



SECTION 2

Collecting Data on Human Trafficking in Colorado

Per statute, the Council is required to collect and annually report to the judiciary committees on data relating to the prevalence of and the efforts of law enforcement to combat, human trafficking in Colorado.²⁶ In addition to fulfilling this mandate, the Data and Research Task Force sought to survey prosecutors on their activities to address human trafficking, to complement the survey of law enforcement's investigative activities conducted the previous year. Given this, the Council formulated two main data and research priorities in 2016:

1. Data collection on the incidence of human trafficking in Colorado.
2. A study of prosecution activities in the state's 22 judicial districts and the Attorney General's office.

As was true in 2015, a reliable calculation of the *prevalence* of human trafficking remains elusive given the current data gaps and methodological challenges of documenting the crime nationally and in Colorado (for a full discussion of human trafficking data collection challenges and Colorado's current data collection practices, see the *2015 Colorado Human Trafficking Council Report*, pp. 12–16). This section of the report provides available federal, state, and local data available on human trafficking *incidence* and service provision as reported by law enforcement agencies, prosecutors, and non-governmental organization (NGO) service providers for the three-year period of 2013, 2014, and 2015. The current year is not included, since in many cases 2016 information will not be available until next year.

²⁶ C.R.S. § 18-3-505(4)(f).

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

Federal Law Enforcement Activities in Colorado

In 2016, the Council sought the reported number of human trafficking investigations, recoveries of trafficking victims, arrests of suspected traffickers, prosecutions, and convictions among federal law enforcement agencies with field offices in Colorado. Specifically, it requested data from the Federal Bureau of Investigation, Homeland Security Investigations, and the U.S. Attorney's Office. For comparative purposes, the Council included national reporting from these federal agencies on their human trafficking activities in addition to state reporting.²⁷

FBI Activities

As Table 2 shows, the total number of Department of Justice (DOJ) investigations nationwide dropped slightly in 2015 to 802, down from 835 investigations in 2014. It is important to note that these national numbers do not reflect human trafficking investigations carried out by DOJ Enhanced Collaborative Model (ECM) anti-trafficking task forces. DOJ funds a limited number of ECMs around the country to further the development of multidisciplinary human trafficking task forces that implement collaborative approaches to combating all forms of human trafficking. Colorado currently does not have an ECM operating within the state.

At the state level, FBI task forces and working groups have historically carried out the majority of Colorado's human trafficking investigations and arrests. Founded in 2012, the Rocky Mountain Innocence Lost Task Force (RMILTF) is one of several task forces across the country funded by the DOJ to combat the commercial sexual exploitation (CSEC) of children born in the United States. RMILTF represents a joint effort, with representatives of the FBI, the police departments of Denver and Aurora, the Colorado State Patrol, and the sheriff departments of Arapahoe and Douglas counties, along with an investigator with the 1st Judicial District Attorney's office. For a third straight year, RMILTF increased the number of open investigations; up from 63 in fiscal year 2014 to 86 in 2015 (see Table 2). While the overall number of victim recoveries fell in 2015, the number of males recovered increased sixfold, from two male recoveries in 2014 to 12 recoveries in 2015. Apart from its investigative

²⁷ Unless otherwise noted, fiscal year (FY) refers to the year beginning on October 1st and ending on September 30th.

activities, the RMILTF also provides consultation, technical assistance, intelligence, training, victim advocacy services, forensic interviewing, and resource referrals on CSEC and domestic minor sex trafficking cases.

The other FBI law enforcement working group operating in the state is the Colorado Trafficking and Organized Crime Coalition (CTOCC), likewise founded in 2012. Whereas the focus of RMILTF is on CSEC crimes involving U.S.-born youth, CTOCC's mission is to tackle the crime of involuntary servitude of adults and international victims who are victims of labor and/or sexual exploitation within Colorado. CTOCC investigates venues that support human trafficking, including the internet, restaurants, hotels, bars, labor camps, and businesses associated with prostitution. Currently, CTOCC partners with 25 local, state, and federal law enforcement agencies. While the number of CTOCC investigations decreased significantly in 2015 to 7, down from 19 in fiscal year (FY) 2014, it increased its joint operations from 12 in 2014 to 14 in 2015 and its human trafficking-related arrests from 11 in 2014 to 17 in 2015 (see Table 2).

Year	National			Colorado				
	DOJ Investigations/ Case-Type breakdown			Rocky Mountain ILTF (DMST only)**	Recoveries (breakdown by gender)***	CTOCC (FN adult only)**	Arrests	
	Total*	DMST	FN	Investigations Opened		Investigations Opened	Joint Operations Conducted	
2013	734	514	220	51	57; 2M, 55F	8	19	36
2014	835	Breakdown not provided		63	88; 2M, 86FM	19	12	11
2015	802	Breakdown not provided		86	72; 10M, 62F	7	14	17

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2014, 2015, and 2016). Colorado data were obtained from FBI field office representatives of the ILTF and CTOCC, respectively.

*Total investigations do not include those carried out as part of the Department of Justice's Enhanced Collaborative Model Human Trafficking Task Forces, since Colorado does not currently operate an ECM Task Force.

**DMST refers to domestic minor sex trafficking and FN refers to foreign nationals.

***F refers to female and M refers to male.

Homeland Security Investigations

Homeland Security Investigations (HSI), the investigative arm within the Department of Homeland Security, is charged with combatting human trafficking. Historically, HSI has primarily focused on human trafficking of foreign nationals. Yet with the passage of the 2015 Justice for Victims of Trafficking Act, HSI now operates a Cyber Crime Center that investigates child exploitation, child pornography, and the identification of child victims of forced labor, including the sexual exploitation of minors.

Nationally, HSI reported an increase in its human trafficking investigations from 987 in FY 2014 to 1034 in 2015 (see Table 3). At the state level, HSI reported a threefold increase in its human trafficking investigations, up from 5 in 2014 to 16 in 2015 (See Table 3).

	National Data	Colorado Data
Year	Investigations involving potential human trafficking	Colorado-based HSI investigations officially recorded as human trafficking-related.
2013	1,025	7
2014	987	5
2015	1,034	16

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2013, 2014, and 2015), and Colorado data were obtained from the local HSI field office.

Federal Criminal and Civil Case Filings

Criminal and civil filings in federal court against alleged human traffickers provide yet another measurement of the incidence of human trafficking and the efforts to combat it. In FY 2015, the federal government initiated a total of 257 federal human trafficking prosecutions, charging 377 defendants. Of this total, 248 federal cases involved predominately sex trafficking and nine involved labor trafficking.

In 2014, the District of Colorado U.S. Attorney's Office filed charges against a Denver resident alleging child sex trafficking. This defendant pled guilty in 2015 to transporting a minor with the intent to engage in criminal sexual activity. RMILTF handled the investigation of this case. Similarly, while no formal human trafficking statutes were used, the U.S. Attorney's office charged an Adams County resident for his operation of a website promoting massage parlors that offered sexual services. He pled guilty to one count of the use of a facility in interstate

commerce to promote a business enterprise involving prostitution. The case was investigated by the FBI and the Colorado State Patrol, with investigative assistance from local CTOCC partners.

While Colorado-based federal prosecutions were limited in FY 2015, several criminal prosecutions have had a Colorado nexus since the passage of the Trafficking Victims Protection Act. The Human Trafficking Pro Bono Legal Center provided the Council with an invaluable historical summary of federal criminal cases filed in Colorado, or with case facts involving Colorado, which are outlined in Table 4. Especially laudable are the multiple awards of restitution made to victims. It should be noted that this table does not include cases in which no formal human trafficking statutes were charged, but involved victims who were granted assistance (including legal status in the country) pursuant to their designation as human trafficking victims. For example, in *U.S. v. Sinprasong*, the U.S. Attorney's Office for the District of Colorado charged and convicted the defendant for crimes related to human trafficking—harboring illegal aliens and tax-related violations. Former employees who were defrauded and exploited by Sinprasong were certified by the federal government as victims of a severe form of human trafficking and were awarded restitution in the case.

Case Name (Year of Filing)	Year	State	Type	Outcome	Nexus to Colorado
U.S. v. Askarhodjaev et al.	2009	MO	Labor	Ds* pled guilty; restitution ordered in the amount of \$1,007,492.28.	D secured fraudulent labor leasing contracts from companies in (among other places) CO
U.S. v. Traylor	2011	CA	Sex	39 Ds - some pled guilty; others dismissed. Restitution not ordered.	D transported victims to (among other places) CO
U.S. v. Wiggins	2011	TX	Sex (includes labor charge under 18 U.S.C. 1589)	9 Ds pled guilty; prosecution deferred; for 1 D restitution ordered in the amount of \$24,879.83.	D transported victims to (among other places) CO
U.S. v. Anderson	2012	GA	Sex	D pled guilty; restitution ordered in the amount of \$154,550.	D transported victims to (among other places) CO
U.S. v. Bell	2012	IA	Sex	1 D was convicted; 1 D pled guilty; restitution not ordered.	D transported victims to (among other places) CO

Table 4: Federal Prosecutions Filed with a Colorado Nexus (cont'd)					
Case Name (Year of Filing)	Year	State	Type	Outcome	Nexus to Colorado
U.S. v. Kalu	2012	CO	Labor	1 D was convicted; 1 D pled guilty; restitution ordered in the amount of \$3,790,338.55 specifically apportioned among 16 victims)	Brought in CO
U.S. v. Porter	2012	CA	Sex (includes labor charge under 18 U.S.C. 1589)	Both Ds pled guilty; restitution ordered in the amount of \$866,244.68.	Victim lived in CO when defendant recruited her
U.S. v. Johnson	2013	TX	Sex	D pled guilty; restitution not ordered.	D forced victim to work in CO & advertised her services on Backpage website there
U.S. v. Pittman	2013	CA	Sex	Ongoing	D transported victims to (among other places) CO
U.S. v. Manago	2014	WA	Sex	D pled guilty; restitution ordered in the amount of \$100,000 (split evenly between two victims)	D transported victims to (among other places) CO
U.S. v. Johnson	2014	TX	Sex	Both Ds pled guilty; restitution not ordered.	D transported victims to (among other places) CO
U.S. v. Melendez-Gonzalez	2014	TX	Sex	Ongoing	One D was arrested in CO

Data source: The National Human Trafficking Pro Bono Law Center Criminal Database.

*"D" refers to defendant and "Ds" refers to multiple defendants.

While the above summary of federal cases provides important information about efforts to criminalize human trafficking conduct, it only provides a partial snapshot of efforts to seek justice on behalf of trafficking victims through the federal court system. Table 5 provides a summary of civil cases that contain formal human trafficking statutes.

Case Name (Year of Filing)	Year	State	Type	Outcome	Nexus to Colorado
Catalan v. Vermillion	2006	CO	Forced labor	Settled confidentially, then dismissed voluntarily by 6 plaintiffs (6/27/2008)	Filed in CO
Does v. Rodriguez	2006	CO	Forced labor	Default judgment for 5 plaintiffs (\$7,872,310.98, apportioned among 5 plaintiffs) (4/15/09)	Filed in CO
Briones v. JNS Construction Services, LLC	2008	CO	Forced labor	Involving 68 plaintiffs; settled (5/4/09)	Filed in CO
Camayo v. Peroulis and Sons Sheep, Inc.	2010/2011	CO	Forced labor	Involving 4 plaintiffs; settled (10/29/13)	Filed in CO
Francisco v. Susano	2010	CO	Forced labor	Settled w/certain defendants and default judgment (in the case of two other Ds*) for 4 plaintiffs (total damage award of \$1,237,058.60) (9/13/13)	Filed in CO
Amerineni v. Maruthi Technologies, LLC	2011	TX	Forced labor	Class action case/dismissed voluntarily (4/3/2012)	One D is an entity incorporated in CO
Menocal v. GEO Group, Inc.	2014	CO	Forced labor	9 plaintiffs/ class certification filed but pending (ongoing)	Filed in CO

Data source: The National Human Trafficking Pro Bono Law Center Civil Database and Colorado Legal Services.

*"D" refers to defendant and "Ds" refers to multiple defendants.

What is evident from Table 5 is that the civil cause of action has only been utilized by victims of labor trafficking. This may stem in part from the comparatively minimal number of criminal prosecutions of labor trafficking, a pattern that also exists at the national and international levels.²⁸ Also notable in Table 5 are the successful outcomes of civil litigation for trafficking survivors, discernable by the number of settlements and default judgements in favor of the plaintiffs.

State and Local Law Enforcement Data Collection Activities

In order to gain a picture of the state and local law enforcement counter-trafficking efforts—not already captured through RMILTF and CTOCC reporting—the Council drew primarily from

²⁸ Human Trafficking Pro Bono Legal Center and the Freedom Fund. (2015). *Ending Impunity, Securing Justice: Using Strategic Litigation to Combat Modern-Day Slavery and Human Trafficking*(p. 4). Retrieved on October 18, 2016, from http://www.htprobono.org/wp-content/uploads/2015/12/FF_SL_AW02_WEB.pdf.

state judicial filings containing human trafficking statutes or ancillary statutes. The Council also considered local law enforcement efforts.²⁹

Local Law Enforcement Activities

One potential measure of local law enforcement's efforts to combat human trafficking is the data on human trafficking incidents and arrests contained in the National Incident-Based Reporting System (NIBRS), which the Colorado Bureau of Investigation (CBI) collects and submits to the FBI annually. Local police departments, sheriff's offices, the Colorado State Patrol, and CBI are all mandated to report their crime fighting activities into the NIBRS system.³⁰ Nonetheless, NIBRS data for calendar year 2014–2015 reflect a significant underreporting of human trafficking incidents and arrests, especially when taking into account the multiple local law enforcement agencies' workforce hours dedicated to RMILTF and CTOCC activities alone. Members of the Council, the Data and Research Task Force, and Council staff do not yet fully understand the factors that might explain this underreporting, and for that reason, NIBRS data are not included in the current report due to concerns about accuracy.

Nonetheless, several local law enforcement agencies have intensified their counter-trafficking activities in recent years. For example, the Colorado Springs Police Department (CSPD) established a human trafficking unit in January of 2014 consisting of a sergeant, two detectives, and a part-time civilian investigator. CSPD decided to expend these additional resources in response to an increasing number of individuals who reported being under pimp control. In its first year, CSPD's human trafficking unit initiated 76 case reports of human trafficking. These cases resulted in 36 separate operations (involving multiagency efforts), 26 juvenile recoveries, 44 adult victim recoveries, and 14 pimp arrests.

Similarly, the Westminster Police department (WPD) began training its officers on human trafficking in late 2013 through roll call events and a human trafficking session as part of its mini-academy for officers in training. WPD now has a protocol in place for officers to refer situations of suspected human trafficking to a detective specializing in human trafficking within the force. WPD has participated in Operation Cross Country since 2014, a regional and

²⁹ Unless otherwise indicated, the reporting period for state and local law enforcement activities is January 1-December 31st.

³⁰ C.R.S. § 24-33.5-412(5).

collaborative sting coordinated by the RMILTF. WPD is also a member of both the 17th and 1st Judicial Districts' Trafficking Task Forces and multi-disciplinary teams (MDTs).

Judicial Filings of Human Trafficking and Related Statutes

Another measure of local counter-trafficking efforts is the number of human trafficking and related judicial filings. One of the most promising data trends is the steady rise in Colorado human trafficking prosecutions since the 2014 enactment of the state's new human trafficking statutes. Case filings under the 2006 statute are captured in Table 6, while those filings under the 2014 statutes are contained in Table 7. Information for both tables was extracted from the Judicial Branch's Integrated Colorado Online Network (ICON) information management system.

Statutes	2013		2014		2015	
	Case Filings	Conviction	Case Filings	Conviction	Case Filings	Conviction
Human Trafficking						
18-3-501(1)(a)-adult sells/barters	3		9	1		
18-3-501(1)(b)-adult receives			1			
18-3-502(1)(a)-minor sells/barters	5	1	3		1	
Total	8	1	13	1	1	0

Data source: Court records were extracted from Judicial Branch's Integrated Colorado Online Network (ICON) information management system via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division on Criminal Justice, Office of Research and Statistics.

Statutes	2014					2015				
	Case Filings	Case Status				Case Filings	Case Status			
		Pending	Plea-Other	Dismiss/Not Guilty	Conviction		Pending	Plea-Other	Dismiss/Not Guilty	Conviction
Involuntary Servitude 18-3-503*	1*				1	1*		1		
Sexual Servitude - Adult 18-3-504	6		4	0	2	17	4	5	3	5
Sexual Servitude - Minor 18-3-504(2)	1		1			24	4	12	1	7
Total	8		5	0	3	42	8	18	4	12

Data sources: The number of case filings were extracted from Judicial Branch's Integrated Colorado Online Network (ICON) information management system via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division on Criminal Justice, Office of Research and Statistics. The case status for each filing was obtained from the Colorado State Courts-Data Access system on November 2, 2016, by the Division's Colorado Human Trafficking Council staff.

*While there was one case filing under § 18-3-503 in 2014 and another in 2015, the 2014 filing of § 18-3-503 involved allegations and evidence of a sexual assault and did not include any allegations or evidence of forced labor, suggesting that the statute was used in error. The 2015 filing involved an initial, erroneous charge of § 18-3-503. The defendant in the case pled to §18-7-403(1)(b), the pandering of a child, conduct more closely related to the sex trafficking of a minor.

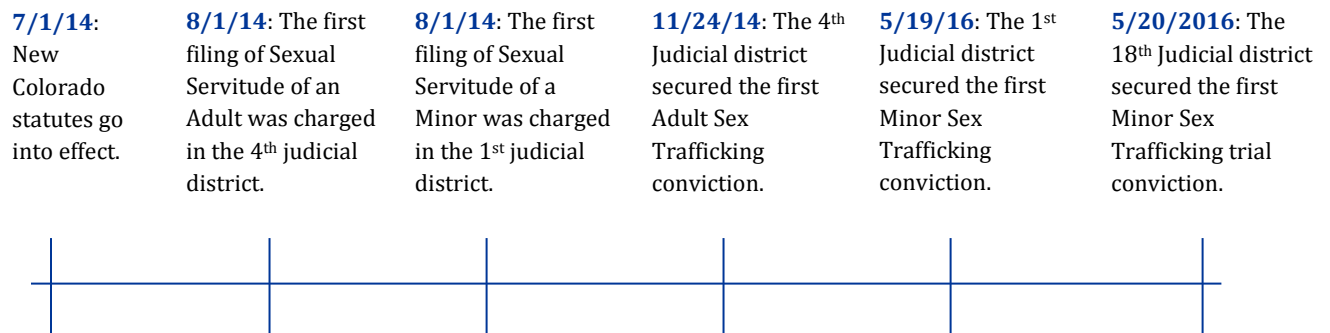
Some key observations from Tables 6 and 7 are worth noting. First, while the new human trafficking statutes took effect in July 2014, the 2006 statutes were used to file one criminal case in 2015. This is because the alleged criminal conduct occurred before the passage of the new human trafficking laws. Second, there was a fivefold increase in human trafficking case filings, from eight in 2014 to 42 in 2015. This is a significant increase considering that only 52 cases were filed using the 2006 statute over the past six years combined (2010–2015).

Third, Table 7 not only includes a summary of case filings by type of human trafficking but also provides a breakdown of case status. Of the eight human trafficking case filings in 2014, prosecutors secured three convictions on formal sex trafficking statutes and five convictions on related charges. In 2015, prosecutors have thus far secured 12 convictions under the formal statute of sexual servitude and 18 convictions on charges related to sex trafficking.

At the writing of this report, eight of the 2015 case filings were still pending and going through the judicial process. Of the 50 human trafficking case filings in 2014 and 2015, there were only four dismissals or findings of not guilty. Based on the above judicial information, prosecutors seem confident in using the 2014 sex trafficking statutes. The case filings under the new

human trafficking statutes likewise provide initial evidence that prosecutors have had success in holding traffickers accountable. Nonetheless, while sex trafficking is being prosecuted at solid rates, there were relatively fewer labor trafficking prosecutions. In fact, of the two labor trafficking case filings filed in 2014 and 2015, neither contained underlying factual basis of involuntary servitude but rather of sexual assault and the sexual servitude of a minor. More analysis is needed to understand the factors that may explain why state labor trafficking prosecutions lag significantly behind sex trafficking cases, and, furthermore, what explains the gap between the identification of 81 labor trafficking victims by federally funded, Colorado-based service providers in 2015 and state prosecutions of their traffickers. (This issue is discussed further below). The following graph provides a timeline of the recent milestones achieved under the 2014 human trafficking statutes.

Figure 1: Timeline of 2014 Human Trafficking Statute Milestones



In addition to collecting information on case filings using formal human trafficking statutes, the Council also tracked the number of cases that contain at least one statute that were commonly used to prosecute alleged child sex trafficking defendants before the 2014 statutes were enacted (Table 8 provides a list of statutes commonly related to sex trafficking.) As in the 2015 report, the Council opted to limit the presentation of data to cases involving prostitution-related conduct in which minors are the suspected victims. In the case of adults, the Council was unable to discern from available judicial data if the incident reflected a situation of prostitution or one of sex trafficking.

Statute	Description
18-7-406(1)(a)	Patronizing a Child Prostitute
18-7-406(1)(b)	Patronizing a Child Prostitute
18-7-402(1)(a)	Soliciting Child Prostitution
18-7-402(1)(b)	Soliciting Child Prostitution
18-7-402(1)(c)	Soliciting Child Prostitution
18-7-403(1)(a)	Pandering of a Child-Menacing
18-7-403(1)(b)	Pandering of a Child-Arranging
18-7-403.5	Procurement of a Child
18-7-404(1)(a)	Keeping a Place of Child Prostitution
18-7-404(1)(b)	Keeping a Place of Child Prostitution
18-7-405	Pimping of a Child
18-7-405.5	Inducement of Child Prostitution

Table 9 features the number of cases containing at least one charge ancillary to minor sex trafficking. The number rose steadily in 2015 to 100, up from 61 cases in 2014 and 42 cases in 2013. This change signals a growing commitment among Colorado law enforcement investigators and prosecutors to criminally pursue those whom they suspect of CSEC crimes.

District-Counties*	2013	2014	2015	Total
1-Jefferson, Gilpin	1	13	13	27
2-Denver	7	2	9	18
4-El Paso, Teller	8	3	18	29
5-Eagle, Summit, Lake, Clear Creek		1		1
7-Gunnison, Delta, San Miguel, Ouray Hinsdale, Montrose		1		1
8-Larimer, Jackson, Loveland			1	1
9-Rio Blanco, Pitkin, Garfield	2		1	3
10-Pueblo		1		1
14-Moffat, Routt, Grand	2			2
15-Cheyenne, Kiowa, Prowers, Baca			1	1
17-Adams, Broomfield	2	3	5	10
18-Arapahoe, Douglas, Elbert, Lincoln	18	31	32	81
19-Weld	1	2	13	16
20-Boulder		2		2
21-Mesa	1	2	7	10
Total	42	61	100	203

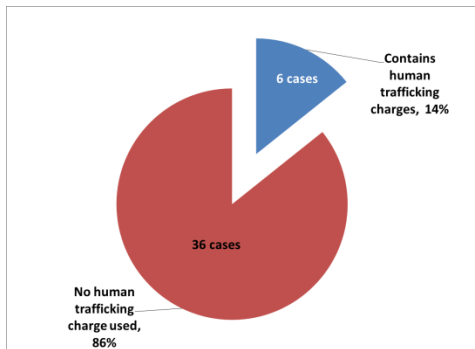
Data source: Court records were extracted from the Judicial Branch's Integrated Colorado Online Network (ICON) information management system via the Colorado Justice Analytics Support System and analyzed by the Division on Criminal Justice.

*Counties not listed in Table 9 had no ancillary case filings for the selected years.

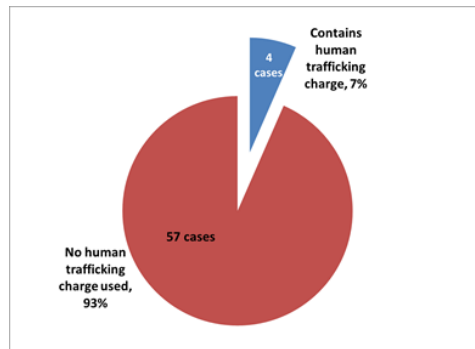
The Council also sought to evaluate how the use of ancillary minor sex trafficking charges has changed since the new 2014 human trafficking statutes were enacted by tracking how often in a criminal case ancillary charges were filed in addition to formal human trafficking statutes. Figure 2 provides three pie charts representing the percentage breakdown of cases involving both formal sex trafficking charges and charges related to minor sex trafficking (blue section of pie chart) as compared to those that do not contain trafficking statutes (red section of pie chart) for 2013, 2014 and 2015 respectively. There was a slight decrease in dual filings of formal statutes with ancillary charges in 2014, perhaps owing to the fact that the 2006 statutes were repealed that year and the new statutes did not take effect until July of 2014. Notwithstanding, there is a clear increase in the joint filing of human trafficking and ancillary charges in 2015. While preliminary, these data provide early indications that prosecutors are utilizing formal human trafficking statutes in conjunction with ancillary statutes more often to pursue alleged sex traffickers than they did before the new statutes went into effect.

Figure 2: Cases Containing Any of the Common Statutes Related to Child Sex Trafficking (Table 8), by Whether Accompanying Human Trafficking Charges Were Used

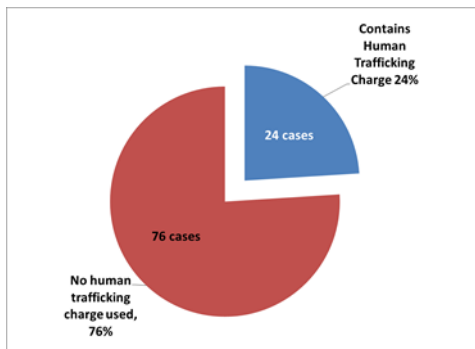
2013



2014



2015



Data source: Court records were extracted from the Judicial Branch’s Integrated Colorado Online Network (ICON) information management system via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division on Criminal Justice, Office of Research and Statistics.

Plans for Further Analysis of Colorado Prosecutions

While the information contained in the current report on prosecutions is informative, the Data and Research Task Force recognized that numbers alone do not tell the full story about how the prosecution of human trafficking cases has changed in the last several years. To address this deficit, the Data and Research Task Force began developing plans to conduct a two-part analysis of Colorado prosecution activities. While the prosecution analysis had not been carried out at the time of this report's publication, the Task Force plans to feature its results in the 2017 report.

Specifically, the Data and Research Task Force plans to administer an online survey to each of the 22 state judicial districts to gauge prosecutors' awareness of human trafficking generally and of the 2014 revised statutes in particular, as well as to understand the strategies prosecutors use to pursue human trafficking cases. To complement the survey, the task force will interview a subset of six to nine judicial representatives. Through in-person or phone interviews, task force members will seek to learn more about the challenges and successes of human trafficking case work and different judicial districts' level of preparedness to pursue labor and sex trafficking cases. Additionally, for judicial districts that have specialized in human trafficking or are in the process of doing so, the Task Force will seek to learn about the relationships and resources that were integral to this specialization and to pinpoint promising practices among Colorado prosecutors that can be shared with others. The task force aims to carry out a small number of interviews with federal prosecutors to incorporate the federal prosecution perspective as well. It should be noted that this prosecution study is primarily unfunded and, overall, the Council's human trafficking data collection and analysis are greatly limited by current budgetary constraints. In order to meet the growing data collection and research needs of the Council, additional funds to support this work are needed.

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

The Council also collected data on the activities of Colorado-based service providers to identify and meet the complex needs of trafficking survivors living in or having ties to Colorado. Considering last year's finding that law enforcement entities report different forms of human trafficking and victim profiles than service providers do—namely law enforcement reports more cases of sex trafficking involving U.S. citizens, while service

providers report serving more foreign national labor trafficking survivors—the Council believed it was vital to continue to collect data from both sources and document such trends. As was noted in the *CHTC 2015 Report*, various factors may account for the diverging picture of human trafficking in the state. Service providers often have built trusting relationships with communities and persons vulnerable to multiple forms of exploitation and abuse, whether it is vulnerability resulting from one’s temporary or undocumented immigration status or from one’s previous victimization. As such, NGO service professionals may come into contact with victims that law enforcement does not detect or is not called upon to investigate. Consequently, the NGO community provides a vital and complementary source of data on the incidence and impact of human trafficking in Colorado communities.

[Department of Justice, Office for Victims of Crime](#)

There have historically been two main sources of federal human trafficking funding to support survivors and their comprehensive social and legal services. One source of this funding is the Department of Justice’s Office for Victims of Crime (OVC) Human Trafficking Service Grants. OVC grants provide block funding to NGOs to staff legal and social service professionals and to cover or offset some of the costs of medical, housing, transportation, and related expenses. Currently, two Colorado-based NGOs receive OVC funding, one to provide intensive case management and social services and the other to provide specialized legal services. Both grantees serve *all* victims of human trafficking. Table 10 provides a demographic breakdown of those served by the two Colorado-based OVC grantees in fiscal years 2013, 2014, and 2015, (OVC’s fiscal year begins on July 1 and ends on June 30th). Notable in Table 10 is the significant increase in those served to 113 individuals in 2015, up from 54 individuals in 2014. This is at least partially attributable to the fact that one of the NGO’s grant cycle did not begin until mid-2014. OVC grantees continued to report serving more labor trafficking than sex trafficking survivors, and more foreign nationals than U.S. citizens/legal permanent residents. Additional demographic data on gender reveals a slightly higher rate of men served than women.

	National				Colorado								
Year	Breakdown of Victim Profile												
	Open Cases	Of Open Case Load, # of New Cases	FN*	USC/LPR*	Open Cases	# of New Cases	FN	USC/LPR	Labor	Sex	Both	Adult	Minor
2013	1,911	1,009	Breakdown Not Provided		Unavailable								
2014	2,782	1,366	1,530	1,252	54	21	46	8	46	6	2	50	4
2015	3,889	2,180	1,906	1,983	113; 59 M 52 F 2 T**	59	80	33	81	28	4	104	9

Data sources: National data were obtained from the U.S. Department of State, *Trafficking in Persons Report* (2013, 2014, and 2015) and Colorado data were obtained from the two Colorado-based grantees of the U.S. DOJ/OVC Human Trafficking Service Grant.

* FN refers to foreign national victims while USC/LPR refers to U.S. citizens and legal permanent residents

** M refers to male victims, F refers to female victims and T refers to transgender individuals.

[Department of Health and Human Services Per Capita Funding Program for Foreign National Victims of Human Trafficking](#)

The second main source of federal funding for human trafficking survivors is provided through a per-capita grant program administered by the U.S. Department of Health and Human Services’ (DHHS) Office for Trafficking in Persons (OTIP).³¹ Unlike OVC funding, the OTIP per-capita human trafficking program funding *only* serves foreign national clients who have been certified by the federal government as victims of a severe form of human trafficking. This funding stream was originally established as a way to provide time-limited case management and to pass through funds to foreign national survivors for basic needs comparable to those received by refugees, since foreign nationals do not otherwise qualify for many government benefits such as Medicaid and Food Stamps. In other words, U.S. survivors and those foreign national victims who chose not to report their crime to law enforcement and/or pursue immigration relief pursuant to their human trafficking victim status are not served under the per-capita program. Furthermore, unlike some states with multiple per-capita grantees, Colorado only has one grantee serving the entire state. As Table 11 shows, significantly fewer trafficking survivors are served than those served through OVC funding.³² The Council was able to obtain more detailed demographic data for fiscal year 2015, indicating more adults

³¹ OTIP’s fiscal year reporting cycle begins on October 1 and ends on September 30th.

³² It should be noted that in some cases survivors are served under both OVC and OTIP per capita program grants.

served than minors, more labor than sex trafficking survivors served, and more females served than males.

Year	National Data	Colorado Data						
2013	915	9						
2014	1,137	6						
2015	1,726	11						
		Labor	Sex	Both	Adult	Minor	Male	Female
		8	1	2	10	1	3	8

Data sources: National data were obtained from the U.S. Department of State *Trafficking in Persons Report* (2013, 2014, and 2015) and Colorado data were obtained from the U.S. Committee for Refugees and Immigrants, the national coordinating agency for the DHHS per-capita funded services.

Human Trafficking Hotline Call Information

Calls to the national and Colorado NGO-administered hotlines provide yet another valuable source of information on the potential incidence of human trafficking. Polaris’s National Human Trafficking Hotline (NHTH) hotline tracks information about the calls it receives nationwide as well as those related to Colorado. NHTH reported an increase in its overall calls in calendar year 2015, with 21,947 calls compared to 21,431 in 2014 (see Table 12). Likewise, it reported an increase of hotline calls referencing Colorado: 310 in 2015 compared to 273 in 2014 as well as an uptick in unique tips reported—77 unique tips reported in 2015 compared to 67 unique tips reported in 2014. The majority of cases reported to the NHTH involved sex trafficking.

At the state level, Colorado operates the Colorado Network to End Human Trafficking (CoNEHT) hotline. The CoNEHT hotline is currently administered by the Laboratory to Combat Human Trafficking. Like the NHTH, CoNEHT reported an increase in calls and unique tips reported: it reported 200 calls and 163 unique tips in 2015, up from 158 calls and 137 unique tips reported in 2014. Like NHTH call data, CoNEHT data indicate more calls regarding sex trafficking than labor trafficking. It is important to note that the call data from the NHTH and CoNEHT hotlines cannot be added together to calculate a Colorado total of hotline calls due to potential duplication in callers between the two hotlines.

Table 12: Human Trafficking Hotline Call Data, Calendar Year 2013–15						
National Human Trafficking Hotline						
	2013		2014		2015	
	National	Colorado	National	Colorado	National	Colorado
Total Number of Substantive Calls	20,579	301	21,431	273	21,947	310
Total Number of Unique Tips Reported*	4,884 unique tips reported, of which 3,392 ST, 871 LT, 119 both	73 unique tips reported, of which 49 ST, 12 LT, 9 both, and 3 not specified	5,042 unique tips reported, of which 3,598 ST, 818 LT, 172 both	67 unique tips reported, of which 41 ST, 20 LT, 4 both, 2 not specified	5,544 unique tips reported, of which 4,136 ST, 721 LT, 178 both, and 509 not specified	77 unique tips reported, of which 48 ST, 22 LT, 5 both, and 2 not specified
Colorado Network to End Human Trafficking (CoNEHT) Hotline						
	2013		2014		2015	
Total Number of Calls	123		158		200	
Total Number of Unique Tips Reported**,***	113; 48 involved indicators of potential sex trafficking; 20 involved indicators of potential labor trafficking		137; 66 involved indicators of potential sex trafficking and 20 involved indicators of potential labor trafficking		163 ; 99 involved indicators of potential sex trafficking and 41 involved indicators of potential labor trafficking	

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

*ST indicates sex trafficking, LT indicates labor trafficking

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

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

Overall, the Council’s data collection reflects three broad trends. First, law enforcement’s human trafficking investigative activities remain strong, especially as reflected by the joint efforts of the RMILTF and CTOCC law enforcement working groups. Second, Colorado has witnessed significant and promising efforts among prosecutors to hold human traffickers accountable. Nonetheless, this prosecutorial activity is largely limited to the prosecution of sex trafficking cases. Third, Colorado law enforcement and service providers continue to report distinct human trafficking populations. It is the hope of the Council that with an improved understanding of what accounts for these differences it can find ways to bridge the gap, including through its development of a Colorado public awareness campaign and increased training on all forms of human trafficking.