THE COLORADO PROJECT

ACTION PLAN 2.0
The Laboratory to Combat Human Trafficking (LCHT) is a 501(c)3 nonprofit organization based in Denver, Colorado and an established leader in the national anti-trafficking movement. Since 2005, LCHT has trained over 30,000 professionals and community members; conducted research to drive action and inform policy change; operated Colorado’s 24/7 human trafficking hotline; and developed over 150 future human rights leaders. LCHT’s previous anti-trafficking research includes Community Needs Assessments (2005-2010), Colorado Project 1.0 (2013), Colorado Action Plan 1.0 (2013), and Prostitution and Denver’s Criminal Justice System: Who Pays? (2012).
**COLORADO ACTION PLAN 2.0**

**What does it take to end human trafficking in Colorado?** In a word, it takes action. Action at the community level and action at the state level - both are essential to more efficiently and effectively combat human trafficking. Over the past two decades, Colorado communities have organized responses to the problem of human trafficking, formally defined in 2000. The Colorado Project to Comprehensively Combat Human Trafficking seeks to create a roadmap every five years to guide our state’s priorities in ending trafficking. The first statewide action plan was developed in 2013; the following recommendations build upon these efforts and the data we collected from surveys and interviews across the state in 2018.

**Key points for consideration:**
The Colorado Action Plan 2.0 recommendations were developed by a diverse group of survivors, practitioners, law enforcement professionals, and advocates from across Colorado after reviewing Colorado Project 2.0 data. Throughout the development process, special attention and consideration were given to create trauma-informed and survivor-centered recommendations that honor the:

- Unique purpose, mission, vision, and goals of diverse Colorado partnerships and the collaborative work across disciplines in all of the 4Ps (Prevention, Protection, Prosecution, and Partnership).
- Lived experiences of survivors and other groups and communities at risk for violence and/or exploitation.
- Rich diversity of survivor experiences and their views on justice (e.g., for many, outside the criminal justice system).
- Vast differences among Colorado communities, inclusive of urban, rural, and frontier designations and their populations.

The Colorado Action Plan 2.0 celebrates Colorado’s growing anti-trafficking movement, and our collective efforts to comprehensively address human trafficking. We are deeply appreciative of the talented and dedicated people who analyzed data and findings from the Colorado Project 2.0 Report in order to make thoughtful recommendations for advancing our statewide response. We are especially grateful to the eight survivors who reviewed these new recommendations and provided critical expertise and wisdom in support of this plan.

*For further detail and analyses on methods, data, and analyses, please refer to the Colorado Project 2.0 Report.*
THE COLORADO PROJECT

THE 4PS:
WHAT TO LOOK FOR

- STRENGTHS: WHAT EXISTS
- GAPS: WHAT’S MISSING
- RECOMMENDATIONS: ACTION PLAN
- ADVANCE COMMUNITY-LED SOLUTIONS
- EVALUATE
- REFINE PROMISING PRACTICES
- END HUMAN TRAFFICKING

THE COLORADO PROJECT TIMELINE

2010-2013
Colorado Project 1.0
National Survey (2011)
Statewide Survey, Focus Groups (2012)
Report Publication (2013)

2013
Colorado Action Plan 1.0
State Advisory Board
14 Recommendations
48 Activities
State Policy Recommendations

2014-2017
Colorado Anti-Trafficking Movement
Updated Human Trafficking Laws
Governor’s Council Established (2014)
Colorado Anti-Trafficking Exchange (2017)

2018-2019
Colorado Project 2.0
Statewide Survey, Interviews, Focus Groups (2018)
Report Publication (2019)

2019
Colorado Action Plan 2.0
Survivor-Informed Committee
State Advisory Committee
10 Recommendations
The 4P Framework

The Colorado Action Plan 2.0 frames its recommendations through the “4P” (Prevention, Protection, Prosecution, and Partnership) definitions, which were shaped by five global and federal protocols and legislation. The 4P framework recognizes that there are multiple sectors engaged in efforts to combat trafficking, as well as necessarily diverse strategies. Using the 4Ps helps us better understand both strengths and gaps in Colorado, and to develop a more comprehensive response.

**Prevention** measures increase awareness, advocacy, and education towards addressing a community’s systemic vulnerability to a continuum of exploitation, including human trafficking. Prevention plans recognize that exploitation and human trafficking are symptoms of root causes like poverty, gender inequality, and other forms of oppression which create vulnerable populations in the first place.

**Protection** measures ensure that survivors of human trafficking are provided access to (at a minimum) health care, legal aid, social services, and education in ways that are not prejudicial against victims’ rights, dignity, or psychological well-being. Protection also means creating an environment (social, political, and legal) that fosters the protection of victims of trafficking.

**Prosecution** measures ensure the creation and implementation of laws that address the continuum of labor exploitation and the pursuit of criminal punishments for such cases, treating human trafficking as exploitation of victims rather than recruitment/transportation of workers or people in prostitution. This includes not just criminal prosecution, but law enforcement officers and the creation of legislation.

**Partnership** measures acknowledge that combating human trafficking requires a comprehensive response through the cooperation of multiple sectors. Partnerships bring together diverse experiences, amplify messages, and leverage resources. An anti-human trafficking partnership refers to a cooperative relationship between two or more organizations established for the purpose of jointly combating human trafficking in some way (LCHT, 2013, p.8).
PREVENTION RECOMMENDATIONS

1. Deliver sector-specific trainings to a diverse range of Colorado communities including:
   a. Professional training for frontline professionals (e.g. school staff and educators, law enforcement, healthcare workers).
   b. Public awareness and education initiatives for community members and private sector.
   c. Training for people most impacted by the crime (e.g. youth, victims of crime, people experiencing homelessness or substance abuse, sex workers).
   d. Trainings should be informed and/or led by individuals with lived experiences.

2. Design comprehensive trainings. All curricula should include:
   a. Both labor and sex trafficking
   b. Knowledge of state (CoNEHT) and national hotline and resource directory
   c. Community-specific resource information wherever training is provided
   d. Awareness of community-specific root causes
   e. Sensitivity to language use and survivor self-determination
   f. Trauma-informed definitions and response
   g. Evaluation of training reach and impact
   h. Resources available for individuals who disclose after a training
   i. Guidelines/recommendations for protocol development
   j. Case studies that are sector-specific for the audience
   k. Direct actions for individuals to engage thoughtfully and respectfully
PROTECTION RECOMMENDATIONS

1. Address potential gaps in services for survivors of human trafficking (e.g. male, female, LGBTQIA, and disabled among others) with awareness that labor and sex trafficking exist in Colorado. Expand existing programs and create new ones in underserved communities.
   a. Increase availability of safe housing for survivors of human trafficking (e.g., emergency safe shelter, short- and long-term transitional housing, gender inclusive).
   b. Increase availability of substance abuse and mental health (including inpatient) support for survivors transitioning out of human trafficking situations.
   c. Increase availability of transition services (including housing) for children and youth aging out of the foster care system, including support for prevention and recovery.
   d. Increase designated points of contact/points of entry so there is “no wrong door” for survivors who seek services (e.g., schools, health centers, human services, recreation centers).
   e. Offer a mechanism for communities to share promising practices in protection services with other communities across Colorado.

2. When filling service gaps, be sensitive to root causes of human trafficking that can contribute to risk for exploitation, including environments in which survivors are at-risk of being re-trafficked.
   a. Increase availability of affordable housing.
   b. Increase access to services by providing transportation to and from services.
   c. Decrease barriers to access and service continuation by advocating for services that recognize lived experiences (including prior convictions, substance use, and gender identity).
   d. Increase availability of mental health resources.
   e. Increase partnerships (i.e., with existing coalitions, commissions) for culturally and linguistically appropriate services for marginalized populations (e.g. LGBTQIA community, disability community, individuals with limited English, sex workers).
PROSECUTION RECOMMENDATIONS

1. Increase targeted professional development for successful prosecution of human trafficking cases.
   a. Train agency heads (chiefs/sheriffs/troopers) and community officers to improve case identification and provide advanced training to detectives handling related cases.
   b. Provide training to prosecutors/judges that aids them in case identification and proving coercion and other essential elements at trial.

2. Recognize ongoing efforts in prosecuting sex trafficking cases, prioritize the investigation and prosecution of labor trafficking cases.
   a. Advance a better understanding of labor trafficking to assist with more effective case/victim identification (e.g., forced/coerced drug distribution, farm labor, domestic servitude, and other forced labor crimes).
   b. Support investigators in developing financial/economic evidence collection related to human trafficking cases and promote the use of financial criminal statutes to pursue traffickers.
   c. Increase rural agency capacity through pooling of resources garnered from more robust cooperation (e.g., within regional task forces).
   d. Establish a designation of “human trafficking (HT),” as a sentence enhancer or identifier, for crimes identified as involving human trafficking but not charged with specific human trafficking offenses.

3. Increase information-sharing amongst key stakeholders.
   a. Convene a robust task force of key stakeholders to create a centralized information-sharing mechanism amongst various systems and databases. Facilitate dialogue to determine who should be included in discussions; how to create permissions and access points; and when information can be shared under which conditions.
   b. Any information-sharing protocol must require consent from survivors and be in an environment where security and confidentiality are prioritized.
PARTNERSHIP RECOMMENDATIONS

1. Encourage intentional and equitable inclusion of underrepresented and/or unrecognized stakeholders in partnerships.
   a. Assure genuine and ongoing commitments to survivor voice and leadership.
      i. Support genuine engagement, which achieves hearing all voices in the partnership.
      ii. Consider all voices in the partnership as equal (i.e., avoid tokenizing).
      iii. Compensate survivors for their time and commitment.
   b. Address gaps in partner membership with the aim of meaningful representation across sectors, position, role diversity from organizations (i.e., some directors, some direct service providers who see clients), and varied experience in the movement.
      i. Include historically missing voices in partnerships (e.g., business sectors, LGBTQIA, non-English speakers, disabled populations, sex workers, tribal populations, refugees/asylees).
   c. Establish formalized support and orientation for new members to join partnerships.

2. Create a collaborative document that provides promising practices to Colorado partnerships. Concerns related to sharing practices, protecting anonymity of contributors, sustainability of the document and its dissemination will be openly addressed by the lead organization managing the document. This document should:
   a. Define the problem, ensuring that each partnership shares a definition of human trafficking, the statewide statute of the crime, and can articulate how trafficking happens locally.
      i. Partnerships have training to ensure shared language and understanding of the crime of human trafficking.
   b. Highlight promising practices.
      i. Partnership members can describe local efforts to end trafficking.
      ii. Partnership members can describe national and global promising practices that might apply to or be lifted up by the local community.
      iii. Partnerships share tools statewide for trust building, conflict resolution, and referral network information.
   c. Ensure establishment of shared goals, vision, and mission within partnerships.
      i. Partnerships develop measurable goals. (The outcome of effective goal setting is ensuring members feel valued and their time commitment is worthwhile.)
d. Incorporate evaluation and measurement.
   i. Partnerships establish norms for collecting data on their efforts.
   ii. Partnerships are able to determine the effectiveness and impact of their efforts.

e. Include strategies for sustaining leadership.
   i. Partnerships develop mechanisms to encourage shared leadership and a succession plan for leadership turnover.

f. Streamline statewide human trafficking trainings.
   i. Reduce duplicative efforts in human trafficking trainings by developing a platform to share training responsibilities and communicate statewide about ongoing training curricula, survivor support, and evolution of promising practices.

3. Cultivate relationships between Colorado partnerships to increase each community’s capacity to end human trafficking.
   a. Assist communities in obtaining and sustaining funding for anti-trafficking efforts.
   b. Provide ongoing technical assistance by creating statewide social media and hotline awareness as well as statewide branded materials.
   c. Engage current partnerships using promising practices to offer guidance and technical assistance to emerging partnerships.
THE COLORADO PROJECT TO COMPREHENSIVELY COMBAT HUMAN TRAFFICKING

Action Plan 2.0

combathumantrafficking.org