Texas Civil Commitment Office

Christy Jack, Chair
Board Members:
Kathryn "Katie" McClure, Vice Chair
Roberto "Robert" Dominguez
Rona Stratton Gouyton
Bruce Toney
Marsha McLane, Executive Director

Friday, May 29th, 2026, at 10:00 a.m.
MINUTES

Board Members Present
Christy Jack, Chair
Katie McClure
Rona Stratton Gouyton
Bruce Toney
Robert Dominguez

TCCO Staff
Marsha McLane
Jessica Marsh
Brittney Winters
Kenneth Biddle

Senator Flores' Office
Mike Ward
Charles Day

Legislative Budget Board
Nawal Traish

Sunset Advisory Commission
Megan Nair
Emily Johnson
Angel Ornelas

Office of the Attorney General
Lucy Pruitt
Vishal Iyer

Office of the Governor
Tamela Griffin

Convene the Board of the Texas Civil Commitment Office (TCCO)
Board Chair Christy Jack convened the meeting at 10:00 a.m. Roll was taken and it was noted that a quorum was present.

Report Regarding Potential, Contemplated, and Pending Litigation
The Board went into executive session at 10:07 a.m. to cover this agenda item. The Board reconvened in open session at 10:28 a.m. with no formal action taken by the Board during the executive session.

Board Chair Report
Board Chair Christy Jack stated she did not have a formal report.

Executive Director's Report Concerning Program Operations, Routine Functioning of the TCCO
Executive Director Marsha McLane stated that since the last Board Meeting one client was released from civil commitment after living in the community for about a year and half, the client was able to visit the TCCC and spend time mentoring clients in group and individual treatment sessions.

Ms. McLane stated all TCCO policies will be reviewed, aiming at about five policies per month. Ms. McLane discussed training that has taken place since the last Board Meeting, including documentation training for treatment providers, Corrections Software Solutions (CSS) training for Mr. Bowers, TCCO 101 training for the new Legislative Budget Board (LBB) analyst and the Senate Criminal Justice Committee staff, and cost recovery training for the TCCO case managers.

Ms. McLane stated four case managers left the agency, five case managers were hired, two case managers were promoted to senior case managers, and one case manager was promoted to unit supervisor. Ms. McLane discussed staff leaving TCCO to go to work for parole and stated this would be discussed more during the budget report.

Janet Latham and Kara Gougler will be presenting at the Council on Sex Offender Treatment (CSOT) conference over the weekend. Jessica Marsh participated in a survey by the state of California on civil commitment, and TCCO will get the results once they are available. Ms. McLane stated both Ms. Gougler and Ms. Marsh are on the Sex Offender Civil Commitment Programs Network (SOCCPN) Board.

Ms. McLane discussed negotiations with MTC, stating MTC requested a high per diem increase and requested TCCO pay for the new buildings, while this was not a pleasant experience MTC does need a per diem increase, and this will be discussed later in the Board Meeting.

Ms. McLane closed by discussing the dedicated TCCO staff, stating this is the best group of staff she has seen in her career, most of the staff are on call 24/7, they come to work and do not hesitate to help each other. Ms. McLane stated that when the medication issue was discovered at 4:30pm on a Friday the TCCO case managers interviewed every client and compiled all the information. Ms. Jack asked Ms. McLane to express the Board's appreciation and gratitude.

Budget Manager's report regarding FY 2026 Budget and Expenditures and proposed FY 2028 – 2029 Legislative Appropriations Request
Ms. McLane began by expressing her excitement that Kenneth Biddle has returned as the TCCO Budget Manager.

Budget Manager Kenneth Biddle discussed the FY 2026 budget. Mr. Biddle stated there is additional funding available, $967,230, as there were several staff vacancies and sanctions against one of the contractors, giving TCCO room to negotiate a contract rate adjustment with MTC. Mr. Biddle stated the projected expenditure for offsite medical is $7.2 million dollars, which is currently covered in the budget. Mr. Biddle stated TCCO was appropriated $5.2 million dollars and has currently expended $4.3 million dollars.

Mr. Biddle discussed the Legislative Appropriations Request (LAR) exceptional items for the Board to consider, projecting $65,978,368 as the baseline which is about a $9 million dollar increase per year over the FY 2026 and FY 2027 base numbers. Mr. Biddle discussed the ten exceptional items for the Board to consider totaling $35,241,304. The ten exceptional items are contract rate adjustment, offsite healthcare costs, information technology and offsite infrastructure upgrades, caseload growth, staff specific salary increase, case manager career ladder, FY 2027 baseline leveling, client reentry training, vehicle replacement, and program evaluation and staff development. Mr. Biddle discussed the case manager career ladder stating this is based on months of service for case managers.

Ms. McClure stated the finance committee met yesterday and acknowledged this is a substantial increase in the budget due to the cost of the contract and offsite medical. Ms. McClure stated a lot of time is spent talking about offsite medical due to medical costs constantly going up, and this number may be revisited later as the rest of the FY 2026 medical bills are received.

Ms. McLane stated the only change to the case manager career ladder is switching to the classification titles. Mr. Dominguez asked if TCCO is planning to reapply to the federal grant, and Ms. McLane stated the grant was a one-time grant and we are looking to get funding to continue the work.

Ms. Jack moved to approve the FY 2028 and FY 2029 LAR as proposed with the understanding that any updates will be presented at the next scheduled Board meeting. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to approve the Case Manager Career Ladder as presented. The motion was made, seconded, voted on and passed without opposition.

Presentation from the Deputy Director regarding the TCCO FY 2026 Customer Service Survey
Deputy Director Jessica Marsh discussed the report on customer service which is required by Chapter 2114 to be completed every two years. The LBB provides the agency with instructions that include eight standardized questions. Ms. Marsh stated the survey was posted on the TCCO website and emailed to stakeholders TCCO corresponds and works with on a routine basis, making the survey available publicly. The survey was available for thirty days and the information received was compiled into a report which will be submitted to the LBB.

Ms. Marsh stated a total of 27 people responded to the survey coming from various types of groups such as courts and law enforcement, partner agencies, contractors, client family members, advocacy groups, and a former TCCO client. Ms. Marsh stated overall the respondents were satisfied with the TCCO staff, totaling 78% satisfied. Ms. Marsh stated respondents were asked how easy it is to navigate the TCCO website and find information on how to file complaints, find contact information, and navigability. Twenty-three respondents were either satisfied or neutral/ not applicable on finding complaint information, 24 respondents were either satisfied or neutral/ not applicable on finding contact information, and 26 respondents were either satisfied or neutral/ not applicable on the website's navigability. The survey included agency printed information and two of the respondents were dissatisfied with the agency information and most respondents were relatively even between satisfied and neutral/ not applicable.

The survey included overall satisfaction with the agency. Ms. Marsh stated five respondents were neutral, five respondents were dissatisfied and the remaining 17 respondents expressed overall satisfaction with the agency. Ms. Marsh stated the agency can use this data for identifying areas for improvement.

Ms. Jack asked which group was predominantly dissatisfied, and Ms. Marsh stated the client family members or advocacy groups were split between satisfied and dissatisfied. Ms. Jack asked if areas to improve were identified, and Ms. Marsh stated the TCCO case managers routinely provide their own contact information but an area to improve would be the TCCO case managers providing their supervisors' contact information as well.

Discussion, consideration and possible action concerning adoption of updated Board Policies:
a. BP 1.01 Board Responsibilities;
b. BP 1.02 Expenditure Approvals;
c. BP 1.03 Delegation of Authority;
d. BP 1.04 Standards of Conduct; and

e. BP 1.05 Executive Director Reports.

Deputy Director Jessica Marsh discussed the five remaining Board policies for review to complete the policy review process discussed during a prior meeting.

Board Policy 1.01 Board Responsibilities; this update includes three minor changes including grammar updates, reorganization for a better flow, and aligning the policy with actual practice.

Board Policy 1.02 Expenditure Approvals; this update includes a change in format so the policy will match the other policies and there is consistency across the Board and the language is reorganized.

Board Policy 1.03 Delegation of Authority; the language and purpose was updated to align with the language in the rest of the policy, there were minor grammar changes, and the update clarifies that Board approval is required to apply for a grant.

Board Policy 1.04 Standards of Conduct; this update added a reference to the TCCO Ethics policy that already applied and there were minor formatting changes.

Board Policy 1.05 Executive Director Reports; this update added one requirement listed in Board Policy 1.03 related to reporting grant activity and litigation settlements so the two policies line up.

Ms. Jack noted the current versions of all five policies were effective ten years ago and moved to adopt updated Board Policy 1.01 Board Responsibilities effective May 29th, 2026. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to adopt updated Board Policy 1.02 Expenditure Approvals effective May 29th, 2026. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to adopt updated Board Policy 1.03 Delegation of Authority effective May 29th, 2026. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to adopt updated Board Policy 1.04 Standards of Conduct effective May 29th, 2026. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to adopt updated Board Policy 1.05 Executive Director Reports effective May 29th, 2026. The motion was made, seconded, voted on and passed without opposition.

Discussion, consideration and possible action concerning final adoption of the following amendments to Texas Administrative Code Title 37 Public Safety and Corrections Part 16 Texas Civil Commitment Office, Chapter 810 previously posted in the Texas Register:

a. Section 810.122 – Definitions; and

b. Section 810.153 - Tiered Treatment and Supervision Program.

Deputy Director Jessica Marsh stated at the February 2026 Board Meeting the rule review was discussed and has been concluded. There were no changes recommended and the two amendments were posted and received no public comment.

Ms. Jack moved to adopt proposed amendment to Section 810.122 – Definitions. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to adopt proposed amendment to Section 810.153 - Tiered Treatment and Supervision Program. The motion was made, seconded, voted on and passed without opposition.

Discussion, consideration and possible action concerning final adoption of repeal of the following rules in Texas Administrative Code Title 37 Public Safety and Corrections Part 16 Texas Civil Commitment Office, Chapter 810 as previously posted in the Texas Register:

a. Section 810.154 – Emergency Detention Orders;

b. Section 810.155 – Mechanical and Chemical Restraints;

c. Section 810.156 – Sexually Violent Predators Required to Submit to GPS Tracking; and

d. Section 810.273 – Cost of Housing, Treatment and Tracking Services.
Deputy Director Jessica Marsh discussed the four rules that were published as proposed repeals and received no public comment.

Ms. Jack moved to adopt proposed repeal to Section 810.154 – Emergency Detention Orders. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to adopt proposed repeal to Section 810.155 – Mechanical and Chemical Restraints. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to adopt proposed repeal to Section 810.156 – Sexually Violent Predators Required to Submit to GPS Tracking. The motion was made, seconded, voted on and passed without opposition.

Ms. Jack moved to adopt proposed repeal to Section 810.273 – Cost of Housing, Treatment and Tracking Services. The motion was made, seconded, voted on and passed without opposition.

Presentation from the Director of Case Management Services regarding a mixed-tier group pilot program for the TCCC
Director of Case Management Services, Kara Gougler provided an update on the pilot group that was initiated on May 12th. Ms. Gougler stated the current group structure at the TCCC is organized by tier and the pilot group includes a mixed tier model to include clients from tiers two through Four and Advanced Group Environment (AGE) clients.

Ms. Gougler stated that currently if clients are promoted or demoted in tier, they are moved into a new group and will possibly get a new therapist. With the pilot program the client will stay with the same therapist and the same clients, improving therapeutic continuity and group cohesion.

Early observations indicate several positive clinical benefits such as maintaining consistency with the therapist and group members. Ms. Gougler stated she has received feedback from half of the group and the feedback is overwhelmingly positive. Ms. Jack asked if there is any concern regarding the tier four clients progress being slowed down due to being in a group with lower tiered clients, and Ms. Gougler stated she does not anticipate that being an issue due to mentorship by the tier four clients, and there being no better way to gauge a client's progress than by observing the client teaching. Ms. McLane stated the clients enjoy being mentors.

Texas Civil Commitment Center updates concerning facility expansion and staffing
Regional Facility Administrator Jennifer Brown began by providing the number of clients in each tier. Ms. Brown stated there are only ten refusals and thanked Mr. Bowers doing a good job.

Ms. Brown stated there are 45 groups at the TCCC; five groups for tier one clients, 15 groups for tier two clients, 21 groups for tier three clients, three groups for tier four clients, and the mixed pilot group Ms. Gougler discussed.

Ms. Brown stated the TCCC is short three therapists, five if you include the two over-hires, but there are four zoom therapists utilized to support the staff shortage. The clinical director’s last day was Friday, and the position has been posted. Mr. Bowers stated one of the lead sex offender therapists will be acting as the clinical director and he will evaluate their work in 45 to 60 days. Ms. Brown noted the need for both a clinical director and a lead therapist.

Ms. McLane discussed placing an ad in the License Professional Counselor (LPC) newsletter and stated Mr. Bowers has been working on this. Mr. Bowers stated the LPC produces a monthly newsletter, and he can post as many positions within the newsletter as needed.

Mr. Bowers discussed staff shortages, stating there are currently 17 security officer vacancies, the clinical director vacancy, five sex offender therapist vacancies, and one academic instructor vacancy. Mr. Bowers stated two client mentors are assisting with GED classes. Ms. Jack asked if this is something that can be done through zoom, and Mr. Bowers stated he has no objection. Mr. Bowers stated MTC visited the Littlefield High School and spoke to the seniors. He is hoping the seniors with no college or military plans will apply to work at the TCCC.

Mr. Bowers provided an update on facility improvements stating they are pushing on with cleaning and painting. Mr. Bowers stated H dorm opened the first week of May as promised, and clients were moved in slowly, ten at a time, to ensure there were no issues. Mr. Bowers stated the pavilion opened last week to tier three clients living near the pavilion and tier four clients, making this another incentive to follow the treatment program.

Ms. McLane asked what MTC is doing to recruit a part-time security officer, and Mr. Bowers stated he submitted a request to leadership for ten part-time officers. Ms. Brown stated those positions will be included in the June contract negotiations. Ms. McLane asked why these positions need to be included in negotiations, and Ms. Brown stated the hourly employees will need to be paid. Ms. McLane asked why these positions couldn't be paid from the vacant positions, and Ms. Brown stated MTC is looking to offset penalties to cover the vacancies. Mr. Bowers stated he wants to limit the number of part-time officers based on his previous experience and is worried many of his full-time security officers will switch to part-time. Ms. Jack asked where a request like that goes, and Mr. Bowers stated staffing adjustment requests go through human resources, then finance, and finally up to leadership. Ms. Jack asked when the request was made, and Mr. Bowers stated the initial request was in November.

Mr. Bowers discussed correctional appreciation week, stating MTC did events each day for their staff and coordinated with Ms. McLane to give the clients a week off from group, allowing the therapists to get caught up on documentation. Mr. Bowers stated every two years MTC does a comprehensive audit, and the next audit is scheduled for August, which will be his first comprehensive audit at the TCCC.

Ms. Jack thanked Mr. Bowers on behalf of the Board for his hard work and dedication, stating the Board can trust and rely on what he says. Mr. Bowers thanked the Board and stated he has a great team at the facility and he is proud.

Update from MTC regarding MTC Medical's efforts to reduce cost while maintaining a high level of client care at the TCCC

Director of Health Services Administration Robert Simon began by discussing medical efforts to reduce costs, stating MTC has continued to pursue contracts with the community but have not had any movement toward contracts with Muleshoe and Haskell hospital. Mr. Simon stated he met with Lamb County hospital regarding 340B prescription pricing and they are not interested in moving forward. Ms. McLane asked which pharmacy Lamb County hospital uses, and Mr. Bowers stated he has a meeting with the pharmacist next week and they are very interested in doing business with the TCCC.

Mr. Simon provided a staffing update, stating a mental health coordinator recently started and the new health services administrator (HSA) has been with the facility for a few months. Mr. Simon stated he has continued to work to secure a physician and is in the process of setting up an interview. Mr. Simon stated they are short two licensed practical nurses on the medical side, and on the mental health side they are short one mental health counselor, one psychiatric registered nurse, and two medical technicians are currently in training.

Mr. Simon discussed medication administration concerns, stating on May 15th he was made aware that at least 91 individuals either did not have their medications or weren't receiving their medications. Mr. Simon and the Clinical Director identified areas of concern that were related to the medication issue, possibly between Sapphire, the electronic health record and Clinical Solutions, the pharmacy. Mr. Simon stated the issue could have been related to the system interface or related to staffing. Mr. Simon discussed changes that have occurred including moving where the pill line is administered, providing additional training to assist with inventory and scanning medications, and ensuring staff is aware of the various tools they have, including being aware of the various reports they receive.

Ms. Jack stated she is concerned that the problem was brought to the attention of MTC by TCCO staff and noted the importance of clients receiving their medication was discussed during the February Board Meeting. Ms. Jack asked why MTC did not discover the issue and Mr. Simon could not provide an exact answer but stated as clients mentioned not receiving medications, MTC would research each client and made sure they received their medications. Mr. Simon stated MTC discovered the issue was related to staff shortages.

Mr. Toney asked what checks and balances are now in place to ensure this doesn't happen again. Mr. Simon stated next week the Clinical Director and two HSAs will begin a full medication audit. Mr. Simon stated he is working with Mr. Bowers to ensure all medication is scanned. Ms. Jack asked Mr. Simon to clarify if he said all medications were at the TCCC and were not scanned and Mr. Simon stated some of the medications were there and weren't scanned and some medications were not there. Ms. Jack asked if some of the medications had not been ordered, and Mr. Simon confirmed due to staff shortages. Ms. Jack asked Mr. Simon if he went to the TCCC on May 15th when the medication issue was brought to his attention, and Mr. Simon stated he did not go to the TCCC but worked with the Clinical Director to audit charts. Ms. Jack asked why Mr. Simon didn't go to the TCCC and Mr. Simon stated he was not asked to go and can't do anything with medication specifically due to not being a licensed nurse. Mr. Toney noted this is overall Mr. Simon's responsibility, and Mr. Simon confirmed.

Ms. McClure asked if there is an alert of some sort that notifies medical when a client does not receive their medication, and Mr. Simon stated a report is sent to the HSA, but the HSA was not aware of the various tabs within the report. Ms. McClure asked if the report goes to anyone other than the HSA and Mr. Simon stated no, but he will work on getting himself added to the distribution. Mr. Dominguez asked how long the clients did not receive their medications, and Mr. Simon could not provide an exact answer. Ms. McLane stated she was notified two clients had not received their blood pressure medications for over a week and immediately ordered the case managers to meet with each client. Ms. McLane stated the case managers then provided an initial list of 91 clients that had not received their medications, the list was then brought down to either 77 or 71 clients. Ms. McLane stated she did not receive a fast response from MTC and no one from the MTC corporate office went to the TCCC to assist.

Ms. Jack asked Mr. Simon who would have given Mr. Simon direction to go to the TCCC, and Mr. Simon stated he takes direction from his supervisor Jason Terris. Ms. McLane asked Mr. Toney what would have happened if a client died due to not receiving their medication and Mr. Toney stated that would become a criminal issue and noted the importance of Mr. Simon taken ownership. Ms. McClure noted the medications the clients did not receive were not ibuprofen type of medications, but life saving medications. Ms. Jack asked if all clients have received their medications as of today, and Mr. Simon could not provide an answer but stated the initial 91 client medications had been addressed. Ms. Gouyton asked if more critical medications were investigated, and Mr. Simon could not provide an answer. Ms. Jack noted if a client dies due to lack of medication a civil or criminal investigation is possible and the Board may be called to testify in front of the Legislature.

Mr. Toney asked Mr. Simon to attend the next Board meeting to provide an update on the checks and balances in place to ensure all clients receive their medications. Ms. Gouyton asked Mr. Simon to bring an example of the various medication reports, and a list of the medications the initial 91 clients did not receive.

Ms. Jack stated the Board is very concerned about clients not receiving their medications and stated this is not acceptable. Ms. Gouyton asked if a TCCO staff member can check on clients receiving their medications daily, and Ms. McLane confirmed.

Discussion, consideration and possible action concerning amendment of Contract CCC-20-0001 to increase the per diem rate for the remainder of FY 2026

Executive Director Marsha McLane stated that MTC does need a per diem increase. Gas, electric, food has all gone up and they did not get an increase this year due to the Legislature not approving our exceptional item. Ms. McLane discussed that the attempt to offer an increase was denied by MTC. The Board was provided the letters from TCCO to MTC and their responses. Ms. McLane stated Mr. Biddle has spent several months looking for additional funding within the TCCO budget and discussed $133 dollars between now and the end of August. Ms. McLane discussed she received a response from MTC requesting TCCO pay for the new buildings and for sanctions. Ms. McLane stated further negotiations will take place on June 11th.

Ms. Jack noted she has been a TCCO Board Member since 2011 and the selling point for her on agreeing to the 20 year contract was MTC providing a letter stating construction and building costs were at no cost to the state of Texas. Ms. Jack mentioned her concern with MTC requesting to reduce the number of client therapy hours from six hours to four hours. Ms. McClure quoted the original letter from MTC stating "MTC is diligently working to expand the center at no additional cost to the state of Texas, housing areas will be added to the center at no additional cost to the state of Texas." Ms. McClure noted how difficult it is for the Board to approve a per diem increase with the continued issues at the TCCC such as non-compliance and numerous staff vacancies. Ms. McClure stated the Board expects MTC at a minimum to meet the requirements of the contract.

Mr. Toney noted what MTC is requesting is outside of the Board's capabilities and it will need to be requested in front of the legislature. Ms. McLane noted Ms. Brown represents MTC and asked if she was given any guidance or instructions, and Ms. Brown stated MTC will not accept the $133 through August 2026. Mr. Toney asked if MTC is interested in walking away from the contract, and Ms. Brown stated no. Mr. Toney asked if MTC is under the impression that TCCO has additional funds beyond the $133 through August 2026, and Ms. Brown stated the June negotiations are to put everything on the table.

Ms. Jack stated the TCCO Board is not in a position to approve a per diem increase at this point given the context of the Board meeting, the medical crisis in the past few weeks, and the history with MTC. Ms. McLane noted TCCO has attempted to work with MTC, but they will not accept what's been offered. Ms. Jack stated the possible action involves an emergency meeting if necessary.

Discussion, Consideration, and Possible Action Regarding Excused Absences

Ms. Jack noted that all Board Members were present at the last meeting.

Discussion, Consideration, and Possible Action Regarding February 27, 2026 Meeting Minutes

After determining that all Board Members present had reviewed the minutes from the previous meeting, Board Chair Christy Jack asked for a motion to adopt the February 27, 2026 meeting minutes. The motion was made, seconded, voted on and passed without opposition.

Discussion, Consideration, and Possible Action Regarding Future Meeting Dates
The next meeting of the TCCO Board was not scheduled due to the emergency Board Meeting pending.

Meeting Adjourned at 12:58 p.m.

SIGNATURE ON FILE	**SIGNATURE ON FILE**
Christy Jack, Chair	Marsha McLane, Executive Director