



2023

# ANNUAL REPORT

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# Colorado Human Trafficking Council

## 2023 Annual Report

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



Cover photo taken by Caleb Stewart.  
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# Table of Contents

<b>Acknowledgments</b> .....	<b>v</b>
<b>Colorado Human Trafficking Council Membership</b> .....	<b>vi</b>
<b>Former Council Members</b> .....	<b>viii</b>
Resignations in 2023 .....	viii
Terms Ending in 2023.....	viii
<b>Advisory Committees</b> .....	<b>ix</b>
Education Task Force.....	ix
Survivor Engagement Task Force.....	ix
Multidisciplinary Team Working Group.....	x
<b>Division of Criminal Justice Staff</b> .....	<b>x</b>
<b>Message from the Council Chair</b> .....	<b>xi</b>
<b>List of Acronyms and Abbreviations</b> .....	<b>xii</b>
<b>Executive Summary</b> .....	<b>1</b>
<b>Section 1: Year in Review</b> .....	<b>7</b>
Developing a Mission and Vision Statement.....	8
Leadership.....	9
This Is Human Trafficking: Campaign Efforts.....	10
2023 Colorado Legislative Activities.....	13
<b>Section 2: Collecting Data on Human Trafficking in Colorado</b> .....	<b>17</b>
Law Enforcement Measures of Incidence and Activities to Combat Human Trafficking..	18
Role of Victim Service Providers in Identifying and Responding to Human Trafficking..	36
Identifying Human Trafficking of Children and Youth by State and County Departments of Human Services .....	42
Human Trafficking Hotline Information .....	57
<b>Section 3: Human Trafficking Training Outcomes</b> .....	<b>63</b>
Human Trafficking Prevention Training: Sunset Review and Senate Bill 23-074.....	64
Delivery of Trainings Statewide .....	65
Accessibility .....	71
<b>Section 4: Identifying and Addressing Trafficking of Children and Youth</b> .....	<b>75</b>

Project Phases .....	76
Lived-Experience Expertise .....	79
Writing the <i>Multidisciplinary Team Toolkit</i> .....	80
Project Subgrantee: CSU Social Work Research Center .....	83
Project Subgrantee: Rocky Mountain Immigrant Advocacy Network .....	84
<b>Section 5: Meaningful Survivor Engagement .....</b>	<b>87</b>
Recommendations .....	89
<b>Section 6: Prevention Strategies for the Education Sector .....</b>	<b>97</b>
Training Plan Approach .....	99
<b>Section 7: References .....</b>	<b>105</b>
<b>Section 8: Appendices .....</b>	<b>113</b>

## Acknowledgments

The Council acknowledges the contributions of its members who worked tirelessly to improve upon the anti-human trafficking movement in Colorado. The Council recognizes all the former members of the Council and staff; this year, five Council members resigned: Kelsey Antun, Tristan Gorman, Dr. Sandy Ho, Jordan Rhodes, and Cathie Swanson; and two Council members' terms concluded at the end of 2023: Mari Dennis, and Amy Pohl. The Council thanks these members for their dedication and the contributions they made to the Council and to the anti-trafficking movement.

The Council appreciates the work of its Chair, Christian Gardner-Wood, and Co-Chair, Amy Pohl, who contributed significant time, effort, and energy to the Council. Gratitude also goes to the hard work of the task force chairs, James Baird, Chair of the Education Task Force, and Mona Klein and Amy Pohl, Co-Chairs of the Survivor Engagement Task Force.

The Council appreciates the work of DCJ Staff, Maria Trujillo, Camerron Resener, Catie Fowler, Jill Brogdon, and Alexandra Holloway in drafting this report for the Council and preparing the final version for publication.

The Council sincerely appreciates the assistance of the many people who contributed to Council efforts, including input on advisory committees, whose names are included throughout this report, as well as other individuals and agencies who annually provide data for this report. The Council thanks these individuals and organizations who offered information and viewpoints that contribute to addressing human trafficking in Colorado.

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 efforts 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)**

20<sup>th</sup> 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*

**Chief James Baird**

Breckenridge Police Department  
*Rep. of a statewide organization of police chiefs*

**Brooke Byrd**

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

**Dan Casey**

Broomfield Department of Human Services  
*Rep. of an urban county department of social services*

**Evanne Caviness**

National Young Farmers Coalition  
*Rep. to be appointed by the Commissioner of Agriculture*

**Mari Dennis**

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

**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*

**Jenelle Goodrich**

From Silenced to Saved  
*Rep. of a faith-based organization that assists victims of human trafficking*

**Chris Henderson**

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

**Irma Jaimes-Alonso**

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

**Mona Petrocco Klein**

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

**Josh Landy**

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

**Rebekah Layton**

Survivor Representative: Subject Matter Expert/Consultant

**Gina Lopez**

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

**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*

**Caroline McKinnon**

Voluntad  
*Rep. of an organization that provides direct services to victims of human trafficking*

**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*

**Judge Meghan Saleebey**

19<sup>th</sup> 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*

**Amanda Smith**

Community Member

**Caleb Stewart**

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

**Dr. Meghan Stidd**

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

**Dr. Michelle Sunkel**

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

**Sheriff Darren Weekly**

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

## Former Council Members

### Resignations in 2023

**Kelsey Antun**

UrbanPeak

*Rep. from Department of Human Services*

**Tristan Gorman**

Colorado Criminal Defense Bar

*Rep. of a statewide organization of criminal defense attorneys*

**Dr. Sandy Ho**

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

**Jordan Rhodes**

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

**Cathie Swanson**

Department of Agriculture

*Rep. to be appointed by the Commissioner  
of Agriculture*

### Terms Ending in 2023

**Mari Dennis**

Colorado Organization for Victim  
Assistance

*Rep. of statewide organization that  
provides services to crime victims*

**Amy Pohl**

Project Safeguard

*Rep. of a statewide coalition that represents  
domestic violence organizations*

## Advisory Committees

### Education Task Force

<b>Name</b>	<b>Affiliation</b>
James Baird (Chair)	Breckenridge Police Department
Michelle Berge	Attorney General's Office
Brooke Byrd	Denver District Attorney's Office
Janet Drake	Colorado Attorney General's Office
Amanda Finger	Laboratory to Combat Human Trafficking
Christian Gardner-Wood	20 <sup>th</sup> Judicial District Attorney's Office
Valerie Hansen	Colorado Division of Youth Services
Stacey Jenkins	Safe2Tell, Attorney General's Office
Christine Matthie	Teacher (Retired)
Caroline McKinnon	Voluntad
Margaret Ochoa	Colorado School Safety Resource Center
Jo-Ann O'Neil	Human Trafficking Task Force of Colorado
Steven Ramirez	Shiloh House
Meghan Saleebey	19 <sup>th</sup> Judicial District, District Court
Caleb Stewart	Rocky Mountain Immigrant Advocacy Network
Meghan Stidd	Colorado Department of Human Services
Amy Werpy	Colorado Office of Dropout Prevention & Student Re-Engagement

### Survivor Engagement Task Force

<b>Name</b>	<b>Affiliation</b>
Mona Petrocco Klein (Co-Chair)	Alliance to Combat Human Trafficking – Pueblo
Amy Pohl (Co-Chair)	Project Safeguard
John Berte	Community Member
Mari Dennis	Colorado Office for Victim Assistance
Sandy Ho	Office of Children Youth and Families, CDHS
Josh Landy	Colorado Criminal Defense Bar
Rebekah Layton	Subject Matter Expert/Consultant
Irma Jaimes-Alonso	Colorado Department of Labor and Employment
Jocelyn Jenks	Colorado Legal Services
Pat Medige	Colorado Legal Services
Jordan Rhodes	Colorado Coalition Against Sexual Assault
Hava Simmons	Larimer County Department of Human Service
Amanda Smith	Community Member
Michelle Sunkel	Colorado Mesa University

## Multidisciplinary Team Working Group

<b>Name</b>	<b>Affiliation</b>
Denise Abdo	Children's Hospital Colorado
Kelsey Antun	Urban Peak
Stevi Black	SARA House
Brooke Byrd	Denver District Attorney's Office
Brooke Coughlin	Greeley Police Department
Anne Darr	Federal Bureau of Investigation
Diana Goldberg	SungateKids
Jenelle Goodrich	From Silenced to Saved
Holly Harris	Colorado Department of Human Services
Chris Henderson	Office of the Child's Representative
Kimberly Hinton	17 <sup>th</sup> Judicial District Attorney's Office
Jaime Janes	Colorado Unaccompanied Child Task Force
Andrew Lorensen	Lincoln County Human Services
Pamela Mancini	El Paso County Sheriff's Office
Lauren McFarlin	El Paso County Department of Human Services
Beth McNalley	Denver Public Safety Youth Programs
Edna Muñoz	Boulder County District Attorney's Office
NaTausha Ray	SARA House
Tammy Schneiderman	Division of Youth Services
Caleb Stewart	Rocky Mountain Immigrant Advocacy Network
Darren Weekly	Douglas County Sheriff's Office
Rachel Yamahiro	Jefferson County Sheriff's Office
Sarah Yarbrough	18 <sup>th</sup> Judicial District
Kristen Zhu	SungateKids

## Division of Criminal Justice Staff

<b>Name</b>	<b>Role</b>
Joe Thome	Division of Criminal Justice, Director (Retired)
Dr. Matthew Lunn	Division of Criminal Justice, Director
Debbie Oldenettel	Division of Criminal Justice, Deputy Director
Kelly Kissell	Office for Victims Programs, Manager
Maria Trujillo	Human Trafficking Program Manager
Camerron Resener	Human Trafficking Training & Technical Assistance Lead
Jill Brogdon	Human Trafficking Program Coordinator
Catherine Fowler	Human Trafficking Project Coordinator
Alexandra Holloway	Human Trafficking Program Assistant

## Message from the Council Chair

On behalf of the Colorado Human Trafficking Council, I am pleased to submit this 2023 Annual Report. This report represents a summary of the vital and devoted work of the Council members and the staff of the Division of Criminal Justice (DCJ) over the last year. As the Chair of the Council, I remain impressed by the work of the dedicated Council members and DCJ staff and their commitment to end human trafficking in all its forms. I offer my heartfelt thanks to these dedicated public servants.

Over the last year, the Council focused its work on developing human trafficking prevention strategies and training for Colorado educators, continued public awareness about human trafficking, training by DCJ staff to members of the public and professionals across Colorado, legislation concerning human trafficking, and engaging survivors of human trafficking and elevating their voices in the work we are doing. Additionally, in 2023, we had a number of new members join the Council who brought enthusiasm and fresh ideas to our work.

As we enter 2024, the Council will continue its leadership across the state, and across the nation, in combatting human trafficking. The Council will continue its work in the focus areas noted above and will meet for our annual retreat in January to create additional priorities for 2024.

In 2024, the General Assembly must consider the sunset review of the Colorado Human Trafficking Council. Consistent with the recommendations of the Department of Regulatory Agencies, I urge our lawmakers to continue the Council. Re-authorizing the Council will allow us to continue the important work being done and continue to be a leader in the anti-human trafficking field.

As I reflect on six and a half years serving as the statewide district attorney representative on the Council, and as I end my second term as Chair after serving in the role for five years, I can't adequately express the immense honor and privilege it has been to have served as the Chair of the Council, to work closely with such dedicated individuals, and to continue to serve as the statewide district attorney representative to the Council.

Respectfully,



**Christian Gardner-Wood**  
**Chair, Colorado Human Trafficking Council**

## List of Acronyms and Abbreviations

ADA	The Americans with Disabilities Act
APDC	Asian Pacific Development Center
ASL	American Sign Language
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)
CJASS	Colorado Justice Analytics Support System
CLS	Colorado Legal Services
CoNEHT	Colorado Network to End Human Trafficking (state)
The Council	Colorado Human Trafficking Council
CORA	Colorado Open Records Act
C.R.S.	Colorado Revised Statutes
CSP	Colorado State Patrol
CSSRC	Colorado School Safety Resource Center
CSU SWRC	Colorado State University Social Work Research Center
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
DEI	Diversity, Equity, and Inclusion
DOJ	Department of Justice (federal)
DORA	Department of Regulatory Agencies
DYS	Division of Youth Services
ECM	Enhanced Collaborative Model
EMS	Emergency Medical Services
ETF	Education Task Force
Family First	Family First Prevention Services Act
FAR	Family Assessment Response
FBI	Federal Bureau of Investigation (federal)
FFY	Federal Fiscal Year
HB	House Bill
HSI	Homeland Security Investigations (federal)
HRV Tool	Colorado High-Risk Victim Identification Tool
HT	Human Trafficking
HTTG	Human Trafficking Task Group(state)
ICON	Integrated Colorado Online Network
LCHT	Laboratory to Combat Human Trafficking
LEAP	Colorado Office of the Child’s Representative Lived Experience Action Panel
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex
LT	Labor Trafficking
MDT	Multidisciplinary Team

MDT-WG	Multidisciplinary Team Working Group
MOU	Memorandum of Understanding
NIBRS	National Incident Based-Reporting System
NHTH	National Human Trafficking Hotline (federally funded)
OTIP	Office on Trafficking in Persons (federal)
OVC	Office for Victims of Crime (federal)
PA4	Program Area 4 (Program for Youth in Conflict)
QRTP	Qualified Residential Treatment Program
RED	Review, Evaluate and Direct
RMIAN	Rocky Mountain Immigrant Advocacy Network
SANE	Sexual Assault Nurse Examiner
SB	Senate Bill
SETF	Survivor Engagement Task Force
SLAB	Survivor Leader Advisory Board
ST	Sex Trafficking
SWRC	Social Work Research Center
TA	Technical Assistance
TRAILS	Colorado Child Welfare Training System
TTA	Training and Technical Assistance
TTT	Train-the-Trainer
TVPRA	Trafficking Victims Protection Reauthorization Act
USAO	United States Attorney's Office





# Executive Summary

The Colorado Human Trafficking Council (the Council) continued its work to fulfill its legislative mandates in 2023 by addressing human trafficking across the state. In January, the Council held its annual retreat where members engaged in exercises that contributed to the development of the Council’s mission and vision statements. The Council determined its scope for the year, which would include the formation of a new advisory committee, the Education Task Force (ETF), and continuation of both the Survivor Engagement Task Force (SETF) and the Multidisciplinary Team Working Group (MDT WG).

The Council developed the recommendations contained throughout this report, which do not reflect the recommendations of the Colorado Department of Public Safety.

## **Data Collection on Human Trafficking in Colorado**

Each year, the Council fulfills its legislative mandate to report on the state’s incidence of human trafficking by obtaining and analyzing the data from various human trafficking stakeholders over a three-year reporting period. For the 2023 report, data cover the 2020–2022 calendar years (CY). Insights in this section capture law enforcement data from the federal, state and local levels. It also includes data from 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, and the National Human Trafficking Hotline and Colorado Human Trafficking Hotline.

The Council identified the following progress and trends following its data collection efforts for CY 2020–2022:

- Data provided by Colorado-based service providers funded by OVC showed services were provided to near equal numbers of foreign nationals and U.S. citizens/legal permanent residents who were victims/survivors of human trafficking.
- Similarly, no clear trend emerged in the trafficking experiences of the clients that those providers served. The number of clients who had experienced labor trafficking versus sex trafficking in 2022 was nearly equal.
- The three-year period saw an uptick in state judicial filings of human trafficking statutes. In 2022, there were 42 filings, up from 28 filings in 2021 and 34 filings in 2020.
- Perpetrators of labor and sex trafficking were often intrafamilial. Data from CDHS showed that assessments with an initial referral for sex trafficking were equal parts intrafamilial and third party. Of the two assessments completed for a labor trafficking referral, both were found to have intrafamilial perpetrators.

## Human Trafficking Training Outcomes

Division of Criminal Justice (DCJ) staff and trained volunteer facilitators delivered free training across the state on behalf of the Council in 2023. The data contained in this report cover training that took place from CY 2020 to 2022. The Council has a three-pronged approach to training delivery. The first is through DCJ's human trafficking training and technical assistance lead, who receives and responds to training requests by delivering in-person, hybrid or virtual instructor-led training. The second is through online, self-paced versions of *An Introduction to Human Trafficking in Colorado* and *Human Trafficking Investigations: An Introductory Course*, for individualized professional law enforcement training. The third method is a Train-the-Trainer model, which equips volunteer facilitators from across the state to deliver Council training programs in their geographic regions.

From CY 2020 to 2022, DCJ staff and volunteer facilitators delivered trainings to 2,679 individuals. In the same time period, DCJ staff also provided separate presentations to 1,518 professionals and community members. These presentations provided information on the

Council, the *2022 Annual Report*, prevention, imagery and language in anti-trafficking efforts, the Council's public awareness campaign, and the *Connecting Colorado* grant project.

In 2023, DCJ staff successfully provided Council training to two specific professional communities: law enforcement and county clerks and recorders. The online version of *Human Trafficking Investigations* underwent beta testing with external stakeholders and was formally launched in August of 2023. The online version of the training provides law enforcement personnel with access to vital information on how to conduct survivor-centered investigations, regardless of any constraints to training they may face in terms of geography, finances, time, or visual or auditory impairments. Another accomplishment was made in ensuring that county clerks and recorders received mandatory human trafficking training with the passage of House Bill 23-1278. For clerk and recorder offices that wanted to offer virtual permits for marriage or civil unions, the new bill required employees to complete the introductory training developed by the Council annually.

## **Developing Prevention Strategies for Colorado Educators**

A key component of primary prevention for human trafficking involves delivering age-appropriate curriculum to middle school students. This is the ultimate goal of the Council's 2023 Education Task Force. The ETF developed a three-phase training plan. Phase one focuses on building buy-in for human trafficking training from school communities. Phase two has a training goal of reaching school staff. Phase three aims to provide age-appropriate training to middle school students.

After their work of developing the training plan in 2023, Council members plans to focus on phases one and two in the coming years, with the mindset that targeting educators first would better prepare school personnel to support students who report an experience of human trafficking. Beginning with phase one, DCJ staff seek to attend conferences for Colorado educators and administrators to raise awareness of the Council's available trainings. In support of phase two, DCJ staff seek to make training opportunities more visible and accessible by emphasizing the availability of an education-specific version of *An Introduction to Human Trafficking*, and through the creation of pluggable slides that can easily be inserted into related external trainings delivered by partner organizations. The pluggable slides provide an option

for training that alleviates the stress of adding more training to an already full slate of training requirements for school staff.

## **Continued Steps Toward Survivor Engagement**

This year, the Council chose to continue the Survivor Engagement Task Force, originally started in 2021. The focus of the SETF this year was to take the recommendations from 2022 and establish an implementation plan for each. The task force elected to break into four subgroups, each with specific goals to accomplish: feedback to the Council, outreach to Survivor Leaders, peer support for new Council members, and Council policy and procedure review.

The SETF developed seven recommendations. Regarding the topic of feedback to the Council, the SETF recommended both the implementation of general exit and quarterly pulse surveys of Council members and the creation of an alternate pathway for members to communicate to the Council any concerns they had. On the topic of outreach, the task force suggested that the Council engage in proactive outreach to potential survivor representatives through a variety of platforms. To improve peer support, the Council recommended a new “Council Buddy” program that would ensure that new members, particularly survivor representatives, received mentorship as part of their onboarding. Finally, the task force proposed that the Council annually review its Guiding Principles and Ground Rules; to continue regular accessibility updates to the Council’s website; and for the Council to decide on a yearly equity, diversity and inclusion focus at its annual retreat.

## **Identifying and Addressing Trafficking of Children and Youth**

In 2023, the Council continued its work on *Connecting Colorado: Building Effective Anti-Trafficking Systems*, a federally funded *Improving Outcomes for Child and Youth Victims of Human Trafficking* grant project from the OVC. The goal of the *Connecting Colorado* grant project is to resolve challenges and gaps in systems-based approaches to identifying and addressing human trafficking of children and youth in the state of Colorado, utilizing a multidisciplinary team (MDT) approach.

In 2023, the *Connecting Colorado* grant project completed two major goals. The first was the development of the *Multidisciplinary Team Toolkit (MDT Toolkit)*, a comprehensive, step-by-step guide on how to form and do the work of a human trafficking MDT focused on children and youth. The second was a full review and revision of the Colorado High-Risk Victim

Identification Tool used for screening human trafficking risk. Each of these outcomes was a collaborative effort. The *Connecting Colorado* project included input from an MDT WG from across the state and with professional experience in a range of relevant professional sectors. The project also sought input and feedback from experts with lived experience of human trafficking in the form of a paid Survivor Leader Advisory Board and systems-involved youth identified through the Colorado Office of the Child's Representative Lived Experts Action Panel.

## **Reflecting on 2023**

The Council had a productive year in 2023, with the recommendations passed and action steps taken by its two advisory committees on education and survivor engagement. The Council also took important steps toward two major outcomes of its *Connecting Colorado* grant project. Finally, the Council continued to fulfill its legislative mandates to collect data and offer statewide training on human trafficking.



# SECTION 1

## Year in Review



In January, the Colorado Human Trafficking Council (the Council) held its annual retreat and reflected on its proposed scope of work for 2023, including its priorities and formed advisory committees. This year marked a return to hosting the annual retreat in-person and having hybrid meetings for Council activities. The Council, along with a facilitator, conducted a review of advisory committee activities from the previous year and revisited the top areas of a focused brainstorm that took place at the Council’s 2020 retreat. To conduct its work for the year, the Council decided to continue both the Multidisciplinary Team Working Group (MDT WG) and the Survivor Engagement Task Force (SETF) created in 2022, in addition to establishing the Education Task Force (ETF).

**Multidisciplinary Team Working Group:** The MDT WG is a continuation of a multiyear working group that focuses on supporting the work of the *Connecting Colorado: Building Effective Anti-Trafficking Systems* project, which is funded through Office for Victims of Crime’s *Improving Outcomes for Child and Youth Victims of Human Trafficking* grant. The MDT WG builds on existing promising practices, experience and expertise of MDTs, culminating in a statewide approach that is distilled in an *MDT Toolkit*. The toolkit aims to increase identification of human trafficking of children and youth and connect them to culturally appropriate, trauma-responsive services.

**Survivor Engagement Task Force:** The Council continued this task force to develop work products and processes to implement the 2022 recommendations aimed at improving the Council’s engagement with the survivor community, successfully engaging and retaining survivor representation on the Council, and improving the overall experience of serving on the Council for all members.

**Task Force Co-Chairs: Mona Petrocco Klein, Alliance to Combat Human Trafficking - Pueblo  
Amy Pohl, Project Safeguard**

**DCJ Staff: Maria Trujillo, Human Trafficking Program Manager  
Jill Brogdon, Human Trafficking Program Coordinator**

**Education Task Force:** The Council identified the education sector as a key stakeholder in addressing human trafficking. This task force was charged with examining the education sector for opportunities for and barriers to training, and with developing a plan for bringing human trafficking education to school personnel across the state.

**Task Force Chair: Chief Jim Baird, Breckenridge Police Department**

**DCJ Staff: Camerron Resener, Human Trafficking Training and Technical Assistance Lead**

A complete overview of the advisory committees can be found in the corresponding sections of this report. The Council also continued work on its statewide public awareness campaign by promoting Colorado’s Human Trafficking Awareness Month in January, as well as providing materials to individuals and agencies across the state throughout the year.

## **Developing a Mission and Vision Statement**

In 2022, the Council’s SETF recommended that “the Council should formalize a mission and vision based on its existing guiding principles.”<sup>1</sup> The Council prioritized this recommendation to be accomplished during its annual retreat. Through the support of a professional facilitator, the Council engaged in several activities that guided the development of mission and vision statements. At the February Council meeting, final versions of a mission and vision statement were presented to the Council for their review, discussion and final approval. The process yielded the following mission and vision statement for the Colorado Human Trafficking Council:

**Vision Statement:** *Prevent and eliminate human trafficking in Colorado.*

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<sup>1</sup> The Colorado Division of Criminal Justice, Office for Victims Programs. *2022 Colorado Human Trafficking Council Annual Report* (Lakewood, CO: Colorado Department of Public Safety, 2022), p. 113.

**Mission Statement:** *To implement legislative mandates for facilitating statewide collaboration of multidisciplinary and lived experience experts for accurate data collection, well-informed policy recommendations, improved public education, prevention efforts, and equitable & supportive services for all victims & survivors of human trafficking in all its forms.*

## Leadership

As in prior years, the Council and Division of Criminal Justice (DCJ) staff continue to demonstrate leadership in anti-human trafficking efforts locally, nationally and internationally. Twice during 2023, DCJ hosted delegations from the U.S. Department of State's International Visitor Leadership program. DCJ staff also continued to develop partnerships throughout the state and country, as well as deliver Council-developed trainings. DCJ staff also worked to inform the Colorado Office of Policy, Research & Regulatory Reform, Department of Regulatory Agencies' sunset review of House Bill 14-1273 to determine whether the Council should continue.

## General Education

Since the inception of the Council, DCJ staff and Council members hosted delegations from the U.S. Department of State's International Visitor Leadership program on numerous occasions. These delegations were coordinated by WorldDenver, which organizes visits with several anti-trafficking organizations in the state for the delegates to dialogue with, learn from and share ideas on how best to address human trafficking in their respective communities. In April, the Council hosted a delegation of three from the Philippines; in October, the Council hosted a delegation of six from Bangladesh.

## 2023 DORA Sunset Review

Pursuant to § 2-3-1203 of the Colorado Revised Statutes, the Department of Regulatory Agencies (DORA) must complete an advisory board review of the Council and submit its findings to the General Assembly since the Council is set to sunset (i.e., come to an end), per statute, on September 1, 2024. At the June meeting, DCJ staff provided members with a draft of a document it prepared for DORA to assist in its review. Specifically, DORA asked for the following information:

- The names of current members of the Council.

- All revenues from expenditures, including Council expenses, per diem paid to members and any travel expenses.
- The dates Council meetings were held and the number of members attending each meeting.
- List of all advisory proposals made by the Council, together with an indication as to whether each proposal has been acted on, implemented or enacted into statute.
- The reasons why the Council should be continued.

As part of the Council's sunset review discussion, various members of the Council were interested in (1) whether the Council should continue and (2) which stakeholders and representatives should be on the Council. At the Council's May 2023 meeting, there was overwhelming consensus by membership to continue the Council, and numerous reasons were cited for its continuation. In addition, the Council also recommended adding a healthcare representative to Council membership to be appointed by the governor or his or her designee.

DORA completed its advisory board review process of the Council and, on October 13, 2023, submitted its findings to the Colorado General Assembly, Office of Legislative Legal Services. Based on its review, DORA recommended that the General Assembly should continue the Human Trafficking Council.<sup>2</sup> To read the full report from DORA, visit its archive of reviews available on the DORA website (<https://coprrr.colorado.gov/archive-of-reviews>).

## **This Is Human Trafficking: Campaign Efforts**

The primary funding for the Council's *This Is Human Trafficking* campaign came to an end on December 31, 2022. The Council initiated its work on a statewide awareness and outreach campaign in 2017 and launched the *This Is Human Trafficking* campaign into the statewide media market in November 2020. After two successful years of large-scale paid media, the work of the statewide campaign shifted gears to focus on grassroots community outreach efforts. This new focus was launched in conjunction with the Colorado Human Trafficking Awareness Month and the National Human Trafficking Prevention Month that take place in January.

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<sup>2</sup> "2023 Sunset Review: Colorado Human Trafficking Council," Colorado Department of Regulatory Agencies, Office of Policy, Research & Regulatory Reform (Denver, CO), accessed October 25, 2023, <https://coprrr.colorado.gov/archive-of-reviews>.

## National Human Trafficking Prevention Month and Colorado Human Trafficking Awareness Month

Every year since 2010, the United States president has dedicated January to raising awareness about human trafficking and educating the public on how to identify and prevent this crime. Starting in 2022, Colorado began following suit when the governor proclaimed January as Colorado Human Trafficking Awareness Month. The campaign used January as a catalyst to elevate the issue of human trafficking through a number of targeted activities and partnerships:

- The month started off with a proclamation signed by Governor Jared Polis declaring January 2023 as Colorado Human Trafficking Awareness Month. The governor also posted a video address on social media.
- A statewide press release was sent out announcing Human Trafficking Awareness Month and promoting the Council’s ongoing effort to raise awareness with a focused message that “*Anyone* can be a victim.”
- The PR push for Colorado Human Trafficking Awareness Month resulted in 164 critical mentions by media outlets across the state and more than 10 media interviews, including with 9News and Denver Channel 7 with DCJ’s Human Trafficking Program Manager, Maria Trujillo and Council Chair, Christian Gardner-Wood.
- The campaign team partnered with Fox 21 in Colorado Springs to feature a monthlong focus on human trafficking. The station aired *This Is Human Trafficking Campaign* commercials all month and hosted a one-hour segment with a panel of subject matter experts, including Maria Trujillo.
- State agencies including the Colorado Department of Public Safety, the Colorado Department of Human Services, the Colorado Department of Transportation, the



*WHEREAS, the state of Colorado is creating a culture that does not tolerate human trafficking with an awareness and outreach campaign during January, coinciding with the National Month of Slavery and Human Trafficking Prevention established in 2010; and*

*WHEREAS, human trafficking in Colorado is difficult to identify because it is often a hidden crime, and victims may not correlate their circumstances as trafficking and or are afraid to reach out for help; and*

*WHEREAS, human trafficking can't be identified by looking for any one type of person but rather by potential risk factors; and*

*WHEREAS, social and cultural inequalities and circumstances put some populations at higher risk, including but not limited to people of color, foreign nationals, undocumented immigrants, people with disabilities, LGBTQIA+, and youth involved in child welfare and or the juvenile justice system; and*

*WHEREAS, human traffickers often target people who appear vulnerable to exploitation; and*

*WHEREAS, there are many contributive and interrelated factors that can leave someone vulnerable such as poverty, housing insecurity, an unstable living environment, addiction or substance use, lack of support from family, friends or lack of access to services; and*

*WHEREAS, Colorado residents, including potential victims and survivors, can learn what to look for at [ThisIsHumanTrafficking.com](https://thisishumantrafficking.com), leave a tip, or be connected to services at Colorado's Human Trafficking Hotline 866-455-5075; and*

*WHEREAS, the 2023 Colorado Human Trafficking Awareness Month serves as a reminder that no matter the circumstances, human trafficking is a crime and never the fault of the victim or survivor and that there is help and support for those affected by such crimes;*

*THEREFORE, I, Jared Polis, Governor of the State of Colorado, hereby proclaim January 2023 as*

**COLORADO HUMAN TRAFFICKING MONTH**  
in the State of Colorado.

*GIVEN under my hand and the Executive Seal of the State of Colorado, this first day of January, 2023*

*Jared Polis*  
Jared Polis  
Governor



Colorado Office of Economic Development and International Trade and the Colorado Department of Public Health and Environment also partnered with the Council on the campaign. State agencies either participated in the campaign’s monthlong social media push or placed campaign outreach materials in such places as vaccine buses, rest stops, visitor centers or other locations in order to reach potential victims or witnesses of human trafficking.

- Partners involved in the campaign participated in a digital “Takeover Tuesday” each week of the month where they 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.

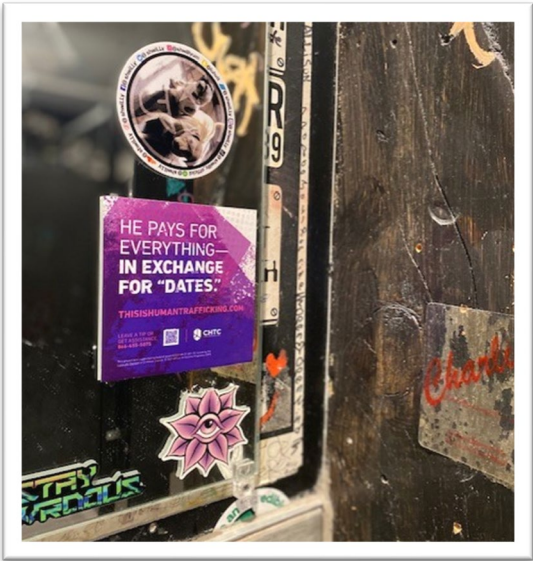


### “Street Teams”: Grassroots Community Outreach Effort

#### Final Outcomes

In the fall of 2022, the campaign team set out to compliment the broad-reach paid media in the market with a grassroots outreach effort. The team traveled to four strategic locations across the state (Durango, Burlington, Steamboat Springs and Buena Vista/Salida) to partner with

local businesses, encouraging them to post campaign materials in strategic locations (e.g., bathroom stalls, bathroom mirrors, the business’s front windows, etc.). Over 100 businesses participated in this effort. Due to the success of the field outreach, the campaign team sought to canvass the Denver metro area with campaign materials (posters, mirror/window clings, stickers, and coasters) in an effort to intensify awareness about human trafficking during Colorado Human Trafficking Awareness Month. To effectively canvass the large Denver metro area, the campaign team recruited volunteers to participate in the endeavor.



The campaign team hosted six trainings to educate volunteers on how to successfully conduct street outreach and engage businesses in participating. In total, 33 volunteers were trained and tasked with conducting street outreach during the first week of January. Volunteers not only covered the Denver metro area but also Boulder, Aspen, Grand Junction, Cortez, Gunnison and Pueblo. Not only were hundreds of businesses reached through this activity, but 9News and Denver Channel 7 also aired news stories about the team’s amazing effort to bring attention to the important issue of human trafficking. Even though the campaign no longer had grant funding to do broad-scale paid media for the *This Is Human Trafficking*, it still had a clear impact on the community. In 2023, community members across the state have continued to contact DCJ staff for campaign materials and have had an ongoing desire to raise awareness about the issue of human trafficking in their areas.



## 2023 Colorado Legislative Activities

The 2023 Colorado legislative session included passage of several human trafficking and human trafficking-related bills. The legislation that passed in 2023 focused on continuing the Council’s human trafficking prevention training as well as a number of important topics outlined below.

### Senate Bill 23-074: Sunset Modify Human Trafficking Prevention Training

Governor Polis signed SB 23-074 into law in April 2023, which allows for the continuation of the Council’s human trafficking prevention training until September 2030. The DCJ’s Human Trafficking Training and Technical Assistance Lead testified on the program’s efficacy, and the General Assembly voted not to sunset the training program.<sup>3</sup>

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<sup>3</sup> Sunset Modify Human Trafficking Prevention Training, SB23-074, 74<sup>th</sup> General Assembly, First Regular Session (2023), <https://leg.colorado.gov/bills/sb23-074>.

## Senate Bill 23-075: Deletion of Child's Name from Criminal Justice Records

This law requires that a child's name and identifying information be deleted from criminal justice records released to the public if the child was a victim of certain sexual offenses. SB23-075 was signed into law in May 2023.

## Senate Bill 23-231: Amend Fund to Allow Payment Overdue Wage Claims

This legislation amends the wage theft enforcement fund to allow the Division of Labor Standards and Statistics in the Department of Labor and Employment to disburse money in the wage theft enforcement fund to employees after an employer fails to make payments determined to be owed to the employees. SB23-231 was signed by the governor in April 2023.

## House Bill 23-1043: Emergency and Continued Placement with Relative or Kin

In March 2023, Governor Polis signed into law House Bill 23-1043, which concerns the safety of children and youth. The bill requires background checks of adults when a child or youth is placed in the home with kin, including relatives. As part of the law, if an adult or relative has been convicted of human trafficking for sexual servitude, the youth cannot be placed with them.

## House Bill 23-1278: Virtual Marriage or Civil Union License Procedures

This bill requires county clerks and recorders who permit parties to a proposed virtual marriage or civil union to complete a training on human trafficking developed by the Colorado Human Trafficking Council. HB23-1278 was signed into law by the governor in June 2023.

## House Bill 23-1283: Transfer Refugee Services to New Americans Office

Also signed into law in June was HB23-1283. It dictates the transfer of the Colorado refugee services program from the Department of Human Services to the Office of New Americans in the Department of Labor and Employment, which includes immigrant victims of trafficking.

In addition to all of the human trafficking-related bills passed in Colorado, significant national efforts were made to reauthorize the Trafficking Victims Protection Act of 2000. The Senate

passed the International Trafficking Victims Protection Reauthorization Act (TVPRA) of 2022 in December 2022, and it awaits action in the House of Representative. If signed into law, the International TVPRA of 2022 would enhance the critical programming, policy and funding that are essential to U.S. efforts to combat human trafficking.<sup>4</sup>

## Conclusion

The Council continues to be highlighted as a national leader and a model for other states in the anti-human trafficking field. DCJ staff had the opportunity to highlight the work of the Council at various meetings and events and to share best practices from the state. Colorado organizations also successfully obtained federal, state and private grant funding for service provision and for increasing awareness of all types of trafficking in the state. The Council had a busy year with the activities of the two task forces and the MDT Working Group. Each of these groups made significant contributions to the work of the Council in 2023. Additionally, DCJ staff demonstrated their leadership in the field by sharing promising practices, conducting trainings and providing technical assistance.

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<sup>4</sup> The International Trafficking Victims Protection Reauthorization Act of 2022, S.4171 (Washington, DC: United States 117<sup>th</sup> Congress, 2022), accessed November 27, 2023, <https://www.congress.gov/bill/117th-congress/senate-bill/4171>.





## SECTION 2

# Collecting Data on Human Trafficking in Colorado

### Introduction

One of the Colorado Human Trafficking Council's (the Council) legislative mandates<sup>5</sup> 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. Data cover the three-year period of 2020, 2021 and 2022. 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.

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<sup>5</sup> Human trafficking council – Act of 2014, C.R.S. § 18-3-505(4)(g) (2014).

# 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 1 through September 30, while Colorado law enforcement data reflect the calendar year (CY) of January 1 through December 31.

### Federal Activities

The total number of Department of Justice (DOJ) investigations increased from FFY 2021 to FFY 2022. In FFY 2022, DOJ opened 668 human trafficking investigations, up from 599<sup>6</sup> in FFY 2021.<sup>7</sup> Of those 668 investigations, 613 were classified as sex trafficking investigations and 55 were classified as labor trafficking investigations.<sup>8</sup> For a comparison, in FFY 2021, DOJ oversaw 573 sex trafficking and 26 labor trafficking investigations.<sup>9</sup> 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. 26).

Year	Total DOJ Investigations
2020	663
2021	599
2022	668

Data source: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2021, 2022 and 2023).

<sup>6</sup> The 2023 *Trafficking in Persons Report* corrected the FY 2021 data for human trafficking investigations from 603 to 599.

<sup>7</sup> U.S. Department of State, *2023 Trafficking in Persons Report: United States*, accessed September 13, 2023, <https://www.state.gov/reports/2023-trafficking-in-persons-report/united-states>.

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

Tables 2 and 3 include data from the FBI’s Child Exploitation and Human Trafficking Task Force (CEHTTF) activities for CY 2020–2022. 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 2022, the CEHTTF consisted of officers, agents, victim specialists, child forensic interviewers and analysts from the FBI, the Denver and Lakewood Police Departments, the Colorado State Patrol, the sheriff’s departments of Arapahoe and Douglas Counties, and investigators from the 17<sup>th</sup> and 18<sup>th</sup> Judicial District Attorney’s Office.

As illustrated in Table 2, the number of investigations the CEHTTF opened decreased from CY 2021 to CY 2022. Over the three-year period, most of the investigations the CEHTTF opened were for sex trafficking, and the majority of those cases involved minor victims.

<b>Table 2: FBI Investigations and Arrests CY 2020–2022</b>			
<b>Year</b>	<b>Investigations Opened</b>	<b>Investigations (breakdown by type of trafficking)</b>	<b>Investigations (breakdown by age of victim)</b>
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
2022	28	25 sex trafficking 2 labor trafficking 1 both sex and labor trafficking	Sex trafficking investigations: 10 cases with minor victims; 10 cases with adult victims; 2 cases with adult and minor victims; 3 cases with no victims identified Labor trafficking investigations: 2 cases with adult victims Investigations with both sex trafficking and labor trafficking: 1 case with adult victims

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

As illustrated in Table 3, the CEHTTF had a sharp increase in the number of juvenile and adult recoveries. The majority of juvenile recoveries from CY 2020 to CY 2022 were for female

victims, though a sharp increase in male victims happened in CY 2022. From CY 2021 to CY 2022, the number of arrests decreased, and the majority were for crimes against adults, unlike in CY 2021.

Year	Juvenile Recoveries (breakdown by type of trafficking)	Juvenile Recoveries (breakdown by gender)	Adult Recoveries (breakdown by type of trafficking)	Arrests <sup>i</sup>	Arrests (breakdown by age of the victim)
2020	31 (all sex trafficking)	27 females 4 males	42: 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 females 1 male	14: 10 sex trafficking; 3 labor trafficking; 1 both sex and labor trafficking	35 (all sex trafficking)	32 for crimes against minors; 3 for crimes against adults
2022	39 (all sex trafficking)	31 females 8 males	35: 27 sex trafficking; 8 labor trafficking	23: 22 sex trafficking; 1 both sex and labor trafficking	8 for crimes against minors; 12 for crimes against adults; 1 for crimes against both adults and minors; 2 for crimes with restricted information

<sup>i</sup> Arrest data from January 1, 2020, to September 30, 2022, 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. Starting October 1, 2022, the law enforcement performance measure was reworded, resulting in reporting all arrests made in human trafficking cases, even if the arrests were not for human trafficking-related charges.

### 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 1,373 human trafficking investigations in FFY 2022, an increase from 1,111 in FFY 2021. Of the 1,373 investigations, six were “individuals and entities that may be benefiting from goods produced using forced labor overseas.”<sup>10</sup> In Colorado, HSI reported an increased number of human

<sup>10</sup> U.S. Department of State, *2023 Trafficking in Persons Report: United States*, accessed September 13, 2023, <https://www.state.gov/reports/2023-trafficking-in-persons-report/united-states>.

trafficking investigations, from 19 in FFY 2021 to 41 in FFY 2022. The number of investigations for sex trafficking increased from 17 in FFY 2021 to 38 in FY 2022. The number of labor trafficking investigations increased from two in FY 2021 to three in FY 2022. In FFY 2022, HSI Colorado made 59 arrests for sex trafficking and none for labor trafficking. HSI-led cases resulted in 13 convictions for sex trafficking during the same 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 28.

<b>Table 4: HSI National and Colorado-Based Investigations, FFY 2020–2022</b>		
<b>Year</b>	<b>National Data (investigations involving potential human trafficking)</b>	<b>Colorado Data (Colorado-based HSI investigations officially recorded as human trafficking-related)</b>
2020	947	13: 9 sex trafficking; 4 labor trafficking
2021	1,111	19: 17 sex trafficking; 2 labor trafficking
2022	1,373	41: 38 sex trafficking; 3 labor trafficking

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2021, 2022 and 2023). Colorado data were obtained from the HSI Denver field office.

### *Federal Criminal Case Filings*

In FFY 2022, the USAO, District of Colorado, reported one human trafficking indictment using one of the federal human trafficking statutes.<sup>11</sup> These statutes were not used in FFY 2020 or FFY 2021 indictments.

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<sup>11</sup> Victims of Trafficking and Violence Protection Act of 2000, 18 U.S. Codes § 1581-1597 (2000).

## Civil Cases

Table 5 shows civil cases in Colorado that were filed during CY 2020–2022; still ongoing at the end of CY 2022; or closed, settled or with a judgement during CY 2020–2022. One civil case was filed in CY 2022, involving sex trafficking. The case was ongoing as of December 2023.

<b>Table 5: Civil Cases Filed, Ongoing or with Judgements, CY 2020–2022</b>			
Case Name	Date Filed	Type	Outcome
Agbo v. MCB Clinical Research Centers	July 2019	Labor Trafficking	Settled (August 2020)
Gilbert v. United States Olympic Committee	May 2018	Labor and Sex Trafficking	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 (no trial date; updated 12/19/23)
Sarah Tafoya v. Mario Martha	November 2021	Labor Trafficking	Dismissed (voluntary with prejudice) 11/1/23
Stanley v. Estep	March 2022	Non-commercial Sexual Servitude	Ongoing (updated 12/19/23)

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.<sup>12</sup> These incidents were reported to the Colorado Bureau of Investigations’ (CBI) National Incident-Based Reporting System (NIBRS), which in turn verifies the data with local law enforcement agencies and submits it to the FBI.<sup>13</sup> Starting with the data for CY 2020, these data were accessed through the Colorado Crime Statistics website.<sup>14</sup>

<sup>12</sup> An incident is defined for NIBRS reporting purposes as one or more offenses committed by the same offender, or a group of offenders acting in concert, at the same time and place. “Acting in concert” requires that the offenders actually commit or assist in the commission of the crime(s).

<sup>13</sup> Unless otherwise indicated, the reporting period for state and local law enforcement activities is January 1 to December 31, 2022.

<sup>14</sup> “Colorado Crime Statistics,” Colorado Bureau of Investigation, accessed August 16, 2023, <https://coloradocrimestats.state.co.us/tops/>.

### *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.<sup>15</sup> Tables 6 and 7 include data from CY 2020 to CY 2022, which were cross-referenced by DCJ staff with each jurisdiction confirming accuracy.

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<sup>15</sup> 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 2020–2022**

Jurisdiction by City or County	2020	2021	2022
Adams County Sheriff's Office	5	21	1
Aurora Police Department	2	6	5
Brighton Police Department		2	
Colorado Springs Police Department	12	20	14
Commerce City Police Department		4	
Denver Police Department	12	12	5
Douglas County Sheriff's Office	1		6
Fort Collins Police Department	2	1	1
Glendale Police Department			1
Grand Junction Police Department		1	2
Greeley Police Department	7	1	1
Jefferson County Sheriff's Office			2
Lafayette Police Department			3
Lakewood Police Department		6	1
Larimer County Sheriff's Office	1	4	
Louisville Police Department	1		1
Loveland Police Department		1	1
Northglenn Police Department			1
Parker Police Department			2
Steamboat Springs Police Department			1
Thornton Police Department			1
Westminster Police Department		1	0
Wheat Ridge Police Department		1	
<b>TOTAL</b>	<b>43</b>	<b>81</b>	<b>49</b>

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

**Table 7: Incidents of Human Trafficking—Involuntary Servitude, Colorado NIBRS Data, CY 2020–2022**

Jurisdiction by City or County	2020	2021	2022
Aurora Police Department	2		
Colorado Springs Police Department		3	6
Denver Police Department	5	2	2
Loveland Police Department		1	
<b>TOTAL</b>	<b>7</b>	<b>6</b>	<b>8</b>

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

Table 8 includes data on criminal interdictions<sup>16</sup> from CSP covering CY 2020–2022. No criminal interdictions for human trafficking occurred in CY 2021. CY 2020 and 2022 saw a high number of criminal interdictions, resulting from one traffic stop in CY 2020 conducted by CSP that intercepted the transportation of eight labor trafficking victims to Colorado<sup>17</sup> and one traffic stop in CY 2022 conducted by CSP that intercepted the transportation of nine labor trafficking victims to Colorado.<sup>18</sup>

**Table 8: Colorado State Patrol, Interdictions, CY 2020–2022**

Year	Number of Interdictions and Number of Victims Involved in the Incident
2020	11: 8 labor trafficking victims; 3 sex trafficking victims
2021	0
2022	11: 9 labor trafficking victims; 2 sex trafficking victims

<sup>16</sup> 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.

<sup>17</sup> Lindsey Roberts, e-mail message to DCJ, October 15, 2021.

<sup>18</sup> Lindsey Roberts, e-mail message to DCJ, September 26, 2023.

### *Enhanced Collaborative Model*

The ECM program “develop[s], expand[s], or strengthen[s] a multidisciplinary approach to fight human trafficking”<sup>19</sup> 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 (2<sup>nd</sup> 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 was 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 and continued until September 30, 2022. A second ECM grant was awarded, starting October 1, 2022. The 2022 ECM grant continues to support DATA task force development and continued operations of the human trafficking teams at the Denver DA’s Office and the APDC. The new grant features the addition of a Human Trafficking Housing Navigator and survivor engagement funds to fill gaps in the Denver response. Table 9 includes the number and type of cases filed and the number of victims identified from the Denver DA’s Office from FFY 2020 through FFY 2022.

<b>Table 9: ECM Grant: Denver District Attorney’s Office Cases, FFY 2020–2022</b>		
<b>Year</b>	<b>Cases Filed</b>	<b>Victims</b>
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)
FFY 2022 (Oct. 1, 2021–Sept. 30, 2022)	10: 3 sex trafficking; 1 labor trafficking; 6 both sex and labor trafficking	166: 11 minors (sex trafficking); 5 adults (sex trafficking); 150 adults (both sex and 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

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<sup>19</sup> “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>.

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 2021–2022.

<b>Table 10: ECM Grant: Denver District Attorney’s Office Investigations, FFY 2020–2022</b>		
Year	Proactive Investigations	Arrests
FFY 2020 (Oct. 1, 2019–Sept. 30, 2020)*	16: 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)
FFY 2022 (Oct. 1 2021–Sept. 30, 2022)	37: 25 sex trafficking; 9 labor trafficking; 3 both sex and labor trafficking	0

Data source: Denver District Attorney’s Office.

\*No arrest data are available for 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 for the same time period as the Denver DA’s Office.

<b>Table 11: ECM Grant: Denver Police Department Investigations, FFY 2020–2022</b>		
Year	Active Investigations	Arrests
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)
FFY 2022 (Oct. 1, 2021–Sept. 30, 2022)	62: 60 sex trafficking; 2 labor trafficking	7 (6 sex trafficking; 1 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 2020 to CY 2022. 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.

	2020	2021	2022	Totals
Statutes	# of Filings	# of Filings	# of Filings	# of Filings
Involuntary Servitude § 18-3-503 <sup>a</sup>	3	4	3	10
Sexual Servitude—Adult § 18-3-504	17	10	19	46
Sexual Servitude—Minor § 18-3-504(2)	14	14	20	48
<b>Total Filings (cases)</b>	<b>34 (21 total cases)</b>	<b>28 (20 total cases)</b>	<b>42 (28 total cases)</b>	<b>104 (69 total cases)</b>

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).

<sup>a</sup> 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 eight 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 and seven filings resulted in convictions for other charges.

As Table 12 demonstrates, the number of filings using the human trafficking statutes has increased from the prior two years, with 42 filings in 2022 compared to 34 filings in 2020 and 28 in 2021. Only 10 of the 104 filings (10%) from 2020 to 2022 were filings of involuntary servitude, the state’s criminal statute for labor trafficking. Of the 69 cases filed between 2020 and 2022, 43 cases, or 62%, were filed in the Denver metro area,<sup>20</sup> 16 cases (25%) were filed in the 4<sup>th</sup> Judicial District<sup>21</sup> and the remaining 10 cases (14%) were filed as follows: 5<sup>th</sup> Judicial District,<sup>22</sup> 3 cases; 6<sup>th</sup> Judicial District,<sup>23</sup> 2 cases; 13<sup>th</sup> Judicial District,<sup>24</sup> 2 cases; and 20<sup>th</sup> Judicial District,<sup>25</sup> 2 cases.

<sup>20</sup> Denver metro area jurisdictions include the 1<sup>st</sup>, 2<sup>nd</sup>, 17<sup>th</sup> and 18<sup>th</sup> Judicial Districts.

<sup>21</sup> The 4<sup>th</sup> Judicial District includes El Paso and Teller Counties.

<sup>22</sup> The 5<sup>th</sup> Judicial District includes Eagle County.

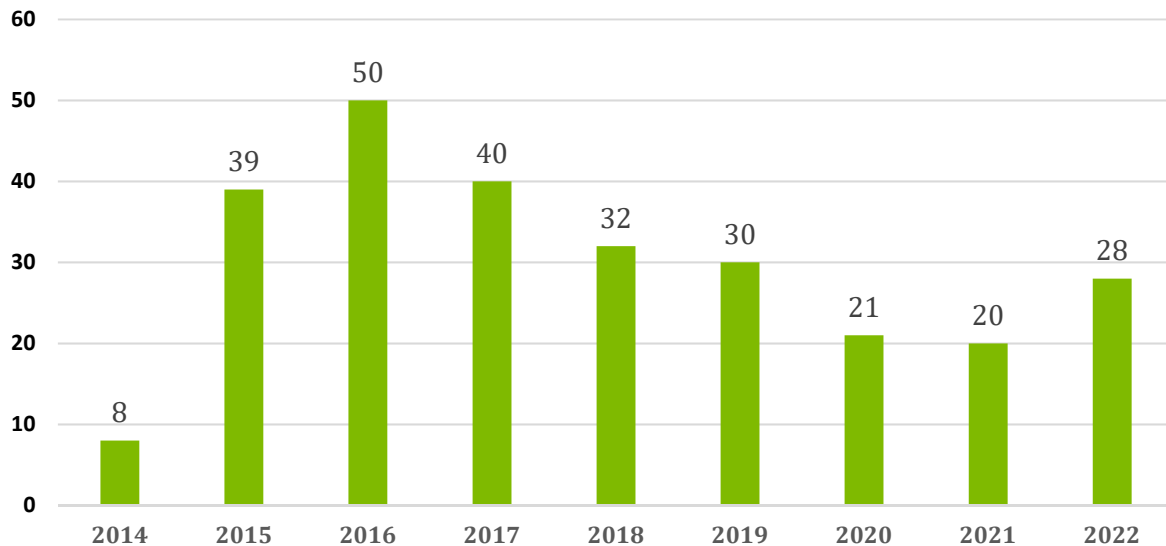
<sup>23</sup> The 6<sup>th</sup> Judicial District includes LaPlata and Archuleta Counties.

<sup>24</sup> The 13<sup>th</sup> Judicial District includes Logan, Sedgwick, Phillips, Morgan, Washington, Yuma and Kit Carson Counties.

<sup>25</sup> The 20<sup>th</sup> Judicial District includes Boulder County.

As Figure 1 shows, 268 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 had gradually declined until 2022. The highest number of cases filed using one of the human trafficking statutes remains in 2016, with 50 cases filed.

**Figure 1: State Judicial Cases with Filings of the Human Trafficking Statutes, CY 2014–2022**



As Figure 2 shows, there have been 54 cases with convictions for human trafficking since the new human trafficking statutes went into effect in July 2014. Of those convictions, only 7% of cases (four) with human trafficking convictions were for human trafficking for involuntary servitude (§ 18-3-503). The remaining 50 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 2014–2022**

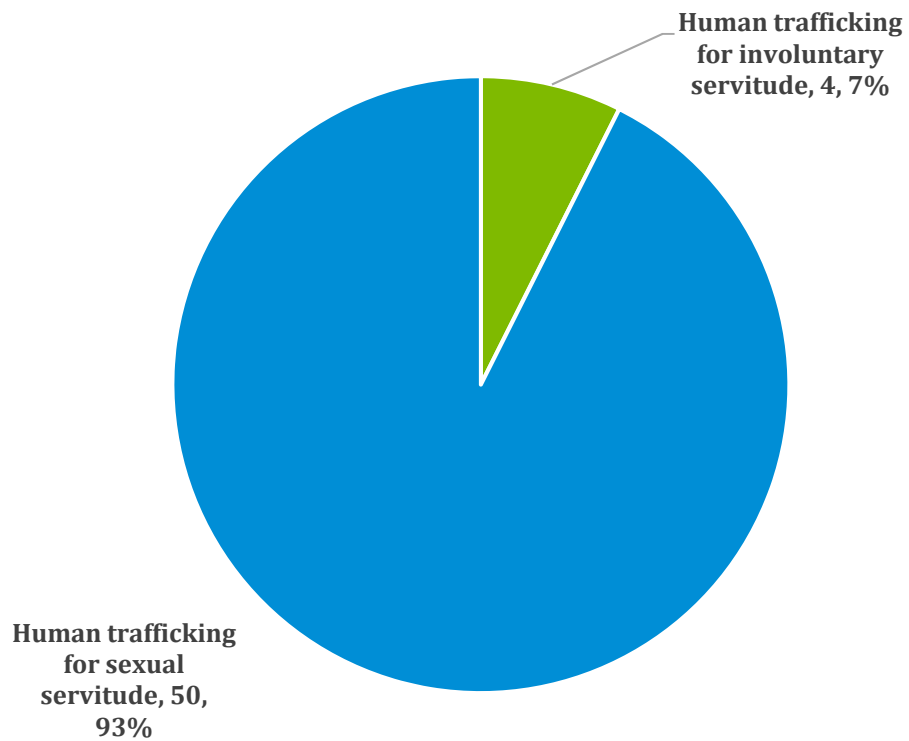
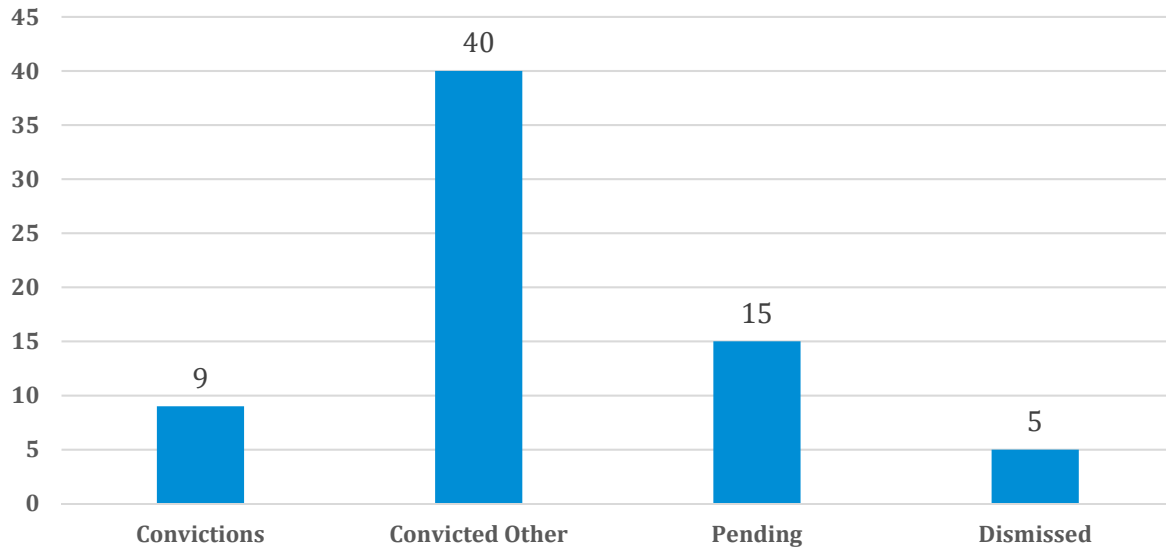


Figure 3 provides a breakdown of how the 69 human trafficking cases from CY 2020 to CY 2022 were resolved. Nine cases resulted in a human trafficking conviction. The majority of cases (40) involving a charge of human trafficking resulted in the defendant’s conviction on other charges. Five cases involving a human trafficking filing were dismissed, and the outcomes of 15 cases were still pending at the writing of this report.

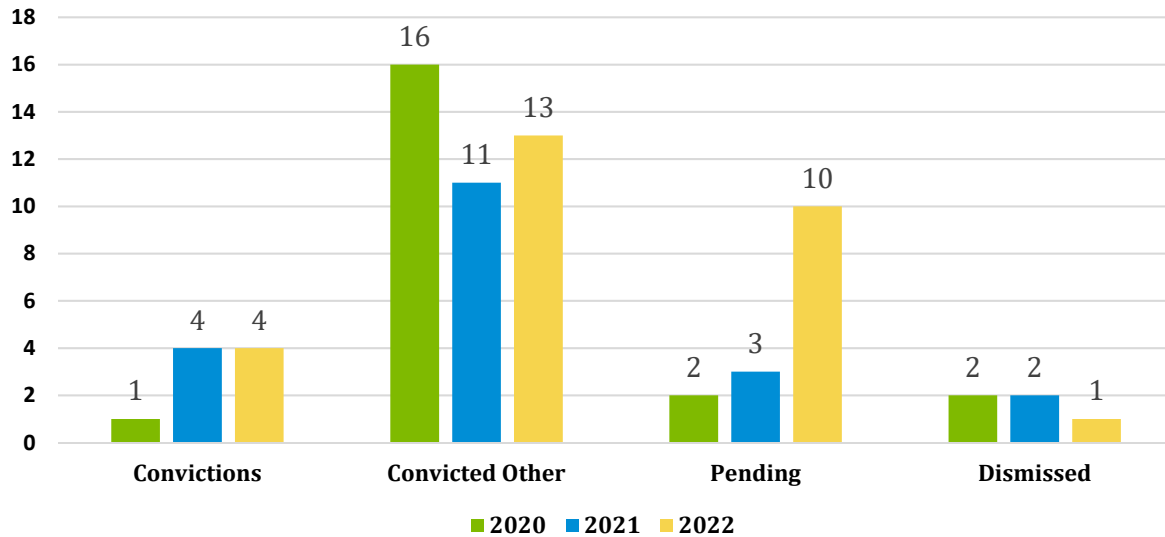
**Figure 3: Dispositions for Cases Involving a Human Trafficking Charge, CY 2020–2022**



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 14, 2023, by 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 2022 (10) were still pending at the writing of this report. For more information on cases under the "convicted other" category, see pp. 35-36.

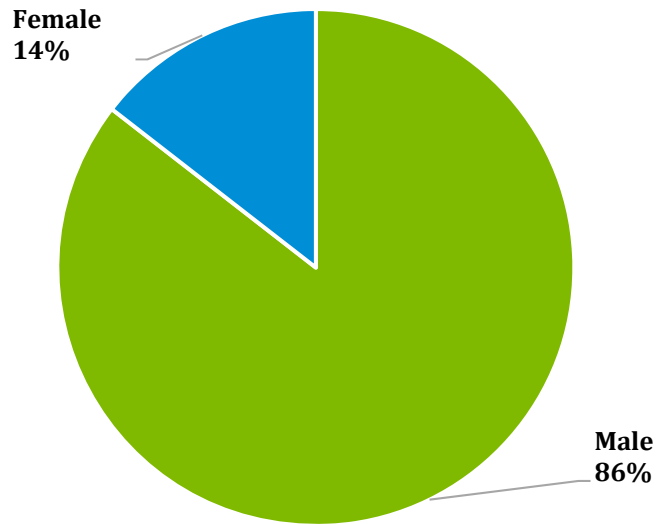
**Figure 4: Dispositions for Cases Involving a Human Trafficking Charge, Breakdown by Type of Disposition for Each Year, CY 2020–2022**



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 14, 2023, by the DCJ staff.

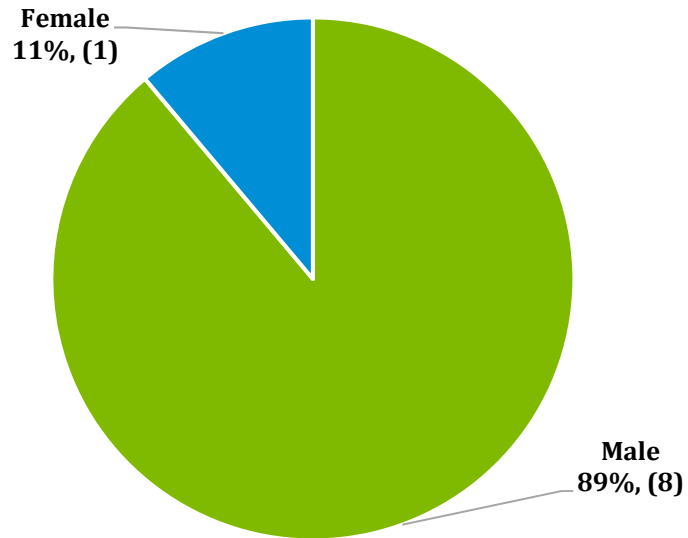
Figure 5 provides the gender breakdown of those charged with human trafficking over the three-year period. The vast majority of individuals charged with human trafficking identified as male (86%), while 14% identified as female. Figure 6 depicts the gender breakdown of those convicted with human trafficking during the period; eight were male and one was female. 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 2020–2022**



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 14, 2023.

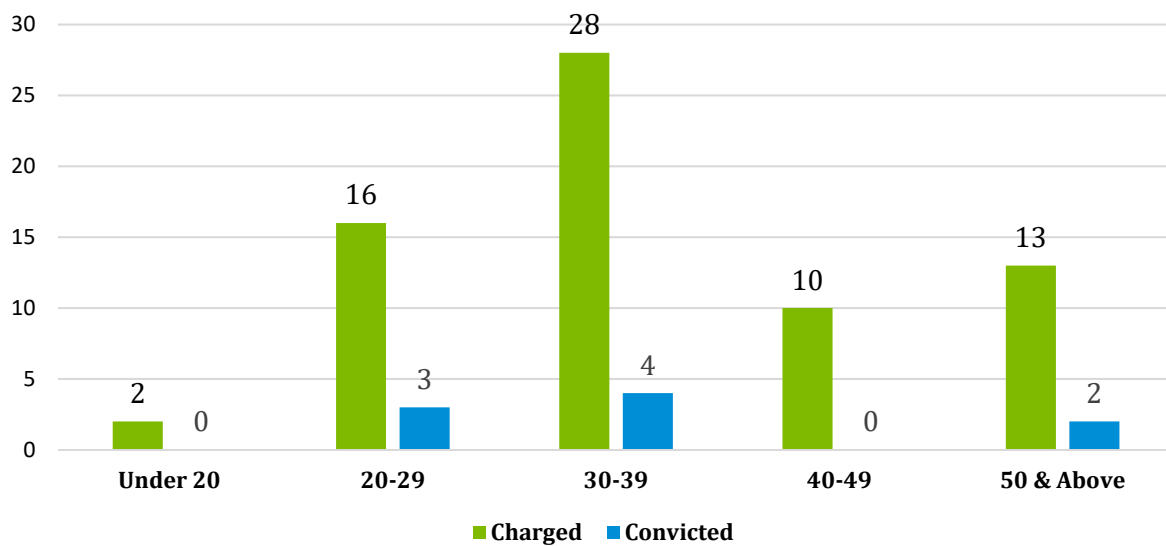
**Figure 6: Breakdown of Those Convicted with Human Trafficking by Gender, CY 2020–2022**



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 14, 2023.

Figure 7 represents the age of those charged with and convicted of human trafficking from CY 2020 to CY 2022. The highest concentration of defendants charged with as well as convicted of human trafficking was the 30-to-39-year-old cohort. The 20-to-29-year-old cohort was second highest, with 16 charges and three convictions. Prior 2020, the highest concentration of defendants charged with and convicted of human trafficking was the 20-to-29-year-old cohort, as reported in the Council’s previous annual reports.

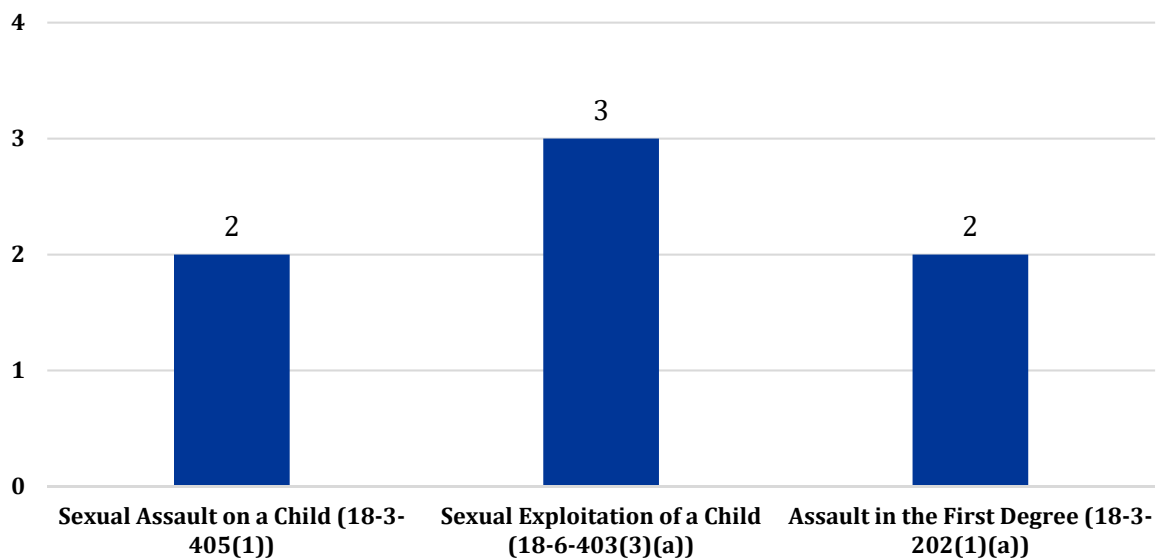
**Figure 7: Defendants Charged with/Convicted of Human Trafficking by Age at Offense, CY 2020–2022**



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 14, 2023.

For those who were found guilty of human trafficking, the Council also considered what other charges they were convicted on. Figure 8 features the top three ancillary charges that human traffickers were convicted of in addition to human trafficking. This figure is limited to the nine criminal cases in which a conviction of sexual servitude was reached during CY 2020 to CY 2022, as there were no convictions of involuntary servitude in this timeframe. As is demonstrated in the figure, the top three ancillary charges on which defendants were convicted were sexual exploitation of a child, sexual assault on a child and assault in the first degree.

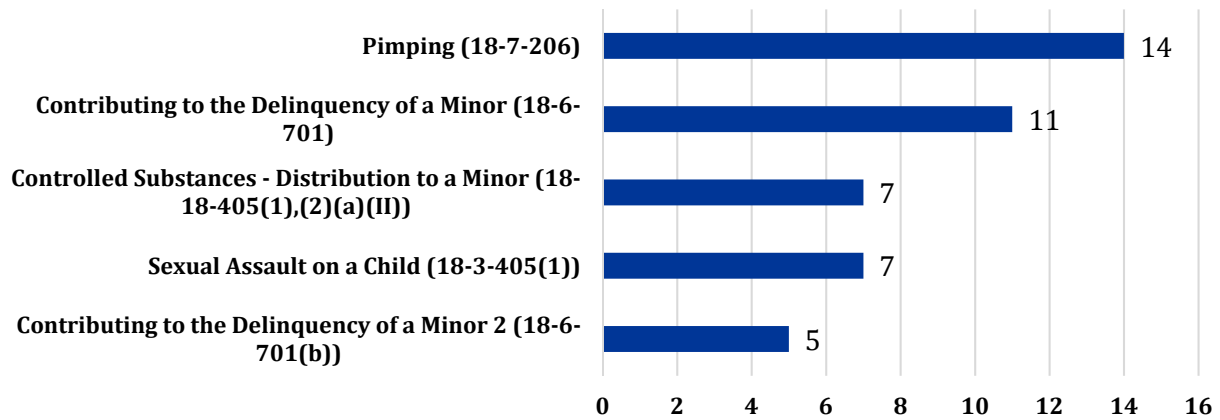
**Figure 8: Top Three Ancillary Charges on Which Defendants Convicted of Human Trafficking Were Also Convicted, CY 2020–2022**



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 14, 2023.

Additionally, the Council evaluated the cases where the defendant was originally charged with human trafficking but convicted on other charges. In previous years, the Council received data on only certain charges. Beginning this year, the Council broadened its analysis to all charges. This resulted in one charge not previously captured that rose to the top convictions: controlled substances- distribution to a minor. In these cases, as noted in Figure 9, the top five charges on which defendants were convicted include pimping, contributing to the delinquency of a minor, controlled substances – distribution to a minor, sexual assault on a child, and contributing to the delinquency of a minor 2.

**Figure 9: Top Five Convictions for Defendants Charged with a Human Trafficking Crime but Convicted on Other Related Charges, CY 2020–2022**



Data source: The Colorado Judicial Branch’s ICON information management system via the CJASS. These data were obtained on December 14, 2023.

Finally, the Council evaluated the sentencing outcomes for those convicted of human trafficking since the inception of the 2014 statutes.<sup>26</sup> Of the 54 cases involving a human trafficking conviction between calendar years 2014 and 2022, four defendants were sentenced to probation, while 50 received a Department of Corrections (prison) sentence. 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 27 years, and the median sentence is 15 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 9.17 years.<sup>27</sup> The average sentences for individuals who received both a prison sentence and a probation sentence are 16.67 years in prison and 13.33 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.

<sup>26</sup> These data were obtained from the Colorado Judicial Branch’s ICON information management system via the CJASS on November 7, 2023.

<sup>27</sup> 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.

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 DOJ because those service providers collect and report data 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. As in FFY 2021, the data supplied by the service providers for FFY 2022 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 victims.<sup>28</sup> These include “grant funding to strengthen prevention, assist with victim identification, and provide services to survivors of human trafficking throughout the United States” administered by multiple offices within the Department of Health and Human Services.<sup>29</sup> 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,

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<sup>28</sup> The Council uses the term “victim” in this subsection, as this is the legal term used by federal funders. The term is otherwise used sparingly, as there has been a general shift in verbiage nationally toward more empowerment-focused language such as “survivors.”

<sup>29</sup> “Federal Funding,” U.S. Department of State, accessed November 28, 2023, <https://www.state.gov/humantrafficking-federal-funding/#:~:text=The%20Department%20of%20Health%20and,trafficking%20throughout%20the%20United%20States>.

- Increasing Legal Access to Victims of Crime Program,
- 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.<sup>30</sup>

A breakdown of victims served by new and open cases and by immigration status for clients served nationally through OVC grants in FFY 2020 and FFY 2021 and for the period of July 1, 2022, to June 30, 2023, is not available this year. DOJ reported that “comprehensive data from grantees on the total number of clients served in FFY 2021 were unavailable” due to DOJ’s transitioning of its performance measurement data collection systems, continuing into FFY 2022.<sup>31</sup> For reference, the FFY reporting period is October 1 through September 30.

At the national level, in FFY 2022, DOJ provided \$67 million for 82 awards to support victim assistance programs across the country.<sup>32</sup> This funding amount is an increase from FY 2021, when DOJ provided \$60 million for 85 grants.

Over the past several years, as OVC funding has increased and Colorado organizations have successfully obtained these funds, Colorado’s service provision and responses to human trafficking have expanded. During FFY 2022, six nonprofits in Colorado implemented OVC grants for housing and direct or comprehensive services to human trafficking survivors; one of these organizations had an active grant award from OVC during this period but was no longer operating at the time of this report writing. Data from five of these organizations are available in this report. The numbers in the data collected do not represent unique clients, as some individuals were served by many organizations. Due to the nature of this duplication in client data, limited analysis can be done to draw conclusions regarding trends.

Figure 10 below includes the breakdown of victims served in Colorado during FFY 2022 for five of Colorado’s OVC-funded programs with award funding that commenced before or in FFY

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<sup>30</sup> “Human Trafficking: Grants & Funding,” Office for Victims of Crime, last modified July 20, 2023, accessed November 6, 2023, <https://ovc.ojp.gov/program/human-trafficking/grants-funding>.

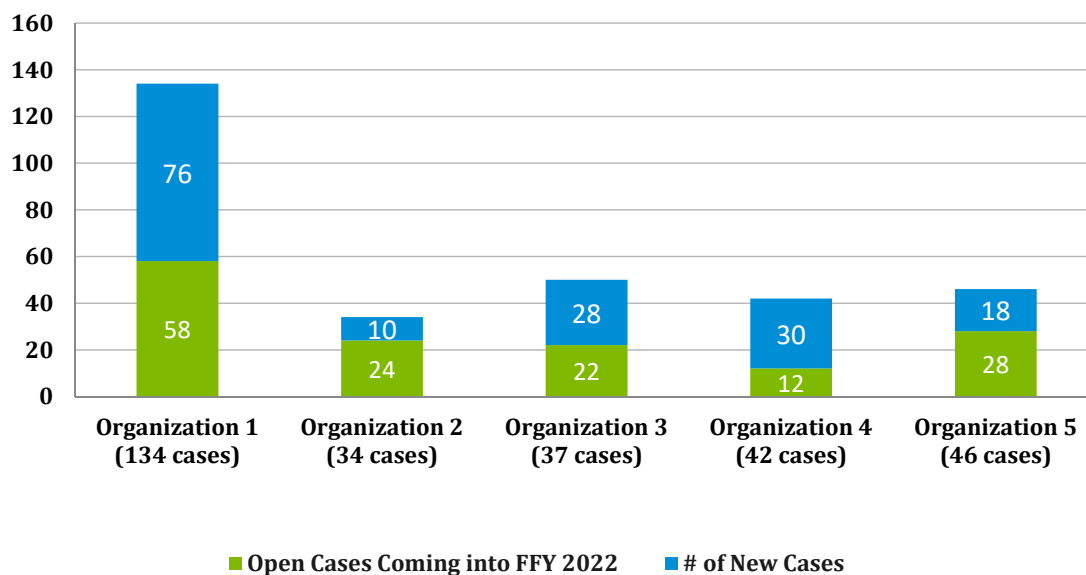
<sup>31</sup> U.S. Department of State, *2023 Trafficking in Persons Report: United States*, accessed September 13, 2023, <https://www.state.gov/reports/2023-trafficking-in-persons-report/united-states>.

<sup>32</sup> U.S. Department of State, *2022 Trafficking in Persons Report*, p. 577.

2022. FFY 2022 represents the data range of October 1, 2021, to September 30, 2022. These OVC-funded programs included legal services, case management, housing 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 Housing Assistance Grants for Victims of Human Trafficking.

Open cases coming into FFY 2022 refer to individuals whose cases were opened prior to October 1, 2021, but whom the organization was still serving in FFY 2022. New cases refer to individuals whose cases were opened between October 1, 2021, and September 30, 2022.

**Figure 10: OVC-Funded Programs, Numbers of Victims Served, FFY 2022**



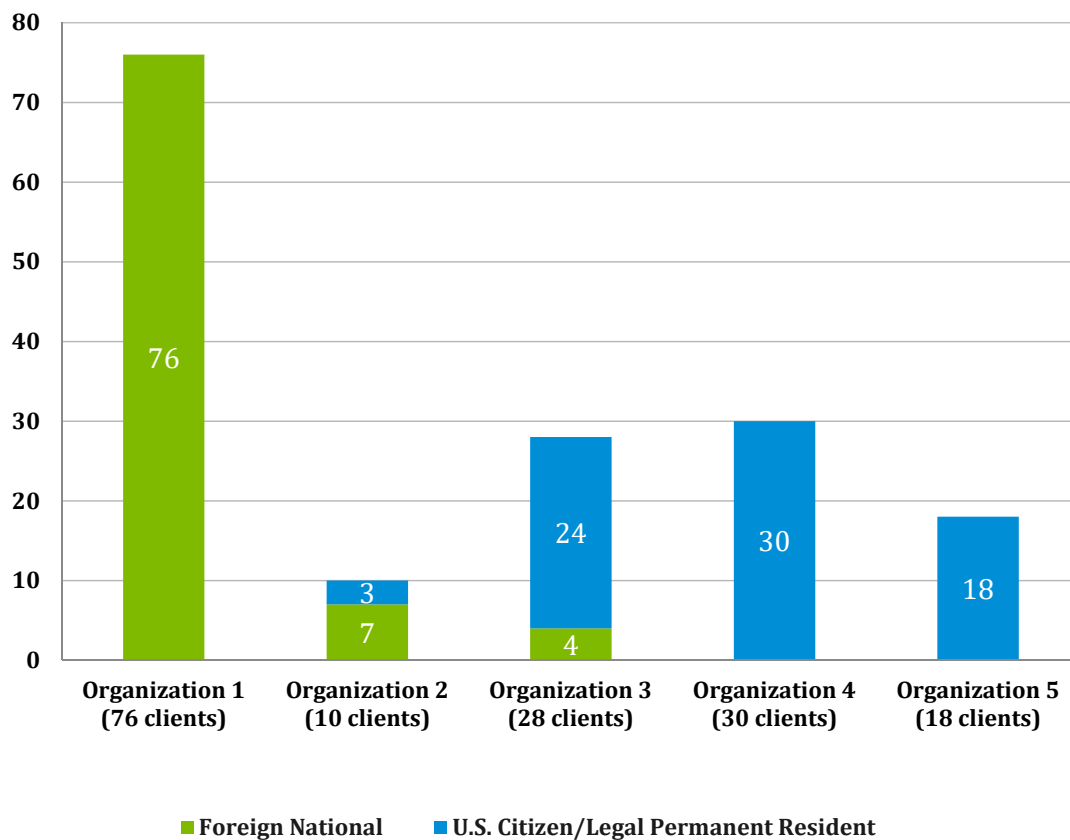
Data source: Colorado data were obtained from three Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

The data from Figure 10 for the five OVC-funded service providers are further broken down in Figures 11, 12 and 13. 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 to be specific to each grant type and also changed the performance measures it collects. As a result, in this year’s report, the Council is only reporting on FFY 2022 to align reporting requirements for each grant for descriptive comparison.

Figure 11 illustrates the immigration status of new Colorado OVC clients for FFY 2022, Figure 12 provides the new Colorado OVC client breakdown by gender for FFY 2022, and Figure 13 represents the distribution by type of human trafficking case for all clients in FFY 2022.

In FFY 2022, two OVC grantees supported more U.S. citizens/legal permanent residents than foreign national clients, while the other three OVC grantees reported providing services to more foreign nationals than U.S. citizens/legal permanent residents.<sup>33</sup> 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 graph.

**Figure 11: Distribution of New Colorado OVC Clients by Immigration Status, FFY 2022**

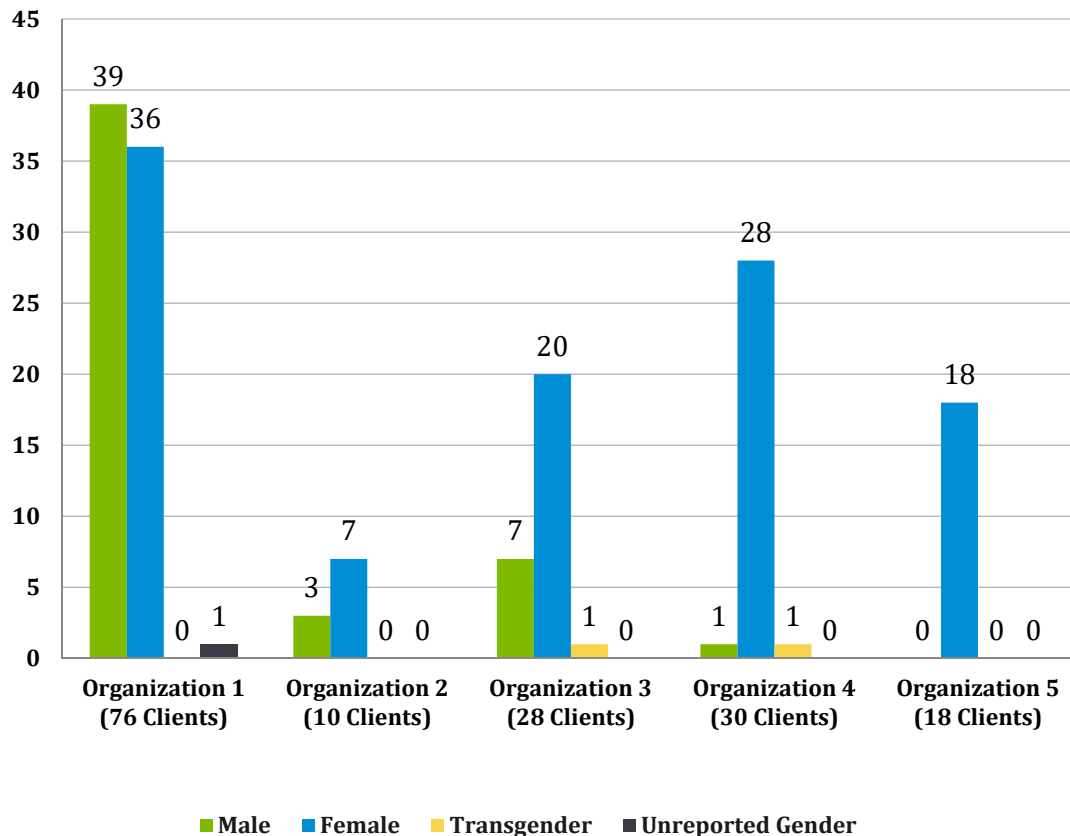


Data source: Colorado data were obtained from five Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

<sup>33</sup> The numbers reported do not represent unique victims served, as some individuals were served by multiple organizations.

During FFY 2022, Organization 1 reported providing services to more male clients than female clients, and the other four organizations reported serving more female than male clients. For FFY 2022, both Organization 3 and Organization 4 provided services to transgender clients. Because the data in Figure 12 do not represent unique clients, the Council could not clearly characterize trends related to clients' gender.

**Figure 12: Gender Breakdown of New Colorado OVC Clients, FFY 2022**



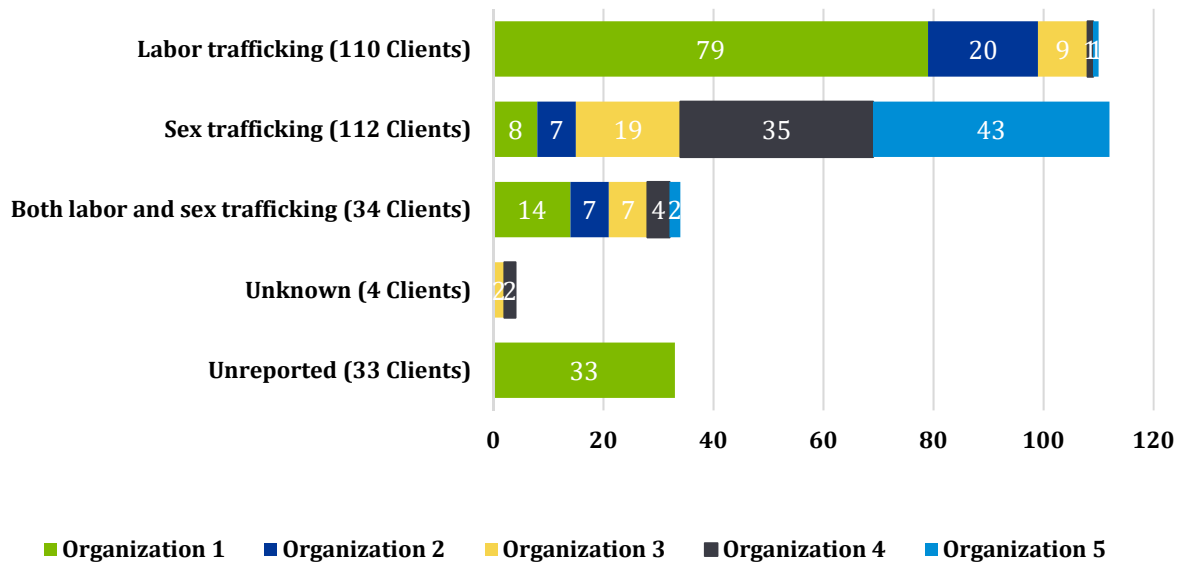
Data source: Colorado data were obtained from four Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

As Figure 13 reflects, two Colorado OVC grantees reported assisting more clients who experienced labor trafficking than clients who experienced sex trafficking<sup>34</sup> during FFY 2022 (for known types of trafficking). The other three Colorado OVC grantees reported serving more survivors of sex trafficking than survivors of labor trafficking. Organizations 3 and 4 reported several clients whose trafficking type was unknown. These data demonstrate that, among

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

Colorado OVC grantees, no clear trend exists in the type of trafficking experienced by survivors in Colorado.

**Figure 13: Distribution of Colorado OVC Clients by Type of Case, FFY 2022**



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

## Identifying Human Trafficking of Children and 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.<sup>35</sup> 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 defined in Family First; a program designed for pregnant or parenting youth; a

<sup>35</sup> 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>.

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.”<sup>36</sup>

CDHS finalized 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.”<sup>37</sup> 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.”<sup>38</sup> CDHS opted to have all counties use a uniform tool, the Colorado High-Risk Victim Identification Tool (HRV Tool), to meet this aspect of the law. The provisions of this law went into effect on January 1, 2017.<sup>39</sup>

Senate Bill 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<sup>40</sup> involving a minor. This law went into effect

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<sup>36</sup> Ibid.

<sup>37</sup> Action upon report of intrafamilial, institutional, or third-party abuse - investigations - child protection team - rules - report, C.R.S. § 19-3-308(4)(c).

<sup>38</sup> Concerning Child Abuse Involving Human Trafficking of Minors Act of 2016, HB16-1224 (2016).

<sup>39</sup> Ibid.

<sup>40</sup> 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](https://drive.google.com/file/d/1Xg2sl1qSd_2XiVPIDubCw76X6dNjLdVR/view).

on January 1, 2020, and CDHS added data collection capabilities to its Trails<sup>41</sup> database. In 2021, CDHS finalized new rules and guidance<sup>42</sup> for county departments of human services to address labor trafficking of minors. *Department of Human Services: Social Services Rules (Volume 7)* was updated to show labor trafficking data included in all human trafficking, rather than sex versus labor trafficking, as a technical fix. 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 data on labor trafficking of minors starting in 2021.

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

CDHS received 405 referrals of child abuse and/or neglect that referenced sex or labor trafficking in CY 2022, an increase from 325 referrals in CY 2021 and 354 referrals in CY 2020. Of these, 362 were referrals to sex trafficking, 32 were to labor trafficking, and 11 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 neglect, staff screen the initial information to determine jurisdiction and whether a preponderance of evidence<sup>43</sup> exists for counties to further assess.

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<sup>41</sup> Colorado Department of Human Services – Child Welfare Database.

<sup>42</sup> 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>.

<sup>43</sup> "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](https://www.courts.state.co.us/userfiles/file/Court_Probation/Supreme_Court/Committees/Civil_Jury_Instructions_Committee/2021/Chapter%203.pdf).

Each referral is sent to the relevant county's child welfare division or human services agency, where it is reviewed by a supervisor. A "RED team,"<sup>44</sup> a cross section of the agency's workers and supervisors, review some referrals from the previous day. Based on the RED team's evaluation and legal criteria, a referral is accepted for assessment or screened out.

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

- **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."<sup>45</sup>
- **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."<sup>46</sup>
- **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."<sup>47</sup>
- **FAR:** "Family Assessment Response (FAR)" means the differential response track established for low and moderate risk situations where no finding of abuse and/or neglect is made."<sup>48</sup>
- **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

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<sup>44</sup> 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>.

<sup>45</sup> Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*, last edited October 15, 2023, p. 8.

<sup>46</sup> *Ibid.*, p. 15.

<sup>47</sup> *Ibid.*, p. 9.

<sup>48</sup> *Ibid.*, p. 7.

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 to 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.

- **Unable to Locate:** "The alleged victim child(ren) or youth in conflict are not located or do not reside in the State of Colorado; The referral lacks sufficient information to locate the alleged victim child(ren) or youth in conflict."<sup>49</sup>

Of the 405 referrals flagged with a concern related to sex or labor trafficking of a minor in CY 2022, 34% (137 referrals) were "screened in," or met the criteria for assessment.<sup>50</sup> This is an increase from CY 2021, when 29% of referrals were screened in. In CY 2022, the child welfare divisions of county human services departments accepted 167 referrals for assessment. (Some of the referrals came in during the previous year, which is why this number exceeds 137, the number screened in from referrals in CY 2022.) The 167 referrals for assessment represent an increase from 118 assessments accepted at the county level in CY 2021. CDHS defines an "assessment"<sup>51</sup> as "the work conducted by a case worker to engage the family and the community to gather information to identify the safety, risks, needs and strengths of a child, youth, family, and community to determine the actions needed." The term "assessment" is interchangeable with the term "investigation."<sup>52</sup> 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 13 depicts the overall findings for these assessments in CY 2021–2022. Lack of finding and

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<sup>49</sup> Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Referral and Assessment*, last edited July 1, 2023, p. 11.

<sup>50</sup> "Screened in" and "accepted for assessment" mean the same thing and are used interchangeably.

<sup>51</sup> Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*, last edited October 16, 2023, p. 3.

<sup>52</sup> "'Assessment' and 'investigation,' as used in C.R.S § 19-3-308 - 19-3-308.5, 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*, last edited October 16, 2023, p. 3.

unsubstantiated outcomes do not preclude a situation from moving forward in some way, including judicial cases. In CY 2022, of the 167 sex or labor trafficking referrals that were accepted for assessment, 30 were substantiated (founded) for child abuse or neglect, not necessarily human trafficking; five were closed with no findings; 110 were not substantiated; and 19 were determined to have an alternative response, referred to as FAR.<sup>53</sup>

<b>Table 13: Outcome of Assessments with an Allegation of Sex Trafficking or Labor Trafficking of a Minor, CY 2020–2022</b>			
Assessment Overall Finding	2020*	2021	2022
Founded	23	26	30
Unfounded	106	73	110
FAR	9	10	19
Closed—No Findings	24	9	5
Pending	1	0	3
<b>TOTAL</b>	<b>163</b>	<b>118</b>	<b>167</b>

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 allegations<sup>54</sup> 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 in Table 13 that are referrals of child abuse and/or neglect that CDHS originally received with an initial concern of sex or labor trafficking. It is important to note that these assessments in Table 13 were investigated specifically for allegations of sex or labor trafficking.

In CY 2022, 91 assessments identified multiple forms of abuse/neglect that include an allegation of sex or labor trafficking, an increase from 78 investigations that had at least one allegation of sex or labor trafficking in CY 2021.

<sup>53</sup> 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).

<sup>54</sup> An allegation is a claim made by a reporting party that an instance of child abuse or neglect has occurred.

In CY 2022, 84% 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 91 clients, 38% (35) identified ethnically as Latino/a. The race data provided for CY 2022 indicate that 73% (66) of clients identified as White, 12% (11) identified as Black/African American and the remaining 15% (14) were categorized as other.<sup>55 56</sup>

Table 14 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.<sup>57</sup>

<b>Table 14: Source of Report for Allegation of Minor Sex Trafficking or Labor Trafficking, CY 2022</b>		
Reporter Type (sex trafficking assessments only)	Assessment Count	%
School Related	19	21%
Law Enforcement	17	19%
Health/Behavioral Staff	14	15%
State/County Staff	11	12%
Other	30	33%
<b>TOTAL</b>	<b>91</b>	<b>100%</b>

Data source: Colorado Department of Human Services.

CDHS data also indicate that the majority of assessments (95%) took place in the 11 large counties in Colorado.<sup>58</sup>

Table 15 presents the outcomes of assessments that have at least one allegation of sex or labor trafficking from CY 2020–2022. In CY 2022, 16 assessments (18%) with at least one allegation of sex or labor trafficking were determined to be founded, a decrease from 17 assessments (21%) determined to be founded in CY 2021. 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

<sup>55</sup> Data source: Colorado Department of Human Services.

<sup>56</sup> CDHS will provide data on a distinct category when the category has an official minimum count of 11. If a category has a count fewer than 11, it will be grouped into “other.”

<sup>57</sup> Ibid.

<sup>58</sup> A list of counties by size category is available in Appendix 1 on p. 114.

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 18 assessments determined to be founded, 16 were founded for sex trafficking and two were founded for labor trafficking.

Trafficking Allegation Finding	2020	2021	2022
Founded (all founded for sex trafficking)	9	17	16
Unfounded (including unable to locate)	61	31	46
FAR, PA4, Inconclusive	19	30	29
<b>TOTAL</b>	<b>89</b>	<b>78</b>	<b>91</b>

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 or 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.”<sup>59</sup> To address the children and 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 and youth identified as high risk and develop individualized plans to address those concerns. In CY 2022, CDHS recorded 102 total uses of the screening tool, involving 82 unique clients. This

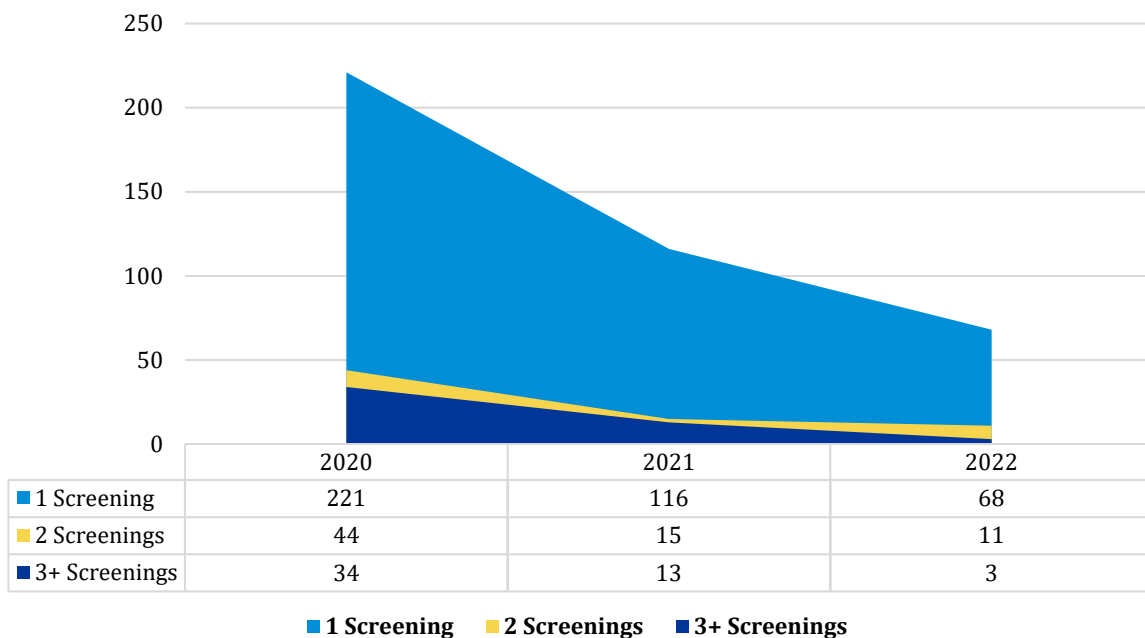
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<sup>59</sup> “HRV Tool,” Denver Anti-Trafficking Alliance, 2022, December 19, 2023, <https://www.denveralliance.org/hrv-tool>.

figure is a significant decrease from CY 2021, which saw 212 uses of the screening tool, involving 144 unique clients. It should be noted that these figures do not 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. Figure 14 provides a breakdown of how many times unique clients were screened using the HRV Tool from CY 2020 to CY 2022. As the table indicates, in CY 2022, 83% (68) of clients were screened with the tool once, 13% (11) were screened with the tool twice and 4% (3) were screened with the tool three times.

**Figure 14: HRV Tool Count per Client, CY 2020–2022**



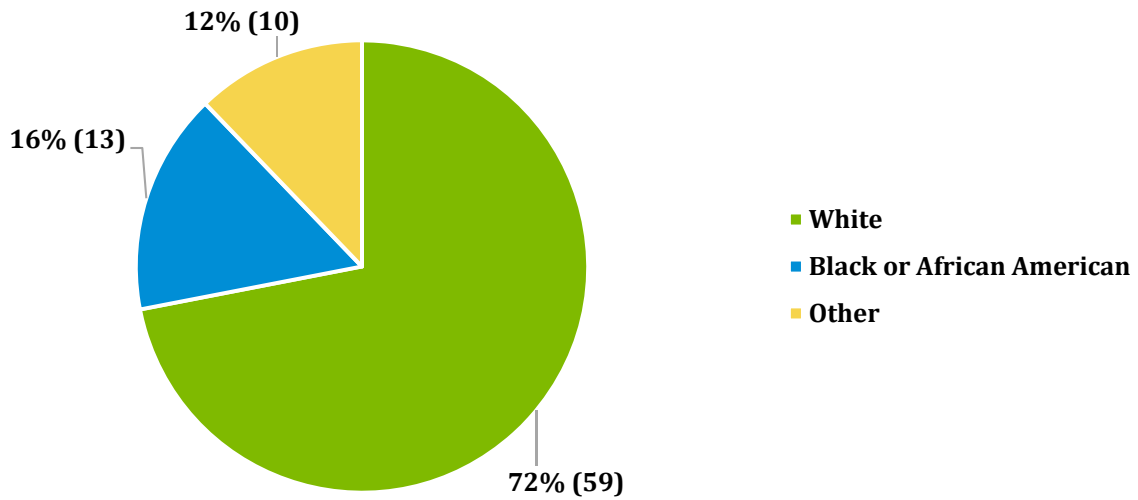
Data source: Colorado Department of Human Services.

Figure 15 below provides a breakdown of the HRV Tool’s implementation by race of the children and youth within Colorado’s child welfare system. As the data show, the largest group of those screened using the HRV Tool were White, at 59 (or 72%); followed by Black or African American, at 13 (or 16%); and then other,<sup>60</sup> at 10 (or 12%). As previously noted, CDHS collects race and ethnicity data separately. Figure 16 includes a breakdown of the HRV Tool’s

<sup>60</sup> CDHS will provide data on a distinct category when the category has an official minimum count of 11. If a category has a count fewer than 11, it will be grouped into “other.”

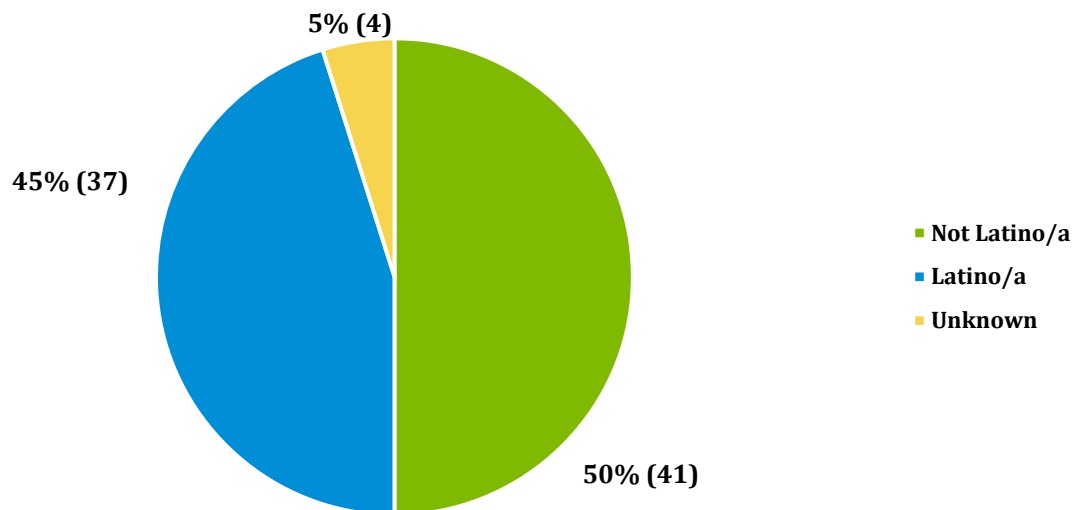
implementation by ethnicity of the children and youth within Colorado’s child welfare system. Of the 82 clients screened, 37 clients (45%) identified as Latino/a.

**Figure 15: Breakdown by Race of Children and Youth Screened with the HRV Tool, CY 2022**



Data source: Colorado Department of Human Services.

**Figure 16: Breakdown by Ethnicity of Children and Youth Screened with the HRV Tool, CY 2022**

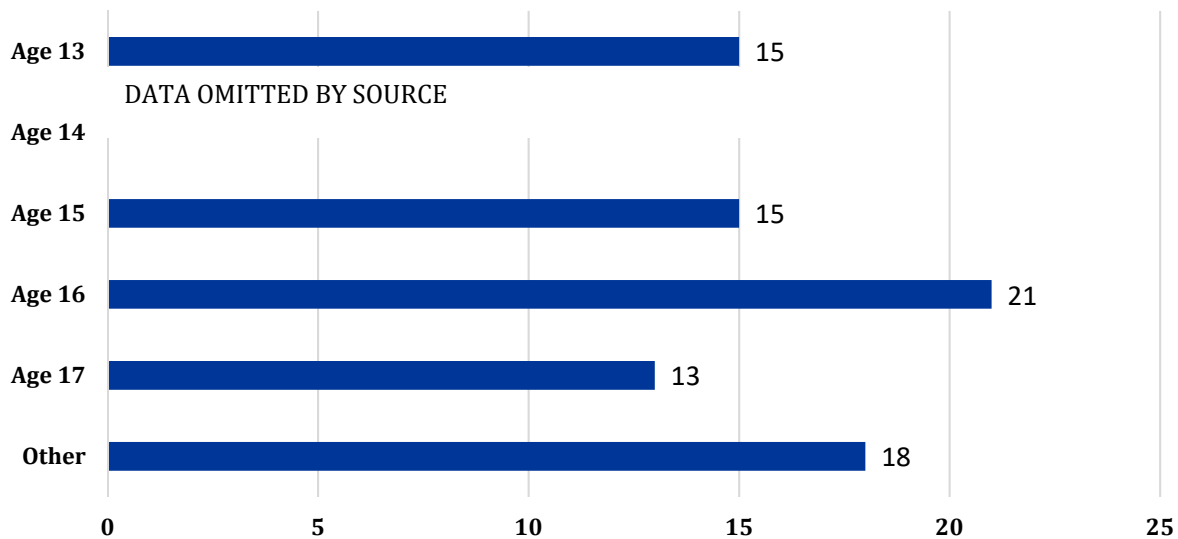


Data source: Colorado Department of Human Services.

In CY 2022, for the second year in a row, more female children and youth were screened than male. In the three years prior to this streak, the gender breakdown of children and youth who were screened with the HRV Tool has remained consistently even. In CY 2022, 52 children and youth screened were female (63%) and 30 were male (37%).

Figure 17 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.”<sup>61</sup> As Figure 17 shows, the vast majority of those who were screened with the HRV Tool were ages 13, 15 and 16. Under certain circumstances, the DCW may maintain custody and/or work with youth between the ages of 18 and 21.<sup>62</sup> County workers are required to screen these youth for trafficking using the HRV Tool if they meet the criteria outlined on page 49. However, this information is not explicitly included in Figure 17.

**Figure 17: Breakdown by Age of Children and Youth Screened with the HRV Tool, CY 2022**



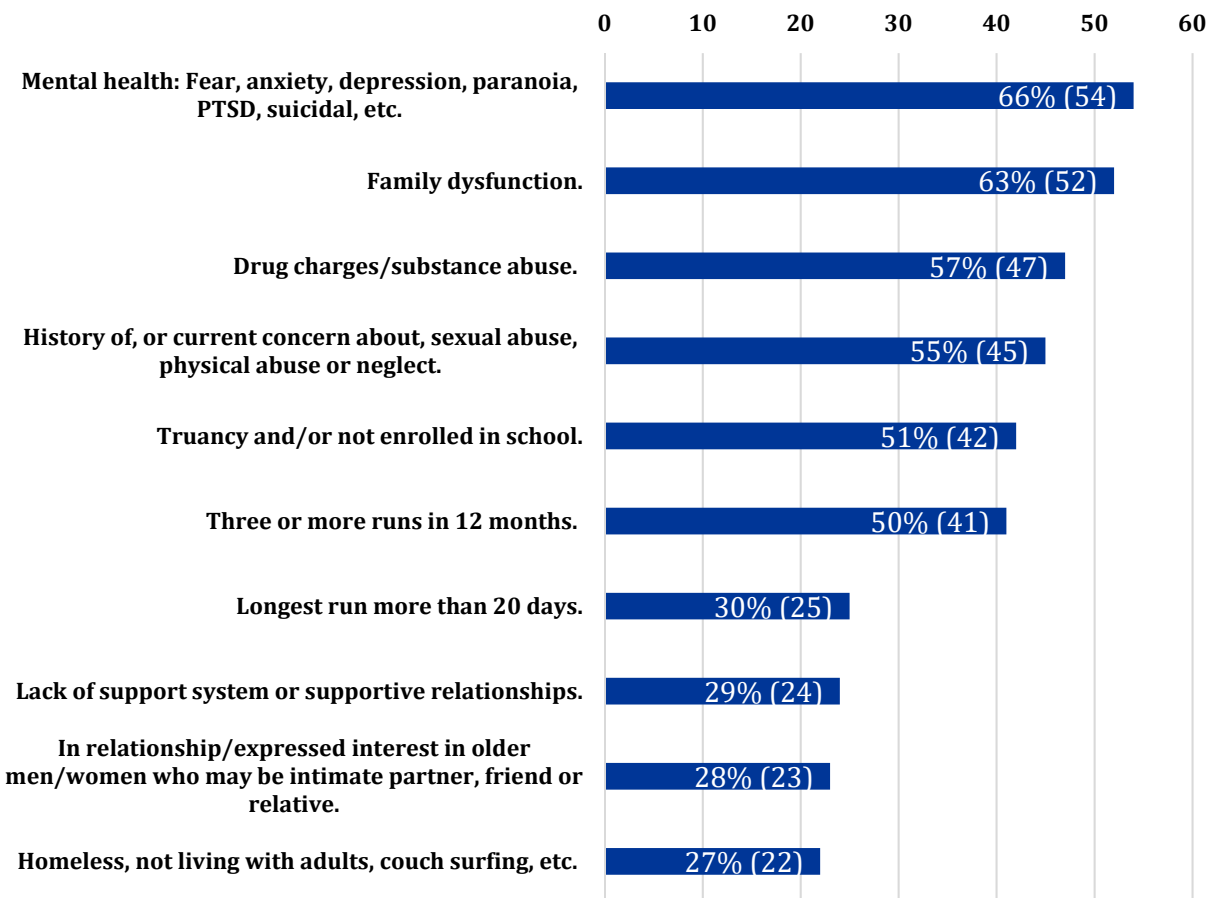
Data source: Colorado Department of Human Services. The count for age 14 was less than the minimum count of 11 that is required for a dedicated category, so the data were grouped into “other.”

<sup>61</sup> CDHS will provide data on a distinct category when the category has an official minimum count of 11. If a category has a count fewer than 11, it will be grouped up into “other.”

<sup>62</sup> 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 18 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, 82 unique clients were screened. In an analysis of the top risk factors in CY 2022, the top risk factor identified in first unique screenings for human trafficking continued to be mental health concerns.

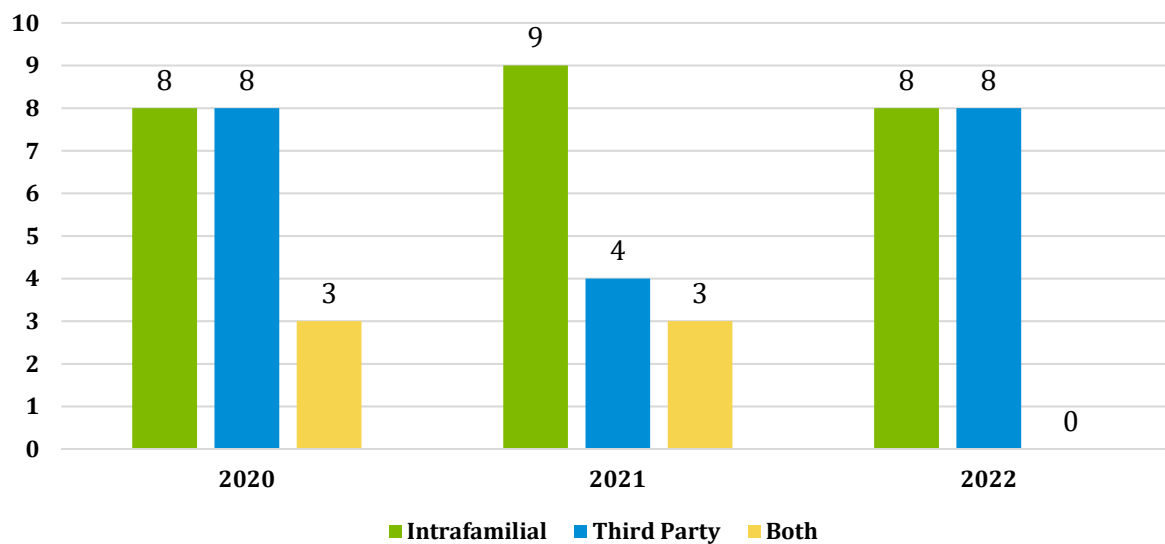
**Figure 18: Top 10 Risk Factors Identified Using the HRV Tool, % of First Unique Screenings that Indicated Presence of Risk, CY 2022**



Data source: Colorado Department of Human Services.

For the third 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, allowing for comparison from CY 2020 to CY 2022 in Figure 19 for sex trafficking and Figure 20 for labor trafficking. CDHS places perpetrators into three categories: intrafamilial,<sup>63</sup> third party<sup>64</sup> and both. In CY 2022, for assessments with a referral of sex trafficking, seven of the child abuse and neglect substantiated assessments were intrafamilial abusers, one was a case of intrafamilial neglect, and eight were third-party abusers. It is important to note that these assessments were substantiated for child abuse or neglect, which could or could not have been for a founded allegation of sex trafficking. This indicates that for CY 2022, assessments that were substantiated with an initial referral reason of sex trafficking were equal parts intrafamilial and third-party perpetrators.

**Figure 19: Perpetrators of Child Abuse and Neglect with a Referral of Sex Trafficking, CY 2020–2022**



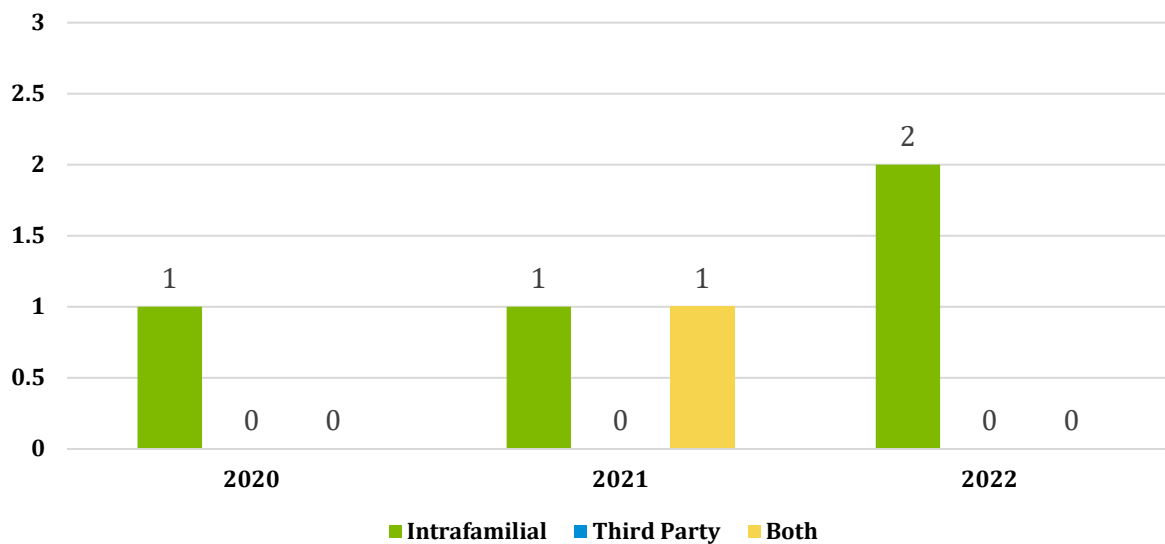
Data source: Colorado Department of Human Services.

<sup>63</sup> “Intrafamilial abuse and/or neglect” means any case of abuse and/or neglect, as defined in C.R.S § 19-1-103(1) and 19-3-102(1) and (2), 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*, last edited October 16, 2023, p. 10.

<sup>64</sup> “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. *Ibid.*, p. 15.

In CY 2022, two assessments were substantiated for a referral reason of labor trafficking—both were intrafamilial abuse. 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 2022, assessments that were substantiated with an initial referral reason of labor trafficking were primarily intrafamilial perpetrators, consistent with prior years.

**Figure 20: Perpetrators of Child Abuse and Neglect with a Referral of Labor Trafficking, CY 2020–2022**



Data source: Colorado Department of Human Services.

## Role of the Division of Youth Services in Identifying Human Trafficking of Children and 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 2022, DYS had a total number of 170<sup>65</sup> new commitments, a decrease from 171<sup>66</sup> new commitments in CY 2021 and 240<sup>67</sup> new commitments in CY 2020.

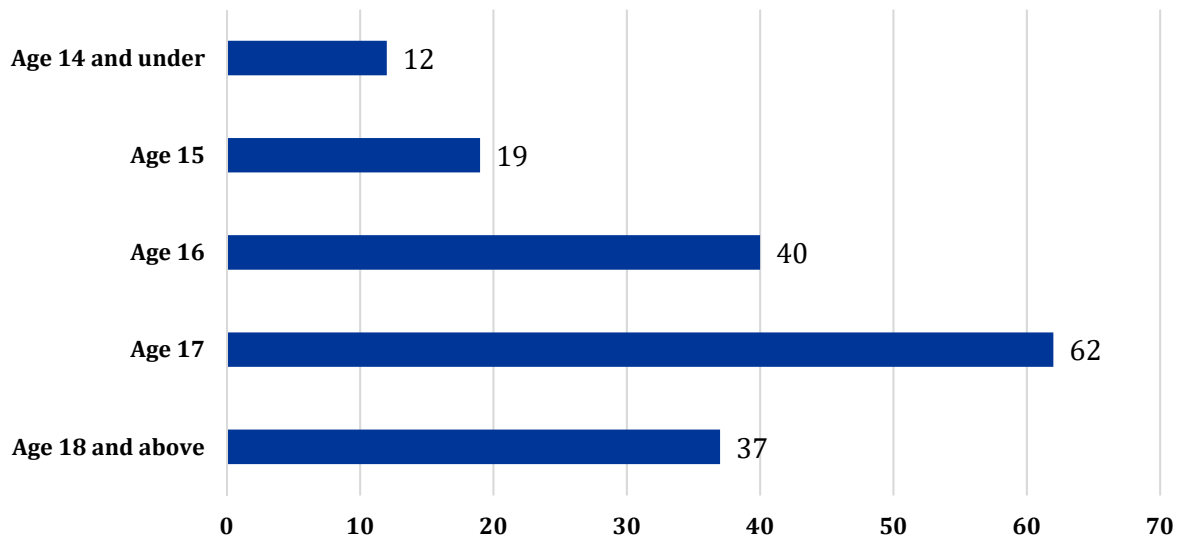
<sup>65</sup> Data source: Colorado Department of Human Services, Division of Youth Services.

<sup>66</sup> Ibid.

<sup>67</sup> Ibid.

As Figure 21 demonstrates, the majority of youth screened with the HRV Tool in CY 2022 by the DYS were 16 and 17 years of age, followed by age 18 and above. This age breakdown of youth screened is slightly older than trends from CY 2021 and CY 2020. The majority of youth screened with the HRV Tool identified as male. Of the 170 new commitments, 15 youth (8.8%) identified as female and 155 youth identified as male (91.2%). These gender breakdown percentages are also consistent with the data from CY 2020 and CY 2021.

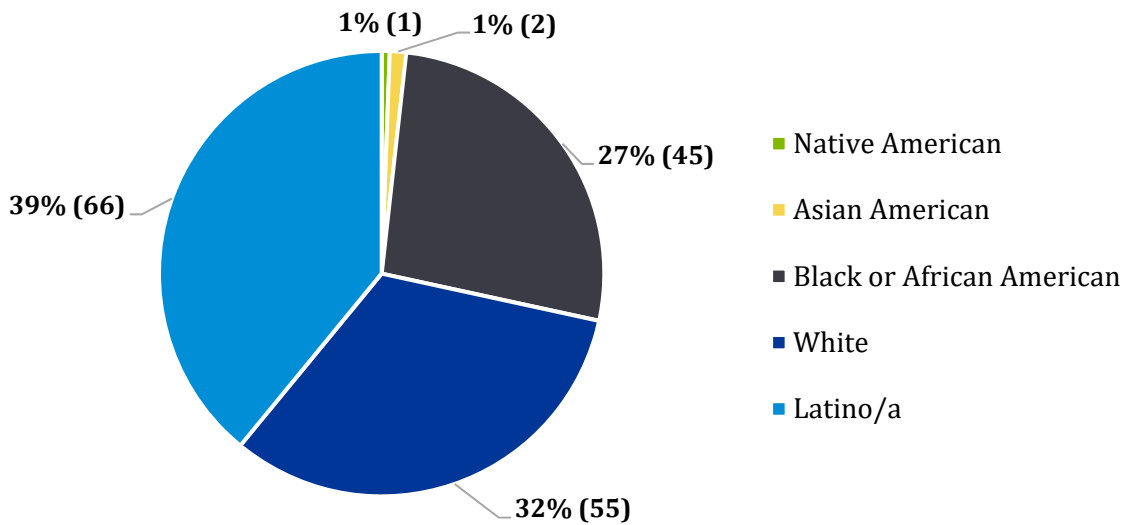
**Figure 21: Count by Age of Youth Screened with the HRV Tool by DYS, CY 2022**



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

As Figure 22 demonstrates, the majority of children and youth screened with the HRV Tool identified as Latino/a, White or Black/African American. Of the youth with whom DYS administered the tool, 66 (38.8%) identified as Latino/a, 55 (32.4%) identified as White, 45 (26.5%) identified as Black/African American, two (1.2%) identified as Asian American and one (0.6%) identified as Native American.

**Figure 22: Breakdown of Race/Ethnicity of Youth Screened with the HRV Tool by DYS, CY 2022**



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 signals it receives nationwide and for each individual state. The NHTH term “signals” includes phone calls, text messages, online chats, e-mails and online tip reports. NHTH reported a decrease in signals in CY 2022 with 28,054 contacts, down from 51,073 in CY 2021 (see Table 20). In CY 2022, the number of total contacts to NHTH involving Colorado decreased to 490 contacts, from 602 in CY 2021.

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.”<sup>68</sup> Additionally, NHTH clarifies that a case “is not an indication of law enforcement involvement in the situation.”<sup>69</sup> To prevent conflation of hotline and law enforcement cases, this report uses the term “situation of human trafficking” in lieu of “case” when referring to NHTH data.

<sup>68</sup> “National Statistics,” National Human Trafficking Hotline, Polaris (Washington, DC), accessed November 1, 2023, <https://humantraffickinghotline.org/states>.

<sup>69</sup> Ibid.

Nationally, NHTH reported 9,088 situations of human trafficking in CY 2022, a decrease from 10,360 in CY 2021. In Colorado, NHTH reported 129 situations of human trafficking in CY 2022, a decrease from 150 in CY 2021. Consistent with the trends reported over the past several years, the majority of situations of human trafficking reported to the NHTH at both the national and Colorado levels involved alleged sex trafficking.

Colorado's Human Trafficking Hotline is a state-level hotline administered by the Laboratory to Combat Human Trafficking (LCHT). In 2019, Colorado's Human Trafficking Hotline launched a text line to add text-messaging capabilities to the hotline. The text line operates between noon and midnight daily. Colorado's Human Trafficking Hotline saw an exponential increase in the number of texts received from CY 2021 to CY 2022. In CY 2022, the hotline received a total of 295 texts from 178 unique individuals. In CY 2021, it received 175 texts from 133 unique individuals. In both CY 2022 and CY 2021, the majority of unique texts involved indicators of sex trafficking.

Colorado's Human Trafficking Hotline reported an increase in calls and unique callers for CY 2022. In CY 2022, the hotline received 754 calls, an increase from 752 in CY 2021 and 575 in CY 2020. While there was only a slight increase in calls, the hotline had a substantial increase in the number of unique callers in CY 2022, with 655 unique callers, up from 598 in CY 2021 and 447 in CY 2020. In CY 2022, Colorado's Human Trafficking Hotline reported that 173 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.

**Table 16: Human Trafficking Hotline Call Data, CY 2020–2022**

National Human Trafficking Hotline						
	2020		2021		2022	
	National	Colorado	National	Colorado	National	Colorado
Total Number of Contacts <sup>i</sup>	51,667	625	51,073	602	28,054	490
Total Number of Situations of Human Trafficking Reported <sup>ii iii 70</sup>	<b>10,528</b> situations of HT reported, of which <b>7,631 ST</b> , <b>1,042 LT</b> , <b>339 both</b> and <b>1,516</b> not specified	<b>137</b> situations of HT reported, of which <b>102 ST</b> , <b>16 LT</b> , <b>8 both</b> and <b>11</b> not specified	<b>10,360</b> situations of HT reported, of which <b>7,499 ST</b> , <b>1,066 LT</b> , <b>400 both</b> , and <b>1,395</b> not specified	<b>150</b> situations of HT reported, of which <b>106 ST</b> , <b>20 LT</b> , <b>6 both</b> , and <b>18</b> not specified	<b>9,088</b> situations of HT reported, of which <b>5,989 ST</b> , <b>1,239 LT</b> , <b>596 both</b> , and <b>1,264</b> not specified	<b>129</b> situations of HT reported, of which <b>75 ST</b> , <b>28 LT</b> , <b>8 both</b> , and <b>18</b> not specified
Colorado's Human Trafficking Hotline <sup>71</sup>						
	2020		2021		2022	
	Colorado		Colorado		Colorado	
Total Number of Calls	575 (447 unique callers)		752 (598 unique callers)		754 (655 unique callers)	
Types of Human Trafficking Reported by Unique Callers <sup>iv</sup>	<b>156</b> involved indicators of sex trafficking, <b>21</b> involved indicators of labor trafficking and <b>12</b> indicated both		<b>168</b> involved indicators of sex trafficking, <b>20</b> involved indicators of labor trafficking, and <b>23</b> indicated both		<b>173</b> involved indicators of sex trafficking, <b>20</b> involved indicators of labor trafficking, and <b>23</b> indicated both	
Total Number of Texts	143 (94 unique individuals who texted)		180 (138 unique individuals who texted)		295 (178 unique individuals who texted)	
Types of Human Trafficking Reported by Unique Texts	<b>44</b> involved indicators of sex trafficking, <b>1</b> involved indicators of labor trafficking and <b>1</b> indicated both		<b>18</b> involved indicators of sex trafficking, <b>4</b> involved indicators of labor trafficking and <b>3</b> indicated both		<b>27</b> involved indicators of sex trafficking, <b>6</b> involved indicators of labor trafficking and <b>3</b> 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.

<sup>i</sup> Contacts included phone calls, texts, webchats, webforms and e-mails.

<sup>ii</sup> NHTH reports this data point as cases, which are defined as situations of human trafficking, which may involve more than one victim.

<sup>iii</sup> HT indicates human trafficking; ST indicates sex trafficking; LT indicates labor trafficking.

<sup>iv</sup> 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.

<sup>70</sup> 2020 data for the National Human Trafficking Hotline were reported as different numbers in the Council's *2021 Annual Report*. As data were cleaned by Polaris, these numbers were adjusted. The table reflects the most recent corrected data.

<sup>71</sup> 2020 and 2021 data for Colorado's Human Trafficking Hotline were reported as different numbers in the Council's *2021* and *2022 Annual Reports*. As data were cleaned by the Laboratory to Combat Human Trafficking, these numbers were adjusted. The table reflects the most recent corrected data.

## Colorado Data Collection Summary

In 2022, 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 2022 as in the previous year, with 28 cases (25 sex trafficking, two labor trafficking, and one both sex and labor trafficking). The CEHTTF made 23 arrests in CY 2022: 22 for sex trafficking and one for both sex and labor trafficking, down from 35 arrests (all for sex trafficking) in CY 2021. HSI reported 42 human trafficking investigations, 38 of which were for suspected sex trafficking and three of which were for suspected labor trafficking. In FFY 2022, HSI made 59 arrests, all for sex trafficking. Local law enforcement reported a decrease in the number of incidents of sex trafficking (49 incidents) from the previous calendar year.

The U.S. Attorney's Office in the District of Colorado reported one indictment for human trafficking during FFY 2022, unlike in the two years prior. At the state level, 28 state criminal cases were filed in CY 2022 and, as of the writing of this report, there were five convictions for human trafficking for cases filed in 2022.

Data submitted by service providers in Colorado that were funded by OVC did not result in any clear trends for FFY 2022. 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 three service providers reported serving more foreign national clients during the same time period. Two OVC grantees in Colorado reported serving more labor trafficking survivors than sex trafficking survivors, while the other three reported the opposite breakdown of clients.

For the past three years, this report has included data from child welfare agencies on labor trafficking of minors. In CY 2022, county-level agencies conducted 91 assessments that had at least one allegation of sex or labor trafficking. Of the 91 assessments, 16 assessments were founded; 46 were unfounded; and 29 were determined to be FAR, PA4 or inconclusive. Intrafamilial perpetrators were identified in eight child abuse and neglect substantiated cases that were referred for sex trafficking as well as in an additional two cases referred for labor trafficking.

In CY 2022, NHTH reported a decrease in the number of situations of human trafficking reported nationally and for Colorado. In CY 2022, Colorado's Human Trafficking Hotline reported an increase in the number of calls it received over the past three years and also reported an increase in the number of text messages it received in the same period.





# 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, the 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 Colorado 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 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.

## **Human Trafficking Prevention Training: Sunset Review and Senate Bill 23-074**

House Bill (HB) 19-1051, 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. HB 19-1051 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 specific professionals upon request. In 2022, a sunset review conducted by the Colorado Office of Policy, Research & Regulatory Reform in the Department of Regulatory Agencies (DORA) recommended that the Division of Criminal Justice’s (DCJ) training program work should continue until 2030, with an effort toward expansion.

During the 2023 legislative session, senators with the Judiciary Committee put forth Senate Bill (SB) 23-074,<sup>72</sup> incorporating the recommendations outlined in DORA’s sunset review report. These recommendations included continuing human trafficking prevention training for seven years, until September 1, 2030, as well as encouraging DCJ to increase staffing of the training program through the budget process. Though volunteer facilitators exist, it was noted that limited staffing resources prevents expansion of training across the state. This budgetary enhancement should enable the Council 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.”<sup>73</sup> SB 23-074 passed through both chambers and was signed into law on April 28, 2023.

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<sup>72</sup> To read SB23-074 in its entirety, see Appendix 2 on pp. 115-116.

<sup>73</sup> Colorado Department of Regulatory Agencies, 2022 Sunset Review: Human Trafficking Prevention Training (Denver, Colorado: Colorado Department of Regulatory Agencies, Colorado Office of Policy, Research & Regulatory Reform, 2022), p. 20, [https://drive.google.com/file/d/1Lzd2mSPnBezvG0\\_gb9uMGm0agY\\_JiNVi/view](https://drive.google.com/file/d/1Lzd2mSPnBezvG0_gb9uMGm0agY_JiNVi/view).

## Delivery of Trainings Statewide

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, professional sector, and/or organization.

**Table 17: Training Program Launch Timeline**

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. Table 17 reflects when each training program was created and adapted. The X’s indicate the year the training program was created. “Online” indicates the training program was converted into an online, self-paced version. “Virtual” indicates the training program was adapted for virtual platforms such as Zoom, Google Meet, etc. “Hybrid” indicates the training program was adapted for delivery both virtually and in person by a facilitator in the same training event.

## Train-the-Trainer Program Models

DCJ staff trained the first volunteer facilitators through the TTT program in 2017. They designed it to work in tandem with the regional collaborations across the state already doing anti-human trafficking work. The two-day program equipped these regional facilitators across the state to deliver the introductory training as written in the facilitator guide, with space built in for facilitators to talk about what specifically happens in their geographic region.

Over the years, this geographic model shifted with training requests. First, DCJ staff brought on volunteer facilitators who had a specific professional sector they wanted to focus on. If an individual belonged to a certain work industry and expressed interest in training for it, DCJ

staff worked to create a few additional slides to connect concepts for that specific industry. An example is the healthcare sector: staff developed six slides to discuss the *what* and *who* of trafficking within healthcare as well as specific indicators and generalized health care response protocol.

In 2019, DCJ staff additionally built capacity around specific organizations. Using the base of the *Introduction to Human Trafficking in Colorado* curriculum, DCJ staff worked with organizational staff to not only create slides for sector-specific training but also bring in information relevant to that organization's internal policies and procedures. An example is a training program developed specifically for the Denver Sheriff Department (DSD), which equipped a select number of DSD staff as volunteer facilitators to deliver the program to the wider organization.

## Training Outcomes

From calendar years (CY) 2020 to 2022, DCJ staff and volunteer facilitators trained 2,679 individuals using the Council's three training curricula, as seen in Table 18. *An Introduction to Human Trafficking in Colorado* is the most generalized curriculum, which is meant for use in a wide variety of professional settings. This generalized applicability results in a much higher proportion of individuals trained with the curriculum—a total of 1,927 individuals. Of the 1,927 individuals trained, 43% (838 individuals) were trained in a virtual or hybrid format delivered by a facilitator, and 8% (148 individuals) were trained via the online, self-paced program.

The law enforcement-specific training, *Human Trafficking Investigations*, was used to train 588 individuals with a majority of individuals trained in person (70%). Alternatively, the four-hour, direct care provider workshop *Meeting Human Trafficking Survivors' Needs* was delivered mostly by virtual facilitators (80%).

Training Curriculum	In Person	Virtual	Hybrid	Online	TOTAL
An Introduction to Human Trafficking in Colorado	941	735	103	148	<b>1,927</b>
Human Trafficking Investigations*	414	154	20		<b>588</b>
Meeting Human Trafficking Survivors' Needs	31	133	0		<b>164</b>
<b>TOTAL</b>	<b>1,386</b>	<b>1,022</b>	<b>123</b>	<b>148</b>	<b>2,679</b>

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

\*Includes *Human Trafficking: An Introductory Course* created for the Denver Sheriff Department in 2019.

From CY 2020 to 2022, DCJ staff analyzed which professional sectors were trained using the Council's programs, as seen in Table 19. The top three discrete professional sectors represented are students (541), local law enforcement (399) and social service providers (230).

Professional Sector (in alphabetical order)	Number of Individuals Trained			
	2020	2021	2022	Total
Community-Based Organizations	2		24	<b>26</b>
Community-Based Victim Advocates	60	13	10	<b>83</b>
Criminal Justice Victim Advocates	26	51	1	<b>78</b>
Clerk and Recorder		15	4	<b>19</b>
Community Members	27	38	57	<b>122</b>
Court Staff		7		<b>7</b>
Human Services Staff—Adult	9	25		<b>34</b>
Human Services Staff—Child Welfare	15	16	13	<b>44</b>
Educators/School Administrators	13	19	15	<b>47</b>
Faith-Based Community Members	4	2	18	<b>24</b>
First Responders (EMS, Fire)	1	3	15	<b>19</b>
Government Staff—Federal	1	2	35	<b>38</b>
Government Staff—Local	17	37	56	<b>110</b>
Government Staff—State	67	9	1	<b>77</b>

<b>Table 19: Individuals Trained by Professional Sector (Alpha Order), CY 2020-2022</b>				
Homeless-Serving Organization Staff	2	4	44	<b>50</b>
Healthcare Providers	129	31	31	<b>191</b>
Immigrant-Serving Organization Staff		1		<b>1</b>
Law Enforcement Personnel—Federal	1			<b>1</b>
Law Enforcement Personnel—Local	228	102	69	<b>399</b>
Law Enforcement Personnel—State	23	1	1	<b>25</b>
Legal Service Providers	9	2	33	<b>44</b>
Multidisciplinary Group Members	132			<b>132</b>
Mental Health Providers	34	32	17	<b>83</b>
Private Attorneys		2		<b>2</b>
Probation/Corrections Officers—Adult	9	32	4	<b>45</b>
Probation/Corrections Officers—Juvenile	15	7	6	<b>28</b>
Prosecutors		37		<b>37</b>
SANE*/Forensic Examiners	8			<b>8</b>
Social Service Providers	79	143	8	<b>230</b>
Students	32	89	420	<b>541</b>
Telecommunication Professionals	1			<b>1</b>
Other	22	109	2	<b>133</b>
<b>GRAND TOTAL</b>	<b>966</b>	<b>829</b>	<b>884</b>	<b>2,679</b>

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

\*Sexual Assault Nurse Examiner.

In addition to delivering trainings with the Council’s three training programs, DCJ staff complete a number of presentations on various topics each year. These topics include overviews of the Council, the annual reports once released, prevention, the importance of imagery and language, the public awareness campaign, and the *Connecting Colorado* project, among others. Table 20 displays the audiences these presentations reach. A total of 1,518 people were reached through these presentations.

<b>Table 20: Individuals Presented to by Professional Sector (Alpha Order), CY 2020–2022</b>				
Professional Sector (in alphabetical order)	Number of Individuals Trained			
	2020	2021	2022	Total
Community-Based Organization Staff			20	20
Community-Based Victim Advocates	1	8		9
Criminal Justice Victim Advocates	3	1		4
Community Members	42	91	212	345
Human Services Staff—Adult	3			3
Human Services Staff—Child Welfare	8	5	2	15
Educators/School Administrators	21	4	90	115
Faith-Based Community Members	3	1		4
Government Staff—Local	1	1		2
Government Staff—Federal	5			5
Government Staff—State	23	7	211	241
Healthcare Providers	11	4	12	27
Law Enforcement Personnel—Local	4	17	5	26
Law Enforcement Personnel—State	3			3
Legal Service Providers	4			4
Multidisciplinary Group Members	132	63	188	383
Mental Health Providers	2			2
Probation/Corrections Officers—Adults	1		4	5
Probation/Corrections Officers—Juvenile		1		1
Prosecutors	3	6	12	21
SANE*/Forensic Examiners		1	6	7
Social Service Providers	27	39	9	75
Students	107	46	22	175
Telecommunication Professionals	1			1
Other	2	22	1	25
<b>GRAND TOTAL</b>	<b>407</b>	<b>317</b>	<b>794</b>	<b>1,518</b>

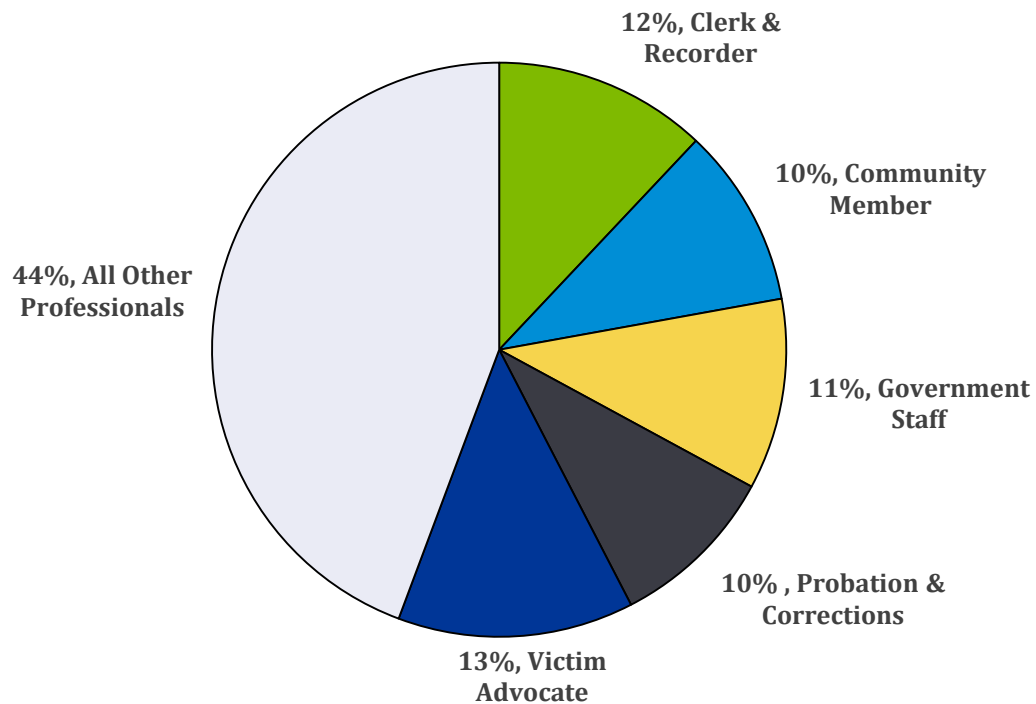
Data source: Colorado Department of Public Safety, Division of Criminal Justice.

\*Sexual Assault Nurse Examiner.

## Online Program Usage

The online, self-paced version of *An Introduction to Human Trafficking in Colorado* was released in 2019. Since that time, 148 front-line professionals and community members have used the training for education in a way that allows them to learn from their homes and workplaces at their own pace. The training has been used by a variety of professionals, including entire teams within organizations. As shown in Figure 23, the top five sectors using the online training program make up over 50% of users (N= 158) between CY 2019 and 2022, which are clerks and recorders, government staff, probation and corrections, victim advocates, and community members.

**Figure 23: Top Five Sectors Using Online Training Program *An Introduction to Human Trafficking in Colorado*, by Percentage, CY 2019–2022**



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

### *County Clerk and Recorder Training*

Some Colorado-based county clerks and recorders have been moving toward allowing individuals who want to marry or enter a civil union to complete certain requirements virtually. In 2021, HB 21-1287 passed, creating uniform procedures for the clerk and recorder offices that would like to offer this virtual service. It requires individuals working in these county clerk and recorder offices to complete the introductory human trafficking training developed by the Council. After the bill passed, DCJ staff were invited to attend regional and

statewide conferences to disperse the education widely. HB 21-1287 was due to sunset on December 31, 2023.

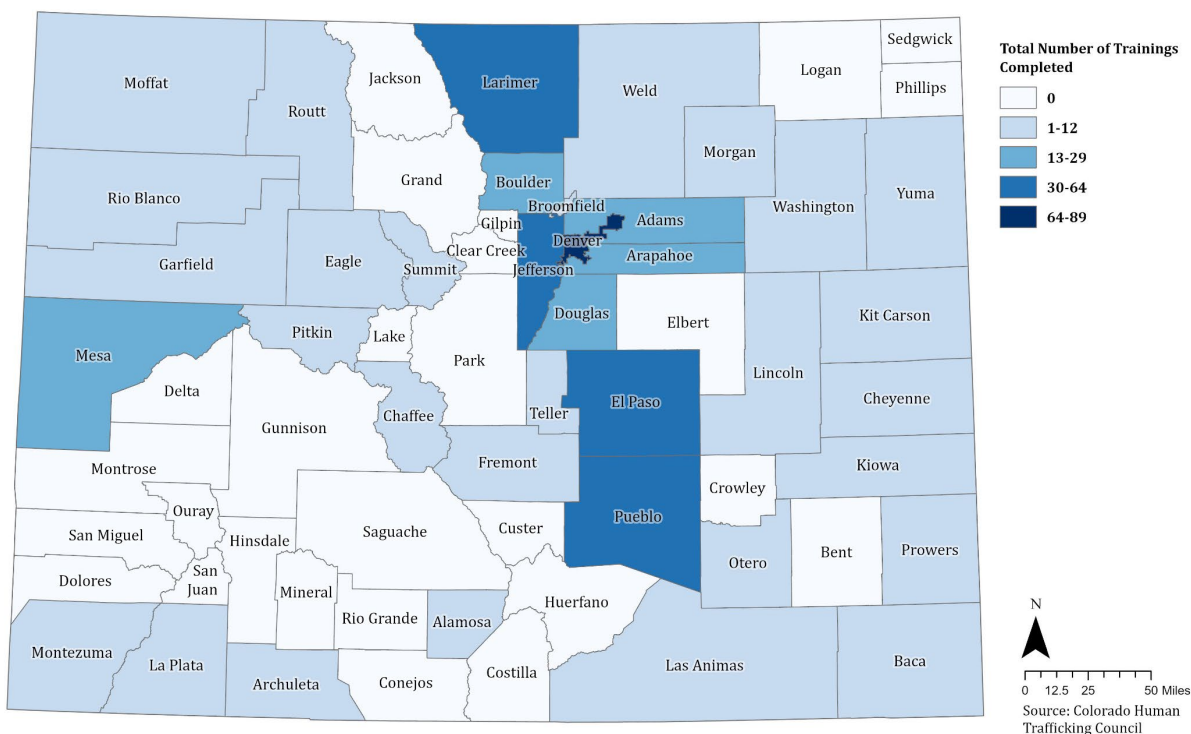
In 2023, HB23-1278 passed, making these procedures permanent. The bill also added a requirement for county clerk and recorder employees to complete the human trafficking training once per year. The mandate for more frequent training meant that many county clerk and recorder offices that offer virtual marriage and civil union licenses would be using the Council's *Introduction to Human Trafficking in Colorado* online training. In response to this uptick in requests, DCJ staff began collecting training data on clerks and recorders as a group separate from government staff in order to more accurately track the usage by these professionals.

## **Accessibility**

### **Local - Statewide Presence**

Many human trafficking training providers exist in Colorado, most of whom work within the Denver metro area. In response to this high concentration in one region, DCJ staff have prioritized training outside the metro area when possible, including the pursuit of funding on two separate occasions for training priority. From 2016 to 2022, DCJ staff and volunteer facilitators successfully held 492 events in 37 separate counties (58% of existing counties in Colorado), presenting to and training 11,794 individuals in the state.

**Figure 24: Number of Colorado Human Trafficking Council Trainings Completed by County, 2016–2022**



Data Source: Colorado Department of Public Safety, Division of Criminal Justice. Figure 24 reflects trainings and presentations delivered by both trained facilitators and DCJ staff. These events are shaded on a gradient, reflecting 1-89 events in increasing darkness of blue. A county showing no trainings does not mean no professionals were trained in that county, as many professionals cross county lines to attend trainings where they are taking place.

## Law Enforcement Online Training

Beginning in 2020, the Human Trafficking TTA Lead began converting the Council’s specialized introductory training for law enforcement personnel to an online self-paced module. This new version pursues more digital accessibility in response to the Council’s and the state government’s initiatives toward more accessible services.

The *Human Trafficking Investigations: An Introductory Course* online program underwent two beta tests, one with internal staff in 2022 and one with external stakeholders in 2023. DCJ staff incorporated feedback from staff and various law enforcement personnel, including rural, metropolitan, local and statewide. The program was launched in August 2023. This conversion has allowed law enforcement personnel to access vital information on how to conduct survivor-centered investigations, despite learning constraints due to geography, finances, time, or visual or auditory impairments.

## Language—Spanish Translation

Created in 2021, the Spanish translation of the training *An Introduction to Human Trafficking in Colorado* was distributed to Spanish-speaking TTT volunteer facilitators. It was introduced to the community through a facilitated training to individuals working in the school system with migrant youth in April 2023, with positive feedback. 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](mailto:cdps_chtc_info@state.co.us).

## Moving Forward: Training Goals in 2024

The human trafficking TTA lead will spend 2024 training with communities interested in working with or forming a child-and-youth-focused multidisciplinary team (MDT) as a part of the *Connecting Colorado* project. This project works toward 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 supplement the *Multidisciplinary Team Toolkit*, co-developed with the Council's MDT Working Group and Survivor Leader consultants.

The Human Trafficking TTA lead has grown the TTT program and will continue to do so by connecting with and training new volunteers. A TTT event took place in November 2023 equipping four new facilitators to deliver *An Introduction to Human Trafficking in Colorado* in their communities. A law enforcement TTT is scheduled to take place in early 2024. The TTA lead will support these volunteer facilitators in delivering the introductory programs and will coach them in the virtual and hybrid platforms of the training curricula. With this new focus, the training program aims to continue to strengthen partnerships with other training providers and disseminate trainings widely and effectively across the state.

Finally, in response to the training goals of the Council's 2023 Education Task Force, DCJ staff and volunteer facilitators will work to increase awareness about human trafficking within the education sector. Any organizations interested in providing the training program to their staff in the education or other professional sector should reach out to the DCJ staff to request the training at [cdps\\_chtc\\_info@state.co.us](mailto:cdps_chtc_info@state.co.us).





# SECTION 4

## Identifying and Addressing Trafficking of Children and Youth

### Introduction

In October of 2021, the Colorado Department of Public Safety (CDPS), Division of Criminal Justice (DCJ) was awarded federal grant funding from the Office of Victims of Crime (OVC) for *Connecting Colorado: Building Effective Anti-Trafficking Systems*. The goal of the *Connecting Colorado* grant project was to resolve challenges and gaps in systems-based approaches to identifying and addressing human trafficking of children and youth in Colorado. To achieve this goal, the project would bolster the efforts of the state’s child and youth-focused human trafficking multidisciplinary teams (MDTs). These MDTs serve child and youth victims and survivors of human trafficking through a multidisciplinary and collaborative approach. Teams include professionals and service providers from law enforcement, prosecution, the Division of Child Welfare (DCW), the Division of Youth Services (DYS), and a variety of service providers.

The *Connecting Colorado* project has its origins in another OVC-funded grant, *Innovate Colorado*, on which DCJ collaborated with the Colorado Department of Human Services (CDHS) from 2017 to 2021. *Innovate Colorado* improved Colorado’s capacity to reduce human

trafficking within the state by promoting human trafficking awareness and trainings across the state, including a train-the-trainer (TTT) model to develop the skills of regional human trafficking specialists, who could then provide the Colorado Human Trafficking Council (the Council) trainings within their own communities. At the end of the *Innovate Colorado* project, DCJ staff identified the need for ongoing improvements to Colorado's statewide protocols to address human trafficking and submitted a proposal for new funding to help close this gap.

Once funding was awarded, DCJ accomplished several key milestones toward improving Colorado's systems-based approaches to identifying and addressing trafficking of children and youth. In 2022, DCJ staff hired a project coordinator, contracted project subgrantees, formed a Multidisciplinary Team Working Group (MDT Working Group) under the umbrella of the Colorado Human Trafficking Council (the Council) and created a Survivor Leader Advisory Board (SLAB) to collaborate on this project.

In late 2022, the Project Coordinator began drafting the *Multidisciplinary Team Toolkit (MDT Toolkit)*, utilizing guidance provided during meeting sessions of the MDT Working Group. Designed for new and existing MDTs in Colorado, the toolkit provides guidance for implementing trauma-responsive and culturally sensitive interventions to children and youth who have experienced human trafficking throughout the state. The *MDT Toolkit* was finalized in the fall of 2023 and will be launched at a summit for all of Colorado's existing MDTs in early 2024. This year also saw a variety of additional project outcomes, including revisions to Colorado's High-Risk Victim Identification Tool (HRV Tool) for human trafficking and improved collaboration between Colorado MDTs. In the section that follows, each of these accomplishments and the steps taken to achieve them are explained in detail.

## **Project Phases**

*Connecting Colorado* is designed with three key phases in mind. The first is the development of the MDT Working Group, SLAB, and the *MDT Toolkit*. The next phase focuses on beta-testing the toolkit by introducing it to existing Colorado MDTs in skill-based trainings delivered as part of a summit of MDT members, and then gathering feedback about the toolkit's implementation in the field. The third and final phase focuses on pilot-testing the toolkit by sharing it with at least two new communities that do not have existing child and youth-focused human

trafficking MDTs, but have the capacity to create them, and assessing the toolkit's success in facilitating community development of new MDTs.

At the end of 2023, the first phase of *Connecting Colorado* was coming to an end with the toolkit's finalization and an eye toward beginning phase two in early 2024—the launch of the MDT Toolkit Summit.

## **Collaborating Across the State and Beyond**

The *Connecting Colorado* grant project is a collaborative effort involving a variety of sectors and agencies. As an initial step in the project, the grant team formed a statewide MDT Working Group, established in June of 2022, to aid the DCJ Project Coordinator with compiling the *MDT Toolkit*. The project also has two subgrantees: the Colorado State University Social Work Research Center (CSU SWRC) and the Rocky Mountain Immigrant Advocacy Network (RMIAN). The CSU SWRC serves as the lead evaluator of the project and, in 2023, conducted critical research and surveys that bolstered progress toward the grant's goals. RMIAN, the second subgrantee, provided the MDT Working Group with training and technical assistance (TTA) on labor trafficking and on working with foreign nationals who are victims/survivors of human trafficking. RMIAN also provided direct services to foreign national victims/survivors of human trafficking in their immigration and state court cases.

*Connecting Colorado* incorporated lived-experience expertise in two ways: through the formation of a Survivor Leader Advisory Board (SLAB) consisting of expert consultants with lived experience of human trafficking, and through collaboration with the Colorado Office of the Child's Representative Lived Experts Action Panel (LEAP), composed of young people with lived experience as systems-involved youth. Monthly reports provided to the Council gave its members the ability to weigh in at every step of the process.

## **Cross-Sectoral and Cross-Jurisdictional Collaboration**

One of the key goals of the *Connecting Colorado* project was to improve anti-trafficking collaboration across the state. In 2023, this was accomplished in two ways. The first was by hosting regular meetings of the MDT Working Group. The second was by implementing an MDT Listserv.

## Multidisciplinary Team Working Group

The members of the MDT Working Group provide both cross-sectoral and cross-jurisdictional representation of Colorado professionals whose work intersects with children and youth who have either experienced, or are at high risk of experiencing, human trafficking. The group includes members of most of Colorado's active MDTs as well as professionals from DCW, the DYS, law enforcement, prosecution, legal services, immigrant and foreign national services, child advocacy, victim advocacy, medical health, and mental health.

Facilitated by the Project Coordinator, the MDT Working Group convened for monthly meetings beginning in June 2022 and throughout 2023 to advise on the grant project—particularly the *MDT Toolkit*. The majority of meetings centered on key topics to be included in the toolkit, including MDT membership, memorandums of understanding (MOUs), service delivery and coordination, screening and identification, engaging with children and youth, survivor voice, and youth voice.

A few key meetings provided opportunities for the MDT Working Group to review Council products and state anti-trafficking tools. In February, the MDT Working Group participated in the Council's workshop *Meeting Human Trafficking Survivor's Needs: An Advanced Workshop for Service Providers* to learn from one another and provide feedback on the workshop content and structure. In April, MDT Working Group members were given the opportunity to review preliminary sections of the *MDT Toolkit*. From May through October, the group reviewed, and ultimately revised, the HRV Tool used to identify risk of human trafficking in Colorado. In November and December, group members provided feedback on near-final drafts of each section of the *MDT Toolkit*, prior to its launch in 2024.

The MDT Working Group gave Colorado MDTs an opportunity to learn and collaborate across teams. After leaving one MDT Working Group session in March, in which members of a subcommittee discussed service delivery and coordination, the Denver MDT coordinator decided to allocate funding toward purchasing a car to transport children and youth on the Denver Anti-Trafficking Alliance (DATA) MDT caseload. The MDT coordinator had heard this idea from another MDT that previously struggled with transportation and immediately implemented it to address a current challenge.

## Multidisciplinary Team Listserv

To continue to improve cross-collaboration, project staff established a listserv for Colorado MDTs. The listserv included the MDT coordinator or informational email address for each Colorado county and judicial district with an active MDT focused on human trafficking. Some MDTs requested to have one additional person from their team included. The MDT Listserv, launched in November of 2023, allowing state MDTs to connect with one another for referrals, cross-jurisdictional collaboration and co-learning.

## Lived-Experience Expertise

Lived-experience expertise is a critical component of the *Connecting Colorado* project, which incorporated input and feedback from expert consultants with lived human trafficking experience in the form of the SLAB and from young people with lived experience as systems-involved youth as part of LEAP. All lived-experience experts are paid consultants.

## Survivor Leader Advisory Board

In November of 2022, project staff hired five expert consultants to form SLAB. After being onboarded in December, one member of SLAB stepped down from their position. The remaining four SLAB consultants provided input and feedback on multiple products of the Council and the grant project.

The first of these products was the Council's workshop, *Meeting Human Trafficking Survivor's Needs: An Advanced Workshop for Service Providers*. SLAB consultants observed the first half of the workshop by video at the same time it was presented to the MDT Working Group in February. Afterward, they provided written feedback on the workshop facilitator manual and slide deck. All feedback was reviewed by project staff and integrated into the program as appropriate. Consultants were informed of how feedback was used and, if it was not used, the reasons behind those decisions.

SLAB consultants likewise provided both input and feedback to the *MDT Toolkit*. Members of SLAB were invited to virtually attend the March MDT Working Group meeting, and at least one consultant sat in on each of three subcommittees that met that day on labor trafficking, youth voice, and service delivery and coordination. Later, SLAB feedback was critical to the *MDT Toolkit* review process. Survivor consultants provided written and/or verbal feedback on each

toolkit section. At every step during which SLAB provided written and oral feedback, project staff met to discuss the feedback and responded to SLAB accordingly.

## Colorado Office of the Child's Representative Lived Experts Action Panel

The Project Coordinator met with members of LEAP on multiple occasions to gain insights and feedback on the youth voice portions of the toolkit. At an initial meeting in May, LEAP members provided answers to a series of discussion questions about how MDT members should engage with children and youth at risk of or experiencing human trafficking. In September, LEAP members provided feedback on the *MDT Toolkit* sections specific to engaging with children and youth and youth voice to assess whether the toolkit adequately captured their initial input. Verbal feedback discussed with LEAP members was subsequently implemented into the toolkit.

## Writing the *Multidisciplinary Team Toolkit*

The goal of the *MDT Toolkit* was to provide example policies, procedures and protocols for a consistent MDT response to Colorado children and youth experiencing or at risk of human trafficking. The response needed to be not only appropriate, coordinated and well-planned, but, essential to this project, it needed to be trauma-responsive<sup>74</sup> and culturally competent.<sup>75</sup>

Monthly input from the MDT Working Group directly informed the design and creation of the *MDT Toolkit*, which was divided into three parts. Part one details the process of building and creating MDTs. It includes step-by-step guidance on performing community mapping to assess community readiness to address human trafficking; building MDT membership; and executing key processes, such as drafting a mission, vision and MOU to establish shared guiding principles and procedures for all MDT members. Part two covers guidance on how to engage with children and/or youth and their families in a trauma-responsive and culturally competent way, including how to engage youth voice in this process and in systems that give youth

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<sup>74</sup> To provide trauma-responsive care is to respond by fully integrating knowledge about trauma into policies, procedures and practices and to seek to actively eliminate re-traumatization in practices. Colorado Human Trafficking Council, *Meeting Human Trafficking Survivors' Needs: An Advanced Workshop for Service Providers* (Lakewood, CO: Colorado Division of Criminal Justice, Office for Victims Programs), 2017.

<sup>75</sup> Cultural competence is defined as the ability of an individual or organization to interact effectively with people of different cultures. This includes drawing on knowledge of culturally based values, traditions, customs, language and behavior to plan, implement and evaluate service activities. Some organizations use the terms "cultural accountability" or "cultural responsiveness." Office for Victims of Crime, "Glossary of Terms" (Washington, DC: United States Department of Justice, Office of Justice Programs, 2022), Accessed November 27, 2023. <https://ovc.ojp.gov/sites/g/files/xyckuh226/files/model-standards/6/glossary.html>.

relatively little choice in their lives. The final section turns to screening for and identifying human trafficking or risk of human trafficking. Here, the toolkit focuses primarily on the revised HRV Tool.

In 2023, the *MDT Toolkit* underwent an extensive review process. Project staff conducted two internal reviews of each section before the toolkit went to SLAB for review. Part two of the toolkit, which focuses on engaging with children and youth, received initial input in May from LEAP. Their viewpoint as current or formerly systems-involved youth helped inform the completed section draft, which they reviewed in September. Finally, MDT Working Group members provided a high-level review of part one of the *MDT Toolkit* in November and parts two and three in December.

## **Revising the Colorado High-Risk Victim Identification Tool**

As a critical component of the *MDT Toolkit*, the HRV Tool has a significant history in Colorado. The HRV Tool was developed by the Jefferson County Department of Human Services in 2014. In 2016, Council recommendations to implement a screening tool to identify trafficking of children and youth were passed into law,<sup>76</sup> alongside legislation that made child sex trafficking a form of child abuse and neglect.<sup>77</sup> In 2015, and in response to HB15-1019 directing the Council to examine the state response to juvenile sexual exploitation, the Council recommended that a statewide screening tool be developed and mandated for use. The state-county Human Trafficking Task Group (HTTG), run out of CDHS, spent 2016 reviewing possible screening tools. They made the recommendation to use the HRV Tool as the statewide screening, accompanied by efforts from DATA to add a labor trafficking section to the screening. The adapted tool became a rule in the Colorado Children's Code and was implemented statewide by CDHS starting on January 1, 2017.

However, the HRV Tool had not been revised or revisited since 2017 and, with the rapidly changing nature of anti-human trafficking efforts, it was a *Connecting Colorado* project goal to evaluate whether to revise or replace the tool in 2023. This was a difficult decision to make, indicated by the length of time the MDT Working Group dedicated to weighing all possible

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<sup>76</sup> Screening tool – human trafficking – Act of 2016, C.R.S. § 19-3-317, (2016).

<sup>77</sup> Definitions – Act of 2016, C.R.S. § 19-1-103(1)(a)(VIII), (2016).

options. Initial discussions started in May 2023, a vote to revise the tool took place in August and a vote on a final draft of the revised tool occurred in November.

### MDT Working Group Deliberations

To facilitate the process for critically analyzing the HRV Tool, the CSU SWRC conducted a utility study of the tool, which was distributed to a variety of professionals who either perform the HRV Tool assessments or utilize the data from the HRV Tool in their work. Initial findings from the utility study survey were discussed at the MDT Working Group meeting in May. The survey yielded only 32 responses; the group determined that more data were required. As a follow-up, CSU SWRC and the Project Coordinator focused on circulating a second round of the survey to staff at DCW, DYS and juvenile assessment centers, since these entities are the primary agencies performing the HRV Tool assessment. This increased the sample size from 32 to 108. The utility study provided a variety of insights about the ways professionals use the HRV Tool, in terms of both the benefits of using the tool as well as common challenges experienced in using it. Findings from the utility study indicated points for improving the tool, including increased training, improved understanding of how to use the labor trafficking section, updated indicators for online exploitation and peer or gang involvement, better guidance on how to use the tool, and information on appropriate referrals and next steps once the tool is completed.

As a next step, the project coordinator reviewed a list of 60 screening tools originally compiled by Research Triangle Institute International to present replacement options for the HRV Tool. The screening tools that were presented to the MDT WG were selected based on the following criteria: the tools must be validated (meaning their ability to identify cases of human trafficking can be statistically verified), include indicators for both sex and labor trafficking, be applicable for populations that include children and youth, be useable by the professionals commonly included on MDTs, and not use gendered language to describe or explain human trafficking (i.e., any language that indicates that all victims/survivors of human trafficking are female and all perpetrators of human trafficking are male).

A final criterion included in the analysis was that the tools needed to include a supplement to screen for human trafficking among foreign national or migrant populations. The two tools presented to the MDT Working Group as options to replace the HRV Tool were the Trafficking Victim Identification Tool by the Vera Institute of Justice and the Human Trafficking Interview

and Assessment Measure (and accompanying Quick Youth Indicator Tool) by Covenant House, New Jersey. To assist with the MDT Working Group's vote on whether to revise or replace the HRV Tool in August, the CSU SWRC provided a comparison matrix indicating the topics covered and methods used in each tool. MDT Working Group members voted to revise the existing HRV Tool.

### Revising the HRV Tool

To complete the task of revising the HRV Tool, the MDT Working Group members formed subcommittees with special meetings held to discuss key areas of revision: online exploitation and gang or peer involvement, a foreign national supplement, and labor trafficking. The human trafficking and sexual abuse referral and assessment specialist at DCW provided the Project Coordinator with additional support and guidance in developing guiding prompts and questions for the interview portion of the HRV Tool, and in the formatting of the revised version. An initial draft was shared with the MDT Working Group to obtain high-level feedback about the categorization and structure of the tool and to get detailed feedback on the usefulness and trauma-responsiveness of each of the suggested questions and prompts for each indicator on the tool. The revision process resulted in the addition of clear guidance on how to use the tool, updated indicators, questions and prompts to accompany each indicator, and a supplement for administering the tool to foreign national children and youth. The MDT Working Group voted on the revised HRV Tool in November, and it was unanimously approved.

### Project Subgrantee: CSU Social Work Research Center

As a project subgrantee and lead evaluator on the grant project, the CSU SWRC implemented multiple research studies that were used to facilitate the MDT Working Group process and to assess the HRV Tool. The focus groups with each existing MDT were conducted in 2022. The previously mentioned utility study on the use of the HRV Tool and the comparison matrix of multiple screenings tools for identifying human trafficking were completed in 2023.

### Aiding the Multidisciplinary Team Working Group

The assistance of the CSU SWRC proved invaluable to the facilitation of the MDT Working Group, design of the *MDT Toolkit*, and to revisions of the HRV Tool. Focus group data from 2022 helped inform the agenda and discussions of the MDT Working Group in early 2023. Staff from the CSU SWRC met regularly with the project coordinator to discuss the agenda and any

relevant research prior to each MDT Working Group meeting, frequently presenting findings from research conducted by the CSU SWRC at the beginning of each meeting. At the MDT Working Group in March, members of CSU SWRC attended an in-person session of the MDT Working Group broken into three subcommittees on labor trafficking, youth voice, and service delivery and coordination. They took detailed notes of each conversation, highlighting the key takeaways from each group. Their participation in each of these MDT Working Group sessions proved important for having more informed and nuanced conversations.

### Assessing the High-Risk Victim Identification Tool

As mentioned previously, the CSU SWRC played a significant role in facilitating the MDT Working Group's ultimate decision to replace or revise the HRV Tool. Initially, project staff and the CSU SWRC had envisioned a validity study that would capture the predictive capabilities of the HRV Tool. However, as the HRV Tool was designed to assess for risk of human trafficking, as opposed to confirmation, it was determined that a better path forward would be to perform a utility study of how frequently relevant professionals use the tool and their impressions of the tool's functionality. The HRV Utility Study was designed in collaboration with project staff and the MDT Working Group.

A member of CSU SWRC was present at each MDT Working Group meeting to explain both the methods and the results of the study in detail. Evaluators were responsive to questions and concerns from the MDT Working Group, which led to the second round of data collection in June to gain a larger sample of responses. When members of the MDT Working Group were faced with a vote on whether to revise or replace the HRV Tool, the Screening Comparison Matrix highlighting differences and similarities between the HRV Tool and possible alternatives aided in consolidating the necessary information to make a final decision. Following the MDT Working Group vote to revise the tool, research associates at CSU SWRC subsequently provided feedback on an initial draft of the HRV revisions with a lens of ensuring the tool followed an appropriate logic model for a human trafficking screening tool.

### Project Subgrantee: Rocky Mountain Immigrant Advocacy Network

As a project subgrantee, RMIAN provided TTA on labor trafficking and working with foreign national children and youth to the MDT Working Group, which served the *MDT Toolkit* writing

process. Funding from *Connecting Colorado* was also designated for RMIAN to provide direct legal assistance to foreign national child and youth victims/survivors of human trafficking and their family members.

## Training and Technical Assistance

As a project partner, RMIAN provided critical insights to the MDT Working Group and *MDT Toolkit*. At each MDT Working Group meeting, an RMIAN representative provided ongoing TTA on labor trafficking and working with foreign national clients. They facilitated a labor trafficking subcommittee at the March MDT Working Group meeting and provided insight to the labor trafficking subcommittee to revise the HRV Tool in August. A representative of RMIAN also provided feedback on relevant sections of the *MDT Toolkit*, including on T and U visas for foreign national victims/survivors of human trafficking and a case study example of culturally competent approaches to working with foreign national victims/survivors of human trafficking.

## Direct Service Provision

Grant funding from *Connecting Colorado* was dedicated for RMIAN to serve foreign national child and youth victims/survivors of human trafficking in their immigration and state court cases. During CY 2022, RMIAN served 17 new child and youth survivors of human trafficking, which included seven survivors of sex trafficking, nine survivors of labor trafficking, and one survivor of both sex and labor trafficking. RMIAN served three new clients who identified as male and 14 new clients who identified as female (no nonbinary or transgender clients were identified). Likewise, clients served by RMIAN held a variety of nationalities, coming from countries including Colombia, El Salvador, Guatemala, Honduras, Mexico, Nicaragua and Kenya. In addition to serving victims/survivors of human trafficking, RMIAN aided the families of some of these clients. RMIAN provided, legal assistance, immigration assistance, family reunification assistance, information on the criminal legal process and/or referrals to 15 family members of human trafficking victims/survivors during the 2022 calendar year.

## Beginning Phase Two in 2024

Phase two of the *Connecting Colorado* grant project will launch in early 2024, beginning with the MDT Toolkit Summit in spring. The summit will include skill-based training to accompany the toolkit, emphasizing partnerships and trauma-responsive and culturally competent

delivery of services. Following the summit, the *MDT Toolkit* will be beta tested by existing Colorado MDTs. The purpose of this beta testing is to develop an understanding of the effectiveness of the toolkit in guiding MDT behavior and to hear any feedback about its implementation in the field from MDTs in order to improve the toolkit before it is piloted with new MDTs. As one way to facilitate this process, MDT Working Group meetings will continue, but with a shift toward focusing on MDTs' use of the tool and creating a space for ongoing feedback and cross-jurisdictional collaboration.

Project subgrantees will continue to play a critical role in this process. The CSU SWRC will develop an evaluation plan to assess both the skill-based training provided at the MDT Toolkit Summit as well as the beta testing to follow. Project staff, RMIAN and members of the SLAB will provide ongoing TTA to Colorado MDTs. Likewise, RMIAN will continue to provide direct legal services to foreign national victims/survivors in their immigration and state court cases.

Each of these efforts will be implemented in preparation for the transition to phase three of the *Connecting Colorado* grant, in which the *MDT Toolkit* will be used to assist two regions in building and implementing their own MDT model for identifying and addressing trafficking of children and youth within their communities.



# SECTION 5

## Meaningful Survivor Engagement

### **Introduction**

At its annual retreat in January 2023, the Colorado Human Trafficking Council (the Council) recommitted to the work of the Survivor Engagement Task Force (SETF) to create processes for implementing recommendations made by the task force in 2022. Following recommendation one from the *2022 Annual Report*, the SETF set a goal for implementing certain recommendations, with a particular focus on filling open positions for, and retaining, survivor representatives and improving the experience of all its members. Specifically, the SETF placed emphasis on creating a method for feedback from Council members, developing outreach materials to invite Survivor Leaders to serve on the Council, developing a mentorship program for new Council members, and formalizing policy to create a more transparent and inclusive environment for all Council members.

The 11 members of the 2023 SETF worked collaboratively to create actionable work products for these specific topics. The task force was composed of Council members, subject matter experts and experts with lived experience.

## Summary of Recommendations

**Recommendation 1:** Administer two types of surveys to the Council members: a general exit survey for any Council member upon their resignation from the Council or due to term expiration, with supplementary exit survey questions designed specifically for survivor representatives upon their resignation, and a quarterly pulse survey for all Council members, administered by Division of Criminal Justice (DCJ) staff, to gain a sense of their satisfaction with serving on the Council.

**Recommendation 2:** Provide a pathway to communicate concerns, and suggestions in real time to a DCJ staff member through written or verbal communication.

**Recommendation 3:** Conduct proactive outreach to invite new survivor representatives to serve on the Council, using four different levels of communication:

- Level 1: Website and newsletter communication.
- Level 2: Direct communication to service providers.
- Level 3: Invitation-to-serve presentation.
- Level 4: Outreach talking points for Council members.

**Recommendation 4:** Establish a “Council Buddy” program by pairing new Council members with experienced Council members, giving priority to new members with lived experience of human trafficking.

**Recommendation 5:** Perform an annual review of diversity, equity and inclusion (DEI) principals and select a DEI theme for focus throughout the year.

**Recommendation 6:** Perform an annual review of and update (if necessary) the language to the Guiding Principles and Ground Rules using more inclusive language and reflecting the current membership of the Council.

**Recommendation 7:** Regularly review the Council’s website for updates to the following:

- ADA accessibility.
- Clarity of language and tone.
- Ease of navigation.

## Development of Recommendations

Given the in-depth analysis required to develop work products for their recommendations, the task force elected to break into four subgroups with specific goals to accomplish. The four subgroups were Feedback, Outreach, Peer Support, and Policies and Procedures. Each subgroup was tasked with creating a three-month timeline for conveying deliverables to the task force as a whole. The following were the goals for each subgroup:

- Feedback: Create tools for Council members to provide feedback.
- Outreach: Create outreach materials to invite Survivor Leaders to engage in the work of the Council and/or apply to be a survivor representative of the Council.
- Peer Support: Create a mentorship program for incoming Council members, with emphasis on supporting survivor representatives.
- Policies and Procedures: Formalize policies and procedures to ensure the Council is inviting and works collaboratively with all community members, Council members and staff.

During each SETF meeting, the subgroups reported progress on their deliverables and requested feedback from members.

## Recommendations

### Recommendation 1

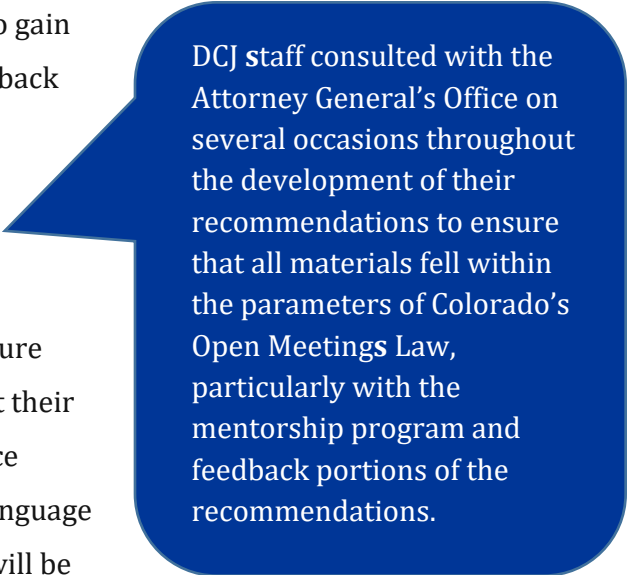
The Feedback subgroup set out to develop an exit survey for any Council member who voluntarily resigns or whose term has expired, adding a separate set of questions designed specifically for survivor representatives in order to better understand their experience on the Council. The mindset behind this recommendation was for the Council to understand trends by assessing the thoughts, opinions and feelings of Council members regarding their service experience and to improve engagement on an ongoing basis. The purpose of developing supplementary questions for survivor representatives is to help the Council and DCJ staff understand areas where the

#### **Recommendation 1: Administer two types of surveys to Council members:**

- **A general exit survey for any Council member upon their resignation from the Council or due to term expiration, with supplementary exit survey questions designed specifically for survivor representatives upon their resignation or due to term expiration.**
- **A quarterly pulse survey for all Council members, to gain a sense of their satisfaction with serving on the Council.**

Council can create a more welcoming space for survivor representatives and to facilitate a space for their voices to be heard. Task force members examined the Lived Experience Inclusion Ladder from the National Survivor Network’s *Meaningful Engagement of People with Lived Experience* toolkit<sup>78</sup> for guidance on creating survivor-centered and trauma-informed questions for this survey. The results of these two exit surveys will be collected throughout the year, and survey feedback will be aggregated by DCJ staff and shared with the Council annually at their retreat.

After conferring with the Attorney General’s Office to gain clarity on whether surveys were allowable, the Feedback subgroup proceeded, with the caveat that all answers would be subject to the Colorado Open Records Act (CORA). To protect anonymity while still capturing as much information as possible from participants, the task force elected to include disclosure statements with the surveys, notifying members that their answers were subject to CORA. Further, the task force formulated all survey questions to ensure that the language contained in them was non-identifying. All surveys will be administered electronically through an online application for creating surveys.



DCJ staff consulted with the Attorney General’s Office on several occasions throughout the development of their recommendations to ensure that all materials fell within the parameters of Colorado’s Open Meetings Law, particularly with the mentorship program and feedback portions of the recommendations.

The subgroup developed an additional “pulse” survey to be administered anonymously to all Council members on a quarterly basis during Council meetings beginning in January, and following each quarter throughout the year, with a fifth and final survey in December. Administering the survey during the Council meetings will eliminate the need for members to set aside extra time to take a survey. Feedback from this survey will be shared only with DCJ staff, and staff will present aggregate membership feedback to the Council at the following Council meeting. The hope is that, by administering the survey throughout the year, DCJ staff and leadership can address concerns in a timely manner.<sup>79</sup>

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<sup>78</sup> Chris Ash and Sophie Otiende, *Meaningful Engagement of People with Lived Experience: A Framework and Assessment for Increasing Lived Experience Leadership across the Spectrum of Engagement*. (Global Fund to End Modern Slavery and National Survivor Network–CAST, Washington, DC 2023), pp. 37–50.

<sup>79</sup> Exit survey questions and pulse survey questions are available in Appendix 3, p. 117

Understanding that surveys can at times feel like an imposition, the subgroup intentionally limited the number of survey questions to five or fewer. The Feedback group's goal was to keep surveys brief yet meaningful in order to gather pertinent data that would aid in the improvement of Council members' experience and also provide an outlet for Council members to share their thoughts anonymously.

## Recommendation 2

Recognizing that issues may arise between regularly scheduled quarterly surveys, the SETF additionally recommends creating a pathway for Council members to bring any issues, concerns or suggestions about the Council's operations directly to DCJ staff in the form of a written communication (e.g., e-mail) or through a face-to-face conversation. This pathway also safeguards against violation of the Colorado Sunshine Law by encouraging communication between DCJ staff and the Council member rather than between Council members themselves.

**Recommendation 2: Provide a pathway for Council members to communicate concerns, and suggestions in real time to a DCJ staff member through written or verbal communication.**

The Council agreed to this means for communicating concerns and allowing DCJ staff to use their discretion to determine how to handle each issue on a case-by case basis. The following language will be communicated on the Council's website as well as in Council onboarding materials to describe and inform current and future Council members about this alternative pathway:

The Council strives to provide a comfortable, productive, and supportive environment for its members. To this end, the Council encourages members to bring any concerns, and/or suggestions about the Council's operations directly to the DCJ staff. This may be done through direct in-person communication, via telephone, or in the form of written correspondence directed to the DCJ staff at [cdps\\_chtc\\_info@state.co.us](mailto:cdps_chtc_info@state.co.us). In your correspondence please explain the issue, the individual(s) involved, and any suggested solutions to the problem.

DCJ staff will address each case individually and does not promise that a specific concern or complaint will result in the requested action or that all parties will be satisfied with the outcome of the issue.

### Recommendation 3

The Outreach subgroup was tasked with creating instruments for inviting Survivor Leaders to consider participating in the work of the Council and/or serving on the Council as a survivor representative. Historically, the Council has faced challenges in gaining survivor members. The SETF's purpose was to meet this challenge and develop direct outreach materials to increase survivor membership and design a productive process for engaging with the survivor community. The goal is to more clearly communicate to survivors about the opportunities that serving on the Council can provide and to deconstruct any perceived barriers that may make them reluctant to serve.

**Recommendation 3: Conduct proactive outreach to invite new survivor representatives to serve on the Council, using four different levels of communication:**

- **Level 1: Website and newsletter communication.**
- **Level 2: Direct communication to service providers.**
- **Level 3: Invitation-to-serve presentation.**
- **Level 4: Outreach talking points for Council members.**

The subgroup first determined the target audiences for outreach by discerning which members of the community would likely have the most connection with survivors. The SETF concluded that direct service providers; state, local and national survivor-led organizations; state, local and regional advocacy organizations, including legal and immigration service providers; and victims assistance organizations would have the most direct communication with and knowledge of survivors who may be interested in the Council's work. Additionally, the subgroup identified community members for direct outreach, including former Council members, Colorado Survivor Leaders, and current and former members of the U.S. Advisory Council on Human Trafficking as a starting point. These individuals, who are currently or were recently active in the movement, may have a more personal connection with survivors and a broader reach in the survivor community.

The aim with this outreach is to cover all avenues of communication in order to reach as many survivors as possible and ultimately to promote meaningful contribution to the Council's work, create networking opportunities and build leadership skills for survivors.

First, the members developed language for inclusion on the Council's website and in the monthly e-newsletter (the *Colorado Anti-Trafficking Insider*),<sup>80</sup> managed and published by DCJ staff. This approach will create consistent communication that will reach anyone who visits the website and all monthly e-newsletter subscribers.

Next, the task force developed language for DCJ staff and/or Council members to send directly to service providers via email.<sup>81</sup> These direct communications are intended to convey to survivors that their participation is valued and needed on the Council. The efforts will help build relationships and trust between the Council and the survivor community. This communication vehicle also includes a request for service providers to give a short presentation about the Council to any survivor who might be interested. The presentation can also be used by Council members and DCJ staff when presenting at conferences or delivering training materials, or as a standalone presentation for delivery at community events. This type of communication has the potential to reach a broader audience and perhaps make some unexpected connections to the survivor community.

Finally, the members developed specific language for Council members to use as talking points in their own network communications.<sup>82</sup> These talking points have the potential to grab the attention of a colleague who has a connection with a member of the survivor community who may be interested in serving. By blanketing the community with clear communication directed at survivors about the benefits and opportunities of serving on the Council, the hope is to fulfill the need for sustainable survivor membership.

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<sup>80</sup> Suggested language for the Council's website and *Colorado Anti-Trafficking Insider* can be found in Appendix 4, p. 118.

<sup>81</sup> Suggested language for direct communication to service providers can be found in Appendix 5, pp. 119-120.

<sup>82</sup> Suggested language for Council member talking points can be found in Appendix 6, p. 121.

## Recommendation 4

The Peer Support subgroup’s goal was to create a mentorship program that pairs new Council members with an experienced Council member—a Council Buddy. The buddy will assist the new member in acclimating to the Council experience by being available to answer procedural questions and providing moral support during Council meetings, as meetings can feel daunting and/or intimidating to new members who may have no experience serving on a council or board. The hope is to provide a more welcoming space, particularly for survivor representatives. The mindset behind this recommendation is to help support and empower survivors as peers in the movement. The program will also help demonstrate to other potential survivor representatives that serving on the Council can present an opportunity for building professional relationships in the community.

**Recommendation 4: Establish a “Council Buddy” program by pairing new Council members with experienced Council members, giving priority to new members with lived experience of human trafficking.**

The Peer Support subgroup created steps for implementing the Council Buddy program, beginning with a training outline for Council members who volunteer as Council Buddies. The training will provide guidance on how to create and maintain boundaries, underscore the importance of complying with Colorado’s Open Meetings Law and outline the responsibilities of a Council Buddy.

During onboarding, new Council members may request a Council Buddy. Once paired with their Buddy, they will undergo a similar training. In addition to the training, the new member will be provided with guidelines for maintaining professional boundaries with their Council Buddy. The initial term for a Council Buddy will be for one year and can be terminated at any time if either person does not feel the partnership is a good fit. Direct communication between the two members is encouraged; however, given the inherent imbalance of power, direct communication may not always be possible. If that is the case, the new member should reach out to a DCJ staff member who will help resolve the issue or assist with pairing the new member with a different Council Buddy.

New members can expect the following of their Council Buddy: to be seated next to them at the first meeting and introduce them to the Council, and to be seated next to them at any or all subsequent meetings upon request; to be available to answer questions about how the meetings are structured and explain task force topics; and to provide reassurance of the new member's value on the Council. Additionally, a Council Buddy may touch base between meetings with a phone call to see if the new member has any questions or concerns about the meetings. During their training, new members will learn about Colorado's Open Meetings Law and how to avoid violating it, the boundaries of what a Council Buddy can and cannot provide (i.e., they may not ask a Council Buddy *how* to vote on a particular issue), and what to do if the pairing is not a good fit.

### Recommendation 5

The Policy and Procedures subgroup was tasked with examining the website and Council materials to determine where language could be updated to be more inclusive and welcoming to the community. This recommendation aims to support the Council and its members in continually embracing diversity in membership and to align with the multiple identities of communities and populations served.

**Recommendation 5: Perform an annual review of diversity, equity and inclusion (DEI) principals and select a DEI theme for focus throughout the year.**

To avoid training fatigue, the subgroup recommends that each year at the annual retreat, the Council members choose a specific DEI theme for the upcoming year. The chosen theme will be woven into the Council's work, building on expertise from members and centered on the communities served.

### Recommendation 6

The aim of this recommendation is to encourage Council members review the Guiding Principles and Ground Rules created when the Council was first established and to allow for updates of more inclusive language in support of current membership. Recognizing that membership

**Recommendation 6: Perform an annual review of and update (if necessary) of language of the Guiding Principles and Ground Rules using more inclusive language and reflecting the current membership of the Council.**

changes on a regular basis and inclusive language is ever evolving, the Council will conduct this annual review at its retreat and make changes as necessary to ensure inclusive and welcoming language.

### Recommendation 7

This final recommendation was developed to ensure that the Council’s website is regularly updated to improve ADA accessibility for individuals with disabilities, clarity of language and tone, and ease of navigation. By consistently updating the website, members of the community of all abilities will have improved access to the work of the Council and the resources provided, ultimately helping any survivor who visits the website locate more information.

**Recommendation 7: Regularly review the Council’s website for updates to ADA accessibility, clarity of language and tone, and ease of navigation.**

### Conclusion

With strategic and focused collaboration, the Council approved these processes to improve the experience of survivor representatives who serve on the Council. The intention is to create a more welcoming environment; remove barriers; and receive regular feedback from all Council members through regular surveys, exit surveys and real-time communication.

To assist new members in learning what to expect at Council meetings and to improve their experience, the SETF developed a mentorship program, including training, for new members to partner with a veteran member. To increase survivor representation on the Council, the SETF developed comprehensive materials and language for current members and the community to use as a tool for inviting potential members to join the Council.

Finally, the SETF examined the Council’s policies and procedures and identified areas for annual review so the Council could maintain inclusivity and promote welcoming language. Through analysis and collaboration, the SETF developed recommendations to implement meaningful processes intended to improve the experience of survivor representatives as well as increase membership of Survivor Leaders on the Council. All recommendations will begin implementation in 2024.



# SECTION 6

## Prevention Strategies for the Education Sector

### Introduction

In previous years, professionals working in the anti-human trafficking field have focused on school staff in Colorado both through laws and through recommendations from the Colorado Human Trafficking Council (the Council). While legal mandates require the training to be available to school staff, no mandate currently exists that requires school staff to be trained on the topic of human trafficking.

Division of Criminal Justice (DCJ) staff and volunteer facilitators have trained 757 educators and school staff out of the more than 12,000 individuals they reached between 2016 and 2022. This low proportion is not unique to the efforts of the Council; other training professionals across the state have faced barriers to accessing school staff because of an already packed schedule of legislatively mandated training requirements and stigma around the topic of human trafficking. The Council responded to these barriers by taking a more community-based approach to training, focusing on building interest gradually and intentionally while delivering skills for primary and secondary prevention, discussed more below.

## Expanding the Work of the Prevention Task Force

In 2018, the Council responded to the legislative mandate to “identify best practices for prevention of human trafficking, particularly for the prevention of child sex trafficking” by establishing the Prevention Task Force. The task force ultimately recommended a four-step framework for identifying effective human trafficking prevention strategies. This included a recommendation that primary prevention strategies addressing human trafficking (i.e., age-oriented curriculum) should be integrated into schools across Colorado.<sup>83</sup> Primary prevention refers to preventing violence from occurring to those who have not previously experienced it.<sup>84</sup>

The Council has collected data on screening for human trafficking since it became available from the Colorado Department of Human Services (CDHS). Data have indicated that the vast majority of screening for human trafficking by the CDHS,<sup>85</sup> including Child Welfare and Division of Youth Services,<sup>86</sup> starts at 14 and 15 years old. Primary prevention strategies would be most effective before this age, starting with students in middle school or earlier. Training middle school educators and staff on the basics of human trafficking provides them with the skills to be mindfully aware of vulnerabilities in students that could lead to human trafficking. With this awareness, they can help address the vulnerabilities and ultimately prevent instances of human trafficking. In the less common instances, training in middle schools and earlier would allow for early intervention when human trafficking indicators are present, which is known as secondary prevention: “Secondary prevention happens by preventing new occurrences and further violence, and/or providing support to survivors of violence to minimize the impact of that violence.”<sup>87</sup>

## Middle School Students: The Primary Prevention Goal

The *Introduction to Human Trafficking in Colorado* training program focuses on identification, which generally falls into secondary, rather than primary, prevention. The training does have the opportunity to focus on primary prevention by helping trainees understand vulnerabilities and risk factors. When school staff recognize a student’s vulnerabilities, the staff can connect

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<sup>83</sup> To read more about the recommendation, see the Council’s 2018 Annual Report, p. 74.

<sup>84</sup> Prevention definitions adapted from the Centers for Disease Control and Prevention, “Prevention,” CDC, accessed September 20, 2023, [https://www.cdc.gov/pictureofamerica/pdfs/picture\\_of\\_america\\_prevention.pdf](https://www.cdc.gov/pictureofamerica/pdfs/picture_of_america_prevention.pdf).

<sup>85</sup> Colorado Department of Human Services.

<sup>86</sup> Ibid.

<sup>87</sup> To read more about primary, secondary and tertiary prevention, see the Council’s 2018 Annual Report, p. 75.

and risk factors. When school staff recognize a student’s vulnerabilities, the staff can connect that student to resources that could strengthen protective factors, reducing the risk of that student experiencing human trafficking. Vulnerabilities and risk factors are used by traffickers to recruit the individual into human trafficking situations by fulfilling their unmet needs. Once established as a trusted individual who can fulfil the needs for the student, the trafficker can use the relationship to manipulate the individual into continuing the relationship despite abuse, including exploitation for the individual’s labor. Common risk factors for human trafficking are behavioral health concerns, family conflict or poor parent/guardian-child relationships, lack of community support or cohesion, lack of economic stability, and/or adverse childhood experiences scores of four or higher.<sup>88</sup>

Identified protective factors against child abuse and neglect, including human trafficking, include knowledge of parenting and child development, parental and youth resilience, social connections, concrete supports in times of need for families and young people, social and emotional competence, and nurturing and attachment.<sup>89</sup> School staff can engage in many of these directly, such as creating a caring and/or safe school environment, valuing the youth, teaching practical life skills like conflict resolution and financial literacy, acting as adult role models, holding high expectations for the student, and modeling healthy boundary-setting. If a student is experiencing specific vulnerabilities, such as food or housing insecurity, school staff are in a privileged position to notice these vulnerabilities and help the student access resources to provide for those needs. By connecting the middle school student with resources regarding their vulnerabilities and boosting protective factors in their life, school staff have the opportunity to prevent traffickers from connecting with the student.

## **Training Plan Approach**

Supporting the vision for primary prevention for human trafficking involves delivering age-appropriate curriculum to middle school students. To achieve this overall goal, the Council brought in teachers and education-sector professionals, along with a subset of Council members to form the Education Task Force (ETF). The ETF set out to better understand what it would take to successfully bring in a primary prevention curriculum to middle school

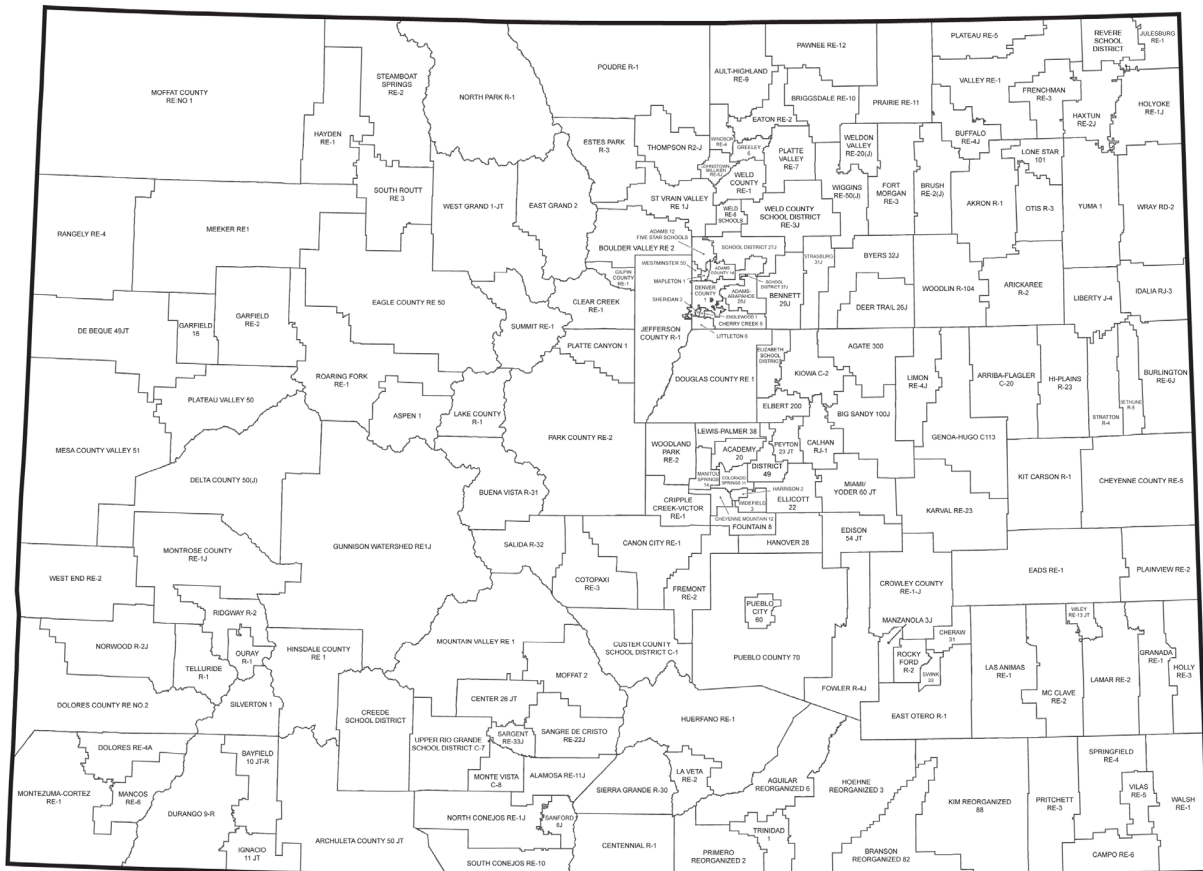
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<sup>88</sup> To read more about the recommendation, see the Council’s 2018 Annual Report, pp. 79–90.

<sup>89</sup> “Protective Factors Framework,” Center for the Study of Social Policy, last modified 2019, accessed October 16, 2023, <https://cssp.org/our-work/projects/protective-factors-framework/>.

students. The ETF discovered that school districts are hesitant to introduce human trafficking-related training because of the high level of training already mandated as well as discomfort with the topic. Until school staff understand what human trafficking is and isn't, there is little incentive for school administrators and district directors to bring in prevention training for students. Colorado has 178 school districts (shown in Figure 25) and 286 public middle schools, and each school district has control over what is delivered to their students. To adequately address human trafficking prevention under these circumstances, time and resources must be dedicated to dispelling myths, building interest and increasing capacity within these education communities.

**Figure 25: Colorado School District Map**

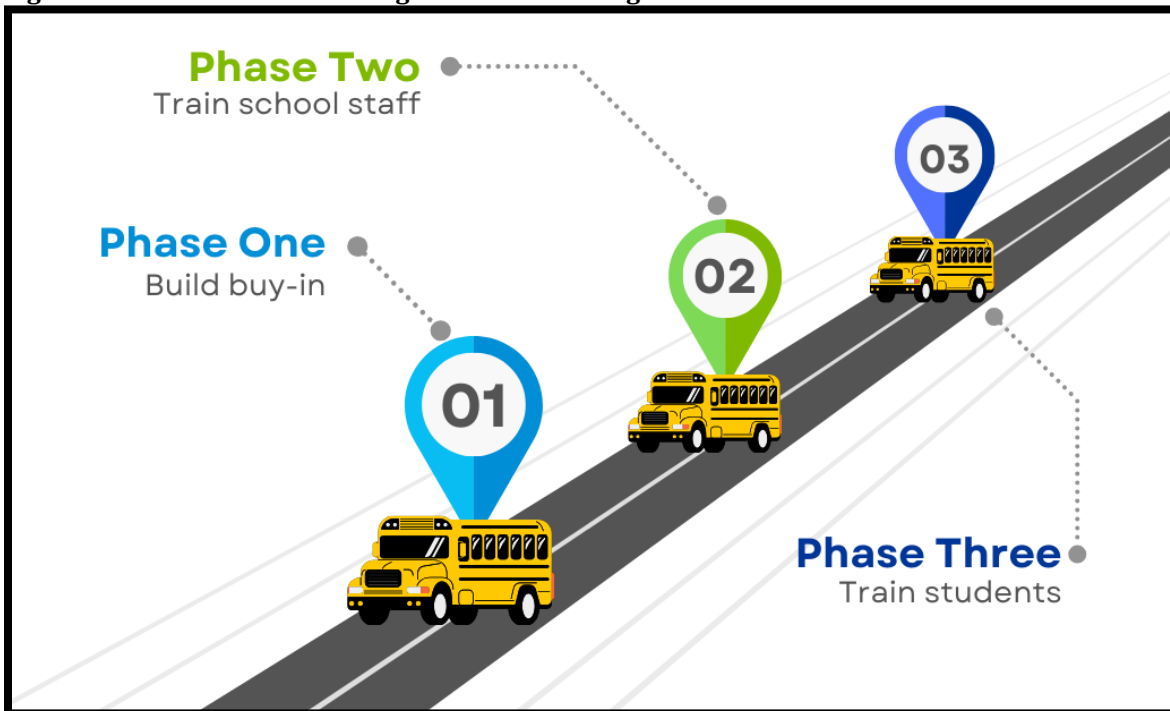


Source: Colorado Department of Education, July 2019. Accessed June 22, 2023, <https://www.cde.state.co.us/cdereval/districtmaps>.

As anti-human trafficking trainers have historically been unsuccessful in partnering with school systems, the Council decided a three-phased approach would be vital for slowly and

intentionally supporting middle school staff, shown in Figure 26. In phase one, DCJ staff and volunteer facilitators would build buy-in and interest from school communities by presenting *An Introduction to Human Trafficking in Colorado* at conferences that school staff already attend. In phase two, training goals would turn toward school staff in their own districts and could take place through either direct training from the Council or through the Council’s partnerships with organizations already delivering training in the school district. In phase three, middle school students would be trained with age-appropriate curriculum.

**Figure 26: The Council’s Training Plan for Educating School Staff**



### Phase One: Building Interest

The training plan starts by presenting at statewide education-sector conferences and summits throughout the year. This initiative will help build interest by meeting school staff where they are already receiving training. A list of 15 popular events were identified that are regularly attended by various school staff. This plan focuses on the following school personnel: educators, school administrators, school counselors, social workers and school district directors. At these events, DCJ staff and facilitators could host a table with more information on the Council’s training programs, provide a version of the *Introduction to Human Trafficking in Colorado* training specific to the education sector and/or distribute an interest form for a more

formal partnership with external trainers on related topics. Tabling, training and partnering aim to alleviate discomfort with human trafficking by helping to normalize conversation about it.

Several of the conferences and summits identified are events where DCJ staff had previously been invited and attended. This includes the Kaleidoscope Conference, attended by facility school<sup>90</sup> staff, and the Colorado School Safety Resource Center (CSSRC) Conference, attended by educators, emergency responders, community organizations and school mental health professionals. The training plan has DCJ staff and facilitators leveraging this established interest and combining it with other tools, such as the Council's website training page, the monthly e-newsletter *Colorado Anti-Trafficking Insider* (managed by DCJ) and committed external organizations like the Colorado Department of Education, to build interest and awareness of human trafficking in Colorado education communities.

## Phase Two: Training Staff

More than one training option is needed to equip as many school staff as possible to prevent and respond to human trafficking situations since Colorado has 178 locally controlled school districts and 286 unique middle schools. The education-specific version of *An Introduction to Human Trafficking in Colorado* will be available to any of the school districts, but the Council understands that limited time is a common constraint to bringing training into the schools. To respond to this constraint, the Council created a second avenue for connecting school staff to the topic of human trafficking. If school districts are unable to invite DCJ staff and facilitators into their training schedule, DCJ staff can alternatively connect with training programs already being delivered through a partnership model.

This partnership model will distribute pluggable slides for insertion into external trainings, such as mandated reporter training.<sup>91</sup> External trainers will receive slides, a facilitator guide and a mini training to allow them to deliver a minimal number of slides on human trafficking, operating much like the Train-the-Trainer program that equips volunteer facilitators with what

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<sup>90</sup> Facility schools are schools designed to serve students with specialized behavioral, mental health, medical, or special education needs.

<sup>91</sup> DCJ staff will distribute an interest form to partnership organizations as a way to gather basic contact information and interest in working together. To see a sample flier that includes the interest form QR code, see Appendix 8, p. 123.

is needed to deliver the Council's introductory trainings. These slides cover what human trafficking is, vulnerabilities that may lead to human trafficking, indicators and what to do next.

To garner the most effective learning, external trainers will work with DCJ staff to determine where in their existing training program these slides most coherently fit. An example of this partnership would be with organizations like Safe2Tell, which is currently delivering trainings in schools across the state. The Council would work with Safe2Tell facilitators to include human trafficking content, complete with slides and facilitator notes. This partnership model aims to alleviate timing constraints resulting from high levels of required trainings for school staff.

### Phase Three: Training Students on Primary Prevention

In addressing both the school districts' discomfort with the topic of human trafficking in phase one and time constraints in phase two, phase three will come into focus as DCJ staff and the Council will have more opportunities to converse with school districts about bringing primary prevention curriculum into middle schools. The Council's *2018 Annual Report* includes guidelines on choosing primary prevention programs, including age-appropriate curricula.<sup>92</sup>

While more dedicated time and resources are needed if the Council is to create a middle school human trafficking prevention curriculum, many prevention programs in place at middle and high schools are already achieving primary prevention for human trafficking. This includes programming that focuses on consent and healthy relationships, comprehensive sexual education, and financial literacy. Many of these programs are housed under health, social studies or elective programming. While not deemed "anti-human trafficking" prevention curricula, each of these programs has objectives that fulfill many of the guidelines laid out in the Council's "Identifying Human Trafficking Prevention Strategies" section of its *2018 Annual Report*.

## Conclusion

Training middle school students directly is primary prevention and an identified promising practice in the anti-human trafficking field. Although direct student prevention education is the eventual goal of the Council, getting school staff buy-in and training are necessary steps to

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<sup>92</sup> To read more about the prevention curriculum guidelines, see the Council's *2018 Annual Report*, pp. 73–101.

ensure that well-informed, guided conversations can be had with middle schoolers around the topic. DCJ staff will be using conferences, summits, the monthly e-newsletter, the Council's website training page and sister organizations like the CSSRC and Colorado Department of Education to disperse information that the Council is looking to partner specifically with school districts and their staff. By focusing first on training the adults, the Council is creating a safety net for students who need primary and secondary prevention methods now and in the future.

# SECTION 7

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# SECTION 8

## Appendices

### **Appendices Table of Contents**

Appendix 1: Colorado Department of Human Services   List of Counties by Size Category .....	114
Appendix 2: Senate Bill 23-074 .....	115
Appendix 3: Feedback Surveys.....	117
Appendix 4: Outreach to Survivor Leaders   Newsletter and Website Communication .....	118
Appendix 5: Outreach to Survivor Leaders   Direct Communication to Service Providers .....	119
Appendix 6: Outreach to Survivor Leaders   Council Talking Points .....	121
Appendix 7: Council Buddy Program.....	122
Appendix 8: Sample Flier for External Trainer Partnerships .....	123

# 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: Senate Bill 23-074



SENATE BILL 23-074

BY SENATOR(S) Van Winkle and Ginal, Gardner, Gonzales, Roberts, Rodriguez, Bridges, Buckner, Cutter, Exum, Hansen, Kirkmeyer, Kolker, Liston, Lundeen, Marchman, Pelton B., Priola, Rich, Smallwood, Will, Winter F., Fenberg;

also REPRESENTATIVE(S) Froelich and Daugherty, Bird, Boesenecker, Brown, deGruy Kennedy, Duran, Frizell, Gonzales-Gutierrez, Hamrick, Jodeh, Joseph, Kipp, Lieder, Lindsay, Lindstedt, Ortiz, Pugliese, Ricks, Snyder, Titone, Valdez, Young, McCluskie.

CONCERNING CONTINUING HUMAN TRAFFICKING PREVENTION TRAINING, AND, IN CONNECTION THEREWITH, IMPLEMENTING THE RECOMMENDATIONS CONTAINED IN THE 2022 SUNSET REPORT BY THE DEPARTMENT OF REGULATORY AGENCIES.

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

**SECTION 1.** In Colorado Revised Statutes, 24-34-104, **repeal** (24)(a)(XII); and **add** (31)(a)(VIII) 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,~~

(31)(a) The following agencies, functions, or both, are scheduled for repeal on September 1, 2030:

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

**SECTION 2.** In Colorado Revised Statutes, 24-33.5-523, **amend** (7) as follows:

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

(7) This section is repealed, effective September 1, 2030. Before its repeal, this section is scheduled for review in accordance with section 24-34-104.

**SECTION 3. 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; 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 2024 and, in such case, will take effect on the date of the official declaration of the vote thereon by the governor.

*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*

## Appendix 3: Feedback Surveys

Exit surveys will be administered to Council members upon their resignation or upon the end of their term. To ensure anonymity, exit surveys will be collected by DCJ staff and data will be summarized to provide high-level analysis for the Council's review at their annual January retreat. All answers to this survey can be subject to a Colorado Open Records Act request.

### Exit Survey Questions (All Council Members)

1. Please explain whether your expectations of serving on the Council were met.
2. How did you feel your input and participation was received?
3. Based on your experience, what advice about council service would you give to a new member of the Council?
4. What factors contributed to your decision to resign or not seek another term on the Council?
5. What is one thing you would change about your experience on the Council?
6. How do you feel your membership on the Council benefited your constituency?
7. Additional comments?

### Supplementary Exit Survey Questions for Survivor Representative

1. What is your biggest takeaway from your experience on the Council?
2. Did you feel welcomed by other Council members?
  - a. Please share about your experience:
3. Did you feel comfortable using your voice on the Council, and if so, do you feel it was valued?
  - a. Please share about your experience:
4. What did Council members do, or not do, to make you feel welcomed or unwelcomed?
5. Did you feel there were supports missing that could have helped you feel more comfortable?

### Quarterly Pulse Survey Questions

1. Do meetings feel useful, comfortable and safe?
2. In what way(s) have you seen the Council successfully engage with survivors this quarter?
3. Do you have suggestions on how the Council can improve its engagement strategy?

## Appendix 4: Outreach to Survivor Leaders | Newsletter and Website Communication

The Colorado Human Trafficking Council values the perspective of all survivors. This role does not require talking about or re-telling your experience of human trafficking, trauma, or recovery. For this position, we are interested in your knowledge, skills, insight, and abilities as a leader to make effective change within a professionally diverse board. Your unique voice adds value to the Council and ensures that diverse perspectives are highlighted as we advocate for change.

The Council is committed to supporting all new members from their first Council meeting and throughout their entire tenure on the Council. DCJ staff is available to assist anyone who needs help completing their Council application. Once appointed to the Council, new members may be matched with a more experienced member to assist them in adapting to board functions. This support begins with a board orientation session with DCJ staff no less than two days prior to attending the first Council meeting, and includes an opportunity to debrief after meetings.

## Appendix 5: Outreach to Survivor Leaders | Direct Communication to Service Providers

Dear Colleague,

The Colorado Human Trafficking Council (“the Council”) is seeking to increase survivor representation on our Council. As an ally, we are asking for your assistance in spreading the word and encouraging Survivors in your circle to consider applying to serve on the Council. As a Council member, Survivor Representatives will have the opportunity to engage in one of our advisory committees and may also serve as a consultant in various roles such as training and product development.

Membership on the Council offers many opportunities such as skill building through participation on advisory committees and as an active Council member; professional networking opportunities through connection with other members who are experts representing multiple disciplines and professions from around the state; and contribution to efforts to improve services for survivors. As a whole, the Council plays an important role in addressing human trafficking in Colorado.

The Council holds four Survivor Representative positions: two for individuals with lived experience with labor trafficking and two for individuals with lived experience with sex trafficking. The Council recognizes that no one person can represent the experience of all persons who have been trafficked; therefore, we strive for representation from all types of trafficking including labor (domestic, commercial, agricultural, etc.) and commercial sex trafficking (when they were a minor and/or as an adult).

Historically, inviting and retaining survivor membership has been a challenge for the Council. One of the roadblocks is that Colorado state statute prohibits payment to any volunteer who serves on a state Council or Board. We do provide mileage reimbursement for individuals who travel to in-person meetings. The Council is developing feedback surveys to regularly evaluate member engagement with the Council.

Depending on fund availability, the Council may compensate survivors who act in advisory roles providing expertise for specific Council activities such as participation on panels or for specific survivor informed projects. The Council is committed to the full inclusion of all individuals. As part of this commitment, the Council will ensure reasonable accommodations are provided to enable all people to engage fully in our meetings. Accommodations may include but are not limited to wheelchair accessibility, closed captioning, ASL/language interpretation, etc. for any Council participant who requires those services.

The Council is committed to supporting all new members from their first Council meeting and throughout their entire tenure on the Council. DCJ staff is available to assist anyone who needs help completing their Council application. Once appointed to the Council, new members may be matched with a more experienced member to assist them in adapting to board functions. This support begins with a board orientation session with DCJ staff prior to attending the first Council meeting, and includes an opportunity to debrief after meetings.

Please share this information with anyone who you believe might be interested in working with the Council. You may contact the DCJ staff at [cdps\\_chtc\\_info@state.co.us](mailto:cdps_chtc_info@state.co.us) for more information on our efforts to expand the membership of the Council.

Thank you,

## Appendix 6: Outreach to Survivor Leaders | Council Talking Points

Every Council member is part of the proactive recruitment process for new members and should be familiar with these talking points. When an opportunity arises to invite survivors to join the Council, they will have language to pitch to a potential new member. Below are the suggested talking points.

The Colorado Human Trafficking Council (the “Council”) strives to intentionally elevate the voices, knowledge, and expertise of survivors. You are more than your story and an asset to this community. Your voice is vital to engaging in effective change.

We are seeking individuals with lived experience to join as Survivor Representatives on the Council. As a member, your contribution will expand the Council’s knowledge and expertise by ensuring Survivor voice is part of the solution as we navigate policies, procedures, legislation, access to resources, and critical support.

The Council is committed to supporting all new members from board orientation and throughout their entire tenure on the Council. DCJ staff is available to assist anyone who needs help completing their Council application. Once appointed to the Council, new members may be matched with a more experienced member to assist them in adapting to board functions. This support begins with a board orientation session with DCJ staff prior to attending the first Council meeting, and includes an opportunity to “debrief” after meetings.

By joining the Council as a Survivor Representative, your contribution will enhance the Council’s vision to eliminate human trafficking in Colorado. The Council strives to remain trauma informed, ensuring that each member possesses autonomy of their own narrative and their role as a Council member.

The scope of the problem demands coordinated and a unified effort from all. Please join us in addressing human trafficking in Colorado.

# Appendix 7: Council Buddy Program

## Overview of Council Buddy Program

Experienced Council members are asked to volunteer for the Council Buddy program and complete training as outlined below. Once they have completed the training, their name is added to a Council Buddy list for incoming Council members to choose from.

## Council Buddy Training

This 90-minute training is created by DCJ staff for experienced Council Members. Topics include:

1. Creating and maintaining professional and personal boundaries.
2. Overview of Colorado's Open Meetings Law (Sunshine Law) and how it applies to the Council Buddy relationship.
  - a. Permissible topics of conversation.
  - b. How to recognize and handle anticipated violation of the Sunshine Law.
3. Responsibilities as a Council Buddy.
  - a. Establish methods for communication before, during and after Council meetings.
  - b. Advise new Council member on what to expect at their first meeting.
  - c. Advise new Council member of their responsibilities as a Council member.
    - i. Sharing stories is optional.
    - ii. Ask questions.
    - iii. Understand the value of their contribution and that level of participation is a choice.
    - iv. Votes must be autonomous.
    - v. Maintain professional and personal boundaries.
  - d. Introduce new Council member at their first meeting.
  - e. Check in with new Council member between meetings to provide consistent support and demonstrate their value on the Council.

## Termination of Council Buddy Relationship

The experienced Council member or new Council member may contact DCJ staff at any time to discuss issues with the Council Buddy program or with their partner. Either party may terminate their relationship at any time if they do not believe the relationship is a good fit.

## Appendix 8: Sample Flier for External Trainer Partnerships

# Human Trafficking Slides

Add six slides into  
your presentation to  
school staff and help  
us spread awareness!



### WHAT IT COVERS:

- The what and where
- Vulnerabilities
- Indicators
- What to do



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2023 COLORADO HUMAN TRAFFICKING COUNCIL ANNUAL REPORT  
PUBLICATION OF THE COLORADO DIVISION OF CRIMINAL JUSTICE

Printed January 2024

