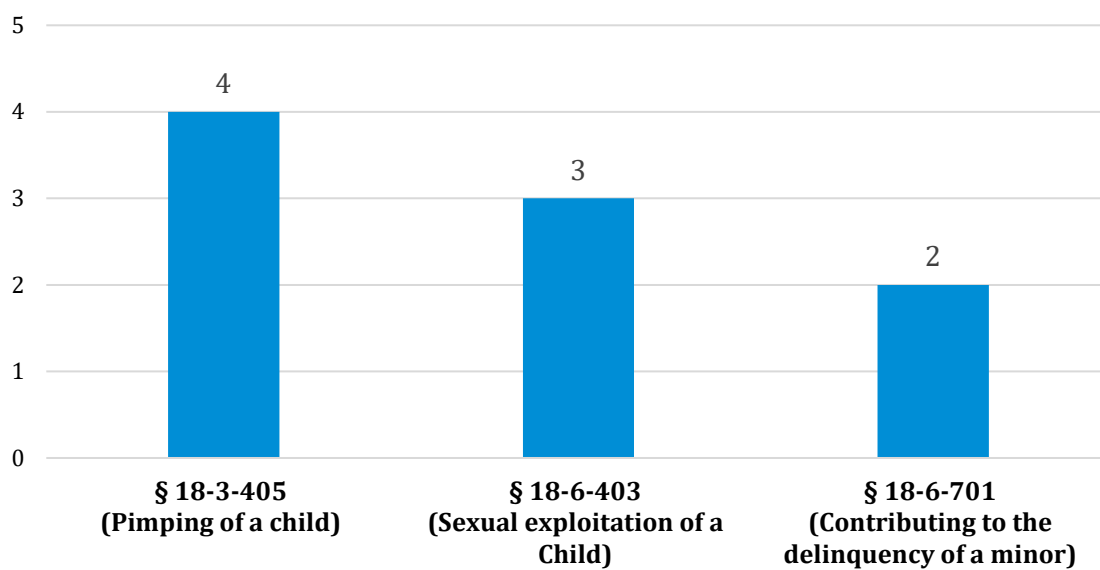
Figure 6: Defendants Charged with/Convicted of Human Trafficking by Age at Offense, 2019–2021



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 13, 2022.

For those who were found guilty of human trafficking, the Council also considered what other charges they were convicted on. Figure 7 features the top three ancillary charges that human traffickers were convicted on, in addition to human trafficking. This figure is limited to the seven criminal cases in which a conviction of involuntary or sexual servitude was reached, from CY 2019 to CY 2021. As is demonstrated in the figure, the top three ancillary charges on which defendants were convicted were pimping of a child, sexual exploitation of a child and contributing to the delinquency of a minor.

Figure 7: Top Three Ancillary Charges on Which Defendants Convicted of Human Trafficking Were Also Convicted, CY 2019–2021

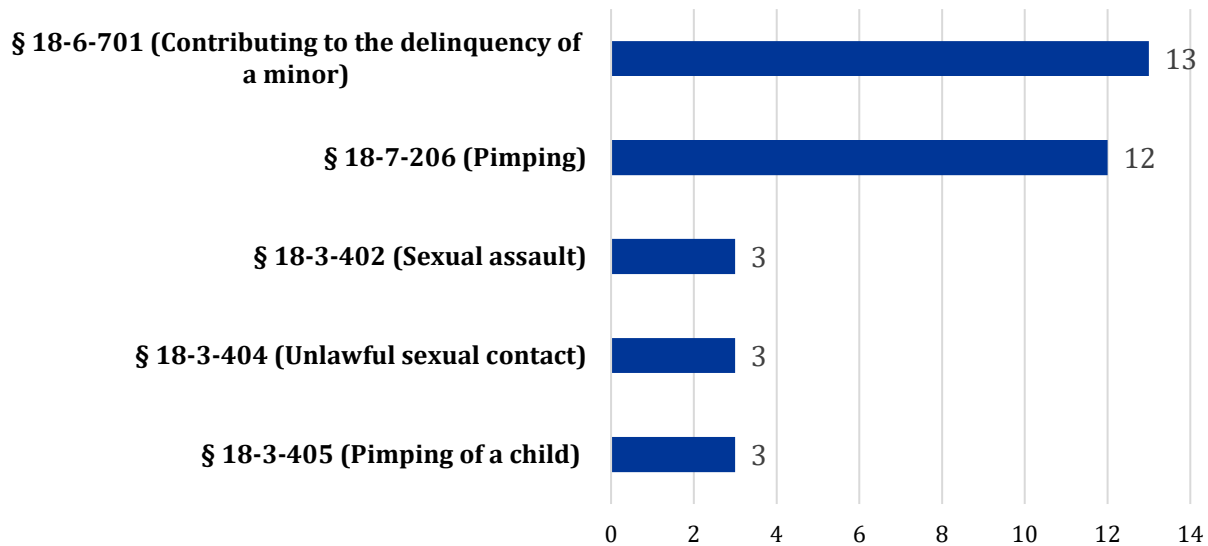


Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 13, 2022.

Additionally, the Council evaluated the cases where the defendant was originally charged with human trafficking but convicted on other specific charges. The Council limited its analysis on only the following specific charges: patronizing a prostituted child, soliciting for prostitution, soliciting for child prostitution, keeping a place of child prostitution, pimping, pimping of a child, inducement of child prostitution, pandering, pandering of a child, procurement of a child, sexual assault, sexual assault on a child, unlawful sexual contact, incest, child abuse, sexual exploitation of a child, assault in the first and second degrees, aggravated extortion, first- and second-degree kidnapping, contributing to the delinquency of a minor, indecent exposure, settlement of disputed claim or right and unlawful possession of a controlled substance. In these cases, as noted in Figure 8, the top five charges on which defendants were convicted

include contributing to the delinquency of a minor, pimping, sexual assault, unlawful sexual contact and pimping of a child.

Figure 8: Top Five Convictions for Defendants Charged with a Human Trafficking Crime but Convicted on Other Related Charges, CY 2019–2021



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 13, 2022.

Finally, the Council evaluated the sentencing outcomes for those convicted of human trafficking since the inception of the 2014 statutes.²⁸ Of the 49 cases involving a human trafficking conviction between calendar years 2014 and 2021, four defendants were sentenced to probation, while 40 received a Department of Corrections (prison) sentence. One case from CY 2021 had not been sentenced at the time of this report writing. Another four defendants received both a Department of Corrections sentence and a probation sentence. The average human trafficking conviction for defendants receiving a prison sentence is 39.09 years, and the median sentence is 16 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.²⁹ The average sentences for individuals who received both a prison

²⁸ These data were obtained from the Colorado Judicial Branch’s ICON information management system via the CJASS, on December 13, 2022.

²⁹ 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.

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 that identify and meet the complex needs of trafficking survivors living in or having ties to Colorado. While the state has a multitude of service providers, the Council only collects data from service providers funded by the Office for Victims of Crime (OVC) at the DOJ because those service providers collect and report using the same data collection and reporting system. This means that the performance measures they report to the Council are comparable. This year, the Council is able to report data from five different service providers funded by OVC grants. Unlike in previous years, the data provided by the service providers for FFY 2021 present no clear conclusions. Half of the service providers funded by OVC reported serving more clients with labor trafficking cases while the other half reported serving more clients with sex trafficking cases.

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

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), part of the Administration of Children and Families at the Department of Health and Human Services.³⁰ In addition, DOJ’s OVC has several grant programs, including *Comprehensive Services for Victims of All Forms of Human Trafficking Program*, *ECM to Combat Human Trafficking*, *Enhancing Juvenile and Family Court Responses to Human Trafficking*, *Field-Generated Innovations in Assistance to Victims of Human Trafficking Program*, *Field-Generated Strategies to Address the Criminalization of Minor Victims of Sex Trafficking*, *Housing Assistance Grants for Victims of Human Trafficking*, *Human Trafficking Training and Technical Assistance Program*, *Improving Outcomes for Child and Youth Victims of Human Trafficking*, *Increasing Legal Access to Victims of Crime Program*,

³⁰ “Human Trafficking: Grants & Funding,” Office for Victims of Crime, last modified June 14, 2022, accessed September 15, 2022, <https://ovc.ojp.gov/program/human-trafficking/grants-funding>.

*Integrated Services for Minor Victims of Trafficking, Preventing Trafficking of Girls, Project Beacon: Increasing Services for Urban American Indian and Alaskan Native Victims of Sex Trafficking, Services for Minor Victims of Labor Trafficking and Services for Victims of Human Trafficking Program.*³¹

Table 13 provides a breakdown of victims served by new and open cases and by immigration status for clients served nationally through OVC grants in FFY 2018 and FFY 2019 and for the time period of July 1, 2020, to June 30, 2021. For reference, the FFY reporting period is October 1 through September 30. DOJ reported that “comprehensive data from grantees on the total number of clients served in FY 2021 were unavailable” due to DOJ’s transitioning of its performance measurement data collection systems. Instead, DOJ provided a subset of data for the time period July 1, 2020, to June 30, 2021. Because of this shifted time period, it is not possible to draw conclusions about the new data in comparison to previous fiscal years.

	National				
FFY Year	Open Cases	Of Open Case Load, # of New Cases	Percentage of Open Cases for Foreign National Clients	Percentage of Open Cases for U.S. Citizen/Legal Permanent Resident Clients	Percentage of Open Cases for Unknown Clients
2019	8,375	5,090	35%*	62%*	2%
2020	9,854	5,968	37%	61%	2%
July 1, 2020– June 30, 2021	10,070	5,931	34%	61%	5%

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2020, 2021 and 2022).

* In 2019, the status of 2% of victims was unknown. These percentages do not add up to 100% due to rounding.

At the national level, in FFY 2021, DOJ provided \$60 million for 85 awards to support victim assistance programs across the country.³² This funding amount is a decrease from FY 2020, when DOJ provided \$74.6 million for 131 grants. DOJ did not account for the reason for this decrease in the *2022 Trafficking in Persons Report*.³³

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

³¹ Ibid.

³² The U.S. Department of State, *2022 Trafficking in Persons Report*, p. 577.

³³ Ibid.

trafficking have expanded. During FFY 2021, six nonprofits in Colorado implemented OVC grants for housing and direct or comprehensive services to human trafficking survivors. Data from five of these organizations are available in this report. One of these organizations had an active grant award from OVC during this time period but reported that it did not serve any clients.

Table 14 below includes the breakdown of victims served in Colorado from FFY 2019 to FFY 2021 for three of Colorado’s OVC-funded programs with award funding that commenced before or in FFY 2019. (OVC’s fiscal year for grantees begins on October 1 and ends on September 30.) These OVC-funded programs included legal services, case management and social services for all human trafficking survivors. The service providers were funded through the ECM, Comprehensive Services for Victims of All Forms of Human Trafficking and Services for Victims of Human Trafficking programs.

The numbers in Table 14 below do not represent unique victims served, as some individuals were served by multiple organizations.

Table 14: OVC-Funded Programs, Numbers of Victims Served, FFY 2019–2021												
Colorado Organization 1*					Colorado Organization 2**				Colorado Organization 3			
BREAKDOWN OF VICTIM PROFILE												
Fiscal Year	Open Cases	Of Open Case Load, # of New Cases	Foreign Nationals	U.S. Citizen/ Legal Permanent Resident (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
2019	120	33	112	8	67	50	30	37	5	5	3	2
2020	136	27	127	9	96	66	46	50	33	30	14	19
2021	118	6	114	4	76	36	47	29	40	29	19	21

Data source: Colorado data were obtained from three Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

* During FFY 2021, Organization 1 had two active grants from OVC. Only the data from the FFY 2019 grant are included in the report because the data could not be de-duplicated to produce data on unique clients, and for the FFY 2021 grant, OVC’s performance measures and reporting system changed, so the same data points for comparison were unavailable.

** During FFY 2019, Organization 2 had two active grants from OVC. Only the data from the FFY 2019 grant are included in the report because the data could not be de-duplicated to produce data on unique clients.

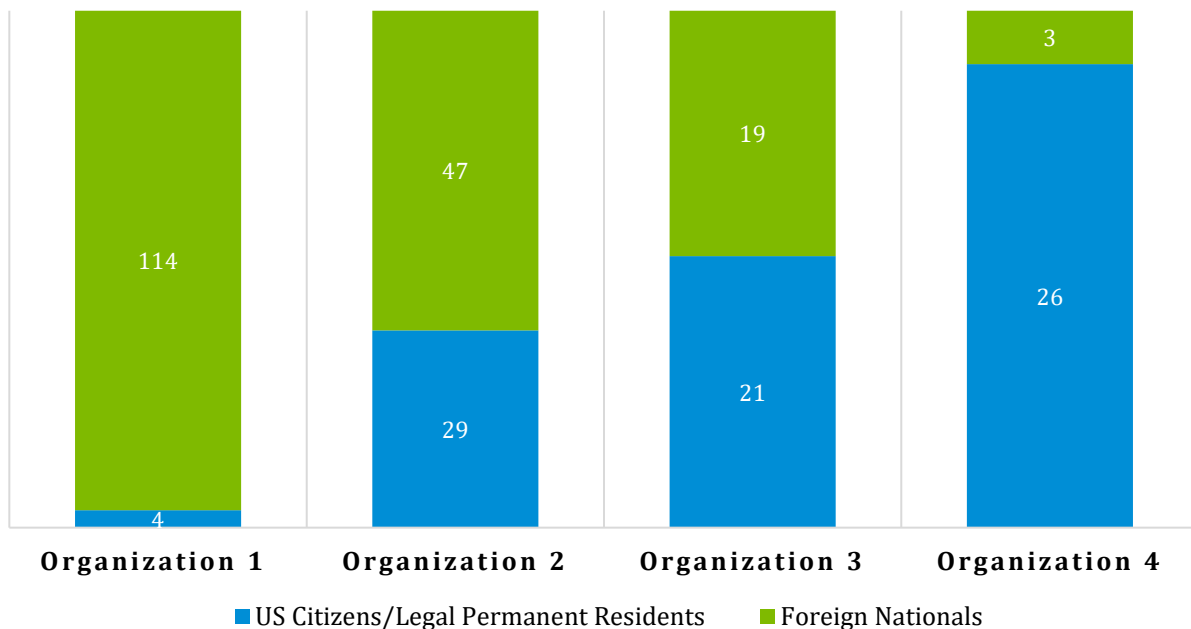
Data for four of the five OVC-funded service providers are represented in Figures 9, 10 and 11. As previously mentioned, OVC began transitioning its performance measure data collection system during FFY 2021. As part of this transition, OVC changed its data collection and reporting system specific to each grant type and changed the performance measures it collects,

as well. As a result, in this year’s report, the Council has segregated its data from OVC-funded service providers depending on the reporting requirements for each grant. Additionally, Organization 1 had two separate grants during this time period. The first grant ended in Q1 of FFY 2021, and its new grant began in Q3 of FFY 2021. Only data from the first grant ending in Q1 are included in Figures 9, 10 and 11 because this grant used the same reporting system and performance measures as the other three OVC-funded service providers.

Figure 9 illustrates the immigration status of Colorado OVC clients for FFY 2021, Figure 10 provides the Colorado OVC client breakdown by gender for FFY 2021 and Figure 11 represents the distribution by type of case for FFY 2021.

In FFY 2021, two OVC grantees supported more U.S. citizens/legal permanent residents than foreign national clients, while the other two OVC grantees reported providing services to more foreign nationals than U.S. citizens/legal permanent residents.³⁴ It should be noted that, since OVC groups U.S. citizens and legal permanent residents into one category, the actual size of Colorado’s foreign-born human trafficking population is likely greater than shown in the table.

Figure 9: Distribution of Colorado OVC Clients by Immigration Status, FFY 2021

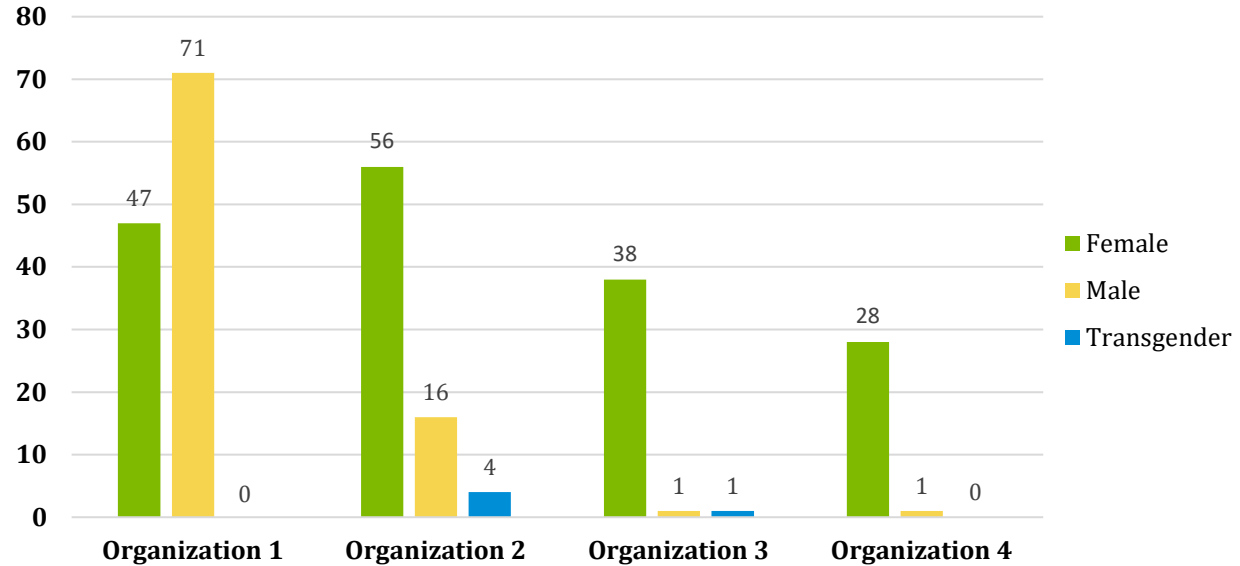


Data source: Colorado data were obtained from four Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

³⁴ The numbers reported do not represent unique victims served, as some individuals were served by multiple organizations.

During FFY 2021, Organization 1 reported providing services to more male clients than female clients, and the other three organizations reported serving significantly more female than male clients. For FFY 2021, both Organization 2 and Organization 3 provided services to transgender clients. Because the data in Figure 10 do not represent unique clients, the Council could not clearly characterize trends related to clients' gender.

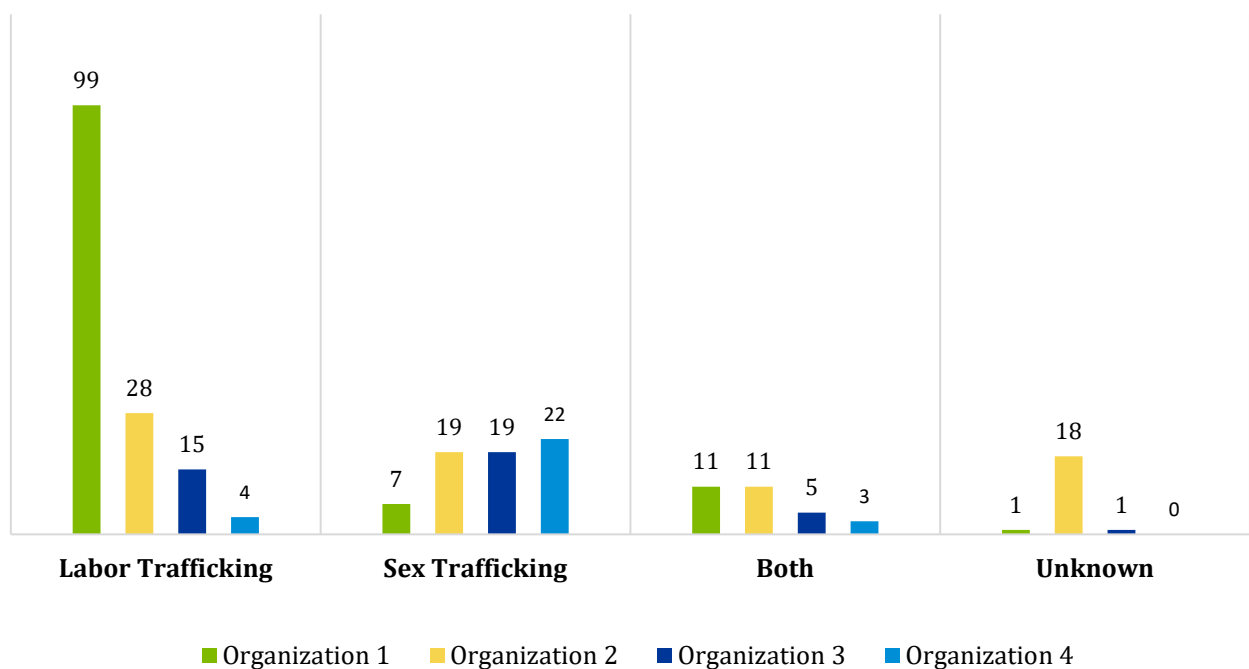
Figure 10: Gender Breakdown of Colorado OVC Clients, FFY 2021



Data source: Colorado data were obtained from four Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

As Figure 11 reflects, one Colorado OVC grantee reported assisting more clients who experienced labor trafficking than clients who experienced sex trafficking³⁵ for FFY 2021 (for known types of trafficking). The other two Colorado OVC grantees reported serving more survivors of sex trafficking than survivors of labor trafficking. One of the four service providers also reported several clients whose trafficking type was unknown. These reports demonstrate that no clear trend exists among Colorado OVC grantees as to the type of trafficking experienced by survivors in Colorado.

Figure 11: Distribution of Colorado OVC Clients by Type of Case, FFY 2021



Data source: Colorado data were obtained from four Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

³⁵ The numbers reported do not represent unique victims served, as some individuals were served by multiple organizations.

Table 15 includes data from Organization 1’s new grant, which started in Q3 of FFY 2021, and data from Organization 5, which had its grant commence in Q2 of FFY 2021. The Council is presenting this data separately because the performance measures and performance measure data collection systems are different from those previously reported in this section. Table 15 includes data on the number of new clients served and includes a breakdown of the type of human trafficking experienced by the client. Organization 1 reported serving more victims of labor trafficking during the two quarters of FFY 2021 in which a new grant was implemented, while Organization 5 reported serving more victims of sex trafficking during the three quarters of FFY 2021 in which it implemented its grant.

Table 15: Organization 1 (FFY 2021, Q3 & Q4) and Organization 5 (FFY 2021, Q2-Q4) Number of Clients Served, Breakdown by Type of Trafficking				
Organization	Number of New Individuals Served During the Reporting Period	Number of New Confirmed and Potential Victims of Sex Trafficking During the Reporting Period	Number of New Confirmed and Potential Victims Of Labor Trafficking During the Reporting Period	Number of New Confirmed and Potential Victims of Sex and Labor Trafficking During the Reporting Period
Organization 1 (FFY 2021 Q3 & Q4)	93	8	79	5
Organization 5 (FFY 2021 Q2-Q4)	23	15	2	6

Data source: Colorado data were obtained from two Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

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

Legislation Related to Human Trafficking and Child Welfare

In 2018, the Family First Prevention Services Act (Family First) passed into federal law, changing policy and funding priorities for children who experienced abuse and neglect.³⁶ The act emphasizes placement into a family-like setting and requires quality standards for congregate-care (i.e., 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

³⁶ Paula Costa Collins and Heather Baker, *Family First Prevention Services Act: High Quality Service Standards for Specialized Settings* (Boston: Public Consulting Group), September 3, 2020, p. 5, <http://familyfirstact.org/resources/family-first-high-quality-service-standards-specialized-settings>.

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.”³⁷

CDHS completed drafting its definition of the human trafficking population as well as its criteria for providers responsible for serving children and youth who are at risk for or survivors of sex trafficking, as required by Family First. This language was submitted to the Federal Administration for Children and Families, Children's Bureau, on September 29, 2021.

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.”³⁸ In addition, this 2016 law required 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 required 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.”³⁹ CDHS opted to have all counties use a 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, 2017.⁴⁰

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 required county departments of human services to assess and respond to labor trafficking cases involving a minor. This law went into effect on January 1, 2020, and CDHS added data collection capabilities to its Trails⁴¹

³⁷ Ibid.

³⁸ Action upon report of intrafamilial, institutional, or third-party abuse - investigations - child protection team - rules - report, C.R.S. § 19-3-308(4)(c).

³⁹ Concerning Child Abuse Involving Human Trafficking of Minors Act, HB16-1224 (2016).

⁴⁰ Ibid.

⁴¹ Colorado Department of Human Services – Child Welfare Database.

database. In 2021, CDHS drafted new rules and guidance⁴² for county departments of human services to address labor trafficking of minors. County departments of child welfare are now required to assess child abuse and neglect referrals for instances of labor trafficking and open an assessment if the referral meets the defined criteria. CDHS must also cross-report these instances to law enforcement. As a result of this change, this report includes new data on labor trafficking of minors.

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

In 2019, Colorado Senate Bill 19-185 added “human trafficking of a minor for involuntary servitude,” commonly referred to as “labor trafficking of a child,” as a form of child abuse and neglect⁴³ to C.R.S. § 19-1-103. In 2020, the Division of Child Welfare at CDHS began collecting data on the labor trafficking of children and youth, as counties were required to screen reports of child abuse and neglect for indicators of labor trafficking of a child. CDHS created a rule requiring counties to open an assessment if a referral contained allegations of child labor trafficking. Additionally, CDHS added screening questions regarding labor trafficking to the intake process for Colorado’s Child Abuse and Neglect hotline.⁴⁴

CDHS received 325 referrals of child abuse and/or neglect that referenced sex or labor trafficking in CY 2021, a decrease from 354 referrals that referenced sex or labor trafficking in CY 2020 and 334 referrals that referenced sex trafficking in CY 2019. Of these, 283 were referrals to sex trafficking, 25 were to labor trafficking, and 17 included both sex and labor trafficking. Referrals may specifically indicate concerns with sex or labor trafficking or could contain elements signaling high risk for sex or labor trafficking situations (such as frequent running behavior, family instability, etc.). After CDHS receives a referral for child abuse and/or

⁴² 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 September 1, 2021, accessed October 26, 2021, <https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=9694&fileName=12%20CCR%202509-1>; Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Referral and Assessment*, 12 CCR 2509-2 (Denver: Colorado Secretary of State), effective July 30, 2021, accessed October 26, 2021, <https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=9629&fileName=12%20CCR%202509-2>.

⁴³ Office of Children, Youth and Families, Division of Child Welfare, “Labor Trafficking as Child Abuse and Neglect” (Official Memorandum, OM-CW-2019-0024, Denver: Colorado Department of Human Services, 2019), https://drive.google.com/file/d/1Xg2sl1qSd_2XiVPIDubCw76X6dNjLdVr/view.

⁴⁴ Ibid.

neglect, staff screen the initial information to determine jurisdiction and whether a preponderance of evidence⁴⁵ exists for counties to further assess.

Each referral is sent to the relevant county's division of child welfare or human services agency, where a "RED team,"⁴⁶ a cross section of agency workers and supervisors, reviews referrals from the previous day. Based on the evaluation of the RED team, a referral is accepted for assessment or screened out, based on legal criteria.

The possible outcomes of an assessment by county departments include the following:

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."⁴⁷
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."⁴⁸
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."⁴⁹

⁴⁵ "To prove something by a 'preponderance of the evidence' means to prove that it is more probably true than not." Colorado Judicial Branch, "Chapter 3: Evidence," *Pattern Civil Jury Instructions* (Colorado: Colorado Judicial Branch, 2021), p. 2, https://www.courts.state.co.us/userfiles/file/Court_Probation/Supreme_Court/Committees/Civil_Jury_Instructions_Committee/2021/Chapter%203.pdf.

⁴⁶ 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 responses 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 September 1, 2021, p. 56, accessed October 26, 2021, <https://www.sos.state.co.us/CCR/GenerateRulePdf.do?ruleVersionId=9694&fileName=12%20CCR%202509-1>.

⁴⁷ Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*, p. 52.

⁴⁸ *Ibid.*, p. 58.

⁴⁹ *Ibid.*, p. 53.

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.”⁵⁰
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 delinquent child by the court.” There are no findings associated with an assessment that has a PA4 outcome.
6. **Unable to Locate:** “The alleged victim child(ren) or youth in conflict are not located or reside in the State of Colorado; The referral lacks sufficient information to locate the alleged victim child(ren) or youth in conflict.”⁵¹

Of the 325 referrals flagged with a concern related to sex or labor trafficking of a minor in CY 2021, 29% (94 referrals) were “screened in,” or met the criteria for assessment.⁵² This is a decrease from CY 2020, when 38% of referrals were screened in. In CY 2021, the child welfare divisions of county human services departments accepted 118 referrals for assessment. (Some of the referrals came in during the previous year, which is why this number exceeds 94, the number screened in from referrals in CY 2021.) The 118 referrals for assessment represents a decrease from 160 assessments accepted at the county level in CY 2020. CDHS defines an “assessment”⁵³ 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

⁵⁰ Ibid., p. 51.

⁵¹ Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Referral and Assessment*, p. 10.

⁵² “Screened in” and “accepted for assessment” mean the same thing and are used interchangeably.

⁵³ Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Overview of Child Welfare Services*, p. 47.

interchangeable with the term “investigation.”⁵⁴ It is important to note that although these referrals were received with a concern related to sex or labor trafficking of a minor, they may ultimately have been investigated for a different form of child abuse or neglect. Table 16 depicts the overall findings for these assessments in CY 2020 and CY 2021, as these are the only two years of data that included referrals for both sex and labor trafficking. In CY 2021, of the 118 sex or labor trafficking referrals that were accepted for assessment, 26 were substantiated (founded) for child abuse or neglect, not necessarily human trafficking; nine were closed with no findings; 73 were not substantiated; and ten were determined to have an alternative response, referred to as FAR.⁵⁵

Table 16: Outcome of Assessments with an Allegation of Sex Trafficking or Labor Trafficking of a Minor, CY 2020–2021		
Assessment Overall Finding	2020*	2021
Unsubstantiated	106	73
Closed—No Findings	24	9
Substantiated (founded)	23	26
Alternative Response	9	10
Pending	1	0
TOTAL	163	118

Data source: Colorado Department of Human Services.

*2020 data for the outcome of assessments with an allegation of sex trafficking or labor trafficking of a minor were reported as different numbers in the Council’s 2021 Annual Report. As data was cleaned by CDHS, these numbers were adjusted. The table reflects the most recent data.

At times, agencies investigated referrals for allegations⁵⁶ that were not initially identified as sex or labor trafficking situations but, during the course of the investigation, were determined to be instances of sex and/or labor trafficking. For example, an agency investigated a child’s situation based on another form of abuse or neglect and later determined the child to be a victim of sex or labor trafficking. These assessments with multiple forms of abuse or neglect that include an allegation of sex or labor trafficking are a separate group from the assessments discussed above that are referrals of child abuse and/or neglect that CDHS originally received with an

⁵⁴ “‘Assessment’ and ‘investigation,’ as used in Sections 19-3-308 - 19-3-308.5, C.R.S., are interchangeable in these rules.” Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Overview of Child Welfare Services*, p. 47.

⁵⁵ These assessments are identified as being low to moderate risk and do not have an outcome or disposition. Families that qualify as alternative response are offered supportive services. The two response options in a differential response program are the High Risk Assessment and the Family Assessment Response (FAR).

⁵⁶ An allegation is a claim made by a reporting party that an instance of child abuse or neglect has occurred.

initial concern of sex or labor trafficking. It is important to note that these assessments were investigated specifically for allegations of sex or labor trafficking.

In CY 2021, 78 assessments identified multiple forms of abuse/neglect that include an allegation of sex or labor trafficking, a decrease from 89 investigations that had at least one allegation of sex or labor trafficking in CY 2020.

In CY 2021, over 86% 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 78 clients, 41% identified ethnically as Latino/a. The race data provided for CY 2021 indicate that 76% of clients identified as White, and the remaining 24% were categorized as other.^{57 58}

Table 17 provides a breakdown of the type of entity that initially reported the allegation of minor sex or labor trafficking to CDHS. This data point refers to the number of assessments, not the total number of clients. Service providers, law enforcement and the miscellaneous category of “other” were the sources for the majority of referrals.⁵⁹

Table 17: Source of Report for Allegation of Minor Sex Trafficking or Labor Trafficking, CY 2021		
Reporter Type (sex trafficking assessments only)	Assessment Count	%
Service Provider	15	19%
Law Enforcement	12	15%
Other	51	65%
TOTAL	78	100%

Data source: Colorado Department of Human Services.

CDHS data also indicate that the majority of assessments (78%) took place in the 11 large counties in Colorado.⁶⁰

Table 18 presents the outcomes of the assessments that have at least one allegation of sex or labor trafficking from CY 2020 and CY 2021. In CY 2021, 17 assessments (21%) with at least one allegation of sex or labor trafficking were determined to be founded, an increase from nine

⁵⁷ Data source: Colorado Department of Human Services.

⁵⁸ CDHS will provide data on a distinct category when the category has an official minimum count of 12. If a category has a count fewer than 12, it will be grouped up into “other.”

⁵⁹ Ibid.

⁶⁰ A list of counties by size category is available in Appendix 1 on p. 144.

assessments (10%) determined to be founded in CY 2020. While these assessments resulted in a “founded” outcome for sex or labor trafficking, it is still possible that some of the other assessment findings have a situation of sex or labor trafficking. For example, if an assessment received an inconclusive finding, it could be a situation of sex or labor 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 is unable to locate the client, there is no way to make a determination regarding the allegation of sex or labor trafficking because the assessment cannot be completed. Of the 17 assessments determined to be founded, 15 were founded for sex trafficking and two were founded for labor trafficking.

Table 18: Outcomes of Referrals of Child Abuse and/or Neglect that Referenced Sex or Labor Trafficking, CY 2020–2021		
Trafficking Allegation Finding	2020	2021
Unfounded (including unable to locate)	61	31
FAR, PA4, Inconclusive	19	30
Founded (all founded for sex trafficking)	9	17
TOTAL	89	78

Data source: Colorado Department of Human Services.

Another data point related to human trafficking that CDHS tracks is the number of times the 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 the 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 or labor trafficking.
2. At any time, a child in the custody of the state runs away from care and subsequently returns or is recovered.

The HRV Tool is not prescriptive in nature but instead helps users 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 ... [but the] presence of multiple indicators on the checklist ... does not confirm [human] trafficking/victimization.”⁶¹ To address the children/youth who were identified through the tool as high risk, several counties operate in multidisciplinary teams (MDTs). These MDTs conduct case reviews of the children/youth

⁶¹ Colorado High-Risk Victim Identification Tool. See Appendix 2 on pp. 145-147.

identified as high risk and develop individualized plans to address those concerns. In CY 2021, CDHS recorded 212 total uses of the screening tool, involving 144 unique clients. This figure is a significant decrease from CY 2020, which saw 458 uses of the screening tool, involving 299 unique clients. It should be noted that this count does not include times the tool was used with a child/youth involved with child welfare, nor does it include screenings conducted by the Division of Youth Services (DYS).

Available data do not provide information on the outcome of the screening; they only indicate that the screening was conducted. Table 19 provides a breakdown of how many times unique clients were screened using the HRV Tool in CY 2020 and CY 2021. As the table indicates, in CY 2021, 81% of clients were screened with the tool once, 10% were screened with the tool twice and 9% were screened with the tool three times.

Table 19: HRV Tool Count per Client, CY 2020-2021				
Count per Client	CY 2020 Count	CY 2020%	CY 2021 Count	CY 2021%
1 Screening	221	74%	116	81%
2 Screenings	44	15%	15	10%
3 Screenings	16	5%	13	9%
4+ Screenings	18	6%	0*	0%*
TOTAL	299	100%	144	100%

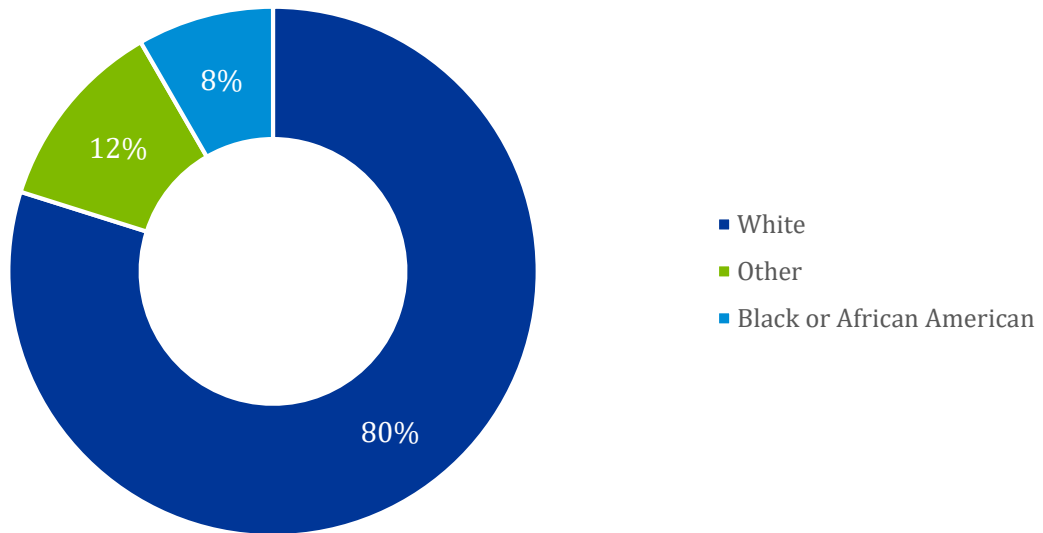
Data source: Colorado Department of Human Services.

* Reported numbers for HRV tool count per client were too small to report without risking the deidentification of the client(s), resulting in a report of 0.

Figure 12 below provides a breakdown of the HRV Tool’s implementation by race of the children/youth within Colorado’s child welfare system. As the data show, the largest group of those screened using the HRV Tool were White, at 115 (or 80%); Black or African American, at 12 (or 8%); and other,⁶² at 17 (or 12%). As previously noted, CDHS collects race and ethnicity data separately. Figure 13 includes a breakdown of the HRV Tool’s implementation by ethnicity of the children/youth within Colorado’s child welfare system. Of the 144 clients screened, 60 clients (42%) identified as Latino/a.

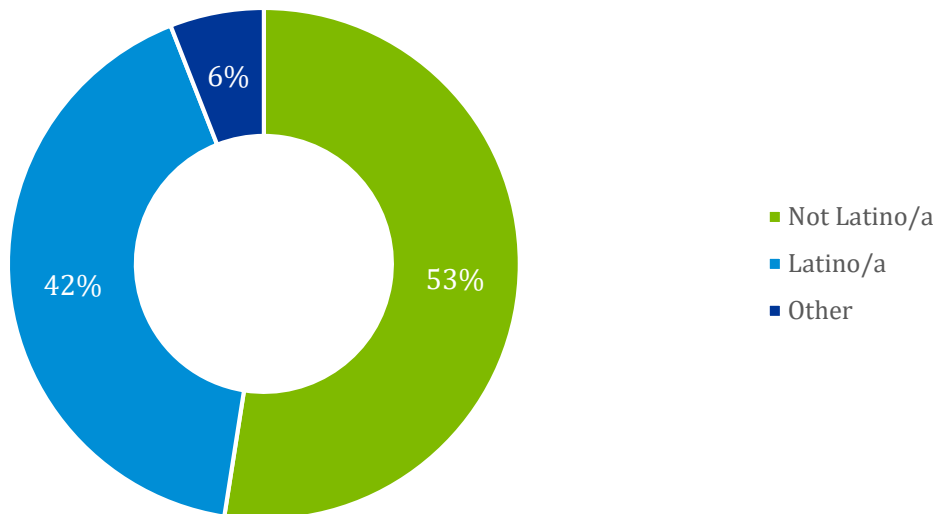
⁶² CDHS will provide data on a distinct category when the category has an official minimum count of 12. If a category has a count fewer than 12, it will be grouped up into “other.”

Figure 12: Breakdown by Race of Children/Youth Screened with the HRV Tool, CY 2021



Data source: Colorado Department of Human Services.

Figure 13: Breakdown by Ethnicity of Children/Youth Screened with the HRV Tool, CY 2021

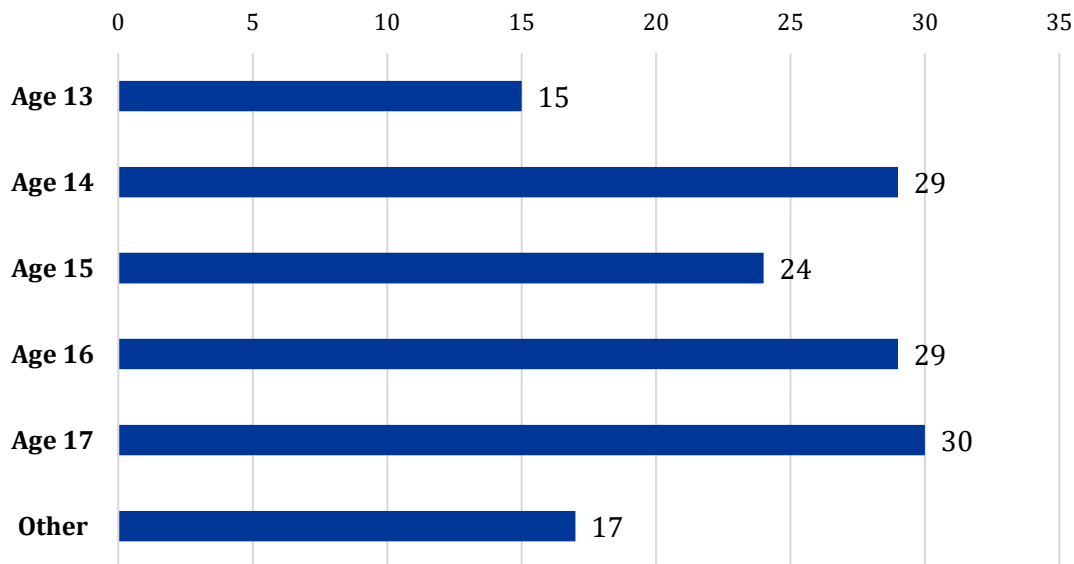


Data source: Colorado Department of Human Services.

In CY 2021, for the first time in the past four years, more female children/youth were screened than male. Previously, the gender breakdown of children/youth who were screened with the HRV Tool has remained consistently even. In CY 2021, 89 children/youth screened were female (62%) and 55 were male (38%).

Figure 14 provides a breakdown by age. While in previous years this report provided age ranges for children and youth screened with the HRV Tool, this year CDHS provided data by specific age, including an aggregated category of “other.”⁶³ As Figure 14 shows, the vast majority of those who were screened with the HRV Tool were ages 14, 16 and 17. Under certain circumstances, the DCW may maintain custody and/or work with youth between the ages of 18 and 21.⁶⁴ County workers are required to screen these youth for trafficking using the HRV Tool if they meet the criteria outlined on page 46. However, this information is not explicitly included in Figure 14.

**Figure 14: Breakdown by Age of Children/Youth Screened with the HRV Tool, CY 2021
Count of Children/Youth Screened for Human Trafficking**



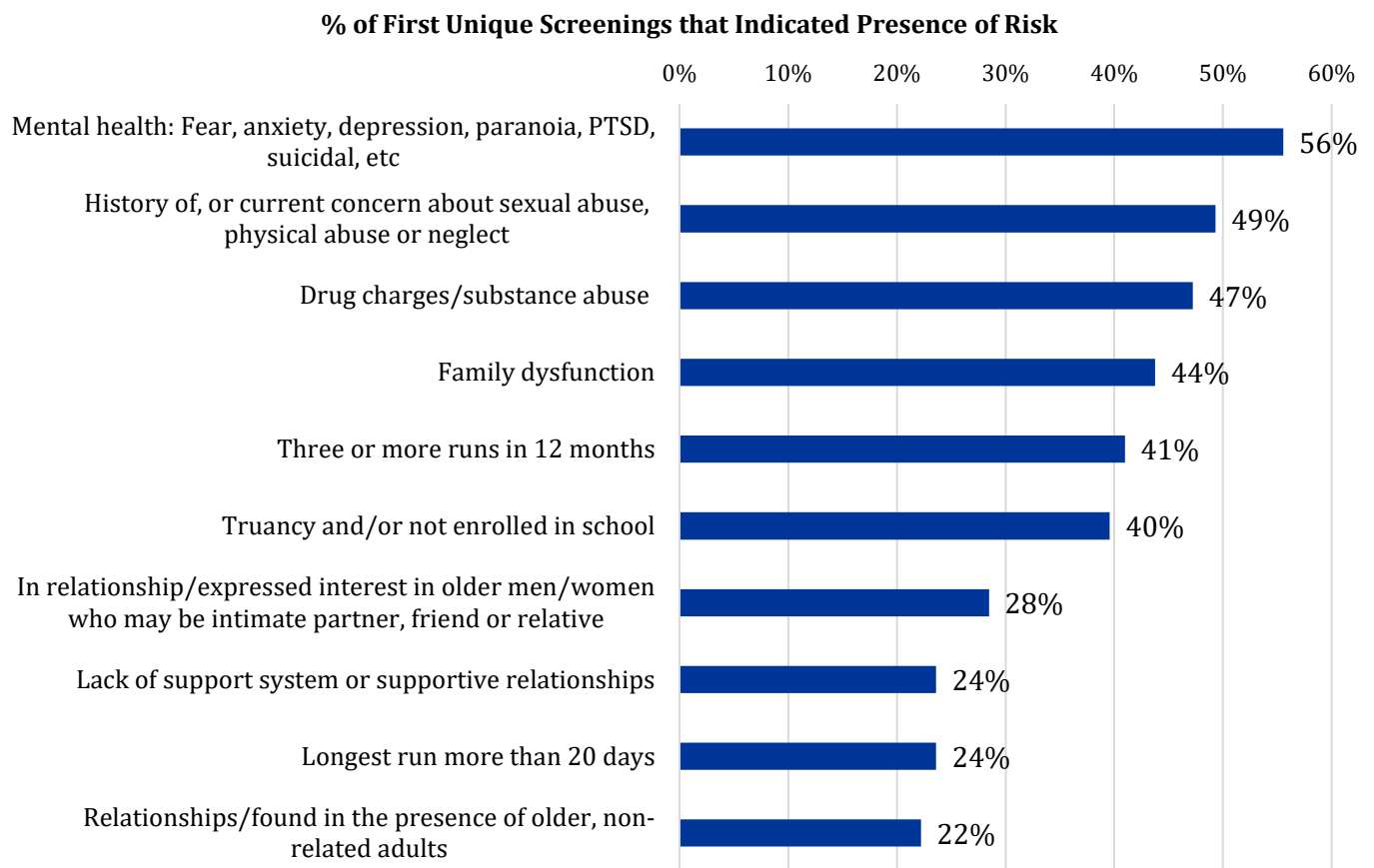
Data source: Colorado Department of Human Services.

⁶³ CDHS will provide data on a distinct category when the category has an official minimum count of 12. If a category has a count fewer than 12, it will be grouped up into “other.”

⁶⁴ 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 15 illustrates the top ten risk factors from the HRV Tool, from highest to lowest percentage of presence of the listed risk. These numbers represent the percentage of total unique clients whose first unique screening had an indication of a risk presence. In total, 144 unique clients were screened. In an analysis of the top risk factors from CY 2019 to CY 2021, the top risk factor identified in first unique screenings for each year was mental health concerns.

Figure 15: Top Ten Risk Factors Identified Using the HRV Tool, CY 2021



Data source: Colorado Department of Human Services.

For the second year, the Council is able to include data on the perpetrators of sex trafficking and labor trafficking of children and youth for assessments that have been substantiated. CDHS

places perpetrators into three categories: intrafamilial,⁶⁵ third party⁶⁶ and both. In CY 2021, for assessments with a referral reason of sex trafficking, nine of the substantiated assessments were intrafamilial, four were third party and three were both intrafamilial and third party. It is important to note that these assessments were substantiated for child abuse or neglect, which could or could not have been sex trafficking. Two assessments were substantiated for a referral reason of labor trafficking—one that was intrafamilial and one that was both intrafamilial and third party. Again, this assessment was substantiated for a form of child abuse or neglect, which could or could not have been labor trafficking. This indicates that for CY 2021, assessments that were substantiated with an initial referral reason of sex trafficking were primarily intrafamilial perpetrators.

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

The Division of Youth Services also conducts screenings of youth with the HRV Tool. 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 globally, the total number of youth screened with the tool is equivalent to the total number of youth committed to DYS. In CY 2021, DYS had a total number of 171⁶⁷ new commitments, a decrease from 240⁶⁸ new commitments in CY 2020 and 256⁶⁹ new commitments in CY 2019. DYS does not release the outcomes of these screenings.

As Figure 16 demonstrates, the majority of youth screened with the HRV Tool in CY 2021 by the DYS were 15 to 17 years of age, followed by age 18 and older. This age breakdown of youth screened is consistent with that from CY 2020 and CY 2019. The majority of youth screened with the HRV Tool identified as male. Of the 171 new commitments, 25 youth (15%) identified

⁶⁵ “Intrafamilial abuse and/or neglect” means any case of abuse and/or neglect, as defined in Sections 19-1-103(1) and 19-3-102(1) and (2), C.R.S., that occurs within a family or non-certified kinship care context by a caregiver; except that “intrafamilial abuse” shall not include abuse and/or neglect by a person who is regularly in the child’s home for the purpose of rendering care for the child if such person is paid for rendering care and is not related to the child. Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Overview of Child Welfare Services*, p. 53.

⁶⁶ “Third-party abuse and/or neglect” means a situation where a child is subjected to abuse and/or neglect by any person who is not a parent, stepparent, guardian, legal custodian, spousal equivalent or any other person not included in the definition of intrafamilial abuse or institutional abuse. Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Overview of Child Welfare Services*, p. 58.

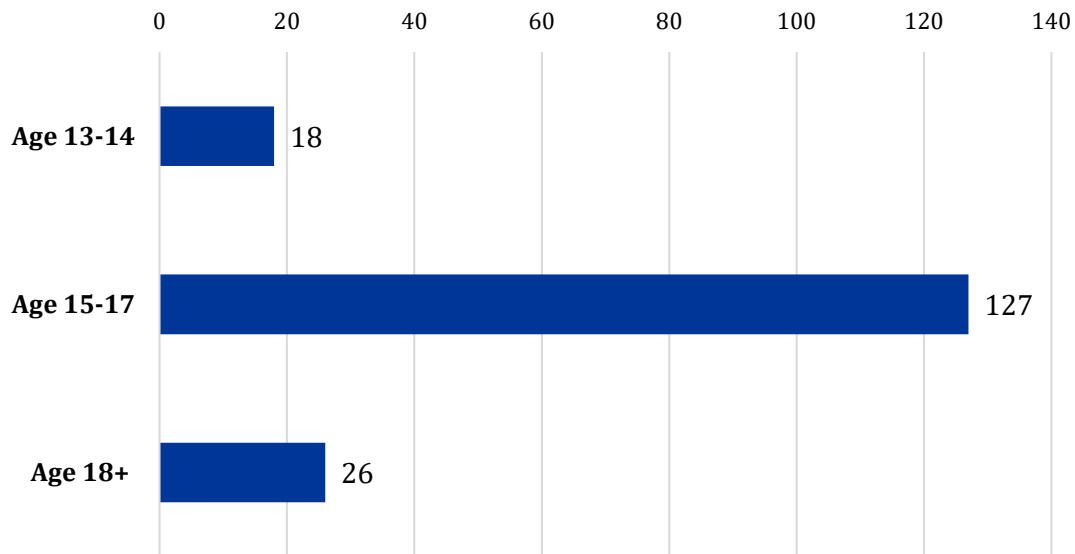
⁶⁷ Data source: Colorado Department of Human Services, Division of Youth Services.

⁶⁸ Ibid.

⁶⁹ Ibid.

as female and 146 youth identified as male (86%). These gender breakdown percentages are also consistent with the data from CY 2020.

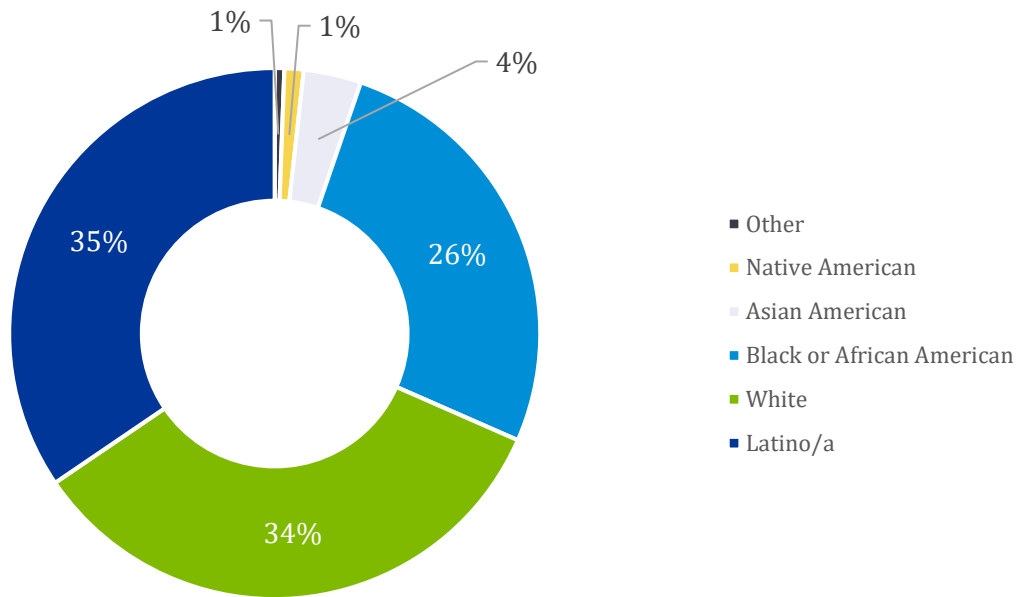
Figure 16: Count by Age of Youth Screened with the HRV Tool by DYS, CY 2021



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

As Figure 17 demonstrates, the majority of children/youth screened with the HRV Tool identified as Latino/a, White or Black/African American. Of the youth with whom DYS administered the tool, 59 (35%) identified as Latino/a, 58 (34%) identified as White, 45 (26%) identified as Black/African American, six (4%) identified as Asian American and two (1%) identified as Native American.

Figure 17: Breakdown of Race/Ethnicity of Youth Screened with the HRV Tool by DYS, CY 2021



Data source: Colorado Department of Human Services, 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” includes phone calls, text messages, online chats, emails and online tip reports. NHTH reported a decrease in contacts in CY 2021 with 51,073 contacts, down from 56,127 in CY 2020 (see Table 20). In CY 2021, the number of total contacts to NHTH involving Colorado decrease to 602 contacts, from 616 in CY 2020.

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.”⁷⁰ Additionally, NHTH clarifies that a case “is not an indication of law enforcement involvement in the situation.”⁷¹ To

⁷⁰ “National Human Trafficking Hotline-States,” Polaris (Washington, DC), accessed December 20, 2021, <https://humantraffickinghotline.org/states>.

⁷¹ Ibid.

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 10,360 situations of human trafficking in CY 2021, a decrease from 10,528 situations of human trafficking in CY 2020. In Colorado, NHTH reported 106 situations of human trafficking in CY 2021, an increase from 103 situations of human trafficking in CY 2020. 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 (previously referred to as the Colorado Network to End Human Trafficking—CoNEHT—Hotline) is a state-level hotline administered by the Laboratory to Combat Human Trafficking (LCHT). In 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. Because there is only a partial year of data available for CY 2019, the Council could not analyze the changes in text line data from CY 2019 to CY 2020 and CY 2021. However, Colorado’s Human Trafficking Hotline did see an increase in the number of texts received from CY 2020 to CY 2021. In CY 2021, the hotline received a total of 175 texts from 133 unique individuals. In CY 2020, it received 131 texts from 91 unique individuals. In both CY 2020 and CY 2021, the majority of unique texts involved indicators of sex trafficking.

Colorado’s Human Trafficking Hotline reported an exponential increase in calls and unique callers for CY 2021. In CY 2021, the hotline received 740 calls, an increase from 565 calls in CY 2020 and 540 calls in CY 2019. This increase could be due to the additional publicity for Colorado’s Human Trafficking hotline through the Council’s *This Is Human Trafficking* statewide public awareness campaign, which launched in November 2020 and had multiple types of media running in 2021. The hotline also had an increase in the number of unique callers in CY 2021, with 589 unique callers, up from 439 unique callers in CY 2020 and 429 unique callers in CY 2019. In CY 2021, Colorado’s Human Trafficking Hotline reported that 166 calls involved indicators of sex trafficking, 20 calls involved indicators of labor trafficking and 23 calls indicated both labor and sex trafficking. Colorado’s Human Trafficking Hotline protocol is for call responders 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.

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Table 20: Human Trafficking Hotline Call Data, CY 2019–2021

National Human Trafficking Hotline						
	2019		2020		2021	
	National	Colorado	National	Colorado	National	Colorado
Total Number of Contacts ⁱ	48,326	588	51,667	625	51,073	602
Total Number of Situations of Human Trafficking Reported ^{ii iii 72}	11,371 situations of HT reported, of which 8,189 ST, 1,232 LT, 508 both and 1,442 not specified	176 situations of HT reported, of which 127 ST, 20 LT, 16 both and 13 not specified	10,528 situations of HT reported, of which 7,631 ST, 1,042 LT, 339 both and 1,516 not specified	137 situations of HT reported, of which 102 ST, 16 LT, 8 both and 11 not specified	10,360 situations of HT reported, of which 7,499 ST, 1,066 LT, 400 both, and 1,395 not specified	150 situations of HT reported, of which 106 ST, 20 LT, 6 both, and 18 not specified
Colorado's Human Trafficking Hotline						
	2019		2020		2021	
	Colorado		Colorado		Colorado	
Total Number of Calls	540 (429 unique callers)		565 (439 unique callers)		740 (589 unique callers)	
Types of Human Trafficking Reported by Unique Callers ^{iv}	39 involved indicators of sex trafficking, 7 involved indicators of labor trafficking and 4 indicated both		152 involved indicators of sex trafficking, 21 involved indicators of labor trafficking and 12 indicated both		166 involved indicators of sex trafficking, 20 involved indicators of labor trafficking, and 23 indicated both	
Total Number of Texts	19 ^v (19 unique individuals who texted)		131 (91 unique individuals who texted)		175 (133 unique individuals who texted)	
Types of Human Trafficking Reported by Unique Texts ^v	6 involved indicators of sex trafficking, 1 involved indicators of labor trafficking		43 involved indicators of sex trafficking, 1 involved indicators of labor trafficking and 1 indicated both		18 involved indicators of sex trafficking, 4 involved indicators of labor trafficking and 3 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 included phone calls, texts, webchats, webforms and e-mails.

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} In the case of Colorado's Human Trafficking Hotline data, unique calls represent the number of total calls minus duplicates, i.e., multiple calls referring to the same case. Nonetheless, in many instances a different set of information and/or resources was involved.

^v Colorado's Human Trafficking Hotline launched a text line on August 12, 2019. Data from CY 2019 represent a partial year of data, from August 12, 2019, to December 31, 2019.

⁷² 2019 and 2020 data for the National Human Trafficking Hotline were reported as different numbers in the Councils *2021 Annual Report*. As data was cleaned by Polaris, these numbers were adjusted. The table reflects the most recent corrected data.

Colorado Data Collection Summary

In 2021, the number of investigative activities in Colorado varied depending on the agency but, overall, continued to focus on sex trafficking investigations. The CEHTTF reported a similar number of investigations opened in CY 2021 as in the previous year, with 33 cases (28 sex trafficking, two labor trafficking and three both sex and labor trafficking). The CEHTTF made 22 arrests in CY 2020, all for sex trafficking, down from 31 arrests (also all for sex trafficking) in CY 2020. HSI reported 19 human trafficking investigations, 17 of which were for suspected sex trafficking and two of which were for suspected labor trafficking. In FFY 2020, HSI made four arrests, all for sex trafficking. Local law enforcement reported an increase in the number of incidents of sex trafficking (64) from the two previous calendar years.

The U.S. Attorney's Office in the District of Colorado did not report any indictments for human trafficking during FFY 2021. At the state level, 16 state criminal cases were filed in CY 2021 and, as of the writing of this report, there were three convictions for human trafficking for cases filed in 2021.

Data submitted by service providers in Colorado that were funded by OVC did not result in any clear trends for CY 2021. Two service providers funded by OVC reported serving more U.S. citizen and legal permanent resident clients than foreign national clients for FFY 2021, while the other two service providers reported serving more foreign national clients during the time period. Two OVC grantees in Colorado reported serving more labor trafficking survivors than sex trafficking survivors, while the other two reported the opposite breakdown of clients.

For the past two years, this report has included data from child welfare agencies on labor trafficking of minors. In CY 2021, county-level agencies conducted 78 assessments that had at least one allegation of sex or labor trafficking. Of the 78 assessments, 16 assessments were founded; 32 were unfounded; and 30 were determined to be FAR, PA4 or inconclusive.

In CY 2021, NHTH reported a decrease in the number of situations of human trafficking reported nationally and for Colorado. In CY 2021, Colorado's Human Trafficking Hotline reported a significant increase in the number of calls it received over the past two years and also reported an increase in the number of text messages it received in the same period. Some of the increase in call volume to Colorado's Human Trafficking Hotline is a result of the Council's *This is Human Trafficking* campaign efforts.



SECTION 3

Human Trafficking Training Outcomes

Introduction

Each year, the Colorado Division of Criminal Justice (DCJ) staff deliver 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 personnel; 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 legislative 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 agencies.

and distributed as a fulfillment of the legislative mandate C.R.S. § 24-33.5-523 (2):

Upon request, the following entities may receive training from the division:

- a. Law enforcement agencies;
- b. Organizations that provide direct services to victims of human trafficking;
- c. School personnel and parents or guardians of students; and
- d. Any other organization, agency, or group that would benefit from such training.

Table 21: Training Development Timeline by Year Training Curricula Launched						
Training Program	2017	2018	2019	2020	2021	2022
An Introduction to Human Trafficking in Colorado	X		Online	Virtual	Hybrid	
Human Trafficking Investigations: An Introductory Course		X		Virtual	Hybrid	Online
Meeting Human Trafficking Survivors' Needs: An Advanced Course for Service Providers			X	Virtual	Hybrid	

Data source: Colorado Department of Public Safety, Division of Criminal Justice.

The Council uses a three-pronged approach to deliver trainings. The first method is through DCJ’s human trafficking training and technical assistance (TTA) lead, who responds to training requests by delivering in-person, hybrid or virtual instructor-led training (the Council added hybrid and virtual options in 2020 and 2021 in response to the COVID-19 pandemic). The second delivery method is through the online, self-paced versions of *An Introduction to Human Trafficking in Colorado* and *Human Trafficking Investigations: An Introductory Course*, which are best suited for training professionals on an individual basis. Given the online nature of this program, professionals from across the state can access the training regardless of geographic location, financial situation or time constraints. The third method employed is a Train-the-Trainer (TTT) model, which equips volunteer facilitators from across the state to deliver the Council’s training programs to professionals in their geographic region.

Training Curriculum	In Person	Virtual	Hybrid	Online	TOTAL
An Introduction to Human Trafficking in Colorado	558	165	15	43	781
Human Trafficking Investigations*	61	0	20		81
Meeting Human Trafficking Survivors' Needs	0	21	0		21
TOTAL	619	186	35	43	883

Data source: Colorado Department of Public Safety, Division of Criminal Justice.

*Includes Human Trafficking: An Introductory Course created for Denver Sheriff Department (2019).

Training Program Changes

From 2017 to 2022, in order to meet objectives of the *Innovate Colorado* project that funded training during these years, the Council’s targeted its three training curricula primarily to front-line professionals who worked with children and youth. The primary focus of the Council’s training program shifted in 2022 when that grant project concluded. DCJ staff applied for and were awarded a second Office for Victims of Crime (OVC) *Improving Outcomes for Child and Youth Victims of Human Trafficking* grant under the project name *Connecting Colorado: Building Effective Anti-Trafficking Systems*.⁷³

This project also has a targeted approach—among its objectives is to train multidisciplinary teams (MDTs) focused on children/youth—in an effort to increase identification of human trafficking of children and youth and connect them to culturally appropriate and trauma-responsive services. These trainings will utilize the three training curricula as well as additional MDT protocol trainings to be developed in 2023. Despite this grant-driven focus, the Council’s training programs are not limited to only child/youth organizations.

Increased Accessibility

The specialized introductory training for law enforcement personnel continued to be converted into its online, self-paced version in 2022. The *Human Trafficking Investigations: An Introductory Course* online program was beta tested in December 2022 and will be launched in early 2023. This conversion has allowed law enforcement personnel to access vital information

⁷³ For more information about the *Connecting Colorado* project, read Section 5 on pp 93-100 of this report.

on how to conduct survivor-centered investigations, despite learning constraints due to geography, finances or time.

Additionally, DCJ staff held training for all current TTT facilitators in February to increase their skills in training virtually in addition to in person. This effort resulted in the availability of all training curricula in in-person, virtual and hybrid formats, increasing accessibility to organizations statewide by allowing for training even when a facilitator is not located in a specific region. Finally, with updates made to various virtual hosting software, closed captioning is available to all participants in virtual and hybrid formats, allowing for learners who are deaf or hard of hearing to connect with the content.

Created in 2021, the Spanish translation of the training *An Introduction to Human Trafficking in Colorado* was distributed to TTT volunteer facilitators. Due to facilitator turnover and competing training priorities, the program has yet to be used to train any front-line professionals. Any organizations interested in providing the training program to their staff should reach out to the DCJ staff to request the training at cdps_chtc_info@state.co.us.

Training and Technical Assistance in 2022

In 2022, DCJ responded to needs for organization-specific trainings and increased partnership with community organizations both in Colorado and nationally. The Council was invited to train three organizations in 2022 that required the development of specialized training curricula due to the nature of their work: Denver International Airport's Transportation Security Administration (TSA) Behavioral Detection Unit, Planned Parenthood of the Rocky Mountains (PPRM) and Denver's Office of the Medical Examiner.

Organization-Specific Trainings

In 2022, DCJ staff had multiple opportunities to partner with different front-line professionals from large organizations. The Denver International Airport's TSA Behavioral Detection Unit invited DCJ staff to partner together after a supervisor became aware of the Council's training curricula. In May, the human trafficking TTA lead developed and delivered a specialized version of the training *An Introduction to Human Trafficking in Colorado* to the unit's supervisory staff. The training highlighted the intersection of human trafficking and air travel. It also aligned the training with the response protocol taught to all employees at the Denver

International Airport. In August, before the height of the air travel season, the human trafficking TTA lead was invited back to train the entire TSA Behavioral Detection Unit as well as several other units, including the communications team.

Another opportunity arose for DCJ to work with the PPRM, which resulted from a partnership created through the Council's public awareness campaign, *This Is Human Trafficking*. The human trafficking TTA lead again created a specialized version of *An Introduction to Human Trafficking in Colorado* to discuss the intersection where human trafficking might exist in the work of Planned Parenthood's external affairs department. These professionals included educators, community health workers, HIV program staff and two department directors. Staff from Colorado, Utah and Wyoming attended.

In a final opportunity, a former law enforcement TTT facilitator approached DCJ staff about presenting to their coworkers after noticing several red flags in cases at Denver's Office of the Medical Examiner (OME). As medical examiners, these professionals enter homes after an individual dies by suicide, allowing for a very private and impromptu view into the individuals' homes. Whether it is controlling behavior by the individuals left behind in the home or physical indicators of abuse within the home, medical examiners are in a prime space to witness indicators that may otherwise be hidden. The human trafficking TTA lead modified the training for *An Introduction to Human Trafficking in Colorado* to highlight the intersection of in-home interactions, medical indicators and human trafficking, and invited the Denver Anti-Trafficking Alliance (DATA) to co-present and align OME staff with the Denver anti-human trafficking response protocol. During this and the other organization-specific trainings, participants expressed human trafficking situations they previously missed and indicated how thankful they were to know where to call when confronted with the next situation.

Technical Assistance

DCJ staff worked to support the external efforts for training and technical assistance both in Colorado and nationally in 2022. As a result of the work in the *Innovate Colorado* project from 2017 to 2021 and the planned *Connecting Colorado* project from 2021 to 2024, DCJ staff have been invited to provide technical assistance to states that were awarded the same *Improving Outcomes* funding from the OVC. In 2021, the human trafficking TTA lead worked collaboratively with a team in Oregon to deliver the *Human Trafficking Imagery: How What You*

See Affects What You Do presentation to the facilitators of Oregon’s developed training curriculum. This imagery presentation was created in 2017 to support the work of the Council’s TTT facilitators and *Innovate Colorado* project, prepping the Council’s facilitators for difficult conversations around human trafficking verbiage and imagery. Using the imagery presentation as a baseline and beta test, as well as staff expertise around the topics, the Oregon team and DCJ staff worked together in 2022 to design a new workshop, *When Media Goes Bad: Repairing the Harm of Misrepresentation*. This new workshop guides Oregon’s facilitators in evaluating and responding to images, videos and storytelling so they can avoid re-exploiting survivors and perpetuating myths.

Partnerships

Several organizations and survivor consultants in Colorado often cover the same topics as the Council’s introductory training curriculum. DCJ staff took this year to renew and strengthen their support of community training providers since the training need in the state is vast. One partnership that continued to grow between training programs was with the Laboratory to Combat Human Trafficking (LCHT). Though covering many of the same topics in its introductory programs, LCHT has specialized programming for the professional sectors of child welfare, healthcare and educators, and the Council has specialized programming for law enforcement and direct service providers. Due to these specialties, LCHT and DCJ staff collaborated to share opportunities with each other, including trainings for the Durango Police Department and La Plata Sheriff’s Office and the Colorado Department of Human Services and a presentation at the 2022 Colorado Safe Schools Summit. Staff were accustomed to handing off specialized opportunities between the training programs in the past, but this year they shared the opportunities by presenting together.

Sunset Review: HB19-1051

House Bill 19-1051,⁷⁴ concerning human trafficking prevention training by the Colorado Department of Public Safety, was scheduled to sunset (i.e., come to an end) on September 1, 2023, per statute. The bill enhanced the training directive of C.R.S. § 18-3-505(e) to develop training for front-line professionals by mandating that training should be delivered to these professionals upon request. DCJ staff, former and current TTT facilitators, Council members

⁷⁴ To read HB19-1051 in its entirety, see Appendix 3 on pp. 148-152.

and community members participated in interviews conducted by the Colorado Office of Policy, Research & Regulatory Reform in the Department of Regulatory Agencies throughout 2022 as part of the sunset review⁷⁵ to determine whether DCJ's training program work should continue.

The review culminated in a report recommending the continuation of human trafficking prevention training for seven years, until 2030, with an effort toward expansion. The total number of individuals trained across the Council's three training programs is 7,929; while the TTT volunteer facilitators multiply the effect of the training staff, a total of .52 full-time equivalent employees operate the program. The report recommends that "the Division should seek to increase staffing at the Training Program through the budget process to employ enough additional staff to ensure that the human trafficking prevention training can continue to expand its operations through additional outreach and training opportunities, thereby increasing public protection."⁷⁶ This report will be presented during the 2023 legislative session to the Senate Judiciary Subcommittee, which will then decide whether to write a new bill to support the recommendations outlined in the report or simply allow HB19-1051 to sunset.

Moving Forward: Training Goals in 2023

The human trafficking TTA lead will spend 2023 training and workshopping with child/youth-focused MDTs involved in the *Connecting Colorado* project to support the statewide effort to increase identification of human trafficking of children and youth and connect these victims to culturally appropriate and trauma-responsive services. These trainings will utilize the three training curricula already developed as well as additional trainings on MDT response to be developed in tandem with the Council's MDT Working Group and Survivor Leader consultants to be hired at the end of 2022.

Also next year, the human trafficking TTA lead will continue to build out the TTT program and support these volunteer facilitators in delivering the introductory programs and coaching them in the virtual and hybrid platforms for all of the Council's training curricula. With the new

⁷⁵ To learn more about criteria for the Sunset Review as well as the timeline, see Appendix 4 and 5, pp. 153-154.

⁷⁶ "2022 Sunset Review: Human Trafficking Prevention Training," Colorado Department of Regulatory Agencies, Office of Policy, Research & Regulatory Reform (Denver, CO), accessed October 14, 2022, <https://coprrr.colorado.gov/archive-of-reviews>.

direction of the training program, the aim is to continue to strengthen partnerships with other training providers and disseminate trainings widely and effectively across the state of Colorado.



SECTION 4

This Is Human Trafficking Awareness and Outreach Campaign

Introduction and Background

The Colorado Human Trafficking Council (the Council) began planning a statewide awareness and outreach campaign in 2017, as directed by House Bill (HB) 14-1273.⁷⁷ The campaign *This Is Human Trafficking* launched in the statewide media market in November 2020 after three years of planning and formative research. The Council strategically scheduled broad-reach paid media⁷⁸ during specific timeframes throughout the year to maximize available budget.

Typically, paid media ran for three-month durations, although some media materials were in the Colorado market for longer periods of time. The Council planned to have more media in the market in targeted months such as January (National Human Trafficking Prevention Month)

⁷⁷ Human trafficking council, C.R.S. § 18-3-505(4)(d).

⁷⁸ Paid media includes items such as billboards, TV and radio commercials, bus and light rail signage, etc.

and August (end of summer travel and the start of agricultural harvest season) to increase the number of impressions⁷⁹ and expand the reach of campaign messaging.

The Council also initiated an on-the-ground, grassroots effort of partnership development and regional distribution of campaign materials in 2022 to help complement the awareness-raising paid media efforts.

Formative research, data tracking and proof of media performance have been important components of the campaign. In 2022, the Council completed a statewide evaluation of Colorado residents as a follow-up to the formative research survey it conducted before the campaign launch and the mid-campaign evaluation that took place in 2021.

2022 Outreach Activities

January—National Human Trafficking Prevention Month

Every year since 2010, the United States President has dedicated January to raising awareness about human trafficking and educating the public about how to identify and prevent this crime. To capitalize on the focus on human trafficking in January, the campaign team increased its efforts to include the following activities:

- A targeted, one-month, statewide media blitz⁸⁰ with increased broad-reach paid media.
- A partnership collaboration with a digital “Takeover Tuesday” each week of the month where partners were provided turnkey, digital materials (social media images, post copy, e-news graphics, web banners, etc.) to increase the distribution and reach of campaign messaging.
- A partnership with Colorado State Patrol to wrap one of its vehicles with campaign messaging.

⁷⁹ Impressions are the comprehensive calculation of the number of people who have seen a specific ad during a specific timeframe.

⁸⁰ A media blitz represents a significant amount of media in the market during a short period of time.

- A proclamation signed by Governor Jared Polis declaring January 11, 2022, Colorado’s Human Trafficking Awareness Day, as well as a video posted by the governor on social media.
- A statewide press release announcing Human Trafficking Awareness Day and promoting the Council’s ongoing effort to raise awareness, which was picked up by several news outlets.
- Earned media⁸¹ interviews conducted with Denver market and statewide news reporters on both television and radio.
- A video production and “live event” release of *Convicting Human Trafficking in Colorado*, which encompassed an expert panel of Colorado professionals who participated in the successful conviction of a labor trafficker. The panel discussion was promoted and streamed via Facebook, Instagram and YouTube at three different times on specific days during the month and continue to be available on the campaign YouTube channel.

Statewide Paid Media

The Council implemented a statewide media blitz in January 2022 during National Human Trafficking Prevention Month. The blitz incorporated broad-reach tactics such as targeted broadcast and streaming television commercials; paid digital advertising including pre-roll ads,⁸² sponsored articles (a paid article on a news website) and social media; light rail train wraps and interior train posters; resort and ski town bus and bathroom posters; and several additional tactics. A sample of these tactics are showcased on page 77.

Based on results from the statewide media flights⁸³ in 2020, 2021 and January of 2022, the Council planned for a hybrid media strategy in the late summer months of 2022. The campaign team sought to again capitalize on the impressions provided by the awareness-raising tactics of

⁸¹ Earned media is publicity, news coverage and/or exposure gained from methods other than paid advertising. “What Is Earned Media, Owned Media & Paid Media? The Difference Explained,” Titan Growth, accessed November 2, 2022, <https://www.titangrowth.com/what-is-earned-owned-paid-media-the-difference-explained/>.

⁸² Pre-roll ads are commercials that are served to the consumer before their requested content (i.e., a YouTube video, a news story, etc.) plays.

⁸³ A media flights is an established time schedule of when media is in the market based on a pre-established media plan.

broadcast and streaming television commercials (July–August 2022) but also increase the number of trackable media tactics that would help drive viewers to the website, including paid online sponsored news articles and pre-roll ads (August 2022), paid social media (July–December 2022) and the addition of podcast advertising (August–October 2022) using pre-produced campaign radio ads.

A summary of preliminary 2022 media metrics is reported in the results section on page 73 and will be finalized in a separate detailed *2022 Campaign Media & Outreach Results* report. Grant funding designated specifically for paid media will conclude at the end of December 2022.

Social Media

During the last half of 2021 and first half of 2022, the campaign team employed a designated social media partner to maintain the campaign’s Facebook and Instagram pages with engaging organic content and some paid posts. Based on the formative research, the campaign team had a clear understanding about the importance of sensitivity and accuracy in the language and imagery used to communicate about the topic of human trafficking. A rigorous process was put into place to review and edit all post copy⁸⁴ to ensure accuracy and non-sensationalized content coming from an external source.

The campaign team restarted the development of post copy and graphics starting in July 2022 to capitalize on the significant knowledge gained from the formative research. The goal was to save time, with more accurate messaging, while continuing to deploy content into the campaign’s social media feeds. Organic posts acquired significantly fewer engagements than the paid social campaigns. Results are described in the designated section on page 73.

Survivor-Informed Messaging and Website Expansion

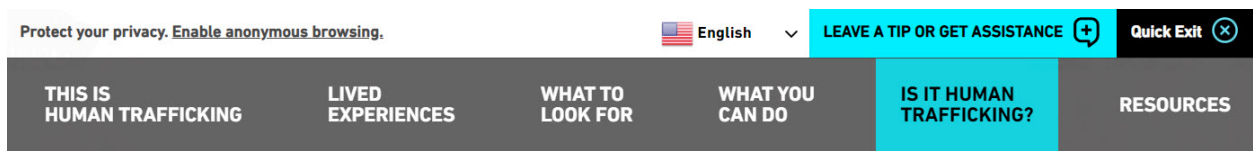
Outreach materials and [ThisIsHumanTrafficking.com](https://www.thisishumantrafficking.com) were originally designed as awareness-raising tools to help Colorado residents gain a better understanding of the facts about human trafficking while also being able to report tips and access resources through Colorado’s Human Trafficking Hotline.

⁸⁴ Post copy is the written content that accompanies a social media post.

As a part of the campaign strategy, the team planned to expand messaging, calls to action and the website to include additional information directly targeting potential victims and survivors of human trafficking. This next phase of the campaign plan was intended to help potential victims and survivors gain the knowledge and understanding that their circumstances could be human trafficking, provide the language to describe their situation and encourage them to access resources.

To accomplish this goal, the campaign team interviewed Survivor Leader experts who served on the Council as well as other Council partners to help identify nuanced messaging when describing human trafficking situations and specific calls to action that might be most relevant to a potential victim’s or survivor’s circumstance. The team sought to understand how to best communicate about human traffickers as well as identify locations to position materials that would best reach potential victims.

Feedback obtained from Survivor Leaders (internal only report) initiated new calls to action (“Leave a tip or get assistance”) and established specific messaging for a new focused webpage targeting potential victims and survivors, “[Is It Human Trafficking?](#)”⁸⁵



Anyone can be a victim of human trafficking.

You may not know if you are being trafficked. You may not understand what it means to be exploited. You may not realize you are doing things because someone else is making you do them. Many people don't know what force, fraud, and coercion look like within a relationship, and may not have experienced or witnessed a healthy relationship.

But you do know *something* isn't right.

Human traffickers will use any vulnerability or need—it could be something like housing, food, or simply a need to be seen or feel loved—to control their victims and benefit themselves (usually financially or sexually.) For more details on the risk factors anyone can experience, visit our [What to Look For](#) page.

⁸⁵ To view the *Is It Human Trafficking?* webpage, visit: <https://thisishumantrafficking.com/is-it-human-trafficking/>

Field Outreach

In addition to using broad-reach paid media to raise awareness about human trafficking, the campaign team initiated a grassroots outreach effort in 2022. By leveraging partnerships and targeting specific locations using relevant materials, the team aimed to reach both the general public and potential victims and survivors across the state.

In addition to the established outreach materials of posters, window clings and stickers, additional collateral was developed, including:

- Coasters with a scannable website QR code to distribute to bars and restaurants, where patrons spend significant time in one location.
- Covert lip balm with the hotline number and website address for healthcare or social service employees to distribute to a potential victim.
- Covert Spanish-language bandanas and sunscreen, in partnership with Colorado Legal Services, for distribution to farmworkers who may need access to services.
- Retractable banners that can be positioned in lobbies, waiting areas and other conference locations to raise awareness about the campaign.

The team began statewide distribution of posters, window/mirror clings and stickers by sending over 100 different partner organizations packaged materials with instructions for posting. Partners included Planned Parenthood of the Rocky Mountains health centers, children's advocacy centers, Colorado Legal Services offices, the Colorado Department of Human Services Division of Youth Services, regional anti-trafficking collaborations, Council member organizations and several other agencies across the state.

In an effort to infiltrate communities, the campaign team visited four different regions across the state to strategically position materials in places that would raise awareness but also position the messaging where potential victims and survivors might see it. These locations included bathrooms, storefront windows, community notification boards and other visible areas of numerous commercial locations such as bars and restaurants, convenience stores, gas stations, truck stops, RV campsites, coffee shops and more. In addition, the team partnered with the Colorado Department of Transportation to position materials in rest areas across the

state as well as the Office for Economic Development and International Trade to post materials at ten Welcome Centers across the state.

Campaign Results

Campaign messages continue to infiltrate the media market and grassroots locations across Colorado through a variety of media tactics and campaign materials. The following data summarize the latest metrics available at the publishing of this report.

Paid Media Metrics

The team implemented phase two of the campaign, the targeted broad-reach paid-media flight, was planned and tracked between October 2021 and February 2022, and phase three, a mixed-media flight, between July and December 2022. Reported media metrics are consolidated for each phase and not isolated only within a calendar year.

Phase two, including January and February of 2022, added almost 154 million campaign impressions statewide. Primary print media tactics included airport signage, statewide billboards, light rail train car wraps and interior posters, Denver metro bus posters (exterior and interior), resort area bus and restaurant bathroom posters and Denver bus shelter posters (close to the location of the National Western Stock Show). Digital tactics included broadcast and streaming television commercials, video pre-roll, news station social media, Colorado Public Radio ads and emails and sponsored radio spots with guest host Toshamakia on KS107.5 radio. Results include:

- Significantly more impressions (24 million) were delivered than planned (17,253,927 impressions) for Denver airport signage as signs remained in place September through November, after the buy ended in August.
- Denver market bus transit signs resulted in more than 20 million impressions, which was an over delivery⁸⁶ of planned impressions (51,426,200 impressions) for exterior and interior signage. Exterior signs ran from August 2021 through mid-February 2022, resulting in 22,113,266 impressions, while interior signs ran from September 2021 through March 2022, resulting in 20,709,000 impressions.

⁸⁶ Over-delivery is when a campaign receives additional impressions beyond what was paid for in the contract with the media vendor.

- Streaming TV commercials delivered 113% more impressions than planned, with 7.35 million impressions and 1.85 million completed views of the video. The “James” lived experience (agriculture) video had the highest viewership.
- Social media ads received high engagement across all news media platforms (CBS4: ~2 million impressions; DenverChannel7 digital spotlight ads: 187% over-delivery; 9NEWS pre-roll video: 345 conversions to website visits).
- 9News broadcast TV commercials aired during news programming, resulting in 1.5 million impressions. Three spots aired before the Superbowl and 14 paid spots were scheduled during the Winter Olympics, with nine bonus spots provided, all resulting in 809,600 impressions. These paid spots aired exclusively in the Denver media market.
- Digital tactics, including an online web quiz and radio spot, took place with the *Grand Junction Daily Sentinel* and did not perform as well as anticipated.

Results for media tactics that began in phase two and extended into the summer include:

- The light rail train car wrap over delivered by 11 million impressions, resulting in a total of 20,395,227 impressions between December 2021 and June 2022.
- Light rail train interior posters over delivered by 7 million impressions, resulting in a total of 12,068,300 impressions between December 2021 and June 2022.
- Colorado Public Radio email outreach resulted in 217,436 impressions and 238 clicks to the website.

For phase three, the campaign team scheduled various paid media outreach between July and December 2022, with more media scheduled during August. A blend of media tactics included broadcast and streaming television commercials in all three media markets (Denver, Colorado Springs and Grand Junction) and included spots during two of the Denver Broncos pre-season football games. Digital media tactics included paid social media, sponsored news articles on KUSA’s 9News.com and targeted podcast audio ads.

Preliminary results from KUSA 9News include:

- Broadcast commercials through the end of September resulted in 1,272,000 impressions.

- Sponsored online news article advertising resulted in 91 impressions (200% added value⁸⁷).
- Pre-roll video ads resulted in 128,199 added value impressions, with more viewers watching the entire “Antonio” ad than the “Luke” ad (175 vs. 131, respectively).
- Online banner ads delivered over 1000% additional views than planned, at 387,554 total impressions vs. the planned 35,000.
- Sponsored articles resulted in 1,611 impressions.
- Social media video content over delivered by 80%, with 63,009 total impressions.

The media markets in Colorado Springs and Grand Junction under delivered broadcast commercials during the assigned media timeframe. The team will continue to air additional video content in those markets through 2022 after the political media period is completed to make up for the under-delivery of impressions.

Table 23: Paid Social Media Progress (July 1–November 30, 2022)				
Tactic	Impressions	Clicks⁸⁸	Click-Through Rate	Conversions⁸⁹
Streaming TV	893,802	5,823	0.65%	278
Social Media	2,795,587	46,981	1.68%	18,872

Spanish-Language Paid Media

Formative research was not conducted prior to launching Spanish-language collateral in the media market. After reviewing media results from 2021, the campaign team made adjustments to include a Spanish-language URL (EstoEsLaTrataDePersonas.com) on outreach materials and to connect Spanish-speaking audiences directly to the Spanish language website. According to

⁸⁷ Added value means that a campaign received more impressions than were paid for in the original contract with the media vendor.

⁸⁸ A click is when someone clicks on an ad and is sent to a designated page on the website.

⁸⁹ A conversion is a tracked action someone takes when they get to a specific page on the website.

Conversion goals for the campaign included Time On Site—when someone clicks on the ad and stays on the site for at least 60 seconds; Hotline Contact Us—when someone clicks on the ad and then clicks on either of the hotline numbers (866-455-5075 or 720-999-9724) found on the site; CHTC Contact Us—when someone clicks on the ad and then clicks on either the number phone number (303-239-4454) or the email link (info@thisishumantrafficking.com); Request Training—when someone clicks on the ad and then clicks on the hyperlink taking them to the online training request form.

Spanish-language media partner Entravision, during the timeframe of January 17 to February 28, 2022, 21% of website visits were to the Spanish-language website.

Pre-roll and over-the-top⁹⁰ streaming television commercials had video completion rates.⁹¹ Online display ads achieved 60% viewability or ad impressions seen by viewers. Results indicate that there is a barrier to openly learning about the sensitive topic of human trafficking among the Latino/a population in Colorado, but it is an opportunity to approach this audience with more informative content early on in the video and social media ads. The campaign team believes that conducting a targeted formative research effort with primarily Spanish-speaking audiences will help better frame messaging, outreach materials and media tactics.

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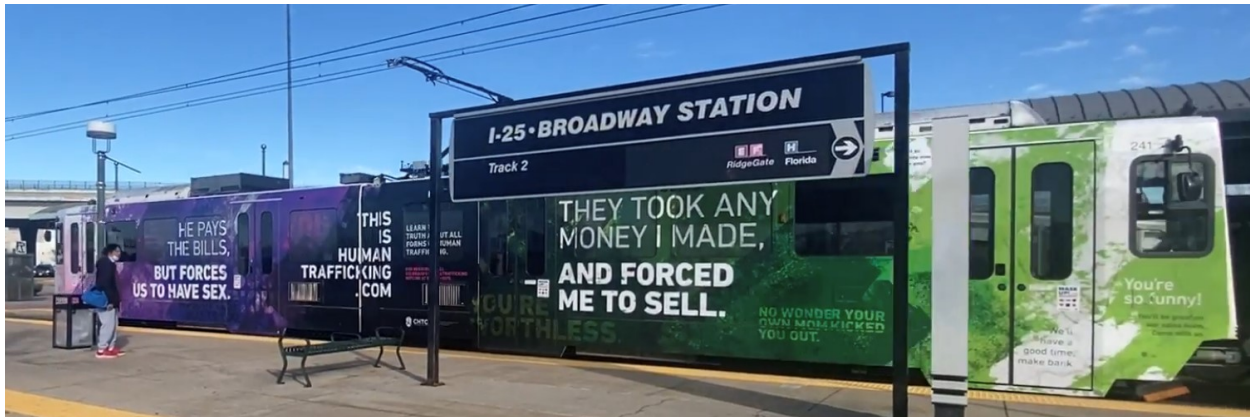
⁹⁰ Over the Top (OTT) services refer to any type of video or streaming media that provides a viewer access to movies or TV shows by sending the media directly through the internet. Some of the most popular OTT providers include Netflix, Amazon Prime Video, and Hulu. "5 Things You Need to Know About Over the Top Services," McDonough Telephone Cooperative, accessed December 22, 2022, <https://www.mdtc.net/5-things-to-know-about-over-the-top-services/>.

⁹¹ A video completion rate is when a person watches the content in its entirety

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PROOF OF PERFORMANCE SAMPLES

Denver Metro Light Rail Train Cars and Interior Posters



Denver International Airport Static Concourse Signs



Denver Advertising Near the Stock Show—Bus Shelter Posters



Colorado State Patrol Vehicle Wrap



JANUARY—NATIONAL SLAVERY AND HUMAN TRAFFICKING PREVENTION MONTH

Paid Digital Advertising; Earned Media (News Interviews); Governor’s Proclamation; Streaming Video Case Study Panel Discussion

Denver7
Paid Partnership · 5m ·

January is National Slavery and Human Trafficking Prevention Month. Why now is the time to re-focus on this crime...<https://bit.ly/3qQSQeV>

#Denver7Sponsor | KMGH — with This Is Human Trafficking.

JANUARY IS NATIONAL SLAVERY AND HUMAN TRAFFICKING PREVENTION MONTH.

LEARN THE TRUTH >

NOBODY ELSE

Like Comment Share

THEY LIED TO ME, THREATENED ME, MADE MONEY OFF OF ME.

TO REPORT OR GET HELP CALL 844-655-5075

Human trafficking campaign combats misperceptions of the crime in Colorado

Human trafficking is a crime. If you suspect it's happening to you or someone else, get assistance calling 866-495-5075 or texting 720-999-9244.

James wanted to get out of debt

Colorado, USA - CONTENT PAID FOR BY COLORADO HUMAN TRAFFICKING COUNCIL. Human trafficking is a crime that happens every day. Trafficking is everyone's business.



State of Colorado

Proclamation

WHEREAS the State of Colorado is committed to bringing about a statewide culture that does not tolerate and actively works to end the hidden crime of human trafficking; and

WHEREAS human trafficking consists of the denial of a person's human right to freedom and basic dignity through severe exploitation by force, fraud, or coercion for some type of labor, including commercial sex; and

WHEREAS these abuses are an affront to our conscience, and to our values as human beings and as Coloradans; and

WHEREAS human trafficking is a hidden crime and may not be visible, obvious, and is a specially misunderstood; and

WHEREAS understanding the complexity of human exploitation is not easy; and

WHEREAS human trafficking cannot be identified by looking for a type of person, but rather by the disadvantaged position a person might be in, including people who are living with isolation, a poor family situation, unstable housing and poverty; and

WHEREAS Colorado steps a proponent of its combating human trafficking, our race, lack the understanding and knowledge about the different types of trafficking and how to take action; and

WHEREAS the state of Colorado is in the midst of a multi-year campaign to encourage residents to learn more at [This Is Human Trafficking](https://thisishumantrafficking.com); have a tip or be contacted in various at Colorado's Human Trafficking Hotline 866-455-5075; and

WHEREAS the 2022 Human Trafficking Awareness Day serves as a vital reminder to Coloradans to help protect the vulnerable amongst us and the importance of collective efforts of state and local partners to offer support to those who have been affected by such crimes;

WHEREFORE I, Jared Polis, Governor of the State of Colorado, do hereby proclaim January 11, 2022 as

HUMAN TRAFFICKING AWARENESS DAY

in the State of Colorado

2022 Under my hand and the Executive Seal of the State of Colorado, this eleventh day of January, 2022.

Jared Polis
Governor

Colorado is committed to bringing human traffickers to justice. On January 31, join the

Total Engagements	1,288
Reactions	623
Comments	58
Shares	100
Post Link Clicks	16
Other Post Clicks	491

Colorado is committed to bringing human traffickers to justice. On January 31, join the

Total Engagements	1,288
Reactions	623
Comments	58
Shares	100
Post Link Clicks	16
Other Post Clicks	491

January is National Slavery and Human Trafficking Prevention Month. How much

Total Engagements	278
Reactions	87
Comments	7
Shares	32
Post Link Clicks	22
Other Post Clicks	130

Denver7
Paid Partnership · January 28, 2021 ·

The Colorado Human Trafficking Council is raising awareness about human trafficking taking place in our community.

Learn more about the truth behind human trafficking and how to spot it here <http://bit.ly/39mLKfC>

#Denver7Sponsor | KMGH — with This Is Human Trafficking.

FIGHTING HUMAN TRAFFICKING
COLORADO HUMAN TRAFFICKING COUNCIL

Denver7 with This Is Human Trafficking.
Paid Partnership ·

Do you know what human trafficking really looks like? The Colorado Human Trafficking Council is Colorado's dedicated resource to those who want to help others or need help themselves.

Learn More - <https://bit.ly/39mLKfC>

#Denver7Sponsor | KMGH

TEXT: 720.999.9724

Colorado Human Trafficking Council

On-the-Ground, Statewide Outreach— bars; restaurants; coffee shops; gas stations; truck stops; RV camps; etc.



Organic (Unpaid) and Paid Social Media

Social media results incorporate several measures of success, including both organic and paid reach as well as ongoing engagement tracking. The campaign team executed on paid social media in two ways: as a part of the broad-reach media buy (results reported in the paid media metrics section above on page 73) and as a part of smaller paid campaigns, as scheduled by the campaign’s social media partner. Results for November 2021 through June 2022, for both paid and organic social media, include the following:

Table 24: Social Media Results: November 1, 2021–June 30, 2022			
Facebook		Instagram	
Fans (increase of ~3,000 fans)	3,365	Followers (increase of ~50 followers)	139
Organic page likes	182	Likes	458
Paid page likes	2,663	Comments	56
Reactions	3,791	Impressions	5,060
Shares	1,313	Profile actions (clicks on profile)	37
Comments	583	Engagements (post likes/comments)	536
Post link clicks	24,715	Engagement rate	10.6%
Organic impressions	113,941		
Paid impressions	1,338,352		
Total impressions	1,457,237		
Page unlikes	89		

Earned Media⁹²

In collaboration with the Colorado Department of Public Safety, the campaign team distributed a press release to all media outlets across the state announcing that January is National Human Trafficking Prevention Month, and January 11, 2022, is Human Trafficking Awareness Day in Colorado. Part of this effort included a video released by Governor Jared Polis discussing his signing of the proclamation to commemorate the day in Colorado.

⁹² Earned media is unpaid public relations news stories

The campaign gained visibility from earned media, or public relations, opportunities in January 2022 through TV and radio interviews. DCJ human trafficking program manager, Maria Trujillo was interviewed twice on KUSA 9News, once during the news broadcast with anchor Gary Shapiro, which aired three times and on the program, *Colorado and Me*, which featured the program manager in a 27-minute interview. Additional interviews were leveraged through the paid media buy, offering time for the Council chair, Christian Gardner-Wood to appear on Channel 7's *Mile High Living* TV show and a radio interview aired on 710 KNUS with segments also running on KOA Radio.

Between August 2021 and February 2022, the campaign received a total of 54 earned media story mentions on television and radio.

QR Code Data

Most campaign outreach material, such as posters, clings, coasters, stickers, etc., included a visible QR code specific to each type of outreach tactic for potential tracking of audiences that engage with that medium. QR Codes do not track impressions but can indicate the number of unique individuals who have taken an action step to learn more from the website by scanning the QR code with their phone. Some materials were only displayed for a short period of time, like the large display boards in the airport, while other materials, such as posters and clings, continue to be distributed and posted by the campaign team and partners. As of the publication of this report, results for QR code engagement include:

Table 25: QR Code Results: October 1, 2022–November 30, 2022*		
Type of Campaign Material	Number of Unique Scans	Number of Total Scans
Airport display	7	7
Light rail interior poster, English	15	17
Light rail interior poster, Spanish	7	7
Stickers, English	107	119
Stickers, Spanish	3	4
Posters, English	48	56
Posters, Spanish	5	11
Coasters	11	17
Mirror/window cling, English	21	47
Mirror/window cling, Spanish	10	14

* The time range for when campaign materials were in the market vary depending on the campaign piece. The date range provided is for when QR codes were first added to campaign materials.

Field Outreach Results

In September and October 2022, the campaign team targeted four regions across the state for on-the-ground distribution of posters, window/mirror clings, coasters and stickers. It was critical to the success of these on-the-ground efforts for the team to be in these communities in person and to make a connection with the business owners and employees. Campaign team members were able to describe the campaign’s goals and importance in Colorado. This personal connection led to a high level of success, with a majority of businesses responding positively to the campaign and the work of the Council to raise awareness about this important issue. Materials were distributed to various locations, including bars, restaurants, convenience stores, truck stops, RV camps, tattoo parlors, piercing shops and more. The four regions for on-the-ground distribution include:

- Durango: 24 locations.
- Burlington and the eastern I-70 corridor, including Limon: 22 locations.
- Steamboat Springs and the western I-70 corridor, including Georgetown: 30 locations.
- The Salida/Buena Vista area and along Hwy. 285: 41 locations.

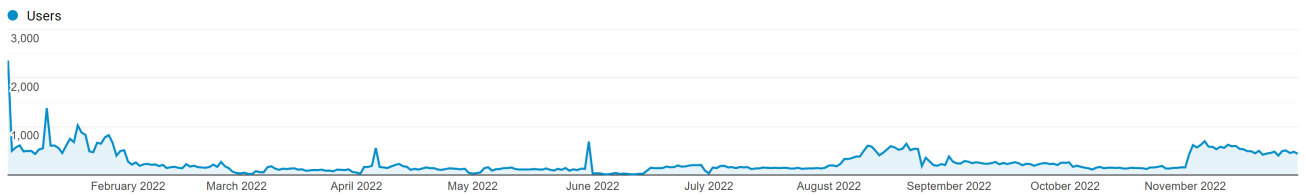


Photo credit: Tonya Peters and Maria Trujillo. All photos were taken during the four regional visits.

Website Traffic

The campaign website [ThisIsHumanTrafficking.com](https://thisishumantrafficking.com) is also offered as a Spanish-language site under [EstoEsLaTrataDePersonas.com](https://esto.es/la-trata-de-personas.com). Online activity is directly related to the type of media in the market and significantly increases when digital tactics such as banner ads, sponsored articles and paid social media are in the market. The campaign team uses the following information covering the first 11 months of 2022 (January–November 30, 2022) to track web use and behaviors and adjust media planning and outreach tactics. Visits to the website significantly increased as a result of the outreach efforts in January for National Human Trafficking Prevention Month.

Figure 18: Number of Visits to the Website, January 1, 2022–November 30, 2022



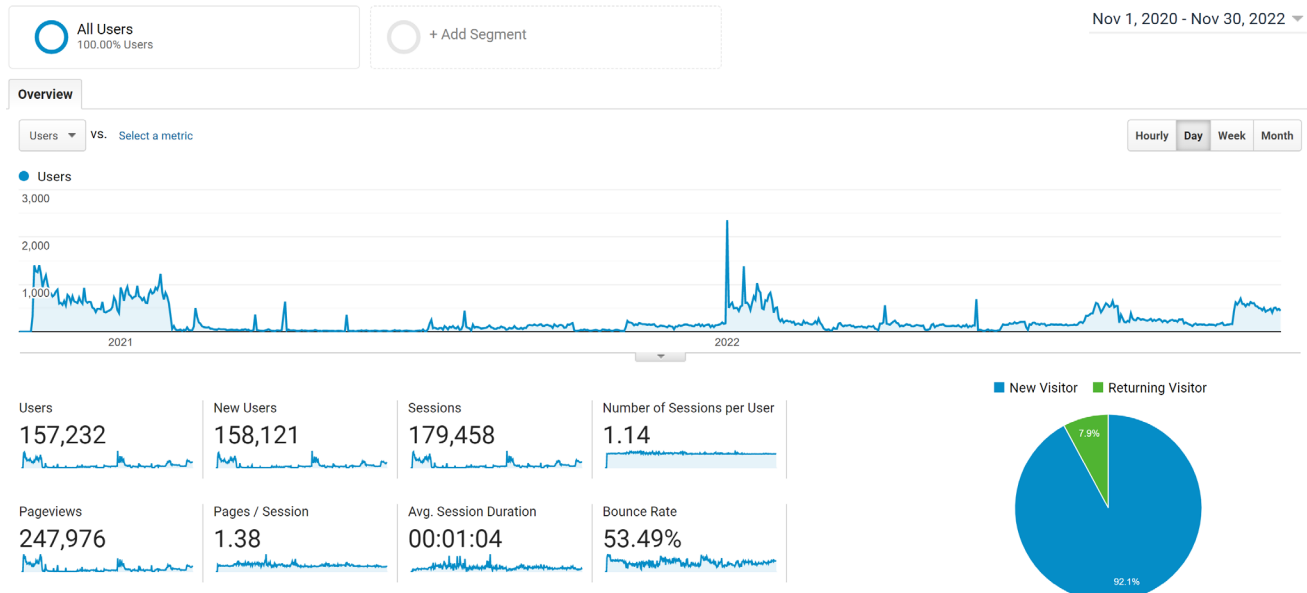
Data source: Google analytics for [ThisIsHumanTrafficking.com](https://thisishumantrafficking.com) website.

Table 26: This Is Human Trafficking Website Results, January 1,-November 30, 2022)	
Standard Website Results	
Users	79,075
Pages per session	1.29
Time on site	01:02 minutes
Bounce rate ⁹³	51.29%
Acquisition (how a user was directed to the website)	
Other	36.75% (Wide Focus social media 47.86%; FiveFifty social media/over- the-top streaming services 46.45%)
Social	43.49% (Facebook 98.98%)
Display ads on third party websites	5.0% (Entravision 82%)
Organic Search (using a search engine like Google, Bing, etc.)	4.85%
Pageviews	
English-language homepage	25.15%
Spanish-language homepage	3.22%
What to look for	2.84%
"Elena" lived experience video	2.40%
Conversions⁹⁴	
Colorado's Human Trafficking Hotline	64 unique users
CHTC Training Requests	101 unique users

⁹³ Bounce rate represents the percentage of visitors who enter the site and then leave ("bounce") rather than continuing to view other pages within the same site. Bounce rate is calculated by counting the number of single page visits and dividing that by the total visits. It is then represented as a percentage of total visits. "Bounce rate," Wikipedia, accessed December 22, 2022, https://en.wikipedia.org/wiki/Bounce_rate.

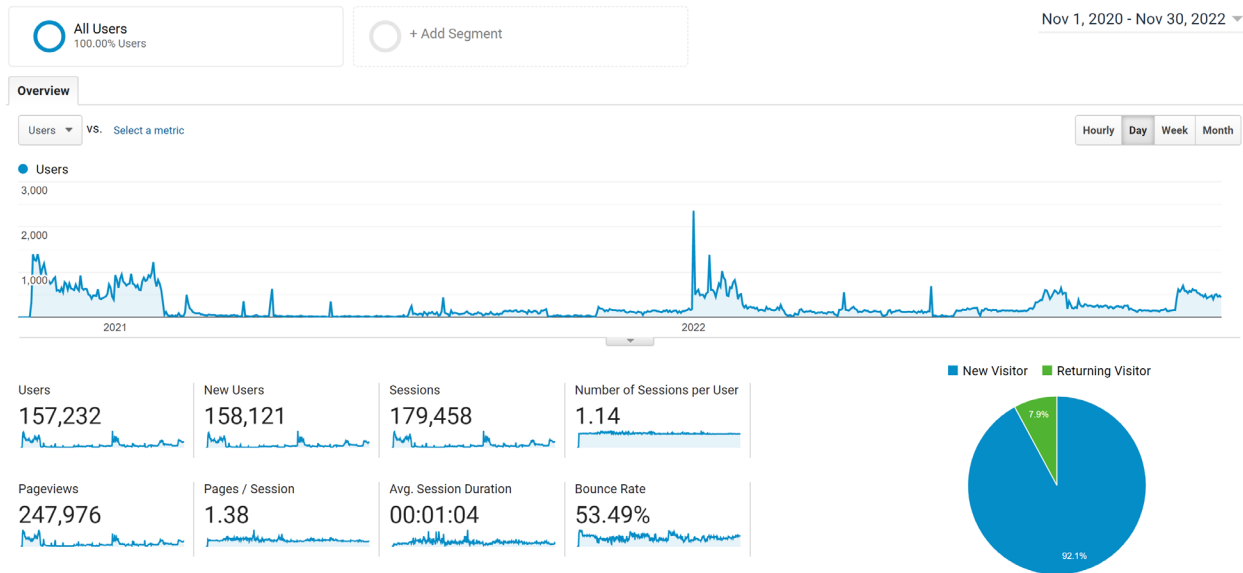
⁹⁴ Conversions is a tracked action someone takes when they click on a certain website link.

Figure 19: Website Data from Campaign Launch, November 1, 2020–November 30, 2022



Data source: Google analytics for ThisIsHumanTrafficking.com website.

Hotline Data



Campaign materials encourage viewers to text or call Colorado’s Human Trafficking Hotline, operated by the Laboratory to Combat Human Trafficking, as a primary call to action. Data collection is an existing component of the call intake process, and additional questions related

to the campaign are only collected when appropriate (i.e., when the caller is not in crisis).

Relevant results from the start of the campaign include:

- Average monthly calls have increased by 51% since the campaign launch (average of 51 calls per month before November 2020, average of 78 calls per month afterward through June 2022).
- Calls per month from survivors have increased by an average of 30% since the campaign launch (caveat: based on 10 months of pre-campaign data vs. 20 months of post-campaign data).
- Tips and referrals per month have increased by an average of 58% since the campaign launch (before campaign: 29 monthly average tips/referrals, after campaign launch: 46 monthly average tips/referrals).
- The number of mentions about the campaign as a way callers heard about the hotline (via website, advertisement, social media, news) has remained relatively high since last year: 2020 (10 mentions), 2021 (84 mentions), 2022 thru October (71 mentions).

Statewide Online Evaluation

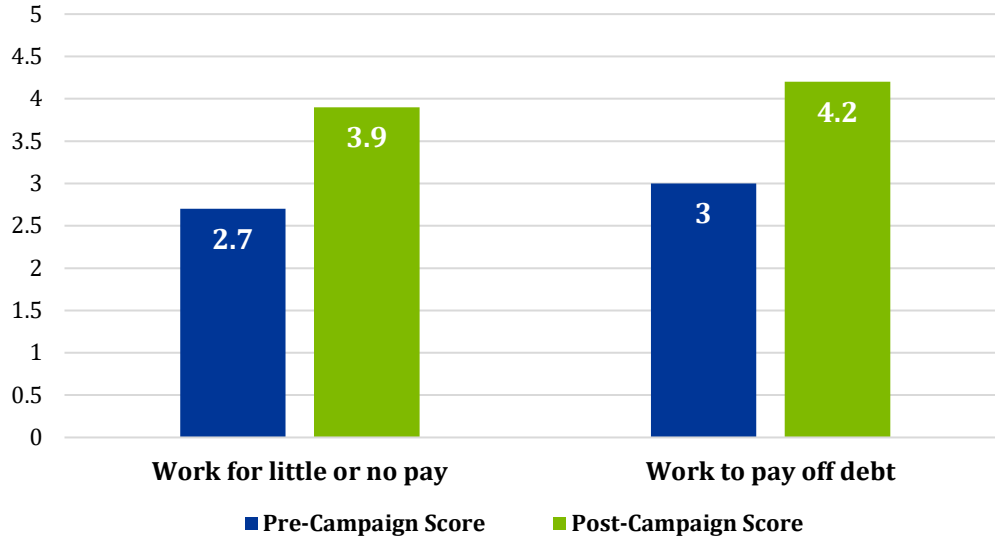
As a part of the campaign, the team conducted three statewide surveys with Colorado residents: a pre-campaign survey (November 2017) before any media was in the market, a mid-campaign survey (March 2021) and a post-campaign survey (January 2022)⁹⁵ after a significant statewide media blitz. All three surveys were administered online with a representative sample of more than 400 Colorado residents based on age, gender, ethnicity and location (i.e., urban, suburban, rural).

The team designed the surveys to gain a better understanding of residents' baseline knowledge about human trafficking and their willingness to take action, as well as to measure their familiarity with the campaign messaging in the market. A complete summary of comparative results is included in the final *Campaign Evaluation Report*. The following figures display post-campaign survey results.

⁹⁵ Note: the post-campaign survey had 10 Spanish-language respondents.

Figure 20: Statewide Online Evaluation Results

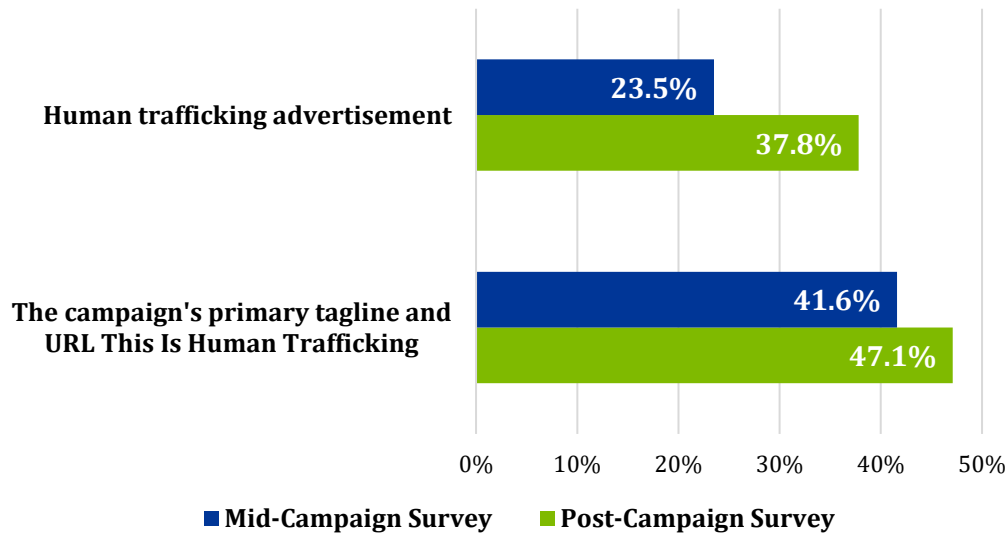
On a scale from 1 (not often) to 5 (very often), respondents increased their belief that people are forced to do the following:



Data source: Orange Circle Consulting.

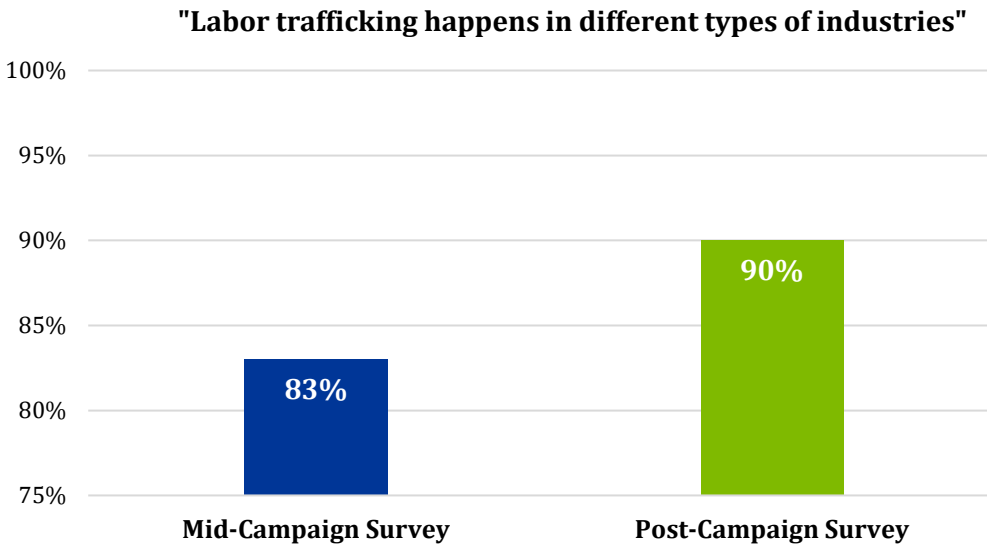
Figure 21: Statewide Online Evaluation Results

Percentage of respondents who recalled the following:



Data source: Orange Circle Consulting.

Figure 22: Statewide Online Evaluation Results
Respondents who saw ads reported an increased belief that labor trafficking happens in different types of industries.



Data source: Orange Circle Consulting.

The data reveal several important findings:

- Those who saw ads have higher belief that human trafficking happens in Colorado.
- The majority of respondents report having seen ads on social media and television commercials or news stories.
- 44% of post-survey respondents called or considered calling or texting the hotline to get help, while 51% of post-survey respondents shared or considered sharing ads to social media networks.
- When asked what makes it difficult to take action around a social issue, 40% of the post-survey respondents indicated that they do not always have enough information to take action.
- In response to whether the public plays a role in helping to reduce the occurrence of human trafficking, 78% of post-survey respondents stated that they strongly agree or agree.⁹⁶

⁹⁶ Note: the post-campaign survey had 10 Spanish-language respondents.

Messaging Comprehension Survey Results

In addition to conducting the campaign evaluation surveys, the team administered two additional statewide surveys—one in 2020 prior to launching the campaign (pre-campaign) and one in 2022 after campaign materials were in the media market (post-campaign)—to collect feedback from Colorado residents about their reactions, emotional responses and understanding of the campaign ads. A complete summary of comparative results is included in the final *Campaign Evaluation Report*. Highlights of the results for the post-campaign follow.

Of the 61% of respondents who recalled seeing or hearing human trafficking ads post-campaign, 48% reported that the ads they saw resembled the *This Is Human Trafficking* campaign ads, with the majority stating that the colors and design stood out for them.

Respondents believed the ads were asking them to:

- Be aware of human trafficking in their area: 82%.
- Call or text hotline if they suspect human trafficking: 67%.
- Call or text hotline for help: 55%.

Among post-campaign respondents, 48% correctly identified ad messages in answers to open-ended questions versus only 37% of pre-campaign respondents. The percentage of respondents who believed the ads helped them better understand the signs that could identify human trafficking increased significantly, from 18% pre-campaign to 41% post-campaign.

Post-campaign respondents indicated they were more likely than not to share the messages with family and friends or to call or text a hotline if they suspected a problem, while almost one-fourth of post-campaign respondents believed the messages were targeting victims to help them potentially identify their situation as human trafficking.

Considerations and Next Steps

Each year, the campaign team assesses accomplishments and challenges it encountered as a part of the outreach effort to help refine the campaign approach and plan for future activities. The full assessment will be completed at the end of 2022.

Timeline and Media Environment

The Council's public awareness and outreach campaign has been in the Colorado media market since November 2020, and it has continuously competed against significant political, environmental and social messaging. Colorado residents were inundated with news stories and other messages pertaining to local, statewide and global events that may have impacted the prominence of or attention to campaign messaging. The following timeline illustrates an abbreviated view of campaign activities alongside noteworthy events.

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THIS IS HUMAN TRAFFICKING CAMPAIGN TIMELINE

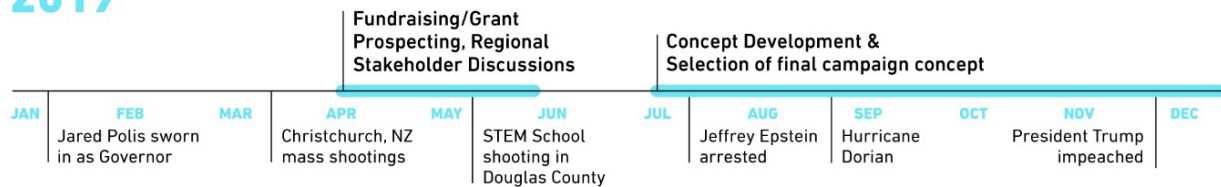
2017



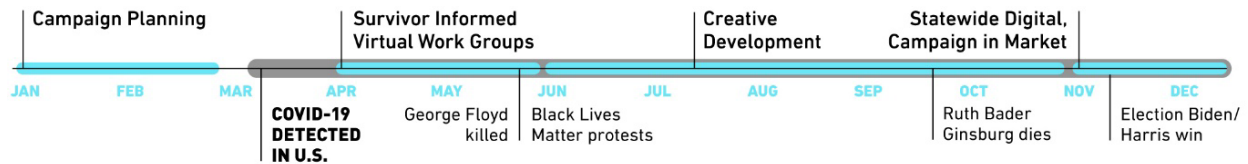
2018



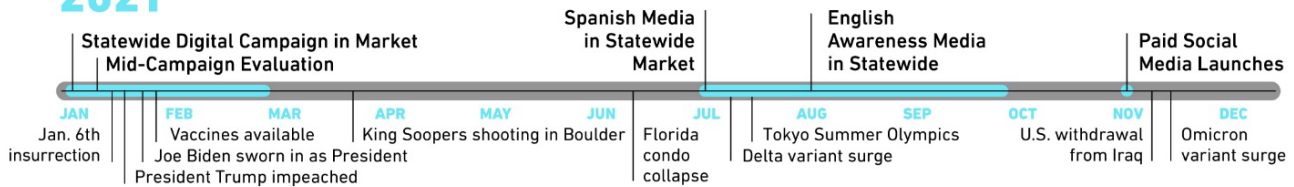
2019



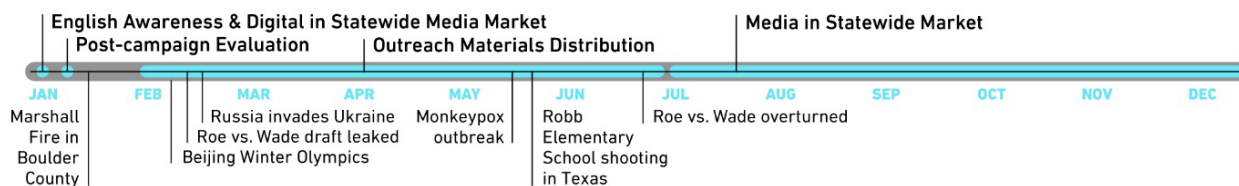
2020



2021



2021



Budget

Although current grant funding will conclude at the end of 2022, the campaign team recognizes the importance of continued outreach to build momentum of awareness about human trafficking. *This Is Human Trafficking* has a significant amount of turnkey communications collateral that can be quickly scheduled and positioned statewide using a variety of media tactics with additional funding. Continued campaign outreach would require the Council and the campaign team to explore opportunities for funding development including grants, foundation support, private sponsorship and more.

Planning for January 2023

To maximize the attention of Colorado residents during the next National Human Trafficking Prevention Month, January 2023, the campaign team plans to implement several different outreach activities throughout the month that include a governor's proclamation and press release, news story pitches and public relations interviews, social media outreach in collaboration with statewide partners and expanded on-the-ground distribution of campaign materials in the Denver metro area through new volunteer outreach training.



SECTION 5

Improving Outcomes for Child and Youth Victims

Introduction

In September of 2021, the Colorado Department of Human Services (CDHS) and the Colorado Department of Public Safety (CDPS) completed a four-year project, *Innovate Colorado*, an *Improving Outcomes for Child and Youth Victims of Human Trafficking* grant from the Office for Victims of Crime (OVC). The goal of the grant was to “achieve full implementation of a comprehensive, collaborative, and jurisdiction-wide approach to preventing and reducing the impact of child/youth trafficking.”

⁹⁷ Between 2017 and 2021, the *Innovate Colorado* grant project successfully built capacity to reduce human trafficking of children and youth in the state. *Innovate Colorado* promoted statewide human trafficking awareness and facilitated several Colorado Human Trafficking

⁹⁷ Lauren Alessi et al., *Innovate Colorado: Final Evaluation Report* (Fort Collins, CO: Social Work Research Center, Colorado State University, 2021), p. 1.

Council (the Council) trainings, including use of its Train-the-Trainer (TTT) model to instruct regional human trafficking specialists (RHTSs).⁹⁸ The project identified an ongoing need for capacity-building in Colorado through statewide protocols. Division of Criminal Justice (DCJ) staff determined they would address this critical gap by submitting a proposal for funding the following year.

In October of 2021, the CDPS/DCJ was awarded grant funding for their proposed project, *Connecting Colorado: Building Effective Anti-Trafficking Systems*, which is a second *Improving Outcomes for Child and Youth Victims of Human Trafficking* OVC grant. The intention behind the *Connecting Colorado* grant project is to address challenges and gaps in addressing combatting human trafficking of children and youth. To achieve this aim, the project team plans to develop statewide protocols to guide the human trafficking response of multidisciplinary teams (MDTs). MDTs are a collaborative effort of various agencies responding to cases of human trafficking of children and youth. MDT members come from child advocacy centers, law enforcement offices and child welfare agencies and also include prosecutors and other service providers.⁹⁹ An MDT response to child abuse is one “based on mutually agreed upon procedures among the community agencies and professionals involved in the intervention, prevention, prosecution, and investigation systems that best meet the needs of child victims,”¹⁰⁰ and it has been highlighted as the most effective response to child abuse and maltreatment for decades.^{101 102}

The project is based on the formation of an MDT Working Group (MDT-WG) to aid DCJ staff in the creation of a statewide MDT Toolkit to help users identify children and youth experiencing human trafficking and connect them with culturally appropriate, trauma-responsive services.

⁹⁸ In turn, RHTSs delivered trainings in the following counties: Kit Carson, Yuma, Washington, Morgan, Phillips, Logan, Sedgwick, Rio Blanco, Garfield, Eagle, Pitkin, Baca, Prowers, Bent, Otero, Crowley, Kiowa, Cheyenne, Pueblo and Las Animas.

⁹⁹ Baltimore Child Abuse Center, *Child Trafficking Multidisciplinary Team Blueprint* (Baltimore, MD: 2020), p. 5, <https://www.marylandchildrensalliance.org/wp-content/uploads/2020/07/BCAC-CT-MDT-Blueprint-7.20.2020-B-1.pdf>.

¹⁰⁰ National Advisory Committee on the Sex Trafficking of Children and Youth in the United States, *Best Practices and Recommendations for States* (Washington, DC: Office of Trafficking in Persons, 2020), p. 98, https://www.acf.hhs.gov/sites/default/files/documents/otip/nac_report_2020.pdf.

¹⁰¹ “Multidisciplinary Team,” National Children’s Advocacy Center, last accessed June 18, 2021, <https://www.nationalcac.org/multidisciplinary-team/>.

¹⁰² U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *Law Enforcement Response to Child Abuse* (Washington, DC: 1997), p. 3, <https://www.ojp.gov/pdffiles/162425.pdf>.

The toolkit will contain template policies, procedures and protocols for a consistent multidisciplinary approach that ensures all children and youth who have experienced human trafficking receive appropriate, coordinated and well-planned responses, and it will be accompanied by training curricula to ensure its proper use.

Collaborative Partnerships

The *Connecting Colorado* grant includes two partner organizations: the Rocky Mountain Immigrant Advocacy Network (RMIAN) and the Colorado State University (CSU) Social Work Research Center (SWRC). The project also includes a Survivor Leader Advisory Board composed of up to five Survivor Leader experts with lived human trafficking experience from their childhood or youth and expertise in anti-trafficking work.

In developing the toolkit with DCJ staff and the MDT-WG, project partner RMIAN will contribute expertise to ensure a statewide approach that both addresses labor trafficking of children and youth and responds to foreign-born trafficking victims. RMIAN will also provide direct legal services to minors who are survivors of human trafficking in their immigration or state court cases or proceedings upon referral from existing MDTs. RMIAN has 20 years of experience providing free immigration legal services, including through RMIAN's Children's Project and Human Trafficking Project. RMIAN provides direct legal consultation and representation to unaccompanied children and families in removal proceedings and performs trafficking-related outreach focused on non-citizen youth and adults in immigration detention.

As the lead evaluator on this project, SWRC will design an evaluation plan that aligns with the project goals and objectives, to use alongside development of the toolkit. The SWRC has 17 years of expertise in conducting research and evaluation in the fields of child maltreatment prevention and juvenile justice. SWRC previously served for three years as the evaluator for *Innovate Colorado* and understands trends in human trafficking in Colorado, the associated service framework and relevant data tracking systems. The CSU SWRC team has both the methodological and statistical skill set necessary to produce a robust outcome evaluation to accompany this project.

Finally, a Survivor Leader Advisory Board of paid Survivor Leader experts will be established to inform the work of the MDT-WG and DCJ staff. This advisory board will consult with the MDT-WG at every stage of the MDT Toolkit development to ensure materials are survivor-

informed throughout the process. They will also work with the training and technical assistance lead to inform and review all training materials developed alongside the toolkit and provide a set number of consulting and technical assistance hours to each MDT.

Project Phases

The *Connecting Colorado* project contains three phases. The first phase is the development of the MDT Toolkit by the MDT-WG, with consultation from RMIAN and the Survivor Leader Advisory Board and initial evaluation by SWRC. In the second phase of the project, the MDT Toolkit, will be implemented and beta-tested by the existing Colorado MDTs focused on the human trafficking of children and youth. Finally, the third phase of the project will incorporate lessons learned from the initial implementation of the toolkit and expand the toolkit to two new communities in the state that are ready to establish an MDT.

Phase One: Toolkit Development

DCJ staff formed the MDT-WG as an advisory committee to the Council. Members were recruited from existing MDTs and include representatives from child advocacy centers and child welfare, medical and mental health services. The group meets monthly with the purpose of fulfilling two goals: (1) creating trust, building community and establishing rapport between existing MDTs and (2) informing the development of each component of the MDT Toolkit for statewide dissemination.

During this phase, SWRC will conduct a systematic inventory of strengths, gaps and promising practices of the MDTs operating in Colorado to inform the toolkit. SWRC will hold focus groups with existing MDTs to gain an understanding of their current practices, challenges and needs. Likewise, they will perform an assessment of the High-Risk Victim Identification Screening Tool (HRV Tool) currently used in the state to identify children and youth at risk for human trafficking and will critically assess the tool's statewide application in the field. As part of this assessment, SWRC will provide recommendations to the MDT-WG on whether to revise or replace the HRV Tool.

Phase Two: Toolkit Development and Beta Testing

Phase two of *Connecting Colorado* will begin with a summit for all members of Colorado's active MDTs to roll out the MDT Toolkit and its accompanying training program. Following the

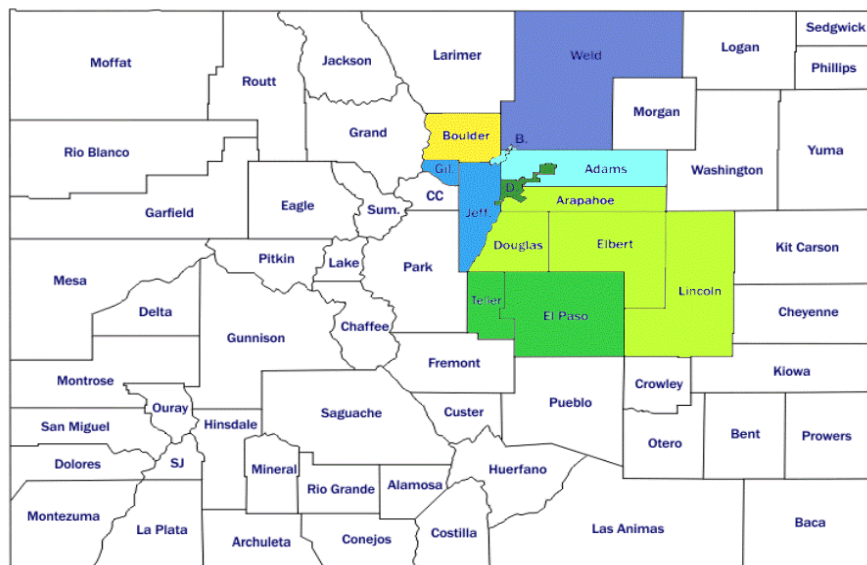
summit, MDTs will implement the toolkit by integrating the materials into practice in their communities. DCJ staff and RMIAN will provide ongoing technical assistance and training to MDTs during this phase, and Survivor Leaders from the advisory board will be available for individual consultation with each MDT to support the team’s work and its application of the toolkit. SWRC staff will conduct a beta test of the toolkit’s implementation and share their findings in a report that the MDT-WG will use to make appropriate changes to finalize the toolkit. These updates will be rolled out in a follow-up summit at the end of phase two.

Throughout this phase, DCJ staff will work to cultivate interest in establishing MDTs in geographic areas where MDTs do not currently exist. As part of this process, and in preparation for phase three, DCJ staff will make introductory-level human trafficking training and DCJ’s advanced service provider workshop available for these communities.

Phase Three: Toolkit Expansion to New Communities

In the final phase of the *Connecting Colorado* grant, DCJ staff will select up to two new communities that have expressed that they have the interest, commitment and capacity to establish a child- and youth-focused MDT that addresses human trafficking. New MDT

Figure 23: Map of Current Colorado MDTs and Their Corresponding Counties



members will be trained on adopting the MDT Toolkit by both DCJ staff and RMIAN and will have access to a set number of consultation hours with a member of the Survivor Leader Advisory Board. SWRC will continue to collect and analyze data to assess the sustainability of the MDT Toolkit as it is rolled out in new communities. During phase three of the project, the MDT-WG will continue operating under the Council to provide ongoing collaboration with both the original MDTs and new MDTs regarding any issues that arise in addressing human trafficking of children and youth at the community level.

Grant Progress

Despite having been officially awarded the *Connecting Colorado* grant in November 2021, the onset of this project was delayed. DCJ was unable to begin implementing the project until April 2022. In June, project staff convened members of the MDT-WG for the first time. In August, DCJ hired a human trafficking project coordinator to oversee implementation of the grant. By the end of this year, phase one of the project were completed in the following areas.

MDT-WG and Toolkit

DCJ staff formed the MDT-WG, selecting members from a variety of sectors, including experts on human trafficking of children and youth from preexisting MDTs and the Council; representatives from law enforcement, district attorney's offices and guardian ad litem¹⁰³ programs; and professionals from health, mental health, child advocacy and child welfare fields. Additional MDT-WG members were selected for their expertise on topics such as labor trafficking and services for foreign nationals and unaccompanied minors. The working group held its first meeting in June 2022. Since then, it has met monthly to discuss MDT successes and challenges and existing practices including MDT formation, MOUs and screening tools.

MDT-WG meetings have covered several topics. The initial meeting in June provided the working group with an overview of the *Connecting Colorado* grant and the SWRC evaluation process. In July, MDT-WG members presented on the basics of MDT membership, MDT processes and the history and use of the HRV Tool. In August, the Minnesota Department of Public Health presented to the group on the process of creating the Minnesota MDT Toolkit, and MDT-WG members presented on addressing labor trafficking of children and youth and providing services to unaccompanied minors. In subsequent meetings in September and October, members shared best practices, successes and challenges from their own MDTs. RMIAN consistently attends these meetings to provide technical assistance on labor trafficking and service provision for foreign nationals. SWRC also attends these meetings and received MDT input on the formation of focus group questions.

¹⁰³ A guardian ad litem is a special fiduciary appointed by the court to represent and protect the interest of a minor, an allegedly incapacitated person or a person to be protected.

MDT Focus Groups

In October, SWRC conducted focus groups with existing Colorado MDTs on child and youth human trafficking. Focus groups centered on a series of questions developed in collaboration with the MDT-WG on topics including MDT membership, policies, data sharing, screening and service coordination, and issue areas such as labor trafficking and survivor voice. Focus groups were conducted with the majority of Colorado MDTs, who met virtually with the SWRC research team for a guided group discussion during the regular MDT meeting time. Findings from the MDT focus group discussions will be used in the design of the MDT Toolkit, as responses to the focus group questions will inform best practices, successes and common challenges across Colorado MDTs.

Survivor Leader Advisory Board

In October of 2022, DCJ staff circulated a call for applications for Survivor Leader consultants to serve on the advisory board. The posting was circulated to members of the Council, the MDT-WG and a network of anti-human trafficking organizations. To apply, Survivor Leaders were asked to submit a proposal that included a résumé, statement of interest and sample of work. In November, a hiring committee composed of DCJ staff, members of the Council and MDT-WG and two Survivor Leaders with previous Council experience selected applicants. In December, the new Survivor Leader Advisory Board members completed their onboarding process. Survivor Leaders were introduced to the *Connecting Colorado* project goals and objectives, to DCJ staff and to the MDT-WG. In collective and one-on-one meetings, Survivor Leaders were also familiarized with the timeline of the project and determined individual work plans with the training and technical assistance lead.

Moving Forward: Goals in 2023

In 2023, the second year of implementing the *Connecting Colorado* grant, efforts will focus on the creation, rollout and testing of the MDT Toolkit. The MDT-WG will begin work on the first draft of the toolkit in December 2022, which will be finalized in spring 2023 and shared at the first *Connecting Colorado* Summit by fall 2023. Following the summit, the seven existing MDTs will begin to implement the toolkit by rolling it out within their own communities. SWRC will aid in beta testing the initial toolkit implementation, the results of which will help inform these MDT community conversations. Simultaneously, DCJ staff will continue to seek out

communities in new parts of the state for phase three of the project, to take place in 2024. By the end of 2023, DCJ staff will shift toward preparing for the second *Connecting Colorado* Summit in preparation for rolling out a revised MDT Toolkit with new communities around the state.



SECTION 6

Equitable Access for Rural Human Trafficking Victims and Survivors¹⁰⁴

Summary of Recommendations

Raising Awareness of Existing Services

Recommendation 1: Organizations with existing anti-human trafficking programming should prioritize expanding the awareness and availability of their programming into rural communities.

Recommendation 2: Service providers in anti-human trafficking programs should connect with organizations that conduct Know Your Rights¹⁰⁵ presentations to expand awareness of their programming.

¹⁰⁴ The label of “victim” or “survivor” is a personal one, and individuals who have experienced human trafficking must be allowed to decide for themselves how they identify. Throughout this section, the terms are often used in tandem to include both experiences that individuals might identify with.

¹⁰⁵ Know Your Rights presentations are often used by public legal services to encourage individuals to advocate for themselves in relationships with other people who hold some level of power.

Recommendation 3: Organizations should prioritize the use of technology that at-risk populations are using.

Expanding Services

Recommendation 4: Service providers should explore sub-granting options for anti-human trafficking work through larger, more established organizations, which should also actively seek out opportunities to sub-grant to smaller, rural organizations.

Recommendation 5: Service organizations should connect with the Colorado Office for Victims Programs (OVP) to explore current victims' services funding that would enable them to expand their programming to include human trafficking victims.

Recommendation 6: Organizations should prioritize the expansion of their domestic violence and sexual assault victim advocacy programs to include human trafficking victim advocacy.

Introduction

Part of the purpose of the Colorado Human Trafficking Council (the Council), as mandated in C.R.S. § 18-3-505, is to “establish and improve comprehensive services for victims and survivors of human trafficking.” At its 2020 annual retreat, the Council voted to establish an Underserved Populations Task Force with the aim to highlight populations not receiving adequate services and to make recommendations for closing those gaps. In 2021 and 2022, the Council voted to continue this task force, which underwent a name change to the Equitable Access Task Force (EATF). Human trafficking services often focus on very specific populations, such as the sex trafficking of white women and girls, leaving many of the most vulnerable populations historically excluded.

In 2020, EATF members established their working definition of the terminology “underserved populations” as a derivative of a definition implemented by the Colorado OVP’s Crime Victim Services (CVS) Fund:

Underserved populations include individuals who by virtue of language, ethnicity, race, culture, disability, age, sexual orientation, religion, gender,

gender identity, immigrant status or geographic location may face barriers in accessing and using victim services.¹⁰⁶

Building on the previous task force work, for 2022 the EATF was tasked with focusing on geographic location—individuals living in rural communities—as a barrier to accessing and using victim services, with special attention to the intersectionality between the identities highlighted in the Council’s 2020 and 2021 annual reports. The primary populations the task force focused on in previous years include boys and men; communities of color (Latino/a, Indigenous, Black); individuals without access to housing; people who identify as lesbian, gay, bisexual, transgender, queer or intersex (LGBTQI+); people with limited English proficiency, victim defendants; survivors with criminal charges; labor trafficking victims; individuals with physical and/or mental disabilities; and individuals experiencing societal alienation.

The task force’s goal in 2022 was to examine how to increase access to services for human trafficking victims and survivors in rural areas and to make subsequent recommendations.

A Targeted Approach in Two Pilot Regions

Each rural community in Colorado has a unique culture. Since the EATF would be meeting for a limited time between the months of February and July, Colorado Division of Criminal Justice (DCJ) staff encouraged members to choose a couple of regions that could serve as proxies for rural communities as a whole. This targeted approach would allow time for rich and in-depth conversation about the chosen regions.

The two rural regions of Colorado used in this pilot were the Western Slope and the Northeast. The Western Slope region includes the following counties: Delta, Eagle, Garfield, Grand, Gunnison, Jackson, Lake Mesa, Moffat, Montrose, Ouray, Pitkin, Rio Blanco, Routt, San Juan, San Miguel and Summit. The Northeast region includes the counties of Kit Carson, Lincoln, Logan, Morgan, Phillips, Sedgwick, Yuma and Washington. The task force chose these regions because DCJ staff and the Laboratory to Combat Human Trafficking (LCHT) had already conducted research on them. Task force members reviewed the *Innovate Colorado* regional service

¹⁰⁶ Amended from the announcement for calendar year (CY) 2021 and CY 2022 CVS Grant. Colorado Office for Victims Programs, 2020.

directories, LCHT's Colorado Project 2.0 regional community profiles¹⁰⁷ and Colorado's Human Trafficking Hotline resource directory to understand what resources and gaps existed.

Services in Rural Communities

Task force members decided to take a three-step approach to accomplishing their goal, focused in the two pilot regions. Step one: identify services available to human trafficking victims and survivors. Step two: identify gaps in services available for human trafficking victims. Step three: identify funding streams that could close the gaps in services available for human trafficking victims. To accomplish step three, the task force spoke with organizations that previously were able to close gaps in services so they could understand more broadly how the organizations closed gaps. These discussions helped inform recommendations in this section, such as the recommendation to work closely with the OVP or partner on grants with larger organizations, both discussed later in this report.

Step One: Available Services

In the Western Slope region, the following community strengths were identified:

- Local department of human services.
- Disability services.
- Access to food and basic needs.
- Financial assistance.
- Housing.
- Law enforcement.
- Legal services.
- Medical and mental health services.
- Strong dedicated regional task forces on human trafficking.
- Services for victims of domestic violence and sexual assault.

The Northeast region is strong in several facets, including:

- Medical and mental health services.

¹⁰⁷ "The Colorado Project 2.0," Laboratory to Combat Human Trafficking (Denver, CO), accessed February 16, 2022, https://combathumantrafficking.org/our-research/colorado_project_2-0/.

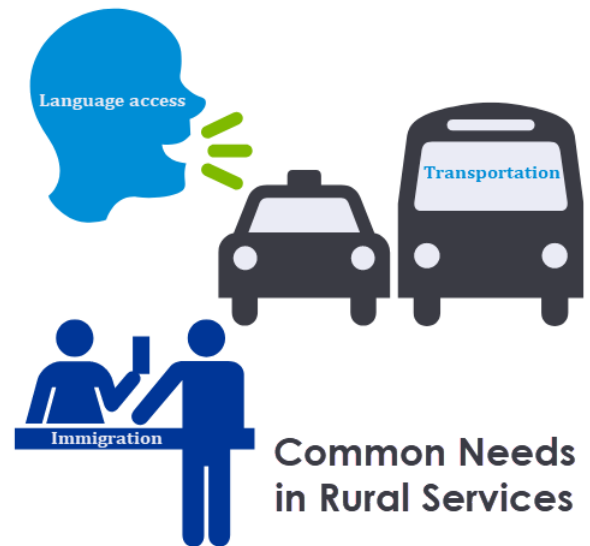
- Law enforcement.
- Criminal-justice based victim advocacy.
- Access to food and basic needs.

While many of the organizations providing the information on services mentioned, available services in both regions are not specific to human trafficking. However, the task force found that human trafficking victims and survivors could still access these services. Individuals at risk for human trafficking could also access these services, which could close gaps of vulnerability that otherwise could be used as pressure points to coerce the individuals into a human trafficking situation.

Step Two: Common Need—Gaps in Services

From the task force’s review of resources and ensuing discussion, three categories arose as gaps common in both the Western Slope and Northeast regions of the state: (1) language access, (2) transportation and (3) immigration services. DCJ staff have historically heard of these service needs across the state through their implementation of the *Innovate Colorado* project and delivery of the *Meeting Human Trafficking Survivors’ Needs: An Advanced Workshop for Service Providers* workshop, most acutely in rural regions. Often, partner organizations that otherwise have no contact with the individuals in need come together to provide collaborative solutions.

Figure 24: Common Gaps in Services Delivered to Human Trafficking Victims and Survivors in Colorado



Data source: Colorado Human Trafficking Council Equitable Access Task Force (2022)

Creative Solutions—Transportation

For example, a few creative solutions were brought forward for helping victims and survivors with transportation. The Colorado Organization for Victim Assistance (COVA) Emergency Fund assists service providers statewide. The fund supplements the local funding around the state, much of which focuses on intimate partner violence and sexual assault. While these emergency funds can cover bus tickets, ride share costs and mileage reimbursement for transportation, a need exists for funding gas cards, which can help with everyday appointments as well as relocations. In some rural organizations around the state, donations of gas cards are expressly requested.

Figure 25: Visual Demonstration of a Creative Transportation Solution



A couple of rural organizations approached relocations creatively. One organization paid for a portion of a victim’s move to another state, such as gas and hotel, and then arranged with a second organization to pay for a second portion of the move, etc., until the victim or survivor reached the final destination. Each organization paid for the portion closest to its locale, providing a warm handoff at each leg of the trip. Another rural organization paid the majority of costs for a U-Haul vehicle at the time

of a client’s departure but had the client put their credit card on file for incidentals, limiting liability for the organization while still assisting with the relocation.

Raising Awareness of Existing Services

Colorado is home to many organizations that provide services to individuals at risk for human trafficking, human trafficking victims and human trafficking survivors. Often the barrier is awareness of services that both are located in rural communities and serve individuals statewide. The EATF recognized three avenues that organizations could capitalize on to increase awareness of their services and meet needs such as language access, transportation and immigration assistance.

Statewide Human Trafficking Programming

Statewide organizations already exist that serve populations at risk for human trafficking as well as individuals who are victims and survivors of human trafficking, such as family resource centers that often operate under a one-stop-shop model where individuals can go to have many, if not all, of their identified needs met. These organizations provide a vital bridge to rural communities that have the same diversity of needs as urban communities but less population per square mile, resulting in fewer professional and monetary resources available to them.

Recommendation 1: Organizations with existing anti-human trafficking programming should prioritize expanding the awareness and availability of their programming into rural communities.

For example, Colorado Legal Services (CLS) is a statewide nonprofit that has a specific human trafficking survivor services unit focused on youth and adult labor trafficking and sex trafficking. The

organization also has a farmworker division that works primarily with agricultural workers, including those who have experienced human trafficking. While ensuring that every individual or every public-serving professional knows about CLS and its various legal services is unrealistic, CLS prioritizes the knowledge of its programming in rural communities by attending local human trafficking task force meetings to provide outreach services and free Know Your Rights presentations. They keep a presence at the state level by serving as a resource for the state and national human trafficking hotlines. This involvement allows them to connect with communities across the state that are in need without having to place a CLS staff member in every rural community.

Whether this relationship is with employers, landlords, law enforcement or other authorities in an individual's life, misinformation and misunderstanding of legal rights can allow abusive practices to happen. Traffickers use this misinformation and misunderstanding to coerce individuals into starting or continuing to work for them, either through labor or sex work. Organizations conducting Know Your Rights presentations are directly working against this misinformation and misunderstanding.

Strengthening Communication

Many victims and survivors of human trafficking are unaware that they are being trafficked. They may understand that their treatment by an employer or loved one is not a “good” relationship,

but they may not understand it is a crime. Ignorance of what is and is not a crime is a tool that human traffickers use, often as a method of coercion. By pairing with organizations that conduct Know Your Rights presentations, service providers can reach a population that is otherwise difficult to connect with, like dispersed migrant workers.

Although organizations that conduct Know Your Rights presentations do not provide them to the public as prevention or intervention of human trafficking, service providers that work on human trafficking can partner with these organizations to these ends. Service providers and organizations can cross-train for mutual benefit; organizations can become more aware of human trafficking and the ways their clients might experience it, and service providers can better understand what legal services are available to their clients. As a natural part of this partnership, both the service providers and organizations will know whom to contact when these individuals have legal or human trafficking specific needs.

When in connection with groups that work with at-risk populations, service providers may also have the opportunity to learn what types of technology these populations are using, such as smart phones and texting apps. These technologies should be prioritized as methods of communication from direct care organizations. For example, most migrant workers in the Western Slope region use WhatsApp.

WhatsApp is a free, encrypted end-to-end texting platform that allows individuals to text across country

borders. Task force members suggested use of this platform by the various help hotlines available to individuals who are at risk for or have experienced human trafficking. This suggestion includes help lines operating across the state, such as Colorado’s Human Trafficking Hotline and the regional 2-1-1 call centers. These hotlines currently use texting as a form of

Recommendation 2: Service providers in anti-human trafficking programs should connect with organizations that conduct Know Your Rights presentations to expand awareness of their programming.

Recommendation 3: Organizations should prioritize the use of technology that at-risk populations are using.

communication but do not have an option for contact through WhatsApp. By using the individual's preferred platform for everyday interactions, organizations would reduce the barrier to resources that is created when they require individuals to use a separate communication platform. A trafficker who is monitoring a victim's technology usage may become suspicious if they find the victim is suddenly and frequently using a platform separate from their typical mode of communication. By using the same texting platform as usual, such as WhatsApp, the individual in a trafficking situation is behaving as normal and averting suspicion by the trafficker.

In addition to WhatsApp, organizations creating public awareness campaigns should consider the use of geofencing in distributing information about their existing services. Geofencing is a marketing tool that uses GPS or RFID technology¹⁰⁸ to create a virtual geographic boundary. This technology communicates with an individual's location-aware device, like a smart phone, when they cross into the established virtual perimeter. Geofencing is used by organizations such as the Colorado Department of Public Health and Environment to connect individuals quickly and effortlessly to their services. The technology is also used in the Council's *This Is Human Trafficking* public awareness and outreach campaign. Among its many marketing materials, the campaign includes website banners and short videos that pop up on an individual's cell phone after departing a geofenced virtual perimeter. By removing the responsibility from the individual to actively seek out information on the awareness campaign, geofencing connects a wider variety of individuals to important information.

Expanding Access to Current Programs

One barrier commonly experienced by rural organizations is a lack of capacity. While a need for services that address this specific crime may exist, often service providers cannot expand the scope of their work to encompass the needs of human trafficking victims. One solution explored throughout rural Colorado is the use of sub-granting with established anti-human trafficking programs.

¹⁰⁸ GPS stands for global positioning system and is a satellite-based radionavigation system. RFID stands for radio-frequency identification and is a system that uses electromagnetic fields to automatically identify and track tags attached to objects.

Sub-Granting

In order to obtain a grant, whether a public grant through the federal or state systems or privately through a foundation, organizations most often need to go through a rigorous grant application process. This process alone can cause a barrier to funding, as many organizations do not have a staff member dedicated to grant writing. If they do, or if other staff are able to cobble together the time and energy to submit a proposal, these grants often require a high level of project management because they come with many rules and restrictions on how the money can be used. Funders may require progress reports on a regular basis as well meticulous and time-consuming documentation. To alleviate some of this burden, several organizations across the state—many in rural regions—choose to be a sub-recipient to a larger, more established organization that employs sufficient staff to respond to the time-intensive application process and high level of project management needs. Further, these larger, more established organizations are encouraged to reach out to smaller, rural organizations to establish a sub-grantee partnership and expand their services statewide. To find a small, rural organization to partner with, larger organizations can reach out to local community foundations in the region(s) of interest or explore Colorado’s Human Trafficking Hotline resources directory at <https://combathumantrafficking.org/directory/>.

Recommendation 4: Service providers should explore sub-granting options for anti-human trafficking work through larger, more established organizations, which should also actively seek out opportunities to sub-grant to smaller, rural organizations.

For example, SARA House in Northeast Colorado and the Domestic Safety Resource Center in the Southeast were sub-grantees of the *Innovate Colorado* federally funded project.¹⁰⁹ This grant provided opportunities for rural regions to establish systemwide responses to human trafficking of children and youth. In their capacity as sub-grantees, each of these organizations was able to pay one of its staff members to act as a regional human trafficking specialist (RHTSs). These RHTSs worked as linchpins in their regions for all things human trafficking, connecting with established anti-human trafficking programs and training their communities on how to identify human trafficking victims and survivors. While these sub-grantees were required to complete some documentation, the burden was minimal, as the responsibility to

¹⁰⁹ To learn more about the *Innovate Colorado* project, in operation from 2017 to 2021, see the Council’s *Annual Report 2021*, pp. 12–17, <https://sites.google.com/state.co.us/human-trafficking-council/the-council/annual-report/2021-report?authuser=0>.

report to and communicate with the funder belonged to the primary grantee, the Colorado Department of Human Services. To learn more about which organizations have well-established anti-human trafficking programming, smaller, rural organizations are encouraged to reach out to the Colorado Office for Victims Programs at <https://dcj.colorado.gov/dcj-offices/office-for-victims-programs> and/or Colorado's Human Trafficking Hotline at <https://combathumantrafficking.org/directory/>.

Domestic Violence and Sexual Assault Victim Advocacy Expansion

Direct care organizations that have capacity to apply for or already receive state funding to serve victims often do so through the Colorado OVP. This office has a grant team of experts on funding for specific initiatives, such as the

Recommendation 5: Service organizations should connect with the Colorado Office for Victims Programs (OVP) to explore current victims' services funding that would enable them to expand their programming to include human trafficking victims.

Victims of Crime Act (VOCA), the Violence Against Women Act (VAWA) and the Local Victim Assistance and Law Enforcement (Local VALE) program. VOCA and VAWA funds, specifically, can often be used to extend services to human trafficking victims. Organizations that connect with OVP grant staff can gain a better understanding of how to use funding to serve this population, which can benefit them during the grant-writing process or even after receiving a grant award. Often, funding that appears to be restricted to only domestic violence or sexual assault situations can also be used to serve human trafficking victims, as many of the same abuses happen with these crimes.

Recommendation 6: Organizations should prioritize the expansion of their domestic violence and sexual assault victim advocacy programs to include human trafficking victim advocacy.

Domestic violence, also referred to as intimate partner violence, operates similarly to human trafficking in several instances. Both types of abuse operate under forms of power and control. Victims are close to or live with their abuser and may suffer verbal, physical or sexual violence. Abusers in both crimes may use physical or social isolation, restriction of movement or behavior and other forms of intimidation to maintain control over their victims. The difference lies in whether a form of forced labor,

including being forced to perform commercial sex acts, exists within the abusive relationship. Because of these similarities, organizations that serve victims of domestic violence are in a prime position to address the service needs of many victims of human trafficking.

Conclusion

Sustainable, long-term funding for services specific to human trafficking is limited and still not available in many rural communities. While local community foundations and statewide funding through OVP exist, rural communities often have to rely on services that are not specifically designed for human trafficking clients. When victims and survivors receive services not specific to their experienced crime, and providers have not been appropriately trained, re-traumatization and misunderstanding can occur, which breaks down rapport with victims and survivors and can lead to ineffective services. To find out if there are services specific to human trafficking in a rural region, visit <https://combathumantrafficking.org/directory/>. When these human trafficking-specific services do not exist, services that address root causes for human trafficking and sometimes provide protections for victims and survivors can be accessed through family resource centers, mutual aid organizations, county human services departments and the 2-1-1 hotline.

The review of rural resources in the Western Slope and Northeast regions of the state continues to build on prevention efforts by addressing root causes for human trafficking, expanding protections for victims and survivors and strengthening partnerships in anti-human trafficking and related fields. Services for these victims and survivors often exist but are simply inaccessible due to a lack of awareness. And when services do not exist, professionals in the region are often perfectly positioned to assist—if only capacity and training could be expanded.



SECTION 7

Taking a Deeper Look at Survivor Engagement

Summary of Recommendations

Recommendation 1: The Colorado Human Trafficking Council (the Council) should consider establishing an advisory committee dedicated to the recruitment and retention of survivors and Survivor Leaders¹¹⁰ to serve on the Council and its advisory committees.

Recommendation 2: The Council should formalize a mission and vision based on its existing guiding principles.

Recommendation 3: The Council should formalize its policies and procedures related to:

- Conflict resolution.

¹¹⁰ Individuals who have experienced human trafficking can identify as survivors, Survivor Leaders, persons with lived experience, etc. These labels should be determined by the individual themselves. In this section we use survivors and Survivor Leaders to encompass a broad spectrum of survivorship.

- The ability of Council members to anonymously or confidentially submit input to staff, especially if it is related to trauma or lived experience, if they choose.
- Etiquette for discussing any trauma disclosed at open meetings.
- Celebrating and encouraging diversity within Council membership and public participation.

Recommendation 4: DCJ staff should communicate to all new Council members during board orientation that there is no expectation or obligation for survivor and Survivor Leader representatives to speak in their personal capacity as a survivor as part of their Council duties.

Recommendation 5: The Council should encourage participation of survivors and Survivor Leaders from all types of human trafficking, including but not limited to adults; children; youth; all genders; foreign nationals; U.S. citizens and legal permanent residents; and individuals who have lived experience with sex trafficking, labor trafficking or both sex and labor trafficking.

Recommendation 6: The Council should evaluate survivor engagement relative to Council membership, advisory committee membership and general participation on a regularly scheduled basis.

Recommendation 7: The Council should formalize a process for obtaining input and feedback from survivors and Survivor Leaders from the community and/or the Council.

Introduction

At the Council's annual retreat in January 2022, the Council prioritized continuation of the Survivor Engagement Task Force (SETF) to build on the work the task force started in 2021. Specifically, Council members expressed a need to focus on recruitment and mentorship of survivors and Survivor Leaders.

Purpose Statement

The Survivor Engagement Task Force was established to codify the ways in which the Council engages with the survivor and Survivor Leader community to inform the Council's work and make recommendations for how the Council can improve that engagement.

This year's SETF took many of the recommendations from the work of the previous year's task force further through its discussions of how to implement the recommendations. The eight-

member task force consisted of Council members and subject matter experts, including experts with lived experience.

Framework

The SETF elected to use the framework from the National Human Trafficking Training and Technical Assistance Center's (NHTTAC) *Toolkit for Building Survivor-Informed Organizations*¹¹¹ to guide the evaluation and discussion of the Council's current state of engagement with survivors. This resource was specifically designed for use by organizations but had significant applicability to the Council as well. Each chapter of the toolkit begins with an assessment, which helped the task force identify gaps in the Council's engagement with survivors. The SETF found the organizational assessment in the toolkit's first chapter: "Survivor-Informed Practice Assessment" to be a particularly useful tool for evaluating survivor engagement relative to Council membership, advisory committee membership and general participation.

The Council deemed chapters 1 through 6 of the NHTTAC toolkit applicable to the Council and implemented the assessments from these chapters during its monthly meetings. At each meeting, the task force reviewed the overall ratings for each of the assessments. For the lowest-scoring responses, the SETF formulated recommendations for specific actions and suggested responsible parties for implementing those actions.

Development of Recommendations

Following its analysis, the SETF developed a total of 25 initial recommendations. After further review of the recommendations, the task force identified that many of the recommendations were implementation ideas. Over its next several meetings, the SETF refined these recommendations and narrowed them down to seven. The task force reflected on its final recommendations through a lens of implementation and sought to provide the Council with tangible steps for accomplishing each recommendation. Additionally, the SETF aimed to supply additional context for the recommendations where possible, to answer the questions *Why?* and *How?*

¹¹¹ National Human Trafficking Training and Technical Assistance Center, *Toolkit for Building Survivor-Informed Organizations* (Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families, Office on Trafficking in Persons, 2018).

Recommendations

Recommendation 1

The SETF recognized that it developed several recommendations that would require significant time and effort to implement, which the Council and Division of Criminal Justice (DCJ) staff do not have the capacity for through the normal course of their annual work. In reflecting on how to accomplish these recommendations, the SETF decided that an advisory group of the Council (e.g., a task force, working group or subcommittee) should be responsible for implementing certain recommendations, with a specific focus on the recruitment and retention of survivors and Survivor Leaders for the Council and its advisory committees. The task force wanted to be explicit about how they envisioned several of these recommendations to be implemented, without imposing on the capacity of the Council and DCJ staff. For this reason, the SETF suggested that an advisory committee of the Council take up certain recommendations. Throughout the rest of this section, these recommendations are indicated with an asterisk after the word “Council.”

Recommendation 1: The Council should consider establishing an advisory committee dedicated to the recruitment and retention of survivors and Survivor Leaders to serve on the Council and its advisory committees.

Recommendation 2

The Council currently has a legislative purpose¹¹² that was given to the Council when it was established by the state legislature in 2014.¹¹³ Additionally, the Council developed a tagline¹¹⁴ and guiding principles.¹¹⁵ Despite these descriptions, the SETF felt it was important for the Council to develop a short, succinct mission

Recommendation 2: The Council should formalize a mission and vision based on its existing guiding principles.

¹¹² “The purpose of the council is to bring together leadership from community-based and statewide anti-trafficking efforts, to build and enhance collaboration among communities and counties within the state, to establish and improve comprehensive services for victims and survivors of human trafficking, to assist in the successful prosecution of human traffickers, and to help prevent human trafficking in Colorado.” Human trafficking council – created – duties – repeal, C.R.S. § 18-3-505.

¹¹³ Human trafficking council, C.R.S. § 18-3-505 (1)(a).

¹¹⁴ “Promoting dignity and justice for all trafficked persons in Colorado,” Colorado Human Trafficking Council homepage, Colorado Division of Criminal Justice, Office for Victims Programs, accessed November 3, 2022, <https://sites.google.com/state.co.us/human-trafficking-council>.

¹¹⁵ To read the Council’s *Guiding Principles*, see Appendix 6 on p. 155..

and vision to communicate to the public. A mission and vision statement can convey what the Council does that is based on its existing guiding principles. Creating an accessible description of the Council that's easy to absorb in a short period of time, similar to an elevator pitch, could be an especially important tool for recruiting survivors and Survivor Leaders. The mission and vision could be developed at a future Council retreat, using a facilitator from internal resources, time and agenda permitting.

Recommendation 3

This recommendation aims to provide clarification and codification of the Council's existing policies and procedures, for the sake of communicating and retaining institutional knowledge, especially for new Council members. By formalizing policies and procedures related to the bulleted items in the box on the right, the Council would be able to provide a more explicitly welcoming environment for individuals with lived experience who join the Council. Additionally, these policies and procedures would aim to provide clear and consistent guidelines for the Council. The implementation of this recommendation can be developed as part of the Council's annual retreat, added as an ongoing action item at Council meetings or tasked to a Council advisory group.

Recommendation 3: The Council should formalize its policies and procedures related to:

- Conflict resolution.
- The ability of Council members to anonymously or confidentially submit input to staff, especially if it is related to trauma or lived experience, if they choose.
- Etiquette for discussing any trauma disclosed at open meetings.
- Celebrating and encouraging diversity within Council membership and public participation.

Recommendation 4

The bylaws of the Council¹¹⁶ state that only the chair and vice-chair of the Council or the DCJ

Recommendation 4: DCJ staff should communicate to all new Council members during board orientation that there is no expectation or obligation for survivor and Survivor Leader representatives to speak in their personal capacity as a survivor as part of their Council duties.

human trafficking program manager can speak on behalf of the Council. However, it came to the attention of the SETF that individual Council members with lived experience have received requests to speak in their personal capacity as a survivor by other Council members and/or

members of the public. These requests can feel like an obligation or a requirement to survivors and Survivor Leaders who are new to the Council or survivor/Survivor Leader advocacy. To be explicit about the expectations of these requests, the SETF recommends that DCJ staff continue to communicate to all new Council members, not just survivor and Survivor Leader representatives, that survivor and Survivor Leader representatives have no expectation or obligation to speak in their personal capacity as a survivor as part of their Council duties.

Recommendation 5

This recommendation aims to address several issues that were identified as challenges and limitations to the recruitment and retention of survivors and Survivor Leaders. This recommendation is divided into three areas: (1) Council logistics, (2) recruitment and (3) retention. In most instances, the SETF suggests a Council advisory committee as the main mechanism for executing this recommendation.

Related to Council logistics, the SETF identified several barriers to the participation of individuals with lived experience. The Council has opportunities for improvement in the following areas: compensation for survivor and Survivor Leader representatives appointed to

Recommendation 5: The Council* should encourage participation of survivors and Survivor Leaders from all types of human trafficking, including but not limited to adults; children; youth; all genders; foreign nationals; U.S. citizens and legal permanent residents; and individuals who have lived experience with sex trafficking, labor trafficking or both sex and labor trafficking.

¹¹⁶ Division of Criminal Justice, Colorado Department of Public Safety, Article VIII, Section 8.2: Chair Duties, *Colorado Human Trafficking Council Bylaws* (Lakewood, CO: Colorado Department of Public Safety, 2020), p. 8.

the Council, language accessibility, diversity and inclusion and communication to survivors and Survivor Leaders. Many of these logistics are being addressed in some capacity already (for example, the Legislative Task Force is reviewing options for compensation of survivor and Survivor Leader representatives). However, the Council wanted to document these barriers and provide recommendations for further addressing them.

To address language accessibility for individuals with limited English proficiency or for individuals who have other language accessibility requirements, the Council* should support applicants and members holistically. This support should occur during the application process, board orientation, meetings and any ongoing communication. To identify means for improving diversity and inclusion, the Council* should coordinate with the Colorado Department of Public Safety in its efforts to improve diversity and inclusion for all of the statewide boards and commissions it oversees.

As capacity allows, the Council* and DCJ staff should continue to improve communication about opportunities for survivor engagement outside the Council (i.e., publicize opportunities in the newsletter, to include but not limited to speaking opportunities on panels, participation in research, webinars and training, etc.). The design behind this recommendation has an additional purpose of developing a pipeline of potential Council or advisory committee members.

Related to recruitment of survivors and Survivor Leaders, the SETF noted that Council has had recent vacancies for survivor and Survivor Leader representatives. The SETF discussed recruitment challenges at length and made several recommendations to conduct additional outreach for recruitment, including the following: asking organizations that work with foreign national survivors and/or labor trafficking survivors to promote the Council; holding recruitment information sessions; providing or promoting skill-building trainings for survivors and Survivor Leaders; linking Council vacancy announcements to the Council's mission and vision; clarifying to applicants the role that an applicant's criminal history plays, if any, in their appointment; establishing an advisory committee to process speaker requests; and collecting feedback from survivors and Survivor Leaders about additional obstacles to participation. The aim of implementing these tactics is to facilitate and promote recruitment to additional Council and advisory committee members.

Finally, under the umbrella of this recommendation, the SETF addressed retention of Council members who are survivors and Survivor Leaders. As noted in the recommendations outlined in the Council's *Annual Report 2021*, in addition to providing mentors to support survivors and Survivor Leaders, it would be instrumental for the Council to provide non-survivor new members with guidance—especially on how best to work with survivors and Survivor Leaders. The SETF took this recommendation a step further by providing ideas on how to execute such a mentorship program, including tasking a future advisory committee with implementing such a program and enlisting former Council members as mentors to avoid violating open meeting law requirements.

The SETF also specified some recommended optional trainings so all Council members can offer a more supportive environment for survivors/Survivor Leaders and individuals from diverse backgrounds. As a result, the Council would become more informed, diverse and inclusive. Suggested training topics include trauma-informed responses, competency for linguistic or cultural diversity and diversity and inclusion. These trainings could be completed through any in-person or online training programs, especially courses recommended by fellow Council members.

Recommendation 6

This recommendation aims to maintain focus on the topic of survivor engagement and periodically evaluate the status of survivor engagement relative to Council membership, advisory committee membership and general participation. Survivor engagement is an ongoing process, one that requires continuous improvement. This recommendation suggest that the Council should consider regularly conducting a self-evaluation using the Survivor-Informed Practice Assessment from NHTTAC's *Toolkit for Building Survivor-Informed Organizations*. Following each evaluation, the Council should act to address any major barriers to survivor engagement identified through a Council advisory committee or another means identified by the Council. While the SETF currently recommends the toolkit developed by NHTTAC, the task force also suggested that the Council conduct

Recommendation 6: The Council* should evaluate survivor engagement relative to Council membership, advisory committee membership and general participation on a regularly scheduled basis.

ongoing research on these types of assessments to ensure it is using the most current and effective tool(s).

Recommendation 7

This final recommendation was developed to ensure that the Council has a formal process for obtaining input and feedback from survivors and Survivor Leaders from the community and/or Council. Input and feedback are imperative for informing the Council of opportunities to

Recommendation 7: The Council* should formalize a process for obtaining input and feedback from survivors and Survivor Leaders from the community and/or Council.

improve. To implement this recommendation, the SETF suggests that a Council advisory committee design a thoughtful process for obtaining survivor and Survivor Leader input and feedback that is trauma-informed and includes consultation with survivors and Survivor Leaders on how they would like to provide feedback. The process should also include a plan for incorporating feedback to address concerns. A process for feedback from survivors and Survivor Leaders, both from the community and the Council, will ensure that the Council continuously evolves in its efforts to engage survivors and Survivor Leaders.

Conclusion

Using the established framework offered by NHTTAC's *Toolkit for Building Survivor-Informed Organizations*, the SETF identified gaps and barriers to survivor engagement. From that initial analysis and the resulting thoughtful discussions, the SETF developed these recommendations to continue to improve the Council's engagement with survivors and Survivor Leaders. With a focus on ideas for implementation, the SETF has provided the Council with action steps to execute these recommendations. The SETF strongly recommends that the Council form an advisory group in 2023 focused on recruiting and retaining members who are survivors and Survivor Leaders to carry these recommendations forward.



SECTION 8

Policy Changes to Address Human Trafficking

Summary of Policy Recommendations

Recommendation 1: The Colorado Human Trafficking Council (the Council) should pursue legislative action to modify C.R.S. § 18-3-505(3)(a) to allow compensation for survivor representatives appointed to the Council.

Recommendation 2: The Council should pursue legislative action to allow survivors of human trafficking to pursue vacatur for non-Colorado Victim Rights Act (VRA) crimes that were committed as a result of their trafficking experience.

Recommendation 3: Colorado should amend its public code to provide a bridge of public benefits—for example, Medicaid, the Supplemental Nutrition Assistance Program (SNAP), and Temporary Assistance for Needy Families (TANF)—for pre-certified foreign national victims of human trafficking.¹¹⁷

¹¹⁷ This recommendation was previously proposed in the Council's 2018 and 2020 annual reports.

Introduction

At its annual retreat, the Council identified a need to focus on state legislation in two ways: (1) by reviewing and providing feedback on human trafficking and related legislation proposed during the 2022 General Session and (2) by taking a more active role in pursuing legislative action both on past Council recommendations and in formulating new recommendations for the 2023 general session. Part of the purpose of the Council, as outlined in the legislative mandate C.R.S. § 18-3-505(4)(c), is to “consider and make, as it deems necessary, recommendations ... concerning any statutory changes that the Council deems necessary to facilitate the prosecution and punishment of persons who engage in, and to protect the victims of, human trafficking.” It is under this mandate that the Council prioritized creation of the Legislative Task Force (LTF) and named Christian Gardner-Wood as the task force chair.

The 73rd General Assembly Regular Session

Prior to the start of the 2022 legislative session, the Council was informed of several human trafficking-related bills being proposed, some of which could make substantial changes to Colorado’s human trafficking statutes and the Council’s work. The Council found it important to form a task force, the LTF, that was nimble enough to meet weekly, if necessary, to respond to the fast-paced nature of the legislative session. At its February 25th meeting, the Council also authorized the LTF to take positions on legislation on behalf of the Council when timing did not allow for full Council consideration. With the tasks to regularly review legislative proposals, provide feedback and potentially decide on a position on legislation, the LTF began to meet weekly starting the first week in February. This schedule slowed down by mid-March and transitioned to monthly meetings for the remainder of the year.

During the legislative session, LTF members thoroughly reviewed and discussed proposed human trafficking or related bills. The task force provided consolidated feedback directly to bill sponsors. Additionally, the task force provided regular monthly updates to the Council about bill proposals and feedback given to bill sponsors. Ultimately, as the session wore on, it was not necessary for the task force or the Council to take a formal position on any piece of legislation.

By the end of the 2022 legislative session, several bills directly related or adjacent to the issue of human trafficking passed and were signed into law by Governor Jared Polis. The legislation

that passed during the session focused on safe reporting of assault suffered by sex workers, allowing local counties to take a more active role in preventing human trafficking in illicit massage businesses and establishing a state level office of liaison for missing and murdered Indigenous relatives. A summary of these new laws follows.

House Bill 22-1288: Safe Reporting Assaults Suffered by Sex Workers

Signed by Governor Polis in May 2022, this bill increases victim access to assistance by providing immunity from prosecution for the offense of prostitution in specific circumstances.

HB22-1288¹¹⁸ grants immunity to the charge of prostitution; soliciting for prostitution; or prostitute making display to a person who seeks assistance from a law enforcement officer, 911 or a medical provider for a victim or as a victim of a violent crime if the evidence for the charge of prostitution was obtained as a result of the person seeking assistance or as a result of the need for assistance.

A person who receives immunity for a prostitution offense is not immune from prosecution for other offenses.

House Bill 22-1300: Local Enforcement to Prevent Human Trafficking

This act allows the adoption of local ordinances to prevent human trafficking-related offenses in illicit massage businesses. HB22-1300 gives counties the power to require a special business license for massage businesses. It was signed into law in June 2022.

Senate Bill 22-043: Restitution Services for Victims

This act provides a list of allowable restitution expenses if the expenses are caused by a crime for which restitution must be paid. Allowable expenses include costs such as long-term or ongoing medical expenses as a result of the crime or various court appearance-related costs, including travel expenses, childcare and lost wages. The act additionally establishes an Office of

¹¹⁸ Safe Reporting Assaults Suffered by Sex Workers – Act of 2022, HB22-1288 (2022), last accessed December 29, 2022, <http://leg.colorado.gov/bills/hb22-1288>.

Restitution Services within the Department of Corrections that will be required to assist victims who are owed court-ordered restitution.

Senate Bill 22-099: Sealing Criminal Records

In May 2022, Governor Polis signed into law Senate Bill 22-099, which addresses the procedure for sealing criminal records for nonviolent offenses. While there is currently a process that allows for automatic sealing of criminal justice records for certain drug offenses, SB22-099 extends that automatic sealing to all of the offenses, including civil infractions, that allow the defendant to petition the court for sealing criminal justice records that are not subject to the VRA. It also requires a consumer reporting agency to exclude sealed and expunged records from consumer reports.

Senate Bill 22-150: Missing and Murdered Indigenous Relatives (MMIR)

Internationally, Indigenous communities suffer a disproportionately high rate of unsolved missing persons cases and murders. In Colorado, these cases include complications with jurisdiction and a lack of clear protocol for interagency workings. There is a strong intersection between MMIR and human trafficking, as many of the missing individuals may also be victims of human trafficking. Senate Bill 22-150, signed into law in June, responds to the missing Indigenous persons crisis and the state's challenges by establishing the Office of Missing and Murdered Indigenous Relatives within the Department of Public Safety.

Preparing for the 74th General Assembly Regular Session: Legislative Priorities of the Colorado Human Trafficking Council

As the 73rd General Assembly regular session wrapped up, the Legislative Task Force shifted its focus to legislative proposals for the 2023 session. The task force took a systematic approach to the process of deciding on legislative priorities for the Council to consider. The first step was to review all statutory recommendations the Council made over the past seven years. In addition to this review, the task force members made additional recommendations for priorities based on past legislative proposals made in Colorado or other states. Through this process, the task force identified eight legislative concepts and, through a voting process, established the top three priority areas: (1) compensation for survivor representatives appointed to the Council,

(2) criminal record relief and (3) amendment of Colorado’s public code to provide a bridge of public benefits for foreign national victims of human trafficking.

Compensation for Survivor Representatives

When the Council was established through legislation in 2014, the legislature carefully considered the roles that should be represented in Council membership. The legislature had the forethought to understand the importance of the survivor voice in the Council’s work and included four survivor representatives in a list of roles for the Council. Also in this legislation, it was written that “Council members must serve without compensation but may be reimbursed for actual travel expenses incurred in the performance of their duties.”¹¹⁹ This is standard language used in the formation of a Colorado board or commission, as it envisions a vast majority of membership is composed of professionals who would serve on a board or commission as part of their regular job duties.

What this language did not take into consideration was the appointment of survivor representatives who often are employed in work that is not related to the purpose of the Council, resulting in the need for these members to take time off from their regular employment, and possibly lose wages, to participate in the Council. It has long been a discussion in the anti-trafficking field that survivors and Survivor Leaders should be compensated for their contributions the same way any other professional consultant would be compensated. This has also been an important discussion among Council members.

Survivor engagement was such an important topic to the Council that it established a Survivor Engagement Task Force (SETF) in 2021 and continued the work of that task force into 2022. Recommendations from the SETF in 2021 and 2022 included concepts around equitable compensation. Although the Council, as a regular practice, compensates survivors and Survivor Leaders for participating in one of the Council’s projects, it has been unable to compensate survivor representatives appointed to the Council, given the language written in the founding legislation. Because this has been a long-standing issue for the Council, the LTF prioritized it for legislative action during the 2023 session.

¹¹⁹ Human trafficking council C.R.S. 18-3-505(3)(a).

Recommendation 1: Pursue legislative action to modify C.R.S. § 18-3-505(3)(a) to allow compensation for survivor representatives appointed to the Council.

The LTF considered several options for how best to pursue legislative action to allow compensation for survivor

representatives appointed to the Council. It first considered the impact this action may have on the other more-than 300 boards and commission that operate in Colorado. In consultation with the Governor’s Office of Boards and Commissions,¹²⁰ the LTF discovered that only one of the boards had a specific seat for a victim or survivor of crime, and two other boards had seats for a victim advocate representative—not necessarily a victim or survivor of crime. The LTF also looked into boards that are not appointed by the Governor’s Office but operate under the Colorado Department of Public Safety. In a review of these boards, the task force discovered that two of the boards have two seats for victims or survivors of crime, and two other boards have seats for two victim agency representatives.¹²¹ Given this information, the task force decided to focus on legislative action solely in regard to the Colorado Human Trafficking Council but hoped its work would offer a pathway for other boards and commissions to pursue.

The task force also looked at various methods and pay scales for compensation that currently exist within Colorado and/or within the anti-trafficking field. The LTF carefully considered various dynamics when establishing a compensation scheme, such as loss wages, childcare needs, self-care and wellness needs, preparatory work prior to meetings, meeting participation, meeting frequency, etc. The task force determined a daily rate not to exceed eight hours would best take into consideration the combination of dynamics at play when serving on the Council. The task force decided to use a pay scale that already existed in Colorado law that would change over time based on the economy, rather than set a specific hourly or daily rate. Chief Justice Directive 12-03¹²² describes the expert rate used by District Attorney’s Offices. The current rate is \$80 per hour, which the task force found to be comparable with rates of pay for consultants in the anti-trafficking field. Based on these decisions, the task force developed and

¹²⁰ Shannon Hayes, Deputy Director of Boards and Commissions, e-mail message to DCJ, September 2, 2022.

¹²¹ Kelly Kissell, manager of the Office for Victims Programs, Division of Criminal Justice, Colorado Department of Public Safety, e-mail message, September 2, 2022.

¹²² Supreme Court of Colorado, Office of the Chief Justice, *Chief Justice Directive 12-03: Directive Court Compensation of Expert Witness and Professionals Conducting Mental Health Evaluations* (Denver, CO: Supreme Court of Colorado, 2012), accessed December 5, 2022, <https://www.coloradochildrep.org/wp-content/uploads/2013/09/CJD-For-Guidance-When-Retaining-PreApproved-Experts.pdf>.

approved draft bill language¹²³ to modify C.R.S § 18-3-505(3)(a) to add language that would allow survivor representatives appointed to the Council to be compensated. At the writing of this report, the task force was still engaging in the stakeholder process and looking for a bill sponsor.

Criminal Record Relief

In 2021, the Council established a Criminal Justice Task Force (CJTF) that researched forms of criminal record relief for victims and survivors of human trafficking.¹²⁴ This work resulted in a set of recommendations that provide a framework for the Legislative Task Force to use to pursue legislative action. The CJTF outlined several key recommendations. First, the CJTF provided a detailed summary of the types of criminal record relief and which types would yield the best results for human trafficking

Recommendation 2: Pursue legislative action to allow survivors of human trafficking to pursue vacatur for non-VRA crimes that were committed as a result of their trafficking experience.

survivors. Second, the CJTF had a significant discussion on the scope of criminal record relief (i.e., what types of criminal convictions should be considered, including expansion beyond crimes related to prostitution and prostitution-related offenses). This work provided a strong foundation for the Legislative Task Force to formulate legislative language that would allow victims and survivors of human trafficking a process for pursuing vacatur of criminal convictions incurred from crimes that were committed as a result of their trafficking experience (i.e., crimes their trafficker forced, compelled or coerced them into committing). Only non-VRA¹²⁵ crimes would be considered for this form of criminal record relief.

Forms of Criminal Record Relief in Colorado

Colorado has several remedies to help victims and survivors of human trafficking to avoid being convicted of crimes that were committed as a direct result of their human trafficking experience, such as the affirmative defense law¹²⁶ provided to minor victims of human trafficking that resulted from the passage of Senate Bill (SB) 19-185. This law establishes an

¹²³ Draft bill language available as Appendix 6, p. 155.

¹²⁴ To learn more about the work of the Criminal Justice Task Force, see the Council's *Annual Report 2021*: <https://sites.google.com/state.co.us/human-trafficking-council/the-council/annual-report?authuser=0>.

¹²⁵ Crimes included in Colorado's Victims Right Act are listed in C.R.S. 24-4.1-302.

¹²⁶ C.R.S. § 18-1-713. Victims of human trafficking of a minor for involuntary servitude or sexual servitude – affirmative defenses.

affirmative defense for all crimes committed as a direct result of a child’s trafficking experience (except class one felonies). To establish an affirmative defense, the minor has to prove by a preponderance of the evidence that they were, at the time of the offense, (a) a victim of human trafficking and (b) forced or coerced into engaging in the criminal acts.¹²⁷ Colorado also has a number of post-conviction remedies that are outlined in *Rule 35—Postconviction Remedies*¹²⁸ from the Colorado Supreme Court. Two of the primary forms of criminal record relief in Colorado are sealing and expungement. Colorado law allows for adults to seal criminal convictions for prostitution-related offenses if the “defendant establishes by a preponderance of evidence that, at the time [of] the offense, he or she had been trafficked by another person ... for the purpose of performing the offense.”¹²⁹ This type of relief does not change the conviction itself but rather conceals the record of the conviction from public view.¹³⁰ Sealing a conviction “leav[es] the underlying conviction intact. A sealed conviction would not turn up on a standard background check, but a party can gain access to it through a court order.”¹³¹ The current statute can assist victims and survivors of human trafficking by preventing standard background checks from returning their convictions for prostitution or prostitution-related offenses and therefore removing some of the barriers to employment, education, housing and other services.

Expungement means that the “legal record of an arrest or a criminal conviction is erased in the eyes of the law. ... In most cases, during background search or public records inspection no record of the arrest or criminal conviction will appear.”¹³² This remedy extends beyond sealing by erasing the conviction from an individual’s record. However, it is important to note that “arrests or convictions that are expunged, while inaccessible to the public, can remain visible to certain government agencies, and expunged convictions may still be used against a survivor in later legal proceedings.”¹³³ The state of Colorado provides this mechanism for minors to

¹²⁷ Ibid.

¹²⁸ Supreme Court of Colorado, *Rule 35 – Postconviction Remedies* (Denver, CO: Supreme Court of Colorado, 2022), accessed December 5, 2022, <https://casetext.com/rule/colorado-court-rules/colorado-rules-of-criminal-procedure-judgment-rule-35-postconviction-remedies>.

¹²⁹ Sealing of criminal records information for offenses committed by victims of human trafficking, C.R.S. § 24-72-707.

¹³⁰ Ashleigh Pelto, “Criminal Record Relief for Human Trafficking Survivors: Analysis of Current State Statute and the Need for a Federal Model Statute,” *Michigan Journal of Gender & Law* 27, no. 473 (2021): p. 478.

¹³¹ Ibid.

¹³² Marsh, et. al., *State Report Cards: Grading Criminal Record Relief Laws for Survivors of Human Trafficking* (Washington, DC: Polaris, March 2019), p. 8.

¹³³ Pelto, “Criminal Record Relief for Human Trafficking Survivors,” p. 478.

expunge their criminal records. However, in 2019 the legislature passed SB19-185, which establishes immunity when a minor is charged with a violation of prostitution and several related offenses if probable cause exists that they are a labor or sex trafficking victim.¹³⁴ Therefore, the need for expungement in these cases would be unnecessary.

What Is Vacatur?

A process for vacatur currently does not exist for any crime in Colorado. Vacatur nullifies a conviction and differs from sealing and expungement because it “alters the merits of the underlying record.”¹³⁵ According to Polaris, vacatur “is the closest thing to a legal recognition that the [victim/] survivor should not have been convicted in the first place.”¹³⁶ It is considered to be “the most effective form of criminal record relief”¹³⁷ because the conviction no longer exists, and any records of it are deleted.

Drafting Legislative Language

Using the research and recommendations of the CJTF as a foundation, the LTF worked on drafting statutory language for the vacatur of convictions for non-VRA crimes of human trafficking victims and survivors. The task force considered several key concepts in its discussions and in the larger stakeholder process in which it was engaged. These concepts include evidence standards, a definition of official documentation and a statute of limitations for pursuing this form of criminal relief. The final draft language for this statutory change is available as Appendix 7, on pages 156-157. At the writing of this report, the Legislative Task Force was still engaging in the stakeholder process and looking for a bill sponsor.

[Creating a Bridge to Access Public Benefits](#)

When the LTF reviewed all the recommendations the Council made over the last seven years, one recommendation stood out that was included in both the 2018 and 2020 annual reports: to amend Colorado’s public code to provide a bridge of public benefits—for example, Medicaid, the Supplemental Nutrition Assistance Program (SNAP) and Temporary Assistance for Needy

¹³⁴ C.R.S § 18-7-209. Immunity from prostitution related offenses – victims of human trafficking.

¹³⁵ Marsh, et. al., *State Report Cards*, p. 8.

¹³⁶ *Ibid.*, p. 14.

¹³⁷ Pelto, “Criminal Record Relief for Human Trafficking Survivors,” p. 483.

Families (TANF)—for pre-certified¹³⁸ foreign national victims of human trafficking.¹³⁹ Since no changes have been made based on these recommendations, it was clear to the LTF that this recommendation should be a priority.

Why the Need for a Bridge?

The United States has several avenues for relief when a foreign national is a victim of human trafficking, 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), established by the U.S. Department of Health and Human Services, was created to cover “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.”¹⁴⁰ These funds are administered to foreign national human trafficking victims through a network of local service providers. Over the past few years, the amount of 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 17 months¹⁴¹ or more, leaving a gap in services and leaving individuals with limited options.

As explained in the Council’s *Annual Report 2018*, the remedy to this problem is a short-term, state-supported bridge of access to public benefits (such as Medicaid, SNAP

Recommendation 3: Colorado should amend its public code to provide a bridge of public benefits, for example, Medicaid, the Supplemental Nutrition Assistance Program (SNAP) and Temporary Assistance for Needy Families (TANF)—for pre-certified foreign national victims of human trafficking.

and TANF) for foreign national victims of human trafficking who are awaiting their legal status

¹³⁸ Pre-certified refers to foreign nationals who have disclosed their human trafficking and are awaiting approval of a T, U or Specialized Immigrant Juvenile Status visa application.

¹³⁹ “Annual Reports,” Colorado Human Trafficking Council, accessed December 18, 2022, <https://sites.google.com/state.co.us/human-trafficking-council/the-council/annual-report>.

¹⁴⁰ 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).

¹⁴¹ This is the current processing time for 80% of applicants submitting Form I-914, as posted by U.S. Citizenship and Immigration Services, accessed November 10, 2022, <https://egov.uscis.gov/processing-times/>.

documentation. Creating a bridge of access to public benefits will help survivors continue to stabilize so they can recover from their victimization and assist prosecutors and workplace investigators in possible actions against their trafficker.

The LTF took the research from previous years as a possible road map for implementing this recommendation in Colorado. Similar programs already exist in California and Illinois. These states used legislation to create the bridge by adding foreign national victims of human trafficking as a new category eligible for public benefits. During the latter half of the year, the LTF reached out to several stakeholders to figure out how to implement this recommendation. These stakeholder meetings provided a mix of possible solutions. Some recommended a legislative change, while others suggested making a rule change with the Colorado Department of Human Services. Further research and stakeholder meetings will be necessary to implement this recommendation. The LTF will continue its work on this recommendation in order to find the best path forward.

Conclusion

In many ways, the work of the Legislative Task Force is just beginning, as its efforts will continue through the fall and winter of 2022 and into the 74th legislative general session that begins on January 9, 2023. During this time, the task force will complete the drafting of bill language for recommendations one and two and will continue to engage stakeholders (including legislators) on all recommendations. The Council hopes that, by May 2023, these efforts will yield results that will benefit human trafficking victims and survivors.



SECTION 9

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SECTION 10

Appendices

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Appendix 1: 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 2: 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)
<input type="checkbox"/> Three or more runs in 12 months	
<input type="checkbox"/> First run at the age of 12 or younger	
<input type="checkbox"/> Longest run more than 20 days	
<input type="checkbox"/> Credible report of commercial sexual exploitation	
<input type="checkbox"/> Found in a motel/hotel or area known for commercial sex. (See local guide for details)	

Enhancers:	Source: (Indicate self report or documentation)
<input type="checkbox"/> Drug charges/substance abuse	
<input type="checkbox"/> Tattoos/Brands-unexplained, reluctance to explain	
<input type="checkbox"/> Truancy and/or not enrolled in school	
<input type="checkbox"/> In relationship/expressed interest in older men/women who may be intimate partner, friend or relative	
<input type="checkbox"/> Possession of expensive items, large amounts of cash, unexpected travel	
<input type="checkbox"/> Giving false info/no ID/lying about age/NOT in control of ID	
<input type="checkbox"/> Homeless, not living with adults, couch surfing, etc.	
<input type="checkbox"/> History of, or current concern about Sexual Abuse, Physical Abuse or Neglect	
<input type="checkbox"/> 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.	
<input type="checkbox"/> Stays with individual(s) who require payment for housing. Payment could be sexual favors, drugs or money.	
<input type="checkbox"/> Family, friends, peers known to be involved in illegal commercial sex and/or criminal activities	

Additional Red Flags:	Source: (Indicate self report or documentation)
<input type="checkbox"/> Sexually explicit social networking profiles/chat room engagement	
<input type="checkbox"/> Demeanor: unable to make eye contact, afraid to speak	
<input type="checkbox"/> Not in control of money earned, owes a debt or has intense sense of financial responsibility toward family or intimate partner.	
<input type="checkbox"/> Using the language of the commercial sex industry (“the life”). Ask local experts for examples	
<input type="checkbox"/> Relationships/found in the presence of older, non-related adults	
<input type="checkbox"/> STIs, pregnancy, abortions	
<input type="checkbox"/> Lack of support system or supportive relationships	
<input type="checkbox"/> Cannot identify address or residence	
<input type="checkbox"/> Gang Involvement	
<input type="checkbox"/> Family dysfunction	
<input type="checkbox"/> Bruises/unexplained marks	
<input type="checkbox"/> Mental health: Fear, anxiety, depression, paranoia, PTSD, suicidal, etc.	
<input type="checkbox"/> Physical: malnourished, poor hygiene, skin rash, exhaustion, etc.	
<input type="checkbox"/> Not in control of eating and/or sleeping	
<input type="checkbox"/> Inconsistent stories-different accounts of relationships, events, etc. to different people or at different times.	
<input type="checkbox"/> Has received threats to self, family or friends if they do not work or participate in criminal activity.	
<input type="checkbox"/> 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)
<input type="checkbox"/> Recruited with false promises of work conditions or pay	
<input type="checkbox"/> Works long hours with few or no breaks	
<input type="checkbox"/> Pay is inconsistent	
<input type="checkbox"/> Some or all pay goes towards debt, housing, food, etc.	
<input type="checkbox"/> Some or all pay is given to someone else	

<input type="checkbox"/> Unexplained signs of injury or illness, possibly untreated	
<input type="checkbox"/> Shows anxiety in maintain job for duty to family, intimate partner or to pay a debt to employer	
<input type="checkbox"/> Desperation to make a sale (magazines, beauty products, etc) or for money while begging	
<input type="checkbox"/> Resides with a number of unrelated co-workers and others	
<input type="checkbox"/> 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 3: House Bill 19-1051



HOUSE BILL 19-1051

BY REPRESENTATIVE(S) Carver and McLachlan, Bird, Buentello, Cutter, Duran, Esgar, Exum, Froelich, Galindo, Geitner, Gonzales-Gutierrez, Gray, Hooton, Jackson, Kipp, Liston, McCluskie, Michaelson Jenet, Pelton, Ransom, Snyder, Sullivan, Titone, Will, Williams D., Becker, Benavidez, Humphrey, Jaquez Lewis, Lontine, Melton, Sandridge, Singer, Soper, Valdez A., Valdez D., Van Winkle; also SENATOR(S) Gardner and Ginal, Bridges, Cooke, Court, Crowder, Fields, Hisey, Lundeen, Marble, Priola, Rodriguez, Scott, Story, Tate, Todd, Williams A., Winter, Woodward, Zenzinger, Garcia.

CONCERNING HUMAN TRAFFICKING PREVENTION TRAINING BY THE DEPARTMENT OF PUBLIC SAFETY.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. In Colorado Revised Statutes, **add 24-33.5-523** as follows:

24-33.5-523. Human trafficking prevention training - repeal.

(1) THE DIVISION SHALL SERVE AS AN ADDITIONAL RESOURCE TO PROVIDE TRAINING RELATED TO HUMAN TRAFFICKING. THE TRAINING MAY INCLUDE:

Capital letters or bold & italic numbers indicate new material added to existing law; dashes through words or numbers indicate deletions from existing law and such material is not part of the act.

(a) TRAIN-THE-TRAINER PROGRAMS;

(b) DIRECT TRAININGS; AND

(c) ONLINE TRAINING PROGRAMS.

(2) UPON REQUEST, THE FOLLOWING ENTITIES MAY RECEIVE TRAINING FROM THE DIVISION:

(a) LAW ENFORCEMENT AGENCIES;

(b) ORGANIZATIONS THAT PROVIDE DIRECT SERVICES TO VICTIMS OF HUMAN TRAFFICKING;

(c) SCHOOL PERSONNEL AND PARENTS OR GUARDIANS OF STUDENTS;
AND

(d) ANY OTHER ORGANIZATION, AGENCY, OR GROUP THAT WOULD BENEFIT FROM SUCH TRAINING.

(3) TRAINING CURRICULA PROVIDED BY THE DIVISION MUST BE DEVELOPED IN COLLABORATION WITH THE COLORADO HUMAN TRAFFICKING COUNCIL CREATED IN SECTION 18-3-505.

(4) WHEN EVALUATING REQUESTS FOR TRAINING, THE DIVISION SHALL GIVE PRIORITY TO REQUESTS FROM AREAS OF THE STATE THAT HAVE LIMITED ACCESS TO OTHER TRAINING RESOURCES.

(5) ON OR BEFORE JANUARY 17, 2020, AND EACH YEAR THEREAFTER, THE DIVISION SHALL INCLUDE AN UPDATE ON TRAININGS PROVIDED BY THE DIVISION IN THE ANNUAL HUMAN TRAFFICKING REPORT REQUIRED BY SECTION 18-3-505 (4)(b).

(6) THE DIVISION MAY ACCEPT AND EXPEND MONEY, GIFTS, GRANTS, DONATIONS, SERVICES, AND IN-KIND DONATIONS FROM ANY PUBLIC OR PRIVATE ENTITY FOR ANY DIRECT OR INDIRECT COSTS ASSOCIATED WITH THE DUTIES OF THIS SECTION; EXCEPT THAT THE DIVISION MAY NOT ACCEPT MONEY, GIFTS, GRANTS, DONATIONS, SERVICES, OR IN-KIND DONATIONS IF ACCEPTANCE IS SUBJECT TO CONDITIONS THAT ARE INCONSISTENT WITH STATE LAW OR REQUIRES A PREDETERMINED CONCLUSION OR RESULT FROM

THE DIVISION. THE DIVISION SHALL REQUEST THAT THE ENTITY OFFERING THE MONEY, GIFT, GRANT, DONATION, SERVICES, OR IN-KIND DONATION SUBMIT A LETTER PRIOR TO THE OFFER SPECIFYING THE AMOUNT OF MONEY, GIFT, GRANT, OR DONATION OFFERED, OR THE ESTIMATED VALUE OF THE SERVICES OR IN-KIND DONATION OFFERED; THE PERIOD FOR WHICH THE MONEY, GIFT, GRANT, DONATION, SERVICES, OR IN-KIND DONATION IS AVAILABLE; AND THE SPECIFIC PURPOSES FOR WHICH THE MONEY, GIFT, GRANT, DONATION, SERVICES, OR IN-KIND DONATION IS TO BE USED. THE DIVISION SHALL NOT PROVIDE TRAINING UNTIL SUFFICIENT MONEY IS AVAILABLE FROM GIFTS, GRANTS, AND DONATIONS TO COVER THE COSTS ASSOCIATED WITH IMPLEMENTING AND PROVIDING THE TRAINING.

(7) THIS SECTION IS REPEALED, EFFECTIVE SEPTEMBER 1, 2023. BEFORE ITS REPEAL, THIS SECTION IS SCHEDULED FOR REVIEW IN ACCORDANCE WITH SECTION 24-34-104.

SECTION 2. In Colorado Revised Statutes, 24-33.5-1801, amend (3)(c); and **add** (2.5), (3)(e), (3)(f), and (3)(g) as follows:

24-33.5-1801. Legislative declaration. (2.5) THE GENERAL ASSEMBLY FURTHER FINDS AND DECLARES THAT:

(a) HUMAN TRAFFICKING IS A MATTER OF STATEWIDE CONCERN AND HAS A DIRECT IMPACT ON LOCAL COMMUNITIES, LAW ENFORCEMENT AGENCIES, AND ORGANIZATIONS THAT PROVIDE SERVICES TO HUMAN TRAFFICKING SURVIVORS;

(b) ALTHOUGH TRAINING RESOURCES ARE AVAILABLE ON THE FRONT RANGE, MANY AREAS OF THE STATE HAVE LIMITED TRAINING RESOURCES PERTAINING TO HUMAN TRAFFICKING THAT ARE EASILY AVAILABLE OR ACCESSIBLE;

(c) LABOR AND SEX TRAFFICKING CAN HAPPEN IN ANY COMMUNITY. ALL AREAS OF THE STATE SHOULD HAVE ACCESS TO TRAINING TO HELP IDENTIFY HUMAN TRAFFICKING AND PROVIDE CRITICAL SERVICES TO HUMAN TRAFFICKING SURVIVORS.

(d) TRAFFICKERS TARGET AND RECRUIT CHILDREN IN SCHOOLS IN COLORADO. IT IS ESSENTIAL TO INCREASE AWARENESS OF SCHOOL STAFF, PARENTS AND GUARDIANS, AND STUDENTS OF THE DANGERS OF HUMAN

TRAFFICKING. TO ASSIST SCHOOLS, PARENTS, AND CHILDREN, THE COLORADO SCHOOL SAFETY RESOURCE CENTER SHALL ANNUALLY UPDATE AND DISSEMINATE A LIST OF AVAILABLE HUMAN TRAFFICKING CURRICULA TO SCHOOLS, INCLUDING SOME THAT ARE FREE OF CHARGE.

(e) THE COLORADO HUMAN TRAFFICKING COUNCIL HAS DEVELOPED A CURRICULUM AND TRAIN-THE-TRAINER PROGRAM FOR LAW ENFORCEMENT; AND

(f) THE COUNCIL WAS ALSO CHARGED WITH DEVELOPING A CURRICULUM AND TRAIN-THE-TRAINER PROGRAM FOR ENTITIES THAT PROVIDE SERVICES TO HUMAN TRAFFICKING SURVIVORS. THE CURRICULUM AND TRAINING PROGRAMS MAY SUPPLEMENT THE EXCELLENT ANTI-TRAFFICKING WORK BEING DONE BY ADVOCACY AND SERVICE ORGANIZATIONS ACROSS THE STATE.

(3) Now, therefore, the general assembly declares that:

(c) Resources are needed to fully develop safety plans and practices in Colorado's schools, colleges, and universities; ~~and~~

(e) LAW ENFORCEMENT AGENCIES, ORGANIZATIONS THAT PROVIDE SERVICES TO HUMAN TRAFFICKING SURVIVORS, AND LOCAL COMMUNITIES WOULD BENEFIT FROM ADDITIONAL TRAINING OPPORTUNITIES RELATED TO HUMAN TRAFFICKING;

(f) THE DIVISION OF CRIMINAL JUSTICE AND THE COLORADO HUMAN TRAFFICKING COUNCIL ARE WELL PLACED TO DEVELOP HUMAN TRAFFICKING CURRICULA AND TO HELP PROVIDE TRAINING IN THIS CRITICAL AREA; AND

(g) THE COLORADO SCHOOL SAFETY RESOURCE CENTER IS COMMITTED TO CONTINUING TO MAKE AVAILABLE HUMAN TRAFFICKING EDUCATIONAL RESOURCES TO SCHOOLS, PARENTS, AND CHILDREN.

SECTION 3. In Colorado Revised Statutes, 24-33.5-1803, **amend** (3)(1) as follows:

24-33.5-1803. School safety resource center - created - duties.

(3) The center has the following duties:

(1) To provide materials and training as described in section 24-33.5-1809 to personnel in school districts and charter schools, parents, and students regarding the awareness and prevention of child sexual abuse and assault, INCLUDING HUMAN TRAFFICKING;

SECTION 4. In Colorado Revised Statutes, 24-34-104, **add** (24)(a)(XII) as follows:

24-34-104. General assembly review of regulatory agencies and functions for repeal, continuation, or reestablishment - legislative declaration - repeal. (24) (a) The following agencies, functions, or both, are scheduled for repeal on September 1, 2023:

(XII) HUMAN TRAFFICKING PREVENTION TRAINING PURSUANT TO SECTION 24-33.5-523.

SECTION 5. Act subject to petition - effective date. This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly (August 2, 2019, if adjournment sine die is on May 3, 2019); except that, if a referendum petition is filed pursuant to section 1 (3) of article V of the state constitution against this act or an item, section, or part of this act within such period, then the act, item, section, or part will not take effect unless approved by the people at the general election to be held in November 2020 and, in such case, will take effect on the date of the official declaration of the vote thereon by the governor.

Appendix 4: Sunset Criteria Colorado Revised Statutes §24-34-104

(I) Whether regulation by the agency is necessary to protect the public health, safety, and welfare; whether the conditions which led to the initial regulation have changed; and whether other conditions have arisen which would warrant more, less, or the same degree of regulation;

(II) If regulation is necessary, whether the existing statutes and regulations establish the least restrictive form of regulation consistent with the public interest, considering other available regulatory mechanisms, and whether agency rules enhance the public interest and are within the scope of legislative intent;

(III) Whether the agency operates in the public interest and whether its operation is impeded or enhanced by existing statutes, rules, procedures, and practices and any other circumstances, including budgetary, resource, and personnel matters;

(IV) Whether an analysis of agency operations indicates that the agency performs its statutory duties efficiently and effectively;

(V) Whether the composition of the agency's board or commission adequately represents the public interest and whether the agency encourages public participation in its decisions rather than participation only by the people it regulates;

(VI) The economic impact of regulation and, if national economic information is not available, whether the agency stimulates or restricts competition;

(VII) Whether complaint, investigation, and disciplinary procedures adequately protect the public and whether final dispositions of complaints are in the public interest or self-serving to the profession;

(VIII) Whether the scope of practice of the regulated occupation contributes to the optimum utilization of personnel and whether entry requirements encourage affirmative action;

(IX) Whether the agency through its licensing or certification process imposes any disqualifications on applicants based on past criminal history and, if so, whether the disqualifications serve public safety or commercial or consumer protection interests. To assist in considering this factor, the analysis prepared pursuant to the sunset review shall include data on the number of licenses or certifications that were denied, revoked, or suspended based on a disqualification and the basis for the disqualification.

(X) Whether administrative and statutory changes are necessary to improve agency operations to enhance the public interest.

Appendix 5: Sunset Review Timeline

Year Prior to Repeal Date

The Colorado Office of Policy, Research and Regulatory Reform (COPRRR) gathers information from:

- agency officials
- regulated community
- members of the public
- associations
- programs from other states
- literature
- boards/commissions/task forces
- consumer advocacy groups

COPRRR assimilates information and drafts an independent report based on the statutory evaluation criteria. The report includes recommendations to be made to the General Assembly.

October 15

COPRRR sends the report to the Office of Legislative Legal Services, posts it online and shares it with stakeholders.

November - December

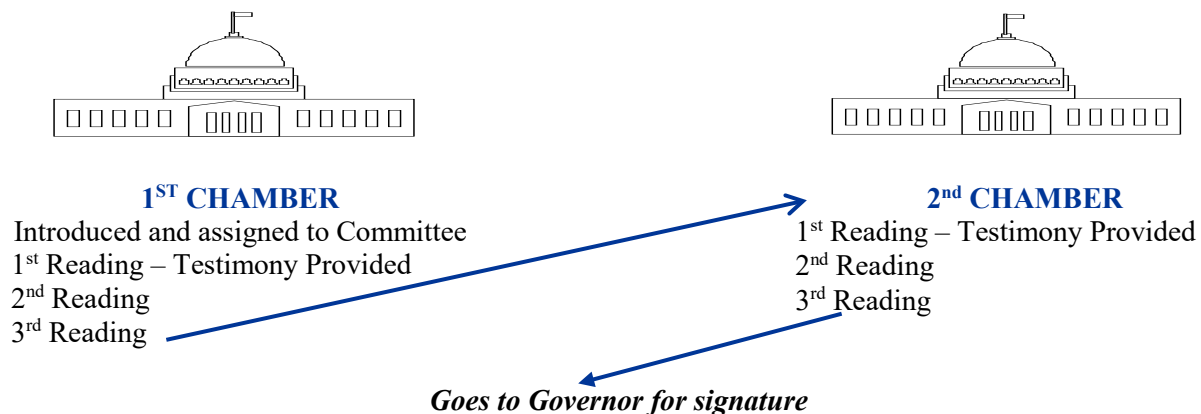
COPRRR works with legislative drafting to develop a draft bill based on the recommendations in the report.

January

Legislative leadership identifies the Legislative Committee of Reference where a hearing on the report and draft bill is conducted. Hearings are open to the public. COPRRR presents the report and the bill to the committee. The committee votes to introduce the bill and assigns the bill to sponsors.

January - May

Bill passes through Legislature as follows:



Appendix 6: Draft Statutory Language for Compensation of Survivor Representatives Appointed to the Colorado Human Trafficking Council

Approved by the Legislative Task Force on November 18, 2022

Proposed Changes of C.R.S. § 18-3-505 Human trafficking council – created – duties – repeal 18-3-505(3)(a): Except as provided by subsection (3)(b) of this section, each council member must serve at the pleasure of his or her appointing authority for a term of four years. The appointing authority may reappoint the council member for an additional term or terms. Council members must serve without compensation WITH THE EXCEPTION OF APPOINTED SURVIVOR REPRESENTATIVES WHO SHALL RECEIVE A DAILY RATE NOT TO EXCEED EIGHT HOURS FOR EACH COUNCIL MEETING ATTENDED AT THE CURRENT APPLICABLE EXPERT RATE AS STATED IN CHIEF JUSTICE DIRECTIVE 12-03. ~~But~~ ALL COUNCIL MEMBERS may be reimbursed for actual travel expenses incurred in the performance of their duties.

Appendix 7: Draft Statutory Language for Vacatur of Convictions for Non-VRA Crimes of Human Trafficking Victims

Approved by the Legislative Task Force on November 18, 2022

SECTION 1. Legislative Declaration.

- (1) The general assembly finds and declares that:
 - (a) Human trafficking is a serious problem in Colorado and across the nation;
 - (b) Individuals who are forced into involuntary servitude and sexual servitude are more properly identified as victims and not as criminals; and
 - (c) Human trafficking in all forms creates a cycle of violence and impacts victims, families, and communities.
 - (d) Protecting individuals who are victims of human trafficking from further trauma by recognizing them as victims rather than criminals is beneficial for those involved and therefore is in the public interest.
- (2) It is therefore the intent of the general assembly to:
 - (a) Offer pathways that those directly victimized by human trafficking may continue to heal from the traumatic situation of being trafficked; and
 - (b) Help remove the long-term impact and barriers created by criminal convictions for those who are victims of human trafficking and whose criminal convictions were the direct result of being a victim of human trafficking
- (3) Therefore, the general assembly declares that the general assembly joins other states around the nation in passing legislation to further assist individuals who are victims of human trafficking.

SECTION 2. In Colorado Revised Statutes, add 18-3-506 as follows:

18-3-506. Vacating certain criminal convictions for victims of human trafficking.

- (1)(a) An individual may file a motion with the court where a conviction was obtained against that individual requesting that the conviction be vacated if the individual can show by clear and convincing evidence that the underlying offense resulting in the conviction was committed as a result of the individual being a victim of human

trafficking. Official documentation is not required to seek or be granted relief pursuant to this section, but official documentation from a federal, state, local, or tribal government agency indicating that the individual was a victim at the time of the offense creates a presumption that the individual was a victim of human trafficking at the time of the offense and is eligible to seek relief pursuant to this section. Upon a determination by the court that the individual was a victim of human trafficking at the time of the offense, the court must determine by clear and convincing evidence that the individual committed the offense as a result of being a trafficking victim.

- (b) This section (1) shall apply to any conviction that is not listed in section 24-4.1-302, C.R.S.
- (c) A court must allow a response within a reasonable amount of time from the prosecuting attorney prior to taking any action on a motion pursuant to this section.
- (d) If the individual requesting relief pursuant to this section (1) raised the affirmative defenses as defined in in 18-7-201.3 and/or 18-3-504(2.5), C.R.S., and was still convicted at trial after raising the defense, they shall be ineligible for relief pursuant to this section.
- (e) Nothing in this section (1) shall prevent the individual from applying for any other relief allowed by law.
- (f) If relief is granted pursuant to this section (1), the conviction shall be removed from the petitioner's record and notice provided by the court to the Colorado Bureau of Investigation.
- (g) Further, if relief is granted pursuant to this section (1), the conviction and other related records shall be eligible to be sealed pursuant to 24-72-704, C.R.S.

SECTION 3. Safety Clause. The general assembly hereby finds, determines, and declares that this act is necessary for the immediate preservation of the public peace, health, and safety.



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