



2024 ANNUAL REPORT



10TH
ANNIVERSARY
EDITION

Colorado Human Trafficking Council

2024 Annual Report

Report to the Judiciary Committees of the House of Representatives and the Senate, pursuant to C.R.S. § 18-3-505(4)(b)



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Jill Brogdon, Program Coordinator
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Catie Fowler, Project Coordinator
Austin Paul, Grant Project Coordinator

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Division of Criminal Justice

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Colorado Human Trafficking Council Membership

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

Chief James Baird (Chair)

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

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

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

Christian Gardner-Wood

20th Judicial District Attorney's Office
Rep. of a statewide organization of district attorneys

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

Brooke Byrd (Vice Chair)

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

Irma Jaimes-Alonso

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

Josh Landy

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

Meghan LaPorte Trujillo

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

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

Judge Diana K. May

4th Judicial District
Rep. of the judicial branch

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

Mona Petrocco Klein

Alliance to Combat Human Trafficking – Pueblo
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

19th Judicial District
Rep. of the judicial branch

Tammy Schneiderman*

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

Hava Simmons

Larimer County Department of Human Services
Rep. of a person who provides child welfare services for a county department of social services

Molly Stevens

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

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 for 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

Bailey Thiry

El Paso County Combined Courts
Rep. of a regional or city-wide human trafficking task force or coalition

ReJuania Tolliver

Violence Free Colorado
Rep. for a statewide coalition that represents domestic violence organizations

Sheriff Darren Weekly

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

**Individuals who have served on the council for 10 years*

Former Council Members

Resignations in 2024

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

Caroline McKinnon

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

Pat Medige

Colorado Legal Services
Rep. of a Statewide Immigrant Rights Organization

Judge Meghan Saleebey

19th Judicial District
Rep. of the judicial branch

Amanda Smith

Community Member

Terms Ending in 2024

Major Mark Mason

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

Advisory Committees

Training Task Force

Irma Jaimes- Alonso (Co-Chair), *Colorado Department of Labor and Employment*
Mona Petrocco-Klein (Co-Chair), *Alliance to Combat Human Trafficking – Pueblo*
Brooke Byrd, *Denver Anti-Trafficking Alliance*
Valerie Hansen, *Colorado Department of Human Services, Division of Youth Services*
Josh Landy, *Colorado Criminal Defense Bar*
Meghan LaPorte Trujillo, *Urban Peak*
Rebekah Layton, *Subject Matter Expert/Consultant*
Jo-Ann O’Neil, *Human Trafficking Task Force of Colorado*
Hava Simmons, *Larimer County Department of Human Services*
Caleb Stewart, *Rocky Mountain Immigrant Advocacy Network*
Bailey Thiry, *TESSA*
Rejeania Tolliver, *Violence Free Colorado*
Darren Weekly, *Douglas County Sherriff*
Kristina Wilburn, *Laboratory to Combat Human Trafficking*

Data and Research Task Force

Amanda Finger (Co-chair), *Colorado Network to End Human Trafficking*
Meghan Stidd (Co-chair), *Office of Children, Youth, and Families*
Jim Baird, *Breckenridge Police Department*
Alexandra Brodsky, *COVA*
Dan Casey, *City and County of Brookfield, Human Services*
Alyssa Dalen, *Division of Criminal Justice*
Janet Drake, *Colorado Attorney General's Office*
Christian Gardner-Wood, *Colorado District Attorney's Council*
Andy Lorensen, *Lincoln County Department of Social Services*
Caroline McKinnon, *Voluntad*
Pat Medige, *Colorado Legal Services*
Steven Ramirez, *Shiloh House*
Molly Stevens, *COVA*

Multidisciplinary Team Working Group

Denise Abdo, *Children’s Hospital Colorado*
Diana Goldberg, *SungateKids*
Jenelle Goodrich, *From Silence to Saved*
Holly Harris-Yanker, *Colorado Department of Human Services, Child Welfare*
Chris Henderson, *Office of the Child’s Representative*
Jaime Janes, *Colorado Unaccompanied Child Task Force*
Andrew Lorensen, *Lincoln County Human Services*
Tammy Schneiderman, *Division of Youth Service*
Hava Simmons, *Larimer County Human Services*
Caleb Stewart, *Rocky Mountain Immigrant Advocacy Network*
Alex Wolff, *Office of the Child’s Representative*

Multidisciplinary Team Coordinator Advisory Group

Brooke Byrd, *Denver County*

Kris Charland, *Jefferson County*

Brittany Fabrizio, *18th Judicial District*

Bob Friel, *18th Judicial District*

Courtney Hill, *Jefferson County*

Kim Hinton, *17th Judicial District*

Lindsey Jones, *Jefferson County*

Kellen Kaye, *18th Judicial District*

Pamela Mancini, *El Paso County*

Beth McNalley, *Denver County*

Edna Munoz, *Boulder County*

Christine Rinke, *Boulder County*

Jennifer Sisk, *17th Judicial District*

Bailey Thiry, *El Paso County*

Kelly Zebroski, *Jefferson County*

Division of Criminal Justice Staff

Matthew Lunn, PhD, *Division of Criminal Justice, Director*

Debbie Oldenettel, *Division of Criminal Justice, Deputy Director*

Chris Lobanov-Rostovsky, *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*

Austin Paul, *Human Trafficking Grant Project Coordinator*

Message from the Council Chair

On behalf of the Colorado Human Trafficking Council (the Council), it is my pleasure to submit our 2024 Annual Report. This report is a compilation of the dedicated and passionate efforts of Council members as well as the invaluable staff of the Division of Criminal Justice (DCJ). As Chair of the Council, I offer my genuine thanks and admiration to both members and staff for their hard work and dedication to fighting all forms of human trafficking.

In recognition of the important work of the Council over the last five years, the General Assembly in 2024 reauthorized the Council until 2031. Included in the sunset review we saw some previous legislative recommendations of the Council come to fruition. This includes compensation for council members representing survivors, the addition of human trafficking as an eligible crime for the address confidentiality program, as well as providing a path for vacatur of criminal convictions resulting from a survivor's trafficking experience.

In 2024 the Colorado Human Trafficking Council saw its 10th Anniversary. We used this as an opportunity to reflect on our work over the previous decade. During our annual January retreat, council members elected to spend the year reviewing two cornerstones of our work: Data Collection and Training. Two of our previous advisory committees were re-established for this purpose. Our Data and Research Task Force (DRTF) and Training Task Force (TTF) were each tasked with improving and updating content. The Council also continued its work with the Multidisciplinary Team Working Group (MDT MG) under the Improving Outcomes funded grant, *Connecting Colorado* project. This year, in lieu of new recommendations from the Council, the advisory committees submitted proposed updates to their respective content.

Due to expiring terms of Council members and new additions, the Council will have some new faces in January. We are excited to continue our work identifying priorities for the upcoming year. The state of Colorado has long been a leader in the fight against human trafficking and this is in no small part due to the efforts of the Council and Staff.

Respectfully,

A handwritten signature in black ink, appearing to read "Jim Baird". The signature is stylized and cursive, with a large initial "J" and "B".

Jim Baird
Chair, Colorado Human Trafficking Council

List of Acronyms and Abbreviations

CBI	Colorado Bureau of Investigation (state)
CDHS	Colorado Department of Human Services (state)
CDPS	Colorado Department of Public Safety (state)
CJASS	Colorado Justice Analytics Support System
The Council	Colorado Human Trafficking Council
CJTF	Criminal Justice Task Force
C.R.S.	Colorado Revised Statutes
CSP	Colorado State Patrol
CSU SWRC	Colorado State University Social Work Research Center
CTR	Currency Transaction Report
CY	Calendar Year
CYDC	Colorado Youth Detention Continuum
DCJ	Division of Criminal Justice (state)
DCW	Division of Child Welfare (state)
DHS	Department of Homeland Security (federal)
DLMS	Digital Learning Management System
DOJ	Department of Justice (federal) DORA Department of Regulatory Agencies
DRTF	Data and Research Task Force
DSD	Denver Sheriff's Department
DYS	Division of Youth Services (state)
ED	Executive Director
FAR	Family Assessment Response
FBI	Federal Bureau of Investigation (federal)
FFC	Force, Fraud, and Coercion
FFY	Federal Fiscal Year
FinCEN	Financial Crimes Enforcement Network
HB	House Bill
HSI	Homeland Security Investigations (federal)
HRV Tool	Colorado High-Risk Victim Identification Tool
HT	Human Trafficking
HT 101	An Introduction to Human Trafficking in Colorado
HTTG	Human Trafficking Task Group (state)
HTVA	Human Trafficking Vulnerability Assessment
ICON	Integrated Colorado Online Network
Investigations	Human Trafficking Investigations: An Introductory Course
LCHT	Laboratory to Combat Human Trafficking
LGBTQIA2S+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, Asexual, Two-Spirit
MDT	Multidisciplinary Team
MDT-CAG	Multidisciplinary Team Coordinators Advisory Group
MDT Toolkit	Multidisciplinary Team Toolkit
MDT WG	Multidisciplinary Team Working Group MOU Memorandum of Understanding
NCMEC	National Center for Missing and Exploited Children
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)
PD	Program Director
RED	Review, Evaluate and Direct

RFS	Request for Services
RMIAN	Rocky Mountain Immigrant Advocacy Network
SAR	Suspicious Activity Report
SB	Senate Bill
SFY	State Fiscal Year
SETF	Survivor Engagement Task Force
SLAB	Survivor Leader Advisory Board
TTA	Training and Technical Assistance
TTF	Training Task Force
TTT	Train-the-Trainer
TVAP	Trafficking Victims Assistance Program (federally-funded)
TVPA	Trafficking Victims Protection Act (federal)
USAO	United States Attorney's Office
U.S.C.	United States Code
USCRI	U.S. Committee for Refugees and Immigrants
VRA	Victim Rights Act (stat



Executive Summary

On May 29, 2014, House Bill (HB) 14-1273 was signed into law by Governor John Hickenlooper, establishing the formation of the Colorado Human Trafficking Council (the Council). July 2024 marked the 10-year anniversary of the Council and presented an opportunity to reflect on the Council’s accomplishments over the past 10 years.

During the January annual retreat, Council members elected to spend the year reviewing two cornerstones of their work: data collection and training. The Council established two new advisory committees—the Data and Research Task Force (DRTF) and the Training Task Force (TTF)—both of which aim to improve and update the Council’s data and training content, respectively.

The Council also continued its work with the Multidisciplinary Team (MDT) Working Group under the *Connecting Colorado: Building Effective Anti-Trafficking Systems* project, funded by the *Improving Outcomes for Child and Youth Victims of Human Trafficking* grant. This year, in lieu of making new recommendations to the Council, the advisory committees submitted proposed updates to their respective content.

Data Collection on Human Trafficking in Colorado

Over the past 10 years, the Council worked consistently to identify the incidence of trafficking in the state and understand what is on the horizon. The DRTF noted that during this timeframe, data collection expanded to include information from numerous initiatives,

providers and offices: the National Human Trafficking Hotline and Colorado’s Human Trafficking Hotline; service providers funded by Office for Victims of Crime (OVC) and service providers funded through Trafficking Victims Assistance Program; the Colorado Department of Human Services (CDHS); and federal, state and local law enforcement.

After reviewing these datasets, the DRTF observed that victim identification and services were trending upward in the state, approaching pre-pandemic levels. The task force also examined how funding can shape the depiction of data. They found that when funding is increased, the data reveal greater demographic complexity, offering a more nuanced understanding of who is affected and how victims are impacted.

The 10-year review of data collection practices resulted in three key takeaways:

- **Data Collection Progress and Challenges:** This year’s report highlights the measurable progress that has taken place over the past decade as well as ongoing limitations to collecting data on human trafficking incidences in Colorado. Since 2014, the Council has remained committed to accurately and comprehensively reporting on the scope and magnitude of human trafficking to effectively combat it statewide. The Council reports data from law enforcement, human services, hotlines and community-based service providers to not only paint a comprehensive picture of who receives various services related to human trafficking in Colorado but also to reiterate the true scope of trafficking that remains underreported.
- **Human Trafficking’s Many Forms in Colorado:** Data of “founded” allegations of sex and/or labor trafficking of a minor, tracked by CDHS, have steadily increased. Service provider data continue to indicate that they are providing more services to victims of labor trafficking than the judicial data show. Over the last 10 years, the average number of judicial cases of labor trafficking recorded was 2.9, while the number of labor trafficking cases reported by the Trafficking Victims Assistance Program over the same period was 213, revealing a sharp contrast between judicial reporting and service provider data. Data received from the Colorado Bureau of Investigations by county for involuntary servitude over the

past decade shows an average of 5.47 cases reported from 17 out of the 64 counties in Colorado, also indicating a contrast in data between sex and labor trafficking. Overall, these data show the increasing incidence of labor trafficking as reported by service providers compared to data from judicial and law enforcement sources.

- **The Role of Funding in Priorities and Outcomes:** This report underscores the critical role of funding in shaping anti-trafficking efforts. Federal and state funding has directly influenced training availability for professionals, data collection (e.g., implementing high-risk victim identification tools) and services for survivors (e.g., running a multiyear public awareness campaign). These initiatives have led to increased identification of trafficking and enhanced service provision for survivors. However, impending cuts to victim services funding could jeopardize future progress, emphasizing the need for sustained advocacy and investment.

Training Module Updates

The Council established the TTF to update the language of its two main training modules—*An Introduction to Human Trafficking in Colorado* and *Human Trafficking Investigations: An Introductory Course*—and revise the modules to make them current with today’s trends. While the Survivor Engagement Task Force (SETF) made revisions in 2023, the SETF recommended that the Council take a more in-depth look at the modules to update them for accessibility and trauma-informed language. The TTF also modified imagery and amended possible trigger points in language for both modules.

The TTF’s work included two key components:

- Updating terminology in both modules to be more inclusive and trauma-informed by replacing gender-identifying pronouns such as “she/he” with gender-neutral identifiers such as “they” and “them.”
- Moving away from the standard “red flag indicators” list and revising materials to reflect a more survivor-centered, whole-person approach that supports self-agency of the survivor in determining their own needs.

Training Outcomes

The Council's training modules are delivered using a three-pronged approach, the first being through the Division of Criminal Justice's (DCJ) human trafficking training and technical assistance (TTA) lead, Camerron Resener. The TTA delivers in-person, hybrid and virtual instructor-led training. The second approach is through the online, self-paced versions of *An Introduction to Human Trafficking* and *Human Trafficking Investigations*. The third approach is through the Train-the-Trainer (TTT) program, which trains volunteer facilitators from various regions around the state to deliver the Council's two main programs to constituents in their communities.

Over the three-year period of calendar years 2021 to 2023, DCJ staff and volunteers delivered training to 3,256 individuals. This is an increase of 577 individuals trained during the previously reported three-year period of 2020–2022. In 2023, facilitators and DCJ staff saw a sharp increase in requests for training, almost doubling numbers from 2022: 1,576 individuals were trained, with the majority of increases seen in the two introductory training programs. In 2023, 1,160 individuals were trained in *An Introduction to Human Trafficking*, and 336 law enforcement personnel took *Human Trafficking Investigations*. Thirty-nine service providers completed *Meeting Human Trafficking Survivors' Needs: An Advanced Workshop for Service Providers*.

The training analysis also revealed three further findings:

- Using a pre- and post-test evaluation method to assess the level of knowledge participants gained from both introductory modules, DCJ staff saw an increase in every category evaluated, affirming that the training programs were effective in content and delivery.
- DCJ staff also noted that training requests sharply increased in the three-year period, with 2021 showing 184 in-person requests and 595 virtual requests, in contrast to 2023, which had 595 virtual requests and 644 in-person requests. Overall training requests for the three-year period demonstrated a 250% increase.

- A breakdown of the type of training preferred by various professional sectors revealed that, overall, most participants preferred virtual, hybrid or online training, with the exception of students, local law enforcement and mental health providers, who preferred in-person training.

Connecting Colorado

In 2024, the Council continued its work on *Connecting Colorado*, a federally funded *Improving Outcomes* grant project from OVC. The work of this project began in 2021, when the Colorado Department of Public Safety was awarded a grant from OVC to support its efforts to address the challenges and gaps in systems used to identify and tackle human trafficking of children and youth in the state.

In 2024, the *Connecting Colorado* grant project completed three major goals. The first was to launch the *Multidisciplinary Team Toolkit (MDT Toolkit)*, developed in 2023, by hosting an all-day summit for existing multidisciplinary teams across the state in February 2024. Attendees were educated on the contents of the *MDT Toolkit* and how to implement its guidance.

The second goal was the unveiling of a new and improved screening tool derived from the original Colorado High-Risk Victim Identification Tool created in 2014. The need for a revamped tool arose from critical analysis and feedback gleaned from a usability study conducted by sub-grantee Colorado State University Social Work Research Center (CSU-SWRC). The new and improved tool was renamed the Human Trafficking Vulnerability Assessment (HTVA).

Finally, the beta testing phase of the project was completed by evaluation partner CSU-SWRC. The results of the test provided valuable insights into strengths and areas for improvement, such as the value of targeted TTA support, gaps in resources for users of the *MDT Toolkit* and the need for support in implementing the HTVA. Pilot testing the standing up of MDTs in two new communities will be the third and final phase of the project. This phase began during the last quarter in 2024 and will continue through 2025.

Colorado Legislative Activities

In 2024, the Council underwent its periodic sunset review. House Bill (HB) 24-1345 was signed into law, supporting the Council's continuation for another seven years—until 2031.

Three key legislative successes were included in the review:

- Adding human trafficking as an eligible crime for Colorado's Address Confidentiality Program.
- Creating a process for human trafficking survivors to vacate criminal convictions resulting from their trafficking experience. This vacatur process is only for non-Colorado Victim Rights Act crimes.
- Allocating funding for survivor representatives who are appointed to the Council.

Over the past 10 years, the Council fulfilled the following legislative mandates:

- Creation of standards for community-based victim advocates, mental health providers, adult housing providers and 24-hour licensed childcare facilities. These standards were established as guidance for individuals and organizations that choose to serve human trafficking clients.
- Development and implementation of a statewide public awareness campaign, *This Is Human Trafficking*. The campaign plan established a five-year multipronged approach that included a campaign website; several unique video spots for broadcast television and streaming services; traditional print and digital billboard ads; social media ads and online and mobile banner ads; and transportation signage at Denver International Airport, buses, light rails, etc. The campaign received national recognition and DCJ staff were often asked to provide TTA on public awareness campaigns to other states, such as North Dakota and Louisiana.
- Development of three training curricula. In response to this mandate, the Council finalized and enhanced three human trafficking programs: *An Introduction to Human Trafficking*; *Human Trafficking Investigations*; and *Meeting Human Trafficking Survivors' Needs*.

- Identification of promising practices for preventing human trafficking. The Council established a Prevention Task Force that developed a framework for identifying effective human trafficking prevention strategies. This work was expanded in 2023 with the establishment of the Education Task Force. The task force created a training plan for school staff in districts across Colorado, educating them in primary and secondary prevention against human trafficking as well as youth disclosure.
- Data collection on the prevalence and efforts of law enforcement to combat human trafficking in Colorado. The Council prioritizes this mandate each year and reports on all data collection efforts from a variety of sources, including federal agencies and task forces, state and local law enforcement, state judicial filings, the Division of Child Welfare and the Division of Youth Services, DOJ-funded Enhanced Collaborative Model grant recipients, federally funded Colorado-based service providers and the Colorado Human Trafficking Hotline.
- Publication of annual reports for the General Assembly and members of the Judiciary Committees of the state House of Representatives and the Senate. Published since 2015, the reports outline the Council’s work from the previous year and highlight its continued accomplishments.
- Receipt of five competitive grants in the amount of \$3,981,454 to support the Council in completing its various mandates.

In addition to fulfilling these mandates, several of the Council’s recommendations became Colorado law through statutory policy recommendations:

- HB16-1224: *Treat Trafficking of Children as Child Abuse*
- SB19-182: *Immunity and Affirmative Defense for Minor Victims of Trafficking*
- HB19-1267: *Penalties for Failure to Pay Wages*
- HB24-1345: *Sunset Human Trafficking Council*
- Colorado Code of Regulations, Volume 7 (Children’s Code): Updates adopted recommendations for 24-hour childcare facilities that serve trafficking survivors.

2024 Reflections

This past year has been one of reflection and review, as the Council revisited its accomplishments over the past 10 years. Overall, the Council is proud of the lasting impact it has had on improving the lives of survivors and promoting awareness around the state for citizens and professionals alike.



SECTION 1

Year in Review

The year 2024 marks the 10th anniversary of the Colorado Human Trafficking Council (the Council), which was established through legislation by House Bill (HB)14-1273 and signed into law on May 29, 2014, by Governor John Hickenlooper. In recognition of its 10th anniversary, the Council took a retrospective approach to its work.

For its annual retreat in January, the Council hired Dr. Ersaleen Hope to facilitate the event and guide members through an exploration of the Council’s foundational documents. Through this journey, the Council renewed its commitment to these foundational documents and/or made intentional changes to them that better reflect the Council’s current composition as well as the ever-evolving anti-trafficking field.

In maintaining this reflective approach, the Council also established advisory committees that would similarly evaluate past efforts. The Data and Research Task Force (DRTF) was created to examine the last 10 years of data collected on the incidence of human trafficking and provide a review of what the data reveal about how this crime is addressed in Colorado and what gaps still exist.

In addition, the Council established a Training Task Force (TTF) to conduct a critical review of the Council’s two introductory training programs on human trafficking and make any

necessary updates to ensure the programs were accessible and inclusive and provided an accurate depiction of human trafficking in Colorado today.

Finally, the Council decided to continue the Multidisciplinary Team Working Group (MDT WG) to support the work of the *Connecting Colorado* project.

Multidisciplinary Team Working Group: The MDT WG is a continuation of a multiyear advisory committee that supports the work of the *Connecting Colorado: Building Effective Anti-Trafficking Systems* project, 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.

Data and Research Task Force: This task force reviewed the prior decade of incidence data collected by the Council, providing key takeaways and identifying gaps in data collection to address into the future.

Task Force Chairs: Amanda Finger and Dr. Meghan Stidd

Training Task Force: This task force spent the year reviewing and updating the Council's two introductory training programs, *An Introduction to Human Trafficking in Colorado* and *Human Trafficking Investigations: An Introductory Course*. The task force focused on four key areas for their review: inclusive and trauma-informed terminology, demographics, service needs of a survivor and data updates.

Task Force Chairs: Irma Jaimes-Alonso and Mona Petrocco Klein

Outcomes of the Council's Annual Retreat

The Council designated time during its annual retreat to review its foundational documents (e.g., mission statement, vision statement, guiding principles and ground rules). Hope guided the Council through this review by reflecting on several questions: Is it still relevant? Does it need rewording? Does it need further defining? Is something missing? The Council concluded that the mission, vision and guiding principles were in a good place,

as they were recently reviewed, but the ground rules that were written in 2014 needed a deeper assessment.

Hope led the Council through a mini workshop to better evaluate the ground rules. Through this process, many items within this document were removed, revamped or reworded, including the term ground rules, which was changed to “meeting commitments.” The new meetings commitments document was approved in February 2024.

New Council Initiatives Launched in 2024

In 2023, the Council approved several new initiatives recommended by the Survivor Engagement Task Force (SETF), which were all launched in 2024:

- Quarterly pulse surveys of Council members
- Exit surveys for departing Council members
- Council Buddy program

The quarterly pulse surveys were designed to obtain regular anonymous feedback from the membership about their satisfaction with meetings, including how the Council engages survivors. These pulse surveys were conducted during Council meetings to get maximum participation. Division of Criminal Justice (DCJ) staff analyzed aggregate data and presented the findings at the following Council meeting. The Council used the pulse survey data to address any concerns raised and inform future actions, such as training on topics for upcoming meetings.

Exit surveys were designed to be administered when a Council member resigns or when their term ends. At the end of 2023, the Council had two members resign; however, given the small number, aggregate data were not presented to the Council in order to maintain the confidentiality of exiting members. Since additional members resigned in 2024, an analysis and presentation of survey data will be delivered by DCJ staff during the 2025 annual retreat.

The final initiative launched in 2024 was the Council Buddy program. The SETF made this recommendation in recognition that participating on a governor’s board and commission is

a new experience for many people and can feel intimidating. To create a more welcoming environment, the Council Buddy program aimed to pair new Council members with experienced ones. The buddy is available to help the new member get acclimated to the Council experience. All Council Buddy participants received a mini training about the program, its purpose and a review of Colorado law that would apply to this program. Individuals are paired for a year or longer if they choose. All new Council members in 2024 participated in this program, and it received favorable reviews.

Cross-National Collaboration in Anti-Trafficking Work

Since the inception of the Council, DCJ staff and Council members have hosted delegations from the U.S. Department of State's International Visitor Leadership program. Over the past 10 years, the Council has hosted 13 international delegations, covering a range of topics that address human trafficking. These delegations are coordinated by WorldDenver, which coordinates visits with several anti-trafficking organizations in the state so the delegates can dialogue with one another, learn from each other and share ideas on how to best address human trafficking in their respective communities.

In February 2024, DCJ staff and the Council hosted a delegation from the Middle East and North African countries of Egypt, Jordan, Kuwait, Mauritania, Morocco, Saudi Arabia and United Arab of Emirates. The focus of this meeting was on learning how U.S. state governments work to prevent human trafficking, protect survivors and prosecute cases. In April 2024, DCJ staff and Council members met with a multinational delegation representing Egypt, Nepal, Norway, Turkey, Serbia and Thailand. Delegates were most interested in learning about the U.S. judicial and juvenile justice systems as they relate to human trafficking.

The Council's Sunset Review and Renewal: HB24-1345

During the 2024 legislative session, the Colorado Human Trafficking Council participated in its second sunset review by the General Assembly. Per law, the Department of Regulatory Agencies (DORA) completed an advisory board review and submitted its findings to the House of Representatives Judiciary Committee on February 20, 2024. DORA's report provided a favorable review of the Council's work and made the recommendation for the

Council to continue indefinitely. During this hearing, the Judiciary Committee unanimously agreed with DORA's recommendation.

In addition, the committee wanted to integrate several statutory recommendations the Council had made over the last several years into the bill to enable those recommendations to become law. These include the following:

- Providing compensation for survivor representatives appointed to the Council.
- Adding human trafficking as a qualifying crime for Colorado's Address Confidentiality Program.
- Creating a process for human trafficking survivors to pursue vacatur for non-Victim Rights Act (VRA) criminal convictions that were committed as a result of their human trafficking experience.

The Council's *2022 Annual Report* outlined the legislative recommendations for compensating survivor representatives as well as creating of a process to pursue vacatur for non-VRA crimes. The *2021 Annual Report* provides details about the importance of adding human trafficking as a qualifying crime to the Address Confidentiality Program. To read the signed version of HB24-1345, see Appendix 1 on p. 95.

2024 Colorado Legislative Activities

Besides the passage of HB24-1345, an additional anti-trafficking bill was considered by the General Assembly and signed into law.

[Senate Bill 24-035: Strengthening the Enforcement of Human Trafficking](#)

This piece of legislation added all three human trafficking statutes to the definition of a "crime of violence," as outlined in C.R.S. § 16-1-104(a)(I). With this designation, human trafficking crimes can now be subject to enhanced sentencings. This law also extends the statute of limitations for all three human trafficking crimes to 20 years but does not eliminate the unlimited statute of limitations for sex trafficking of a minor that was previously established.

Finally, an affirmative defense clause was added to the human trafficking for involuntary servitude of an adult statute. The clause allows a victim of labor trafficking to assert an affirmative defense to a charge of labor trafficking if they committed the crime as part of their trafficking experience. The evidentiary burden of proof requiring human trafficking victims to bear a “preponderance of the evidence” for this affirmative defense for victims of human trafficking was also removed. To read the signed act, see Appendix 2, p. 104.



SECTION 2

Data Collection

Introduction

In 2014, the Colorado General Assembly passed Colorado’s current human trafficking laws. These laws define human trafficking as involuntary servitude, sexual servitude of an adult or sexual servitude of a minor. Involuntary servitude is defined as “when someone knowingly sells, recruits, harbors, transports, transfers, isolates, entices, provides, receives, or obtains by any means another person for the purpose of coercing the other person to perform labor or services.”¹ Sexual servitude of an adult occurs when someone uses any of these actions for the purpose of coercing another adult to engage in commercial sexual activity.² If someone uses those same actions by any means, and maintains or makes available a minor for commercial sexual activity, the law considers the situation to be the sexual servitude of a minor.³ There are many ways an individual could be trafficked when combining any of these actions, means and purposes.

¹ Human trafficking for involuntary servitude – human trafficking of a minor for involuntary servitude, C.R.S. § 18-3-503 (2014).

² Human trafficking for sexual servitude, C.R.S. § 18-3-505(4)(a) (2014).

³ Human trafficking of a minor for sexual servitude, C.R.S. § 18-3-505(4)(a) (2014).

As a result, human trafficking is complex and takes many forms. Survivors of this crime come from diverse backgrounds, and their behaviors may not clearly indicate they are experiencing or have experienced human trafficking. The General Assembly also established the Colorado Human Trafficking Council (the Council) within the same legislation that created the current human trafficking laws. Through this legislation, the General Assembly assigned several tasks to the Council. One such task requires the Council to “collect data relating to the prevalence of, and the efforts of law enforcement to combat, human trafficking in Colorado. The Council shall annually report the data to the Judiciary Committees.”⁴ When reporting on different data sets, note that the various data sets in this report use different calendars. For example, data from federal partners often cover the federal fiscal year (FFY) of October 1 to September 30. Data from other partners may cover a traditional calendar year (CY) of January 1 to December 31. Each data set indicates which time frame is being used.

What this mandate did not address explicitly is that various systems’ processes for identifying and responding to human trafficking incidents are complex. Further, measuring prevalence takes time, expertise and funding. Prevalence requires that data include all individuals trafficked at a particular time.⁵

Since 2014, several prevalence methodologies specific to human trafficking have been created nationally and internationally, but data collection within Colorado has limitations. Such limitations include inconsistent interpretations by law enforcement of what is considered a human trafficking “incident”; ad hoc capacity of the Colorado Department of Human Services (CDHS) to screen youth and train on screening; and staffing shortages and restricted resources among community-based service providers. As a result, the data collected represent the best estimate of incidence and do not show true prevalence.

⁴ Human trafficking council - Act of 2014, C.R.S. § 18-3-505(4)(C)(g) (2014).

⁵ Colorado Division of Criminal Justice, Office for Victims Programs, *2015 Colorado Human Trafficking Council Annual Report* (Lakewood, CO: Colorado Department of Public Safety, 2015), p. 12.

Who Is Identified—And Who Is Not?

The Council spent the last 10 years seeking to understand the reasons an individual might not identify⁶ or be recognized as someone who has experienced human trafficking, and the service gaps that exist as a result.⁷ Data in this report are collected based on the state and federal legal definitions of human trafficking, depending on the source. Since Colorado laws align with federal legislation, these definitions have a lot of overlap.

But some communities of individuals are often missed⁸, even when using common definitions, such as boys and men, individuals living in rural communities, communities of color (e.g. Latinx, Indigenous), individuals without access to housing, people who identify as lesbian, gay, bisexual, transgender, queer, intersex, asexual, two-spirit+ (LGBTQIA2S+), people with limited English proficiency, victim defendants, survivors with criminal [involvement and] charges, individuals who experience societal alienation,⁹ individuals who have experienced labor trafficking and disabled individuals.¹⁰

Despite data collection limitations,¹¹ the Council's commitment to address human trafficking statewide through accurate and comprehensive reporting on its scope and magnitude¹² has been consistent since 2014. In addition to collecting data from law enforcement, the Council has also retrieved data from human services agencies, human trafficking hotlines and community-based service providers. The data over this decade have helped illuminate what the human trafficking problem is and how funding can begin to fill service gaps to address it comprehensively.

Human Trafficking Incidence Criteria

The Council exclusively collects and reports data that meet the criteria of a human trafficking incidence. This means that numbers will look much smaller than prevalence

⁶ Colorado Division of Criminal Justice, Office for Victims Programs, *2020 Colorado Human Trafficking Council Annual Report* (Lakewood, CO: Colorado Department of Public Safety, 2020), p. 92.

⁷ DCJ, OVP, *2015 Colorado Human Trafficking Council Annual Report*, p. 21.

⁸ DCJ, OVP, *2015 Colorado Human Trafficking Council Annual Report*, p. 13.

⁹ DCJ, OVP, *2020 Colorado Human Trafficking Council Annual Report*, p. 78.

¹⁰ Colorado Division of Criminal Justice, Office for Victims Programs, *2021 Colorado Human Trafficking Council Annual Report* (Lakewood, CO: Colorado Department of Public Safety, 2021), p. 105.

¹¹ See Appendix 3 to read more about the limitations of the data included in this report.

¹² DCJ, OVP, *2015 Colorado Human Trafficking Council Annual Report*, p. 12.

because human trafficking experience typology complex, as are processes for identifying and responding to incidents.¹³ As one prosecutor described during the Council’s 2017 Prosecutor Study, “You’re dealing with a really large ... cast of characters, you are immediately in the zone of overlapping complex kinds of case investigations, and they web out, and I swear to you the only limit [to] the depth of the investigation is the number of hours you have in your day, and the number of resources that you have.”

Figures 1, 2, 3, and 4 show examples of how individuals are able to access services and are thereby counted in the Council’s data collection, based on criteria set by different definitions of human trafficking. Each funding source determines its own qualifications for a situation to be “identified” as a human trafficking case and therefore counted in its data.

For example, CDHS worked from 2016 to 2021 to better clarify its definition of a child or youth who has experienced human trafficking as it relates to the definition of child abuse and neglect. Their definition was heavily informed by both state and federal law. The children/youth who are suspected of experiencing human trafficking or who fit the definition of sex and/or labor trafficking meet the criteria of child abuse and neglect and are counted in the data provided by CDHS.

Figure 1 displays an example of how a child/youth moves from a referral, through assessment, into a case opened and investigated, to a final determination of a child abuse and/or neglect allegation made within CDHS. For a child or youth who may have been sex- or labor-trafficked, referrals coming into CDHS may specifically indicate concerns with human trafficking or could contain elements signaling high risk for human trafficking situations.¹⁴

Each referral is sent to the relevant county’s child welfare division or human services agency, where it is reviewed by a supervisor. A Review, Evaluate and Direct (RED) team—a cross-section of the agency’s workers and supervisors—reviews referrals from the

¹³ Colorado Division of Criminal Justice, Office for Victims Programs, *2017 Colorado Human Trafficking Council Annual Report* (Lakewood, CO: Colorado Department of Public Safety, 2017), pp. 68–69.

¹⁴ Colorado Division of Criminal Justice, Office for Victims Programs, *2023 Colorado Human Trafficking Council Annual Report* (Lakewood, CO: Colorado Department of Public Safety, 2023), p. 44.

previous day. Based on the RED team's evaluation and legal criteria, a referral is accepted for assessment or screened out.

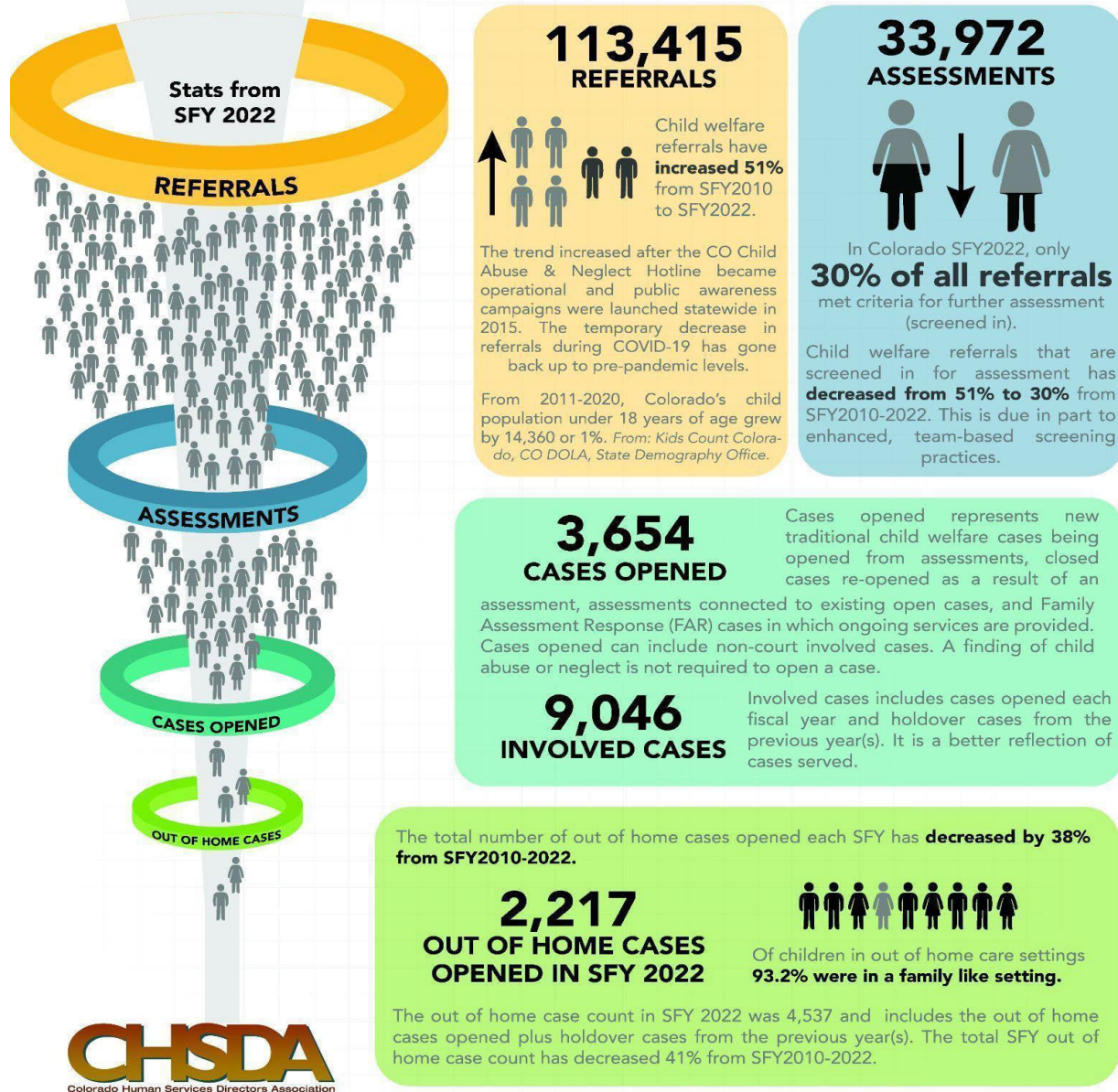
CDHS defines an "assessment" as "the work conducted by a caseworker to engage the family and the community to gather information to identify the safety, risks, needs and strengths of a child, youth, family, and community to determine the actions needed." The term "assessment" is interchangeable with the term "investigation."¹⁵

¹⁵ Ibid., p. 46.

Figure 1: Child Welfare Screening Process for All Forms of Child Abuse and Neglect*
 *Child abuse and neglect covers all types of abuse not just human trafficking of a minor. The numbers in this graphic reflect 2023 trends of all forms of child abuse and neglect, including but not exclusive to human trafficking. For more information about human trafficking assessments, see pp. 33-42.

2023 CHILD WELFARE TRENDS IN COLORADO

County departments of human services administer child welfare in Colorado. Child welfare includes assessments of child safety and risk, a variety of services or referrals to services intended to promote safety, strengthen families, prevent out-of-home placement, and support family reunification, out of home care, and adoption services.



Data source: Colorado Department of Human Services, Division of Child Welfare. This infographic uses the acronym SFY to indicate state fiscal year, which runs from July 1 to June 30.

Figures 2 and 3 show two examples of how individuals experiencing human trafficking may be screened by community-based service providers. In the last decade, the Council has collected data exclusively from community-based service providers that are funded by the Office for Victims of Crime (OVC) housed within the U.S. Department of Justice (DOJ).¹⁶ OVC requires all grantees to use the same criteria, based on the *Trafficking Victims Protection Act*, which is the federal law on human trafficking, first passed in 2000.

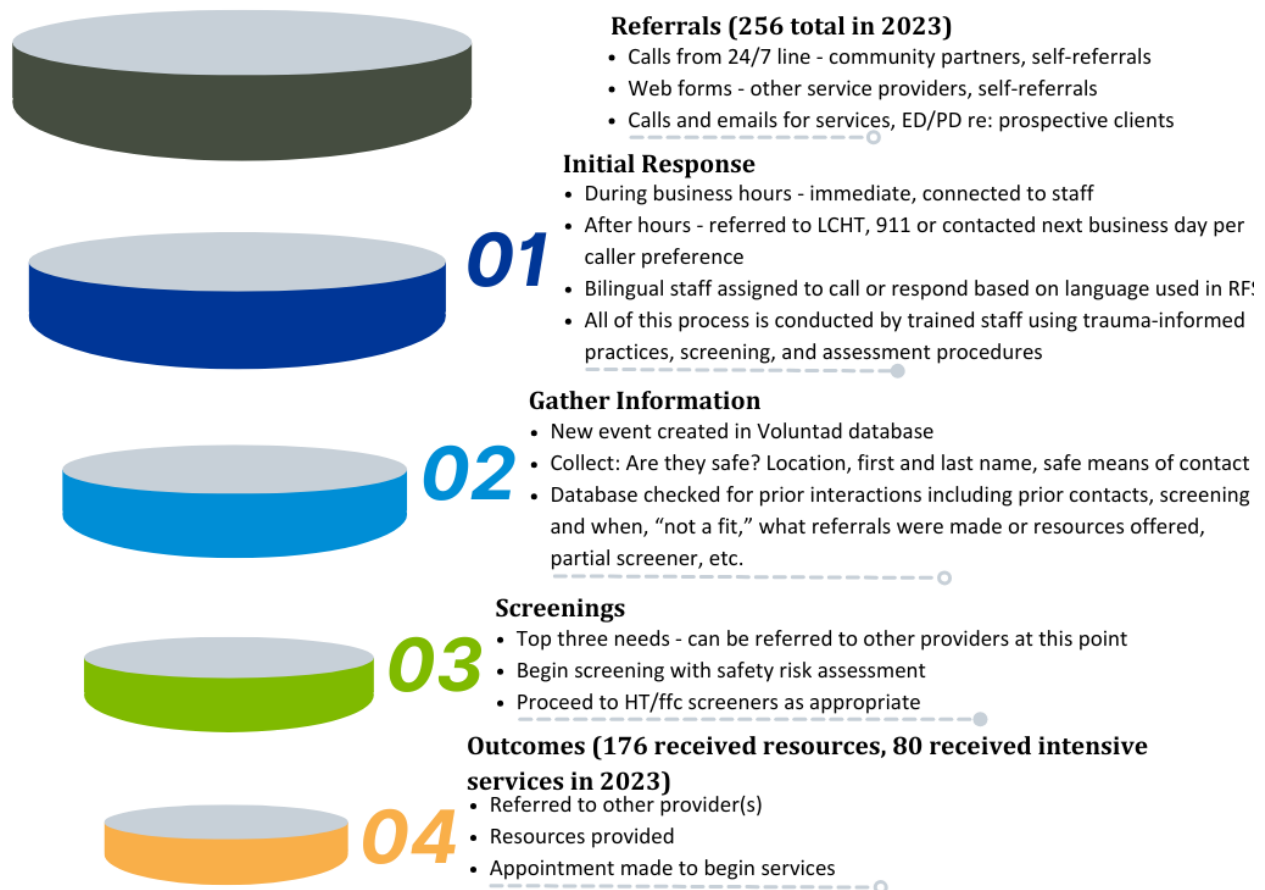
Figure 2: Community-Based Service Provider Criteria for Determining Human Trafficking Cases



Data source: Colorado Organization for Victim Assistance.

¹⁶ DCJ, OVP, 2015 Colorado Human Trafficking Council Annual Report, p. 13.

Figure 3: Community-Based Service Provider Criteria for Determining Human Trafficking Case¹⁷



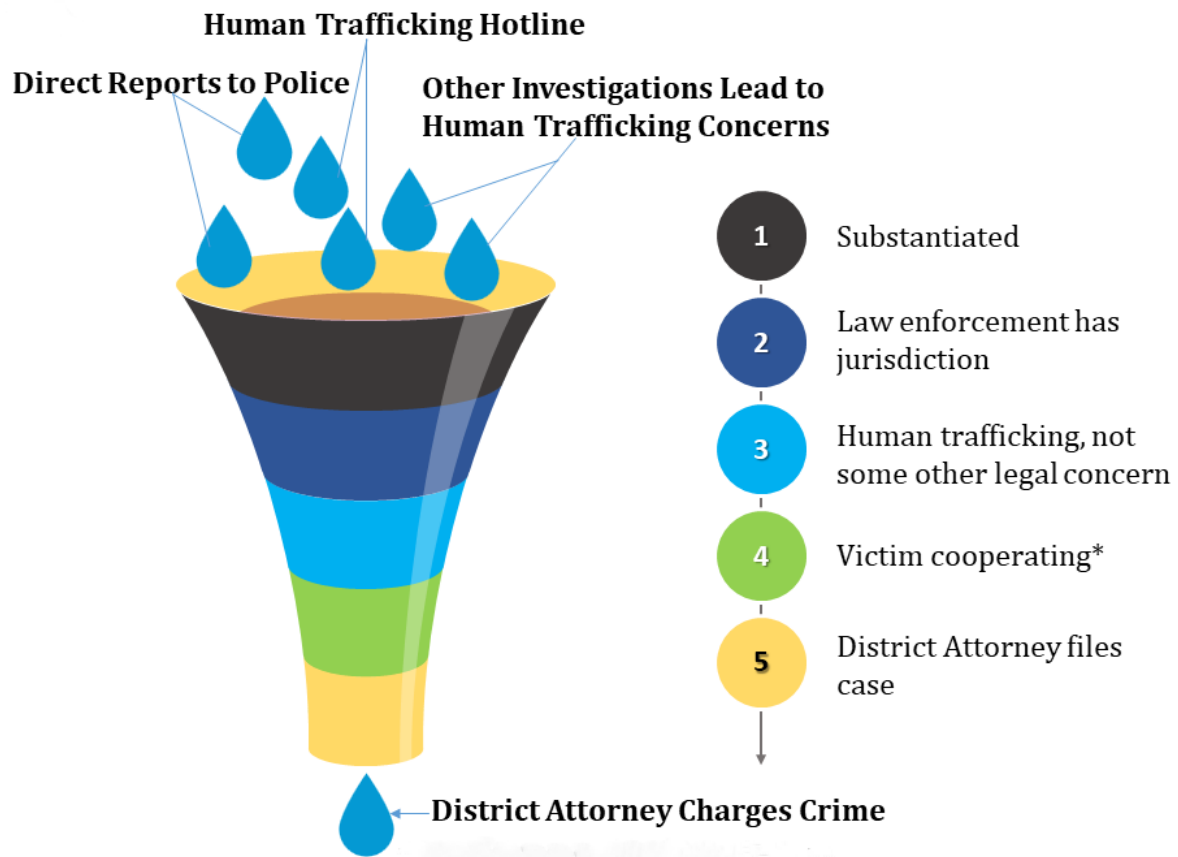
Data source: Voluntad.

As a final example, Figure 4 shows how a local police department screens contacts for cases of human trafficking. Referrals come from individuals directly reporting to the police department or human trafficking hotlines, or from existing investigations that prompt concerns about a possible human trafficking situation. From there, law enforcement determines whether the referral is credible. Next, the police department must decide whether it has jurisdiction, whether the situation meets the legal criteria for human trafficking and whether the individual who experienced human trafficking is able and willing to cooperate with an investigation. The legal criteria the situation would need to meet is within Colorado’s involuntary servitude and sexual servitude laws. For the human

¹⁷ The acronyms in Figure 3 have the following meanings: ED = Executive Director, PD = Program Director, RFS = Request for Services, HT = Human Trafficking, FFC = Force, Fraud or Coercion

trafficking situation to be included in the judicial dataset, a district attorney must then file a case.

Figure 4: Example of Law Enforcement Criteria for Determining Human Trafficking Case



Data source: Breckenridge Police Department.

*"Victim not cooperating" is a law enforcement phrase that can cover many things, such as loss of communication, not participating due to safety concerns, lack of parental consent for minors, etc.

Data Reveal System Improvements

The Council has helped make overall system improvements during the past 10 years, enhancing access to services for individuals experiencing human trafficking. While national numbers do not show significant increases, and often show decreases, CDHS and community-based service provider data show increases in incidence.

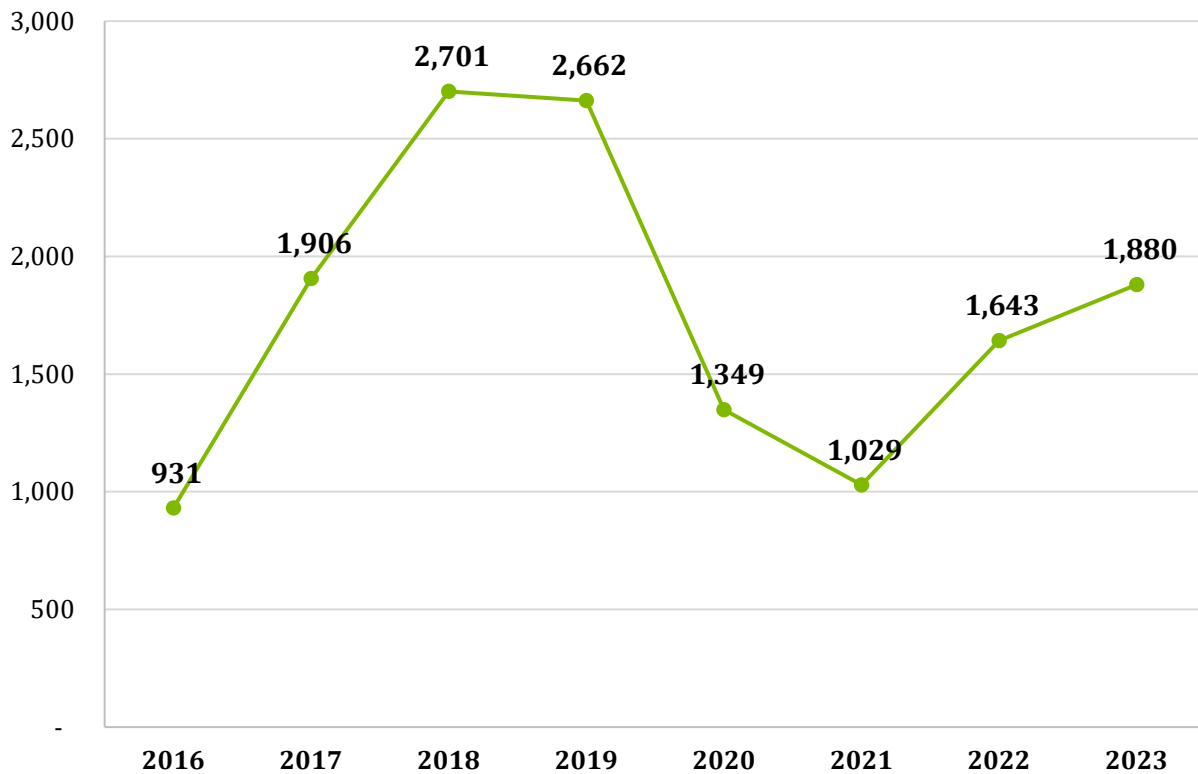
Public Engagement: Expanded Awareness and Free Training

As part of the 2014 law, the Colorado General Assembly mandated that the Council create training standards and curricula for professionals who may come into contact with individuals who have experienced human trafficking.¹⁸ The statute specifically named law enforcement as one of these professional sectors. The Council began these efforts by developing curricula and training in 2016, launching a Train-the-Trainer program in 2017 and continuing to expand its offerings through 2023.

In 2018, the legislature passed House Bill (HB) 18-1115, requiring the Council's training to be available for free to the public from 2018 to 2023; it subsequently passed Senate Bill (SB) 23-074, extending required training efforts until 2030. From 2016 to 2023, the Division of Criminal Justice (DCJ) staff and partner facilitators have trained 14,101 individuals on the basics of human trafficking. This includes information based on Colorado's legal definition of human trafficking.

¹⁸ Human trafficking council - Act of 2014, C.R.S. § 18-3-505(4)(C)(e) (2014).

Figure 5: Number of Individuals Trained with Colorado Human Trafficking Council Training Programs, CY 2016–2023



Data source: Colorado Department of Public Safety, Office for Victims Programs.

In addition to working on the training mandate, the Council was required to develop and implement a statewide public awareness campaign on human trafficking, providing education and placing victim services contact information in strategic locations.¹⁹ To address this mandate, the Council established a working group from 2017 to 2022 and applied for multiple grants to fund the project. The working group, in partnership with Orange Circle Consulting, created a dynamic, multimedia public awareness campaign on human trafficking in Colorado, directing people toward the state’s human trafficking hotline. Videos created through the campaign were also used in the Council’s training programs.

The public awareness and training efforts were necessary for increasing identification and screening efforts in Colorado, particularly while stabilization and decreases happened at

¹⁹ Human trafficking council - Act of 2014, C.R.S. § 18-3-505(4)(C)(d) (2014).

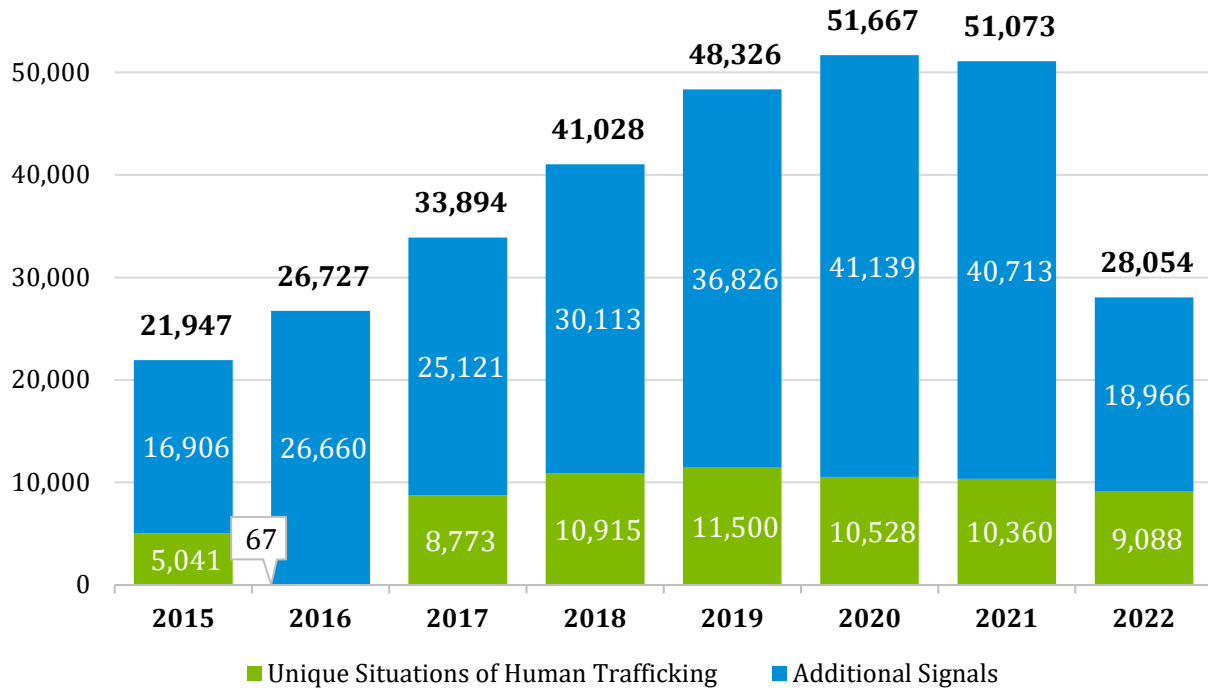
the national hotline level, as seen in Figure 6, a steady increase took place at the state level, as shown in Figure 7. The public awareness campaign resulted in some notable outcomes²⁰:

- Those who saw ads had higher belief that human trafficking happened in Colorado.²¹
- From the campaign launch through June 2022:
 - Average monthly calls increased by 51% (average of 51 calls per month before November 2020; average of 78 calls per month afterward through June 2022).
 - Calls per month from survivors increased by an average of 30% (caveat: based on 10 months of pre-campaign data versus 20 months of post-campaign data).
 - Tips and referrals per month increased by an average of 58% (before campaign: 29 monthly average tips/referrals; after campaign launch: 46 monthly average tips/referrals).
- References to the campaign as the source for callers learning about the hotline (via website, advertisement, social media, news) remained relatively high from January 2021 through October 2022: 2020 (10 mentions), 2021 (84 mentions), 2022 through October (71 mentions).

²⁰ 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. 86.

²¹ *Ibid.*, p. 88.

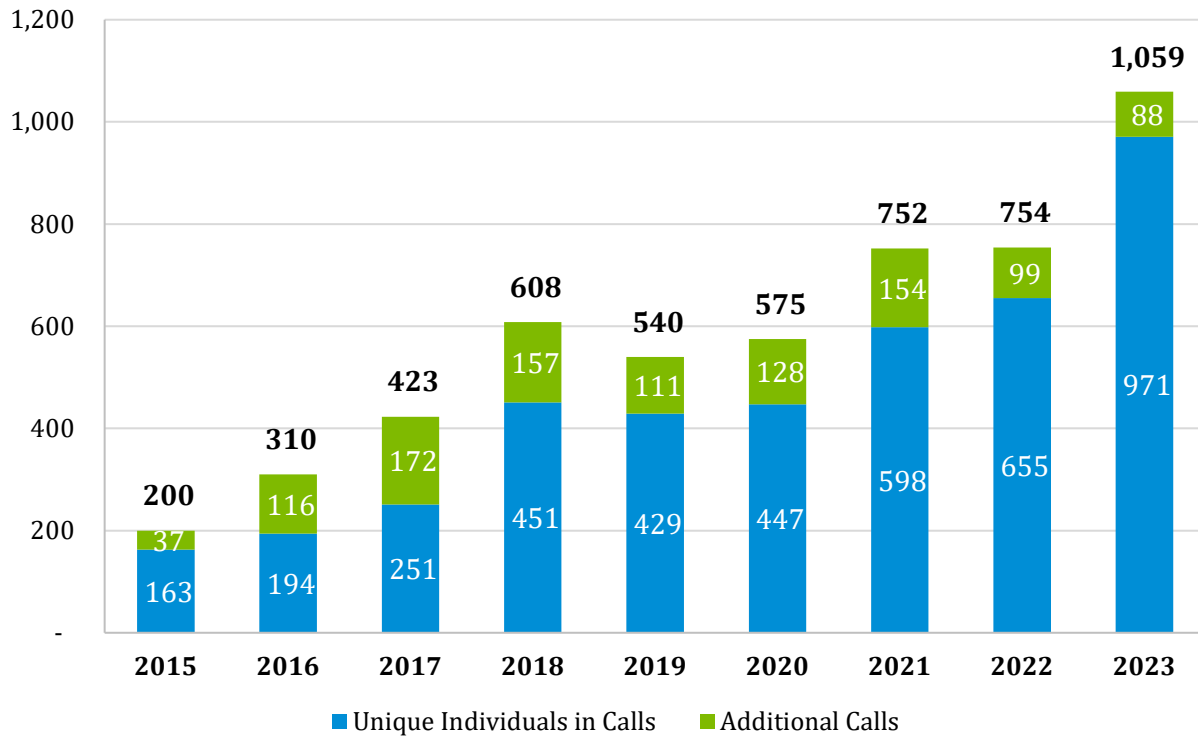
Figure 6: National Human Trafficking Hotline (NHTH)—National Signals vs. Situations, CY 2014 -2022



Data Source: NHTH data were obtained from Polaris. Signals are phone calls and texts the national hotline receives from individuals. Situations are unique instances of human trafficking. The NHTH can receive several “signals” for one “situation” of human trafficking.

Note: 2023 data was not available at the time of publication.

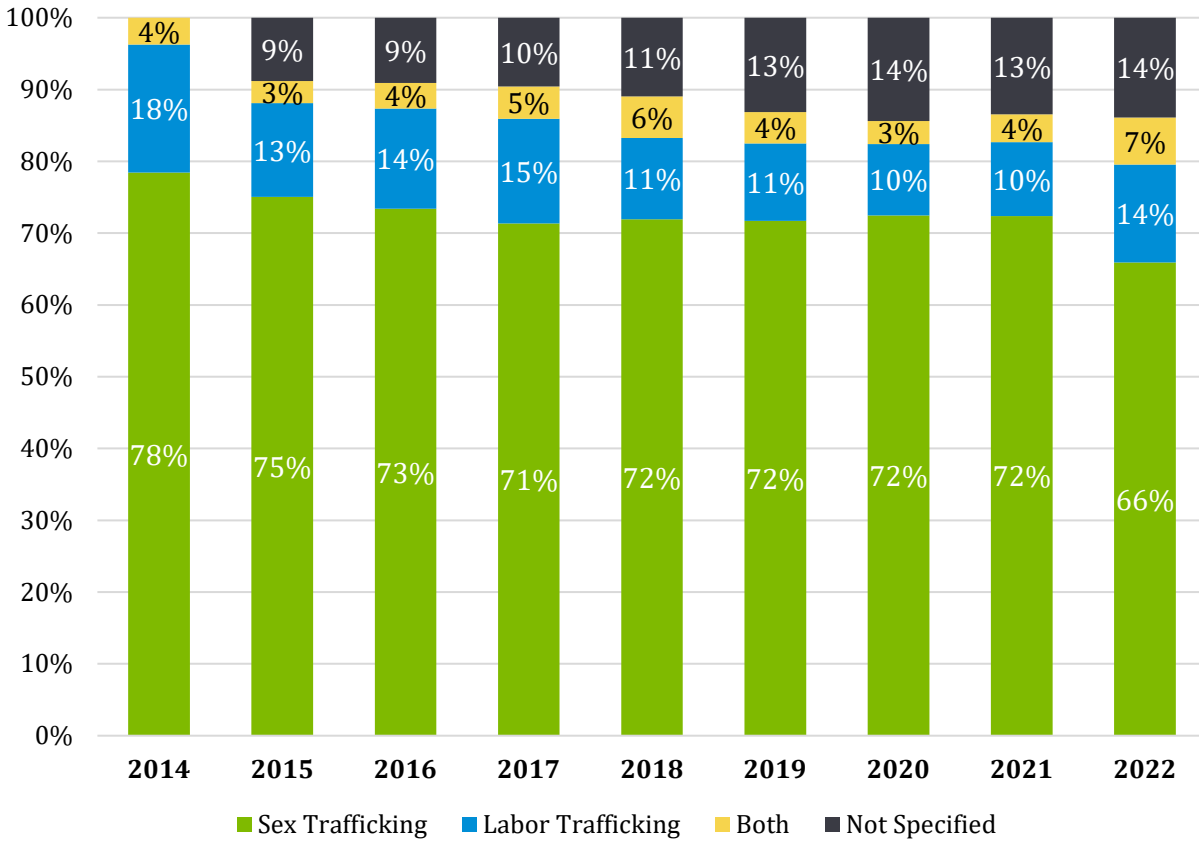
Figure 7: Colorado’s Human Trafficking Hotline—Calls vs. Unique Individuals, CY 2014–2023



Data source: Colorado’s Human Trafficking Hotline data were obtained by the Laboratory to Combat Human Trafficking.

Figures 8 and 9 show proportionally how many unique calls represent what type of trafficking. For all of the past 10 years, Colorado’s Human Trafficking Hotline has had higher rates of calls regarding labor trafficking than the NHTH. While both hotlines receive the highest rates of calls referencing sex trafficking, Colorado’s Human Trafficking Hotline had proportionally more calls referencing both sex and labor trafficking from 2016 to 2019 and 2020 to 2022.

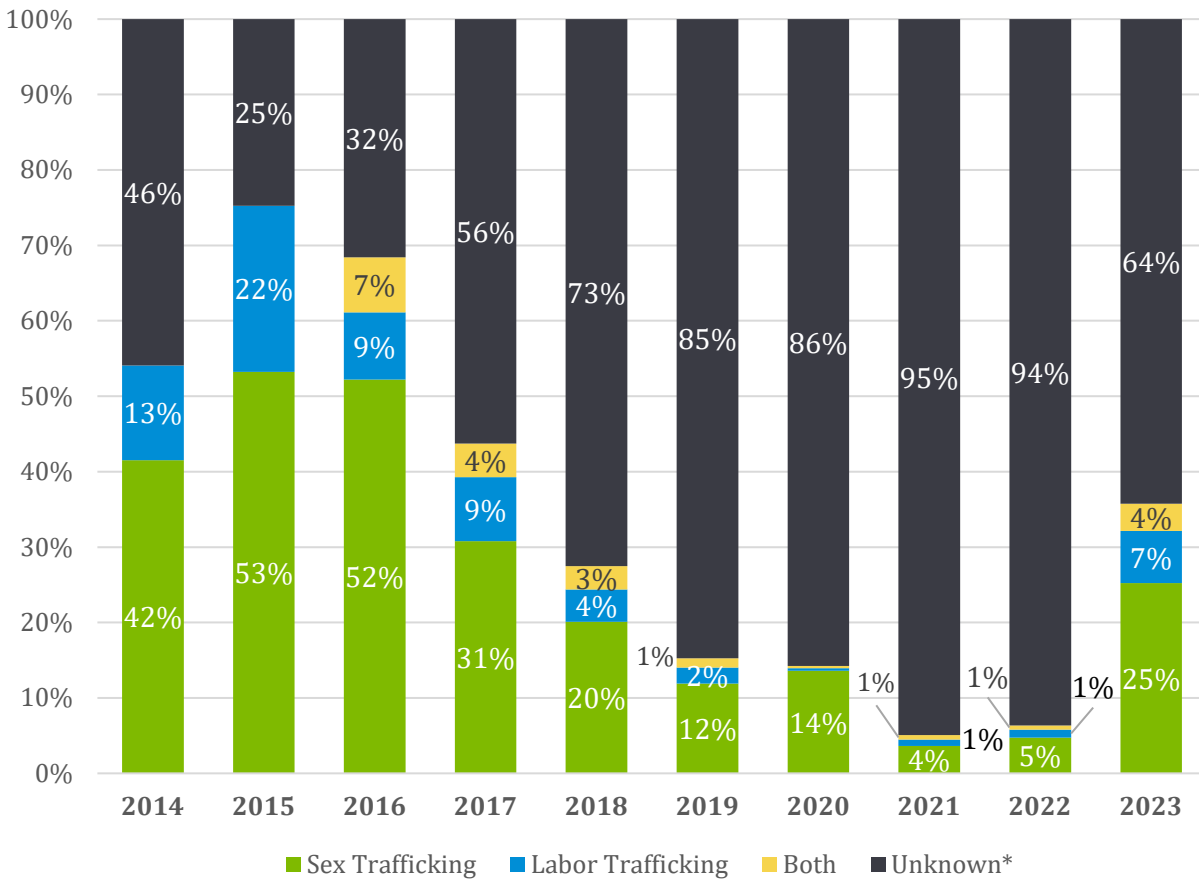
Figure 8: NHTH—National Situations by Type of Trafficking, CY 2014–2022



Data source: NHTH data were obtained from Polaris.

Note: 2023 data was not available at the publication time of this report.

Figure 9: Colorado’s Human Trafficking Hotline—Colorado Situations by Type of Trafficking, CY 2014–2023



Data source: Colorado’s Human Trafficking Hotline data were obtained by the Laboratory to Combat Human Trafficking.

*Hotline calls between advocates and individuals are often complex, and there are many reasons why demographic data of various kinds are not gathered during the call. Reasons could include highly sensitive and guarded interactions with an individual, sensitive timing, de-prioritization of data collection, etc. “Unknown” includes calls where knowledge of the type of trafficking is not necessary for fulfilling the resource request.

Human Trafficking as Child Abuse and Neglect

Since 2014, several laws at the federal and state level have enhanced the conceptual understanding of human trafficking of children and youth as well as clarified the responsibilities the Department of Human Services has to this population. The federal law *Preventing Sex Trafficking and Strengthening Families Act* (Public Law 113–183) was established closely following the passing of Colorado’s new human trafficking laws in 2014. State requirements for CDHS followed in 2015, 2016 and 2019 that defined child welfare agencies’ roles and actions in addressing human trafficking.

The state law *Immediate Reporting of Missing Children in the Custody of a State Agency* (HB15-1078) required that human services departments report missing youth to local law enforcement within 24 hours. Based on recommendations from the Council, state law *Treat Trafficking of Children as Child Abuse* (HB16-1224) expanded the definition of child abuse and neglect to include the sexual servitude of a minor. It required that the county and state human services agencies respond to this crime, even when a third party was suspected of abuse or neglect, and required the use of a universal screening tool.

Finally, SB19-185, *Protections for Minor Human Trafficking Victims*, expanded this definition of child abuse and neglect to include involuntary servitude of a minor, making both sex and labor trafficking of someone under the age of 18 a form of child abuse and neglect. This inclusion was a direct result of a Council recommendation in 2015.

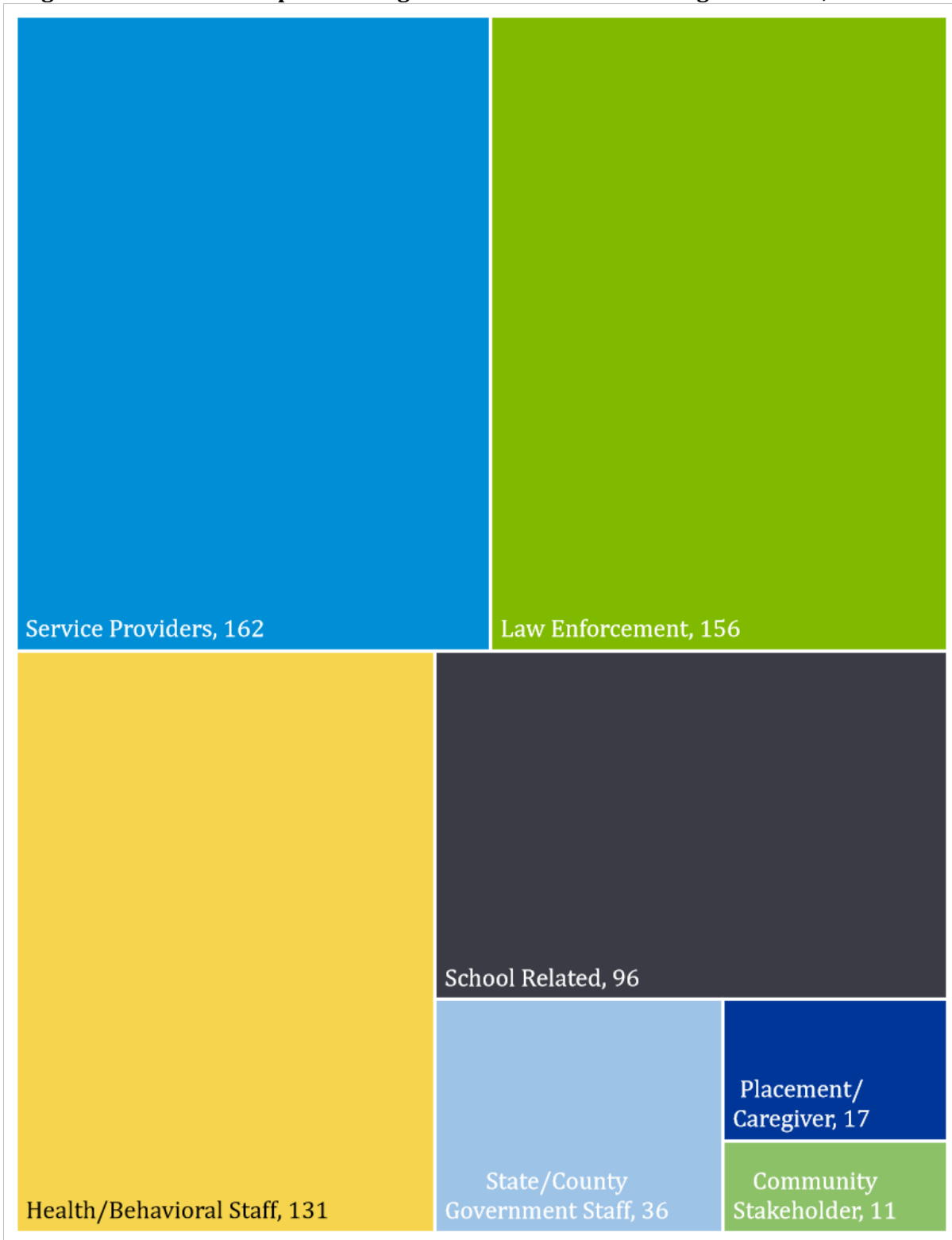
The Necessity of Screening

A uniform, high-risk screening tool was an important step for the state legislature to take, as recommended by the Council in its *2015 Annual Report*. The screening tool would aid in identifying children and youth who were at risk for human trafficking. To fulfill the federal and state requirements for uniform screening, the Human Trafficking Task Group at CDHS started work in 2016 to evaluate available tools and put forward a uniform screening tool for CDHS leadership to consider. By combining the screening tools in use by Jefferson and Denver counties, CDHS adopted the Colorado High-Risk Victim Identification Tool (HRV Tool) in 2017, which included identifiers for both sex and labor trafficking. In 2019, the Division of Youth Services (DYS) adopted the HRV Tool as part of its global screening for youth in its care.

Figure 10 shows the sources of reported allegations of human trafficking of a minor to CDHS from 2017 to 2024.²² Individuals from many different professions reported allegations, showing the importance of training the professionals included in the figure as well as others.

²² 2017 is the year that CDHS started collecting data on human trafficking allegations due to the passage of HB16-1224.

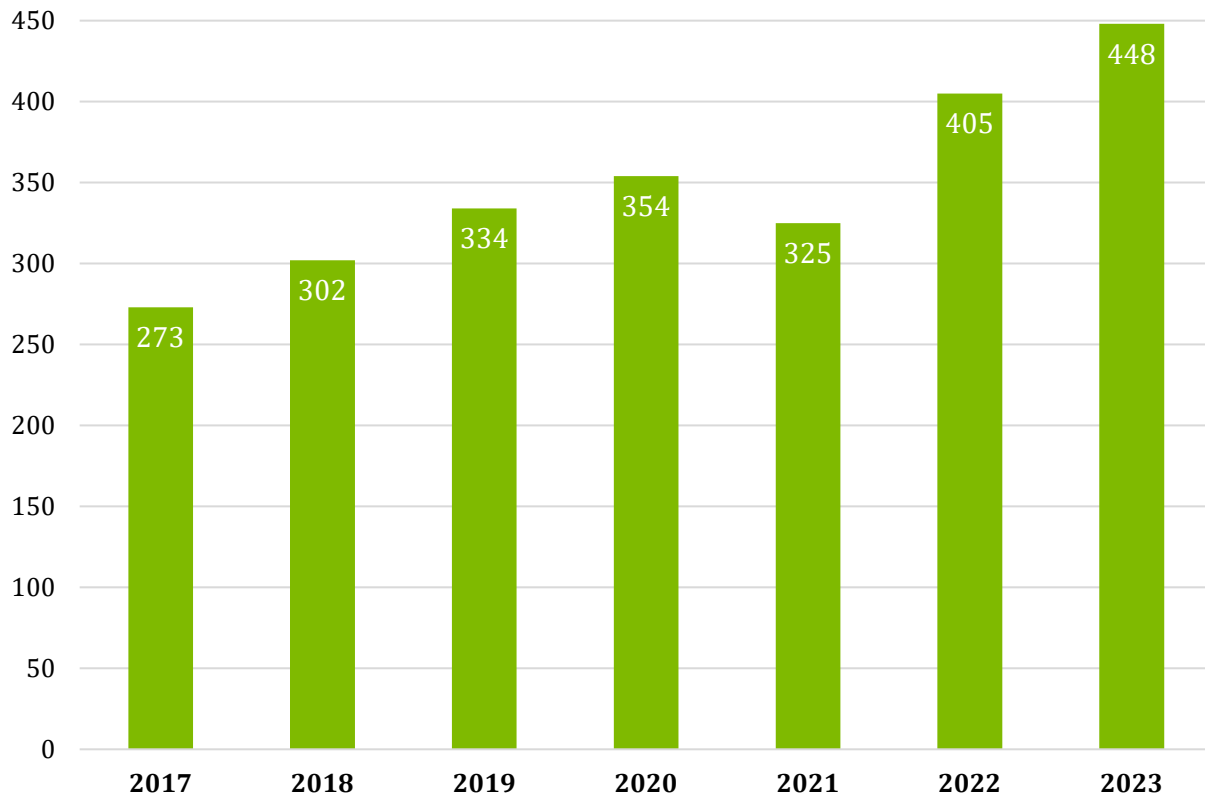
Figure 10: Sources of Reported Allegations of Human Trafficking of a Minor, CY 2017-2023



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

The Division of Child Welfare (DCW), within CDHS, recorded referrals that reference sex or labor trafficking since 2017. Each year, the number of referrals increased except in 2021. Figure 11 shows the rate of referrals, which range from 273 to 448 referrals in a year.

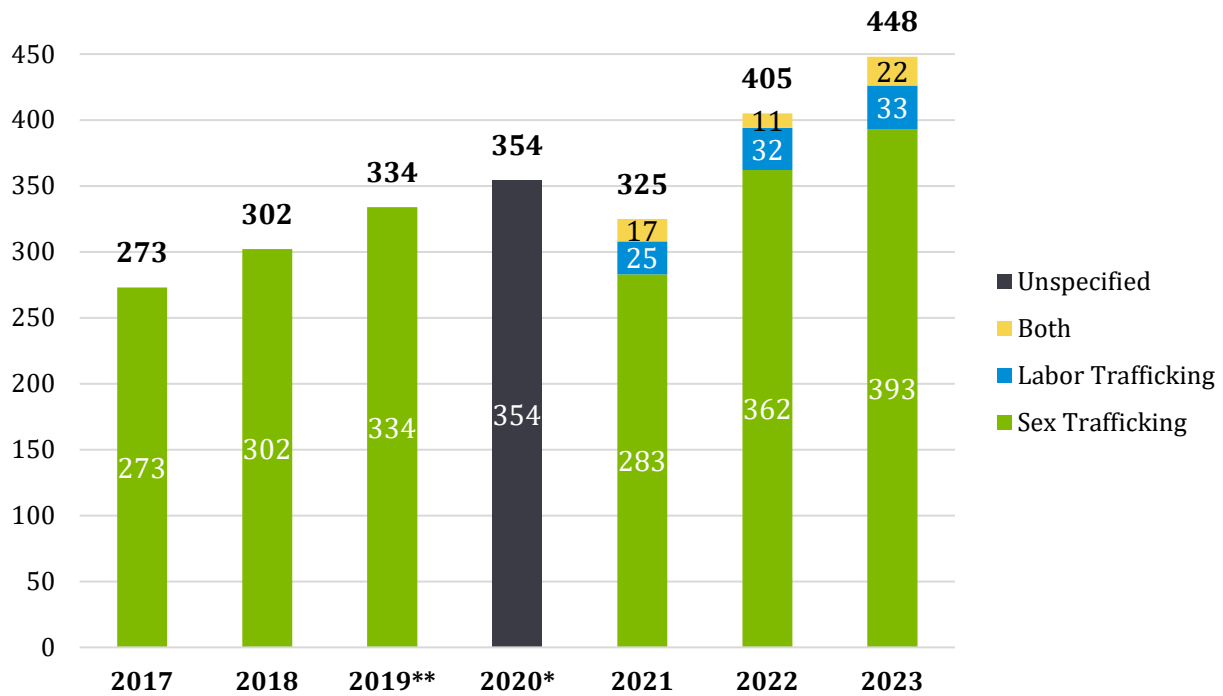
Figure 11: Referrals that Reference Sex or Labor Trafficking, CY 2017–2023



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

Figure 12 displays the number of assessments that include an allegation of human trafficking from 2020 to 2022. These allegations can allude to sex trafficking, labor trafficking or both sex and labor trafficking. The majority of assessments include sex trafficking allegations. The number of assessments has increased each year, with a range of 273 to 448 minors assessed annually.

Figure 12: Number of Assessments that Include Allegation of Human Trafficking, CY 2017–2023



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

*Due to a small “N” outside of sex trafficking, CDHS was unable to provide the breakdown for calendar year 2020. When category sizes are deemed too small to maintain confidentially, categories are grouped together, by policy.

**Labor trafficking of a minor was not added as a form of child abuse and neglect until 2019 and will not be included in the data for 2017, 2018 and 2019.

Figure 13 shows the outcomes of these assessments with an allegation of human trafficking. The possible outcomes of an assessment by county departments include the following:²³

- **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.

²³ DCJ, OVP, 2023 Colorado Human Trafficking Council Annual Report, p. 45.

'Founded' and 'confirmed,' as used in C.R.S. § 19-3-308 - 308.5, are interchangeable in these rules."²⁴

- **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."²⁵
- **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."²⁶
- **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."²⁷
- **Program Area 4 (PA4):** Program for Youth in Conflict is when "services are provided to reduce or eliminate conflicts between a child/youth and their family members, which may include the community, when those conflicts affect the child/youth's well-being, the normal functioning of the family or the well-being of the community. The focus of services shall be on alleviating conflicts, protecting the child/youth, family, and the community, re-establishing family stability, and/or assisting the youth to emancipate successfully. Target groups for PA4 are children and youth who are youth in conflict... 'Youth in conflict' means a child/youth who is involved in conflict which results in the high likelihood of suffering substantial harm and/or injury to the child/youth, family, and/or community."²⁸ There are no findings associated with an assessment that has a PA4 outcome.

²⁴ Colorado Secretary of State's Code of Regulations, *Department of Human Services' Social Services Rules: Overview of Child Welfare Services*, last edited 2024, p. 8.

²⁵ *Ibid.*, p. 15.

²⁶ *Ibid.*, p. 10.

²⁷ *Ibid.*, p. 7.

²⁸ *Ibid.*, 15.

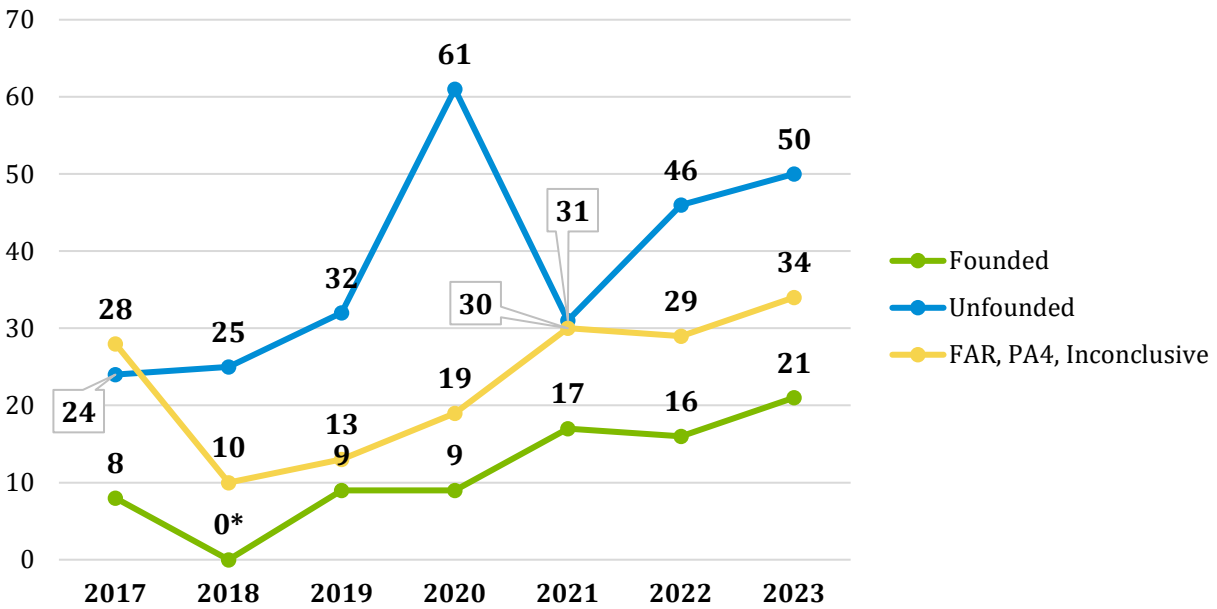
- **Unable to Locate:** “The alleged victim child(ren) or youth in conflict are not located or do not reside in the State of Colorado; The referral lacks sufficient information to locate the alleged victim child(ren) or youth in conflict.”²⁹

At times, agencies investigated referrals for allegations that were not initially identified as sex or labor trafficking situations but, through 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 Figure 13, which 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 the assessments in Figure 13 were investigated specifically for allegations of sex or labor trafficking. The number of founded allegations steadily increased from 2017 to 2023, with a range of fewer than five to 21 annually.

²⁹ Colorado Secretary of State’s Code of Regulations, *Department of Human Services’ Social Services Rules: Referral and Assessment*, last edited July 1, 2023, pp. 10-11.

Figure 13: Outcomes of Assessments with an Allegation of Human Trafficking, CY 2017–2023



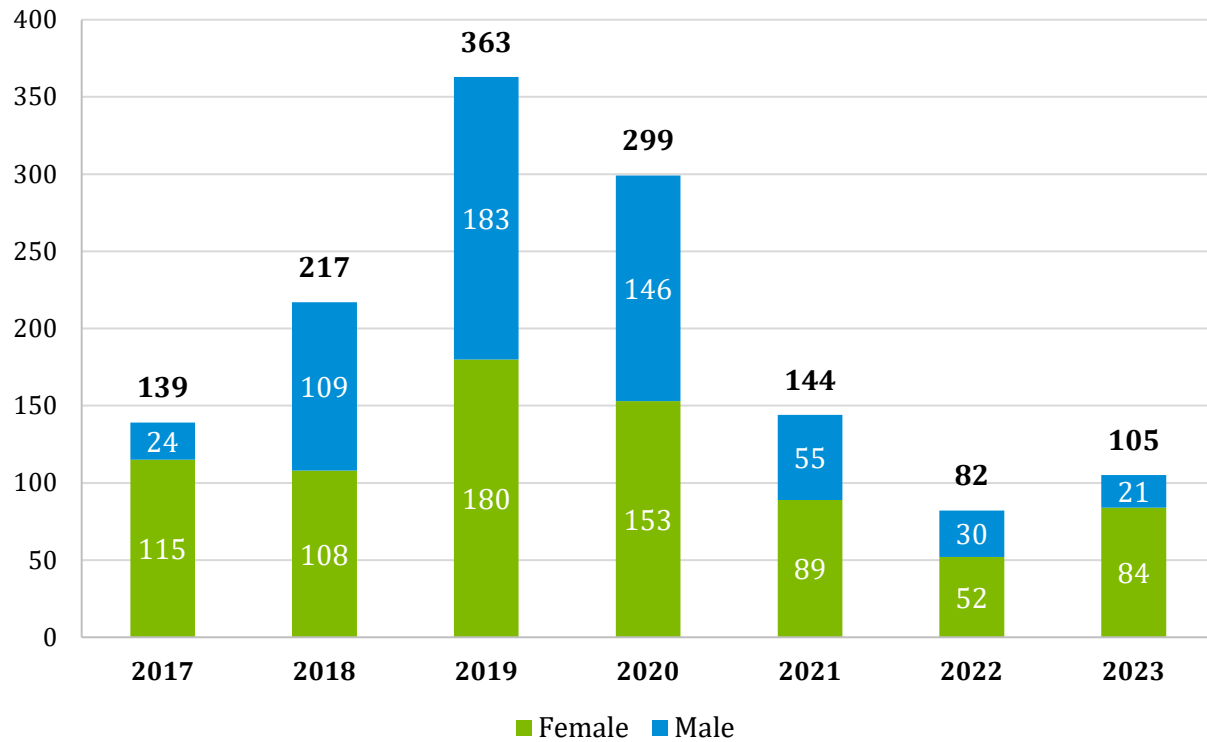
Data source: Colorado Department of Human Services, Division of Child Welfare.

Note: The 0* represents fewer than 5 individuals but is not a true 0. When the category has fewer than 5 individuals, CDHS reports the number category as <5 in order to protect the confidentiality of those involved.

Figure 14 and figures found in Appendices 4 and 5 explore the demographics of the minors who are assessed by county divisions of child welfare from 2017 to 2023. Figure 14 shows the gender breakdown of assessed minors. In the years 2017, 2021, 2022 and 2023, a proportionally higher number of females were assessed. From 2018 to 2020, an almost equal number of males and females were assessed. Trails, the database used by staff to record assessment data, requires the input of race and ethnicity information, if available. The Council has concerns³⁰ about how those entering demographic data determine a minor’s race and ethnicity and whether this information is assessed in the same way by each staff member across all counties. As such, the data have been moved to Appendices 4 and 5 and should be considered carefully.

³⁰ Legislation to address this systemic limitation around race and ethnicity data collection within CDHS was passed in 2024. HB24-1046 requires CDHS to review the screening process used by county departments and hotline system operators to align demographic collection practices with best practices and cultural competency efforts.

Figure 14: Gender Breakdown of Assessed Minors, CY 2017–2023



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

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 use 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.

For children and youth who are identified through the tool as high risk, several counties operate in multidisciplinary teams (MDTs) to conduct case reviews and develop individualized plans to address concerns raised by the tool.

Figures 15, 16, and 17 show the top 10 risk factors identified using the HRV Tool from three separate entities within the Colorado Department of Human Services. County-level divisions of child welfare screenings happen for two reasons: (1) when an allegation of child abuse and/or neglect is made or (2) when a youth goes missing from care. The DYS screenings occur when a youth is committed to DYS after a judicial ruling. The DYS' Colorado Youth Detention Continuum (CYDC) completes an HRV screening each time a youth is admitted into detention.

Across the three sources, the top five risk factors from 2018 to 2023 were mental health, history of (or current concern about) physical abuse or neglect, drug charges or substance abuse, family dysfunction and truancy and/or non-enrollment in school. Based on these risk factors, there are opportunities for providing services as well as building protective factors against a situation of human trafficking.

Figure 15: Top 10 Risk Factors by Year Identified in DCW Using the HRV Tool, CY 2018–2023

	2018 (n = 139)	2019 (n = 214)	2020 (n = 363)	2021 (n = 144)	2022 (n = 82)	2023 (n = 69)
Highest Score	Mental Health	Mental Health	Mental Health	Mental Health	Mental Health	Mental Health
	Substance Use	History/Current Abuse	Substance Use	History/Current Abuse	Family Dysfunction	School Attendance
	History/Current Abuse	Substance Use	3+ Runs in 12 Mos	Substance Use	Substance Use	Family Dysfunction
	Family Dysfunction	School Attendance	Family Dysfunction	Family Dysfunction	History/Current Abuse	3+ Runs in 12 Mos
	School Attendance	Family Dysfunction	School Attendance	3+ Runs in 12 Mos	School Attendance	Substance Use
	3+ Runs in 12 Mos	3+ Runs in 12 Mos	History/Current Abuse	School Attendance	3+ Runs in 12 Mos	History/Current Abuse
	Run 20+ Days	Run 20+ Days	Run 20+ Days	Interest in Older People	Run 20+ Days	Interest in Older People
	Interest in Older People	Lack of Support	Interest in Older People	Run 20+ Days	Lack of Support	Lack of Support
	Lack of Support	Housing Insecurity	Lack of Support	Lack of Support	Interest in Older People	Run 20+ Days
Lowest Score	Housing Insecurity	Interest in Older People	Housing Insecurity	Found with Older Adults	Housing Insecurity	Housing Insecurity

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

Note: The risk factors are ranked in frequency from highest score at the top of each column to lowest score at the bottom of each column. Many of the risk factors have been shortened for readability. The risk factors include the following: mental health; family dysfunction; drug charges/substance abuse (Substance Use), history of, or current concern about, sexual abuse, physical abuse or neglect (History/Current Abuse); truancy and/or non-enrollment in school (School Attendance); three or more runs* in 12 months (3+ Runs in 12 Mos); longest run more than 20 days (Run 20+ Days); lack of support system or supportive relationships (Lack of Support); in relationship/expressed interest in older men/women who may be intimate partner, friend or relative (Interest in Older People); homeless, not living with adults, couch surfing, etc. (Housing Insecurity); and relationship/found in the presence of older, non-related adults (Found with Older People).

* "Run" refers to a youth missing from care.

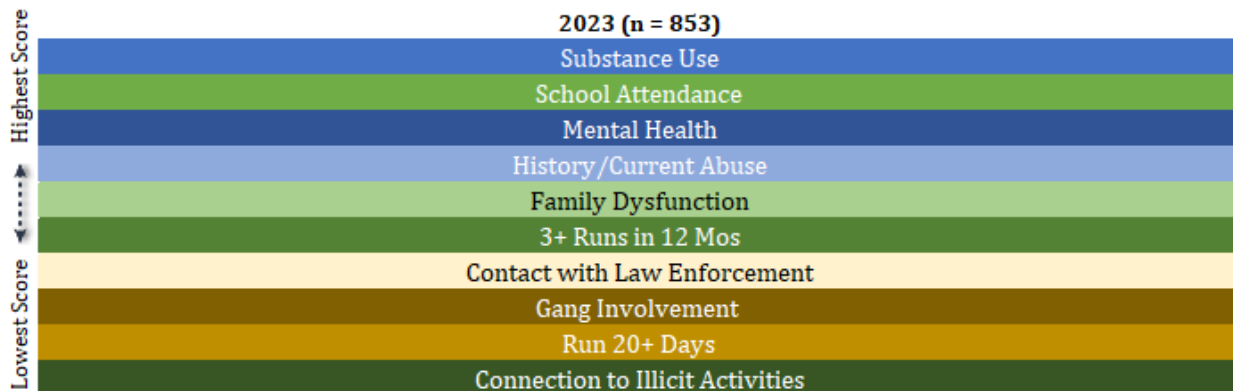
Figure 16: Top 10 Risk Factors Identified in DYS Using the HRV Tool, CY 2023



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

Note: The risk factors are ranked in frequency from highest score at the top to lowest score at the bottom. Many of the risk factors have been shortened for readability. The risk factors include the following: drug charges/substance abuse (Substance Use); mental health; family dysfunction; family, friends and/or peers known to be involved in illegal commercial sex and/or criminal activities (Connection to Illicit Activities); history of, or current concern about, sexual abuse, physical abuse or neglect (History/Current Abuse); truancy and/or non-enrollment in school (School Attendance); gang involvement; longest run more than 20 days (Run 20+ Days); lack of support system or supportive relationships (Lack of Support); and three or more runs in 12 months (3+ Runs in 12 Mos).

Figure 17: Top 10 Risk Factors Identified in CYDC Using the HRV Tool, CY 2023



Data source: CDHS, Division of Youth Services, Colorado Youth Detention Continuum.

Note: The risk factors are ranked in frequency from highest score at the top to lowest score at the bottom. Many of the risk factors have been shortened for readability. The risk factors include the following: drug charges/substance abuse (Substance Use); truancy and/or non-enrollment in school (School Attendance); mental health; history of, or current concern about, sexual abuse, physical abuse or neglect (History/Current Abuse); family dysfunction; three or more runs in 12 months (3+ Runs in 12 Mos); history of law enforcement contact related to prostitution or other charges that may occur while being trafficked (theft, drugs, assault)—may have multiple curfew violations (Contact with Law Enforcement); gang involvement; longest run more than 20 days (Run 20+ Days); and family, friends and/or peers known to be involved in illegal commercial sex and/or criminal activities (Connection to Illicit Activities).

Further System Improvements

Every year, the study of human trafficking brings progress in systems and deeper understanding of how human trafficking is experienced. Data collected in the last 10 years

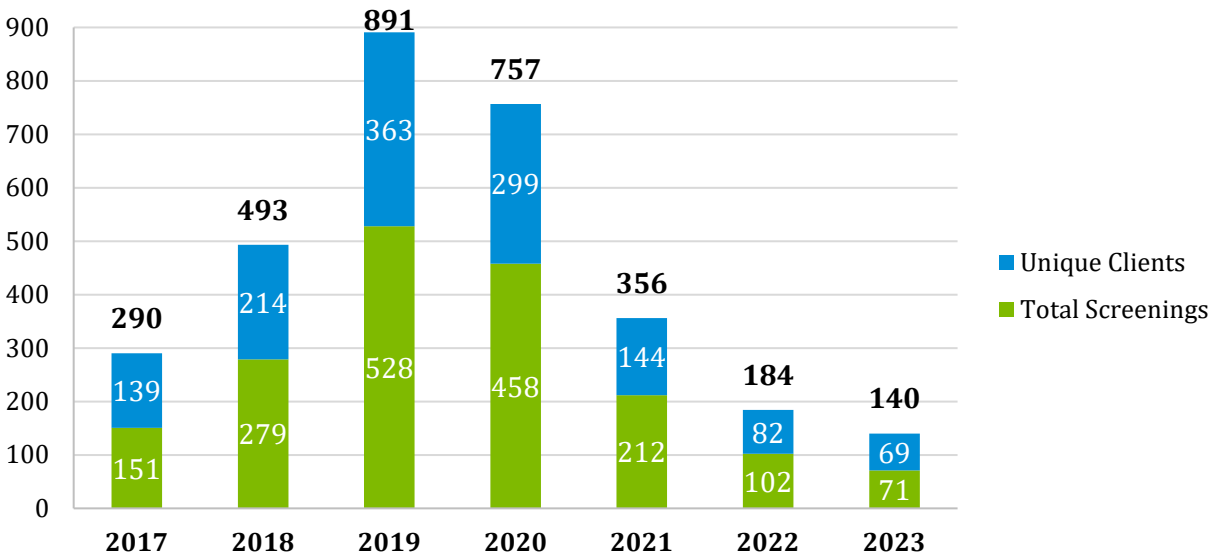
show what funding can do to fill in service gaps that exist among populations that are historically marginalized and/or underserved.

How Funding Shapes Data

Two questions remained for the Data and Research Task Force in 2024: How can funding be prioritized to fill the service gaps identified? How can this report be used to encourage further analysis? Funding distributed at the federal and state levels drives public awareness, training and screening.

Funders at the public and private levels both intentionally and unintentionally set the priorities and abilities of law-enforcement, service providers and systems of various kinds. Figure 18 shows the intentional work that can be done when funding is obtained. From the years 2017 to 2019, a full-time position was funded within the Colorado Department of Human Services that specifically worked on implementing and training on the High-Risk Victim Identification Tool. In those years, there was a heightened usage of the tool.

Figure 18: Total Uses of HRV Tool, CY 2017–2023



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

Expanding the Data: Service Providers

Some of the most expansive data collected are from service providers within the state of Colorado. OVC and the Trafficking Victims Assistance Program (TVAP) are two major

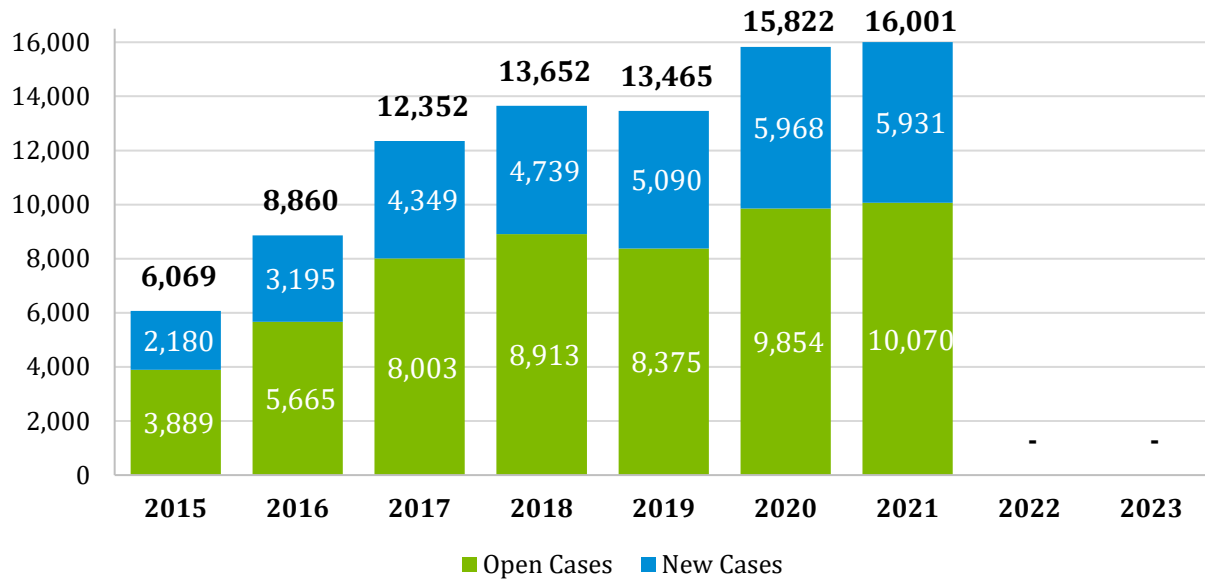
federal funders of Colorado service providers. OVC administers a variety of multiyear grant programs for service providers, law enforcement and state government agencies. TVAP is a grant program funded by the Office for Trafficking in Persons, within the Department of Health and Human Services' Administration for Children and Families. Funding to local service providers is administered by the U.S. Committee for Refugees and Immigrants (USCRI) and is used solely to provide services to foreign national clients.

While funding in the state in the last 10 years has progressively grown, cuts to other victim services funding are about to happen. These cuts are estimated to deeply impact future available services and therefore data collection, creating a ripple effect on services funded by OVC and TVAP as well.

Figure 19 shows the number of national cases opened with OVC funding (funding source for all human trafficking clients) from 2015 to 2023. There was a steady increase in open cases and new cases in that timeframe. Figure 20 shows the number of Colorado cases opened through TVAP funding (funding source exclusively for services to foreign national clients) from 2015 to 2023, following a similar increase. The services needed around human trafficking continue to increase over time, at both national and state levels.

Appendix 6 includes information on certification letters and T visas from CY 2014 to 2023, two forms of immigration support and relief accessible to human trafficking victims and survivors.

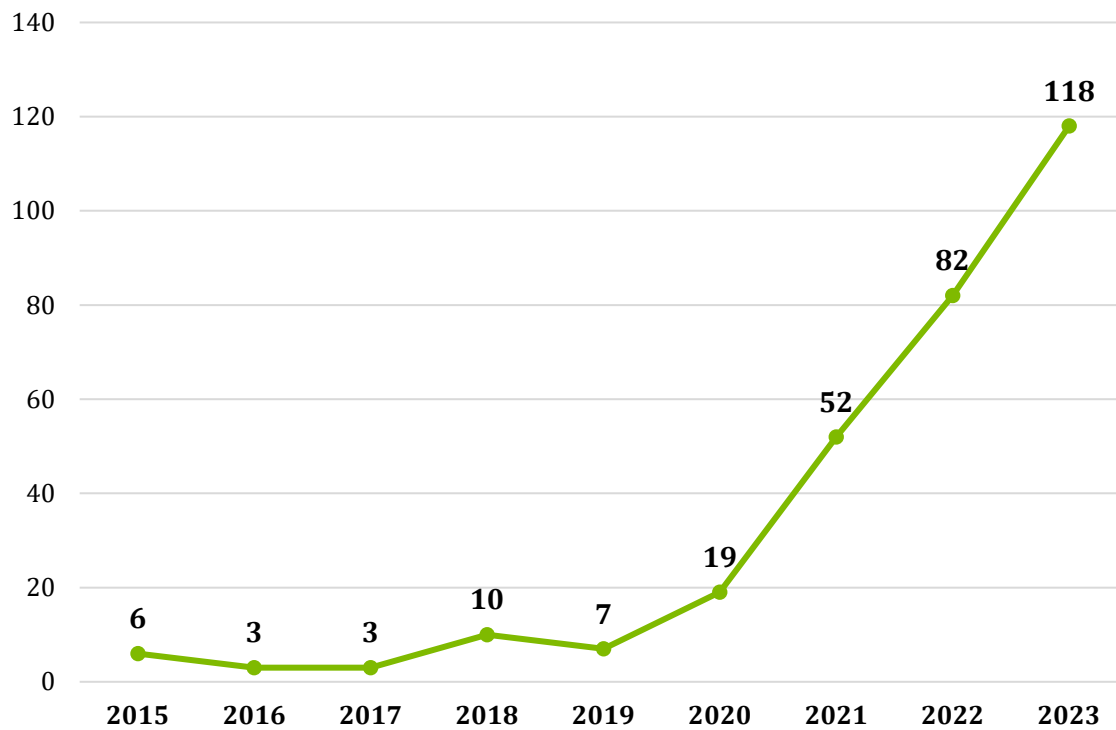
Figure 19: Office for Victims of Crime—National Cases of Human Trafficking, FFY 2015–2021



Data source: Office for Victims of Crime, U.S. Department of Justice.

Note: Data was not available for 2022 and 2023.

Figure 20: Trafficking Victim Assistance Program—Number of Victims Served in Colorado, CY 2015–2023

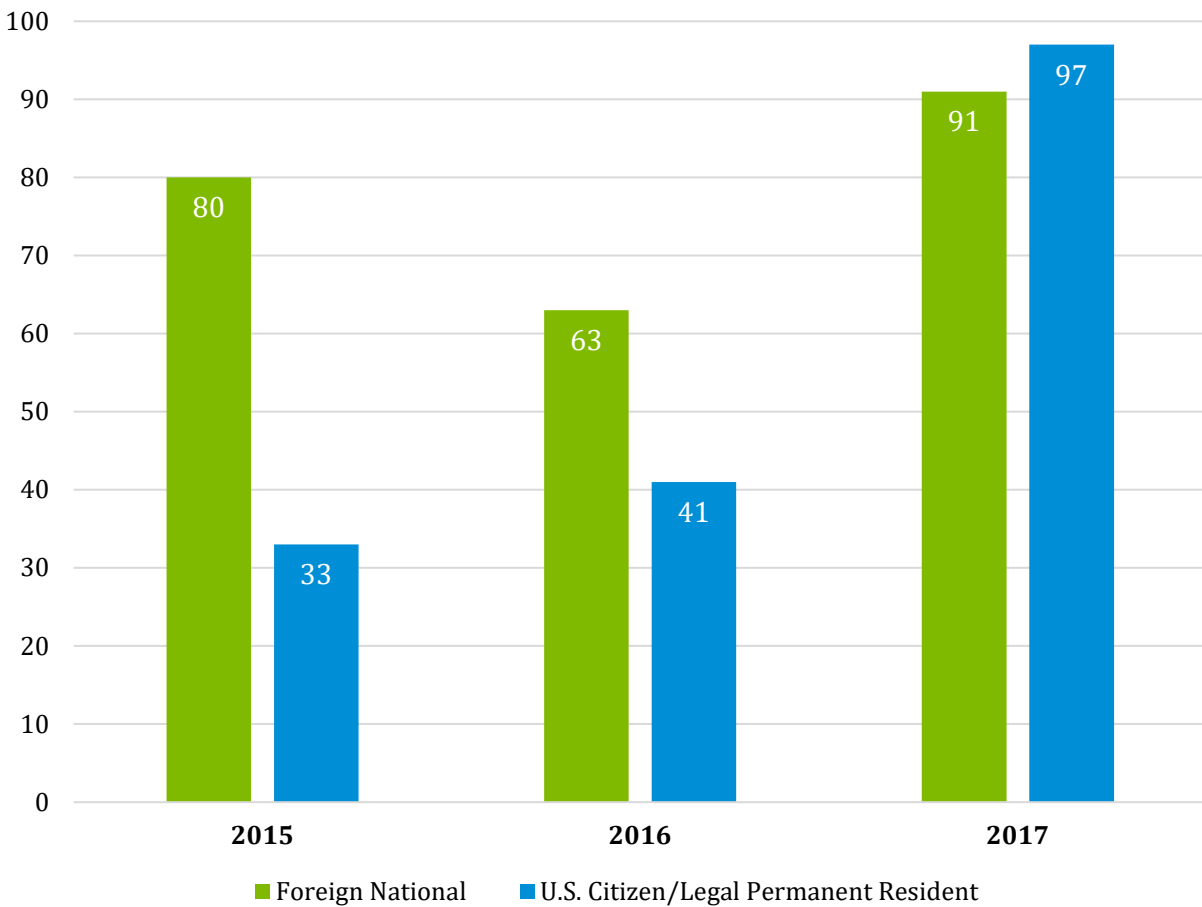


Data source: Trafficking Victim Assistance Program, U.S. Committee for Refugees and Immigrants.

Note: 100% of clients in this data set are foreign nationals.

Figures 21, 22, 23, 24, and 25 show the demographics of individuals served by funding from OVC and TVAP. This includes legal status, type of trafficking experience, age of individual and gender. As the years have progressed, data have expanded to include more categories in these demographics. To see more breakdowns of service provision, see Appendices 7-10.

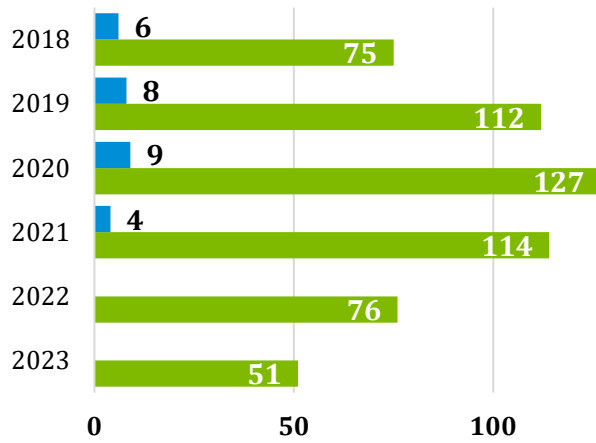
Figure 21: Colorado - Office for Victims of Crime Human Trafficking Grant Clients by Immigration Status, FFY 2015–2017



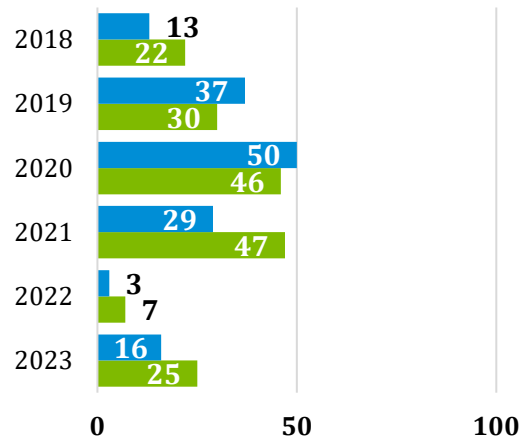
Data source: Colorado data were obtained from two Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

Figure 22: Colorado OVC-Funded Human Trafficking Organizations 1–5, Clients by Immigration Status, FFY 2018–2023

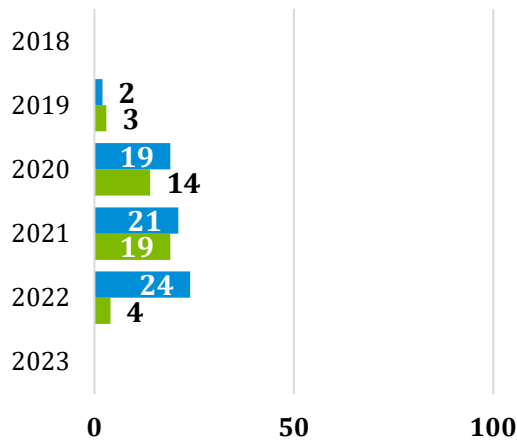
Organization 1



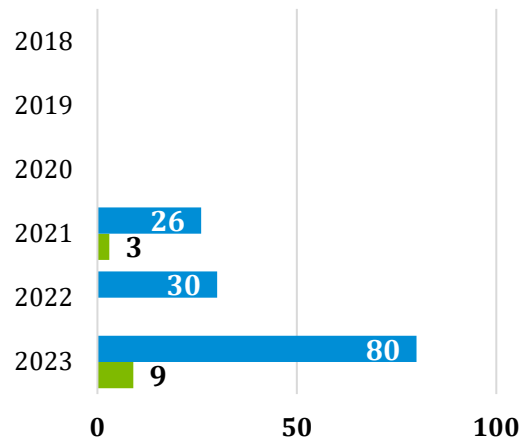
Organization 2



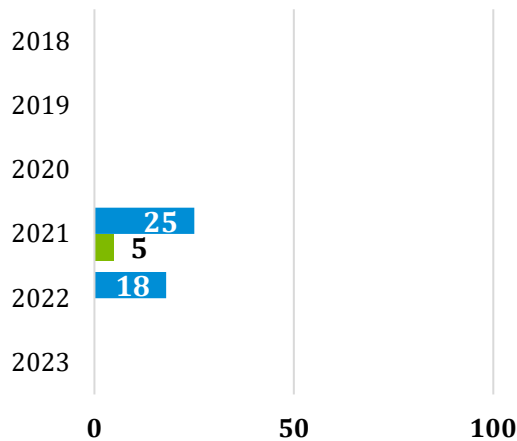
Organization 3



Organization 4



Organization 5

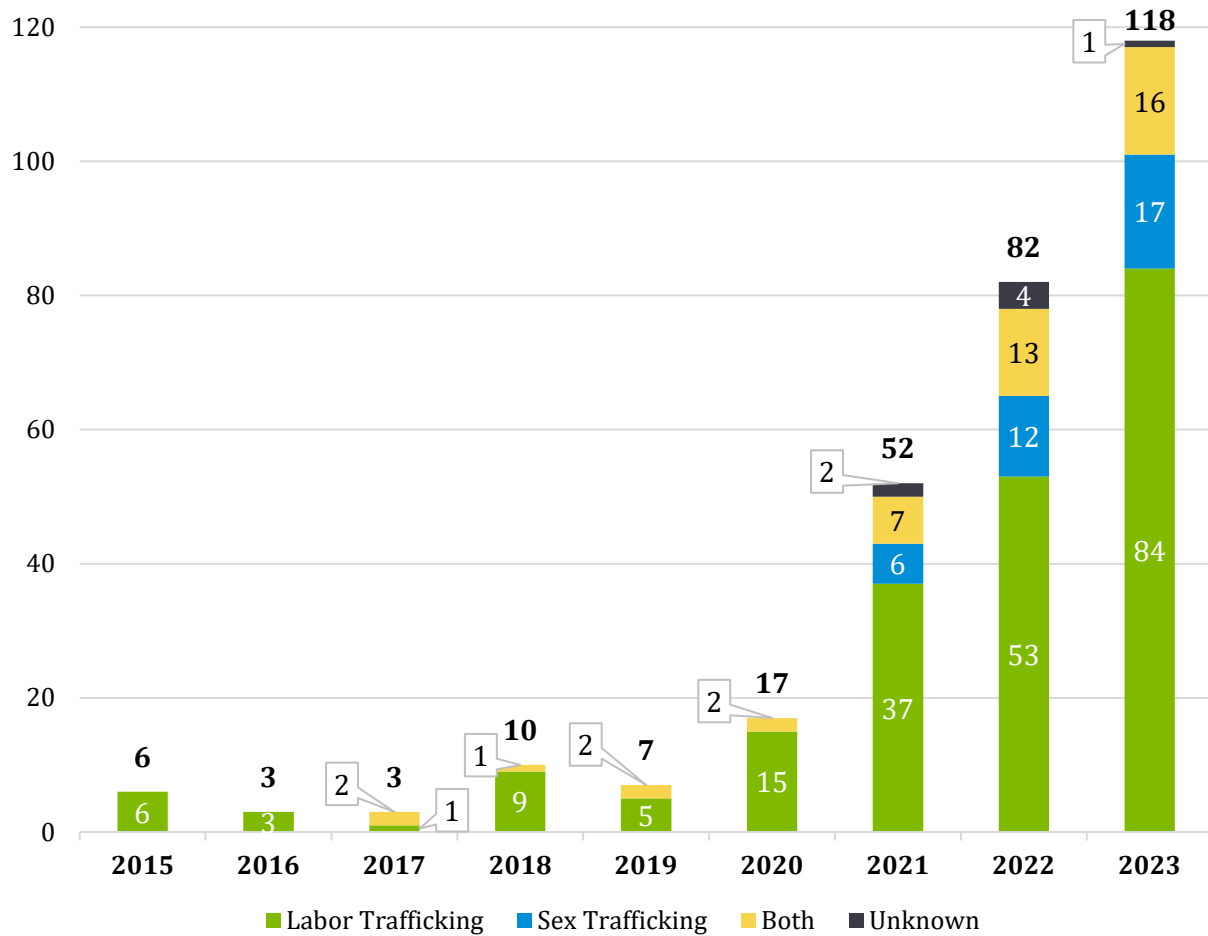


Legend

- Foreign National
- U.S. Citizen/Legal Permanent Resident

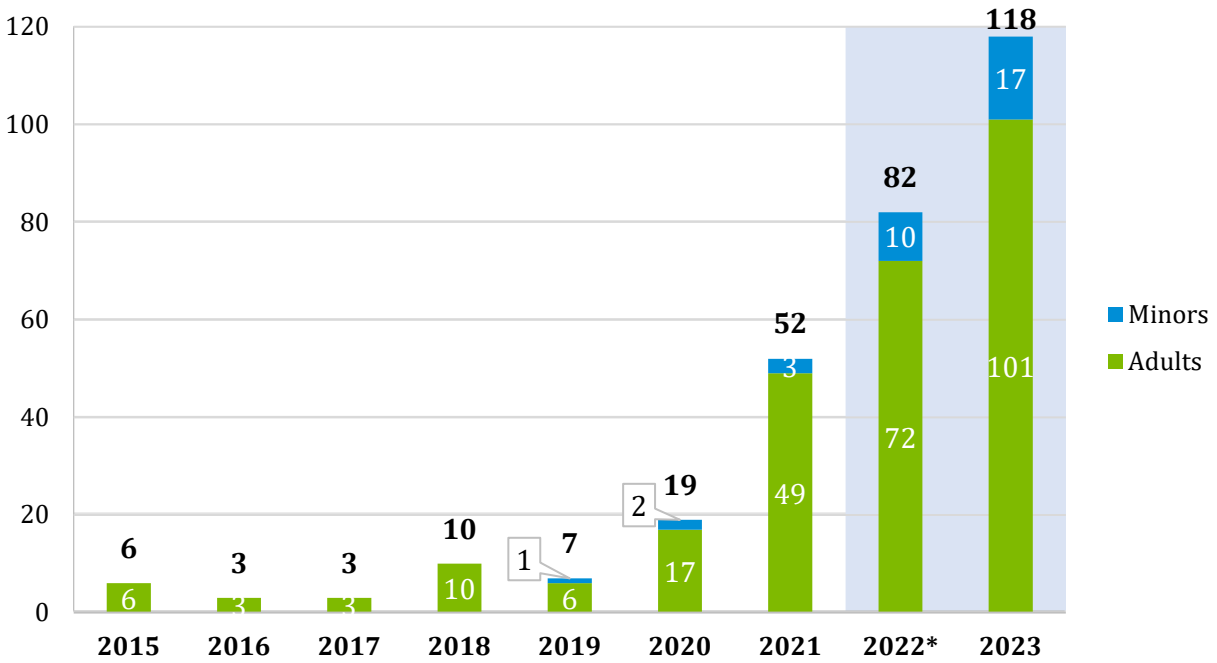
Data source: Colorado data were obtained from five Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

Figure 23: Trafficking Victims Assistance Program—New Colorado Cases by Type of Trafficking, CY 2015–2023



Data source: Trafficking Victim Assistance Program, U.S. Committee for Refugees and Immigrants.

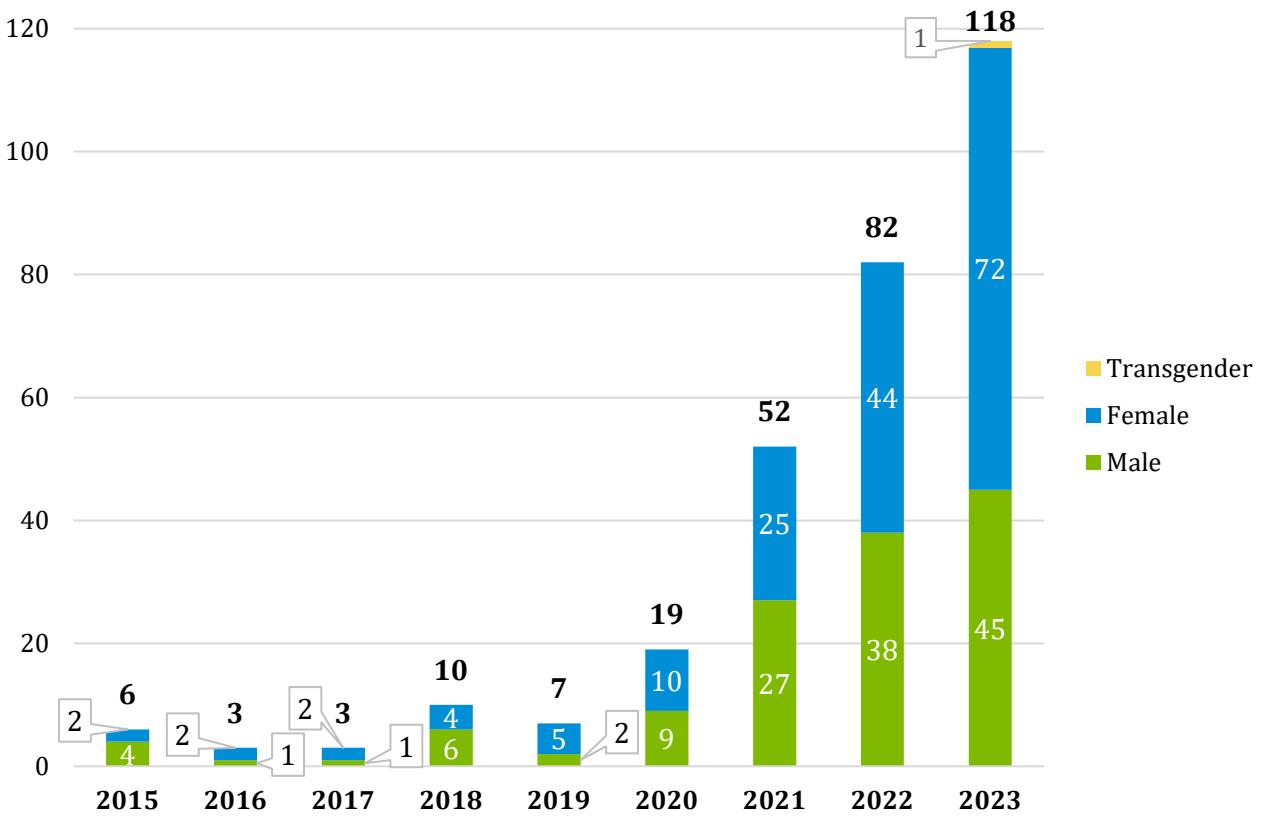
Figure 24: New Colorado Cases by Adults vs. Minors, CY 2015–2023



Data source: U.S. Committee for Refugees and Immigrants.

*USCRI's Aspire program began in 2022. The Aspire program solely focuses on children and youth. A light blue background is included in the figure to demonstrate when this program was active.

Figure 25: New Colorado Cases Funded by Gender, CY 2015–2023



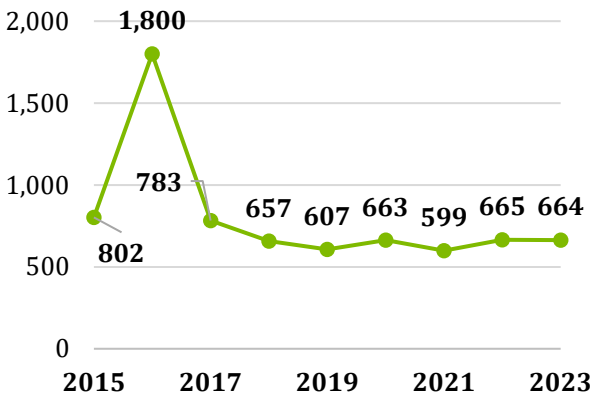
Data source: Trafficking Victim Assistance Program, U.S. Committee for Refugees and Immigrants.

Criminal Justice: Investigations and Criminal Cases

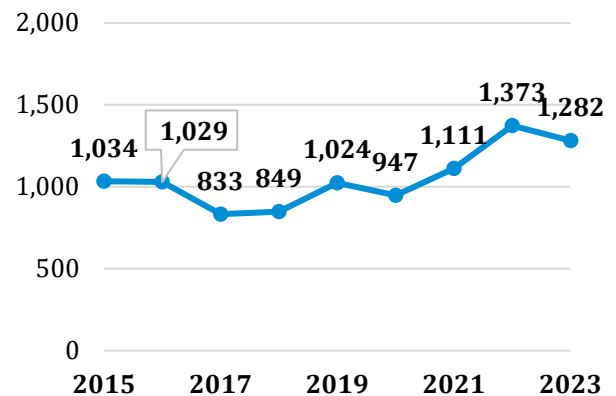
Figure 26 shows that federal investigations with both the DOJ and Department of Homeland Security (DHS) remained generally steady or have increased over time. At the state level, human trafficking investigation efforts have varied over time, as shown by Table 1 and Figure 27.

Figure 26: National Investigations, FFY 2015–2023

Federal Bureau of Investigations (FBI), DOJ



Homeland Security Investigations (HSI), DHS



Data source: U.S. Department of State, *Trafficking in Persons Report* (2016–2023).

Table 1: U.S. Attorney’s Office (USAO)—Colorado Cases, CY 2014–2023

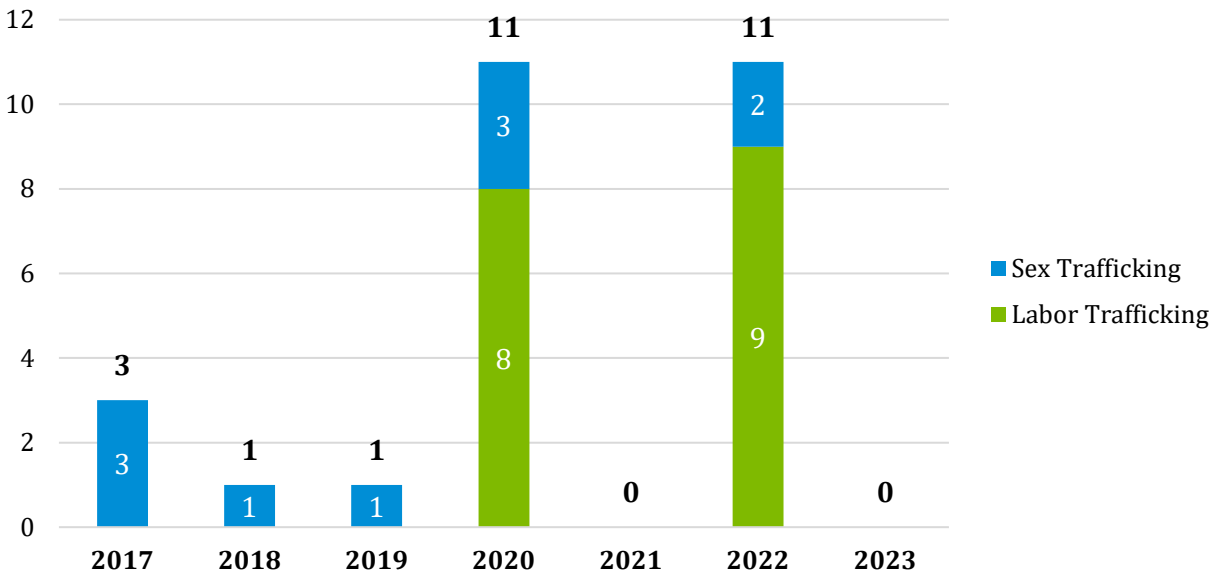
Defendant Number	Date Filed	Type	Outcome
1	2018	Sex Trafficking—Minor	Sentenced in 2018
2	2018	Sex Trafficking—Minor	Sentenced in 2019
3	2018	Sex Trafficking—Minor	Sentenced in 2019
4	2020	Sex Trafficking—Minor	Trial scheduled Feb. 2025

Data source: U.S. Attorney’s Office, District of Colorado.

Note: USAO conviction data only include the federal human trafficking statutes 18 U.S.C. § 1589 and 1591. Additional statutes that have overlapped with human trafficking that the Council has collected in the past include the following: Mann Act/Transporting an Individual to Engage in Prostitution (18 U.S.C. § 2421), Facilitating Prostitution (18 U.S.C. § 1952(a)(3)), Coercion & Enticement (18 U.S.C. § 2422(a)) and Visa Fraud (18 U.S.C. § 1546).³¹

³¹ The acronym U.S.C. stands for United States Code.

Figure 27: Colorado State Patrol (CSP) Interdictions, CY 2017-2023

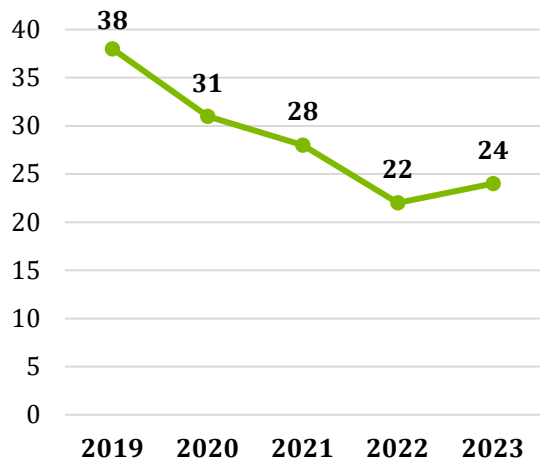


Data source: Colorado Department of Public Safety, Colorado State Patrol.

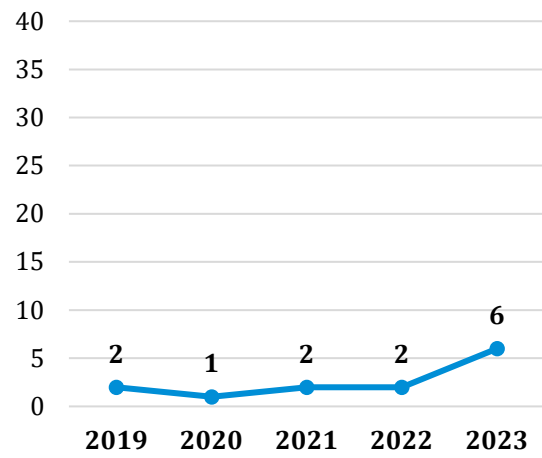
Figure 23 from TVAP’s service provider data and Figure 27 from CSP’s law enforcement data show that labor trafficking is a present experience in Colorado. Despite a rise in labor trafficking identification and service provision, data from the FBI Child Exploitation Human Trafficking Task Force (CEHTTF) and Colorado judicial charges (Figures 28 and 29) do not reflect the same increase in labor trafficking situations over time. Figure 29 includes charges of filings; a filing refers to an instance in which a charge of one of the three human trafficking statutes was filed. A case, alternatively, refers to a criminal case against an individual or individuals, which can include multiple filings of human trafficking and other criminal charges. To see local efforts of law enforcement by county, refer to Appendix 11.

Figure 28: FBI CEHTTF—Colorado Investigations, CY 2019–2023

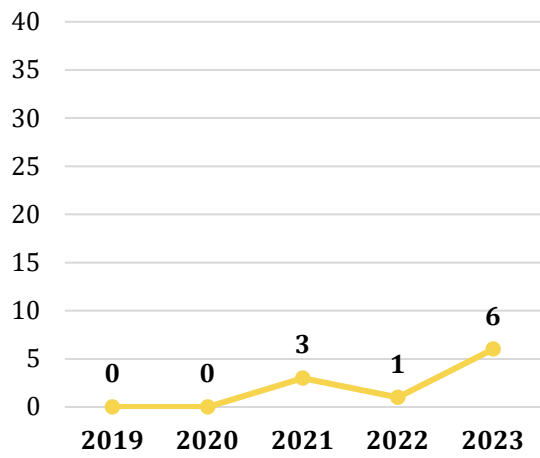
Sex Trafficking



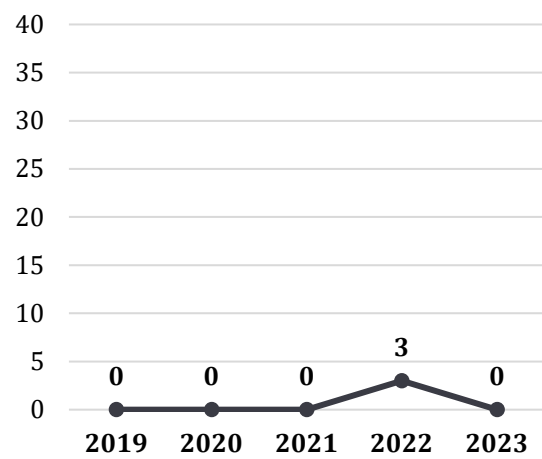
Labor Trafficking



Both

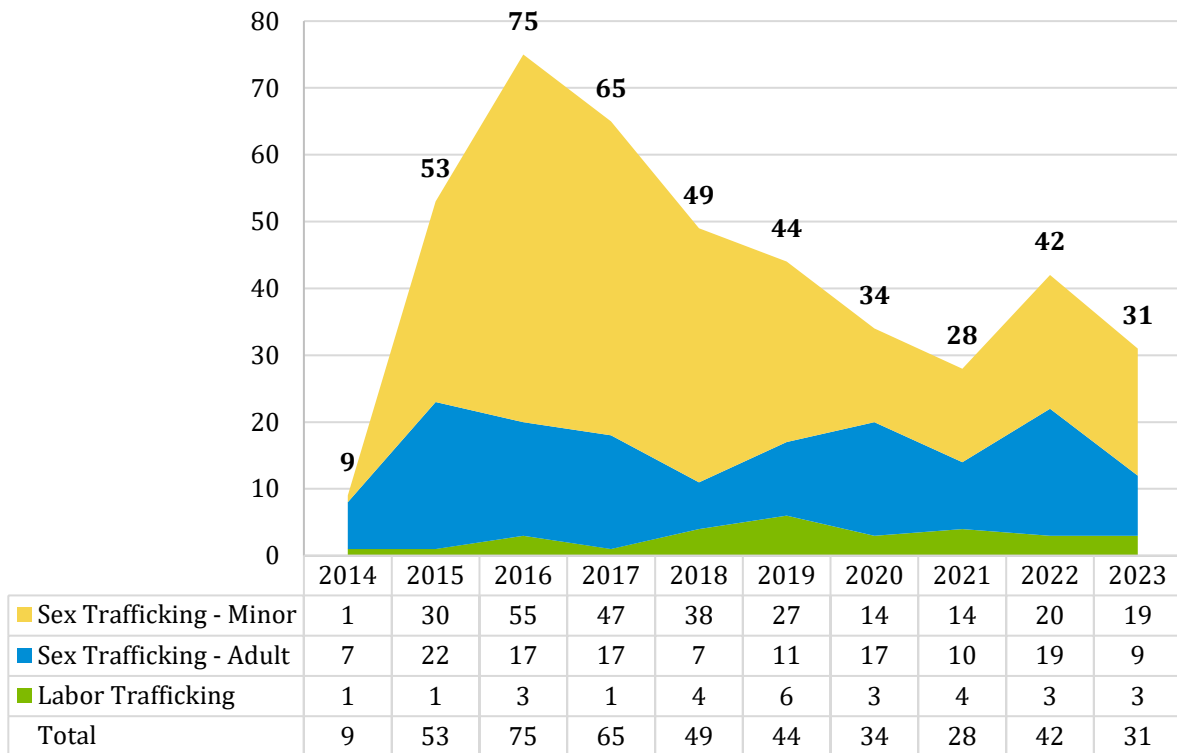


No Victim



Data source: FBI-Denver field office.

Figure 29: Colorado Human Trafficking Judicial Charges by Type of Trafficking, CY 2014–2023



Data source: The number of total charges was calculated using information on filings obtained through the Judicial Branch’s Integrated Colorado Online Network (ICON) information management system via the Colorado Justice Analytics Support System (CJASS). The charge status for each filing was last obtained from the Colorado State Courts – Data Access system on June 10, 2024, by DCJ staff.

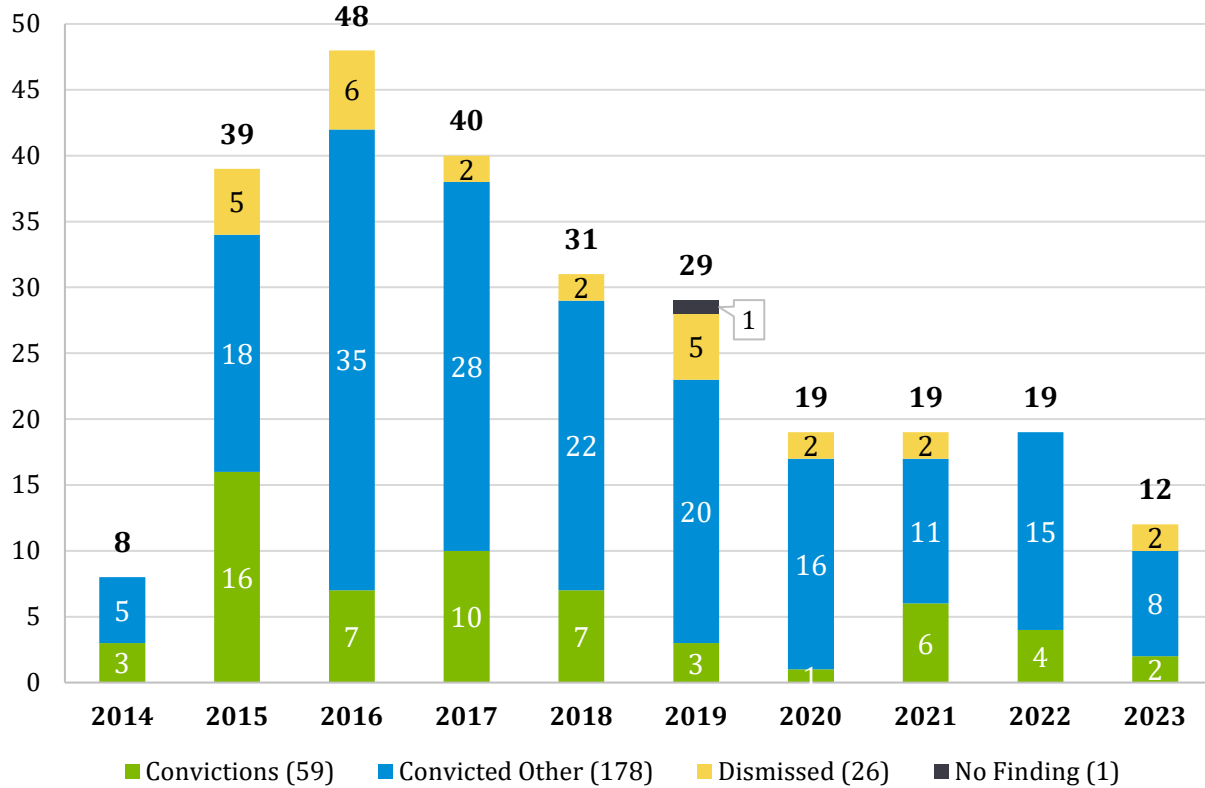
Figure 30 shows the results of judicial cases covering 2014 to 2023: no finding, dismissed, convicted other, or conviction on human trafficking charges. The majority of cases were convicted on other charges, not human trafficking.

On average, cases take 14 months from initial charge to initial sentencing date. Of the 59 defendants who were convicted of human trafficking, six individuals were sentenced to probation, while 49 received a Department of Corrections (prison) sentence. Another four defendants received both a prison and probation sentence.

The average prison sentence is 19 years, and the median sentence is 15 years. The average sentence for defendants who received probation is 6.33 years; the average sentence 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. To see the ages of individuals convicted of human trafficking, see Appendix 13.

Figure 30: Colorado Human Trafficking Judicial Cases by Disposition, CY 2014–2023



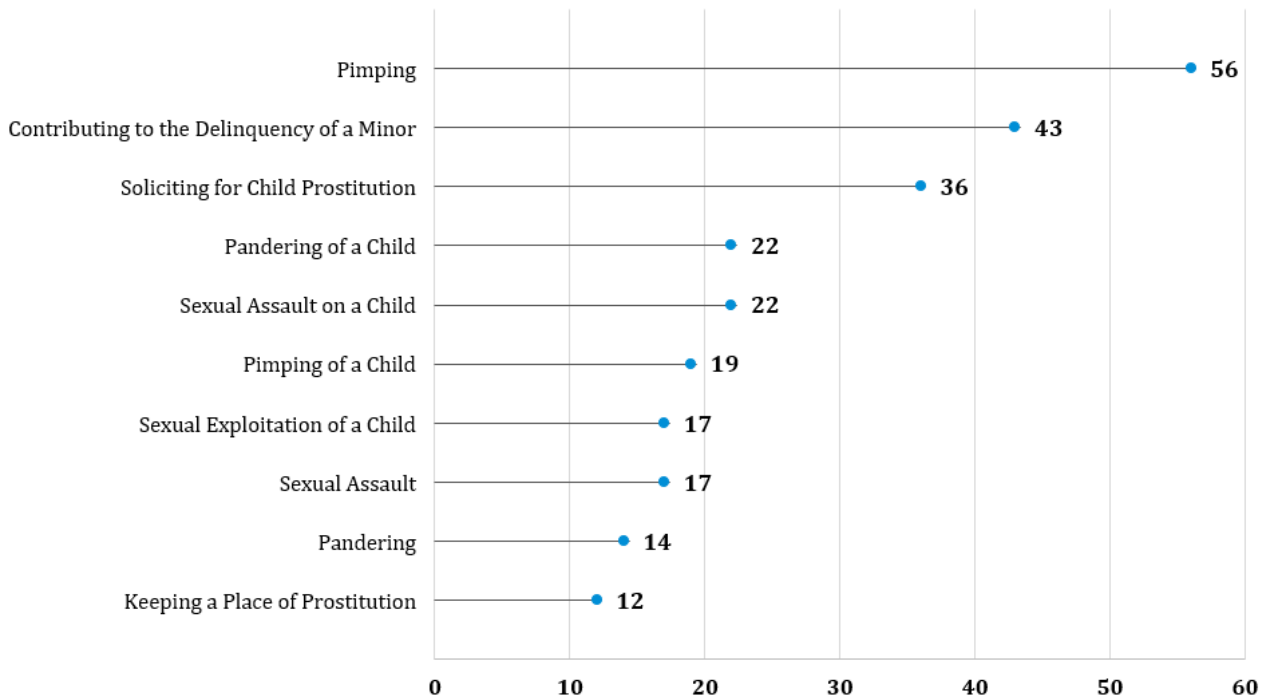
Data source: The number of total cases was calculated using information obtained through the Judicial Branch’s ICON information management system via the CJASS. The case status for each filing was last obtained from the Colorado State Courts - Data Access system on June 10, 2024, by the DCJ staff.

Of the individuals who were charged with human trafficking (430 cases), Figure 31 shows what charges they were convicted of, regardless of whether they were convicted of human trafficking.³² These convictions are pimping (56), contributing to the delinquency of a minor (43), soliciting for child prostitution (36), pandering of a child (22), sexual assault on a child (22), pimping of a child (19), sexual exploitation of a child (17), sexual assault (17), pandering (14) and keeping a place of prostitution (10).

³² The charges are heavily weighted toward sex crimes against minors when reviewing 2014 to 2023. In the later years, different charges emerged. See Appendix 14 for a snapshot comparison of years 2021 to 2023.

Of the 430 cases, only 29 cases were had a charge of labor trafficking; this influenced the ancillary charges. Potential ancillary charges for labor trafficking cases could be theft, wage theft, harassment, stalking, false imprisonment, second degree assault, menacing and criminal extortion.

Figure 31: Ancillary Charges on Which Defendants Charged of Human Trafficking Were Convicted, CYs 2014–2023



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 June 10, 2024, by the DCJ staff. Note: The labels on the X-axis are all the title of the legal statute found in the Colorado law.

Promising Horizons: A Better Understanding

As the Council and anti-human trafficking field at large continue to better understand human trafficking and how it is experienced, a key component of understanding is the meaningful inclusion of those who have lived it. From 2019 to 2023, various Council advisory committees recommended that appointed survivor representatives serving as Council members be compensated for their time spent working with the board.

HB24-1345 included compensation for survivor involvement on the Council and its advisory committees. This concerted effort to bridge a gap in survivor involvement will/should improve survivor engagement, including survivors from historically excluded populations, leading to more inclusive anti-human trafficking efforts within Colorado.

Labor Trafficking

Colorado organizations increasingly are applying for funding, and federal funding increasingly is focused on labor trafficking. Efforts have included enhanced collaboration models with law enforcement and service providers as well as the Councils' public awareness campaign.

Alongside specific funding for labor trafficking over the last 10 years, the Council has recommended and helped enhance wage theft policy, recommended policy to make labor trafficking of a minor form of child abuse and continued to recommend ways to engage survivors of labor trafficking. As the Council continues its focus on labor trafficking, it expects that future data will reflect a better understanding of the experience.

Forced Criminality

Individuals who experience human trafficking that includes forced criminality have unique barriers to accessing services and, consequently, are often not included in the data the Council collects. Forced criminality is when individuals commit crimes during their human trafficking experience due to a person forcing, compelling or coercing the individual to commit the crime. The fear of being caught and punished for participating in these crimes pushes individuals into avoiding detection, despite their need for services.

The Council formed a Criminal Justice Task Force (CJTF) in 2021 to review criminal record relief options. "Criminal record relief 'provide[s] an avenue for [human] trafficking survivors to clear their records of criminal convictions incurred from crimes their traffickers forced, compelled, or coerced them into committing.'"³³

³³ DCJ, OVP, *2021 Colorado Human Trafficking Council Annual Report*, p. 116.

Based on the research of the CJTF, vacatur was determined to be the gold standard for providing criminal record relief. It is considered to be “the most effective form of criminal record relief for survivors”³⁴ because the conviction no longer exists, and any records of it are deleted. For vacatur to remove barriers for certain immigration relief, the vacatur law must make explicit that the vacatur is due to a substantive defect in the judgment against the victim.

In 2024, Colorado passed HB24-1345, which included an avenue for individuals to access vacatur in cases of forced criminality. “The act allows an individual convicted of a crime that is not subject to the ‘Colorado Victim Rights Act’ to motion the court to vacate the conviction if the crime was committed as a result of the individual being a victim of human trafficking. A court uses a clear and convincing evidentiary standard to determine whether to order the conviction vacated.”³⁵

With this legislation, hopefully more individuals will access services, and Colorado can have a clearer understanding of how human trafficking involving forced criminality can be addressed from a prevention lens.

³⁴ Ashleigh Pelto, “Criminal Record Relief for Human Trafficking Survivors: Analysis of Current State Statutes and the Need for a Federal Model Statute,” *Michigan Journal of Gender & Law* 27, no. 2 (2020): p. 477, accessed October 6, 2021, <https://repository.law.umich.edu/mjgl/vol27/iss2/6>.

³⁵ *Sunset Human Trafficking Council*, Colorado General Assembly, last modified 2024, accessed on October 23, 2024, <https://leg.colorado.gov/bills/hb24-1345>.



SECTION 3

A Review of Training Program and Outcomes

Human Trafficking Training Outcomes

In response to legislative mandate C.R.S. § 18-3-505(e), the Colorado Human Trafficking Council (the Council) has designed various training programs to meet Coloradans' educational needs on the topic of human trafficking. The main audience for the Council's training programs consists of professionals who interact with the public and, therefore, have a greater chance of engaging with a potential human trafficking victim/survivor. These individuals are known as "frontline professionals." Trainings for these professionals are delivered by partner volunteer facilitators positioned around the state as well as Division of Criminal Justice (DCJ) staff.

The Council designed two introductory programs in 2016 and 2017, one for general professionals, *An Introduction to Human Trafficking in Colorado*, and one specifically for law enforcement and the considerations they should employ while conducting human trafficking investigations, *Human Trafficking Investigations: An Introductory Training*. To ensure that these two introductory programs have broad reach, they are both offered in English and Spanish languages.

In 2019, the Council designed an advanced program, *Meeting Human Trafficking Survivors' Needs: An Advanced Workshop for Service Providers*, designed especially for professionals who work alongside survivors of human trafficking long-term. That same year, DCJ staff developed a specific training program for Denver Sheriff Department (DSD) staff, combining relevant parts of the *Introduction to Human Trafficking* and *Human Trafficking Investigations* programs.

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 second delivery method is through the online, self-paced versions of *An Introduction to Human Trafficking* and *Human Trafficking Investigations*, which are best suited for training professionals on an individual basis. Given the online nature of these programs, professionals from across the state can access them regardless of geographic location, financial situation or time constraints.

The third method employed is a Train-the-Trainer (TTT) model, which equips volunteer facilitators statewide to deliver the Council's training programs to professionals in their geographic regions, professional sectors and/or organizations. The two-day TTT program equips these volunteer facilitators to deliver the introductory training as written by the Council, with space built in for them to discuss what specifically happens in their geographic regions.

Figure 32 displays data of how many individuals took each training program from 2021 to 2023. During the three-year period, 3,256 people were trained. In 2021, 829 individuals took one of the training programs: 609 completed *An Introduction to Human Trafficking*, 67 took *Human Trafficking Investigations* and 116 took *Meeting Human Trafficking Survivors' Needs*; 37 completed the DSD-specific training.

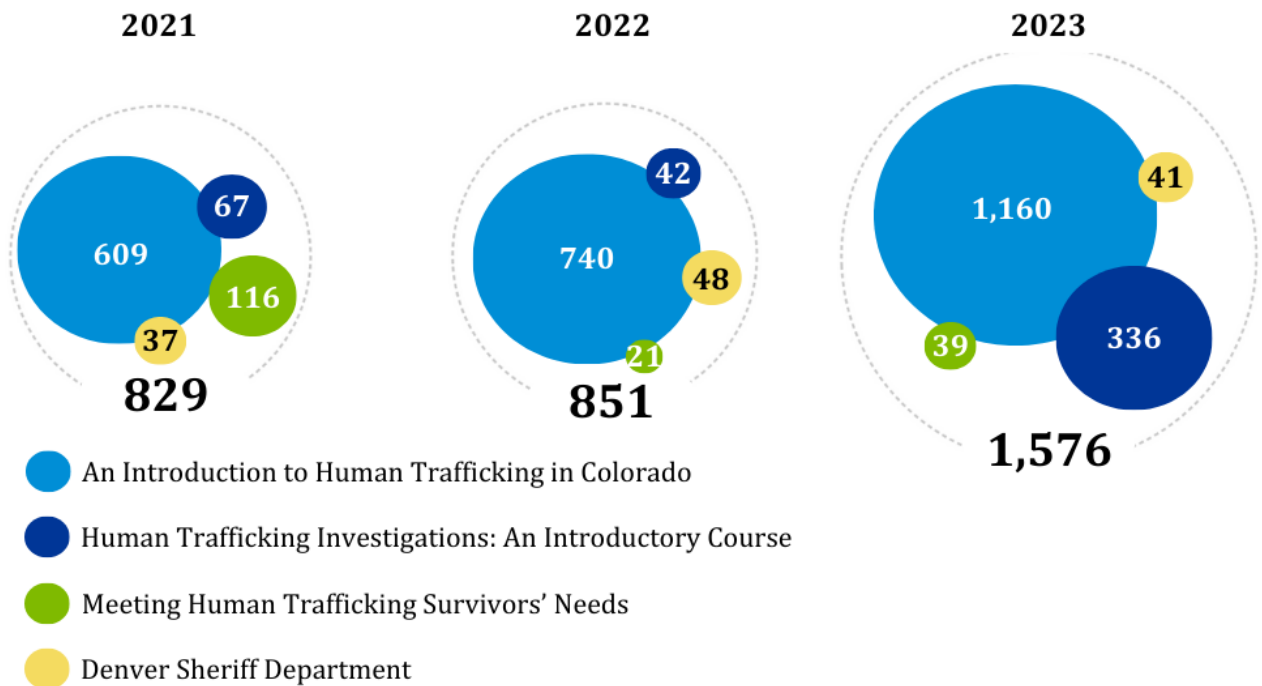
In 2022, facilitators and DCJ staff trained 851 individuals: 740 in *An Introduction to Human Trafficking*, 42 in *Human Trafficking Investigations* and 21 in *Meeting Human Trafficking Survivors Needs*. They delivered the DSD training to 48 individuals.

In 2023, facilitators and DCJ staff saw a sharp increase in requests for training, almost doubling the numbers from 2022: 1,576 individuals were trained, with the majority increase in the two

introductory training programs. The 2023 breakdown includes 1,160 individuals who took *An Introduction to Human Trafficking*, 336 law enforcement personnel who completed *Human Trafficking Investigations* and 39 service providers who took *Meeting Human Trafficking Survivors' Needs*. The DSD-specific training program was delivered to 41 Sheriff Department staff.

Training Outcomes

Figure 32: Training Outcomes by Curricula, CY 2021–2023

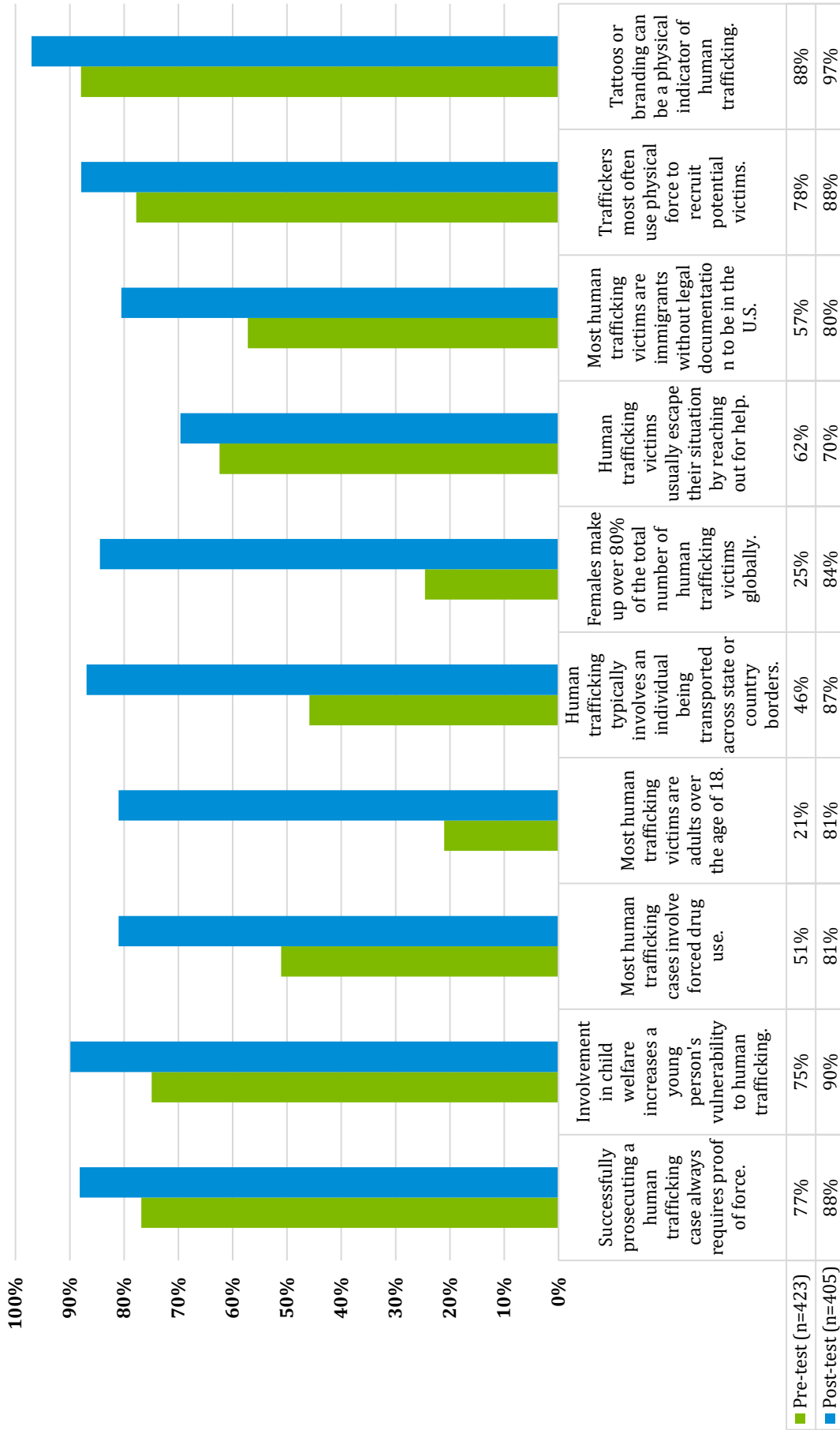


Data source: Colorado Department of Public Safety, Office for Victims Programs.

Evaluation

DCJ staff created an evaluation process that uses a pre-/post-test evaluation methodology. This process helps DCJ staff and the Council understand the impact of the training programs and the knowledge participants successfully learn. In 2023, professionals showed knowledge gain in every instance evaluated, as seen in Figures 33 and 34.

Figure 33: An Introduction to Human Trafficking in Colorado—Knowledge Impact, CY 2023



Data source: Colorado Department of Public Safety, Office for Victims Programs.

Figure 34: Human Trafficking Investigations: An Introductory Course—Knowledge Impact, CY 2023



Data source: Colorado Department of Public Safety, Office for Victims Programs.

Using Different Modalities to Broaden Access

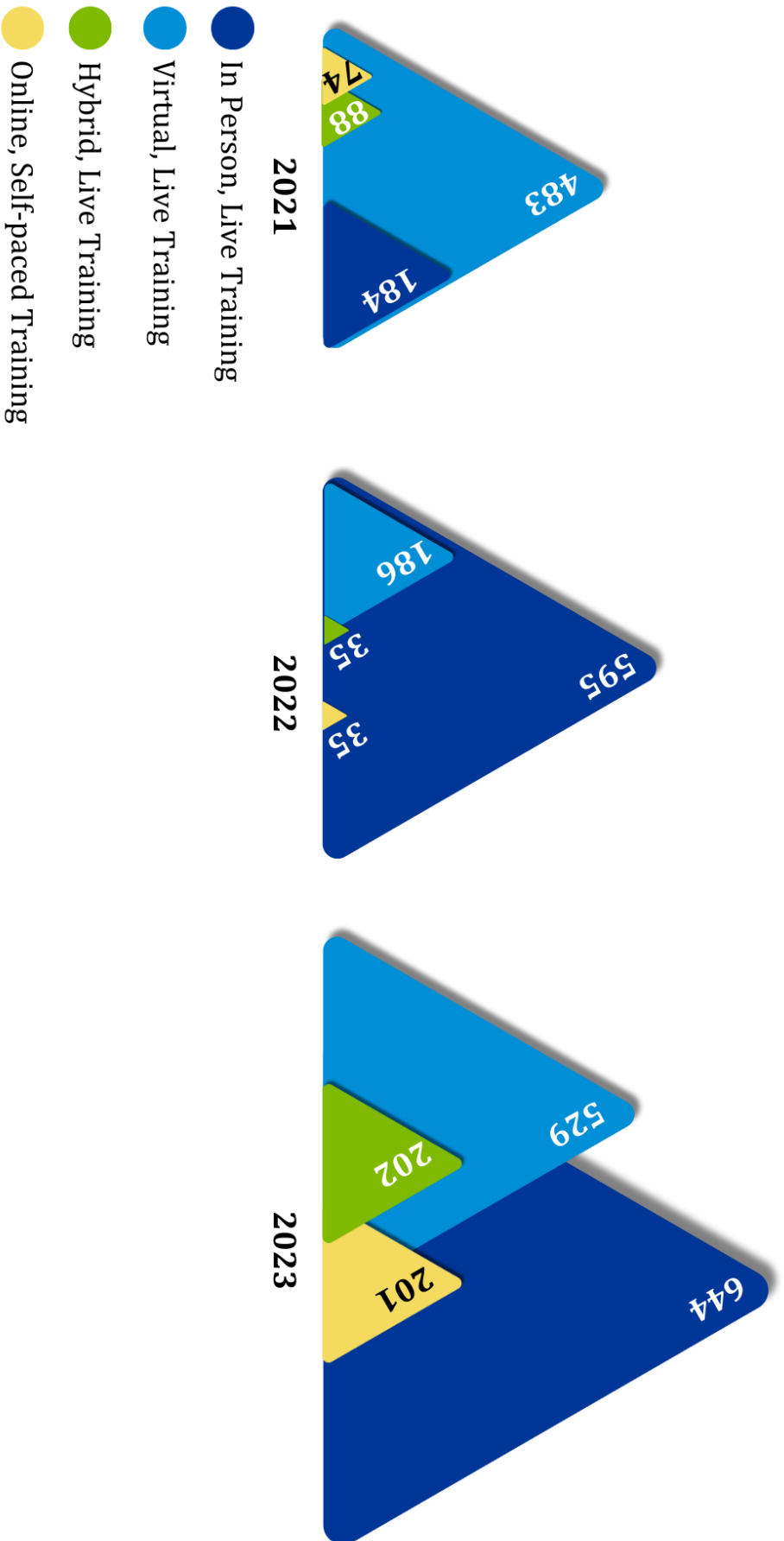
The DCJ staff translated the various training programs into different platforms beginning in 2018. This involved first translating the *Introduction to Human Trafficking* training into an online, self-paced program hosted on a digital learning management system (DLMS). In 2020, both introductory trainings and the advanced workshop were translated into virtual and hybrid facilitator-led training programs that could be delivered on virtual platforms such as Zoom and Webex. Finally, in 2023, the *Investigations* training was translated into an online, self-paced program that could be accessed through the DLMS. Figure 35 shows the usage of each platform from 2021 to 2023.

In 2021, virtual, facilitator-led training was still the preferred method, with 483 individuals trained through this method. In addition to being completely virtual, 88 individuals were trained in a hybrid format that was still being led by a facilitator, meaning individuals attended either in person or virtually depending on their circumstances. In-person, facilitator-led training accounted for 184 individuals, while 74 individuals were trained using the online, self-paced programs.

In 2022, in-person trainings were the highest, with 595 individuals trained in this format. Thirty-five individuals participated in the hybrid training format, and 186 individuals were trained in a completely virtual setting. The online, self-paced platform accounted for 35 individuals trained.

The training method trends mostly stayed consistent between 2022 and 2023, but overall training numbers increased in 2023: 664 individuals were trained in person, 202 in the hybrid format, 529 virtually and 201 used the online, self-paced platform.

Figure 35: Training Outcomes by Platform, CY 2021-2023

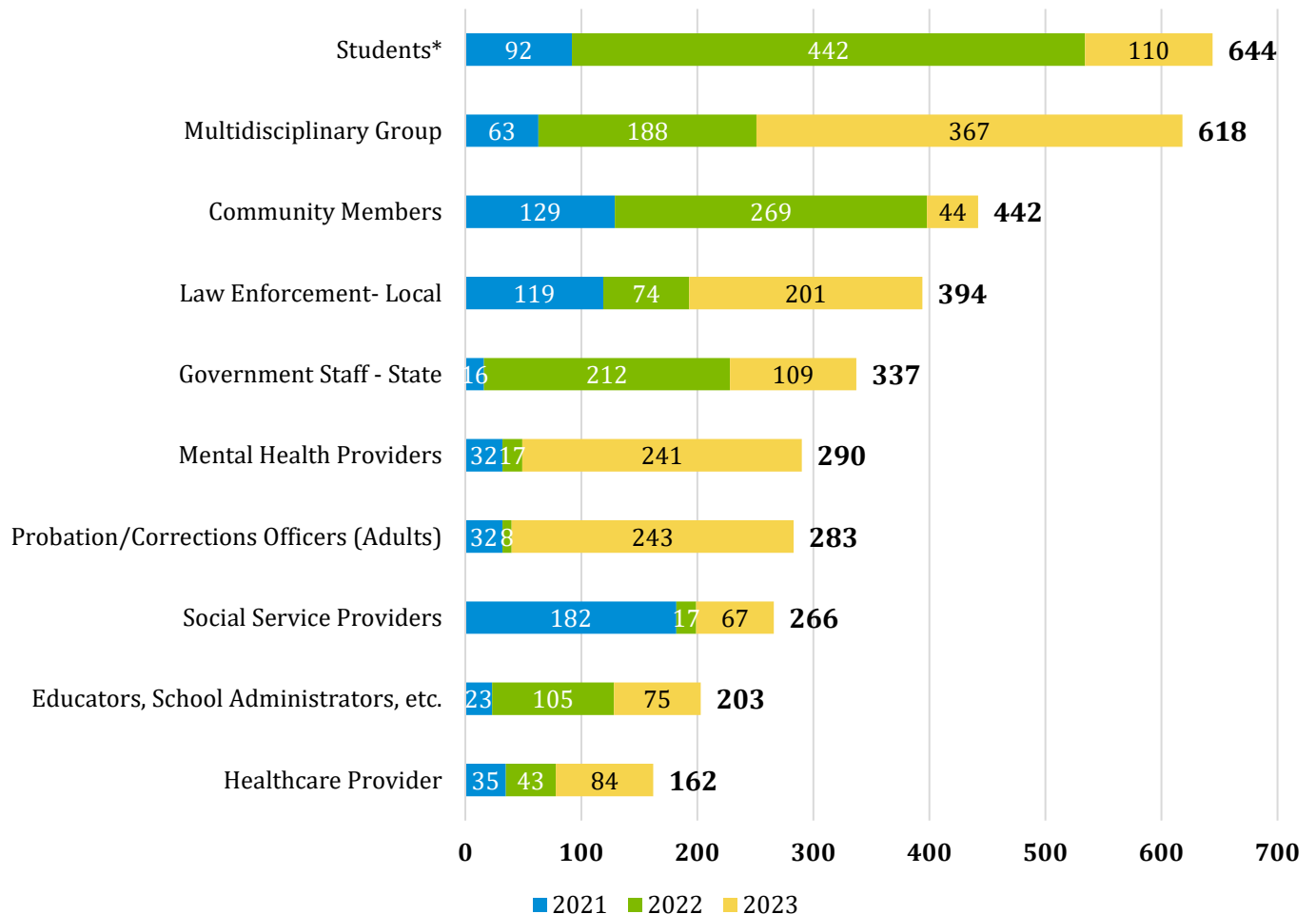


Data source: Colorado Department of Public Safety, Office for Victims Programs.

Professionals Trained

The main audience for all of the training programs is frontline professionals. While the Council’s programs primarily target this audience, facilitators are often presented with opportunities to train individuals in other segments of society. From 2021 to 2023, the top 10 professional sectors trained, in order from most individuals trained to least, were students (644), multidisciplinary groups (618), community members (442), local law enforcement (394), government staff at the state level (337), mental health providers (290), probation and correction officers working with adults (283), social service providers (266), educators and school staff (203) and healthcare providers (162).

Figure 36: Top 10 Professional Sectors, CY 2021–2023



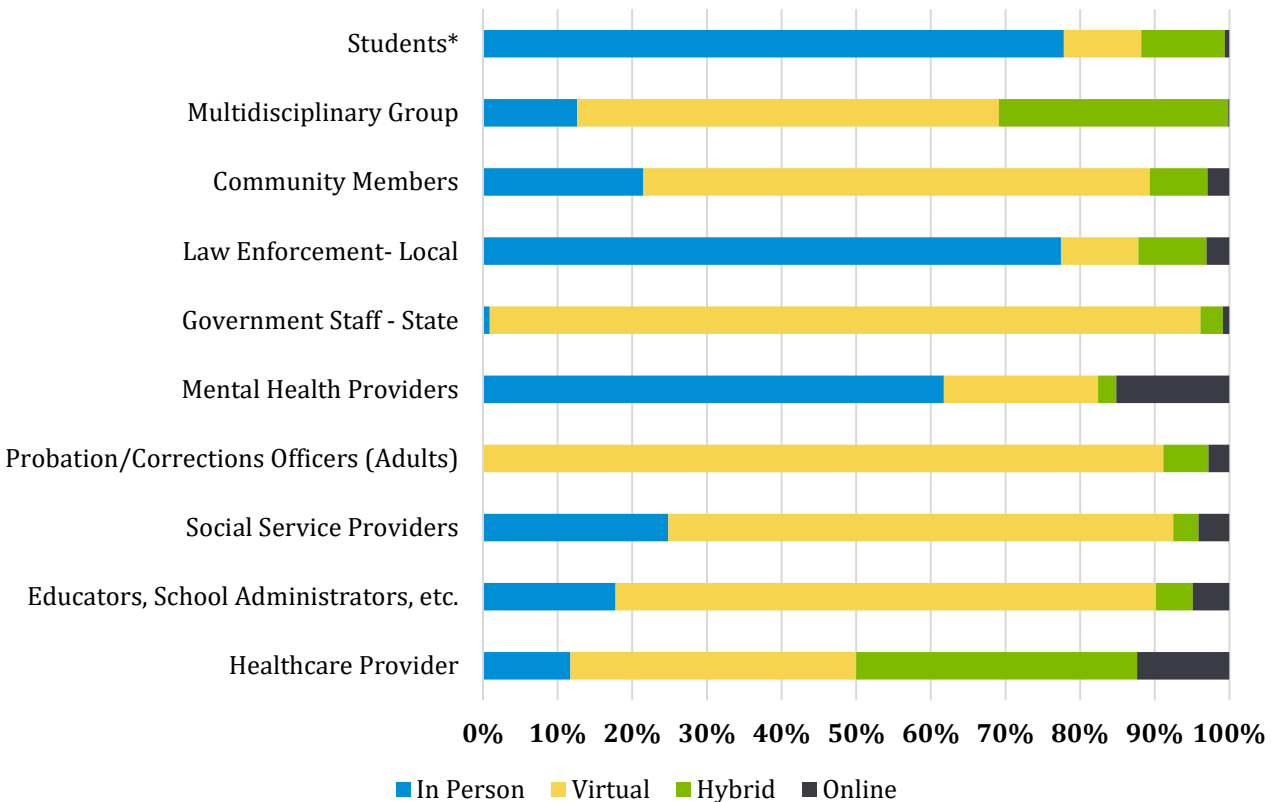
Data source: Colorado Department of Public Safety, Office for Victims Programs.

***Students includes high school and college students.**

How Professionals Are Engaging

The top 10 professional sectors are broken down in Figure 37 by platform to examine which formats each professional sector preferred from 2021 to 2023. Students, mental health providers and local law enforcement preferred in-person training. Multidisciplinary groups and healthcare providers preferred hybrid training, with multidisciplinary groups also heavily using a virtual setting. Social service providers, probation and corrections officers working with adults, government staff working at the state level, educators and school staff and community members mostly preferred training in a virtual setting. Mental health providers, healthcare providers, social service providers and educators and school staff notably also used the online, self-paced training modules.

Figure 37: Top 10 Professional Sectors, by Platform



Data source: Colorado Department of Public Safety, Office for Victims Programs.

Training Task Force 2024

In the spirit of reviewing the Council’s work over the past 10 years, Council members elected to form a Training Task Force (TTF) to revisit and update the *Introduction to Human Trafficking (Introduction)* and *Human Trafficking Investigations (Investigations)* training modules created throughout 2016 and 2017. In the past decade, trends in the broader anti-trafficking field have indicated a need for more trauma-informed, victim-centered language in trainings as well as more inclusive terminology to address gender and accessibility. Additionally, there is a movement in the field to discontinue the sole use of “red flags” as indicators and instead considering a “whole-person approach³⁶ to improve identification and responses to trafficking. These red flag changes were specifically addressed in the *Introduction* module.

The TTF consisted of 10 Council members and two external stakeholders with expertise in human trafficking training and education. The members agreed that dividing into two subgroups, one for *Introduction* and one for *Investigations* would be the most efficient and mindful approach to examining the modules. The training modules consist of a PowerPoint slide deck as well as a facilitator’s guide that provides data, notes and an accompanying narrative to go with each slide. The group came together and examined common sections of both modules, mirroring language in each to maintain consistency and uniformity. The TTF prioritized its work for both modules into four categories:

- Inclusive and trauma-informed terminology
- Demographics
- Service needs of a survivor
- Data updates

Imagery in both training modules was also considered. One image in the *Introduction* training module was updated to a more contemporary, trauma-informed photo. No other images were changed.

³⁶ A “whole-person approach” is more than a method; it’s a philosophy recognizing the interconnectedness of all aspects of an individual’s well-being—physical, emotional, social and spiritual. Definition from the Office for Victims Program, Human Trafficking Collective, “Rethinking the Red Flag Framework” training presentation, October 8, 2024.

Inclusive and Trauma-Informed Terminology

Terminology in both modules was updated to replace gender-identifying language and to reflect more trauma-informed and plain language.³⁷ Specific changes were made when referring to gender by removing gender identifying pronouns such as “she/he” and instead using gender-neutral identifiers such as “they” and “them.”

In reviewing for trauma-informed language, the TTF made changes to reflect a more survivor-centered approach and impart to the audience that the services a survivor may need should be determined by the survivor and what they personally identify as their needs. The task force updated this area to combine both short- and long-term needs of trafficking victims/survivors, adding services including mental and dental healthcare; legal services for criminal, immigration, civil and family law; education assistance; and access to childcare and public benefits. This consolidated list is intended to prompt the audience to think about the specific needs of victims/survivors in a case study provided during the training and then translate it into their work.

The TTF also updated the language discussing the differences between trafficking and smuggling, clarifying that trafficking is a crime against a person and *no informed consent* is required, whereas smuggling is a crime against a country and *mutual consent* exists. The facilitator notes were further updated to clarify that a smuggling situation could *become* trafficking *if* the smuggler escalates the situation by forcing the person to perform work without payment, or if the smuggler sells the individual to a trafficker. These small changes help the audience understand the differences in a more precise and pointed manner.

Demographics

The TTF took an in-depth look at the slides in both training modules that discussed foreign-national victims/survivors and domestic victims/survivors and elected to consolidate the two into one “Victim Demographics” slide with the idea that there is no single victim profile for this

³⁷ “Plain language” means writing that is clear, concise and well-organized and follows other best practices appropriate to the subject or field and intended audience. Definition from Public Law 111-274, *Plain Writing Act of 2010*, last accessed October 16, 2024, <https://www.govinfo.gov/content/pkg/PLAW-111publ274/pdf/PLAW-111publ274.pdf>.

crime. Additionally, a slide explaining that the U.S. is both a destination and source country for human trafficking was removed, and the facilitator notes for that slide were added to the “Victim Demographics” slide. The new slide is outlined as follows:

- A victim may be a U.S. citizen or foreign national.
- A victim may be of any age or gender.
- A victim may be engaged in forced sex acts or a variety of other forced work.

The new narrative in the facilitator’s guide for the “Victim Demographics” slide explains:

We’d all like to believe that the United States is immune to this issue, but the U.S. is both a destination country and a source country for human trafficking.

A foreign national may have a variety of immigration statuses: lawful permanent resident, work-based visas, family-based visas, student visas, tourist visas, expired status, no immigration status, unaccompanied minor, or other statuses. The requirements of some visas may be used as a method of control by a trafficker. For example, temporary work visas are tied to the employer and if a person leaves that employment for any reason, they may lose their immigration status. Other victims/survivors are exploited through marriage visas like the first person in the video who was trafficked by her husband. Unaccompanied minors are children who come to the U.S. without their parents or legal guardians.

Note that a minor survivor of sex trafficking does not require a showing of force, fraud, or coercion, as will be explained later in the presentation.

*Note: An individual’s legal status is frequently answered incorrectly as a demographic on the pre-test.³⁸

³⁸ Colorado Human Trafficking Council, *Introduction to Human Trafficking in Colorado: Facilitator’s Guide*, (Lakewood, CO: Colorado Department of Public Safety, 2023), pp. 10–11.

By consolidating the demographic information, the training avoids stereotyping individuals as potential victims/survivors of human trafficking and helps prevent the spread of misinformation. The goal is for the audience to understand that, regardless of the victim's/survivor's country of origin, their needs should be at the forefront of the care they receive.

Trafficking Survivor Service Needs

Both the *Introduction* and *Investigations* modules previously separated short- and long-term needs of victims/survivors. The TTF found, however, that this same distinction was not always made by survivors when seeking services and therefore elected to combine the list into one summary of needs, adding services such as education, access to public benefits and childcare. Additionally, the TTF edited survivor-centered language to the narrative to include that the survivor should self-determine their needs, and those decision should be honored by the service provider.

Data Updates

Both modules address data and statistics obtained from the International Labour Organization's *Global Estimates of Modern Slavery Report* and its website³⁹ and from the *Trafficking in Persons Report* published by the U.S. Department of State.⁴⁰ The intent is to help dispel myths about trafficking in regard to gender and types of trafficking. These statistics were updated to reflect the new estimated prevalence of human trafficking victims/survivors globally, the percentage of labor versus sex victims/survivors, the percentage of male versus female victims/survivors, the annual profits of both sex and labor trafficking and the percentage of children victims/survivors versus adult victims/survivors. Other updates in statistics included National Human Trafficking Hotline data and calls received from around the state of Colorado from the state's trafficking hotline.

³⁹ International Labour Organization et al., *2022 Global Estimate of Modern Slavery Report: Forced Labour and Forced Marriage* (Geneva: International Labour Organization, 2022), <https://www.ilo.org/publications/major-publications/global-estimates-modern-slavery-forced-labour-and-forced-marriage>; and International Labour Organization, "Data and Statistics," accessed September 13, 2024, <https://www.ilo.org/data-and-statistics>.

⁴⁰ U.S. Department of State, *2024 Trafficking In Persons Report: United States*, accessed September 13, 2024, <https://www.state.gov/reports/2024-trafficking-in-persons-report>.

Shifting Away from Red Flag Indicators

The Council invited human trafficking expert Aubrey Lloyd, project director for the Office for Victims of Crime’s Human Trafficking Collective⁴¹ to present to members on “Rethinking the ‘Red Flag’ Framework of Indicators of Human Trafficking.” The theory behind this concept is that the “red flag” framework of indicator checklists can unintentionally eliminate the need to ask questions about who the person is and what their current needs are. A primary focus on red flags can potentially result in an inability to build trust with the victim/survivor, misidentification, re-traumatization of the victim/survivor and the use of discriminatory assumptions.⁴² Additionally, this shift highlights the importance of creating a supportive environment for victims/survivors, acknowledging cultural differences and avoiding labeling individuals without understanding their backgrounds.

The TTF reviewed the possible indicators listed in the original training from the slides that covered a victim’s story, physical indicators and emotional indicators. They found that the presentation of these slides did not align with this new call to step away from indicator lists in human trafficking training. To remedy this, the TTF consulted with DCJ’s training and technical assistance lead, Camerron Resener, who developed an alternative to the list of indicators by incorporating two 30-second videos produced by the Council’s public awareness campaign, *This Is Human Trafficking*, and adding facilitator notes to prompt the audience to consider the scenarios from a whole-person approach.

For the training section on “Identifying Human Trafficking,” the first video depicts sex trafficking and the second depicts labor trafficking. With each video, the audience is prompted with the following questions:

- What needs is the person in the video expressing?
- Based on what you’re seeing, hearing and noticing, what needs might exist?
- What did you hear about their needs in the things that they said?
- What physical traits might you notice on them or in their surroundings?

⁴¹ Office for Victims of Crime, Human Trafficking Collective, <https://ovchtc.com/>.

⁴² Office for Victims Program, Human Trafficking Collective, *Rethinking the Red Flag Framework* training presentation, October 8, 2024.

- What behaviors might you notice?

For the section “Responding to Human Trafficking,” a 30-second video depicting male sex trafficking was incorporated, and the following prompts were included in the facilitator notes:

- What needs is he expressing?
- Based on what you’re seeing, hearing and noticing, what needs might exist?
- Based on your role in the community, what could you do to safely help this person?
- Who else could you connect them with?

By reimagining and redesigning the slides focused on indicators in the *Introduction* training to instead incorporate videos and ask the audience to examine the needs of the victims/survivors portrayed, they will be guided to move toward a more trauma-informed and whole-person approach in their interactions for victims/survivors. Additionally, the use of videos and interactive prompts will promote a more inclusive and accessible learning experience for all trainees.

Investigations Updates

In reviewing the *Investigations* training module, the TTF updated referral and resource contact information for state and national law enforcement agencies. The TTF paid special attention to two sections in the training that needed editing to align them with current trends. These sections were “Interview Considerations” and “Potential Evidence.”

Interview Considerations

In the “Interview Considerations” section, the training now incorporates a video of a traffic stop, prompting the audience to consider what questions they might pose to a potential victim/survivor. The idea is to demonstrate patience and build trust with the victim/survivor by using a victim/survivor-centered approach. Changes to this section included editing the facilitator notes by adding that the “immediate needs of the victim/survivor should revolve around safety, sleep, hunger, medical and emotional needs.”

Other changes in language included the addition of “allowing the victim to speak without interruption and avoid being confrontational; using a forensic interviewer when interviewing a

minor and using a qualified trauma-informed interpreter (rather than a family member or someone on the scene).” These changes will demonstrate to the audience how to help build trust with the victim/survivor and signal that the victim/survivor has self-agency over the situation.

Potential Evidence

Over the past 10 years, the collection of evidence has transitioned into a combination of physical and digital “paperwork.” Documenting everything on scene is critical as there is an increase in the types of evidence to consider. The TTF updated the “Potential Evidence: Paperwork” section to include items such as reporting any suspicious financial reports to the Financial Crimes Enforcement Network, filing a Currency Transaction Report with the government for transactions exceeding the single day limit, and reporting travel records to the state department and airport police.

Minimal changes were made to the “Potential Evidence: Labor Trafficking” section. The TTF added “living arrangements,” as a potential type of evidence, and added language to the facilitator notes stating that in many labor trafficking situations, employers misrepresent themselves by withholding legal identification documents and that much of the evidence found in labor trafficking situations can also be found in a potential sex trafficking case.

Conclusion

The TTF’s goal was to review the excellent work of the original training task force in 2016 and 2017 and align it with current trends to be more trauma-informed and accessible. With the ever-changing population of our state and the demographics served, it is critical that audiences are given up-to-date data and language to apply to their discernment about human trafficking in Colorado. The TTF worked collaboratively to examine common themes in both of the introductory modules and mirrored their modifications to reflect uniformity.

Significant changes were made in the *Introduction* module to reflect a whole-person approach when responding to a potential case of human trafficking, with the goal of empowering the individual to advocate for their immediate needs. This approach is in line with the national trend to eliminate indicators and avoid profiling and stereotyping of the victim/survivor.

Specific changes made to the *Investigations* module reflect updated interview considerations when first interacting with a potential victim/survivor of human trafficking. The idea is to promote a more victim/survivor-centered response and build trust between law enforcement and the victim/survivor. Other updates to this module focused on “paperwork” collected to include digital records and reporting to various financial agencies and state and airport police agencies.

The formation of the TTF, consisting of expert external stakeholders and Council members, provided for an in-depth review of the Council’s training modules to ensure the curricula’s alignment with current anti-trafficking trends. These updated training modules will be implemented in 2025.

SECTION 4

Connecting Colorado



Introduction

In October 2021, the Colorado Department of Public Safety received federal grant funding from the Office of Victims of Crime (OVC) to support the project *Connecting Colorado: Building Effective Anti-Trafficking Systems*. This initiative aimed to address the challenges and gaps in the systems used to identify and tackle human trafficking of children and youth in the state. To facilitate this effort, the project focused on strengthening the work of multidisciplinary teams (MDTs)—various professionals and service providers including law enforcement, child welfare and youth services—dedicated to assisting young victims and survivors through a collaborative approach.

The origins of the *Connecting Colorado* project began with a previous OVC-funded initiative called *Innovate Colorado*, which operated from 2017 to 2021 in partnership with the Colorado Department of Human Services (CDHS). This earlier project enhanced the state's capacity to combat human trafficking by increasing awareness and providing training statewide. It included a Train-the-Trainer model, which empowered regional specialists to conduct their own community training. Following *Innovate Colorado*, the Division of

Criminal Justice (DCJ) recognized the need for ongoing improvements to statewide protocols regarding human trafficking and sought additional funding to address these gaps.

With the new funding secured, the Human Trafficking Team within DCJ achieved several significant milestones aimed at enhancing Colorado's systems for addressing trafficking among children and youth. In 2022, the team hired a project coordinator, engaged the Colorado State University Social Work Research Center (CSU-SWRC) and the Rocky Mountain Immigrant Advocacy Network (RMIAN) as subgrantees and established a Multidisciplinary Team Working Group (MDT WG) under the Colorado Human Trafficking Council (the Council). Additionally, a Survivor Leader Advisory Board (SLAB) was formed, consisting of five paid consultants to contribute to the project.

By late 2022, the project coordinator began developing the *MDT Toolkit*, informed by discussions within the MDT WG. This toolkit was intended for both new and existing MDTs in Colorado, offering guidance on implementing trauma-informed and culturally sensitive practices for children and youth affected by human trafficking.

The *MDT Toolkit* was finalized in fall 2023 and was introduced at a summit for Colorado's MDTs in February 2024. In addition to introducing and dispersing the toolkit at the summit, the Human Trafficking Team facilitated its adoption by providing a series of skill-based workshops presented by a curated group of subject matter experts. This milestone marked the end of phase one of *Connecting Colorado* and the beginning of phase two—the “beta test” phase.

In phase two, which was conducted throughout 2024, the project team provided individual and group training and technical assistance (TTA) to existing MDTs to support their work in adopting the guidance outlined in the *MDT Toolkit*. Throughout the entirety of the beta test phase, collecting feedback about the toolkit's implementation by these working MDTs was critically important. Phase two ended with a focus group of the MDT coordinators, facilitated by the CSU evaluation team, to obtain full feedback on the toolkit as well as the beta test process.

The third and final phase is set to launch in early 2025. In this phase, an improved toolkit 2.0, along with TTA provided by Project staff, will be used to assist up to two new communities in establishing their own child and youth-focused human trafficking MDTs.

MDT Toolkit Completion

Project staff approached both existing and potential MDTs with the goal of establishing a strong mindset, toolkit and skill set among MDTs and partnering subject matter experts to ensure the project flourished. The mindset goal aimed to create buy-in from current Colorado MDTs by creating an MDT Working Group, shift the thinking on survivor and youth voice and who should be involved and bring the MDT model into new communities in Colorado.

The goal of the *MDT Toolkit* was to provide a curated reference guide of example policies and procedures that will allow for a more consistent and holistic MDT response to Colorado children and youth experiencing, or at risk of, human trafficking. This objective would be achieved by building a toolkit based on existing literature and input from the MDT Working Group, integrating feedback from SLAB and revamping Colorado’s human trafficking screening tool—the High-Risk Victim Identification (HRV) Tool—based on a critical analysis of the tool along with feedback provided from a usability study conduct by CSU-SWRC.

Through the redesigning process of the HRV Tool, it was decided that the tool needed a name change to better represent its purpose. The new name is the Human Trafficking Vulnerability Assessment (HTVA).

Training sessions uniquely designed to complement the *MDT Toolkit*, which were delivered at the summit, were the foundation for the skill set. The skill set component was further enhanced through ongoing TTA provided to MDTs during the beta test phase of the project.

Toolkit Implementation

The *MDT Toolkit* was officially introduced at the MDT Summit in February 2024. Attendees were educated on the contents of the toolkit and how to implement its guidance. Feedback

from attendees suggested opportunities for additional TTA, including memorandums of understanding (MOUs), training for screeners to confidently use the HTVA tool and guidance on cases involving foreign nationals. Group TTA was provided through the establishment of the MDT Coordinators Advisory Group (MDT-CAG), which invited the regional MDT coordinators to join monthly meetings. The *Connecting Colorado* project team hosted and coordinated these monthly meetings, beginning in April, to provide specialized TTA and collect ongoing feedback.

Training topics for the MDT-CAG included challenges faced by each MDT, opportunities to improve collaboration and specialized training. TTA was designed and delivered to work in conjunction with the toolkit and ensure that MDTs acquired the skill set needed to successfully adopt the toolkit's guidance.

In April, MDT coordinators presented on their MDTs' processes, strengths and challenges. They also made suggestions for additional TTA, which helped determine the MDT-CAG calendar through the end of the anticipated beta test period. In May, the meeting of MDT-CAG members focused on having an open dialogue on how to improve cross-jurisdictional MDT collaboration throughout the state.

In June, RMIAN provided informational training on working with foreign national children and youth who may be experiencing human trafficking. In July, MDT-CAG members were provided with training on methods to fund their teams and create a funded MDT coordinator position.

In addition to group TTA, individualized TTA was provided by various *Connecting Colorado* team members, which varied based on the interests and needs of each MDT. As an example, the Denver MDT requested assistance in designing their own mission and vision statements. Project staff worked with the Denver MDT to facilitate a mission and vision workshop in March. Other topics of TTA provided to MDTs included:

- MOUs
- Referrals
- Member orientation and rapport

- Continuing education (specifically around labor trafficking)
- Lived-experience expertise
- Trauma-responsive care
- Child and youth agency and empowerment
- Engaging parents
- Special legal considerations
- The facts of family-facilitated trafficking
- Colorado HTVA Tool

Beta Test Evaluation and Results

In conjunction with the MDT-CAG monthly meetings and TTA, phase two of the *Connecting Colorado* grant involved collecting feedback on the usefulness of the *MDT Toolkit* from existing MDTs across the state. This beta test evaluation was conducted by the project's evaluation partner, CSU-SWRC.

As the lead evaluator on this project, CSU-SWRC designed an evaluation plan in alignment with the project goals and objectives. The CSU-SWRC team used multiple methods to collect and analyze feedback from existing MDTs throughout the year, which culminated with a final focus group session with MDT-CAG members. The evaluation goal was to learn how or why the toolkit was or was not working for MDTs.

The beta test of the *MDT Toolkit* provided valuable insights into its strengths and areas for improvement. Key findings from the evaluation activities include the following:

1. **Toolkit Strengths:** Most participants reported a clear understanding of how to use the toolkit, with many feeling confident that their MDTs could implement its guidance effectively. The toolkit was recognized for its comprehensive framework, facilitating discussions and action plans among MDT members.
2. **Identified Gaps:** Participants highlighted the need for more in-depth guidance in several sections of the toolkit, particularly those addressing MOUs, trauma-responsive care and special legal considerations. The respondents specifically

requested additional resources on confidentiality concerns and conflict management strategies.

3. **Implementation Challenges:** There were disparities in MDT experiences, highlighting challenges such as varying engagement levels among members and the need for ongoing training. Participants also noted confusion around the new HTVA tool included in the toolkit, suggesting a need for clearer support.
4. **Training and Technical Assistance Needs:** Respondents emphasized the importance of targeted TTA, particularly concerning MOUs and cross-jurisdictional collaboration, as well as cases involving foreign nationals.

Lessons Learned

The beta test provided several key lessons to guide future efforts for the project:

- **Importance of Stakeholder Engagement:** Active participation from MDT members is critical for successful implementation. Engaging stakeholders early in the evaluation process enhances buy-in and ensures that the toolkit meets the teams' needs.
- **Tailored Support:** Acknowledging that each MDT operates within a unique context is essential. Customizing training and resources to address specific challenges faced by different teams will lead to more effective implementation.
- **Collaboration Facilitation:** Opportunities for MDTs to learn from each other are invaluable. Creating spaces for sharing experiences and strategies can foster collaboration and enhance overall effectiveness.
- **Adaptability:** The toolkit must remain a living document, adaptable to the evolving needs of MDTs. Continuous evaluation and updates will ensure its relevance and usefulness.

These findings and additional insights from the beta test will guide the next phase of the *MDT Toolkit's* development, ensuring it serves as a practical and impactful resource for all MDTs.

Next Steps

To address these findings, the following actions will be prioritized for an updated version of the *MDT Toolkit*:

1. **Enhancing Toolkit Resources:** Additional information will be included in an updated toolkit that reflects the feedback received in the beta test. Such topics will include more robust information about working with foreign nationals and special visas available, details about the support and resources of the National Center for Missing and Exploited Children (NCMEC), enhanced focus on MOUs, with a strong emphasis on addressing confidentiality concerns. This will provide MDTs with clearer guidance on how to navigate these sensitive issues confidently.
2. **Creating Space for Cross-MDT Collaboration:**
 - a. **Ongoing TTA Sessions:** Project staff will implement a series of focused TTA sessions for pilot MDTs. The sessions will address specific needs identified during the beta test, such as workshops focused on MOU development, confidentiality considerations and other TTA aimed at equipping MDTs with the necessary skills and strategies to build their teams. Additional topics will be identified during the MDT Summit hosted for new communities in early 2025.
 - b. **Mentorship Program:** Newly forming MDTs will be paired with existing, more established MDTs for mentorship. This initiative aims to foster knowledge-sharing and provide support as new teams navigate their development.
 - c. **MDT Listserv Promotion:** Project staff will explore strategies to enhance engagement with the listserv, encouraging more active participation among MDT members. This may include regular prompts for sharing resources, discussions on relevant topics and updates on toolkit developments.

- d. **Consistent Referral Form:** Staff will work on implementing a consistent referral form used across all MDTs. This standardized approach aims to streamline the referral process, improve communication and ensure that necessary information is consistently captured.

Launching New MDTs

The third and final phase of *Connecting Colorado* will focus on working with new communities in Colorado to implement new MDTs that can thrive. By January 2025, project staff will select up to two communities to receive support in establishing their own child- and youth-focused MDT. Working with these groups will also allow staff assess the toolkit's ability to facilitate the MDT model in new communities.

These new MDTs will receive TTA on adopting the toolkit, and they'll have the opportunity to receive further training from RMIAN and individualized TTA support from SLAB members and project staff. The MDT-CAG will also continue to function under the Colorado Human Trafficking Council for ongoing collaboration with all MDTs regarding specific issues at the community level.

New communities will be selected for pilot MDTs based on their completion of prerequisites. These include completion of the Council's introductory courses: *An Introduction to Human Trafficking in Colorado*, designed for all community members and professionals that need to know how to identify human trafficking, and *Human Trafficking Investigations: An Introductory Course*, designed for law enforcement. These courses can be delivered through an online, self-paced course or through the Council's facilitator-led training programs.

An additional prerequisite is a four-hour, facilitator-led virtual or in-person training titled *Meeting Human Trafficking Survivors' Needs: An Advanced Workshop for Service Providers*, which teaches skills on being trauma-responsive and culturally sensitive as well as building community response networks. Finally, new communities must attend the Colorado MDT Summit in February 2025.

During this pilot stage, project staff will provide ongoing support to new community MDTs to maximize their success. This support includes TTA with community-mapping, capacity-building and identifying existing resources in these communities; several online trainings available through the Council; and use of the toolkit and staff TTA for guidance on developing and running a working MDT within its community.

Through the pilot phase, CSU-SWRC will be evaluating the progress and providing continuous feedback on areas to improve. This project will come to its conclusion in September 2025, hopefully with several great resources for the anti-trafficking field.



SECTION 5

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SECTION 6

Appendices

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Appendix 1: House Bill 24-1345



HOUSE BILL 24-1345

BY REPRESENTATIVE(S) Weissman and Soper, Amabile, Bacon, Bird, Boesenecker, Bradley, Brown, Catlin, Clifford, Daugherty, Duran, Froelich, Garcia, Hamrick, Hartsook, Hernandez, Herod, Joseph, Kipp, Lieder, Lindsay, Lindstedt, Lukens, Lynch, Mabrey, Marshall, Martinez, Marvin, Mauro, McCormick, McLachlan, Parenti, Pugliese, Rutinel, Sirota, Snyder, Story, Titone, Vigil, Willford, Woodrow, Young, McCluskie; also SENATOR(S) Fields, Bridges, Buckner, Coleman, Cutter, Exum, Ginal, Gonzales, Hansen, Jaquez Lewis, Kirkmeyer, Kolker, Marchman, Michaelson Jenet, Mullica, Pelton B., Priola, Roberts, Smallwood, Van Winkle, Will, Winter F., Zenzinger.

CONCERNING THE HUMAN TRAFFICKING COUNCIL, AND, IN CONNECTION THEREWITH, IMPLEMENTING THE RECOMMENDATION CONTAINED IN THE 2023 SUNSET REPORT BY THE DEPARTMENT OF REGULATORY AGENCIES, IMPLEMENTING CERTAIN RECOMMENDATIONS BY THE HUMAN TRAFFICKING COUNCIL, AND MAKING AN APPROPRIATION.

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

SECTION 1. In Colorado Revised Statutes, 2-3-1203, **repeal** (15)(a)(VIII); and **add** (22)(a)(VI) as follows:

_____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.

2-3-1203. Sunset review of advisory committees - legislative declaration - definition - repeal. (15) (a) The following statutory

authorizations for the designated advisory committees are scheduled for repeal on September 1, 2024:

(VIII) ~~The Colorado human trafficking council created in section 18-3-505,~~

(22) (a) The following statutory authorizations for the designated advisory committees will repeal on September 1, 2031:

(VI) THE COLORADO HUMAN TRAFFICKING COUNCIL CREATED IN SECTION **18-3-505**.

SECTION 2. In Colorado Revised Statutes, 18-3-505, **amend** (6) as follows:

18-3-505. Human trafficking council - created - duties - repeal.

(6) This section is repealed, effective ~~September 1, 2024~~ SEPTEMBER 1, 2031. Before repeal, the department of regulatory agencies shall review the council pursuant to section 2-3-1203.

SECTION 3. In Colorado Revised Statutes, 18-3-505, **amend** (3)(a) as follows:

18-3-505. Human trafficking council - created - duties - repeal.

(3) (a) Except as provided by subsection (3)(b) of this section, each council member must serve at the pleasure of his or her appointing authority for a term of four years. The appointing authority may reappoint the council member for an additional term or terms. Council members must serve without compensation WITH THE EXCEPTION OF THE APPOINTED SURVIVOR COUNCIL MEMBERS WHO MUST RECEIVE AN HOURLY RATE FOR THE TIME FOR EACH COUNCIL MEETING ATTENDED, NOT TO EXCEED EIGHT HOURS PER MEETING AT THE CURRENT APPLICABLE EXPERT RATE AS STATED IN CHIEF JUSTICE DIRECTIVE 12-03. ALL COUNCIL MEMBERS may be reimbursed for actual travel expenses incurred in the performance of their duties.

SECTION 4. In Colorado Revised Statutes, 24-30-2102, **amend** (1) and (1.5) as follows:

24-30-2102. Legislative declaration. (1) The general assembly finds and declares that a person attempting to escape from actual or threatened domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking frequently moves to a new address in order to prevent an assailant or potential assailant from finding the victim. This new address, however, is only useful if an assailant or potential assailant does not discover it. Additionally, people involved in the provision of reproductive health care are at a heightened risk of actual or threatened violence, stalking, or other social harms.

(1.5) Therefore, in order to help victims of domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking, and to assist and protect individuals involved in the provision of reproductive health care, it is the intent of the general assembly to establish an address confidentiality program, whereby the confidentiality of a victim's or an individual involved in the provision of reproductive health care's address may be maintained through, among other things, the use of a substitute address for purposes of public records and confidential mail forwarding.

SECTION 5. In Colorado Revised Statutes, 24-30-2103, **amend** (2); and **add** (7.5) as follows:

24-30-2103. Definitions. As used in this part 21, unless the context otherwise requires:

(2) "Address confidentiality program" or "program" means the program created under this part 21 in the department to protect the confidentiality of the actual address of a relocated protected health-care worker or a relocated victim of domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking.

(7.5) "HUMAN TRAFFICKING" MEANS AN ACT DESCRIBED IN SECTION 18-3-503 OR 18-3-504.

SECTION 6. In Colorado Revised Statutes, 24-30-2104, **amend** (1) introductory portion and (4)(a) as follows:

24-30-2104. Address confidentiality program - creation - substitute address - uses - service by mail - application assistance centers. (1) There is created the address confidentiality program in the

department to protect the confidentiality of the actual address of a relocated protected health-care worker or a relocated victim of domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking and to prevent the victim's assailants or potential assailants from finding the victim through public records. Under the program, the executive director or the executive director's designee shall:

(4) The executive director or the executive director's designee may designate as an application assistant any person who:

(a) Provides counseling, referral, or other services to victims of domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking, if applicable;

SECTION 7. In Colorado Revised Statutes, 24-30-2105, **amend** (3)(b), (3)(c) introductory portion, (3)(c)(IV), and (3)(h) as follows:

24-30-2105. Filing and certification of applications - authorization card. (3) The application must be on a form prescribed by the executive director or the executive director's designee and must contain the following:

(b) A statement by the applicant that the applicant is a victim of domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking and that the applicant fears for the applicant's safety, if applicable;

(c) Evidence that the applicant is a victim of domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking, if applicable. This evidence may include any of the following:

(IV) Documentation from a religious, medical, or other professional from whom the applicant has sought assistance in dealing with the alleged domestic violence, sexual offense, HUMAN TRAFFICKING, or stalking.

(h) The actual address that the applicant requests not to be disclosed by the executive director or the executive director's designee that directly relates to the increased risk of domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking, or increased risk of actual or threatened violence, stalking, HUMAN TRAFFICKING, or other social harms due to the provision of a legally protected health-care activity, as defined in section 12-30-121(1)(d);

SECTION 8. In Colorado Revised Statutes, 24-30-2112, **amend** (2) as follows:

24-30-2112. Participation in the program - orders relating to allocation of parental responsibilities or parenting time. (2) Program participation does not constitute evidence of domestic violence, a sexual offense, HUMAN TRAFFICKING, or stalking and shall not be considered for purposes of making an order allocating parental responsibilities or parenting time; except that a court may consider practical measures to keep a program participant's actual address confidential when making an order allocating parental responsibilities or parenting time.

SECTION 9. In Colorado Revised Statutes, 24-30-2114, **amend** (2)(c); and **add** (2)(a.5) and (2)(a.6) as follows:

24-30-2114. Surcharge - collection and distribution - address confidentiality program surcharge fund - creation - definitions. (2) The following crimes shall be subject to the surcharge set forth in subsection (1) of this section:

(a.5)

HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE OR HUMAN TRAFFICKING OF A MINOR FOR INVOLUNTARY SERVITUDE IN VIOLATION OF SECTION 18-3-503;

(a.6) HUMAN TRAFFICKING FOR SEXUAL SERVITUDE OR HUMAN TRAFFICKING OF A MINOR FOR SEXUAL SERVITUDE IN VIOLATION OF SECTION 18-3-504;

(c) Criminal attempt, conspiracy, or solicitation to commit the crimes set forth in ~~paragraphs (a) and (b)~~ SUBSECTIONS (2)(a), (2)(a.5), (2)(a.6), AND (2)(b) of this ~~subsection (2)~~ SECTION.

SECTION 10. In Colorado Revised Statutes, add 18-1-410.7 as follows:

18-1-410.7. Vacating certain criminal convictions for victims of human trafficking. (1) (a) AN INDIVIDUAL MAY FILE A MOTION WITH THE COURT WHERE A CONVICTION WAS OBTAINED AGAINST THE INDIVIDUAL REQUESTING THAT THE CONVICTION BE VACATED IF THE UNDERLYING OFFENSE RESULTING IN THE CONVICTION

WAS COMMITTED AS A RESULT OF THE INDIVIDUAL BEING A VICTIM OF HUMAN TRAFFICKING. THE INDIVIDUAL SHALL SERVE A COPY OF THE MOTION ON THE DISTRICT ATTORNEY'S OFFICE OR MUNICIPAL ATTORNEY'S OFFICE THAT OBTAINED THE CONVICTION.

(b) THIS SECTION APPLIES TO ALL STATE AND MUNICIPAL CONVICTIONS FOR CRIMES EXCEPT FOR CRIMES DEFINED IN SECTION 24-4.1-302 (1).

(c) THIS SECTION DOES NOT APPLY TO A CONVICTION IF THE INDIVIDUAL RAISED AN AFFIRMATIVE DEFENSE DESCRIBED IN SECTION 18-7-201.3 OR 18-3-504 (2.5) AT TRIAL AND WAS STILL CONVICTED AFTER RAISING THE DEFENSE.

(d) OFFICIAL DOCUMENTATION IS NOT REQUIRED FOR AN INDIVIDUAL TO SEEK OR BE GRANTED RELIEF PURSUANT TO THIS SECTION, BUT IF THE INDIVIDUAL PROVIDES OFFICIAL DOCUMENTATION FROM A FEDERAL, STATE, LOCAL, OR TRIBAL GOVERNMENT AGENCY INDICATING THAT THE INDIVIDUAL WAS A VICTIM OF HUMAN TRAFFICKING AT THE TIME OF THE OFFENSE, THE DOCUMENTATION CREATES A REBUTTABLE PRESUMPTION THAT THE INDIVIDUAL WAS A VICTIM OF HUMAN TRAFFICKING AT THE TIME OF THE OFFENSE AND IS ELIGIBLE FOR RELIEF PURSUANT TO THIS SECTION.

(2) THE DISTRICT ATTORNEY'S OFFICE OR MUNICIPAL ATTORNEY'S OFFICE THAT OBTAINED THE CONVICTION MUST FILE A RESPONSE WITHIN THIRTY-FIVE DAYS FROM RECEIVING A COPY OF THE MOTION. IF THE DISTRICT ATTORNEY'S OFFICE OR MUNICIPAL ATTORNEY'S OFFICE OPPOSES THE MOTION OR THE COURT DETERMINES A HEARING IS NECESSARY, THE COURT SHALL SET THE MOTION FOR HEARING.

(3) (a) IF THE COURT DETERMINES BY CLEAR AND

CONVINCING EVIDENCE THAT THE OFFENSE WAS COMMITTED AS RESULT OF THE INDIVIDUAL BEING A VICTIM OF HUMAN TRAFFICKING AT THE TIME OF THE OFFENSE, THE COURT SHALL VACATE THE CONVICTION.

(b) A CONVICTION VACATED PURSUANT TO SUBSECTION (3)(a) OF THIS SECTION IS DEEMED VACATED DUE TO A SUBSTANTIVE DEFECT IN THE UNDERLYING CRIMINAL PROCEEDINGS.

(4) NOTHING IN THIS SECTION PREVENTS THE INDIVIDUAL FROM APPLYING FOR ANY OTHER RELIEF ALLOWED BY LAW.

(5)(a) IF THE COURT ISSUES AN ORDER VACATING THE CONVICTION THE COURT SHALL SEND THE ORDER TO .THE COLORADO BUREAU OF INVESTIGATION AND THE BUREAU SHALL REMOVE THE CONVICTION FROM THE INDIVIDUAL'S RECORD.

(b) IF THE COURT ISSUES AN ORDER VACATING THE CONVICTION PURSUANT TO THIS SECTION, THE INDIVIDUAL MAY PETITION TO HAVE THE OTHER RELATED RECORDS SEALED PURSUANT TO THE PROCEDURE IN SECTION 24-72-707.

SECTION 11. Appropriation. For the 2024-25 state fiscal year, \$266,826 is appropriated to the department of public safety for use by the division of criminal justice. This appropriation is from the general fund and is based on an assumption that the division will require an additional 1.8 FTE. To implement this act, the division may use this appropriation for DCJ administrative services.

SECTION 12. Safety clause. The general assembly finds, determines, and declares that this act is necessary for the immediate preservation of the public peace, health, or safety or for appropriations for the support and maintenance of the departments of the state and state institutions.

Julie McCluskie
SPEAKER OF THE HOUSE
OF REPRESENTATIVES



Steve Fenberg
PRESIDENT OF
THE SENATE

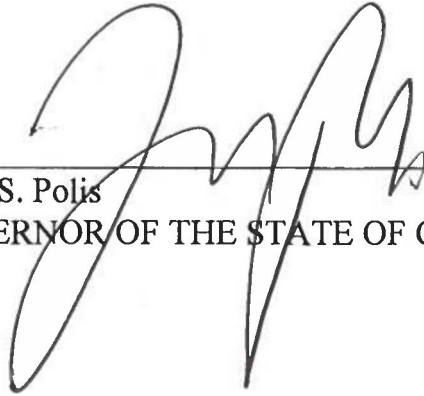


Robin Jones
CHIEF CLERK OF THE HOUSE
OF REPRESENTATIVES

Cindi L. Markwell
SECRETARY OF
THE SENATE

APPROVED

(Date and Time)

A handwritten signature in black ink, appearing to read 'J. Polis', is written over a horizontal line.

Jared S. Polis

GOVERNOR OF THE STATE OF COLORADO

Appendix 2: Senate Bill 24-035



SENATE BILL 24-035

BY SENATOR(S) Pelton B. and Fields, Baisley, Buckner, Coleman, Cutter, Danielson, Exum, Gardner, Ginal, Gonzales, Hinrichsen, Jaquez Lewis, Kirkmeyer, Kolker, Liston, Lundeen, Marchman, Mullica, Pelton R., Priola, Rich, Roberts, Simpson, Smallwood, Van Winkle, Will, Winter F., Zenzinger;

also REPRESENTATIVE(S) Winter T. and Duran, Armagost, Bird, Boesenecker, Bradley, Catlin, Clifford, Evans, Frizell, Froelich, Hartsook, Lieder, Lindstedt, Lukens, Lynch, Martinez, Mauro, Pugliese, Snyder, Soper, Taggart, Titone, Valdez, Weinberg, Willford, Wilson, Young, McCluskie.

CONCERNING STRENGTHENING THE ENFORCEMENT OF HUMAN
TRAFFICKING FOR SERVITUDE.

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

SECTION 1. In Colorado Revised Statutes, 16-1-104, **amend** (8.5)(a)(I) as follows:

16-1-104. Definitions. (8.5) (a) (I) "Crime of violence" means a crime in which the defendant used, or possessed and threatened the use of, a deadly weapon during the commission or attempted commission of any

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.

crime committed against an elderly person or a person with a disability or a crime of murder, first or second degree assault, kidnapping, sexual assault, robbery, first degree arson, first or second degree burglary, escape, or criminal extortion, HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE OF AN ADULT OR A MINOR, OR HUMAN TRAFFICKING FOR SEXUAL SERVITUDE OF AN ADULT OR A MINOR, or during the immediate flight therefrom, or the defendant caused serious bodily injury or death to any person, other than ~~himself or herself~~ TO THE DEFENDANT or another participant, during the commission or attempted commission of ~~any such~~ THE felony or during the immediate flight therefrom.

SECTION 2. In Colorado Revised Statutes, 18-1.3-406, **amend** (2)(a)(II) introductory portion and (2)(a)(II)(J); and **add** (2)(a)(II)(L) and (2)(a)(II)(M) as follows:

18-1.3-406. Mandatory sentences for violent crimes - definitions.

(2) (a) (II) ~~Subparagraph (I) of this paragraph (a)~~ SUBSECTION (2)(a)(I) OF THIS SECTION applies to the following crimes:

(J) Criminal extortion; or

(L) HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE OF AN ADULT OR A MINOR IN VIOLATION OF SECTION 18-3-503; OR

(M) HUMAN TRAFFICKING FOR SEXUAL SERVITUDE OF AN ADULT OR A MINOR IN VIOLATION OF SECTION 18-3-504.

SECTION 3. In Colorado Revised Statutes, 18-3-503, **add** (3) as follows:

18-3-503. Human trafficking for involuntary servitude - human trafficking of a minor for involuntary servitude. (3) IT IS AN AFFIRMATIVE DEFENSE TO A CHARGE PURSUANT TO THIS SECTION IF THE PERSON BEING CHARGED, AT THE TIME OF THE OFFENSE, WAS A

VICTIM OF HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE WHO WAS FORCED OR COERCED INTO ENGAGING IN HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE PURSUANT TO THIS SECTION.

SECTION 4. In Colorado Revised Statutes, 18-3-504, **amend** (2.5) as follows:

18-3-504. Human trafficking for sexual servitude - human trafficking of a minor for sexual servitude. (2.5) It is an affirmative defense to a charge pursuant to ~~subsection (2)~~ of this section if the person being charged, ~~can demonstrate by a preponderance of the evidence that,~~ at the time of the offense, ~~he or she~~ was a victim of human trafficking for sexual servitude who was forced or coerced into engaging in ~~the~~ human trafficking of ~~minors~~ for sexual servitude pursuant to ~~subsection (2)~~ of this section.

SECTION 5. In Colorado Revised Statutes, 16-5-401, **amend** (6), (8)(a) introductory portion, (8)(a.3) introductory portion, (8)(a.5) introductory portion, (8)(a.7)(I), and (8)(a.7)(II) as follows:

16-5-401. Limitation for commencing criminal proceedings, civil infraction proceedings, and juvenile delinquency proceedings - definitions. (6) Except as otherwise provided in ~~paragraph (a) of subsection (1)~~ SUBSECTION (1)(a) of this section pertaining to sex offenses against children, or felony sexual assault in violation of section 18-3-402, ~~C.R.S.~~, HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE OF AN ADULT OR A MINOR IN VIOLATION OF SECTION 18-3-503, OR HUMAN TRAFFICKING FOR SEXUAL SERVITUDE OF AN ADULT IN VIOLATION OF SECTION 18-3-504

(1), the period of time during which an adult person or juvenile may be prosecuted ~~shall be~~ IS extended for an additional seven years as to any offense or delinquent act charged under section 18-6-403 ~~C.R.S.~~, or charged as criminal attempt, conspiracy, or solicitation to commit any of the acts specified in said sections.

(8) (a) Except as otherwise provided in ~~paragraph (a) of subsection (1)~~ SUBSECTION (1)(a) of this section pertaining to sex offenses against children, or felony sexual assault in violation of section 18-3-402, ~~C.R.S.~~, HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE OF AN ADULT OR A MINOR IN VIOLATION OF SECTION 18-3-503, OR HUMAN TRAFFICKING FOR SEXUAL SERVITUDE OF AN ADULT IN VIOLATION OF SECTION 18-3-504 (1), and except as otherwise

provided in ~~paragraphs (a.3) and (a.5) of this subsection (8)~~ SUBSECTIONS (8)(a.3) AND (8)(a.5) OF THIS SECTION, the period of time during which an adult person or juvenile may be prosecuted ~~shall be~~ IS ten years after the commission of the offense or delinquent act as to any offense or delinquent act:

(a.3) Except as otherwise provided in ~~paragraph (a) of subsection (1)~~ SUBSECTION (1)(a) of this section concerning sex offenses against children, or felony sexual assault in violation of section 18-3-402, C.R.S., HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE OF AN ADULT OR A MINOR IN VIOLATION OF SECTION 18-3-503, OR HUMAN TRAFFICKING FOR SEXUAL SERVITUDE OF AN ADULT IN VIOLATION OF 18-3-504 (1), if the victim at the time of the commission of an offense or delinquent act is a child under eighteen years of age, the period of time during which an adult person or juvenile may be prosecuted ~~shall be~~ IS ten years after ~~such~~ THE victim reaches the age of eighteen years as to any offense or delinquent act:

(a.5) Except as otherwise provided in ~~paragraph (a) of subsection (1)~~ SUBSECTION (1)(a) of this section concerning sex offenses against children, or felony sexual assault in violation of section 18-3-402, C.R.S., HUMAN TRAFFICKING FOR INVOLUNTARY SERVITUDE OF AN ADULT OR A MINOR IN VIOLATION OF SECTION 18-3-503, OR HUMAN TRAFFICKING FOR SEXUAL SERVITUDE OF AN ADULT IN VIOLATION OF SECTION 18-3-504 (1), in any case in which the identity of the defendant or juvenile is determined, in whole or in part, by patterned chemical structure of genetic information, and in which the offense has been reported to a law enforcement agency, as defined in section 26-1-114 (3)(a)(III)(B), C.R.S. within ten years after the commission of the offense, there ~~shall be~~ IS no limit on the period of time during which a person may be prosecuted after the commission of the offense as to any offense or delinquent act charged:

(a.7) (I) Except as otherwise provided in ~~paragraph (a) of subsection (1)~~ SUBSECTION (1)(a) of this section pertaining to sex offenses against children and except as otherwise provided in ~~paragraphs (a.3) and (a.5) of this subsection (8)~~ SUBSECTIONS (8)(a.3) AND (8)(a.5) OF THIS SECTION, the period of time during which an adult person or juvenile may be prosecuted ~~shall be~~ IS twenty years after the commission of the offense or delinquent act as to any offense or delinquent act charged as a felony under section 18-3-402, C.R.S., 18-3-503, OR 18-3-504 (1), or as criminal

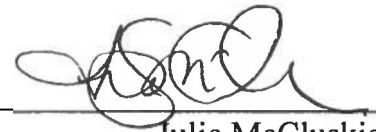
attempt, conspiracy, or solicitation to commit a felony under section 18-3-402, ~~C.R.S.~~ 18-3-503, OR 18-3-504 (1).

(II) Except as otherwise provided in ~~paragraph (a) of subsection (1)~~ SUBSECTION (1)(a) of this section concerning sex offenses against children, if the victim at the time of the commission of an offense or delinquent act is a child under eighteen years of age, the period of time during which an adult person or juvenile may be prosecuted ~~shall be~~ IS twenty years after such THE victim reaches eighteen years of age as to any offense or delinquent act charged as a felony under section 18-3-402, ~~C.R.S.~~ 18-3-503, OR 18-3-504 (1), or as criminal attempt, conspiracy, or solicitation to commit a felony under section 18-3-402, ~~C.R.S.~~ 18-3-503, OR 18-3-504 (1).

SECTION 6. Safety clause. The general assembly finds, determines, and declares that this act is necessary for the immediate preservation of the public peace, health, or safety or for appropriations for the support and maintenance of the departments of the state and state institutions.



Steve Fenberg
PRESIDENT OF
THE SENATE



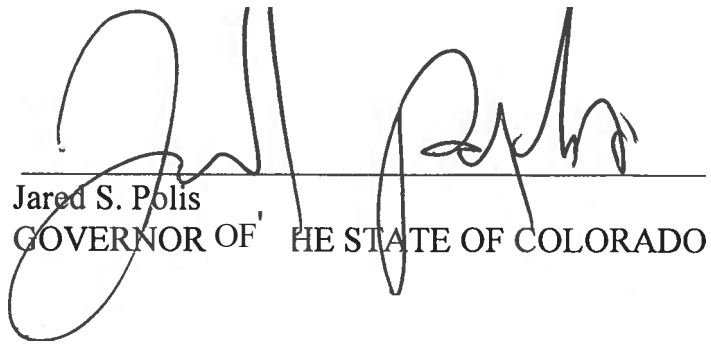
Julie McCluskie
SPEAKER OF THE HOUSE
OF REPRESENTATIVES

Cindi L. Markwell
SECRETARY OF
THE SENATE



Robin Jones CHIEF CLERK OF
THE HOUSE OF
REPRESENTATIVES

APPROVED Thursday April 11th 2024 at 1:15 PM
(Date and Time)



Jared S. Polis
GOVERNOR OF THE STATE OF COLORADO

Appendix 3: Limitations of Report

LIMITATIONS

This report discusses what is known currently about human trafficking in Colorado. Key limitations exist, preventing direct comparisons across sources. Many sources are included to reduce the influence of these limitations and create a broader understanding of the experience of human trafficking.

01. *Access to Services*

Individuals who have experienced trafficking may not reach the source organizations or systems for many reasons. These reasons can include lack of knowledge about the organization or their services, the individual not identifying as having experienced human trafficking, etc. This limits the validity of the data collected.



02. *Data Sharing Across and Within Systems*

Data cannot be compared between, and sometimes within, organizations because of the varying ways of collecting demographic and incident information, limiting data reliability. For example, within Colorado Department of Human Services and Colorado Judicial Branch data, race and ethnicity information may be determined by a staff member, caseworker or law enforcement officer and not the individual self-reporting. Procedures for determining race and ethnicity vary; some databases collect race but not ethnicity data (e.g., grouping “Hispanics/Latinos” in the “White” race category).



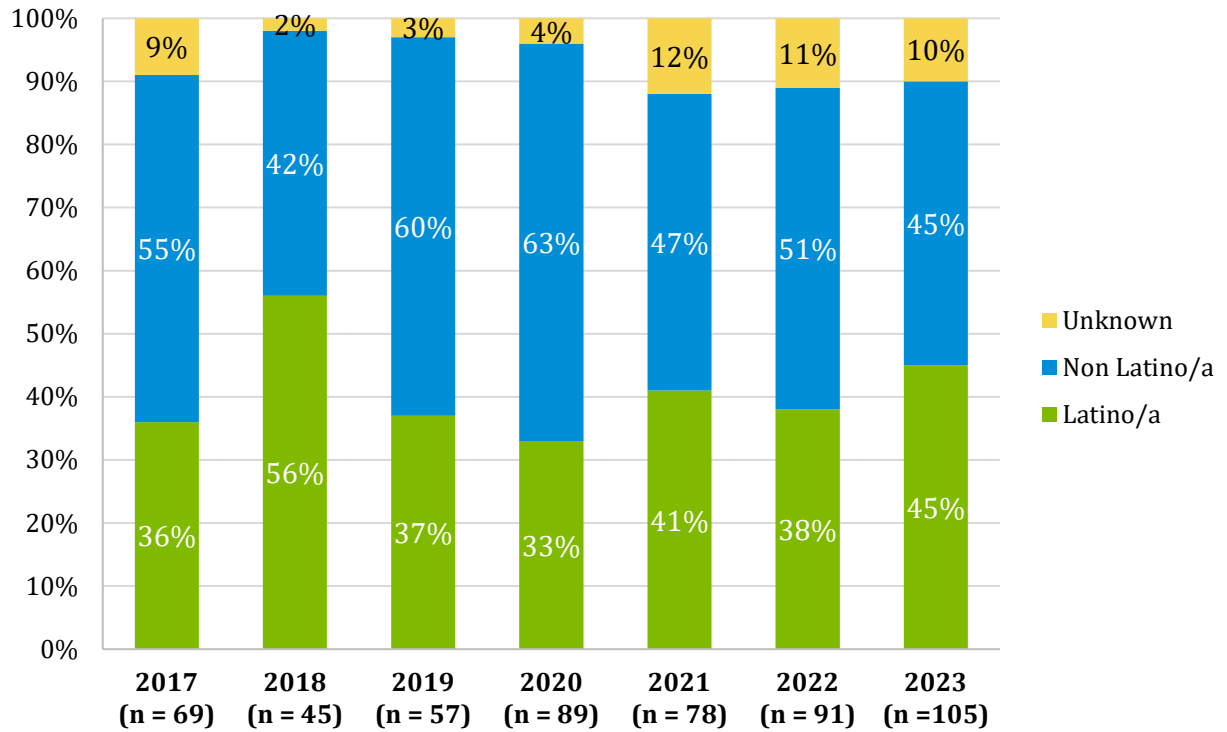
03. *Influence of Discrimination Within Systems*

Underlying discrimination (racism, ableism, sexism, etc.) limits the efficacy of the data collected. For example, victim blaming and systemic discrimination intersect, limiting who is seen as a “true” victim (i.e., weak, blameless and harmed). Because of discriminatory perceptions about groups of people, individuals who may not be perceived as weak or blameless are excluded from qualifying for assistance.



Appendix 4: Ethnic Breakdown of Assessed Minors, Calendar Year (CY) 2017–2023

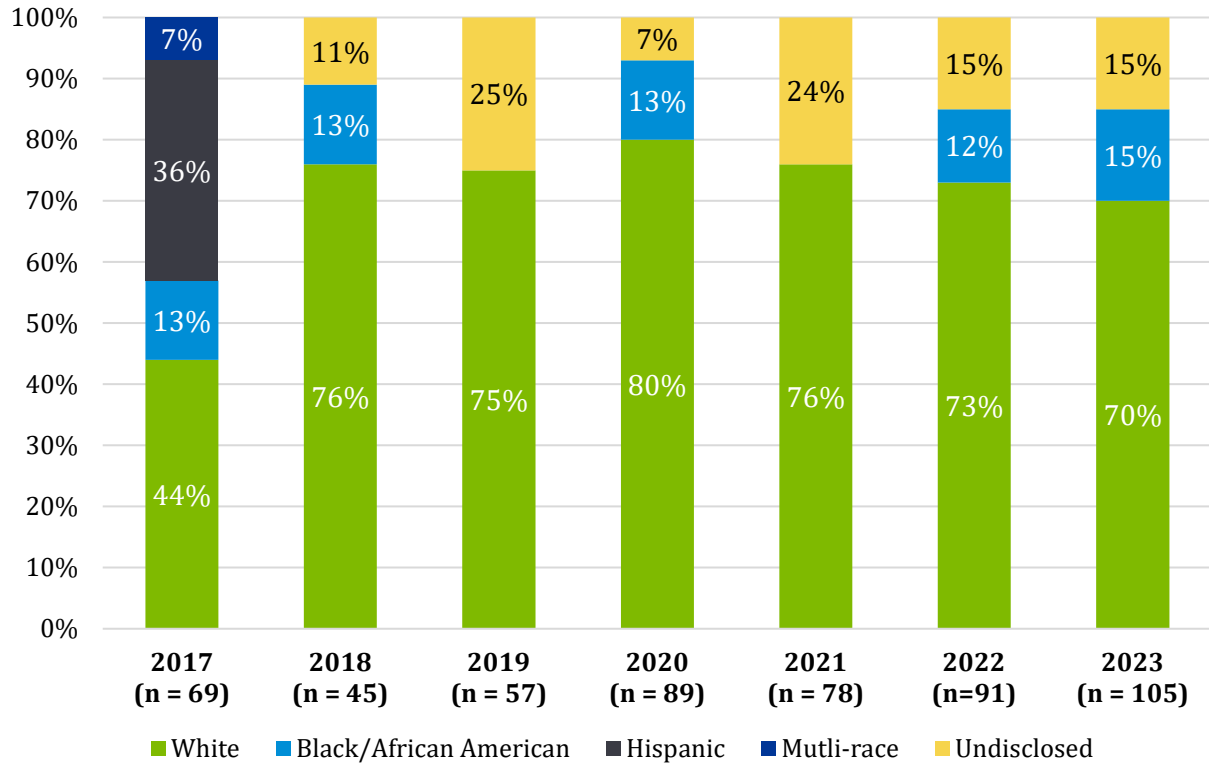
Figure 38: Demographic Breakdown by Ethnicity of Minors Assessed for a Human Trafficking Allegation, CY 2017-2023



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

Appendix 5: Race Breakdown of Assessed Minors, CY 2017–2023

Figure 39: Demographic Breakdown by Race of Minors Assessed for a Human Trafficking Allegation, CY 2017-2023



Data source: Colorado Department of Human Services, Division of Child Welfare. “Undisclosed” is used when a racial category has fewer than 11 minors, to protect the identity of the minor, or when racial demographics are determined to be unknown.

Appendix 6: Office of Trafficking in Persons Certification Letters and T Visas, CY 2014–2023

Certification letters are sent to adult recipients of services, while eligibility letters are sent to minor (under 18) recipients of services. The certification authority type for the 140 certification letters from 2013 to 2023 is listed in Table 3.

Table 2: Certification Letters Mailed to Recipients in Colorado, 2013–2023

Benefits Start Date Fiscal Year	Total Number of Certification Recipients
2013–2018*	35
2019	10
2020	15
2021	24
2022	29
2023	27
Total	140

Table 3: Certification Authority for Certification Letter Recipients in Colorado, 2013–2023

Certification Authority	Total Number of Certification Recipients
Bona Fide T1	2
Continued Presence	22
T1 Nonimmigrant Status	116
Total	140

Table 4: Eligibility Letters Mailed to Recipients in Colorado, 2013–2023

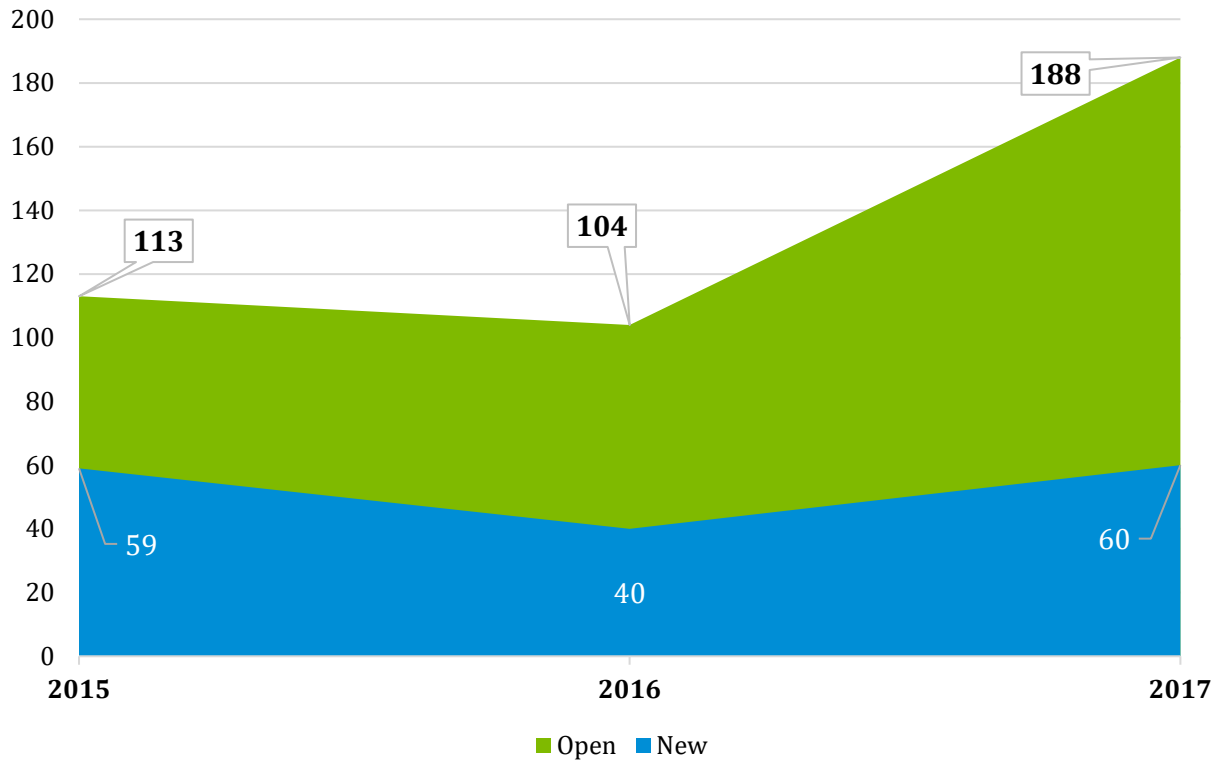
Benefits Start Date Fiscal Year	Total Eligibility Recipients
2013–2019*	5
2020	11
2021	12
2022	25
2023	12
Total	65

Data source: Data for all three tables came from email correspondence with U.S. Committee for Refugees and Immigrants, which runs the Trafficking Victim Assistance Program.

*Data are aggregated to mitigate deductive disclosure risk.

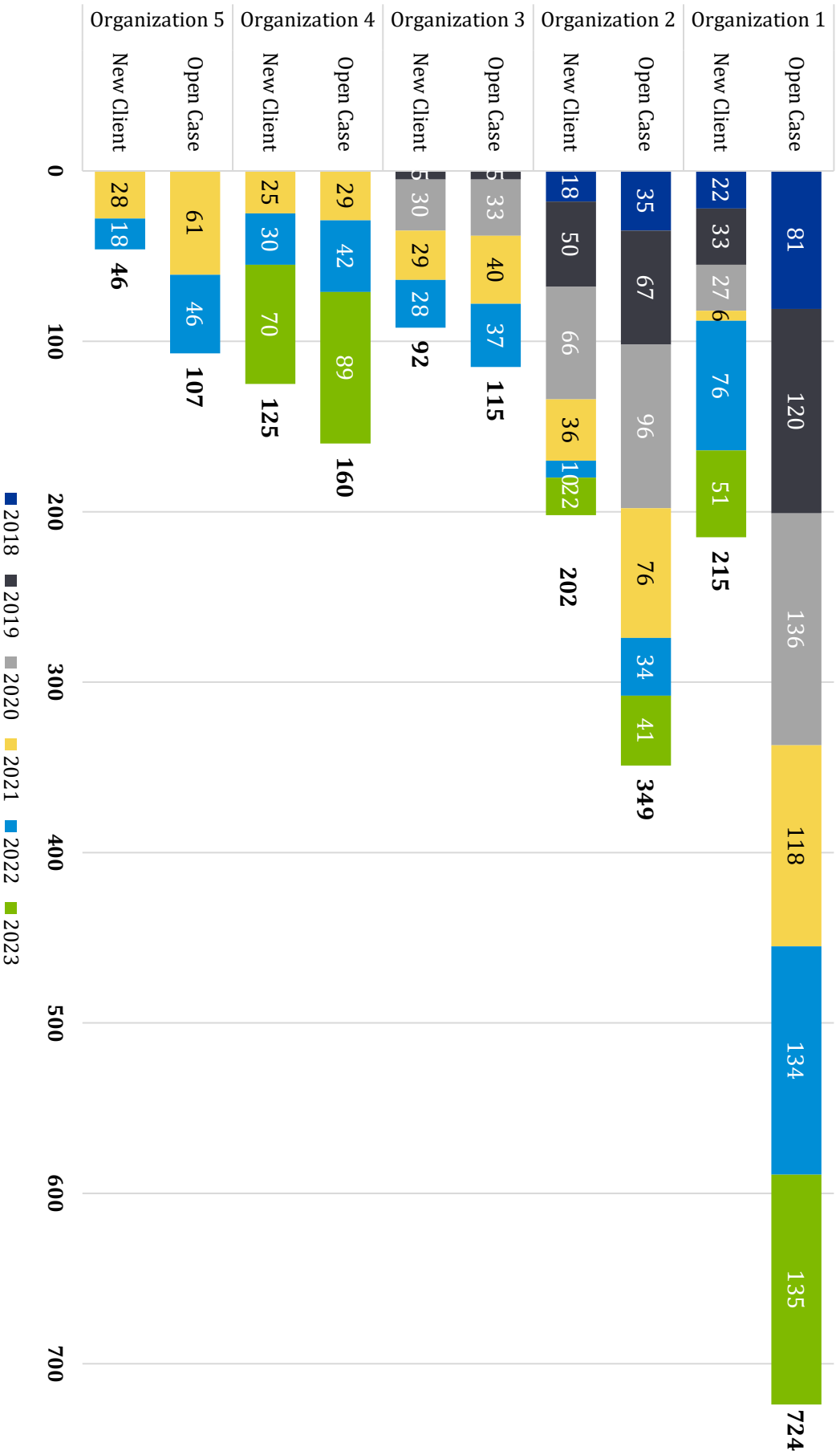
Appendix 7: Colorado Clients Funded by Office for Victims of Crime (OVC)

Figure 40: Colorado Clients Funded by OVC, FFY 2014–2017



Data source: Colorado data were obtained from two Colorado-based grantees of the U.S. Department of Justice (DOJ)/OVC human trafficking grant programs. These numbers are deduplicated, accounting for client overlap between the programs from 2014 to 2017.

Figure 41: Colorado Clients Funded by OVC, FFY 2018-2023



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

Note: Clients were unable to be deduplicated between organizations. Clients are often referred between organizations, especially from Organizations 2-5 to Organization 1, to access specialized services.

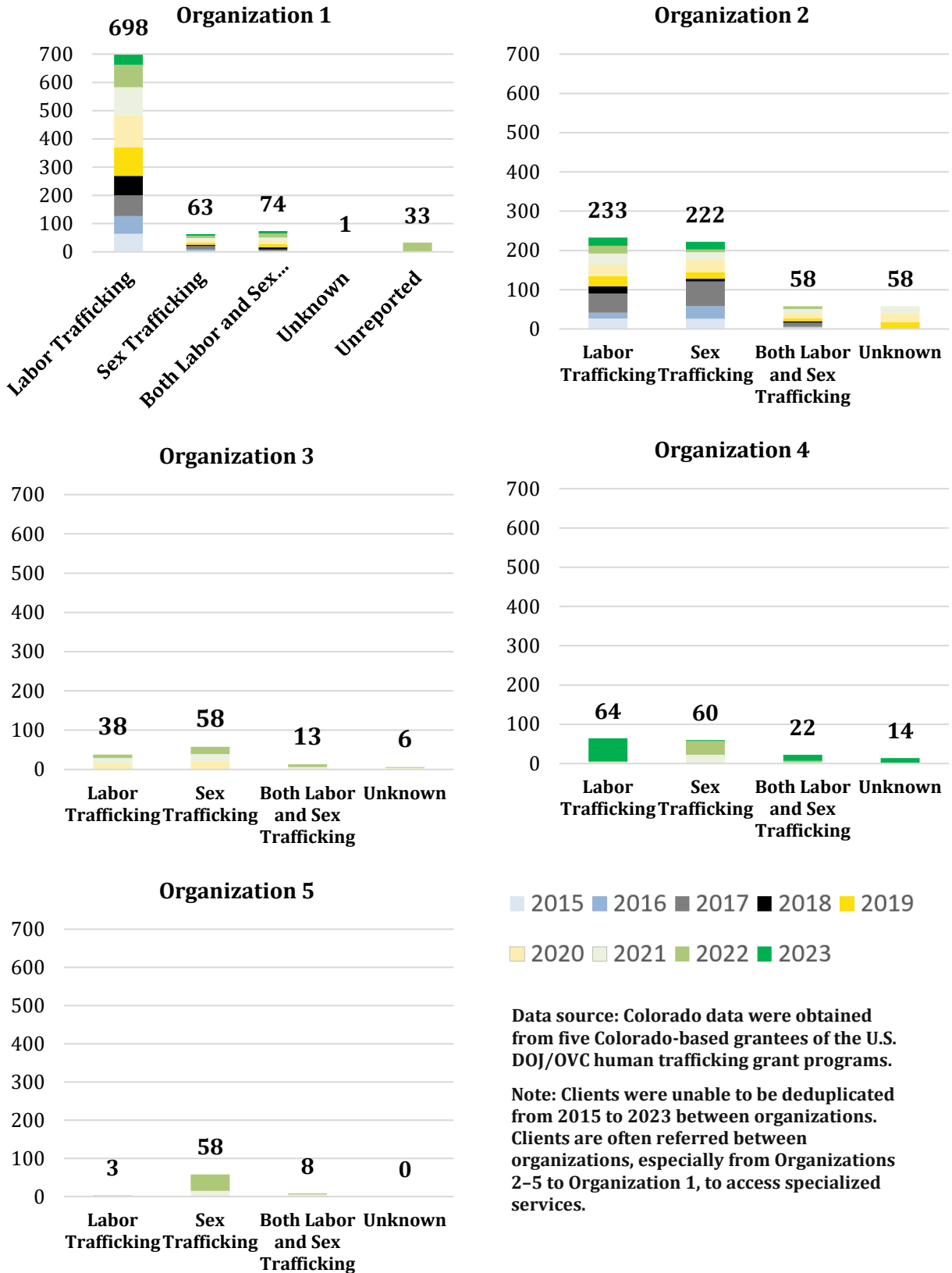
Appendix 8: New Colorado Clients Funded by OVC by Type of Trafficking, FFY 2014

Figure 42: New Colorado Clients Funded by OVC by Type of Trafficking, FFY 2014



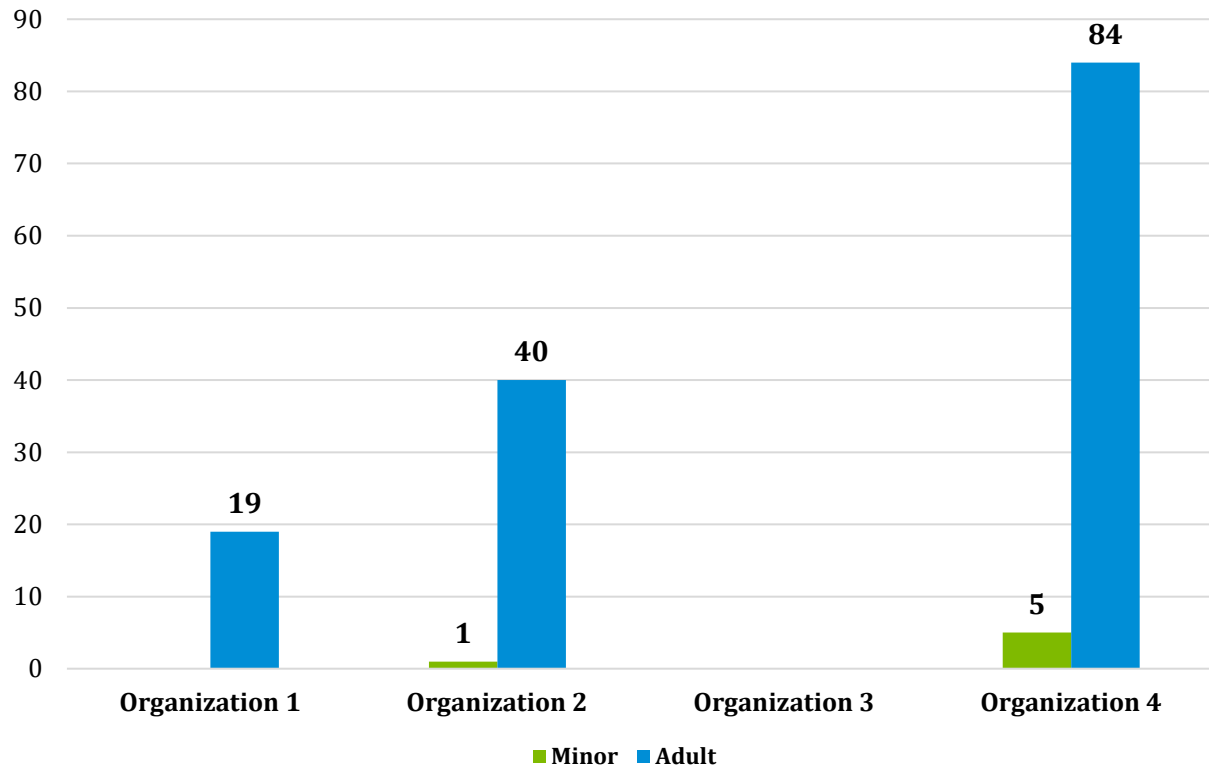
Data source: Colorado data were obtained from two Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs. These numbers are deduplicated, accounting for client overlap between the programs in 2014.

Figure 43: New Colorado Clients Funded by OVC by Type of Trafficking, FFY 2015–2023



Appendix 9: New Colorado Clients Funded by OVC by Age, FFY 2023

Figure 44: Client breakdown by age for new Colorado clients funded by OVC, FFY 2023

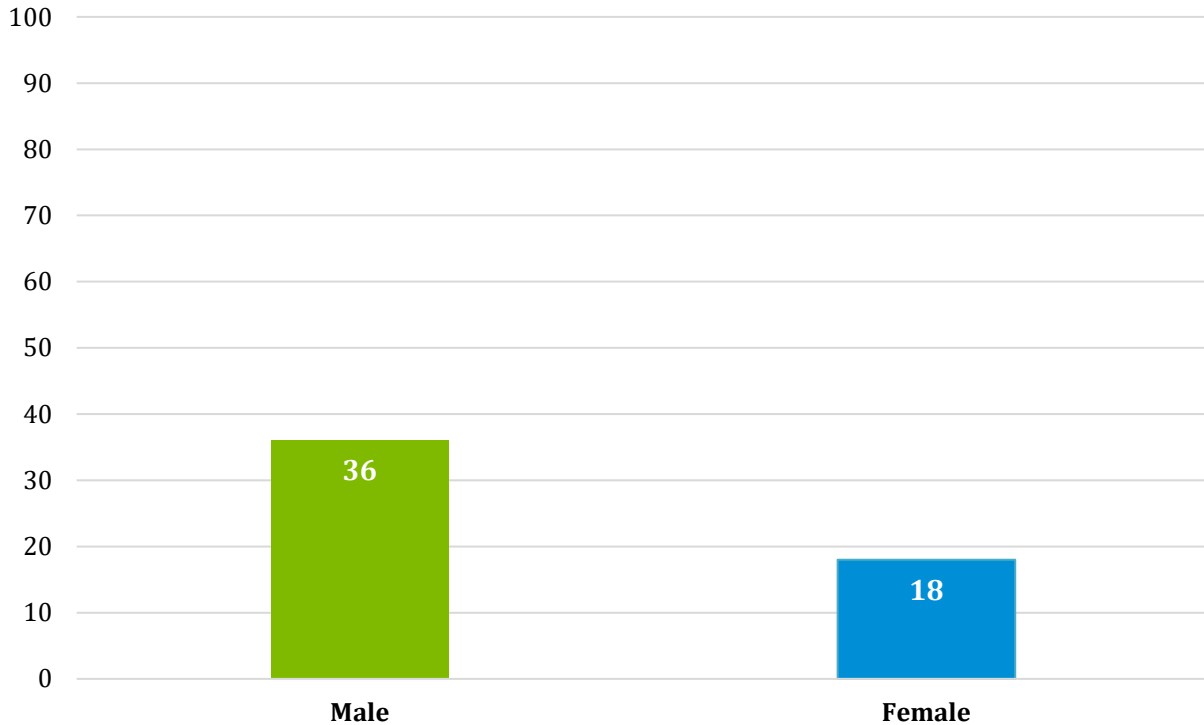


Data source: Colorado data were obtained from four Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs.

Note: Clients were unable to be deduplicated between organization. Clients are often referred between organizations, especially from Organizations 2-4 to Organization 1, to access specialized services.

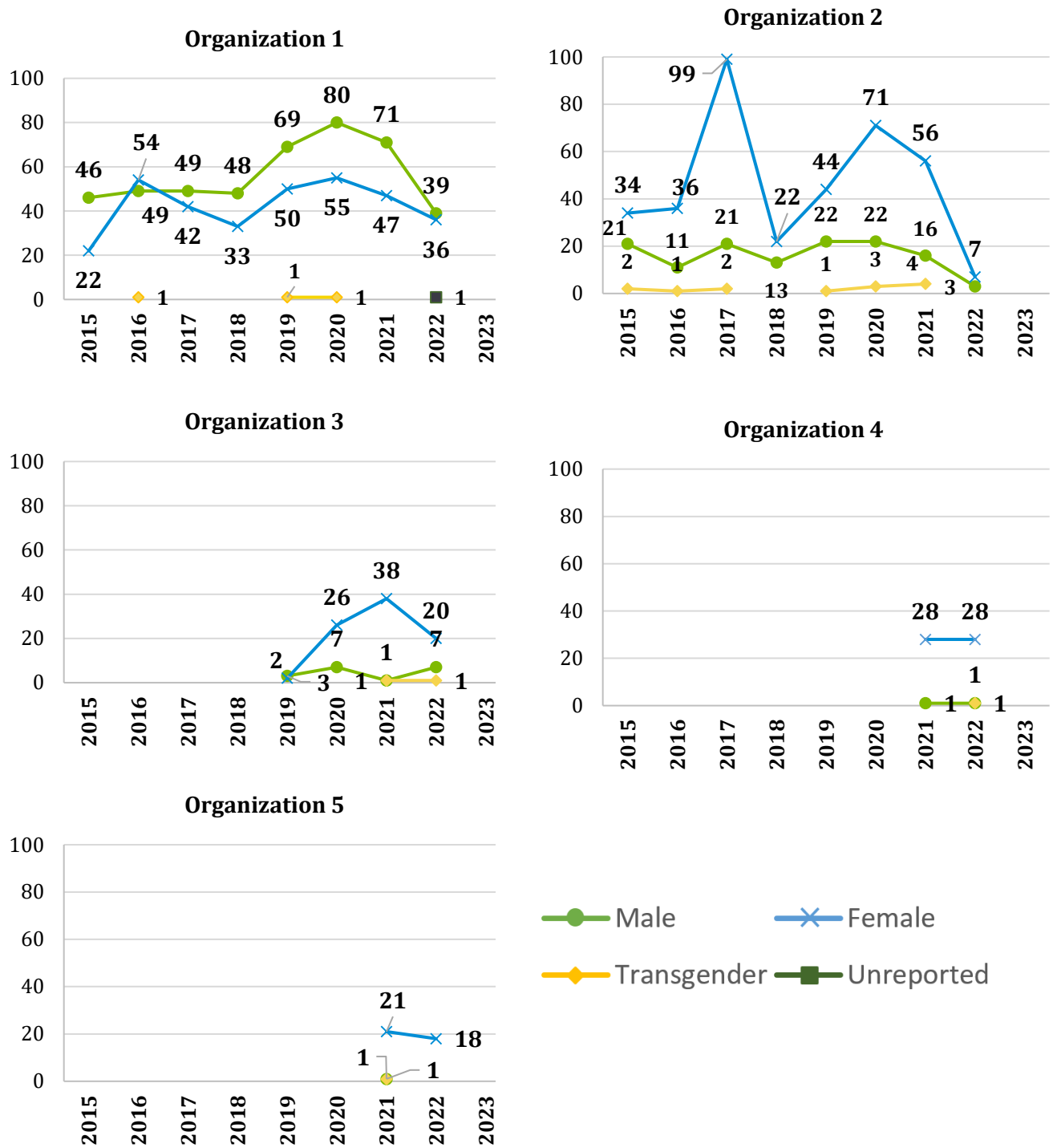
Appendix 10: New Colorado Clients Funded by OVC by Gender, FFY 2014

Figure 45: New Colorado Clients Funded by OVC by Gender, FFY 2014



Data source: Colorado data were obtained from two Colorado-based grantees of the U.S. DOJ/OVC human trafficking grant programs. These numbers are deduplicated, accounting for client overlap between the programs in 2014.

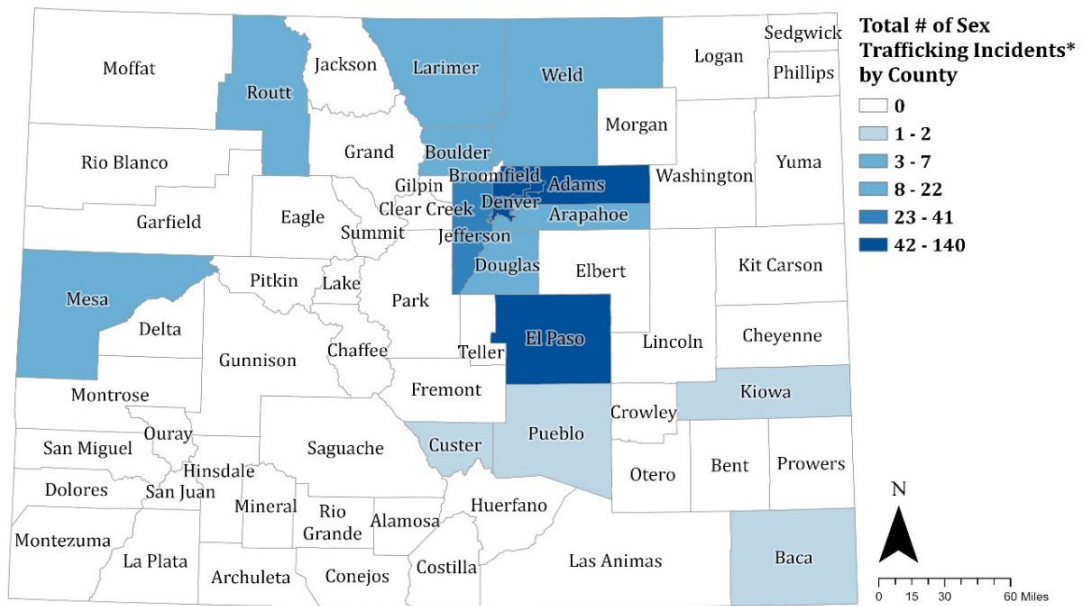
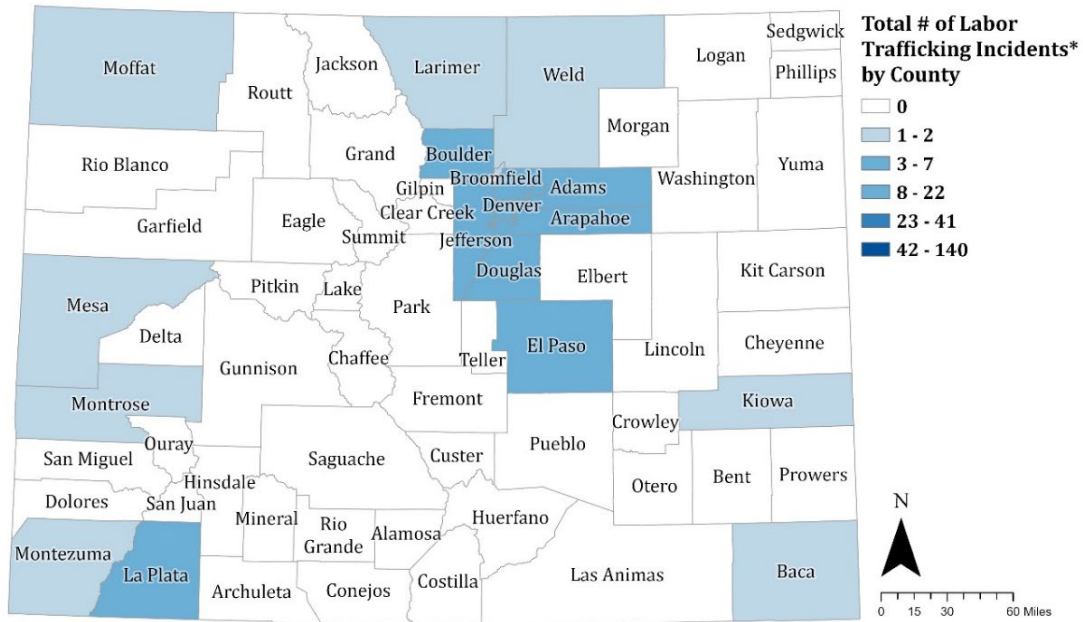
Figure 46: New Colorado Clients Funded by OVC by Gender, FFY 2015–2023



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

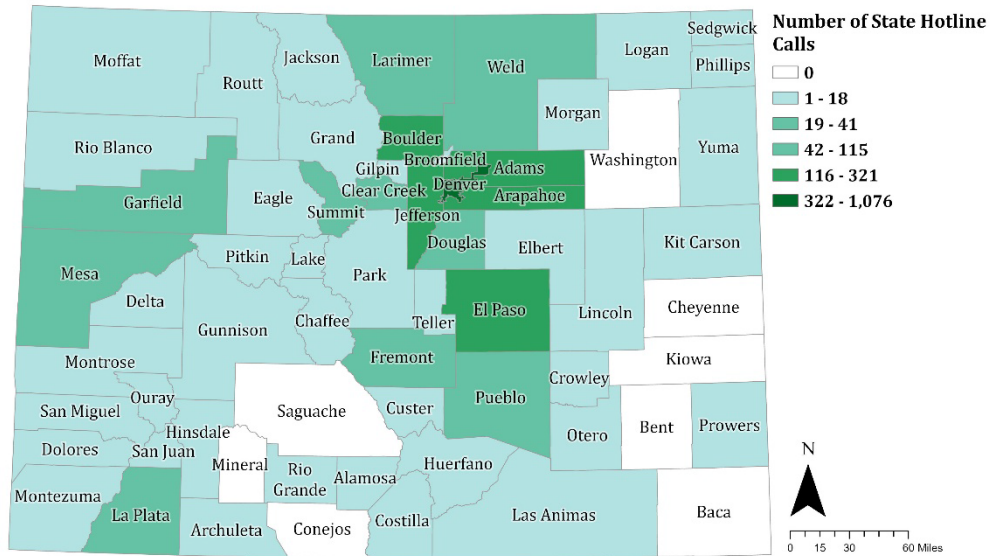
Note: Clients were unable to be deduplicated from 2015 to 2023 between organizations. Clients are often referred between organizations, especially from Organizations 2–5 to Organization 1, to access specialized services.

Appendix 11: Reported Incidents of Human Trafficking by County, CY 2014–2023



Data source: Colorado Bureau of Investigation.

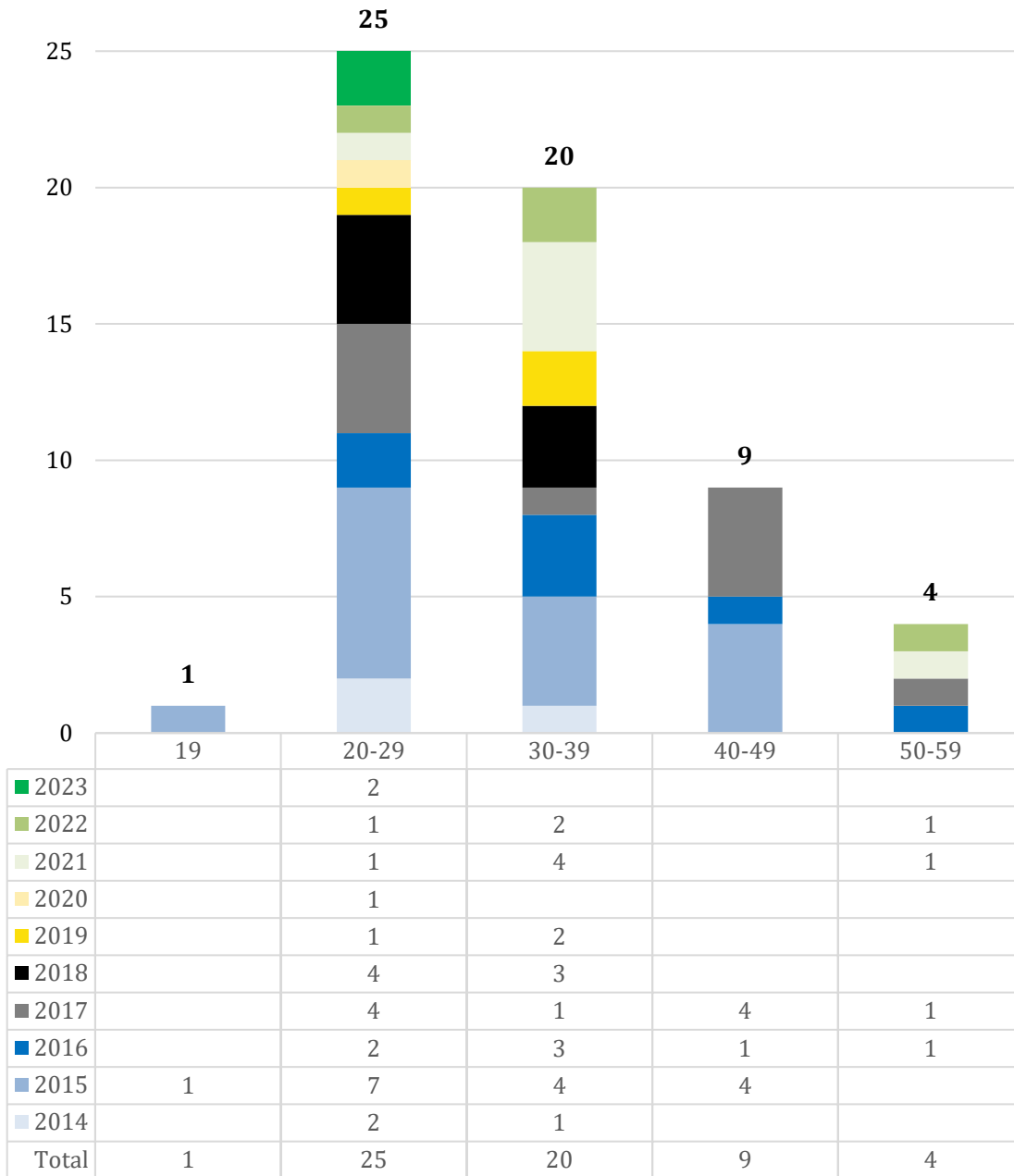
Appendix 12: Calls to Colorado's Human Trafficking Hotline, CY 2019–2024



Data source: Colorado's Human Trafficking Hotline.

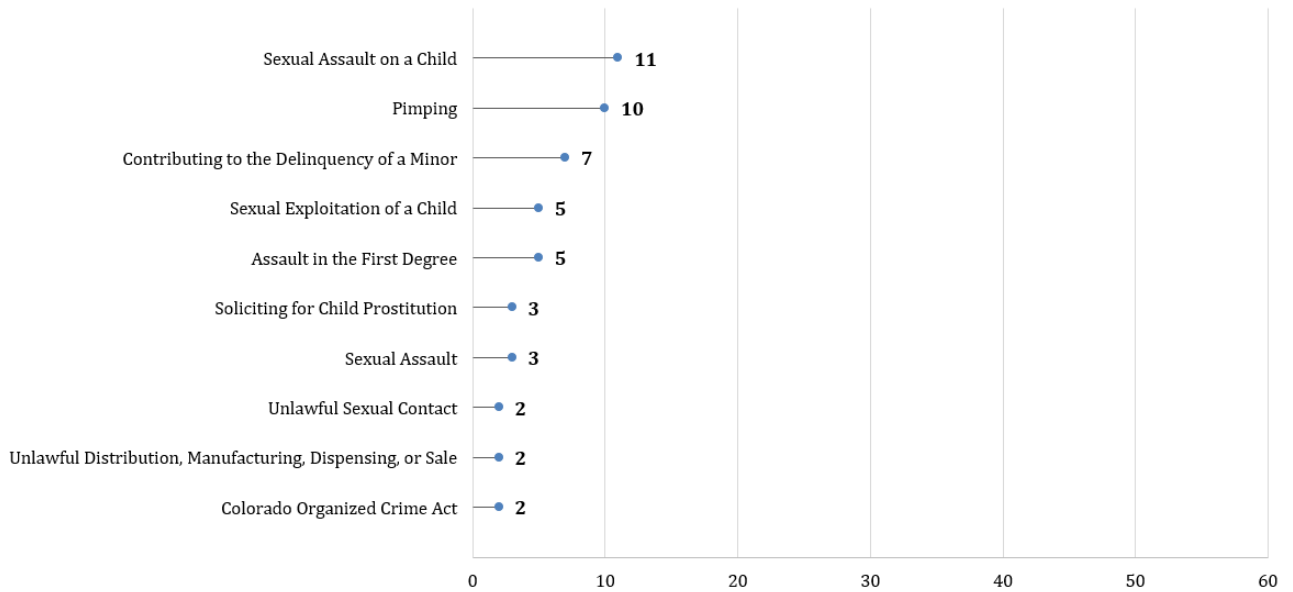
Appendix 13: State Judicial Cases—Age at Offense of Individual Convicted of Human Trafficking, CY 2014–2023

Figure 47: Demographic Breakdown by Age at Offense of Individual Convicted of Human Trafficking, CY 2014-2023



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 June 10, 2024, by DCJ staff.

Appendix 14: Ancillary Charge on Which Defendants Charged of Human Trafficking Were Convicted, CY 2021–2023



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 June 10, 2024, by DCJ staff. Note that all y-axis labels are the titles of the legal statute in Colorado law.



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Annual Report**

**Publication of the Colorado
Division of Criminal Justice**