



Appendices

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Appendix 1: Colorado Human Trafficking Council Timeline





Appendix 2: Summary of the Colorado Project to Comprehensively Combat Human Trafficking (2010-2013)

For a full report, visit the Laboratory to Combat Human Trafficking's website at **coloradoproject.combathumantrafficking.org**.

Guiding Problem Statement:

The Colorado Project to Comprehensively Combat Human Trafficking implemented a comprehensive, interdisciplinary community-based research project to better understand the efforts essential to combating human trafficking, and within those efforts, assessed current promising practices that individuals and agencies are using to bring an end to human trafficking in the United States. The Project assessed ongoing anti-trafficking efforts in the State of Colorado under the umbrella of prevention, protection, prosecution, and partnerships (4Ps) in order to understand if and how Colorado addresses human trafficking. The Colorado Project, comprised of a core multidisciplinary team of researchers (40+ members of the Project Team, State and National Advisory Boards):

- Adopted interdisciplinary approaches that include a mix of quantitative and qualitative research tools,
- Respected the unique features of communities focusing on human trafficking,
- Documented promising anti-trafficking practices by honoring experiences of those working in the field; and,
- Created replicable tools (e.g., surveys) for other communities to adopt.

4P definitions that guided the project:

Prevention

Prevention measures increase awareness, advocacy and education towards addressing a community's systemic vulnerability to a continuum of exploitation, including human trafficking. A good prevention plan recognizes that exploitation and human trafficking are symptoms of root causes like poverty, gender inequality and other forms of oppression that create vulnerable populations in the first place.

Protection

Protection measures ensure that victims 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

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).

Partnerships

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.

Colorado Project Prosecution Survey Items

The following prosecution efforts were measured by the Colorado Project in 2012: Human trafficking protocols and procedures; municipal trafficking and trafficking-related legislation; training and education; task forces; state trafficking and trafficking-related legislation; attempted/ successful civil and criminal prosecutions of trafficking cases; state trafficking and trafficking cases

Key Colorado Prosecution Survey Results, summarizing key strengths and gaps (data collected 2012)

COMPONENT	STRENGTHS High prevalence (>50%) of activities by prosecution-relevant organizations	GAPS Low prevalence (<50%) of activities by prosecution-relevant organizations
Protocols (n=15)	Many agencies/ departments have tools to support investigations (e.g., surveillance, undercover operations)	Few use protocols/ procedures consistently; few departments have adequate resources (e.g., protocols and referrals). As part of the investigative process, many expressed challenges with victim cooperation
Collaboration (n=17)	Many agencies/ departments are committed to collaboration with other law enforcement agencies. In 2005, Colorado enacted state legislation. Since 2006, coordinated prosecution efforts have had support of U.S. Bureau of Justice Assistance grants	Low levels of community awareness of human trafficking that would aid police departments in receiving tips
NGO partnerships (n=14)	Many agencies/departments partner with NGO/ Victim service agencies to support cases	

Summary Statewide Prosecution Data Results

The Statewide Survey results mirror similar national results noted by Farrell, McDevitt & Fahy (2008). Strengths that make it possible for law enforcement to investigate the crime of human trafficking include having an array of investigative tools that are used for many crimes, including surveillance, undercover protocols and partnering with other agencies for resources. Additionally, partnerships with other law enforcement departments is a strength, including non-governmental and victim service agencies that support survivors while law enforcement conduct the investigation. Conversely, prosecution gaps included inconsistent use of law

enforcement protocols and procedures, and ongoing needs for training more than five officers within any given police department.

The work of law enforcement and prosecutors needs the support of a community that can also recognize and identify human trafficking. Finally, one additional gap identified by law enforcement was the need for support in working with victims to build solid cases and prosecute on their behalf.

Moreover, data from **focus groups** revealed the need for training of prosecutors and judges. One additional note that arose from focus groups was the need for maintaining law enforcement working groups that address all forms of human trafficking; at the time of the report, the Colorado landscape of task forces was shifting dramatically due to changes in federal funding.

Colorado Action Plan Prosecution Recommendations (issued 2013)

After the completion of survey and focus group data collection, the Colorado Project State Advisory Board reviewed the state data and developed recommendations to initiate the creation of a prioritized statewide action plan to address gaps in anti-trafficking initiatives. The recommendations relevant to prosecution follow:

- 1. Form statewide cohesive prosecutorial group focusing on all forms of human trafficking.
- 2. Create statewide shift in prosecutorial mindset to prioritize human trafficking with the support of public awareness initiatives and successful prosecutions throughout the state.
- 3. Develop system-wide protocols to increase victim-centered and evidence-based cases.
- 4. Consult "model" legislation and legislative efforts in other states.

FBI National and Colorado-based Investigations, FY 2012-2014									
	Nation	al		Colorado					
				Rocky Mounta (DMST only)*	Rocky Mountain ILTFCTOCC(DMST only)*(FN adult only)*				
Year		gations/C eakdown		Investigations Opened	Recoveries (breakdown by gender)	Investigation Opened	Arrests		
	Total	DMST	FN						
2012	746	440	306	33	42; all female	6	15	16	
2013	734	514	220	51	57; 2M, 55F	8	19	36	
2014	835	Breakdo not prov		63	88; 2M, 86FM	19	12	11	

Appendix 3: FBI National and Colorado Based Investigations, FY 2012-14

Source: National data was obtained from the U.S. Department of State, *Trafficking in Persons Report* (2013, 2014 and 2015). Colorado data was obtained from FBI field office representatives of the ILTF and CTOCC respectively.

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

Appendix 4: ICE/HSI National and Colorado Based Investigations, FY 2012-14

ICE/HSI National and Colorado Based Investigations FY 2012-14						
	National Data	Colorado Data				
Year	Investigations involving potential human trafficking	Colorado-based HSI investigations officially recorded as human trafficking-related.				
2012	894	2				
2013	1025	7				
2014	987	5				

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

Appendix 5: Colorado Human Trafficking Statutes Case Filings

Number of cases containing Co		ıman Traffi	icking Stat	utes from (Calendar Y	ear 2010 t	through
August 2015, by Judicial Distri	ct						
Statute/ District	2010	2011	2012	2013	2014	2015	Total
2006 Human Trafficking	2010	2011	2012	2013	2014	2013	TOtal
Statutes*							
§ 18-3-501, § 18-3-502							
1	2	4	4	1	2		13
2	4	6	4	4	5		23
4				2	1		3
8		2					
10					4		4
17						1	
18		1		2	1		
19					1		
2006 HT Statute Total	6	13	8	9	14	1	53
2014 Human Trafficking- Involuntary Servitude Statute: § 18-3-503							
3					1		-
4						2	
2014 HT-Involuntary							
Servitude Statute Total 2014 Human Trafficking- Sexual Servitude Statute: § 18-3-504					1	2	
1					1	1	
2						3	
4					5	5	1
8							
17						4	
18						6	
19					1	3	
21						1	
22							
2014 HT Sexual Servitude Total					7	23	3
Total	6	13	8	9	22	26	82

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 DCJ/ORS. Note these figures represent cases with these statutes charged, not individual defendants. *18-3-501: Trafficking in Adults; 18-3-502: Trafficking in Children.

Appendix 6: Colorado Statutes Commonly Related to Child Sex Trafficking

Colorado Statutes Commonly Related to Child Sex Trafficking*						
Statute description	Class	C.R.S.				
Patronizing a Child Prostitute	F3	18-7-406				
Soliciting Child Prostitution	F3	18-7-402(1)				
Pandering of a Child- Menacing	F2	18-7-403(1)(a)				
Pandering of a Child- Arranging	F3	18-7-403(1)(b)				
Procurement of a child	F3	18-7-403.5				
Keeping a place of child prostitution- Grants USE	F3	18-7-404(1)(a)				
Keeping a place of child prostitution- continued USE	F3	18-7-404(1)(b)				
Pimping of a Child	F3	18-7-405				
Inducement of Child Prostitution	F3	18-7-405.5				

Source: Colorado Revised Statutes.

*Other statutes, such as contributing to the delinquency of a minor are also used to charge human trafficking conduct but were not included in the present analysis.

Appendix 7: Number of Cases Containing Statutes Commonly Related to Child Sex Trafficking

Number of Cases Containing Statutes (in Appendix 6) Commonly Related to Child Sex Trafficking, CY 2009 through August 2015 by Judicial District								
Judicial District	2009	2010	2011	2012	2013	2014	2015	Total
1	6	4	5	13	1	13	9	51
2	5	14	17	15	7	2	4	64
4	2			2	8	3	10	25
5	1					1		2
6		1		2				3
7	1		1	1		1		4
8			1					1
9					2		1	3
10						1		1
11		1						1
14	1				2			3
15							1	1
17	2	1	2	3	2	3	3	16
18	2	4	3	12	18	31	22	92
19					1	2	10	13
20						2		2
21	2			1	1	2	1	7
Total	22	25	29	49	42	61	61	289

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 DCJ/ORS. Note these figures represent cases with these statutes charged, not individuals. Excludes Denver County court records.

Appendix 8: Colorado Human Trafficking Council Law Enforcement Survey

- 1. Please enter the following so that we may contact you if we have questions (name, email, phone, agency name).
- 2. What type of agency/organization do you work for?
 - a. Local police department
 - b. Sheriff's office
 - c. State Patrol
 - d. District Attorney Investigator
 - e. Federal Law Enforcement
 - f. Other
- 3. How prevalent are the following types of human trafficking within your jurisdiction? (*select unsure, widespread, occasional, rare, or non-existent for each category*)
 - a. Labor trafficking of people who come from <u>outside</u> the US (and are trafficked within the United States) including victims of forced labor or domestic servitude.
 - b. Labor trafficking of people who are US citizens (and are trafficked within the United States) including victims of forced labor or domestic servitude.
 - c. Sex trafficking of people who come from <u>outside</u> the US (and are trafficked within the United States) including victims of commercial sex activity.
 - d. Sex trafficking of people who are US citizens (and are trafficked within the United States) including victims of commercial sex activity
- 4. In general, how frequently does each of the following events bring human trafficking cases to the attention of your agency/organization? (*please select unsure, widespread, occasional, rare, or non-existent for each category*)
 - a. Other units within my department
 - b. Calls for service
 - c. Referrals from community-based agency/organizations
 - d. Referrals from regulatory agencies
 - e. Referrals from criminal justice agencies that are not law
 - f. enforcement (e.g. probation)
 - g. During the course of usual investigations (e.g. drug raids, domestic violence)
 - h. Tips from informants
 - i. Schools (e.g. SROs, staff)
 - j. Hotline
 - k. Emergency room/hospital
 - l. Undercover operations (e.g. collaborative investigations with
 - m. Federal and State law enforcement)
 - n. Other

- 5. How many human trafficking cases did you investigate in 2014?
- 6. Were there cases you investigated during 2014 for other crimes that you suspected involved human trafficking (e.g. child abuse, assault, domestic violence, labor exploitation)? *(select yes or no)*
- 7. How many new trafficking cases did you begin to investigate in 2015?
- 8. How many of these cases, if any, did you refer to a prosecuting agency?
- 9. Does your agency/organization utilize a task force during the course of investigation? Such a task force may include other law enforcement personnel, and third sector agency/organizations such as community-based agencies, and service providers. *(please select yes or no)*
- 10. Please indicate which agency/organizations are represented on your task force. *(check all that apply)*
 - U.S. Attorney
 - 🗆 FBI
 - □ Immigration and Customs Enforcement
 - Department of Labor or other federal law enforcement
 - □ State Attorney General
 - □ State Patrol
 - □ District/County Prosecutor
 - □ Sheriff's Department
 - □ Municipal law enforcement
 - □ Victim service provider
 - □ Community-based agency
 - □ Other (please specify)
- 11. If you have had trafficking cases, or if a case were to arise in the future, how challenging was/would it be for your agency/organization to overcome the following issues in addressing human trafficking? (*select unsure, very challenging, occasionally challenging, seldom challenging, or never challenging for each category*)
 - a. Lack of awareness or concern about human trafficking within the community that you serve
 - b. Lack of support for trafficking investigations among officers within your agency/organization
 - c. Inability to identify the existence of victims of human trafficking or a trafficking problem within the community that you serve
 - d. Lack of resources within your agency/organization to identify and investigate trafficking cases

- 12. How frequent are the following outcomes for foreign victims of human trafficking identified by your agency/organization? If you know that no such case has been identified to date by our agency/organization, select "no cases." If you are unsure whether any such case has been identified by your agency/organization, select "unsure." *(select unsure, very challenging, occasionally challenging, seldom challenging, or never challenging)*
 - a. Removal (deportation)
 - b. Granted continued presence
 - c. Granted temporary visa
 - d. No cases
 - e. Unsure
 - f. Other
- 13. How frequent are the following outcomes for minor victims of human trafficking identified by your agency/organization? *Note:* If you know that no such case has been identified by your agency/organization, select "no cases". If you are unsure whether any such case has been identified by your agency/organization, select "unsure." *(select unsure, very challenging, occasionally challenging, seldom challenging, or never challenging)*
 - a. Placed in juvenile detention
 - b. Released to relatives
 - c. Connected with Unaccompanied Refugee Minor programs through the Office of Refugee Resettlement
 - d. No cases
 - e. Unsure
 - f. Other
- 14. How frequently does your agency/organization encounter the following issues when investigating and prosecuting cases of human trafficking? (If you know that no such case has been identified by your agency/organization, select "No cases". If you are unsure whether any such case has been identified by your agency/organization, select "Unsure"). *(select unsure, very challenging, occasionally challenging, seldom challenging, or never challenging)*
 - a. Lack of victim cooperation
 - b. Language barriers/lack of or inadequate interpreter services
 - c. Lack of coordination with federal, state or local agencies
 - d. Lack of support from victim service providers/community based agency/organizations
 - e. Reluctance from federal, state or local law enforcement to pursue or assist in case investigations
 - f. Reluctance from US Attorney or District Attorney to pursue cases
 - g. Lack of adequate resources (e.g. time, money, staff)
 - h. Lack of adequate training
 - i. Lack of procedures/protocols to identify and respond to human trafficking cases and victims of trafficking
 - j. No cases
 - k. Unsure
 - l. Other

- 15. Who oversees human trafficking investigations in your agency/organization?
 - a. There is no designated overseer
 - b. Specialized human trafficking unit: Innocence Lost Task Force
 - c. Specialized human trafficking unit: Other
 - d. Specialized human trafficking group
 - e. Vice unit
 - f. Special investigations unit
 - g. Specific officer
 - h. Various departments
 - i. Other (please specify)
- 16. If you have a specialized human trafficking unit/group, what is the area of concentration of this unit/group? (*check all that apply*)
 - Domestic commercial sexual exploitation of children (CSEC)
 - Domestic minor labor trafficking
 - □ Foreign national sex trafficking
 - □ Foreign national labor trafficking
 - □ Domestic sex trafficking
 - □ Domestic labor trafficking
- 17. Has any member of your department received training on how to identify and respond to human trafficking cases? *(select yes or no)*
- 18. Approximately how many personnel/officers have received training?
- 19. What type of training have personnel/officers received? (check all that apply)
 - □ In-service training
 - □ New recruit training
 - \square Roll call briefing
 - \square Publications
 - \Box Online/web based training
 - \square Regional conferences
 - National conferences
 - □ Offsite professional training
 - \Box Other (please specify)
- 20. What was the source of the training? (check all that apply)
 - □ Statewide curriculum
 - □ Department of Justice (DOJ) curriculum
 - □ Regional Community Policing Institute (RCPI)
 - □ Independent consultant/trainer
 - □ Community-based agency/organization
 - □ Service provider
 - 🗆 FBI
 - \Box Agency-developed training
 - \Box Other (please specify)

- 21. Does your agency/organization have a specific protocol/procedure for identifying victims of human trafficking? (*select yes or no*)
- 22. Does your agency/organization have a specific protocol/procedure on how to work with victims of human trafficking? *(select yes or no)*
- 23. How frequently is each of the following investigation tactics/responses used to build human trafficking cases in the community that you serve? (*select unsure, frequently, occasionally, seldom, never*)
 - a. Surveillance
 - b. Undercover operations
 - c. Raids or other overt operations
 - d. Collaborations with other law enforcement agencies
 - e. Collaborations with code enforcement and inspectional service agencies
 - f. Pursuing paper trails (bank receipts, tax records)
 - g. Wiretapping/communications monitoring
 - h. Investigative linkages to other criminal enterprises
 - i. Providing victim support services
 - j. Other
- 24. Victims of human trafficking present many unique challenges for law enforcement. How frequently is your agency/organization faced with each of the following challenges when working with human trafficking? *(select unsure, frequently, occasionally, seldom, never)*
 - a. Victim distrust of law enforcement
 - b. Victim does not self-identify themselves as a victim
 - c. Fear of traffickers
 - d. Language barriers
 - e. Cultural barriers
 - f. Lack of social service for victims of human trafficking
 - g. Lack of housing or adequate shelter
 - h. Victims leave the area and we lose contact
 - i. Other
- 25. Does your agency/organization have an existing relationship with any service providers who are able to meet the immediate needs of victims of trafficking? *(select yes, no or "no such cases to date.")*
- 26. What types of agencies/organizations are able to meet the immediate needs of victims?
- 27. Has there been a change in the way you investigate cases since Colorado passed its human trafficking legislation in 2014? *(select yes or no)*
- 28. How has the way you investigate changed?

Appendix 9: OVC Funded Programs, Reported Human Trafficking Victim Cases, FY 2012-14

	U.S. Department of Justice, Office for Victim of Crimes Funded Program, Human Trafficking Victim Cases, FY 2012-14										
	National Colorado										
Year	Investigations/Case-type breakdown										
	Open cases	Of open case load, # of new cases	% FN*	% USC/ LPR*	Open Cases	Of open case load, # of new Cases	% FN	% USC/ LPR	% Labor	% Sex	% both
2012	1300	775	Breako provid	down not led	t unavailable						
2013	1911	1009	Breako provid	down not led	unavailable						
2014	2782	1366	55%	45%	54	21	85%	15%	87%	11%	2%

Source: National data was obtained from the U.S. Department of State, *Trafficking in Persons Report* (2013, 2014 and 2015) and Colorado data was obtained from the two respective OVC Grantees awarded funding to serve Colorado-based human trafficking victims.

*FN indicates Foreign National, USC indicates United States Citizen, LPR indicates Legal Permanent Resident

Appendix 10: DHHS Funded Programs for Foreign Nationals, Reported Victim Cases, FY 2012-14

Department of Health and Human Services (DHHS) Funding Program for Foreign Nationals, Reported Victim Cases, FY 2012-14							
Year National Data Colorado Data							
2012	648	16					
2013	915	9					
2014	1137	6					

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

Appendix 11: Human Trafficking Hotline Call Data, Calendar Year 2012-14

Human Trafficking Hotline Calls, Calendar Year 2012-2014 National Human Trafficking Resource Center Hotline									
	20)12	20	013	2014				
	National	Colorado	National	National Colorado		Colorado			
Total Number of Substantive Calls	13,325 calls to NHTRC	165 calls to NHTRC that reference Colorado	20,579 calls to NHTRC	301 calls to NHTRC that reference Colorado	21, 431 calls to NHTRC	273 calls to NHTRC that reference Colorado			
Total Number of Unique Cases Reported*	3,729 unique cases reported, of which 2,367 ST, 622 LT, 84 both	45 unique cases reported, of which 28 ST, 15 LT, 2 type of trafficking not specified	4,884 unique cases reported, of which 3,392 ST, 871 LT, 119 both	73 unique cases reported, of which 49 ST, 12 LT, 9 both and 3 unspecified	5,042 unique cases reported, of which 3598 ST, 818 LT, 172 both	67 unique cases reported, of which 41 ST, 20 LT, 4 both, 2 not specified			
	Colorad	do Network to En	d Human Traffic	cking (CoNEHT) H	Iotline				
	20)12	20	013	20	14			
Total Number of Calls	65		123 158			58			
Total Number of Unique Cases Reported**,***		available]	of potential se calls involved potential lab	volved indicators x trafficking; 20 d indicators of oor trafficking;	137; 66 calls involved a indicators of potential sex trafficking and 20 calls involved indicators of potential labor trafficking; ***				

Source: National data was obtained from the National Human Trafficking Resource Center and Colorado data was obtained with 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 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.

Appendix 12: Colorado Affirmative Defense Statute for Human Trafficking Victims

C.R.S. 18-7-201.3: Affirmative defense – human trafficking – expungement of record protective order - definitions

(1) A person charged with prostitution, as described in section 18-7-201 or any corresponding municipal code or ordinance, for an offense committed on or after July 1, 2015, which offense was committed as a direct result of being a victim of human trafficking, may assert as an affirmative defense that he or she is a victim of human trafficking as defined in subsection (4) of this section. To assert the affirmative defense pursuant to this subsection (1), the person charged with the offense must demonstrate by a preponderance of the evidence that he or she was a victim of human trafficking at the time of the offense. An official determination or documentation is not required to assert an affirmative defense pursuant to this subsection (1), but official documentation from a federal, state, local, or tribal government agency indicating that the defendant was a victim at the time of the offense creates a presumption that his or her participation in the offense was a direct result of being a victim.

(2) (a) On or after January 1, 2016, a person charged with or convicted of prostitution, as described in section 18-7-201 or any corresponding municipal code or ordinance, for an offense committed before July 1, 2015, which offense was committed as a direct result of being a victim of human trafficking, as defined in subsection (4) of this section, may apply to the court for a sealing of his or her records pursuant to section 24-72-702 or 24-72-706, C.R.S., as applicable.

(b) A juvenile charged with or adjudicated of prostitution, as described in section 18-7-201 or any corresponding municipal code or ordinance, for an offense committed before July 1, 2015, which offense was committed as a direct result of being a victim of human trafficking, as defined in subsection (4) of this section, may apply to the court for expungement of his or her record pursuant to section 19-1-306, C.R.S.

(c) An official determination or documentation is not required to grant a motion pursuant to this subsection (2), but official documentation from a federal, state, local, or tribal government agency indicating that the defendant was a victim at the time of the offense creates a presumption that his or her participation in the offense was a direct result of being a victim.

(3) At the request of a person who asserted the affirmative defense pursuant to subsection (1) of this section, the court may at any time issue a protective order concerning protecting the confidentiality of the person asserting the affirmative defense.

(4) As used in this section, unless the context otherwise requires:

(a) "Human trafficking" means an offense described in part 5 of article 3 of this title or any conduct that, if it occurred prior to the enactment of such part 5, would constitute an offense of human trafficking pursuant to part 5 of article 3 of this title.

(b) "Victim of human trafficking" means a "victim" as defined in section 18-3-502 (12).