

SB24-029 Alternative Metrics Working Group

Meeting Minutes

September 11, 2025 | 9:00am-11:00pm

Hybrid Meeting: Zoom & Location: 700 Kipling, 3rd Floor DCJ Conference Room

AMWG MINUTES for 9/11/25

ATTENDANCE

Appointed Members: Jon Caudill (University of Colorado, Colorado Springs), Dave Wolfsgruber (Department of Corrections), Kelli Burmeister (Division of Youth Services), Christie Donner (Colorado Criminal Justice Coalition), Aaron Stewart (Division of Probation Services, Judicial), Whitney Leeds (Above Waters Project/Growing Home), Jack Reed (Division of Criminal Justice)

Absent: Kate LeMasters (University of Colorado, Anschutz)

Guests: Ellen Graham (Latino Coalition), Cliff Hunter (Project Diakonia), Michael Cambell (University of Denver)

Staff: Erin Crites (Division of Criminal Justice), Linda Harris (Division of Criminal Justice), Yolanda Alvarez-Montello (Division of Criminal Justice)

OVERVIEW

Working group convened for their scheduled monthly meeting with a discussion with Dr. Michael Cambell from the University of Denver. Dr. Cambell reviewed the group's work and continued goals, validating the group's efforts and direction. Dr. Cambell provided recommendations to group questions about system performance, caseloads as a system barrier, generating practitioner buy-in, staff turnover, and measuring return on investment for practitioners. The group reviewed the pilot annotated bibliography for literature on civic engagement and desistance. Feedback was provided and the group recommended a review process and formatting changes to better understand the current research. The group also discussed an asset-based versus deficit-based measurement framework, to ensure that absence of the desistance factors were not misunderstood as failures or individual deficits. Finally, stakeholders from Project Diakonia and the Latino Coalition expressed their desire for partnership and appreciation of the work being done by the working group.

NOTES

Introductions and Meeting Setup

- Meeting began with introductions from all participants
- Updates included voting approval for prior minutes and progress on connecting with subject matter experts

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Dr. Campbell's Discussion on Recidivism Working Group and Alternative Metrics

- Dr. Campbell described his involvement in the Recidivism Definition Working Group and the evaluation of viewing recidivism as traditional, although flawed measurement tool
- Working group described their current progress and focus on prioritization using criminological literature to identify which measures have empirical support
 - The group has transitioned from metric identification (200+ currently identified) to research-backed evaluation
 - Three-tier timeline approach: immediate action items, mid-term possibilities, long-term systemic changes to avoid dismissing valuable but currently unfeasible measures
- Dr. Campbell confirmed group's approach aligns with criminological best practices and is consistent with National Academy's report recommendations, providing external validation of methodology
- Dr. Campbell discussed his philosophy of measuring program effectiveness and individual factors correlated with desistance success
 - **Quality-based measurement emphasis** - programs must focus on standard of interventions, not just access or exposure to services
 - **Housing, family ties, social connections** consistently emerge as critical factors, but quality matters more than mere presence
 - **Positive life outcomes measurement** needed to address underlying social problems like homelessness, addiction, mental health even when recidivism doesn't occur
- Dr. Campbell Recommendations and System Observations
 - Client–Supervision Official relationship quality is a primary determinant of successful outcomes, and currently unmeasured in most systems
 - Customer satisfaction approach recommended as starting point - systematically surveying clients about needs and desires across different jurisdictions
 - Dr. Campbell reminded the Working Group that rural, suburban, urban contexts require different approaches due to varying resource availability and community receptivity
 - 17-24 age group is particularly underserved despite being in high-crime age curve with greatest intervention potential
 - Mid-level manager buy-in essential for implementation success - upper management decisions require middle management execution

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- Staff incentivization systems must reward engagement with new desistance focused approaches through promotion criteria, annual reviews, and recognition programs
- Caseload optimization strategies need risk-based differentiation rather than uniform numbers
 - High-risk cases require intensive resources but may have limited improvement potential
 - Low-risk individuals may represent "low-hanging fruit" for community success but often receive insufficient resources
- Resource allocation paradox - those who haven't done enough harm to warrant resources are often those who could benefit most

Research Methodology Refinements

- Staff to the working group presented her research review process and findings on civic engagement and desistance literature review
- The civic engagement bibliography demonstrates both potential and limitations of current approach
 - Search challenges included limited literature on tax compliance and studies with small sample sizes limiting generalizability
 - Voting research findings show correlation with positive outcomes but highlight measurement complexity
 - Research structure improvements needed:
 - Search term pre-approval, measure definitions, summary sections, Excel format for better organization
 - Internal and external validity assessment required for each study to understand measurement approaches and generalizability limitations
- Group discussed caution against a deficit-based measurement framework to avoid misinterpretation of research findings
 - Presence of positive behaviors (voting, tax filing, community engagement) can signal desistance
 - Absence of these behaviors should not be interpreted as risk indicators due to multiple confounding factors

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Community Stakeholder Program Showcase

- Cliff Hunter presented Project Diakonia's evidence-based approach with 17–24 year-olds demonstrates interest-based engagement strategies
 - Interest-based needs assessment starts with "what do you want?" rather than imposed plans
 - Community organization collaboration augments probation officers who lack capacity for comprehensive case management
 - Caseload reality makes individual-level interventions difficult without community partner support
 - Prevention funding challenges - intervention programs difficult to fund despite higher ROI potential
- Ellen Graham (Latino Coalition)--WAGES program data collection model shows comprehensive community-based approach
 - Strengths and needs assessment conducted at intake and every 90 days with individualized service plans
 - Voluntary, self-determined programming aligns with Dr. Campbell's customer satisfaction recommendations
 - Collaborative care model between parole officers and community case managers with lighter caseloads
 - 10 years of data collection now transitioning to impact analysis with DOC data sharing agreements

ACTION ITEMS

Erin Crites

- Send out search terms lists for the next topic for group review before conducting literature searches
- Work on creating working definitions document for terms like 'signal,' 'predictor,' and 'causal mechanism'

Yolanda Alvarez-Montello

- Incorporate feedback from the civic engagement annotated bibliography to future literature reviews
- Work with Erin on improving bibliography structure based on group feedback

Working Group Members

- Review and provide feedback on search terms when distributed by Erin
- Provide additional feedback on civic engagement bibliography via Google Drive

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ADJOURN

- [Alternative Metrics Working Group website](#) houses information, agendas, minutes, and meeting links for this working group. Feel free to share this site with any interested stakeholders so they can stay informed.
- Meeting adjourned at 11am
- **Next Meeting: December 11, 2025, 9 - 11:00am**
Future 2026 meetings, as necessary: Jan. 8, Feb. 12, Mar. 12, Apr. 9, May 14, & Jun. 11

MANDATES

Pursuant to 24-33.5-535, C.R.S. (Senate Bill 2024-029) the working group shall:

- Be appointed no later than November 30, 2024.
- Convene first meeting by February 1, 2025
- Meetings shall allow for remote participation
- Submit a report by July 1, 2025 that summarizes the efforts of the working group and any recommendations

The working group is required to:

- Study metrics and methods, other than recidivism, to:
 - Supplement current measures including those related to desistance (severity and timing) and risk reduction.
 - Comprehensively measure successful outcomes that consider various aspects of life (e.g. employment, housing, education, mental health, personal well-being, social supports, and civic and community engagement).
 - Enhance measures of criminal justice system performance and adherence to best practices in supervision program design and implementation.
- Identify methods to obtain information from those involved or recently involved in the system regarding supervision experiences.
- Identify gaps or barriers in data collection, measurement and data matching, and recommendations on addressing these gaps or barriers.
- Create an implementation timeline for these metrics and methods that addresses any data limitations and necessary resources.
- Identify customization of measures to account for age, gender, race, ethnicity, or risk of a cohort.