

Executive Summary

In its third year, the Colorado Human Trafficking Council tackled a number of important issues ranging from how to address labor trafficking, to better understanding prosecution efforts, to developing standards for housing providers who serve trafficking survivors. The Council continued to be guided by the leadership of Chair Janet Drake (Senior Assistant Attorney General) and Vice Chair Angela Lytle (Deputy Director with Arapahoe County's Child and Adult Protective Services). During the January retreat, the Council set out to define and prioritize its work for the following calendar year.

The focus of the Council's work at the *task force level* in 2017 was on the following activities:

- Collect data on the incidence of human trafficking and law enforcement efforts to combat human trafficking, including additional data that provide insight on the defendants who are charged and convicted of human trafficking.
- Gather preliminary information on the current practices of law enforcement to collect and report on human trafficking incidents and arrests through Colorado's National Incident-Based Reporting System (NIBRS).
- Complete a two-year study of prosecution activities in the state's 22 judicial districts and the Attorney General's office.
- Create standards for two types of housing providers who choose to serve trafficking survivors: adult housing providers and licensed 24-hour child care facilities and Division of Youth Services (DYS) state-operated facilities.

The Council also elected to establish three working groups that focused on public awareness, grant funding, and training to accomplish the following objectives:

- To develop an implementation plan for a statewide public awareness campaign to raise awareness about human trafficking;
- To conduct an analysis of the funding landscape for organizations that serve human trafficking survivors; and
- To create a training program for individuals who provide services to survivors of human trafficking.

Additionally, the Council identified two substantive issues that warranted attention of the full Council and it reserved significant time on its monthly agendas to 1) engage in candid dialogue about the current barriers to identification, investigation, and prosecution of labor trafficking as well as to formulate a substantive plan to best address labor trafficking, and 2) glean lessons learned from a long-standing, successful shelter program exclusively serving human trafficking clients based in Los Angeles. As a result of these important conversations, the Council voted to:

- Establish a labor trafficking task force in 2018.
- Recommend that Colorado victim service providers and organizations that work with immigrant communities explore successful models and consider establishing peer-to-peer outreach as a method to educate and engage immigrant communities on the issue of human trafficking.

A full description of the Council's activities and discussions related to the above two topics can be found in [Section 1 – Year in Review](#) (pg. 21).

Data Collection on Human Trafficking in Colorado

The Council continues to collect different measures of human trafficking incidence in the state in the areas of investigations, prosecutions, human trafficking victims served by federally funded service providers, and calls/unique tips of human trafficking as identified by the National Human Trafficking Hotline (NHTH) and the Colorado Network to End Human Trafficking (CoNEHT) hotline for the reporting period of 2014–2016. The Council identified four key trends through its data collection efforts:

- Human trafficking investigative activities remain strong, especially as reflected by the joint work of the Rocky Mountain Innocence Lost Task Force (RMILTF) and the Colorado Trafficking and Organized Crime Coalition (CTOCC).
- Significant efforts are being made among prosecutors to hold traffickers accountable. Between 2014 and 2016, prosecutors filed 97 cases involving a human trafficking statute and have received 23 case convictions.
- The average prison sentence for those convicted of human trafficking is 48.9 years and the median sentence is 17 years. To date, the longest sentence of 400 years involved a

defendant convicted in the 19th Judicial District for human trafficking and related charges.

- Law enforcement and service providers continue to report distinct human trafficking populations. Law enforcement is identifying more domestic sex trafficking cases, while service providers report more foreign national labor trafficking cases. Of special note, law enforcement continues to see an increase in the number of males recovered as part of its domestic minor sex trafficking operations, from ten male recoveries in Calendar Year (CY) 2015 to 15 in CY 2016.

In addition to data collection, the Council completed a two-year study on the prosecution activities in the state's 22 judicial districts and the Attorney General's office. The study utilized a two-tiered data collection process: the administration of a brief online survey and a limited set of semi-structured interviews with seven prosecutors from across the state. The survey sought to understand the knowledge, awareness, and use of human trafficking laws, and the current processes and protocols in place to criminally charge human trafficking. The semi-structured interviews sought information from prosecutors about the resources and relationships needed to specialize on the crime. The key findings from the study include:

- Prosecutors are knowledgeable about and aware of human trafficking statutes. All those surveyed reported they were aware of the 2014 human trafficking statutes. Of the 18 judicial districts that responded to the survey, 11 received formal training on human trafficking in the last year.
- Collaboration between prosecutors across judicial districts and with the RMILTF was a key factor referenced by prosecutors to explain the high number of case filings and the strong judicial outcomes for human trafficking defendants in Colorado.
- Prosecutors cited victim cooperation as a key challenge. They also expressed mixed feelings about how victims experience the criminal justice process. Most prosecutors said they relied on one victim specialist to address victim needs statewide as opposed to a robust service network upon which they could call.
- The judicial districts that have a human trafficking specialization credit a supportive District Attorney (DA) and buy-in from the County Commissioners that help secure the funding needed for human trafficking-specific positions. Non-metro jurisdictions

reported that a human trafficking prosecutor and/or unit were not practical given their scale of operations and limited resources.

- Most districts that have created human trafficking specializations have done so in part to respond to the volume of cases generated by the RMILTF.
- Prosecutors cite various possible reasons for a lack of labor trafficking prosecutions:
 - Law enforcement is not bringing cases forward;
 - Public attitudes about immigrant workers and what constitutes a violation of their rights; and
 - The need to bring in different stakeholders to identify cases, e.g., service providers and workplace regulatory agencies.

An in-depth description of data-related topics as well as the full results of the prosecution survey can be found in [Section 2](#) of this report (pg. 45).

Standards for Housing Providers

In 2017, the Council continued its work to develop standards for organizations that provide victim services to human trafficking survivors. The focus this year was on developing standards for housing providers. Recognizing that the rules and regulations that govern housing providers are dramatically different when serving an adult population versus a juvenile population, the Council narrowed its focus and developed two separate sets of standards for two distinct audiences: Adult Housing Providers, and Licensed 24-Hour Child Care Facilities and Division of Youth Services State-Operated Facilities. The intent of both sets of standards is to provide **guidance** to housing providers, ***not to replace or add new requirements*** to existing rules and regulations that govern housing providers in the state. Additionally, these standards are created for those agencies that **choose** to provide housing to survivors of human trafficking.

The basic standards framework developed for housing providers is composed of seven sections: requirements (with a focus on training topics), guiding principles, victim confidentiality, identifying trafficking and intervening, service needs, partnering with other service providers, and transition planning and long-term survivorship. The standards for adult housing providers also include a section dedicated to safety considerations. The full list of standards developed for housing providers can be found in [Section 4](#) of this report (pg. 85).

Developing a Public Awareness Campaign in Colorado

A Public Awareness Working Group (PAWG) was established to tackle the Council's mandate of developing an implementation plan for a statewide public awareness campaign to educate the public about the issue of human trafficking. Recognizing the need for expertise in the field of communications outreach to guide the Council with this task, a communication and marketing consultant, Orange Circle Consulting (OCC) was secured. OCC was brought on in September 2017 to conduct formative research that will provide the foundation for the strategy and tactics recommended in the implementation plan as well as develop the comprehensive campaign plan in collaboration with the PAWG. The formative research includes a review of secondary data as well as collecting primary data through the administration of a statewide online survey of a representative sample of Colorado residents. The survey aims to measure Coloradans' knowledge, perception, and motivators to actions regarding human trafficking. Primary data collection will also include interviews with key informants from across the state that represent either a specific work sector, geographic location, and/or experience with human trafficking. The goals of these interviews are to understand more about existing efforts, perceived barriers, and desired actions. The work of OCC and PAWG will continue through the fall/winter of 2017 and into 2018, with the final work product presented to the full Council. A complete description of the progress made and future steps of the PAWG and OCC can be found in [Section 1 – Year in Review](#) (pg. 40).

Funding Landscape for Human Trafficking Victim Services

A Grants Working Group was established to identify funding streams that either fund, or have the potential to fund, organizations that provide services to human trafficking survivors and identify gaps in funding available to these organizations. The purpose for conducting this funding research was to assist the Council in responding to the mandate that asks the Council to recommend whether a grant program should be established by the state to assist organizations that provide services to victims of human trafficking. The funding landscape in Colorado is made up of four primary funding sources: federal grants, federal grants administered by the state, state grants, and private foundation funding. After reviewing the funding landscape, three main themes emerged:

- Colorado organizations are successfully accessing federal grants. Three of the 12 federal grants available for services to human trafficking survivors between federal fiscal years 2012 and 2017 were awarded to Colorado organizations.
- Federal funding administered by the state, (specifically, the Crime Victim Services funds) are underutilized by human trafficking victim service organizations.
- Foundation funding has been relatively untapped by Colorado human trafficking victim service organizations.

To identify gaps in funding, the Grants Working Group partnered with the Laboratory to Combat Human Trafficking (LCHT) to survey organizations that currently service trafficking survivors. The main areas of inquiry are: what are the challenges in acquiring funding to serve human trafficking survivors, and how can these challenges be addressed. The data received from this survey will be analyzed in early 2018. A full review of the funding landscape in Colorado can be found in [Section 1 – Year in Review](#) (pg. 34).

Developing and Delivering Human Trafficking Training

In 2016 the Council developed two training programs: An Introduction to Human Trafficking in Colorado and Human Trafficking Investigations. The first was developed as a foundational program designed to reach a wide range of sectors in order to establish a common language and understanding of the issue of human trafficking rooted in the Colorado context. The second program was designed exclusively for law enforcement officers to illustrate how to conduct victim-centered, evidence-based human trafficking investigations and to provide tools/information to assist officers in having successful human trafficking investigation and prosecution. To ensure dissemination of these curricula into the field, the Division of Criminal Justice (DCJ) hired a Human Trafficking Training Specialist to 1) respond to training requests received, 2) develop and deliver Train-the-Trainer programs to facilitator cohorts in communities (primarily outside the Denver metro area) to address training needs in their respective communities, and 3) assist in translating the training programs to an online, self-paced training module that will provide greater opportunity for people across the state to access the Council's human trafficking curricula and overcome the barriers of geography, time constraints, and financial limitations.

All three goals established for the Human Trafficking Training Specialist have been successfully met over the course of the year. From January – to the end of October 2017, DCJ staff responded to training requests from 29 unique agencies, resulting in 973 frontline professionals being trained on human trafficking utilizing the Council’s curriculum. Six communities have received the train-the-trainer program, with 49 of the facilitators actively delivering the Council’s core training program in their respective communities. A train-the-trainer program is under development for the law enforcement program, with the goal of training a facilitator cohort of law enforcement officers by the end of 2017. The online version of the core human trafficking training is in its final stages of development and on schedule to be launched in early 2018.

In addition to successfully disseminating the Council’s first two training programs, the Council also established a Training Working Group to develop a training curriculum specifically geared towards service providers. The aim of the curriculum is to go beyond awareness and identification of human trafficking and provide service providers the tools necessary to successfully work with human trafficking survivors. The program covers topics that are most pertinent to these professionals, such as: the impact of trauma, survivor-driven approach to service delivery, identifying service needs, challenges to service delivery, referral networks and case management plans, and vicarious trauma and self-care strategies. A complete review of the Council’s training delivery efforts and training under development can be found in [Section 3 – Training Response](#) (pg. 79).