



## **2025 Legislative Issue Form**

*To propose a CCI legislative issue, please complete this form.*

*Feel free to use more than one page and include any supplemental materials.*

1.) **Contact Information** (of the person bringing forth the issue):

- a. **Name:** Abe Laydon
- b. **Title:** Commissioner
- c. **County:** Douglas
- d. **Phone Number:** 303-660-7401
- e. **E-Mail Address:** alaydon@douglas.co.us

2.) **Issue/Problem to be addressed** (What is the problem this legislation is seeking to solve?)

Sentencing guidelines do not require a mandatory period of imprisonment for persons convicted of an offense related to child prostitution. Instead, the guidelines permit a sentence to probation without incarceration. This proposal would require a mandatory-minimum period of imprisonment for such convictions.

3.) **Background on this Issue/Problem** (How did this come to be? Why are you seeking a legislative remedy?)

A sentence to imprisonment would better satisfy the purposes of criminal sentencing in cases involving child prostitution. The possibility of a probation sentence rather than mandatory imprisonment fails to sufficiently deter sex crimes against children because a would-be offender is more likely to avoid such conduct if a sentence to prison is certain to follow. A sentence to imprisonment would serve the purpose of incapacitation by removing offenders from the community and limiting their ability to reoffend. The period of imprisonment would also ensure sufficient time for rehabilitation before the offender is released and guarantee a minimum degree of retribution for victims.

4.) **Proposed Solution/Legislative Remedy to this issue.**

Amend sentencing guidelines to require that a person convicted of each crime related to child prostitution be sentenced to the Department of Corrections for a term of at least the minimum of the presumptive sentencing range for the offense of conviction.

5.) **Have you explored a non-legislative solution to this problem?**

No. Under existing law, for offenses related to child prostitution, a sentence to probation is available and a sentence to prison is not mandatory. Any modification of these existing laws will require legislation.

6.) **Statutory Citation to be modified AND proposed/revised language (The Colorado Revised Statute is available for free at [this link](#), by selecting “Colorado Revised Statutes”).**

Amend sentencing provisions in the following statutes to require a mandatory period of imprisonment in the Colorado Department of Corrections for at least the minimum of the presumptive sentencing range (please see specific language in attached House Bill 24-1092):

- C.R.S. § 18-7-402(2)
- C.R.S. § 18-7-403(2)
- C.R.S. § 18-7-403.5
- C.R.S. § 18-7-404(2)
- C.R.S. § 18-7-405
- C.R.S. § 18-7-405.5(2)
- C.R.S. § 18-7-406(2)

7.) **Relationship of this issue to the County Commissioner’s roles and/or authorities.**

Human trafficking involves the use of force, fraud, or coercion to obtain commercial sex acts. Children are particularly vulnerable to human traffickers and related sexual offenses. Human trafficking has been recognized as a matter of local concern in Colorado. The Douglas County Board of Commissioners has taken steps to eliminate human trafficking in Douglas County by passing an ordinance to regulate massage facilities and establishing a massage

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**By Friday, July 12.**



facility licensing authority. The Board of County Commissioners pursues this sentencing-related legislation to further enhance the deterrent factors and penalties associated with human trafficking and child prostitution in Douglas County and across Colorado.

8.) **Has this proposal been approved by the Board of County Commissioners?**

Yes – the Douglas County Board of Commissioners supports this proposal.

9.) **List any potential Proponents/Opponents & their perspectives; indicate any groups/individuals with whom you have already discussed this issue.**

Proponents of this legislation would likely include law enforcement, members of the public, and interest groups that advocate on behalf human trafficking victims and victims of sexual offenses against children. Opponents of this legislation would likely include the criminal defense bar and persons generally opposed to incarceration. To date, no substantive discussion has occurred among these groups with respect to this legislation.

10.) **Have you visited with your legislator(s) about this proposal? What was their reaction? Are members of your delegation likely to sponsor, support, or oppose this proposal?**

Douglas County has commenced early stages of discussion regarding this proposal and has determined that sponsorship interest exists.

11.) **Anticipated Fiscal Impact (to counties, state, other stakeholders, etc.).**

The fiscal impact of this legislation was assessed in June of 2024. The legislation would have decreased General Fund expenditures within the Judicial Department by approximately \$121,000 in fiscal year 2024-25 and each year thereafter. The legislation would have increased such expenditures within the Department of Corrections beginning in fiscal year 2025-26, resulting in a net increase of approximately \$414,000. The legislation was anticipated to cost \$5.3 million over the five-year period beginning in fiscal year 2024-25. Capital construction costs related to inmate housing were estimated at \$15.7 million. Please see the attached fiscal impact summary.

12.) **Please list the local subject matter experts CCI staff can follow up with for more information on this proposal.**

Subject matter experts include local law enforcement officers and prosecutors that specialize in sexual offenses involving children, Sex Offender Management Board members, detentions personnel, probation officers who specialize in sex offender intensive supervision, treatment providers, and victims of sex offenses against children.

13.) **If your county is submitting multiple issue forms, please rank each issue.**

This is Douglas County's only form and first priority.

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