

# SB24-029 Alternative Metrics Working Group

## Meeting Minutes

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

Location: Hybrid - Zoom & 700 Kipling, 3<sup>rd</sup> Floor DCJ Conference Room

### AMWG MINUTES for 12/11/25

#### ATTENDANCE

**Appointed Members:** Jon Caudill (University of Colorado, Colorado Springs), Aaron Stewart (Division of Probation Services, Judicial), Kate LeMasters (University of Colorado, Anschutz), Whitney Leeds (Above Waters Project/Growing Home), Jack Reed (Division of Criminal Justice), Christie Donner (Colorado Criminal Justice Coalition)

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

**Absent:** Kelli Burmeister (Division of Youth Services), Kito Bess (Department of Corrections)

**Guests:** Ellen Graham (Latino Coalition), Morgan Jackson (Department of Corrections), Kayla Shock (Department of Corrections), Jennifer Rhatigan (Member of the Public)

#### OVERVIEW

Working group convened for their monthly meeting. The meeting began with brief introductions and updates regarding the need to approve prior minutes via email and approval or feedback of the interim memo. Discussion proceeded with updates about engagement solicitation of incarcerated individuals in the Department of Corrections, the level of current interest, and next steps to gather information from this interested population. Capabilities and limitations were acknowledged around gathering information from this interested, lived-experience group. The working group discussed ideas for information gatherings and decided to set up an additional meeting to develop a plan to collect information from the interested DOC participants. The group then went over two annotated bibliographies (civic engagement and employment) to begin updating and narrowing the alternative metrics list with those that are evidence informed. The group identified metrics that stood out in the literature and the value they could bring to measuring desistance. Emphasis was placed on voting, broader community engagement activity, job quality and financial stability; criminal justice reentry partnerships with community employers were highlighted as crucial for success. Next steps were communicated to prepare for the next meeting: Planning for participant engagement, metric discussions with a focus on refining metrics, and administrative approvals.

#### NOTES

##### Introductions and Meeting Setup

- Meeting began with introductions from all participants
- The group was reminded to approve or provide feedback for both the last meeting minutes and the interim memorandum

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### **Incarcerated Participant Engagement and Lived Experience Integration**

- Over 60 letters of interest have been submitted by incarcerated expressing enthusiasm to participate in the working group's feedback process
- Letters generally advocate for participation but lack specific content suggestions, requiring a follow-up survey to clarify priorities
- Discussed ways to incorporate feedback from incarcerated individuals and logistical capabilities
- A multi-step approach was proposed: collect letters, distribute a targeted survey, then select a smaller focus group for deeper engagement.
- Balancing motivation and resource constraints was emphasized, suggesting focus groups could provide nuanced input—also helps with literacy considerations which can complicate survey design.
- The importance of follow-through was highlighted to maintain trust and rapport with participants.
- Planning for the feedback process will be coordinated through a small group, including DOC representatives, with scheduling outreach imminent
- Recognition that this emphasis on DOC may limit the generalizability of the feedback because it excludes individuals currently serving sentences in community corrections or jails, or on probation or parole. However, many of the incarcerated individuals may have experienced these other types of sentencing.

### **Annotated Bibliography Discussion**

- Civic Engagement Metrics and Measurement Challenges
  - Civic engagement was identified as a complex concept best captured through a combination of self-report and administrative data, with voting as a prominent but limited proxy
  - Voter registration and behavior emerged as the most common quantitative civic engagement metric, but its limitations were noted due to DOC's automatic voter registration and varied reasons for non-voting (i.e., confusion regarding voting rights with criminal justice history)
  - Broader civic engagement measures including volunteerism, faith community involvement, school participation, and informal social groups were recommended to capture meaningful civic engagement
    - Data from community partners tracking volunteerism among justice-involved individuals was noted as a promising emerging source

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- The group identified that most civic engagement data will require self-reporting, which complicates measurement but allows capturing meaningful personal engagement
- The feasibility of capturing some civic engagement metrics through existing data systems was discussed, noting that modifications to case management systems could enable ongoing collection of broader civic engagement indicators
- Examples of civic engagement inside DOC facilities were shared
  - Inmate-led fundraisers and activism, which are rarely documented in research but reflect important community bonds
- The group highlighted the importance of differentiating between individual-level engagement and system-level opportunities or supports for civic participation
- Employment Metrics and Measurement Challenges
  - Employment quality, stability, and system support were prioritized over employment status, with emphasis on reducing barriers and targeting industry partnerships
  - Reference letters from community employers were identified as a valuable employment support, more effective than letters from carceral authorities, but their quality and authenticity significantly affect outcomes
  - The literature showed that employment quality and financial stability correlate more strongly with desistance than mere job attainment
  - The group acknowledged the difficulty of measuring meaningfulness and satisfaction in employment due to subjective interpretation and limited data
  - It was shared that DOC uses advanced data analytics to map parolee housing, employment, and industry hiring practices across counties.
    - This analysis highlighted the significant challenge posed by limited local employment options, particularly in rural areas.
    - Leveraging these insights was important to align training programs (e.g., welding, CDL) with labor market demand and reduce underemployment
  - The group discussed the need for metrics capturing system-level efforts to reduce barriers to employment, including agency policies, access to technology, and transportation.
  - A composite metric for “preparedness for release” that includes education, vocational training, and reentry planning was proposed as an idea to capture readiness and system level support
  - The group emphasized the role of agencies in fostering community connections and reducing stigma

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### NEXT STEPS

- A planning meeting to coordinate incarcerated participant engagement will be scheduled promptly
- Members encouraged to review annotated bibliographies and prepare focused metric proposals ahead of time
- Approval of minutes and memos will continue via email to maximize meeting efficiency
- The meeting adjourned with dedicated time for public comment; there were no public comments

### ACTION ITEMS

- **Erin Crites**
  - Send emails to entire working group to schedule the planning meeting regarding incarcerated participant engagement logistics
  - Reschedule the January meeting to enable continued progress on incorporating lived experience engagement with DOC participants
  - Follow up on minutes and memo approval requests via email
- **Morgan Jackson**
  - Participate in the planning group to advise on logistics and feasibility of DOC incarcerated individual engagement
  - Provide DOC input on feedback communication materials suitable for incarcerated people's education levels and languages
- **All Working Group Members**
  - Review annotated bibliographies and prepare to discuss specific metric proposals in upcoming meetings, focusing on prioritization
  - Approve previous meeting minutes and project memo via email

### 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: Tuesday, January 20, 2026, 9 - 11:00am\***  
Future 2026 meetings, as necessary: Feb. 12, Mar. 12, Apr. 9, May 14, & Jun. 11  
[\*Note: Jan. 8 meeting postponed to Jan. 20)

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### **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.